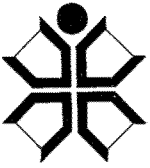


PHILIPPINE PLANNING JOURNAL

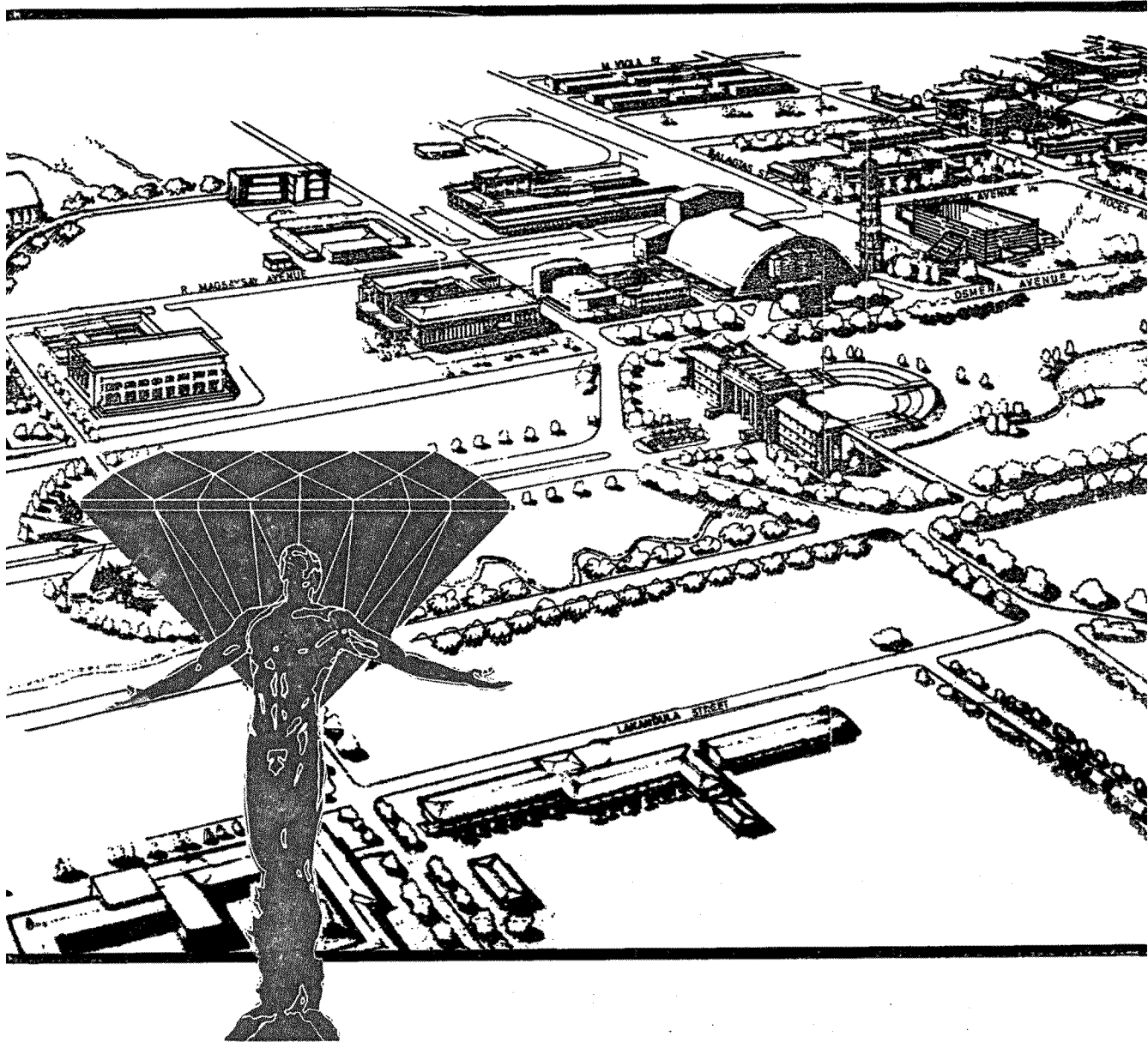
ISSN—0048-3850



SCHOOL OF URBAN AND REGIONAL PLANNING

VOL. XIV, NO. 2, APRIL 1983

VOL. XV, NO. 1, OCTOBER 1983



DIAMOND JUBILEE ISSUE

PHILIPPINE PLANNING JOURNAL

- Volume XIV, Number 2, April 1983.
- Volume XV, Number 1, October 1983.

Board of Editors

Dolores A. Endriga
Tito C. Fimalino
Ernesto M. Serote

Managing/Art Editor
Victoria A. Eugenio

Associate Managing Editor
Carmelita R.E.U. Liwag

Business Manager
Delia R. Alcaide

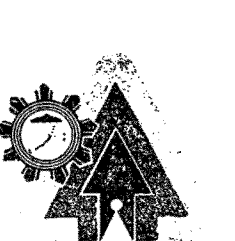
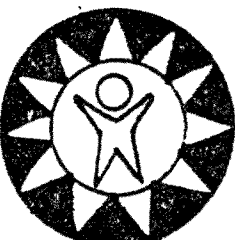
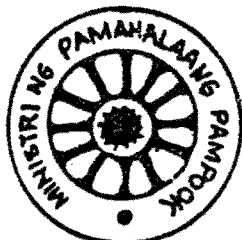
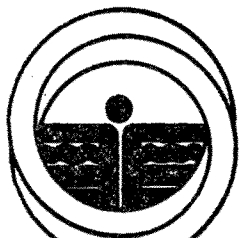
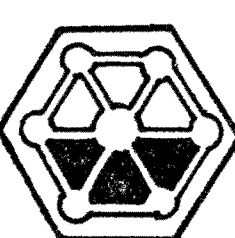
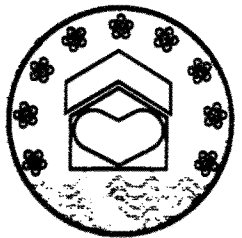
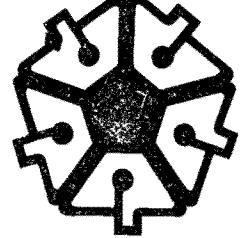
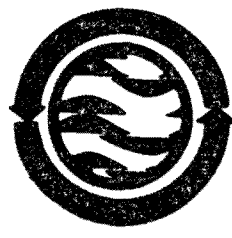
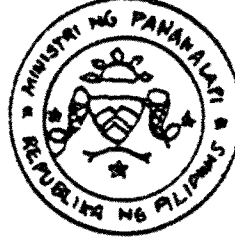
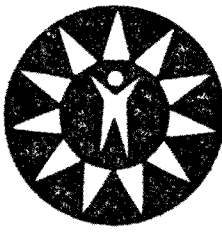
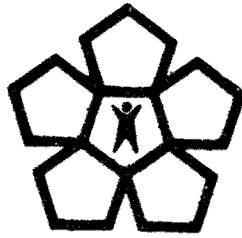
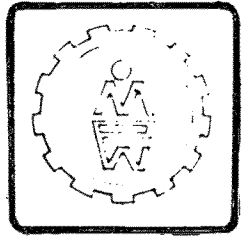
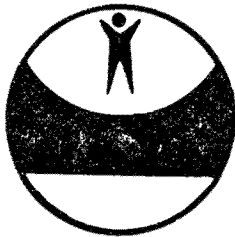
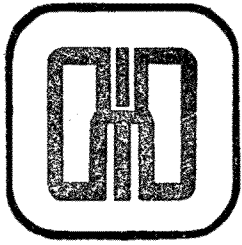
This double issue of the Philippine Planning Journal is supported with funds provided by the U.S. Agency for International Development. The views expressed are those of individual authors and should not be attributed to the Agency for International Development.

The *Philippine Planning Journal* is published in October and April by the School of Urban & Regional Planning, University of the Philippines. Views and opinions are those of the authors and do not necessarily reflect those of the School. All communications should be addressed to the Business Manager, *Philippine Planning Journal*, School of Urban & Regional Planning, University of the Philippines, Diliman, Quezon City, Philippines 3004.

Annual Subscription Rate: Domestic, ₱12.00; Foreign, \$8.00.
Single copies: Domestic, ₱6.00; Foreign, \$5.00.
Back Issue: Domestic, ₱8.00/copy; Foreign, \$6.00/copy.

TABLE OF CONTENTS

- 1 Evolution of the National Planning Organization
in the Philippines: A Legislative Perspective
— *Asteya M. Santiago*
- 28 The Development of Planning Education in the Philippines
— *Dolores A. Endriga*
— *Jaime U. Nierras*
- 39 Planning Practice in the Philippines: The Government Sector
— *Apolo C. Jucaban*
- 57 Forum on the State of the Art of Planning: Private Practice
- 62 The 1984 Land Use Plan for UP Diliman Campus
- 88 Planning News
- 93 About the Contributors



EVOLUTION OF THE NATIONAL PLANNING ORGANIZATION IN THE PHILIPPINES: A LEGISLATIVE PERSPECTIVE

Asteya M. Santiago

Professor

School of Urban and Regional Planning

Introduction

The pervasive influence of legislation¹ in the evolution and growth of physical planning² in the Philippines may be difficult to assess accurately. A general observation may,

¹Legislation refers to the formal written enactments of the duly constituted legislative body, constituting the main source of law of the land. It, therefore, excludes judicial decisions applying or interpreting the laws or the Constitution which, in a broader sense, as provided by the Civil Code of the Philippines, forms part of the legal system of the Philippines (Civil Code, Article 8).

The Philippine legal system, strictly speaking, begins with the fundamental rules of the Philippine Constitution and the treaties to which the country is a signatory and ends with the statute law consisting of legislative enactments. Executive Orders and Proclamations of the President, the ordinances of the various municipal or quasi-municipal corporations and the authorized regulations as well as decisions of numerous government offices and agencies, although not strictly law, have the force and effect of the law. (Perfecto v. Fernandez, "The Structure and Sources of Philippine Law," *Foundation and Dynamics of Filipino Government and Politics*, Abueva and De Guzman, editors, Bookmark, Manila 1969, p. 48).

²Physical planning is the broad term used in this paper to refer to environment planning, one of the original terms used to describe the physical planning activities of the country and more recently, to human settlements planning which is the more popular nomenclature.

As defined in the law, physical planning refers to "the art and the science of ordering and managing the use of land and its environment and the character and siting of buildings and communication routes so as to secure the maximum practicable degree of economy, convenience and beauty. (Sec. 2 g. PD 933).

however, safely be made that legislation has played a critical role in institutionalizing physical planning as a major government concern and that it has been responsible for the continually expanding scope and influence of this activity in the physical and socio-economic life of Philippine communities.

Law has been a significant determinant not only of the role assigned to physical planning in the socio-economic development of the country but also of the character of the national physical planning bodies which have evolved through the years, including the nature and scope of their powers and functions, the type of planning system established, and the kinds and legal sanctions of plans prepared and implemented. These sanctions include the various instruments for plan implementation. A number of laws have laid down significant planning policies and concepts which, although not carried out faithfully, have made significant contributions to the planning process. In many cases, the usefulness of these contributions has extended beyond academic confines. These policies and concepts have actually been translated into several approaches and schemes³ for the development of communities and settlements.

³Some of these approaches are the human settlements approach initiated by PD 933 (May 13, 1976); urban land reform adopted by PD 1517 (June 11, 1978); the BLISS (Bagong Lipunan Improvement of Sites and Services) program adopted in Executive Order 517 (January 9, 1979); and the countryside livelihood program directed by Letter of Instructions No. 1038 (November 29, 1980).

The observation may be made that law has played a similar role in the evolution of other government activities and that this may not be peculiar to physical planning. The fact, however, is that legislation has been employed as an effective instrument in achieving many of the changes and improvements in the planning system and that this obviously shows that the planning activities of the government have received ample legal support. The extent to which legislation has paved the way for the general acceptability of the planning function may be attributed to a large extent to the advent of the martial law regime. The martial law⁴ period, relying as it did in a one man law-making mechanism, ushered in a phase in the legal system of the country where many more legal issuances were made than in any other period in its

⁴ Martial Law was declared by President Ferdinand E. Marcos in 1972, one of the consequences of which was the abolition of the bicameral legislative body and the vesting of exclusive law-making function in the President. Under such authority, the President came out with various legal issuances such as Presidential Decrees, which took the place of Republic Acts, since they were promulgated by the President as the "authorized" law making body. The President also issued several legal instruments in his capacity as chief executive of the Republic and these were Proclamations, Letters of Implementation, Letters of Instruction, Executive Orders, Administrative Orders, Memorandum Circulars, etc. Prof. Irene Cortez in her article "Executive Legislation, the Philippine Experience," noted that although technical differences distinguish one type of issuance from another, these distinctions have not always been observed in practice (*Philippine Law Journal*, Vol. 55, First Quarter, March 1980, p. 11).

It is important to make a distinction between the legal issuances of the President during Martial Law made by him in his capacity as the "authorized" law making body and those which he signed as Chief Executive which he therefore could amend and revise even after the organization in 1978 of the Batasang Pambansa as the law making body of the country. It should be noted, however, that the Philippine Constitution in one of its amendments in 1976 provided the President with "standby" legislative powers which therefore also enables him to repeal those acts passed by him when he served as the legislative arm of the government. More importantly, it enabled him to continue to pass decrees, many of which were in the area of planning and housing, even after the activation of the Batasang Pambansa. The "standby" legislative powers was provided in Amendment No. 6 of the 1976 amendments to the Constitution.

legislative history.⁵ The fact that it was also at this stage of the historical evolution of the country that planning had received unprecedented political support would explain why through various legal instruments issued by the President, planning has found a highly coveted and enviable niche in the government structure.⁶

Legislation Institutionalizing the Planning Function: the 50s and the 60s⁷

In the early years of the Philippine Republic, some laws were enacted to pinpoint responsibility for undertaking physical planning which, at that time, was narrowly equated with public works development and infrastructure construction and improvement. Years earlier, the Revised Administrative Code, the basic law concerned with the administration of the Philippine government, made the Director of the Bureau of Public Works primarily responsible for the supervision of public works, including the architectural features of public parks, streets, buildings

⁵ As of December 12, 1979 or seven years after Martial Law was declared, President Marcos had issued 1,653 Presidential Decrees (including those to which A and B were attached); 965 Letters of Instructions; 63 General Orders; 106 Letters of Implementation; 572 Executive Orders; 443 Administrative Orders; 850 Proclamations; 678 Memorandum Orders and 1,176 Memorandum Circulars. Totalling 6,506 legal issuances, these exceed the output of the Congress of the Philippines during the 7-year period immediately before Martial Law, which consisted of 2,380 statutes of which less than 200 are of permanent and general character. (Cortez, *op. cit.*, pp. 25-26).

⁶ Unprecedented political support for physical planning has been due to a large extent to the appointment of the First Lady as Governor of the Metropolitan Manila Commission and as head of the Ministry of Human Settlements.

⁷ This paper covers the period from the Philippine Republic declared on July 4, 1946 to the present, the latter otherwise referred to as the New Republic by President Ferdinand Marcos. The New Republic was proclaimed on June 30, 1981 after a nation-wide election for the Presidency was called after nine years of Martial Law, during which period elections were suspended.

and improvements in the Philippines in general, and in the City of Manila, in particular.⁸ Later, the same law placed the Director of Public Works in charge of the preparation of general plans for the improvement and future development of all cities and municipalities. Once adopted by the municipal or provincial authorities with the approval of the Secretary of Interior, these were considered as official plans and no change was allowed in their execution without the approval of the Secretary of Interior upon the recommendation of the Director of Public Works.⁹

In the postwar years, several legal enactments, including Administrative and Executive Orders by the President, were promulgated, creating several national physical planning bodies and delineating their functions and responsibilities. The first of these was the Executive Order of President Sergio Osmeña¹⁰ creating the National Urban Planning Commission (NUPC). It will be noted that instead of by a legislative act, the NUPC was created by an Order of the President who acted under his war-time emergency powers. As explained in the Executive Order (E.O.) itself, the provisions of the E.O. were originally embodied in a National Urban Planning bill which was passed by the Congress of the Philippines but was vetoed by the President because of its unconstitutionality for including in the Commission two members of the Congress of the Philippines. As suggested by its name and as provided in the Order, the NUPC's main objects of concern were the urban areas of the country which at that time were generally equated with cities. The reason for this thrust was that the war caused the destruction of many of the Philippine cities, including Manila which sustained destruction second only in intensity to that of Warsaw.

The Order vested NUPC with broad planning and housing powers. Among others, it had the power to designate as urban, land areas which may include one or more barrios,¹¹ "Centro de Poblacion" (Centers of Poblacion), municipalities, and chartered cities, their environs and such other areas as the NUPC may determine to be functional parts thereof. The power included designating metropolitan areas which referred to that urban area which consisted of more than one political unit. The primary function however, assigned by law to the NUPC was to prepare general plans for the physical development of urban areas or any part thereof and the formulation of zoning and subdivision regulations to govern the use and development of public and private lands and the subdivision of land in urban areas or parts thereof.

To link its planning functions with the housing functions, the NUPC was, by virtue of this Executive Order, directed to cooperate with the National Housing Commission in the location of housing projects, the elimination of substandard housing conditions, the alleviation of blighted residential areas, and the conservation of existing high standard residential areas for the promotion of its general plans.¹² It also exercised recommendatory powers to the President for the undertaking of housing projects and the concomitant proposals for legislation such as the rehabilitation of slum districts, housing developments and other land and utility projects; the development of blighted or obsolete urban areas; the development of industrial towns and other districts such as reclamation, soil conservation, irrigation districts or other special purpose types of districts.¹³ The Order did not specify which government or private agencies were to undertake the above-enumerated projects to be recommended by NUPC. It could be assumed, however, that since there were

⁸ Sections 1901 (f) 1903 Revised Administrative Code (Act No. 2711, 1917).

⁹ Act No. 3482, amending Section 1901 f, Revised Administrative Code.

¹⁰ Executive Order 98 issued on March 11, 1946.

¹¹ Barrios are the smallest political unit of government which by virtue of P.D. 86 were renamed barangays.

¹² Sec. 4(d) E.O. 98.

existing line agencies concerned with housing and urban renewal (National Housing Commission), reclamation (local governments), and water supply (National Waterworks and Sewerage System), these agencies would be responsible for them. The NUPC was authorized only to make recommendations to the President on these matters, a power which could be assumed as also vested in these line agencies.

Insofar as its function affecting local planning was concerned, the Executive Order authorized the NUPC to delegate to local planning bodies (known as local planning commissions) such of its above-mentioned powers as could be delegated to local governments. The local planning bodies were allowed to be established in one or more provinces, chartered cities or municipalities for such period of time and under such conditions as the NUPC may deem proper. The power of the NUPC over local planning bodies was quite extensive. It could determine their organization and specifically limit the area or scope within which a particular power or duty may be exercised by them. It may also require that any general plans, resolutions or regulations recommended or adopted by the local planning commission shall observe the same procedural restrictions that Executive Order 98 prescribed for the same actions of the NUPC.

Two years after the creation of the NUPC, the Congress of the Philippines enacted a complementary law¹³ to the NUPC charter by creating a planning body especially for Quezon City, the newly declared national capital. This planning body, named the Capital City Planning Commission (CCPC) had the main function of preparing and adopting a general plan for the physical development of Quezon City. This Plan was to include, among others, areas for residential development; sites of public buildings, public utilities, power, and the location and extent of major transportation network and other public ways, ground and open spaces.¹⁴ The

CCPC was also empowered to zone Quezon City for residence, public or semi-public uses, industry and trade, transportation, civil activities and recreation and to determine the height of, and area to be covered by buildings, including the size and projection over street lines and the sizes of lots, courts and other open spaces; the density of populations and even business and advertising signs.

The CCPC was mandated within one year from its organization to submit for the approval of the President of the Philippines the Master Plan of the Capital City which the CCPC was to implement.¹⁵ To provide financial support to this planning body, the President was authorized to issue bonds whose proceeds were to be used as a revolving fund for the acquisition and subdivision of private estates and the construction of bridges, waterworks, sewerage and other municipal improvements in the capital city.¹⁶ All income derived from the sale or rental of lots in Quezon City was to be credited to this fund to be applied only for the implementation of the Master Plan and for the maintenance and operation of public services therein.¹⁸ Supervision of the work and the improvements undertaken with the proceeds of the sale of the bonds was logically vested in the CCPC.¹⁹

Both the NUPC and the CCPC had short and uneventful lives. On November 11, 1950, President Elpidio Quirino issued another Executive Order, E.O. 367, which abolished both of them, including the Real Property

¹³ Sec. 12, E.O. 98.

¹⁴ This was Republic Act 333 enacted on July 17, 1948.

¹⁵ Sec. 4 (a).

¹⁶ Sec. 4 (b), RA 333.

¹⁷ Sec. 7, RA 333. The bonds were in the amount of twenty million pesos.

¹⁸ Sec. 9, RA 333.

¹⁹ Sec. 12, RA 333.

Board for Manila,²⁰ and created in their place, a new central planning body, called the National Planning Commission.²¹ The change in name of the new planning body from the National Urban Planning Commission to the National Planning Commission (NPC) was dictated by the new mandate of this body which was the planning not only of urban areas but also of so-called regional areas. The NPC was vested with the combined powers, duties and functions formerly vested by law in the NUPC, the CCPC and the Real Property Board except such as were inconsistent with the NPC charter. The major changes introduced by this new legal issuance were the following:

First—The NPC was vested with the planning responsibility for all areas of the country, urban and otherwise, including the capital city. It will be recalled that RA 333 removed the capital city from the planning jurisdiction of the NUPC.

Second—The Order expanded the planning functions of NPC by authorizing it to undertake regional planning functions. Regional planning functions as perceived by the Act involved the preparation of two types of plans: general plans for regional areas intended to integrate and coordinate plans for different urban areas within each region; and general plans for the Philippines or any of its sections, showing the overall location of projects or proposals of national character. These projects

included inter-provincial and inter-regional trunk roads, waterways and other inland transportation facilities, the location of national parks, forest reserves and important recreational as well as health resorts of the country. Regional planning also included the submission of recommendations for the conservation and development of the natural resources of the country.²²

Third—The NPC regulatory powers were expanded. Aside from the preparation of model zoning and subdivision codes, the NPC was also authorized to draft uniform regulations to be known as Building Code for the construction, repair and alteration of buildings. Said regulations were to prescribe minimum performance standards for building materials and methods of construction to prevent building collapse and accidents, minimize fire hazards, ensure sanitary and healthful living conditions, and, in general, promote public safety and welfare. The Building Code or any proposed amendments thereof were to be submitted to the local legislative bodies concerned for adoption in the form of ordinances and were to take effect in the same manner as zoning or subdivision regulations. The Building Code was to be administered and enforced by the local officials concerned.

The National Planning Commission, therefore, emerged as the first centralized planning organization of the country vested with what appeared then as broad planning powers and specific regulatory functions which included the preparation of "model" zoning, building and subdivision regulations for adoption by the local planning bodies.²³ Like its pre-

²⁰The Real Property Board was created by Administrative Order No. 38 on July 12, 1947 to attend to the problems involving real estate arising from the formulation and execution by the National Urban Planning Commission of the Plan for the City of Manila. Aside from gathering available data relative to lands of public and private domain of the national government and those of the City of Manila and existing assessed and market values of such lands, it was empowered to conduct negotiations for the acquisition of privately owned lands by exchange or purchase and to recommend the expropriation of lands where extrajudicial negotiations fail.

²¹The Executive Order had the effect of abolishing a body created by a law (R.A. 333) because this Order was issued in the execution of a law (Reorganization Act) which authorized the President to reorganize the Executive branch of the government.

²²Sec. 2, E.O. 367.

²³Zoning and subdivision regulations, including amendments thereof, were required to be adopted by resolution of the National Urban Planning Commission and to be filed with the President of the legislative body with jurisdiction over the area affected by said resolution. Unless said legislative body shall disapprove the same by three-fourths vote within 30 days from the filing date, such regulations took effect. Disapproval of such resolution was not to be effective unless it was filed with the chairman of the Commission together with a statement in writing giving the reasons for such disapproval.

decessor, the National Urban Planning Commission, the NPC was created by an Executive Order and not by an act of the legislative body. It appeared, at this stage, that there was no general awareness of the importance, much less, of the urgency of institutionalizing planning as a regular government function through legislation. Thus, it was not included among those considered important enough to be the subject matter of legislative enactments. The fact that an Executive Order needed only the imprimatur of one person, the President, showed that a central planning organization managed to exist or to continue to survive merely on the mandate of the Chief Executive. This seems to be a clear manifestation of the limited interest that planning generated.

The NPC, like its earlier counterpart, the NUPC, was placed under the direct control and supervision of the President of the Philippines who was authorized to designate any of his technical advisers or the officials of any executive department to act as advisers to the NPC. Likewise a multi-headed organization, it had a Chairman and six members appointed by the President, all of whom held office at his pleasure. A permanent head known as the Director was also an appointee of the President. The Director was given the power to appoint, subject to the approval of the NPC and the Bureau of Civil Service, planners, engineers, architects, landscape architects, economists, sociologists, lawyers and other technical and clerical employees as was necessary.²⁴

In the decade after planning was formally recognized as a government function,²⁵ no new legal issuance was enacted affecting the central planning organization, although several attempts were made in the late sixties to do so. The early sixties was marked by the enactment of both Republic Acts and Executive Orders affecting regional and local planning bodies whose functions were, unfortunately, not linked to those of the NPC. Several regional development authorities were mandated into existence by various

acts of Congress, the performance of whose functions was supervised either by the Office of the President or the top economic planning body, the National Economic Council. The first two of these bodies were the Mindanao Development Authority (MDA) and the Central Luzon-Cagayan Valley Authority (CLCVA).²⁶ While both were government corporations, the MDA typified the general-purpose development authority while the CLCVA exemplified the resource-based development authority. The MDA was organized "to foster the accelerated and balanced growth of the Mindanao, Sulu and Palawan regions"²⁷ while the CLCVA took on the tasks of irrigating agricultural lands, providing electric power for industrial development and domestic use, promoting navigation and controlling destructive floods in the area, similar to the Tennessee Valley Authority of the United States.

The enactment of the charters of MDA and CLCVA was followed by several other laws²⁸

²⁶ MDA was created in 1961 by Republic Act 3034, and CLCVA, by R.A. 3054 issued in the same year.

²⁷ R.A. 3034, Section 1.

²⁸ The general-purpose development authorities created aside from the MDA, were the Panay Development Authority (R.A. 3856; 1961); Mountain Province Development Authority (R.A. 4071; 1964); Northern Samar Development Authority (R.A. 4132; 1964); Catanduanes Development Authority (R.A. 4412; 1965); Mindoro Development Board (R.A. 4188; 1965); Bicol Development Company (R.A. 4690; 1966); Southeastern Samar Development Authority (R.A. 5920; 1969); Sulu Development Company (R.A. 6042; 1969); and Ilocos Sur Development Authority (R.A. 6070; 1969). Among the special-purpose Development Authorities were the Tagaytay Development Commission (Executive Order 123; 1955); Hundred Islands Conservation and Development Authority (R.A. 3655; 1963); San Juanico Strait Tourist Development Authority (R.A. 3961; 1964). Aside from the CLCVA, the other resource-based authority was the Laguna Lake Development Authority (R.A. 4950; 1966). The classification of RDAs into these categories was made by the Presidential Commission on Reorganization, an agency created by law to undertake the reorganization of the executive branch of the government. It was based on the criterion of the region (general-purpose); or with the accomplishment of more specific objectives like tourist development or conservation (special-purpose) or with the development of particular resources (resource-based).

²⁴ Sec. 6, E.O. 367.

²⁵ E.O. 98.

passed by the Philippine Congress creating more regional development authorities for the planning and development of specific regions and sub-regions in the country. Of the fifteen development authorities which were authorized to be created, only five came in actual operation, namely the MDA, the CLCVA, the Mountain Province Development Authority, the Bicol Development Company and the Laguna Lake Development Authority. The rest were never formally organized nor did they receive any financial release from the government. Compared to the functions and powers with which these development authorities were vested with by law, accomplishments of most of them were very nominal if not negligible. Their activities were confined to the preparation of land use surveys and studies necessary for the formulation of general plans for the development of their respective regions or sub-regions and of feasibility and market studies for proposed projects.

There were many reasons why these regional bodies did not take off nor succeed in attaining the objectives provided for in their respective legal charters.²⁹ One of these was the inadequacy of the laws creating them, particularly in terms of providing definite sources of funding, the absence of legal sanctions in case of failure or refusal of the public and private sectors to abide by the plans, and the failure to specify the operational mechanism in the planning process. Of the various RDAs, only a few received any infusion of capital, which amounts were very nominal. Most of their charters did not provide for specific appropriations, but only carried the standard provision that so much of the funds as were not otherwise earlier appropriated would be available to the RDAs.

In order to coordinate the activities of the RDAs, President Diosdado Macapagal created by Administrative Order³⁰ the Committee on Regional Planning, the major responsibility

of which was to serve as the technical arm of the President in charge of regional planning. As such, it was to keep the President informed of the progress of the RDAs and to actually provide them with the necessary support and information. The Administrative Order made no reference at all to the NPC which was vested by an earlier Executive Order with regional planning functions.

Executive Orders became the legal form through which another group of agencies concerned with regional planning were created. Whereas the NPC was vested with regional planning functions, these regional planning bodies, known as regional planning boards, performed their functions independently of the said national planning organization. These planning boards, exemplified by the Bicol Development Board and the Northern Mindanao Development Planning Board, were voluntary organizations composed of elective officials, namely mayors and governors, in the region.³¹ They served more as forum for discussion and resolution of development problems and issues affecting the region rather than planning and implementing bodies as the RDAs were conceived.

Insofar as the jurisdiction of NPC over local planning was concerned, its Charter left the organization, powers and functions of the local planning bodies to the determination of the then National Urban Planning Commission.³² In connection therewith, the NPC which took over the NUPC's functions standardized the composition of local planning boards and the qualifications and tenure of their members. It also suggested uniform rules of procedure for City and Provincial Planning Boards.³³ The NPC required that of

²⁹ Report of the Senate Committee on Economic Affairs (1969) mimeo.

³⁰ Administrative Order No. 123 dated May 6, 1965.

³¹ The Bicol Development Planning Board was created by E.O. 159 in 1965; the Northern Mindanao Development Planning Board, by E.O. 52 in 1967, and the Panay Development Planning Board by E.O. 178 in 1969. Of these Boards, only the Bicol Development Planning Board was actually activated.

³² Sec. 10, E.O. 98.

³³ Resolution No. 5 of the NPC dated February 12, 1963 provided for the local planning structure while Resolution of the same date provided for the rules of procedure.

the nine members of the local planning boards, four shall be ex-officio members, namely the city or district highway engineer to serve as Director and concurrently Executive Officer; a representative from the local legislative body, the district or provincial land officer and the provincial or city treasurer. The five other members of the board were to include two technical men, two representatives from civic organizations in the locality and one representative from the educational circle. The citizen members were required to be civic spirited citizens interested not only in this particular type of community service but who were also familiar and conversant with the problems of the community where they were appointed. The appointment of the chairman and the members of the bodies was to be confirmed at the local and national levels by three entities; the local legislative body, the National Planning Commission and the Executive Secretary of the President of the Philippines.

The NPC's suggested procedure for the preparation, adoption and approval of development plans and zoning regulations assigned a major role to the national planning body. The NPC was to prepare both the local development plans and the zoning regulations which were to be approved and implemented by the local planning boards. The Local Autonomy Law enacted in 1959 reversed this picture by "unequivocally and exclusively granting to the cities and municipalities the power to enact zoning and subdivision regulations and rendering the National Planning Commission an advisory body on these and planning³⁴ matters.

³⁴ Santiago and Magavern, "Planning Law and Administration in Philippine Government", *Phil. Planning Journal*, Vol. III, No. 1, Oct. 1971, p. 16.

Legislative Efforts Toward a More Effective Central Planning Organization

The clamor for the establishment of a national physical planning agency or a central planning organization was revived in 1968 with the passage of a bill in the House of Representatives better known as the "Act providing for Land Planning in the Philippines."³⁵ The bill was referred to the Senate Committee on Natural Resources chaired by the then Lady Senator Helena Benitez for its study and recommendations. For almost two years, the Study Committee organized by Senator Benitez consisting of practicing architects, engineers and planners deliberated on the bill.³⁶ This could be regarded as one of the more serious efforts to enact a law to organize a central organization and to establish a planning system for the Philippines, brought about by the apparent inadequacies of the earlier laws on planning. Although the Bill³⁷ embodied substantially the same provisions as the laws creating the NUPC,

³⁵ This was House Bill No. 16543, introduced during the third session of the Sixth Congress.

³⁶ The Study Committee as organized by Senator Benitez consisted of nine members, namely Architects Constantino Agbayani (League of Philippine Architects), Joseph Alabanza (City of Baguio), Cesar Concio (Philippine Institute of Architects), Benjamin Gomez (National Planning Commission), Gabino de Leon (Philippine Institute of Architects), Manuel Mañosa (Philippine Institute of Architects), Honorato Paloma (Philippine Institute of Architects), Aquiles Paredes (League of Philippine Architects), and Dr. Leandro A. Vilorio (Institute of Planning). The chairman was the late Architect Angel Nakpil.

³⁷ This House Bill was formulated "in order to clarify ambiguities and to remedy legal infirmities and deficiencies in the then existing planning laws in the country and to guide effectively the socio-economic development of the country. . . . As enumerated in the Explanatory Note, the planning laws referred to were Executive Order No. 98 (1946), Administrative Order No. 38 (1947), Executive Order 367 (1950), all issued by various Presidents of the Philippines and Republic Act 333 (1948). For an in-depth critique of this bill, refer to "Comments on House Bill 16543 published in Papers and Proceedings in the Preparation of Physical Planning Legislation of 1968." IEP, Q.C., 1972, pp. 38-43.

the NPC and even of the defunct Real Estate Board of Manila, some major changes were likewise incorporated. These new provisions and their implications were: *First*, The Commission was to include as ex-officio members, officials of important government offices performing related functions critical to physical planning activities. These were the Commissioner of the Budget; the Undersecretary of the Department of Public Works and Communications and the Director of the Institute of Planning³⁸ of the University of the Philippines. The three other members proposed were private citizens to be appointed by the President with the consent of the Commission on Appointments. The addition of the ex-officio members in the persons of the officials from the Budget Commission and Department of Public Works and Communications was an indication of the growing awareness of the strategic roles played by the budget and the capital infrastructure program as instruments of plan implementation. It was also the first legal effort to link up planning with other national government functions related to it. *Second*, Planning was made mandatory for all chartered cities, provincial capitals and first class municipalities which were required to prepare general plans within five years after the approval of the proposed bill, or in the case of newly created cities, provincial capitals and first class municipalities, within five years from their creation. An extension of this period could, upon good and valid reason, be granted. The Commission could prepare the general plans itself upon request of the city or municipal mayor or else plan preparation could be done by practicing planners or by others competent in city planning. This provision was highly criticized in some quarters for being ambitious and impractical considering the inadequacy of funds and the dearth of planning expertise both on the national and local levels. *Third*, the bill provided for some financial assistance to the Commission.

Thus, it was authorized to charge subdivision fees in the processing of plans of subdivisions for sale, of housing or commercial development, and of industrial or other purposes. Said fees were to be shared equally between the Commission and the cities or municipalities where the lands were located. The inclusion of this provision sought to fill the gap in earlier legislations which did not provide for more specific means of augmenting financial support for the planning organization.

Several versions of the House Bill emerged from the discussions in the Study Committee. The final version was the proposed Physical Planning Act of 1968 which aimed "to produce a comprehensive and workable planning Act not only to remedy the many defects in the planning structure but also to introduce an effective and efficient planning system which shall establish a firm and practical basis for planning by local governments."³⁹ The bill proposed a Commission for Physical Planning with an Office for Physical Planning under it to perform all its executive functions. The Office had a chairman and ten members, five of whom were to be ex-officio government officials and the other five, to come from the private sector appointed by the President. The six ex-officio members were the Executive Secretary, the Chairman of the National Economic Council, the Secretaries of the Department of Public Works and Communications, of Agriculture and Natural Resources, and of Social Welfare, and the President of the League of Provincial Governors and City Mayors.

This bill, for the first time, incorporated provisions defining the relationship of the proposed Office for Physical Planning with other governmental agencies, acknowledging the multi-disciplinary and multi-sectoral nature of planning. The nature of this relationship as provided for in the bill was, however, still tenuous and ambiguous in that it only mandated "consultation as frequently as possible" with the enumerated offices.

³⁸ The Institute of Planning is now known as the School of Urban and Regional Planning, headed by a Dean.

³⁹ "An Act Creating a Commission for Physical Planning, Providing for its Powers and Functions and for Other Purposes, Explanatory Act," Papers and Proceedings, *loc. cit.*, p. 72.

