

4

DEVELOPMENT CHALLENGES AND OPPORTUNITIES

QUEZON CITY

This chapter summarizes the important issues and observed conditions that each sectoral group has identified from the analysis of various data sources, notably the socio-ecological profile, the LDI Table, and the annual reports prepared by the Bautista Administration. These issues appear on their face value as problems and constraints to the development of Quezon City. However, such perceived problem situations can be turned around into opportunities for promoting the general welfare of the inhabitants. This poses the supreme challenge for the effective governance of the city.

In the first section selected cross-sectoral challenges are discussed. Development challenges specific to the sectors are presented in the second part of this chapter.

4.1 Selected Cross-Sectoral Development Challenges

4.1.1 High population growth rate

Quezon City is not only the most populous city in the metropolis but it has had a higher average growth rate than either Metro Manila or the country as a whole for the last 3 decades. This is attributed to the momentum of a large base population to start with, and to the continuous stream of movers and migrants. The presence of extensive open areas in the northern part of

Quezon City has induced the suburban moves of former residents of the inner-core cities of the metropolis such as Manila, San Juan and Caloocan. Also, the presence of the top universities whose student population is recruited nationwide is another factor that contributes to the influx of migrants. Many of the students stay on after graduation to join the city's workforce and then become permanent residents.

A positive view is that a large and fast growing population can be regarded as an asset to the city in that it provides dynamism to the local economy by supplying the needed product and factor markets. A city's large university-based population also has the potential to create a critical mass of academics and professionals, artists and scientists who constitute the city's intellectual capital.

On the other hand, migration pours into the city a steady stream of the low-skilled unemployed who expect to find jobs but finding insufficient placements are largely dependent on social services and welfare programs.

4.1.2 High incidence of poverty

Although poverty alleviation programs have been given high priority by the current administration for the last 8 years, poverty incidence or the number of families below the poverty line decreases to 3.9%. Pro-poor social development programs such as those on basic health and nutrition, socialized housing, scholarships at all levels and livelihood assistance have had sub-

stantial share of the city's annual budget. But this is not nearly enough to bring down the poverty incidence to single-digit levels. This is due in part to the high in-migration rate discussed earlier. Also, local employment opportunities simply cannot cope with the growing demand for jobs.

4.1.3 Proliferation of slums and informal settlements

Given the vast area of vacant spaces and its easy proximity to the inner core of the metropolis, Quezon City has been the receiver of movers who had been displaced from Manila and other inner-core cities. The low-income families among these migrants built their shanties on any available lot, whether private or government owned. Others established their abode along rivers and creeks, road shoulders and traffic islands, under bridges, within utility easements and similar high-risk areas. This explains the proliferation of informal settlements resulting in unsatisfactory socio-spatial patterns of city growth. Another impact of proliferating informal settlements is the increasing informalization of the local economy. Continued occupation of hazardous areas increases vulnerability of some residents to disaster.

4.1.4 Leadership in green governance

True to its role as the green lung of the metropolis, Quezon City is taking the lead in green governance. Among other initiatives, Quezon City operates the first controlled dump with biogas

harvesting. Quezon City has also consistently made a sustained effort to maintain the largest network of parks and open spaces resulting in a level of biodiversity and wildlife abundance that is not typical of an urban environment. Another plus factor is the increasing tertiarization of the economy resulting in the disappearance of old factories from the cityscape. Hence, the city can now experience cleaner air and surface waters. However, due to its very extensive networks of arterial roads which carry the biggest volumes of vehicular traffic, the pollution of the air from mobile sources continues to be a serious environmental challenge to the city.

4.1.5 Growing engagement of non-government sectors

The city boasts of a fully organized and functional planning structure which consists of the CDC proper, its special bodies, and its sectoral and functional committees. The Council conducts two regular meetings a year, as provided for in the Local Government Code and CDC's internal rules of procedure. It is in the area of non-government sector participation, however, that leaves more room for improvement. This is particularly so in a city that has the most number of organized civil society groups. There are over 800 NGOs and POs accredited and many more have yet to apply for accreditation. Some of these unaccredited ones are simply not interested while others are either unaware of the process or find the accreditation procedure too tedious.

Despite the growing clamor of many groups to participate however, only 50 sectoral representatives are formally elected to the regular membership of the CDC. This is to comply with the minimum NGO participation set by law. The challenge for the city government is how to create opportunities and expand the venues in which non-government sectors can be more directly and meaningfully involved in governance activities.

4.2 Sector-Specific Development Challenges

4.2.1 Social development challenges

1) Health

a) Increase in maternal mortality rate

Not all pregnant women undergo early pre-natal check-up. Some deliveries are still attended by "hilots".

