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VISION-REALITY GAPS

COMPREHENSIVE DEVELOPMENT PLAN | 2017—2020

This chapter summarizes the differences between the desired end-state scenario as described in Chapter 3 and the current status of development of Quezon City as presented in Chapter 4. It also attempts to extract the causes and consequences of the identified gaps as a take off point for the exploration of appropriate policy options and intervention measures. (*See also Appendix 1*).

Consistent with the two components of the vision statement, namely, the outward-looking and the inward-looking, this chapter contains two parts: 1) Gaps between the desired roles of Quezon City and the current level of attainment of those desired roles, and 2) Gaps between the desired characteristics of the five development sectors and their current state as pictured in the Socio Ecological Profile (In separate volume) and the development challenges (Chapter 4).

The sectoral development plans that follow beginning with chapter 6 spell out the strategies and intervention measures intended to close these gaps.

5.1 The Desired Roles of Quezon City

As discussed in Chapter 3, there are three identified roles for Quezon City in its wider context, namely:

- a) As the green lung of Metro Manila
- b) As the knowledge industry capital of the Philippines

- c) As health and wellness center in Asia and the Pacific

5.1.1 Gaps in the first role

Quezon City has maintained its status as the green lung of Metro Manila. No other LGU in the metropolis has as much open space as Quezon City does, both in absolute and relative terms. The city maintain is poised to take up the challenge of sustaining said role over the long term.

What seems to be the gap to be closed is the need to recover for the public benefit more linear open spaces which are illegally encroached upon. These include legal easements along rivers and creeks, road rights of way, and easements of utility lines like Meralco transmission lines and MWSS aqueducts.

Moreover, the continuing reduction of institutional open spaces such as those in military camps, university campuses and government hospitals which are included in the computation of the gross open space of Quezon City leads to the effective reduction in the over-all share of open space to total land area.

To be able to maintain the actual amount of open space and thus sustain its role as green lung of Metro Manila, more creative approaches to

urban design and more responsive revisions of the existing zoning ordinance are clearly needed.

5.1.2 Gaps in the second role

With the presence within its territorial jurisdiction of top universities, university-based science research and technology incubation facilities, all national television and major radio networks, movie production, recording companies and related entertainment facilities, and the most number of IT parks and ecozones, Quezon City can already lay claim to the title of being the knowledge industry capital of the country.

But the title should not be based solely on the accident of geography. More than being a mere site for the above-cited institutions and facilities the city needs to continue to establish strong linkages with them. On one hand, these institutions must show a sense of corporate citizenship by taking active part in various programs and activities and where necessary provide guidance in their host city's effective governance. On the other hand, the host city must learn to utilize these institutions as part of its intellectual capital. As host city, the local government, business, and society must be among the first to benefit from the use of innovative processes, new products and ideas generated by these knowledge institutions. And as

the knowledge industry capital Quezon City must be in the forefront of efforts to explore new ideas, adopt and disseminate modern tools and techniques, and promote the full flowering of the arts and sciences nationwide. These latter implications of the second desired role for Quezon City as enumerated in Chapter 3 are the gaps that are yet to be filled.

5.1.3 Gaps in the third role

Quezon City is well on its way to becoming the health and wellness center in the country and in Asia and in the Pacific. This can be gleaned from the growing number of internationally renowned specialty hospitals, both government and privately owned. In addition, health and wellness services - diagnostic, dental and beauty clinics, rehabilitation centers, convalescent/nursing homes, health spas and fitness gyms - abound.

In as much as the target clientele include foreign tourists, additional support infrastructure such as hotels, hostels, hospitels and similar forms of accommodation of competitive quality and pricing are needed. At the moment these are still in short supply in Quezon City.

Also, an aggressive program of medical tourism needs to be crafted and vigorously promoted.

5.2 Vision-Reality Gaps in Desired Sectoral Characteristics

5.2.1 Gaps in the desired quality of the population

It is envisioned that Quezon City residents of the future are healthy, educated and secure.

1) On the state of health of the city residents – a number of input and outcome indicators are used to determine gaps or backlogs in the city’s health care delivery system. Outcome indicators include overall mortality and morbidity rates, infant, child and maternal health and pre-school children’s nutrition. Input indicators include ratio of health facilities, health care programs and health personnel to total population and available facilities for sports and recreation.

Mortality rate for all ages shows a decreasing trend. The top three killers, Pneumonia, Cancer (all forms) and Acute Myocardial Infarction.