These offices were the National Economic Council, the Presidential Economic Staff and the Board of Investments, for the purpose of integrating economic with physical planning; the Department of Public Works, the Budget Commission and the Presidential Economic Staff, for integrating its planning activities with public works programming, capital budgeting and the release of funds and project programming, respectively; and, in general, with any other government agency whose activities are directly or indirectly related with the physical planning functions of the Commission, for the purposes of determining planning priorities, designating planning areas, and providing community services, among others.⁴⁰

Considered as the first most comprehensive legislative proposal for physical planning in the country, the Physical Planning Act of 1968 presented major innovative features as follows: *First*, it vested the Commission of Physical Planning (CPP) with the whole range of physical planning powers, ranging from the formulation of planning policies and objectives to plan preparation and the actual issuance of development regulations; the designation of planning areas and the corresponding planning authorities for them; the approval of local plans and local regulations according to national planning guidelines and the rendering of technical advice and assistance on planning matters. *Second*, it provided for a hierarchy of plans from a National Framework Plan down to local plans, describing their nature and contents and providing for their legal sanction. *Third*, the planning procedure for the preparation and adoption of these plans was explicitly provided for. *Fourth*, provisions were made for the collection of development fees and special assessments on land; *Fifth*, some legal instruments for the implementation of plans were incorporated in the Act such as eminent domain and advance acquisition of land; and *Sixth*, specific penalties were provided for violation of any of the plans prepared and development regulations issued by the Commission, including both fine and/or imprisonment, at the discretion of the appropriate court.

⁴⁰ Proposed Physical Planning Act, Section 7.

Were the proposed Act adopted, the administrative structure for planning then existing would have been substantially changed. To start with, it would have provided for a planning organization created by legislation⁴¹ rather than by an act of the President through an Executive Order which was the form that the enacting charters of both the National Urban Planning Commission and the National Planning Commission took. This legislation would have created a highly centralized planning organization whose National Framework Plan would have been the basis for the preparation and implementation of other national and local plans. Its planning powers would have included prioritizing and directing all planning activities and formulating general planning guidelines for the entire country based on national economic and physical planning policies and objectives. These national guidelines would have served as the basis for local governments and planning authorities to pass detailed development regulations.

An important feature of the planning structure as proposed by this legislation was the creation of an independent National Board of Planning Appeals to take care of all appeals taken to it from the decision of the Executive Director of the Commission.⁴² The Board was to be composed of three members, all of whom were to be appointed by the President.

⁴¹ From the viewpoint of certainty and stability, it is easy to see the legal superiority of a legislation enacted by the regular legislative body over an Executive Order of the President. An Executive Order may be changed or modified and superseded by another act of the same President or by another President while a regular legislative act can only be amended or repealed by another act of the regular legislative body requiring conformance with the legislative procedure prescribed by the Philippine Constitution. The requirements for a minimum vote and for the strict observance of the procedure provided for make it more difficult to amend a legislative enactment.

⁴² Section 27 of the Proposed Act.

For administrative convenience and in order to expedite the hearing of appeals and the gathering of evidence, regional offices were, whenever necessary, authorized to be created in various areas of the country by the National Board of Planning Appeals. These offices were to be headed by Hearing Officers to be directly responsible to the Board. On the local level, the proposed Act would have created a hierarchy of planning bodies starting from provincial development committees to local planning authorities with their respective planning powers. A significant feature of the Act, however, was that it made provision for the use of existing provincial planning or local planning authorities, if any of them existed in the local governments. The membership of such proposed local planning authorities was, however, not provided for. The proposed Physical Planning Act of 1968 was a landmark bill for reasons already cited. It was also the last major effort in the sixties for the institutionalization of a central planning organization—the culmination of several legislative efforts which started in the early 1960s.⁴³ The failure to enact an updated land planning law at this stage may have been partly attributable to the then ongoing reorganization of the Executive branch which took precedence over all legislative proposals, particularly those creating or abolishing agencies. The work of Senator Benitez's Committee was, however, not entirely fruitless because in 1970, Congress promulgated Joint Resolution No. 3 which established basic policies to guide the nation in its efforts to bring about social and economic development through environmental planning.⁴⁴

⁴³ From 1964 to 1968, there were several proposed legislations on planning and housing which emanated from the legislative body which were not, however, enacted into law. These bills included House Bill 949 (1964-1965) by the House of Representatives proposing the creation of a National Urban Planning, Housing and Financing Authority (NUPHFA) with the main responsibility of assisting in local government planning, resettling people from slums and squatter areas and providing financial assistance for lots and houses; House Bill 8518 (1965) proposing the creation of a National Housing and Urban Development Authority (NHUDA) with objectives similar to House Bill 9491; House

Planning Legislative Efforts During Martial Law: the 1970s

The first Presidential Decree issued by the President in the exercise of his legislative powers after the declaration of Martial Law in the country adopted the Integrated Reorganization Plan (IRP) prepared by the joint executive and legislative body known as the Commission

Bill 7820 (1966) proposing the creation of the Multi-Storey Housing Authority whose objectives were to relocate and re-house displaced slum and squatter families; coordinate physical and social planning offices such as the Bureau of Public Works, People's Homesite and Housing Corporation, National Power Corporation and the Social Welfare Administration; House Bill 13849 (1966) proposing the creation of a Department of Housing and Urban Development (HUD) and an unnumbered House Bill proposing amendment of the laws relating to land planning in the Philippines. There were also Senate Bill 807 introduced by Senator Almendras (1967) known as the National Planning Act of 1967, and Senate Bill 154 introduced by Senators Almendras and Dominador Aytona known as the Land Planning Act of 1970. Included in these proposed legislations was the revised version of the Revised Administrative Code which sought to place the National Planning Commission under a Department of General Affairs. A draft legislative proposal by one of the Consultants of the Institute of Environmental Planning, Professor James L. Magavern suggested that the proposed NEDA should also have primary responsibility for physical (environmental) planning at the national level, e.g., for the National Planning Commission to be its technical arm. W.G. Faithful, *Recent Proposals for the Reorganization of Agencies Concerned with Planning, Housing and Urban and Rural Development*, January 9, 1967, mimeo.

One major legislation in housing worth mentioning in this regard was the proposed Bancom Housing Bill, named after its proponent, namely the Bancom Development Corporation. This was also considered the most comprehensive and innovative of housing bills introduced during the period. The Bancom Bill is credited with introducing many organizational changes in housing, including innovative schemes (such as secondary mortgage) some of which have been adopted and are now operationalized by the housing agencies attached to the Ministry of Human Settlements.

⁴⁴ Dean Leandro A. Vitoria, Foreword, "Papers and Proceedings."

on Reorganization.⁴⁵ The IRP, as it was more popularly known, was completed in three years but was not adopted by the Congress of the Philippines. The President, therefore, after declaration of Martial Law, decreed its adoption by issuing Presidential Decree 1. The IRP introduced many organizational changes in the executive branch of the government, including the physical planning organization. To this legislation is owed the following major planning reorganization in the country. It created a strengthened economic planning body called the National Economic Development Authority or NEDA.⁴⁶ The NEDA was the successor-organization of the National Economic Council, the top economic planning body created in 1935. This new organization absorbed the functions of several related economic agencies; namely, the Presidential Economic Staff (PES), the Fiscal and Financial Policy Committee, the National Development Council, the Development Council, the Inter-Agency Committee on Foreign Economic Policy and the Committee on Regional Planning, which were all abolished. Among the related planning functions of the NEDA are the coordination of the formulation and implementation of policies related to the problems of rapid population growth, national land use policy and national water resources use policy and the coordination of the implementation of

approved national, sectoral and regional development plans and programs.⁴⁷

By adopting the IRP, Presidential Decree 1 also provided for a more uniform and rational pattern for the field organization of national government departments and major agencies. This was to be an improvement of the situation where, prior to the adoption of the IRP, departments (ministries) had varying numbers of regional offices often located in different places. The IRP created eleven uniform regions with common regional boundaries and centers for all national departments and agencies which have field offices and services.⁴⁸ The primary criterion applied in the determination of regional areas was the physical characteristics or geographical features such as mountain ranges, river basins, plains, bodies of water, islands. This parameter served in some instances to identify or unify some portions of the country and, in other cases, to divide or isolate certain parts. The secondary factors used were the following: (a) economic factors, particularly transportation and communication facilities; (b) cultural and ethnic factors; (c) land area and population, and (d) planning and administrative and political factors.⁴⁹

The IRP also reorganized the departments of the government, adopting the so-called departmental model whereby known staff functions were integrated and standardized into three services, namely the Planning Service responsible for services related to planning, programming and project development; the Financial and Management Service tasked with providing the Department with staff advice and assistance on budgetary, financial and management improvement matters, and the Administrative Service responsible for providing the Department with services relating to personnel, legal assistance, information, records, supplies, equipment, collection, disbursement, security and custodial work. In addition, a Legal Service

⁴⁵ The Commission was created by Republic Act 5435 on July 25, 1968 and started work in June 1969. It was composed of three members each from the Senate and the House of Representatives and three appointees of the President from within or outside government service. In 1970, President Marcos issued Executive Order No. 281 creating a Presidential Commission to Review and Revise the Reorganization Plan submitted by the Commission on Reorganization, headed by a Chairman, Mr. Armand Fabella. The main task of the new Commission was to prepare the final draft of the revised integrated Reorganization Plan for submission to Congress after approval by the President.

⁴⁶ The National Economic Development Authority was later renamed National Economic and Development Authority, which, although carrying the same acronym of NEDA, now reflected the fact that its concerns go beyond economic development and included the social and physical as well.

⁴⁷ *Integrated Reorganization Plan*, Vol. 1, March 1973, p. 4.

⁴⁸ *Integrated Reorganization Plan*, Vol. II, p. 59.

⁴⁹ *Integrated Reorganization Plan*, Vol. *ibid.*, pp. 60-61.

was authorized to be organized where substantive legal work forms an essential part of the operation of the Department. The purpose of the model was to increase the capacity of departments to plan and implement programs in accordance with the policies set by the legislative body and the President. This also rectified the situation where departments had varied internal structures often with no rationale for the variation.⁵⁰

It was also this first Presidential Decree which, by adopting the IRP, caused the abolition of the central physical planning agency, the National Planning Commission (NPC). The IRP abolished the NPC and transferred its physical planning functions to the Project Development and Evaluation Division under the Planning Service which was created under the Department of Public Works, Transportation and Communications, whereas its functions of assisting local governments in physical planning were transferred to the Department of Local Government and Community Development (DLGCD).⁵¹ The dismantling of the NPC was due, among others, to its failure for various reasons, to pursue its goals effectively. The fact that it was not created by law but by an Executive Order gave rise to some legal questions, particularly the extent of its planning and regulatory functions.⁵² The IRP provided that "since it did not have any official relationship with other agencies whose functions had a bearing on planning, the NPC had not related its functions with those of economic planning, community development, and the programming of public works and infrastructure." The transfer to the DPWTC of some of NPC's functions was intended to give spatial dimensions to public works projects and other capital investments while the transfer of its other functions to the DLGCD—namely,

its assistorial functions to governments in formulating and implementing building, zoning and subdivision regulations—was intended to make these functions more meaningful to local governments.⁵³

Presidential Decree 1 also institutionalized an improved regional planning system under the National Economic and Development Authority. It established a Regional Development Council (RDC) for each of the regional areas established in the country. The RDCs were to be the "extension of the NEDA"⁵⁴ and were mandated to maintain close coordination with the sectoral departments of the national government and local governments. Conceived as an organization composed of both technical and political officials, it has since then undergone major organizational changes reflecting specific political developments of the country recorded in a number of legislative acts.⁵⁵ The RDCs are empowered to prepare regional development plans and programs which translate economic goals into specific regional objectives based on a comprehensive and detailed survey of the resources and potentialities of the region; extend planning and other related forms of technical assistance to the local governments, local planning boards, sectoral departments

⁵⁰ IRP, Vol. I, *ibid.*, p. 89.

⁵¹ IRP, Vol. I, *loc. cit.*

⁵² IRP, Vol. II, *ibid.*, p. 121. In an unpublished paper concerning the National Planning Commission prepared by IEP consultant James Magavern, he discussed lengthily the various court cases which examined the scope and extent of the powers of the NPC.

⁵³ *ibid.*

⁵⁴ IRP, Vol. II, *ibid.*, p. 86.

The RDC as originally conceived, consisted of the governors and mayors of chartered cities comprising the region; the regional directors of the Bureau of Agricultural Extension and Bureau of Plant Industry of the Department of Agriculture and Natural Resources; the regional directors of the Bureau of Public Highways and Bureau of Public Works of the Department of Public Works, Transportation and Communications; the regional directors of the Department of Labor, Education and Culture, Health, Social Welfare and Local Government and Community Development; the authorities existing in the region, if any, and a representative of the NEDA. This has since then undergone major changes mainly through expansion of its membership.

⁵⁵ Some of the more important laws which amended the RDCs were P.D. 797 (Sept. 5, 1975), P.D. 1291 (Jan. 25, 1978), and Letter of Instructions No. 542 (1977).

of the national government existing in the region, and private entities; and coordinate all planning activities of sectoral departments of the national government existing in the regions in relation to those of the local governments and local planning boards.

Aside from the RDCs, the IRP likewise provided the authority for the creation of regional implementing agencies in the various regions of the country. Thus, it provided that a regional development agency may be created for any region of the country subject to the enactment of the necessary legislation, the availability of adequate funding and the policies to be laid down by the NEDA for priority development areas.⁵⁶ These agencies were envisaged as corporate structures to implement agricultural, mineral and industrial promotion projects in accordance with the priority programs of the national government and the regional plans adopted by the regional development council. These legislative changes sought to rectify the situation existing prior to P.D. 1 where there was a proliferation of regional development authorities without serious thought for their need nor the availability of funding sources. As provided in the IRP, this organizational innovation was intended to integrate development efforts by establishing only one regional development agency for each administrative region responsible for its agricultural, mineral and industrial promotion. Their creation, however, was not to be legislated without prior determination of whether this would be in keeping with the policies of NEDA affecting priority development areas, and more importantly, whether funds would be available to support their activities and keep them as ongoing concerns.⁵⁷ The difference between the RDCs and the regional development authorities which were created in the sixties was that unlike the latter which were both planning and implementing agencies, the RDCs are only planning bodies with no implementing powers. Regional plan implementation would be through the local governments and the regional development agencies to be

created based on the criteria mentioned. The requirement for availability of funding before their creation through the law was intended to avoid the situation where only paper organizations were created because there were no funds to enable them to organize and operate.

The planning structure existing in the sixties as created by a combination of legislative enactments revealed an ineffective central planning organization, an emerging regional planning structure and weak local planning bodies whose activities were still governed by the Local Autonomy Law.⁵⁸ This law authorized local governments to enact zoning and subdivision regulations and empowered the National Planning Commission to serve as their advisory body. The exercise by local governments of local planning functions found legal basis not only in this Act but in various other legislations granting them different types of responsibilities which although not directly concerned with formal local planning were planning-related.⁵⁹

Legislating for Human Settlements: A New Decade in Planning

It was at this stage of the planning evolution of the country that the first legal issuance creating an organization whose main concern was human settlements came into existence. Through Executive Order No. 419,⁶⁰ President Marcos authorized the creation of a Task Force on Human Settlements, a research-oriented organization whose main task was to develop an integrated program on human settlements. This integrated program was to provide an overall framework for the nation which would not only pinpoint priority areas for human settlements projects but serve as a general scheme for development. The program was to include project identification, preparation and development of human settlement prototypes including their planning

⁵⁶ IRP, Vol. I, *ibid.*, p. 88.

⁵⁷ IRP, Vol. II, *ibid.*, p. 121.

⁵⁸ This was Republic Act 2264 enacted in 1959.

⁵⁹ See Santiago and Magavern, "Planning Law and Administration in Philippine Local Governments," *ibid.*

⁶⁰ Issued on September 19, 1973.

and building design, management and funding schemes and a national housing program for human settlements, including the organization, funding, construction, building and local materials development strategies and projects. The Task Force was headed by the President of the Development Academy of the Philippines with 17 other members, all of whom came from various government agencies and corporations, except for the Director of the Environmental Planning Center, a private organization, and the Director of the Institute of Planning⁶¹ of the University of the Philippines, an academic institution. Six months later, the President, through a Presidential Decree,⁶² created a Human Settlements and Planning Commission which was never implemented due to some serious legal problems that it spawned. The Decree created an all-powerful planning organization under the Office of the President, composed of five ex-officio government officials as members, from among whom the President would appoint a Chairman. These members who were all cabinet officials, except for the incumbent chairman of the Task Force on Human Settlements, were the respective Secretaries (now Ministers) of the Departments (now Ministries) of National Defense, Public Works, Transportation and Communications and Local Government and Community Development and the Chairman of the Board of Investments. Its working staff was to consist of the staff of the Task Force on

Human Settlements and the Planning and Project Development Office of the Department of Public Works, Transportation and Communications.⁶³

Public knowledge of the Decree led to violent opposition from several government departments which feared that the functions proposed to be exercised by the Commission would, to a large extent, duplicate theirs, or in some cases cause a virtual take-over of their major functions. Some sectors also questioned the scope and coverage of the "human settlements functions" which they found "too extensive and open ended." Although efforts were exerted to resolve these legal issues, the Decree was never implemented. Instead, several proposed decrees presenting different versions of a national planning organization were presented as substitutes for P.D. 406, none of which were considered good enough to replace the decree which was withdrawn from circulation and to the author's knowledge, never enforced.⁶⁴ Two years later, on May 13, 1976, the President issued Presidential Decree 933 creating the Human Settlements Commission otherwise known as HSC, an eleven-member body placed under the Office of the President. Like its predecessors, the HSC consisted of ex-officio members from various government agencies concerned with human settlements planning and related activities. All had the rank of undersecretary. The members were

⁶¹ The Institute of Planning or IP has since then undergone various changes of name and program. Now known as the School of Urban and Regional Planning or SURP, it is the only graduate school of Planning in the Philippines.

The IEP's role in providing technical and legal assistance to the Philippine legislative body has been well recognized by no less than former Senator and Assemblywoman Helena Benitez who tapped the Institute for the study and formulation of a comprehensive planning legislation in the late sixties. See *Papers and Proceedings in the Preparation of a Physical Planning Legislation*, IEP, 1970 (Occasional Papers).

⁶² This was Presidential Decree 406 issued on March 4, 1974.

⁶³ Earlier, the Development Academy of the Philippines and the Department of Public Works, Transportation and Communications effected an arrangement formalized through a Memorandum of Agreement dated Jan. 10, 1974 which authorized the common use of their respective staff, services, data and logistics support to expeditiously complete their respective work programs. This was now sought to be formally and legally institutionalized by this Decree. Were the Decree implemented, it would have merged two of the strongest planning groups in the country at that time, in terms of technical expertise and experience, to serve as the working staff of the proposed Commission.

⁶⁴ Some of these versions included the creation of a Department on Housing and Human Settlements, a Physical Planning and Zoning Authority and a Department of Human Settlements and Land Development.

the Deputy Director General of the NEDA, the Undersecretary of the Department of Public Works, Transportation and Communications, Public Highways, Agriculture, Natural Resources, Justice and of Local Government and Community Development; the General Manager of the National Housing Authority; the full-time Commissioner of the National Pollution Control Commission; the Deputy Commissioner of the Budget and a Chairman appointed by the President who shall serve as an ex-officio member of the NEDA.

The Decree abolished the Task Force on Human Settlements and transferred its pertinent functions to the HSC. Likewise, the pertinent physical planning functions of the Planning and Project Development Office (PPDO), created under the Department of Public Works, Transportation and Communications, (DPWTC) were transferred to the HSC. The DPWTC retained only such physical planning functions as were essential to and supportive of its infrastructure program and operations and of the corporations attached to the Department."⁶⁵ The applicable personnel of these two agencies formed the nucleus of the new organization which now emerged as the central planning body replacing the National Planning Commission which had been abolished four years earlier. Two of its more important national planning functions were first, the formulation of a multi-year integrated national plan on human settlements and the identification and development of the spatial implications and components of national and regional development plans, policies and programs; and second, the promulgation of rules and regulations to ensure compliance with the said policies, plans, standards and guidelines on human settlements such as those concerned with land resources management, ecological conservation and the development and control of urban/industrial pollution and hazards. The HSC was also authorized to act as an appellate body in cases of conflicting decisions and actions arising from the exercise of the physical planning functions of the regional and/or local planning agencies.⁶⁶

The law vested HSC with limited implementing powers to be exercised in the case of pilot or experimental projects which may or may not form part of what was called Planned Development Units.⁶⁷

Tie-up of the HSC with the economic planning organization was effected through the following means: *first*, by making the Deputy Director General of the NEDA an ex-officio member of the HSC and the chairman of the HSC an ex-officio member of the NEDA; *second*, by requiring the HSC to submit its integrated National Multi-year and Annual Human Settlements Plan to the NEDA Board for coordination and integration with the national development plan; *third*, by requiring that the regional standards and guidelines formulated by HSC shall be concurred in by the Regional Development Councils concerned; and *fourth*, by requiring that in the exercise by NEDA and HSC of their respective functions, they shall be in constant and regular consultation with each other and shall effect a mutual reporting system. More specifically, the law provided that at the request of a Regional Development Council (RDC), the HSC may prepare the regional plan for the region and/or may provide such necessary technical and planning assistance as may be necessary. Furthermore, HSC may help the RDCs to establish their respective physical planning units.⁶⁸

⁶⁷ Planned Development Units apparently refers to Planned Areas for New Development defined by the Act as "any area/areas identified and segregated for overall and integrated planning and development as a single unit or physical area." (Sec. 2). The law authorized the Commission, with the prior concurrence of the NEDA, to recommend for the approval of the President selected human settlements known as Planned Areas for New Development of PLANDS for short, which, under such terms and conditions as the President may prescribe, may be developed and implemented by the Commission either by itself or as part of an inter-agency group and/or by contract with the appropriate public and/or private entities as it may deem proper.

⁶⁸ Section 3 on the composition of the Commission; Section 5 on the performance of the national planning functions by the Commission and Section 6 on the Regional Planning Functions of the Commission.

⁶⁵ Section 3, P.D. 933.

⁶⁶ Section 4, P.D. 933.

Presidential Decree 933 is the legislation credited with having officially adopted certain planning concepts, aside from clarifying certain terms which had been loosely applied in the past. Thus, the decree defined the term human settlements as the habitat or built environment of human beings, encompassing both rural and urban areas where man settles himself to live. It also defined the human settlements approach as the "physical planning, improvement and management of human settlements, including consideration of shelter and related facilities which affect habitability and efficiency from the viewpoints of the quality of life and economic and social opportunity."⁶⁹ Physical planning, on the other hand, was defined as the "art and the science of ordering and managing the use of land and its environment and the character and siting of buildings and communications routes so as to secure the maximum practicable degree of economy, convenience and beauty."⁷⁰ The concept of land resource management was also, for the first time, legally defined as referring to the "formulation of policies and programs relating to the general use of land, the preparation of land use plans, reflecting these policies and programs; the coordination of efforts relating to land resources among government agencies and between various levels of government and the administration of programs and the implementation of mechanisms in support of these policies."⁷¹

Presidential Decree 933 also delineated the scope of regulatory powers that the physical planning organization could exercise in support of its planning functions. As provided in the Decree, regulatory powers covered the following: a) the formulation of national standards, rules and regulations to govern

the preparation and implementation of human settlements policies, plans and programs by regional and local planning authorities; b) the formulation of regional standards and guidelines on land use classification and readjustment schemes to be undertaken in coordination with the appropriate government entities and with the concurrence of the Regional Development Councils concerned; and c) the preparation of model ordinances and development regulations such as zoning, subdivision and building regulations and housing rental codes for the guidance of and consideration by regional and local planning authorities, including local governments.⁷² These regulatory functions also include assisting and coordinating with the National Pollution Control Commission (NPCC) in setting up performance standards for emittants, industrial wastes and fire hazards to ensure that factories and industries provide adequate devices for the safe disposal of industrial wastes, and that they use their property in accordance with NPCC prescribed policies, rules and regulations.⁷³

The creation of the HSC provided the anti-climax to the eventual establishment of a full-blown government department (or ministry, as departments are now known),⁷⁴ an aspiration pursued for years by the pioneers of the Task Force Movement in the country. On June 12, 1978, the President finally signed into law Presidential Decree 1396 which created the Department of Human Settlements, the law now known for having introduced a number of firsts in the planning history of the country. It was the Act which first embodied in law the concept of the eleven basic needs of man which the Ministry of Human Settlements (MHS) has committed itself to provide. Anchored on the humanistic ideology, these basic needs are: water, power, food, clothing, shelter, medical services, education, sports and recreation, economic base (livelihood), mobility and ecological balance.⁷⁵ It was

⁶⁹ P.D. 933, Section 2.

⁷⁰ This term was adopted "verbatim" from the English definition found in the book of Lewis Keeble, entitled *Principles and Practice of Town and Country Planning*, 3rd ed. (Walker & Co., Great Britain, 1964), p. 9. This appeared to be a "compromise", among the early drafters of the decree who had difficulties arriving at the "most appropriate and acceptable" definition of the term.

⁷¹ P.D. 933, Sec. 2

⁷² P.D. 933, Sec. 8b (1,2,3).

⁷³ *Loc. cit.*, Sec. 8a.

⁷⁴ P.D. 1397 converted all existing departments into ministries in the move towards a semi-parliamentary government.

⁷⁵ First Whereas of P.D. 1396.

also the Act which officially presented the concept of a National Capital Region or NCR, the appellation given to the Metropolitan Manila area which was defined in another Act.⁷⁶ The Metropolitan Manila area was defined in the charter of the Metropolitan Manila Commission as consisting of four cities and 13 municipalities.⁷⁷ These four cities are Manila, Pasay, Caloocan, and Quezon City, while the 13 municipalities are Las Piñas; Makati, Malabon, Mandaluyong, Marikina, Muntinlupa, Navotas, Parañaque, Pasig, Pateros, San Juan, Taguig, and Valenzuela. In the words of the law, the reason for the declaration of the Metropolitan Manila Region as the Capital Region of the nation was its critical importance in human settlements development. The NCR was placed under the administration of the Secretary (now Minister) of Human Settlements.⁷⁸

Presidential Decree 1396 also established the first highly complex and all-embracing organization which placed under its umbrella several agencies and corporations performing functions closely related to planning. These corporations and agencies were the National

Housing Authority, the National Home Mortgage Finance Corporation, the Home Financing Commission, the National Corporation, the Technology Resource Center, the National Environmental Protection Council, the National Pollution Control Commission and the Human Settlements Commission which was renamed Human Settlement Regulatory Commission to serve as the regulatory arm of the Department. The respective charters of these agencies and corporations were considered amended to the extent that they were inconsistent with the provision of P.D. 1396.⁷⁹ The Ministry, thus, consolidated in one department government functions which used to belong to separate departments but which had always been considered as related to, and supportive of each other. The effect of this was to place housing and housing finance, pollution control and technology research under the umbrella of human settlements planning.

Under the law, these corporations, authorities and agencies were placed under the supervision of the MHS for the purpose of policy and program coordination and integration. This meant that the formulation and implementation of the policies, plans and projects of the attached agencies shall conform to the overall policies and plans of the Department. In order to effectively coordinate the work of these agencies and corporations, a Corporate Planning Office or CPO was created. Furthermore, the Minister of Human Settlements was made the ex-officio chairman of each of the governing boards of the corporations, commissions, and authorities which were placed under the supervision of the Ministry. This again was a first insofar as administrative complexes is concerned.⁸⁰

⁷⁶ P.D. 824 creating the Metropolitan Manila Commission, dated Nov. 7, 1974.

⁷⁷ Section 2, P.D. 824.

⁷⁸ Section 3, P.D. 1396. Note that P.D. 1396 explicitly provided that the NCR shall be under the administration of the Secretary, not the Department, of Human Settlements, who, at the time of the signing of the decree, was already speculated to be the First Lady. She was at that time already appointed by the President as Governor of the Metropolitan Manila Commission.

Since the decree did not explain the meaning of "under the administration," apprehension was expressed in some quarters that in a situation where the Governor of the MMC which has jurisdiction over Metropolitan Manila, now the NCR, is not concurrently the Minister of Human Settlements under whom the administration of the NCR was placed, conflict of jurisdiction and responsibility is likely to arise. For the issue that will arise inevitably is: what powers would the MMC exercise that the Minister of Human Settlements can not exercise in the performance of her "administration" over the NCR? This obviously, is an area which calls for some legal clarification. The related issue raised is the extent that P.D. 1396 has amended P.D. 824.

⁷⁹ P.D. 1396, Sec. 14.

⁸⁰ Sec. 2, P.D. 1396. With the ex-officio chairmanship of the First Lady in the various corporations and bodies, the law authorized the President to appoint an additional member each to said boards whenever necessary in order to maintain the odd number in the membership of the governing boards of the above corporations. This odd number in the membership of corporations is necessary to prevent deadlock in voting.

The central organization for planning has not ceased growing and undergoing changes and the major instruments have been the legal issuances of both the President and the regular legislative body, the *Batasang Pambansa*.⁸¹ The Ministry of Human Settlements has remained one of the most dynamic of the government organizations. While it assumes more responsibility for implementing, regulating and/or coordinating planning activities, it is also engaged in a continuing effort to simplify the exercise of its multifarious functions. This has, nevertheless,

resulted in the emergence of some legal issues and problems which have resurfaced recently, requiring immediate clarification. Among these issues are the extent of its implementation functions, its coordinative responsibility over other ministries which are assumed to be on the same organizational hierarchy as the MHS and the delineation of the exercise of the physical and economic planning functions of the government.

The issue of the nature of the implementing powers of a central physical planning organization arose because of the theory that like the central economic planning body, the NEDA, which possesses limited implementation powers undertaken with the authority of the President, the MHS or its predecessor agencies, should likewise only "coordinate implementation", and not engage in undertaking projects of whatever nature. The earlier legal enactments creating the National Urban Planning Commission and the National Planning Commission did not carry any provision allowing these bodies to undertake any planning project. Presidential Decree 933 was the first legislative act to vest the central planning body with limited implementing functions. The Decree cautiously requires that, except as otherwise provided therein, "the HSC may not undertake project implementation involving specific sites except in the case of pilot or experimental projects which may or may not form part of the Planned Development Units." A pre-requisite for undertaking the project is the "prior concurrence of NEDA."⁸² Presidential intercession, through the imposition of certain terms and conditions was also required for the HSC to be able to develop and implement a Planned Area for New Development (PLAND) either by itself, as part of an inter-agency group and/or by contract with public or private entities.⁸³ Known also as PLANDS, these are areas identified and segregated for overall and integrated planning and development as a single unit or physical area. The subsequent creation of the Human Settlements Development Corporation (HSDC) has confirmed the project implementation function of the Ministry of Human Settlements. The HSDC

⁸¹Three years after its creation, the Ministry of Human Settlements complex has expanded to include under its umbrella many other agencies or corporations which, as separate agencies, were headed by the First Lady, either as specifically designated in the law, as an appointee of the President, or as an ex-officio chairman by virtue of her being Minister of Human Settlements. These agencies were as follows: Cultural Center of the Philippines, Environmental Center of the Philippines, Museum of Philippine Costumes, National Commission on the Role of Filipino Women, National Dendro Development Corporation, National Electrification Administration, National Food Authority, National Parks Development Committee, Nayong Filipino Foundation, Pagkain ng Bayan, Philippine Heart Center for Asia, Presidential Committee on the Rehabilitation Program for Moro National Liberation Front (MNLFF), the Rural Waterworks Development Corporation and the Sacobia Development Authority, Section 23 of Executive Order 708 which reorganized the Office of the President and created the Office of the Prime Minister pursuant to the 1981 amendments to the Constitution.

Other agencies were later created and placed under the Ministry. These included the Markets Infrastructure Development Council responsible for rationalizing the operations of markets infrastructure and integrating them into a network of marketing support centers to increase their developmental contribution to urban and rural economies by providing ready markets for the *Kilusang Kabuhayan* at *Kaunlaran* and other livelihood products (Executive Order 835); and the *Kilusang Kabuhayan* at *Kaunlaran* (KKK) Processing Center Authority which was mandated to strengthen the institutional structure of the KKK movement in order to accelerate the effective implementation, monitoring and coordination of specific KKK programs (E.O. 866).

It will be noted that the MHS is the only Ministry in the government with no regular bureaus, divisions, sections or offices. In their place are the above mentioned corporations, agencies and authorities which perform line functions for the Ministry.

⁸²Sec. 7, P.D. 933.

⁸³Sec. 4, P.D. 933.

was created to serve as the corporate arm of the MHS to take charge of the development of new communities and the renewal of urban communities or parts thereof.⁸⁴ The implementing powers of the HSDC are extensive, reinforced by the corporate nature of its structure. Thus, it can operate and/or manage estates of new town projects or Bagong Lipunan sites; operates utilities and/or services in Bagong Lipunan project sites and even construct or cause to be constructed, operate and maintain infrastructure facilities, housing units, factory buildings, utilities and services necessary or useful in the development of pilot communities.⁸⁵ This is rather a significant departure from the earlier pre-conceived idea of the planning organization being authorized to engage only in the "coordination of project implementation" based on an approved plan, rather than undertaking implementation itself.

Coordination of implementation, which carries the implication that the "coordinating" body is a higher body than the line ministries engaged in implementation and which it "coordinates", raises the issue of whether a central physical planning organization should likewise not be a higher council or authority like the NEDA instead of a regular line ministry. This question has not been answered by any legal issuance.

The issue affecting the delineation of functions between the two central bodies concerned with physical and with economic planning, it will be recalled, was sought to be resolved by one of the earlier legislative versions of the Physical Planning Act of 1968 when a physical planning office was proposed to be organized under the National Economic Council. This proposal was one of the substitute versions of the first bill which sought to establish a comprehensive planning organi-

zation in this country.⁸⁶ Although efforts were undertaken by both agencies to relate and coordinate their work, and whereas P.D. 933 sought to tighten the linkages between physical and economic planning, there still remained the more basic issue of determining what functions properly belonged to the MHS and what were to be vested in the NEDA.

By a legal issuance of the President which took the form of Letter of Instructions No. 1350 addressed to the Prime Minister and to all members of the cabinet, the heads of government agencies concerned and all local governments, the President sought to clarify and institutionalize this delineation and allocation of powers. Enacted on August 2, 1983, it established an institutional framework for national physical planning in the country. The LOI laid down the State policy for the utilization of the land resources of the nation in the manner necessary to obtain the maximum social and economic benefits for the people. This was to be achieved by adopting a national physical plan and supportive regional and subregional land classification and utilization plans which would indicate but not mandate the desired use of such land resources. As a pre-requisite to this, a comprehensive inventory of the current uses of the country's land resources shall be undertaken. Factors to be considered in the preparation of the Plan would be the inter-related developmental and environmental needs of the local communities and the need to uphold and protect private property rights in accordance with law.⁸⁷ To achieve this declared policy-objective, the Act created a National Land Use Committee to prepare and

⁸⁴Sec. 5, P.D. 1396.

⁸⁵Although it may appear that these implementing powers are limited to the Bagong Lipunan sites, it will be noted that the designation of Bagong Lipunan sites is a prerogative exercised by the Ministry.

⁸⁶This was the proposed "Act creating a National Office of Physical Planning within the National Economic Council, Providing for its Powers and Functions and for Other Purposes." This version of the substitute bill was not favored by some sectors, more particularly engineers and architects who believed that physical planning should be considered an activity independent of, as important and on the same level as, and not under, economic planning.

⁸⁷Sec. 1, LOI 1350. The LOI provides that land resources refer to land, water, and other related natural resources.

revise an Integrated National Physical Framework Plan⁸⁸ consistent with and supportive of the current Philippine Development Plan. The Framework Plan shall include the spatial implications of the Philippine Development Plan, the proposed indicative uses of the various land resources of the nation, the priority programs to facilitate and expedite the completion of a comprehensive national land use inventory and supportive regional framework plans. The Committee shall compile and reconcile indicative national and regional land use plans supportive of the National Physical Framework Plan and which shall include city and municipal zoning plans and those concerning agricultural land classification. The Committee shall also coordinate and integrate physical planning activities including the standardization of regional land use maps and the identification of the minimum specialized regional land use maps required for a complete and consistent national compilation.

The Committee is chaired by the Deputy Director General of the NEDA and has ten members as follows: the Deputy Ministers of Agriculture, Agrarian Reform, Human Settlements, Justice, Local Government, Natural Resources, Public Works and Highways, Trade and Industry and Transportation and

Communications and the Deputy Director General of the National Science and Technology Authority.

