The Special Precincts for Urban Redevelopment (SPURs) of Makati City, Metro Manila

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Abstract

Urban renewal is a strategy in revitalizing underutilized and degraded sections of the inner city in the hope of reducing crimes, enhancing the environment, preventing further depreciation of land values, and stimulating economic activity. Many urban renewal projects in the past, however, have been associated with massive demolition, displacement of residents, expensive infrastructure and gentrification of the urban renewal site. In Makati City, Philippines, urban renewal schemes are explored to determine the appropriate developments for identified urban renewal sites that are situated in the fringes of its affluent sections. The urban renewal proposals seek to involve the participation of the residents of the blighted areas so that they themselves can benefit from the renewal. The conceptualized “shared growth” urban renewal initiatives attempt to minimize dislocation, encourage investment, improve the urban environment, create a more vibrant neighborhood, and spread economic benefits to most of the existing residents of the redevelopment sites.

Keywords: urban renewal, shared growth, sustainable urbanism

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I. Introduction

Makati City is known as the financial capital of the Philippines. It is one of 17 local government units (LGUs) that comprise Metro Manila. It has a total land area of 27.38 square kilometers and a population of 529,000 (NSO, 2010 Census).

The country’s biggest banks and corporations, foreign embassies, 62,000 registered enterprises, and the most affluent families have their office and residential addresses in Makati City. Because of the limited land available, the Central Business District (CBD) and the other Planned Unit Developments (PUDs) find themselves alongside communities that are considered less affluent and blighted.

An urban renewal program of the city dubbed “Special Precincts for Urban Redevelopment” or SPURs identified 14 urban renewal sites. These SPUR sites were considered underutilized or declining medium-density areas adjacent or accessible to the Makati CBD, Special Mixed Use Zones, or major thoroughfares. The SPURs are envisioned to become new areas for new industries or “start-up” businesses. These strategically located degraded areas have the potential to be transformed into higher value developments that could nurture new business ventures, distribute economic opportunities to the local community, and add to the city’s inventory of commercial spaces. The proposed SPUR sites should have a strong sense of community, entrepreneurship and vitality that will allow economic activity to naturally spill over to them.

The Land Use Plan should allow for these SPUR sites to improve their efficiency to perform their new functions as business and commercial villages. For example, development guidelines that provide bonus Floor Area Ratios (FAR) for parcels consolidating to form bigger lots.
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or for lots that give up portions for the widening of streets can be an incentive for upgrading developments. The SPUR will improve the urban environment in these neighborhoods and also promote shared growth.

The Arch 232 (Community Architecture II) course of the UP College of Architecture challenges graduate students to explore urban design approaches to address complex urban problems with inter-spatial characteristics. The Arch 232 class of Professor Michael Tomeldan (second semester of Academic Year 2014-2015), consisting of eight students, was tasked to formulate urban design proposals for three pilot SPUR sites through a process of understanding their selected site’s present economic condition, development potential, the lot sizes of private properties, as well as the community’s social dynamics.

II. Urban Design Proposals for Redevelopment Precincts

An urban renewal program starts with identifying the areas that have to be revitalized (i.e. Makati City’s SPUR sites) and the formulation of policies and guidelines to facilitate their redevelopment. Urban renewal proposals are conceptualized for specific circumstances (e.g. juxtaposition to business opportunities, community dynamics, and visual character) and yet there could be more than one urban design solution to revitalize a neighborhood. The process of urban renewal takes several steps including selection of degraded or underutilized areas (SPUR sites), formulation of zoning guidelines and policies, conceptualization of an urban design proposal, and actual implementation. Implementation alone will take several sub-steps such as brokering partnerships (between community, city government, developers, and investors). The Arch 232 class, however, focused only on the formulation of urban design proposals. The process can be summarized as follows:

![Figure 1. Urban Design Process.](image)

Study of Makati City’s Urban Renewal Program

The latest Comprehensive Land Use Plan (CLUP) of Makati City offers an urban renewal strategy called “Special Precincts for Urban Redevelopment” or SPUR which offers opportunities for small lot owners to maximize the potential of their properties and therefore, share in the benefits of the development of the whole city.

