

(4) Value development

Values education will be integrated in all NFE activities. Consistent with the vision of making NFE contribute to poverty alleviation, reorientation of values which hinder development will be stressed.

1.4. Profile of Basic Education in the DIDP Area

1.4.1. Elementary and secondary education

(1) Physical Resources

Schools

There were 1,631 public elementary schools and 266 public secondary schools in the DIDP Area as of SY 1997-1998 (Table 1). The table shows a decrease in the number of elementary schools below that of the preceding year by as many as 18 elementary schools. The bigger decreases were in Davao del Sur and Davao City.

Table 1 Number of Public and Private Elementary and Secondary Schools by Province/City in the DIDP Area, SY 1996-97 and 1997-98

Year/Sector	Davao Prov.		Davao Oriental		Davao del Sur		Davao City		DIDP Area		Region XI	
	Elem.	Sec.	Elem.	Sec.	Elem.	Sec.	Elem.	Sec.	Elem.	Sec.	Elem.	Sec.
Public												
1996-1997	558	62	300	30	373	30	287	40	1518	162	2069	213
1997-1998	556	82	295	36	363	36	278	46	1492	162	2329	314
Private												
1996-1997	37	30	10	11	8	23	76	40	131	104	241	153
1997-1998	37	30	10	11	8	23	76	43	131	104	255	
Total												
1996-1997	595	92	310	41	381	53	363	80	1649	266	2310	366
1997-1998	593	112	305	77	371	89	354	80	1631	266	2584	

Note: Data for public secondary schools include annexes

Source. DECS Annual Report and DECS

A preliminary assessment of school locations indicates a relatively even distribution of elementary schools in Davao Province, with reasonably good coverage in rural areas. The largest number of private elementary schools (76) is in Davao City. In Davao City, both public and private schools are concentrated in the City Poblacion; it has the least number of public elementary schools but has the most number of private secondary schools.

While private schools play a highly significant role in basic education, their number in the DIDP Area do not seem to give that impression. There are only 131 elementary and 104 secondary private schools in the DIDP Area which represent only about 12 % of all schools of basic education in the Area.

Classrooms and desks/armchairs

The classroom situation in public secondary schools in the DIDP Area apparently is not bright (Table 2). DECS XI reported that in SY 1997-1998, all the provinces/city had classroom student ratios way above the standard of 1:50. Davao Province, with its 1:102 was in the worst classroom situation among all four. Davao City was similarly situated with 1:99. The rest - Davao Oriental and Davao del Sur - were

similarly situated but were better off with 1:57 and 1:68, respectively. Apparently, the lack of classrooms remains a problem in secondary schools at present.

Table 2 Number and Ratio of Desks/Armchairs and Classrooms to Students/Pupils in the DIDP Area SY 1996-1997

Facility/ies	Davao Province		Davao Oriental		Davao del Sur		Davao City		DIDP Area	
	Number	Ratio	Number	Ratio	Number	Ratio	Number	Ratio	Number	Ratio
Desks	74,440	1:3	26,317	1:3	46,684	1:3	56,216	1:3	203,657	1:3
Armchairs	28,258	1:2	11,940	1:2	8,568	1:4	21,251	1:3	70,017	1:2.7
Classrooms										
Secondary	692	1:102	401	1:57	438	1:68	610	1:99	2,141	1:82
Elementary	5,291	1:42	2,507	1:34	3,123	1:40	3,358	1:45	14,279	1:41

Source. DECS XI Reports

Pupils in the elementary schools were better off than their secondary school counterparts with an average ratio of 1:40 (Table 2). Davao City had the highest - 1:45. All in all, there were 16,420 classrooms in the DIDP Area. Understandably so, Davao Province, with an enrollment of 128,566 had the biggest share - 5,983 classrooms in all.

Figures in Table 2 indicate that schools in the DIDP Area lack desks and armchairs. The prevailing figure in SY 1997-1998 was 1:3, or one desk for every three elementary pupils. In the case of armchairs in secondary schools, the armchair-student ratio was 1:2. The ratio for Davao del Sur was the highest at 1:4.

(2) Profile of human resources

Enrollment

1) Pre-school education

Figures on pre-school enrollment in the DIDP Area (Table 3) indicate that there appears to be very little effort done by the national government in promoting preschool education in this part of the country. SY 1996-1997 data show that there were only 18,465 pupils enrolled in the DIDP Area in both public and private schools. Davao Oriental with 896, had the smallest number of enrollees while Davao City had the biggest enrollment with 13,249. On the other hand, Davao Province had 3,322 the next biggest in the Region. It should be noted that preschool enrollment in private schools was almost twice higher than in public schools (11,484 and 6,981, respectively).

Table 3 Public and Private Pre-School Enrollment in the DIDP Area, SY 1995-1996 and 1996-1997

Year	Davao Province		Davao City		Davao del Sur		Davao Oriental		DIDP Area	
	Sector		Sector		Sector		Sector		Sector	
	Public	Private	Public	Private	Public	Private	Public	Private	Public	Private
1995-1996	750	1,356	4,231	8,568	385	787	415	384	6,781	10,711
1996-1997	2,069	1,253	4,315	8,934	174	824	423	473	6,981	11,484

Source. DECS XI Annual Reports

Compared to that of the public schools, pre-school enrollment in private schools appeared better with 11,484 in the entire DIDP Area in 1996-1997. Davao City pre-

schools with 8,934 had the biggest enrollment in both the Region and the DIDP Area while Davao Oriental had the lowest.

It will be noted that public pre-school enrollment has shown considerable variation through the years. During the period from 1993-1994 to 1996-1997, Davao City experienced a 35% increase, while attendance in Davao del Sur dropped by over 80%. In recent years, Davao Oriental had consistently less than 500 children in public pre-school classes—in fact, the drop to a low of 174 for the whole province is disturbing. In Davao Province, however, the 175.86% increase in public pre-school enrollment (Table 3) is highly encouraging.

On the other hand, private pre-school enrollment has shown less variation, with all but Davao Province showing slight increases in SY 1996-1997.

The variations in enrollment as well as small enrollments are understandable considering that, in the Philippines, pre-school education is optional and not mandatory. Most of the initiatives in pre-school education emanate from the private sector and, more often than not, these initiatives are motivated by profit, hence are located in population centers.

2) Elementary

The participation rate of about 97% in 1997-1998 yielded an enrollment of 583,602 pupils in public elementary schools (Table 4) in the entire DIDP Area representing an increase over the previous year's figure of 562,898. The reported enrollment in private schools, meanwhile, was 36,137 in SY 1997-98, which was an increase of 1.2% over the 1996-1997 level of 35,658. Combined enrollments (619,739) of both public and private schools in SY 1997-1998, however, showed an enrollment increase of 3.5% over the previous year's level (598,556).

Table 4 Enrollment in Public and Private Elementary Schools, DIDP Area, 1996-97 & 1997-98

Schoolyear/ Sector	Davao Prov. Elem	Davao City Elem	Davao del Sur Elem	Davao Oriental Elem	DIDP Area Elem	Region XI Elem
Public						
1996-1997	215,763	145,443	121,247	80,445	562,898	782,866
1997-1998	221,207	151,968	126,312	84,115	583,602	906,848
Private						
1996-1997	7,882	22,971	2,580	2,225	35,658	56,944
1997-1998	7,996	23,554	2,429	2,158	36,137	57,686
Total						
1996-1997	223,645	168,414	123,827	82,670	598,556	836,311
1997-1998	229,203	175,522	128,741	86,273	619,739	963,792

Source. 1996 Southern Mindanao Statistical Yearbook, RDC XI and DECS XI 23rd Annual Report

Among the four provinces/city, Davao Province had the biggest public school enrollment at 221,207 but the biggest rates of increase in elementary enrollment were experienced by Davao Oriental and Davao City (4.56% and 4.48%, respectively). In Davao del Sur, the rate of increase was likewise high at 4.2% while Davao Province, on the other hand, had only 2.5% increase.

A look into historical data revealed an upward trend in public school elementary enrollment in the DIDP Area while increases in the private schools sector were not quite significant. In 1994-1995, reported enrollment was 794,063 only. Since then, enrollment in public schools has grown by 14 %, or an estimated average growth rate of 3%. Table 2.1.6 presents data on elementary enrollment relative to the population of 6-12-years-old by municipality by province.

3) Secondary

Table 5 shows that there were 201,148 students in all secondary schools in the DIDP Area, both public and private, in SY 1997-1998, a decrease of 6.98 % below that of the 1996-1997 figure of 216,242. Enrollment in public schools, however, increased. Davao Province continued to have the biggest enrollment followed by Davao City. Private schools enrollment in Davao Province (11,572) was likewise bigger than Davao City's at 10,861. Some private schools in Davao del Sur and Davao City failed to report their respective enrollments, which makes it impossible to make conclusive enrollment trends for the said areas out of available data.

Table 5 Enrollment Distribution in Public and Private Secondary Schools in the DIDP Area, SY 1996-1997 and 1997-1998

Year	Davao Province		Davao City		Davao del Sur		Davao Oriental		DIDP Area	
	Public	Private	Public	Private	Public	Private	Public	Private	Public	Private
1996-1997	61,327	13,294	54,985	29,436	28,187	5,587	20,575	2,851	165,074	51,168
1997-1998	64,186	11,572	57,138	10,861	27,367	10,123	17,486	2,514	166,078	35,070

Source. DECS XI and DECS XI Annual Report

Secondary enrollment in Davao Oriental decreased by 3,080, or a sizeable 15 %. In Davao province, enrollment in public secondary schools increased while that in private schools decreased.

Enrollment level in 1994-1995 was only 236,882. The continuing increase of secondary enrollment in public schools can still be attributed to the implementation of the Free Secondary Education Program in 1991. As will be noted, this also accounts for the decline in private schools enrollment for reasons of affordability of private education.

Table 6 shows secondary enrollment relative to the population of 13-16-years-old by municipality by province.

Teachers

In 1996-1997, there were 4,880 public secondary teachers. Taking the previous year's figure constant for lack of data, there were 1,328 private secondary school teachers in the entire DIDP Area, or a total of 6,097 teachers in the DIDP Area. Davao Province had the biggest number of public secondary teachers (1,854) followed by Davao City with 1,650. In terms of private high school teachers, Davao City had more—657 in all compared to Davao Province's 342.

Looking at the figures, it will be noted that the population of secondary teachers in the DIDP Area grew by 2.3% during the two-year period under review. The provincial figures, however, indicate that while Davao Province experienced an increase of 10%, Davao Oriental experienced a decline of as much as 17.46%.

In the elementary level, there were 14,593 elementary teachers in 1,452 elementary school in the whole DIDP Area. Davao Province, with 5064, had the biggest share of teachers. Davao City, with 3,881 teachers, had the next biggest share, followed by Davao del Sur (3,347) and Davao Oriental (2,301).

Table 6 presents the number of secondary and elementary teachers in the entire DIDP Area by municipality by province.

Teacher to student ratio

With the exception of Davao Province which had a teacher-student ratio of 1:42 in 1996-97, all the rest of the provinces/city fall within the national standard of one teacher for every 40 pupils.

While figures show that the DIDP Area has enough number of teachers, some reservations should be made in interpreting averages for they do not always reveal a true picture of the teacher-student situation across individual districts and schools. There could occur wide variations in the distribution of teachers among schools especially between schools in urban centers and populous communities, on the one hand, and among schools with combination and multi-grade classes, on the other. It has long been an observed fact that there usually is an abnormal concentration of teachers in central and pilot schools.

It has been reported that some schools increase class size up to 60-70, or even more, due to lack of teachers. Some multi-grade classes have up to four classes of different grade levels in one class.

There were 536 multi-grade and combination classes established in three provinces of the DIDP Area in 1996. While organizing multi-grade classes is a regular program of DECS in order to broaden access to basic education especially in far-flung communities, it should be avoided, whenever possible. Considering the ratio of teachers in the DIDP Area to school population, there would be no need for multi-grade classes in the DIDP Area if teachers were evenly distributed.

What appears to be a paramount problem, therefore, is the uneven distribution of teachers across schools in individual districts and school divisions. It has long been an observed fact that there is an abnormal concentration of teachers in central and pilot schools as well as big schools in urban centers.

At the secondary level, the average for all provinces and school districts fall well within the DECS national standard of 1:50. Other data sources show that only three schools had more than 50 students per teacher - Malabog, Mintal Comprehensive High School both in Davao City and Lorenzo Sarmiento in Davao Province.