The LOI delineates the physical and economic planning functions as follows: NEDA shall be primarily responsible for the physical planning at the national and regional levels while MHS shall be responsible for general human settlements planning at the sub-regional levels, more specifically at the level of the cities and municipalities. Based on this delineation, the NEDA shall formulate and prescribe standards and guidelines for regional physical framework plans to be prepared by the Regional Development Councils and shall provide technical assistance to the regions in the formulation of land use plans and conduct of land capability studies.⁸⁹ The MHS, through the Human Settlements Regulatory Commission, shall, on the other hand, prescribe national standards and guidelines for land use plans and zoning ordinances of city and municipal governments and shall provide similar technical assistance to city and municipal governments.⁹⁰ This delineation of functions did not divest the MHS of its responsibility provided for in its enacting charter of preparing the human settlements component of the National Physical Framework Plan, known as the National Human Settlements Plan, and in compiling, consolidating, preparing and submitting to the appropriate authorities the land use patterns at the provincial and regional levels resulting from aggregating the various individual city and municipal zoning plans.⁹¹

In the light of this new delineation of functions between the two national planning organizations, the LOI clarified the functions and responsibilities of existing government ministries. Thus, the main responsibility of the Ministry of Local Government was defined as "the general supervision of local governments at the city and municipal levels to

⁸⁸ Joint Resolution #3 approved by the Senate and the House of Representatives during the third special session of the Seventh Congress of the Republic on November 9, 1970 was the first legislative measure to mention and incorporate provisions on the National Framework Plan. Joint Resolution #3 promulgated several policies to guide the country in its efforts toward the environmental development of the nation. One of the policies enunciated therein was the adoption and effectuation of a National Framework Plan which translates into "physical and spatial considerations the national government policies regarding such matters as population distribution, land capability, urbanization, housing, industrial, commercial and agricultural development, natural resources development, manpower and employment, transportation, pollution control and other factors necessary for the attainment of an effective environmental development of the country. Another policy concerned local plans which were required to be within the context of the National Framework Plan.

This Joint Resolution was the culmination of the efforts of the legislative body in 1968 to enact a comprehensive physical planning legislation.

⁸⁹ An earlier enactment, P.D. 933 vested the Human Settlements Commission with the power to formulate regional standards and guidelines on land use, classification and readjustment schemes with the concurrence of the Regional Development Councils. (Sec. 86 (2).

⁹⁰ Section 3 and 4 of LOI 1350.

⁹¹ Section 5, LOI 1350.

ensure that the preparation and enforcement of local zoning plans are in accordance with standards and guidelines established by the Human Settlements Regulatory Commission."⁹² The responsibility of the Ministry of Natural Resources, on the other hand, to be exercised through the Bureau of Forest Development and the Bureau of Lands, remains that of the legal classification, management, and authorized disposition of public lands, including forest and pasture lands, swamp lands, and alienable and disposable lands. Within the framework of the National Physical Framework Plan and the provisions of Executive Order 803 which established in 1982 an integrated area management system for agricultural service, the Ministry of Agriculture is directed to delineate and classify agricultural land resources with emphasis on the utilization, conservation and the proposed development and management of prime agricultural lands. It shall also indicate the necessary support infrastructure such as irrigation facilities, farm to market roads and agro-industrial centers.

The dynamic developments on the national and regional levels, unfortunately, have not been matched by parallel developments on the local planning level which has remained the weak chain in the national-regional-local planning system. Aside from Memorandum Circulars and directives issued to local governments by the Ministry of Local Governments, no new legislation has, in the last two decades, been enacted dealing directly with the physical planning powers of local governments. While there have been a number of laws strengthening local governments by giving them additional powers or clarifying issues affecting their exercise of particular functions, there has been no particular legislation affecting local planning. It was only in 1982, more than 20 years from the enactment of the Local Government Code of 1959 and the Decentralization Act of 1967, that the Batasang Pambansa codified existing laws affecting local governments in what has been constitutionally mandated as the Local Government Code. This took the form of a

Batas Pambansa, more specifically, BP 337.⁹³

The Local Government Code is the first legislation to attempt to deal in a more comprehensive manner with local planning responsibilities, although it is not comprehensive enough as to define and clarify the functional tie up between local government units and the central planning organization or the MHS. Thus, the Code created the positions of Municipal Planning and Development Coordinator, City Planning and Development Coordinator and Provincial Planning and Development Coordinator in every municipality, city and province, respectively. Each of these local officials is required not only to comply with the Filipino citizenship requirement but also to be academically qualified. Candidates for these positions have to be holders of a college degree, preferably in law, engineering, commerce, public administration or any related course from a recognized college or university, and must also have had from 3-5 years of experience in planning or related fields. These coordinators are vested with the functions of research, plan preparation, fiscal planning and day to day supervision and control of their respective planning offices.

Plan preparation functions encompass the formulation of integrated economic, social, physical plans for the consideration and approval of the Sangguniang Bayan and municipal chief executives of the local governments concerned; the integration and coordination of all sectoral plans and studies undertaken by the different functional groups or agencies; and the preparation of local government comprehensive plans and other development planning documents. They also include the monitoring and evaluation of the implementation of the different development

⁹³ Article XI, Section 2 of the Constitution mandates the National Assembly to "enact a Local Government Code which may not thereafter be amended except by a majority vote of all its Members, defining a more responsive and accountable local government structure with an effective system of recall, allocating among the different local government units their power, responsibilities, and resources and providing for the qualifications, election and removal, term, salaries, powers, functions and duties of local officials and all other matters relating to the organization and operation of the local units."

⁹² Section 7, LOI 1350.

programs, projects and activities in the respective local governments. Fiscal planning, on the other hand, entails the analysis of municipal, city or provincial income and expenditure patterns and the formulation and recommendation of fiscal plans and policies for the consideration and approval of the respective local legislative bodies. The coordinators are also expected to promote citizen participation through development planning at the barangay level.

The other significant provisions of the Code include the specific delegation of police power functions to local governments expressed in the so-called general welfare legislation. This refers to the enactment of such ordinances as may be necessary to carry into effect and discharge the responsibilities conferred upon it by law and such as shall be necessary and proper to promote health and safety, enhance the prosperity and general welfare, improve the morals and maintain peace and order in the barangay and preserve the comfort and convenience of the inhabitants therein.⁹⁴ Other pertinent functions of local governments included in the Code are those related to their capital improvement functions—namely, the construction and maintenance of barangay roads, bridges, sidewalks, playgrounds and parks, school buildings, water supply systems, drainage, irrigation, sewerage, public toilet facilities and other public works projects and facilities⁹⁵ eminent domain,⁹⁶ and the power to prescribe reasonable limits and restraints on the use of property.⁹⁷

Although Batas Pambansa 337 is supposed to be a codification of various legislations affecting local governments so that it would not necessitate referral to other laws, the fact is that the Code is not complete by itself. References are still made to related laws such as those affecting local taxation and local finance. Furthermore, the Minister of

Local Governments still has to promulgate the implementing details and the rules and regulations to carry out the various administrative actions required for the initial implementation of the Code to ensure the least disruption of ongoing programs and projects. He is also authorized to prescribe minimum standards and guidelines with respect to the organizational structure, staffing pattern and other relevant operational aspects of local governments according to their needs. Notwithstanding these, however, the Code is heralded as the much awaited law which affects not only local governments but also national offices and agencies, for it is generally believed that any change in the status and conditions of local governments will definitely affect the powers and functions of national offices and officials. It took years to finalize it, having been deliberated on since 1978; revised a number of times and subjected to several public hearings before being passed on second reading on December 7, 1982 and signed into law by the President on February 10, 1983. While the Code is of general applicability, it does not have the effect of amending or repealing the laws affecting the three distinct regions in the country, namely the National Capital Region or the Metropolitan Manila Region, and Region IX and XII, known as the autonomous region, "unless otherwise provided by law."⁹⁸

⁹⁸The Code provides as follows: "Except as otherwise provided herein, all laws, acts, city charters, decrees, executive orders, proclamations and administrative regulations or part of parts thereof which are inconsistent with this Code are hereby repealed or modified accordingly. Until otherwise provided by law, nothing in this Code shall be understood to amend or repeal the pertinent provisions of Presidential Decree No. 824 and Batas Pambansa Big. 20, and all presidential decrees issuances relevant to Metropolitan Manila and the Sangguniang Pampook of Regions IX and XII." (Section 233).

The Memorandum Circular of the Ministry of Local Governments (Memo Circular 83-22) issued on June 6, 1983, however, clarifies that "The provisions of the Local Government Code shall apply to local governments in the autonomous regions as well as to those existing in the Metro Manila area provided that the codal provisions are not in conflict with P.D. 1618 creating the autonomous regions and P.D. 824 creating the MMC, and its amendments.

⁹⁴Section 91A applies specifically to barangays. Similar provisions are found in Section 149(A) for cities and provinces. This power was originally provided for in the Revised Administrative Code of 1917.

⁹⁵BP 880, Section 91 (b).

⁹⁶*Ibid.*, Section 9.

⁹⁷*Ibid.*, Section 14b.

The Code has not been in effect long enough to allow an evaluation of its effects on local planning. The significant contributions that the Code appears to have made "on paper" to local planning are as follows: *First*, it has institutionalized the position of local planning officials on each of the various levels of local governments. Before the enactment of the Code, there were several officials on the local level performing similar and related functions; namely, those appointed by the local governments known as Development Coordinators, and the representatives of the Ministry of Human Settlements known as the Human Settlements Officers. By providing for the uniform positions of local planning officials (municipal, city and provincial development coordinators), the Code obviously intends to have only one set of local officials to avoid "conflict of jurisdiction." To the extent that the functions of the existing local planning officials are irreconcilably in conflict with those of the coordinators named in the Code, then the former will have to be considered superseded. *Second*, the functions of local governments most related to planning have been included in the Code, although there does not appear to be a conscious effort to relate them to each other and to demonstrate their direct relevance to the exercise of local planning functions. These responsibilities, as earlier mentioned, are those concerning construction and maintenance of public works projects,

the issuance of general welfare legislation and the exercise of eminent domain. The fact that the Minister of Local Governments is authorized to issue regulations for the implementation of the Code provides a good opportunity to clarify, expand on, and relate these functions to the overall physical planning concerns of local governments.⁹⁹ *Third*, some of the policies adopted by the Code would, if properly implemented, enhance local planning objectives and benefit local planners. One of these policies is that which prescribes that all ministries and national offices having to do with local government administration "shall be confined to the setting of uniform standards and guidelines to obviate the need for requiring prior approval of pre-clearance on regular and recurring transactions and other activities normal to local government."¹⁰⁰ Another related policy is that which directs all ministries, offices, agencies or instrumentalities of the national government to involve local governments and secure their participation in the various substantive aspects of programs and projects, and the other corollary operational activities that should be carried out through local governments. Also, as a general policy and as much as practicable, the Code directs the national government to encourage and provide the necessary authority for local governments in the supervision of appropriate national government operations and activities undertaken at the various levels of local government.¹⁰¹ The Code also adopts the concept of selective decentralization by providing that where appropriate, the national government shall encourage and take the necessary measures for the transfer of responsibility and the corresponding authority over service delivery functions from the national to the local governments or from a higher to a lower level of local government. Such transfer need not be effected at the same time and for all the units in any tier of local government but may be done on the basis of the capability of the local unit or units concerned to discharge the transferred responsibility.¹⁰²

⁹⁹For instance, recently, the Ministry issued Circular No. 83-14 addressed to all Provincial Governors, City and Municipal Mayors, MCC Regional Directors and all concerned, promulgating guidelines in connection with the exercise of the right of eminent domain by local government units. These include such matters as the conditions for expropriation, examples of public uses for which eminent domain could be exercised and conditions for conduct of negotiated contract. Similar Memorandum Circulars have likewise been issued detailing the provisions of the Code on various subject matter, such as the extent of applicability of the Local Government Code, vacancies, and succession, and settlement of boundary disputes. It would be very useful if the implementing guidelines affecting planning could be integrated and publicized for the information and guidance of the local planners and chief executives.

¹⁰⁰Section 14 (2) B.P. 880.

¹⁰¹Section 31, 1 and 2, B.P. 880.

¹⁰²B.P. 880, Sec. 33.

If these policies would be translated into workable legislative enactments, local planning would immensely be benefited and strengthened. This is expected to take some time and would need close coordination by local governments and the Ministry of Local Governments with the Ministry of Human Settlements to which the function of community development which formerly belonged to the Ministry of Local Government and Community Development has been transferred.¹⁰³ However, what appears important is that the initial critical steps have already been taken and what remains to be done is to follow this up seriously and once achieved, to sustain the effort.

Conclusions

The evolution through legislation of the national planning organization in the country under the Philippine Republic has spanned a period of thirty years during which the most significant features identifiable are the following: *First*, the strengthening of the legal basis for the institutionalization of planning as a regular government function. Thus, from mere executive orders issued by the President, serious efforts were made to enact legislation by the duly constituted legislative body. Although initially these efforts did not produce the needed comprehensive legislation and at best, resulted in a Joint Resolution by both House of Congress adopting Environmental Planning as a means for promoting the socio-economic development of the country, these indicated a sincere concern for a stronger legal foundation for the creation of a national planning organization and planning system in the

country. While the earlier legal issuances creating, first, the Task Force on Human Settlements, then the Human Settlements Commission and later the Ministry of Human Settlements, were also acts of the President, these were in the nature of Presidential Decrees which are generally presumed to be the counterpart of the Republic Acts of the Pre-Martial Law period. As earlier mentioned, President Marcos, in issuing various legal documents, did so in a dual capacity. Some of his issuances were made in his capacity as the sole law making body¹⁰⁴ and some, as Chief Executive. Presidential Decrees belong to the first category. It is also worth mentioning that, in fact, the first most comprehensive legislation on physical planning ever to be presented was in the form of a proposed bill in Congress. This was House Bill 16543 which underwent serious study and consideration for two years by the Senate Committee on Housing, Urban Development and Resettlement and the Senate Committee on Natural Resources, chaired by the then Senator Helena Benitez to whom it was referred by the House of Representatives. The experience with the administrative bodies created merely by an Administrative Order, whereby an incoming President could, through the issuance of another order, revise or even completely "legislate out" of existence said agency, has alerted proponents to the need for creating the planning organization by legislation. This was also intended to solve many of the issues generally raised whereby the extent of planning powers of bodies created through acts of the President, such

¹⁰³ Executive Order 777 issued by the President on February 28, 1982 reorganized the Ministry of Local Government and Community Development renaming it as the Ministry of Local Government and transferring its community development functions to the Ministry of Human Settlements. These community development functions, include, among others the extension of planning assistance to local governments and performance of delivery services. The rationale for this transfer appears to be the need to consolidate in one Ministry the performance of functions which adopt the strategy of self-help and the need to relate it to the Kilusang Kabuhayan at Kaunlaran program of the Ministry of Human Settlements.

¹⁰⁴ By virtue of the creation and activation of the Batasang Pambansa considered to be the regular legislative body, the decree-making power of the President is now considered as supplementary to and in the nature of "standby prerogative." This is by virtue of the 1976 Constitutional Amendment No. 6 which provides as follows: "Whenever in the judgment of the President (Prime Minister), there exists a grave emergency or a threat or imminence thereof, or whenever the Interim Batasang Pambansa or the regular National Assembly fails or is unable to act adequately on any matter for any reason that in his judgment requires immediate action, he may, in order to meet the exigency, issue the necessary decree, orders, or letters of instructions, which shall form part of the law of the land."

as the issuance of implementing rules and regulations and policy standards and guidelines, and the imposition of penalties, were seriously questioned as likely to raise constitutional issues affecting the delegation of legislative powers. Thus, while President Marcos could have chosen from any of some ten legal instruments through which he could have created a central planning organization—to cite a few, Executive Order, Administrative Order, Letter of Instruction, Letter of Implementation, Memorandum Circular, General Order, etc.—he decided in favor of the issuance of Presidential Decrees in creating the Human Settlements Commission and its successor organization, the Ministry of Human Settlements.

The second significant feature of the evolution of planning legislation for the establishment of a national organization is that the succession of legal issuances, all sought, in a slow but sure manner, to regularize the planning organization and elevate it from a mere research-oriented planning structure to a full-blown and regular department. From a mere task force, of which many abounded in the early seventies, the planning organization evolved into one of the regular departments of the government, namely the Ministry of Human Settlements. Through the leadership of the First Lady, the MHS emerged as one of the strongest and most influential departments in the government. Thus, the evolution of the physical planning organization paralleled to a certain extent the evolution of the economic planning organization which at a certain stage was very powerful but later had its functions assumed by several other economic planning bodies; then it underwent a stage of consolidation, and now finds itself a very secure and powerful organization.¹⁰⁵

The physical planning organization, likewise, went through these various stages. While the National Planning Commission created in the fifties had relatively strong powers, it did not actually enjoy political support and did not receive the needed manpower and financial resources to undertake its mandated responsibilities. For the next 20 years, it was hardly visible and made little impact on the growth and development of human settlements in the country. In 1972, it was abolished and its functions distributed among the Ministry of Public Works Transportation and Communications and the Ministry of Local Governments. It was only the birth of the Task Force on Human Settlements which signaled the prospect for the organization of a central body with integrated planning functions.

The legislations responsible for the creation of the Task Force on Human Settlements, then the Human Settlements Commission and finally the Ministry also catalogue the expanding powers of a national planning organization, each of these laws having successively built upon the powers vested by the earlier ones. Each of the later enactments contributed to the expansion of the powers of its predecessor agency.

The Ministry of Human Settlements, in fact, is the culmination of such an expansion which included not only the incorporation of additional powers and functions but even the integration of existing government agencies and corporations performing planning and planning-related functions such as housing and housing finance and environmental management and protection. Instead of merely merging related functions, the Ministry has placed under its administrative wings full-blown agencies and corporations, and assumed general supervision over them to ensure the consistency of policies and programs among them. The MHS stands today as one of the biggest government departments in terms of powers and functions and of personnel. Through a process of accretion, it incorporated into itself a number of government functions exercised by other existing agencies such as the community development functions earlier performed by the Ministry of Local Governments and Community Development, the administration of the National Capital Region which is part of the function of the Metro-

¹⁰⁵Caridad Alfonso, "Organization for Economic Planning: the National Economic Council, the Presidential Economic Staff, the Budget Commission and the Central Bank." *Perspectives in Government Reorganization*, ed. by Jose Veloso Abueva, College of Public Administration, 1969. pp. 141-183.

politan Manila Commission,¹⁰⁶ and the development of housing communities. It also attached under it those agencies with planning or planning-related powers and functions. Thus, its charter, P.D. 1396, has directly and indirectly undergone amendments and revisions through various enactments affecting it and the agencies and corporations attached to it. It is difficult therefore to get a complete picture of the MHS complex simply by referring to its enacting charter. This situation, in fact, calls for the codification of all the relevant legislative issuances in order to understand the operation of such an enormous and complicated organization. The evolution of the national physical planning organization is atypical of the growth of other government ministries in that whereas the others involved only the strengthening or the limited expansion of their existing functions, the MHS has gone beyond this and has involved an actual addition to it not only of new powers and functions, but the attachment of existing and fully operational organizations.

The legislations on planning have also showcased the growing complexity of the planning system and process. Thus, whereas earlier laws included only an enumeration of the planning tasks and activities of national planning organizations, later legislations included provisions on the various kinds of plans that these bodies could formulate, and the procedure that needs to be followed in their adoption and implementation such as the necessity for public hearing and formal adoption. These legislations have also indicated sources of financing and funding which originally were hardly mentioned or not covered by existing legislations at all.

Planning legislation has also been responsible for the creation of a number of other

planning bodies which are sub-national in character such as the Metropolitan Manila Commission, the Intramuros Administration responsible for planning the historical district of Intramuros and the National Council for Integrated Area Development or the NACIAD, responsible for the planning of integrated areas for development (IAD).

All these earlier discussions have shown the all-pervasive influence of law in institutionalizing, securing and authorizing the expansion of the planning powers of the national planning organization in the country. It has successfully established planning as an accepted regular government function placed on the same level as the other traditional government functions. Beyond this, it has shown the extent to which these powers could be expanded. It has enlarged the meaning of planning powers from the mere formulation of plans and the "coordination of implementation" to that of actual implementation, initially of prototype projects and later of other types of projects. It has shown the possibility of not only formulating model or standard zoning and subdivision regulations, but even of actually approving and rejecting local government ordinances for failure to conform to these standards and guidelines. It has shown that planning could even expand to include the actual delivery of basic services directly to the communities in the fulfillment of a human settlements ideology. In brief, legislation has opened wide the door to the innumerable possibilities for the exercise of planning functions. While others predict that legislation in the future would now move in the direction of simplification of the complex system that it has established, some also speculate that human settlements planning may yet reach out to areas well beyond the concern for the socio-economic growth of human settlements into the political development of the same. After all, these aspects are regarded as inter-dependent and inter-related. The Philippine experience, therefore, showcases the unlimited arena for expansion of a planning organization and a planning system within a politico-legal environment that is unqualifiedly conducive to and supportive of it. It has also exposed the innumerable legal and extra-legal problems attendant to such an expanded and complex planning organization whose sheer "weight", political or otherwise, have also caused the many difficulties it faces. □

¹⁰⁶ Many have been speculating about the effect of Section 3 of P.D. 1396 on the powers of Metropolitan Manila Commission over the Metropolitan Manila region. Said section 3 of the later law (MMC was created by P.D. 824) provided that the administration of the National Capital Region was vested in the Secretary (now Minister) of Human Settlements. If its administration was already in the Minister, the question is logically raised as to what other powers have remained in the MMC. This issue has not posed a serious problem at present only because the Governor of MMC and the Minister of MHS are one and the same person.

THE DEVELOPMENT OF PLANNING EDUCATION IN THE PHILIPPINES

Dolores A. Endriga

Associate Professor

School of Urban and Regional Planning

Jaime U. Nierras

Asst. Professor and Director of Training

School of Urban and Regional Planning

Introduction

In this paper, an attempt is made to trace the evolution of planning education in the Philippines. It focuses mainly on the academic programs in planning and how these have developed through the years in response to various factors. Major issues confronting planning education today are also discussed, and recommendations for the resolution of these issues offered. Inevitably, the discussion of planning education has also touched upon planning practice.

Educational Institutions Involved

Although planning in the Philippines traces its roots to a much earlier period, planning education was introduced only about a decade and a half ago. It was in the University of the Philippines (U.P.) where planning first became recognized as a field of study in itself. In the later 1960s courses were offered leading to the degree of Master in Environmental Planning. About a decade later, undergraduate degree programs were introduced almost simultaneously in three different schools: the Bachelor of Arts major in Town and Country Planning at the St. Louis University (SLU) in Baguio, the Bachelor of Science in Environmental Planning at the Maryknoll College Foundation, Inc. in Quezon City, and a Bachelor of Science in Human Ecology, major in Human Settlements Planning at the Institute (now College) of Human Ecology,

University of the Philippines in Los Baños (UPLB).

The program at the SLU, however, was shortlived because of lack of interest on the part of students to take the course. After having graduated only a few, the program ceased to be operational. Earlier, in 1974, an attempt was also made to offer a graduate degree in Environmental Planning at the Mindanao State University in Marawi but the proposal prepared by the MSU Institute of Regional Planning was not approved. As of this writing, there is also a proposal at the College of Human Ecology for a degree program in Master of Science in Human Settlements but it is still pending approval.

Currently, therefore, only three schools offer planning degree programs: the School of Urban and Regional Planning (SURP) in U.P., which now offers both masteral and Ph.D. programs, the Maryknoll College, and the U.P. College of Human Ecology. The latter two continue to offer only undergraduate programs.

The School of Urban and Regional Planning, previously called the Institute of Environmental Planning, was established in the University of the Philippines in October 1965. It was charged with the function, among others, of "conducting graduate training courses for persons with suitable basic qualifications to produce professional planners capable of assuming senior positions in

all sectors of the community."¹ The establishment of the Institute was authorized by the then Philippine Congress through Republic Act 4341. This law articulated the national policy:

- a. To improve human settlements and their environments by the integration of social, economic, physical and administrative considerations to produce coordinated and comprehensive development studies and plans; and
- b. To strengthen and assist government and local government agencies and private organizations in the study and solution of their development problems.

The Institute was therefore expected to "make available a pool of capable professional urban and regional planners to assist in the achievement of this policy."² It was not until 1968, however, that the Institute was able to organize and offer a complete program for a masteral degree in planning.³

In the case of the Maryknoll College, the program for the B.S. Environmental Planning degree was evolved out of existing courses. As early as 1973, a course on Contemporary Issues, which included topics on pollution, land reform, and the new Philippine Constitution was instituted. Subsequently, a section on pollution was incorporated into a core course which was required of all students taking diploma courses. Thus, when in 1977 the College decided to enlarge and enhance its curricular offerings, Environmental Planning became a natural choice. It was looked

upon as a course which students would find challenging and relevant. At the same time, it was expected to contribute to the manpower requirements of planned development.

A questionnaire was administered to high school seniors for their reaction to this proposed program. At the same time, key persons in the educational and the professional fields were consulted about the advisability of offering such a program. Since the results were favorable, the College subsequently submitted its proposal to the Ministry of Education. The proposal was approved on September 1977 and in June of the following year, the program was opened. The first batch of Environmental Planning majors, numbering eighteen, graduated in March 1982.⁴

The Institute of Human Ecology was established at the U.P.L.B. in Laguna in 1974 "in response to the need for an ecology-oriented unit in the University which focuses on the basic human needs, resource utilization and management, and delivery of social services at the family and the community levels."⁵ This Institute was elevated into the status of a College in 1983 "in response to the growing concern for improving man's quality of life through enhancement of both the near and farther environment."⁶

The College offers, among others, the degree program Bachelor of Science in Human Ecology, with majors in three areas: family development, human settlements planning, and social technology. This program evolved from the earlier B.S. Home Technology program, but whereas the B.S. Home Technology focused on the integration of man

¹ For a more detailed discussion of these functions and the beginnings of the Institute, please refer to Leandro A. Vitoria, "Establishing an Educational System for Urban and Regional Planners in the Philippines," paper prepared for the Meeting of Project Managers in the Housing, Building and Planning Fields in Asia and the Middle East, Singapore, February 1969 (typescript).

² Section 2, R.A. 4341.

³ A year before (1967), the teaching function was carried out through the academic program of the College of Public Administration, where the faculty of the Institute handled for the College subjects dealing with planning concepts and techniques. Please refer to Vitoria, *op. cit.*, p. 9.

⁴ As per written response, dated 14 December 1982, of Prof. Virginia Galang, Dean of the College and Head, Department of Environmental Planning, Maryknoll College, to be a letter of inquiry sent her by the authors.

⁵ Delia P. Mariano, "Almost a Decade of Human Ecology in the U.P. at Los Baños," n.d., typescript, p. 1.

⁶ "The College of Human Ecology: Its Curricular Program," prepared for the Freshmen Orientation of the U.P. at Los Baños for the First Semester, 1983-84, May 1983.

within his "near" environment (i.e., in and around the home), the B.S. Human Ecology focused on the development of man and his family in relation to the biological, physical and socio-cultural environment."⁷

CURRICULA

A. Graduate Programs

The history of planning education in the country, as reflected in the changes in curricular offerings, shows that planning education has consistently been made to respond to changes in the planning field. Indeed, planning educators have not only tried to respond but even to lead and guide developments in the field of planning. In its initial years, for instance, the SURP, in an "effort to gain adherents to the new thrusts in environmental planning"⁸ undertook the following, among others:

- a) spearheaded the organization of the first professional institute of planners;
- b) started the first professional journal on planning;
- c) with UNDP assistance, initiated the preparation of the national physical framework plan and the regional framework plans for the most urbanized and frontier regions in the country;
- d) assisted in the preparation of a new Urban and Regional Planning Act, including the revision of the National Building Code, although Congressional action on this Act was held in abeyance because of the enactment of the Reorganization Law; and
- e) worked for the organization of joint regional centers for development and research.

Even as planning education has been made to respond to demands from the planning field specific to the context of the Philippines, one finds parallels between planning education trends in the Philippines and those of the more advanced countries, particularly the U.S.A. This is not saying, however, that planning education in the Philippines has had to follow all the steps in the evolutionary process in the U.S.A. It is to the benefit of planning education in the Philippines that it was introduced here only recently because the curriculum did not have to go through the earlier stages in the evolutionary process that it went through in the more advanced countries. Instead of a curriculum based heavily on physical planning, for instance, the curriculum initially adopted by the SURP was at once multi-disciplinary, covering the major aspects of planning. This was due mostly to three factors: a) those who drafted it were fresh graduates of the planning schools abroad, and who were therefore exposed to more recent trends in planning education; b) the then UNDP project manager, who was a planner by profession and who was based in the SURP, influenced the recruitment of faculty members who represented different disciplines; and c) the SURP, as created by law, was made an independent unit and the planning program did not form an integral part of any college. The faculty could thus be freely chosen and the curriculum designed to suit the prevailing needs. From this point, however, planning education in the Philippines seems to have been following earlier trends in the U.S.A.

As conceived, the Master of Environmental Planning (MEP) program was meant to stress the comprehensive nature of planning and to cover all the phases of the planning activity. The curriculum was therefore "not confined to a single aspect of the planning process. . . nor to a single level of planning administration but to a more comprehensive study of planning. . . as it is carried on in the various levels of government: national, regional and local."⁹

⁷ Delia P. Mariano, *op. cit.*, p. 2.

⁸ L.A. Vilorio, "Human Settlements Issues as Focus for Environmental Education Development in the Philippines," *Proceedings of Regional Conference on Environmental Education in ASEAN Universities and Its Transfers*, (18-21 August 1981), Serdang, Selangor, Malaysia, p. 184.

⁹ Institute of Planning Brochure on the Graduate Program n.d.

Although the program was initially offered on a semestral basis, a shift to the trimestral system was made in the school year 1970-71 to accommodate the needs of those who were already occupying middle level positions in government planning or planning-related agencies, and who could not be absent from their offices for very long periods. The trimestral calendar allowed one to complete the program in one academic year. The curriculum consisted of thirty-six (36) units of course work, of which thirty (30) units were planning and six (6) units were elective courses. The curriculum also combined theoretical and practical approaches. The theoretical portion included courses in each of the physical, economic, social and political aspects of planning, while the practical portion included studio work courses and a supervised planning practice course for students without prior planning experience.

In an attempt to make the curriculum truly comprehensive, courses touching on various disciplines were included, such as: "The Social Aspects of Planning", "The Economic Aspects of Planning", "The Physical Aspects of Planning", or "The Legal Aspects of Planning", each of which was given a credit of three units. It might have fitted Perloff's description of the "cafeteria curriculum" prevalent in the U.S.A. in the 1940s and 1950s.¹⁰

In response to demands from the planning field and as a result of a review conducted by the SURP of its own program, the MEP curriculum was drastically revised in 1975 to form the Master in Urban and Regional Planning (MURP) program.¹¹ This change represented a move away from the "cafeteria" curriculum to an adoption of the "core" concept in planning education designed to produce, in Perloff's terms, "a generalist with a speciality". This move also corresponded to earlier planning education trends in the U.S.A.

¹⁰ Harvey S. Perloff, "The Evolution of Planning Education," in David R. Godschalk (ed.), *Planning in America: Learning from Turbulence* (Washington D.C.: American Institute of Planners, 1974), p. 170.

¹¹ For a full discussion of how planning education has responded to and paralleled developments in the planning field, please refer to Leandro A. Viloria, "Human Settlements Issues," *op. cit.*

As early as 1974, a move had already been initiated within the SURP to review and revise the curriculum because the faculty felt that the internship program "was no longer sufficient to provide scope for the needs of a changing student body as well as the new demands brought about by developments in the planning profession."¹² A study made of the MEP students¹³ had shown that (a) as early as 1971 the proportion of non-working to working students had begun to change in favor of the former category, and (b) more and more students with social science backgrounds were entering the program, in contrast to the predominance of architects and engineers in the early years.

Another observation was that while the MEP curriculum aimed at a comprehensive understanding of the planning process, the structure of the curriculum itself did not contribute to comprehensiveness. Instead, the independent courses on the various aspects had given rise to a "situation in which planning and development phenomena were treated and understood not in their totality, but not 'aspectually'."¹⁴

Finally, there was the observation that the MEP curriculum was not sufficiently substantial and analytical; that a gap existed between the training received by the students and the actual demands of planning practice.¹⁵

The MEP curriculum included more courses and in comparison with the MEP, had the following major features:¹⁶

- a) It was more problem-oriented and focused on the analysis and understanding of development issues and problems as well as on the improvement of the

¹² Benjamin V. Cariño, "Education for Planners: The Graduate Program of the Institute of Environmental Planning," *Philippine Planning Journal*, VI, 2 (April 1975), p. 7.

¹³ Asteya M. Santiago, "A Survey of the Graduates of the MEPT Course, 1968-75," *Philippine Planning Journal*, VI, 2 (April 1975), pp. 11-26.

¹⁴ Cariño, Firmalino, and Endriga, "Educational Aspects of Human Settlements: A Case Study," *UNITAS*, XLIX, 2 & 3 (Sept. 1976), p. 282.

¹⁵ Cariño, *op. cit.*

¹⁶ *Ibid.*, pp. 7-8.

students' working knowledge of planning theories and techniques which aid in the understanding of such issues and problems;

- b) It offered options for the student: a choice between a thesis and a non-thesis program and a choice from among the four fields of concentration: housing, transportation, planning for infrastructure support, and regional location. The curriculum was divided into the core courses, which were required of all, and the areas of concentration, from which the student was made to choose; and
- c) On full-time basis, the MURP program could be completed in two years. A shift from the trimestral to the semestral basis was made because of the observation that the former did not provide enough time for students to adequately fulfill course requirements. This was especially true for the studio work classes.

A further revision of the program was made in 1980 when the fields of concentration as stated above, were replaced with Urban Planning, Regional Planning, Estate Planning and Development, and Public Works Planning and Development. The change was made so that the fields of concentration could be made consistent with the thrusts of the then recently launched development programs of the government. It was also the initial step toward the realization of a Center for Human Settlements Studies.¹⁷

Another important change pertained to the definition of the "core" courses. The original

MURP curriculum, consistent with many planning schools in the USA, had defined the core to include: 1) interaction of social, economic, spatial and political aspects (how the urban system works and is changed); 2) planning theory; and 3) planning methods, including some emphasis on quantitative and design methods. With the revision of the MURP curriculum, (2) and (3) above were brought down to the level of the area of concentration. Students thus have to learn only those theories and methods pertinent to their area of concentration or specialization.

In 1982, the SURP instituted a Ph.D. program in Urban and Regional Planning to meet the demand in the field. The program was designed "to equip the student with the better qualification and highly specialized professional skills to enable him to assume responsible planning and related positions in the government, the academic and the business sectors."¹⁹

The concept of the core was adopted also in the doctoral program. For bachelor's degree holders and master's degree holders in non-planning fields, 48 units of course work are required, of which 18 units are core courses, 21 units are courses in the field of specialization, and 9 units are cognate courses. For students with master's degree in planning only 24 units are required; 6 units of core courses, 9 units in the field of specialization, and 9 units of cognate courses. For both types of students, a doctoral dissertation which is credited with 12 units, is required. The fields of specialization in the Ph.D. level are the same as those in the masteral level.

B. Undergraduate Programs

As the SURP benefited from the fresh graduates of planning schools abroad, so also did Maryknoll College from the fresh graduates of the SURP. Maryknoll alumnae who had successfully completed the original MURP program and who at the time were occupying high positions in government planning agencies—gave inputs and acted

¹⁷ In response to a call from the UP President for the formulation of a five-year plan of expansion and development, the faculty of the school adopted a plan for the creation of a Center for Human Settlements Studies. As envisioned, the Center would serve as an umbrella for six institutes: Urban and Regional Planning, Public Works Planning and Development, Estate Planning and Development, Land Policy, Tourism Planning and Development, and Human Ecology. Although eventually each institute is expected to offer graduate education programs corresponding to the fields above, the fields are being introduced on a staggered basis first as areas of specialization within the existing degree program. Please see Viloria, "Human Settlements Issues," *op. cit.*

¹⁸ Perloff, *op. cit.*, p. 170.

¹⁹ Institute of Environmental Planning, "Proposed Doctoral Program in Urban and Regional Planning," revised 14 April 1982, mimeo.

as consultants during the development of the BSEP program. They also helped in the preparation of a faculty line-up and in setting up a workshop where the EP curriculum was finalized.²⁰

Because it was an undergraduate program, the EP curriculum was divided into the liberal arts and the major courses. The major courses, in turn, were divided into the planning courses and the courses on the environment. This was consistent with the aim of the program "to turn out planners dedicated to the preservation, conservation and optimum use of our natural resources and committed to the enhancement of the environment."²¹ The planning courses included land use, housing, infrastructure, transportation, economics of a plan, as well as practicum—reminiscent of the original MURP curriculum. The courses on the environment included Geography, Biology, Chemistry, Ecology and Environmental Protection.

Similarly, the BS in Human Ecology, major in Human Settlements Planning, was also divided into the general education courses and the major courses. The program was addressed to the "planning of the resource base required by human communities to become self-reliant."²² The major courses tended to be strongly focused on ecology, consistent with the program objectives of developing in the students the ability to understand human development in relation to the biological, physical, and socio-cultural environment, equipping them with the necessary skills and tools for participation in development program and research; and providing them with an ecological perspective to man's problems.²³ Courses were also divided into theory and its application, with the theory courses touching on the physical, political, psychological, sociological, and economic aspects of rural and urban planning.

Issues/Problems in Planning Education and Practice

At this point in time, planning has already gained widespread acceptance in the Philippines, as evidenced not only by the presence of governmental planning agencies and the rapidly growing number of graduates of planning schools, but also by the establishment of several private planning consultancy firms and the proliferation of planning projects. Areas of concern have also multiplied, giving rise to a demand for the planner to acquire a much wider range of skills and expertise. Concern for the environment, for instance, has given rise to the question of whether and to what extent environmental protection should be made part of the planning curriculum. Developments in future studies have led to the inclusion of at least some of the methodologies of environment protection into the curriculum.