Selection of SPUR sites for Pilot Urban Design Proposals

There were 14 SPUR sites identified by the Comprehensive Land Use Plan (2012) where it is hoped that the affected community could organize to jumpstart the redevelopment of what are considered under-achieving areas (Makati City CLUP 2013-2022, Volume 1, Part II). A few of the 14 SPUR sites were selected as “demonstration” areas to illustrate how they can jumpstart urban regeneration. Only three SPUR sites are presented in this paper as it was considered enough to show the range of urban design proposals that can be applied in a particular SPUR site.

![Figure 2. Map of Special Precincts for Urban Redevelopment.](image)

Source: Makati City Comprehensive Land Use Plan 2013-2023
Analysis of the identified SPUR sites for urban design proposals and preparation of a strategy for their redevelopment

It is accepted that each SPUR site is a unique setting with its own community, attributes, development challenges and economic potentials. The approach to urban renewal will likely be different for each but some may have similarities. Like any urban design project, there could be more than one product or infrastructure proposal (e.g. creation of new open space, transforming a street into a pedestrian zone, Transit-Oriented Facility) that can achieve the same objective of urban renewal.

Formulation of Urban Design Proposals

The planning approach and the features of the urban design are crucial to the success of any urban renewal initiative. The improvement of access, reduction of nuisances, or merely the enhancement of the physical environment could be the catalysts for the economic regeneration of the community.

III. Case Studies on Urban Design Proposals

The eight graduate students of the Community Architecture II course were grouped into four pairs, each of which was asked to choose one SPUR site to analyze and to prepare an urban renewal proposal for it. Only three SPUR sites in Makati City were studied, namely: Barangay Carmona, Barangay Olympia and Barangay San Antonio. Two pairs chose Barangay San Antonio but each had a distinct urban design solution.

Barangay Carmona is located at the northern part of Makati City along Pasig River. It is a residential area with a population of 3,699 residents (NSO, 2010 Census). The history and livelihood of Barangay Carmona are related to the adjacent development – the former Santa Ana Race Track under the Philippine Racing Club (PRC) – that is now being developed as Circuit Makati, the proposed Entertainment District of the city.

Barangay Olympia is also located at the northern part of Makati City along the Pasig River and adjacent to Circuit Makati. It comprises four percent of the city’s total population, with 21,270 people residing in the area (NSO, 2010 Census). This barangay was named after a tile and brick factory that was previously located in this area along the riverbank.

The smallest of the selected SPUR sites in terms of land area, Barangay San Antonio is predominantly a commercial area with a population of 11,443 (NSO, 2010 Census). A wide range of business establishments – from restaurants, bars, banks, condominiums, apartelles and stores among others – can be seen in the area.

A. Barangay Carmona: A Transitory Development

Barangay Carmona is a residential community more commonly known for the Santa Ana Race Track. Livelihood flourished around the racetrack. When it closed down in 2009 people had to find other sources of income. A different kind of business entered the barangay afterwards, including residential units for rent and commercial shop houses selling general merchandises.

Prominent structures in the area include the (1) Maximo Estrella Elementary School, the only public elementary school in the barangay, located along J. Magsaysay Street; (2) Carmona Sports Complex and Carmona Multi-Purpose Hall, both located along A.P. Reyes Avenue; (3) Riverside Linear Park, a paved pathway around 3 meters wide and is part of a longer walkway within Makati along the Pasig River; and (4) Circuit Makati, a 21-hectare mixed-use development on the former Santa Ana Race Track that is aimed as Makati’s New Entertainment District.

Circuit Makati is a good opportunity for the economic revival of Barangay Carmona. Serving as a support community to Circuit Makati, Barangay Carmona can be an epitome of how history can repeat itself within the community. However, the character and culture of a horse racing and raising community that was defined by the Santa Ana Race Track to Barangay Carmona has left a deep mark among the residents and the community, thus, any proposed development should commemorate such context.
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1. Transi(tion) through Transport and Mobility
Since the livelihood of Barangay Carmona relies heavily on the adjacent development (race track in the past, Circuit Makati in the present and future), the proposed new urban redevelopment in the area must be economically competitive and have features that are related to the transport industry. People are encouraged to walk by providing walkable landscaped paths, bicycle paths, parking building, and recreational facilities.

2. Transi(tion) in Urban Form and Fabric
The proposed redevelopment of Barangay Carmona consists mostly of medium-rise buildings and structures that will serve as transition urban spaces between the anticipated high-rise buildings of Circuit Makati and existing low-rise structures within the residential areas. This approach will be used to prevent the abrupt change in urban form or fabric in terms of building height and density. A proposed secondary school is included in the development in anticipation of increase in population due to the development of the area as an entertainment hub in the city.

