

LOW MOTIVATION OF TRAINERS FOR SKILLS TRAINING

POOR SYSTEM OF TRAINEE EVALUATION

Low Pay

Poor Software and Hardware for Testing and Selection

Irrelevant/Inappropriate Testing Instruments

Inaccessibility to Training Centers

Live Very Far

Lack of Monetary Incentives while on Training

Insufficient Budget

Inadequate Facilities of Skills Trng. Institutions

Insufficient Budget

Negative Influence of Family and Peers/friends

Cultural Biased on Manual Goals

Low Regard for Skilled Workers

Workplace not Good

Poor Hygienic & Sanitary Conditions

Insufficient Budget

Lack of Information/Orientation on Voc. Training

No System of Vocational Information Promotion

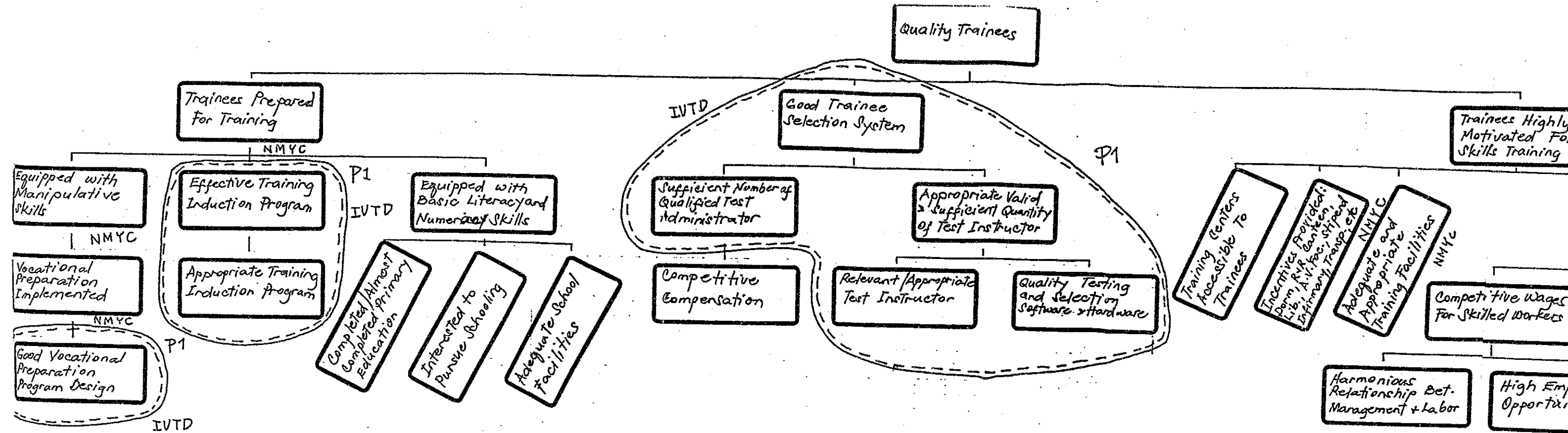
Low Paying Jobs for Skills Workers

Management Biased Against Labor

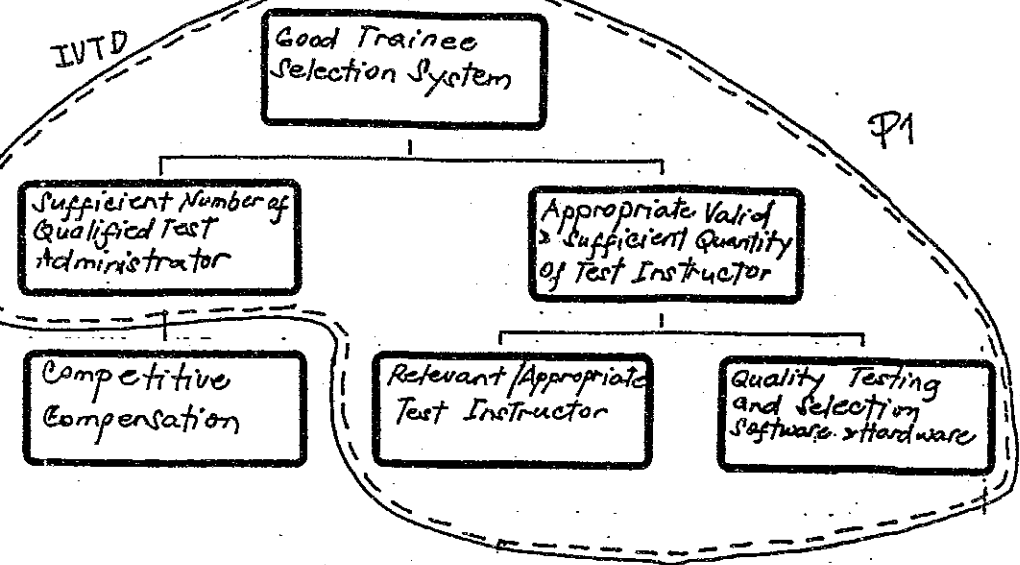
Economy in Bad Shape

Employment Opportunities are Low

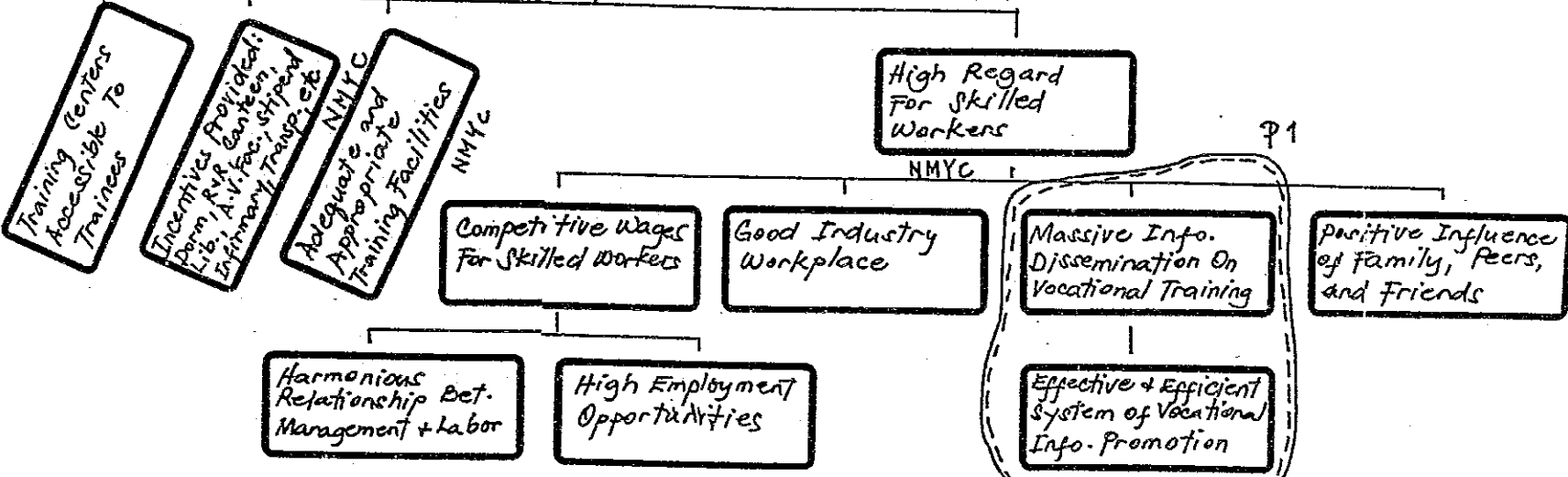
Poor Placement of Trainees



Quality Trainees



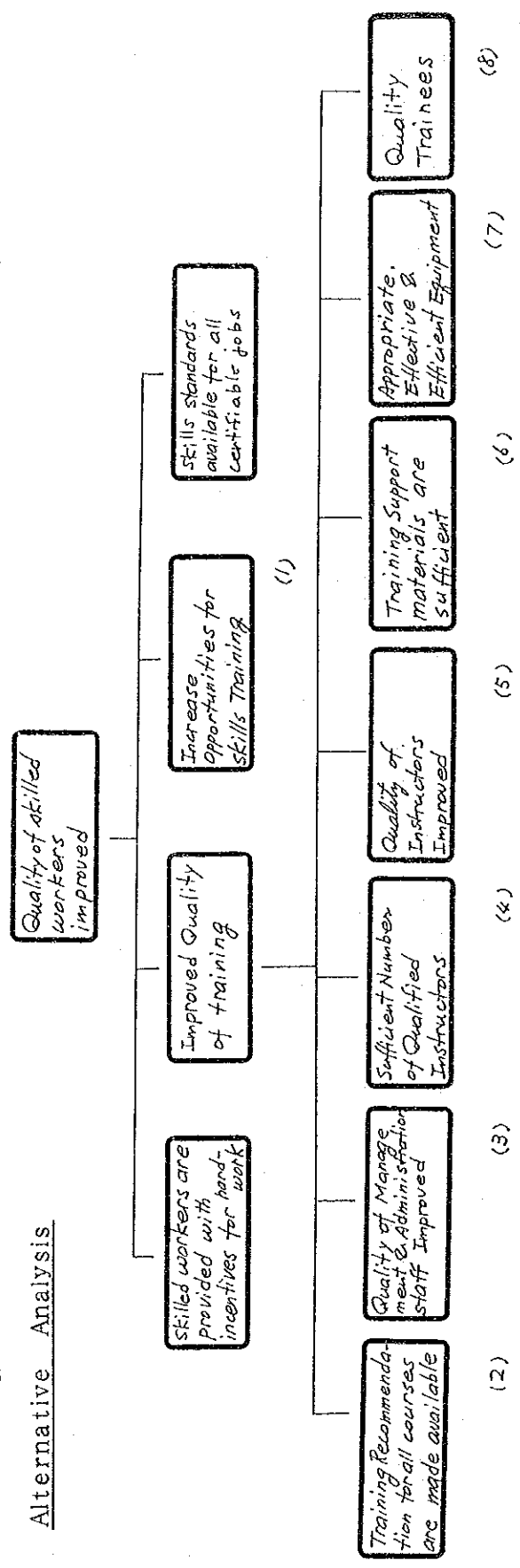
Trainees Highly Motivated For Skills Training



IVTD

ANNEX 1.

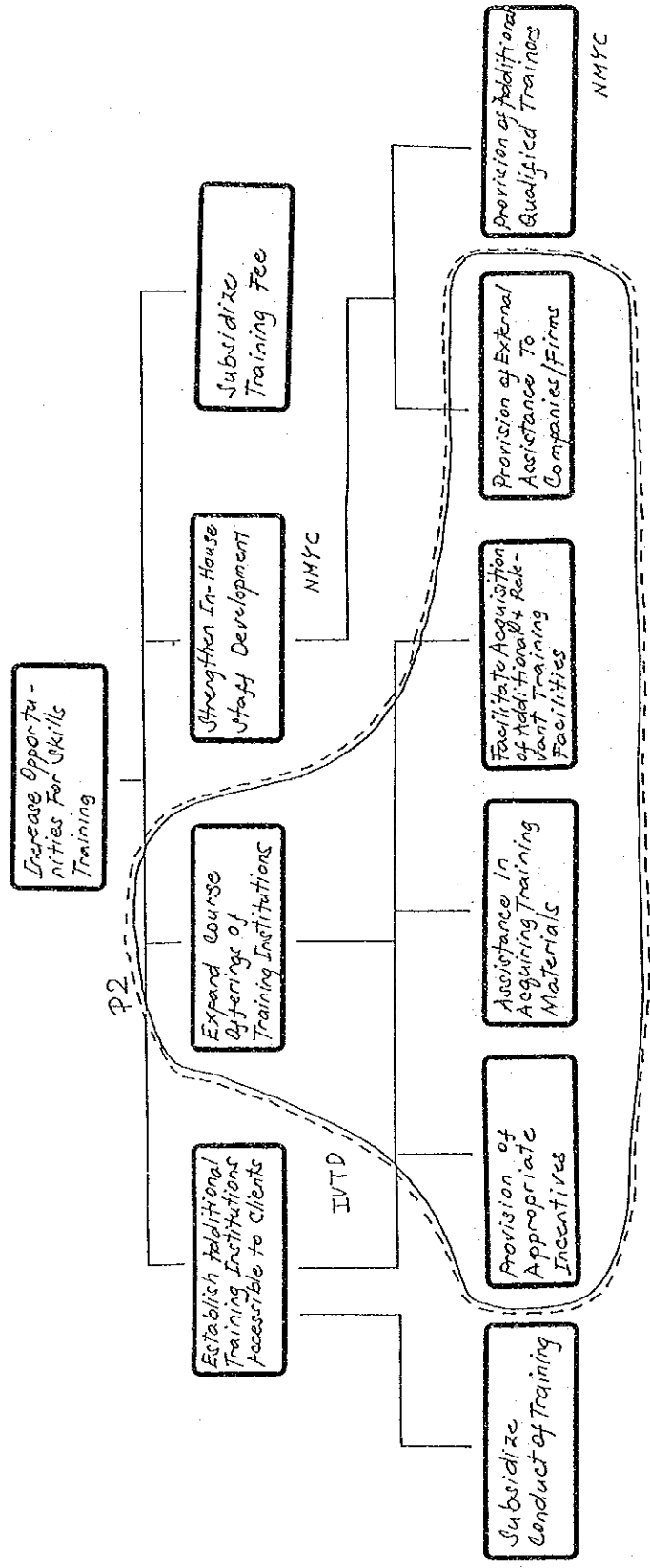
(4) Objective Analysis
&
Alternative Analysis



() : Detailed Analysis attached.

ANNEX
1-(4)

(1)



☐ : Function of NMYC

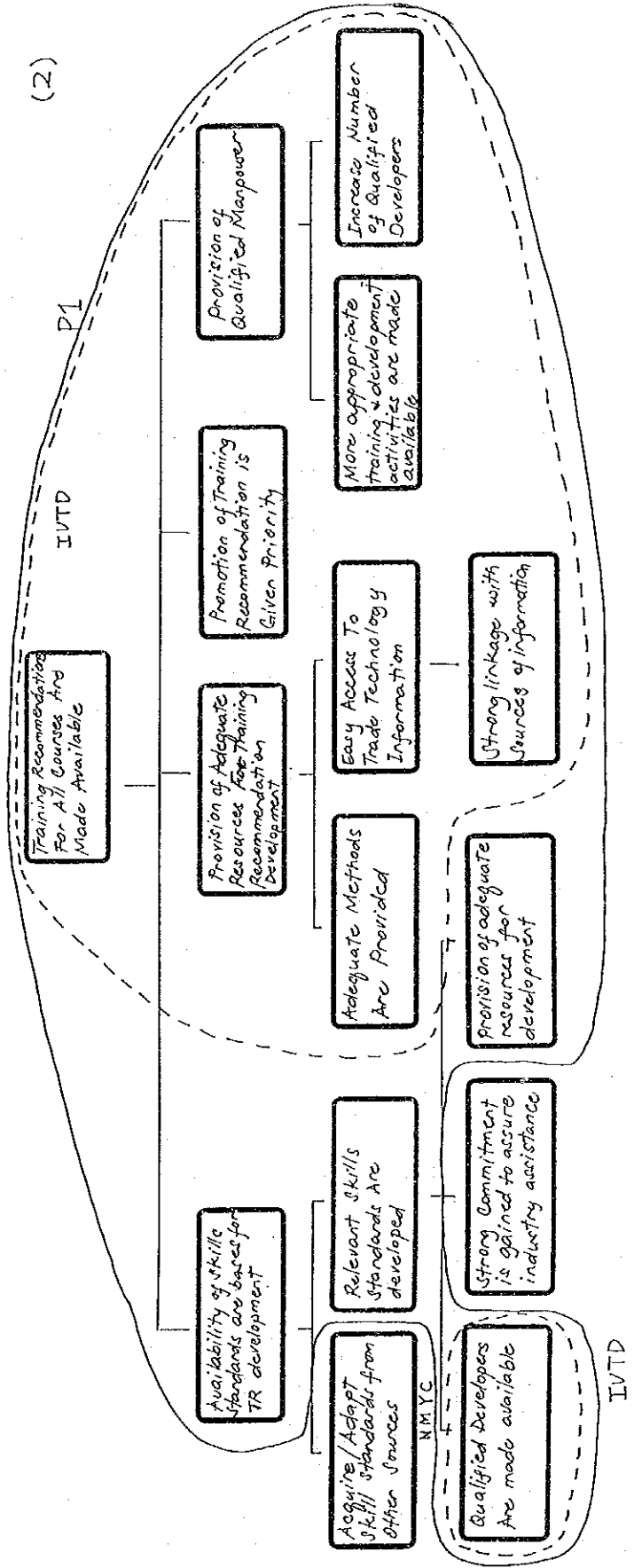
○ : Function of IVTD.

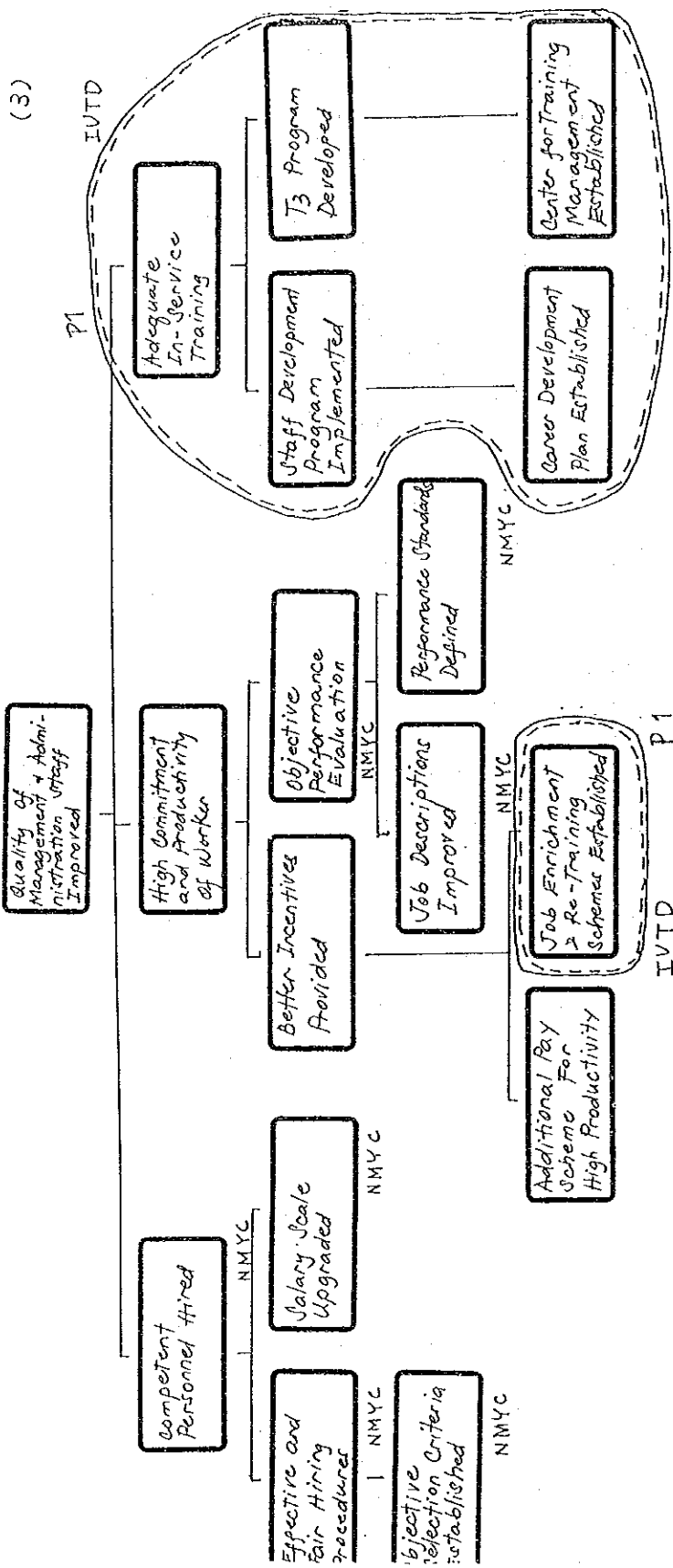
○ P1 : covered by the Proposed Project.

○ P2 : planned for the future expansion of VTRI.

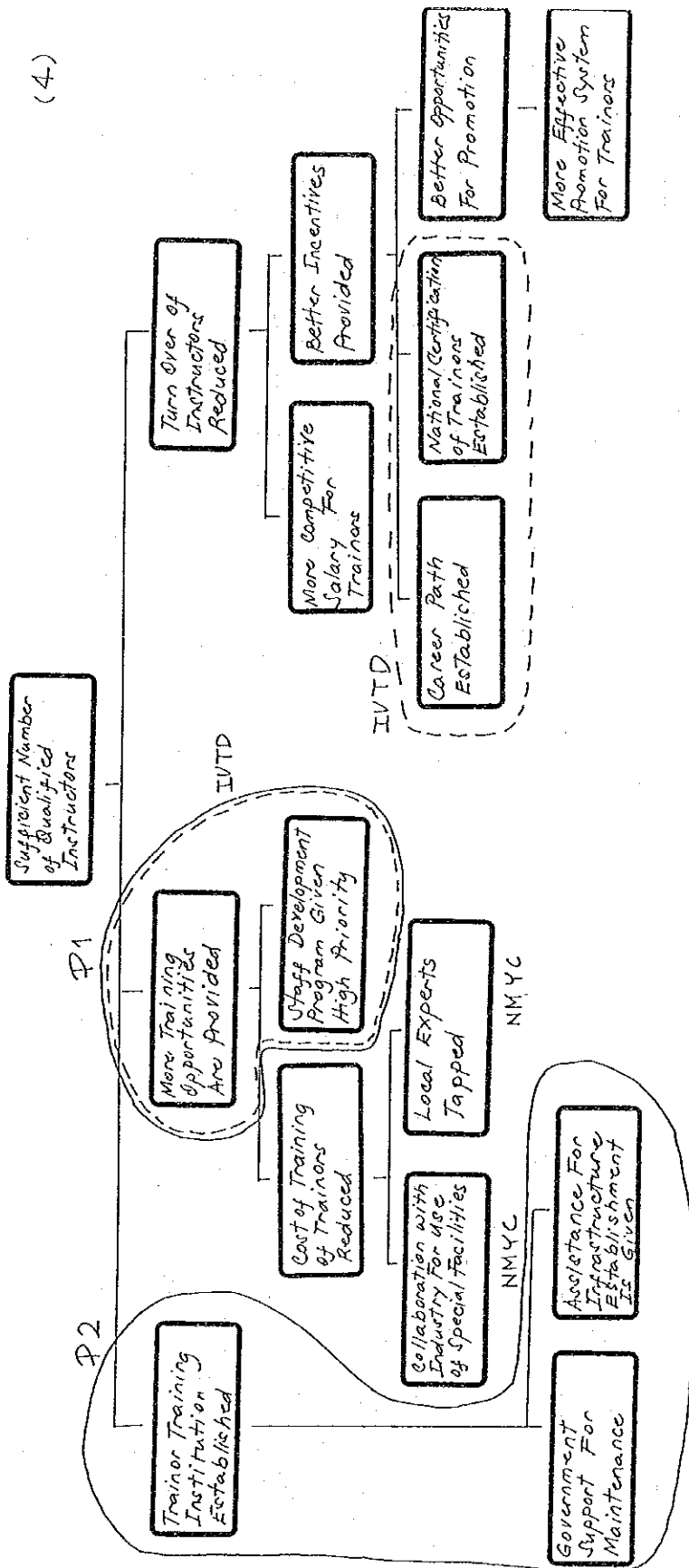
⊗ : VTRI covers.