The passage of the Local Government Code moreover, has generated questions about the tasks that the planner would perform, and consequently, the expertise he would need, within the context of local planning. Within the field of planning itself, the introduction of computers has made it necessary for the planner to be at least acquainted with computers as an aid in planning.

As the planner is called upon to perform new roles, as wider areas for concern in planning are generated, and as planning and related fields develop, there seems to be a demand for the planner to both widen and intensify his knowledge. This seems to be the greatest challenge in planning education today, as it has been in the past. There are, however, more basic issues that require definition, clarification and perhaps, rethinking at this stage.

It has not not been an easy task to identify the issues because very few studies, if any, have been conducted and evaluations made of the planning experience in the country. Although several planning efforts had been made in the past, a careful, scientific and thorough assessment of the experience has still to be made. The authors have, therefore, identified the issues based on impressions they have drawn from reading planning documents, teaching planning courses, and engaging in consultancy work as well as in the private practice of planning.

²⁰ Virginia Galang, *op. cit.*

²¹ Maryknoll College Brochure on the BSEP, n.d.

²² College of Human Ecology, "The College of Human Ecology: Its Curriculum Program," *op. cit.*

²³ General Catalogue, University of the Philippines, Vol. III, 1983-84.

The major issues are the following:

- a) The lack of a clear cut or specific definition of the nature, scope, and goals of planning and the seeming ambiguity in the distinctions among "development planning," "comprehensive development planning," and "land use planning;"
- b) The tendency of planning efforts to be directed much more toward the preparation of "development plans" or "land use plans" than on the planning activities and decision-making processes; and
- c) The lack of local planning studies and related materials or the difficulty of obtaining them, and the lack of studies, evaluation or critical review of the Philippine planning experience.

The first issue, involving the lack of a precise definition of planning, affects both planning education and planning practice. This confusion regarding the scope and direction of planning is, of course, not unique to the Philippine context. Up to the present time, Great Britain and the United States, two of the major countries that have had a long history of planning, are also still grappling with concepts of what planning should be. On the other hand, it may simply reveal the failure of planning professionals to define exactly what they do. Great Britain seems to have been more successful than the United States in this regard. In the words of one critic, "in the United States, no philosophy of city planning and city structure has been dominant as it has been in Britain. Although the United States has had its outstanding city planners, none has had the impact on public policy that Howard imprinted in Britain. Numerous concepts have been proposed to describe how the ideal American city should look, or how the ideal city building process should be formed, but none of these has achieved the acceptance of a philosophy or an ideal of city structure."²⁴

The Philippines, where planning has been closely trailing the American experience, has

likewise not come up with a philosophy of planning that has significantly guided local planning efforts, although planning in the country has been traced as far back as the Spanish period. At present, there seems to be two planning directions: one toward "development planning" and the other toward "land use planning."

According to Myrdal, development means "the process of moving away from underdevelopment, of rising out of poverty; it is sought and perhaps actually attained by means of 'planning for development.' 'Development' means the movement upwards of the whole system."²⁵ If development requires the movement of the "whole system", this means that "development" is a very comprehensive word, and its planning requires the participation of an inter-disciplinary group using multi-disciplinary methodologies. Its planning and attainment, therefore, require the participation of all the professions. Planners, therefore, cannot and may not claim to be the *only* "planners for development."

Land use planning, on the other hand, may be defined as "basically concerned with the location, intensity, and amount of land development required for the various space-using functions of city life: industry, wholesaling, business, housing, recreation, education, and the religious and cultural activities of the people."²⁶ Land use planning, therefore, may be viewed as only a part, an aspect, or a sector of development planning.

Although the distinction seems clear, there are cases where one is obviously mistaken for the other. For example, when land use plans begin to assume and have such goals as the "provision of adequate housing," or the "improvement of the quality of life;" or worse, when land use plans begin to be called Comprehensive Development Plans, because they have "considered" the social, physical, economic and administrative aspects of development. It should be emphasized that

²⁵ Myrdal, *Asian Drama—An Inquiry Into the Poverty of Nations*, as abridged by Seth S. King (New York: Vintage Books, 1971), p. 427).

²⁶ Chapin, *Urban Land Use Planning*, 2nd ed. (Chicago: University of Illinois Press, 1972), p. vi.

²⁴ Clawson and Hall, *Planning and Urban Growth: An Anglo-American Comparison* (Baltimore: The John Hopkins University Press, 1973), p. 265.

land use plans *per se*, do not bring about development. It at all, land use plans merely indicate where certain types of development requiring the use of land should best be located vis-a-vis the other land uses. If a parcel of land is planned and zoned as an industrial area, it does not mean that industrial activity, and, therefore, economic development will occur. If another parcel of land is planned and zoned as a residential area, it does not mean that construction of houses will occur. It simply means that if and when industrial and/or housing development is proposed, either by the private or the public sector, the land use plan will indicate the "best" or most desirable location for such investments. If, therefore, there is no such financial investments in such undertakings, then there will be no development, and the land use plan will not be "implemented." In the context of the Philippine setting, the first issue in planning is therefore the apparent confusion, if not the non-coordination, or non-integration of the broader and more complex concerns of "development planning," and the more specific and limited applications of "land use planning," or between planning for development, and planning for land use.

Parenthetically, the effect of this issue on planning education is very significant because it raises the question of whether planners should be generalists or specialists. Are planners supposed to "orchestrate" and "integrate" the multi-sectoral concerns of development, or are they expected to focus their expertise on a narrower sector such as land use planning and its contribution to the overall development plan? The skills and expertise needed to "integrate" the multi-sectoral concerns of development planning are entirely different from the skills and expertise needed for land use planning. The former is very broad and comprehensive, the latter highly focused and specialized.

Part of this confusion may lie in the fact that throughout the country's history there have been many changes in the focus of "development." Immediately after the Second World War, as with the other countries devastated by the War, the immediate need in the Philippines was for physical redevelopment: the building of roads and other infrastructure, the construction of houses and other structures, etc. The immediate focus then was on physical planning. Later,

although construction of more structures and infrastructure continued, focus simultaneously shifted to the improvement of the economy, and therefore, the need for economic planning; i.e., the need to increase production, the need to employ more people, etc. Still more recently, there has been an added shift or emphasis on equity and redistribution of wealth, as well as on providing the poor with more and better access to the benefits of development. This has given rise to the need for social policy planning. Finally, in trying to do all these, the need for "corporate planning" has also been generated to create the machinery or the institution which will manage the entire development effort. Faced with such a complex demand, the response of Philippine planning education and the planning profession has been to prepare and introduce the so-called Comprehensive Development Plan which seems to marry the broader concerns of "development planning," and the more specific subject of "land use planning."

Comprehensive Development Plans are plans that are supposed to integrate all the aspects of development, i.e., the physical, social, economic, environmental, and administrative and other concerns of development. These concerns are then translated into a land use plan, or more precisely, a future land use pattern, which is then enacted into a law through a zoning ordinance. These Master Land Use Plans are prepared mostly by architects and other physical planners and now, even by lay people, using simplified manuals. The apparent answer to the generalist vs. specialist dilemma has therefore been some kind of a "generalist with a specialty", where the planner prepares short and long-range multi-sectoral development plans, and then translates these into a future land use plan. The planner is then expected to be a generalist with a comprehensive outlook—in that he considers and integrates all aspects of community development not only for the immediate future, but for the next 20, even 30 years—as well as a specialist in one sector; such that social plans are prepared by social planners, economic plans are prepared by the economic planners, etc. and the master land use plan is prepared by physical planners.

The second issue mentioned above is twofold: first, the idea of comprehensiveness

is beginning to be questioned, and second, the physical translation of the development plans may have focused too much on designs and land use patterns.

Comprehensiveness in planning has been under attack, in the United States and elsewhere, for quite some time. Critics have argued that comprehensiveness is impossible because of "our inability to predict the future beyond five years; the inability to discover community goals to which everyone agrees; the decentralized character of the political system; and the lack of knowledge of effective means to achieve ends."²⁷ Still other planners claim that decision-making is incremental, or that decisions are made toward relatively small changes; remedial, moving away from ills rather than toward goals; serial, in that problems are solved not by one stroke, but rather are successively attacked; exploratory, wherein goals are continually being refined or newly discovered; fragmented, because of the limited number of alternatives that can be considered; and disjointed, indicating that there are many dispersed "decision-points."²⁸ Although such criticisms are still debatable, and although the Philippines has generally been following the American experience in planning, the local planning professionals, however, have not been actively discussing the issue of comprehensiveness. Comprehensive Development Plans continue to be prepared although their effectiveness has not yet been assessed. The influence and contribution of these Comprehensive Development Plans on actual development and on the orderly and proper use of land should be evaluated. If they are found wanting, then new directions in planning must be pursued.

The emphasis on designs and land use patterns is probably the result of historical developments because the planning profession practically started with the architects who designed not only buildings but groups of buildings and later, portions of a city. Much later, architects, who claimed to be land use planners as well, began to design the entire city by preparing land use patterns. To some extent, therefore, designing the city became synonymous with planning the city. The focus in this approach has been on the preparation of plans (a noun), and not on planning (a verb). The emphasis has been more on the preparation of the master land use plans and less on the preparation of guidelines or methodologies for making land use planning decisions; on the preparation of end-state plans and designs and not on dynamic decision-making strategies and techniques. There has also been a concentration on training planners who will produce plans, and not on training planners who will make the day-to-day planning decisions.

Today, it is already widely accepted that planning is a process—a dynamic process that is cyclic and continuous. There is, therefore, a need to come up with methodologies and guidelines that are more responsive to this dynamic process. To some extent this dynamism is recognized by requiring that plans should be reviewed every so many years, such as every five years. The question however, may be asked: why should so many years be required? In a constantly and continuously changing environment, shouldn't plans be constantly and continuously be reviewed and revised? If the peso is devalued today should planners wait for five years before reviewing and revising the plans?

The third issue in planning is also two-fold: the first is the lack of local planning data and information or the difficulty of getting them; and the second is the lack of evaluation and assessment of the Philippine planning experience. In the past and up to the present, there were and still are, so many planning agencies in the country, both public and private, local and foreign, who were and are, directly or indirectly involved in the preparation of development plans in all its aspects, in practically all levels of the government from the national to the regional, city and municipality levels, and even down to the rural barangay level. Access to these very

²⁷ Edward C. Banfield, "The Use and Limitations of Metropolitan Planning in Massachusetts," paper presented at the Fifth Working Conference on Metropolitan Planning and Regional Development, Joint Center for Urban Studies, Metropolitan Area Planning Council, June 1965, pp. 12-14.

²⁸ David Barybrooke and Charles Lindblom, *A Strategy of Decision* (New York: The Free Press, 1963), pp. 24-30.

valuable studies is however, very limited. The library at the SURP is probably one of the best planning libraries in the country but most of its collection consist of foreign books, magazines, and journals, because these are the most readily available. There is an urgent need to gather local materials, to properly catalogue and index them, and to widely disseminate them to planning students and practitioners. If these materials can be gathered, then critical evaluation and assessment of local planning experience can be made possible. As it is, the record on planning assessment is not very impressive. Of the 128 MURP graduates since 1975, only 12 have written theses. Of the 20 SURP faculty members, only two have so far been awarded professorial chairs and produced papers from the grant. On the other hand, the professional planners have yet to make a stand on the many current and critical issues that affect the day-to-day decision-making processes in planning.

To summarize, the issues are (a) the apparent confusion among "development planning," "comprehensive development planning," and "land use planning"; (b) the focus on the preparation of static, end-state comprehensive development plans, with much less emphasis on dynamic decision-making processes; and (c) the lack of planning data and information, and subsequently, the lack of assessment and evaluation of the planning experience in the country.

Some Recommendations:

1. The current development problems that face the country cut across all disciplines and professions. They are not limited to the physical components, nor to the social, economic environment or political area alone. They are combinations of all of these. There is therefore, a need in the Philippines to consider practically all aspects of development planning.

For planning education, particularly the SURP, one alternative might be a curriculum which will allow students to specialize or focus on *any* development aspect, jointly with existing schools or colleges within the university system. For example, a student whose main background or

undergraduate degree is in economics might want to specialize in urban economics, and might develop a multi-disciplinary curriculum that will involve courses at the School of Economics and College of Public Administration, among others. A student who wants to focus on urban transportation planning might have courses at the Transportation Training Center, the College of Engineering, and the School of Economics. The School of Urban and Regional Planning might then concentrate primarily in offering basic or core courses, together with workshop or integrative courses, while also offering some specialized courses according to the expertise of its faculty.

Such an arrangement can be expected to meet the various expertise required in development planning. At the same time, it will also solve the problem of the planners' having to acquire a wide range of expertise. This arrangement, however, requires that the planning degree be given only on the graduate level. The student, thus, becomes grounded on a basic discipline in the undergraduate level. He then adds to these knowledge and skills in the graduate level and learns to use them within the framework of "development planning." While he therefore acquires a broad view of the planning process, his role is defined and his expertise specific within this context.

2. One such specialized curriculum where expertise is sadly lacking and which current professional practice in planning is in dire need of, is a curriculum that will concentrate on urban land use planning. This would be a curriculum which will allow the student to investigate all the elements that bear on physical development. An inter-disciplinary program could be developed which might include courses at the College of Architecture, the College of Engineering, the School of Economics, and others.
3. Planning education might also focus on training professional planners who will not only have the technical skills to produce plans, but more importantly, professional planners who will have the proper and

adequate academic background on planning principles and theories, for them to be able to make "expert" judgment and decisions on a day-to-day basis. The preparation of manuals on the planning process is helpful, but in a continuously changing environment, what is needed are decisions that are based not so much on rigid procedures and "planning standards" but decisions that will offer fresh insights into present planning problems. Current planning requires a level of awareness and thought that will not only answer the "hows" of planning, but more importantly, the "whys". This will require of planners a very strong and solid theoretical background.

4. Planning research, as an integral part of planning education, should be encouraged so that it becomes a useful tool not only in planning theory-building but also in the assessment of planning practice. In line with this, planning schools could encourage students, especially those at the graduate level, to prepare theses and take a closer look at the many planning issues that face the country today. More funds might also be channeled to professorial chairs and research grants for the faculty to do serious research work on planning. For their part, professional planners could also contribute to the whole effort by examining and making a stand on contemporary planning issues. □

PLANNING PRACTICE IN THE PHILIPPINES: THE GOVERNMENT SECTOR

Apolo C. Jucaban

Project Director

Metro Manila Infrastructure Utilities and Engineering Program

Ministry of Public Works and Highways

Introduction

In one of the meetings of planners, a young lady colleague inquired if I was still in the government service. I replied that I was very much indeed, inasmuch as I manage government-supported projects. She then asked me bluntly if I still did voluminous studies, reports, and plans only to be shelved and gather dust or whether some of those studies have been implemented or are taking off the drawing board. I told her that my batting average has come up to 80 per cent since I shifted from my basic profession to planning ten years ago. She shrugged her shoulders in disbelief.

In another occasion, another planner, a contemporary of mine who has been in private practice ever since our academic days, emphasized that the only way one can really practice environmental/urban-regional planning and indeed be truly fulfilled as a planner is to work in the government sector, where the basic elements and conditions are found and the thrust and policies are most appropriate.

These two incidents capsule the whole gamut of planning practice in the government sector and present two extreme views of planners who have been in the government sector at one time or another. The first experience, that of the young lady, tells of the frustration, defeatism and pessimism of one with partially fulfilled or even unfulfilled aspirations; the second, reflects the satisfaction and optimism of a fully accomplished planner.

The lady planner after a brief stint in the government practice transferred to the private sector. Lately, however, I heard that she went back to the government sector managing a big development project. The second planner

has an on-going planning contract with government, although he is still continuing in his private practice.

Based on the foregoing, I would like to elaborate on the major facets of planning practice in the government sector in a very informal and personal manner. In doing so I would draw so much from my 10 years of service in the government as a planner. The succeeding discussion revolves around the "3 F's" of planning in the government: Frustration, Fulfillment, and the Future.

Planning and Plans Defined/ Planners Identified

It should be emphasized at this point that planning is now being recognized as a profession by itself distinct from and equally important as engineering, architecture, management, law and the like. The expertise and services of planners are now becoming vital and highly significant, not only locally but internationally, in view of the rapid population increase, wanton exploitation of dwindling resources, economic crises, and uncertain global future.

Planning in its universal usage is all-embracing, widely used to cover a broad range of activities or works undertaken either by an individual, a group of individuals, an organization, or a consortium of organizations. The government is one such organization, in fact the biggest, where planning is a day to day, year to year and multi-year activity.

Planning in this paper is taken to mean a deliberate concerted effort or activity directed toward the formulation or production of a combination of strategies, actions, programs, policies, targets which will lead to the accomplishment of desired goals. These objectives

are intended for the enhancement and betterment of existing conditions; the maximization/optimization of benefits from scarce resources; and the reduction within tolerable limits of impending undesirable economic, social, political and physical occurrences.

The product of such an activity is a plan, a project, a study, a program, which terms are used interchangeably in this paper. The plan could take several forms. However, I would classify plans into only two types: the socio-economic and the physical or resource development plans which are not independent of each other. The former is more of goals, strategies, targets and priorities in investments and utilization of resources within the social and economic sector while the latter translates the socio-economic plan to implementable resource and physical development action program over a period of time, at a certain cost and with specific geographical, locational and spatial dimensions. Thus, a socio-economic plan may pinpoint priorities in the agricultural sector with emphasis on greater food production and the uplift of the rural poor; or in the industrial-manufacturing sector with emphasis on rapid economic development, greater employment opportunities and upgrading the quality of life of the urban poor. The physical development plan would then identify what projects and activities should be undertaken when, where and at what cost. In the case of the above examples, the project could be irrigation and farm-to-market road system in a particular region, province or group of municipalities or industrial projects and basic urban infrastructure, utilities, services in a region, city or group of urban centers, respectively.

Some plans are variants of the socio-economic and physical development plans; others are simply planning approaches, concepts and techniques; and still others are inputs to a development plan.

In some cases, socio-economic and physical development plans are given descriptive terms to identify the specific nature of activities and thrusts, such as urban/regional development plan, rural/barangay development plan, housing sites and services, slum upgrading and livelihood program, transport and traffic management, etc. Examples of planning approaches and concepts are integrated area development, sectoral plans, comprehensive

development plan, inter-agency development program, and the like. Inputs to the socio-economic and development plans are financial, institutional, implementation plans, land use/zoning and circulation plans, site development plans, structure plans, investment programs, and many others.

All of these documents, commonly called plans, upon closer scrutiny would fall under either socio-economic or physical development plan or both. Given this categorical definition of planning and plans, everybody could qualify as a planner. It is, therefore, appropriate to identify who and what are the planners, otherwise the succeeding discussions would be ambiguous.

A planner in this paper is referred to as an individual who has at least a basic academic degree or profession, completed additional academic planning courses and acquired proficiency in the formulation, management and implementation of plans, programs and/or projects. It, therefore, follows that a planner should first be a specialist in at least one discipline, i.e., engineering, economics, architecture, finance, social and physical sciences and should have acquired, in addition, planning knowledge and skills. The main professional occupation should be planning and the basic discipline should be a specialized field of the planner. To clarify this further, an engineer whose main occupation is detailed design and construction supervision and in practice prepares plans to do such job efficiently is more of an engineer rather than a planner. However, an engineer, with an additional degree in planning, whose main occupation or work is preparation, implementation or management of a municipal development plan and in the process uses his engineering knowhow in the performance of his main occupation, is a planner. Similarly, in the context of this paper, an economist with a planning degree who is providing substantial inputs in the preparation of an economic or development plan using his basic discipline in such endeavor is a planner. On the other hand, an economist who is performing pure economic analysis as his final output is essentially an economist rather than a planner even if his output is used as input to a plan. In other words, a planner may request an economist who has had no formal planning course or experience to undertake an economic analysis, e.g., market study and

economic forecast as an input to the plan. These examples would be sufficient to distinguish planners from other professionals as far as this paper is concerned. Additional academic background we are referring to would most likely be degrees in Environmental Planning, Urban-Regional Planning, Town and Country Planning, Housing, Estate Management, Sites and Services Planning, Industrial Estate/Economic Development Planning, Public Works and Infrastructure Planning and the like.

While I consider two types of plans only, it does not follow that correspondingly there are two types of planner, i.e., socio-economic and physical development planners. There are as many types of planners as there are variances of, and inputs to a plan. Alternatively, there are as many planners as the number of their basic professions or disciplines, i.e., environmental planner, urban-regional planner, land use planner, economist-planner, engineer-planner, architect-planner, lawyer-planner, sociologist-planner, and so on.

However, for purposes of identifying responsibility and specific expertise, planners could be categorized into two groups: the generalist-planner and the specialist-planner. The former is one who, aside from his specialization or basic discipline, has working knowledge of other disciplines and has acquired the necessary skill and ability to synthesize all contributions from these disciplines during plan formulation. He has the ability to pinpoint the necessary inputs of various specialists and the degree of accuracy or level of detail that are needed, to detect flaws along the process and accordingly, redirect efforts to the desired goals. A generalist-planner oftentimes is engaged as project manager or team leader. A planner who is a manager or head of the planning team is not necessarily a generalist-planner, but a generalist-planner should by all means be a good manager. He administers the office and is concerned with his staff; he should be a good public relations man who could convincingly solicit the support and acceptance of the clients and beneficiaries of a project. In another language he should be a good salesman, and should be able to communicate with confidence to the community or the beneficiaries the intentions, mechanics, and the impact (both the good and the bad) to the environment and the people of the proposed plan. In more

ways than one a generalist-planner applies a synergetic approach to his job, looking at everything as part of a total system.

A specialist-planner, such as the economist, engineer, sociologist, lawyer, and others provides the necessary inputs to the plan. Specialist planners however, do not just produce the required studies, analyses, reports, or inputs but they actively participate and substantially contribute to the formulation of the plan. He is an expert in his field and undertakes the necessary details and intricate analysis required, and while engrossed in his own work, his inner sight is focused at a point common to the rest of the team members. Aside from being adept with the planning process, concepts, and techniques, a specialist-planner, like a generalist may know little, yet enough of the other disciplines; that is why it is necessary that a planner should have sufficient formal academic preparation.

Client-Planner—Object Relationship

In the government sector, a planner would readily assert that he is planning for the people. He should, however, take note, that his principal client is the government, the investor and implementor of the plan. This relationship is no different from that in the private sector where the planner is hired to do a certain project or plan. The client is the employer, and the object of which is commonly called the market, the target consumers. So in the government practice much as in the private sector, the client has the usual specifications, job descriptions and procedures to be followed and conformed to by the planners. This client-planner-object relationship should always be in the mind of the planner. While the planner is working for the government (client) he is planning for the people (object). The planner is right there between the two, sometimes like a bridge, oftentimes like a ball subject to constant pressures from all sides.

The Frustrated Planner or Frustrations of a Planner

It is not uncommon to hear planners say that planning in the government sector is full of frustrations and that one would certainly end up a frustrated planner. This is negative

thinking. I would like to believe that this is not a cry of despair and hopelessness; rather it is another version of a more positive attitude that regards government service as no bed of roses. That working in the government is not easy and pleasant, is true. Admittedly, there are problems, constraints, limitations and difficulties, but these should not frustrate a planner.

I assume that if ever a planner is frustrated it may be that he is an idealist, a dreamer, a perfectionist, a pessimist, a defeatist or a combination of these. He probably believes that being hired as a planner, he should have ready access to what he needs, be allowed to do his work freely and unconditionally, have the working environment according to his requirements, and be assured of the acceptance and implementation of his work or plan. If any of these is not met then he becomes terribly upset and ultimately ends up a defeatist and leaves the service a frustrated planner. I honestly believe that anyone, not only a planner, can end up frustrated out of his own making. Most commonly, government planners blame their frustrations on any or a combination of the following:

1. Bureaucratic and administrative procedures;
2. Inadequate resource and logistical support;
3. Planning is *fait accompli*, i.e., decisions have been made and planners are obliged to comply and prepare the plans accordingly;
4. Low salary and lack of incentive as compared to the private sector; and
5. Indifference, lack of initiative, changes in decision by the higher officials, and shelving or non-implementation of plans.

Government Bureaucracy and Administrative Procedures

I do not know of any type of government or its agencies where there are no bureaucratic and administrative procedures. They differ in the degree and the manner of application, I agree, but I do not think that the Philippines is any different from other countries suffering from bureaucratic procedures nor is it worse than most of the other foreign countries or organizations. A planner is no different from other government employees or staff when it

comes to the administrative and bureaucratic requirements. He is not a sacred cow given better treatment than an engineer, an architect, a supply officer, a teacher or a clerk. I do not see any reason why other public servants could efficiently perform their jobs while the planner is frustrated! It is a matter of attitude and concern. Attitude because if the planner looks at the situation as a solid impregnable wall rather than just a mere obstacle along his course, then he certainly would accept defeat and become frustrated. A matter of concern because if his efforts are diverted to fighting against and eliminating bureaucratic and administrative procedures rather than concentrating on his assigned tasks, then he would end up a loser, more miserably on both counts—he has not accomplished his planning tasks and bureaucracy is there to stay.

Bureaucracy is an established system of management. It is not the job of the planner to change the system. First and foremost his main concern should be to complete or accomplish his task whether it be a plan, a study, a project, or a research work and not to overhaul the system. The planner is not supposed to wage an all-out war against the government organizational operations, unless he is specifically hired to do so, and even if engaged to do so, he cannot expect to do it within his lifetime. It would be best to leave this gigantic task to the appropriate authorities. Government operations can only be improved through a long process of evolution. It took the American and European countries centuries to reach their advanced stage of complex management and organization and even their systems are far from being satisfactory.

The proper attitude of the planner should be to go through the system the best way he could and with the main concern of accomplishing his tasks. Most of the frustrations of people in the government service are due to their dislike and hatred for conforming with some prescribed arrangements and procedures; they flatly refuse to comply, compromise, or look for ways and means of going through. The planner is supposed to be resourceful, creative, ingenious and persevering. If there are forces, factors, or elements working against him, it is the job of the planner to find out remedial measures within his means to resolve these adverse problems. Perhaps,

it would help much if the planner should understand that bureaucratic and administrative procedures are some forms of control, regulatory and preventive measures against anomalous and unscrupulous behavior or activities. Additionally, it is a system for pinpointing accountability of public servants.

Sometimes a simple request for supplies and materials may require filling up of several forms and the signatures of various officials. Even these minor and manageable problems may easily discourage a planner. What more if he is managing an inter-agency project involving about four to five agencies, where their respective internal office and management procedures vary widely? What if he is managing a project where the budget is delayed and his staff have not been paid for three months, due to additional paper and administrative requirements? It takes a large amount of composure, patience, resilience, ingenuity and resourcefulness to be able to survive the ordeal of going through the bureaucratic and administrative procedures, but these are supposed to be some of the attributes of a planner. A young planner may easily succumb to this ordeal but if he stays longer and allows himself to mature and experience the rigour of the bureaucracy, I am sure, he will pass over it with flying colors. The trick is, never quit in the thick of the fight, to cite a trite but tested saying.

Inadequate Resources and Logistical Support

The Philippines, like other developing countries, has very limited financial resources. The country's annual budget is allocated to various agencies, corporations and local government units. Each of these bodies is competing for the limited resources. To augment the limited domestic funds, foreign assistance sometimes has to be resorted to. Even with this, the government cannot accommodate all the needs for annual funds by the governmental branches, bodies and organizations. A planning unit within a government agency is competing for fund allocation against other units or branches; it is not the only entity crying for a bigger slice of a small pie. The situation is the same in most government organizations and offices. On top of this, think of over 40 million Filipinos demanding the best services and benefits from every peso invested by the government!

Working in the government requires a bit of sacrifice, understanding and a good deal of pragmatism, to achieve optimum efficiency. In most cases, planners are beset by limited funds but this is duplicated in all other units. One might find himself working in a crowded and poorly ventilated room with old desks and chairs, worn out instruments and office equipment, even if it is a new project. Supplies are limited and transportation facilities are not always available. There are not enough technical and administrative support and a planner has to function as researcher, liaison man, typist, draftsman, and many more. He has to take the public transport to attend meetings and conferences if agency vehicles are not available. This situation is often the rule rather than an exception especially when starting a project, and this should be accepted by the planner as the reality, not only of the planning practice, but of life as a whole.

The headaches of a planner grow in direct proportion to the increase in responsibilities. He has to manage and make do with limited funds and logistics; he has to attend to the complaints and shortcomings of his team members and at the same time up to the expectation of his direct supervisors. He may suddenly receive notice to cut down on personnel and expenditures to come up with targeted savings without sacrificing quality of work and output. It may be a consolation, though, to think that several others, the supervisors, heads/chiefs and so on of the hierarchical ladder, are also suffering headaches caused by similar administration problems.

One might observe though that the higher the position and the bigger the responsibilities, the better the working conditions and convenience in office amenities. Some may reach that level, however, but still be plagued by problems of crowded, poorly equipped office and limited budget. Those who have better working conditions and support are plain lucky.

A planner in the municipal or provincial government unit can expect bigger problems of resource and logistical constraints. The local governments are experiencing greater financial and resource limitations than the national agencies. In spite of this, the local governments are urged to be self-reliant and efficient in the delivery of services to their

constituents. Our colleagues in the local governments are in the frontline seeking ways of meeting the expectations and aspirations of the people. They complain, no doubt but it seems that they are not driven to despair and hopelessness.

There are possible ways of making ends meet with scarce resources and limited logistics. Planners are advocating the recycling of waste, that car owners use the public transport system to cut down on energy consumption, that efficiency in allocation and use of environment and space be effected; and yet they seem to forget all these when they are personally affected by such measures. Most planners have the habit of comparing office amenities and resources between those in the government and those in the private sector. While differences do exist in the forms of air-conditioned building, new furniture and equipment, amount of supplies, greater access to logistical support in the private sector, as compared with the government working environment, the comparison should end there. More frequently, however, the comparison is stretched further to mean that planners in the private sector would be more efficient and could produce better outputs and plans. Certainly, this is not true.

Planning is "Fait Accompli"

In the classroom, planning students are introduced to various planning concepts and approaches, such as problem-oriented, grass roots or bottom-to-top, citizen's participation, goal-oriented, top-to-bottom, and authoritarian. Interestingly, the first three are of a kind and the last three are features of another school of thought. It is often stressed that the second group is the traditional approach, while the former constitutes new, innovative, and modern trends. It may be noticed that in a planning class, students are asked to take sides and write term papers to justify their preference between the two groups, or choice among the various concepts, by staging class debates. Inevitably, at the early learning stage, planners are already divided into two broad schools-of-thought, eventually leading to professional biases. This situation is similarly reflected in some planning books and literature where the writers project their preferences as to what could be the best approach.

On the other hand, some planners carry their professional biases nurtured by their early contact with behavioral sciences such as sociology, social work and psychology and thus may become adherents to the "new innovative approaches." The tendency of those in the physical and economic sciences—the economists, the engineers, and architects is to support the "traditional approaches."

Obviously, those advocating the "new innovative approach" would be more inclined to develop the "fait accompli" complex if upon entering the government service they would be directed to prepare a plan or undertake a project that has been decided at the higher levels of administration without benefit of "problems—needs identification, citizens participation, feasibility studies and the rest of the usual planning process."

This is often interpreted by some planners as "fait accompli" or "planning by default." In other words, they maintain that this is deviating from the proper planning process, a departure from the real essence of planning. This is somewhat cramping the style of the planners, and some planners feel uneasy and finally become frustrated, simply because some elements of the planning process are missing or bypassed.

Each approach and concept has its own application at the right time, place and circumstance. As employer, the government expects the planner to act as a professional with obligation to do his best and deliver the outputs; to the people the planner has that responsibility to ensure that benefits are maximized with the barest adverse effects. A very important rule of thumb that should guide the planner is that he is expected to help and guide the decision-makers (clients) make the most desirable decision to the benefit of the people (object). If the planner believes that a project which has been decided to be undertaken would lead to certain undesirable consequences, it would be appropriate and timely for him to call the attention of the decision-makers, who may then give second thought and request the planner to think and propose alternative approaches, methods or ways of achieving the desired objectives without awesome implications. It should be mentioned that the time between the preparation/completion of the planning activity and actual implementation of projects is long enough for anybody

to change his mind, and even just before the actual implementation, changes are certain to occur. Decision-making is not a one-shot affair; like planning, it is a continuous activity. Decision-makers in the government service, more than anybody else, are more concerned and wary about the implications of the decisions they make. They are the very first persons likely to listen to rational, valid and sound propositions. The problem I think lies in the fact that some planners are unintentionally "telling" rather than "guiding" the policy makers what to decide for whom, or telling them outright that they (policy makers) make wrong decisions. Some people resent face-to-face or frontal verbal assault. The indirect way of suggesting that a decision made may result in some unmanageable problems, complications, and adverse consequences is more effective. Do the job as required but in the process show the realities and facts as they become more evident. Choose the right timing and appropriate occasion, and equip yourself with valid arguments, to inform the official concerned of the deficiencies of his desired objectives or decisions.

In some cases, decisions made at the upper administrative level are related to other decisions or commitments involving broader horizons, which could not be made public at a certain period of time. This situation has to be understood and accepted by the planner; there are certain types of information which can be divulged only to a few persons, more particularly if they involve national security and international commitments. The planner in the government service, like any public servant, is expected to do his best.

There are decisions that may have to be inevitably pursued. In this case, the planner should exert his best efforts to see to it that these decisions are implemented with the least adverse impact and with the optimum benefits for both the government (client) and the people (object). I remember a devoted high government official who once remarked: "I am a simple pragmatic operations man, I do what I am told; if they say go, I go, if they tell (me) stop, I stop." Simple but meaningful. First of all, he puts himself in the proper place and knows his roles in the organization, but hidden behind these seemingly naive words is the essence that when he "goes and stops," he exerts his best efforts and for the interest of the general public. A government planner

should have the same outlook and professional attitude. This is a fitting manifestation of the client-planner-object relationship.

Low Salary and Lack of Incentives

This situation is always compared to the private sector. Being so it becomes a strong push-pull factor to the planners, to the disadvantage of the government. The first impulse of a fresh graduate or new professional planner is to land a job in the private firms. The government is only a poor second choice. If there are other alternatives, I am sure, the government will be the last recourse. Even if he is already in the government service, the tendency of one who has completed a planning course, is to get out and seek greener pasture in the private firms. This applies not only to planners but to the rest of the government workers from the laborers to the technical staff, and all the way up to the managerial level.

However, I would strongly assert that the best area to start a planning career and build up credible track records is in the government service. True enough, starting a career in the government service would mean sacrifice. Salaries are not really attractive, but a young planner just starting his career may have less financial worries than his older counterparts and other government workers such as teachers, engineers, accountants, and more particularly administrative personnel who are as much or even more burdened with heavy demand for their services, yet have lower salaries. However, instead of entertaining self-pity, they do their jobs as called for, while at the same time launching a continuous campaign for salary increases and better work incentives. Government planners, I believe, are not as lowly paid nor as hard-up as the teachers and clerks. Compared to the engineers, the accountants and other technical staff, planners are not below in salary scale; some are even paid higher, all things being equal (i.e., seniority, rank, responsibility).

In terms of career development and incentives, a planner has more opportunities to advance in position and assume bigger responsibilities. This is because a planner, as defined earlier, has an additional expertise and academic degree. To cite an example, an engineer-planner in the government has better chances of being promoted to higher

positions or assuming greater responsibilities, than an engineer who is not a planner. Similarly, an economist-planner would most likely be a top candidate to head a planning team than an economist without a planning background.

In most instances, a planner in a government agency is requested to provide advisory, consultative or technical assistance to another unit, or project; to act as resource person, lecturer, trainer; to sit as a member of review and evaluation panels for special projects and inter-agency undertakings. In cases like these, incentives are often granted in the form of allowances, honoraria, or professional fees; in others, due to financial and administrative limitations, no such incentives are given; however, these extra services are significant boosts to the track records of a planner and sooner will become major assets. There are reports that some planners who had worked in the government for about five years or more have joined private firms and international organizations (UNDP, FAO, ADB, WB, etc.) receiving salaries four to five times what they were receiving before. Others have obtained contracts in oil-rich countries.

Salary scales vary widely in the various branches and agencies of the government. Compensations in regular line agencies are lower than in specialized organizations, like government corporations and special projects. Some of these agencies are giving salaries and incentives competitive with the private sector, if not higher. Hence, there are government agencies that are attractive to planners. Low salaries, lack of incentives are the weakest excuse for frustration and dissatisfaction of planners in the government service.

Indifference, Lack of Initiatives, Changes in Decisions; Shelving/Non-Implementation of Plans/Projects

Decision and policy-making in the government service is a complex and continuous process and oftentimes is influenced by geographical, political, social, cultural and economic circumstances obtaining at any given time. Aside from their geographic distribution, separated by wide seas, Philippine culture and society are highly and distinctly varied. Even the geophysical features and resources often indigenous to respective regions and islands, have strong influence in

policy formulation, decision making and priority alignments.