3. Transi(tion) to Sustainable Architecture
One major feature of this specific SPUR project in terms of sustainability is the use or reuse of metal shipping containers as the main component of the structure for commercial and office spaces. Aside from providing rentable commercial spaces that require cheaper cost and shorter time to assemble and erect on site, the containers somehow represent the connection of the development to the transport industry. Another sustainable feature of the project is the provision of green outdoor spaces for people: community parks in front of community facilities (barangay hall, church, etc.) and upon entering the barangay, landscaped linear parks along the riverside and passing through the community, and provisions for landscaped spaces at ground floor level and pocket gardens for residential buildings.

Figure 3. Proposed development for Barangay Carmona.

Figure 4. Proposed look of the main approach towards the barangay from the main road.
The main approach towards the barangay showing the Carmona Sports Complex as seen from A.P. Reyes Avenue is uneventful and does not tell so much about the barangay. With this, the proposed Barangay Hall would serve as a welcoming landmark to the main entrance node of Carmona. It is made to resemble the Makati City Hall to denote a notion of its belongingness to the city. The public park in front of the Proposed Barangay Hall has statues of galloping race horses with riders - commemorating the past of Barangay Carmona as a support community for the Santa Ana Race Track and its future as part of a larger area that includes Circuit Makati as fast-growing economic and entertainment hub of the city.

Figure 5. Commemorative Public Park in front of proposed barangay hall.
The existing street going to the Pasig River is very narrow, uninviting and is shared by both pedestrians and vehicles. A linear park is proposed exclusively for pedestrians and cyclists, which is wide enough to accommodate fire trucks during fire emergencies. Speed ramps are also provided on pedestrian and vehicular intersections to slow down automobiles and give priority to pedestrians.

Figure 6. Existing and proposed pedestrian access to the riverside linear park along the Pasig River.
A separate vehicular access leading to the Pasig River Linear Park and terminating at Isidro Carmona’s Monument is provided in parallel with the linear pedestrian park. A high-end commercial strip is also proposed and situated directly beside Circuit Makati along A.P. Reyes Avenue.

**Figure 7.** Proposed commercial spaces using metal shipping containers along A.P. Reyes Avenue.

A Riverside Linear Park is currently used as a backyard area where coops for fighting cocks are found. The connection of the proposed development to Pasig River will be strengthened by making the structures face the river. Pathwalks are wide enough to accommodate leisure activities and fire trucks during emergencies.

**Figure 8.** Existing and proposed Barangay Carmona Riverside Linear Park along the Pasig River.


Barangay Olympia is a community of residential and mixed used commercial areas that caters to small to medium business enterprises. It was established by merging three former sub-units of a barangay called sitio: Proper, Obrero and Sampalukan. The name is adopted from the tile and brick factory called “Olympia” that was formerly situated along the banks of Pasig River. Before it was called as such, this area was named after a German engineer, Hinyero, who lived there before a resolution was passed in 1925 to change its name to Olympia. The street names connote labor-oriented community and beginnings. This is directly connected to the very famous and job generating brick factory in the past.

**Figure 9.** Proposed Labor Process Outsourcing Hub for Barangay Olympia.

Since Barangay Olympia was known before as a labor-concentrated zone, the concept of the redevelopment is to re-introduce this old “thing” and give it a new meaning. The notion of the district being basically a residential hub with some small to medium mixed-used establishments can best be retained yet expanded and advanced in consideration to the adjacent development and the overall progress of the city as a whole.

**Figure 10.** Barangay Olympia SPUR site plan.

1. **Challenges and Concerns**

The number of residents that will be affected by the proposed development is more than 6,000 people. With this, 12 clusters of housing units (600 dwelling units per cluster) for the affected residents are included in the development. Given that the labor cost in the country is cheaper compared to other countries in relation to rates per hour, a Labor Process Outsourcing Hub is envisioned for Barangay Olympia to capitalize this industry and to help in alleviating unemployment by creating more labor-related jobs. Low-rise of three- to five-storey buildings are provided for workers and laborers.

For implementation, partnerships with the Technical Education and Skills Development Authority (TESDA) and other K-12 public schools for the manpower pool shall be adopted. Exporters and other entrepreneurs may also be enticed to occupy the housing units and eventually provide the bulk of workers and laborers for the industry.