(2)

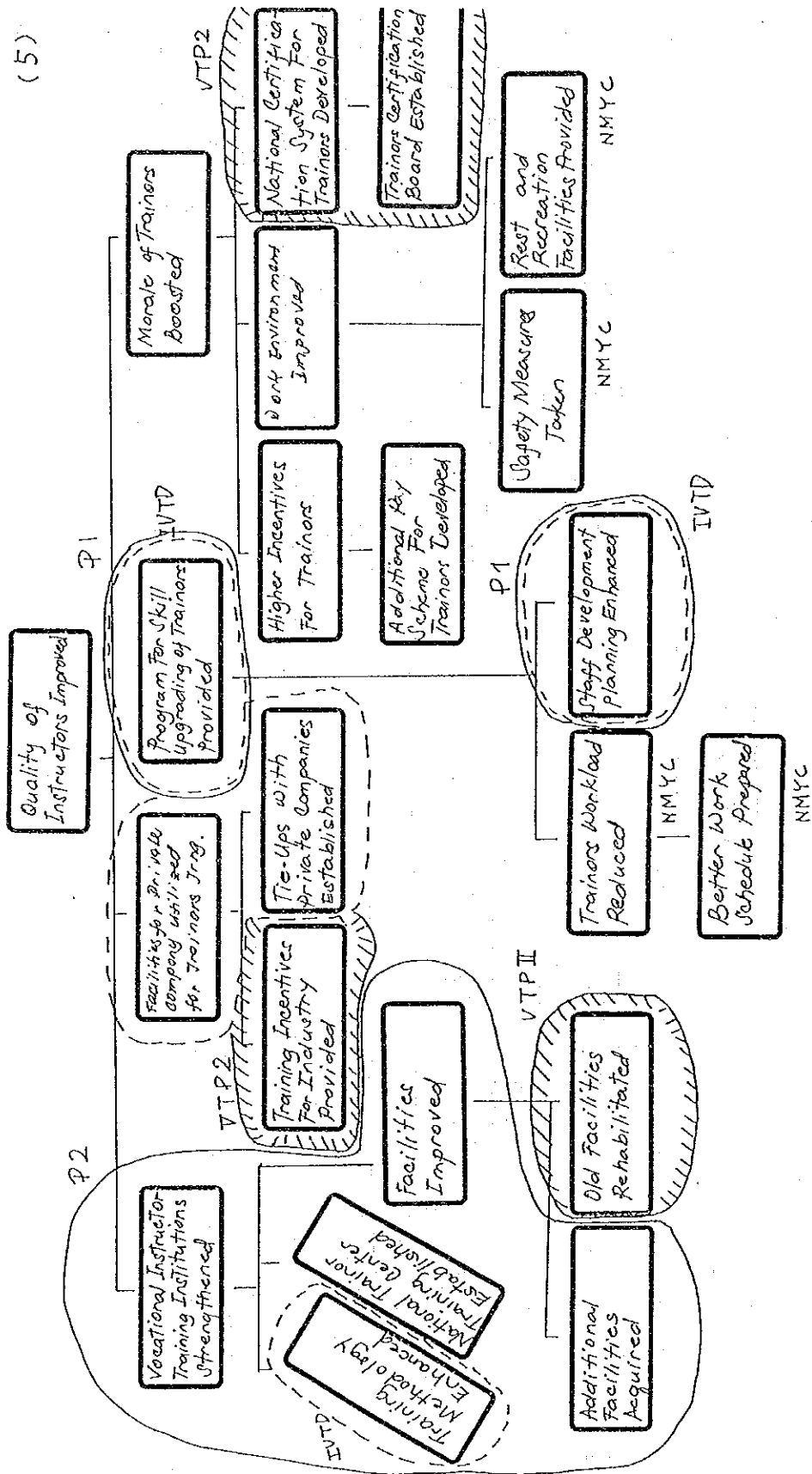




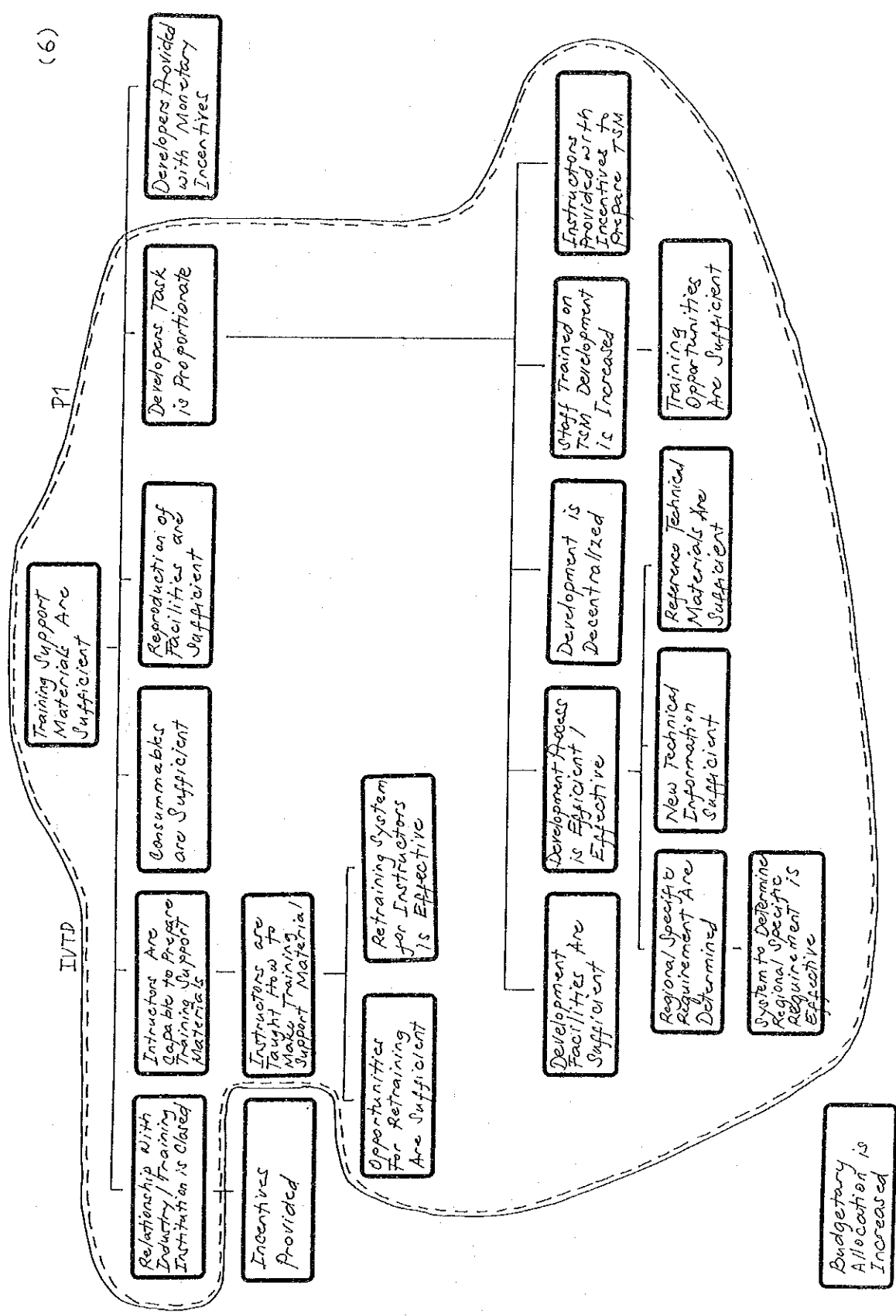
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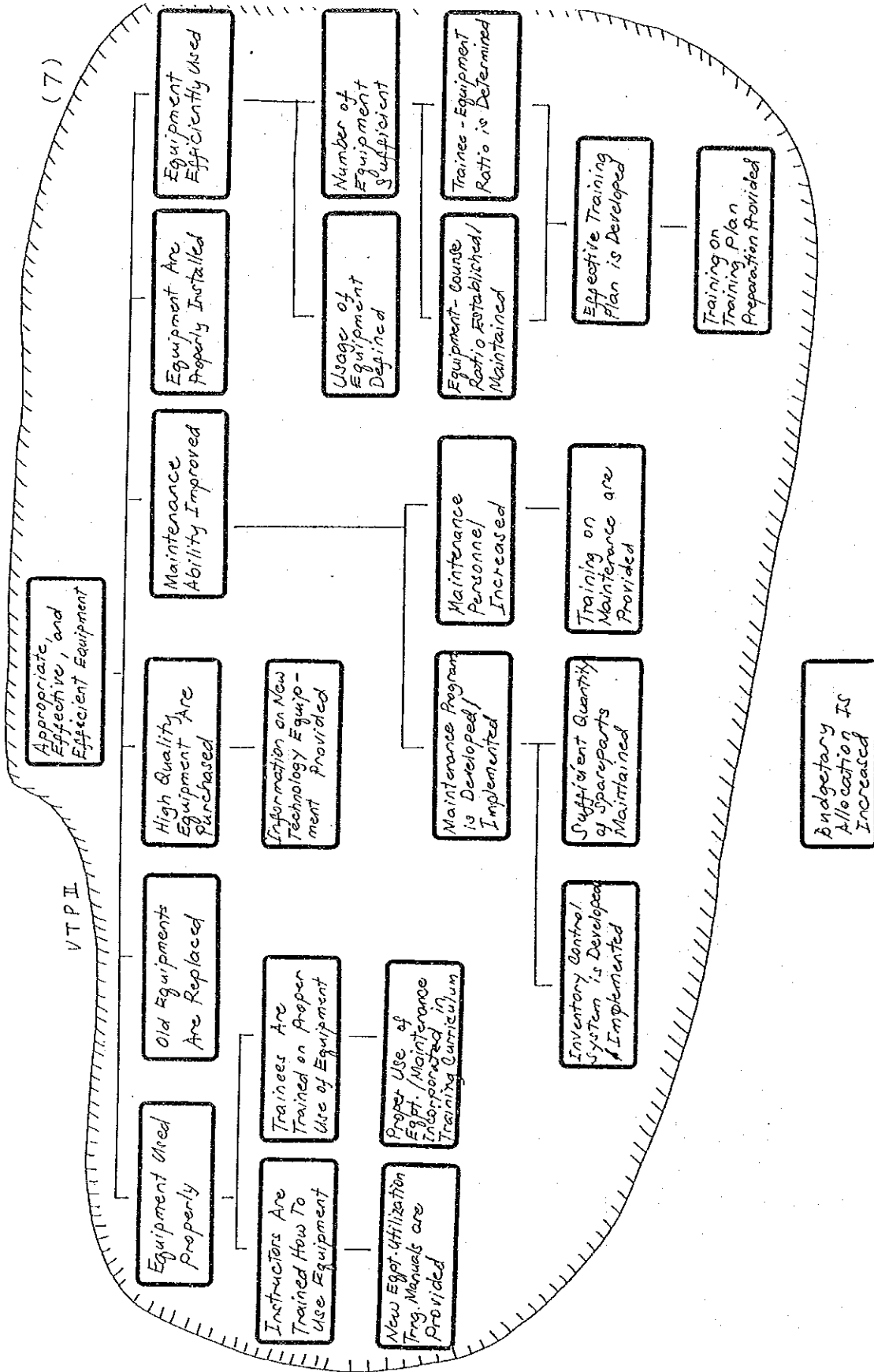


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PROJECT CONCEPT
OF THE

**PROPOSED
VOCATIONAL TRAINING AND
RESEARCH INSTITUTE (VTRI)**

A TECHNICAL COOPERATION
PROJECT OF

THE GOVERNMENT OF JAPAN

AND

THE GOVERNMENT OF THE PHILIPPINES

Department of Labor and Employment
National Manpower and Youth Council
Manila, Philippines

FOREWORD

This Project Concept booklet is a simplified and capsulized version of the original VTRI technical cooperation project proposal submitted by NMYC to the Government of Japan thru the Japanese Embassy in Manila on 13 February 1992.

Such proposal has been favorably endorsed by the National Economic Development Authority (NEDA) of the Philippines as a priority project for 1992 under its Project-Type Technical Cooperation Program (PTTCP).

The Japanese Government has notified NEDA on 17 August 1992 that it is "considering the dispatch of a preliminary survey mission for the VTRI project".

This simplified booklet, therefore, is prepared as one of the discussion papers for such mission. It is hoped that the presentation will generate better appreciation of the concept and objectives of the VTRI.

National Manpower and Youth Council
Manila, Philippines
19 October 1992

Note:

This Information Material is the second edition made after the visit to Japan of Dir. General Jose D. Lacson and Director R. R. Baldemor in November 2-13, 1992.

PRESENT PROFILE OF FILIPINO WORKFORCE

- **Relatively young**
(49.4% of the labor force are within 15-34 age group)
- **Predominantly male**
(63.1%)
- **Inadequately educated**
(49.8% with primary education only)
- **Largely rural-based**
(62.1%)
- **Mostly engaged in low value-added agricultural jobs**
(44.4%)
- **Mostly engaged in self-employment and unpaid family work**
(54.9%)
- **Significantly underutilized**
 - 9.0% are unemployed
 - 18.8% are underemployed

Philippine Data on Vocational Training

I. Vocational Training Centers Profile

1.	No. of Private Training Centers	-	276
	Source: Directory of Training Institutions - 1991		
2.	No. of Public Training Centers other than NMYC	-	216
	Source: Directory of Training Institutions - 1991		
3.	No. of Schools offering Non-formal Training Courses (1990 - 1991 only)		
	Public		926
	336		
	Private		926
	Total	-	1,262
	Source: 1991 Manpower Factbook		
4.	No. of NMYC's Regional Training Centers	-	14
	No. of NMYC's Provincial Training Centers	-	14
	No. of NMYC's Community Training Units	-	126
	Total Training Centers and Institutions	-	1908

II. Vocational Training Graduates and Trainors Profile - 1991

1. No. of Graduates From Private Training Centers	-	47,660
2. No. of Graduates From Public Training Centers	-	41,398
3. No. of Graduates From Non-Formal Vocational Training Courses in Tech-Voc Schools	-	265,965
4. No. of Graduates From NMYC's Training Centers	-	218,351

Total 1991 Graduates 573,374

Estimated No. of Trainors From Centers other than NMYC - 5,000

No. of Trainors in NMYC - 260

Total Estimated No. of Trainors 5,260

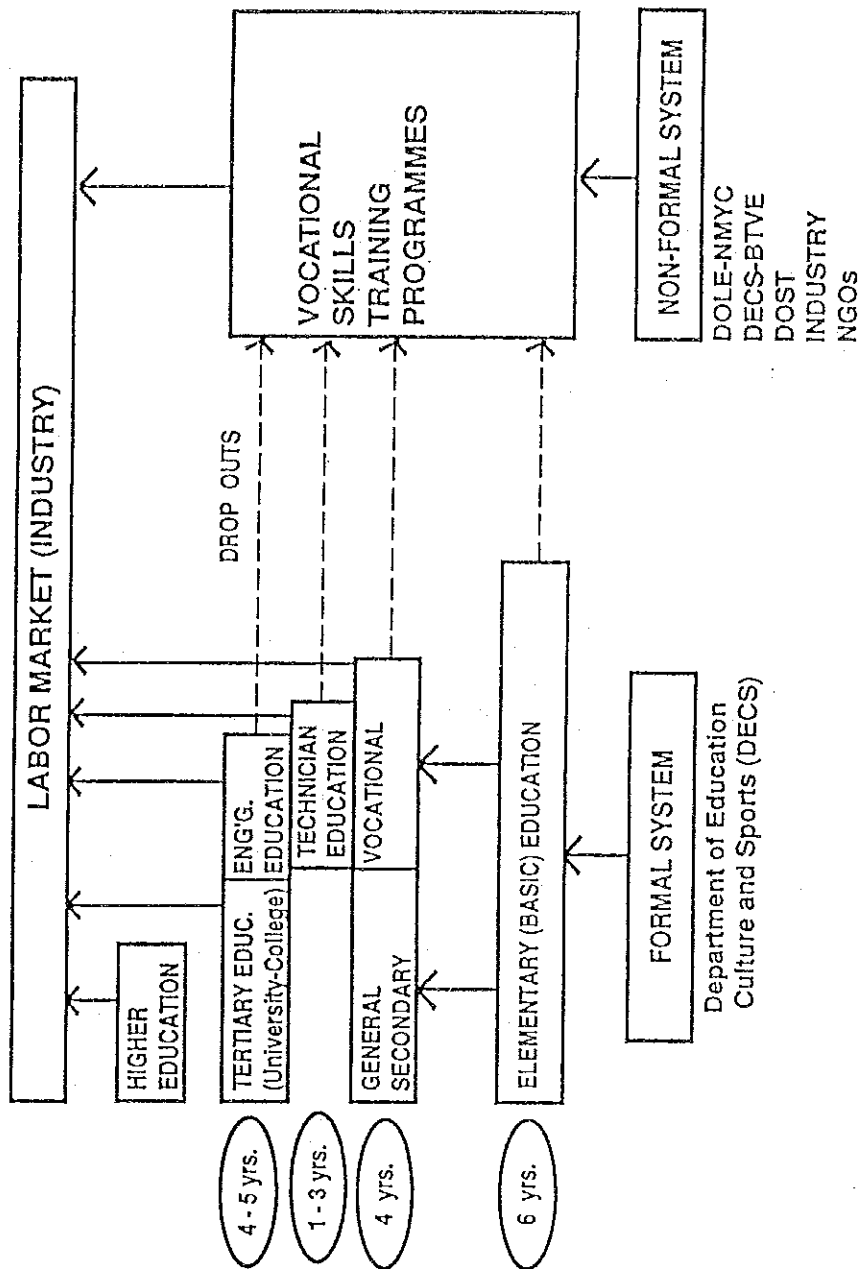
NOTE : These Figures Do Not Include :

1. Public & Private Corporations' In-Service Training Programs
2. Non-Government Social Development Organizations
3. Trainings Conducted by Other Organizations Doing Their Own Programs for their Specific Target Groups

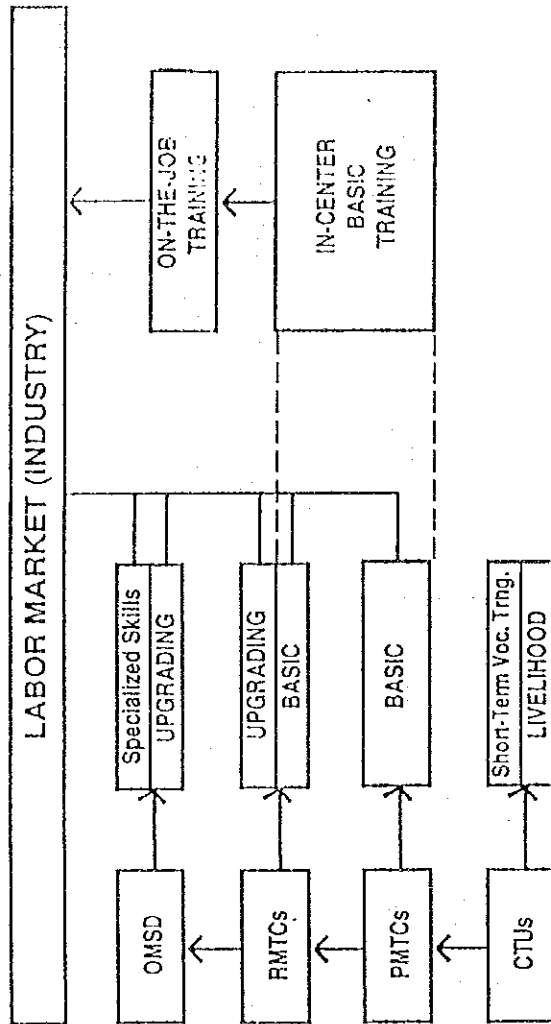
**PHILIPPINE MANPOWER DEVELOPMENT
ARRANGEMENTS**

	MANPOWER PLANNING	MGT/ADM COORDN.	TRAINING DELIVERY INSTITUTIONS	LICENSING/ CERTIFICATION
SCIENTISTS, ENGINEERS, TECHNOLOGISTS, PROFESSIONALS	NMYC WITH MPU FOR HIGHER LEVEL MANPOWER	DECS DOST	DOST-PSHS SCUs PRIVATE SCHOOLS	PHILIPPINE REGULATORY COMMISSION
TECHNICIANS	NMYC WITH MPU FOR MIDDLE MANPOWER	DECS - BTVE	Public TEIS / PRIVATE TECHNICIAN INSTITUTES	—
CRAFTSMEN, OPERATIVES, OTHER SKILLED WORKERS		<u>FORMAL:</u> DECS- BTVE NON- FORMAL NMYC	STUDENTS DECS - TRADE TECH. VOC SCHOOLS Public TEIS - PRIVATE TECH-VOC SCHOOLS TRAINEES - NMYC TRNG. CENTERS DECS/BTVE TRADE - TECH SCUs INDUSTRY - BNFED/SWD NGOs	NMYC TESTING AND CERTIFICATION PROGRAM

