

1 GENERAL INTRODUCTION

1.0 Background and Rationale

The Quezon City Government through the City Development Council (CDC) has undertaken the preparation of the city's Comprehensive Development Plan and review of the existing Comprehensive Land Use Plan in view of the significant transformations in the social and ecological conditions of the city since the Plan's updating in 2011. The timing for this undertaking could not be more auspicious. The Bureau of Local Government Development of DILG is currently disseminating the "Rationalized Local Planning System (RPS)", a new planning guideline that is fully compli-

ant with the provisions of the Local Government Code. Quezon City has adopted the said "Rationalized Local Planning System" as the guiding framework in the preparation and/or revision of its comprehensive plans, its zoning ordinance and investment programs. The City has also engaged the services of the author of the RPS himself, Prof. Ernesto M. Serote of the UP School of Urban and Regional Planning as in-house consultant to help facilitate the conduct of various activities required.

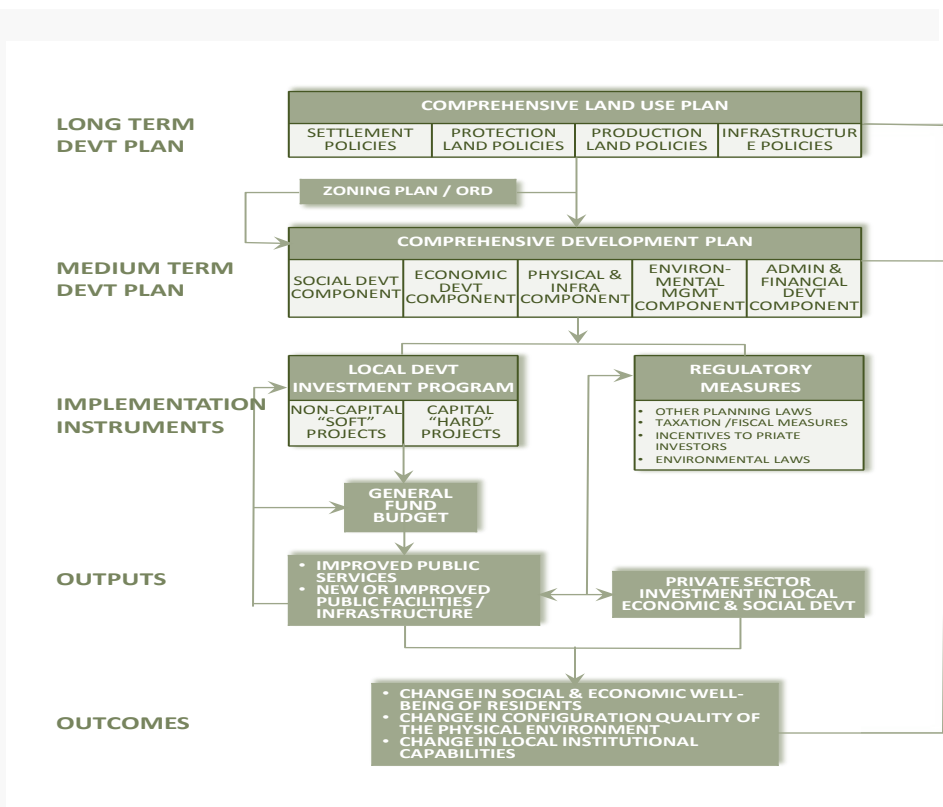


Figure 1.1 Local Planning and Development Model
as Mandated by the Local Government Code

The Local Government Code mandates all LGUs to prepare their Comprehensive Land Use Plans (CLUP) and their multi-sectoral Comprehensive Development Plans (CDP). The CLUP is the long-term guide for realizing the desired spatial pattern of development by regulating the type and location of private and public investments. The instruments for regulating investments are the zoning ordinance, subdivision regulations, and the building code as well as positive incentives in the form of liberal taxation and other fiscal policies. The multi-sectoral development plan, on the other hand, is the medium term and annual guide to public investments implemented through the Local Development Investment Program (LDIP) and the annual budget. (Please refer to *Figure 1.1*).

The concepts and terminologies used represent a faithful interpretation of, and compliance with the pertinent mandates of the Local Government Code (Sections 20, 106 and 458, among others). These are the plans that LGUs are required to produce.