Incidence of illness for all ages is likewise decreasing. The top three causes of morbidity are typically those that affect poor vulnerable groups: (Upper and Lower) Respiratory Tract Infection, Skin Diseases and Urinary Tract. Pulmonary Tuberculosis (PTB) was rank sixth in 2010, went up as number three in 2013 and back to rank 6th in 2015.

The state of health of pregnant women depends on the kind of pre- and post natal care they receive. In Quezon City, only nine out of 10 pregnant women receive early pre-natal check-up. Only 3.62% (2015) of deliveries are attended by home-

grown paramedics or “hilots”. Overall, maternal deaths in Quezon City, ranked lower than Metro Manila for every 100,000 live births.

Infant mortality rate is lower in Quezon City than in Metro Manila.

The nutritional status of pre-school children shows a gap of only one out of 100 children is moderately to severely malnourished. The rate for the city is lower than that for Metro Manila. The immediate cause of infant malnutrition is that only 67 out of 100 infants are breastfed up to 6 months compared to 72 in the entire metropolis. What makes the Quezon City mother so coy about breastfeeding?

In terms of input indicators like ratio of health centers to total population, the picture is not so bleak, except in very populous District II where the ratio 1:57,764 exceeds the national standard of 1:50,000. In the same district, there is an acute shortage of hospital beds. Whereas there should be one bed for every 2,000 inhabitants in District II, there is one for every 23,730 inhabitants. This imbalance implies that sheer size and growth of the population in this area of the city can overwhelm government efforts and resources.

Another input indicator is the ratio of health personnel to total population. Government physician population ratio is way above the national standard but there is a shortage of government dentists. Similarly the number of government

nurses is adequate. There is however, an acute shortage of government midwives.

Finally, there appears to be no lack for sports and recreation facilities in Quezon City, both public and privately owned.

2) How educated is the Quezon City resident? A number of outcome, output and input indicators can be used to assess the current shortfalls to full attainment of this vision descriptor. Due to the fact that elementary and secondary education is not devolved to local governments only indicators relevant to LGUs are selected for analysis here.

Literacy rate. This is a catch-all indicator of the general educational attainment of the population. As of the 2010 national population census the literacy rate of Quezon City is 99.74%, slightly higher than that of Metro Manila which is 99.20%.

Classroom-student ratio. This is a very important indicator to the LGU because local governments participate in the provision of classrooms. In Quezon City the city government continues to construct elementary and secondary school classrooms. Only District II had shortage of classrooms. To satisfy the standard classroom-student ratio on a 2-shift basis of 1:50, an addition-

al 31 elementary and 48 secondary school classrooms will have to be constructed in District II.

Enrollment participation rate. This indicator is the outcome of the willingness and ability of families to send their school-age children to school. To a lesser degree this indicator also reflects the quality of the existing educational services and facilities. As of SY 2015-2016 the EPR for elementary and secondary schools in Quezon City were recorded at 95.43% and 85.90%, respectively.

Probably a more disturbing indicator is the enrollment participation rate among pre-school age children. In SY 2015-2016 only less than one-third (49.22%) of all pre-schoolers were enrolled in the day care centers, public and private. An overwhelming majority of young children are being deprived of organized instruction and upbringing in their formative years.

Cohort survival rate. This indicator shows how well students are able to stay in school from the first year to the last year of a particular school level. In SY 2015-2016 85.59 % of elementary pupils who enrolled in Grade I six years earlier finished Grade VI. At the secondary level 82.32% of those who entered first year finished fourth year. In short, one in every five enrollees in elementary and high school levels is not able to complete that particular school level.

Academic performance indicator. Despite the gaps described above, Quezon City schools performed relatively well compared to other LGUs in Metro Manila.

Promotion of culture and the arts. This input indicator elevates the concept of the “educated” citizen from that of merely functionally literate to one who is “cultured”. But the cultured individual is almost impossible to determine with any degree of certainty. Hence, only the availability of media and opportunities for cultural advancement of the citizens such as museums, art galleries, heritage sites and cultural programs of which Quezon City is richly endowed will suffice as indicator of how “educated” Quezon City residents can be presumed to be.

Scholarships galore. The city, as well as individual councilors, supports thousands of scholars at the baccalaureate degree level. However, it has yet to offer graduate and post graduate scholarships.

3) How secure do QC residents feel in their persons and in their property?

