

## CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS IN THE PHILIPPINES

by

FRANCISCO V. NAZARET\* AND FELISA R. BARRETTO\*\*

In statistical conferences or meetings, both international or local, the most talked about subject in population today is the urban and rural population distribution.

In formulating governmental economic and social policies or in attempting to expand the activities of public and private enterprises, the urban and rural segments of the population to be served should be distinguished.

### Uses of Urban-Rural Statistics

Statistics on urban and rural population has a variety of important uses. The needs of the people, like food, clothing, shelter, education, health and other social and cultural facilities, cannot be measured intelligently without regard to the degree of urbanization of the country in question. The process of urbanization cannot be divorced from the social and economic development of a country. It is, therefore, very necessary that the precise inter-relationship of urbanization with that of a country's social and economic development be thoroughly understood before any studies can be made or measures be adopted.

The Philippines is, as a country, young, and starting to learn the real significance of urbanization. As a valuable guide, therefore, in planning one's economic and social development, a thorough study of the process of urbanization of another country should be made. We should then relate the results of such a study with the indices that reflect the progress of that

---

\*Chief, Demographic Division, Bureau of the Census and Statistics.

\*\*Chief, Planning Division, Bureau of the Census and Statistics.

other country's industrial development in terms of increase in production, trade and national income; indices of social and political changes; and demographic trends like population growth, family characteristics, mobility of the population, age structure, size and composition of the economically active population.

However, to be most conclusive in such studies, it is essential that statistics on urban and rural population be as closely comparable as possible. The comparability depends on the concepts used in the definition of urban and rural area in one's country.

### **Studies and Findings on Urban-Rural Concepts and Definitions**

There are several schools of thought regarding urban and rural classification. To the sociologist, a person's residence in an urban or rural area is his most distinguishing characteristic. Whether one lives in the city or in a country, there is a great contrast in what he does and the conditions of life under which he lives. The outstanding characteristics of the rural area are the prevalence of the agricultural occupation, low density of population, small population aggregates or communities, and the high degree of ethnic and cultural homogeneity. The inhabitants of the urban area, on the other hand, have placed a thick shield of man-made culture or environment between themselves and their natural surroundings.

From the demographer's point of view, sizeable differences between the urban and rural population can be found with respect to the age distribution, sex composition, income and economic resources, morbidity, mortality and the rate of reproduction.

Concepts and definitions of "urban" and "rural" areas differ radically from one country to another. In some countries, the minor civil divisions, which are the smallest units in the administrative network of the country, are the basis for the

## CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS IN THE PHILIPPINES

classification. In others, it is the size of localities, irrespective of their administrative boundaries.

In countries which classify administrative units into urban and rural areas, a wide variation in the criterion is used. The line drawn between the two is therefore arbitrary. In countries where definitions are based on certain sizes of localities, large variations also exist. In Denmark, for instance, urban status may be granted to places with as few as 250 inhabitants, while in Korea, the lower limit is 40,000 persons. In Northern Ireland and Bulgaria, "urban" means places with urban status, regardless of size; in Israel, it refers to predominantly non-agriculture centres; and in Malta, "urban" places are the "built-up" areas devoid of agriculture land.

The United Nation's Office conducted a study of 51 countries which have specific and detailed information on urban area.<sup>1</sup> Although there are great differences among the definitions of urban areas, five main concepts, one or more of which are utilized in each definition, were established. There are: (1) administrative area; (2) population size; (3) local government area; (4) urban characteristics, and (5) predominant activity area.

**Administrative Area.** This concept identifies areas either as entirely the administrative division of the territory itself, like cities and municipalities, or as a specific part of such cities and municipalities serving as the administrative centres. This is based primarily on historical or political considerations and therefore often unsuccessful in reflecting the changing pattern of urbanization of the country. For example, certain areas originally classified as administrative centres are still classified as urban although they have declined in size and significance.

<sup>1</sup> Handbook of Population Census Methods, Volume III, *Demographic and Social Characteristics of the Population*, United Nations, New York, 1959.