Therefore, it is not surprising that government workers are confronted by pronouncements, policies, and directives requiring changes in plan objectives, targets, priorities, thrusts and directions. Planners are not excluded from this unpleasant but unavoidable situation. Most of these changes are not actually crippling as to frustrate a planner. There may be some extreme cases, where a project has to be suspended or terminated and these, I believe, would make the planners easily disappointed and, perhaps, eventually frustrated. But these can happen to planners in the private enterprise as well. There are many projects undertaken by private groups which are only suspended or abandoned later.

Decision and policy makers do not cross-out at random projects from the priority list. They are guided by sound and valid criteria such as (a) status of projects, i.e., on-going, committed, completed plans/designs, at the inception stage; (b) socio-economic impact, maximum and immediate benefits to the greatest number of needy people, high economic returns and rapid developments, greater employment and income opportunities and greater production; (c) financial implications—cost-effective, viable financial returns, revenue-earning; and (d) environmental impact—desirable and undesirable. These criteria are also matched against the desired goals or objectives such as reduction of employment and inflation rates, increase in food and agricultural production, improvement of sanitation and public health, enhancement of balance-of-payment, and the like. Even in this exercise of priority rating and realignment of thrusts and programs the planners are oftentimes called upon to assist in making decisions.

Indifference or lack of initiative on the part of higher officials is a sort of "allergy" to planners. In a meeting with local government elective officials, particularly the local legislative members (Sanggunian), it was pointed out that one of the main reasons they often show reluctance or resistance to approve the budget or support projects and programs particularly new ones is that they are not fully informed or oriented on the mechanics and details of the preparation undertaken such as, feasibility, priority, socio-economic evaluations and related studies. They feel

that they are being utilized as mere "rubber stamps." Other reasons cited are: (1) some planners select the officials they prefer to deal with particularly those with higher executive power, and 2) directives are issued from above and the subordinate officials are compelled to comply.

Evidently lack of consultative dialogue and weak inter-action with officials concerned and poor choice of approach often result in indifference and lack of initiative. It should well be mentioned that indifference begets indifference. Planners by all means could be victims of their own indifference. In extreme cases, officials would not even show slight appreciation for a planner's work, and would shun away from planning. It may take time and great effort but I do not believe there are such persons so immovable that they would not listen to sound proposals.

Plans that have been shelved are oftentimes revived and updated particularly when funds become available and the demands and needs are urgent. During the late seventies, when international funding assistance (World Bank, ADB, UNDP and bilateral assistance with the Japanese, German, Danish and Australian government) started to pour, the country suffered from lack of pipeline projects that were ready for financing. Most of the plans/projects gathering dusts were retrieved, updated and implemented.

Fifteen years ago (late 60's), when the first few planning graduates started their career, the concepts of growth pole/center development, metropolitan planning and management, regional planning and development, integrated area development, to mention a few, were just planners' dreams and never went beyond the drafting tables. Now, correspondingly, there are the Regional Cities Development Project (Davao, Iloilo, Bacolod, Cagayan de Oro), the Metro-Manila and Metro-Cebu Development, Regional Investment Development Project (Region VII) and Palawan/Bicol IAD's coming to realization. It is, of course, a great satisfaction to the planners to see that the fruits of their labor are being implemented. Some are easily realized, others take more time. Some planners have the rare visions of the future and their plans and ideas are much ahead of their time. It is, therefore, not surprising that these futuristic plans will hardly get the interest of officials who are under tremendous pressures to attend to the present

and immediate needs and problems. A good plan never dies, somehow and at sometime in the future, somebody will have a use and need for it.

The Fulfilled Planner

The remark of the second planner in the introductory part of this paper is indeed true in all respects when it comes to planning. The government sector is an unlimited source of planning works and activities. With the whole country having more than 7,000 islands, 1,600 towns and cities, 70 provinces, 13 regions and a coastline longer than that of the United States, where else can planners find such challenges and opportunities to put to test their wares and skills?

Planners in government will be working under varying situations—in periods of crises and emergencies, under normal conditions, during early inception to the later stages of problems, and many other similar conditions. There are different fields of planning requiring different skills to solve problems and meet demands and needs of the ever growing population. In a single socio-economic problem alone confronting a medium-sized municipality, numerous alternative solutions are possible. There are many alternative combinations of land uses, space allocations, and resource distributions even in a single barangay. Land use planning while it appears to be simple and easy to deal with during the classroom days, may become a complex task in actual practice. There are not a few cases where planners falter in the process of undertaking this apparently simple chore, but by persevering succeed and become a fulfilled planner.

At this stage, I would like to classify two types of fulfilled planners. The first comprises those who have triumphed over the trials and tribulations described earlier. This is the highly fulfilled planner. The other type is composed of those who are lucky enough to land a job as head of a project, with ample budget, adequate technical staff and personnel, fully equipped and furnished office and the full support of other officials. Those who belong to the latter group, unless they are ready for some unexpected turn of events toward the less desirable situation, could become easy preys to the "frustration myth" since they may not be accustomed to doing things the hard and unpleasant way.

What fulfillment and accomplishment is more sublime than having realized one's dream passing through the needle's eye, rising to the top against great odds and obstacles, seeing the plans implemented despite constraints, limitations, difficulties and bureaucratic procedures?

An anonymous writer once said, "lucky are the ones whose circumstances suit themselves but happy is the one who can suit himself to circumstances." As planners, would you rather be plain lucky or would you love to be happy?

Roles of the Planners/Hazard of Planning

Perhaps, planners would fear no frustrations if in entering the profession they are aware of the possible various roles they should perform. Early in his planning career, a planner may likely be assigned to do unglamorous tasks of a field researcher, surveyor, census taker, extension worker, community relation assistant, draftsman, liaison officer, administrative assistant, records and data analyst and even typist (of his own report). This is especially true if the project to which he is assigned is new and that the inception stage, where budget and resources are limited. In the field, the planner is exposed to all hazards of the profession such as being caught in the crossfire of warring political, social or family groups, wading in the floods and getting soaked in the heavy downpour during inspection and field surveys, elbowing and crowding to get a bus ride, balancing along wooden planks in slum alleys, catching for oxygen in the middle of a garbage dump, or being robbed in broad daylight. Even the senior members and head of the team do these things, however junior members most likely are the frontliners.

For lack of technical and administrative support, a planner may draft his "lay-outs", maps, graphs; process data; and type the reports. Other problems may crop up like shortage of supplies, instruments and equipment.

Being a government planner, one may be directed to proceed to a remote settlement where, if air transports are available, flights are uncertain, or access might be difficult with only one bus trip a day, or if travel is by sea, he will experience rough seas. A colleague of mine, who is still in the gov-

ernment service, regularly travels by horse and by foot through hostile villages for half a day, to dispel doubts and obtain the acceptance of the settlers over the plans and projects of the government (which he had accomplished to his great delight because others had miserably failed).

A planner in the government service is also a community relations man, group organizer, coordinator and a resource person. Oftentimes he is called to sell the plans and projects to the beneficiaries, organize cooperatives and community associations, coordinate and preside over meetings and conferences, defend projects before executive and legislative officials, mediate over conflicting interests and pacify adverse reactions.

Gaining more self-confidence, proficiency and professional recognition, a planner can be a top candidate as head of a project team, construction supervisor/manager, project manager/director, even head of office. A planner is often utilized effectively in the government service as trainer, an effective medium of transfer-of-technology, advisor, and negotiator.

A planner who knows his roles, right place, and appropriate bearing in an organization as complex as the government certainly would not get frustrated. Entering the government, a planner has an almost boundless array of choice of roles to play, and professional futures to aim for.

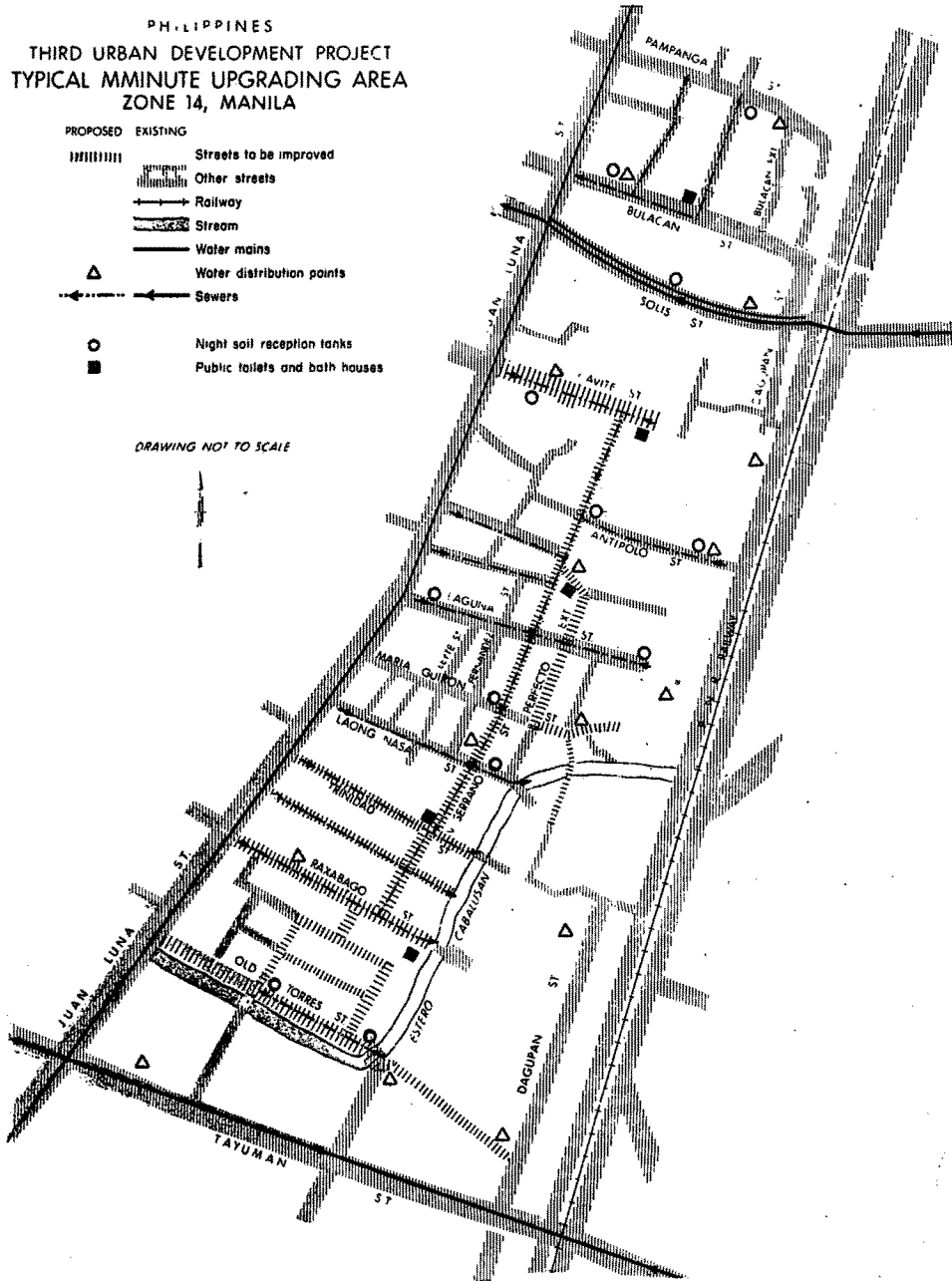
It should be emphasized though, that there are not a few people who think they can do any job assigned to them effectively and, this applies to planners too. Some have the tendency to fall into the trap that if they are good in planning they are good implementors. This is not always true. If a planner feels that he is more effective and proficient in planning, he should never strive to prove to himself or to anybody else that he could implement the plan as effectively or better than an operations or implementation man. One may try to have a taste of supervising project implementation, but it is better for him to transfer and pass on the responsibilities to the appropriate people.

Undoubtedly, some planners are also good implementors or project construction managers, especially the engineers and architects. It is heartening to note, that as far as I know, implementors or construction managers, whether planners or not, readily accept the fact that they are more effective, confident, and productive as such and would leave the

PHILIPPINES
 THIRD URBAN DEVELOPMENT PROJECT
 TYPICAL MINUTE UPGRADING AREA
 ZONE 14, MANILA

- | | | |
|----------|----------|--------------------------------|
| PROPOSED | EXISTING | |
| | | Streets to be improved |
| | | Other streets |
| —+— | —+— | Railway |
| —~— | —~— | Stream |
| — | — | Water mains |
| △ | △ | Water distribution points |
| —+— | —+— | Sewers |
| ○ | ○ | Night soil reception tanks |
| ■ | ■ | Public toilets and bath houses |

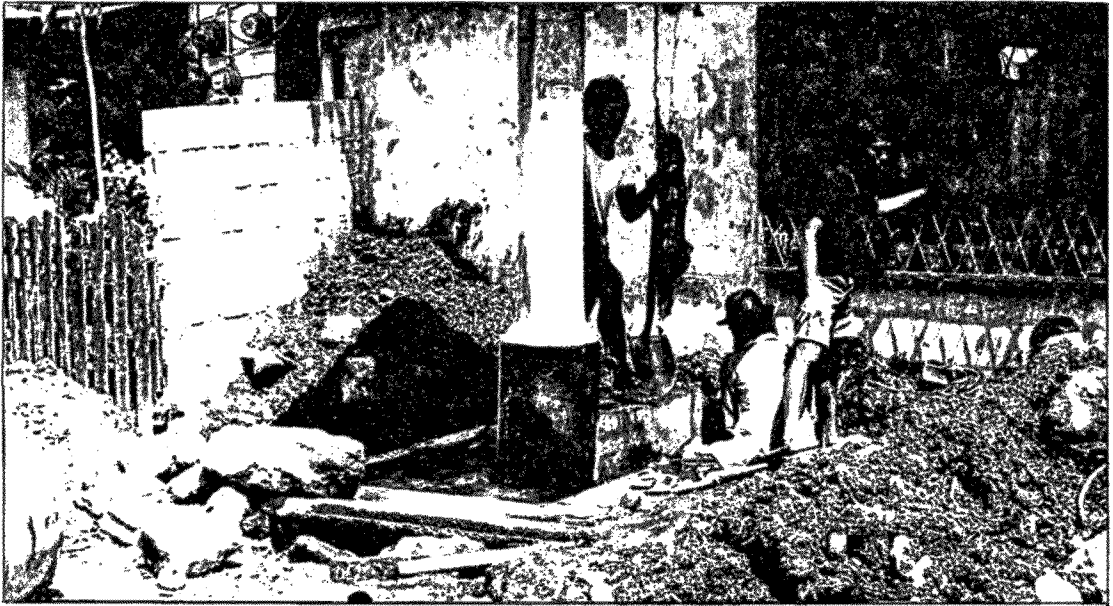
DRAWING NOT TO SCALE



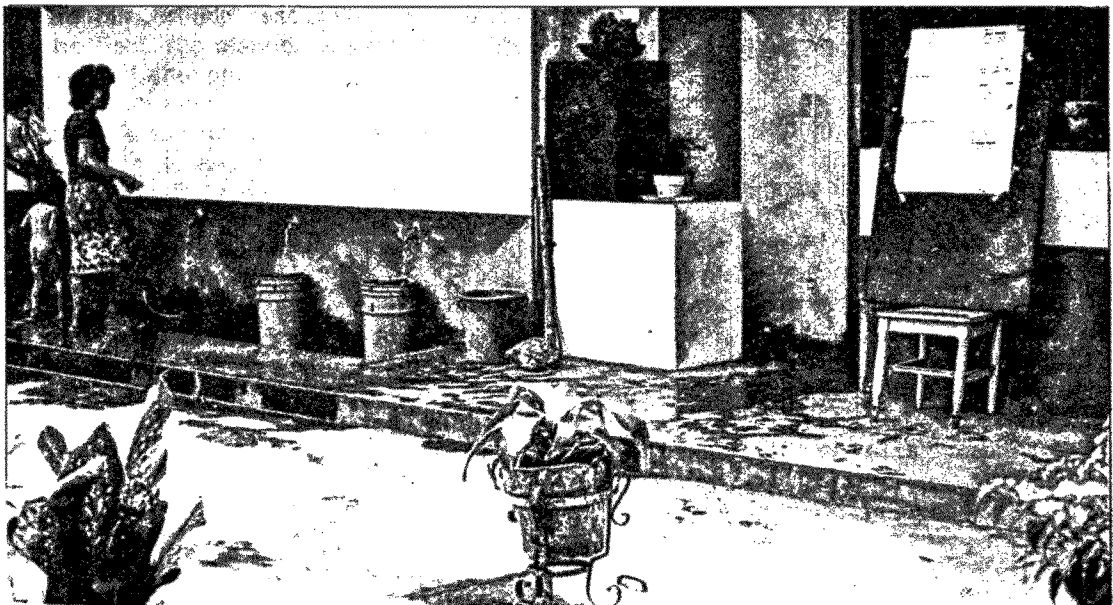
Three years ago this was no more than just a plan, today it is under implementation.

It is a great satisfaction to the planners to see the fruits of their labor. Some plans may take a long time to be realized, others are implemented as fast as being produced.

WHO SAYS PLANNING IN THE GOVERNMENT IS FRUSTRATION?



The greatest delight of planners is seeing a plan on the way to realization as this community public faucet serving the needs of the low income group. The beneficiaries pay for water consumed through a community cooperative organized for such purpose.



or this community public toilet serving low income households in a depressed area, complete with the basic sanitary facilities—lighting, water, drainage and sewerage, clean and well maintained cubicles, wash and bath areas. Note the Bulletin Board; it is a manifestation of the people's participation—the beneficiaries have organized themselves into a cooperative which efficiently manages and operates the facility. Income derived from the charges paid by the beneficiaries is used for operations and maintenance.

PLANNERS IN THE FIELD



In the boat dangerously cruising a polluted estuary.



Keeping one eye observing and assessing problems and needs with the other training the footsteps with cat-like precision.



A poor planner painstakingly taking down census data and survey information.

ROLES OF PLANNERS

Getting tanned and being paid for it—the planner as an implementor and a project construction manager.



as community relations man, community worker, and "Salesman"



... as a liaison man, initiator, negotiator,—in session with local officials soliciting support and acceptance of a proposed project—

Initiatives and enthusiasm of concerned officials in planning are never that elusive as some people believe.

pre-implementation and pre-construction (feasibility preparation, planning, designing) to those who are more capable and have the knack to do so.

On the other hand, some planners are disgruntled just because their plans or projects are turned over to another unit or official for implementation. This is frustration to them! What fulfillment would a planner want more than seeing the fruits of his labor, even if carried to completion by somebody else? After all the implementor is doing it not for himself nor for the planner, neither for anybody else but for the intended beneficiaries—the people.

The foregoing discussion is not saying that the planners are poor implementors, and should confine themselves to planning. What it tries to convey, is that planners have their own roles, functions, and responsibilities according to their respective skills, talents and expertise. There are planners who are good in implementation or, in planning and project preparation and in both. There are those who are more effective in public administration, in the academe and research, in the social, physical and academic sciences and in operations; some even excel in politics. A planner should know where he is at his best and should pursue that course.

Future of Planning in the Government Sector: Opportunities, Scenarios and Prospects

As mentioned elsewhere, the government is a haven for planners. In almost any branch, any organization or agency of the government, planning is undertaken and a planner is assured of a place. Even in government banking and financial operations, planners are needed and utilized. But talking of major areas alone, opportunities abound. In public works and utilities, energy, housing, social services, economics, regional/urban development and management, municipal, community and barangay development and what not, planners are needed.

To be specific, there are no less than 10 national agencies where planners are considered vital in their operations—public works and highways, transportation and communications, agriculture, natural resources, tourism, energy, human settlements and housing, local government, industry, health and social services, not to mention agencies

concerned with national economic and development, finance, labor and other organizations. Each of these agencies has at least two bureaus, 13 regional offices, and a number of provincial/district units, as the case may be. How about the provincial and local government units? There are no less than 72 provinces, 1,300 cities and towns, each of which is required to formulate provincial and city/municipal development plans, and urged to be self-reliant in the delivery of basic services to their respective constituents. About 180-200 cities and municipalities are rapidly urbanizing and will experience critical needs and demands for basic urban services, infrastructure, utilities and amenities within the next ten years. Some four to six have reached or are reaching metropolitan character, like Metro Manila. These government units with very limited resources but under time pressure, certainly need planners.

Talking of immediate visible projects and investments, four metropolitan centers under the Regional Cities Development Project (RCDP)—Davao, Cagayan de Oro, Iloilo and Bacolod will implement their four-year development programs starting this year; 15 other cities and urban municipalities under Program for Essential Municipal, Infrastructure, Utilities, Maintenance and Engineering Development (PREMIUMED), as well as Metro-Cebu of Central Visayas Urban Projects (CVUP), are nearing completion of their project preparation and may start implementation by 1984. Roughly speaking these take care of about 20 (10%) of the 200 urbanizing centers. Assuming the same number of these centers will prepare plans and projects every year and start implementation every two years, it will take about 10 years and 20 years of continuous overlapping planning and project implementation, respectively.

Other programs which are on-going and will be continued into succeeding phases, are the 11 Major Industrial Projects (MIPs), the Metro Manila water supply, housing/slum upgrading/sites and services, sanitation, infrastructure/utilities, transport and traffic projects, the IADs of Palawan and Bicol, human settlements, shelter and livelihood projects, agricultural production projects, to mention only a few.

The demand and the need for planners of the above-cited agencies and undertakings can barely be met by the existing practitioners.

In a recent consultative meeting with the 15 urbanizing centers, the local officials deplored the fact that they have no access, even on a part time basis, to practicing planners. The very few planners in the government service are in the central agencies.

But let us examine the supply situation more closely. Speaking of planners strictly according to our definition, there are about 270 graduates to date since 1969, when the Institute of Environmental Planning, University of the Philippines, started its master's course on planning. A measly 35 percent are in the government, sparsely distributed in the national and local agencies.

The question is: where are the remaining 65 per cent of the planners? Are they all in the private sector? The answer is yes and no. Yes, because a few have established or organized planning consultancy firms, which is of course a healthy sign for planning practice in the Philippines. The bulk are in the private practice not as planners but back to their basic disciplines—specially architects and engineers who have lucrative practice in construction, housing and subdivision development and overseas jobs.

So the lament of the local officials on having extreme difficulties engaging services of planners is a sad reality. Those practicing their basic professions—engineers, planners, economists are beyond the reach of local government hiring rates and even if they are willing to reduce their rates, these people are occupied with the demands of their job and the needs of their clients.

On the other hand, some planners would rather want to be engaged on a consultancy contract basis rather than be hired as regular employees. That is understandable, because now the government is keen in engaging the services of local consultants over the foreigners and the major international institutional and financing agencies (WB, ADB, UNDP) are recognizing the capabilities of local experts not only in the fields of planning, but in engineering, economics, management and finance.

To remedy the artificial shortage of planners, the government has no choice but to maximize and optimize the services of those employed. The planners, aside from their principal assignments, are utilized as part-time members, advisors, consultants, of other projects. It is not unusual to find a planner

from the MPWH, a contributing member in the urban development projects of NHA in Metro Manila, Davao, Iloilo and other big cities, the development projects of Ministry of Tourism and the transport and communication projects of MOTC. This is perhaps one reason why government planners are in the central agencies; they can be easily shifted and redirected to other undertakings when and if necessary.

The other approach is through extensive training of government technical staff on town/city planning, land use and zoning, integrated area development, infrastructure and utilities planning, urban development and management and the like. These training programs are most often modular and directly applicable to actual projects or undertakings, i.e., trainees are required to work on their particular areas of concern during workshop sessions using actual cases, situations, projects, instead of just hypothetical or simulated models.

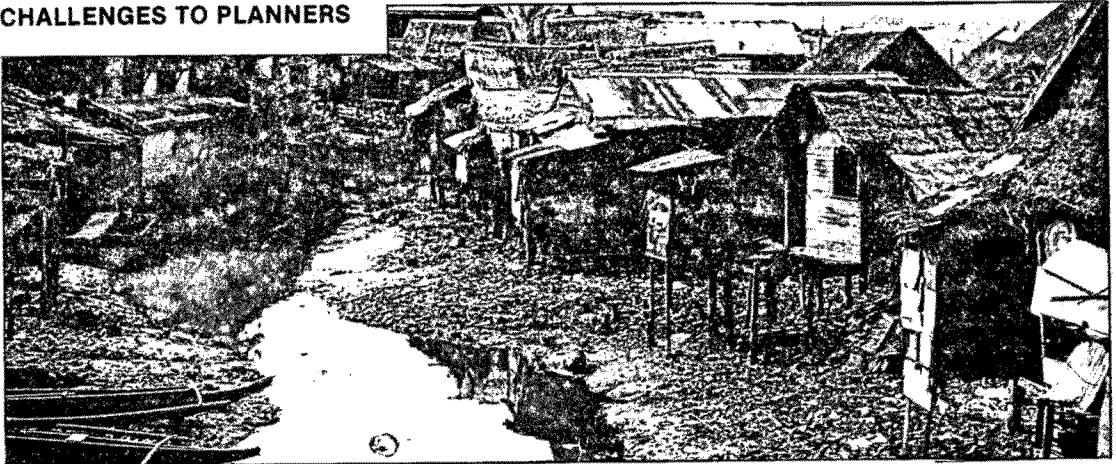
While non-formal education may not necessarily produce the "expert planners", it can give participants basic concepts, principles, techniques, and equip them with the general planning knowhow. It provides appropriate directions in assembling, processing, analyzing data; how and when to use these data; what types of plans to prepare and what likely development thrusts/objectives to be pursued; and how to evolve workable strategies and to allocate scarce resources.

More importantly, however, the trainees will become familiar with the language, techniques, instruments, and tools of planning. Thus, when a professional planner comes around to assist in their work, even for a few hours over a cup of coffee, they (trainees) can proceed with minimum supervision and work like planners. This maximizes the time and inputs of the planners.

Challenge to the Planners

By the year 2000, the population of the Philippines will have more than doubled; the socio-economic, environmental and resource problems will proportionately increase. Already the country is preparing for such an eventuality. Short, medium and long range plans are being prepared. In the succeeding years of the 80's the thrust could be to

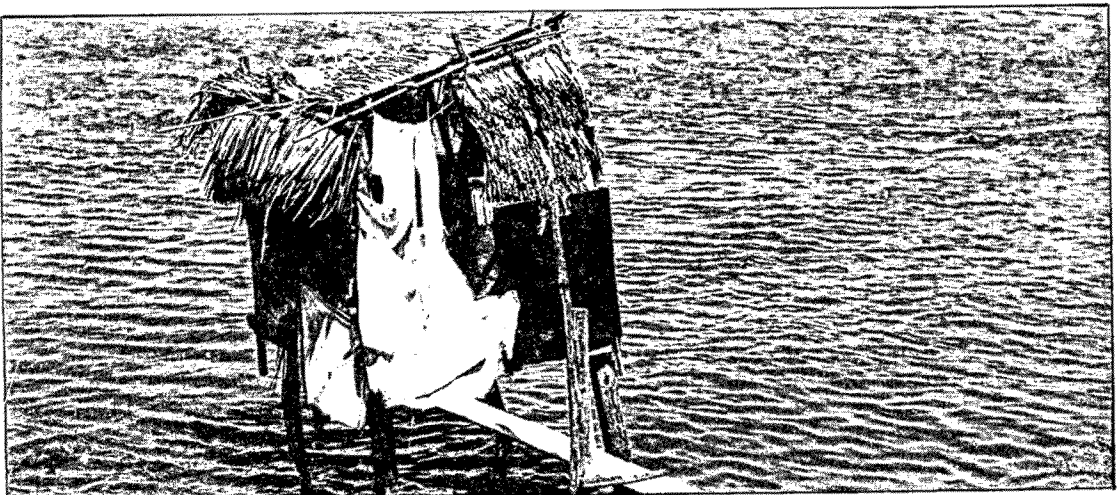
CHALLENGES TO PLANNERS



Much of the problems and socio-economic ills of the world are in this small community—garbage, squatters, flooding, sub-standard habitation and sanitation, illnesses, unemployment, poverty, slums, water pollution and deficiency in electricity, transportation and roads.



Planning for the fishermen's village alone is a great challenge—fish landing, storage, water supply, power, markets, sanitation, and waste disposal, access to schools, health centers, and other amenities.



How about this one for a challenge to the creative and innovating planners?

attend to immediate needs and draw up plans, prepare projects that can be easily implemented to prevent widening of gaps between the need for and the delivery of basic infrastructure, utilities, services and amenities.

More efforts would be directed towards regional development and inevitably at the provincial, city and municipal levels. The thrust toward regional development is evident through the various on-going regional investment development programs, integrated area development projects, industrial estate project, the multi-purpose energy and water resource development projects, the major transport and communication programs, to mention a few. Greater food production, livelihood, shelter, sanitation and accelerated economic development, would be among the principal goals and objectives. All these

would be launched and attained at the regional, provincial, and more aggressively at the city and municipal levels. Each and every province, city, municipality would be the platform for plans, programs and projects to achieve these goals and objectives. The local government code has put the provinces, cities and municipalities under great pressure to produce and deliver the needs of their constituents leading to self-reliance. The demand alone of these local governments for planners is awesome.

While attending to the urgent needs within this decade, the government will be kept busy preparing the blueprints for the 90's and the coming decade. Twenty years is a suitable planning horizon, hence, year 2000 is just around the corner.

These are the challenges in store for the planners in the Government sector. □

FORUM ON THE STATE OF THE ART OF PLANNING: PRIVATE PRACTICE

QUESTIONS:

1. As a private practitioner, what is your assessment of your personal experience in physical planning?
2. What are the advantages and disadvantages of planning in the government and in private?
3. What do you think are the prospects of private practice of the planning profession in the future?
4. Additional/further comments you have on private practice.

SERAFIN G. AQUINO, JR.

I view my personal experience in the private practice of physical planning as highly satisfying both professionally and financially. The wide variety of planning remunerations, projects, problems, solutions, concepts, proposals, people exposure, social conflicts and interactions, political situations, approaches, techniques and methodologies, among other things, definitely render one's experience in physical planning for the private sector as one exciting and dynamic life episode.

Private planning practice offers the desired assortment of professional experiences as well as the adequate income one expects from his/her vocation. Unfortunately, it also constitutes the field where more professional pitfalls and collectibles and cancelled or deferred or abandoned projects can be found.

On the other hand, while government planning practice offers the stability of a known income, there is less diversity in professional experience probably because of the bigness of the projects involved and the less direct personal involvement in each project being planned, which are what make each experience significant.

The future prospects of private practice of the planning profession appear bright. Both government and private sectors are now more aware of the great need for intelligent husbanding of manpower and limited and even dwindling natural resources for the establishment or preservation of human settlements regardless of size. It is not farfetched to say that Filipino expertise in this field will even become highly exportable to less developed countries. However, there is a serious need to professionalize physical planning so that its unquestionable, intrinsic role in national development can be highlighted more properly and protected from unscrupulous intruders.

In planning education, more emphasis should be given to the practical aspects of the profession such as office management, design techniques, planning strategies and effective collaboration with other disciplines.

SERAFIN AQUINO III

One advantage of planning for the private sector I think, lies in the efficiency of its machinery, whether it be for gathering data, monitoring, mustering logistics and gaining feedback and, most importantly, for financing. Consequently, the production or creation of the plan is greatly facilitated and the resulting plan has greater degree of reliability.

Another advantage is that, in the private sector, business decisions are deliberate. Little room, if any is left for poor management of resources. Therefore, once the plan is finished or completed, and reviewed and approved by top management, it is immediately set for implementation. Unlike in the government sector, I have come across stacks and stacks of plans left in stock rooms, ideas wasted and effort, time and money left to waste. The private sector cannot afford this kind of waste.

Another advantage, I have observed, for planning for the private sector is in the degree of professionalism. Planning efforts, on the whole, are given substantial significance in relation to the outcome of the project. I feel that this has not been so when working for the government. Very little importance has been focused on the actual planning activity, which is often relegated to the background usually due to politicking. Also, as will be noted, administrative changes, specially official positions such as mayors, governors and the like, have brought about total changes in the efforts of previous administrations.

Still another advantage lies in the variety of projects to plan for in the private sector. Business ventures into shopping malls, recreation centers, sports complexes, industrial estates and housing projects all require planning.

On the other hand, planning for the government sector also has its advantages. And I think, first and foremost, it is the number of beneficiaries that a project has: Lungsod Silangan, Tondo Foreshore, e.g. Very seldom does a project benefit only a few members of the community.

Still another advantage that is so peculiar to the government sector is its ability to expropriate land vital to the viability of its projects, whether it be land in the city or in the provinces. This is clearly a very distinct advantage.

The advantages I have mentioned above for both sectors may be also present in the other sectors but to a lesser degree.

The prospects of planning in the private sector will always remain bright, as is also the case with the government sector. As long as there is land, there will always remain the need for planning. More opportunities will arise to allow our planners to become more adept with the requisites of the profession.

I think more will be done towards instilling in the minds of our decision-makers the fact that planning is not merely an exercise to be completed simply because it is required, but that attention to the quality of such activity will bring about more fruitful results than any other single factor.

While it may be true that experience contributes significantly to the degree of expertise one may acquire, it is more important to state that initial training and background far more enhance that expertise in the long run. Just merely being an architect or an engineer should not automatically imply that one is also a planner. Physical planning is more exacting than is covered by those professions.

Anyone can design a building, a bridge, a house. But we turn to the engineers and architects for this kind of activity simply because we recognize their training in such fields. Such should be the case with physical planning.

The time and effort that I have directed toward physical planning has been most rewarding and will always be; rewarding in the sense that achieving a layout plan means that a solution has been arrived at. The reinforcement that I have derived from being able to be part of that activity, which sets into motion people and every other aspect of life of existence—has been gratifying.

The skill and training that I received from the Institute has aided me enormously in my work. This, together with the experience I have gathered while working, has put me in good stead.

It has also given me the opportunity to associate with people from various walks and means in life, ranging from decision-makers to field workers.

NESTOR S. DAVID

Physical planning is more easily understood by clients or prospective clients than, say, economic planning. Development targets/objectives which may be covered in socio-economic plans can be clearly translated in graphic form and people involved in a specific project are able to react immediately. This makes the planning process closer to implementation. For practical reasons, therefore, physical planning provides a more convenient arena for private practitioners like me.

Organization and management cannot be equated with institutionalization. Because of an overdose of the latter, government planning suffers a disadvantage. When too many groups are involved in planning, policy decisions are difficult to make. It is not surprising, therefore, if planning studies are either delayed or shelved because of indecision. On the other hand, decision making among private groups/clients is simple, direct and clear; with their knowing that every activity takes time and that time means money. In such a manner, we planners, are likewise able to program our activities more rationally within a specific time frame and remain consistent with established targets.

It cannot be denied, however, that planning in the government has certain advantages. Access to data is less difficult and development controls become less constraining.

Like other services, the practice of the planning profession is generally governed by our economic situation. If money is tight, naturally, there will be less demand for services. To a great extent, the planning practice is also influenced by planning and development controls. For example, there was little housing development in the late 70s when subdivision regulations were unnecessarily stringent.

Urban developers maintained a wait-and-see attitude in the face of uncertain land use and zoning regulations. Altogether, these meant less work for practicing planners.

With the recent policy of the Human Settlements Regulatory Commission to relax development controls and at the same time organize a monitoring system, we can expect good prospects for private practice. Also, the farming out of government planning projects to private planning groups is a healthy sign as it affords planners from both the private and the public sectors to exchange views. However, the proper motivation must be given to planners in the form of prompt payments of professional fees.

Private practice of planning is quite demanding. To establish one's credibility as a planner, he must be exposed to a variety of planning projects, ranging from site upgrading and rehabilitation work, subdivision and housing development, urban design, urban renewal, town and city planning, to regional planning, transportation planning, and etc. His creativity must not be deterred by planning laws with which he must be familiar. He must be sensitive to development trends. In short, he must be able to react to forces that threaten development planning in general and his practice in particular.

FROILAN L. HONG

My personal experience in physical planning is very fulfilling in the sense that almost all of the physical planning projects I was involved in were implemented and carried out to completion. Almost all of these Physical Planning projects were for the government. I have yet to come across a physical planning project for the private sector. One advantage of undertaking planning projects for the government is that one can be sure that the decision to undertake such project or projects have been considerably thought out and therefore funds have been allocated.

One very important factor to be considered in planning is that it does not stop after implementation. A more important aspect of it is to monitor how the plan, as implemented, is doing and what modification or change has to be done and why. Because of the dynamic nature of the players in planning, it would be of great assistance to planners if all the factors that come into play in the plan can be monitored for future reference. As of now the handful of planners that are in active practice are cloistered in themselves just waiting for the chance to have an interchange of ideas with their peers. This interchange of ideas could immensely contribute to the elevation of the standards of planning practice in the country. Planners in active practice have realized that certain textbook approaches to planning cannot be adopted to our local conditions and that a modified approach, sometimes "short-cut", sometimes piece-meal, sometimes defying logic, but getting to the same "ends" just the same, have to be resorted to. Such approaches can be studied and shared with the rest as these will help our younger planners understand the uniqueness of Philippine Planning.

