



JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)



DAVAO INTEGRATED DEVELOPMENT PROGRAM (DIDP)
THE REPUBLIC OF THE PHILIPPINES

THE STUDY ON THE DAVAO INTEGRATED DEVELOPMENT PROGRAM MASTER PLANNING THE REPUBLIC OF THE PHILIPPINES

FINAL REPORT

SOCIAL SECTOR REPORT

March 1999

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FINAL REPORT

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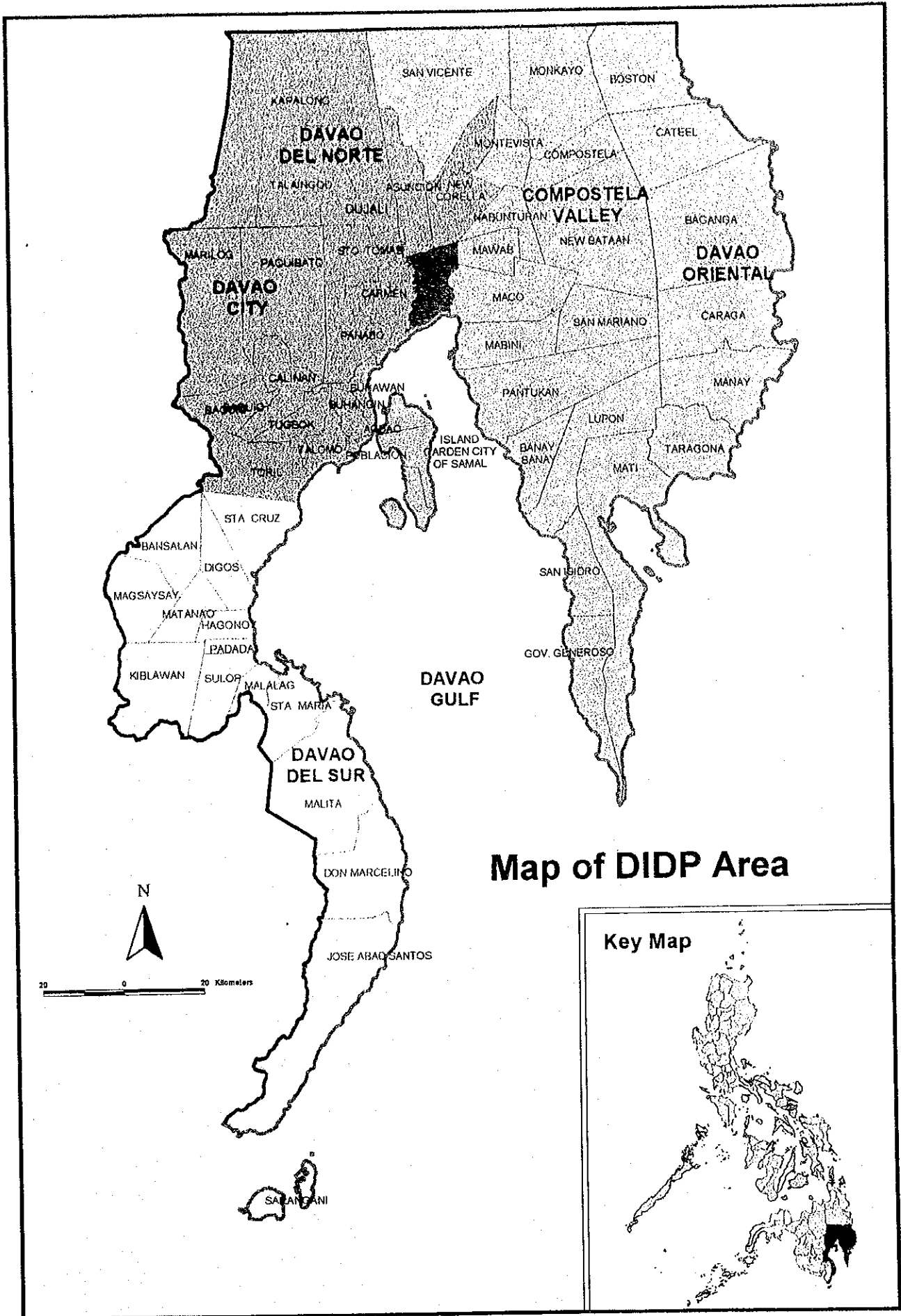
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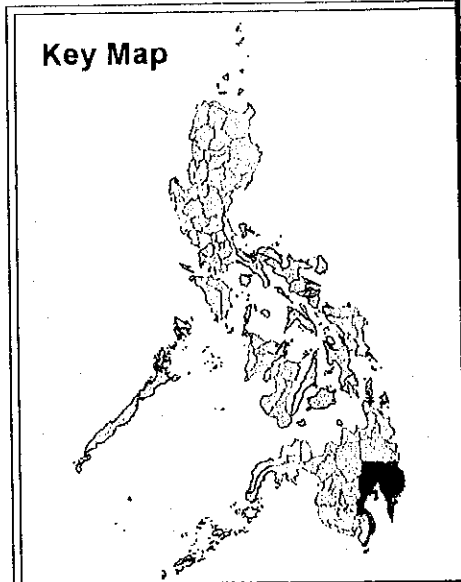
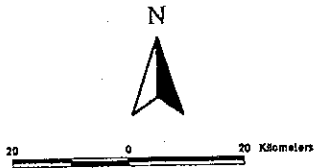
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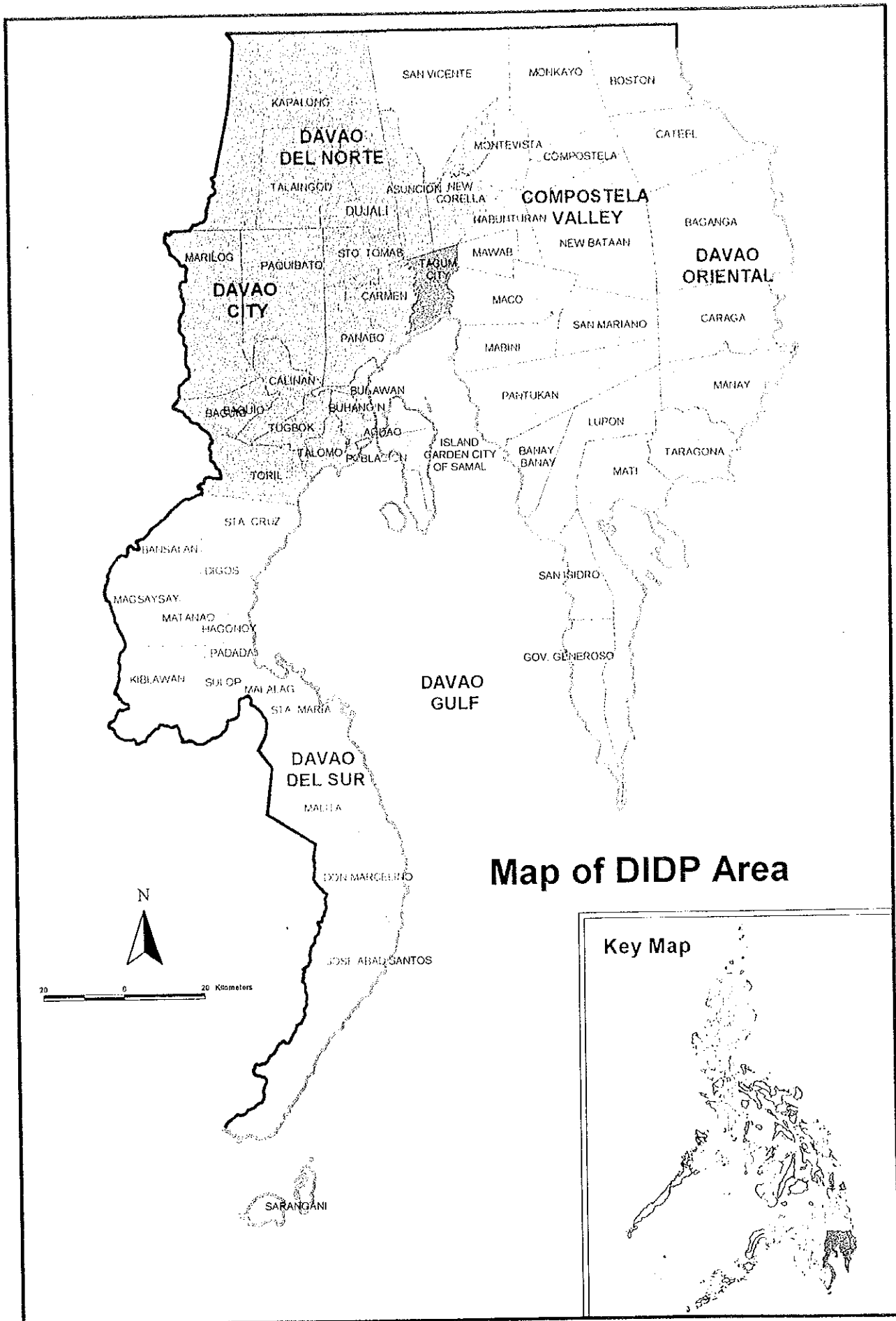
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Map of DIDP Area





SOCIAL SECTOR REPORT

Part 1: Background to Sector Study on Social Development

Contents

Chapter 1 Introduction	1-1
Chapter 2 General Socio-Economic Conditions in the DIDP Area	1-2
2.1. Population Size and Distribution.....	1-2
2.2. Population Growth	1-2
2.3. Household Size.....	1-5
2.4. Highest Grade Completed	1-5
2.5. Labor Force	1-5
Chapter 3 Ethnicity	1-7

Tables

Table 1	Population Distribution, Density and Growth Rate By Province/City, DIDP Area, 1995.....	1-2
Table 2	Percent Distribution of Population 5 Years Old and Over by Highest Grade Completed by Province, DIDP Area	1-5
Table 3	Percent Distribution of Population 15 Years Old and Over by Sex, 1995, DIDP Area.....	1-6
Table 4	Percent Distribution of Household Population 15 Years Old And Over Who Worked at Any One Time in the Past Year, DIDP Area, 1995.....	1-6
Table 5	Percent Distribution of Indigenous Peoples by Municipality/Province, 1995.....	1-10

Figures

Figure 1	GIS Map: Indigenous Peoples Distribution (DIDP Area).....	1-3
Figure 2	GIS Map: 1995 Population Density	1-4
Figure 3	Distribution of IPs by Municipalities by Province, DIDP Area, 1995.....	1-12

Part 2: Social Welfare

Contents

Chapter 1 Introduction	2-1
1.1. Policies	2-1
1.2. The Study	2-1
Chapter 2 Institutions, Programs and Performance	2-3
2.1. The Department of Social Welfare and Development	2-3
2.1.1. Functions	2-3
2.2. Vision, Mission, Policy Thrusts and Directions.....	2-5
2.2.1. DSWD “Vision Statement”	2-5
2.2.2. Policy thrusts and directions	2-6
2.2.3. Goals, objectives and targets.....	2-6
2.2.4. Strategies and projects.....	2-7
2.3. Regional Administration (Manpower, Budget and Institution/Centers)	2-7
2.4. Accomplishments	2-8
2.5. The Poverty Situation in Region XI.....	2-10
Chapter 3 Constraints and Potentials	2-12
3.1. Issues and Constraints	2-12
3.2. Potentials	2-13
3.3. Summary of Constraints.....	2-14
Chapter 4 Objectives, Strategy and Projects	2-15
4.1. Objectives of the Social Welfare Sub-sector.....	2-15
4.2. Strategies of the Social Welfare Sub-sector.....	2-15
4.3. Projects	2-15
4.4. Project Proposals for Further Study	2-16

Tables

Table 1	CIDSS Sites Visited by the JICA Expert	2-2
Table 2	Sea-Kaunlaran Performance by Fund Source (1997).....	2-9
Table 3	Summary of Performance (Centers/Institutions) 1997.....	2-10
Table 4	5-Year Comparative Analysis on Child and Youth Cases Served (Community- and Center Based).....	2-13
Table 5	5-Year Comparative Analysis on Women in Especially Difficult Circumstances (WEDC) Served (CommunityCenter-Based and Women's Help Desk).....	2-14

Figures

Figure 1	Department of Social Welfare and Development.....	2-4
Figure 2	DSWD New Positioning Structure.....	2-5

Part 3: Education

Contents

Introduction to the Sub-sector Study on Education	3-1
Chapter 1 Basic Education	
1.1. Department of Education, Culture and Sports (DECS)	3-2
1.2. Philosophy and Goals	3-5
1.3. Basic Education Plans and Programs	3-7
1.4. Profile of Basic Education in the DIDP Area	3-9
1.4.1. Elementary and secondary education	3-9
1.4.2. Literacy and non-formal education	3-20
1.5. Issues and Constraints	3-24
1.6. Potentials	3-27
Chapter 2 Higher Education	
2.1. Legal Bases and Structure	3-30
2.2. Ongoing Plans, Goals and Strategies	3-30
2.3. The State of Higher Education in the DIDP Area	3-34
2.3.1. Higher education institutions and their distribution	3-34
2.3.2. Programs	3-35
2.3.3. Enrollment	3-36
2.3.4. Performance/graduates	3-37
2.3.5. Accreditation	3-38
2.3.6. Graduate/advanced education	3-38
2.4. Constraints	3-39
2.5. Potentials	3-42
Chapter 3 Technical and Vocational Education and Training (TVET)	3-44
3.1. Policies and Institutions	3-44
3.1.1. Policies	3-44
3.1.2. Mandate and organization	3-44
3.1.3. Systems and institutions	3-46
3.2. Plans and Present Status of TESDA Programs	3-48
3.2.1. TESDA programs	3-48
3.2.2. Other programs in the DIDP Area	3-48
3.3. Performance	3-49
3.3.1. Facilities, enrollment and courses	3-49
3.3.2. Condition in agriculture, fishery and forestry training	3-52
3.3.3. Survey of out-of-school youth in the DIDP Area	3-53
3.4. Instruction	3-54
3.5. Counseling and Placement	3-54
3.6. Issues and Constraints	3-54

3.7. Prospects	3-55
Chapter 4 Development Objectives and Strategy and Projects	3-57
4.1. Strategies.....	3-57
4.1.1. Basic education.....	3-57
4.1.2. Higher education.....	3-62
4.1.3. Technical and vocational education and training.....	3-64
4.2. Anchor Programs/Projects	3-66
4.3. Other Programs/Projects	3-67
Appendix Directory of Higher Education Institutions in the DIDP Area, 1997-1998	3-70