1.1 Institutional Capacity Building

Traditionally, the preparation of the said plans has been initiated by outside agencies and so the city cannot entirely claim ownership of the plan outputs. This time around Quezon City has made sure that planning is entirely the initiative of the city government. It also made certain that the process of preparing the above-cited plans is highly participatory and consultative to allow the city's officialdom and citi-

zenry to feel a strong sense of ownership. This entails approaching the activity in an institutional mode rather than in the usual project mode. This approach has the following practical implications:

a. Consultants were not contracted to produce the required documents. Their role was limited to that of facilitators rather than contractors in the traditional sense. To be sure, the consultants have brought their skill, insight and perspective to bear on the organization, analysis and interpretation of relevant planning information. But they did not try to impose their value judgments nor claim superiority in the interpretation of their findings over those of the city constituents themselves. Every opportunity for the local residents to participate in various stages of the planning process was encouraged. (*Figure 1.2*)

b. That the planning process serves as a venue for public participation and consultation. Each public consultation is the culmination of a cluster of activities (module) which include seminar-workshops conducted by the facilitators to effect technology transfer among their local counterparts. (*Please refer to Figure 1.3.*)

1.2 The Local Planning Structure

An important implication of the institutional capacity building approach is that the organizational structure for participatory planning and governance as envisioned in the Local Government Code, was activated or revitalized. Ac-

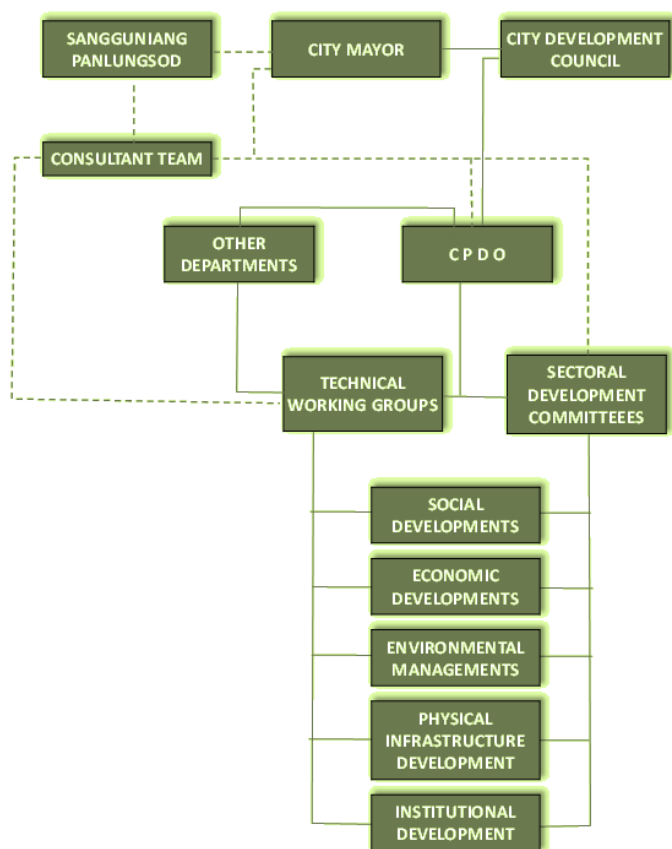


Figure 1.2 Structure for institutional Capacity Building for Planning in Quezon City

cordingly, the planning structure consisting of a deliberative / decision making body and technical working groups as provided for in the Code was put to work in this undertaking. The deliberative body, viz, the City Development Council (CDC) and the ultimate policy making body, viz, the Sangguniang Panlungsod are the real “planners” of the city. But because these bodies are composed mainly of politicians, they are provided with technical support by the City Planning and Develop-

ment Office (CPDO), sectoral and functional committees of the CDC, and local special bodies, among others. The CPDO serves as Secretariat to the CDC and coordinates the activities of the various sectoral and functional committees. (See Table 1.1)

The Sectoral/Functional Committees, constituted pursuant to Sec. 112 of the Local Government Code, have the most inclusive multi-sectoral composition. The membership of the sectoral committees, pursuant to DILG Memorandum Circular No. 114 s. 2007 is shown in *Table 1.2*.

The local planning structure is the formal mechanism for participatory and consultative planning processes. Necessarily, it must be inclusive and multi-stakeholder in composition so that it exhibits the following features:

- Government and non-government sectors are represented;
- Within the government sector, national government agencies and the LGU are engaged in mutually meaningful ways;
- Within the LGU, both elective and appointive officials and staff as well as both the executive and legislative branches are involved; and,
- Within the executive branch of the city government, not only is the

Political Component	Technical Component
<ul style="list-style-type: none"> • <i>Sangguniang Panlungsod</i> • City Development Council • Congressman's Representative • Civil Society Organizations 	<ul style="list-style-type: none"> • City Planning and Development Office • City Government. • Department Heads • Local Special Bodies • CDC Sectoral/Functional Committees • National Government Agency – Chiefs of their Local Offices • Private Sector/CSO Representatives

offices are represented.

