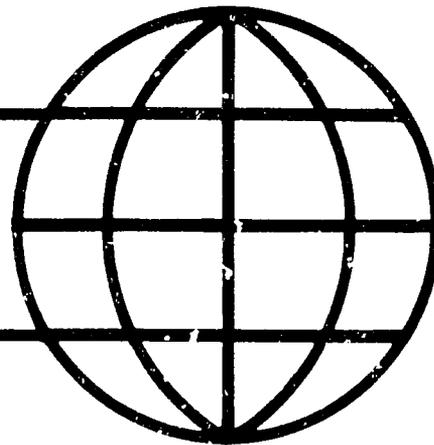


**COOPERATIVE AGREEMENT ON HUMAN SETTLEMENTS
AND NATURAL RESOURCE SYSTEMS ANALYSIS**

A REPORT ON THE DISSEMINATION OF THE
"URBAN FUNCTIONS IN RURAL DEVELOPMENT PROJECT"

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BACKGROUND

In a meeting last December 12, 1982, a consultant was requested by the Clark Area Development Project Team to do a report on the dissemination of the Urban Functions in Rural Development (UFRD) Project. Since the project was completed in 1978, little had been heard of it, especially outside the Bicol Region where it was conducted.

This report aims to pinpoint particular persons, agencies, offices and institutions who have in some way imparted the UFRD methodologies. Through these, the reach of the UFRD Project may be assessed and possible entry points for its replication identified.

EXECUTIVE SUMMARY

Purpose and Specific Objectives

The purpose of this investigation is to determine the extent to which the methodologies of the Urban Functions in Rural Development Project have been disseminated in the Philippines. Specifically, the consultant:

1. Interviewed those who were in the project staff and those who were in any way involved with the project, to find out to what extent they have applied, if at all, any of the UFRD spatial planning techniques in their present line of work and to determine if they have imparted this knowledge to others;
2. Compiled a bibliography of materials citing or applying the UFRD methodologies.

Summary of Findings

Interview responses indicated that the project report is being used as a reference by the academic and training programs of various colleges and institutes of the University of the Philippines, by the National Economic and Development Authority's Regional Development Staff (NEDA-RDS) and by the National Council on Integrated Area Development (NACIAD). It has been cited in a number of articles and research papers written by members of the project staff and has been included in some technical proposals for Ministry of Human Settlements projects as a methodology for the analysis of spatial structures. Moreover, the UFRD methodology is being replicated to a limited extent in the Development Mapping Project of the Palawan Integrated Area Development Planning Office (PIADPO), one of the Integrated Area Development (IAD) projects under the NACIAD.

Directions and Prospects

The government's orientation toward integrated regional planning presents good opportunities for the use of the UFRD approach. Much, however, depends on project proponents' appreciation of and attention to the spatial aspects of planning. The problems pointed out by those interviewed have already been mentioned in the project report; to name a few, the lack of technical expertise and the need for institutionalizing such a regional spatial planning approach. These problems are not insurmountable and interest in the UFRD approach is not lacking. Because of this it is likely that further dissemination will be effected.

SUMMARY OF THE INTERVIEWS

It is surprising that for a project as important as UFRD (the Bicol Project being the pilot IAD Project and the UFRD Project being the first study of its kind conducted in the Philippines) little was done by those directly involved with the project to spread information generated by the project among academic institutions and government agencies who would find such information useful. At least two of the research fellows interviewed did not even receive their copies of the final report and libraries of those institutions which offer regional planning courses never received copies of the report. However, the few who have made the effort to share this knowledge have done so through various means, both informally and formally. Interviews revealed that UFRD has diffused in the following ways:

1. Articles and reports citing the methodologies have been written by some of those involved in the project; namely, Manahan, Ocampo, Ragrario and Vilorio.¹ These are specifically on housing, transport and development planning techniques.
2. The UFRD Report has also found usefulness as reference material in some academic and training programs; listed below are these institutions:
 - a. UP Los Banos, College of Development Economics and Management--The UFRD Report is a required reading in courses on Agricultural Marketing and Agricultural Development.
 - b. UP Los Banos, Center for Policy and Development Studies--The UFRD Report is also a required reading for the Center's training program.

¹Complete bibliographic entries are listed in the bibliography.