FORMAL AND NON-FORMAL VOCATIONAL TRAINING SYSTEM



NMYC VOCATIONAL TRAINING SYSTEM





1986 -1990 NMYC OUTPUT

PROGRAMS	1986	1987	1988	1989	1990
TRAINING SERVICES					
A. Industrial Training	17,221	39,806	41,923	53,855	65,691
1. Manpower Training Center Programs (MTCP)	10,838	16,311	19,865	26,614	30,282
2. Training Contract Scheme (TCS)	4,988	20,599	20,789	20,181	15,658
3. Industry Boards (IBs)	1,395	2,896	1,269	7,060	9,121
PLACEMENT SERVICES					
No. of Graduates/Skilled Workers Placed in Jobs		12,137	14,458	16,821	21,235
TRADE TESTING PROGRAM					
Number of Graduates/Skilled Workers Tested	18,408	27,024	39,576	43,465	51,044
Number of Workers Certified	9,449	12,044	16,834	18,354	20,259

ANALYSIS OF NMYC PERFORMANCE

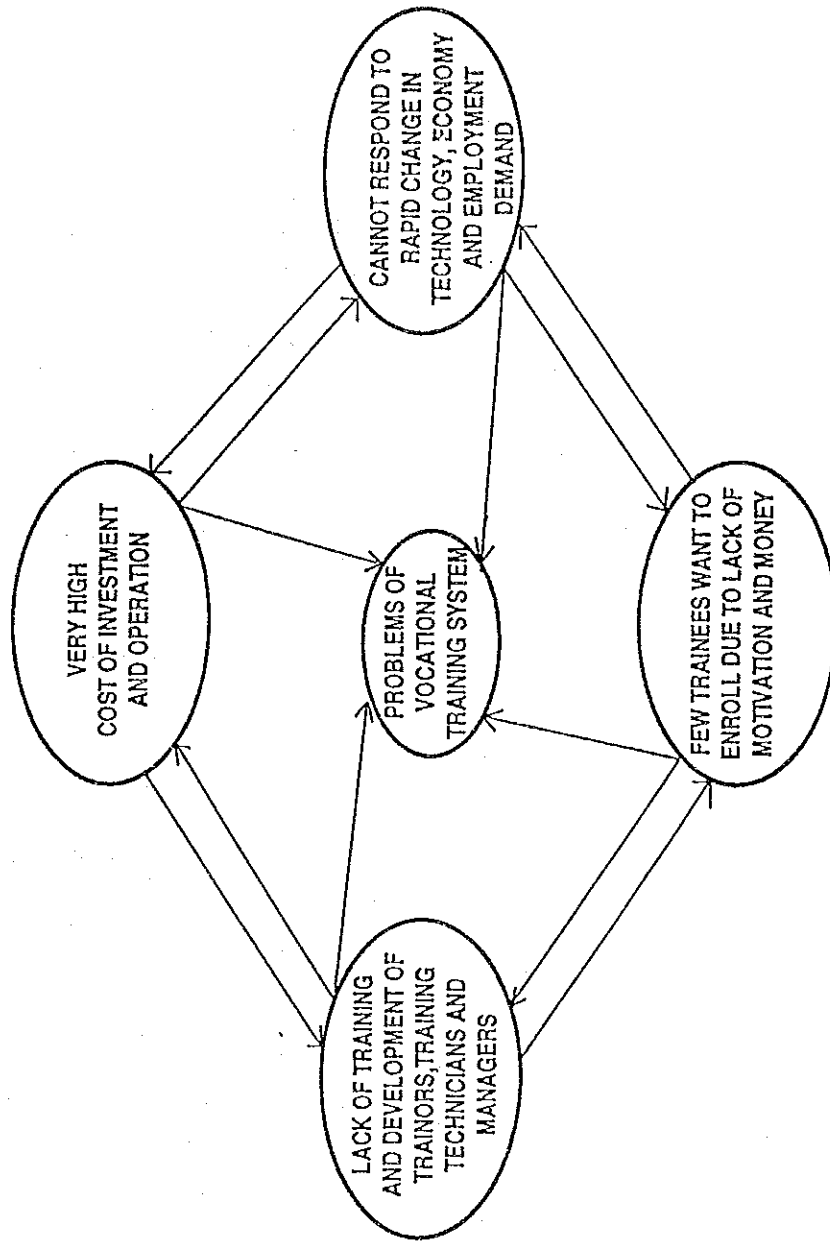
1. OUTPUT INCREASES BY ABOUT 20% PER YEAR
2. INPUTS REMAIN CONSTANT IN REAL TERMS
3. RESULT → QUALITY OF OUTPUT DECREASES

STRATEGIC OPTIONS

1. DECREASE OUTPUT TARGET, OR
2. INCREASE NMYC RESOURCES, OR
3. TEACH OTHER SECTORS ON HOW TO DO IT →

VTRI

**VICIOUS PROBLEMS AFFECTING
PHILIPPINE VOCATIONAL TRAINING SYSTEM**



VTRI VISION

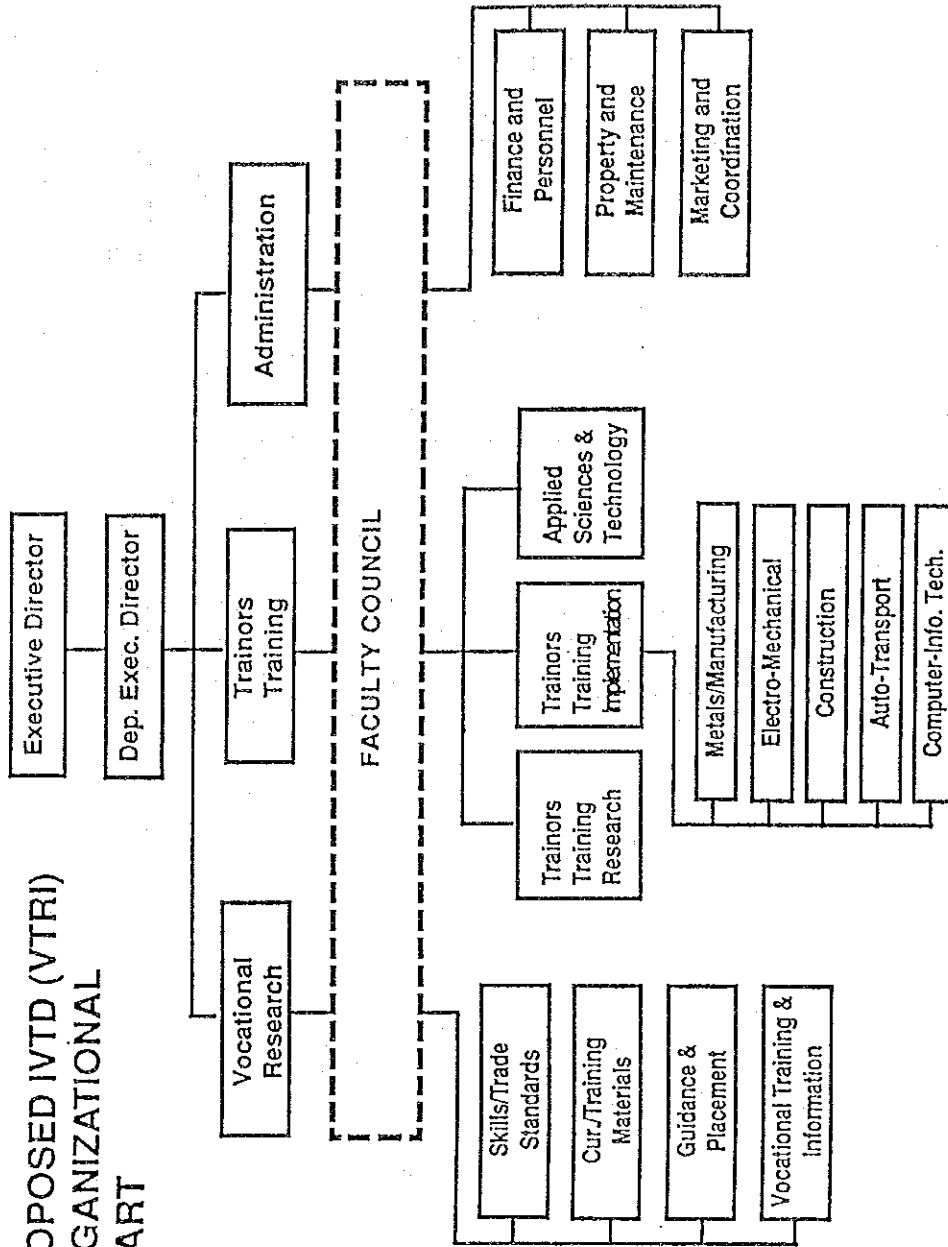
A. To become the central training institute for Vocational Trainers and instructors with the following capabilities & facilities:

1. Practice teaching workshops
2. Skills Training and Curriculum Materials Research and Development Laboratories.
3. Strong industry linkages and Representations in its operations and training personnel.

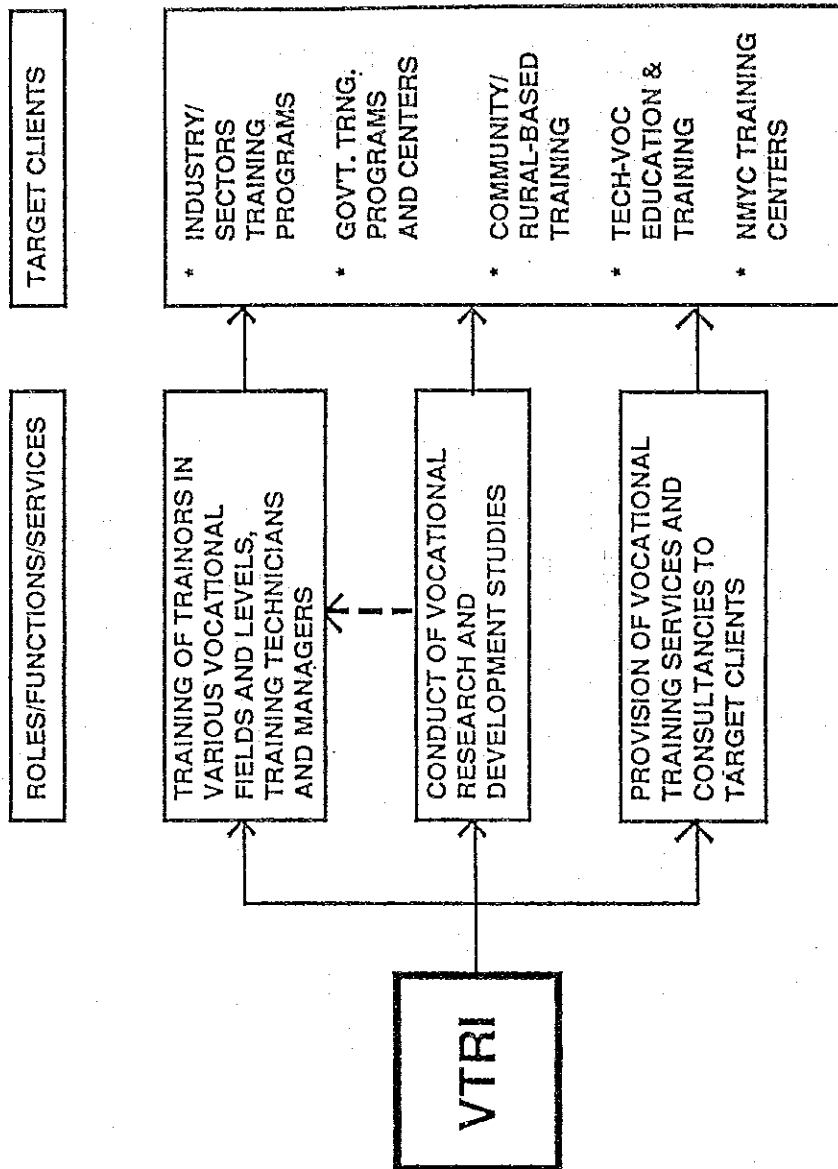
B. To have a complimentary Research and Development Training with the following capabilities & computerized facilities:

1. Guidance & Employment Assistance Center
2. Skills Standards Testing & Certification Program
3. Audio-Visual Studio
4. Printing & Curriculum Materials Reproduction Equipment
5. Vocational Information Library and Research Laboratory & Networking

**PROPOSED IVTD (VTRI)
ORGANIZATIONAL
CHART**



PROPOSED ROLES & FUNCTIONS OF VTRI



**REQUIREMENTS TO
ACHIEVE THE VISION**

PHASE I

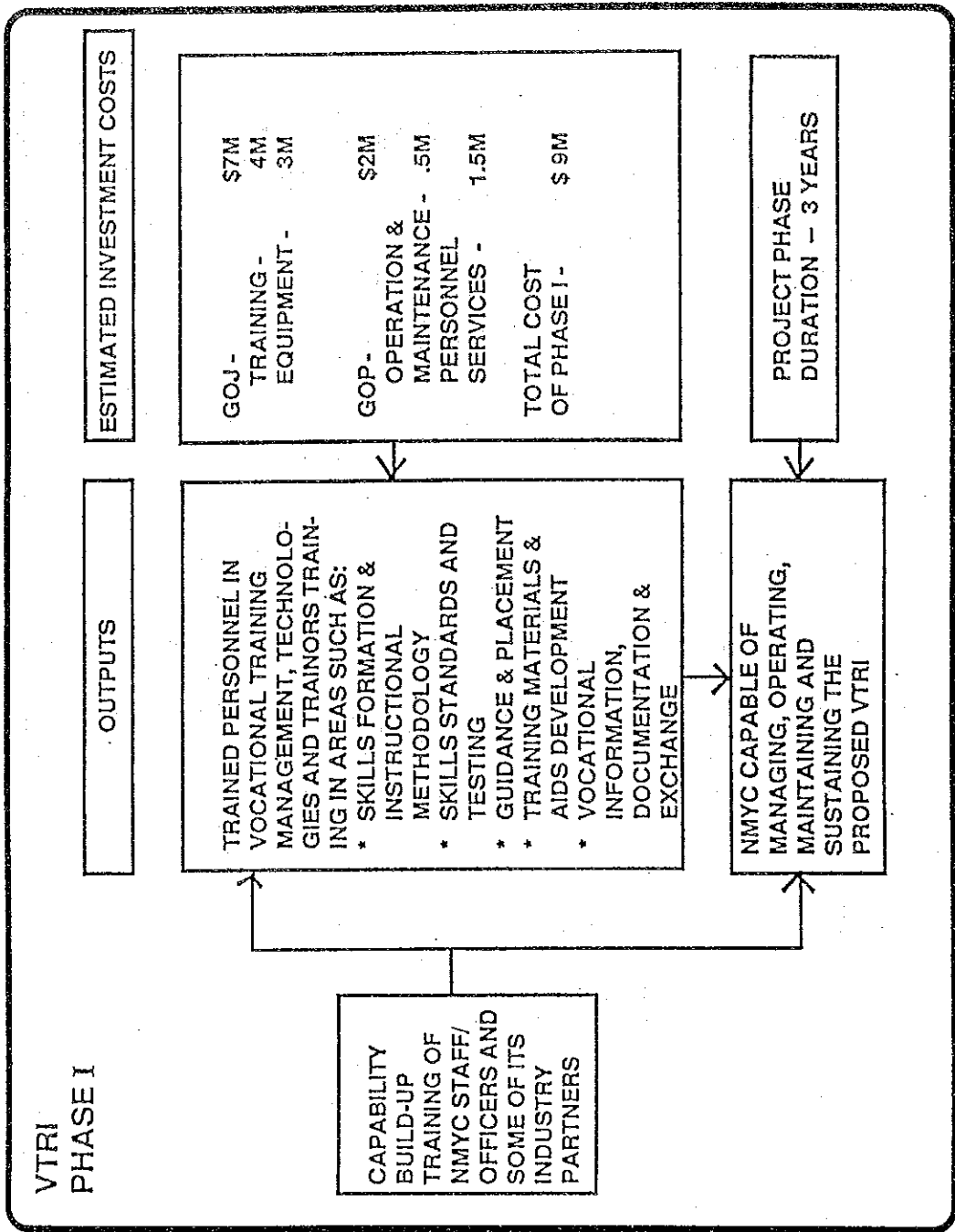
1. CAPABILITY-BUILD-UP
TRAINING OF NMYC-
IVTD (I₁ + I₂) PLUS
TECHNICAL &
COMPUTER TRAINING
2. CAPABILITY BUILD-UP
TRAINING EQUIPMENTS

PHASE II

1. PHYSICAL
INFRASTRUCTURES
2. RE-ORGANIZATION OF
IVTD
3. STRONG/EFFECTIVE/
EFFICIENT EXTERNAL
LINKAGES

VTRI VISION

- AS A VOCATIONAL
TRAINORS TRAINING
INSTITUTE
- WITH COMPLEMENTING
VOCATIONAL TRAINING
RESEARCH & DEVELOP-
MENT CAPABILITIES



SUMMARY OF BUDGETARY REQUIREMENTS
VTRI PHASE I
 (IN MILLION US\$)

GOJ:	A - CAPABILITY BUILD-UP TRAINING	
	1. FOREIGN FELLOWSHIPS	- 1.132 M
	2. FOREIGN EXPERTS (15) FOR LOCAL TRAININGS	- <u>2.868 M</u>
	SUB-TOTAL	- 4.0 M
	B - TRAINING EQUIPMENT	
	1. TRAINING OF TRAINORS	- 0.6 M
	2. TECHNICAL TRAINING	- 1.2 M
	3. COMPUTER-BASED TRAINING	- 1.0 M
	4. OTHERS	- <u>0.2 M</u>
	SUB-TOTAL	- <u>3.0 M</u>
	TOTAL FOR GOJ	- 7.0 M
GOP	A - MAINTENANCE AND OPERATION	- <u>2.0 M</u>
	GRAND TOTAL	- <u><u>9.0 M</u></u>

PHASE I
CAPABILITY BUILD-UP
TRAINING TARGETS

Training Programs	No of Courses	Target Output
1. Training of Trainers	17	420
2. Technical Training (T ₁ + T ₂)	11	125
3. Computer Training	11	90
Totals	39	635

**TRAINING NEEDS to build the CAPABILITY of the INSTITUTE OF
VOCATIONAL TRAINING AND DEVELOPMENT (IVTD)**

(as the Main Objective of the VTRI Project)

I. TRAINING OF TRAINORS PROGRAM (T₂ + T₃)

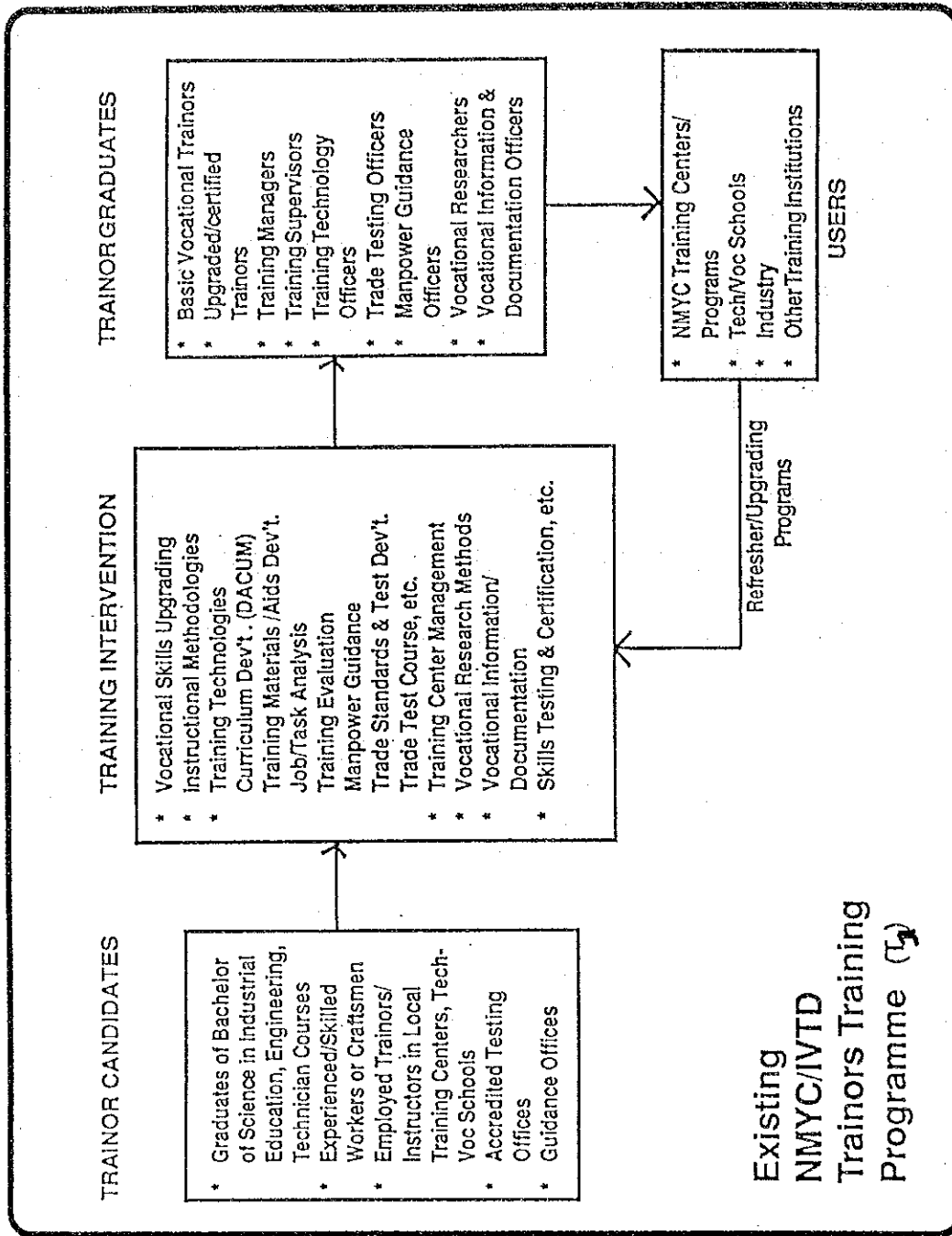
1. Advanced Technology Skills (Manufacturing and Processing)
2. Advanced Instructional Techniques/Training Methods for:
 - a. Center-based Training
 - b. Enterprise-based (Apprenticeship) Training
 - c. Community-based Rural Vocational Training
3. Applied Vocational Sciences and Technologies
4. Training Center or Vocational Training Program Management.
5. Trade Skills Standards and Tests Development
6. Administration of National Trade Testing and Certification System
7. Structured Learning Exercises
8. Vocational Trainors Certification and Professionalization System
9. Administration of an Employment Promotion System
10. Training Programs Development
11. Leadership Training, Values Formation and Team Building
12. Developing a Curriculum (DACUM)
13. Training Materials Development
14. Vocational Research Methods, Designs and Analysis
15. Operation and Management of a Printing and Audio-Visual Production Unit
16. Development and Administration of Vocational Information Systems
17. Managing an Information and Documentation Network

