

Philippine Better Roads Association, Inc.

By P. J. DAYRIT

Executive Secretary and Legal Counsel

THE Philippine Motor Association, principally through its President, Mr. Benito Legarda, is credited with much of the spade-work that initiated the Better Roads movement in the Philippines.

The first organization meeting of the Philippine Better Roads Association was held in the Manila Hotel on September 21, 1951, and on the 29th of the following month, a meeting of the members took place in the same hotel at which the following men were elected to serve until the annual meeting held on January 28 of this year.

President	Jose P. Marcelo
Vice-President	Cirilo Paredes
Treasurer	Roy Davis
Secretary	David SyCip

After the recent annual meeting, the present Board was constituted as follows:

R. J. Monical, Caltex (Philippines), Inc.
M. E. Holt, Firestone Tire & Rubber Co.
Roy Davis, Goodyear Tire & Rubber Co. of the Philippines
John D. Coon, International Harvester Co. of Philippines
B. G. Brandt, Luzon Stevedoring Co.
Jose P. Marcelo, Marcelo Rubber & Latex Products
Cirilo Paredes, Nalatroa
David SyCip, Northern Motors, Inc.
Eduardo Melian, San Miguel Brewery
Pete Syquia, Rizal Motors, Inc.
J. A. Parrish, Standard Vacuum Oil Co.

Mr. Marcelo was elected President while Mr. Monical was elected Vice-President, Mr. Davis, Treasurer, and Mr. SyCip, Secretary.

ONE of the outstanding developments in 1951 was the increasing trend among governments to welcome the cooperation of industry and business in highway planning and construction.

Despite the worldwide surge in roadbuilding, temporarily aided by large expenditures of the United States for this purpose in Europe, Africa, Asia, and Central America, there remains the almost universal difficulty of insufficient funds for highways. This prevents both effective planning and adequately stabilized programming of highway development.

This and other problems impeding the extension and improvement of highway systems and the unrestricted use of highway transportation can be solved more readily by government and industry working together. The national good-roads associations affiliated with the International Road Federation (IRF) have intensified their efforts to bring about such teamwork. This unity of interests holds the hope of an accelerated highway development and more rapid social and economic progress as a consequence.

THE Chilean Association, for instance, received official recognition for its contribution to highway development in a national decree, and the President of the Association was made a member of the Council of Ways and Communications, giving him a voice in the planning and coordination of all the communications of the country. (Comparable recognition had been given earlier to the IRF's Brazilian associate). One of the outstanding

achievements of the Association was its successful campaign for an anti-diversion clause in a law concerning gasoline and oil levies.

The Bolivian Association worked for an official routing of the Pan-American Highway in Bolivia. The Government recently established such a routing, this forming the backbone of the future national highway development in the country.

The Peruvian Association in 1951 successfully concluded a campaign for a six-year highway-development program and for government adoption of the contract system in highway construction.

Among the many other activities of this Association is a drive for the creation of a national highway council, to be composed of government and private enterprise representatives, which would decide highway policy.

The Ecuadorian Association has been administering a limited program involving the expenditure of approximately \$1,000,000 yearly for highway improvements and maintenance.

The Indian Association, while promoting a rural road-program, has worked against nationalization of highway transportation and is campaigning for a separate budget for the national road system, with a central board in charge of all revenues raised from road users. It is constantly working for the removal of present discriminatory measures hampering the development of road transportation,—for example, the present excessive taxation and the restrictions preventing long-distance haulage.

The Belgian Association is working for the creation of a road fund to provide the necessary continuity required for an improved road system. In addition, this group is undertaking the publication in French of outstanding technical manuals published abroad.

The British Association, which represents more than 200,000 various business and industrial interests, is leading campaigns for an increased highway budget and for correction of traffic bottlenecks. The Association implements its campaigns with films, pamphlets, books, and radio programs and is carrying out an intensive educational program in the schools.

The Canadian Association, in addition to supporting the Trans-Canadian Highway project, is developing a national roads-research institute with the cooperation of government, industrial, and educational leaders.

The Spanish Association has five specialized sections: Technical, Construction, Manufacturers and Distributors of Equipment, Road Users, and Education. All work closely with the government authorities.

The French Association was instrumental in the removal of gasoline rationing in France.

Comparable activities are being carried out by the many other associate national members of the IRF. Each association strives to have its national government define and establish a long-range highway program; to assure the necessary financing for the construction, maintenance, and operation of such a program; and to obtain public support for these aims.