Tables

Table 1	Number of Public and Private Elementary Schools by Province/City in the DIDP Area, SY 1996-97 and 1997-98.....	3-9
Table 2	Number and Ratio of Desks/Armchairs and Classrooms to Students/Pupils in the DIDP Area, SY 1997-98.....	3-10
Table 3	Public and Private Pre-school Enrollment in the DIDP Area, SY 1995-1996 and 1996-1997.....	3-10
Table 4	Enrollment in Public and Private Elementary Schools, DIDP Area, SY 1996-97 and 1997-98.....	3-11
Table 5	Enrollment Distribution in Public and Private Secondary Schools in the DIDP Area, SY 1996-1997 and 1997-1998.....	3-12
Table 6	Data on Public and Private Elementary and Secondary Schools, DIDP Area, SY 1997-1998.....	3-14
Table 7	Performance Indicators of Public Elementary and Secondary Schools, DIDP Area, SY 1996-97.....	3-19
Table 8	Achievement Test Scores for 1995 and 1997, Secondary Level, DIDP Area.....	3-19
Table 9	Percentage of Passers in the 1994-95 NSAT, DIDP Area.....	3-20
Table 10	State of Illiteracy Across Population Groups in the DIDP Area, 1996.....	3-21
Table 11	Basic Literacy Classes Funded by LGUs/NGOs in the DIDP Area, 1997....	3-22
Table 12	Data on Enrollment and Graduates in Functional Education and Literacy, 1997.....	3-23
Table 13	Poverty Alleviation Fund (PAF) Organized Classes in the DIDP Area, 1997.....	3-23
Table 14	Distribution of Public and Private HEIs by Province in the DIDP Area, SY 1997-1998.....	3-35
Table 15	Tertiary Enrollment by Province by Sector, DIDP Area, SY 1997-98.....	3-36
Table 16	Enrollment of HEIs by Program by Sector, SY 1997-98.....	3-37
Table 17	Graduates of HEIs in Region XI by Program by Sector, SY 1996-97.....	3-37
Table 18	Data on Institutions with Accredited Programs in the DIDP Area.....	3-38
Table 19	Training Institutions by Type in the DIDP Area.....	3-49
Table 20	Targets and Accomplishments (1997) for Davao City/del Sur, Davao Province and Davao Oriental.....	3-50
Table 21	TVET Courses and Enrollments.....	3-51
Table 22	Comparative Data Estimates on Agri-Related and Service/Industry Workers and Graduates, Philippines, 1995.....	3-52
Table 23	Number of Schools Offering Agriculture, Fishery and Forestry Programs, DIDP Area, 1997.....	3-53

Figures

Figure 1	Organizational Chart of Department of Education, Culture and Sports.....	3-3
Figure 2	Organizational Chart of Department of Education, Culture and Sports Regional Office No. XI, Davao City	3-4
Figure 3	Secondary Participation Rate, DIDP Area 1997.....	3-17
Figure 4	Elementary Participation Rate, DIDP Area 1997	3-18
Figure 5	Commission on Higher Education: Organization Structure.....	3-31
Figure 6	Philippine Educational Structure.....	3-33
Figure 7	Organizational Structure of Interim TESDA-Regional Office XI.....	3-47
Figure 8	Paradigm Showing Training Gaps in the DIDP Area	3-53

Part 4. Health

Contents

Chapter 1 Government Policies and Initiatives	4-1
1.1. Health Services in the Country: Legal Bases, Goals and Targets	4-1
1.2. Department of Health: Its Functions and Programs.....	4-2
1.3. DOH After the Devolution.....	4-2
1.4. DOH Regional Field Office XI: Its Scope of Work and Status of Programs	4-4
1.4.1. Planning	4-4
1.4.2. Local government assistance	4-4
1.4.3. Social mobilization	4-4
1.4.4. Standards/licensing/regulation.....	4-5
1.4.5. Research and development	4-5
1.4.6. Monitoring and evaluation.....	4-6
1.4.7. Epidemic surveillance.....	4-6
1.4.8. Resource management	4-6
1.4.9. Health information system.....	4-7
1.5. Health Insurance Program.....	4-8
1.6. National Drug Policy	4-8
Chapter 2 Existing Conditions of the DIDP Area	4-10
2.1. Health and Sanitation Conditions	4-10
2.1.1. Infant mortality rate (IMR) and maternal mortality rate (MMR).....	4-10
2.1.2. Diseases patterns.....	4-10
2.1.3. Nutrition.....	4-11
2.1.4. Persons with disability	4-11
2.1.5. Water	4-12
2.1.6. Environmental sanitation	4-12
2.1.7. Occupational health	4-13
2.1.8. Family planning	4-13
2.2. Health System and Facilities.....	4-14
2.2.1. Some macro indices.....	4-14
2.2.2. Health facilities and equipment	4-15
2.2.3. Health personnel	4-16
2.2.4. Drug supply.....	4-16
2.2.5. Information system	4-17
2.2.6. Health financing.....	4-17
2.2.7. Tertiary hospitals.....	4-18
2.2.8. Herbal Research and Processing Plant (HRPP).....	4-19
2.3. Non-Government Organization (NGOs) in the Health Sector.....	4-20
2.3.1. Archdiocesan nutrition program	4-20
2.3.2. Institute of primary health care	4-20
2.3.3. Tagbitan-ag Women's Organization	4-20
2.3.4. Barangay Health Workers' Federation of Governor Generoso.....	4-20
2.3.5. Community Drug Insurance Program (CDIP) - Botika Binhi	4-21

Chapter 3 Existing Conditions by Province/City	4-22
3.1. Health Situation of Davao del Sur	4-22
3.1.1. Health and sanitation conditions.....	4-22
3.1.2. Health system and facilities	4-27
3.1.3. Disease control programs.....	4-29
3.2. Health Situation of Davao City.....	4-30
3.2.1. Health and sanitation conditions.....	4-30
3.2.2. Health system and facilities	4-32
3.2.3. Disease control programs.....	4-34
3.3. Health Situation of Davao del Norte.....	4-34
3.3.1. Eight municipalities	4-34
3.3.2. Island Garden City of Samal.....	4-36
3.3.3. Tagum City.....	4-37
3.4. Health Situation of Davao Oriental.....	4-38
3.4.1. Health and sanitation conditions.....	4-38
3.4.2. Health system and facilities	4-39
3.5. Health Situation of Compostela Valley.....	4-44
3.5.1. Health and Sanitation conditions	4-44
3.5.2. Health system and facilities	4-46
3.5.3. Environmental health concerns.....	4-48
Chapter 4 Constraints and Potentials	4-49
4.1. Existing Health-Related Common Constraints/Problems.....	4-49
4.2. Existing Health-Related Area-Specific Constraints/Problems.....	4-50
4.3. Prospects for DIDP Health Development	4-51
Chapter 5 Strategies	4-53
5.1. Growth	4-53
5.2. Organization Unity.....	4-55
5.3. Diversification.....	4-56
5.4. Agir-industrialization.....	4-57
5.5. Value Development.....	4-57
5.6. Amenity Creation.....	4-59
5.7. Outward Orientation	4-59
Chapter 6 Health Sector Programs and Projects	4-60
6.1. Health Sector Programs and Projects.....	4-60
Appendix 1 List of Standardized Equipment/Instrument for Hospitals	4-63
Appendix 2 Condition of Public Hospitals.....	4-70

Tables

Table 1	Selected Demographic Data	4-10
Table 2	Percentage of Third Degree Malnutrition to Total Weighed Population Among Pre-Schoolers, 1992-95	4-11
Table 3	Percentage of Household with Safe Water.....	4-12
Table 4	Sanitation Facility Coverage	4-13
Table 5	Number of Public and Private Hospital Beds, Ratio to Population and Poverty Incidence	4-14
Table 6	Number of Needed Main Health Centers	4-15
Table 7	Number and Percentage of Deaths with and without Medical Attendance, 1994	4-15
Table 8	Number of Physicians, Nurses, Midwives, and Dentists Needed (Excess), 1996	4-16
Table 9	Population by Municipality, Davao del Sur, 1990-95.....	4-22
Table 10	Crude Birth Rate by Municipality, Davao del Sur, 1994-96.....	4-23
Table 11	Crude Death Rate by Municipality per 1000 Population, 1993-96.....	4-23
Table 12	Infant Mortality Rate by Municipality per 1000 Live Births, 1994-96, Davao del Sur	4-25
Table 13	Nutrition Status of Elementary School Children, 1996-97, Davao del Sur	4-26
Table 14	Water Supply Facilities, 1995, Davao del Sur	4-27
Table 15	Ratio of Households without Toilets by Municipality (1994-96), Davao del Sur	4-27
Table 16	Number of Existing Facilities by Type by Municipality, Private and Public, 1996.....	4-28
Table 17	Number of Government Health Personnel and Ratio to the Population by Municipality, 1996	4-29
Table 18	Population by District and Percentage to the Total Population, 1997.....	4-31
Table 19	Number of Medical Manpower of Davao City and Ratio to Population, 1994	4-33
Table 20	Five Causes of Hospital Discharges in Davao Oriental in 1996	4-40
Table 21	Number of Hospital Discharges, Out-Patient Consultations and Laboratory Examinations in Davao Oriental in 1996	4-40
Table 22	Comparison of Health Problems and Resources in Five Barangays of Mati, Davao Oriental.....	4-44
Table 23	Infant Mortality Rate per 1000 Live Births in Compostela Valley, 1995- 1997	4-46
Table 24	Comparison of Different Indicators to Determine the Health Status of Children, Compostela Province, 1997.....	4-46

Figures

Figure 1	Organizational Chart, Department of Health.....	4-3
Figure 2	Crude Death Rate by Municipality per 1,000 Population, 1993-1996	4-24

Appendix: Participatory Approach

Contents

A.1	Government Policies and Initiatives	A-1
A.2	Advantages of Utilizing Participatory or Bottom-Up Approach	A-1
A.3	Concept of Participatory Approach (As applied in the DIDPMP).....	A-1
A.4	The RSS Partners	A-2
A.5	The Muslim/Indigenous Cultural Communities (M/ICCs)	A-8
A.5.1	List of National Cultural Minorities (NCMs), not known as the Indigenous Cultural Communities (ICCs).....	A-9
A.6	Consultation Meetings and Focus Group Discussion/Key Information Interviews (FGDs/KIIs).....	A-11
A.6.1	Consultation Meeting	A-11
A.6.2	FGDs/KIIs by NGOs/Pos Consortium	A-12
A.6.3	FGDs/KIIs by the Study Team.....	A-12
A.7	The Results	A-12
A.7.1	Constraints (as facilitated by the Consortium).....	A-13
A.7.2	Constraints (as facilitated by the Study Team)	A-17
A.7.3	Minimum Basic Needs (survey results as gathered by the Consortium) ...	A-19
A.8	Projects	A-23
Annex A	Research Management Team	A-25
Annex B	NGOs/Pos Consortium.....	A-25
Annex C	Participating NGOs/Pos	A-26
Annex D	Data Gathering Tools	A-32
Annex E	Places Visited by the JICA Expert	A-46

Tables

Table A.1	Indicators for Minimum Basic Needs	A-21
Table A.2	MBN Survey Results in Davao Province.....	A-22
Table A.3	MBN Survey Results in Davao City	A-22
Table A.4	MBN Survey Results in Davao del Sur.....	A-22
Table A.5	MBN Survey Results in Davao Oriental	A-23

Figures

Figure A.1	DIDPMP Participatory Approach	A-3
Figure A.2	Office on Muslim Affairs	A-5
Figure A.3	Office on Muslim Affairs	A-5

Abbreviations

AADT	Annual Average Daily Traffic
AAGR	Annual Average Growth Rate
ADB	Asian Development Bank
ADZs	Area Development Zones
AIDAB	Australian International Development Assistance Bureau
ARMM	Autonomous Region of Muslim Mindanao
ASEAM	Association of Southeast Asian Nations
ATO	Air Transportation Office
BCD	Business Center Davao
BFPE	Barrels Fuel-Oil Equivalent
BIMP-EAGA	Brunei-Indonesia-Malaysia-Phillipines East Asean Growth Area
BOD	Board Of Directors
BPP	Buile Operate Own
BPT	Bureau Of Transportation
BWSA	Barangay Waterworks and Sanitation Association
CAB	Civil Aeronautics Board
CAMP	Civil Aviation Master Plan
CBD	Central Business District
CBFM	Community Based Forest Management
DAMECP	Davao del Norte Electric Cooperative, Inc.
DASIRECP	Davao del Sur Rural Electric Cooperative, Inc.
DBM	Department of Budget and Management
DBP	Development Bank of Philippines
DCWD	Davao City Water District
DDA	Davao Development Authority
DENR	Department of Environment and Natural Resources
DIA	Davao International Airport
DIADP	Davao International Airport Development Project
DICTF	Davao City International Container Terminal Facilities
DIDP	Davao Integrated Development Program
DIDPMP	Davao Integrated Development Program and Management Planning
DILG	Department of Interior and Local Government
DLPC	Davao Light and Power Corporation
DOE	Department Of Energy
DOF	Department Of Finance

DOH	Department Of Health
DORECO	Davao Oriental Rural Electric Cooperative, Inc.
DOST	Department of Science and Technology
DOTC	Department of Transportation and Communication
DPWH	Department of Public Works and Highways
DSM	Demand Side Management
DTI	Department of Trade and Industry
DUCC	Davao Union Cement Corporation
ECE	Energy Consumption Elasticity
EDC	Energy Development Corporation
EIB	European Investment Bank
EPZ	Export Processing Zone
ER	Electrification Ratio
ERB	Energy Regulatory Board
GDP	Gross Domestic Product
GRDP	Gross Regional Domestic Product
GSC	General Santos City
HIGC	Home Insurance and Guaranty Corporation
HLURB	Housing and Land Use Regulatory Board
HPI	Hijo Plantation Inc.
HUDCC	Housing and Urban Development Coordination Council
IBRD	International Bank for Reconstruction and Development
IEC	Information and Education Campaign
IFMA	Industrial Forest Management Agreement
IOUs	Investor Owned Utilities
IPPs	Independent Power Procedures
IQS	Industrial Questionnaire Survey
IRA	Internal Revenue Allotment
JICA	Japan International Cooperation Agency
LEGOIL	Legaspi Oil Company, Inc.
LGU	Local Government Unit
LRT	Light Railway Transit
LTFRB	Land Transportation Franchising and Regulatory Board
LTO	Land Transportation Office
LWUA	Local Water Utilities Administration
MARINA	Maritime Industry Authority
MBN	Minimum Basic Needs