1.2.1 Composition of Sectoral Committees

The sectoral committees, representing the five development sectors, have a flexible membership structure to enable the CDC to reduce or expand participation in specific activities when the occasion calls for it. Sectoral committees serve as standing committees of the CDC. Functional committees, on the other hand, are ad hoc issues-based multi-sectoral bodies. These are organized as the need arises, with members drawn

CPDO but all other departments and

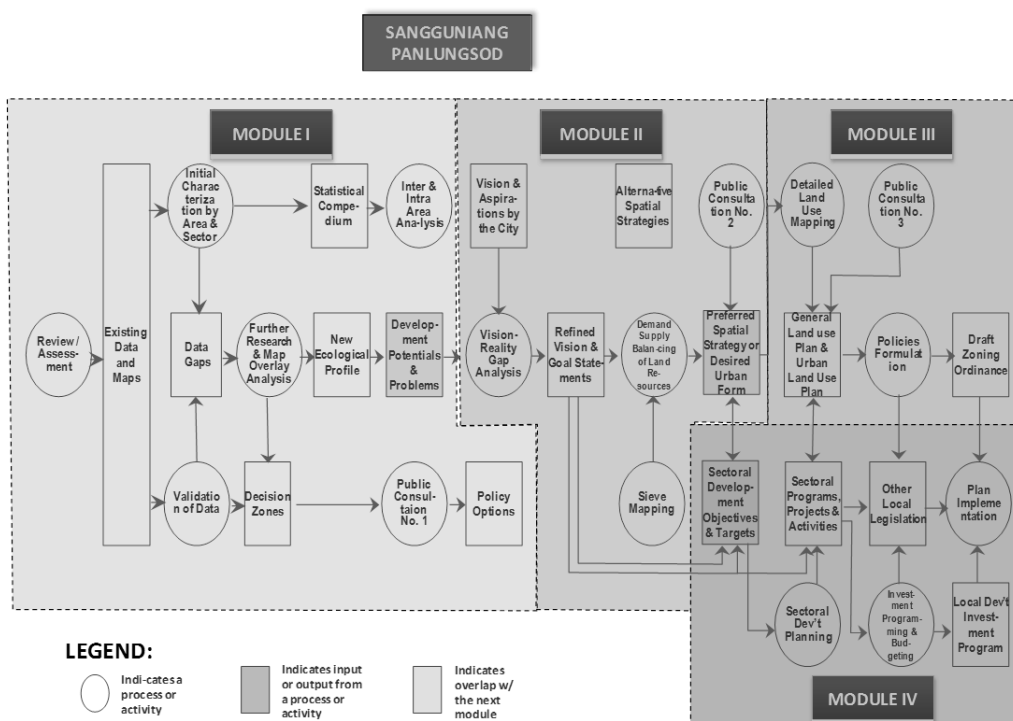


Figure 1.3 The CLUP-CDP-LDIP Process Flow Chart

from the sectoral committees.

When their work is over, the functional committees are disbanded and the members thereof return to their mother sectoral committees. Of course, other groups or individuals who are recognized experts in particular fields may be invited to take part in functional committees.

1.2.2 Functions of the Sectoral and Functional Committees (as per Rule XXIII, Art. 182 (g) (3), IRR of RA7160)

- The LDC may form sectoral or functional committees to assist the Council in the performance of its functions;
- To ensure policy coordination and uniformity in operational directions, the functional and sectoral committees shall establish linkages with NGAs and such sectoral or functional committees organized by the government for the development, investment, and consultative purposes;