- c. UP Institute of Environmental Planning--Professor Turingan includes the UFRD approach in her Regional Planning courses.
 - d. UP College of Architecture--Professor Manahan mentions the UFRD approach in his Town Planning and Housing courses.
 - e. UP College of Public Administration--There is a plan to strengthen the Master in Public Administration program, particularly the Local Government specialization by broadening its scope to include regional policy administration. There is also a move to merge the Urban Administration and the Rural Administration courses using the UFRD perspective.
 - f. NEDA Regional Development Staff--The UFRD methodology was included in the Regional Training programs conducted in 1979-80 on the use of the IAD approach in Regional Development Investment Program formulation.
3. The UFRD, furthermore, has been adopted as the methodology for analyzing the spatial structure of a region by several consulting firms in their technical proposals to various planning projects:
- a. The Market Infrastructure Development Project of the Ministry of Human Settlements--The IDEA Tech (Integrated Development in Engineering, Architecture and Agriculture) whose Vice-president for Agriculture is Romeo Huelgas, formerly one of the UFRD Senior Project Staff, is one of the consulting firms bidding for the project. Among the components of the project is the origin-destination survey of goods.
 - b. The Clark Air Base and Subic Naval Base Impact Area Project of the Development Projects Fund Secretariat (DPFS)²--Among the consulting firms³ are:
 - i. Angel Lazaro and Associates, Inc., UP Planning and Development Research Foundation, Inc. (PLANADES) and Philippine International Consultants, Inc. (UPIEP Dean Vilorio is PLANADES President.)
 - ii. TEAM-TEST-PARETC Associates
(UPIEP Professor Carino is PARETO President.)

²The DPFS (presently attached to the Ministry of Human Settlements) administers the Economic Support Fund which constitutes US Government rental of bases in the Philippines.

³This information is strictly confidential as the project has not been awarded as of this date. Inclusion of this information is only for purposes of this report.

Both firms adopt Rondinelli's approach in spatial analysis. The first spells out the three levels of settlements as the framework for an investment program. The second firm utilizes location quotient analysis, the manual scalogram to establish the hierarchy of settlements, and the analysis of homogenous areas to measure linkages.

- c. The Processing Villages Project (DPFS)--Essentially this project is premised on the policy of regional industrial dispersal as a key to equitable distribution of development. The processing village concept features grass roots entrepreneurial initiative and private sector investment incentives, emphasizes small enterprises and its formal or informal organization, the "laboratory" experimentation of new technologies, and the provision of facilities and services for client entrepreneurs.

The UPLB Development Foundation (Dr. Ramon Nasol is its Executive Director) and the IDEA Tech submitted technical proposals for the project, although these proposals were not made available to the consultant. Interviews with Dr. Nasol and Professor Huelgas, however, revealed the fact that both cited the UFRD in their description of the methodologies to be utilized.

- d. The Rural Service Center Project (Ministry of Local Government and Community Development)--Although the project makes use of the term "rural service center" (Rondinelli and Ruddle 1976), the project deals with the 22 chartered cities in the country and does not at all use any of the UFRD methodologies. According to Dr. Nasol, the Project Director, however, knows about the UFRD and has expressed interest in it.

4. Replication of the UFRD Approach--The Palawan office under the NACIAD is presently undertaking the Development Mapping Project. Among the tasks outlined are a Guttman scale at the municipal and provincial levels and isopleth mapping showing central places and satellites. The project plan has just recently been completed and the project team is only presently being organized and trained.

5. Other UFRD Impacts:

- a. During Junio Ragragio's consultancy at the NEDA Region IV Office, he introduced the UFRD methodologies which partly inspired the staff to conduct a hierarchy of municipalities in the entire region.

- b. Dr. Ramon Nasol has been informally disseminating the UFRD approach. His membership in the ASEAN Agro-Economics Association has gained him personal contact with government officials who have expressed interest in spatial planning (e.g., the Vice-Governor of Central Java who wants such a study conducted in his province). Through his consultancies in government agencies he has also been able to interest some local officials in the UFRD.
- c. Professor Manahan disclosed that ESCAP in Bandung, Indonesia has indicated interest in spatial analysis because of the renewed thrust in the development of medium-sized cities as a move to decongest primate cities.

PROSPECTS FOR THE UTILIZATION OF THE UFRD

The UFRD Project Report has identified organizational obstacles to effective spatial integration of sectoral developmental efforts. Those who were interviewed similarly stressed this lack of an institutional vehicle for spatial planning and analysis as a serious hindrance to integrated regional planning. At present, there is no common method for provincial or regional planning. The National Economic and Development Authority does socioeconomic planning at national and regional levels, while the Human Settlements Regulatory Commission (in coordination with the Ministry of Local Government and Community Development) does physical planning at the municipal/city level. The NACIAD, on the other hand is presently limited to depressed regions. Thus, the UFRD approach cannot easily be related to what the government does, as it is not part of the ongoing programs of government, except of course the BRBDP.