Table 6. Data on Public and Private Elementary and Secondary Schools, DIDP Area, SY 1997-1998

Province/City	Secondary		Elementary		Population 13-16 yrs		Secondary Enrollment		Population 6-12 yrs.		Elementary Enrollment		Part. Rate		No. of Teachers		
	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Rate	Rate	Elem.	Secom	Total
I. Davao del Sur																	
Sta. Cruz	4	1	5	27	0	27	5868	3416	518	3634	67.042	11450	11957	104.4	321	102	423
Digos	3	3	6	27	0	27	10627	8120	1411	9531	89.687	19133	17591	91.94	488	254	742
Bansalan	0	3	3	26	1	27	4636	1177	2011	3186	68.737	9184	9335	103.2	326	38	364
Magsaysay	2	2	4	23	1	24	4033	1536	1063	2621	64.989	8458	8357	100.5	258	44	302
Matanao	2	2	4	32	1	33	4269	1976	749	2725	63.832	8376	8405	100.3	250	52	302
Kiblawan	2	2	4	28	0	28	3677	533	1194	1727	46.968	7720	6383	82.68	183	25	208
Hagonoy	1	1	2	21	0	21	4154	1520	516	2036	49.013	7804	7613	97.55	249	54	303
Sarangani	2	0	2	21	0	21	1674	1227	0	1227	73.297	3544	6295	177.6	116	30	146
Padada	1	2	3	8	1	9	2129	508	792	1300	61.062	4064	3674	94.37	133	20	153
Sulop	1	1	2	21	0	21	2627	1674	375	2049	77.996	4997	5106	102.2	163	48	211
Malalag	1	0	1	15	0	15	3233	1301	225	1526	47.201	5959	5631	94.5	184	53	217
Sta. Maria	4	3	7	27	2	29	4113	1502	806	2308	56.115	8575	8391	98.65	207	45	252
Malita	7	1	8	47	1	48	7994	2354	538	2892	36.177	17778	15120	86.24	240	50	290
Don Marcelino	1	0	1	18	0	18	2949	610	0	610	20.695	6229	5303	85.13	102	19	121
Jose Abad Santos	6	0	6	20	0	20	5076	1288	221	1509	29.728	10810	5609	51.89	123	51	174
Mt. Apo																	
TOTAL	37	23	60	373	15	388	67061	28724	10439	39162	68.427	134081	126302	95.89	3420	508	4305
2. Davao Oriental																	
Boston	1	0	1	12	0	12	967	480	480	480	50.672	1955	2605	133.2	43	16	59
Cateel	2	2	4	28	1	29	2787	1336	245	1581	56.728	5238	5638	107.6	141	39	180
Baganga	3	2	5	27	2	29	4091	1773	758	2531	61.868	7824	8013	104.4	176	50	226
Caraga	3	1	4	38	1	39	3525	1327	236	1563	44.34	6461	2892	46.6	139	36	175
Manay	2	1	3	37	0	37	3732	869	435	1304	34.941	7049	7290	103.4	164	25	189
Tarragona	1	0	1	20	0	20	1912	348	348	348	18.201	3785	3763	99.42	76	11	87
Mati	8	1	9	36	3	39	9503	6113	811	6924	72.861	17255	17286	17.45	461	224	685
Lupon	3	2	5	29	1	30	5112	2674	464	3138	61.385	9747	9270	98.25	238	85	323
Banaybanay	2	0	2	18	1	19	3024	1422	422	1422	47.024	6507	6015	93.28	127	38	165
San Isidro	3	2	5	18	1	19	2988	1634	1634	1634	54.685	5616	5603	98.77	171	53	224
Governor Generoso	5	1	6	24	0	24	4054	2233	200	2433	60.015	8733	8256	94.54	173	70	243
TOTAL	38	11	49	287	10	297	41695	20817	3149	23966	66.046	80170	80332	78.7	1909	657	2556

(3) Performance

Participation rate and survival rate

The participation rate of 48.89% in public secondary schools in the DIDP Area in 1997 (Table 7), was almost equal to that in 1996. Participation rate was highest in Davao City (56.76%) and lowest in Davao del Sur (42.4%). Of the 48.89% that entered high school in the DIDP Area, only 63.8%, more or less, proceeded to fourth year. At 57.17%, Davao Oriental had the lowest survival rate and Davao City, the highest (74.41%).

The 1996-1997 figures for the public elementary schools sector are more encouraging even if the participation rate (95.7%) for the Area was slightly lower than that of the previous year. Only 62.4% of those who entered elementary school, however, proceeded to grade six. It will be noted that while Davao Oriental had the highest participation rate (102%) perhaps due to the influx of migrants and returning rebel returnees, it also had the smallest survival rate (51.6%) among the four provinces/City (Table 7). In contrast, Davao City had the lowest participation rate at only 87.2% but had the highest survival rate (78.8%).

Figures 3 and 4 present graphically the participation rates in both elementary and secondary levels by municipality by province/city in the DIDP Area.

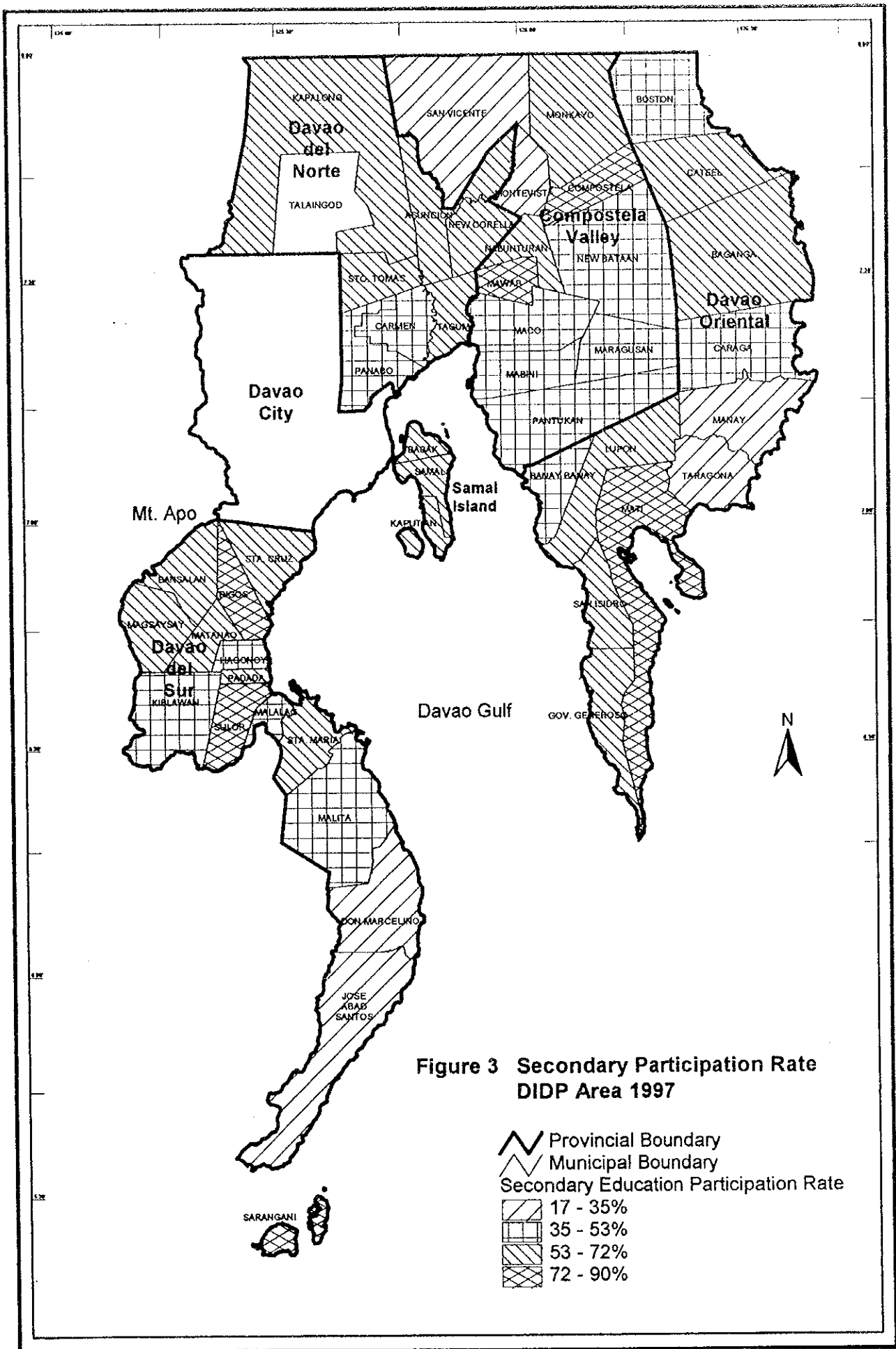
The relatively poor performance of the DIDP Area expressed in terms of participation and survival rates may be indicative of the generally poor conditions in the Area. While the elementary education system can bring the children into the classroom, they are not around long enough to finish high school and elementary school. It is safe to assume that most of those who drop out are children of the poor in rural and depressed communities. Previous surveys show that drop-out rates are higher in rural than in urban communities.

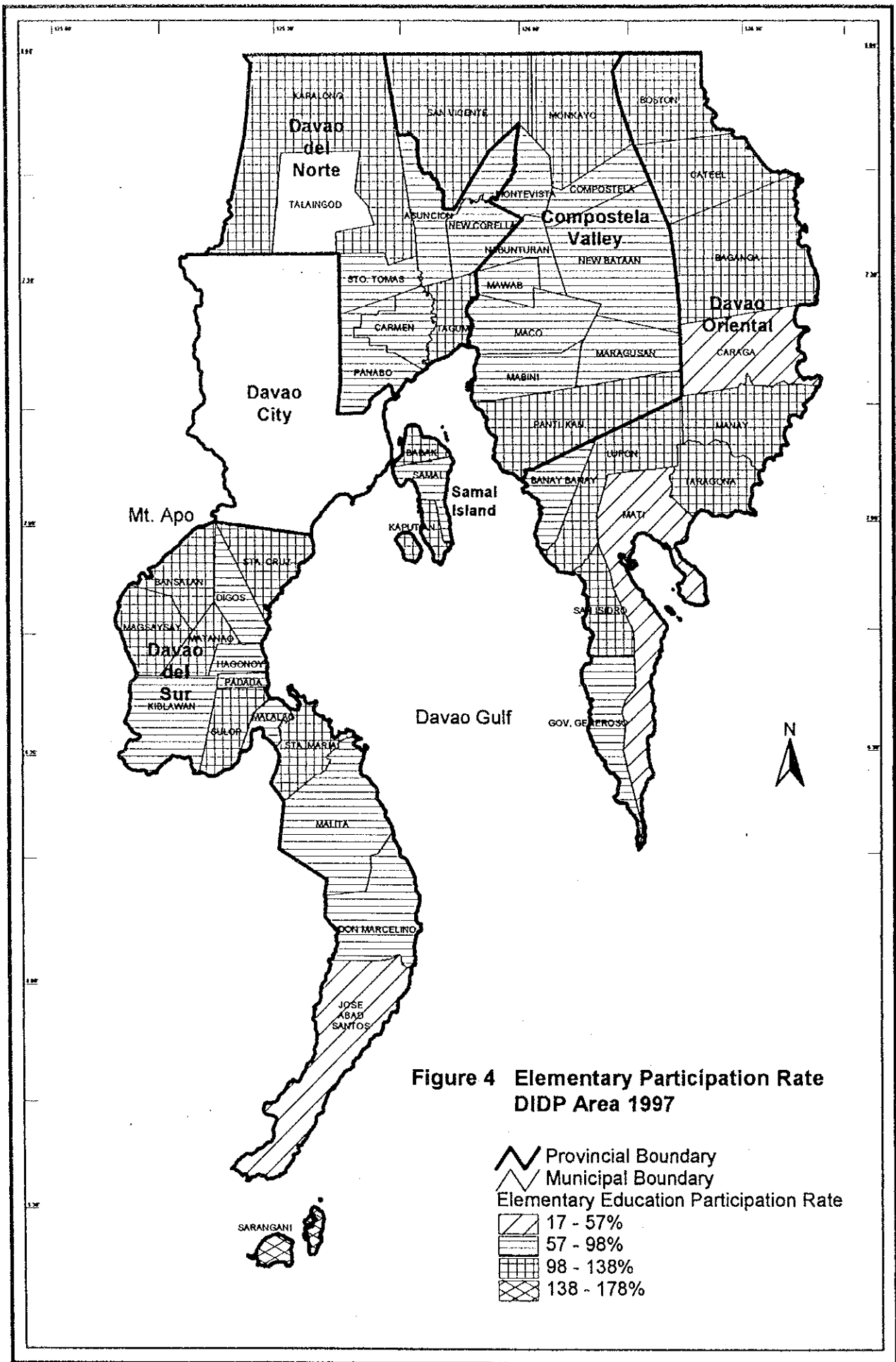
Retention rate

In 1997, DECS XI reported a slight decrease in retention rate in public secondary schools below the previous year's figure of 84.6%. Translated into concrete figures, 83 out of 100 students enrolled in 1996-97 remained in school until the end of the school year compared to 85 in SY 1995-1996 (Table 6). Among the provinces/city in the DIDP Area in SY 1996-1997, Davao City registered the highest retention rate (85.69%) while Davao Oriental had the lowest retention rate (79.6%). The figure for Davao City, however, reflects a slight decrease below the previous school year's figure. Similarly, the retention rate figure for Davao Oriental indicates a slight decrease below that of the previous school year—from 80.55% in SY 1995-1996 to 79.56% in SY 1996-1997.