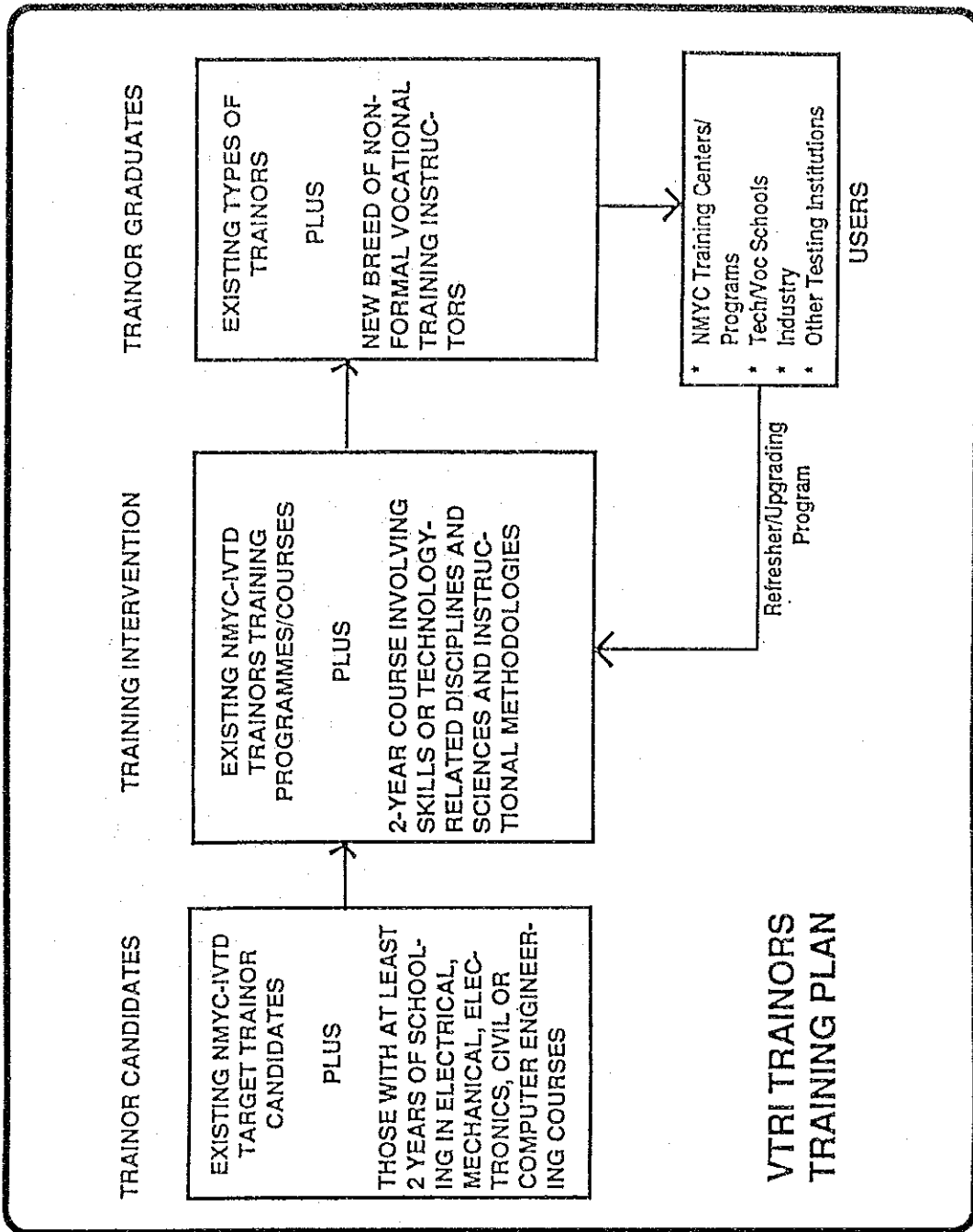
II. TECHNICAL TRAINING PROGRAM

1. Vocational Training Evaluation
2. Communication Materials Development
3. Vocational Aptitude Test Construction
4. Training in Designing Attitude Survey Questionnaire
5. Integrating Environmental Issues in Vocational Training.
6. Youth Entrepreneurship Development
7. Development of Low-cost/Appropriate Instructional and Training Aids
8. Technical Writing and Reporting
9. Desk-Top Video Production and Video-based Training Programs
10. Graphic Communications Development and Production
11. Interactive Videodisc Development, Production and Utilization

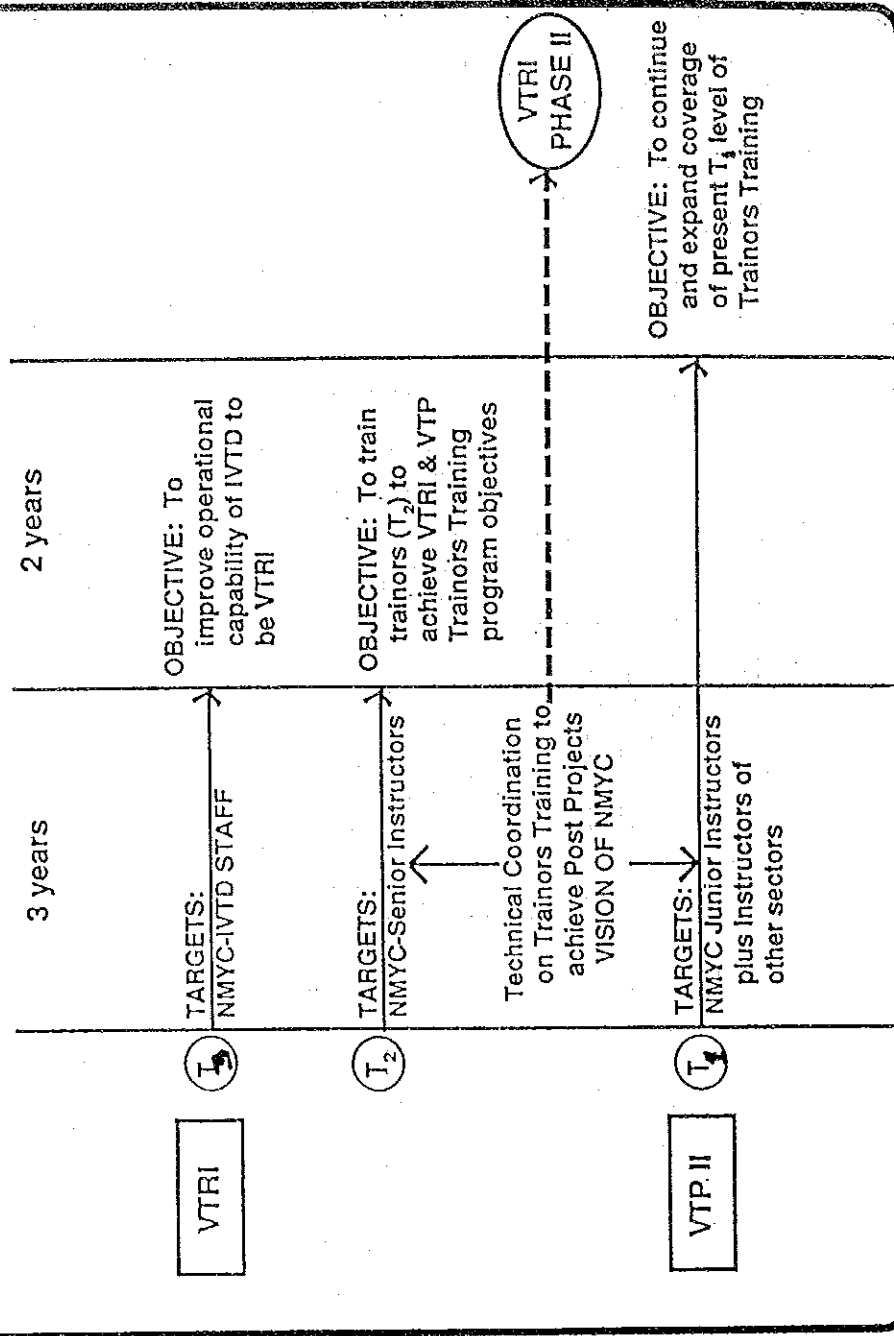
III. COMPUTER-BASED TRAINING PROGRAMS

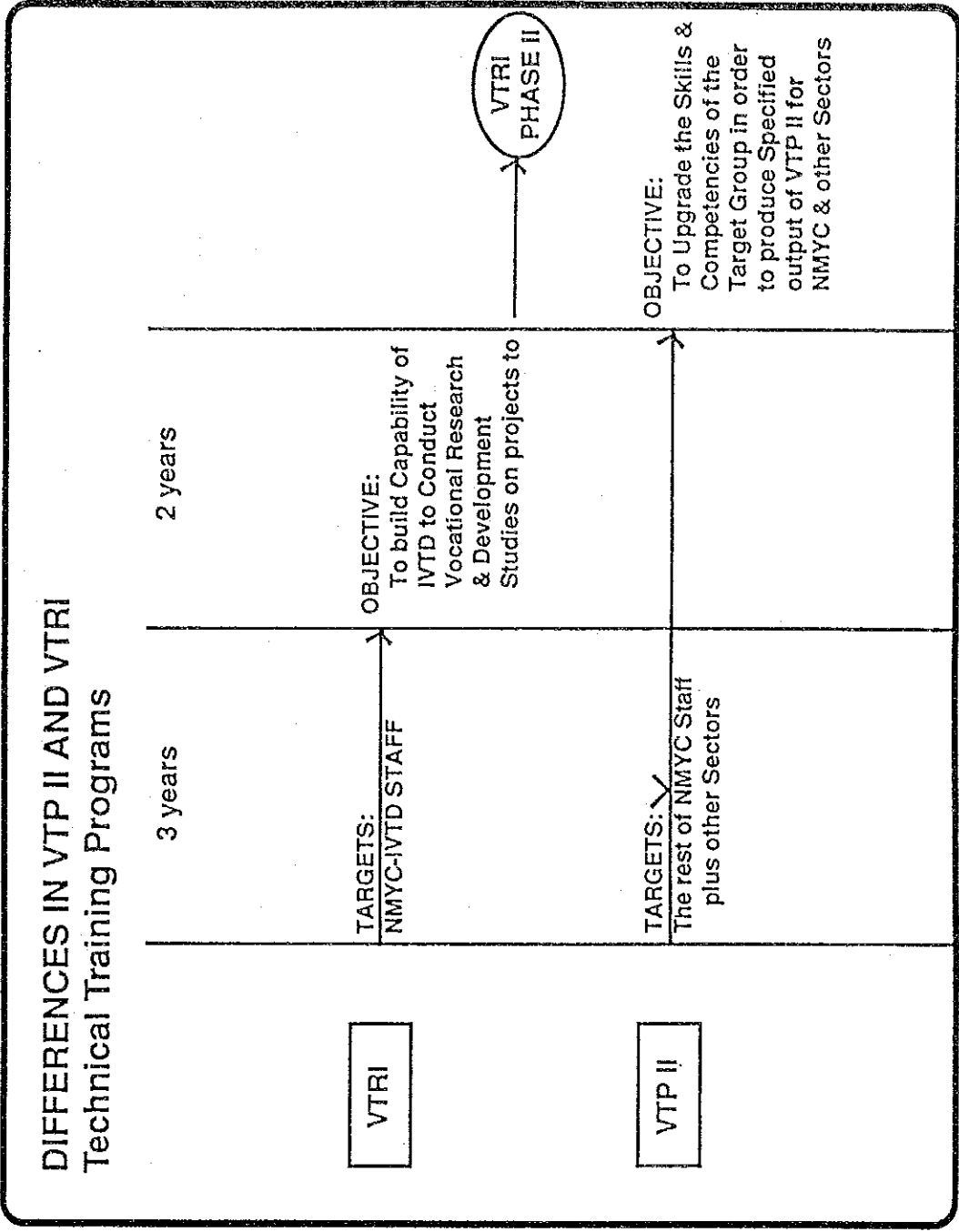
1. UNIX Operating System
2. UNIX Development Tools and Utilities
3. "C" Language Programming
4. Relational DataBase Management System Software (RDBMS)
i.e. ORACLE, PROGRESS, INFORMIX
5. Structured System Analysis and Design Techniques
6. Database Analysis and Design
7. Training for the Development, Implementation of Computer
Systems in Local/Wide Area Network (LAN\WAN)
8. Systems Development and Project Management
9. Information Systems Management
10. Training for Statistical Application Softwares
11. Computer-Assisted Project Management



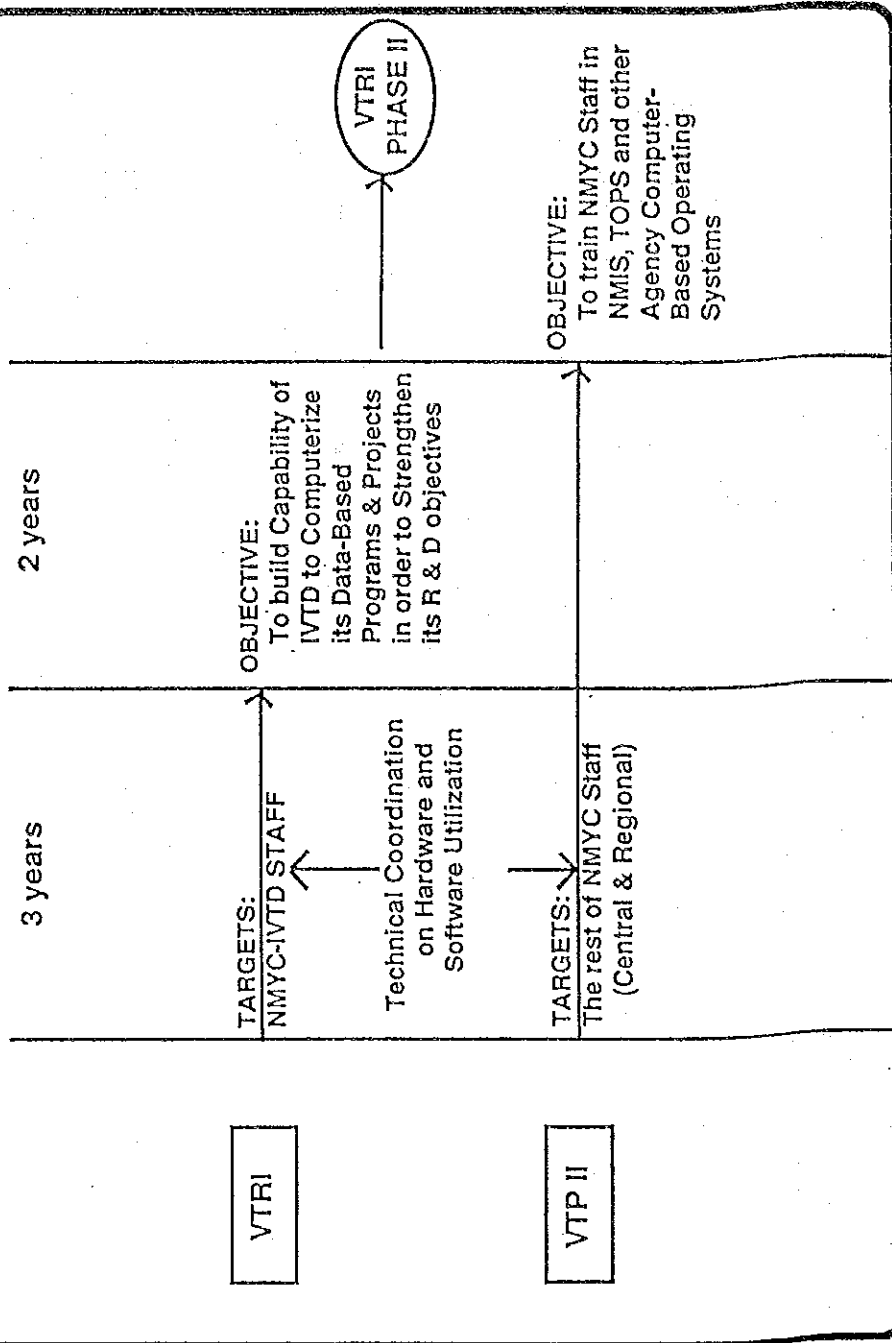


DIFFERENCES IN VTP II AND VTRI Trainers Training Programs

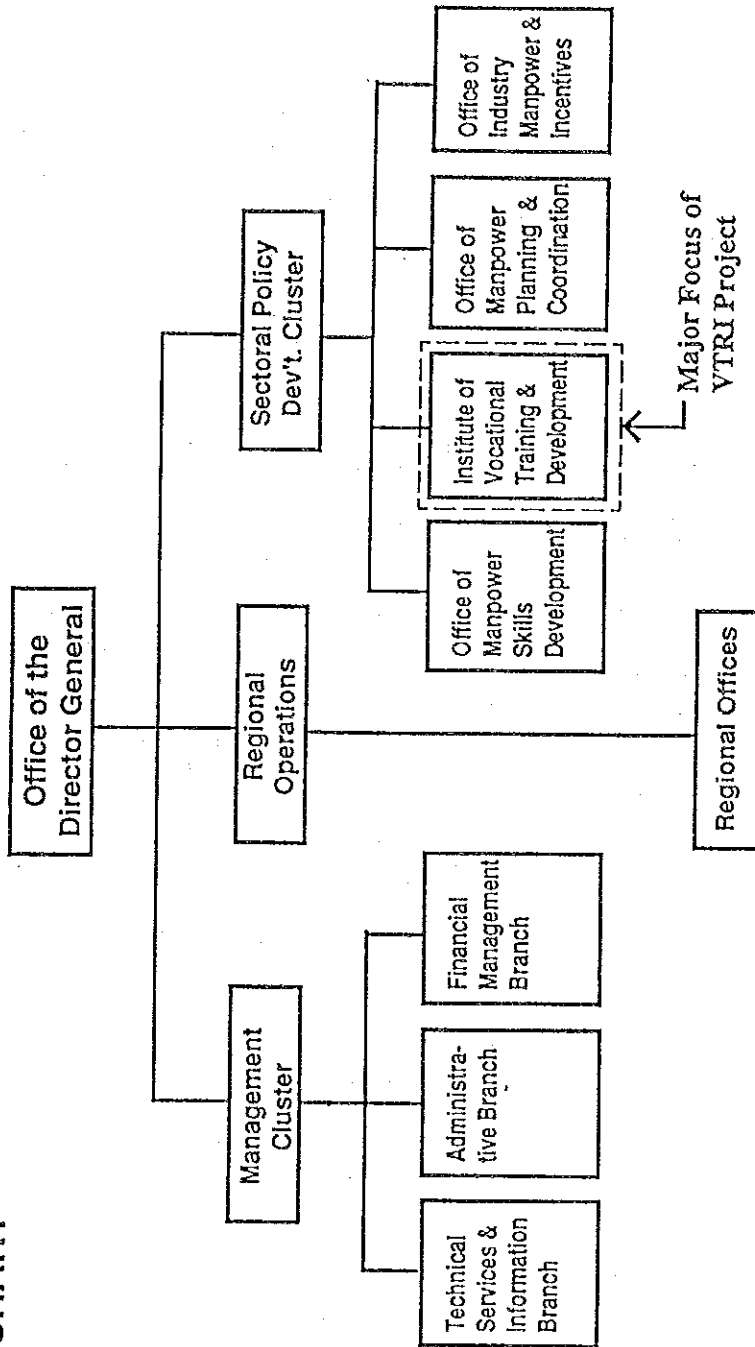




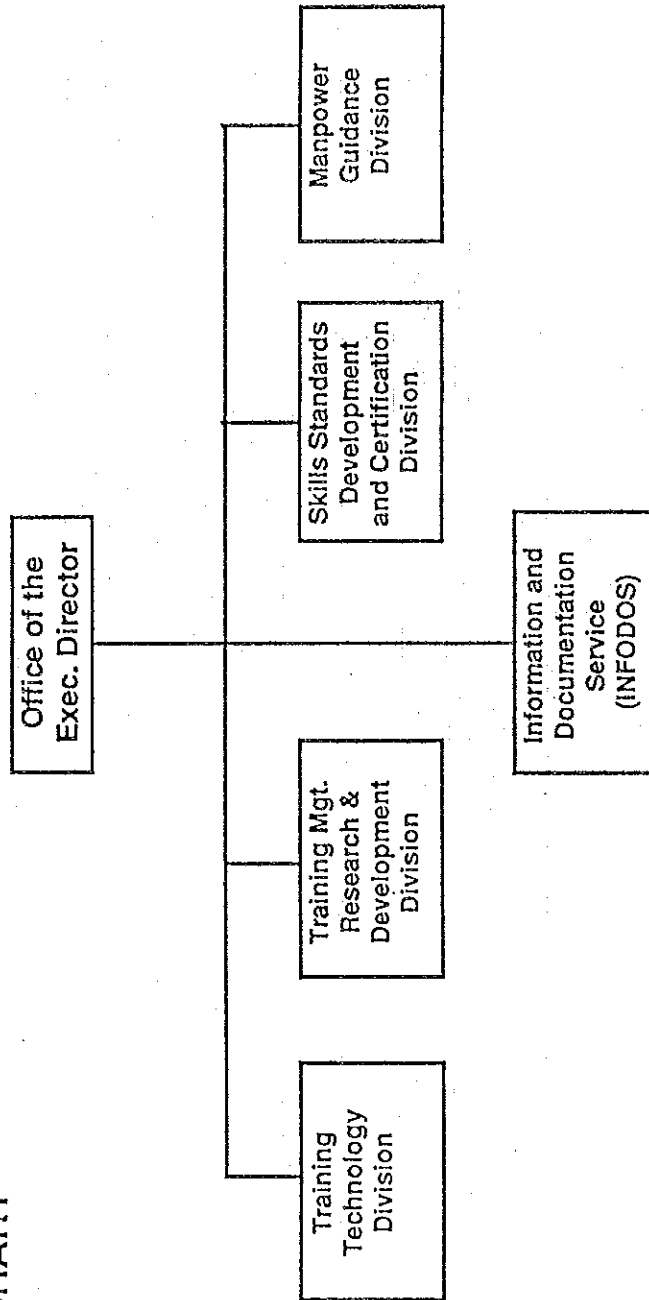
DIFFERENCES IN VTP II AND VTRI Computer-Based Training Programs



**NMYC
ORGANIZATIONAL
CHART**



PRESENT IVTD
ORGANIZATIONAL
CHART



INSTITUTE OF VOCATIONAL TRAINING AND DEVELOPMENT (IVTD)

The IVTD is the training development unit of the NMYC. As such, it is most concerned with the development of training technology in support of the delivery of NMYC's major function - Human Resource Development through training.