Table 1.2

SECTOR	CORE TWG	EXPANDED TWG	FULL BLOWN SECTORAL COMMITTEE
Social Development	CPDO SSDD QCHEALTH CDC REP (BGY.) CDC REP (CSO) DIV. OF CITY SCHOOLS UPAO DPOS SANGGUNIAN REP. GAD	CPDC NSO CDC SOCIAL SECTOR COMM. QCGH NDH CITY LIBRARY QCRO QCPU SYDP QC AMORANTO QC FIRE DEPT. HURA OSCA	CDC Other interested groups and individuals
Economic Development	CPDO CTAO SIKAPBUHAY CDC REP (BGY.) CDC REP (CSO) BPLO MDAD SANGGUNIAN REP.	QCCI PESO DTI TOURISM COUNCIL CDC ECONOMIC SECTOR COMM. TRU QCBAB LLRB	CDC Other interested groups and individuals
Land Use/ Infrastructure Development	CPDO/ ZONING CEO/ CBO CDC REP (BGY.) CDC REP (CSO) SAU SANGGUNIAN REP	MERALCO MWSS BAYANTEL PLANADES ACADEME AYALA LAND TF COPRISS ARANETA CENTER, INC. CDC LAND USE/INFRA SECTOR COMM.	CDC Other interested groups and individuals
Environmental Management	CPDO EPWMD CDC REP (BGY.) CDC REP (CSO) PDAD SANGGUNIAN REP	BFAR DENR PIEP LLDA JUNKSHOP ASSN. MIRIAM COLL. SCHOOL OF ENVIRONMENT SANITARY INSPECTOR POG INDUSTRY SECTOR REP. CDC ENV. SECTOR COMM.	CDC Other interested groups and individuals
Institutional Development	CPDO CA C ASSESSOR CDC REP (BGY.) CDC REP (CSO) CBO CTO BOC CRO VICE MAYOR SANGGUNIAN REP	ATENEO SCH. OF GOVERNANCE CDC INSTL SECTOR COMM. LGOO-DILG AMO CPO RADIO COMM. ACCOUNTING DEP'T. CDSO CITY LEGAL DEP'T. PAISO CITY SEC. OFFICE CCRO	CDC Other interested groups and individuals

c. Consistent with national policies and standards, the sectoral or functional committees shall:

- 1) Provide the LDC with data and information essential to the formulation of plans, programs and activities;
- 2) Define sectoral and functional objectives, set targets, and identify programs, projects and activities for the particular sector or function;
- 3) Collate and analyze information and statistics and conduct related studies;
- 4) Conduct public hearings on vital issues affecting the sector or function;
- 5) Provide the LDC with data and information essential to the formulation of plans, programs and activities;
- 6) Define sectoral and functional objectives, set targets, and identify programs, projects and activities for the particular sector or function;
- 7) Collate and analyze information and statistics and conduct related studies;
- 8) Conduct public hearings on vital issues affecting the sector or function;
- 9) Coordinate planning, programming and implementation of programs, projects and activities within each sector;
- 10) Monitor and evaluate programs and projects; and,
- 11) Perform such other functions as may be assigned by the LDC.

When the above planning structure is functioning properly one of the outcomes that can be reasonably expected is the emergence of a culture of planning among both city officialdom and the citizenry. Also, when planning is done in the institutional mode, it becomes truly an integral part of local governance.

1.3 Program of Technology Transfer

Another aspect of institutional capacity building is the on-the-job training of the members of the local planning structure. To do this the entire planning process was designed as a learning experience for everyone who was involved. But because of the anticipated large number of participants, the learning venues and activities were varied according to the stratification suggested in Table 1.2. Thus, the core membership of the sectoral committees underwent seminars conducted at the School of Urban and Regional Planning, UP Campus. The trained core groups plus the expanded groups conducted technical workshops to produce the intermediate outputs required in every module. Outputs of technical workshops were then presented in public consultations with the all-inclusive membership participating.

1.3.1 Conduct of Formal Training

The formal training was designed for the core technical working groups (TWG) of the Sectoral/ Functional Committees of the City Development Council (refer to Table 1.2). Each core

TWG is anchored by the relevant technical staff or sectoral division of the City Planning and Development Office (CPDO). The main rationale for targeting the core TWGs as the recipients of intensive training stems from the need to institutionalize planning knowledge and know-how among the career members of the city government bureaucracy to enable them to spearhead future planning activities by themselves with minimum assistance from external agents.

The contents of the training course included contexts, concepts and analytical techniques of planning. The curriculum is divided into four modules. After completing one module, the participants were expected to lead in the conduct of the technical workshops involving core TWGs and the Expanded TWGs. The intermediate and final outputs were prepared in the technical workshops under the guidance of external consultants.

The method of delivery of the course basically consisted of classroom lectures, discussions and simulated practical exercises. The training venue was the School of Urban and Regional Planning (SURP) of UP Diliman. The SURP supplied the bulk of the lecturers. Other resource persons for specific topics were sourced elsewhere.