Overall, the holding power of public secondary schools has consistently improved through the years.

It was noted that while retention rate for the secondary level in the Region increased (Table 7), that for the elementary level remained constant at 88.18%. Davao City elementary schools continued to have the highest retention rate at 91.24% even if this figure was 2.7% lower than that of the preceding year.





Both Davao del Sur and Davao Oriental schools experienced increases of as much as 3% from 1996 to 1997. Among the four provinces/city in the DIDP Area, Davao Oriental had the lowest retention rate.

Table 7 Performance Indicators of Public Elementary and Secondary Schools, DIDP Area SY 1996-1997

Indicators	Davao Prov.		Davao City		Davao del Sur		Davao Or.		DIDP Area		Region XI	
	Elem	Sec	Elem	Sec	Elem	Sec	Elem	Sec	Elem	Sec	Elem	Sec
Participation Rate (%)	96.82	49.4	87.2	56.76	97.32	42.4	102	47	95.7	48.89	94.64	50.91
Survival Rate (%)	63.17	62	78.8	74.41	56.03	61.68	51.6	57.2	62.4	63.8	63.45	64.98
Retention Rate (%)	88.8	84.5	91.2	85.69	85.21	81.08	84.1	79.6	87.3	82.7	88.18	83.02
Growth Rate (%)	3.41	9.65	3.07	7.44	3.15	9.81	2.03	5.16	2.91	8.02	3.23	7.34
Graduation Rate*(%)	98.46	87.6	97.7	91.9	99.22	95.67	88.5	85.3	96	90.11	97.52	90.45

Source. Data as of SY 1996-1997 from DECS XI reports (updated)

Graduation rate

Graduation rate is the proportion of pupils/students who finished grade six or fourth year during the period under review to the number of grade six pupils or fourth year students enrolled in the same year.

Historical data reveal that the general performance of our schools in this regard have consistently improved through the years. Notably, Davao del Sur has continued to perform well in both high school and elementary levels. In the case of Davao Oriental, it is apparent that it experienced some problems during the period in review, likewise Davao Province in the secondary level.

Academic performance

Academic performance for the last three years as measured by test results in both the NEAT (expressed here in mean percentages) and the Regional Achievement test has shown an upward trend in Region XI. DECS reports what it considers a significant increase in test scores in the NEAT from 1994 to 1995 of 9.33% (34.74% to 44.07% in 1995). Similarly, the 1996 performance in the Regional Achievement test showed a 3.06% increase over that of 1995 (52.22% to 55.28%).

The 1997 Regional Achievement Test was given randomly to 40 students per grade level in selected public and private high schools. Examinees included 13,600 high school students in 21 schools in Davao Province, 13 in Davao City, 10 in Davao del Sur and 10 in Davao Oriental. Table 8 shows the highest average mean scores and the overall average mean scores for 1997 and 1995.

Table 8 Achievement Test Scores for 1995 and 1997, Secondary Level, DIDP Area

Province/City	Highest Average mean	Average Mean (1997)	Average Mean (1995)
Davao Province	79.51	52.78	47.5
Davao Oriental	67.94	53.74	47.5
Davao del Sur	70.4	55.47	53.5
Davao City	62.83	47.82	45.1

Source. DECS XI Annual Report

The table shows a similar upward trend in achievement levels from 1995 to 1997. Davao del Sur consistently ranked first in the regional achievement test. Davao City, on the other hand, ranked last both in the DIDP Area and Region XI while Davao Oriental placed second. Davao Province was third but it had the highest average mean.

In the same 1997 examination, the highest scores for each province were achieved by public schools, while two of the lowest average scores were made by private school students. Schools earning both highest and lowest average scores were located in urban or relatively urban areas, with the exception of Davao City, where the school with the lowest scores was about 60 km from the Poblacion.

Table 9 shows the percentage of secondary school students who passed the NSAT for the 1994-1995 school year. Achievement, at least as measured by the NSAT, was significantly higher among private school students. The most significant differences in performance were in mathematics. Private school students in Davao Oriental scored almost 30% higher than students in public schools, followed by differences of 21.1% in Davao Province, 18.8% in Davao del Sur, and 18.5% in Davao City.

It will be noted that secondary school students in Region XI generally did better in English than in Filipino. This could be an indication that from the point of view of pedagogy, Filipino is not taught the way it should be.

Table 9 Percentage of Passers in the 1994-1995 NSAT, DIDP Area

Province/City/Sector	Mathematics	Science	English	Filipino
Davao Province				
<i>Public</i>	57.4	59.7	73.4	68.5
<i>Private</i>	78.6	70.9	88.4	80.3
Davao City				
<i>Public</i>	51.5	55.7	74.9	68.2
<i>Private</i>	70	68.8	85.3	79
Davao del Sur				
<i>Public</i>	56	55.5	74.6	66.5
<i>Private</i>	74.8	68.3	85.6	74.6
Davao Oriental				
<i>Public</i>		63.2	75.2	64.2
<i>Private</i>	81.1	77.8	89.1	76.1
DIDP Area				
<i>Public</i>	55	58.5	74.5	66.9
<i>Private</i>	76	71.5	87	77.5

Source. DECS XI Annual Report

1.4.2. Literacy and non-formal education

A 1995 report placed the simple literacy rate in Region XI at 95.63%, a figure slightly higher than the national average of 93.8% (FLEMMS-NSO 1994 report). During that same period, functional literacy in the Region was 83.8 % while that in the Davao Gulf Area was placed at only 79.4%.

DECS Region XI reported 208,848 illiterates in the Region as of 1996. According to the literacy mapping of DECS, slightly over two-thirds of non-literates were in the

DIDP Area. Between rural and urban populations, 1990 figures show that the literacy rate in urban areas was higher by 7.64% over that in the rural areas (urban – 96.73%; rural – 89.09%).

Among the four provinces and city in the DIDP Area, Davao del Sur had the lowest literacy rate at 83.43% while Davao province, the highest at 92.93%. Davao City had the highest literacy rate (98.23%) and Davao Oriental, only 93.50%.

Table 10 below shows that there were 206,344 illiterates in Region XI in 1996— which puts the rate of illiteracy of the region at 4.38%. Compared to 1995 data, the 1996 figure indicates that illiteracy in the region declined by 1.2% only. Only 33% of illiterates were in the DIDP Area.

Davao del Sur had the highest rate of illiteracy at 7.36% followed by Davao Oriental. Understandably, Davao City had the lowest rate of illiteracy at 2.08%. Across population groups, adults accounted for the greater percentage and number of illiterates in the Region.

Table 10 State of Illiteracy Across Population Groups in the DIDP Area, 1996

Province/City	OSY	% of Illiteracy	Adults	% of Illiteracy	Total	% of Illiteracy
Davao Province	13,689	1.05	26,341	2.02	40,030	3.08
Davao City	7,941	0.77	1,342	1.31	21,364	2.08
Davao del Sur	22,792	3.24	28,903	4.11	51,995	7.36
Davao Oriental	9,954	2.31	14,471	3.36	24,425	5.68
DIDP Area	54,376		83,138		137,814	
Region XI	79,375	1.69	126,969	2.7	206,344	4.38

Source. DECS XI Annual Report

In 1995, DECS implemented the Non-formal Education Project. Other than raising the literacy and numeracy skills of the poor, it also sought to expand access to basic education by establishing an NFE equivalency and accreditation system. The project also provided alternative learning programs to serve communities with high drop-out rate and low school participation.

The lack, however, of sufficient and competent manpower to undertake NFE activities compelled DECS to look for alternative strategies that would enable them to reach out to the poor wherever they are. Thus the LSCS (Literacy Services Contracting Scheme) was born. Today, NGOs and local government units (LGUs), as service contractors, work closely and collaboratively with DECS in the service of the poor people under the LSCS scheme.

The 1997 Annual Report of DECS Region XI reports that the implementation of the DECS integrated NFE program emphasized interagency collaboration. DECS described its strategy as "...a shift from centrally planned to community based; supply driven to demand driven; DECS implemented to DECS coordinated; and sole implementation to partnership with other agencies."

Among its thrusts were: Functional Education and Literacy Program (FELP); Continuing Education Program (CEP); capability building program (CBP); values development integration; and special projects, such as child labor program and female functional literacy.

FELP was implemented in collaboration with literacy providers through the Literacy Service Contracting Scheme (LSCS). Service providers were qualified community-based agencies, like NGOs, LGUs, people's organizations, etc. CBP focus was on capability building trainings of service providers including trainings on strategies visioning.

NFE programs given emphasis in 1996 were basic literacy, functional literacy, continuing education and the child-labor program. Four-hundred-three (403) basic literacy classes were organized during that year reaching out to a total of 9,515 beneficiaries in the Region, or 4.6% of the population of illiterates (206,344 in 1996). Of the total number, 5,515 graduated from LGU-funded classes while 4,000 from LSCS classes.

On the other hand, 250 functional literacy classes produced 5,212 graduates and another 3,290 graduated from the continuing education program of DECS.

In 1997, DECS XI turned out 8,697 graduates in 359 basic literacy classes. 3,733 of these graduates were in the DIDP Area, 2,697 of which were adults and the rest OSYs (Table 11). Also organized were 137 continuing education classes with an enrollment of 3,421 students, of which 97% or 3,324 graduated. Of the number, 224 of them were males and 3,100 were females. On the other hand, the child-labor program generated an enrollment of 200 pupils in eight classes. Similarly, there were more females than males (46), the rest female. No definitive reasons were given as to why more females than males participated in said trainings but, perhaps, more women than men stayed at home while their men folk were out eking out a living and therefore had time to attend the programs.

Table 11 Basic Literacy Classes Funded by LGUs/NGOs in the DIDP Area, 1997

Province/City	No. of Classes	Enrollment		Total	Graduates		Total
		OSY	Adults		OSY	Adults	
Davao Province	67	371	1,389	1,760	360	1,347	1,707
Davao City	30	206	500	706	200	485	685
Davao Oriental	20	201	299	500	195	290	485
Davao del Sur	36	290	593	873	281	575	856
Total for DIDP	153	1,068	2,781	3,839	1,036	2,697	3,733
Total for Reg. XI	359	2,646	6,322	8,958	2,565	6,132	8,697

Source. DECS XI Annual Report

A closer look at available data revealed that, interestingly, in Region XI and the DIDP Area, more adults than OSYs, and more women than men benefited from NFE programs. The low drop-out rate of only 2.9% was noted.

Service providers/proponents of functional literacy classes through the LSCS were DECS, Asia Development Bank (ADB), LGUs and NGOs (Table 12). All in all 12,235 people benefited from their programs.

Table 12 Data on Enrollment and Graduates in Functional Education & Literacy, 1997

Region	No. of Service Providers/ Proponents by Sector	No. of Learning Groups/Classes	Enrolled	Graduates
XI	LSCS-General Appropriation	148	3,700	3,515
	Asian Development Bank	90	2,250	2,200
	LGUs/NGOs	342	6,520	Ongoing
Total		580	12,470	5,715

Source. DECS XI Annual Report

Other fund sources for literacy classes included the 1997 Poverty Alleviation Fund. Two types of projects were pursued—literacy *cum* livelihood and female functional literacy. Ninety-nine (99) literacy-cum-livelihood classes with 2,475 OSYs and adults and eight classes for women were organized. The total cost for all 107 classes was placed at ₱1,961,820.00.

It was noted that in the use of the poverty alleviation fund, a far greater amount was spent on literacy cum livelihood programs (₱1,818,470) than on the program female functional literacy (₱143,450). It is heartening to note, however, that practically all of the PAF-funded projects were in rural and far-flung communities of Region XI (Table 13).

