The Metro Cebu Land Use and Transport Study (MCLUTS), Revisited

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MCLUTS Revisited: Rationale

- Urban Planning also ventures into newer systems, strategies, procedures, and technology
- Metropolitan planning has been gaining ground in the Philippines
- Metro Cebu is the first metropolis outside of Metro Manila and the first one to have a metropolitan plan.
- The end of the millennium, which coincides with the end of the planning period of MCLUTS, is just around the corner
MCLUTS Revisited: Scope and Limitation

- Not a post-evaluation study of MCLUTS.
- Will only attempt to describe what happened after MCLUTS.
- Will mostly be descriptive, through the use of maps and other overlays. Numerical analyses are not attempted.
- It will also provide the basis for the conduct of a post-evaluation study of MCLUTS.
Metro Cebu – The Study Area

Metro Cebu – A Loose Imaginary Term

- In the 1980’s there was no such legal entity as Metro Cebu.
- MCLUTS, as well as other later planning documents, assumed certain definitions. Metro Cebu is a loosely used term which has no fixed definition nor legal basis.
- Up to this day, Metro Cebu is yet to be accurately defined for planning purposes.
Metro Cebu – The Study Area

Metro Cebu – Previous Definitions

- **MC(3+3)** - MCDP - Cebu, Mandaue, Lapu-lapu, Talisay, Consolacion, and Cordova.

- **MC(3+7)** - RPFP - MC(3+3) plus Naga, Minglanilla, Liloan and Compostela

- **MC(4+9)** - FSMCMTP - MC(3+7) plus Danao and San Fernando
Metro Cebu – The Study Area

- **Metro Cebu – CIADMPS Definition**

  - Central Cebu, encompassing Carmen in the north (corridor), Argao in the south (corridor), Barili to Tuburan in the western coastal corridor.

  - This is an area with more or less a 50-km radius from Cebu City.

  - Also called "Greater Metro Cebu," considered the direct influence area of the Cebu economy.
Metro Cebu – The Study Area

- Metro Cebu – MCLUTS Definition

- MCLUTS, when it was formulated adopted the definition identical to that of the Regional Physical Framework Plan, which is MC(3+7).

- Metro Cebu per MCLUTS is - Cebu, Mandaue, Lapu-lapu, Talisay, Consolacion, Cordova, Naga, Minglanilla, Liloan and Compostela
Metro Cebu Evolution

Cebu City in Pre-Spanish Times

- Cebu City is the oldest city in the Philippines
- Already a flourishing community, and a trade and commercial center in the pre-Spanish times.
- In its original form has the same triangular configuration as other Spanish founded settlements
Metro Cebu Evolution

- From this city center, radial or almost radial thoroughfares extend outward as sub-urban settlements rose, and transport arteries evolved.
- Since it is bounded by the coast in the east and the hills in the west, the city's configuration is linear going north and south.
- Narrow streets run in all directions forming irregularly shaped blocks, with closely spaced buildings and structures.
Metro Cebu Evolution

Cebu City in Present Times

- *Cebu City is a trading and commercial city*
- *Its major advantage is the presence of the Cebu Port and the Mactan Airport*
- *It also has the majority of Metro Cebu’s residents*
- *Lately, however, there’s a shift of population to the suburbs.*
Metro Cebu Evolution

- *The industrial center of Metro Cebu.*
- *Industrial trend caused by lower land prices and investment incentives.*
- *In the last two decades, Mandaue was the fastest growing city in the province.*
- *Population growth, industrial pollution and other ecological problems are now being felt.*
Metro Cebu Evolution

- Came as a natural effect of the growth of the Metropolitan area.
- Since industrial activities and employment increased in Mandaue City, people and migrants look at the other side of the city for residential purposes.
- The presence of the Mactan International Airport and tourism complexes in the island today places Lapu-lapu as a major fulcrum in Cebu's development.
The Metro Cebu Land Use and Transport Study (MCLUTS)

- Established in Oct. 98 by MPWTC
- Execution transferred to MOTC after the July 1979 agency split
The Metro Cebu Land Use and Transport Study (MCLUTS)

- MOU between GOP and GOA signed in 1979
- GOA contributions consists of:
  - Technical Assistance
  - Certain equipment
  - Computer modeling suit
The Metro Cebu Land Use and Transport Study (MCLUTS)