**Population Size.** This concept identifies areas by a specified minimum number of inhabitants or a specified minimum number of persons by unit of area, which sometimes include the suburban parts of major agglomerations or the densely populated zones around cities and towns. This concept is very flexible and hence may present a truer picture of the development of urban area.

**Local Government Area.** With this type of concept, areas are identified through some form of local government possessions. Places locally established as towns can be found mostly in countries where the government is decentralized to a certain extent. The emphasis is usually laid on local government rather than on the identity with regard to the administrative division of the national territory. This type of concept furnishes a very convenient basis for identifying urban area. However, like the administrative area concept, this often fails to reflect the changing pattern of urbanization.

**Urban Characteristics.** Areas are identified by the presence of certain institutional services which go hand in hand with urban life, such as established street patterns, contiguously aligned buildings, and one or more of such public services as sewerage, church, police station, hospital, market facilities, educational institutions, court of law, local means of transportation, and electric lighting. The difficulty in the application of this concept is that in some regions, some or all such services have been extended far into the rural areas. In other regions, on the other hand, many of these services are lacking even in centres of population.

**Predominant Economic Activity.** This concept identifies areas by their economic activities. The specified proportion of the economically active population is two thirds or over 50 per cent engaged in non-agricultural activities, such as industry, commerce or transportation. This concept is also flexible and appears in most industrialized countries.

## CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS IN THE PHILIPPINES

From such a study, it cannot be possible for us to ascertain the exact concept used by each country. In some cases, for instance, the designation as urban of certain administrative areas, local government areas, or clusters with specified minimum population, has apparently been based on the assumptions that such places are bound to possess certain urban characteristics or to have the majority of their population engaged in non-agricultural activities. It would appear, therefore, that in such cases the actual concept employed is not what is formally stated. There are some areas which are a combination of these stated. There are some areas which are a combination of these means that each area must meet the requirements of each of the concepts in order to be considered as urban. However, there are countries which designate areas as urban if they meet the requirements of only one of the two or more concepts used. As a result several different types of urban areas within a single country exist.

The following table shows the numbers of countries in each region of the world using one urban-rural concept or combination of concepts as observed by the United Nations Office.

Urban-Rural Concept	Total	Africa	America	Asia	Europe	Oceania
(1)	8	1	7			
(2)	9		5		4	
(3)	2			1	1	
(1) + (2)	8			1	7	
(1) + (3)	6			2	4	
(1) + (4)	3		3			
(2) + (3)	2		1	1		
(2) + (4)	4	1	3			
(1) + (2) + (3)	5	1		2		2
(1) + (2) + (5)	1				1	
(2) + (3) + (4)	2			1	1	
(1) + (2) + (4) + (5)	1		1			

Source: Handbook of Population Census Methods, Volume III, *Studies in Methods*, p. 62, United Nations, New York 1959.

In the above table, concept 1 (administrative area) is the method most widely used in the American region, followed by concept 2 (population size).

The combination of concept 1 and 2 (administrative area and population size) is common among countries in the European region like Austria, Belgium, Germany, Spain, Switzerland, Netherlands and Czechoslovakia.

Of the countries in Asia being covered by this study, the combination of concept 1 and 3 (administrative area and local government area) and concepts 1, 2 and 3 (administrative area, population size and local government area) are most prevailing. It is further noted that one country in the Asian region adopted a single concept in its definition of urban area, that concept based on "local government area."

### **Concepts and Definitions Used in the Philippines**

The administrative organization of the Philippines consists of the provinces, which are divided into cities and municipalities or towns. Each city and town has one administrative centre. In a city it is called the "central district" and in case of a town, the "poblacion". In these centres are located the municipal building, churches, schools, market places and other symbols of localized community life. Aside from the central districts or poblaciones are the city districts in cities and the barrios in towns.

As the population of the country grows, there is also an increase in the number of areas which are too small to qualify as separate administrative units. The number of such places is, of course, affected by changing practices regarding creation of these areas which formerly were not distinct. There are instances where the government has to merge one area with another or create another area from a formerly distinct administrative unit.