The development cost will be high, especially that the use of bricks for the structures will be implemented to echo the character and sense of place of the barangay from the past. To address this concern, financing may come from
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private business ventures and/or government-initiated facilities. A long-term lease arrangement can easily deliver the return of investment (ROI) within maximum of 10 years or less depending on fluctuation rates of the Philippine Peso.

Figure 11. The Proposed Barangay and Multi-purpose Hall will use the brick tile as its finishing materials to connect to its humble past as a brick factory.

2. Redevelopment Principles
The SPUR project for Barangay Olympia includes the introduction of mixed-use developments. The concept of New Urbanism will be implemented, with vibrant streets and variety of attractions used to revive the neighborhood. Another principle considered is the use of compact building design approaches. Form should follow function and every space must be utilized and functional.

Figure 12. The proposed mid-rise housing units will employ compact and efficient design forms.

The proposed development also offers a wide range of housing choices that will cater to different income levels. Indirect restriction of vehicular access will be employed to provide a walkable neighborhood. Greeneries will be included in the development through provisions of residential parks, community centers, landscaped areas and open spaces.

C. Barangay San Antonio: Urban Transformations
Barangay San Antonio’s history, like the rest of the country, had greatly been influenced by the Spanish Colonial Era. The barangay’s name itself rings of such heritage. Traces of its past, however, have been wiped off by the current urban fabric of the district. What is left now is a community moving through time without so much connection to its past. Its adopted name, San Antonio, becomes the only strong reminder of its Spanish heritage. Barangay San Antonio’s urban fabric is continually changing. From a predominantly low-density residential area, it is now beginning to become more commercial with a nighttime population that is decreasing due to gentrification. A walk through its 3.71-hectare area reveals the once private houses transforming into apartment rental units, with others beginning to rise up to five storeys high. Some lot owners have also taken upon themselves to convert their ground levels into commercial units. Aside from the usual banks, laundromats, and other...
service-oriented businesses, the district has mushroomed with a distinct artistic vibe. Small art cafes, antique furniture shops, bakeshops, theme restaurants, grills, watering holes, music lounges, and bars now thrive in small pockets and corners scattered throughout Barangay San Antonio.

The proposed development is envisioned to be pedestrian-oriented, with provision for wide arcaded sidewalks to allow businesses to thrive under any weather conditions. Separate parallel parking spaces shall be provided to protect the pedestrian from any accident with the vehicles. Speed tables are placed on all pedestrian crossings to slow down car traffic, making the whole development safer for foot traffic. Six archway-parking buildings with residential units at the upper floors will be provided to allow a permeable development.

Adopting a Spanish Colonial theme aims to strengthen the community’s character and in effect hopes to set it apart from the Makati Central Business District (CBD) – giving it a quaint, warm, and welcoming ambiance that could attract more people, thereby increasing opportunities and chance meetings within the SPUR site. Incubating small to medium scale businesses with local branding aims to empower local businesses and nurture strong community development. Upcoming artists, cooks, chefs and musicians will have a new venue to practice their craft while local traditions and cultural community events will further enhance the area’s character and increase placemaking.

The wide-open sunken gardens in the middle of the development are provided to alleviate flooding in the area. Its capacity, however, can only cover the SPUR site itself. Retained floodwater will eventually be diverted by pumps.
Permeable walkways will be accented with recycled and artistically crafted debris from old structures that have to be removed. Debris will be artistically reused to knit together interactive art installations such as the tall climbing wall that will be made to stand in the middle of the development as a reminder of what the old Barangay San Antonio SPUR site was made from.
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Development for Creativity and the Arts

The location of Barangay San Antonio within Makati City is advantageous due to its proximity with the city’s Central Business District (CBD). This immediacy to the busiest side of the metropolis opens numerous opportunities for end-of-day entertainment and leisure activities catering to the usual 8am-to-5pm working employees. Likewise, this could open the possibility of reimagining the SPUR site as a cultural and artistic hub that foreign workers and tourists as well as locals can frequent to. Another proposed approach is a renewal project that will reinforce the already established identity of San Antonio as a cornucopia of local independent and underground music as well as visual arts prospects/talents. The possibility of enhancing and enriching this already interesting and high-character trait has been set as the new proposal’s vision.