STRUCTURE AND FUNCTIONS

A. Training Management Research and Development Division

- Develops, monitors and evaluates the utilization of training management systems; develops and implements the trainor professionalization and certification program. . Conducts researches and studies on training approaches, methods and techniques.

B. Skills Standards Development and Certification Division (SSDCD)

- Develops national trade skills standards and tests and cause the implementation of the national trade testing and certification program.

C. Training Technology Division (TTD)

- Develops and cause the promotion and utilization of training curriculum, training packages and materials.

E. Manpower Guidance Division (MGD)

- Develops and cause the promotion and utilization of manpower guidance and placement programs.

F. Information and Documentation Service (INFODOS)

- Establishes an information and documentation network to integrate, document and disseminate vocational information and provides services to identified users.

PERSONNEL LAYOUT

Institute of Vocational Training and Development

DIVISIONS/OFFICE	POSITION	NO.
Office of the Executive Director (OED)	Director IV	1
	Sr. MDO	1
	MDO II	3
	AV Technician III	1
	AV Equipment Optr. II	1
	Repro. Mach. Optr. II	2
	Economic Researcher	1
	Security Guard II	1
		<u>11</u>
Training Management Research and Development Division (TMRDD)	Chief MDO	1
	Supervising MDO	1
	Senior MDO	4
	MDO II	7
	MDO I	1
	Artist Illustrator III	1
	Clerk III	1
	<u>16</u>	
Training Technology Division (TTD)	Chief MDO	1
	Supervising MDO	2
	Senior MDO	5
	MDO II	5
	MDO I	3
	Asst. Statistician	1
	AV Technician I	1
	Clerk III	1
	<u>19</u>	
Skills Standards Development and Certification Division (SSDCD)	Supervising MDO	1
	Senior MDO	2
	MDO II	5
	Statistician II	1
	MDO I	1
	Secretary II	1
	Artist Illustrator I	1
	Clerk III	1
	<u>13</u>	

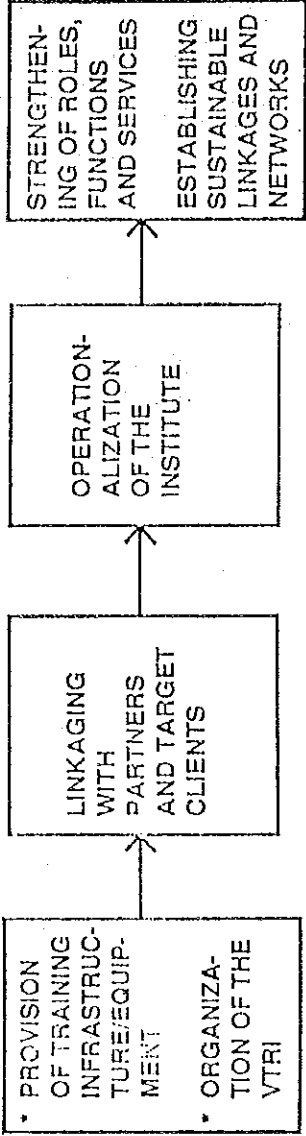
Manpower Guidance Division (MGD)	Chief MDO	1
	Supervising MDO	1
	Senior MDO	4
	MDO II	4
	Economist I	1
	Artist/Illustrator II	1
	Artist/Illustrator I	1
	Clerk III	1
	<hr/>	14

Information and Documentation Division (INFODOS)	Senior MDO	1
	MDO II	3
	PCO II	1
	Librarian II	1
	Librarian I	1
	Artist/Illustrator II	1
	Artist/Illustrator I	1
	<hr/>	9

SUMMARY

Director IV	1
Chief MDO	3
Supervising MDO	5
Senior MDO	17
MDO II	28
Statistician II	1
MDO I	5
Artist/Illustrator III	1
Artist/Illustrator II	2
Artist/Illustrator I	3
AV Technician III	1
AV Technician II	1
AV Technician I	1
Economic Researcher	1
Economist I	1
Asst. Statistician II	1
Repro. Mach. Opr. II	1
Clerk III	4
Secretary II	1
Librarian II	1
Librarian I	1
Security Guard II	1
Total	<hr/>
	82

VTRI PHASE II



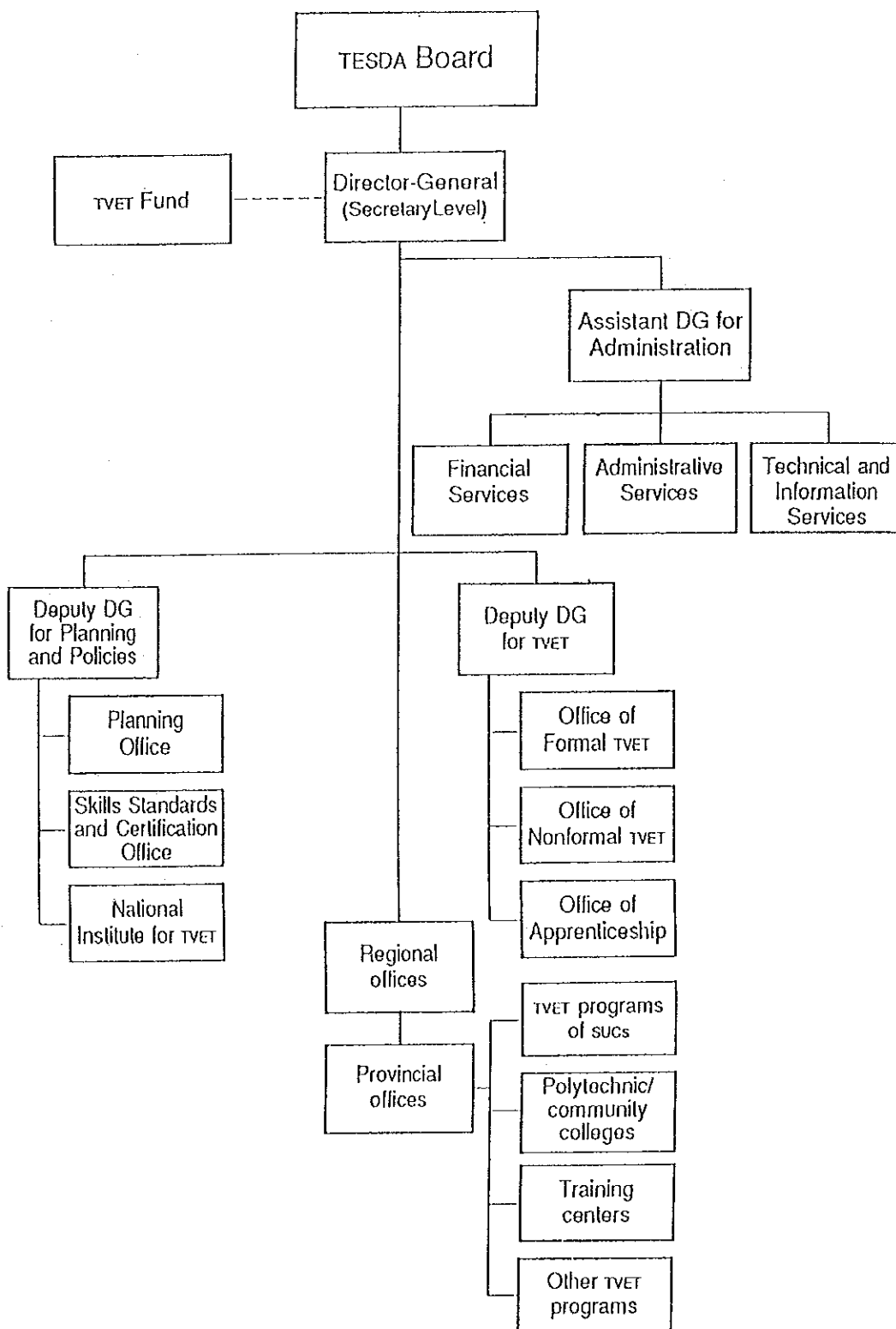
ESTIMATED COST - GOJ _____
 - GOP _____
 - TOTAL _____

PROJECT PHASE DURATION - 5 YEARS

PHASE IMPLEMENTATION SCHEDULE

YR 1	YR 2	YR 3	YR 4	YR 5	YR 6
<div style="background-color: #cccccc; padding: 5px; border: 1px solid black;"> PHASE I Capability Build-up of NWMC (NYD) </div>					
<div style="background-color: #cccccc; padding: 5px; border: 1px solid black;"> PHASE II Preparation and Operationalization of the YFRI </div>					

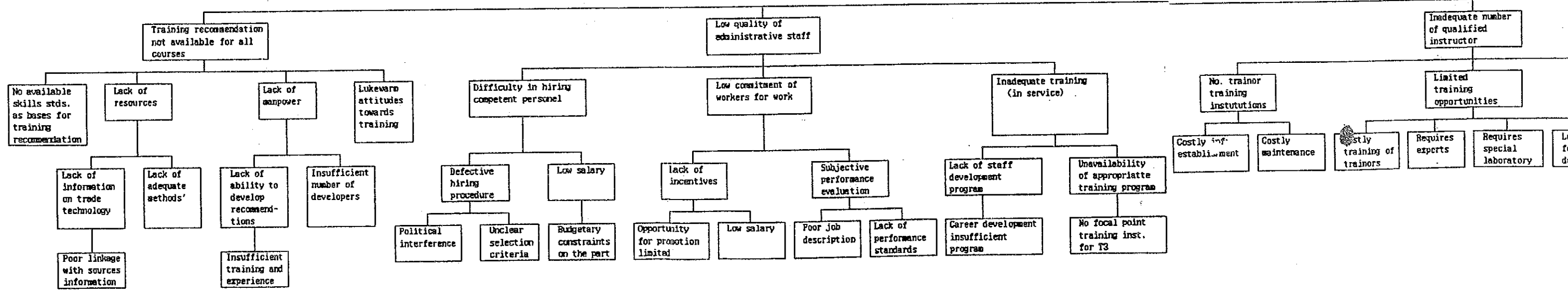
Figure 7
Proposed Technical Education and Skills Development Authority (TESDA) organizational chart



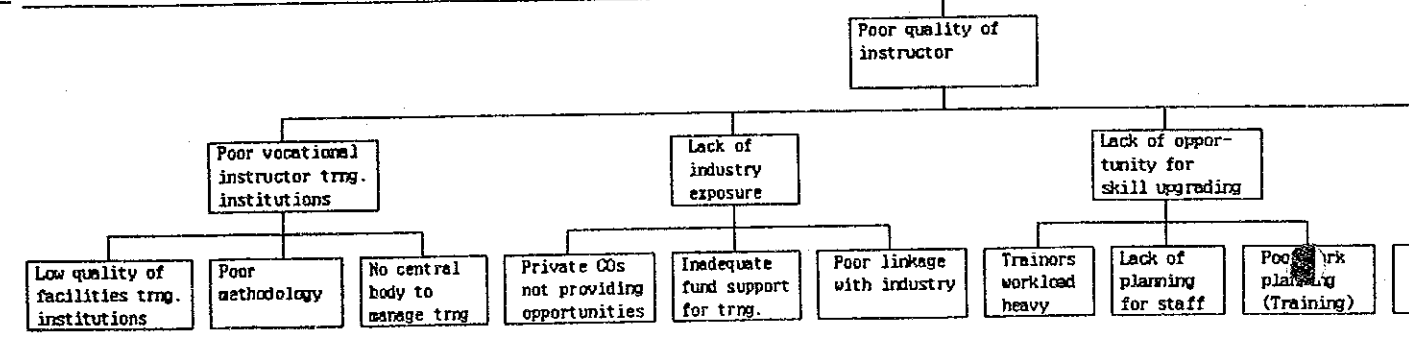
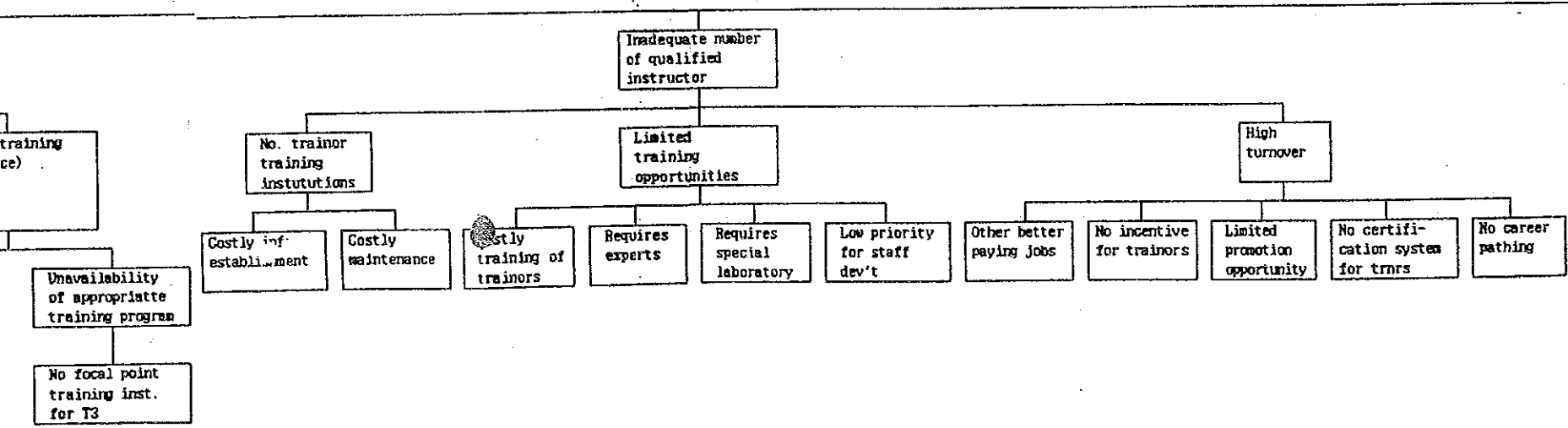
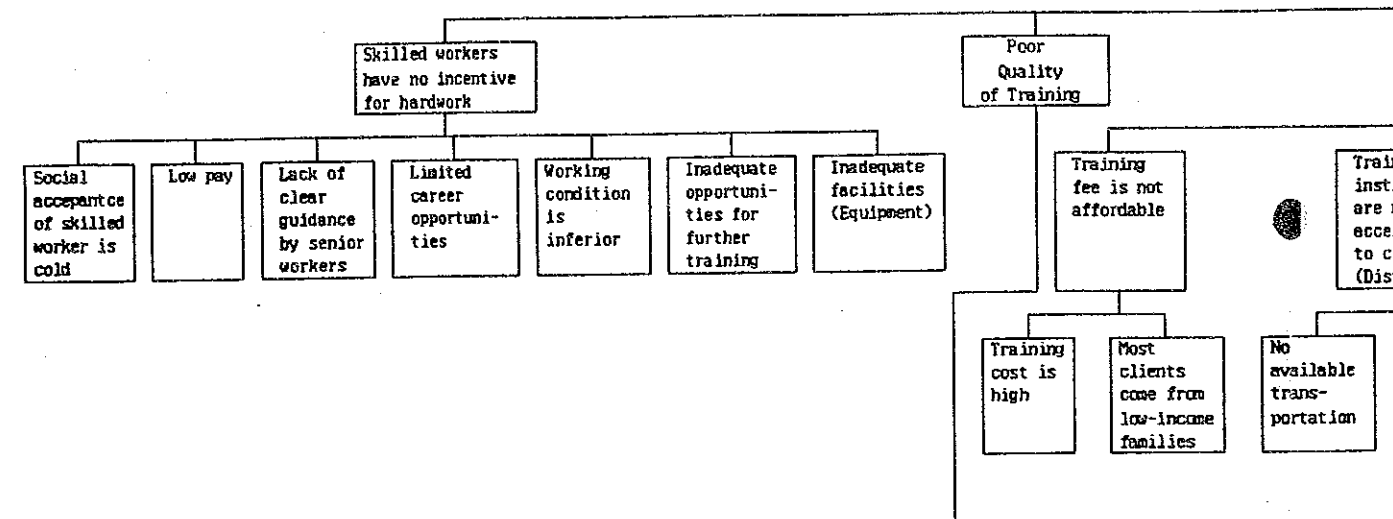
2. PCMワークショップ結果

(1) 問題分析系図

ANNEX 1
 (3) Problem Analysis



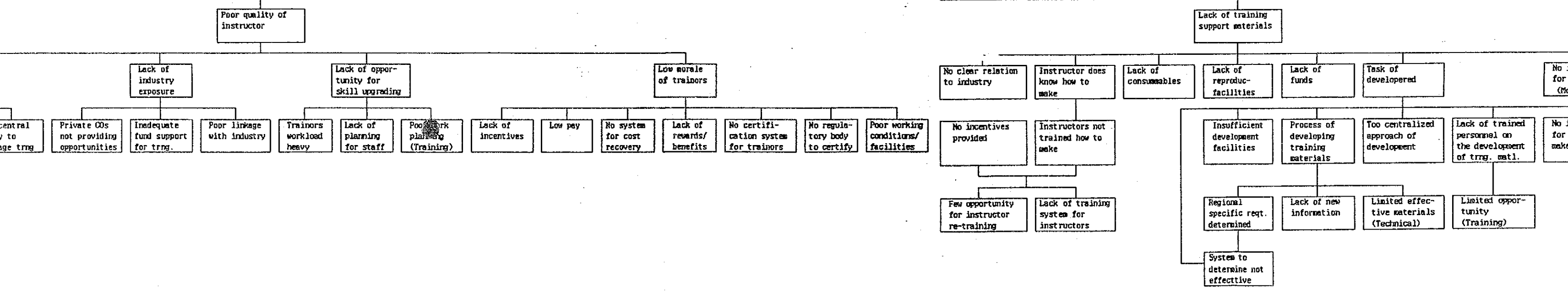
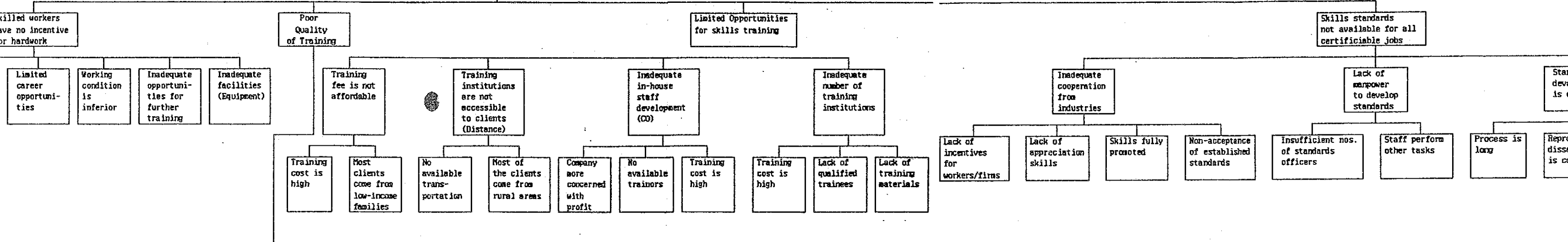
Low quality skilled