MEO	Municipal Engineer's Office
MMBFOE	Million Barrels of Fuel-Oil Equivalent
MMLF	Moro National Liberation Front
MPDO	Municipal Planning and Development Office
MTBS	Mindanao Terminal Brokerage Services, Inc.
NCR	National Capital Region
NEA	National Electrification Administration
NEDA	National Economic and Development Authority
NGO	Non-Governmental Organization
NIA	National Irrigation Administration
NLUC	National Land Use of Committee
NPC	National Power Corporation
NPFD	National Physical Framework Plan
NTCP	National Traffic Count Program
NWRB	National Water Resources Board
ODO	Original Destination
ODA	Official Development Assistance
OECF	Overseas Economic Cooperation Fund
PACINTER	Pacific International Terminal
PAGASA	Philippine Atmospheric Geophysical and Astronomical Service Administration
PAIC	Provincial Agri-Industrial Center
PCMI	Per Capita Municipal Income
PDOs	Port District Offices
PEO	Provincial Engineer's Office
PEP	Philippine Energy Plan
PEZA	Philippine Export Processing Zone Authority
PGSEP	Philippine German Solar Energy Project
PMOs	Port Management Offices
PNOC	Philippine National Oil Corporation
PPA	Philippine Port Authority
PPDO	Provincial Planning and Development Office
PUV	Public Utility Vehicle
RAIC	Regional Agri-Industrial Center
RDC	Regional Development Council
RDF	Residue Derived Fuel
RDIP	Regional Development Investment Program

RECs	Rural Electric Cooperatives
REREDP	Rural Electrification and Renewable/Energy Development Program
RIC	Regional Industrial Center
RFPF	Regional Physical Framework Plan
RWSA	Rural Waterworks and Sanitation Association
SCBCS	Solar Central Battery Charging System
SEP	Special Energy Program
SEZ	Special Economic Zone
SOSKSARGEN	South Cotabato-Sultan Kudarat Sarangani General Santos City
SWIM	Small Water Impounding Management
SWIP	Small Water Impounding Project
TADECO	Tagum Agricultural Development Corporation, Inc.
TEFASCO	Terminal Facilities and Services Corporation
TSS	Total Suspended Solids
UHLP	Unified Housing Lending Program
UNDP	Unified Nations Development Program
UNICEF	United Nations Children's Fund
WB	World Bank
WBA	World Bank Atlas
WDs	Water Districts
WRR	Water Resources Region

SOCIAL SECTOR REPORT

Part 1: Background to Sector Study on Social Development

Chapter 1 Introduction

The vision for social development of the Davao Integrated Development Program (DIDP) is anchored on the premise that growth-oriented measures must be accompanied by equally strong investment in human development and human capital formation. Its end goal is to extricate the disadvantaged segments of the population from their low status in the social ladder. The Program believes that the foundation for the success of any development effort is an empowered and dynamic populace and a social structure that responds positively to everyone's right to access quality basic services and productive and economic opportunities. This philosophical framework guided the choice of social development strategies for the DIDP Area.

In the pursuit of this vision, it considers the following elemental - education for all, health and social welfare, education for science and technology, good governance and strong private sector participation. These strategies are expected to bring about structural reforms that would usher in socioeconomic development in the DIDP Area. They are envisioned to eventually contribute to sustained economic growth and sustainable development as the DIDP economy evolves in time and space through three development scenarios—Internal Integration, Globalization and, finally, High-Tech High Services. Parameters set forth in Philippine Agenda 21: A National Agenda for Sustainable Development have been adopted as the framework of the Social Sector plan for the DIDP. These are:

- 1) Development activities and interventions are undertaken with the primary aim of building the capacities of communities for self-reliance in consideration of their self-dignity and inherent capacity to improve their own lives.
- 2) Delivery of social services, notably accessible and quality education and health care, is accorded equally high priority in financial and investment policy and programming.
- 3) Women, youth, indigenous peoples, fisher folk, peasants, elderly, urban poor, formal labor, workers in the informal sector, children and persons with disabilities are recognized as equal partners in shaping, crafting, and implementing development programs; their contribution, including a significant economic role, is recognized in creating a healthy and safe-living environment; and their rights are respected.
- 4) The major groups of society are empowered and allowed to fully participate in all stages of development.
- 5) The youth, which represent one entire generation of sectors and individuals, should be provided with the necessary support structures for educational and moral values and activities development.
- 6) Competence and capabilities of LGUs, civil society and communities to manage sustainable development are improved and financially supported.
- 7) Filipino multi-ethnicity and cultural diversity are respected.

Chapter 2 General Socio-Economic Conditions in the DIDP Area

2.1. Population Size and Distribution

Of the population in Region XI in 1995, 64 % (or 3,288,824) were in the DIDP Area. This figure represents 4.79% of the population of the Philippines (68,611,300) in the same year. Of this, about 83% are migrants from Luzon and Visayas and the others belong to the 25 or so ethnic groups which are indigenous to the Area (Table 1, Figure 1).

Davao Province had the biggest share of the population (36.9%) while Davao Oriental had only 12.6% (413,500) share of the population of the DIDP Area. Table 1 shows the breakdown of population by province/city and the component cities of Tagum and the Island Garden City of Samal while Figure 2 shows the population density of the DIDP Area in 1995.

Table 1 Population Distribution, Density and Growth Rate by Province/City, DIDP Area, 1995

Province/City	Population	Population Density (per km ²)	Population Growth Rate
1. Davao del Norte	1,191,443	147	2.44
1.1 Tagum City	(156,558)		
1.2 Island Garden City of Samal	(76,995)		
2. Davao Oriental	413,572	80	0.94
3. Davao del Sur	677,069	172	1.35
4. Davao City	1,006,840	412	3.45
Total/Average	3,288,824		2.31

Source: 1995 Census of Population, Report no. 2-34 to 37 K. NSO, Manila

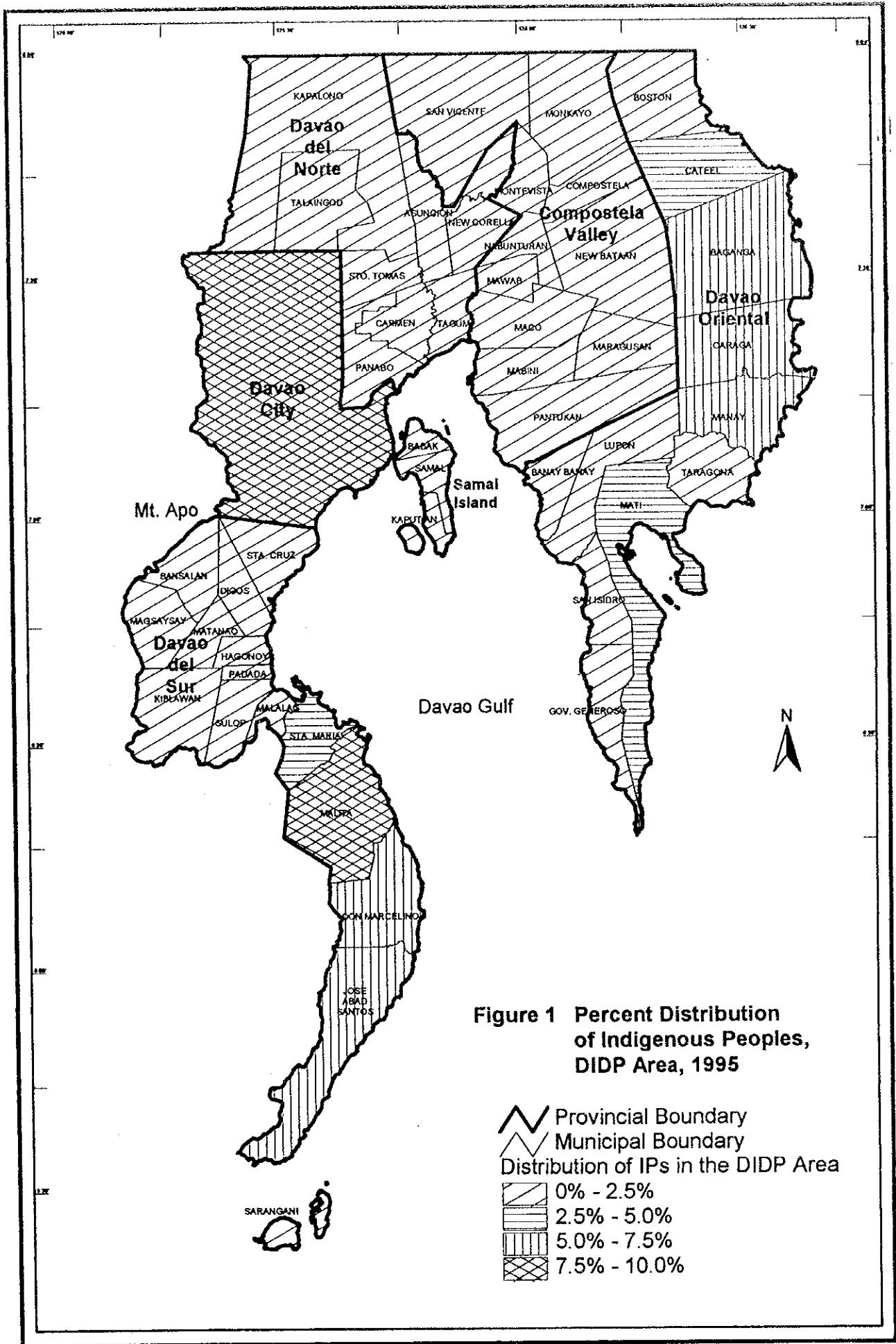
It is significant to note that more than half of the total population of Davao City reside in only 23 of its 180 barangays. The barangays of Buhangin and Bucana alone have 10.5 % of its population.

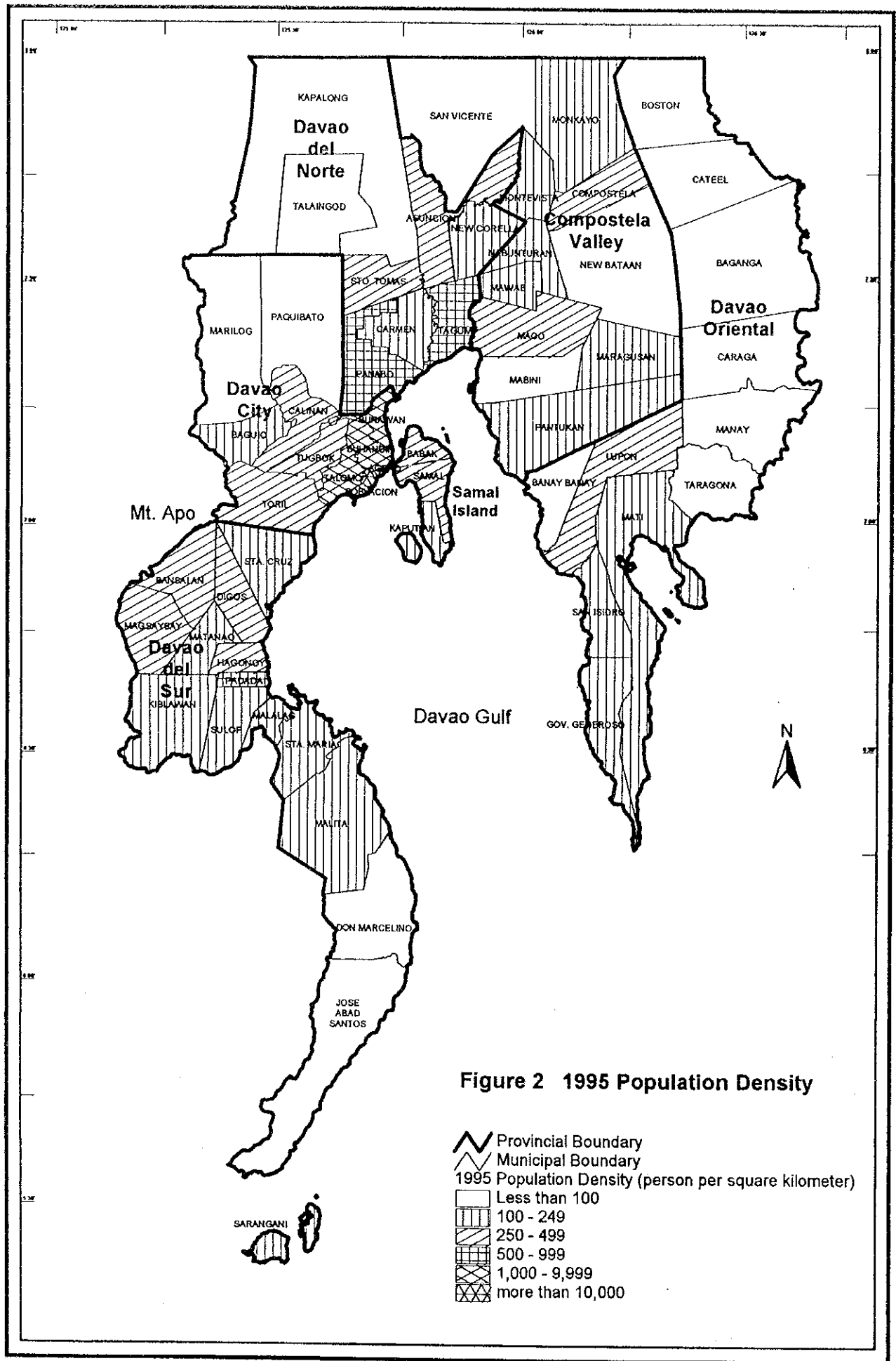
Similarly, Davao Province has 29.6 % of its population in only three of its 22 municipalities—Tagum, Panabo and Sto. Tomas with Tagum having a 13.1 % share (156,588). In Davao del Sur, about 37 % of the province's population are found in the towns of Digos (15.7 %), Malita (12.3 %), and Sta. Cruz (8.7 %). Davao Oriental, on the other hand, has 45 % of its population in Mati (22.7 %), Lupon (12.3 %), and Governor Generoso (10.0 %)

2.2. Population Growth

The DIDP Area grew at an average rate of 2.31% during the period 1990-95, which is lower than the growth rate (2.93%) during the period 1980-90. Historically, Davao City has exhibited high growth rates since 1980 from 3.37% in 1980-90 to 3.45% during the period 1990-95.

As Davao City's growth rate rose, that of Davao Province declined from a high of 3.83 % in 1980-90 to only 2.44% in 1990-1995. Davao del Sur and Davao Oriental experienced the same demographic phenomenon perhaps due to out-migration of their population to Davao City and Davao Province.





2.3. Household Size

There were 643,178 households enumerated in 1995 in the entire DIDP Area, a figure higher by 98,431 than that registered in 1990. The average household size was computed at 5.1 persons per household—smaller than the 1990 average of 5.4. Differential figures as to household size varied slightly from one province/city to another although Davao Oriental had the highest household size at 5.3 persons against Davao City's lowest at 5.0.