Safe birth facilities for use by government midwives to attend to these deliveries including supply of blood during deliveries are at times inadequate. These factors result in high risk of not only maternal deaths but neo-natal and infant deaths as well.

b) Low Contraceptive Prevalence Rate (CPR)

The decrease in the number of family planning users may be

attributed to lack of financial resources of couples. Other reasons are that preferred brands by some users are not available in the health centers. On the part of the city government resources to track or monitor users are not made available. This situation eventually leads to high birth rates.

c) Few mothers practice breastfeeding

A growing number of working mothers are unavailable to breastfeed their newborn babies. Some mothers are not motivated to breastfeed due to the absence of support groups at least within their reach. If the situation continues, infants are not assured of adequate nutrition, thus are prone to illnesses.

d) Tuberculosis among top 10 leading causes of mortality

The denial tendencies of family members with TB cases, inadequate medicines in health centers, risky lifestyle of the population and poor environment contribute to the spread of the disease. If unabated, this in effect will continue to be one of the top causes of death in the city.

e) High prevalence of malnutrition

The incidence of child malnutrition may be brought about by the following: inability of mothers to perform their feeding roles or bring their children to feeding centers. There is inadequate supply of food supplements or

lack of a nutrition program in some barangays. Malnourished children are therefore prone to illnesses and in some cases are vulnerable to early deaths.

2) Education

a) High drop-out rate in public high schools

Some students leave school due to poverty, lack of interest, peer group pressure, teacher factor, lack of parental support and poor health. Others are prevented to continue schooling by incidences of teenage pregnancies. Drop-outs eventually increase the number of out-of-school youth who are likely to be involved in cases of child labor and petty crimes.

b) Classroom shortage

The shortage in the number of classrooms is more pronounced in District II than in District I. In District II, the classroom-student ratio of 1:60 in public elementary schools and 1:63 in high schools is below the standard of 1:50. Despite continuous provision of additional classrooms this effort of government could not cope with the increasing demand for more classrooms due to the rapid population growth rate. Needless to say, a crowded classroom is not exactly an atmosphere conducive to learning.

c) Poor achievement rate in public secondary schools

The poor academic performance of some students is due to

lack of teaching aids/instruction materials, teacher quality and inadequate parental support. Doing paid work or doing household chores can also interfere with the studies and affect the academic performance of some students. Some high school students who are forced by circumstances to work and study at the same time will have low readiness for the next higher level of education.

d) Late entrance of children in Grade I

Many parents are not aware of the lowering of the age requirement for entering Grade I from 7 to 6 years old. Thus, there is low enrollment participation rate among the 6-year olds.

e) Limited number of Community Learning Centers (CLC's)

Inadequate budget for Alternative Learning Systems (ALS) prevents the establishment of more CLC's. Thus, not all out-of-school youths and adults are served. In areas or barangays where there are existing CLC's, the facilities and equipment are in poor physical condition.

3) Social Welfare

a) Low enrollment participation rate of pre-schoolers (3-5 years old)

Lack of awareness of some parents on the importance of Early Childhood Care and Development

(ECCD), insufficiency in day care centers/pre-school facilities and shortage of teachers/day care workers are some of the causes of low pre-school enrollment rate. Also the Local SSDD is unable to monitor NGO- run day care centers to get a true picture of the status of schooling of those children who are being serviced by non-government sectors.

b) Low availment of social welfare program among solo parents

Solo parents are not well aware of their privileges under the Solo Parent Act and hence fail to avail of the services which they should enjoy.

c) Inadequate system of documenting incidences of abuse

There is no established data base for all incidences of abuse against children, youth, women, elderly, differently abled persons including those in the families of OFW's. Various welfare agencies therefore, have no firm basis for determining their target clientele.

d) Increasing clientele of Molave Youth Home (MYH)

There is marked increase in the number of cases of abandoned and/or neglected children as well as children in con-

flict with the law with no court cases who are being accepted and served at the MYH for care and protection.

e) No facility for abused Individuals

The city has only a drop-in center where clients are temporarily placed for purposes of processing cases for referral to established welfare institutions.

f) No program for early detection/intervention for gifted and differently-abled pre-schoolers

There is no budget allocation yet for these special children thus, this sector of the population is not being adequately cared for.

g) Increased number of clients in crises situation

Clients who lack adequate income to buy medicines, pay for transportation, funeral services and other needs are forced to seek assistance from the city government through the Social Services and Development Department (SSDD). To address all their needs would mean additional strain on city resources.

4. Housing

a) Lack of affordable housing

Due to high cost of land and construction materials, low affordability level of families and huge housing backlog, the city government is unable to provide adequate affordable housing units.

b) Rampant selling of rights

Beneficiaries of public housing projects are forced to sell their rights due to their inability to sustain monthly amortization for lack of resources, limited access to employment and basic services, and lack of proper orientation on the enforcement of policies. This encourages professional squatting thereby defeating the very purpose of the housing project. It also results in the speculative pricing of the housing unit sold.

c) Syndicates prey on Community Mortgage Program (CMP's) beneficiaries

Overlapping land titles and ignorance of the law on the part of potential beneficiaries make them easy prey to unscrupulous syndicates.