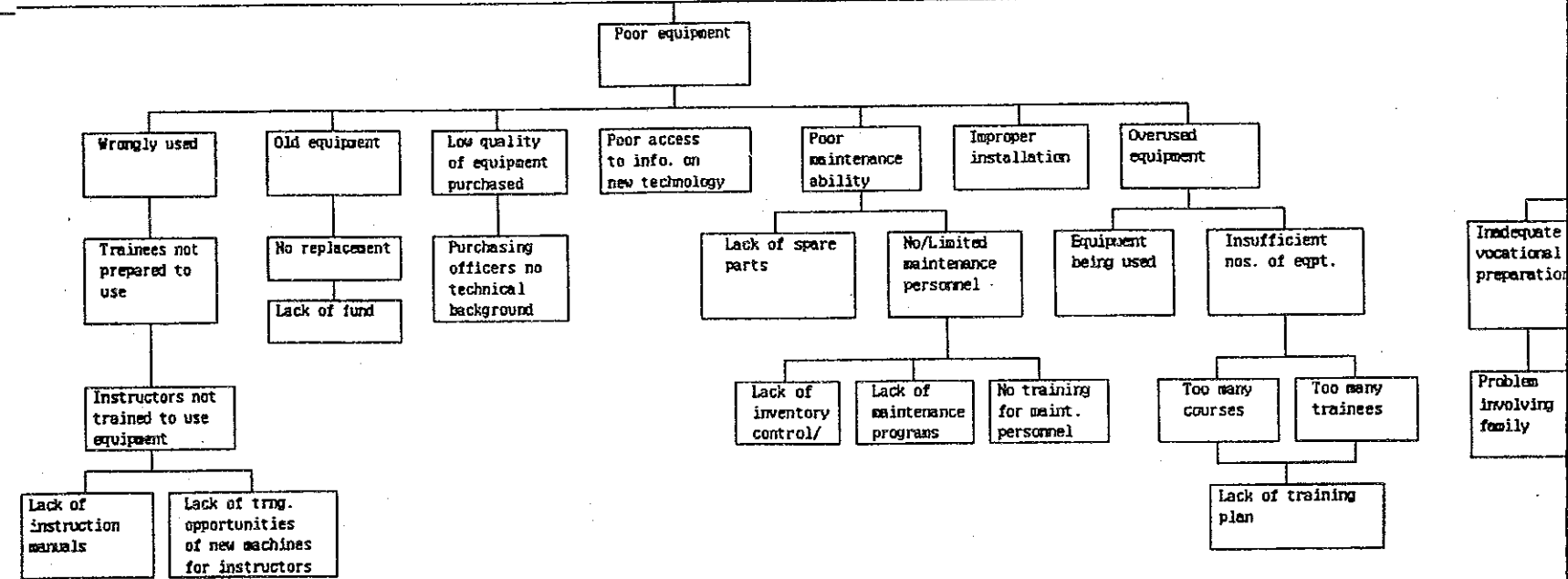
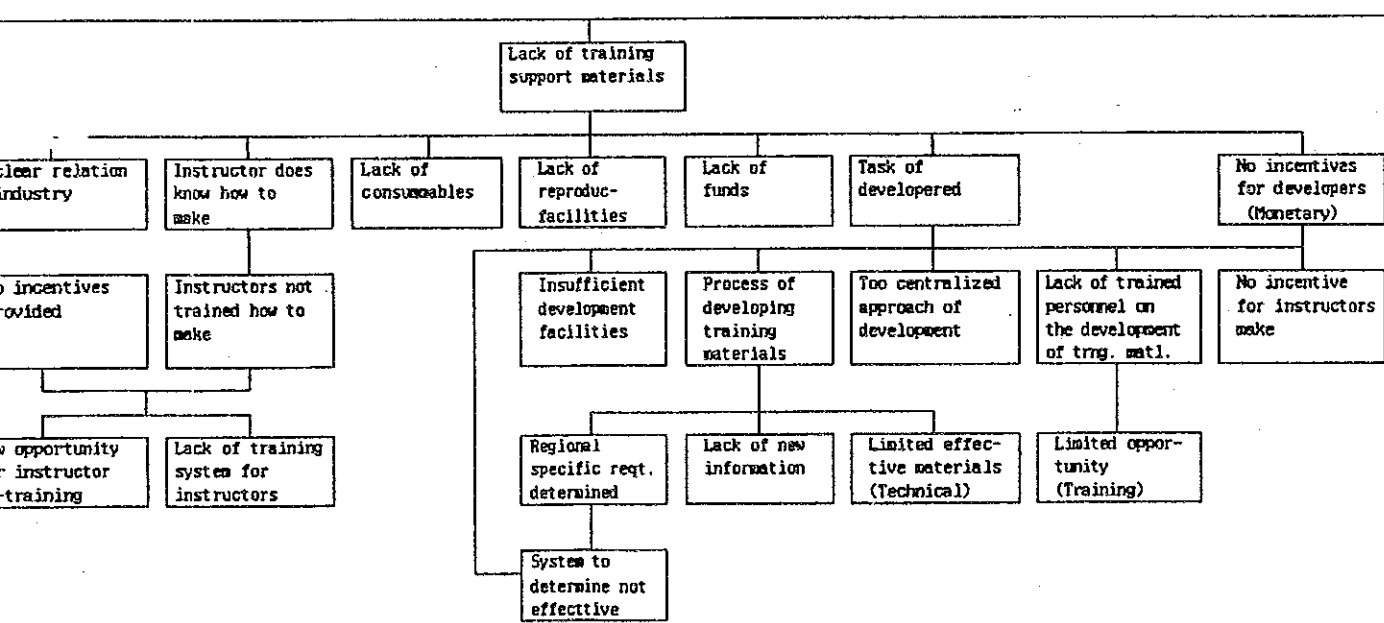
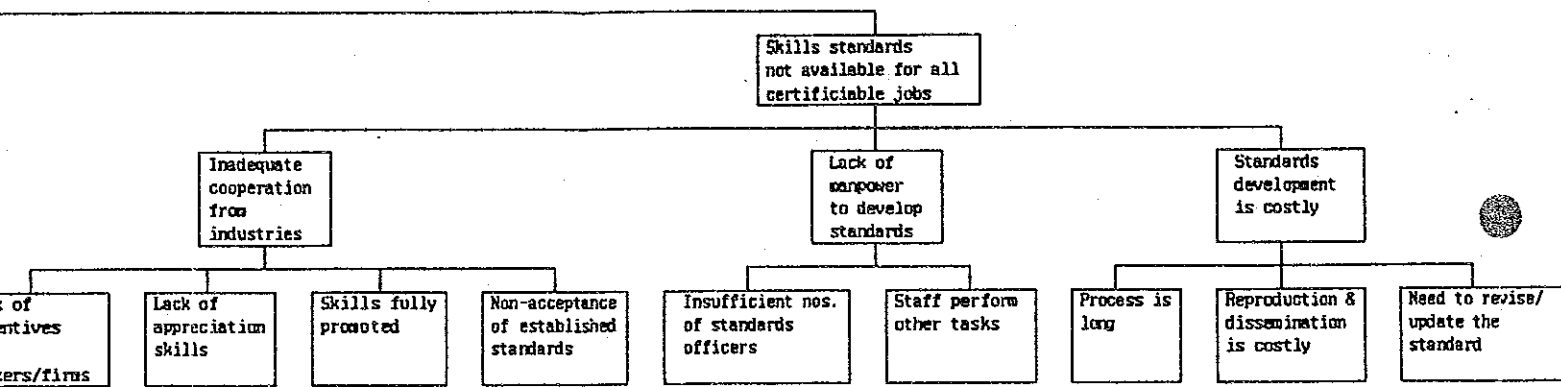


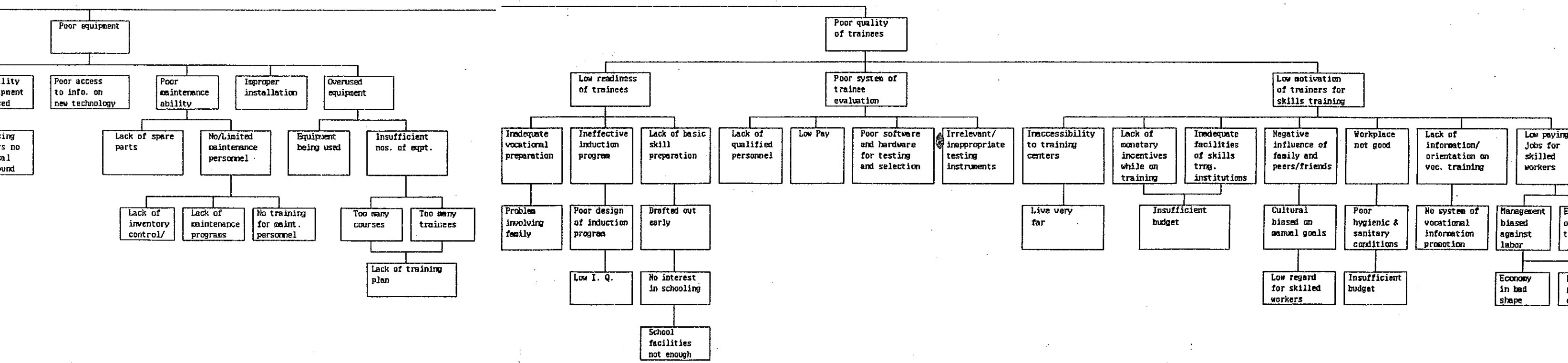
training ce)
Unavailability of appropriate training program
No focal point training inst. for T3

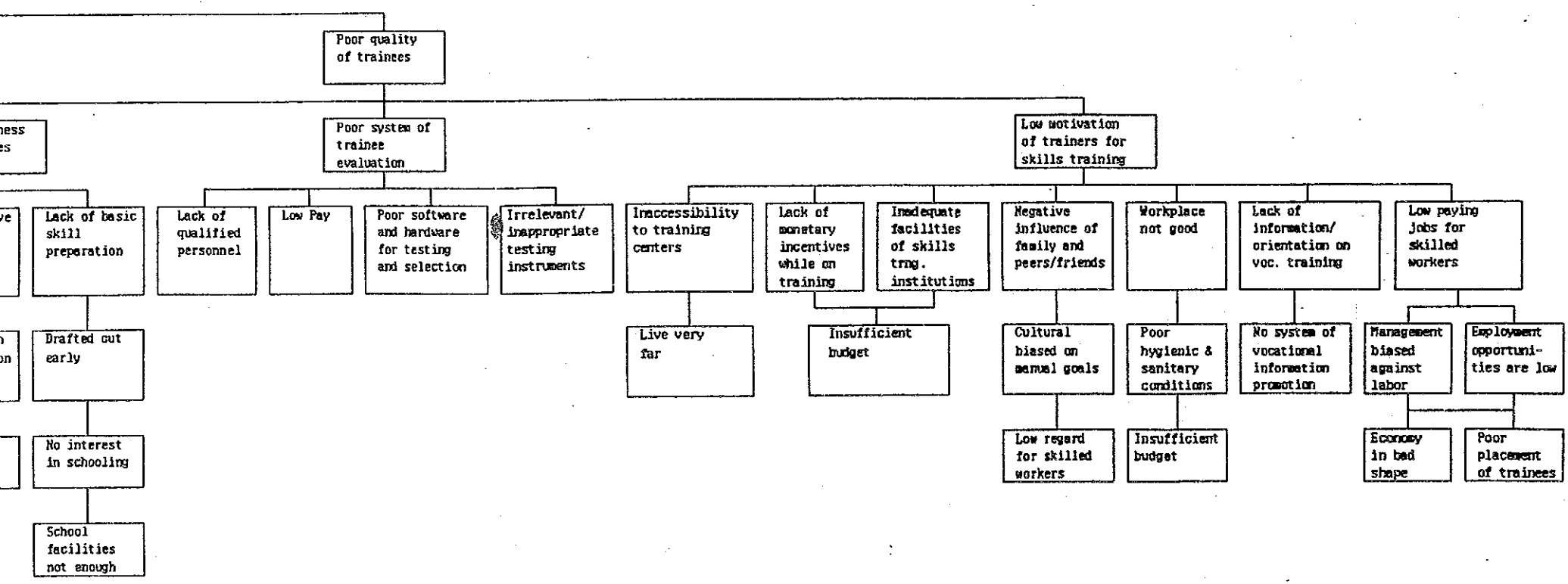
'Low Quality' means:
 With Job but Low Pay
 Low Investments of High Tech Industries
 Graduates are not Employed
 Low Product Quality
 Cannot Perform Job Effectively
 Skilled Manpower can't Proceed Job

Low quality of skilled manpower









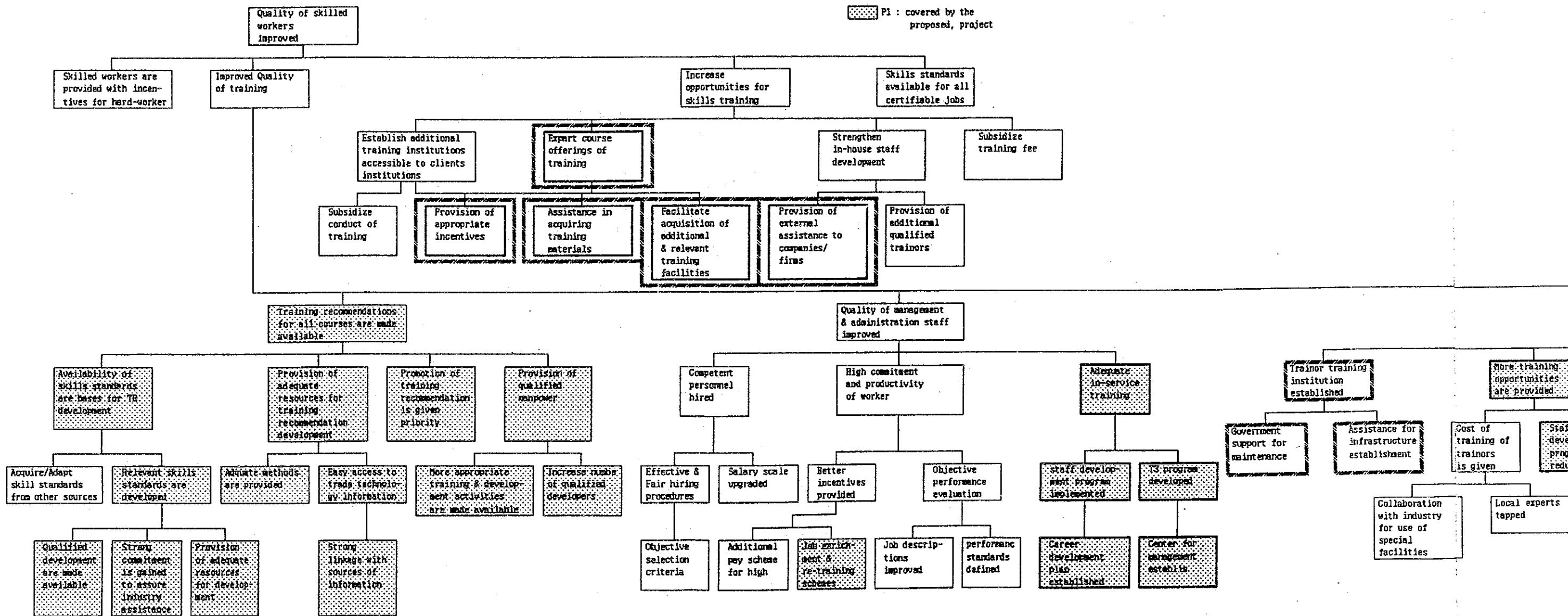
159 a 111
2

(2) 目的分析系図

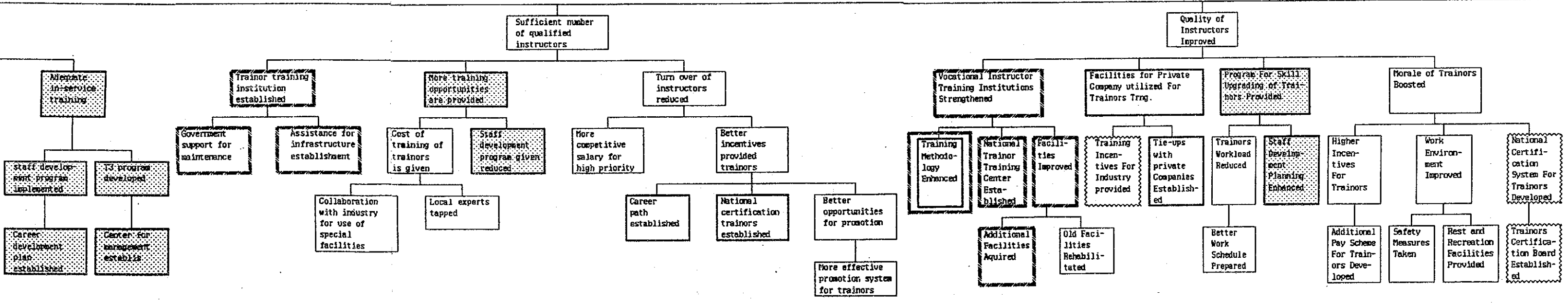


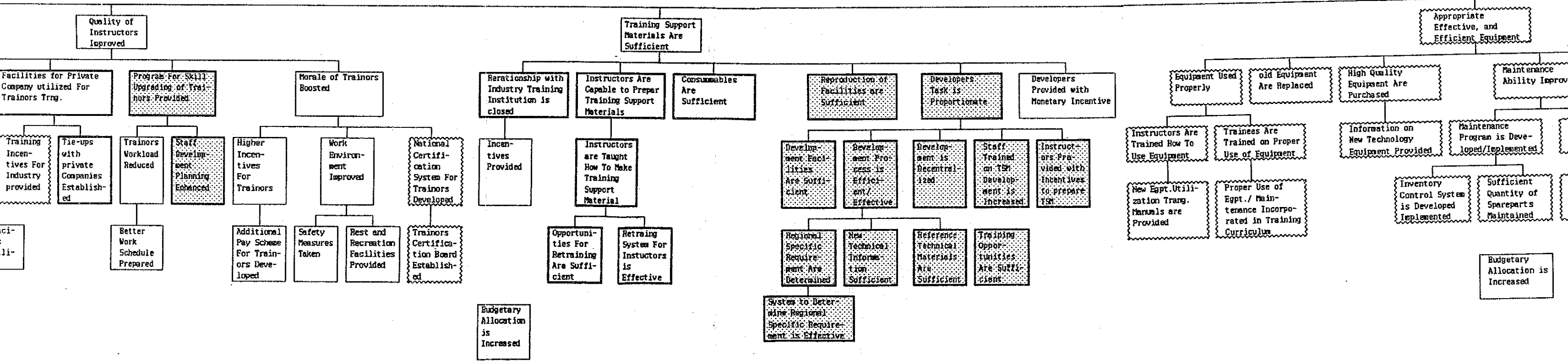
ANNEX 1
Objective Analysis
&
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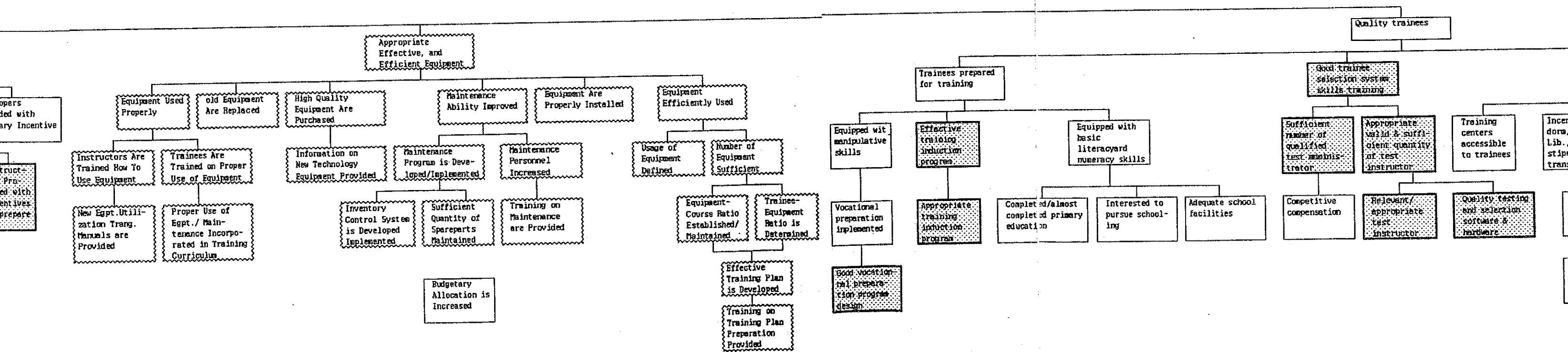
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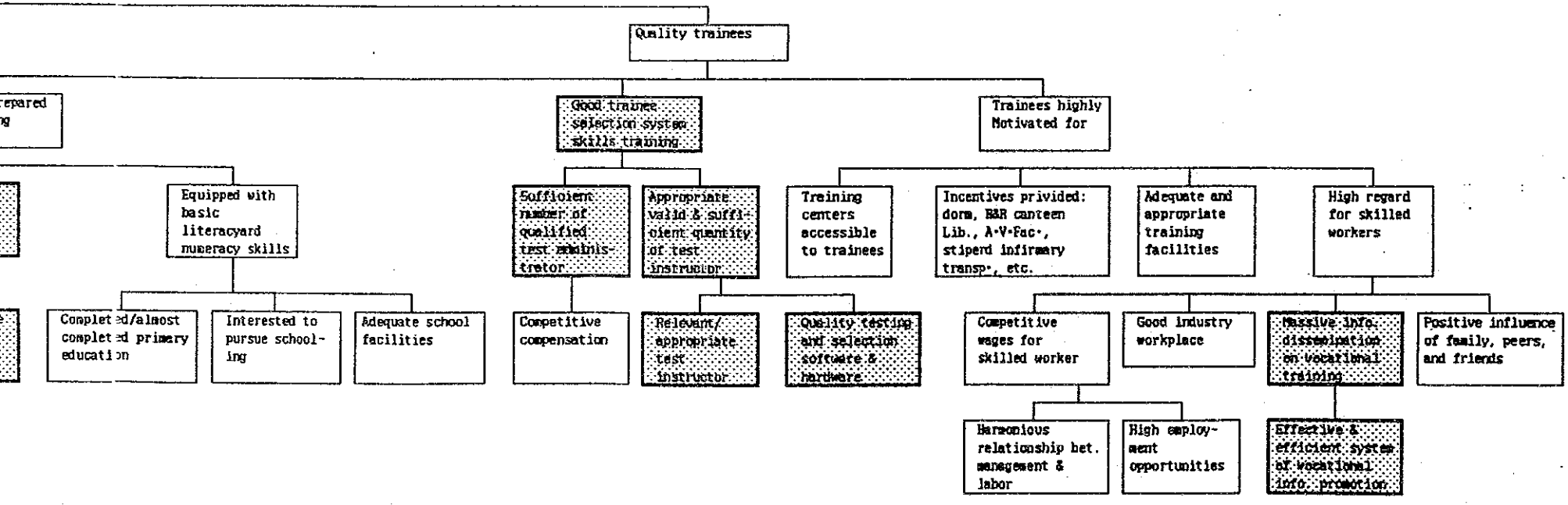