ASTEYA M. SANTIAGO

My personal experience has been rewarding, both in experience and financial returns. Projects, however, are not regular and therefore one cannot seriously consider private practice for full-time employment because one cannot depend on it for regular income. Experience has shown me that a planning office, unless it also serves as an architectural or engineering office, may not be able to maintain a regular staff. Exceptions to this are those which have already earned a name for themselves and have retainer contracts with a number of clients.

Legal consultancy for government planning project is, however, very challenging and also pays well. One of the reasons for this is that there are few practitioners in this field and so one can negotiate for more competitive rates. However, it also requires a lot of initial research and ground-breaking work because there is not much previous experience that one can profit from.

A. Government—

Advantages

1. Source of stable and regular income.
2. Challenging—because one gets to influence decision-making and get involved in actual implementation.
3. Provides valuable venue for meeting and inter-acting with others in the profession. Government is the place where, so to speak, “the action is.”

Disadvantages

1. Planning work is too flexible and dynamic for comfort. Political considerations play a very significant role and one needs to get attuned to it or else produce unacceptable proposals.
2. Work is also not very competitive because pay does not actually depend on the quality of one's work.
3. There are too many layers of decision-making and approving power. Bureaucratic delays get in the way.
4. Although income is regular, rates, except for MHS rates, are not competitive.

A. Private Practice

Advantages

1. Organization is smaller, compact and more wieldy. Interpersonal relationships are simpler.
2. Pay is good.
3. There is plenty of room to experiment because pressure is not as much as in the government where you have people practically breathing down your neck.

Disadvantages

1. No tenure is gained.
2. Unstable income.
3. Work is seasonal.
4. Lot of hassle in negotiating or bidding.

Good, as long as one has the experience and expertise, especially in areas in planning which are not yet too crowded. So much, however, depends on political turn of events and on whether the next administration will give as much political support to planning as does the present one.

There is an urgent need to have the practice of the profession regulated but not through an Omnibus Professional Code. Planning is a highly specialized course, and it requires a separate set of regulatory provisions.

THE 1984 LAND USE PLAN FOR UP DILIMAN CAMPUS*

HISTORICAL ANALYSIS OF LAND USES IN THE CAMPUS

A. INTRODUCTION

The establishment of the UP Diliman campus was an offshoot of the expansion of the original UP campus site established in 1908 on Padre Faura Street, Manila. The 10-hectare Manila campus was considered not only too small to provide for future expansion, but also inappropriately located in a busy and noisy commercial center of the then rapidly urbanizing capital.

The need to transfer to a new site which would accommodate the anticipated expansion of the growing institution was first expressed in 1922 by an American president of the the University who thought of transferring the campus to a 100-hectare site in San Juan, Rizal.¹ Upon observing that the "din attendant to its commercial district location was not conducive to an atmosphere of academic quiet that should rightly pervade the institution,"² President Manuel L. Quezon strongly articulated in 1933 the same idea, visualizing a "greater University of the Philippines which would be a real pride of the nation." Initial studies were made in 1938, but it was not until June 3, 1939 that Commonwealth Act No. 442 was approved which provided for this transfer.

Further studies and conceptualization were subsequently conducted by the then Commission on Educational Policy. Several

areas were considered as possible new sites. Among them was the Mariquina Estate which was finally selected because of several major advantages. Foremost of these were accessibility³ and availability of adequate land for the purposes of the University, particularly housing and recreation, thus ensuring a better campus living environment for both faculty and students.⁴

B. THE EARLY SITE DEVELOPMENT PLAN

As provided by Section 3 of Commonwealth Act No. 442, the architectural style of buildings and improvements to be constructed on the new site were required to be expressive of the culture, characteristics and ideals of the Philippine nation. Toward this end, the Act directed the Board of Regents to conduct a design contest to arrive at the best plan in terms of building improvements and ground design, making provision for a P25,000 cash prize for this purpose. No records are, however, available to show the result of this contest or to determine with certainty if it was conducted at all. Various documents on the history of the University of the Philippines reported the sending of a group to the United States to study the latest trend in architecture for campuses. However, there are also no available records to show any officially approved site development plan resulting from this, except for a model which resulted from an early study of the new campus. (See Map No. 1).

This early site development model proposed ten academic buildings to be built around a memorial plaza and a library building to be located in what seemed to be a quadrangle in

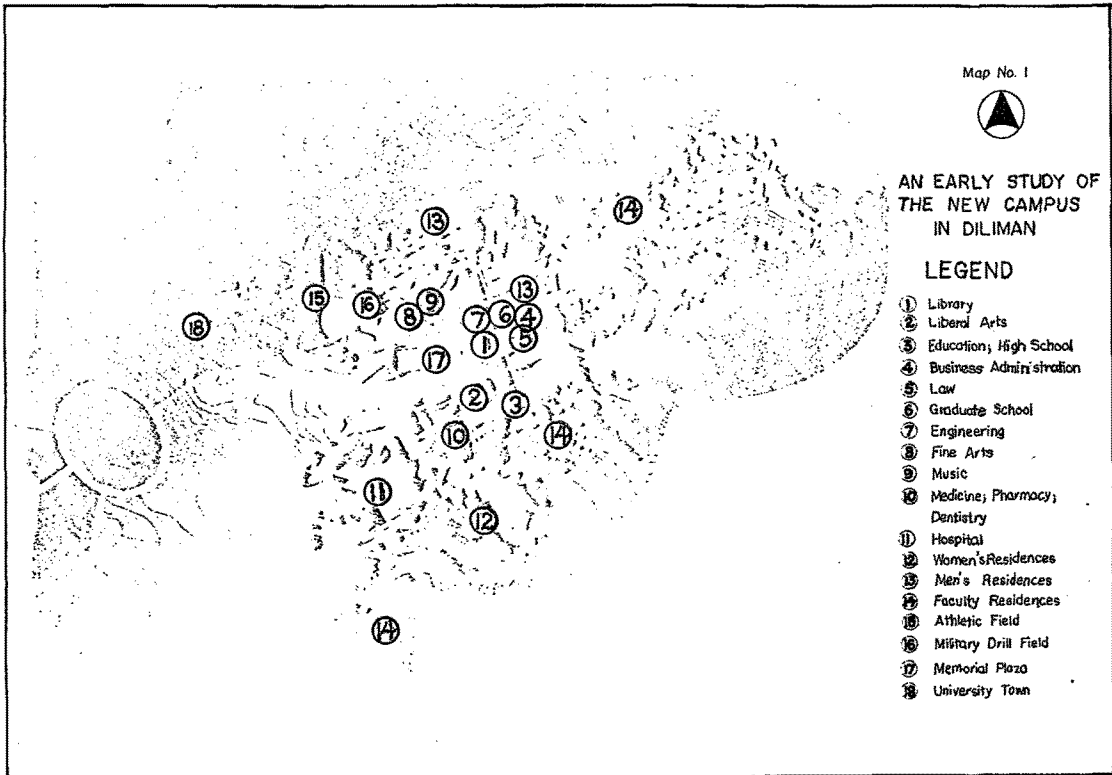
*The plan was prepared by the faculty and staff of the School of Urban and Regional Planning upon request of the President of the University of the Philippines.

¹ *Resurgence of the University*, Manila, University of the Philippines, December, 1948, p. 25.

² *Ibid.*

³ 15 kilometers from Manila, then 30 to 45 minutes by bus.

⁴ Elliot, Edward C. and Paul C. Packer, *Report on the Transfer and Selection of a New Site for the University of the Philippines*, Manila (s.m. 1938).



the middle of the site, very similar in form to the present day campus core. Six residential zones were grouped around the academic ring stretching to the outer peripheries of the site except the northwestern section where a University town and an athletic field zone were proposed. A hospital was also suggested in the mid-southwestern section of the site. A military drill field was likewise mentioned, but its location was not delineated. Overall, this early model resembled the present development pattern of the campus except for the proposed University town and hospital site.

Construction of two three-storey buildings, the Colleges of Law (then the Administration building) and Education (then College of Law), began in the early 1940s to house the advance units scheduled to start transferring in 1942. This schedule was upset by the war resulting in the Japanese army initially occupying the site and the American army, later. The site, with some 20 buildings, a gymnasium and swimming pools, was finally turned over to

the University on 6 December 1948,⁵ except for a small portion which was still to be used by the army.⁶ From December, 1948 to January, 1949, after several years of study, planning and waiting, all UP Manila units, except the Colleges of Medicine and Hygiene, were finally transferred to the new site in Diliman.

C. THE 1949 LAND USE PROFILE

Upon transfer of the various units to the Diliman Campus, less than one-third of the campus land area became built-up, including the areas where structures were put up by the US Army (See Map No. 2). The Administration building (now College of Law) and College of Law (now Education building) constructed before the war were still standing and usable. Out of the 31 blocks predominantly arranged in a grid pattern, only 17 were fully utilized or constructed. The two-part academic oval was obviously the most

⁵ "UP Gets Better Quarters," *The Evening News*, December 13, 1948.

⁶ *Resurgence of the University*, loc. cit.

⁷ Presented in the map as non-UP land use.

imposing landmark, conspicuously occupying the central position which divided the campus into its northern and southern halves. Administrative, academic and housing blocks radiated from this point in a semi-concentric pattern. The street pattern was already clearly laid out even in its comparatively vacant southern half. At this early stage, a deliberate zoning scheme based on functions was already evident from the fact that no structure of different functions were located in the same block except for some compatible support services intermixed in three of the academic blocks. The early model as seen in Map No. 1 was basically followed in the later physical development of the site insofar as the campus core, the academic and the housing zones were concerned.

D. THE 1956 LAND USE PROFILE

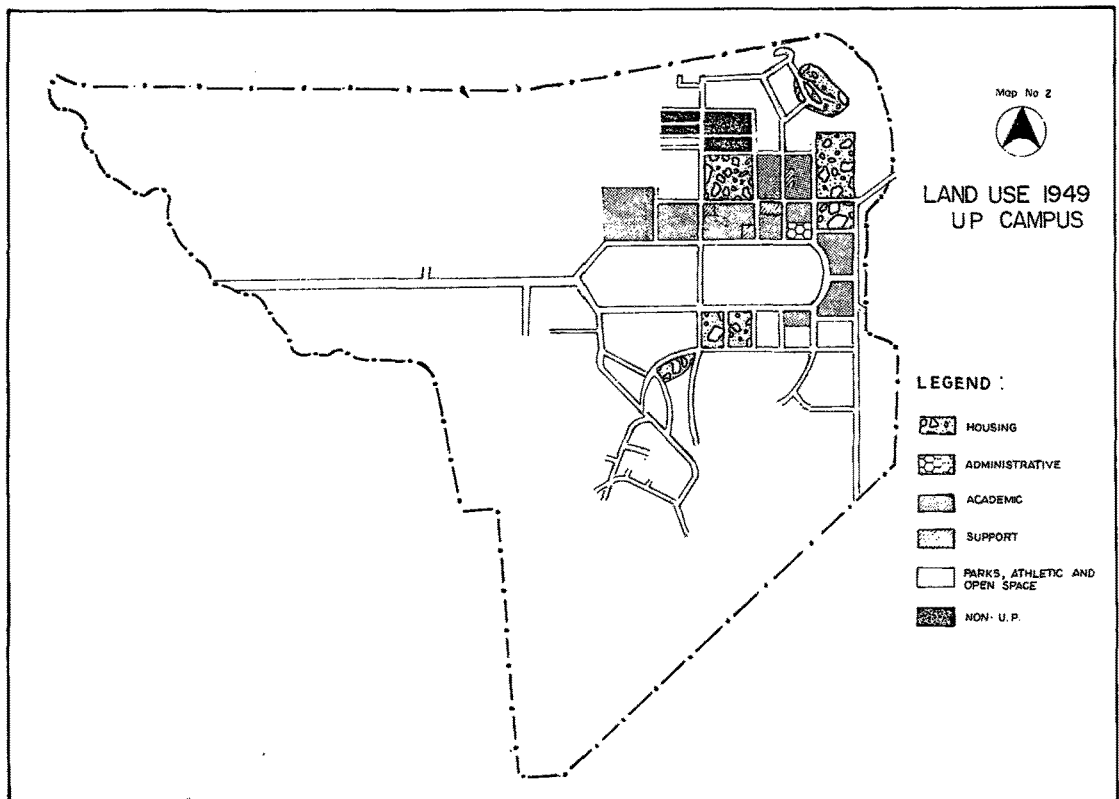
After seven years of operation, about one-fourth of the campus became built-up. Its land use profile exhibited major changes in practically all uses originally identified in the 1949 land utilization outline. The more significant of these was the increase in areas devoted to residential, academic and,

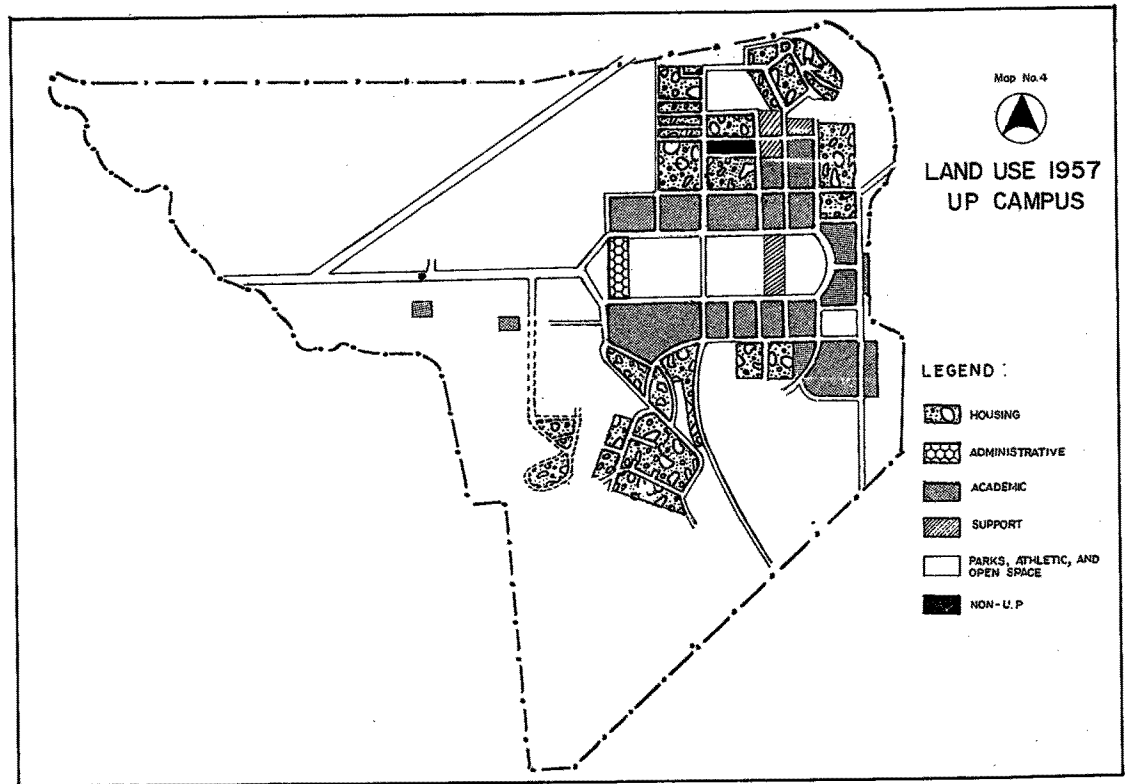
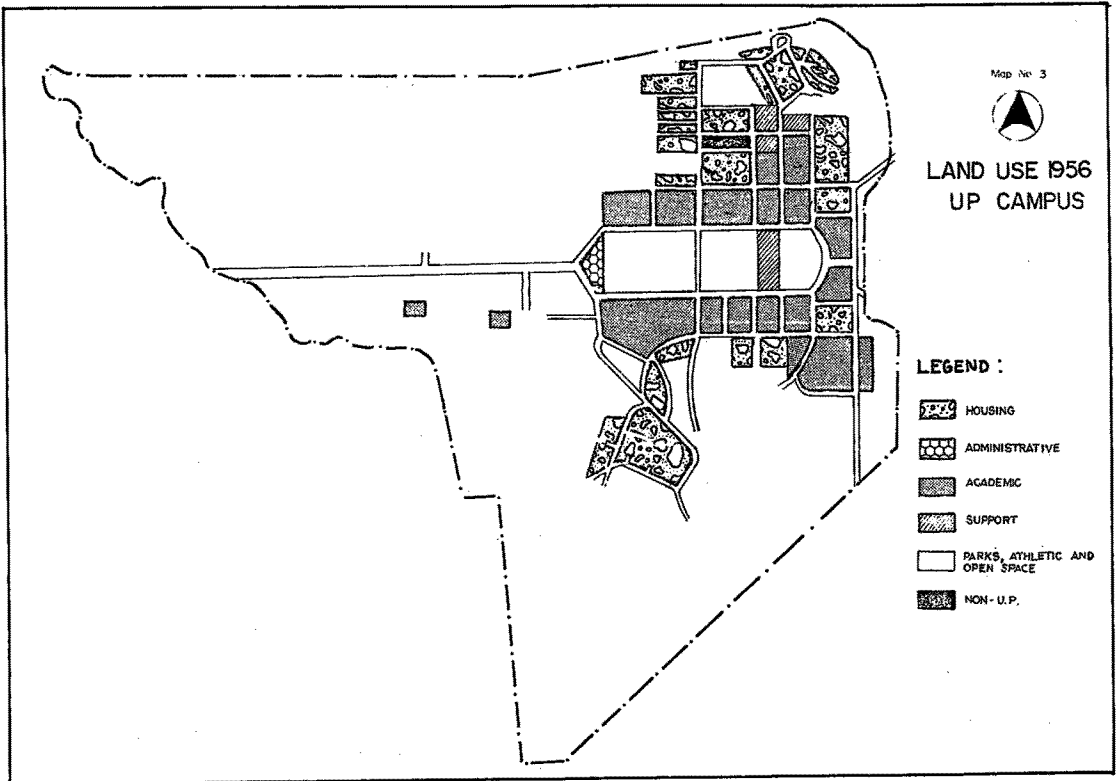
support services and the disappearance, except for one, of the blocks occupied by the US army. Housing or residential uses were now entirely located in the outer periphery of the built-up area next to the academic zone around the academic oval. A comparatively different structural layout also became evident, particularly the transfer of the Administrative building and library inside the academic oval which also housed the amphitheatre. The street and block pattern, however, remained the same (See Map No. 3).

The following year, 1957, the land use profile of the campus underwent a major development, with the construction of the Don Mariano Marcos Avenue which intersected the campus from east to west on its upper northern section. This Avenue separated a large portion of the campus from its main body and to a large extent affected the athletic zone, which lost about two-thirds of its original area (See Map No. 4).

E. THE 1963 LAND USE PROFILE

After six years, the land use scheme displayed conspicuous switching of uses from



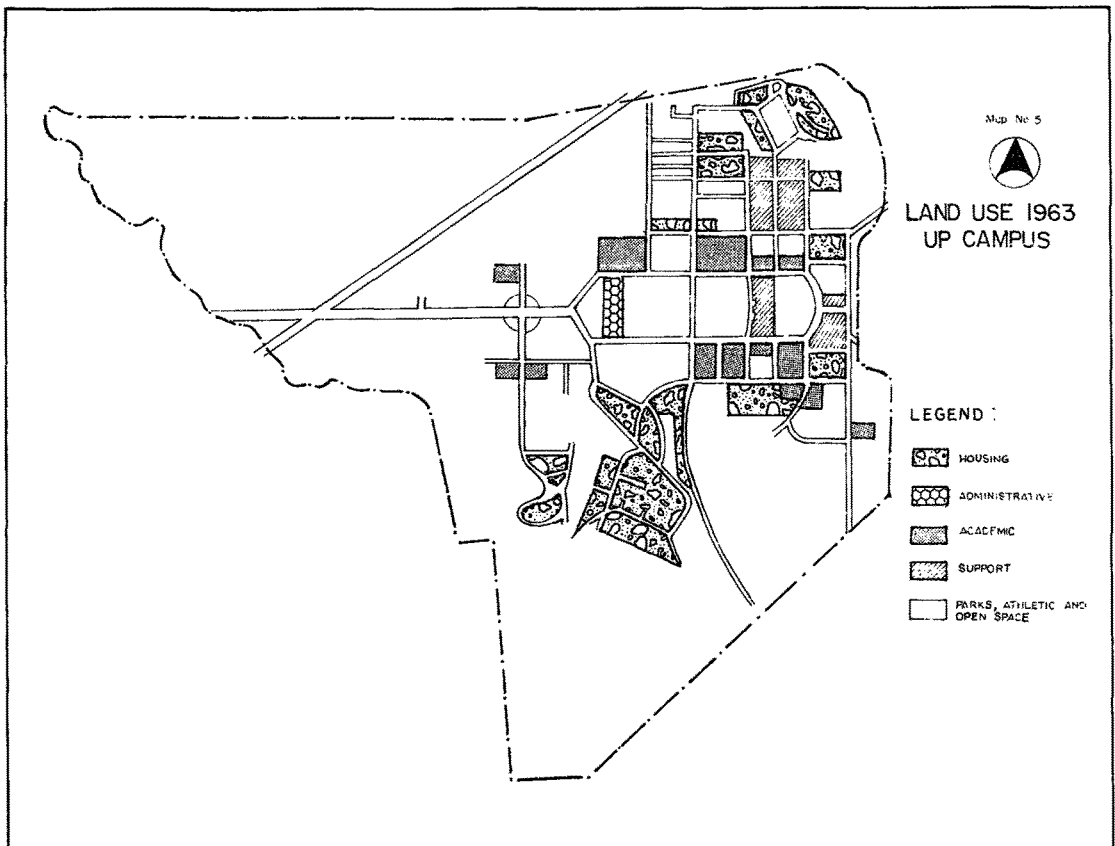


academic to vacant-open space or from support services and housing to vacant-open space or vice-versa. New buildings went up in the eastern end of the academic oval and new extension roads in that part of the campus became noticeable. Also evident was a third street intersecting the academic oval passing in front of the library. This street divided the oval into three sections and made the library comparatively more accessible. At this stage, the campus layout, particularly the arrangement of the academic blocks, appeared to be visually complicated. Although the same academic concentric pattern around the oval was still clearly discernible, the blocks, except for a few, were splintered. Five zones were very conspicuous from the academic oval. These were the surrounding academic zone, two residential zones in the northern and southern halves of the campus, support services zone situated sufficiently close to the northern residential and academic zones and the athletic zone, also in the northern section of the campus (See Map No. 5).

F. THE 1966 LAND USE PLAN

As the campus profile became more complicated, there arose the need to establish a framework on which future development would be oriented. In response to this demand, an initial land use plan was formulated in 1965 by a planning group under the office of the University President.

This plan subdivided the campus into six major zones, namely: academic, residential, parks, athletic and open spaces, research, support services and auxiliary enterprise zones. The land use character adopted reinforced the already established pattern but introduced refinements in various aspects. The academic oval now extended eastward to a parkway area which remained as the focal point dividing the campus into its northern and southern halves. The northern half was divided further into the western and eastern sections with Don Mariano Marcos Avenue as the natural boundary. Each half of the site was assigned its own academic, residential and support services zones with ample allocations of open spaces either



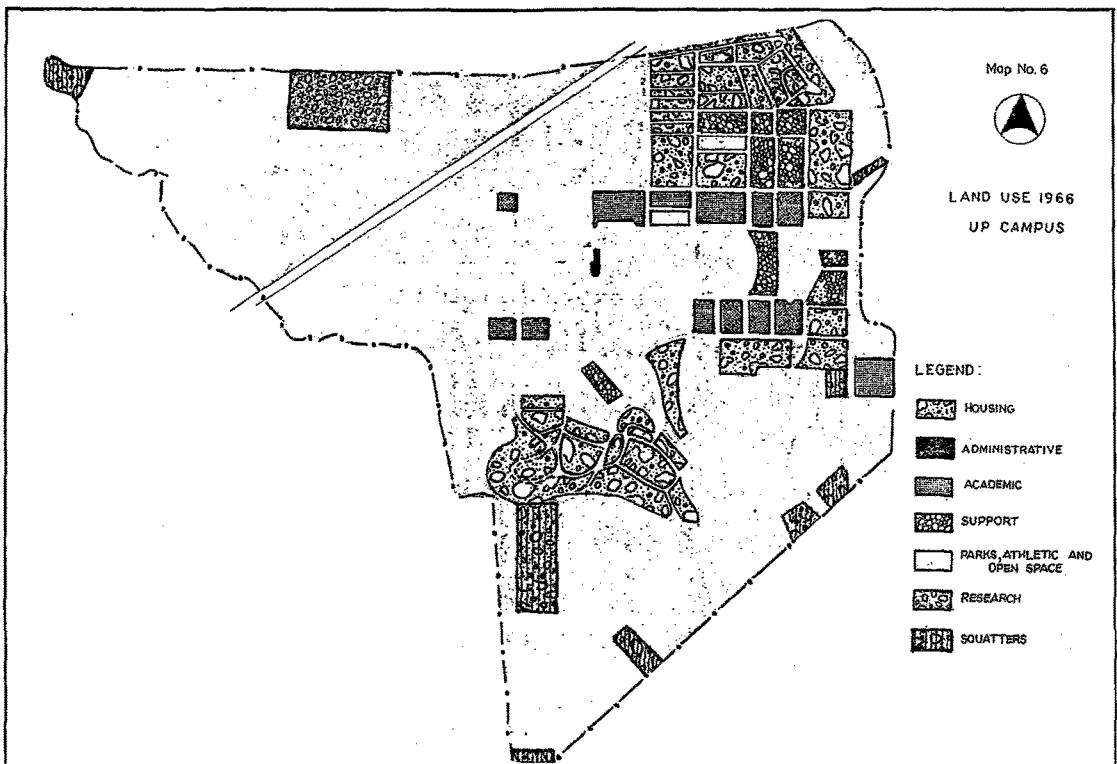
intermixed with the zones or surrounding the entire area itself. The western section of the northern half was assigned as a research zone with a reserved zone for auxiliary enterprises in its eastern boundary. The academic ring pattern around the oval and its parkway extension were completely maintained, with the residential and support services constituting the next layer of the ring towards the outer periphery.

This plan adhered to the principle of a well-planned campus wherein structures are integrated and zoned according to function in a park-like atmosphere, in consonance with the "City Beautiful Movement" theme of the Arellano Plan for Quezon City. This Plan, known as the 1966 Land Use Plan, was approved by the Board of Regents on August 25, 1965.

The 1966 land use profile featured two major developments: the entry of eight squatter sites in various campus boundary lines, and the construction of the Philippine Atomic Energy Commission and Research Center, or PAEC, a non-UP agency housed in the mid-northern section of the Campus through a lease contract executed with the University. Apart from these, the campus

remained basically the same as depicted in the 1963 land use profile. Although in the 1966 map, there appeared a significant expansion of the functional open spaces (Parks and Athletic areas), this was essentially the result of a reclassification of areas previously declared as vacant land into a golf course (See Map No. 6).

The initial land use plan was revised by the then newly-created Campus Planning Office soon after it was approved and before it could even be implemented. This was deemed necessary to establish a definite framework within which the campus master or development plan would be prepared. Three major changes from the initial plan were introduced and adopted. *First*, the transfer of the reserved zone for auxiliary enterprises from the eastern boundary of the research zone to its lower western section with the previous location maintained as part of the surrounding buffer of parks and open spaces. *Second*, the reduction of the large open area proposed in the southern half of the campus, with its upper half being allotted as additional academic blocks. The reduction in this proposed use, was, however, compensated by the open space allotment in the middle of



the adjacent residential area. *Third*, the student residential zone in the same northern half between the open space and the academic blocks was eliminated and now formed part of the academic blocks. (See Map No. 7).

This revised land use plan in 1966, however, did not, in any way, depart from the principles followed in formulating the first plan. The intention to bring close together in a common or geographically adjacent site facilities and buildings of similar nature, remained.

THE 1983 EXISTING LAND USE CHARACTERISTICS

A. GENERAL DESCRIPTION

The existing general land uses of the U.P. Campus have generally followed the prevailing land use patterns that have been evolving since the 1940s. This is basically the concentric or ring pattern of four major zones consisting of the following:

1. the central academic core with the Administration building, the library and the large central open space, more commonly called the lagoon area;
2. the academic zone, which contains the different academic buildings;
3. the support facilities zone, which includes the areas for dormitories, chapels, gymnasium, shopping centers and others; and
4. the residential zone, which includes housing for the faculty and other personnel of the University.

This general land use framework seems to be workable, and may be adopted to guide the future growth and expansion of the University. The four (4) zones mentioned above effectively group together the different functions and activities of the University into compatible clusters and are arranged more or less in a hierarchy based on the degree of privacy needed. Thus, the central core and the academic units are placed at the innermost zones; while the support facilities zone serves as a buffer area between the academic units and the residential zone. In operation, the support services area cater to both the academic and residential functions of the University and is properly located between them.

With the acceptance of the above general land use pattern to serve as the general framework plan, what should follow are detailed operational guidelines for detailed land use planning, such as land allocation policies for the location of new units as well as the expansion of existing academic units; transportation plans policies; and architectural and landscaping control measures and guidelines.

The recent completion of the Don Mariano Marcos Highway has bisected the campus into the northern and southern parts and could become a major constraint in a unified campus land use development. In fact, this major thoroughfare has practically separated the northern part, covering an area of about 83 hectares, from the main campus.

It is, therefore, not by accident that the development of this area has been relegated to functions that are only peripheral to University needs, i.e., "outside" research institutions and a proposed commercial development complex. The future widening of the Katipunan Road, which will become one of the major circumferential roads of Metro Manila, will likewise separate the present 10-hectare high school area from the main campus.

The present campus, therefore, may be divided into three parts: the 83-hectare northern portion, north of Don Mariano Marcos Highway; the 10-hectare eastern portion, east of Katipunan Road; and the remaining 400-hectares constituting the main campus, between these two major highways. The effect of these two major roads will have to be considered in the detailed land use planning of the campus.

B. ALLOCATION OF EXISTING LAND USES

The campus of the University of the Philippines has a total land area of about 493 hectares, which may be distributed in terms of land uses, into the academic zone, the housing area, roads, and areas for open space/recreation, and commercial and community facilities (See Table No. 1).

It is very important to note that more than one-third of the campus constituting 195 hectares or about 40% of the land area is vacant and may be used for future expansion (See Map No. 8). On top of this, there are a number of inappropriately used or under-

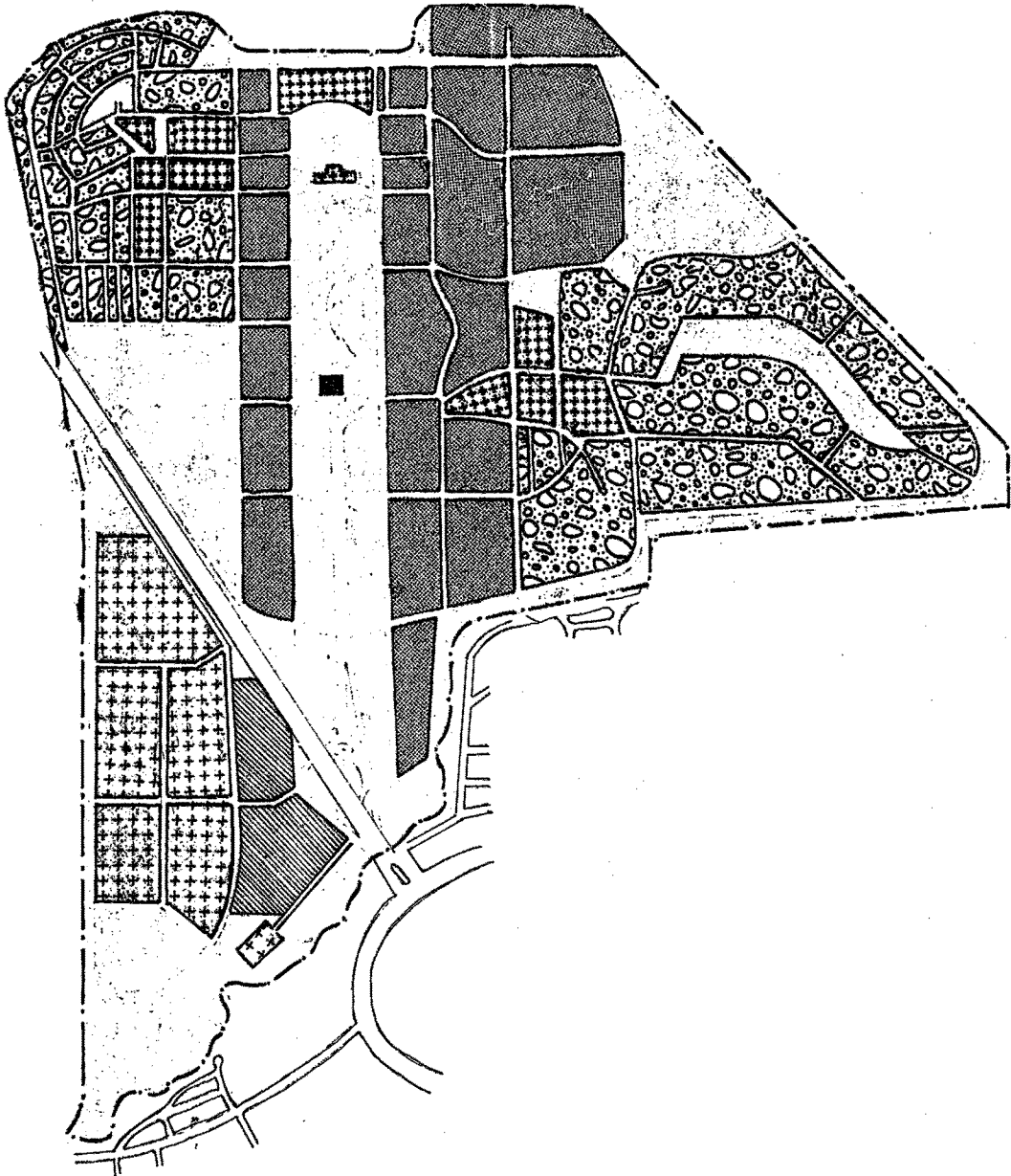
Map No. 7



REVISED LAND USE PLAN, 1966
UP CAMPUS

LEGEND:

- HOUSING
- ADMINISTRATIVE
- ACADEMIC
- SUPPORT
- PARKS, ATHLETIC & OPEN SPACE
- AUXILIARY ENTERPRISE
- RESEARCH



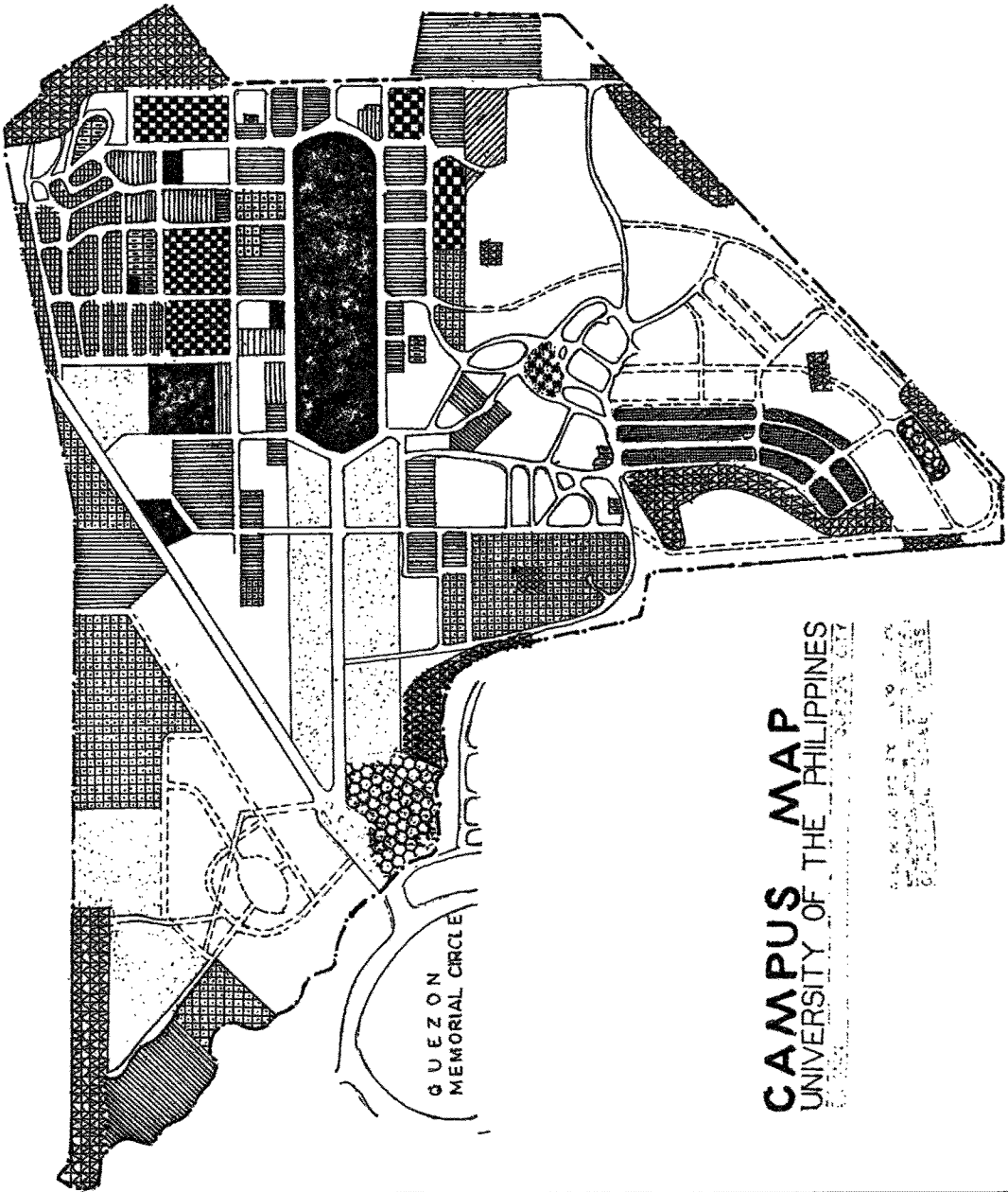
Map No. 8



**EXISTING
LAND USE
1983**

LEGEND

- ACADEMIC ZONE
 - CAMPUS CORE
 - ACADEMIC
 - EXTRA CURRICULAR
 - RESEARCH
- HOUSING
 - STUDENT RESIDENCE
 - FACULTY & ACADEMIC
 - PERSONNEL
 - EMPLOYEES
 - BLISS
 - SQUATTER
- OPEN SPACE & RECREATIONAL ZONE
 - PARKS & OPEN SPACE
 - ATHLETIC
 - RECREATIONAL
- COMMUNITY FACILITY & COMMERCIAL ZONE
 - COMMERCIAL
 - COMMUNITY FACILITY
 - GENERAL SERVICES
 - NON UP RELATED UNIT
 - EXECUTIVE BLOCK



CAMPUS MAP
UNIVERSITY OF THE PHILIPPINES

PLANNED BY
PHILIPPINE PLANNING JOURNAL

TABLE NO. 1
BREAKING OF PRESENT LAND USES

<i>Land Uses</i>	<i>Sub Net Area (Ha.)</i>	<i>% of Campus Area</i>	<i>Net Area (Ha.)</i>	<i>% of Campus Area</i>
ACADEMIC ZONE			114.8	23.3
Campus Core	27.8	5.6		
Academic Area	35.2	7.2		
Extra Curricular	6.4	1.3		
Research	45.4	9.2		
HOUSING ZONE			79.3	16.1
Students' Residence	14.4	2.9		
Faculty and Academic	18.2	3.7		
Employees	6.7	1.4		
BLISS	10.2	2.1		
Squatters	29.8	6.0		
OPEN/RECREATION ZONE			48.0	9.7
Parks and Open Space	39.8	8.1		
Athlete/Recreational	8.2	1.6		
COMMERCIAL & COMMUNITY FACILITIES			1.7	3.2
Commercial	2.6	0.5		
Community Facilities	2.4	0.5		
General Services	10.7			
ROADS	40.6	8.2	40.6	8.2
"VACANT" AREA	194.6	39.5	194.6	39.5
	493 hectares	100.0%	493 hectares	100.0%

utilized properties, such as the squatter areas and the large-lot housing developments in the northern part of the campus, which may also be released for more efficient use.