Table 13 Poverty Alleviation Fund (PAF) Organized Classes in the DIDP Area, 1997

Project	Location	Total Cost (Pesos)	Quarterly Implementation		Total no. of classes	Number of Beneficiaries
			First	Fourth		
Literacy Cum Livelihood	Sulop	700,000	3	4		250
	Babak	200,000	5	5	10	100
	Kaputian	40,000		2	4	
	Samal	144,250	7	7	14	350
	Talaingod	200,000	10	10	20	500
	Boston	38,000	1	1	3	75
	Cateel	36,000	1	1	3	
	Tarragona	265,220	13	13	26	650
	Tantangan	120,000	6	6	12	300
	Sto.Nino	75,000	3	4	7	175
Total		1,818,470	51	55	99	2,475
Female Functional Literacy	Kaputian	10,000	1		1	25 women
	Talaingod	45,750	1	2	3	75
	Boston	38,600	1	1	2	50
	Tantangan	28,000	1	1	2	50
	Sto.Nino	21,000				
Total		143,350	4	4	8	200 women
Grand Total		1,961,820	55	59	107	2,675

Source. DECS XI Annual Report

1.5. Issues and Constraints

The concerns of basic education in the DIDP Area are a reflection of those problems that beset the entire system in the Country. All indicators, however, point to the fact that in the DDIP Area, the two issues of quality and equity/access are the more prominent concerns.

To summarize, the different aspects of these concerns are the following:

- 1) Poverty and other social dimensions, such as the unique educational needs of IPs and Muslim minorities
- 2) Imbalance between urban and rural areas
- 3) Low education performance
- 4) Low quality of teacher training
- 5) Inadequate facilities
- 6) Neglect of early childhood or pre-school education

As in the rest of the Country, a great impediment to the universalization of basic education is access to educational opportunities. A report by the Education Commission (EDCOM) paints a bleak picture of differential access to quality education between the rich and the poor, urban and rural, and even among ethnic groups, and inside and outside Luzon areas. Muslim and cultural communities continue to suffer for benign neglect.

Pre-school, elementary and secondary education

More young people in the age range of 6-16 years who are expected to be in school are found in rural areas, while secondary schools and most of the complete and better equipped elementary schools are located in urban population centers. On top of this inequity, the underdeveloped road infrastructure in rural communities relative to the geographical distribution of the rural population limits the latter's access to education.

Indigenous peoples (IPs) and cultural communities are greatly affected since most of them are found in rural areas. Generally, those IPs in highland rural communities are not adequately served due to geographical distance and the fact that the schools in those areas are not adequately equipped. Lack or absence of teachers is not uncommon. Many teachers refuse to be assigned to them due to distance and transportation cost not to mention hazards due to social unrest.

While the National Government is doing its best to provide for the financial requirements of basic education, its "best" is not enough. Local government support on the other hand, has not been quite significant. Even the presence of private schools do not seem to make much difference in improving educational access among the rural poor and IPs. Besides being mostly situated in urban centers, they charge tuition and other fees beyond the capacity of the poor to pay.

As in the rest of the Country, quality basic education has remained an elusive goal in the DIDP Area. EDCOM accounts the failure of basic education to a number of factors including (1) use of English as a first language, (2) unnecessary class interruptions, (3) length of school year, and (4) the competency of teachers.

The Philippine school calendar is shorter than those in other countries and it is made even shorter by nonschool activities accommodated during school days, floods and typhoons, fiestas and sports tournaments. Moreover, the school calendar is inflexible and does not consider the economic activities of rural people, such as planting/harvesting and market days when manpower resources, including their children, are considered indispensable.

The issue of language concerns both the teacher and the student. Studies have shown that students learn more and faster when taught in their first language rather than in English. Another study done by the Institute of Science and Mathematics Education (IESAM) in 1987 showed that the English understanding of a sample of elementary-school teachers was equivalent to only Grade 7.

This failure of basic education to reckon with the above factors is evident in the low performance of students and pupils in achievement tests, both local and international. While in the 1995 NSAT, students from the DIDP Area performed better in science and mathematics as well as in English than Region XI taken as a whole, the difference was not quite significant. That the Philippines was ranked 39 in a field of 42 countries world-wide who were subjected to the Third International Mathematics and Science Survey (TIMSS) conducted recently supports this assessment.

The teacher factor has been identified as a constraint to quality basic education. There are 20,056 public school teachers in the DIDP Area who, like their peers in the entire Country, had suffered a decline in status, training, pay and welfare. While there is a national agenda being implemented by DECS to uplift the status, pay and welfare of teachers, the seemingly long period of neglect of the plight of teachers has left its mark on the quality of teachers. Generally, teacher training attracts low quality students and their basic training from teacher-training institutions are generally poor. Quality of training in science, mathematics and English seems to be poorest. DECS and other agencies try to fill the gap through appropriate inservice training seminars and workshops. It is apparent, however, that these have not been quite productive as seen in the poor academic performance of students.

Low quality education has almost always been associated with the inadequacy of classrooms, books, laboratory and other equipment and other school amenities. DECS Region XI and LGUs, year-in and year-out, ask for more building, more chairs and more books to meet the need of an ever increasing number of school-children. Despite the yearly increase of the budget for basic education during recent years, the Government has failed to adequately respond. It is apparent there always are not enough resources to spread around for basic services. There has to be other alternative sources of funds, therefore.

Basic education, at the least, should bring to the mainstream of development Muslims, and IPs and cultural communities. Education in the DIDP Area, as in the rest of the Region XI and Mindanao hardly meet the educational needs of Muslims and IPs. The reasons are lack of access to schools, an inflexible schedule and curriculum and instructional materials that are not relevant to the culture of the IPs. Madrasah schools are similarly situated – insufficient or irrelevant textbooks and instructional materials, lack of qualified teachers and lack of funds. Moreover, lowland teachers sent to the IP communities lack familiarity with their culture.

Non-formal education

Issues and concerns affecting the effectiveness of non-formal education can be summarized as follows:

- 1) Inadequate collaboration with NGOs and LGUs
- 2) High illiteracy
- 3) Poor access by the rural poor
- 4) Degree bias of recruitment system

In spite of efforts at integration of activities of several sectors involved in non-formal education, it will be noted that there still is fragmentation of organizations and programs of different agencies. Multiplicity of effort and activities can work against the success of non-formal education endeavors. It may not be cost effective in terms of manpower and financial investment.

Moreover, some programs and activities are undertaken without taking much into account the particular needs and socio-economic circumstances of the clientele. This would mean effort and money gone to waste and may result in clients losing interest in future activities, especially if no follow-through activities are made.

While DECS has gone into service contracting schemes with NGOs and LGUs in the conduct of all three levels of NFE activities, they list as a problem the qualifications of proponents to undertake the projects as well as the slow liquidation of cash advances by the service contractors. This, indeed, is a problem especially when we weigh it against two other equally important considerations—commitment and sincerity. As lead agency, the challenge is for DECS to intensify the implementation of the other components of the LSCS—which is capability-building trainings for service providers.

If observations were to be made solely on available data, the seemingly small accomplishment in terms of number of illiterates reached in 1996 should set DECS to thinking of considering alternative delivery systems. While the LSCS promises to be an effective system, there is always room for other intervention schemes in order to reach out to more clients at a faster rate.

The young illiterates in far-flung rural communities and the indigenous peoples in the highlands are less fortunate than their lowland counterparts. Poverty continues to exclude them from the educational opportunities afforded through NFE. Very often, young people in rural areas are active and indispensable participants in the economic activities of the family in order to survive. This situation calls for alternative learning and delivery systems that take into consideration the economic activities of the potential clients.

Other than reason of poverty, the peace and order situation, particularly the insurgency problem, remains one of the obstacles to the effective delivery of educational services to the countryside. While the peace and order situation has improved considerably these past years, the threat remains and until that problem is solved, the success of NFE programs will continue to be jeopardized.

It is somewhat sad to note that the present recruitment does not seem to favor job seekers with knowledge and skills acquired through non-formal education. This is counterproductive and would discourage potential clients from participating in NFE

trainings. More often than not, formal certificates are asked or required of job applicants. Even in the workplace, role allocations are based on formally earned certificates and, similarly, reward system, too. Perhaps, it would be a move in the right direction if the NFE sector not only find highly qualified trainers but, more importantly, establish and promote the credibility of its programs especially to potential employers.

1.6. Potentials

The following represent main prospects of the basic education sector and indicate directions for education development in the DIDP Area.

Pre-school, elementary and secondary education

- 1) The existence of a national policy mandating free primary and secondary education recognizes the importance of education.
- 2) The reorganization of the educational system has, to a great extent, rationalized management all levels and modes of education. Greater efficiency is envisioned and with the scope of work of DECS, CHED, and TESDA more focused and defined, greater effectiveness is likewise anticipated.
- 3) There is a growing attention given to teacher training and management capability building as a key factor to quality education. To illustrate, there are the following: project RISE (Rescue Initiatives for Science Education) of DOST; National Educators Academy of the Philippines of DECS; the Regional Science Teaching Center of DOST-SEI supported by DECS and other agencies interested in training; the envisioned Teacher Training Center of the University of Southeastern Philippines, and individual initiatives of state tertiary schools in the region. The Regional Science Teaching Center (RSTC) established in 1969, to date has trained 3,761 teachers in Biology, Physics, Elementary Math and Science and Earth Science.
- 4) Recent initiatives like the creation of the Davao Education Council indicate the growing concern of the local government in education. The Local Government Code has empowered local governments to the extent that they could assume part of the cost of education. Some of its resources could support early childhood education as well as literacy and other non-formal education activities.
- 5) The increasing collaboration between government and non-government organization (NGOs) are indications that there could be other options for improving equity and relevance of basic education. NGOs can be tapped effectively to respond to the need for more services in preschool education, literacy cum livelihood activities, including education for IP communities.
- 6) The presence of two government institutions in the DIDP area offering teacher education programs, the University of Southeastern Philippines and Davao Oriental State College of Science and Technology (DOSCSST), promises to continue giving the Region qualified and highly trained teachers at less cost than would private institutions. DOSCSST trains elementary and secondary teachers for majors in general science and mathematics.

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- 7) The DIDP program, itself the embodiment of a committed local government network, is a potential strength in itself. With the needed political will, it can lead both public and private entities bring about the development of education in the Area.
 - 8) There is evident a growing interest of the international community in assisting in the development of education in the Region and particularly in the DIDP Area. Proof of this are 25 JICA-funded school buildings and some equipment for instruction donated to public schools. Another is the ADB-supported TA project, the Mindanao Basic Education Development Project (MBEDP), a sector study the results of which may serve as inputs to the Comprehensive Mindanao Education Plan.
 - 9) The growing recognition of the needs of ethnic and cultural communities initiated as part of the peace process will help bring about equal access to educational opportunities as well as promote peace. The Mindanao Comprehensive Education plan addresses peace education, the *Madrasah* and Mindanao cultures and history in its educational agenda for Mindanao.
 - 10) The establishment of the Science and Technology Centrum in Davao City can raise public literacy in science and technology. Spearheaded by DOST, it is supported by state universities and colleges and RECORD Foundation, Inc., an NGO.
 - 11) The accelerated physical infrastructure program in the DIDP Area including improvements in the public transport and communication system will help expand educational access at all levels, especially for the rural population and the under-served.
 - 12) The BIMP-EAGA relationship, while experiencing some setbacks at the moment, can help promote quality and globally competitive education through innovative ways of exploring the relationship, such as through faculty, students and cultural exchange, curriculum and educational facilities development, networking and trainings.
 - 13) The increasing appreciation and recognition by government of the role of private schools in the overall educational effort will foster further improvement in the quality of basic education. It may also bring about closer collaboration between public and private schools in the promotion of common goals.

Non-formal education

- 1) A relatively new but sound national policy designed to govern the pursuance of NFE goals is now well in place. Corollary to that policy is a prescribed structure at the national, provincial and local levels which would integrate practically all NFE efforts and initiatives in the community. This structure is the Local Coordinating Council (LCC). The strategy adopted under this policy, the literacy service contracting scheme (LSCS), promises to be an effective strategy. With qualified NGOs and individuals acting as service providers, it would reduce, if not totally overcome, at least two impediments to successful DECS-managed programs, which are: lack of manpower of DECS, a nagging problem in the past, to handle NFE activities; and poor access of would-be clients in far-flung communities.

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- 2) State universities and colleges (SUCS) are expected and encouraged to actively pursue extension activities in their respective service areas. In fact, funds for this purpose are regularly included in their annual allocations by the national government. Their expertise can be tapped in several ways, such as: (i) in conducting capability-building trainings of service providers; (ii) preparation of appropriate learning and resource materials for NFE projects; (iii) providing services as service providers/contractors themselves; and providing research, planning, evaluation and monitoring services of NFE programs. The challenge to LCCs would be to involve SUCS.
 - 3) Under the Local Government Code, local government units are endowed with the productive capacity that only needs to be harnessed properly in order to benefit the poor. Literacy and other NFE activities can therefore be institutionalized by LGUs so that a specific budget and other forms of support can be provided annually out of the Internal Revenue Allotment (IRA).
 - 4) The growing awareness by NGOs of their indispensable role in nation building, particularly through people empowerment, should be exploited for the welfare of the people. With their grassroots orientation, NGOs should be asked to participate more actively in the planning and implementation of NFE programs that are relevant to the needs of the people.