The trend, however, is clearly one that shows an increasing number of population centers.

## CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS IN THE PHILIPPINES

Table 1 shows that in 1960 there were 32 cities and 1,322 municipalities compared with 21 cities and 1,181 towns in 1948. The administrative centres (central districts and poblaciones) in 1960 showed an increase of 13 per cent over the year 1948. Southwestern Mindanao, which is composed of the provinces of Cotabato, Davao, Sulu, Zamboanga del Norte and Zamboanga del Sur showed a tremendous increase, 114%, in these centres. This region was followed by Cagayan Valley, 27% and Bicol, 24%.

The main problem that confronts statisticians today in the Philippines is the adoption of a definite urban-rural area definition which could give a truer picture of an urban area.

There are today three existing definitions on urban and rural areas in this country.

The 1948 census differentiated urban areas as to include all administrative centres of the chartered cities and provincial capitals (central districts) and municipalities (poblaciones). Many of these central districts and poblaciones were quite small and they possessed more of the rural characteristics than the urban which represents Philippine rural life.

The census definition of "urban area" was expanded as used in the survey of households to cover the entire areas of chartered cities and municipalities designated as provincial capitals, Metropolitan Manila (which includes Manila proper, Quezon City, Pasay City, Caloocan City and the municipalities of San Juan, Mandaluyong, Makati and Parañaque) and all other poblaciones. Although majority of these cities and capitals appear to be largely urban in the strict sense of the word (for example, Pasig with a population of 62,130 and a spread in land area of 12.5 square kilometers in 1960), others cover large areas with a population living in quite rural conditions (example of which is Basco, the capital of Batanes).

The Office of Statistical Coordination and Standards (OSCAS) of the National Economic Council, the agency in-charge of establishing standard definitions for use by entities

engaged in statistical operations in the Philipines came up with a standard definition of urban and rural areas<sup>2</sup> which they believe conforms as closely as possible to the essential concepts used in the 1939 and 1948 censuses and in the survey of households.

This definition is based on the minimum residential density rule and conforms with concept 2 (population size) of the United Nations. The urban places in this definition include: (1) the whole area of the cities, provincial capitals, and municipalities having a population density of 1,000 persons per square kilometers; (2) all poblaciones, regardless of size, and barrios of at least 2,500 inhabitants, if the cities, provincial capitals and municipalities have a population density of 500 per square kilometers; (3) poblaciones and any barrios with at least 5,000 population if the cities, provincial capitals and municipalities have a population of at least 20,000 persons; and (4) all other poblaciones having a population of at least 2,500 persons.

The rural areas are those that do not fall under the above classification.

It had been felt by the United Nations experts that the urban definition used in the survey of households exaggerates the size of the truly urban areas in the Philippines. The question now presented is whether this new OSCAS urban area definition will show a more realistic urban picture of the country and will be comparable with other countries.

Table 2 shows a comparative study of urban population based on the three existing definitions. The survey definition showed a degree of urbanization of 34.5 per cent as compared to the OSCAS and the census definitions which are 30.0 and 22.2 per cent respectively in 1960.

---

<sup>1</sup> Basic communication of the Acting Director, OSCAS, N.E.C. to the Director, Bureau of the Census and Statistics, Manila, dated March 19, 1963.

## CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS IN THE PHILIPPINES

By the three definitions, the Philippines is largely a rural nation. The OSCAS definition showed that the Southern Luzon region is the most urbanized area with 47.6 per cent urbanization followed by Western Visayas and Central Luzon regions with 32.0 and 24.7 per cent respectively. The least urbanized region is Cagayan Valley with 14.6 per cent.

By census definition the trend was different. It showed that Northeastern Mindanao region was the most urbanized with 21.4 per cent followed by Bicol Region 19.7 per cent and Ilocos and Mountain Province Region 19.7 per cent. The least urbanized region was shown in Central Luzon with 15.2 per cent.

Several significant observations were made under the OSCAS definition.