Moreover, there is a dire lack of technical expertise on spatial planning, as even the UFRD project had limited success in transmitting the technical know-how to the regular BRBDP staff. Few appreciate, much less understand the UFRD concept and its methodologies. There is then a need for "brokers" to translate the planner's jargon in which these studies are often written to commonly understandable language, and to spell out the findings of such studies

in terms of alternative courses of action: investment priorities and opportunities, specific projects and their location.

Possible entry points for the utilization of the UFRD approach in other regions have been gleaned from this investigation:

1. NEDA is establishing a Physical Planning Staff to be headed by the Director of Social Services, Dr. Josefina Ramos, who is an architect-planner. This may yet provide the much awaited marriage of socioeconomic planning and physical planning at the national and regional levels.
2. The NACIAD, with the BRBDP (Bicol) and the PIADPO (Palawan) pilot studies, offers much promise for any UFRD replication. Staff capability is present, as many of the NACIAD personnel now were with the BRBDP at the time the UFRD was an ongoing project.
3. The DPFS which is attached to the Ministry of Human Settlements is another agency which could use a spatial framework plan as a basis for its loan investment decisions. Unfortunately it relies mainly on project feasibility studies as bases for project evaluation and refers to plans only incidentally. The DPFS being more "task force" and "impact-project" directed rather than study-oriented, would not be inclined to conduct lengthy research and planning exercises, although much would depend now on which consulting firms are awarded the Clark and Subic Bases planning project and the Processing Villages Project.
4. The Rural Service Center Project of the MLGCD seems to be a misnomer, as the project hardly deals with the three tiered spatial structure (of which rural service centers occupy the lowest rung) proffered as the spatial framework for Bicol Basin planning. If any meaningful direction is to be sought, however, for such a project which aims to develop the chartered cities, then the UFRD approach should receive a welcome introduction.

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LIST OF PERSONS INTERVIEWED

Project Staff of the UFRD Project:

Dr. Ramon L. Nasol (Project Director)
Director, Center for Policy and Development Studies
UP Los Banos

Executive Director and Trustee
UPLB Development Foundation, Inc.
UP Los Banos

Emmanuel I. Astillero (Assistant Project Director)
Project Officer, Regional Social Planning
UNICEF, Indonesia

(Not available for interview)

Junio M. Ragragio (Senior Project Staff)
Staff Officer, Office of Vice Chairman Ferry
Development Bank of the Philippines

Jocelyn B. Tria (Senior Project Staff)
Planning Officer
Project Development Department
National Housing Authority

Romeo R. Huelgas
Assistant Professor
College of Development Economics and Management
UP Los Banos

Vice-President for Agriculture
IDEA Tech
Los Banos, Laguna

Research Fellows:

Dr. Leandro A. Vilorio
Dean, Institute of Environmental Planning
UP Diliman, Quezon City

President
UP Planning and Development Research Foundation, Inc.
UP Diliman, Quezon City

Professor Romeo B. Ocampo
Director, Local Government Center
College of Public Administration
UP Manila

Research Fellows: (continued)

Professor Geronimo V. Manahan
Professor, College of Architecture
UP Diliman, Quezon City

Dr. Nora C. Quebral
Professor, Department of Development Communication
College of Architecture
UP Los Banos

Dr. Antonio G. Tan
Presently retired from the Institute of Human Ecology
UP Los Banos

(Not available for interview)

Dr. Donato B. Antiporta
Presently with the Food and Agriculture Organization,
Indonesia

(Not available for interview)

Dr. Tito E. Contado
Presently with the Food and Agriculture Organization,
Rome

(Not available for interview)

Professor Karina David
Professor, Institute of Social Work and Community Development
UP Diliman, Quezon City

(Not available for interview)

Other Persons Interviewed:

Benjamin V. Gaon (formerly Deputy Director for Plans and Programs
Department of the BRBDP)
Project Director
Palawan Integrated Area Development Planning Office
National Council on Integrated Area Development

Nelia S. Custodio (formerly Research Associate of Planning Research
and Operations Systems -- one of UTRD consulting firms)
Project Officer
Municipal Development Program
Development Projects Fund Secretariat
Ministry of Human Settlements

Other Persons Interviewed: (continued)

Simplicio Roco (formerly a Survey Contractor of the Social Survey
Research Unit Institute of Philippine Culture Ateneo de Manila)
Anthropologist
Program Office
USAID Manila

Ofelia Cruz
Regional Development Staff
National Economic and Development Authority