5. Protective Services

a) Increase in crime rate

This is brought about by large population, poverty incidence, and inadequacy in police force, facilities and equipment. High crime rates deter investors to come into the city.

b) Increased number of drug affected barangays

There is a weak inter-agency coordination and inadequate information and education campaign on the fight against drug abuse.

c) Congested City Jail

The existing City Jail has limited space to accommodate the growing number of inmates. The sub-human condition inside the jail affects the health of the prisoners and jeopardizes their chances of early rehabilitation and integration in the society.

d) Slow response capability of fire-fighting force

The inadequacy of fire sub-station facilities, fire trucks, fire fighting force, poor communication facilities and antiquated equipment are only some of the factors that affect response capability during fire incidences. If no interventions are put in place more damages to property and possible loss of life will be expected.

4.2.2 Economic Development Challenges

1. Labor and Employment

a) Lack of economic database

Much of the available economic data are outdated and unreliable. Worse, city level data are no longer available in the "Labor Force Survey" and "Family Income and Expenditure Survey" reports of the NSO (traditional sources of labor and employment and family income and expenditure data). Moreover the locally generated data are not processed into readi-

ly usable form. The business registration process in particular is unable to capture valuable information from businesses since applications for business permits are processed even if applicants supply incomplete information/documentation in application forms. The lack of database makes it difficult to get an accurate picture of the current business situation of the city and to identify target beneficiaries of interventions in local economic development planning.

b) Increasing unemployment rate

The increasing unemployment rate is brought about by the increasing labor force participation rate and continued in-migration. Most of the unemployed come from the unskilled, poorly-schooled and low income groups. Moreover, there is mismatch between available skills and the skills required for new and existing jobs. Skills are not relevant to the needs of present local and global market and the curriculum of most schools does not address the human resource requirements of the market. The high unemployment rate thereby contributes to the increase in poverty incidence.

c) Increasing number of displaced Overseas Filipino Workers (OFW's)

The returning displaced OFWs are those whose work contracts from abroad have not been renewed or have expired. They add to the country's army of job seekers.

2. Family Income and Expenditure

a) Great disparity in income distribution

The city has been tagged as the working man's residence whose major source of income is wages / salaries from government and private employment. Few are engaged in high-income entrepreneurial activities. These comprise mostly of Filipino-Chinese businessmen originally from the inner cities of Manila and Caloocan who have later moved to newer suburban residences in Quezon City. Consequently, the difference in the average income of the few high-income families and that of the many low income groups is much too big for comfort.

b) Unmaximized public enterprises

Public markets and slaughterhouses are fast losing customers due to the growing number of modern air-conditioned shopping malls. There is a need to evaluate the city's public markets and slaughterhouses to determine whether they continue to serve their purpose.

c) Big number of unregistered small-scale businesses (informal sector/underground economy)

The proliferation of illegal vendors and the operation of the underground economy provide unfair competition to registered business establishments. This lessens government income from business, not to mention its adverse effects on the environment. The city has not yet developed innovative/special approaches in monitoring, regulating and registering the informal sector of the economy.

3. Industry and Services

a) No significant increase in the number of business establishments

The growth of investments in businesses is generally sluggish. This may be due to the difficulty of getting permits or the lack of business incentives. This often results in failure of businesses to register or renew their permits.

b) Lack of major financial and business facilities

The city has no central business district that would attract big scale investments. At present, the city is dominated by small to medium scale establishments engaged mostly in the distribution of finished products and in the provision of basic personal services.

c) Opportunities for growth of the ICT and wellness industries not fully utilized

The city has been tagged as the ICT and Wellness Capital of the country due to availability of proper infrastructure and facilities (for ICT: for having the highest concentration of ICT Parks/buildings, for wellness: existence of modern tertiary and specialized hospitals, health clinics, fitness gyms, spas, etc.). However, these opportunities are not maximized due to the lack of skilled manpower and other programs/projects to boost development of these industries.

d) Limited assistance and incentives to prospective investors

There is no business service center that will respond to the needs of business investors and provide basic information on business-related undertakings.

e) Deteriorating areas with high economic potentials for growth

Various areas in the city with high potentials for growth such as the Balintawak area, Novaliches area, including tourism/historical sites and landmarks are deteriorating and in need of urban regeneration schemes.

f) Distance from entry points (airports & seaports)

The city's relative distance from the ports of entry such as the NAIA and the Manila South Harbor decreases the probability of

tourists being able to visit the city, especially if they have very limited time to go around.

g) Limited programs on tourism

Programs and projects of the city on tourism promotion are limited and are mainly focused on cultural affairs. Greater attention and allocation of additional funds is necessary to improve the tourism industry in the city.