2.4. Highest Grade Completed

In the DIDP Area, 51.4% of all 5-year-old-and-over either attended or completed elementary education only (Table 2). Davao Oriental, among all the four provinces/City, had the biggest percentage of its population in this category (60.2%) while Davao City had the smallest (37.3%).

Table 2 Percent Distribution of Population 5 Years Old and Over by Highest Grade Completed by Province, DIDP Area

Highest Grade Completed	Davao Province		Davao City		Davao del Sur		Davao Oriental		DIDP Area	
	1990	1995	1990	1995	1990	1995	1990	1995	1990	1995
No Grade Completed	9.9	9.1	3.9	2.8	13.2	9.5	8.6	5.5	8.9	6.7
Attended or completed elementary ed. only	57.1	52.6	42.1	37.3	57.8	55.4	62.5	60.2	54.9	51.4
Attended or completed high school	25.7	29.2	30.9	33.1	19.2	22.5	20	23.2	23.9	27
Academic degree holder	3.4	4.3	8.9	11.5	3.2	4.1	2.7	3.4	4.6	5.8

Source: NCSO 1995 Census of Population

Only 6.7% did not attend or finish any grade at all. Davao Province and Davao del Sur had the highest percentages—9.1 and 9.5%, respectively, compared to Davao City's 2.8% and Davao Oriental's 5.5% only.

The year 1995 saw the increase in the proportion of 7-years-old-and-over who have either attended or finished high school. The 1995 figure of 27.0% was 3.1% higher than the 23.2% average in 1990. Davao City had the highest rate (33.1%) while at the lowest end was Davao del Sur with only 22.5%.

The presence of many HEIs in Davao City raised the proportion of academic degree holders in the DIDP Area from 4.55% in 1990 to 5.8% in 1995. Davao City, understandably, showed a significant increase from 8.9% to 11.5% in five years.

2.5. Labor Force

In 1995, the Area's population aged 15-years-and-over was estimated at 2,045,894 (Table 3). Out of that number, 1,016,828 (49.7%) were males and 1,029,000 (50.3%) were females. By October 1996, the population rose to about 2,081,000, or roughly 1.7 % more than the previous year's figure.

Table 3 Distribution of Population 15 Years Old and Over by Sex, 1995, DIDP Area

Province/City	Total	Male	Female
Davao Province	705,834	368,902	336,932
Davao City	642,884	316,932	325,952
Davao del Sur	400,855	204,549	196,306
Davao Oriental	296,321	126,445	169,876
Total	2,045,894	1,016,828	1,029,066

Source: 1995 Census of Population, Report no. 2-34 to 37K, NSO

Those in the labor force in 1995 were estimated at 1,345,000 and by October 1996, the figure rose to 1,446,000 with the population of 15 years and over up to 2,081,000. These figures placed the labor force participation rate (LFPR) at 65.74% in 1995 (Table 4) and 69.49% in 1996. LFPR showed small variation between urban (91.55%) and rural (94.4%) but differed considerably between males (76.3%) and females (42.8%).

Table 4 Percent Distribution of Household Population 15 Years Old and Over Who Worked at Any One time in the Past Year by Sex by Industry Group (Major), 1996

Province/City	Total	Male	Female	Agric, Hunting and Forestry	Fishing	Mining & Quarrying	Manufacturing	Electricity, Gas & Water	Construction	Trade	Services	Not Stated
Davao Province	414,019	280,717	133,302	246,553	7,154	10,855	12,095	1,197	11,961	35,597	87,653	954
Davao City	400,101	237,490	162,611	100,967	4,795	1,739	32,165	2,197	30,492	75,983	151,163	600
Davao del Sur	285,984	165,271	100,713	171,377	12877	314	6,962	390	6,181	21,226	46,181	476
Davao Oriental	136,130	92,074	44,056	83,490	8,901	783	2,169	261	3,602	8,843	27,638	443
Total	1,216,234	775,552	440,682	602,387	33,727	13,691	53,391	4,045	52,236	141,649	312,635	2,473

Source: 1995 Census of Population, NSO, Manila

The number of employed persons in 1995 reached 1,258,000 and increased to 1,348,000 (7.2%) in 1996. An examination of data on the employment distribution by broad industry grouping revealed a decline in the percentage of the labor force in agriculture from 52.3% in 1995 to 49.1% in 1996. The services sector in 1995 had a 41.8% share while industry had a meager 5.5% share of the labor force.

Perhaps an indication that the DIDP economy has been on the upward trend, the underemployment rate in the Area declined significantly from a high of 9.4% in January 1993 to comparative lows of 6.5% and 6.8% in 1995 and 1996, respectively.

The DIDP economy is still basically agriculture with employment rate of 44.0% in agriculture, about 42% in services and about 6% in industry (1995). Employment rate in agriculture for the DIDP Area is lower than the Region XI figure of 47.6% (in 1995).

Chapter 3 Ethnicity

Indigenous peoples in the DIDP Area are described based in a chapter written by historian Ernesto I. Corsino, in the book titled "Facets of Davao's History". The chapter delved on the "Culture-Change among the Indigenous Tribes of Davao".

There are six to sixteen tribal groups in Region XI or Southeastern Mindanao. However, all of them belong to three basic racial stocks, namely: Pygmies (dwarf man with positive Negro affinities); Indonesia (people of high stature, light complexion, etc.); and, Malays (mixture of the dark people of Southern Europe and North-Central India, etc.). A brief description of some of these indigenous peoples is given.

- 1) The *Atas* (*Ataas*, *Itaas*) are powerful people of unknown origin who appear to be a mixture of Negritos and Malays. Their name means "dwellers in highlands" comprising the headwater of Davao, Tuganay, and Libuganon rivers. They are very sensitive, vindictive, and have a language of their own.
- 2) The *Bagobos* are known to be the most elaborately dressed of the Davao tribes. They occupied the lower slopes of Mt. Apo but were gradually pushed into the hinterlands as migrants took possession of their properties by purchase, intermarriages and unfair land laws.
- 3) The *B'laans* are Malay people occupying the interior region between the Bulatukan River in Bansalan and the Sarangani Bay and Islands. They are timid but are of peaceable disposition. The most industrious of all the heathens, they are also very intelligent. Their religion is a sort of demon worship and they are very superstitious.
- 4) The *Calaganes* are a small group of Malayan people who live along the Casilaran Creek in Hagonoy and the area between Padada and Sta. Cruz. They are fine fellows and very tractable.
- 5) The *Culamanes* is a distinctive name given to the Manobos living on the southern coastal region of Davao Gulf, from Malalag to Batulaki, and the vicinity of Sigaboy. They are ferocious when in a fit of vengeance.
- 6) The *Dulanganes*, also called Bangal-Bangal by the Moros, are found in the hinterlands of southern Davao and Cotabato. They are savage and fierce. They are naked except for a small covering made of leaves or bark of trees. They have no houses and live in caves or inside tree trunks.
- 7) The *Guiangas*, sometimes called Guanga or Gulanga meaning "forest people", are scattered in the rancherias of Gumalang, Tamugan, Toril and Biao. They are very barbarous and practice human sacrifice.
- 8) The *Loacs* are the very poor members of the Tagacaolo tribe who dwell in the mountain forests of San Agustin peninsula.
- 9) The *Maguindanaos* are the Moros of Cotabato but the term is also used to refer to the Moros who inhabit the Sarangani Islands and parts of Davao Gulf coasts.

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- 10)The *Mandayas* (Man-daya or “people of the upland ‘Ilaya’”) are of Malay stock inhabiting the slopes of the mountain range from Mati to Bislig, and the area in upper Tagum and Hijo rivers, as well as the upper Agusan River valley. They are famous as headhunting people, are fond of bright hued dresses which they weave from a type of wild banana.
 - 11)The *Mansakas* inhabit the upper reaches of rivers and the mountain slopes of Lupon up to the interior of the Hijo River in Tagum. They are a peaceful tribe today but time was when they were a warlike nomadic group, and fought the Moros and Mandayas to acquire slaves which to them were very necessary as part of dowries.
 - 12)The *Manobos* (Manuba or Man-Suba “river people”) occupy the river valley of Agusan in Compostela, from Malalag to Sarangani and between Cuabo and Cape San Agustin. They are considered the most aboriginal tribe of Mindanao. This tribe presents an athletic stature, light of build, little liking for work, warlike and valiant, being always on the hunt for slaves. They are also suspicious and treacherous. They change their abode annually in order to make new fields of cultivation, and their religion and customs closely resemble those of the Mandayas.
 - 13)The *Samals* are mostly Moro-Mandaya mestizos. They are believed to be the descendants led by Sharif Kabungsuwan from Johore, Malaysia (1575-1584). The Samals or Bajaws are the sea nomads of the Malay Archipelago. While mainly inclined to fishing, they were among the first tribes in Davao to engage in production of agricultural crops during the Spanish regime.
 - 14)The *Sanguiles* is believed to be a collective title for the B’laans, Manobos, and Dulanganes – nomadic, settling in small clearing, staying usually just for one harvest, and move on again to another place, all the while engaging in their major pre-occupation – hunting.
 - 15)The *Tagacaolos* “inhabitants of the head or source of rivers” are scattered on both sides of Davao Gulf – from Malalag to Sarangani and from Sigaboy to Cape San Agustin. Much divided among themselves, they are frequently at war. They practice human sacrifice but the practice is limited to their enemies from the other tribes. They have good physique and somewhat lighter complexion.

The indigenous peoples share common beliefs. They believe in a supreme power which affects their lives, that there is life after death and that there is salvation. Good and evil exists and that good is rewarded and evil is punished. They believe that there is a deity for every activity and who watches and guides them in their day to day life.

Data derived from the 1995 NSO Census show 504,491 indigenous peoples in the DIDP Area. Of these, 71,510 or 14.2% belong to the Mandaya tribe, 46,752 or 9.3% Bagobos (Tagabawa/Ciata/Diangan), 57,096 or 11.3% Manobos, 25,261 or 5.0% Mansakas, 52,262 or 10.4% Badjao, 8,713 or 2.2% Dibabaons, 6,085 or 1.5% Isamals, 51,249 or 10.2% Kalagans, and 15,277 or 3.0% Kamayo (Table 5).

The indigenous population in the DIDP Area is estimated at 16.4% of the total DIDP Area population. At 179,991, Davao Oriental has not only the biggest ratio of IPs (43.6%) to its population, but also the biggest concentration of IP population

among all the provinces and cities of the DIDP Area. Davao City has 45,887 or 5.2% of its population, Davao del Sur 165,813 or 24.5%, Davao del Norte 54,711 or 9.1%, and Compostela Valley 58,089 or 11.4% (Figure 3).

Table 5 PERCENT DISTRIBUTION OF INDIGENOUS PEOPLES BY MUNICIPALITY/PROVINCE/CITY, 1995, DIDP AREA

(cont'd.)

	Total Population		IP Population		Bagobo		Manobo		Davaweno		Kalagan		Tausog		Kamayo		Mandaya		Ata-Manobo		Mansaka		Ata		Dibabawaon		Others		
	%	Number	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	
Davao Province	100	446179	3.64	47860	0.5	353	3.5	3486	18	14168	1.5	1851	0.3	336	0.4	542	7.99	4775	51	7006	0.1	36	21	6858	14	7558	0.2	892	
Asuncion	29.2	57050	9.09	5190			0.1	34	2.6	1454							4.47	2550							2	1152			
Carmen	12.6	56256	2.95	1664	0.1	45			2.4	1355	0.3	146					0.14	79					0.1	39					
Kapalong	13.9	62180	10.7	6633	0.2	112	0.5	286	0.4	223							1.48	920					7.4	4601	0.8	491			
Panabo	29.2	130094	5.07	6594	0.1	91	0.1	65	3.5	4488	1	1300	0.2	273	0.1	78	0.11	143					0.1	156					
Sto. Tomas	17.2	76728	5.17	3966	0.1	54	0.1	107	3.4	2616			0.1	38	0.1	69	0.96	737	0.2	184			0.2	161					
San Vicente	11.4	51032	15.2	7780	0.1	51	0.8	408	1.5	780			0.1	25	0	20	0.63	321			0.1	36	0.4	224	12	5915			
Talaingod	2.87	12839	64.6	8290			0.3	41	0.1	6							0.2	25	51	6541			13	1677					
Tagum City	100	166059	4.39	6851			1.8	2544	2.1	3246	0.3	405			0.2	375			0.2	281									
Compostela Valley	100	509791	11.4	68089	0.2	127	1.9	582	19	8064	7.9	3832	4.1	1972	0.4	257	38.9	16810	0.1	28	59	26225			2.6	1136	0.2	1019	
Compostela	10.8	55000	3.15	1732					0.5	269					0.1	72	2.53	1391											
Mabini	5.79	29535	22.9	6771					2	599	2.5	750	1.4	399			0.56	165			16	4858							
Maco	11.5	58473	14.6	8548							2.4	1409	0.9	538			0.05	29			11	6572							
Mawab	5.82	29717	8.02	2385	0.1	21	1.7	511	1.1	315							0.13	38			5.1	1500							
Monkayo	13	66170	7.7	5146	0.1	53			1	668			0.2	99	0.2	159	5.88	3890			0.1	66			0.3	211			
Montevista	6.25	31871	12.1	3859			0.1	26	3.2	1016							8.56	2728			0.1	29			0.2	60			
Nabunturan	11.1	56534	2.9	1649					0.7	384							0.48	271	0.1	28	1.7	966							
New Bataan	8.49	43327	18.5	8036			0.1	25	1.2	506				0.1	26	14.3	6213			3	1291			2.1	865				
New Corella	8.16	41615	12.5	5192					1.8	1026	3	1673	1.7	936			2.64	1098			0.1	33							
Pantukan	11.7	56723	14.6	8272	0.1	28			0.3	110							1.55	89			7.9	4464							
Maragusan	8.01	40826	15.9	6499	0.1	25	0.1	20	0.3	110							2.2	898			13	5446							
Davao City	100	875438	5.24	45887	2.3	19784	0.3	2363	1.7	14970	0.7	6215	0.7	5690	0.2	1488							0.9	7616			0.9	761	

Source. 1995 Census of Population (data derived from population by mother tongue)