Of the area actively used for University functions, the academic zone occupies the biggest portion with an area of around 114 hectares or 24% of the campus. The next use occupying most of the land is the housing zone, taking up around 80 hectares or 16%; then the open/recreation zone, using about 48 hectares or 9.7%. Commercial and community facilities occupy the least land, with only 15.7 hectares or 3.2%; while the road network takes up about 40.6 hectares or only 8%.

Most of the development is concentrated in the northern part of the campus, although housing development is beginning to expand in the southern part as well. The dormitories are distributed and located in areas north

and south of the academic units, but the distribution is heavier in the north. Most community facilities also tend to be more concentrated in the northern part of the campus. This reflects a need for a redistribution of community facilities in the future to encourage expansion in the southern part of the campus for the benefit of the future growth of both residential and academic communities there.

C. COMMITTED PROJECTS AND OTHER PROPOSALS:

There are, at present, a number of projects to which commitments have already been made in one way or another, by University authorities, to be located in the campus. These projects are in varying stages of development, i.e., some are still in the feasibility study stage, while others are

Map No.9



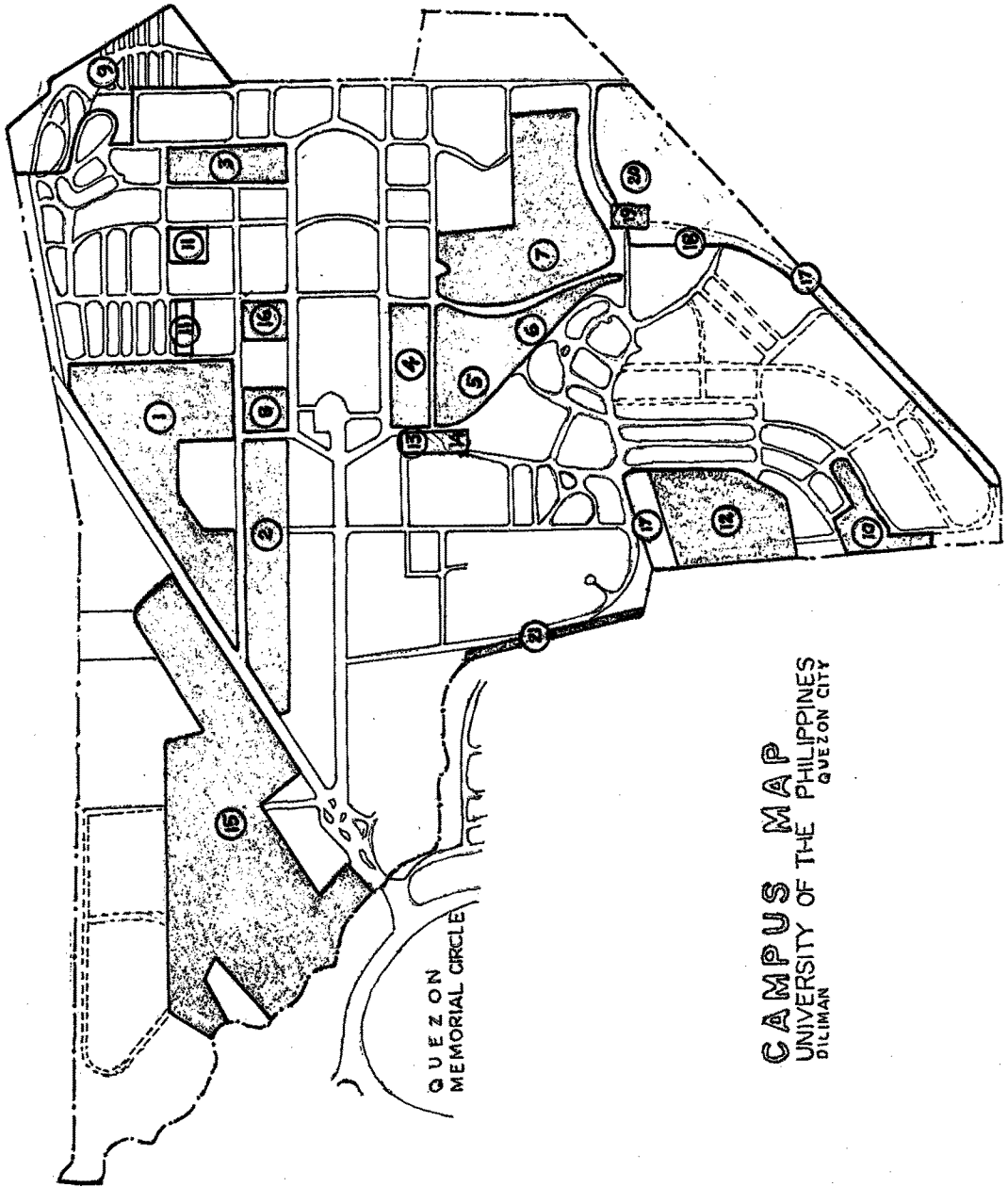
**PROPOSED
PROJECTS**

COMMITTED PROJECTS

1. Sports and Recreation Complex
2. Public Affaire Complex
3. Low Complex
4. Fine Arts Complex
5. Humanities
6. Social Sciences Complex
7. Science Complex
8. Music Complex
9. Flakshomes & Dormitories
10. U.P. Squatter Relocation Area
11. Four Storey Dormitories
12. Barrio Cruz na Ligas
13. University Publisher (U.P. Press)
14. Security Headquarter
15. Pedestrian Overpass

PROPOSED PROJECTS

15. Commercial Complex
16. College of Architecture
17. Flakshomes
18. Faculty Housing
19. Faculty Clubhouse
20. Student Housing
21. Society & Fraternity



CAMPUS MAP
UNIVERSITY OF THE PHILIPPINES
DILIMAN
QUEZON CITY

already under construction.

Among these projects are: (See Map No. 9)

1. Sports and Recreation complex
2. Public Affairs complex
3. Law complex
4. Fine Arts complex
5. Humanities complex
6. Social Science complex
7. Science complex
8. Music complex
9. Flexihomes and dormitories in the present squatter areas
10. U.P. squatter relocation area
11. 4-storey dormitories
12. Barrio Cruz-na-Ligas
13. University Press
14. Security Headquarters

Aside from the above projects, there are other proposals that might be approved by the University authorities in the near future. Some of these projects have been in the drawing board for quite some time, and are only awaiting appropriate funding allocation, while others are already ready in the process of negotiation. Among these projects are:

1. Commercial complex
2. College of Architecture
3. Flexihomes near Cruz-na-Ligas
4. Faculty housing in the south
5. Faculty clubhouse
6. Student housing in the southern part of the campus
7. Sorority and fraternity houses along the western strip of the campus.

Once confirmed, these projects should be incorporated in the detailed land use plan of the campus.

D. LAND USE PROBLEMS:

1. *"Encroachments"*: There are a number of so-called "encroachments" of land uses or non-U.P.-related activities which have found their way into the campus. A study was conducted to assess the nature, extent and location of these so-called, "encroachments." Findings show that these are primarily offices and research buildings which have somehow been allowed to be built and be occupied by certain agencies and institutions for a specified period of time, after which the buildings are to be turned over to the University or to the unit where the

building is located. The period of lease varies from five (5) years to a long-term 20-year lease, coterminous with the life of the Office.

Among the office-research buildings that have been "tolerated" in the campus are the National Hydraulic Research Center and the Philippine Social Science Center compounds in the area north of Don Mariano Marcos Highway. There is also the Equine Research Center-National Stud Farm, which occupies more than 10 hectares, the MMINUTE Building close to the School of Urban and Regional Planning; the COA Building; the National Textbook Secretariat and the Metro Manila Police Northern Command Headquarters located in the southern corner of the campus.

A number of BLISS housing units (known as San Vicente and Sikatuna BLISS) have also been built, although part of the units are intended for university personnel and for student dormitories.

As mentioned earlier, some of these areas are actually occupied based on some form of "lease" contracts which are expected to ultimately benefit the University when, upon their expiration, these buildings will be "donated" or turned over to the University. Specific policies, however, may have to be formulated to cover the very long-term leases amounting to almost permanent occupancy. Uniform contracts to cover these and future "encroachments" may also have to be formulated to protect the interests of the University.

2. *Squatters*: The squatters form the major "encroachments" in the campus. They have proliferated along the fringes of the University, notably in the north-west boundary near the Arboretum; along the creek near the San Vicente BLISS project; along the southern tip of the campus adjacent to the low-cost housing units; an area near the Katipunan Road; and a large area at the north-east boundary near the dormitories. A separate study was conducted to assess the extent of squatting and to look into the nature, characteristics and number of squatters. Preliminary findings reveal that although some squatters are employed within the University, most of these employment, however, are not related in any manner with University functions.

Several solutions to the squatter problem have already been proposed. One is to exclude

the present squatter areas from the University area and be made part of Quezon City or placed within the jurisdiction of the National Housing Authority which is the national agency in-charge of squatters. Another is to build a fence along the perimeter of the campus to clearly delineate its boundaries and to cordon off the campus from the influx of future squatters. A third is to designate an area south of the campus for the relocation of squatters who are connected with or are employed in the University. A ten-hectare area near the southern part of the campus has, in fact, been designated for this purpose.

3. *Sub-soil Conditions:* The entire University is located in an area where the sub-soil is mostly composed of adobe stone. In fact, there is only about four to six inches of top soil in the area, which could make landscaping difficult, if not expensive. This sub-soil characteristics, however, is a structural advantage for high-rise buildings.

4. *Lack of Land Allocation Scheme:* There appears to be no set criteria or policy for the allocation of lands to various University functions. Some units occupy only a few hundred square meters, while others occupy a few thousand square meters. Among the academic units, the general boundaries are defined by roads, i.e., some units occupy entire blocks. However, where such roads are non-existent, then the boundaries of units become practically indeterminate. A deliberate policy is called for to determine the land allotments of the different academic units, based, among others; on their requirements for projected or optimum enrollments, faculty size, nature of facilities and equipment used or needed, or a combination of these and other criteria.

Insofar as housing is concerned, some units occupy only about 50 square meters of land, as in the case of apartments; or even less, as in the case of the low-cost housing units south of the campus. Others, on the other hand, are single-detached houses occupying a thousand square meters of land or one housing unit occupying almost a hectare of land.

There is clearly a need for the rationalization of land allocation, commensurate with optimum use and supportive of the University's development goals.

5. *Absence of Central Authority for Review and Approval:* There seems to be no one central authority to review, evaluate and approve proposed land uses in the campus. This became apparent in the study of the "encroachments" of land uses, which showed that the authority to occupy and build on campus came from different sources. An office or committee to review, evaluate and approve land allocation schemes, building standards, specific site plans, infrastructure plans, transportation and traffic plans and programs; architectural and landscaping standards and others—appears necessary.

E. LAND USE POTENTIALS:

1. *Large Vacant Lands:* As mentioned earlier, about 40% or a total of about 195 hectares of the campus may be considered vacant land. Additionally, there are a number of underutilized properties such as the large-lot housing areas and the squatter areas which account for the biggest "housing area", consisting of around 30 hectares, or fully 6% of the campus. Taken together, the vacant lands and the underutilized areas could cover more than one-half of the campus. This area may be planned and used for future expansion. There is, therefore, enough land for the future uses of the University, for expected expansion of academic units, support facilities and for housing.

2. *Better Access:* Although the Don Mariano Marcos Highway and the Katipunan Road serve to divide the campus into three parts, they also provide better access to the campus. Better access will encourage higher and more intense use of land along the major highways, and which will pave the way for its use for commercial purposes. Such commercial development could very well provide the University with laboratory for land development schemes, as well as possible sources of financial gain to augment University income.

3. *Preservation of Campus Core:* The campus core, throughout the decades, has successfully been preserved. This has created an "oasis" in the campus, which definitely is a very good feature. This area may be converted into an outdoor learning ground for

the students and could effectively link the different academic units of the campus.

4. *Preservation of the Entrance Area:* The green areas along the entrance to the University have also been successfully preserved and could serve as an extension of the campus core. This area could be landscaped and planted to a mini-forest to accentuate the green and healthy environmental ambience of the campus.

5. *Interesting Flora:* In addition to the green areas, the campus also has old acacia trees and other interesting flora which should be complemented by other landscaping features. In fact, the entire campus may be converted into one big arboretum and a showcase of Philippine flora. This will not only be educational but will also make the campus cooler, more environmentally healthy and therefore conducive to learning.

F. LAND USE GUIDING PRINCIPLES

The following were the guidelines used in the preparation of the 1984 Proposed Land Use Plan:

1. The overall general land use framework which has evolved since the beginning of the University in the 30s and 40s was retained. The campus shall, therefore, continue to have four major land uses, namely, the campus core, the academic units, the housing areas and the support facilities.

2. The support facilities will include the various ancillary University functions, other research facilities and dormitories. The dormitories will be viewed as extensions of the classrooms or of the learning environment and will be located closer to the academic units. Housing for the faculty and the administrative personnel and possibly, the married students whose family lifestyle should be differentiated from the student lifestyles in the dormitories, will be located at the fringes of the campus, away from the academic units.

3. The "Complex System" of land allocation, involving the clustering of related academic and research units, will be used in determining land use boundaries within the academic zones. To date, different complexes have been identified and will eventually be incorporated in the land use plan. The

complex system will allow bigger land areas to be allocated to clusters of similar and complementary academic units and institutes. The allocation of bigger land areas, will, in turn, allow more rational and integrated land use and site plan designs, instead of retaining the piecemeal approach to land allocation. Furthermore, pedestrian traffic could be encouraged within a complex, while vehicular traffic could be relegated to the periphery of the complex, together with limited parking areas and with no through-traffic allowed. This would bring about a safer and a more efficient pedestrian and vehicular traffic.

4. Projects to which commitments have already been made by the University shall be incorporated into the detailed land use plan.

5. Additional areas for projected and/or proposed expansion of academic units, dormitories and housing shall be identified and properly located vis-a-vis the other land uses of the University.

6. The ecological and generally open space atmosphere of the campus shall be preserved and enhanced to create an environment conducive to effective learning and wholesome social life.

THE PROPOSED LAND USE PLAN

A. GENERAL DESCRIPTION:

From the analyses of historical antecedents, physiographic and other physical features of the campus, the existing land uses, as well as existing policies that affect the allocation of land uses in the University, the following land use plan emerges and is proposed.

With the "intrusion" of the two (2) major highways, the campus may be divided into three parts (See Map No. 10) under the following land use schemes:

1. The 83-hectare area north of Don Mariano Marcos Highway shall continue to be used for research oriented institutes, for the sewage treatment plant currently under construction, and for the proposed commercial complex. The present site of the arboretum shall also be retained and used as a horticultural research center and nursery while its coverage as an arboretum may be

Map No. 10



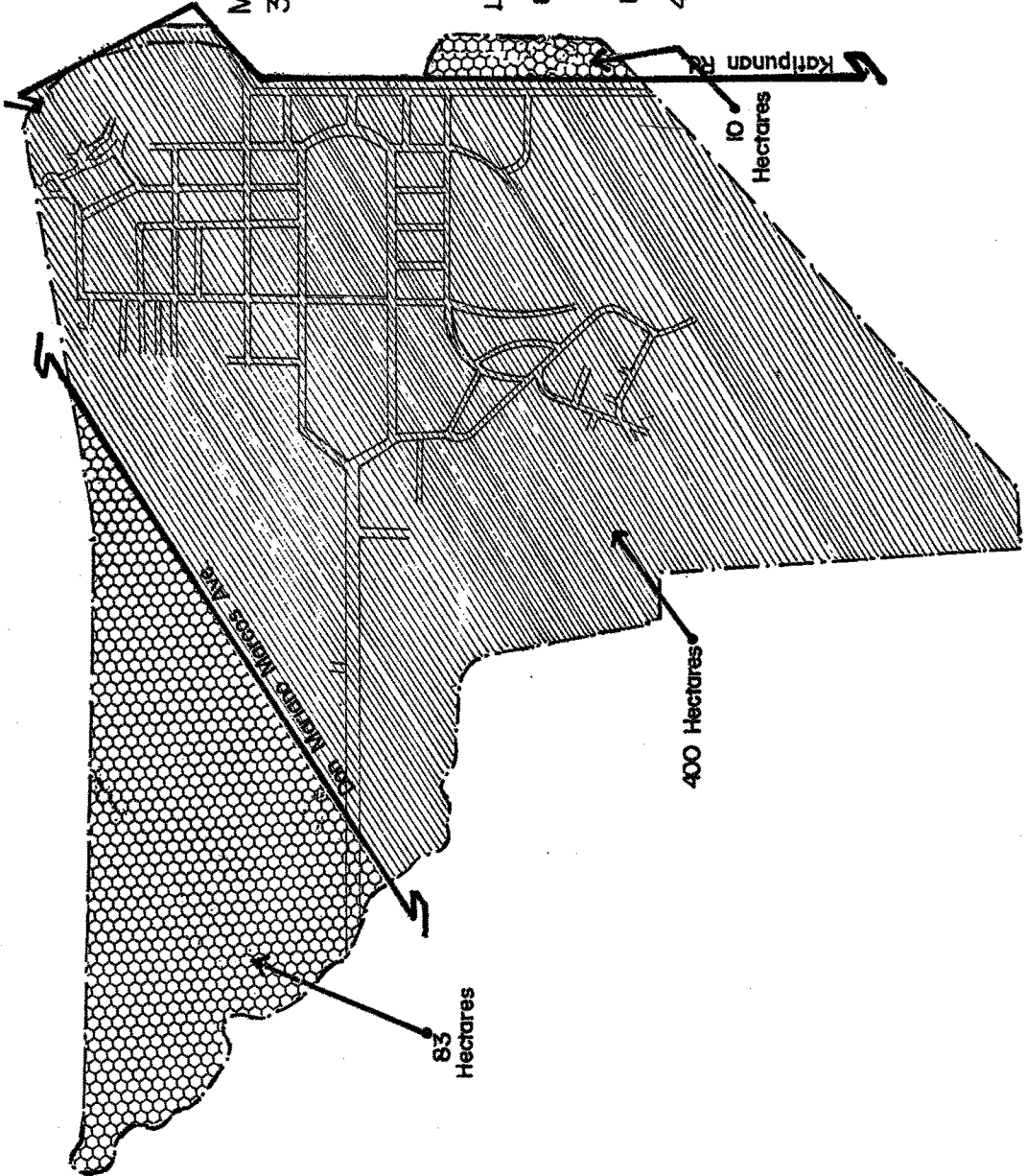
MAP SHOWING THE
3 MAIN SECTIONS
of the
U.P. CAMPUS

LEGEND :

83 H. North of Don M.
Marcos Ave.

10 H East of the Campus

400 H Middle Section



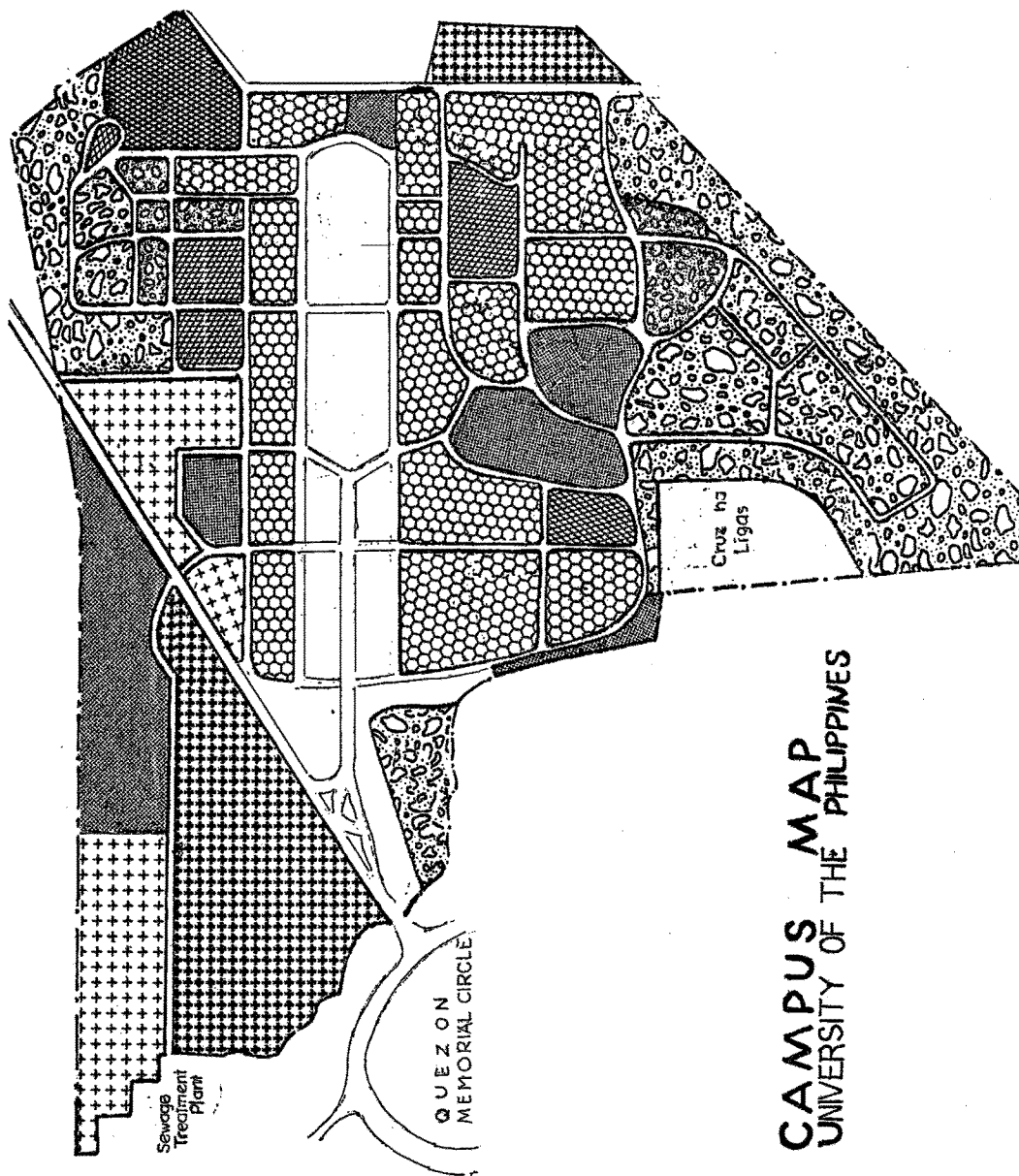
MAP No. 11



PROPOSED LAND USE PLAN

LEGEND

- University Core
- Academic Units
- Research, Gen. Services, University Union, etc.
- Dormitories
- Sports, Arboretum
- Housing
- Community Support Fac.
- Commercial Complex



CAMPUS MAP UNIVERSITY OF THE PHILIPPINES

expanded to include the entire University campus.

2. The 10-hectare U.P. Integrated School (UPIS) which will be "separated" in the future due to the proposed widening of Katipunan Highway may best be converted into another commercial area to complement University functions and to take advantage of the improved accessibility afforded by the proposed widening. The UPIS may be relocated inside the campus for safety reasons and for better integration with the other University units.

3. The 400-hectare "main campus" shall have the following major use areas (See Map No. 11):

- a) *The campus core or oval.* This will be retained primarily as an open space and planned as an outdoor learning area. The green space may be extended up to the entrance of the University to further enhance the green and ecologically pleasant atmosphere of the campus.
- b) *The academic zone.* This will be divided further into the proposed "complexes". These are the Arts and Science Complex, Music and Fine Arts Complex, Asian Center, Economic/Business Administration Complex, Education Complex, Engineering Complex, Home Economics Complex, Law Complex, Public Affairs Complex, Humanities Complex and Science Complex and others which will be identified later.
- c) *The academic support facilities.* These support facilities such as the research facilities, extra-curricular facilities, dormitories and others may form complexes of their own. They may be viewed as ancilliary and complementary uses to the academic units and housing areas and may, therefore, be integrated with them.
- d) *The sports and recreation complex.* This consists of around 18 hectares located north of the campus adjacent to the Don Mariano Marcos Highway. The sports complex may have to cater to the demands not only of the University, but of the adjacent community as well. This is in keeping with the proposed regional role of the University.
- e) *The residential complexes.* These should be planned and designed as an integrated whole, with its own com-

plementary shopping and related facilities. The types of dwelling units may range from single detached units to four-storey walk-ups. Housing in these areas are intended for the faculty, University personnel and possibly, married students. The Cruz na Ligas community which may accommodate families that may not be related to employees of U.P. or employed in the University, may properly be turned over to the Quezon City government, or to the National Housing Authority, which has jurisdiction over it.

- f) *The community support facilities.* These will include the infirmary, the chapels, and other community support facilities such as children's parks and playgrounds, day care centers, and integrated shopping center which may have banks, bookstores, drugstores, canteens, and the like.

B. LAND USE ALLOCATION:

1. In terms of land allocation, a large portion of the land in the campus is allocated for the different academic units, with a total area of around 87 hectares or roughly 18% of the entire campus land area (See Table No. 2).

Table No. 2: 1984 General Land Use Allocation:

Land Use	Area	% of campus
1. Academic Zone	87.11 ha.	17.67%
2. Housing Areas	82.18 ha.	16.67%
3. Commercial Zones	53.41 ha.	10.83%
4. University Core	49.88 ha.	10.12%
5. Sports Complex and Arboretum	37.92 ha.	7.69%
6. Dormitories	27.94 ha.	5.66%
7. Research Zone (North of Don Mariano Marcos Highway)	22.2 ha.	4.52%
8. Academic Support Services	20.55 ha.	4.16%
9. Community Support Facilities	11.5 ha.	2.33%
10. Sewage Treatment Plant	9.3 ha.	1.9%
11. Cruz na Ligas	12.1 ha.	2.47%
12. Roads	78.81 ha.	15.98%
	493 ha.	100%

The next biggest area is designated for the housing of faculty, employees and married students, with an area of around 82 hectares, or 16.5% of the total land area. Commercial areas for regional use, i.e., to serve the larger community around the University, takes up around 53 hectares or roughly 10% of the campus. Almost an equal land area is provided for the University core and open spaces which total roughly 50 hectares. The open space system, in fact, would be much bigger than this if the arboretum and the sports and recreation complex, which account for another 38 hectares, were included in the University core, the arboretum and the sports complex add up to a total of about 88 hectares or about 18%, almost the same area as that allocated for the academic units and the new commercial areas.

2. Other campus land uses include those designated for student housing or dormitories, with about 28 hectares; the research complex north of the Don Mariano Marcos Highway which occupies about 22 hectares of land; and the community facilities such as the infirmary, chapels, and neighborhood commercial facilities, which take up 11.5 hectares or 2.3% of the campus.

3. The sewage treatment plant takes up 9 hectares, while Cruz na Ligas community, which will eventually be turned over to the authorities outside the University, occupies a total of around 12 hectares. The road network takes up a sizeable portion of the University at around 79 hectares, or about 16% of the campus.

C. CHANGES FROM THE 1966 GENERAL LAND USE PLAN:

There are actually only three major changes in the 1984 Plan from the 1966 general land use plan, and these changes are brought about by factors which were not existing in 1966. These are:

1. An expansion of the commercial zone north of the Don Mariano Marcos Highway, from only about 13 hectares, to almost 45 hectares. This increase is deemed desirable with the realization that the University needs commercial development on campus not only to support and complement its academic functions, but also to raise additional funds. An increase in area, with the subsequent increase in frontage, will make the project

more viable, as well as generate more funds for the University. The increase in commercial land, however, will not "encroach" on existing uses such as the treatment plant, the arboretum and the existing research complex.

2. In consonance with the reasons cited above, another major departure is the change in the use of land occupied by the Integrated School, from academic to commercial use. Because of the imminent widening of Katipunan Highway to serve as circumferential road 5 (C-5) in the Metro Manila major road network, this area will become hazardous and unsuitable for use by an elementary school. The UPIS would best be transferred inside the main campus and the area to be vacated can be converted into another commercial complex to take advantage of the emerging commercial character of the frontage of Katipunan Highway.

3. The transfer to the area south of the Carlos P. Garcia Avenue of about 18 hectares of residential areas north of this avenue, which contain houses that are already old and dilapidated and may have to be demolished in the future. C.P. Garcia Avenue has become a major collector road, and should best serve as the "edge" or boundary between major land uses, i.e., between the academic and residential uses. These residential areas would best be designated as future expansion areas for academic use, academic support services, and dormitories. The areas north of the University core are already well developed and filled up and the only area for possible expansion of academic use, dormitories and support facilities, is that lying south of the University core.

D. ANALYSIS OF LAND "CAPACITIES":

1. Academic Zone

a) The 1984 General Land Use Proposal designates around 87 hectares for academic use. This is in sharp contrast to the existing academic use occupancy of only around 35 hectares. On the other hand, the 1966 Land Use Proposal designated up to about 101 hectares for academic purposes, a difference of 14 hectares from the 1984 Proposal. This difference may be explained by the conversion of the Integrated School area from academic to commercial use:

the construction of the San Vicente BLISS housing complex in an area which had earlier been designated for academic use; and the construction of the Physical Plant Office and the security headquarters in areas likewise designated for academic use in the 1966 Land Use Proposal.

b) In terms of possible student capacity, the 87 hectares designated for academic use can accommodate up to about 56,550 students, using the existing average density of roughly 650 students per hectare of land being used for academic purposes. The 1966 Land Use proposal projected a maximum capacity of 40,000 students based on existing student density at that time, although the report did not specify the density then.

c) The present densities range from a little over a hundred students per hectare of the Asian Center and the Institute of Industrial Relations, to a very high density of around 2,850 students per "academic" hectare of the Arts and Sciences complex, followed by Melchor Hall with the College of Engineering and Architecture, carrying a density of around 1,260 students per "academic" hectare. The average density of 650 students/hectare is roughly the present density of the College of Music.

d) On the other hand, student population projections show a possible increase from the 1983-1984 enrollment of about 16,640 students, to 18,450 students in the year 2000, based on natural growth; and up to 46,842 students (excluding the U.P. Integrated School) also for the year 2000, based on a predetermined growth rate or annual increases of 4% for undergraduate and 12.5% in the graduate level.

e) Using the existing average density of 650 students per "academic" hectare as a desirable density, the 1984 Land Use Plan provides enough land for academic use to accommodate the increase in student population up to the year 2000 even on the basis of predetermined growth rates.

f) If projection based on natural increase is used, there is more than

enough land for academic purposes. In fact, with 87 hectares, the density would be reduced to only around 215 students per "academic" hectare, which might even be more desirable.

g) A density based on the number of students per given floor area, together with a floor-area ratio might be a more accurate basis for calculating densities, but data on floor areas are not readily available.

h) Land areas occupied by the different academic units range from only about half a hectare of the College of Music and the Institute of Social Work and Community Development, to 2.23 hectares of the Arts and Sciences Complex. The average is around 1.23 hectares per academic unit.

1. Dormitories

a) A total of about 28 hectares is designated for student housing or dormitories. The existing density or number of students per "dormitory" hectare is roughly 225 beds per hectare. Dormitory densities range from only about 120 beds of dormitory-residents of the Kamia-Sampaguita Complex, to 360 student-residents per hectare in the Kalayaan-Ipil-Ipil-Yakal Complex.

b) Using the existing average density as a guide, the 28 hectares designated for dormitories can accommodate up to 6,300 students. This is roughly 35% of the students expected in the year 2000, if based on the natural increase projection of 18,450 students, and only about 13% of expected population if based on the predetermined growth rate of 46,842 students.

c) The present dormitory capacity of 3,203 beds can accommodate almost 20% of the 1984 student population of 16,649 students.

d) There are plans at present to construct more dormitories in the existing dormitory complexes north of the campus. This will not only increase densities in the dormitory complexes, but it might also unnecessarily over-concentrate student residencies on the "wrong side of the town." The spatial

distribution of students clearly shows the concentration of the south side, especially in the Arts and Sciences complex. Future dormitories may then best be located in the southern part of the campus, especially those dormitories intended for students in the lower years.

e) Housing for married students, because of the family lifestyle involved, as differentiated from the basically student lifestyle of dormitories, would best be integrated with the housing areas for the faculty and employees.

3. Housing

a) At present, there are only 868 houses of various types in the campus, ranging from cottages and bungalows to apartments and row houses. There is also a total of about 502 BLISS units allotted to U.P. faculty and employees, which is almost one half of the 1,040 total number of BLISS dwelling units on campus. This accounts for a total of 1,370 dwelling units for University personnel.

b) The 1966 proposal designated a total of 80 hectares for residential purposes, with about 14 hectares for employees and about 66 hectares for the faculty. The Plan envisaged only single-detached housing with very generous individual land areas ranging from 300 square meters for the employees to 600 square meters for the faculty. This scheme will only provide around 1,000 dwelling units.

c) The 1984 General Land Use scheme provides for almost the same area for residential purposes, i.e., 82 hectares, but recommends the much higher density of a typical subdivision in the Philippines at present, which is the average density prevailing in the campus today. Present housing densities range from a very low of 15 dwelling units per hectare of single-detached houses in Area 1, to a very high density of roughly 100 dwelling units/hectare of the BLISS Housing Complex.

d) At a desirable average of 50 dwelling units per "residential" hectare, the 82 hectares designated for faculty/em-

ployee housing can easily accommodate up to 4,100 dwelling units.

e) Using 1984 figures, there are a total of 1,424 faculty members, 173 non-teaching staff, and 754 administrative staff of the 24 academic units of the University, or a total of 2,352 university personnel. This figure would be higher if the other staff of the Administration and other support services were considered. There are unfortunately, no available data on the latter.

f) However, using the above figure as a guide, the existing housing stock can accommodate 58% of University personnel, although a report on campus housing concluded that "only less than one in five University personnel enjoy university-owned housing facilities; and in the case of academic personnel, only slightly more than one in ten enjoy the same facilities."

g) The possible 4,100 dwelling units that would be made available would be enough to accommodate the present number of University personnel and faculty. The projection for the year 2000 based on the predetermined growth rate is an increase in faculty members of up to a total of 3,188. If this increase takes place, then there will be proportionate increases in the non-teaching and administrative staff. The University should then consider either raising housing densities, or seriously looking into off-campus housing as an alternative.