4.2.3 Environmental Management Challenges

1. Solid Waste

a) High solid waste generation

Quezon City is estimated to be producing solid waste equivalent to 0.66 kilo/person in a day. The high generation rate is attributed not only to the large population but also to the high concentration of commercial and industrial establishments, many of which are still unregistered and unregulated small-scale businesses. Vendors proliferating on sidewalks, marketplaces and street intersections contribute to the waste generation.

As more waste is produced, more is disposed at the Payatas Controlled Facility (PCF) thus threatening its premature clo-

sure. It strains collection efficiency resulting in dirty surroundings due to the uncollected volumes. Eventually, infestations from the uncollected heaps endanger the health of the community.

b) Big potential for waste reduction

A study showed that the waste generated in the city is 48% biodegradable, 39% recyclable and only 13% residual which is ideally the portion that should go to the disposal facility. The barangays have shown significant interest and will to undertake barangay-based reduction as mandated by the RA 9003 (Ecological Solid Waste Management Act of 2000). Waste reduction is a source of livelihood especially for the poor population. Once maximum reduction is achieved, less waste would go to the landfill thereby reducing the threat to the environment and the need to provide for more disposal facilities.

c) Impending closure of the Payatas Controlled Facility and absence of alternative disposal site

The PCF is nearing full capacity and has a pending closure order from DENR. The siting and development of another facility has been difficult due to high cost of land especially in QC and the refusal of communities to accept solid waste within their vicinity. Failure to reduce waste to a significant level and to develop a new disposal site

will result in garbage crisis, deterioration of the environment and of public health. The premature closure of Payatas Controlled Facility will cause displacement of community members dependent on waste recycling and the PCF operation for livelihood.

d) Unmonitored disposal of toxic, hazardous and healthcare wastes

The disposal of toxic and hazardous waste from industries and healthcare wastes from hospitals, clinics, funeral parlors and the like is not properly monitored and documented. This is due to lack of will to strictly enforce environmental laws and confusion among certain government agencies regarding their appropriate roles. Continuous mixing of such type of dangerous wastes with ordinary wastes aggravates contamination of the land and water resources leading to spread of illnesses and diseases.

2) Air Quality

a) Pollution from vehicular emissions/ smoke belching

Seventy percent (70%) of air pollution is attributed to vehicular emissions. Running on the city streets are countless vehicles belching out smoke. Many of the vehicles are jeepneys, buses and cars using second-hand engines and fuels of low quality. They proliferate because of the relaxed government policy on the importation

and registration of such vehicles and the enforcement of anti-pollution laws is weak.

b) Unmonitored industrial emissions

Industrial emission is not properly monitored also because of weak implementation of laws and regulations. Some community members allege that there are instances when business permits are issued even without the required environmental compliance certificate. Like the transport vehicles, industries emit gases and particles that pollute the air and threaten public health.

3. Water Quality

a) Pollution of rivers and creeks

The rivers and creeks are biologically dead due to pollution mainly from untreated wastewater directly discharged to the said water bodies. The city lacks area-wide or centralized sewerage treatment facilities to process domestic wastewater. Some households, mostly informal settlers, do not have septic tanks for their night waste. In addition to the wastewater, garbage is still thrown to the waterways in some parts of the city. Heavy pollution not only exterminated aquatic life but also took away the aesthetic and recreational values of the rivers and creeks.

b) Loss of easements and narrowing of rivers and creeks

Rivers and creeks and the easements along them experience pressure from increasing population and development. Long stretches of easements and some segments of the rivers have been lost to encroachments by both informal and formal settlers alike. The effects are the drying up of certain portions of the creeks and flooding in compromised areas. It also deprives the community of the recreational use of the rivers and creeks.

c) Over-extraction of groundwater

Data obtained from the National Water Resources Board showed evidence of deterioration of the aquifer due to over-withdrawal. The excessive water withdrawal results in water supply depletion and pollution. The government has failed to control and closely monitor the extraction of groundwater in wide areas in Metro Manila including Quezon City

4. Parks and Open Spaces

a) Lack/inadequacy of parks and open spaces

At present, 32 barangays do not have any park at all. The others may have their parks but these are inadequate for the needs of the community. The shortage of land for parks

and open spaces is artificial in many instances. In some communities, areas allocated for parks and open spaces were encroached upon by informal and formal settlers while in others, the open spaces were fully utilized for schools, churches, housing, and other community facilities. As a result, residents do not have the space to satisfy certain recreational needs like play and leisure and hold socio-cultural interactions.

b) Conflicts between barangays and homeowners

In some barangays, conflict between the barangay officials and homeowners' associations over the control and management of the park prevents the appropriate development and optimum use of the park for public purposes. Either party has the possession and power to determine the park's use to the detriment of the other members of the community.