- MCLUTS was completed in Feb 1981
- Its objectives are:

  - Land use and transport strategic plan
  - Short, medium, and long term policies
  - Specific projects identified under these plans and policies
The Metro Cebu Land Use and Transport Study (MCLUTS)

MCLUTS entails the following activities:

- Massive data collection
- Forecasting
- Plan Formulation
- Plan Testing, and
- Plan Evaluation
The Metro Cebu Land Use and Transport Study (MCLUTS)

A simulation approach was adapted using a computer model TRANSTEPS to test and evaluate alternative plans consisting of a base plan and four basic plans for year 2000.
The Metro Cebu Land Use and Transport Study (MCLUTS)

Plan 1

- Based on expected trend
- Assumed that government interventions on land use is minimal
1 CONCENTRATED
Without Reclamation
The Metro Cebu Land Use and Transport Study (MCLUTS)

Plan 2
- Modification of Plan 1
- Assumes implementation of Mandaue and South Reclamation
- Pop’n and employment concentrated in Cebu and Mandaue Cites.
CONCENTRATED
With Mainland Reclamation
The Metro Cebu Land Use and Transport Study (MCLUTS)

Plan 3

- Assumes high gov’t intervention to disperse and decentralize dev’t
- New growth points in Liloan Consolacion and Talisay
3 LINEAR DISPERSED
With Mainland Reclamation
The Metro Cebu Land Use and Transport Study (MCLUTS)

Plan 4

- Assumes a higher growth in Mactan
- This level of development would entail a second bridge between the mainland and Mactan
MACTAN EXPANSION
Mainland and Mactan Reclamation
The Metro Cebu Land Use and Transport Study (MCLUTS)

**Plan 2**
- Plan 2 was adopted by the Metro Cebu Council
- The corresponding 20-year strategic highway capital improvement program was also approved
The Metro Cebu Land Use and Transport Study (MCLUTS)

**Adopted Plan**

- The recommended strategy is of the radial-circumferential form

**Plan 2**

- A new traffic signaling system was included to replace the old one
Projects Implemented After MCLUTS

- MCLUTS Phase II
- The Central Visayas Urban Projects (CVUP).
- Special Assistance to Project Formulation (SAPROF)
- The Metro Cebu Development Project (MCDP Phase I and II)
- Metro Cebu Traffic Engineering and Management (MCTAEM)
- Metro Cebu Development and Related Projects Feasibility Study.
- Metro Cebu Road Network Development Study.
Difference between MCLUTS and what was Implemented

- **The Overall Structure Plan.**
  
  MCLUTS adopted Plan 2 in 1980. In the middle of the plan period, the Cebu’s development shifted to that which is described as Plan 3. Later, it shifted to Plan 4.
Difference between MCLUTS and what was Implemented

- **Transport Network.** The original single primary corridor was now changed to a three (3)-corridor system in line with the present direction of MCDP
Metro Cebu Main Transport Corridors
Difference between MCLUTS and what was Implemented

- **Institutional Arrangements.**

  MCLUTS recommended a regional body and a Metro Cebu agency called MCDA. To date, this has not materialized
Difference between MCLUTS and what was Implemented

- **Implementation of Mainland Reclamation.** One salient point in Plan 2 is the implementation of the mainland reclamation especially in the south. The construction of the Cebu South Reclamation Project (SRP) is a fulfillment of this plan.
MCDP - 3 (ongoing)

LOCATION MAP

LEGEND:
- Red: Cebu South Coastal Road
- Purple: Cebu South Reclamation

KEY MAP
Difference between MCLUTS and what was Implemented

- **Development of Mactan.** The present-day brisk industrial and tourism development of Mactan is in line with the original MCLUTS vision for Plan 4, which also included the construction of the second bridge.
Difference between MCLUTS and what was Implemented

- **Amended Structure Plan.** A radical deviation from the plan occurred when the Club Filipino Golf Course was converted into a commercial center. This has diminished the primacy of the existing CBD as far as commercial activities are concerned.
Difference between MCLUTS and what was Implemented