Republicans had a well-grounded suspicion that it was aimed at them rather than at the enemies of the Republic. Many French aliens were residents in America, and with few exceptions they were active in Republican politics. Of some 25 persons arrested and 10 convicted under the Sedition Act, most, it was noticeable, were Republican editors or politicians, thus conveniently eliminated.

"The Sedition Act was a boomerang. Wise leaders of the Federalist Party, such as Hamilton and Marshall, had advised against it but with no success. The Republicans, who considered the acts directly aimed at their party and who hailed everyone convicted as a martyr, actively opposed them, and Republican leaders decided to make a direct appeal to the States. Madison drew up resolutions passed by the Virginia legislature and Jefferson resolutions passed by Kentucky. . . . The Kentucky resolutions called upon the other States to concur in declaring the alien and sedition acts void and to unite in requesting their repeal. Both resolutions insisted that Congress had violated the First Amendment, and in this they were quite correct.

"Important as are the Virginia and Kentucky resolutions in the history of American political theory as the first platform of the States' rights movement, their immediate purpose was largely that of a political thrust at Federalism. But the day of the Federalists was almost ended. The temporary patching of the differences with France undermined their prestige, factional fights weakened their position, taxation imposed in preparation for war aroused opposition, the alien and sedition acts were unpopular, and the common man distrusted the party of the 'rich and well born' . . .

"Working closely with Congress and taking an active part in the framing of legislation proceeded to undo what he considered some of the worst abuses of Federalist rule. The Naturalization Act was repealed and the 5-year period necessary for citizenship restored. The alien and sedition acts having expired in 1801, Jefferson pardoned persons convicted under them. . . .—Harold Underwood Faulkner: "American Political and Social History."

The associations depend on the International Road Federation as a source of information and technical guidance; they are receiving greater and greater service as they grow and the International Road Federation itself expands.

PRESIDENT Elpidio Quirino in his recent State-of-the-Nation Message stressed the importance of maintaining the highways and in his "Annex to the Message" asked Congress for a "more systematic construction of roads, bridges, and other means of transit".

The rehabilitation program of roads, streets, and bridges, authorized by the United States Congress under the Rehabilitation Act of 1946, is nearing completion.

This program, which was authorized in the amount of \$40,040,000, has been prosecuted under the general direction of the U. S. Bureau of Public Roads in cooperation with the Philippine Bureau of Public Works. The Philippine Rehabilitation Act approved a program of construction and rehabilitation and the re-establishment of certain governmental functions to be carried out by nine U. S. government agencies. The act stipulated that eight of these agencies were to complete their work by June, 1950, and the ninth by April, 1951. The U. S. Bureau of Public Roads has been granted two extensions, or until June 30, 1952, to accomplish this very necessary road-building program.

Through the joint efforts of the U. S. Bureau of Public Roads and the Philippine Bureau of Public Works, there have been built since 1946, using rehabilitation funds in whole or in part, approximately 254 major and 239 minor bridges and 495 kilometers of improved highways and streets. Of the \$40,040,000 allocation, approximately \$36,500,000 has been spent to date. The remainder of this fund is obligated by work under contract and is expected to be substantially expended by June 30, 1952, the deadline for the completion of the rehabilitation program.

The lengths of national roads in existence in the Philippines as of June 30, 1951, classified as to four general types of surfacing, are given in Table 1. The same information for provincial roads and city streets is given in Tables 2 and 3, respectively:

TABLE 1—National roads in existence in the Philippines as of June 30, 1951, classified as to surface-type and class:

Type of Pavement	NATIONAL				Total Length (Kms)	%
	1st Class Length (Kms)	2nd Class Length (Kms)	3rd Class Length (Kms)	Length (Kms)		
High Type	1465.8	16.2		1465.8	11.8	
Intermediate	1375.0	15.3		1375.0	11.1	
Gravel	6175.0	68.5	2646.2	99.0	64.3	9.3
Earth			27.2	1.0	625.6	90.7
Total	9017.8	100	2673.4	100	689.9	100

TABLE 2—Provincial roads in existence in the Philippines as of June 30, 1951, classified as to surface-type and class.

Type of Pavement	PROVINCIAL				Total Length (Kms)	%
	1st Class Length (Kms)	2nd Class Length (Kms)	3rd Class Length (Kms)	Length (Kms)		
High Type	182.5	3.7		182.5	4.1	9024.9
Intermediate	477.5	9.8		477.5	9.8	66.8
Gravel	4229.3	86.5	4644.0	94.8	3593.8	95.9
Earth			247.8	5.2	3745.5	100
Total	4889.4	100	4891.8	100	13526.6	100

TABLE 3—City streets in existence in the Philippines as of June 30, 1951, classified as to surface and class.