Table 3 reveals that out of 1,355 administrative centers in 1960, 715 were classified as urban and 640 or 47.3 per cent as rural areas. There were 107 (Table 1) municipal districts, throughout the Philippines and 18 of the administrative centers or poblaciones were classified as urban areas. This situation posed a question as to whether the 18 poblaciones of the said municipal district could be more urbanized than those administrative centers of the regular municipalities which fall under the "rural area" classification.

It has been revealed by the same definition that one provincial capital (Basco, Batanes) and two cities (Tagaytay and Trece Martires, both of Cavite) fall under the rural area classification.

A comparison of all poblaciones included under categories 2 and 3, with those poblaciones not classified as urban, will reveal further that there are areas under the two categories which have a population very much below some areas not classified as urban.

It has been observed that under category 2, several poblaciones have a population of less than 1,000 persons. Examples are the administrative centres of the following areas:

<b>Area</b>	<b>Population</b>
Sto. Tomas, Pangasinan	573
Ramain, Lanao del Sur	796
Cainta, Rizal	947

The same observation can be found in category 3. Examples of these poblaciones with less than 1,000 population are :

<b>Area</b>	<b>Population</b>
Molave, Zamboanga del Sur	520
Batac, Ilocos Norte	614
Echague, Isabela	669
Daram, Samar	737
Abuyog, Leyte	772
Candaba, Pampanga	805
Buenavista, Iloilo	926

Under both categories, there are quite a number of poblaciones with a population less than 2,500 persons which is the lower limit set under category 4.

With regard to poblaciones classified as rural, there are several of these which registered a population ranging from 1,100 to population less than 2,500. Of the nine provinces examined, 54% of the poblaciones which has a population of more than 1,100 persons but less than 2,500, the minimum requirement for category 4, do not fall under the urban classification.

These observations lead us to think that there might be many areas with more urban characteristics which were left out than those included under category 2 and 3. There might be also places that properly belong to the rural classification but fall under categories 2 and 3, thus making them urban.

#### **Conclusion :**

It was stated in advance that urbanization is a useful yardstick that measures the progress of social and economic condi-

## CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS IN THE PHILIPPINES

tions at a particular time. The OSCAS definition is a new approach to our problem of rural-urban classification. However, it can still stand further improvements.

It is our opinion that the definition they have presented which classifies an area by the density rule and minimum population size, irrespective of area, is inadequate because there are places where inhabitants live under essentially urban condition but would not be classified as such. From the above observation then, the definition used turns out to be unsatisfactory because of so many administrative centres (poblaciones) in the towns which contain no urban population. However, the OSCAS' definition among the three existing definitions may be the nearest approach to a realistic picture of urban and rural area and with some improvements to cover up its deficiencies would be a good definition for national use.

The views and observations expressed in this paper are all ours and do not necessarily represent the views and observations of the office we come from.

TABLE 1  
NUMBER OF CITIES, MUNICIPALITIES AND BARRIOS BY PROVINCE AND REGION:  
1960 AND 1948

Region and Provinces	1 9 6 0				1 9 4 8			
	Cities	Municipalities		Barrios	Cities	Municipalities		Barrios
		Regular	District			Regular	District	
PHILIPPINES	<u>32</u>	<u>1,215</u>	<u>107</u>	<u>25,997</u>	<u>21</u>	<u>983</u>	<u>198</u>	<u>16,954</u>
Region 0 — Manila Area	1	—	—	—	1	—	—	—
Metropolitan Manila	1	—	—	—	1	—	—	—
Region I — Ilocos and Mountain Province	<u>1</u>	<u>88</u>	<u>55</u>	<u>2,169</u>	<u>1</u>	<u>81</u>	<u>68</u>	<u>1,725</u>
Abra	—	19	8	244	—	18	19	189
Ilocos Norte	—	19	3	388	—	18	3	306
Ilocos Sur	—	27	7	649	—	28	6	514
La Union	—	18	2	466	—	17	3	409
Mountain Province	1	5	35	422	1	—	37	307
Region II — Cagayan Valley	—	<u>73</u>	<u>3</u>	<u>1,474</u>	—	<u>56</u>	<u>7</u>	<u>856</u>
Bataanes	—	6	—	22	—	6	—	9
Cagayan	—	27	1	598	—	25	1	387
Isabela	—	28	—	727	—	19	1	394
Nueva Vizcaya	—	12	2	127	—	6	5	66
Region III — Central Luzon	<u>2</u>	<u>164</u>	—	<u>3,118</u>	<u>1</u>	<u>160</u>	—	<u>2,326</u>
Bataan	—	12	—	143	—	12	—	45
Bulacan	—	24	—	443	—	24	—	374
Nueva Ecija	1	30	—	531	—	28	—	371
Pampanga	—	22	—	443	—	21	—	371
Pangasinan	1	45	—	1,007	1	45	—	741
Tarlac	—	17	—	396	—	17	—	310
Zambales	—	14	—	155	—	13	—	114