5. Biodiversity

a) Moderate biodiversity of parks and other open spaces

Large parks and open spaces like the La Mesa Watershed and the institutional grounds of UP and Ateneo de Manila are habitats to many species of trees, plants, birds, amphibians, reptiles, mammals and insects. Some of the tree and plant species in La Mesa Watershed are either exotic or endangered. The preservation of wildlife in these areas is made possible by the advo-

cacy and involvement of some institutions.

Protecting and enriching the biodiversity of parks is important in enhancing the quality of the environment and providing for the recreational needs of the citizenry.

b) Lack of awareness on the biodiversity of the city and the importance of wildlife conservation

The lack of awareness of the citizenry stems from the lack of proper information and education campaign on the importance of maintaining biodiversity and of wildlife conservation. The danger in this situation is that an uninformed and unconcerned citizenry does not care whatever happens to the wildlife and their habitat.

c) Illegal logging and kaingin

The periphery of the La Mesa Reservoir is threatened by poachers.

6. DRR/CCA/M

There is a growing and widespread concern for disaster risk reduction and climate change adaptation and mitigation.

a) Threat posed by the presence of the West Valley Fault (WVF)

Greater Metro Manila is traversed by the West Valley Fault (WVF) is approximately 100-km long and transects portions of Quezon City, Marikina City, Pasig City, Makati City Taguig City, Muntinlu-

pa City, and the provinces of Bulacan, Laguna, and Cavite. The WVF can generate an earthquake with a magnitude of 7.2 that may result to a very destructive ground shaking, with intensity of VIII on the PEIS, in Metro Manila and nearby provinces.

In the VFS Atlas it showed that the WVF traverses the eastern boundary of Quezon City particularly Barangays Bagong Silangan, Batasan Hills, Matandang Balara, Pansol, Blue Ridge B, St. Ignatius, Libis, White Plains, Bagumbayan and Ugong Norte.

b) Flooding

The city has undulating terrain and is within the catchment area of five river systems- San Juan River, Tullahan River, Marikina River, Pasig River and Meycauayan River and their tributaries and creeks with a total length of almost 200 km. These river systems receive tremendous amount of water during heavy rainfall and have great potential to flood low-lying areas.

c) Impacts of climate change phenomena such as extreme weather events, change in precipitation pattern, and temperature rise.

4.2.4 Physical Development Challenges

1. Geography

The location of Quezon City relative to the inner core of Metro

Manila has defined the pace and pattern of its physical development. The settlement of Quezon City has been largely associated with the suburbanization of Manila's population. In temporal- spatial terms development of Quezon City started in the southwest and south (District I and District IV) areas directly abutting on the City of Manila. Then development crept and spread towards the other parts (District II and District III) of the city following more or less the construction of metropolitan arterials consisting of major radial and circumferential roads. The radials tend to spread growth outwards while the circumferentials define the outer limits of suburban growth. The first is the function of Ortigas, Aurora, Quezon boulevards and Quirino Highway. The second function is performed by Araneta Ave. (C-3), EDSA (C-4) and C.P. Garcia highway (C-5). All of these major thoroughfares are national roads. From its inception up to quite recently the development of Quezon City has depended on the initiatives of the national government. The challenge for the future of Quezon City, as clearly seen and verbalized by Mayor Belmonte, is to engineer the shift of the metropolitan core to this city and extend the momentum of growth to metro fringe areas like San Jose del Monte in Bu-

lacan, and Rodriguez, San Mateo and Antipolo City in Rizal. It is the prospect of Quezon City becoming a new metro core and taking within its sphere of influence the metro fringe areas to the north and east that gives profound justification for the proposed new CBD on the eastern half of the Great Quadrangle straddling the North Ave. and the East Ave. triangles.

2. Topography

a) Steep slopes

Parts of the city along the escarpment where steep slopes can be found traverse Barangays Payatas, Bagong Silangan near the Novaliches Reservoir, Old Balara, Pansol, Loyola Heights, Escopa, Blue Ridge and St. Ignatius. With slope ranging from 16% to 35% these areas are considered non-buildable because they form the uplifted part of geological faults. They can best serve as greenbelt zones. Unfortunately, certain sections of the escarpment are now heavily built up.

b) Soil load-bearing capacity

Construction of tall structures is generally possible in most parts of the city considering its soil type is that of the Novaliches Clay or adobe. This however presents an important constraint in construction due to increased excavation cost to be incurred in building foundations, tunnels and basements.

c) Drainage and flooding

Sitting on a plateau where the lowest elevation is at 4m above sea level, the city does not experience problems of tidal flooding. At worst, slow outflow or even back-flow of drainage occurs in low lying outfall areas (parts of Talayan, Santol, La Loma) due to swollen water levels at waterways.