Type of Pavement	CITIES				Total Length (Kms)	%
	1st Class Length (Kms)	2nd Class Length (Kms)	3rd Class Length (Kms)	Length (Kms)		
High Type	108.0	20.3		108.0	8.4	
Intermediate	208.6	25.1		208.6	16.1	
Gravel	451.8	54.6	610.5	99.9	80.0	14.6
Earth			0.5	0.1	469.7	85.4
Total	828.4	100	611.1	100	549.7	100

Summarizing, the existing roads and streets in the Philippines as of June 30, 1951, are as follows:

	Length	Percent
High Type	1816.3 kms.	6.5
Intermediate	2065.2 kms.	7.4
Gravel	19050.8 kms.	68.3
Earth	4964.6 kms.	17.8
Total	27896.9 kms.	100

These figures show that only a small percentage of the existing highways in the Philippines is well-surfaced; more than four-fifths are only gravel or earth roads.

According to the engineering standards on highways being adopted by the Bureau of Public Works, 9,533.5 kilometers, or 77%, of the 12,381.1 kilometers of national roads and 5,410.6 kilometers, or 40%, of the 13,526.6 kilometers of provincial roads fall below desirable standards. Even if a considerably lower standard is applied, to measure the condition and needs of the present road system, the records show that there still are 5,571.5 kilometers, or 45%, of the total national roads and 2,975.9 kilometers, or 22%, of the total provincial roads which fall below tolerable standards.

With respect to bridges and other river-crossing facilities—spillways, fords, ferries, and pontoons—there are 9,127 of them existing as of June 30, 1951, totaling an aggregate of 177,720.8 lineal meters. Of this number, 7,372, or 81%, are of temporary construction; ferries or fords involve 127,271.4 lineal meters, or 71%, of the total length of all structures.

It is estimated that around P225,000,000 is required for improvement alone to bring the highways in the Philippines up to desirable standards. With the present highway revenues available for maintenance, improvement, reconstruction, and construction, estimated at P90,000,000 for the fiscal year 1953, such a gigantic improvement program could not be accomplished in less than ten years. In a work like this, which involves the selection and execution of a limited number from a mountain of desirable projects, most skillful and intelligent planning and programming is necessary. It is a difficult task to select those which would represent the best investment of available funds.

The main financial backbone for road construction and maintenance in the Philippines is the so-called Motor Fuel Tax (Sec. 142 and 361 of the National Internal Revenue Code), the proceeds of which are exclusively earmarked for the construction and maintenance of roads and bridges. The Philippine Better Roads Association (PHIBRA) has actively helped in the propagation of the better roads movement through the dissemination of information by means of letters, pamphlets, newspapers, and radio on the central theme that good roads are the basis of better living.

The PHIBRA, in cooperation with the International Road Federation (IRF), has also awarded a scholarship in advanced highway-training in the United States for the school-year 1952-1953. It has actively cooperated in the public information campaign in connection with the approval by Congress of the Highway Bill with its anti-diversionary clause prohibiting the use of the gasoline tax fund for purposes other than the maintenance of roads.

Conferences are often held between those actively engaged in road building and other responsible officials interested in roads for the purpose of studying the common problems of highway development and working out the solutions thereof.

At present there are 30 active members. The basic membership fee is P250 a year and runs up to P1,000 for sponsor members, the fee being based on the financial ability of the organization, firm, or member, to support and further the aims of the Association. The Association is operating on a minimum budget, and for more effective work additional sustaining members are needed. The PHIBRA, therefore, appeals to members of the American Chamber of Commerce to join. Mr. J. L. Manning, President of the American Chamber of Commerce, has offered his cooperation to the Philippine Better Roads Association of which he, personally, is one of the most active members.

For its part, the Philippine Better Roads Association will endeavor to help in studying the financial problems (Continued on page 319)

COST OF LIVING PRICE INDEX OF WAGE EARNER'S FAMILY IN MANILA BY MONTH, 1948 TO 1952*
(1941 = 100)