Chapter 2 Higher Education

2.1. Legal Bases and Structure

The Higher Education Act of 1994, otherwise known as Republic Act no. 7722 signed on May 18, 1994, established the Commission on Higher Education (CHED). Relatively a new agency of the government, it is attached administratively to the Office of the President of the Philippines (Figure 5). Behaving more like a regulatory body, it is responsible for all public and private higher education institutions (HEIs) as well as degree-granting programs in all public and private post-secondary educational institutions. Under R.A. 7722, its mandate is to promote quality education, ensure access of education to all and ensure and protect academic freedom.

It has, among others, the following powers and functions:

- (a) Formulate and recommend development plans, policies and priorities, including that for research.
- (b) Set minimum standards for programs and institutions of higher learning.
- (c) Monitor and evaluate the performance of programs and institutions of higher education for appropriate incentives as well as imposition of sanctions.
- (d) Identify, support and develop centers of excellence.
- (e) Recommend budgets of public institutions as well as regulate use of their income.
- (f) Rationalize programs and institutions and regulate the opening of new ones.
- (g) Administer the use of the Higher Education Development Fund as well as devise and implement resource development schemes.

The passage of Republic Act No. 8292 in June 1997 was a milestone in the history of higher education in the Country. A product of the EDCOM recommendations to improve higher education, RA 8292 provided a governance scheme for all state universities and colleges except the University of the Philippines and Mindanao State University systems. The scheme, though practically uniform across all SUCs, was flexible enough to maintain the academic freedom and autonomy that has historically been the well-guarded traditions of institutions of higher education all over the world. As a result of the passage of RA 8292, activities are now underway, with CHED at the helm, to institute the necessary reforms to improve higher education.

To implement the CHED Act, a CHED regional office (CHED-HERO XI) was set up in Davao City to serve region XI public and private higher education institutions (HEIs). The small office is headed by a regional director assisted by a small staff each with their respective functions. CHED is highly centralized in its functions and the regional office performs largely regulatory and secretariat functions at the moment.

FIGURE : 5

COMMISSION ON HIGHER EDUCATION
ORGANIZATIONAL STRUCTURE

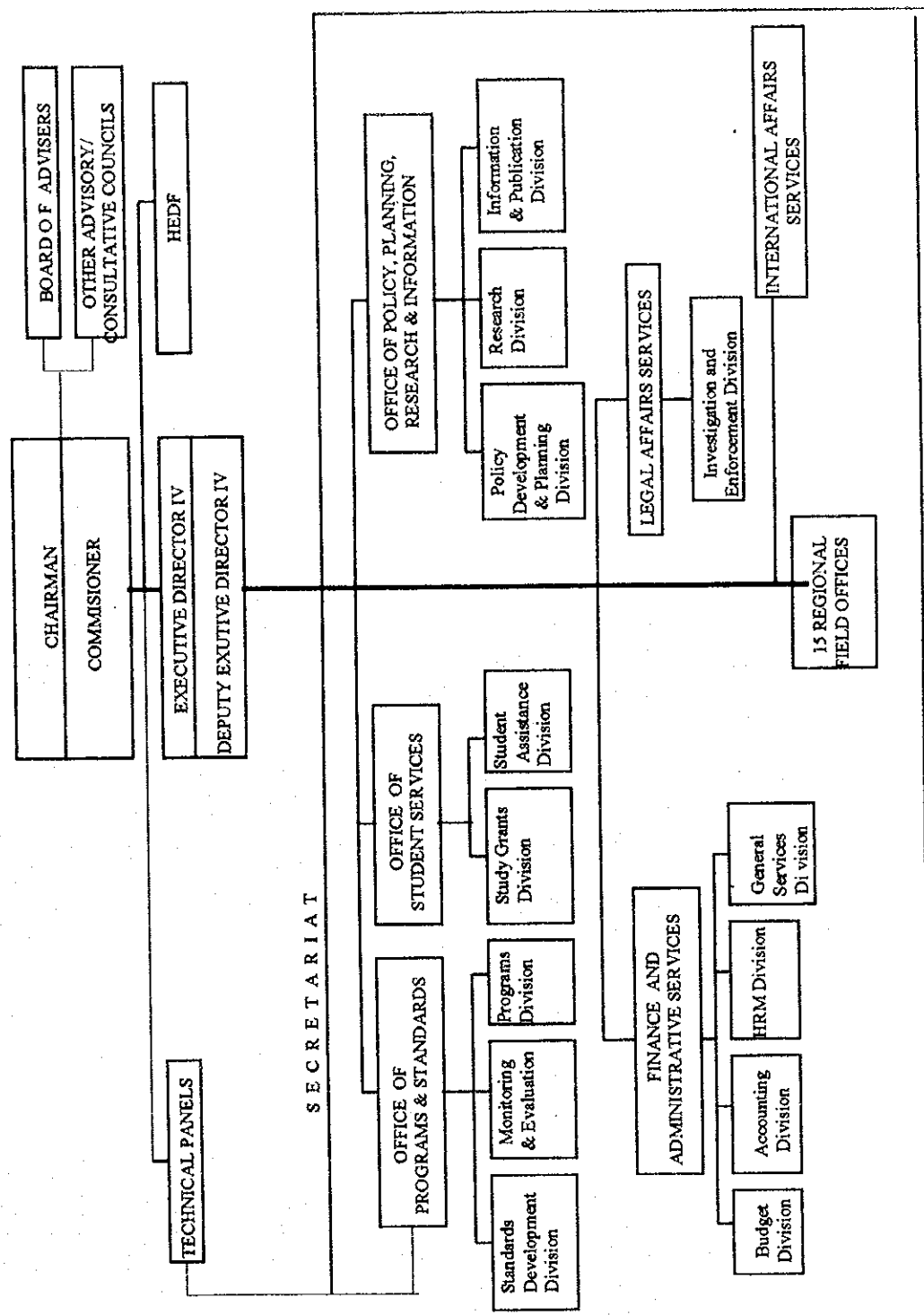


Figure 5 Commission on Higher Education Organizational Structure

Higher education in the Philippines is from two to three years up to 10 years of higher studies above the secondary level (Figure 6). It is composed of four levels/types:

- (1) Completion of two to three years of a ladderized degree course;
- (2) Three years and below of technical vocational education;
- (3) Four to five years leading to a tertiary/college degree;
- (4) Up to five years of graduate education beyond tertiary/college education composed of two levels:
 - a. Up to two years of advanced study for a master's degree in an area of specialization
 - b. Up to three years of advanced study for a doctoral degree in an area of specialization above the master's degree.

2.2. Ongoing Plans, Goals and Strategies

The overall plans, goals and strategies of higher education in the country and its different regions are contained in a number of long-term, medium-term and framework plans proposed by agencies/bodies responsible for higher education. Some of these are: (1) the Long Term Higher Education Development Plan (1996-2005); (2) the Mindanao Comprehensive Education Plan (MCEP) 1997-2014; (3) Mindanao SUCs Higher Education Long Term Development Plan (1995-2020); and the Mindanao 2000 Development Framework Plan.

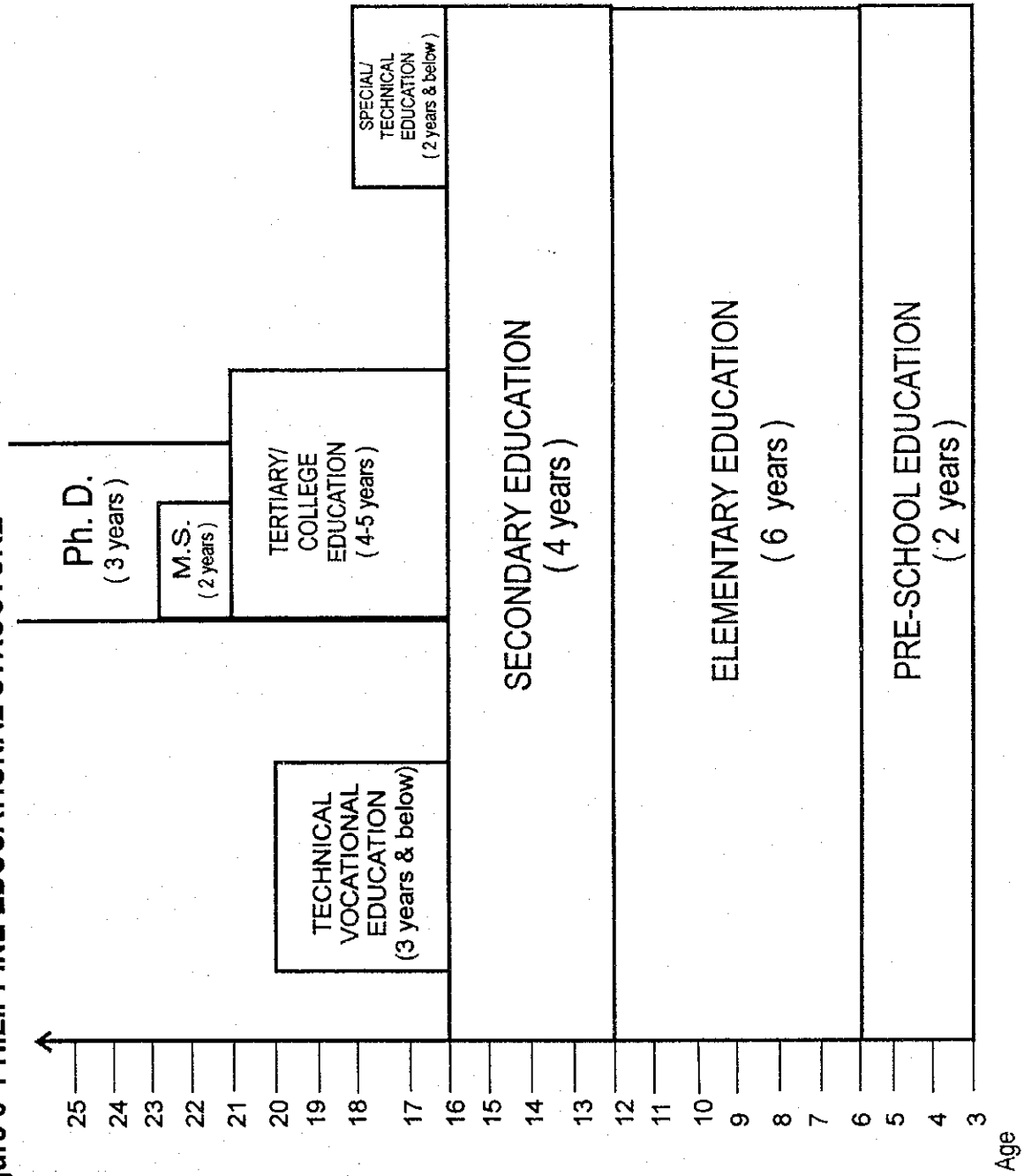
The Long Term Higher Education Development Plan sets the general direction of higher education in the country. The MCEP, on the other hand, is actually in the process of being developed. Its formulation authorized by Administrative Order no. 290, it is hoped to be able to respond to the problem of promoting lasting peace and sustainable development of a polyglot Mindanao through education. As soon as completed, it will serve as the basis of a Mindanao strategy for educational development.

The Mindanao SUCs Plan is a specific response to the challenge of supporting the overall development strategy of Mindanao and the country by way of appropriate manpower outputs, generation of new technologies and working closely with the public and private sectors for development.

Based on the vision and the mission of higher education of achieving quality life and producing highly productive and competitive human resource base, CHED has outlined its goals and objectives for Philippine higher education. It aims to ensure the attainment of empowered and globally competitive Filipinos through the attainment of the following goals:

- (1) Quality and excellence
- (2) Relevance and responsiveness
- (3) Access and equity
- (4) Efficiency and effectiveness

Figure 6 PHILIPPINE EDUCATIONAL STRUCTURE



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Educational Level

The above goals of higher education are expected to be achieved by the MCEP through the following strategies:

- 1) Development and support of higher education programs specific to the human resource development requirements of Mindanao 2002, particularly in the fields of engineering, food technology, agriculture and fisheries, computer and information technology, biotechnology, teacher education and environmental management.
- 2) Improvement of higher education programs of Mindanao SUCs and the undertaking of educational innovations to support the requirements of the Mindanao development strategy; and the promotion of attractive scholarship grants for students to enable them to pursue scientific, engineering and technology programs related to the development needs of Mindanao.
- 3) Facilitate the enrollment and admission of deserving and qualified students to tertiary and graduate programs of Mindanao SUCs by providing educational opportunities and expanded financial assistance to poor and deserving students.
- 4) The production of top quality higher education graduates at the least cost per student by rationalizing budgetary allocation among SUCs and institutionalizing/strengthening networking and complementation among SUCs.