The feeling of security by individuals and communities is the net effect of factors that tend to strengthen their capacities to cope with, and factors that reduce their vulnerability to natural and human made disasters. At the individual level the most important factors that contribute to se-

curity are health, education, food and nutrition, adequate shelter, sufficient income and access to clean safe drinking water and sanitation facilities. At the level of communities, the critical factors include services to ensure peace and order, disaster risk reduction, and to provide care and protection for vulnerable groups.

Adequate shelter. An adequate shelter is one that provides protection to the occupants from the harsh climatic conditions such as: extremes in ambient temperatures, rain, typhoons, floods, and the like. Ideally, every person, family or household must be accommodated in one dwelling unit. The occupants of each dwelling unit must enjoy secure tenure to be free from the threat of eviction.

As of 2015, housing backlog was estimated at 218,840 units consisting of doubled up and displaced households. This represents about 32% of all households in the city. Add to this, about 12,000 new units needed every year due to formation of new households.

Sufficient income. In a society where practically everything that one needs has to be purchased in the market, having sufficient income is a critical factor to one’s well-being and security. Sufficient income is technically defined as an income level above the poverty threshold computed for the particular region.

In the absence of Quezon City data in the PSA results of the FIES, that of NCR is used which is 3.9% on poverty threshold, which is lower than the Philippines which is 21.6%.

Access to safe drinking water and sanitary toilets. As of 2015, not all households (98%) in Quezon City had proper sanitation facilities. This is unsatisfactory for a city with claims to modernity and boasts of world class health care facilities.

Police-population ratio. This is a very common indicator of the potential status of peace and order in any community. As of 2015, there was one police personnel for every 824 inhabitants. This is still a case of under-provision considering the national standard ratio of 1:500. The shortage has resulted in rampant commission of crimes against property. Worse, the jailguard-inmate ratio stood at 1:97 as against the standard ratio of 1:7. Crime solution efficiency is also decreasing. Firemen-population ratio. Against the standard ratio of 1:2,000, that in Quezon City in 2007 was a low 1:5,142. This implies that each fireman has to treble his effort to effectively protect his share of the population.

City services include 3 reformatory institutions supplemented by 46 registered non-government organizations

providing welfare services in the city. The Office of the Senior Citizens Affairs provides programs for the welfare of residents above 60 years of age.

A final note on the desired quality of the city's population: The backlogs and shortfalls identified in this section are due in large part to the huge and rapidly growing population of Quezon City. The huge population of 2.7 million (2007) with an average growth rate that consistently topped those of Metro Manila and the Philippines for the last three decades, represents a heavy strain on the city's resources. And yet there is very little that the city can do to limit the size and growth of its population. For one, family planning services can be intensified but this addresses only the factor of natural fertility. The factor of migration is more problematic for as long as there are perceived opportunities for living and working in Quezon City, migrants from all over the country will continue to flock to the city.

One positive trend is the slowing down of the suburbanization component of in-migration due to two factors: 1) the vacant lands of Quezon City are close to being completely filled and 2) inner cities of the metropolis are now undertaking their own redevelopment schemes and are becoming attractive enough for potential out-migrants to opt to stay. If this trend of weakening suburban moves continues, then Quezon City will have to contend with a smaller stream of migrants from other parts

of the country.

This, coupled with a more vigorous promotion of family planning programs will be able to moderate population growth of Quezon City in the long term.

5.2.2 Gaps in the desired character of the local economy

Quezon City residents desire to have a diverse, strong and vibrant economy as the foundation for prosperity and sustainable growth for all.

Diverse economy. The conventional indicator of a diverse economy is one in which the three sectors (Agriculture, Industry and Services) are present and contribute to total output. In other words, a wide variety of goods and services are bought and sold, made, distributed and consumed by and in Quezon City. The current reality however is that Agriculture is all but gone. Large scale manufacturing is also fading from the scene. What remains of the Industry sector are small-scale manufacturing, construction and water utilities. Services, on the other hand, especially retailing represented by the giant malls, is rapidly expanding. Diversity of Quezon City's economy therefore is determined by the mix of activities within the tertiary, and to a lesser extent, secondary sectors. The obvious implication of the existing structure of the local economy is that Quezon City is completely dependent on food imports due to loss of agriculture. If the primary sector cannot be revived, at the very least there is a

need to increase the share of manufacturing to process, if not produce more food to ensure food security.