Bureau of the Census and Statistics
Manila

1948	All Items (100)	Food (63.43)	House Rent (11.96)	Clothing (2.04)	Fuel, Light and Water (7.73)	Miscellaneous (14.84)	Purchasing Power of a Peso
January	390.7	427.6	453.9	224.5	304.6	249.9	.2560
February	369.8	394.0	453.9	223.8	301.1	254.4	.2708
March	349.4	361.0	453.9	214.6	308.1	255.9	.2862
April	354.6	374.1	453.9	209.4	289.7	254.8	.2820
May	349.8	360.2	453.9	214.2	289.7	271.6	.2859
June	354.3	370.4	453.9	205.2	283.2	262.9	.2823
July	356.4	374.2	453.9	201.3	281.6	262.4	.2806
August	363.5	385.7	453.9	199.9	281.6	261.7	.2751
September	370.6	397.2	453.9	199.2	279.6	260.6	.2698
October	374.9	404.0	453.9	204.8	283.2	257.9	.2668
November	368.7	394.4	453.9	202.0	281.6	258.7	.2712
December	365.9	389.9	453.9	202.0	282.4	258.9	.2732
1949							
January	363.8	386.8	453.9	202.0	279.0	258.9	.2750
February	343.8	355.5	453.9	203.0	277.5	258.9	.2909
March	345.2	358.2	453.9	202.0	276.3	258.5	.2896
April	348.7	362.6	453.9	197.6	287.5	257.1	.2868
May	348.8	362.8	453.9	197.2	287.5	257.1	.2867
June	349.0	362.9	453.9	203.9	287.5	257.2	.2865
July	351.7	374.0	453.9	194.2	265.8	240.5	.2844
August	337.5	351.2	453.9	196.3	266.6	241.2	.2963
September	333.6	345.1	453.9	190.3	264.8	243.1	.2998
October	332.9	343.3	453.9	199.9	264.8	245.0	.3004
November	339.6	356.1	453.9	191.1	258.4	239.8	.2945
December	329.6	335.9	453.9	202.9	259.5	256.2	.3035
1950							
January	332.3	336.8	453.9	238.0	253.1	269.3	.3010
February	336.9	340.2	453.9	233.3	257.8	284.1	.2969
March	339.0	341.4	453.9	236.7	257.8	292.6	.2950
April	331.8	328.6	453.9	237.7	252.9	301.2	.3015
May	320.2	308.6	453.9	244.7	249.7	309.1	.3123
June	323.1	310.9	453.9	243.5	249.7	319.1	.3095
July	332.0	322.4	453.9	252.6	249.7	328.7	.3012
August	334.4	325.9	453.9	258.7	251.1	328.4	.2990
September	341.3	335.5	453.9	217.4	252.5	327.5	.2919
October	352.8	351.1	453.9	337.3	249.7	334.5	.2835
November	354.1	353.2	453.9	322.8	249.7	335.9	.2825
December	352.2	350.5	453.9	325.2	249.7	334.8	.2839
1951							
January	355.2	355.0	453.9	331.5	249.7	334.6	.2816
February	358.4	359.8	453.9	342.8	249.7	334.4	.2790
March	352.4	349.3	453.9	379.4	248.8	334.3	.2838
April	361.2	362.6	453.9	398.6	247.5	334.7	.2769
May	365.0	367.0	453.9	410.4	247.5	339.5	.2740
June	367.8	372.0	453.9	399.5	247.5	337.7	.2719
July	366.3	370.1	453.9	382.0	247.5	339.0	.2730
August	365.1	371.4	453.9	354.0	247.5	329.1	.2739
September	363.0	369.0	453.9	356.4	247.5	325.4	.2755
October	358.1	361.1	453.9	350.4	247.5	326.7	.2793
November	351.1	351.1	453.9	343.8	247.5	323.3	.2848
December	349.0	348.9	453.9	335.2	247.5	319.4	.2865
1952							
January	355.1	357.8	453.9	323.0	247.5	324.6	.2816
February	348.0	349.8	453.9	282.9	243.4	318.3	.2874
March	344.3	345.1	453.9	273.7	243.4	315.0	.2904
April	342.7	342.7	453.9	276.1	243.4	313.8	.2918
May	342.2	341.8	453.9	279.9	243.4	313.8	.2922
June	345.4	346.3	453.9	277.1	243.4	316.3	.2895
July	347.6	349.5	453.9	273.6	243.4	318.3	.2877

*Average number of persons in a family = 4.9 members.
*For explanatory note, see the August, 1951, Journal.

Philippine Better Roads . . .

(Continued from page 298)

that will arise in connection with road improvement, and in promoting the education of both the public and officials of the Government in the social and economic benefits generated by adequate road systems. The Association will serve as a clearing house for information relative to highways and highway transport, and will provide a non-government approach to technical assistance in the planning, financing, and development of highways and highway transport. The slogan of the Federation and its affiliates is "Better Roads Mean Better Living." Good roads raise living standards, and the establishment of higher living standards is our ultimate goal.

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