Stated differently in the Long Term Higher Education Development Plan but nonetheless meant to address the goals of equity, quality, relevance and responsiveness are strategies to achieve the same. They are the following:

- 1) Provision of undergraduate and graduate education which meet international standards of quality and excellence;
- 2) Generation and diffusion of knowledge in the broad range of disciplines relevant and responsive to the dynamically changing domestic and international environment;
- 3) Broaden the access of deserving and qualified Filipinos to higher education opportunities; and,
- 4) Organization of social, institutional and individual returns and benefits derived from the utilization of higher education resources.

2.3. The State of Higher Education in the DIDP Area

2.3.1. Higher education institutions and their distribution

The Mindanao Comprehensive Education Plan Report reports that in the whole country, 85% of higher education are in the hands of the private higher education sector. Only 15% are in the hands of the public school sector and to this belongs chartered state universities and colleges (SUCs) and other CHED-supervised institutions. SUCs are fully subsidized by the national government but have recently been encouraged to engage in production activities to augment revenues for operations.

Data on higher education in the DIDP Area indicate about 84% involvement by the private sector in higher education. In 1997-1998 alone, there were 69 institutions of higher education (HEIs) in the Davao provinces and Davao City (Table 14). Only 11 were public HEIs, four of them being chartered state colleges and a university

with three having five external or satellite campuses in all. Fifty-six were private schools, 39 of them being non-sectarian and the rest (17), sectarian schools.

Table 14 **Distribution of Public and Private HEIs, by Province, in the DIDP Area, SY 1997-1998**

Sector	Davao Province	Davao City	Davao del Sur	Davao Oriental	DIDP Area	Region XI
Private	12	34	9	2	56	75
Public	3	2	3	2	9	11
CHED-Supervised	1			1	2	2
Total	16	36	12	5	69	88

Source. CHED Annual Report with updates

The above table shows an uneven distribution of HEIs across the DIDP Area and the Region. Of all tertiary schools in the DIDP Area (41.3% in the whole Region), 53% (or 36) are concentrated in Davao City. The City is also home to the most comprehensive institutions in the area, including the University of Southeastern Philippines (USEP), the University of Mindanao (UM), and the Atenco de Davao University (ADDU). It is also the site of the University of the Philippines Mindanao (UP-Mindanao). Thirty-two of these colleges in the city are located in the city Poblacion and only one in Mintal district.

In Davao province, 12 of 16 HEIs are private. Most of them are located in Tagum and Panabo. There are three SUCs in the province—USEP-Tagum, USEP-Mabini and Davao del Norte State College (DNSC) in Panabo.

Nine of the 11 HEIs in Davao del Sur are private while only one is a SUC with two satellite campuses—Southern Philippines Aquatic, Marine and Agribusiness School of Technology (SPAMAST). Most of the HEIs in Davao del Sur are concentrated in the northern portion of the province.

Davao Oriental, with only three HEIs, has the least number of HEIs. All three are located in Mati, one of them Davao Oriental State College of Science and Technology (DOSCST) with a satellite campus in San Isidro. The two others are private schools. The USEP, however, has a satellite campus in Baganga.

Table 2.2.1 also shows the relative location of HEIs in the DIDP Area. It is apparent that there is an uneven distribution of tertiary schools in the Area.

2.3.2. Programs

It appears that among HEIs in the DIDP Area, teacher education and commerce/business education programs are among the popular choices of courses being offered. Of the 67 HEIs, 22 offer teacher education while 23 others offer business education. Only eight, including four SUCs, offer degree programs in the natural and basic sciences, among them biology, chemistry, and general science. Only one school each offers Environmental Science and marine biology. Mathematics is being offered in at least 12 schools. A few other schools offer teacher education with concentrations/majors in the sciences.

Engineering is offered in at least seven HEIs. The more popular ones are civil, mechanical and electrical engineering. One school offers aeronautical engineering, two schools marine engineering, two schools computer engineering and two schools electronic communications engineering. Only four HEIs—two SUCs and

two private HEIs—offer agriculture/agricultural technology. Marine transportation and maritime-related courses are being offered in at least two private schools in Davao City.

2.3.3. Enrollment

In SY 1997-1998, there were 95,864 students enrolled in the DIDP Area and 117,229 in Region XI. These figures imply that 81.77% of all students in Region XI were in the DIDP Area. Davao City had, by far, the highest number of enrollees—74,935, or 78.16% of all students enrolled in the DIDP Area. Of this figure, 84,052 (or 87.68%) were in private institutions while only 10,284 (or 10.72%) were in SUCs and CHED-supervised schools (Table 15).

Table 15 Tertiary Enrollment by Province by Sector, DIDP Area, SY 1997-1998

Sector	Davao Province		Davao Oriental		Davao del Sur		Davao City		DIDP Area		Region XI	
	1995-96	1997-98	1995-96	1997-98	1995-96	1997-98	1995-96	1997-98	1995-96	1997-98	1995-96	1997-98
Private		8,232		233		8,357		67,232		84,052		
Public		466		2,116				7,703		10,284		
Both	11,190		1,301		5,591		61,936		80,018		103,895	
Total	11,190	8,697	1,301	2,349	5,591	8357	61,936	74,935	80,018	95,864	103,895	117,229
Increase/ Decrease		-22%		80.6%		49.5%		21.0%		19.8%		12.8%

Source. CHED XI

With 25,325 students enrolled and 22 degree programs, the University of Mindanao (UM) Main Campus is, by far, the biggest HEI in Region XI. USP with 8,168 students and 31 degree programs is a far second as to size. Holy Cross of Davao College (HCDC) is third with 7,437 students. Other big HEIs in the DIDP Area include Ateneo de Davao University, University of the Immaculate Conception (UIC), and Rizal Memorial Colleges (RMC), all in Davao City.

The distribution of student enrollment across academic program clusters show a high preference for business education courses with a 36.55% share of the 117,229 total enrollment in SY 1997-1998. Teacher education ranked a poor second with 13.57% share; arts and sciences, third (12.2%). Agriculture had one of the smallest shares of enrollment (2.34%). Engineering, from all indications, enjoyed wider acceptance with a 10.37% share of enrollment. Medicine/health-related programs did not do as well with only 5.02%. It was noted that maritime education has been gaining popularity with a higher 7.19% share in enrollment during that school year, a figure higher than the previous year's.

Table 16 shows the distribution of enrollment across program clusters for SY 1996-1997 and 1997-1998.

Table 16 Enrollment of HEIs by Program by Sector, SY 1997-1998

Degree Program	Public	Private	Total
1. Information Technology	0	4,762	4,762
2. Arts and Sciences	1,181	13,119	14,300
3. Business Education	1,559	41,289	42,848
4. Law	0	622	622
5. Criminology	33	5,447	5,480
6. Religion/Theology	0	336	336
7. Medicine and Health Related	98	5,788	5,886
8. Teacher Education	1,803	14,107	15,910
9. Maritime Education	0	8,430	8,430
10. Engineering Education	579	11,066	11,645
11. Agriculture Education	1,597	1,142	2,739
12. Graduate Education	1,526	2,745	4,271
Total	8,376	108,853	117,229

Source. CHED XI

Apparently, the choice of courses is not dictated by labor market demands but by the distorted belief that these courses can land young people in office jobs.

2.3.4. Performance/graduates

Out of 87 HEIs in the Region, 84 reported a total of 14,140 graduates in SY 1996-1997. Graduated from public HEIs were 1,398, while the remaining 12,742 completed their programs in private HEIs. The biggest bulk of graduates were in business education—4,920 or 34.79% of graduates that year. An insignificant 5.26% were from public schools.

Maritime education ranked second with 2,471 graduates followed by arts and sciences (1,587). Not surprisingly, teacher education produced a high 1,459 graduates, followed by health and health-related fields with 1,223 graduates. IT schools produced 310 graduates while engineering and agriculture had a little over 800 graduates each. Notably, public HEIs produced 65.96% of the graduates of agriculture but only 7% of engineering graduates. Only 24% of teacher education graduates were products of public HEIs.

Graduate education had only 76 graduates that year, 52 of them from private HEIs. Table 17 shows the number of graduates by program by sector in the Region.

Table 17 Graduates of HEIs in Region XI by Program by Sector, SY 1996-1997

Degree Program	Public	Private	Total
1. Information Technology	0	310	310
2. Arts and Sciences	156	1,431	1,587
3. Business Education	259	4,661	4,920
4. Law	0	67	67
5. Criminology	0	369	369
6. Religion/Theology	0	11	11
7. Medicine/Health Related	13	1,210	1,223
8. Teacher Education	351	1,108	1,459
9. Maritime Education	0	2,471	2,471
10. Engineering Education	60	776	836
11. Agriculture Education	535	276	811
12. Graduate Education	24	52	76
Total	1,398	12,742	14,140

Source. CHED XI

2.3.5. Accreditation

Out of 87 HEIs in Region XI, only eight private schools have accredited programs (Table 18). Seven of these schools are in the DIDP Area. The programs accredited by at least three accrediting bodies are as follows: arts and sciences; business education; teacher education, nursing; and engineering programs.

The schools and their programs are as shown in Table 18.

Table 18 Data on Institutions With Accredited Programs in the DIDP Area

Institution	Program	Accrediting Body
1. Ateneo de Davao University	Arts and Sciences Commerce Accountancy Education Engineering	PAASCU
2. Brokenshire College	Nursing Liberal Arts	ACSC-AAI
3. San Pedro College	Nursing	PAASCU
4. University of the Immaculate Conception	Liberal Arts Commerce Education	PAASCU
5. Cor Jesu College of Digos	Liberal Arts Education	PAASCU
6. Holy Cross of Davao College	Liberal Arts Education	PAASCU
7. University of Mindanao	Arts and Sciences Commerce Education	PACUCOA

Source . CHED XI Annual Report

2.3.6. Graduate/advanced education

Most HEIs offering graduate education in Region XI are found in the DIDP Area: six in Davao City, five in Davao province and one in Davao del Sur. Among these 12 HEIs, Ateneo de Davao University (ADDU), with 16 degree programs, offers the most number of courses. USEP has 15 degree programs including two doctoral degree programs, one in agriculture and one in educational administration. Only one school in Davao del Sur offers master's degree programs.

Data available reveal that enrollment in advance education in the DIDP Area is concentrated in at least three areas: education/educational management, business education and public management, in that order (874 in education/educational management; 496 for business education; and, 467 for public management). Curiously enough, more students prefer USEP for public management while more students prefer ADDU for business education.

Among the HEIs offering advanced education, ADDU appears to be offering the most number of science and science-related courses—biology, mathematics, chemistry, physics and social research. It also has a new Ph.D. program in development studies.

The new University of the Philippines-Mindanao offers advanced education in two ways—as an independent unit of the UP System and as a learning center of the UP

Open University (UPOU). As a learning center, it offers four advanced education programs, two of them diploma courses and two master's degree programs. As an independent unit, it has five degree programs, two of them offered jointly with UP Los Banos and UP Diliman. These include programs in environmental studies, computer science, urban and regional planning. 86 students are enrolled in UP Mindanao's programs.

It is apparent that graduate programs in Region XI and the DIDP Area are generally limited and are mostly concentrated in programs in teacher training and education science, business management and public administration. Graduate training in specialized fields of science, engineering and social science is practically absent. Understandably, a major reason is lack of funding and lack of qualified faculty. The entry of the University of the Philippines in the education sector of Region XI and Mindanao, with its new graduate programs has improved the education scene and is therefore considered a welcome addition to HEIs in the area.

2.4. Constraints

The EDCOM report summarizes the characteristics of higher education in the country as follows: (i) large enrollments; (ii) unbalanced distribution; (iii) under-investment and poor quality; (iv) lack of fit between programs and graduates on the one hand and the needs of society on the other hand; and, (v) limited and underdeveloped graduate education. The same characteristics are also the constraints to the attainment of higher education of its goal to "...develop high-level professionals who will search after new knowledge, instruct the young and provide leadership in the various fields of discipline required by a dynamic economy."

Higher education represents a smaller picture of the general state of higher education in the country, except NCR, and perhaps, one or two other regions in the country. More specifically, the constraints to higher education in the DIDP Area are associated with the following:

- (1) Low quality;
- (2) Inadequate financial resources of state universities and colleges (SUCs);
- (3) Lack of networking and complementation among higher education institutions (HEIs);
- (4) Lack of adequate linkage between HEIs and the industry sector;
- (5) Poor access to educational opportunities for indigenous people, Muslims and other cultural communities and other special groups;
- (6) Unbalanced distribution of academic programs among HEIs; and,
- (7) Limited and/or low quality of graduate education.