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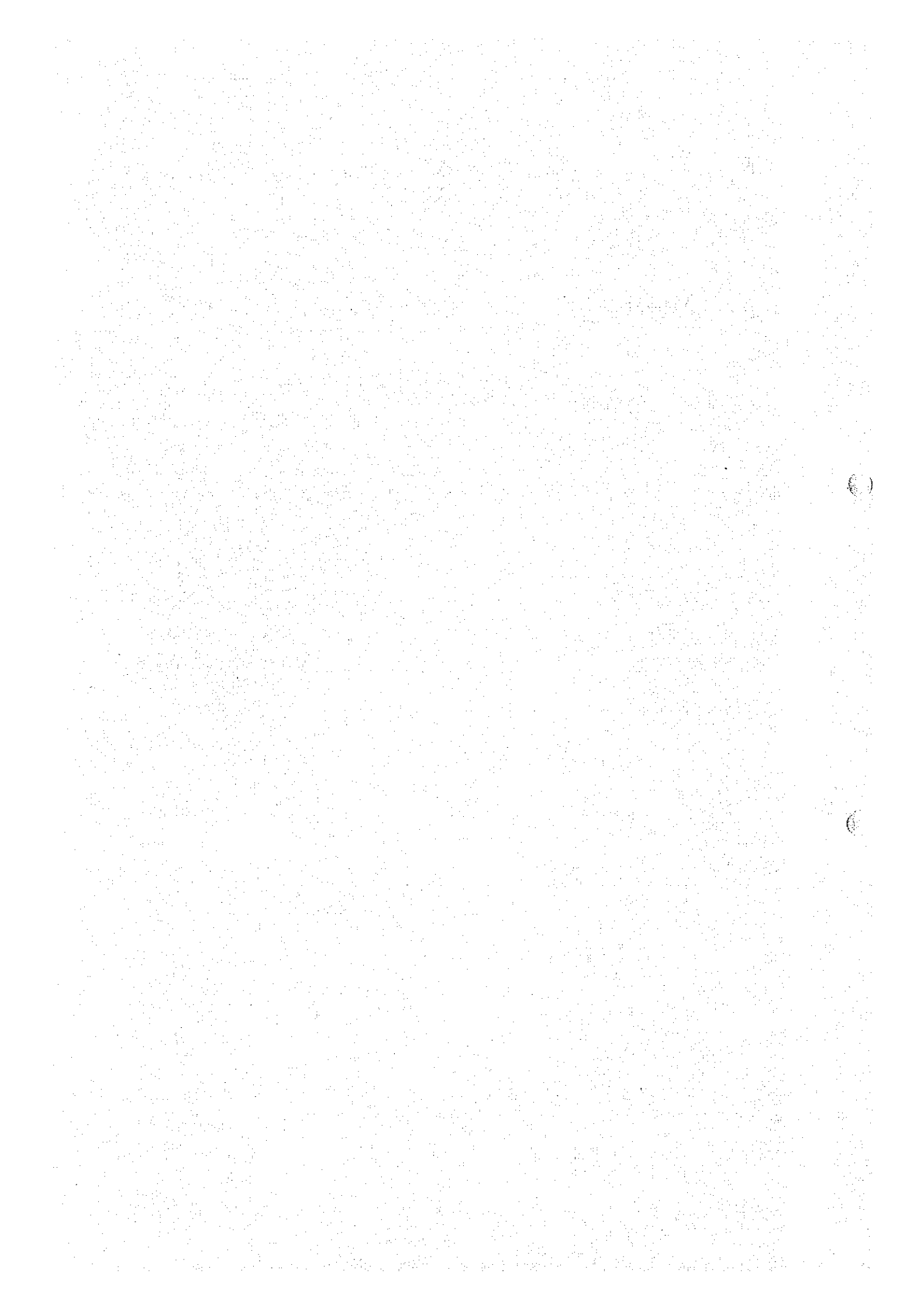






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3. 「Making Education Work」 (TESDA について)





Making Education Work

AN AGENDA
FOR REFORM

Congressional Commission on Education

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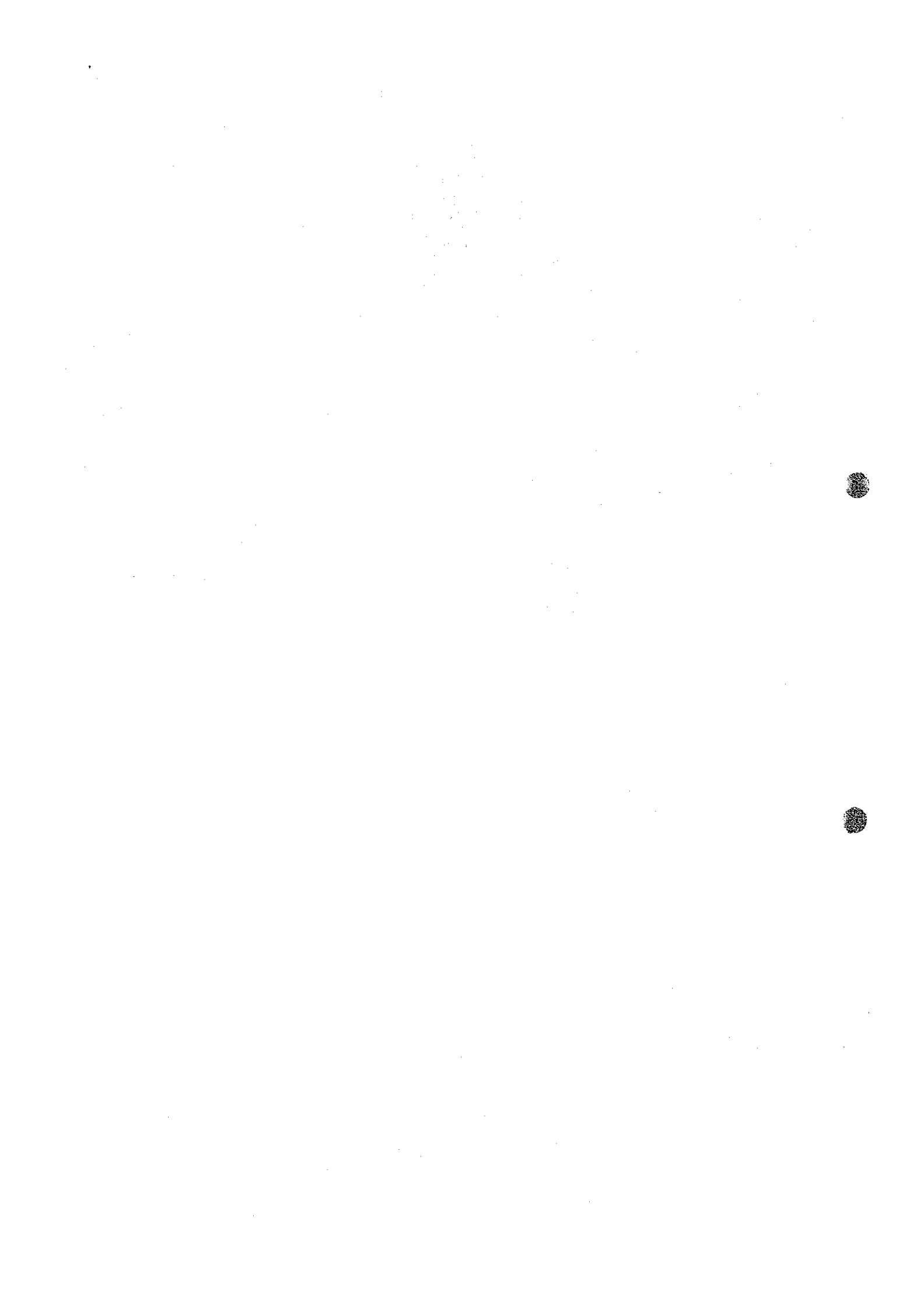
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**Making
Education
Work**

25/11/14

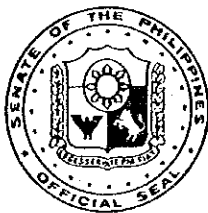
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Making Education Work

AN AGENDA FOR
REFORM

by the Congressional Commission on Education



Congress of the Republic of the Philippines
Manila and Quezon City, 1991

iii

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Letter of Transmittal

December 28, 1991

The Honorable Neptali A. Gonzales
President of the Senate
Congress of the Philippines
Manila

The Honorable Ramón V. Mitra
Speaker of the House
Congress of the Philippines
Manila

Dear Sirs:

We, the members of the Congressional Commission on Education (EDCOM), have the honor to submit our Report, *Making Education Work: An Agenda for Reform*.

Mandated to review and assess the entire educational system, we studied in depth all levels of education in the public and private sectors and focused on vital areas of concern such as the philosophy and goals of Philippine education; sectoral targets; education and manpower development programs; functional linkages with departments and sectors concerned with human resources development; teacher training, welfare and benefits; governance and management; and financing. Our major findings and recommendations are embodied in the attached Report.

We would like to thank you for the privilege of undertaking this study of Philippine education. It enabled us to know firsthand from the grassroots recurrent problems that prevail in the 13 regions of the country and from multisectoral groups involved in education.


The intimate knowledge of the entire educational system that


LETTER OF TRANSMITTAL

resulted from the 11-month study convinces us more than ever that indeed education is *the* fundamental link to national progress.

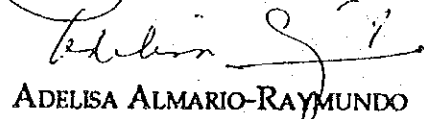
We therefore urge this Congress to consider this Report the basis for educational reform.

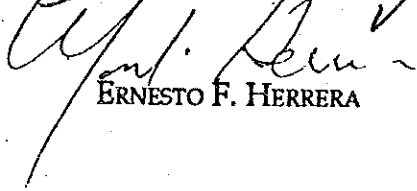
Very truly yours,

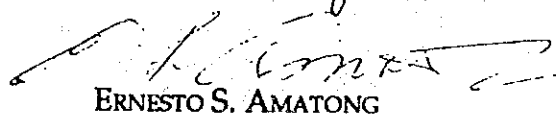

EDGARDO J. ANGARA
Chairman


CARLOS M. PADILLA
Co-Chairman


JUAN PONCE ENRILE


ADELISA ALMARIO-RAYMUNDO


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SOTERO H. LAUREL


SALVADOR H. ESCUDERO III


SANTANINA T. RASUL


CIRILO RÓY G. MONTEJO

Republic of the Philippines
Congress of the Philippines
Metro Manila

Third Regular Session

Begun and held in Metro Manila on Monday,
the twenty-fourth day of July, nineteen hundred
and eighty-nine

Joint Resolution No. 2

JOINT RESOLUTION CREATING A CONGRESSIONAL COMMISSION TO REVIEW AND ASSESS PHILIPPINE EDUCATION

WHEREAS, the Constitution provides that the State shall give priority to education, science and technology, arts, culture and sports to foster patriotism and nationalism, accelerate social progress and promote total human liberation and development;

Whereas, the Constitution provides that the State shall assign the highest budgetary priority to education;

Whereas, it is imperative that the sector on education work in synergy with other sectors such as labor and employment, science and technology, health and nutrition, business and industry, conformably with the need for a system-wide and holistic view of the requirements and capabilities of the entire human resource development program;

Whereas, the constraint on government financial resources requires stricter accountability and efficiency in their use and more effective coordination with non-governmental agencies concerned with education and manpower training;

Whereas, the various studies, findings and recommendations on the subject of education and manpower training require integration for policy-making and educational program development;

Whereas, it is imperative to articulate the philosophy and development perspective which should guide legislation on education and manpower training: Now, therefore, be it

Resolved, by the Senate and House of Representatives of the Philippines in Congress assembled, That a Congressional Commission on Education be created jointly by the Senate and the House of Representatives to be composed of five (5) members of the House of Representatives and five (5) members of the Senate to be designated respectively by the Speaker of the House and the President of the Senate, who shall endeavor to have the various regions of the country represented. The Commission shall undertake a national review and assessment of the education and manpower

JOINT RESOLUTION NO. 2

training system of the country with a view to: (a) enhancing the system's internal capability to satisfactorily implement the constitutional provisions on education; (b) providing the system with the necessary financial and other infrastructure support; (c) strengthening its linkages with all sectors concerned with human resource development; and (d) assisting education in achieving its sectoral goals and targets through strategies that are consistent with the nation's development perspective.

Resolved, further, That, to carry out its objective, the Commission shall have the following functions and powers:

The Commission shall review and assess the formal educational system in both public and private schools at all levels, including graduate education. The Commission shall also review and assess the nonformal educational system. It shall produce a report of its findings and shall formulate short- and long-term policy and program recommendations to include each of the following areas:

(i) philosophy, goals and objectives of education and manpower development; (ii) sectoral targets; (iii) governance and management; (iv) educational/manpower development programs; (v) financing; (vi) functional linkages among all departments and sectors concerned with human resource development; and (vii) educator's training, benefits and retirement. For the foregoing purposes, the Commission shall:

(a) Prescribe and adopt the guidelines that will govern the national review and assessment;

(b) Approve the work plan for the conduct of the national review and assessment;

(c) Approve the budget for the programs of the Commission and all disbursements therefrom, including compensation of all personnel;

(d) Hold hearings, receive testimonies, reports and expert advice on the status of Philippine education and on available remedies to identify problems;

(e) Pass upon the recommendations of the Technical Secretariat which it shall organize, to be headed by an executive director, to provide the necessary technical, management and staff services;

(f) Report on its findings and make recommendations on actions to be taken by Congress and the departments concerned with education and manpower training;

(g) Secure from any department, bureau, office or instrumentality of the Government such assistance as may be needed, including technical information, preparation and production of reports and the submission of recommendations or plans as it may require;

(h) Hire and appoint such employees and personnel whether temporary, contractual, or on consultancy, subject to applicable rules;

(i) Summon by subpoena any public official or private citizen to testify before it, or require by subpoena *duces tecum* to produce before it such

JOINT RESOLUTION NO. 2

records, reports or other documents as may be necessary in the performance of its functions; and

(j) Generally, to exercise all the powers necessary to attain the purposes for which it is created.

Resolved, further, That the members of the Commission shall elect from among themselves a Chairman and a Co-chairman and may establish standing committees from among its members and use resource persons from the public and private sectors as may be needed. The members of the Commission shall receive no compensation, but traveling and other necessary expenses shall be allowed.

Resolved, finally, That the Commission shall accomplish its mandate within twelve (12) months from its organization and that in order to carry out the objectives of this Resolution, the initial sum of five million pesos (P5,000,000.00) shall be charged against the current appropriations of the Department of Education, Culture and Sports under the Fiscal Year 1990 General Appropriations Act. Thereafter, such amount as may be necessary for its continued operation shall be included in the Fiscal Year 1991 General Appropriations Act.

Adopted,

JOVITO R. SALONGA
President of the Senate

RAMÓN V. MITRA
Speaker of the House of Representatives

This Joint Resolution, which is a consolidation of House Joint Resolution No. 1 and Senate Joint Resolution No. 3, was finally passed by the House of Representatives and the Senate on June 7, 1990.

EDWIN P. ACOBA
Secretary of the Senate

QUIRINO ABAD SANTOS JR.
Secretary of the House of Representatives

Approved August 14, 1990

CORAZÓN C. AQUINO
President of the Philippines

Highlights of This Report

What is the state of our education system?

The quality of Philippine education is declining continuously.

Our elementary and high schools are failing to teach the competence the average citizen needs to become responsible, productive and self-fulfilling.

Colleges and technical/vocational schools are *not* producing the manpower we need to develop our economy.

Graduate education is mediocre. It does *not* generate the research-based knowledge we need to create more jobs and to raise the value of production.

What has caused this decline?

There are two principal reasons:

1. We are simply *not* investing enough in our education system.

2. Our education establishment is poorly managed.

What can we do to improve this situation?

Throwing more money at our education problems won't be good enough—even if we could afford to do so. And the truth is that, over the next 5-10 years, Government *cannot* expect to raise the kind of money we need to finance adequately all levels of education. There's only one thing we can do: We must extract more efficiency and more productivity from both our education budget and our education establishment.

What does EDCOM recommend specifically?

1. Stress basic public education—elementary and high school—because it is all the formal schooling the masses of our

HIGHLIGHTS OF THIS REPORT

people get.

Set aside for this constitutional entitlement as much as we can of our available resources in money and talented people.

2. Encourage alternative learning modes, especially for the illiterate.

3. Make the vernacular and Filipino the medium of instruction for basic education.

4. Enlarge and enrich technical/vocational education—for young people whose aptitudes incline in this direction.

5. Restructure the Department of Education—to ensure that program focus is clear, resources are allocated rationally, and plans are realistic and attainable.

6. Ensure that only the best and most qualified professionals become teachers and administrators—by making the rewards of teaching match its importance as a career.

7. Plan and support public and private education together.

8. Make it possible for private industry, workers, teachers, parents and Local Government to plan, deliver and finance education and training.

9. Ensure the children of the poor greater access to all levels of education.

10. Make public college and university education more cost-effective and curricular programs more relevant to the communities they serve.

Government support for higher education should go only to priority courses and programs—and to poor but deserving students.

11. Find new sources of money—including taxes—to finance basic education.

FOREWORD

Our Nation's Mind at Risk

EVEN before we were elected to the Congress, all of us were already worried about the apparent deterioration of Philippine education.

Our work in our separate Committees on Education confirmed our worst fears for the mind of our nation.

This Report is far from clinical and objective. But we do *not* apologize for its tone. How can we be detached when we are faced with evidence that our young people revert to illiteracy because their instruction is indifferent? How can we remain unemotional when we are told that in comparison with other peoples our children know little mathematics and even less science?

Education is essential to our life as a nation. This is a truism that bears endless repetition. It is acknowledged by the provisions on education in the Constitution. Except for the provision on free secondary education, however, these Constitutional mandates have *not* yet been translated into action.

After a period of reflection, it became clear to us that these twin tasks of solving the problems and implementing the constitutional provisions on education have to be approached not separately but together. Thus, our decision to propose basic and all-embracing reforms in our education system.

To do this, the Congress enacted, and the President signed into law, Joint Resolution No. 2, which created the Congressional Commission on Education on 14 August 1990, although its substantive work did not begin until after the New Year in 1991.

FOREWORD

The Commission was made up of five senators and five representatives chosen first for their knowledge of education matters and second for their representation of regional, sectoral and political points of view.

We chose to amass the information we needed to review and assess Philippine education by *direct consultation*. We wanted to hear from the people directly what they felt and thought about a national problem close to their hearts.

We carried out the most extensive and intensive public hearings in our country's history. We went to all the regions, including the Autonomous Region of Muslim Mindanao and the Cordillera Administrative Region. We held consultations in 18 provinces and 13 regional centers. We met with 33 groups representing public and private schools, teachers, parents, students, special education, local and national Government executives, workers and employers. We invited 378 experts in education, science and technology, language, technical education and training, public administration, finance and the mass media.

Our staff studied all primary and secondary documents on Philippine education written over the last 20 years by Filipino and foreign scholars, including those specifically addressed to us. And we capped all this with a National Congress on 29-30 November. At this Congress we gave the national organizations and the concerned Government departments the chance to examine and criticize our proposals before we submitted them to the two houses of Congress.

To all these consultations, we came with open minds. Except to tell the people and groups that we convened the themes on which Joint Resolution No. 2 directed us to examine, we did not in any way intervene in the proceedings. Hence we can say confidently that our findings, conclusions and recommendations *are* the national consensus on education.

Our recommendations, however, are for both the legislative and executive branches, because Joint Resolution No. 2 au-

FOREWORD

thorized us to look at both policies and programs.

Many of our proposals can be carried out by executive action, but the key ones require legislation.

We would like on behalf of the Congress to thank President Corazón C. Aquino, Director General Cayetano Paderanga Jr., the regional directors and staff of the National Economic and Development Authority, the Regional Development Councils, the Department of Education, Culture and Sports and the Department of Labor and Employment, particularly the National Manpower and Youth Council, and regional, provincial and municipal government executives.

We would also like to acknowledge the intellectual and moral contributions of numerous organizations and persons. We cannot mention all of them here, but the papers of the Congressional Commission on Education will list all of them.

We commend this report to our colleagues in the Senate and the House of Representatives.

Sen. Edgardo J. Angara
Chairman

Rep. Carlos M. Padilla
Co-Chairman

Juan Ponce Enrile

Adelisa Almario-Raymundo

Ernesto F. Herrera

Ernesto S. Amatong

Sotero H. Laurel

Salvador H. Escudero III

Santanina T. Rasul

Cirilo Roy G. Montejo

Manila and Quezon City
15 December 1991

1

Education for the Filipino

THE CLOSING YEARS of our century find us beset by seemingly intractable problems of poverty and inequity. Social and economic development has not kept pace with the wants and hopes of a young and impatient people.

At the same time, all around us in our region of the world, countries are growing rapidly, propelled largely by the energy of private enterprise. The Philippines lags behind most of them.

But our problems conceal some real achievements and opportunities that, if sustained, could lead our society into an era of stability and prosperity. Among these are an open, democratic system that is diffusing economic and political power to the countryside; a growing private sector that is becoming more sensitive to our need for faster social development even as it strives for greater efficiency; and a population that has a passion for education.

Our aim in EDCOM is to make education a tool for attaining the goals of social justice, unity, freedom and prosperity.

We believe that education should produce a Filipino who respects human rights, whose personal discipline is guided by spiritual and moral values, who can think critically and creatively, who can exercise responsibly his rights and duties as a citizen, whose mind is informed by science and reason, and whose nationalism is based on a knowledge of our history and cultural heritage.

We seek to refocus education so that it may attain the following:

1. Universal basic education which will make every citizen

MAKING EDUCATION WORK

functionally literate and numerate;

2. Formation of those skills and knowledge necessary to make the individual a productive member of society; and

3. Development of high-level professionals who will search after new knowledge, instruct the young and provide leadership in the various fields or discipline required by a dynamic economy.

To achieve these goals, we need to redefine our objectives, remake our educational institutions and muster the will to support education to the fullest extent possible.

2

Put All Our Money in Basic Education

BASIC EDUCATION is the right of every citizen. The Constitution requires that the highest budget priority should go to education and that quality education be made available to every citizen.

Our nation can rise only to the level of our people's competence. But just now we are not doing enough to raise this level of popular competence.

We spend the least on education among our neighbors.

In 1992 education will get only 12.8 percent of the national budget, while debt service is allocated 36.6 percent. This share of 12.8 percent is *not* an adequate translation of the Constitutional mandate. Our investment in education as a percentage of the gross national product is 1.3 percent—the lowest in ASEAN and much lower than the Asian average of 3.3 percent. (See Table 1 and Figure 1.)

That basic education continues to get the biggest part of the education budget isn't comforting. This allocation fluctuated from 61 percent in 1987 to 69 percent in 1989; it went down to 58 percent in 1991 and up again to 66 percent in 1992. In the 1980s the average allocation for basic education was 79 percent for Asia, 68 percent for the Organization for Economic Cooperation and Development (OECD) countries, 77 percent for the United Kingdom and 76 percent for the United States. (See Tables 2 and 3.)

The money for education is dissipated in a mistaken—and futile—effort to do more than Government can do.

In 1991 a great deal of this money went to higher education.

3

MAKING EDUCATION WORK

The budget for higher education increased by 10.7 percent compared with a decrease for both elementary (8.8 percent) and secondary education (9.7 percent). In 1992 the picture brightens for elementary education—a 26.88 percent increase, as against a decrease by 12.17 percent for higher education. In the 1991 and 1992 budgets, however, the general and administrative support services received the highest increase—11 percent and 85 percent, respectively.

The education bureaucracy costs too much.

Personal services account for about 70 percent of the total DECS budget. We need clearly to raise the efficiency of administrative personnel, so that we may channel the savings to basic education.

The highly centralized DECS and its complex procedures in asset management have resulted in loss and waste. In spite of the joint DECS-DMC-COA study on procurement which showed that average reductions in price of 30 percent for supplies and up to 70 percent for textbooks are possible by using the Bureau of Procurement Services, DECS has so far *not* fully subscribed to the BPS.