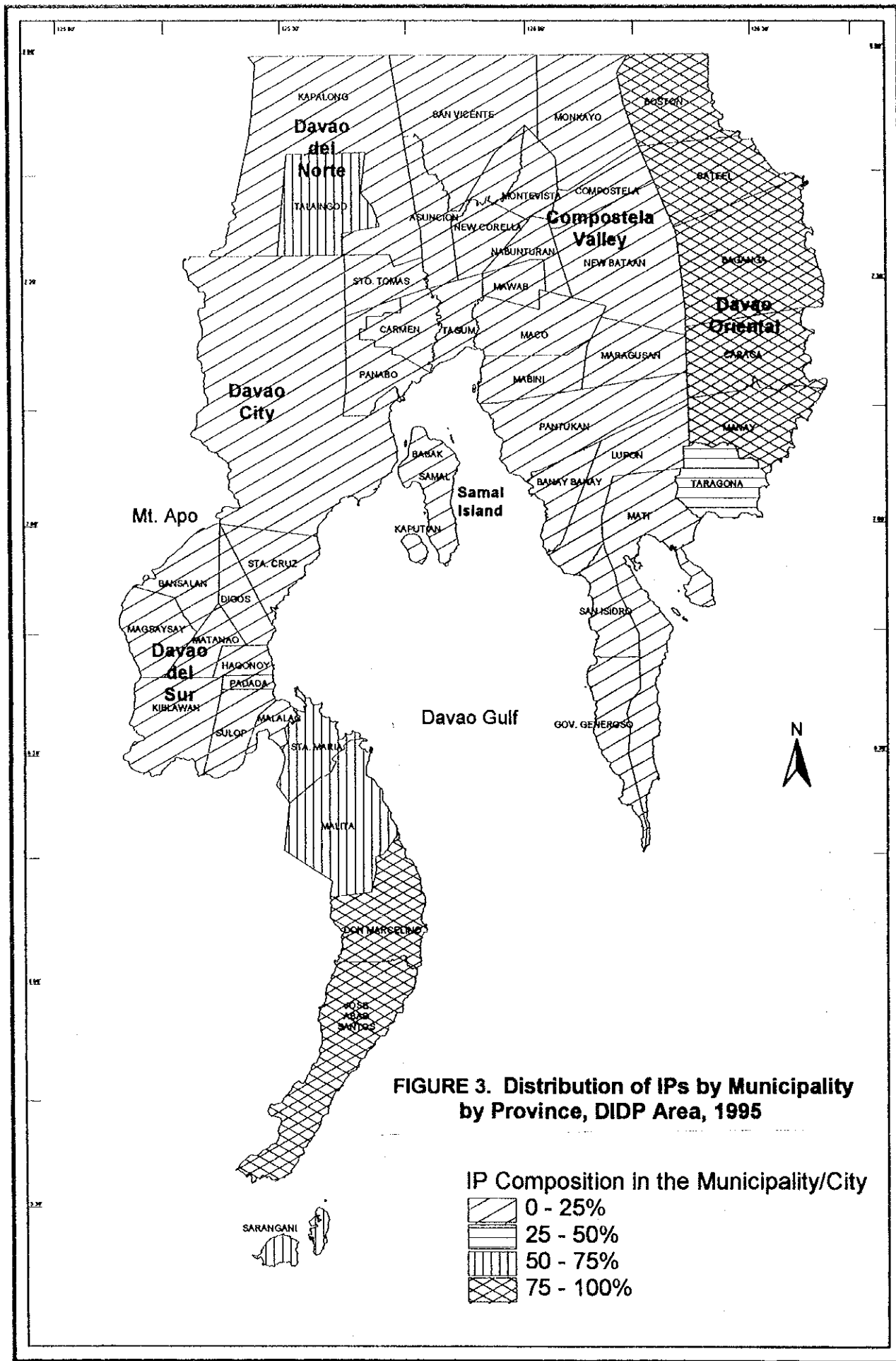


FIGURE 3. Distribution of IPs by Municipality by Province, DIDP Area, 1995

SOCIAL SECTOR REPORT

Part 2: Social Welfare

Chapter 1 Introduction

1.1. Policies

The Southern Mindanao Region Development Plan (1996-98), the 1994 Social Reform Agenda, and Philippine Agenda 21 documents clearly spell out policies and principles to be adopted particularly in the delivery of social welfare services programs and projects. Hereunder is a summary of these policies/principles, to wit:

- 1) Thrusts/directions/programs must address the disadvantaged sectors' minimum basic needs. This sector includes women, youth, indigenous people, fisherfolks, peasants, the elderly, urban poor, workers, children and persons with disabilities, including those in difficult circumstances;
- 2) The people should be empowered to fully participate in all stages of development. Programs and projects should be gender sensitive and should endeavor to strengthen the family drawing upon inherent Filipino values, traditions, practices, indigenous knowledge and areas of excellence. The root causes of violence and conflict should be addressed;
- 3) Activities and projects on community/family disaster preparedness should be undertaken; and
- 4) Investments should be channeled towards the improvement of human capital and social infrastructure in order to reduce poverty incidence and rate of unemployment. Investments should likewise improve access to and control of tillable lands, aquatic and other productive resources and economic opportunities.
- 5) Providing housing/resettlements should be pursued while the rights to ancestral domain should be recognized and protected. Access to programs and services for workers and other groups who need them should likewise be improved.

1.2. The Study

The JICA expert in charge of social welfare/participatory approach visited all cities/municipalities in the DIDP Area including the municipality of Sarangani in Balut Island and 33 sites (Table 1) or about 40 percent of DSWD XI – Comprehensive and Integrated Delivery of Social Services (CIDSS) projects. Two (2) Social Welfare sub-sector workshops were conducted in cooperation with DSWD XI Regional Director Ruel G. Lucentales and staff.

These officers also participated in a total of seven Provincial, Regional, and Sectoral consultation meetings/workshops. On top of all the meetings/workshops, these officers also submitted their comments/suggestions on the five major reports of the Study Team which includes the Inception Report, Progress Report I, Discussion Paper, Interim Report and Progress Report II.

The objectives of the Study are as follows:

- 1) To assess the status of and constraints to the delivery of basic social welfare services in the DIDP Area;

- 2) To formulate strategies to improve the delivery of social welfare services especially to the disadvantaged sectors; and,
- 3) To identify strategies and develop specific projects based on the needs identified by the stakeholders.

Table 1 CIDSS Sites Visited by the JICA Expert

Day	Barangay	Municipality	Province/City
CIDSS			
1 & 2	Mauswagon & New Panay	Maragusan	Davao Province
3 & 4	Nuevo Iloco & Bawani	Mawab	Davao Province
5	Ising	Carmen	Davao Province
6, 7, & 8	Malamba & Marilog		Davao City
9 & 10	Salaysay, Bantol & Magsaysay		Davao City
11 & 12	San Pedro & Dapok	Kiblawan	Davao Sur
13 & 14	Dongan-Pekong & Savoy	Matanao	Davao Sur
15, 16, & 17	Tagansule, Kaputian & Kiblagon	Matanao	Davao Sur
18 & 19	San Pedro & San Antonio	Sta. Maria	Davao Sur
20 & 21	Balasinon & McKinley	Sulop	Davao Sur
22 & 23	Piso-Bucana & Puntalinao-Dinagsaan	Banay-Banay	Davao Oriental
24 & 25	San Jose & Kaatihan	Boston	Davao Oriental
26, 27, & 28	Manit, Sitio Tinimbo, Poblacion, & Abejod	Cateel	Davao Oriental
29, 30, & 31	Baculin, Poblacion, & Lucod	Baganga	Davao Oriental
32 & 33	Limot & Tomoaong	Tarragona	Davao Oriental

Source: JICA Study Team

Chapter 2 Institutions, Programs and Performance

2.1. The Department of Social Welfare and Development

A government agency responsible for providing social welfare services was first established in 1915 with the creation of the Public Welfare Board. The entity went through several changes from then on. In January 30, 1987, by virtue of Executive Order No. 123 signed by President Corazon C. Aquino, the Department of Social Welfare and Development (DSWD) was born. Figures 1 and 2 show the organizational structure of the national and regional offices of DSWD, respectively.

2.1.1. Functions

The enactment of RA 7160 in 1991 (Local Government Code) called for the devolution of some functions of national government line agencies to the local government units (LGUS). Social welfare was one of them.

Following the implementation scheme of the Local Government Code, some functions were retained at the regional level while others were devolved to respective LGUs of the provinces/cities/municipalities, to wit:

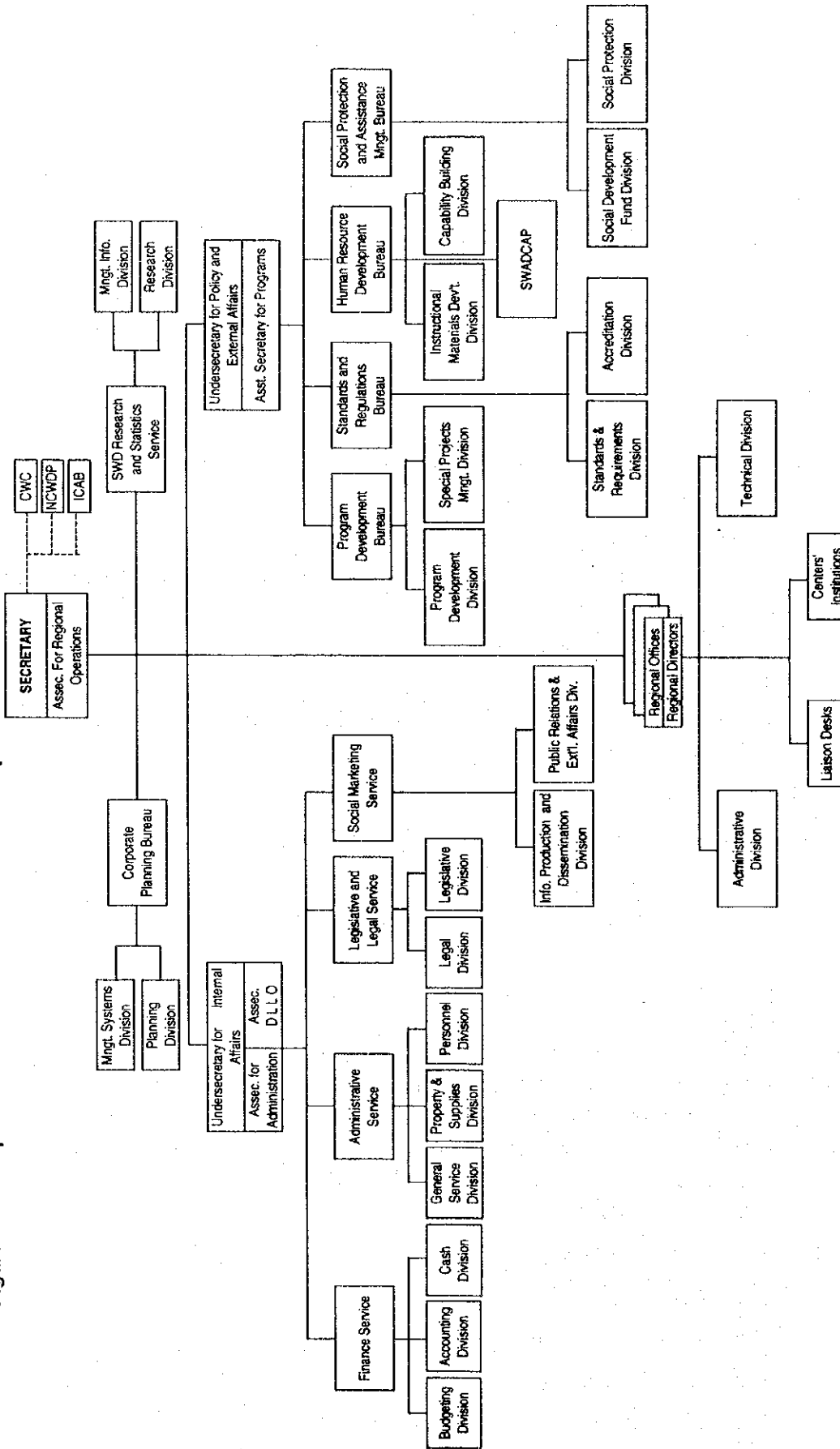
Regional level

- 1) Oversight authority on the poverty index and on social services and development policies, plans and programs.
- 2) Monitoring and evaluation of policy implementation on poverty alleviation efforts.
- 3) Administration of welfare assistance fund for disadvantaged individuals, families and communities.
- 4) Innovation of new strategies on social services and development.
- 5) Capability Building for LGUs, NGOs, NGAs and POs.
- 6) Administration of all institutions/centers shared by two or more provinces/cities.
- 7) Administration of all pilot and special projects with local or foreign funding, such as:
 - Ready to Eat Food Production
 - Core Shelter
 - Productivity Skills Capability Building for Disadvantaged Women
 - Special Social Services for Children in Situation of Armed Conflict
 - Special Project for Scavengers
 - Early detection and intervention of disabilities among children 0 – 6
 - Social Communication Skills Development
 - SEA Kaunlaran
- 8) All court-related cases.

City/municipal level

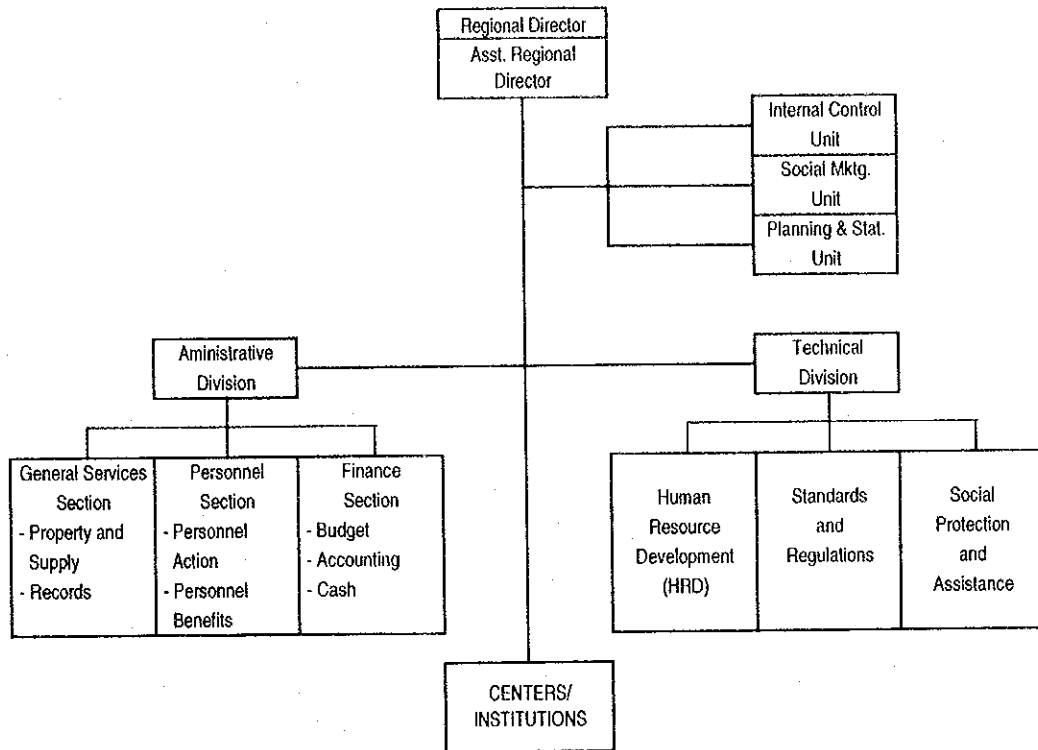
- 1) Child and Youth Welfare
- 2) Family and Community Welfare
- 3) Women Welfare

Figure 1 Department of Social Welfare and Development



Source: DSWD

Figure 2 DSWD New Positioning Structure



Source: DSWD Region XI Office

- 4) Program for Disabled Persons and the Elderly
- 5) Livelihood Programs
- 6) Emergency Assistance Program
- 7) Poverty Alleviation Program

Provincial level

- 1) Disaster relief
- 2) Facilitate rescue and evacuation

Barangay level

- Day care service

2.2. Vision, Mission, Policy Thrusts and Directions

2.2.1. DSWD “Vision Statement”

DSWD envisions empowered individuals, families and communities with capability to:

- improve their quality of life;
- perform their expected roles through strengthened coping mechanisms; and
- meet their minimum basic needs and other development needs.