TABLE 1 (Continued)

CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS  
IN THE PHILIPPINES

Region and Provinces	1 9 6 0			1 9 4 8				
	Cities	Municipalities		Barrios	Cities	Municipalities		
		Regular	District			Regular	District	Barrios
Region IV — Southern Luzon	8	185	5	3,608	6	165	3	2,170
Batangas	1	29	—	714	1	25	—	254
Cavite	3	19	—	242	2	19	—	183
Laguna	1	29	—	508	1	28	—	380
Marinduque	—	6	—	195	—	6	—	153
Mindoro Occidental	—	8	—	104	—	—	—	—
Mindoro Oriental	—	13	—	251	—	17	—	100
Palawan	—	16	—	260	—	9	3	127
Quezon	1	38	5	1,024	—	34	—	720
Rizal	2	27	—	310	2	27	—	253
Region V — Bicol	2	109	—	2,584	2	88	—	1,533
Albay	1	16	—	544	1	15	—	290
Camarines Norte	—	10	—	215	—	10	—	152
Camarines Sur	1	35	—	844	1	31	—	500
Catanduanes	—	11	—	204	—	8	—	136
Masbate	—	21	—	398	—	8	—	156
Sorsogon	—	16	—	379	—	16	—	299
Region VI — Western Visayas	5	160	—	3,952	3	147	1	3,284
Aklan	—	17	—	301	—	—	—	—
Antique	—	16	—	521	—	13	—	361
Capiz	1	16	—	411	—	31	—	630
Iloilo	—	42	—	1,501	1	40	—	1,452
Negros Occidental	2	28	—	404	1	26	—	273
Negros Oriental	1	29	—	529	1	25	1	425
Romblon	—	12	—	185	1	12	—	143

TABLE 1 (Continued)

Region and Provinces	1 9 6 0				1 9 4 8			
	Cities	Municipalities		Barrios	Cities	Municipalities		Barrios
		Regular	District			Regular	District	
<b>Region VII — Eastern Visayas</b>	<b>4</b>	<b>215</b>	<b>4</b>	<b>4,207</b>	<b>3</b>	<b>181</b>	<b>5</b>	<b>3,205</b>
Bohol	—	42	—	893	—	37	—	623
Cebu	1	52	—	1,036	1	51	—	907
Leyte )								
Southern Leyte )	2	64	—	1,302	1	48	—	930
Samar	1	57	4	1,276	1	45	5	745
<b>Region VIII Southwestern Mindanao</b>	<b>4</b>	<b>118</b>	<b>1</b>	<b>2,684</b>	<b>3</b>	<b>40</b>	<b>21</b>	<b>981</b>
Cotabato	1	31	—	852	—	13	—	505
Davao	1	30	—	615	1	16	—	169
Sulu	1	21	1	328	—	1	21	245
Zamboanga del Norte	—	15	—	207)	2	10	—	62
Zamboanga del Sur	2	21	—	682)				
<b>Region IX — Northeastern Mindanao</b>	<b>5</b>	<b>103</b>	<b>39</b>	<b>2,201</b>	<b>1</b>	<b>65</b>	<b>93</b>	<b>874</b>
Agusan	1	10	7	250	—	6	53	117
Bukidnon	—	11	1	198	—	4	7	85
Lanao del Norte	1	12	5	279)	—	7	30	270
Lanao del Sur	1	1	25	498)				
Misamis Occidental	1	13	1	310	1	11	—	111
Misamis Oriental	1	23	—	296	—	17	3	135
Surigao del Norte )								
Surigao del Sur )	—	33	—	370	—	20	—	156

Sources: Census of the Philippines 1960, *Reported by Provinces*, Volume 1, Bureau of the Census and Statistics, Manila.