The stages in procurement—bidding, pricing, purchasing and delivery—are susceptible to graft and corruption. Wherever it takes place and whoever perpetrates it, corruption means a loss of revenue or value for the Government.

Aggravating the problem is the lack of guidelines for procuring and sharing supplies and equipment that would lead to savings and reduce waste.

Our education budget cannot grow fast enough in the foreseeable future to enable us to finance all the requirements of basic education.

To solve the problems of inadequate classrooms, teachers and books; low teacher salaries; poor teacher training; and high dropout rates, among others, in basic education we need today approximately the following amounts:

To eliminate teacher shortage P 2.446 billion
To increase salaries to P5,201 a month 11.120 billion

Put All Our Money in Basic Education

To train teachers	2.000 billion
To build new classrooms	11.219 billion
To produce textbooks	136 billion
To provide basic education for everyone	
Elementary	1.809 billion
Secondary	1.599 billion
 GRAND TOTAL	 P 30.329 billion

The amount of money needed poses the biggest challenge to both the executive and legislative branches. Fortunately, both consider the status quo unacceptable. The reason is obvious. It won't produce the citizenry that we want. Government must therefore respond creatively to the need to raise more money to improve basic education.

What needs to be done?

First, invest most of our resources in the constitutional entitlements: elementary and high school education.

Basic education should be given the highest priority in the national and education budgets. Until every Filipino has had basic education, all budget increases for education should go to basic education.

Local Government units are strongly encouraged to do no less: adopt permanent financing arrangements to support basic education.

Second, make tertiary education pay for itself but ensure through vouchers and scholarships that poor but talented persons have access to either technical or higher education.

Lands owned by State universities and colleges (SUCs) should be put to their most productive uses to make them largely self-sufficient. And they should retain all their income to reduce their dependence on Government subsidy.

Adopt socialized tuition in State institutions. Students from high-income brackets should pay the full cost of their education, while students from lower-income brackets will pay corre-

MAKING EDUCATION WORK

spondingly lower tuition. This recommendation will correct the present scheme of subsidizing all students in SUCs, which is neither equitable nor efficient.

Review preneed educational plans to finance higher education. If these are viable, the Government should issue guidelines to protect those who buy such plans.

Third, simplify the education bureaucracy.

Study the feasibility of the Bureau of Procurement Services servicing the DECS. The Bureau can provide warehousing and delivery services or arrange to use the regional/division warehouses owned by the Instructional Materials Corporation (IMC).

Privatize the printing and distribution of the textbooks developed by the IMC. The IMC, however, should keep its present functions of textbook development, textbook testing, and training of teachers in the use of new textbooks.

Decentralize, possibly down to the school principal.

Do a thorough study of the operations of the central, regional, division, district offices and schools to make changes that will economize.

What additional money can be raised for basic education? The measures suggested below will bring in no less than P26 billion.

Implement the Constitutional provision that grants to education the highest budgetary priority by amending Section 16 of P.D. 1177.

a. Prescribe full funding for basic education and reflect this annually in the General Appropriations Act;

b. Ensure that the share of education in the total budget for the year shall not diminish relative to the previous year's and shall, in fact, be increased in proportion to increased enrollment.

Allocate to basic education, from additional tax collections, the first 2 percent increase beyond the current rate of tax collection.

Generate new sources of revenue for basic education.

a. Allocate 50 percent of the gross earnings of the Philippine Amusement and Gaming Corporation to education, a bigger

Put All Our Money in Basic Education

percentage of which could be assigned to basic education as well as to the health and nutrition of schoolchildren. The moral objection to gambling should be weighed against the prospect of the perpetual illiteracy of a segment of the population and the widening gap between the rich and the poor.

b. Consider a Debt-for-Education Swap. Appeal to foreign creditors for condonation of some foreign debt in order to speed up educational development.

Under this scheme, a creditor bank would write off a certain percentage of our foreign debt. In exchange, the Philippine Government will put up a counterpart amount. This counterpart will go to basic education.

c. Increase the fees for vehicle registration and channel the additional revenue to basic education.

d. Mobilize Parent-Teacher Associations to raise funds for basic education.

e. Ensure that the proceeds of the one-percent additional real-estate tax or the Special Education Fund are used only for education, with a specified share for basic education.

Everyone is entitled to elementary and secondary education, which make up basic education. Access to it must be guaranteed as a matter of right.

3

The Underachieving School

AS WE ARGUED in Chapter 2, every citizen, regardless of sex, belief, status and ethnic origin, has the right to be educated and trained to become usefully literate and economically productive.

By the year 2000 this wish should be reality: And we can get it done by then if:

- More resources are channeled to basic education;
- Young people in the underserved and depressed areas, as well as special learners, are given the first attention;
- Alternative learning strategies are incorporated into the total learning system; and
- The language used maximizes learning.

We should not be deceived by the statistics of education. Today, the Philippine school system is said to be one of the largest in the world. Enrollment at all levels was 16.5 million in 1990-91. That year one of four Filipinos was in school. Our country claims a literacy rate of 89 percent of every one 10 years and older. Participation rates at the elementary level in all 13 regions in 1991 are reported to average 97.78 percent (Figure 2). On these bases, it appears that universal education will soon be achieved.

Some perplexing and disturbing results, however, tell us we're a long way from spreading the benefits of basic education to the great majority of our countrymen, especially those in far-off rural areas. Most of our functional illiterates—who make up 26.8 percent of the 1989 population, 10 years and above—are in those areas.

The Underachieving School

The formal school system is like a giant sorting machine which keeps children from well-off city families and throws out children from rural and poor families.

Disparities in physical access to basic education prevail between rich and poor, urban and rural, Luzon and outside Luzon regions, high-income and low-income families and among ethnic groups.

Many elementary schools are inaccessible to pupils. Fully 48 percent of the country's elementary schools have no water and 61 percent have no electricity (1990 PRODED Completion Report).

The percentages of incomplete primary/elementary schools are highest in Eastern Visayas, Cordillera Autonomous Region and Western Mindanao and lowest in Metro Manila and the Ilocos region.

Barangay high schools, the most accessible to children of families in rural areas, are poorly equipped and many of them are incomplete and lack competent teachers.

With the implementation of free public high school education, public schools in urban and populous communities have been forced to increase class size to 60-70 pupils.

Dropout rates in both elementary and secondary schools are highest in rural and less developed communities and regions, and among poor students. Those who drop out of the early grades lapse into illiteracy.

Although the educational system can bring the children into the classroom, they are not around long enough to be educated. Only 65.7 of every 100 children reach Grade 6, but slightly less finish elementary education. Most of those who drop out are children of the poor in rural and depressed communities.

The average participation rate at the secondary level in less developed regions, such as Eastern Visayas (40.65 percent), is lower than the national average (54.71 percent).

Although there is an improvement in survival through high school, only very few get to college, and those in this group are mostly from middle- and upper-income families.

High achievers are the rich and those in urban and developed

regions.

Pupils from urban and developed communities achieve more than those from rural and depressed schools.

Pupils from private schools do better than those from public schools.

The performance scores of NCEE examinees reflect their socio-economic class. Graduates of private schools score the highest. Barangay high school graduates are at the bottom.

The regions with the highest percentage of qualifiers in the 1989 NCEE were Metro Manila, Central Luzon and Southern Tagalog; those with the lowest were Eastern Visayas, Central Visayas and Central Mindanao. (See Figure 3.)

General levels of achievement are low.

Pupils on average learn only 55 percent or even less of what *must* be learned at every grade level.

Children who complete the sixth grade on average learn only what they should have after the first 3-4 years of elementary schooling.

Underachievement at the elementary and secondary levels indicates that the objectives of basic education have not been attained.

Muslim and cultural communities and special learners suffer from benign neglect.

The curriculum in *madrasah* schools focuses mainly on Islamic instruction and the teaching of the Arabic language. Like many public schools, the *madaris* cannot deliver quality education, because of insufficient or irrelevant textbooks and instructional materials, lack of academically qualified teachers and lack of funds.

The public schools have hardly met the needs of tribal Filipinos for three reasons: inaccessible schools; an inflexible schedule which fails to accommodate the economic activities of the tribal learners; and curriculum and instructional materials which are irrelevant to the needs or cultural characteristics of the people. Their teachers, generally from the lowlands, are

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unfamiliar with the ways of life of the tribal groups. The requirement that DECS own school sites prevents the building of schools on ancestral lands.

The gifted or talented, the disabled and impaired, and members of other cultural communities require modifications of the curricula, special services and physical facilities. Special Education (SPED) centers for special learners, however, are concentrated in Metro Manila, Cebu and Davao. Only three school divisions have centers for special education

The lack of SPED centers is worsened by such problems as lack of qualified SPED teachers and professionals, lack of special technical equipment, learning aids and other support materials and lack of funds.

Early childhood care and development (ECCD) services are limited and structured.

Preschool education prepares the child for entry into formal schooling. But preschools and day-care centers have a highly structured curriculum and a formal classroom style.

In 1990 ECCD services were available to only 20 percent of the one million children aged 0 to 6. DECS reports that only 5.65 percent of the 4.85 million children of preschool age were attending school. Most ECCD services are found in urban and populous areas.

Nonformal education (NFE) services are inadequate.

The functional literacy programs of the Government and non-Government organizations reach only a few illiterates, including adults. In 1989 these programs served only 1.06 percent of the estimated number of functionally illiterate persons.

On completing any of these programs, a person may re-enter the formal school system or be employed after taking the Philippine Educational Placement Test (PEPT). Of those who took the PEPT in 1989-90, 50.33 percent were accelerated to the next higher grade. However, more ways to accredit or certify education obtained through NFE programs need to be developed.

Class interruptions and the length of the school year reduce learning and its quality.

The school calendar is inflexible and follows a schedule that ignores the planting/harvesting seasons and market days when all of the community's manpower resources, including the children, are needed.

There are not enough class days in the school calendar. Not only is it shorter than those in other countries, it is made even shorter by typhoons, nonschool activities and sports tournaments.

The language of instruction affects the quality of learning.

A study in 1987 by the Institute for Science and Mathematics Education showed that the English understanding of a sample of elementary-school teachers was equivalent to only Grade 7.

Several research studies have also shown that students learn more and faster when taught in Filipino or in their first language rather than in English.

Science and technology education is inadequate.

Studies by the Survey of Outcomes of Elementary Education, the Program for Decentralized Educational Development and the Center for Educational Measurement show that Filipino students do poorly in mathematics. (See Figure 4.) These findings are reinforced by the results of the NCEE and the International Educational Assessment examinations, which show that Filipino students always did poorly in mathematics and science. This isn't surprising, considering that science is not introduced until the third grade (where it is also integrated with health). Moreover, most of the teachers of this subject are *not* qualified. (See Figure 5.)

Except in engineering, there are few programs, few enrollees and even fewer graduates in the sciences, hence the lack of qualified teachers of science and mathematics in high schools.

Values education is not effective.

Studies show schoolchildren have little appreciation of their culture and do not feel any strong attachment to the Philippines.

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They would prefer, if asked, to live in other countries, and would rather be any other nationality but Filipino.

Innovations in education technology are ignored.

Recent developments in computers and educational technology are likely to revolutionize the teaching-learning process and to make traditional and present methods of education obsolete.

As computers become more widely used and affordable, computer networking will make quick information sharing possible.

Self-learning through educational software that conveys not just text but also voice and video will be available even before 2000.

In some states in the USA, some schools already make use of laser and compact discs that bring into classrooms lecture-demonstrations by experts who otherwise will just be names to most students.

Electronic textbooks are now being used in some schools. By 2015 a variety of electronic instructional materials shall become widely available. This development will change the management and use of libraries especially in schools.

The country must recognize these educational technologies so that they may be used whenever possible to enhance education.

What reforms do we want?

First, enhance and equalize opportunities in basic education.

1. Give priority in resource allocation to schools in the poorest regions and provinces. These schools include the *madaris* and tribal/mission schools, special schools for the disabled, early childhood care and development centers in poor and remote areas in the countryside.

2. Put up a complete elementary school in every barangay and a complete high school in every town.

3. Meanwhile, DECS shall implement measures, including

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education vouchers where there are private schools, and provide subsidies for students in remote areas, to ensure universal elementary education and free high school education.

4. Encourage and recognize alternative learning modes through equivalency and certification mechanisms. (See Figure 6.)

5. Create an office to help monitor, coordinate and evaluate all nonformal programs and activities. It shall cooperate with a national testing agency to establish equivalency and certification arrangements.

6. Encourage the private sector to put up special schools.

7. The Department of Health should begin school feeding and expand health services programs in poor communities.

8. The Department of Public Works and Highways should build roads to make all schools accessible.

Second, improve the quality and make education relevant to individual and societal needs.

1. Design a curriculum for elementary education that will develop competence in communication; instill personal discipline, citizenship and work values; and emphasize science and mathematics to prepare the student for a world requiring quantitative precision and adaptation to new technologies.

2. Revise the high school curriculum to expose every student to both vocational and academic subjects. The curriculum during the first two years shall consist of 65 percent academic courses and 35 percent applied/vocational education courses. The last two years shall consist of 50 percent academic courses and 50 percent applied/vocational education courses.

3. The home language shall be used as the language of learning from Grade 1 up through Grade 3, with Filipino gradually becoming the medium from Grade 4 through high school. Filipino will be studied as a separate subject from Grade 1 through high school. English will be studied as a separate subject from Grade 3 through high school, and serve as a subsidiary medium of instruction in the later years. Over

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the long term, technical and vocational subjects should be taught in Filipino.

4. The development of instructional materials in Filipino and the vernacular shall begin right away.

5. The school year should be lengthened from 185 to 200 days, with the first Monday of June as the beginning of the school year. Adjustments in the school calendar should be allowed to accommodate the way of life and conditions of particular communities.

6. External national achievement tests shall be developed and given by an independent National Testing and Assessment Agency to pupils at the end of Grades 4 and 6 and during the senior year of high school.

7. Adopt a policy of accountability with corresponding rewards for schools, teachers and pupils with excellent achievement. Periodic and regular assessment of pupil/student learning shall be conducted for remedial teaching.

8. Incentives should attract the best teachers to live in poor and remote areas in the countryside.

9. The home can reinforce or negate what is learned in school. Parents should be given distinct roles in the running of the school. Their education and the participation of Parent-Teachers Associations should be encouraged and institutionalized.

10. The media should be used or encouraged through incentives to help in education, especially in values formation and in the propagation of our cultural heritage.

11. Help students make career choices with an aptitude test given at the end of the second year in high school and by systematic and professional career counseling in coordination with parents and industry.

12. Elementary and secondary schools that have consistently excelled in achievement tests and in other curricular and co-curricular activities shall be identified as Leader Schools to neighboring schools.

4

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The problem of mismatch

A SURVEY done by the Bureau of Technical and Vocational Education for 1990 on the status of technical and vocational graduates of the formal system showed only 22 percent of the graduates (61,742) had jobs.

The survey also showed that employers themselves favored short courses. More graduates of short courses were employed than graduates of longer vocational courses.

In the nonformal system, the Placement Center of the National Manpower and Youth Council (NMYC) recorded a national placement rate of only 44.25 percent, or 97,760 of a total of 211,766 graduates.

The rate of absorption by workplaces as well as the types of skills absorbed indicate the mismatch between the output of education and training institutions and the needs of the economy for middle-level manpower.

The mismatch of manpower in both quantity and types of skills cannot be wholly attributed to the ineffectiveness of the educational and training system. Dr. Cayetano Paderanga says the mismatch is a result of the economic structure which doesn't give proper signals to the educational and training institutions on how much and what kind of manpower to produce.

Our economy is made up of a highly protected formal sector, mostly manufacturing and import-substituting, and a penalized informal sector which consists mostly of agricultural and export industries. The formal sector is able to pay much higher wages than the informal sector—even to workers doing much

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the same kind of job. If the market were left to work by itself, this should result in the shift of many workers to the formal sector and a decrease in wages. However, Government policies—such as the setting of factor prices and the use of capital-intensive processes—prevent the adjustment of the protected sector's position of competitiveness.

This skewed wage structure misleads students, parents and households. To prepare for absorption by the formal sector, young persons take more years of education or training in the belief that longer education increases their chances for a high-paying job in the formal sector. But because of capital-intensive processes, the protected sector's need for manpower is limited. The result is an increase in the number of the "educated unemployed."

Wage setting and job creation are conflicting policies. Wage deregulation, however, could bring about political instability, which may be just as bad for the economy. So there is a need to find a way to blend the two. The first step may be to recognize that there is a need for employment policymaking and planning to guide education and training institutions to the quantity and type of manpower to produce.

Unemployed rural workers

The Filipino workforce, according to the 1990 census, is largely rural (62.1 percent, or 14,957,000, of a total labor force of 24,244,000 is in the countryside). Rural workers are mostly in low value-added agricultural occupations (the biggest group, 9,981,000, are in farming and fishing), predominantly self-employed (58.4 percent) and unpaid family workers (82.7 percent).

The role of employers

A study by Dr. Edita Tan shows that only 6 percent of employed workers have had technical education or vocational training. An NMYC study notes that employers prefer to train

their workers on the job because the learning or training acquired in schools and training centers doesn't meet precisely their needs.

In spite of the desirability of on-the-job training, the country's apprenticeship program hasn't improved.

Apprenticeship based on legislation has existed since 1959. But the general perception is that the apprenticeship program is ineffective. At the recent National Tripartite Congress on Apprenticeship, participated in by EDCOM, the following problems were pointed out:

1. Contradictory policies on apprenticeship. Article 63 of the Labor Code, which prescribes the venue of apprenticeship training, and Article 72, which provides for "apprentices without compensation," confuse the concept of apprenticeship, weaken its aspect of theoretical training and conflict with the main justification for apprenticeship, which is to meet the needs of the economy for trained manpower.

- Executive Order 111, which limits apprenticeship to "highly technical industries" and the period of apprenticeship to a maximum of six months, contradicts the aim of meeting the needs of industries for skilled labor, because some skills cannot be formed in six months, discriminates in favor of large companies, and reduces opportunities for training.

2. Absence of a stable and effective advisory structure. The National Apprenticeship Committee and its subcommittees seem to have disappeared. This contributed to the lack of understanding of apprenticeship by the community, absence of meaningful industry (employers and labor organizations) inputs and lack of commitment to the program.

3. Lack of coordination among the administrative bodies in charge of apprenticeship. This led to fragmentation of responsibility.

4. Inadequate administrative procedures particularly in determining the ratio of the apprentice to trade, apprenticeship wages, occupational skill level, and test and certification.

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5. Inadequate resources.

6. Apprenticeship was also used to get cheap labor and temporary workers. Cheap labor, because the wage rate of an apprentice starts at 75 percent of the legislated minimum wage. Temporary employment, because there is no firm commitment to hire the apprentice after his or her apprenticeship.

7. The provisions on wages of apprentices in the Labor Code are very scanty. There are no details except for a floor rate. Apprenticeship wages are not addressed in collective bargaining, hence these are left to the employer to determine and are not at all related to the wages of skilled workers in the same occupations.

Who should pay for skills training?

In view of the recommendation to use most of our money for basic education, other ways of financing technical education and vocational training must be found.

The technical and vocational education and training (TVET) system in both public and private institutions and on-the-job training (OJT) have different comparative advantages in producing skills.

Formal TVET institutions have the advantage of economies of scale—the whole economy would be better off if the development of skills for which there is a wide demand were done by schools or training centers — because these learning institutions could accommodate more students and trainees.

Informal on-the-job training in contrast offers the advantage of precise training and offers the trainees some income.

However, the advantages to the firm and the trainee must be clarified. If the training given by an employer is valuable to other firms, there would be less incentive for the employer to bear the cost of training. In this case, he passes on the cost to the worker through a lower wage rate during the period of training. For training that doesn't increase the probability of workers quitting, the firm tends to have a greater incentive to bear the

cost. Since no attempt has been made to estimate the amount and cost (and return) of on-the-job training, there has been no determination of what is actually the more efficient method of skills development.

The planning of technical education and training

The planning of TVET is the responsibility of the NMYC as stated in the Labor Code. In spite of this legal mandate, however, those engaged in manpower training haven't been coordinated effectively. For instance, the NMYC Secretariat and the Bureau of Technical and Vocational Education (BTVE) don't agree on which manpower plan to adopt. There is a duplication of functions by the BTVE and the NMYC. Both handle the same programs and yet don't share resources between them.

The country has no employment plan

The problem of unemployment and labor mismatch is to a great extent a function of the economy.

In the face of labor underuse, the Philippine Development Plan treats employment as merely "implied." There is no explicit guide to educational and manpower planning as to the magnitude of human resources needed for any plan period.

Ideally, employment planning lays down the implications for future labor use of alternative policies, while manpower planning anticipates and analyzes the likely skill composition of these alternative labor market outcomes. In the absence of employment planning, manpower and educational planning is a hit-and-miss process.

What needs to be done?

First, transfer the control of technical education and job-related training to local authorities and industry groups.

Given the country's economic structure with large marginal and informal sectors, the TVET system should address flexibly the skills development needs of disadvantaged workers in rural

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areas. To make disadvantaged workers more adaptable to changing economic opportunities and emerging new technology, and to be highly productive, their needs for skills development should be combined with other wider-ranging learning needs such as basic education, community organization and entrepreneurship.

The Local Government units can best assess and meet such needs. Similarly, local industries know best the manpower requirement of the local economy. We therefore propose that local authorities and industry groups be given control of technical education and skills training.

Second, reform the apprenticeship program.

The linkage between TVET institutions and industries will have to be improved by:

(a) Creating the Technical Education and Skills Development Authority (TESDA) (see Figure 7);

(b) Ensuring the TESDA's policy board will include balanced representation of employers, workers and Government and redefining and clarifying its role as the policy body;

(c) Rationalizing the functions of the TESDA, the Bureau of Labor and Employment, and defining their roles in apprenticeship;

(d) Transferring the apprenticeship program from the Department of Labor and Employment to the TESDA;

(e) Determining the apprentice's wage based on a percentage of the basic wage or a percentage of the skilled worker's base hourly rate;

(f) Allowing employers to choose whether or not to take part in the apprenticeship program;

(g) Developing a centrally planned framework for apprenticeship with regional participation at the operational level;

(h) Giving the responsibility for identifying and setting priority on apprenticeable occupations to industry training committees;

(i) Enabling industry groups and trade associations and