Flooding in some areas can be attributed to the absence of city-wide drainage master plan that would guide local land development projects such as estate and subdivision developments. A drainage master plan could aid in the layout, flow direction and size of culvert to use with due consideration for the present and projected inflows to lower areas. The preparation of a city-wide drainage master plan should therefore be given priority attention by the City Government.

In many parts of the city where flooding is experienced there are no outfall rights-of-way traversing properties in lower areas. Such absence may be due to undeveloped property located in the out-fall area or the failure to provide right-of-way when the property was subdivided.

Another cause of flooding is the small-sized culverts installed in old subdivisions which, through time, have become silted and clogged, thus are inadequate if not completely non-functional. Rehabilitation and improvement of these out-

dated drainage systems should be addressed.

Debris-clogged and silted waterways and drainage systems still threaten to cause flooding in many areas of the city.

Being in an upstream location, the city should be concerned with protecting its waterways from improper dumping of garbage and liquid effluents which eventually flow downstream to neighboring cities like Manila, San Juan, Valenzuela and Caloocan and ultimately into Manila Bay. Measures are therefore called for to keep the city's waterways regularly cleared of debris and liquid effluents properly treated at source.

3. Land Use Pattern

a) Proliferation of informal settlements

To accommodate the growing population residential developments both through the creation of new communities (subdivision projects) and densification of existing ones through construction of multi-dwelling structures like townhouses, apartments, condominiums are being pursued continuously. But with the cost of land being unaffordable to many, many are turning to establishing informal settlements which have led to the formation of urban sprawl, blighted environments and deterioration of basic services.

b) Conversion of residential areas to commercial function

Starting from a small act of putting up a store meant to augment family income, this practice has proliferated and created unplanned commercial zones. Consequently, existing facilities and utilities originally designed for a residential area have become insufficient. With narrow streets, for example, being used by large commercial vehicles traffic problems have worsened, on-street customer parking obstructs traffic flow and complaints from other residents are mounting.

c) Emergence of commercial nodes

Commercial land use started as linear ribbons along major thoroughfares serving residential areas. There was only one commercial node, then, Araneta Center in Cubao. Now several commercial nodes have developed : SM malls in North Triangle, Sta. Mesa, and Fairview, Trinoma on North Avenue, and mixed use nodes like Eastwood in Libis, and UP-Ayala Technohub on Commonwealth Avenue. This may be attributed to the increasing competitiveness of the city as an investment area and the presence of top-rated universities that can make available skilled human resources. The visible impact of this trend is the enhanced cityscape and improved circulation systems. On the other hand, the old com-

mercial areas like the public markets are now getting blighted due to loss of customers.

d) Steady loss of industrial land use

The ban on industrial development and expansion in Metro Manila since 1983 and the establishment of several industrial parks to the north and south of the metropolis have led to the steady abandonment of the traditional industrial zones such as those in Novaliches and Ugong Norte in favor of the better planned and provisioned industrial estates. This has led to loss of industrial jobs and the former industrial workers find themselves unable to fill new jobs in the market for service sector skills like call center agents. What replaced the large manufacturing plants are sporadic small scale, informal types of processing industries interspersed with residential land use. In terms of physical impact, the conversion of former industrial land to residential and commercial use has changed the landscape and over-all environmental quality of these areas.

e) Growing demand for institutional land

The rapid growth of population has led to increased demand for land for institutional use such as schools at all levels, health facilities of all types, churches, recreation and government services. In the face of this growing demand for institutional land, the large areas of national government institutional

reserves, particularly the National Government Center (NGC) compound is being reduced due to conversion of 150 hectares into socialized housing site. Similarly, other institutional lands like the UP campus are encroached upon by large squatter communities. These intruded areas eventually become permanent settlements like Krus na Ligas and the BLISS sites in San Vicente and Sikatuna thus effectively diminishing the areas for institutional land use.

4. Service Utilities

a) Water supply

Domestic water supply is generally adequate. However, there are informal settlements that cannot avail of direct connections and residents resort to buying from enterprising suppliers or withdrawing from the groundwater.

b) Power Supply

Electric power supply comes from only one source - Meralco. Of total consumption, over 90% is accounted for by residential connections. Coverage of households is almost total but some connections are illegal and pose fire hazards to some communities.

5. Communication

a) Telephone services liberalized

Under a liberalized environment, five (5) private companies provide telephone services to the

city. Two (2) companies offer cellular mobile phone services and three (3) firms provide paging systems. Telegraph and telex services are provided by one private and one government firm.

b) Mail and parcel delivery, money order, domestic and international express mails and PO box leasing services are provided by the QC Central Post Office, 10 post offices and nine (9) private postal stations.

c) Internet

Broadband services are available in many public institutions and private establishments. Internet service providers can be found in practically every nook and cranny of the city.

d) Radio and television

Quezon City is the home base of 11 local TV networks and six (6) cable television, seven (7) AM radio and four (4) FM radio stations.

e) Print media

All major newspapers and magazines of national circulation are available in even the remotest parts of the city.