Summary and General Report, *1948 Census of Population and Agriculture*, Volume III, Bureau of the Census and Statistics, Manila.

TABLE 2  
DEGREE OF URBANIZATION BASED ON THREE DEFINITION OF URBAN AREAS  
IN THE PHILIPPINES: 1960

Region and Province	Totals/ Population (Census 1960)	OSCAS		Census		Survey	
		Urban Population	Urban Percentage	Urban Population	Urban Percentage	Urban Population	Urban Percentage
PHILIPPINES	27,087,685	8,127,712	30.01	6,006,123	22.17	9,351,580	34.52
Region 0 — Manila Area	1,138,611	1,138,611	100.00	1,138,611	100.00	1,138,611	100.00
Metropolitan Manila	1,138,611	1,138,611	100.00	1,138,611	100.00	1,138,611	100.00
Region I — Ilocos and Mountain Province	1,469,753	239,719	16.31	290,048	19.73	412,053	28.04
Abra	115,193	7,602	6.60	28,005	24.31	33,771	34.53
Ilocos Norte	287,333	54,341	18.91	65,813	22.90	90,906	31.64
Ilocos Sur	338,058	56,694	16.77	62,760	18.56	78,252	23.15
La Union	293,330	20,613	7.03	38,390	13.09	71,799	24.48
Mountain Province	435,839	100,469	23.05	95,080	21.82	131,325	30.13
Region II — Cagayan Valley	1,035,750	151,103	14.59	191,346	18.47	282,239	27.25
Batanes	10,309	—	—	5,039	48.87	7,103	67.90
Cagayan	445,289	54,207	12.17	70,575	15.85	103,152	23.17
Isabela	442,062	54,072	12.23	65,556	14.83	112,621	25.48
Nueva Vizcaya	138,090	42,824	31.01	50,176	36.34	59,363	42.99
Region III — Central Luzon	3,690,996	911,920	24.71	560,230	15.18	908,225	24.61
Bataan	145,323	23,581	16.23	34,993	24.08	51,670	35.56
Pulacan	555,819	173,997	31.30	52,441	9.43	99,169	17.84
Nueva Ecija	608,362	150,295	24.70	152,867	25.13	199,826	32.85
Pampanga	617,259	208,764	33.82	51,256	8.30	104,844	16.99
Pangasinan	1,124,144	203,280	18.08	167,654	14.91	244,862	21.78
Tarlac	426,647	79,909	18.73	54,468	12.77	150,989	35.39
Zambales	213,442	72,094	33.78	46,551	21.81	56,865	26.64

TABLE 2 (Continued)