Mission

Its mission is to enable LGUs, NGOs, other NGAs and POs to effectively implement programs that will alleviate poverty and empower the disadvantaged individuals, families and communities for improved quality of life.

2.2.2. Policy thrusts and directions

- 1) The family shall be the focus of all programs and services.
- 2) To train, accredit and deploy social workers to handle cases of children, women and persons with disabilities particularly in areas of counseling, psycho-social interventions, etc.
- 3) To reactivate the project on Preventive Education, Communication, Information Project on Drug Abuse (PECIPDA).
- 4) Pilot test a program on Mendicancy Prevention and Rehabilitation.
- 5) Networking with NGOs/GOs to expand outreach for temporary shelters, rescue missions, intensification of the social marketing and advocacy on family and community disaster preparedness including other mitigating technology, linking/accessing trained persons with disabilities to various employment opportunities, etc.
- 6) Income and livelihood security of families.
- 7) To ensure increased absorption of PSCB graduates into labor force to at least 85 percent.
- 8) To encourage volunteerism among senior citizens, women, parents, youth and others.
- 9) Design an Integrated Population and Development Program to achieve balance of population, resources and environment.
- 10) Continuing capability building.
- 11) Establishment in all regional offices of W-CHIPS Units (Women's-Child Help Intervention Protection Service).
- 12) Consciously advocate the Philippine Plan of Action for Children.

2.2.3. Goals, objectives and targets

The Regional Development Council (RDC) of Region XI or Southern Mindanao Region in its updated Regional Development Plan for the period 1996-1998 set the overall goal to improve the quality of life of the people in Southern Mindanao through the attainment of the following major objectives:

- Substantially reduce poverty incidence and rate of unemployment.
- Improve ecological condition.
- Expand and improve delivery of social services.
- Increase and maintain essential infrastructure and utilities.
- Strengthen development administration.
- Maintain public order and safety.

Targets specifically for the social welfare sub-sector are to decrease the number of poor families to 285,000 in 1998 from 357,688 in 1991, and reduce poverty incidence to 30% by 1998 from 46.2% in 1991 and 40.3% in 1994.

2.2.4. Strategies and projects

As a strategy, the RDC XI adopted the Social Reform Agenda Convergence Policy to respond to the Minimum Basic Needs (MBN) indicators through the Comprehensive and Integrated Delivery of Social Services (CIDSS) Program.

The MBN responds to the needs of a family in terms of survival needs (food and nutrition, health, water and sanitation), security needs (shelter, peace and order/public safety, income and livelihood) and enabling needs (participation in community development; family care/psycho-social).

To be able to attain the set objectives and strategies, the RDC, particularly the social welfare sub-sector shall undertake the major programs and projects listed as follows:

- 1) Comprehensive and Integrated Delivery of Social Services (CIDSS).
- 2) Assistance to Disadvantaged Transnationals (Amerasians/Japinos, etc.).
- 3) Disaster Response and Monitoring Capability-Building.
- 4) Project for Women in Especially Difficult Circumstances.
- 5) Special Project for Scavengers.
- 6) Psychological Recovery and Social Integration of Sexually Abused and Exploited Children.
- 7) Social Mobilization of People with Disability and Senior Citizens.
- 8) Productivity Skill Capability-Building Project.
- 9) Day Care Service Program.
- 10) Parent Effectiveness Service.
- 11) Self-Employed Assistance *Kaunlaran*.
- 12) Child Placement Service.
- 13) Emergency Shelter Assistance.
- 14) Core Shelter Assistance.

2.3. Regional Administration (Manpower, Budget and Institution/Centers)

At present, DSWD Region XI has a total manpower complement of 238, composed of regular plantilla personnel (123), casual personnel (22), and contractual workers (93).

During the period 1993 to 1997, DSWD experienced an average 28% annual growth of its budgetary allocation. Specific annual budgetary allocations are the following:

1993	₱ 21,173,771
1994	₱ 36,908,566
1995	₱ 74,838,754
1996	₱ 75,413,211
1997	₱ 81,828,379

The institutions being operated by the Region are as follows:

Residential settings

	<i>Institution</i>	<i>Clientele</i>	<i>Bed Capacity</i>
1	Lingap Center	Streetchildren	30
2	Home for the Aged	Elderly	55
3	Group Home for Girls	Girls in extremely difficult situation	15
4	Reception and Study Center for Children	Abandoned, neglected surrendered children	40
5	Regional Rehabilitation Center for Youth	Youth offenders	50
6	Rehabilitation Center for Drug Dependents	Slight drug users	35
7	Home for Women	Women in extremely difficult situation	26

Non-residential settings

1	Productivity Skills Capability Building DSWD, Davao City	Women - Food processing - Hi-speed sewing	695 450
2	PSCB Gen. Santos City	Food processing	755
3	Regional Sheltered Workshop	Disabled persons	23

2.4. Accomplishments

DSWD Region XI is noted for its exemplary performance for the last several years. Its 1997 performance is highlighted by these accomplishments:

- 1) As *enabler* of LGUs, NGOs, POs and other NGAs, it provided technical assistance and training to 3,459 direct beneficiaries. It also linked with the Notre Dame of Dadiangas College for competency-building on early childhood care and development. It also rendered assistance in setting-up the Davao Autism Information Center as well as organized 42 parents of transnational children into a self-help and mutual support group. LGUs were also the recipient of extended augmentation support for 36,555 families affected by natural and man-made disasters.
- 2) As *enforcer* of Social Welfare Standards and Regulations, three more NGOs were assessed and issued licenses to operate making a total of 18 licensed NGOs in the Region. There are now 167 accredited Day Care Centers, 55 of which are new.

3) As *implementor* of the SRA-CIDSS, 14,864 families were served, or an accomplishment of 171 percent of its target. Under this program, 42 SEAK Associations (1,050 families) were organized with funds extended worth ₱ 4.2 million. Day care centers (28) completed were worth ₱ 2.2 million while sanitary toilets (472) constructed were worth ₱ 377,317. The water/spring development project completed 34 units of water facilities worth ₱ 3.6 million. Educational assistance extended to 342 out-of-school youth was worth ₱ 3.2 million. Eight-hundred-sixteen (816) families benefited from the shelter improvement assistance worth ₱ 3,265,990.

4) Table 2 shows some noteworthy performance of its Self-Employment Assistance *Kaunlaran* (SEA-K) Program with an overall recovery rate of 89%.

Table 2 Sea-Kaunlaran Performance – by Fund Source (1997)

Fund Source	No. of SRAs organized	Amount released	Amortization due	Amortization paid	Recovery rate (%)
1. Revolving & Settlement	58	5,898,000	2,844,404	2,693,009	95%
2. BFCW/Special Project for Scavengers	6	680,000	680,000	475,000	70%
3. Bureau of Women Welfare	21	1,685,000	1,118,338	944,953	84%
4. General Agreement on Tariff and Trade	30	4,400,000	3,331,680	2,786,185	84%
5. Comprehensive/Integrated Delivery of Social Services	149	14,896,000	6,636,170	6,068,730	91%
6. Poverty Alleviation Fund	14	1,200,000	50,004	50,016	100%
7. Catholic Relief Services	5	500,000	79,305	79,635	100%
8. CDF - Sotto	1	95,000	31,680	23,760	75%
9. CDF - Luciano	2	100,000	90,000	83,400	93%
TOTAL	286	29,454,000	14,861,581	13,204,688	89%

Source: DSWD Region XI Office

5) Social Protection Services in Especially Difficult Circumstances:

- *Children in Conflict with the Law (Youth Offenders)*. At the community level, 581 delinquent youths/offenders were served while at the center-based level, 86 youth offenders were served.
- *Disadvantaged Transnational Children*. 127 were served.
- *Victims of Child Abuse*. A total of 436 cases were served. Of these, 365 were sexually abused children, 71 were physically abused and 15 were psychologically/emotionally abused.
- *Child Labor*. 39 children were rescued.
- *Minors Travelling Abroad*. 671 were assessed and issued with travel clearance.
- *Sulong-Dunong Para sa Kabataan*. 35 OSYs availed of various vocational courses.

- *Abandoned/Neglected/Surrendered/Orphaned Children.* 555 children were served. 154 were placed in adoptive families, 17 in foster care and 384 placed in temporary residential care.
 - *Women in Especially Difficult Circumstances.* 1,698 cases were served.
 - *Productivity Skills Capability Building (PSCB).* A total of 6,867 women were trained on high-speed sewing, food processing, toy craft and sewing craft.
 - *Fourth Country Program for Children (CPC IV).* Women in Development is a CPC using women as the point of entry in development efforts. It has 743 members.
- 6) The Social Mobilization Project for the Disabled and the Elderly assisted in the early detection, prevention and intervention of disabilities (EDPID). A total of 12,447 children (0 – 6 years old) were served, 439 children provided with devices, 3,591 mothers mobilized, 1,356 persons with disabilities (PWDs) served, 88 senior citizens trained, and 5 day centers were established.
- 7) Performance of the Centers/Institutions

The regional office maintains seven residential centers/institutions some of which serve the needs of other regions in the Island of Mindanao. Some of them have received awards of recognition while others are models. Table 3 shows the breakdown of its achievements.

Table 3 Summary of Performance (Centers/Institutions) 1997

Centers/Institutions	Target	Cases served			Accomplishment (%)
		Old	New	Total	
1. Reception and Study Center for Children (RSCC)	61	45	50	95	156%
2. Group Home for Girls (GHG)	86	25	94	119	138%
3. Substitute Home Care for Women	200	36	203	239	120%
4. Lingap Center	76	22	48	70	92%
5. Regional Rehabilitation Center for Youth	86	44	42	86	100%
6. Rehabilitation Center for Drug Dependents	165	61	50	111	67%
7. Home for the Aged	127	56	78	134	106%
8. Regional Sheltered Workshop	28	3	6	9	32%
TOTAL	829	292	571	863	104%

Source: DSWD Region XI Office

2.5. Poverty Situation in Region XI

As reported in the 1997 Philippine Statistical Yearbook of the National Statistics Coordination Board, the poverty incidence in Region XI has improved from 51.6% in 1991 to 45.6% in 1994. Compared however, to the national poverty incidence of 40.6%, the 45.6% poverty incidence in Region XI is high. As mentioned in the Updated Southern Mindanao Regional Development Plan, "... Despite the improving delivery of social services in the Region, current efforts are still

inadequate to meet the growing needs of the poor. This inadequacy is essentially linked to the government's limited resources for social services. . . .”

The above situation is supported by the constraints as expressed by the PSWDOs/ CSSDOs/MSWDOs.

Chapter 3 Constraints and Potentials

3.1. Issues and Constraints

Identification of constraints and prospects was done through a series of consultation meetings with the different offices in the social welfare sub-sector (52 participants attended the workshop on 2 April 1998), such as representatives from the Regional Office, the Provincial Social Welfare and Development Offices and the City/Municipal Social Welfare and Development Offices.

The constraints verbalized by the workshop participants were as follows:

- 1) In general, the LGUs have limited resources. Because of this, only a meager budget can be allocated to the different offices within a particular LGU. As a result, only limited activities/undertakings are extended and often, only those who can visit the municipal or barangay offices that are accessible can be served. This may be the case of upland communities, as explained by the following:
 - (a) Upland communities experience lack and/or absence of social and physical infrastructure, such as power, water, bridges along rivers, day care centers, and all-weather roads to the barangays/sitios. The absence or bad condition of the barangay roads makes transportation cost too expensive thereby affecting the mobility of workers, marketing of produce, and even children going to and from school;
 - (b) They experience difficulty in and insufficient delivery of basic social services such as: livelihood programs; relief operations; and attending to people in difficult circumstances (abused women/children, offenders, drug-related cases, etc.) as shown in Tables 4 and 5 and the disadvantaged actors;
 - (c) Social mobilization/preparation, community participation, IEC campaign, training activities are limited and hindered; and,
 - (d) Local government could not afford to hire additional professional workers, purchase office facilities, and infrastructure despite the fact that social problems are rising due to increasing population, urbanization, etc.
- 2) The workshop participants agreed that on top of all these conditions, the problems of Muslim/Cultural Communities are not quite given attention and recognition in terms of the following:
 - (a) The issue of ancestral domain is not sufficiently addressed;
 - (b) The development and preservation of their indigenous arts and culture are not being looked into;
 - (c) Communication, coordination, partnership/participation in the community is not given enough attention;
 - (d) Development projects and other lowland activities tend to ease out the IPs from their lands and culture;
 - (e) Other leaders among them tend to commercialize cultural practices to promote their own vested interests; and,
 - (f) Illiteracy rate among cultural communities is still high. Problems in education and extension services still continue.

- 3) Squatting is also becoming a problem but is not given appropriate action. Resettlement, housing and shelter improvement are very much needed.