- Implementation of Individual Projects. To the credit of MCLUTS, most of the present projects, followed the study’s plan. Most of the projects implemented and those being pursued can be traced back to the original MCLUTS proposals.
MCLUTS, Revisited

Conclusions and Recommendations

- A long-term structure plan is essential, especially for metropolitan areas

MCLUTS has shown that most of the projects implemented follow the particular direction set. This has minimized planning efforts, including the cost of project development in the later years.
MCLUTS, Revisited

Conclusions and Recommendations

- **The establishment of the right implementing framework is crucial.**

One of the initial drawbacks of MCLUTS was that the proposed implementing mechanisms were not put in place. Without a monolithic and homogeneous agency, planning and implementation are a bit more difficult and complicated.
MCLUTS, Revisited

Conclusions and Recommendations

- **The structure plan should be flexible and progressive.**

  There has to be allowances for a changing socio-economic, cultural and political environment so that plans can just easily shift from one alternative to another without losing the overall focus of development direction.
MCLUTS, Revisited

Conclusions and Recommendations

- **Advocacy is absolutely necessary.**

MCLUTS was formulated at a time when plan ownership by stakeholders was not as pronounced as it is now. Plan ownership will expedite understanding for the marginal in-equilibrium every development activity carries.
Transportation

- *Clean air and energy efficiency*
- *Street vacations*
- *Underground utility ducts*
- *Impose guidelines on transport plans i.e. Metropolitan and city travel plans*
- *Barrier – free design*
- *High occupancy jeepneys and bus system*
LAND USE STRATEGY

The Plan proposes to create 3 development zones in the urban areas of the city – Central, North and South. Two new growth centers ringed with new housing settlement areas will be developed in the city’s northwest (Talamban) and southeast (Pardo) Zones. This is to encounter the heavy concentration of development in the Central Zone.
LAND USE STRATEGY

Development should first be promoted in the three development zones in the urban area, namely: central, north and south. Only when growth in these areas has reached the point of saturation will development be allowed in designated areas outside of the urban zones.
Proposed Cebu City Spatial Framework

Proposed in the Plan is the adoption of the **Dispersed-Concentrated Approach**, with 3 spatial development clusters (Central, North and South) and 2 satellite growth areas (Northwest and Southeast), is designed after considering the limit that the western mountain barrier and the sea on the east have imposed on the development of the city.
4 MAJOR ZONES

LEGEND:
- Purple: Protected Area Management Zone
- Green: Proposed Peri-Urban
- Yellow: Proposed Urban
- Pink: Proposed Inner City/Urban Core

DATA SOURCES:
- Road network from Russian Satellite (KVR-1992)
- Transverse Mercator Projection PTM Zone IV
- Protected Area Management Zone from DENR VII
- Urban and Inner City Land Use from SCHEMA KONSULT, INC.

Note: This map is subject to validation. Users noting errors or omissions are urged to inform the Cebu City GIS Center. The Cebu City Government is not responsible for any errors or liabilities that may arise from using this map.
PROPOSED PERI-URBAN LAND USE

LEGEND:
- Road Network
- Barangay Boundary
- River/Creeks
- Walking and Touring Route
- Transcentral Highway
- Proposed Peri-Urban Land Use (9,810 ha)
- AGRICULTURAL ZONE
- ECO-PARK ZONE
- FOREST ZONE
- RESIDENTIAL 1
- RESIDENTIAL 2
- RIPARIAN

DATA SOURCES:
Road network from Russian Satellite (KVR-1992),
Transverse Mercator Projection PTM Zone IV

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PROPOSED URBAN LAND USE

LEGEND:
- Road Network
- Barangay Boundary
- River/Creeks
- Proposed Road Widening
- Proposed Circumferential Road
- Proposed Urban Land Use (4,166 ha.)
- CEMETERY
- COMMERCIAL
- INSTITUTIONAL
- OPEN SPACE/PARKS AND RECREATION
- RESIDENTIAL 1
- RESIDENTIAL 2
- SPECIAL ECONOMIC ZONE

DATA SOURCES:
Road network from Russian Satellite (KVR-1992), Transverse Mercator Projection PTM Zone IV
Urban and Inner City Land Use from SCHEMA KONSULT, INC.

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Metro Cebu Main Transport Corridors