Region and Province	Totals/ Population (Census 1960)	OSCAS		Census		Survey	
		Urban Population	Urban Percentage	Urban Population	Urban Percentage	Urban Population	Urban Percentage
Region IV — Southern Luzon	4,231,973	2,013,508	47.58	846,989	20.01	2,156,437	50.96
Batangas	681,414	84,721	12.43	105,307	15.45	230,267	33.79
Cavite	378,138	180,110	47.63	78,088	20.65	134,418	35.55
Laguna	472,064	187,029	39.61	147,530	31.25	215,822	45.72
Marinduque	114,586	8,704	7.60	14,917	13.02	37,695	32.90
Mindoro Occidental	84,316	10,259	12.17	16,379	19.43	19,682	23.34
Mindoro Oriental	228,998	25,863	11.29	35,712	15.59	64,592	28.21
Palawan	162,669	19,914	12.24	31,521	19.38	47,095	27.95
Quezon	653,426	162,551	24.88	177,738	27.20	202,047	30.92
Rizal	1,456,362	1,334,357	91.62	239,797	16.47	1,204,819	82.73
Region V — Bicol	2,362,707	510,185	21.59	466,133	19.73	629,298	26.63
Albay	514,980	91,505	17.77	86,164	16.73	124,870	24.25
Camarines Norte	188,091	56,323	29.94	51,315	27.28	67,023	35.63
Camarines Sur	819,565	204,097	24.90	146,299	17.85	188,251	22.97
Catanduanes	156,329	35,010	22.40	40,238	25.74	65,512	41.91
Masbate	235,971	45,606	13.57	63,597	18.93	83,563	24.87
Sorsogon	347,771	77,644	22.33	78,520	22.58	100,079	28.78
Region VI — Western Visayas	3,807,724	1,219,980	32.04	706,139	18.54	973,931	25.58
Aklan	226,232	8,306	3.67	26,368	11.66	41,646	18.41
Antique	238,405	17,409	7.30	31,518	13.22	42,278	17.73
Capiz	315,079	26,672	8.47	44,777	14.21	79,936	25.37
Iloilo	966,266	237,122	24.54	170,302	17.62	264,919	27.42
Negros Occidental	1,332,823	761,603	57.16	331,084	24.85	404,942	30.39
Negros Oriental	597,761	163,117	27.29	87,153	14.58	111,907	18.72
Romblon	131,658	5,751	4.37	14,937	11.35	28,303	21.50

TABLE 2 (Continued)

Region and Province	Totals/ Population (Census 1960)	OSCAS		Census		Survey	
		Urban Population	Urban Percentage	Urban Population	Urban Percentage	Urban Population	Urban Percentage
Region VII — Eastern Visayas	3,966,007	859,043	21.66	775,781	19.56	1,078,958	27.21
Bohol	592,194	25,359	4.28	65,558	11.41	80,602	29.64
Cebu	1,332,847	417,404	31.32	233,941	17.55	395,009	29.64
Southern Leyte )	1,172,972	266,985	19.35	253,098	21.58	324,062	27.63
Leyte )							
Samar	867,994	149,295	17.20	221,184	25.48	279,285	32.18
Region VIII — Southwestern Mindanao	3,272,873	668,693	20.43	579,270	17.70	1,048,891	32.05
Cotabato	1,029,119	202,048	19.65	156,152	15.17	169,857	16.50
Davao	893,023	231,858	25.99	202,301	22.65	345,293	38.67
Sulu	326,898	62,543	19.10	40,312	12.33	70,107	21.45
Zamboanga del Norte	281,429	42,975	15.27	55,468	19.71	72,622	25.80
Zamboanga del Sur	742,404	129,269	16.07	125,037	16.84	391,012	52.67
Region IX — Northeastern Mindanao	2,111,291	414,950	19.65	451,576	21.39	722,937	34.24
Agusan	271,010	59,850	22.08	73,349	27.07	130,480	48.15
Bukidnon	194,368	24,096	12.40	28,678	14.75	53,576	27.55
Lanao del Norte	270,603	77,381	28.60	52,105	19.26	96,257	35.57
Lanao del Sur	378,327	91,634	24.22	59,136	15.63	78,398	20.72
Misamis Occidental	248,271	22,556	9.08	38,523	15.51	98,096	39.50
Misamis Oriental	388,615	71,139	18.31	100,092	25.76	144,659	37.22
Surigao	359,997	68,294	18.97	99,693	27.69	121,471	33.74

\*Census of the Philippines, 1960 Population and Housing, Summary, Volume II, Bureau of the Census and Statistics, Manila.