Employing Abraham Maslow’s Hierarchy of Human Needs (1943) as one of the proposal’s theoretical frameworks, particular focus was placed on the human need for self-actualization. The guiding principle and strategy were the creation of a physical realm that would serve as an avenue for creativity and community involvement. This, as envisioned, would not only satisfy that human need but would offer new opportunities for activities catering to the local and the transient. Subsequently, it is envisioned to boost the SPUR site’s socio-economic state.

With community cooperation, the individual plots of land within the proposed SPUR site can be agglomerated into a big mass of development. It can be developed thereafter with a singular responsive design that aims to enhance its character, allow for greater open spaces, and nurture community development through cultural engagement within multiple-use areas.
Reestablishment of Focal Point through Conversion of Corners

The SPUR corners or strategic nodes are converted to appropriately designed entrances or gateways with public buildings and facilities designed as robust spaces for interaction and other uses. Existing police and fire department accomplishes this design concept and the additional two nodes will mirror the same service-oriented public space. The structures of the strategic nodes feature green roofs to enhance and beautify the built environment. Moderation of the Urban Heat Island (UHI) effect can also be accomplished while providing new amenity spaces for pedestrians.

Figure 23. Aerial view of strategic corner nodes.

The focal point of the development will be the existing YMCA property framed as a triangle by the three axis corridors formed naturally by the shape of the topography and street layouts. The previous planning intent can still be discerned from the site development and map studies, and the new proposal does not seek to remove the existing but rather to augment and enhance it. The street layouts will be retained but the quality of the buildings, uses of space, design character will be improved to service the concept of a development geared towards culture, arts and music.

The identified central area of interest (where the YMCA building is currently located) shall be converted into a public space that would contain sports and small performance amenities and an amphitheater that would put in full display the richness of the community’s music, art and sports subculture. This area shall be designed for flexibility to accommodate the variety of activities and programs in the community. Having the lowest elevation in the site, it is also intended to be a future rainwater catchment to alleviate the moderate flooding that occasionally occurs in the area. An amphitheater is introduced to create a functional space out of the depression made for the catchment.

Figure 24. Aerial view of development for the center of interest in the area.

Figure 25. Performance amphitheater as pragmatic space for topological depression that doubles as rain catchment.

Envisioned as a sublime space that would not only house the creatives but also inspire and stimulate creativity, the project is to utilize modern and traditional techniques on ecological integration in design to create a more palliative built environment but still within the context of the district’s character. Paths that bisect the central focal point will be lined with an avenue of trees. Likewise, narrow side streets and alleys shall be completely pedestrianized and pocket/strip gardens will be introduced. Architecture of the mid-rise residences is an interface of contemporary and historical influences with a subtle, non-visually intrusive injection of sustainability features.

Figure 26. Conversion of narrow streets and alleys into pedestrian walkways and strip gardens.

In general, paths are designed to encourage pedestrian activity, with bicycle as a favorable mode of alternative transportation and motorized vehicles as the least priority. Smaller and “skinnier” building footprints, especially for residences will allow more opportunities versus the land area. The chicness and quirks of artistry extended and translated to architecture.
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Figure 27. Proposed urban fabric for Barangay San Antonio SPUR site.

Figure 28. Streets and mid-rise housing will be developed to transform the generally lifeless urban fabric of the area to a more dynamic and innovative community.

Once all these proposals are realized, an environment that captures the essence and spirit of a place – which in the case of Barangay San Antonio is that of craftsmanship and innovation – shall spearhead the creation of a more dynamic and responsive community.

IV. Conclusion

The Zoning Ordinance of Makati City has provisions to increase building density (Floor Area Ratio) if lots are consolidated. The assumption is that this will encourage pooling of smaller lots to form bigger lots and to allow for better quality buildings. It is the intent of the SPUR program that the small lot owners benefit from the value of their properties either through outright sale, by becoming partners with each other, or by partnering with a developer/investor. Moreover, businesses that are invigorated by better developments will also generate employment and livelihood opportunities for the residents.

The urban design proposals shown here for Barangays Carmona, Olympia and San Antonio are products of design creativity and innovation based on the analyses of the communities. Many of the concepts may be adopted in the other identified SPUR sites in Makati City, or even in other urban renewal sites in other cities.

References

Makati City Comprehensive Land Use Plan 2013-2023.