6. Transportation

a) Road network

As of 2007 Quezon City had already exceeded the national standard for primary roads of 1.0 km./100 ha. and secondary roads of 2.0 km/100 ha. of land area. However, the newer parts of the city, District II and District III, are still below standard in the provision of primary roads. Neverthe-

less, these newer areas have already exceeded the national norm for secondary roads. This implies that the northern part of the city was developed sporadically, that areas were developed even without the benefit of primary access. As a result, the over-all road pattern exhibits a distinct contrast between the southern and northern parts of the city. The older southern part is conspicuous for its regular grid pattern of streets; the newer northern part exhibits irregular street layouts where incomplete loops, dead ends and disjointed subdivision roads predominate.

b) Transport modes

Quezon City is serviced by all types of land-based motor vehicles. In terms of vehicle volume, private vehicles predominate with 82%. Public utility (buses, jeepneys, taxis) comprise 14% and commercial vehicles contribute 4%. In addition, two (2) light rail lines traverse the city; line 2 following the ROW of Aurora Blvd. and line 3 along EDSA.

In terms of passenger volume, public utility modes move as much as 70% while private vehicles carry only 30% of the passenger traffic. This clearly shows a big discrepancy in vehicle road occupancy. The two LRT lines also differ hugely in ridership with Line 3 carrying

800,000 passengers while Line 2 only 30,000 passengers daily.

Another challenge is the proper positioning of inter-modal split nodes. The provincial bus terminals located at the Araneta Center and along EDSA in the Cubao area are well chosen because they allow passengers to make easy transfer to other modes. It is the location of LRT stations that leaves much to be desired.

With very few exceptions, LRT stations seem to have been designed and located without regard for inter-modal transfer. Alighting passengers invariably walk great distances to get bus or jeepney connections. Jeepney and bus routes and even some street networks need to be redesigned to effect easier interlinkages with existing and future LRT stations.

Finally, the most common mode of local transport that services subdivisions and remote areas is the tricycle. The regulation of tricycles has been devolved to local governments. In Quezon City, there are over 24,000 tricycle units plying 149 service areas. Although tricycles are banned from using major roads some are seen plying certain major road sections. This is due to the fact that local road networks which they are allowed to use are often poorly articulated and cannot serve as alternative routes for tricycles.

c) Traffic gridlock

Traffic congestion is experi-

enced in many intersections of major thoroughfares in Quezon City. This is due mainly to the sheer volume of vehicular traffic, especially private vehicles. Another cause of congestion is the big number of buses that are made redundant with increasing LRT patronage but which continue to ply the same routes as the LRT lines. Other minor causes include lack of discipline among public utility vehicle drivers and the riding public alike who violate every known traffic regulation. While infrastructure solutions are being put in place like road widening, elevated footbridges, traffic barriers and restraints, and signalized crossings, many of the causes of traffic gridlock can be addressed by simple observance of rules and regulations by all road users concerned.

4.2.6 Institutional Development Challenges

1) Organizational Management

a) More than 30% unfilled positions

Only key positions are filled up while more than 30% of the regular positions are still vacant due to the delayed action on personnel recruitment and promotion. This action is, however, in line with the city's program on rationalization of resources. This resulted in an optimized use of the city's funds for personnel services which is way below the 45% allowed by law. However, a feeling of demoralization is felt among some employees

and this has made them seek greener pastures outside the city or in other countries.

Meanwhile, even with a lean bureaucracy the city still attains increased productivity courtesy of the competent and dedicated personnel.

b) High number of female personnel

The observed higher number of female personnel especially in the middle and lower management compares favorably with the national average. It shows that there are more women applicants who meet the hiring criteria. It also indicates women empowerment, particularly since the city has been a pioneer in the enactment of a Gender and Development (GAD) Code.

c) Absence of CODI

The non-creation of the Committee on Decorum and Investigation (CODI) which is part of the Civil Service Commission's Administrative Disciplinary Rules on Sexual Harassment Cases denies a prospective complainant a proper venue to air or ventilate cases related to sexual harassment.

d) No complete profile of personnel

Personnel development thru capability building trainings is among the many programs implemented by the current administration. However, some departments/offices fail to submit post-training

reports to the Personnel Office. This can be traced back to the inefficient monitoring and tracking mechanism, weak implementation of, and also the lack of awareness on the Memorandum Circular on Submission of Report 30 days upon training completion. The lack of post-training reports results in inadequate basis for tracking and determining training needs. In addition, the city government is in need of a complete profile and skills assessment of personnel which can serve as basis for personnel merit/promotion/rewards.