D. PROPOSED ROAD NETWORK AND OTHER TRANSPORT SERVICES

The following are some proposed guidelines in the planning of the transport and other movement systems in the campus:

1. *Entrance and exits:* To preserve the privacy of the University, limited points of entrance and exit are proposed. This will consist of the following four (4) major and two (2) minor points:

a) Major entrance and exit along the Don Mariano Marcos Highway at the main gate; and three (3) points along Katipunan Highway at Carlos P. Garcia Avenue, Roxas Avenue and at Magsaysay

Avenue. The entry points above will provide needed access to the housing area in the south, and will service the academic and support facilities zone. Only one access point to the academic zone at the former Lopez Jaena St. would have been ideal, had it not been closed to traffic.

b) Minor points of access may be provided at the Don Mariano Marcos Highway leading to the sports and recreation complex primarily to allow outsiders access to the sports facilities, specially during regional or non-university functions. Another minor access point may be provided leading to the U.P. Village where a large number of faculty and University personnel reside.

2. *Road Network:* A hierarchy of road network is proposed, starting with the two (2) major highways. From here, major collector roads are proposed. Two (2) major collector roads, one in the north and one in the south shall contain or enclose the academic and support facilities zones, and also serve as a boundary between the two housing areas and the academic zones. The other major collector roads, in turn, shall provide for the internal transport needs of the main academic and support facilities zones.

The rest of the road network shall be treated as minor networks to serve local traffic.

3. *Public Transit:* In the future, it will be useful to differentiate between external-internal traffic, i.e., traffic getting into and out of the campus; and internal-internal traffic, i.e., movement within and around the campus, involving traveling from one area to another, which takes place inside the campus.

Separate transit systems could be used to service these two (2) movement requirements. For those getting into and out of the campus, three main terminals or transfer points may be built: one at the main entrance in front of the BLISS Housing Area; another at the exit at the C.P. Garcia Avenue at Katipunan Highway to primarily serve the large housing community in the south; and another at the Roxas Avenue or the Magsaysay Avenue exit points, to serve the academic community or the students.

From these three (3) transfer points or terminals, a more comprehensive "ikot" system of transportation could be prepared

to service internal traffic within the campus. This will not only result in a more rational and efficient movement system, but will also minimize vehicular movement within the campus, reduce noise and pollution and make the campus safe for all concerned.

No external-external traffic, or through traffic should be allowed.

4. *Pedestrian Movement:* For the internal transport system of the campus, pedestrian movement shall be encouraged. This could be done by actually identifying and constructing pedestrian lanes. The emphasis shall be on pedestrian lanes and not on sidewalks. The main difference is that sidewalks follow the street pattern which is not a natural alignment for pedestrian movement or for walking. Moreover, sidewalks tend to be long and tedious, and expose the pedestrian to vehicular danger, as well as vehicular noise and fumes. Pedestrian lanes, on the other hand, follow the most natural alignment, in other words, the "beaten path" away from vehicular traffic. They go across green areas, into and around buildings, connecting destination points by the shortest routes. When properly aligned, constructed and landscaped, more people would be encouraged to walk. This will not only be good for their health, but will also be more efficient for the internal movement system of the entire campus.

5. *Bicycles:* Bicycles could be given another chance in the campus. Major objections center on the fact that they become the object of vandalism and thievery. Furthermore, they offer no protection from the weather and elements. This first objection may be hurdled by providing guarded bicycle parking areas with appropriate bicycle parking facilities. To beat the heat, bicycle lanes may be constructed alongside the pedestrian lanes which may be landscaped with trees to provide shade. As for the rains, the country is blessed with sunshine most of the year. The few months of rain should not be a deterrent to bicycles.

6. *Parking:* Each unit should try to accommodate its own parking demands, but in the future, when there is a high concentration of car-owning students, there would be a need to designate parking spaces for this purpose. In this regard, student parking should be limited in number and in location. General

parking areas shall be designated in areas which branch off from the main collector streets at very limited locations, where such location may serve two or more zones or use areas. Thus, three or four general parking areas for the students and the public may be strategically located in areas to serve the academic units, the support facilities and the dormitories, all at the same time.

Other parking areas, specially those that will have to be located adjacent to buildings, may be reserved only for services, for the faculty, the more senior administrative staff, and perhaps for graduate students. A sticker system for parking privileges could be introduced.

IMPLEMENTATION SCHEME

A. SHORT RANGE IMPLEMENTATION PLAN

To implement the 1984 General Land Use Proposal, the following legal and fiscal tools for implementation shall be prepared and enforced:

1. Official Zoning Map and Zoning Regulations:

a) As soon as the proposed general fund use proposal has been approved by the University President and the Board of Regents after being endorsed favorably by the Presidential Committee on Campus Planning and Development, a zoning map together with the supporting zoning regulations shall be prepared by or through the authority of the said Committee. The endorsement by the Committee may be made after it shall have conducted public hearings in the campus, where it believes them necessary.

b) The zoning map shall be the detailed land use allocation map translating the general land use plan into more specific functional zones. The nature and characteristics of each zone, the allowed and prohibited uses in each, the terms and conditions for such uses, and the exceptions and variances from these allowed uses shall, in turn, be prescribed in legal provisions in the zoning regulations to be adopted to implement the zoning map. These regulations shall likewise translate into

specific legal provisions the broad development guidelines provided in the 1984 Land Use Proposal. Legal sanctions to be imposed in case of violations of these regulations shall be included to ensure strict compliance by developers and actual occupants.

c) Both the zoning map and the zoning regulations shall be submitted to the Metropolitan Manila Commission for its approval and incorporation into the Comprehensive Zoning Ordinance for the National Capital Region.

2. Architectural and Other Development Regulations

Aside from the zoning regulations which aim at prescribing compatible land uses and preventing the chaotic mixture of unrelated and conflicting uses, development regulations shall be formulated. These regulations shall contain architectural guidelines, controls and standards which shall prescribe the height, bulk and design of buildings which take into consideration the tropical setting, encourage the use of indigenous materials and reflect the traditional Filipino soul. Furthermore, individual buildings shall harmonize and blend with each other and contribute to preserving and enhancing the academic character of the campus.

b) To enforce these regulations, the restoration of the Office of the University Architect is in order.

3. Capital Infrastructure Plan and Budget

a) An updated Infrastructure Plan consisting of short range and long range work programs shall be prepared by the Technical Committee on Infrastructure Systems (TCIS). The Capital Infrastructure Plan shall serve as the official document consisting of the major infrastructure and physical development projects of the University to be carried out on a short range and on a long range basis. These include academic and research buildings to be constructed including housing, commercial and other support facilities, and physical utilities and services units to be provided either by the University or

other government or private agencies. The Plan shall include programmed project packages and the support manpower and financial resources.

b) While the physical support facilities and services can be planned with some degree of certainty depending on the coordination and synchronization of efforts with the Ministry of Public Works and Highways and the Metropolitan Waterworks and Sewerage System, among other agencies the construction of individual buildings, whether for academic, research, or other related institutional uses cannot be planned and programmed with definiteness because it depends on the availability of funding of the proponent units. Although these proposed construction activities may be reflected in the Capital Infrastructure Plan and Capital Budget of the University, several factors, some of which are outside the control of the University, affect its timetable of implementation.

c) In order to project and firm up its schedule of implementation and thus direct the development of the campus in a more orderly fashion, the University has to introduce some policy-criteria adopting priorities that would be observed in the phasing of the construction of these proposed buildings. These criteria will supplement the primary and usually sole consideration of fund availability. These priorities shall consider, among others, the overall University objectives, the needs and requirements for expansion of particular programs, and the maximization of resources.

4. A Landscaping Plan:

a) A comprehensive landscaping plan of the whole campus area shall be formulated to ensure that the greening or planting of particular areas are undertaken in accordance with a definite plan. This Plan should reconcile the specific requirements of the individual sites or clusters with the general landscaping design which enhances the desired environmental character of the campus.

b) The landscaping plan will acquire more urgent if the arboretum concept is adopted for the entire campus.

B. LONG RANGE IMPLEMENTATION SCHEME

1. Creation of a Land Use Authority for the U.P. System

a) *Rationale*

- Land resources are among the most valuable assets of the University which need to be given as much attention as its faculty or research resources. The possibility for the University to maximize the use of its land resources through investments in profit generating ventures has very recently been seriously explored. The objective is to identify the various opportunities for these land areas to serve as a means to generate more income which would augment the yearly appropriations of the University and the grants and donations that it receives from various sources.
- The financial difficulties being experienced by all sectors of the economy, not excluding state universities and colleges, and the extraordinary rise in real estate values all over the country have made it imperative to deliberately plan and judiciously manage the University's land resources compatible with its mandate as a State University.
- Comprehensive land management of University resources would involve undertaking numerous tasks which should be vested in an agency whose primary concern will be the rational, judicious and most profitable development of its land resources. These responsibilities would include the conduct of land use inventory, policy-making, exercise of regulatory functions and continuing conduct of research.

b) *Nature and Scope of Responsibility*

The Proposed U.P. Land Authority would have the following features:

- It shall act as a central land development authority to service the entire U.P. System.
- It shall be placed directly under the office of the U.P. President and shall be responsible to him and to the Board of Regents.
- Individual campus planning offices created by the autonomous and regional units shall coordinate closely with the Land Authority to ensure policy and program consistency.
- The Authority shall link up its functions with existing government agencies involved in land management and regulations such as the Ministry of Natural Resources and the Human Settlements Regulatory Commission.

c) *Powers and Functions*

The proposed U.P. Land Authority shall have the following powers and functions:

- Formulate and recommend policies affecting the uses, development and overall management of the land resources of the University.
- Conduct and regularly update a comprehensive inventory of the total landholdings of the U.P. system which should include the area, location, and present and potential uses of these lands.
- Formulate minimum standards and guidelines to be observed by campus planning offices of the autonomous and regional units in the use and allocation of their real properties.
- Review and approve recommendations of regional units for the use and management of land resources, particularly where they involve contractual arrangements with third parties, private or public.
- Review and recommend approval of campus plans for different regional units, particularly as to their compliance with approved University-wide standards and guidelines.
- Conduct continuing research on the various innovative land develop-

ment schemes which may be utilized and applied by the University.

- Extend technical and planning assistance to the campus planning offices or to University Architects, where they have been appointed.
- Perform such other functions as are necessary, incidental and supportive to the above.

2. **Reorganization of the Diliman Planning Office**

a) The University authorities on the Diliman campus have long recognized the need for a centralized and more effective system of directing the planned growth and development of the Campus. It has, in fact, set up several committees and offices which take care of the various aspects of the planning of the campus and the programming and implementation of the infrastructure facilities in Diliman. These committees include at present the Presidential Committee on Campus Planning created in 1983, the Technical Committee on Infrastructure Systems (TCIS) and more recently, the reorganized Campus Planning Development and Maintenance Office (CPDMO), the result of the merger between the Physical Plant Office and the Arboretum.

b) In the light, however, of the recent developments on campus, and the requirements for the effective implementation of the 1984 Campus Land Use Plan, these organizations need to be re-studied and possibly reorganized. Reorganized should be in the direction of creating a central office with adequate powers and responsibilities to enable it to effectively ensure that land use and development in the campus shall be in accordance with the approved Campus Plan and that workable and functional relationships with existing national and local planning bodies are institutionalized and made immediately operational.

c) This Office may be created out of the existing Campus Planning Development and Maintenance Office (CPDMO) which should assume land use policy

making and planning functions in addition to its original functions. It could be placed directly under the Office of the Chancellor of Diliman and be headed by a Planning Development Director.

The basic functions that this Office should perform are the following:

- Formulate and, after approval by the University Land Authority and the Board of Regents, implement land use policies affecting the use and development of both privately and publicly occupied land areas in the Diliman campus.
 - Assume primary responsibility for the implementation of the approved Campus Land Use Plan by ensuring that the concerned parties, namely, the University authorities and other units responsible for undertaking development projects and the residents who use, develop and improve properties that they occupy, comply with the requirements of the Plan and its development regulations.
 - Monitor the various developments on campus and take the necessary enforcement action against land encroachers and violators of its policies and rules and regulations.
 - Keep the Plan under review and reflect thereon improvements and changes permitted to take place.
 - Relate formally with and synchronize its efforts with the government planning bodies which exercise various forms of responsibilities for land use and development in Quezon City, such as the Quezon City Planning Office, the Metropolitan Manila Commission and the Human Settlements Regulatory Commission.
 - Undertake such other activities as are related to or incidental to the performance of the above-mentioned functions.
- d) The proposed Office shall adopt and carry out a Development System which shall have the following features:
- No development shall take place in the campus without its permit.

Development, for this purpose, shall refer broadly to any activity which involves placing a piece of land to use, changing its use, or introducing any type of improvements thereon. Permit shall be issued with or without conditions based on the general criterion of whether it will promote and enhance the attainment of the objectives of the Campus Development Plan.

- All developments shall conform to the provisions of relevant laws and ordinances, both local and metropolitan, and also the policy guidelines and rules and regulations issued by the authorized government agencies.
- The Land Development Plan shall reflect thereon changes which may have arisen through the implementation of the capital infrastructure plan and changes in the land uses brought about by permits issued.
- There should be flexibility in the Plan so that it can keep up with the dynamic developments outside the campus particularly when these are advantageous or beneficial to the University constituencies.

3. Study and Resolution of Issues Affecting Implementation

a) In ensuring that the Campus Land Use Plan shall be effectively implemented, a basic pre-requisite will be a centralized, sufficiently strong and adequately staffed office. For this purpose, certain issues need to be resolved, affecting the relationship of this office to existing local and metropolitan planning offices which presently perform functions with which the proposed powers of this office could overlap.

b) What is involved is primarily the exercise of the regulatory powers of zoning, subdivision and building regulations.

Zoning—At present, locational clearances for the use of any parcel of land in Metropolitan Manila, which

includes Quezon City is issued by the Metropolitan Manila Commission on the basis of the 1981 Comprehensive Zoning Ordinance of Metropolitan Manila. This power is proposed to be exercised by the CPDMO not only to ensure compliance with its Campus Development Plan but also to expedite the zoning procedure.

Transfer of this zoning power from the MMC to this Office would necessitate some national legal authority.

Subdivision—Subdivision regulations are presently enforced by the Human Settlements Regulatory Commission (HSRC), the regulatory arm of the Ministry of Human Settlements. This is by virtue of Executive Order #648.

The implementation scheme of the Campus Plan envisages the exercise by the proposed office of review and approving power over subdivisions. Again, a legal instrument would be needed to effect such vesting of power in the proposed office.

Building Regulations—Building permits for the construction, improvement or reconstruction of buildings are issued by the Quezon City Engineer's Office under the Office of the Mayor. While U.P. has been issuing said building permits to all kinds of construction within the Campus, this has not been legally sanctioned and operates merely on some kind of "tolerance" on the part of the Quezon City Engineer's Office. While no problems have so far arisen in this regard, it is recommended that this exercise of power be clarified to avoid problems which may arise in the future, such as pinpointing responsibility and accountability for enforcing the National Building Code (PD 1096) which is a national law. The enforcement of the Code also affects such matters as to who should benefit from building and other related fees collected from developers and builders since the

Building Code provides a sharing between the City Engineer's Office and the local government concerned.

4. Declaration of the Diliman Campus as a University Zone

One possible alternative which could help resolve the legal issues mentioned above is the declaration of the Diliman Campus as a University Zone in order to make it fairly autonomous insofar as the exercise of planning and supportive regulatory functions is concerned. The declaration should carry the following legal directives:

a) Planning and regulatory functions performed by the national and metropolitan organizations shall be vested in the University authorities; and

b) The existing laws, rules and regulations on planning and zoning shall be applicable to the University only in a suppletory manner and only where they are not in conflict with the zoning and development regulations that shall be promulgated by the University.

U.P. in Los Baños provides a precedent of the first University campus to be included in a declared Special University Zone. Through Letter of Instructions No. 883 issued by the President on June 15, 1979, the municipality of Los Baños and Mount Makiling were declared as a special University Zone. The effects of this declaration were twofold: First, it mandated the Ministry of Human Settlements to prepare a comprehensive master plan for the development of this Zone, consistent with its roles as a national and international center for higher education, the sciences, the arts and natural resource conservation and utilization; and second, the Minister of the Budget was likewise directed to release two million pesos as initial annual contribution to the administration and operation of the zone.

The designation of U.P. Diliman as a Special University Zone would go beyond the provisions of the LOI affecting U.P. Los Baños. Its objective would be to enable the U.P. Diliman to plan and regulate development within its campus freed from the many requirements of existing government organizations and legislations which do not contribute to its overall planning goal.

PLANNING NEWS

IEP Celebrates Planning Week

In observance of the UP Diamond Jubilee Year, the Institute of Environmental Planning celebrated "Planning Week" from 14-17 March 1983. The week-long event was highlighted by a series of activities which included a slide presentation, a film showing and an open house and exhibits.

A slide presentation about the Institute (now School), depicting its history as well as its present activities was held at the audiovisual room. Selected documentary films from Metro Manila Commission, National Irrigation Administration and the National Media Production Center were also shown. The films focused on current and significant environmental issues like forest conservation, air pollution, and ecological balance. Exhibits consisting of the various projects of the participating government and private planning offices such as the Ministry of Transportation and Communications, Ministry of Human Settlements, Metro Manila Commission, and Research and Planned De-

velopment Systems were put up. Among the most interesting exhibits were a scale model of the proposed light rail transit showing its designated routes and stations, plus accompanying photos and illustrations explaining the entire project; and a photo-exhibit about the Institute, tracing through photographs its history, from the time it was created in 1965 to the present. Also on display and made available for sale were copies of the School's publications such as the Philippine Planning Journal and the Annotated Bibliography of Philippine Planning. The works of the faculty and students in different planning classes were likewise exhibited.

The affair was formally opened by Mrs. Lourdes Einsiedel, who cut the ceremonial ribbon, assisted by Mesdames Ofelia Valdecañas and Aurora Viloria. A cocktail/reception followed with the faculty, students, alumni, friends and guests in attendance.

IEP Has 22 Diamond Jubilee Year Graduates

The U.P. Institute of Environmental Planning graduated a total of 22 students during the diamond jubilee year of the University, that is, from the 1st semester up to summer of school year 1982-83. Eleven graduated in October 1982, one and ten in March and summer of 1983, respectively; three graduated under the old Master in Urban and Regional Planning curriculum (MURP) and the rest under the newly instituted Master of Arts in Urban and Regional Planning Program (M.A. URP).

Lainah Mufari Musengwa—Beta, with Estate Planning as her field of specialization, successfully defended her thesis

entitled, "Industrialization in Zimbabwe: A Documentation."

The other new planners are: Mary Anne Alabanza, Luz Albarracin, Hernando Cao, Renato Capili, Rogelio Castillo, Jonathan Cortez, Alma Dionisio, Felicísimo Esteban, Blesilda Gomez, Delia Josef, Sixto Luz, Aurora Mallari, Erlinda Manluctao, Anthony Mbaoma, Byong Gyu Park, Jesus Pascual, Apolinar Ramiro, Leo Rodaje, Cesar Tipawan, Sixto Tolentino, Jr. and Santiago Vitangcol.

Of the 22 graduates, five specialized in Regional Planning, six in Estate Planning and 11 in Urban Planning.

PLANNING NEWS

IEP Alumni Association Holds Reunion

As part of the University of the Philippines diamond jubilee celebration, the IEP Alumni Association held its annual alumni homecoming last 24 November 1982 at the Institute of Industrial Relations social hall.

The affair was opened by Dr. Leandro A. Vitoria who welcomed in behalf of the Institute the alumni, faculty members and guests. It was followed by an inspirational talk by U.P. President Edgardo J. Angara, who afterwards inducted into office the new members of the association. Highlight of the affair was the awarding of plaques of recognition to alumni who have distinguished themselves in the field of planning and have continuously and vigorously supported all the activities of the association. Recipients of the Distinguished Alumni Award were: Romulo M. del Rosario (Class '75); Apolo C. Jucaban (Class '73); Rosauro S. Paderon (Class '69); Pedro N. Prado (Class '72); Encarnacion N. Raralio (Class '71); Rafael E. Rueda (Class '72); Castor S. Surla IV (Class '75); Jaime F. Uyloan (Class '69); and

Benedicto P. Solang (Class '72). On the other hand, Professor Tito Firmalino received the Outstanding Faculty award. President Angara presented the awards assisted by Dr. Vitoria and Assistant Minister Teodoro Encarnacion of Public Works and Highways, who is the outgoing President of the Association.

The new officers for 1983 who were inducted are the following: Romulo M. del Rosario, President; Apolo C. Jucaban, vice-President; Bituin B. Torte, Secretary; Rafael E. Rueda, Treasurer; and Castor S. Surla IV, Business Manager. The Board of Directors are: Alex Cabanilla, Eulogio Galang, Graciano Malapira, Juan Maravillas, Jr., Pedro Prado, Victoria de Villa and Teodoro Encarnacion, ex-officio member.

Dinner was served toward the end of the program. The affair was concluded with a discussion by the association of its contributions and pledges to the U.P. Diamond Jubilee Fund Campaign.

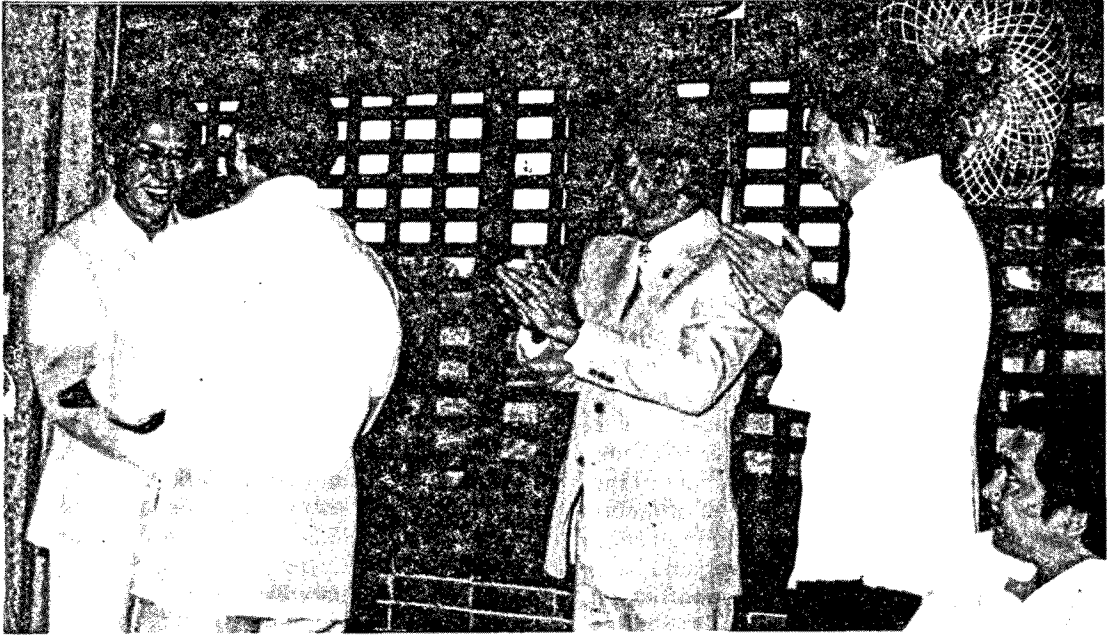
IEP Researcher Attends Training Course in Japan

Victoria A. Eugenio, research associate of the Institute attended a Group Training Course in City Planning, which was held in Japan from 12 August—2 November 1982. The course which was sponsored by the Japan International Cooperation Agency (JICA) and the Ministry of Construction of Japan through the Colombo Plan has the following objectives: 1) to introduce participants to a general view of city planning in Japan; and 2) to exchange opinions and ex-

periences through lectures, discussions and workshops. As part of the course, observation tours were conducted which enabled the participants to visit key cities and various planning projects in Japan.

Ms. Eugenio in her capacity as Philippine representative to that gathering, presented a country paper on "City Planning in the Philippines." The course is part of the Technical Cooperation Programme of the Japanese Government for developing countries.

PLANNING NEWS



Pres. Angara handing the Distinguished Faculty Award to Prof. Tito C. Firmalino (back to camera) during the Alumni Homecoming. Looking on are Dean Leandro A. Vilorio, etc.



Arch. Eugenio, fourth from right, front row with the other participants in the "Group Training Course in City Planning".

PLANNING NEWS

IEP Holds Diamond Jubilee Lectures

The UP Institute of Environmental Planning in cooperation with the Planning and Development Research Foundation, Inc. (PLANADES), sponsored a series of public lectures from January to March, 1983 which were all held at the Institute's Training Room. The lecture series which revolved around the theme "Regional Planning in the 80's" was designed to provide vital information on what is currently being undertaken in the field of regional planning to faculty members, students and practitioners.

Dr. Armand V. Fabella, Chairman of the Presidential Reorganization Commission, delivered the inaugural lecture on "A Critical Review of the Concept of Regionalization in the Philippines" on January 21, 1983. Dr. Raul de Guzman and Dr. Leandro Vitoria, Vice President for Planning and Finance and Dean of the IEP, respectively, acted as

discussants.

The other topics and lecturers in the series included the following: "Integrated Area Development as an Approach to Regional Planning"—Director J. Andres Limcaoco of the National Council on Integrated Area Development; "The Regional Investment Priorities in Region I"—Director Joseph Alabanza of the National Economic and Development Authority Region I; and "Management of Natural Resources in the Philippines: Goals, Policies and Objectives"—Dr. Percy Sajise of the University of the Philippines at Los Baños.

All the lectures were very well attended by faculty, students, government officers and employees and planning practitioners. This activity was organized as part of the Institute's contribution to the Diamond Jubilee Celebration of the University.

4-Month Special Course in Urban and Regional Planning Set for July

The seventh Special Course in Urban and Regional Planning (SCURP) has been set to open on 5 July 1983. The 4-month training course which has for its theme "Planning and Management of Provincial and Regional Areas" is designed not only to train planners and managers in formulating viable comprehensive development plans of regional areas but also to provide them with the effective means of implementing these plans. Its specific objectives are: 1) to acquaint the participants with the basic principles, concepts and approaches in regional planning and management; 2) to equip the participants with planning and management techniques necessary in the formulation and implementation of regional development programs and projects; 3) to enable the participants to grasp firmly the causes of current regional and provincial problems and

issues and prescribe possible ways of receiving them; and 4) to provide participants with a practical experience in devising a workable action plan for the development of a regional area.

The training program which will cover a period of four months, instead of the usual six, consists of lectures, film/slides presentations and field trips. Towards the end of the course, the class is expected to come up with a development plan of a particular town which it has adopted as a laboratory area. This will enable them to apply the development concepts, theories, strategies as well as the analytical techniques they have learned earlier.

The U.P. Institute of Environmental Planning and the Planning and Development Research Foundation, Inc. (PLANADES) jointly sponsor the training program.

PLANNING NEWS

26 Complete Special Course on Long Range Forecasting

A total of twenty-six participants completed a 3-day seminar-workshop on "Long Range Forecasting and Future Studies" sponsored by the U.P. Institute of Environmental Planning and the U.P. Planning and Development Research Foundation, Inc. (U.P. PLANADES). It was held from 6 to 9 p.m. on February 3, 4 and 5 at the U.P. Asian Institute of Tourism.

The intensive course was designed primarily as an introduction for people new in the field; likewise, it was intended to serve as an update for others on new state-of-the-art techniques of long-range forecasting and future studies. Its objectives were: 1) to depict the Alternative Future Approach as a practical working concept for decision-making and planning; 2) to describe/develop sources of valid information about the future and the methods for assessing the impacts of future change; 3) to elicit participants' insights on various future-related problems to let them gain a sense of perspective in identifying and evaluating changes in society which contribute to progress, and those which bring new problems; 4) to identify a variety of specific technological, economic, social and political trends and devel-

opments that will affect individuals and organizations during the 1980s and 1990s; and 5) to present some ideas on useful ways of thinking about the future.

At the end of the course, participants were expected to learn and develop futuristic research and decision-making skills.

Dr. Bernardino Perez, ILO consultant, conducted the seminar-workshop with the assistance of IEP faculty and staff. Professor Lita S. Velmonte was the faculty coordinator.

The following is a list of participants who successfully completed the course: Ma. Regina Ahorno, Leona Ang, Violeta Arsagon, Froilan Bacuñgan, Victorino Bala, Ed Bautista, Edgardo Desayla, Clarita Dumapat, Renita Fernandez, Rufino Garcia, Zinnia Godinez, Froilan Hong, Theron Lacson, Felino Lansingan, Vic Mariano, Cecilia Medel, Meyra Mendoza, Romeo Obedoza, Lourdes Oracion, Veronica Papa, Belen Ponserada, Aida Saber, Stephen Sarino, Isidro Sobrecary, Erlinda Tuliao and Augusto Valiente.

The seminar-workshop was one of the numerous activities the Institute has put up as its contribution to the U.P. Diamond Jubilee celebration.

From IEP to SURP

The Board of Regents' 961st meeting held on 28 July 1983 approved the change of the official name of the Institute to School of Urban and Regional Planning. This is in line with the Suggested Guidelines for the Nomenclature of Academic Units in the U.P. System.

First named Institute of Planning at its inception in 1965 the word "Environmental" was later inserted to denote the physical planning focus of its curricular offerings. The new title describes precisely the major concern of this institution since it offers graduate studies leading to the degrees of M.A. and Ph.D. in Urban and Regional Planning.

About the Contributors

DOLORES A. ENDRIGA is Associate Professor of the School of Urban and Regional Planning, University of the Philippines. She has master's degrees in Sociology from the University of the Philippines and in Regional Planning from Cornell University. Prof. Endriga has an extensive research experience and specializes in Sociology, Psychology and Regional Planning.

APOLO C. JUCABAN is project director of the Metro Manila Financing and Delivery of Services Project (MMETROFINDS). He obtained the degrees of Bachelor of Arts in English and Bachelor of Science in Geology, Master in Environmental Planning all from the University of the Philippines. He has a Post graduate course in ground-water resource planning and development in Hebrew University, Israel. He specializes on Urban and Regional Planning, Physical Planning, Water Resources Development and Hydrogeology and Urban and Municipal Services Planning.

JAIME U. NIERRAS is Assistant Professor of the School of Urban and Regional Planning. He has B.S. Architecture degree from the University of the Philippines and two Master's degrees in Planning: Urban Planning from Michigan State University and Urban Transportation Planning from the University of British Columbia. His specialization include Architecture, Transportation Planning, Housing and Urban Design.

ASTEYA M. SANTIAGO is at present Professor at the School of Urban and Regional Planning. She obtained her Law Degree (Cum laude) from the University of the Philippines. She has a master's degree in Town and Country Planning from the University of Sydney under a Colombo Plan Fellowship. She specializes on Planning Law, Town and Country Planning and Government Management.

Subscribe to the

PHILIPPINE PLANNING JOURNAL

(The only semi-annual journal of Philippine planners)

Issues still available:

V.1	No. 1	October 1969	*Maiden Issues
	No. 2	April 1970	*Education for Planning (out of print)
V.2	No. 1	October 1970	*Papers presented at the MAN AND HIS ENVIRONMENT Seminar-Conference, Manila, 1969
	No. 2	April 1971	*Land Use/Urban Development Issues
V.3	No. 1	October 1971	*Planning Law and Administration
	No. 2	April 1972	*Physical Planning of the Manila Bay Region
V.4	No. 1	October 1972	*Planning Perspectives
	No. 2	April 1973) *Planning and the Poverty Problem
V.5	No. 1	October 1973)
	No. 2	April 1974) (triple issue)
V.6	No. 1	October 1974	*Population, Public Policy and Social Development
	No. 2	April 1975	*Graduate Education for Planners in the Philippines
V.7	No. 1	October 1975	*Human Settlements
	No. 2	April 1976	*Partnership in Development
V.8	No. 1	October 1976	*Planning and the Water Cycle: Open Seas to Urban Pipelines
	No. 2	April 1977	*The Many Faces of Development
V.9	No. 1	October 1977	*Towards Rural Development
	No. 2	April 1978) *Urban Design
V.10	No. 1	October 1978) (double issue)
	No. 2	April 1979	*Metro Manila Transport and Traffic
V.11	No. 1	October 1979	*Basic Needs
	No. 2	April 1980	*Implementation
V.12	No. 1	October 1980	*Urban Expansion (in press)
	No. 2	April 1981	*Local Planning
V.13	No. 1	October 1981	*Metro Cebu Land Use and Transportation Study
	No. 2	April 1982	*Techniques of Analysis for Spatial Planning
V.14	No. 1	October 1982	*Land Studies (in press)

Advisory Council

Chairman: EDGARDO J. ANGARA

Members

LUIS MA. ARANETA	MANUEL S. ALBA
RAUL P. DE GUZMAN	SIXTO K. ROXAS
MARINO M. MENA	ANTONIO VARIAS

Administration

LEANDRO A. VILORIA, A.B. (Pol. Sc.), M.P.A., M.A. (Community and Regional Planning), D.P.A., Dean

ASTEYA M. SANTIAGO, L.I.B. (Cum Laude), M.T.C.P., Certificate in Government Management, *Secretary and Director of Graduate Studies*

DOLORES A. ENDRIGA, A.B. (Psych.), M.A. (Socio), M.R.P., *Director of Research and Publications*

JAIME U. NIERRAS, B.S. (Arch.), M.S. (Urban Planning), M.S. (Transportation Planning), *Director of Training*

NICOLAS R. CUEVO, B.S. (Commerce), L.I.B., Administrative Officer

Faculty

LENA P. BUENVENIDA, B.S.E., M.E.P., Certificate in Comprehensive Regional Development, <i>Assistant Professor</i>	ZENAIDA A. MANALO, A.B. (Econ.), M.A. (Econ.), Spl. Program in Urban and Regional Studies (SPURS), <i>Assistant Professor</i>
ALEX Q. CABANILLA, A.B. (Pol. Sc.), Dip. in Integrated Surveys, M.U.R.P., <i>Instructor</i>	CESAR O. MARQUEZ, B.S. (Arch.), Dip. in Urban Planning, <i>Assistant Professor</i>
PRIMITIVO C. CAL, B.S.C.E., M.Eng. (Transportation Engineering), Ph.D. (Transportation Planning), <i>Associate Professor</i>	JAIME U. NIERRAS, B.S. (Arch.), M.S. (Urban Planning), M.S. (Transportation Planning), <i>Assistant Professor</i>
GERARDO S. CALABIA, B.S. (Agriculture), M.S. (Community and Regional Planning), <i>Professor</i>	ASTEYA M. SANTIAGO, L.I.B. (Cum Laude), M.T.C.P., Certificate in Government Management, <i>Professor</i>
BENJAMIN V. CARIÑO, B.A. (P.A.), M.A. (Pol. Sc.), Ph.D. (Pol. Sc.), <i>Professor</i>	ERNESTO M. SEROTE, A.B. (English), Dip. in Integrated Surveys, M.U.R.P., <i>Assistant Professor</i>
DOLORES A. ENDRIGA, A.B. (Psych.), M.A. (Socio.), M.R.P., <i>Associate Professor</i>	FEDERICO B. SILAO, A.B. (Pol. Sc.), M.P.A., <i>Professor</i>
YOLANDA M. EXCONDE, B.S.B.A., Dip. in Comprehensive Regional Planning, <i>Assistant Professor</i>	CYNTHIA D. TURIÑGAN, B.A. (P.A.), Dip. in Comprehensive Regional Planning, <i>Associate Professor</i>
TITO C. FIRMALINO, B.S.E., M.P.A., M.A. (Community and Regional Planning), <i>Professor</i>	JOSE R. VALDECAÑAS, B.S. (C.E.), M.T.C.P., <i>Associate Professor</i>
ROSARIO D. JIMENEZ, A.B. (History), Dip. in Comprehensive Regional Planning, <i>Assistant Professor</i>	LITA S. VELMONTE, B.S. (Social Work), Dip. in Urban Studies, <i>Associate Professor</i>
ROQUE A. MAGNO, B.S. (G.E.), M.T.C.P., <i>Associate Professor</i>	

LEANDRO A. VILORIA, A.B. (Pol. Sc.), M.P.A., M.A. (Community and Regional Planning), D.P.A., *Professor*

Research Staff

DELIA R. ALCALDE, A.B. (Sociology), <i>Researcher</i>	VICTORIA A. EUGENIO, B.S. (Architecture), <i>Research Associate/ Affiliate Lecturer</i>
CYNTHIA M. ALVAREZ, A.B. (Humanities), <i>Research Associate</i>	CARMELITA R.E.U. LIWAG, A.B. (Political Sc.), <i>Research Assistant</i>
NOEL DE LOS TRINOS, A.B. (Political Sc.), L.I.B., <i>Research Assistant</i>	EMILY M. MATEO, B.S. (Foreign Service), <i>Research Associate</i>

Training Staff

ATHENA F. AZARCON, B.S. (Business Administration), M.U.R.P., *Training Associate*

NATIVIDAD P. REYES, B.S.E., Dip. in Urban Studies, *Training Specialist*

Lecturer

WILFRIDO C. PALARCA, A.B. (Sociology-Anthropology), M.E.P.