It is apparent that there is a mismatch between the output of higher education institutions and the needs of the economy and, likewise, the manpower requirements of employers, which include industry, government, non-government organizations and even self-employment. Obviously, this lack of fit is manifest in education graduates joining the overseas labor market, commerce graduates working as bank tellers or sales clerks, and engineers as technicians or sales representatives. This problem of the appropriate kind of manpower may be explained by the lack of adequate linkages between HEIs and employment.

Of course, this mismatch cannot be entirely attributed to the higher education sector. The economic structure is also responsible for not giving the proper signals to educational institutions on how much and what kind of manpower to produce.

Low quality of higher education is manifested in the poor performance of graduates, low level of technology generated and poor linkages with non-academic institutions. In the DIDP Area, as in many other regions of the country, laboratory facilities and equipment as well as library facilities are inadequate, more so in public institutions. Competent and qualified faculty have been difficult to find particularly for courses in the newer fields of engineering, likewise in the basic sciences and health-related programs. Apparently, the salary and benefits which are often not commensurate to educational qualifications is a constraint to the placement of competent and qualified faculty. This constraint can be seen in the dearth of master's and doctorate degree holders in programs other than teacher education and liberal arts.

HEIs in the DIDP Area have plenty of opportunities for networking and complementation among themselves. They can devise mechanisms by which they can combine and/or share resources in certain areas. Among SUCs in the DIDP Area, this scheme has been explored. Between SUCs and private HEIs, however, it might be somewhat difficult because private schools are generally better equipped. One SUC, DOSCST, and one private HEI, the University of Mindanao, have pioneered in this in the recent past.

Among SUCs, inadequate budgetary resources have been a perennial problem. Despite yearly increments in their resources, budget allocation increases have not been significant in the face of the depreciating peso. In other words, there really has been no sufficient increase in terms of a real budget. In fact, Region XI SUCs, four of them altogether, have received consistently for many years now, one of the smallest shares of the total allocation for all SUCs in the whole country. If this trend remains unchanged, there is an imperative need to find alternative sources of funds in order for SUCs to be able to adequately respond to demands for their services.

Across HEIs in the DIDP Area, the distribution of academic programs is not balanced showing preference for business education, engineering education, arts and sciences, and teacher education. This is perhaps partly because most private HEIs find these courses less capital intensive in terms of investment and therefore bring in more profit—which is understandable when seen from the perspective that private HEIs also need to survive. Due to the corporate nature of private HEIs coupled with the fact that government gives very little subsidy, if at all, to private education, CHED has difficulty in influencing them to offer instead innovative courses likewise encourage enrollment in these programs. It follows, therefore, that higher education in the DIDP Area is in fact contributing to the increasing cadre of unemployed and underemployed. Knowingly or unknowingly, they create a problem rather than a solution.

In the 1996 Multi-Sectoral Consultations on HRD for the 21st Century, for example, the consultations revealed that in Davao, only 20 % and 5 %, respectively, of the province's engineering, architecture graduates find jobs related to their professions. Many of these graduates find themselves misplaced and hold positions for which they are oftentimes overqualified. In agriculture, Davao graduates find themselves less competitive than their counterparts from universities outside of the Region.

Lack of entrepreneurial training in agriculture was also cited by the Davao participants. The same workshop consultations likewise revealed that 80 % of the graduates of business, accounting and economics are unemployed and that some of the 15 or 20% work as promo girls.

What could probably curb this worsening trend is for the government to adopt an effective system of incentives to channel students to courses needed for national development.

Somewhat disturbing is a CHED report that in 1997 alone, the office issued 19 new temporary permits and 12 recognition papers—or, 41 new permits—to private HEIs allowing them to offer new degree programs in education and education science, commerce/business management, and engineering. Of the 41 permits, 18 were for commerce/business management, 12 for engineering and technology, and 11 for teacher education and none in the agriculture sciences, the hard sciences and technology.

The large number of private HEIs, while admittedly an advantage, can also be a disadvantage. Apparently, the big number of schools that put profit above relevant and quality education increases the risk that education could deteriorate even further.

At this point, the issue of governance arises. Weak supervision and regulation of private HEIs has remained a management challenge to government. Some structural barriers inherent in the corporate nature of private HEIs remain an obstacle to full exercise of its mandate. Besides, government hardly provides financial support to private education—another reason for its lack of clout when it comes to enforcing adherence to quality standards by private HEIs.

On the issue of access, the uneven distribution of HEIs across provinces and city of Region XI and the concentration of tertiary schools in Davao City limits access to higher education of the rural poor and those living in far-flung barangays. Only 31 other private schools are in the urban centers of the rest of the DIDP Area. SUCs, limited by their mandate and the dearth of resources, can only accommodate so many and offer only a limited number of programs.

Enrollment in graduate education in the DIDP Area is small. What is disturbing is that a greater bulk of these students are in education, public administration and business management for the reason that there are not enough programs to choose from. The capability of most HEIs to offer innovative graduate programs is limited by major constraints, such as lack of funding and lack of qualified faculty. Besides being less capital intensive, education, business and liberal-arts-oriented programs are more profitable. As a rule, therefore, HEIs in the DIDP Area fail to respond to the need for high-level professionals who can provide leadership in science, engineering and technology.

To help curb this trend, the government should take upon itself the task of offering quality programs in fields not offered by the private sector but are needed by the economy.

2.5. Potentials

- (1) The creation of the Commission on Higher Education guarantees the needed emphasis on higher education. The restructuring is envisioned to change and improve the governance of tertiary institutions, both public and private, to enable them to adequately respond to the needs for national development. That vision is now taking shape with CHED providing the leadership.
- (2) The large number of private tertiary schools in the DIDP Area is a strength in itself. This implies a large pool of educational institutions which, if appropriately managed, would provide the kind of training and education appropriate for a growing economy.
- (3) The move of SUCs towards complementation, cooperation and collaboration augers well for a strong state higher education system. Each SUC adopts a flagship program not only based on its strength and potentials but on the development needs, as well, of their service area and the Region. This scheme not only ensures responsive and relevant education; it also promotes efficient utilization of meager resources by way of preventing duplication of programs and projects.
- (4) The large numbers of students in higher education, while a problem, is also a strength. This implies a large pool of highly trainable people whose potentials could be harnessed to meet the growing demands of society and the world of work. The challenge to education is to direct their choices towards those that meet the country's needs.
- (5) There is a growing acceptance of program accreditation as necessary step towards the development of quality programs. There now are available schemes of accreditation of specific programs and disciplines and more are being developed by qualified professional organizations and experts. It is important, therefore, that all tertiary schools be convinced, if not required, to participate in the accreditation process.
- (6) The presence of the University of the Philippines Mindanao in the education sector of the DIDP Area and Mindanao, for that matter, adds to the prospect of the DIDP Area becoming the educational center in Mindanao. Mandated by Republic Act No. 7889 to put emphasis on science and technology, the medical and health sciences and agricultural education, it is envisioned to provide a significant portion of the needed manpower requirements of a fast developing economy. UP Mindanao's presence in the education scene of the Region will serve three functions: model undergraduate programs catering to a small and selectively admitted student clientele including those from various Muslim and cultural communities; innovative graduate programs attuned to the needs of the region; and, short-term certificate and diploma courses to develop or upgrade competencies and skills of professional and education administrators.
- (7) The policy of CHED to provide financial incentives to institutions with good performance as may be shown in performance in licensure examinations is highly laudable. The scheme is expected to further strengthen said programs. On the other hand, it will serve to inspire and encourage HEIs to develop strong programs built on their present strengths in order to merit such incentives.

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- (8) Among the other schemes of CHED for institution building is the Mindanao Advanced Education Program (MAEP). It performs a dual function. One is faculty development in identified disciplines and academic fields aligned to the social and economic development of Mindanao. At the same time that it strengthens the academic preparation of the faculty of SUCs through advanced degrees, it also builds the academic strength of SUCs assigned as nodal/zonal centers to offer the programs identified. There are two centers situated in the DIDP Area—USP and SPAMAST.

Chapter 3 Technical and Vocational Education and Training (TVET)

3.1 Policies and Institutions

3.1.1. Policies

One of the results in the rationalization of the educational system of the Philippines is the creation of the Technical Education and Skills Development Authority (TESDA) under R.A. 7796. The TESDA Law integrated the functions of the National Manpower and Youth Council, the Bureau of Technical and Vocational Education and the Apprenticeship Program of the Bureau of Local Employment. R.A. 7796 also declared the state policy “to provide relevant, accessible, high quality and efficient technical education and skills development in support of the development of high quality middle level manpower responsive to and in accordance with development goals and priorities.

In support of the policy, another law was enacted: R.A. 7686 or the DTS Act. The DTS Act established the dual training as the preferred modality to strengthen the TVET sector. The dual training system combines in-plant and in school activities based on a collaborative plan designed and implemented by an accredited public or private institution and a business establishment. The DTS entitles an implementing firm to tax deductions for such a training conducted.

3.1.2. Mandate and Organization/Strategic Thrusts

TESDA was created to implement the following functions:

- Plan and develop TVET programs,
- Set standards;
- Accredite/recognize TVET institutions and programs;
- Monitor/allocate resources for TESDA;
- Implement the Apprenticeship Program and the Dual Training system;
- Identify skills priorities required of industries;
- Provide capability build-up and technical assistance to TVET providers and stockholders;
- Administer TESDA committees of the region and every province of the region;
- Implement skills certification; and
- Establish institutional arrangements with industry associations in the formulation of a responsive TESDA program.

In order to carry-out effectively its given mandate, TESDA formulated its seven strategic thrusts. TESDA-XI then translated these strategies to become regional specific concerns as follows.

(1) Exercise its Authority role as manager of the TVET sector

There are six public and 131 private TVET institutions in Southern Mindanao. There are three training centers also operating in the whole region, two in Davao del Sur and one in Davao Oriental. To have all these institutions become relevant to the needs of the industry sector, TESDA-XI will continuously update the already existing regional and provincial skills priority plan. These plans can provide the

needed signals for TVET courses/programs. A sustained research effort is also required to identify changing skills needs in the labor market and come up with relevant policies. Programs undertaken in the region will be monitored and evaluated accordingly. Incentives and awards will be given to institutions performing in excess of standards. In the exercise of the role as an Authority or Manager of the TVET sector, TESDA-XI will also have its staff undergo programs that will enhance their knowledge, skills, and attitudes in the performance of their duties.

(2) Develop the capability of partners through technical assistance

Partnership with LGUs, NGOs, the industry sector and other entities is the major strategy employed by TESDA-XI in the delivery of TESDA programs to target clients. Such KSA enhancing programs are expected to deliver desired results for the TVET sector in the region.

(3) Promote best practices by establishing centers of excellence in the six TESDA supervised public institutions:

Six public TVET institutions were identified in 1998 to be under the supervision of TESDA: General Santos National School of Arts and Trades, Camelo de los Cientos Sr. National Trade School, Wangan National Agricultural School. The transfer of these schools to TESDA can indeed complement the efforts undertaken by the 131 private TVET institutions most especially in the provinces of agricultural related skills. TESDA-XI plans to have these public TVET institutions become centers of excellence of identified programs for the agricultural sector. To make them centers of excellence, programs on retooling, curriculum development, staff development and infrastructure improvement shall be done by TESDA. The private TVET schools will too be encouraged their own centers of excellence.

(4) Strengthen competency assessment and certification under TESDA Occupation Qualification and Certification System (TOQCS)

One of the policy reforms introduced by TESDA is the TOQCS which concerns the certification of skills levels of workers. The TOQCS shall now adapt a competency-based testing modality. TESDA is presently revising all occupations that fall under the concerns of the TVET sector. Regional offices can also design a competency based test on occupations dominant in their areas or occupations that are greatly demanded by the market. TESDA-XI shall work these out with industry associations. As the TOQCS requires standards, Training Advisory Panels and Training Experts Panels will be organized to validate such skills standards in the region

(5) Promote and establish the Dual Training System as the preferred mode of training workers.

In the implementation of the DTS, the support of industry is one great requirement. The DTS is a program between a school and an industry whereby, theories are learned in School and theory application in an industry setting. It is however noted that in Southern Mindanao, there is a minimal support and participation of firms to activities of the TVET sector. TESDA XI shall therefore fully advocate and promote the DTS as the preferred mode for training. It shall take-off with the partnership already established with small and medium enterprises.

(6) Actively participate in the government thrust toward rural development through a convergence strategy.

One major thrust of government is rural development. The TESDA is identified as the forefront agency in the provision of employable skills. It is along this area whereby TESDA can participate with other cooperation government and non-government agencies in an identified convergence area. At present, TESDA-XI is very strong in partnership with LGUs, NGOs, and the private sector in the delivery of required training services by a community.