3.2. Potentials

- 1) Very large number of needy people to serve
- 2) CIDSS as a model framework/concept
- 3) Existence of SALT model
- 4) IEC, dissemination/transfer of technology/ies
- 5) Participation/Networking
- 6) Expansion of agricultural production
- 7) Preservation and enhancement of identified bio-culture zones
- 8) As a "Cooperative Region" or "Area"
- 9) Socially responsive and culturally-appropriate community-based social development initiatives
- 10) Presence of educational facilities
- 11) Plenty of water resources to be developed/tapped
- 12) Opportunity to maximize delivery of government services

Table 4 5-Year Comparative Analysis on Child and Youth Cases Served (Community and Center Based)

PARTICULARS	NUMBER OF CASES SERVED BY YEAR					
	1993	1994	1995	1996	1997	Total
1. Children in Conflict With Law	516	839	546	528	667	3,150
2. Transnational Children	0	29	66	49	127	271
3. Abandoned/Neglected/Orphaned	379	439	479	354	631	2,282
4. Child Trafficking (Minors Travelling Abroad)	143	247	245	229	671	1,535
5. Drug Dependents (Polydrug users/Rugby sniffers)	63	99	122	149	111	544
6. Physically Abused Children	0	2	11	35	71	119
7. Sexually Abused Children						
-Rape	39	43	80	131	274	567
-Incest	21	25	25	37	89	197
-Acts of Lasciviousness	0	0	0	0	2	2
8. Psychologically Abused Children	0	0	0	0	15	15
9. Child Labor						
-Victims of Illegal Recruitment	0	20	7	12	44	83
-Commercially Sexually Exploited Children	0	0	0	0	6	6
TOTALS	1,161	1,743	1,581	1,578	2,708	8,771

Source: DSWD Region XI Office

Table 5 5-Year Comparative Analysis on Women in Especially Difficult Circumstances (WEDC) Served (Community-Center Based and Women's Help Desk)

PARTICULARS	NUMBER OF CASES SERVED BY YEAR					
	1993	1994	1995	1996	1997	Total
1. Victims of Involuntary Prostitution			2	9	26	37
2. Victims of Illegal Recruitment	0	7	19	14	68	108
3. Victims of Armed Conflict	1	22	25	24	0	72
4. Physically Abused	0	4	70	43	587	704
5. Sexually Abused						
- Rape	10	14	24	10	53	111
- Incest	1	5	14	13	14	47
6. Women in Detention	0	5	14	2	5	26
7. Unwed Mothers	8	35	65	48	108	264
8. Emotionally Disturbed	0	24	112	219	672	1,027
9. Vulnerable to Abuse/Exploitation	0	4	46	0	0	50
10. Transient/stranded					48	48
TOTAL	20	120	391	382	1,581	2,494

Source: DSWD Region XI Office

3.3. Summary of Constraints

Looking at all the constraints presented by the participants, they may be classified into four broad categories, namely:

- 1) **Community Infrastructures (either absent or inadequate)** – Potable water, energy, all-weather barangay roads, bridges, resettlement/housing/core shelter;
- 2) **Livelihood (since there are no job/employment opportunities in the upland areas)** – Insufficient/inadequate assistance for micro-lending, alternative/income-generating projects for women, out-of-school youths, able-bodied elderlies, farmers, disadvantaged sectors, community-based or any individual livelihood undertakings;
- 3) **Services (Insufficient/inadequate)** – Early Childhood Development, Education (basic, formal and non-formal, higher, techvoc, etc.), health (including primary health care, nutrition, sanitation), disaster preparedness, IEC, institutional/community mobilization and capability building, aside from lack of manpower no career development programs for devolved personnel; and,
- 4) **Environmental Management and Promotion (absence/insufficient/inadequate)** – Safeguarding the remaining forest covers, reforestation, watershed management, wastes management, etc.

Chapter 4 Objectives, Strategy and Projects

4.1. Objectives of the Social Welfare Sub-sector

In conjunction with the Regional Development Objectives, the Social Welfare Sub-sector objectives are to:

- 1) Provide economic/livelihood opportunities for the poor and the socially deprived including IPs;
- 2) Establish/construct needed community infrastructure support focusing on less privileged communities; and
- 3) Provide basic social welfare services for all.

4.2. Strategies of the Social Welfare Sub-sector

(1) Support to places difficult to reach

People in these areas are not motivated to increase production or diversify their production due to difficulty in bringing their produce to the nearest market. Government services, on the other hand, finds it physically difficult to serve them because of the local condition. The thrusts, therefore, must be in setting up social infrastructure/s to be able to motivate the people to participate actively in community and economic development.

(2) Support to early childhood development

Children 3 – 5 years old become active and better prepared to enter formal school if they are given early training. This is in response to the number one unmet MBN.

(3) Assistance to other services

Formulate a comprehensive and integrated Social Sector Program (similar to CIDSS Program) which are area-specific. Programs should also include assistance to people in difficult circumstances, human resources development, community disaster preparedness, livelihood, environmental projects, housing and/or resettlement, etc.

4.3. Projects

Five projects are proposed for social welfare as listed below. One project (SO-1) is designated as an anchor project denoted by an asterisk (*):

- (SO-1) * Poverty Alleviation and Community Transformation (PACT) Project
- (SO-2) Shelter Assistance/Resettlement Project (Project SHARE)
- (SO-3) Crisis Intervention/Holding Center Project
- (SO-4) Productivity Skills and Capacity Building Center (PSCB) Project
- (SO-5) PACT Support Community Infrastructure Project

The PACT Project was described earlier in a separate report as an anchor project. The Project SHARE is designed to assist poor homeowners whose houses are no longer habitable by providing either building materials to improve/strengthen their houses or otherwise providing core houses in LGU-initiated resettlement sites.

The Crisis Intervention/Holding Center Project is intended to serve the need for professional assistance on guidance and counseling of people in distress. A holding

center will be established for those kinds of clients to protect them from further harm while awaiting actions on their cases.

The Productivity Skills and Capability Building Center Project will provide a venue for people to acquire production skills and to assist graduates to establish their own shops/enterprises or facilitate their own job placement. In addition to existing PSCB centers at the provincial level exclusively for women, satellite centers will be strategically located to cover other skills training as well.

The PACT Support Community Infrastructure Project aims to solve infrastructure-related problems faced by the Muslim or indigenous cultural communities. The project will focus on construction of all-weather roads, potable water supply and electricity.

4.4. Project Proposals for Further Study

Other project proposals were submitted by the different Provincial/City/Municipal Social Welfare and Development Offices either as components of some social welfare proposals or individually, as follows:

Davao del Norte

- | | |
|-------------------------------------|---------------------------------|
| 1) Multi-Purpose Building Warehouse | Talaingod/Kapalong |
| 2) Drop-In Center | Is. Garden City of Samal |
| 3) WAFED Center | Asuncion |
| 4) Women Center | Panabo |
| 5) Animal Breeding Center | Carmen |
| 6) Plant Nursery | Carmen |
| 7) Rice Mill | Carmen |
| 8) Multi-Purpose Gym | Carmen |
| 9) Garbage Compactor | IGCS/Kapalong/Asuncion |
| 10) Rescue Vehicles | IGCS/Kapalong/Panabo/Sto. Tomas |
| 11) Motorcycle | Talaingod |
| 12) Multi-Purpose Vehicle | Carmen |
| 13) Evacuation Center | Kapalong |
| 14) Monitoring/Evaluation | PSWDO |
| 15) Drop-In Center for Women | Tagum City |

Davao City

- 1) Street School for Streetchildren
- 2) Condominium Housing Project for Urban Settlers of Barangay 30-C
- 3) Start A Village Enterprise (SAVE) – DTI XI
- 4) Shelter Assistance for Mendicants and Bajaos
- 5) Implementation of the Civil Registration System (CRIS), CCRD, D.C.

Davao del Sur

- | | |
|--|-------------------|
| 1) Bigasan ng Bayan | JAS |
| 2) Multi-Purpose Building | JAS/Sulop |
| 3) Computer set for DCCs | Hagonoy/Magsaysay |
| 4) Motorcycle | Magsaysay |
| 5) Day Care Resource Centers (2) | Hagonoy |
| 6) Construction of Municipal Disaster Operation Center | Kiblawan |
| 7) Construction of Barangay Disaster Evacuation Center | Kiblawan |

8) Food Processing

PSCB, Matti
(PSWDO), Digos
Digos, MSWDO

9) Service Vehicle

Davao Oriental

1) Multi-Purpose Two-Storey Building

Lupon

2) Tools and Equipments of Disaster Operation Center

PSWDO

3) Concrete Fencing of LGU SW Complex

PSWDO

Compostela Valley

1) Computer Set

PSWDO/MSWDO

Nabunturan

2) Fire Truck

Maragusan

3) 4 x 4 Vehicle for Disaster Operations

Maragusan

4) Municipal Children's Resource Center

Maco

5) Emergency Transport for indigent cadavers

PSCB, Nabunturan

SOCIAL SECTOR REPORT

Part 3: Education

Introduction to the Sub-Sector Study on Education

People are a country's greatest resource. Harnessing, therefore, the full potential of the nation's human resource should be top priority in any nation's agenda for development. Any effort, therefore, at developing that human resource should be considered an important and vital investment for socioeconomic growth.

It is this fundamental belief that inspired this sector study on education, a component of the Davao Integrated Development Program (DIDP) Master Plan.

Study objectives

The objectives of this sector study are the following:

- 1) To analyze the status of human resources in the DIDP Area vis-a-vis educational, social and economic institutions that affect their development.
- 2) To assess the capability of formal and non-formal education institutions in the DIDP Area to perform their role in human development.
- 3) To develop a strategic plan for human resource development in the DIDP Area that is supportive of the goals and strategies of the DIDP Master Plan.
- 4) To develop specific programs and projects based on the strategic plan.
- 5) To formulate policy recommendations in all levels of education for executive and legislative action at the local, regional and, to a certain extent, the national level.

The outcome of the Study, more particularly the strategy for development of the education sub-sector and the formulated programs and projects, will become inputs to and a component of the DIDP Master Plan for the period up to the year 2016. Alongside with development strategies in the health and social welfare sub-sectors, it became part of an overall strategy for the social development of the Davao Gulf/DIDP Area which includes the provinces/city of Davao City, Davao del Norte, Compostela Valley, Davao Oriental and Davao del Sur and the component cities of Davao del Norte--Tagum and the Island Garden City of Samal.

In the context of the overall development strategy of the DIDP Master Plan, the social development strategy was envisioned to be supportive of and complementary to the development strategies of the Economic, Environment and Infrastructure sectors for the attainment of the holistic development of the Davao Gulf Area and its people.

Chapter 1 Basic Education

1.1. Department of Education, Culture and Sports (DECS)

The Department of Education Culture and Sports is the principal agency of the government which is responsible for basic education. Before Republic Acts 7722 and 7796, the Department took care of all formal and non-formal education in all levels of the educational ladder. The passage, however, of the same acts in 1994 took away its responsibilities for higher education and technical and vocational education and the same were given to the Commission on Higher Education (CHED) and the Technical Education and Skills Development Authority (TESDA), respectively. Figure 1 shows the present structure of DECS and Figure 2 presents the structure of DECSRO XI.

Basic education in the Philippines requires ten years of schooling – six years of elementary education and four years of secondary education. Also included is one to two years of pre-school education, which is optional. Elementary education starts at the age of six. Basic education also covers non-formal education services for out-of-school youth and illiterate adults.

At the elementary level, a multi-grade approach is used where there are insufficient number of pupils to warrant a separate class for each grade level or where there is lack of teachers and classrooms. Multi-grade classes consist of 30 to 40 pupils with two or more grade levels taught by one teacher. Where there is lack of teachers and/or classrooms, the number can go up to 100 or more pupils.

Structure and administrative mechanisms of non-formal education

Non-formal education, is also tasked to the DECS. It is one of four line functions of DECS, the three others being elementary education, secondary education and physical education and school sports. The Bureau of Non-Formal Education under the Secretary of DECS directly administers and supervises all non-formal education programs and activities in the whole country. It has two divisions - Continuing Education Division and Literacy Division.

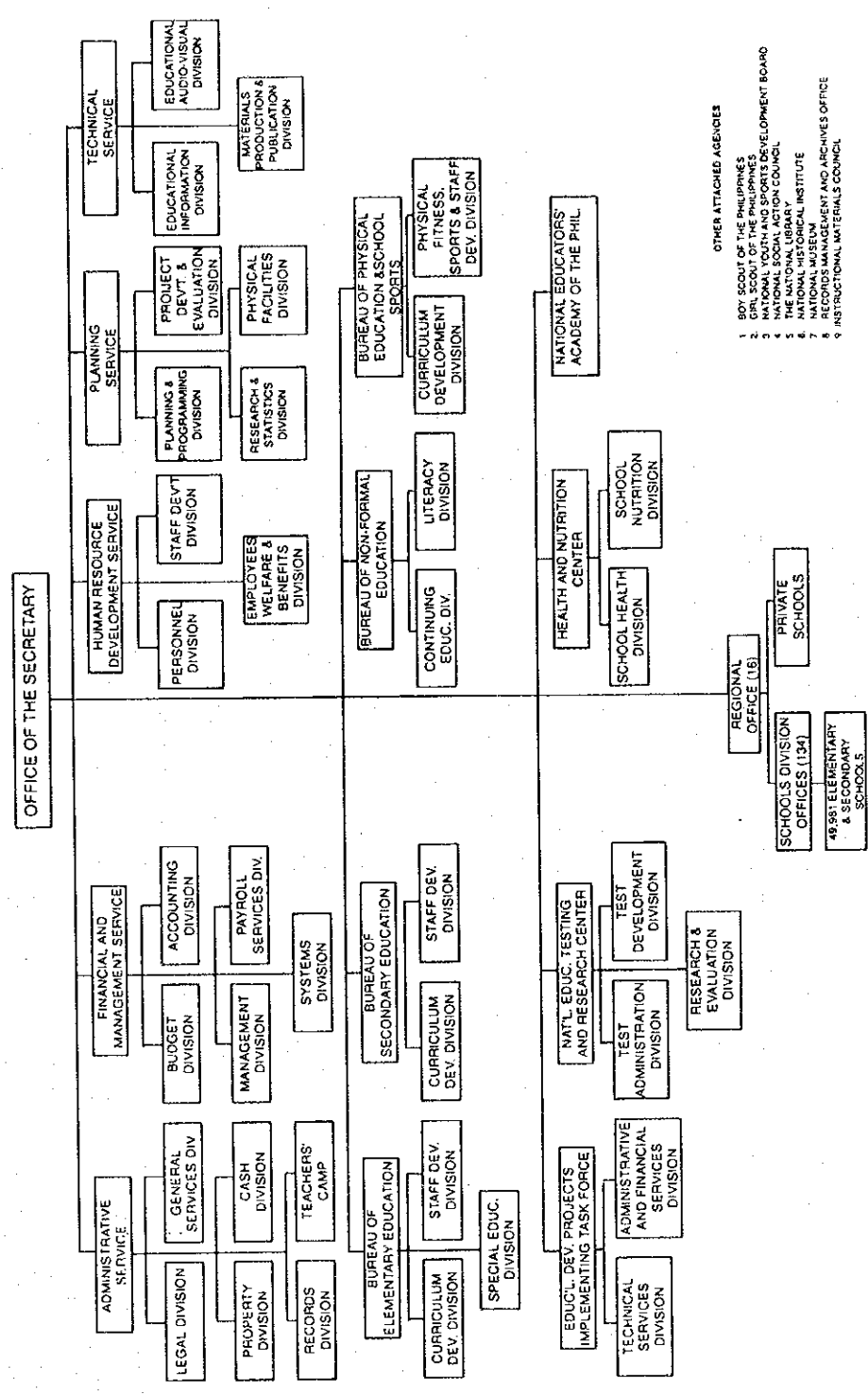
At the regional level, its counterpart is the Non-Formal Education Division with an assigned chief who reports directly to the regional director. The NFE Division coordinates and supervises all NFE programs and activities in the schools divisions in the region. Correspondingly, there is a counterpart of the regional structure in the provinces/division.