1.3.2 Conduct of Workshops

The technical workshops followed and complemented the formal training. Participation included the Expanded TWG in addition to the Core TWG. In

these workshops the Core TWG were given the opportunity to apply their learning in the actual analysis of the various sectors and areas of the City and to produce the required outputs.

In these technical workshops, participants who did not receive direct formal training indirectly received training from the Core TWG members by taking part in sectoral and inter-sectoral analysis, brainstorming and related activities. They could also bring their own knowledge and expertise into the analysis of specific issues and concerns.

1.3.3 Conduct of Public Consultations/Hearings

Public consultations are an essential requisite of a consultative participatory process. It is in these occasions where the analysis and interpretation of the TWGs are validated, issues and concerns further clarified, and proposals refined and accepted. It is in these public consultations where the full-blown sectoral committees, the political component, and all other groups and individuals are given the opportunity to participate.

1.3.4 Coaching and Outputs Evaluation

The consultants guided the participants in the proper application of analytical tools and techniques to ensure that the outputs were of acceptable quality. On some occasions the consultants provided additional conceptual inputs in their respective sectoral

workshops. Technical workshops were held in various venues in the Quezon City Hall and the Philippine Social Science Council Auditorium.

1.3.5 Targeted Outputs

The outputs of this undertaking are the following:

- Updated Ecological Profile of Quezon City
- Revised Comprehensive Land Use Plan
- Draft Revised Zoning Ordinance
- Comprehensive Development Plan
- Local Development Investment Program

a) Ecological Profile

This is an enriched version of the traditional “Socio-economic Profile” with the addition of greater amounts of information about the natural and physical resources and the environment. The latter addition is an effort to localize the implementation of the Philippine Agenda for Sustainable Development in the 21st Century (PA21). The Profile is a comprehensive set of information about Quezon City organized under the five development sectors introduced in Table 1.3 below. It contains the latest data available presented with minimum of analysis so that the data can serve as a general reference and can be utilized by a wide range of readers for various purposes. To the extent possible, the data are presented in historical sequence and are aggregated or disaggregated in different spatial scales or geo-political

units. This three-dimensional display of information will allow readers to form a more concrete picture of the city. The Profile served as the principal data base for preparing all the plans produced in this undertaking.

b) Comprehensive Land Use Plan

The Local Government Code mandates all LGUs to prepare their comprehensive land use plan as the primary basis for determining the future use of land and other natural resources (Sec. 20, c). The CLUP shall also serve as

the basis for prescribing reasonable limits and restraints on the use of property within the city jurisdiction, for regulating subdivision developments, and for reclassifying agricultural lands into non-agricultural uses (Sec. 458, 2, vi-x). Being comprehensive in geographical scope, the CLUP covers the entire territorial jurisdiction of the city including those areas that are the traditional domain of the national government. The authority to plan and manage these latter areas shall now be shared between the LGU and the national government (Sec. 3, i). To adequately cover every part of the territorial jurisdiction of the city, the CLUP embodies appropriate policies for each of the four land use policy areas: protected areas, settlements, production areas, and infrastructure support areas. Moreover, the CLUP is a long-term policy guide that spans several terms of local officials so that continuity of development programs is assured.

c) Zoning Ordinance

The principal instrument for enforcing the locational policies and performance standards of the CLUP is the zoning ordinance. Unless the CLUP is enacted into a zoning ordinance it remains an indicative plan with only persuasive force and effect and people can afford to ignore it. Once the zoning ordinance is enacted, however, the right of property owners to develop their property is transferred from the individual to society and everyone who wants to develop his/her land must seek permission or clearance to do so from the local government.

d) Comprehensive Development Plan

This plan is referred to in the Code as the “long-term, medium-term and annual socio-economic development plan” that local development councils are directed to prepare (Sec. 106), or the “integrated economic, social and physical plan” [Sec. 476 (b) (1)]. It is comprehensive in that it covers the five development sectors and their respective subsectors. Each of these sectors has a complete development plan in itself and the time frame is preferably three (3) years to coincide with the term of local officials so that they can use it as their program of government or their executive-legislative agenda. The central concerns of each sectoral plan are described briefly in the succeeding sections.

1. Social Development Plan

This component of the CDP deals with the identified issues and concerns

relative to improving the state of well-being of the local population and upgrading the quality of social services such as health, education, welfare, housing and the like. Questions of equity and social justice and gender equity are also addressed by this sectoral plan.