Strong economy. The strength of Quezon City's economy lies in consumption activities. Majority of the city's population are workers in the national government bureaucracy who represent a huge consumer market. Necessarily, the dominant economic activity is Community and Personal Services, exemplified by government services. Of late, the consumption driven economy is boosted by retail trading with the mushrooming of giant shopping malls and mixed use development schemes. Personal Services led by the entertainment industry and now the ICT has further added muscle to the local economy. What seems to be the gap is that apart from the entertainment industry, there are no significant exports of Quezon City.

Vibrant economy. With growing new in-bound investments, minimal business closures, presence of business-incubator institutions, and a thriving informal sector, Quezon city's economy is nothing but vibrant. The big gap, as far as this descriptor is concerned however, lies in the absence of a central business district that will organize and consolidate the city's growing economic strength.

5.2.3 Gaps in the desired quality of the natural environment

A clean, green and resilient environment makes for healthy local res-

idents and is attractive to visitors. The challenges or gaps between the desired quality and the current state of the city's environment are already extensively discussed in chapter 4. These gaps are summarized below:

1) Clean environment. This can be experienced through proper management of wastes, high quality of ambient air and surface and groundwater.

a) *On solid waste*, Quezon City generates a large volume daily. Although the volume can be reduced to as low as 13% more than 60% of total volume generated still ends up in the disposal site. This means that volume reduction is not yet a widespread practice among QC residents. This results in heavy pressure on the Payatas Controlled Facility which has a pending closure order. Where to locate a new disposal site remains a problem for the city. Also, there is no effective system to monitor the disposal of toxic and hazardous wastes. Hence, it is not known for certain whether these special wastes are not being dumped along with ordinary domestic wastes.

b) *On ambient air quality*, two monitoring stations on EDSA register values that exceed the national stand-

ard for total suspended particulates (TSP) of 90 micrograms per cubic meter. Only the station at Katipunan Avenue registers slightly lower values.

Heavy motor vehicle traffic is the main cause of air pollution in the city. Ground and surface water quality: Due to overwithdrawal, groundwater in some parts of the city is getting depleted. Saltwater intrusion also renders groundwater unfit for human consumption. Rivers and creeks have water qualities found to be carrying two to four times the maximum standard of 7 micrograms per liter of biological oxygen demand (BOD). This is due to indiscriminate dumping of solid waste and direct discharge of domestic sewage and industrial effluents.

2) Green environment. Quezon City easily makes the grade in as far as the macro indicators like percent share of open space to total land area are concerned. However, at the micro scale a total of 32 out of 140 barangays do not have any park at all. Also, the proposed conversion of some institutional greens to built environment in connection with redevelopment schemes threatens to reduce the share of open space in the future.

Pleasant environment. The moderate level of biodiversity in both flora and fauna contributes to the over-all pleasantness of the city's environment. This is threatened, however, by reported cases of poaching of

wildlife and their habitat in the La Mesa Watershed.

3) Resilient Environment. Looks at resolving the adverse impacts of climate change and natural and man-made disasters.

Hazards, Vulnerability, and Risk Assessment (HVRA) Report show that the greatest threat and impacts in terms of danger to human and physical aspects are attributed to earthquake and flood.

Top five to prioritize for earthquake impact are Barangays Bagumbayan, St. Ignatius, Ugong Norte, Bagong Silangan and Batasan Hills while Barangays Talayan, Damayang Lagi, Roxas, St. Peter and Dona Imelda are to be prioritized for flood impact.

For the years 2010-2015, Quezon City had a total of 5,812 reported fire incidents.

5.2.4 Gaps in the desired character of the built environment

The vision of a well-linked, balanced and attractive landscape for Quezon City is relatively easy to achieve. This is due in large measure to the initial investments in the city’s physical development by the national government during the early years of its existence as the national capital city. Given its original physical framework, future development of the city merely takes the form of additions, modifications and improvement on the basic structure especial-

ly in smaller sections or micro space of the city.

Well-linked pertains to efficient movement of people and goods to and from outside as well as through all parts of the city.

External links are already in place in all directions except for the north-west end of C-5 which is under negotiation or construction.

Internal circulation is well articulated in the older parts of the city (District I and District VI). However, the series of subdivision roads, all developed separately and independently in the newer parts (Districts II, V and VI) are not properly connected and linked into a rational municipal level circulation system.

Balanced urban form refers to a land use pattern that reflects the desirable combination of the built and unbuilt environment.