TABLE 3

NUMBER OF ADMINISTRATIVE CENTRES CLASSIFIED AS URBAN AREAS IN EACH CATEGORY ACCORDING TO OSCAS DEFINITIONS BY PROVINCE: 1960

Region and Province	Number of Administrative Centres	C a t e g o r y					Rural Areas
		Total	I	II	III	IV	
PHILIPPINES	1,355	715	31	55	362	367	640
Region 0 — Manila Area	1	1	1	—	—	—	—
Metropolitan Manila	1	1	1	—	—	—	—
Region I — Ilocos and Mountain Province	144	34	2	3	8	21	110
Abra	27	1	—	—	—	1	26
Ilocos Norte	22	9	—	1	2	6	13
Ilocos Sur	34	11	1	1	2	7	23
La Union	20	4	—	1	2	1	16
Mountain Province	41	9	1	—	2	6	32
Region II — Cagayan Valley	76	35	—	—	13	22	41
Bataanes	3	—	—	—	—	—	6
Cagayan	28	13	—	—	7	6	15
Isabela	28	14	—	—	5	9	14
Nueva Vizcaya	14	8	—	—	1	7	6
Region III — Central Luzon	166	108	3	21	52	32	58
Bataan	12	5	—	—	1	4	7
Bulacan	24	13	1	7	3	2	11
Nueva Ecija	31	25	—	—	11	14	6
Pampanga	22	16	1	6	9	—	6
Pangasinan	46	29	1	8	18	2	17
Tarlac	17	12	—	—	8	4	5
Zambales	14	8	—	—	2	6	6

TABLE 3 (Continued)

Region and Province	Number of Administrative Centres	C a t e g o r y					Rural Areas
		Total	I	II	III	IV	
Region IV — Southern Luzon	199	121	18	10	44	49	78
Batangas	30	15	—	1	10	4	15
Cavite	22	18	6	—	6	6	4
Laguna	31	21	—	5	3	13	10
Marinduque	6	2	—	—	2	—	4
Mindoro Occidental	8	3	—	—	1	2	5
Mindoro Oriental	13	7	—	—	5	2	6
Palawan	16	5	—	—	3	2	11
Quezon	44	24	—	1	10	13	20
Rizal	29	26	12	3	4	7	3
Region V — Bicol	111	74	—	4	43	27	37
Albay	17	13	—	—	10	3	4
Camarines Norte	10	7	—	—	3	4	3
Camarines Sur	36	23	—	4	14	5	13
Catanduanes	11	8	—	—	2	6	8
Masbate	21	11	—	—	6	5	10
Sorsogon	16	12	—	—	8	4	4
Region VI — Western Visayas	163	83	1	6	59	17	82
Aklan	17	2	—	—	2	—	15
Antique	16	5	—	—	3	2	11
Capiz	17	4	—	1	2	1	13
Iloilo	43	26	1	—	18	7	17
Negros Occidental	30	29	—	4	24	1	1
Negros Oriental	30	15	—	1	9	5	15
Romblon	12	2	—	—	1	1	10

CONCEPTS AND DEFINITIONS OF URBAN-RURAL AREAS  
IN THE PHILIPPINES

TABLE 3 (Continued)

Region and Province	Number of Administrative Centres	C a t e g o r y					Rural Areas
		Total	I	II	III	IV	
Region VII — Eastern Visayas	223	110	2	6	55	47	113
Bohol	42	9	—	1	7	1	33
Cebu	53	31	2	2	19	8	22
Leyte	66	35	—	1	19	15	31
Samar	62	35	—	2	10	23	27
Region VIII — Southwestern Mindanao	123	82	1	—	68	13	41
Cotabato	32	25	—	—	25	—	7
Davao	31	27	—	—	20	7	4
Sulu	22	9	1	—	5	3	13
Zamboanga del Norte	15	7	—	—	5	2	8
Zamboanga del Sur	23	14	—	—	13	1	9
Region IX — Northeastern Mindanao	147	67	3	5	20	39	80
Agusan	18	9	—	—	3	6	9
Bukidnon	12	7	—	—	3	4	5
Lanao del Norte	18	8	—	—	3	5	10
Lanao del Sur	27	11	3	5	1	2	16
Misamis Occidental	15	5	—	—	4	1	10
Misamis Oriental	24	12	—	—	3	9	12
Surigao	33	15	—	—	3	12	18