2. Economic Development Plan

Although it is not the business of government to go into business in general, it is government’s responsibility to ensure that the local economy is in a sound state of health. This is because the level of family income and employment and hence, the level of well-being of residents depend on sound economic development. The economic development plan embodies what the local government intends to do to create a favorable climate for private investments through a combination of policies and public investments necessary to enable private investments to flourish. Ultimately, this assures the residents of a steady supply of goods and services and of jobs and household income. A very significant component of this sectoral plan is the LGU’s support to food production activities to help achieve local and national food security. The status of the local economy also determines to a large extent the amount of locally derived revenues of the LGU.

3. Infrastructure and Land Use Development Plan

This component deals with the infrastructure building program and the land acquisition program required

for use as right-of-way or easements of public facilities. The physical development plan may also involve urban renewal or redevelopment schemes for inner city areas, opening up new urban expansion areas in the urban fringe, or development of new growth centers in conformity with the chosen spatial strategy.

4. Environmental Management Plan

This plan consolidates the environmental implications of all development proposals within the city and provides mitigating and preventive measures for their anticipated impacts. It embodies programs for maintaining cleanliness of air, water and land resources and for rehabilitating or preserving the quality of natural resources to support the requirements of economic development and ecological balance across generations.

5. Institutional Development Plan

This plan focuses on strengthening the capability of the local government bureaucracy as well as that of elected officials to plan and manage their territory and serve their constituency. Capability building includes manpower training, scholarships, seminars, workshops, study tours and similar activities. Membership in different functional and sectoral committees and professional leagues and participation in their planned activities is also encouraged and supported by this sectoral program. The involvement of vol-

untary groups or civil society organizations is likewise promoted in the preparation, implementation, monitoring and evaluation of the different sectoral programs, projects and activities as a vital component of this sectoral development plan.

The outputs of each sectoral plan may be grouped into three forms: project ideas or project briefs, non-projects or new services, and new policies or ideas for new legislations. The first form of outputs will serve as an input to the local development investment program and the annual budget. The second type of outputs will be used in the crafting of the institutional capacity building program, and the third type of outputs will be included in the legislative agenda of the Sangguniang Panlungsod.

e) Local Development Investment Program

The LDIP is a program to allocate the investible portion of the annual general fund budget for implementing the development programs, projects and activities identified in the CLUP and the CDP. The LDIP is coterminous with the term of the Local Chief Executive, i.e., it has a time frame of 3 years broken down into annual streams of fund allocation for projects determined to be of high priority by the incumbent officials. As a guide to public spending, the LDIP is intended to result in improved socio-cultural well-being of the residents as well as accelerated local economic development. Although the

LDIP involves public sector investments principally, it has the effect of eliciting and orchestrating desired private sector investments as well. This volume pertains to the Comprehensive Development Plan (CDP) and the process involved in its preparation only. The other outputs are presented in separate volumes. 

SOCIAL DEVELOPMENT	ECONOMIC DEVELOPMENT	INFRASTRUCTURE DEVELOPMENT	ENVIRONMENTAL MANAGEMENT	INSTITUTIONAL DEVELOPMENT
1. Population (size, growth, distribution)	1. Primary Sector a) Agricultural crops Fisheries (inland, brackish, marine) c) Livestock d) Forestry 2. Secondary Sector Mining and quarrying Manufacturing Construction Electricity, water, gas utilities	1. Economic Support Roads, bridges, ports, terminals Transportation Power generation Irrigation systems Flood control & drainage Telecommunications 2. Social Support Waterworks & sewerage Schools Hospitals Public socialized housing Facilities for vulnerable groups	1. Lands Lands of public domain Private lands and alienable and disposable lands	1. Organization and management
2. Social services and status of well-being Education and culture, spiritual health Recreation and sports Welfare Housing Protective services			2. Forest Lands Protection forests Production forests	2. Fiscal management
3. Gender and development			3. Parks and other reservations	3. Local legislation
4. Vulnerable groups			4. Water resources Freshwater (ground, surface) Marine waters	4. LGU-NGO-PO linkages
	3. Tertiary Sector Wholesale and retail trade Transportation Telecommunications Finance, insurance and related services Real estate Personal and community services Tourism		5. Air quality	5. National-Local Government linkages
			6. Waste management Solid waste Liquid waste Toxic and hazardous	6. City-barangay linkages