As a response to the need for greater effectiveness and efficiency in the delivery of non-formal education programs and activities, Executive Order No. 117 of 1987 restructured the then Bureau of Continuing Education (BCE) to the Bureau of Non-formal Education (BNE). The change was also an indication of the policy shift towards a broad definition of non-formal education.

Executive Order no.117 identified three functions of the new bureau. They are:

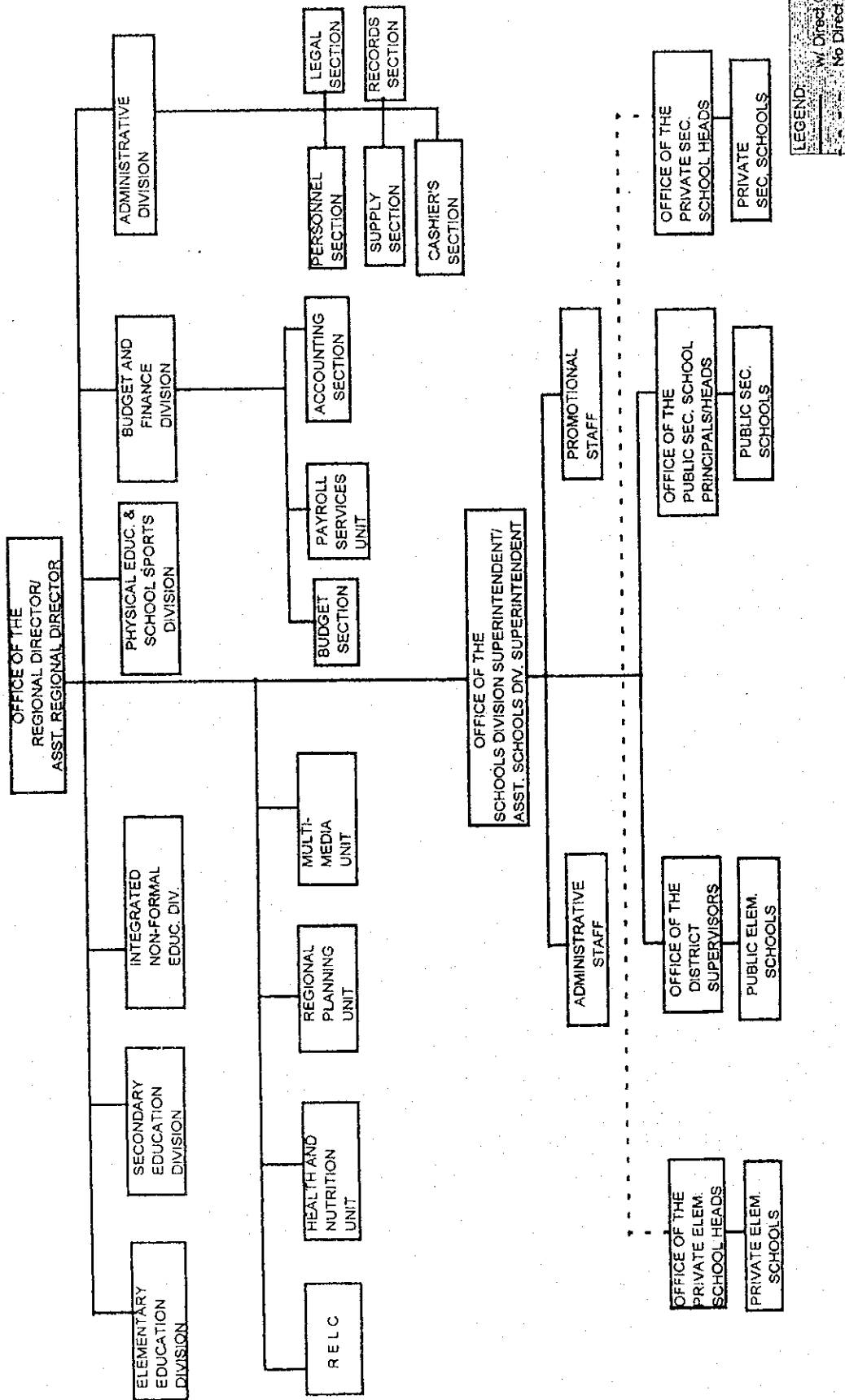
- 1) Serve as a means of meeting the learning needs of those unable to avail themselves of the educational services and programs of formal education;
- 2) Coordinate with various agencies in providing opportunities for the acquisition of skills necessary to enhance and ensure continuing employability, efficiency, productivity and competitiveness in the labor market; and

Figure 1 Organizational Chart of the Department of Education, Culture and Sports



- OTHER ATTACHED AGENCIES
1. BOY SCOUT OF THE PHILIPPINES
 2. GIRL SCOUT OF THE PHILIPPINES
 3. NATIONAL SCOUTS AND GUIDES ASSOCIATION
 4. NATIONAL SOCIAL ACTION COUNCIL
 5. THE NATIONAL LIBRARY
 6. NATIONAL HISTORICAL INSTITUTE
 7. NATIONAL MUSEUM
 8. NATIONAL MUSEUM AND ARCHIVES OFFICE
 9. INSTRUCTIONAL MATERIALS COUNCIL

FIGURE 2. ORGANIZATIONAL CHART OF DECS-RO XI



-
- 3) Serve as a means for expanding access to educational opportunities to citizens of varied interests, demographic characteristics and socio-economic origins or status.

Determined to push through its target of raising basic and functional literacy levels to 98 % and 85 %, respectively, the government passed in 1993 Republic Act. No. 7165 creating the Literacy Coordinating Council (LCC). A national body, its main function was to provide program and policy directions for the literacy efforts in the Country. Memorandum Circular No. 71 of 1993 spelled out specific provisions to implement RA 7165 by defining the composition and mandate of LCC to spearhead the movement for the eradication of illiteracy by the year 2000.

The LCC is composed of the following: the DECS; Department of Interior and Local Government (DILG); National Statistics Office (NSO); Philippine Information Agency (PIA); National Commission on Indigenous Peoples (NCIP) and Office of Muslim Affairs (OMA); NGOs and other private sector organizations, with DECS providing leadership and coordination. DILG works to mobilize local government units (LGUs); NSO provides needed statistical data through the conduct of periodic Functional Literacy Education and Mass Media Survey (FLEMMS); PIA to generate public awareness and to expand services among cultural communities; and ONCC, OSCC, and OMA to strengthen linkages for the delivery of literacy services among cultural communities (CCs) and NGOs to contribute expertise and resources.

1.2. Philosophy and Goals

The establishment of a system of free public education is mandated by the Philippine Constitution. The highest priority, therefore, of the education sector is basic education.

Basic education is compulsory. It aims to provide universal access to quality and relevant education through formal, non-formal and informal channels. It is intended to develop in all young Filipinos the knowledge, habits, skills and attitudes that would make them active and successful participants in economic, political, socio-cultural, spiritual and moral life in a just and humane society. Elementary and secondary education are provided free by the state. However, private schools, which include religious schools, play an important role in education.

Elementary and secondary education

Elementary education has essentially the objective of providing basic knowledge and developing foundation skills, attitudes and values essential to the personal development of a child and necessary for living in and contributing to a developing and changing social milieu. Moreover, it also aims to promote work experiences which develop and enhance the orientation of a child to the world of work and creativity to prepare him/her to engage in honest and gainful work.

On the other hand, secondary education aims at continuing to promote the objectives of elementary education. It also aims to discover and enhance further the aptitudes and interests of a student in order to equip him with the skills for productive endeavor. It also prepares him/her for formal studies in higher education.

Towards the end of realizing the objectives of basic education, the Medium-Term Philippine Development Plan (1993-1998) contained the basic objective of establishing an elementary school in most barangays and a secondary school in every municipality. Specific objectives for elementary education include raising achievement levels, reducing reading deficiencies, increasing the number of special education classes, improving the quality of teaching and raising the nutritional status of pupils.

Priority activities of secondary education include improving access to schools, use of new curricula, improving physical facilities and strengthening values education.

Non-formal education

Non-formal education traces its basis to the Constitution of the Philippines which described it as non-formal, informal and indigenous learning systems operationalized in the form of self-learning, independent and out-of-school programs. Activities were mainly trainings in civics, vocational efficiency and other skills confined to adults.

Through the years, non-formal education experienced policy shifts as a response to changing and expanding demands for its services. Today, it is conceived as research/data based, capability-building centered, using innovative delivery systems and assigns a new role for DECS as more of a coordinator, manager and trainer of trainers than a program provider.

In 1982, Batas Pambansa 232 specifically defined the objectives of non-formal education to include: (1) The eradication of illiteracy and the raising of the level of functional literacy; (2) training of unemployed and underemployed youth and adults for vocational/technical skills to make them productive citizens; and (3) The development among its clientele of values necessary for personal, community and national development.

The EFA (Education for All) plan of action which was officially adopted in 1991 also became the basis of present-day strategies and interventions in non-formal education. As a community-based intervention, it addresses the basic needs of the poor, among them literacy and continuing or adult education.

From merely serving a limited group of clientele mainly adults during its early stages, NFE today has expanded its target clientele to include the following:

- 1) The employed or unemployed school leavers in the elementary or high school who would like to rejoin the mainstream of formal education;
- 2) The unemployed or underemployed who need training in certain occupational skills to enable them to be gainfully employed, to be more competent, or to improve their earning capacity;
- 3) Those who attended school for only a few years and those who never attended school and have need for certain knowledge and skills to enable them to enhance their social and civic participation, improve their lifestyle, gain cultural experiences and to live better, more enriched lives; and
- 4) Technical workers and even professionals who need constant upgrading of skills or new knowledge to improve their qualification and their performance.

With these clientele in mind, NFE has the following objectives. In the long-term, it hopes to contribute towards the alleviation of poverty through the improvement of the socio-economic status and the quality of life of the poor. It also aims at developing the total human person, his family and community.

In the short-term, it hopes to reduce if not totally eradicate poverty and improve the quality of life of the poor through functional literacy. It will also reach out to OSYs to help enable them to complete at least their basic education as well as help them, along with adults, become more productive citizens through livelihood skills development programs. Adults will, likewise be served through the upgrading of their knowledge and technical skills for gainful income and employment via adult education programs. Value formation shall also be addressed through appropriate interventions.

1.3. Basic Education Plans and Programs

A proposed plan for the comprehensive development of education at all levels is contained in the Comprehensive Mindanao Education Development Program (CMEP). The CMEP Steering Committee created in September 12, 1996 by virtue of Administrative Order no. 290 was tasked to formulate the Comprehensive Mindanao Education Program. Chaired by the DECS secretary, its task includes the preparation of the Framework Plan for the education sector and strategic programs and projects for Mindanao.

Moreover, its purpose is to rationalize, integrate, prioritize and coordinate all educational programs in Mindanao. The CMEP receives technical assistance from ADB to conduct a situational analysis of basic education services in Mindanao, consolidate a basic education plan for Mindanao, identify priority issues and strategies to improve basic education to more disadvantaged areas and design a project to improve the delivery of basic education services in the disadvantaged areas of Mindanao.

At the national level, the Medium-Term Philippine Development Plan (MPDP) for 1993-1998 outlines policies aimed at creating conditions for enhancing basic quality education. The plan aims to establish an elementary school in most barangays and a secondary school in every municipality. Specific objectives for elementary and secondary education includes raising basic and functional literacy rates, raising the elementary and secondary level participation rates, improving achievement levels, strengthening values education and raising the cohort survival rates in both elementary and secondary levels.

One of the major outputs of the First Mindanao Educators Congress in 1995 was the inception of the Master Plan for Basic Education in Mindanao. The master plan, one of the basic references in the formulation of the MCEP, provides policies and specific strategies which are appropriate for the development of the Island. It also addresses the concerns for lasting peace and sustainable development for a better quality of life.

Priority programs/projects included in the Mindanao master plan are the following: (1) principal empowerment program; (2) teacher development program; (3) strengthening educational assessment, monitoring and evaluation systems; (4) community-based pre-school programs; (5) multi-grade teaching programs for small schools; (6) education modernization program; (7) curriculum and materials

development program; (8) management empowerment program; and, (9) resource generation program.

The plan also has formulated strategies for each of the regular programs of DECS, which include the following: (1) broadening the accessibility to basic education; (2) quality and relevant education; (3) continuing education/literacy; (4) educational assistance; (5) special education for children with disabilities; and, (6) health-related programs.

The following areas of concern are identified as the focal points of NFE efforts: literacy through general education; rural development to improve the quality of both family and community life; training for occupational skills; and, information education communication.

The four areas of concern are addressed by the following programs:

(1) Functional education and literacy program:

It is intended to provide illiterates and functional illiterate adults and out-of-school youths literacy and numeracy skills to enhance their capacity to engage in self-help community activities.

It is of four types:

- (a) *Female functional literacy and parent education*: It aims to develop the literacy competencies of both parents, specifically the mother. Parental education is also a component along with values orientation and re-orientation. Livelihood activities/opportunities are also given importance.
- (b) *Literacy Cum Livelihood*: This is a strategy to make the teaching of functional and literacy education acceptable to the clientele. It has been found to be effective and in a way removes the stigma attached to being identified as illiterates. The productive (15-40) age group generally prefer this type of program.
- (c) *Literacy for the disadvantaged groups*: This program caters to the disabled, the prisoners, victims of calamities, and children caught in situations of armed conflicts.
- (d) *Magbasa Kita*: This is a project expanded by DECS. It utilizes a primer and the skills revolve around writing, reading and simple numeracy.

(2) Continuing education

Continuing education is one component that is envisioned to provide opportunities and experiences for life-long learning after the acquisition of literacy skills at the self-learning level. It aspires to respond to the immediate and pressing needs of those who have developed literacy skills and are motivated to continue learning on their own.

(3) Capability-building program

This is a support program for trainings and provides the training needs of the staff from the regional down to the municipal level and other people involved in project development, implementation, monitoring and evaluation. At the same time, it will also strengthen the interagency coordination process that is characteristic of program implementation in the poorest and far-flung communities.