This complete personnel profile can be a component of a comprehensive human resource development program of the city.

e) Good leadership

Strong leadership is evident with the presence of various awards and recognition of the city and the chief executive. The improved governance innovations have been recognized by both local and foreign organizations giving the city a better image here and abroad.

f) Separate operating process flow

While the city takes pride in the able leadership of its Chief Executive there are still areas for improvement in the operating system in the city government.

It is observed that each office has its own separate operating process flow due to the absence of an LGU Manual of Operations which should contain an integrated systems and procedures and service standards of all operating units in the LGU. The fragmented procedures are open to graft and corruption and the clients have no clear guide where and how to transact their business more easily and efficiently.

2. Fiscal Management

a) Effective and efficient fiscal management

The city has been recognized for its effective and efficient fiscal management. This recognition was successfully earned by the city government thru the dynamic partnership of the city, the barangay and the city council. This was further boosted by the streamlining of the bureaucracy, the presence of a competent economic and financial team, the capacity building provided to LGU officials from city to barangay particularly on fiscal management, and by the enactment of the city's revenue code. Strong leadership is also one major factor that inspired the Team QC to sustain the gains and achieve collection targets. Improved collection can easily provide the means to improve delivery of public services, increases in employee benefits and to finance more development projects. The established viability of the city's finances has also reduced

the need for funding from outside sources which gave the city a measure of competitive advantage.

b) Emphasis on revenue raising

In its early years in office, the current administration's emphasis on revenue raising and infrastructure development was triggered in part by the backlogs in services provision and revenue generation from the previous administrations. As a result, development plans and other international commitments such as the Millennium Development Goals (MDGs), the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and the International Covenant on Economic, Social, and Cultural Rights (ICESCR) were not immediately implemented. Too, the needs and concerns of such sectors as children and urban poor were not sufficiently addressed. This was manifested by the limited improvement in the quality of life of the constituents.

3. Local Legislation

This sub-sector would have to address challenges in terms of enacting and strengthening legislative measures that would contribute to the over-all development of the city.

a) Absence of investment code

With the city's Investment Code still pending adoption by the City Council, there is practically no guide to investment in the city or to allocation/prioritization of earnings from investments. With an in-

vestment code in place, the city can better identify areas of investments and attract investors.

b) Lack of public consultation on some proposed ordinance

There is seemingly a lack of public consultation on some proposed ordinances that involve or affect certain barangays. This is related to the problem of lack of transparency and failure to properly inform and consult with concerned barangay officials and representatives. In turn, the concerns of affected barangays may not be sufficiently addressed. The challenge now is to institute additional mechanisms to ensure participation of barangay representatives in the consultations; otherwise, it will be difficult for the city government to get the full support of the barangays for future legislative measures.

c) Slow passage of some ordinances

Some ordinances move through the legislative much faster than others. This can be traced to lack of lobby groups, the nature of proposed ordinances as well as political, social, economic and personnel - related factors. This leads to compromised public service delivery, prolonged conflicts, and delayed implementation of development programs.

d) Information Access to Local legislation

Access to information on local legislation is difficult because the

legislative tracking system is not yet fully computerized. The on-going installation of computer-based systems was temporarily hampered by the recent fire incident. With the increasing trend in the use of Information Communication Technology (ICT) in government processes, the sector is challenged to facilitate data retrieval and to institute fully computerized systems for immediate public access to and adequate dissemination of local legislations.

4. People's Participation

a) Increased number of accredited NGO/PO

The city has substantial accomplishments in the area of people participation and indeed considers "participative governance" as one of its key principles.

This principle is reflected in the increased number of accredited NGOs and POs and their active participation thru information drives, increased awareness of their role as partners in governance, and institutional intervention which resulted in effective coordination and in more partners in development. The challenge then would be to sustain and enhance information dissemination, institutional intervention and coordination between the government and civil society organizations in the city.]

b) Active NGOs/POs in the CDC

There is now an active NGOs/POs participation in the City Development Council brought about by the increased awareness of their role as partners in governance. This active fusion makes for effective coordination and consultation relative to sectoral planning and programming.

c) Imbalance in sectoral representation to CDC

However, there is an observed imbalance in the pattern of sectoral representation to the CDC. For example, the urban poor have 10 representatives while other sectors are not represented. The failure of some organizations to collaborate with the city's initiatives deprives their clients like the out-of-school youth (OSY), the adults, and the children of the local government services they need.

d) Not all BDCs conduct barangay development planning

Another challenge is that not all barangay development councils (BDCs) conduct barangay development planning (BDP) with active NGO/PO participation due mainly to the inability or lack of technical know-how of some barangays to undertake BDP, conflict between barangays and NGOs/POs and also animosity among NGOs/POs themselves. The inadequacy of the barangay development councils vis-a-vis active NGO/PO participation spells unclear priorities for program implementation. ❖