Open space. Quezon City enjoys the biggest share of open land to total land area. However, the big open land mainly consists of vacant lands, not functional open space. The latter accounts for less than 20% of total city land area. When the remaining vacant lands which stood at 25% in 2015 are finally built over, the balance will undoubtedly be upset if no drastic measures to retain or recover more open space are put in place.

Primacy of residential land use. Although residential use takes a

huge slice of 36%, many residents still find themselves landless or unable to afford decent dwellings in safe areas. Informal settlements still proliferate in the face of continuous subdivision developments, multi-storey constructions and reconstructions in many parts of the city.

Steady loss of industrial land.

On the downside, this trend has led to loss of industrial jobs. On the positive end, the old industrial sites are giving way to mixed use development projects that offer a greater mix of employment opportunities. Emergence of commercial nodes is rapidly changing the cityscape and circulation systems. However, public markets and older commercial areas are also experiencing blight due to loss of customers.

Growing demand for institutional land on account of fast population growth. Institutional reserves are however diminishing due to conversion mostly to residential use to accommodate the hordes of informal settlers.

The ideal of an attractive cityscape is already achieved through the existing urban form defined by the series of arterial roads (radials and circumferentials). The design of micro areas however, needs to be looked into. Currently, planning and design of small areas are being pursued independently by private devel-

opers, resulting in hodgepodge patchwork without reference to an overall theme or concept.

5.2.5 Gaps in desired qualities of local governance

From the vision of dynamic, sound and participative governance, a few gaps can be identified as follows.

Under the leadership of Mayor Herbert Bautista who is now on his last 3-year term, governance in the city has undergone intensive and innovative improvements. These earned for the city numerous awards and recognitions nationally and internationally.

Nevertheless, assessed against the three desired qualities, a number of shortfalls in the current reality were observed in the areas of organization and management, fiscal management, legislation and people participation.

1) Organizational Management

a) Under the program to rationalize the size of the city's bureaucracy and thus achieve operational efficiency the city has maintained a level of expenditures on personal services that is way below the legal limit of 45%. This resulted in a 30% vacancy in regular positions. To cope with the exigencies of the services, over loading and assigning multiple tasks among those who are there are often resorted to. Consequently, not a few employees are getting

demoralized because they feel they are being overloaded.

b) The city has yet to draft a comprehensive human resource development program, based on a complete assessment of personnel training needs. This effort is hampered by weak monitoring of individual performance and the failure by some offices or departments to make post training reports.

c) There is no formal venue to ventilate cases related to sexual harassment in the absence of a Committee on Decorum and Investigation (CODI) as directed by the Civil Service Commission.

d) In the absence of a Manual of Operations for the entire city bureaucracy individual offices have had to device their own process flow. This often leads to confusion among the transacting public.

2) Fiscal Management

a) This is the brightest feather in the cap of the Bautista Administration. Its improved revenue from intensified collection has been unequaled by any other city in the country.

3) Local Legislation

a) Revisit implementation of new fair market value Ordinance,

b) Pursue the formulation of standard rates of barangay taxes, fees etc.. thru enactment of law.

c) Enhancement of computerized legislative tracking system. Given the enormous volume of legislative output for the last 60 years it is extremely difficult to retrieve needed information without the aid of computers. With a fully computerized tracking system citizens can have easy access to the workings of their elected representatives. It also facilitates dissemination of information on completed legislation as well as soliciting people's contributions to on-going debates and discussions on pending issues.

4) People's Participation

Quezon City prides itself in being home to the most number of civil society organizations. These could form the base of participation by the various constituencies in different aspects of local governance. In the area of development planning, the formal venues of participation namely, membership in the City Development Council and in its sectoral committees are already in place and functional. The gaps identified pertain to representation of NGOs/POs in the CDC and the non-participation of NGOs/POs in barangay development planning.

a) Unbalanced representation of NGOs/POs is observed in the CDC. In terms of members, out of the more than 1,000 accredited NGOs/POs only 50 can be accommodated as members of the CDC

in plenary. The non-members who are in the majority are looking for opportunities to participate as well. In terms of sectoral representation, there is over-representation of the urban poor and under-or no representation of other vulnerable sectors.

b) Non-participation of NGOs/POs in some barangay development planning can be traced to lack of knowhow on the part of some barangay officials to conduct participatory barangay development planning. Other reasons include the antagonistic attitude between NGOs/POs and barangay officials, and the animosities between and among some NGOs/POs themselves. ❖