(7) Pursue micro-enterprise development with partners and training institutions for overseas employment

Mindanao promises lots of opportunities to its residents due to its varied natural resources where entrepreneurial activities can be initiated. TESDA-XI shall therefore too focus its efforts on enterprise development in cooperating with agencies largely identified in the program like DTI, DOLE, and COA. Networking with other entities shall also be pursued to provide the requirements of those wanting self-employment.

In the delivery of the above strategies, TESDA-XI has development Program Delivery Model.

Figure 7 shows the current organizational structure of TESDA-XI. The organization is composed of the Secretariat and the Regional TESDA Board. The board is multi-sectoral body composed of 11 members from the industry, employees, government, TVET and labor sectors. Also, the regional office has under its supervision six provincial offices, six public TVET schools and two training centers.

3.1.3. System and institutions

Formal Technical and vocational education and training are post-secondary and offer non-degree programs and courses in public and private secondary vocational schools, polytechnics and colleges and universities. Formal courses lead to one, two- or three year certifications in a particular occupation or category of work skills. The three levels available are operator, craftsman and technician. Programs include basic training, upgrading training and advanced training.

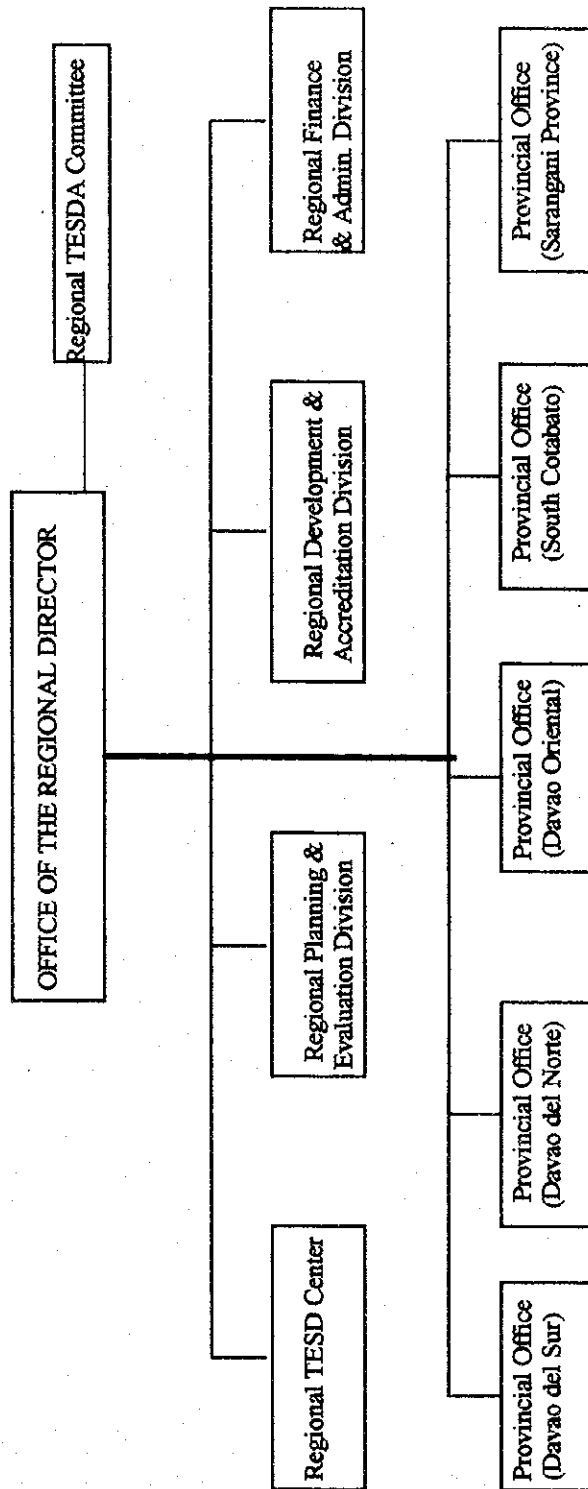
Non-formal vocational education and training programs usually are for six months or less and conducted outside the formal system. These earn no academic credit.

Technical and vocational training institutions include:

- Technical Vocational Institution: public or private institution offering post secondary non-degree courses,
- Chartered Tertiary Educational Institution: public tertiary institution, with special privileges, that may offer all levels of programs in elementary, secondary, post-secondary, higher education, graduate and post-graduate,
- Non-chartered Tertiary Education Institution: public or private institution, without privileges, offering all levels of educational programs. These are usually supervised by DECS,

FIGURE: 7

INTERIM TESDA - RO XI
ORGANIZATIONAL STRUCTURE



- Technical Education Institute: public skills development agency or institution providing learning opportunities, abilities, knowledge and behavior required to qualify for employment in given occupational area, and
- Government Operated Center: public skills development agency or institution providing learning opportunities, abilities, knowledge and behavior required to qualify for employment in given occupational area.

One policy reform also introduced in the TVET sector is the Unified TVET Program Registration and Accredited System (UTPRAS). The UTPRAS replaces the old Manual of Regulations used then by BTVE in the accreditation of programs/schools. The UTPRAS aims to come-up with a standard approach making use of training regulations prescribed by the TOQCS for a given TVET program.

3.2. Plans and Present Status of TVET Programs

3.2.1. TESDA programs

The thrust of TESDA is to come up with a quality TVET sector. To support the objective the TESDA Board formulated new policies which include the UTPRAS for program/school accreditation/registration, the TOQCS for skills certification, and the Philippine TVET Quality Award to recognize efforts of institutions for a quality TVET system in their programs/institutions. TESDA-XI hopes to implement these effectively in Southern Mindanao with the objective of placing the TVET sector in Region XI in a quality state.

Annually, TESDA-XI shall update the Required Skills Priorities (RSP). The RSP is a program that identifies the skills priorities of every sector, every province in the region. It also aims to serve as a guide in identifying skills training programs that shall be implemented in the region. In 1998, skills priorities are in the sectors of construction, agriculture, manufacturing, tourism, transportation and services.

TESDA-XI also shall vigorously pursue programs on capability building of partners to enhance their knowledge, skills and attitudes, promote the DTS, pursue enterprise development among others. Likewise, the Regional TESD Center will also be improved to answer the increasing demand on skills training, skills certification and trainers development. It will be a training center equipped with a state-of-art facilities. A total amount of P 50 M has been requested for this project.

3.2.2. Other programs in the DIDP Area

- (1) DOLE, in collaboration with LGUs, is creating a Labor Market Information System, through the Public Employment Service Office (PESO). The system will operate at municipal and provincial levels and will become a regional information network containing information on job applications, employers and job opportunities.
- (2) DOLE also is preparing a regional employment plan. The plan will focus on employment opportunities for overseas workers in the BIMP-EAGA context, including standards for training and certification and labor market information sharing, for tourism, construction and manufacturing, with emphasis on creation of industrial estates.

- (3) DOLE, through PESO, has initiated a program in Davao Province to register undocumented workers who are being sent home, mainly from Malaysia. These "back door" migrants will be trained in TESDA schools, with tuition paid by LGUs.
- (4) DTI in partnership with the University of Mindanao is offering training programs in regionally needed skills, such as welding, refrigeration and air conditioning repairs. The program places students in other countries in the region, mainly in Taiwan and Japan.
- (5) LGUs have established some training centers offering short courses, lasting usually only a few weeks. Most courses have targeted women with training in skills such as tailoring, dress making and food processing.
- (6) DSWD, with assistance from JICA, has set up productivity centers throughout Region XI. These are also mainly for women, and provide short courses in food processing, sewing and toy craft. The program has been active for about five years, and has achieved 85 % absorption in the labor force.
- (7) Private training schools emphasize computer, medical, accounting and secretarial courses. A recent trend is toward tourism related-employment of all kinds.
- (8) Training offered by non-governmental organizations tends to focus on developing good worker attitudes and behavior, often-called "values training". Some other agencies contract NGOs to implement training courses.
- (9) Other foreign assisted training projects include GTZ's assistance for metal work training, JICA's Manila based program for instructors, and the World Bank funded Industrial Capability program for training of trainers in the private sector in technical knowledge, curricula development and training analysis.

3.3. Performance

3.3.1. Facilities, enrollment and courses

Table 19 shows the number of training institutions by type in the DIDP Area.

Table 19 shows the number of training institutions and type in the DIDP Area.

Province	Public TVET	Private TVET	Agro Industrial	LGU
Davao Province	1	25	2	
Davao City	1	39	3	
Davao del Sur	1	12	2	
Davao Oriental	1	6	6	1

Originally there were 16 public TVET Institutions under the supervision of TESDA-XI. In 1998 however, a final list came-out with only six, four of which are located at DIDP, one each for the areas of Davao Oriental, Davao del Sur, Davao Province and Davao City. Likewise, the number of private institutions also increased in the number in the area with Davao City having the most with 39. There are only six found in Davao Oriental. The only training center operated by a local government unit, is the San Isidro Manpower Training Center in Davao Oriental. Relative to the

skills priorities, the schools as shown in the above table are the expected skills providers to the needs of the priority sectors.

Table 20 shows targets and accomplishments for TESDA sponsored-trainings in the DIDP Area in 1997. Though targets for the year are likely to be met, the actual number of trainees is low, and most of the higher level (regional and provincial) skills training is taking place in Davao City and Davao del Sur. The figures show fairly good progress in training trainers in all provinces.

Table 20 Targets and Accomplishments (1997) for Davao City/del Sur, Davao Province and Davao Oriental

	Target			Accomplishment by 31 August		
	Davao del Sur/ Davao City	Davao Province	Davao Oriental	Davao del Sur/ Davao City	Davao Province	Davao Oriental
Skills Training						
RTESD	605			420*		
PTESD	380			191		
CBTP	1500	1000	1340	873	690	446
ICBP						
TCS	200					
Admin. of SSDF	4	2	5	2	1	1
Trade Testing	1700	700	600	1059	232	89
Skills Certification				386	46	41
TTOC	25	25	25	26	28	
Planning/Policy						
Regional/Provincial	1	1	1	1	1	1
TESD Committees						

*The statistics showed a total of only 367.

TTOC Trainer's training officer course

DTS Dual Training System

CBTP Community Based Training Program

ICBP Industry Capability Build Up Program

TCS Training Contract Scheme
Fund

SSDF Special Skills Development

TESD Technical Education and Skills Development (Prov. and Reg.)

Table 21 shows the course programs and enrollments in institutions offering technical and vocational education in the DIDP Area. Locations are predominantly urban for both formal and non-formal training institutions, with less than one percent in rural areas. Davao City has 56 % of all training institutions, followed by Davao Province with 33 %. Skill categories offered by the largest number of institutions are computer, automotive, business and service trades.

Trainees in Davao City and Davao Province represent 88.5 % of all trainees in the DIDP Area--57.3 % and 31.2 %, respectively. The skill category with the largest number of enrollees is computer training with 54 %. Computer training is followed in number of enrollees by business, electrical and paramedical courses in Davao City and Davao Province. In Davao del Sur and Davao Oriental, however, training in automotive skills is the most popular program.

TABLE 21. TVET COURSES AND ENROLLMENT

COURSE CATEGORY	DAVAO PROVINCE			DAVAO CITY			DAVAO DEL SUR			DAVAO ORIENTAL			GRAND TOTAL
	TOTAL NO. OF ENROLLEES		URBAN	TOTAL NO. OF ENROLLEES		RURAL	TOTAL NO. OF ENROLLEES		URBAN	TOTAL NO. OF ENROLLEES		RURAL	
	URBAN	RURAL		URBAN	RURAL		URBAN	RURAL		URBAN	RURAL		
AERONAUTICS FORMAL	1		3		139		0		0				145
NON-FORMAL													
AGRICULTURE FORMAL	3	1	0		311		0		2		43		360
NON-FORMAL													
APPLIED ARTS FORMAL	1		0		65		0		1		1		67
NON-FORMAL													1
AUTOMOTIVE FORMAL	13	1	15	1	499	7	7	262	10	188			1593
NON-FORMAL	4	1	11	1	107	2	2	150	2	1			279
BUSINESS OFFICE FORMAL	15		18		698	8	8	131	9	242			1942
NON-FORMAL													
CLOTHING FORMAL	7		2		82	1	1	74	1	10			438
NON-FORMAL	1	1	2	2	150	1	1		1	14			171
COMMUNICATIONS FORMAL	2		4		142		3	222	0				373
NON-FORMAL									1	1			2
COMPUTER FORMAL	21		47		2267	1	1	22	4	75			6650
NON-FORMAL			16	1	1676			42		16			2126
CONSTRUCTION FORMAL	2		5				2		1				8
NON-FORMAL	1		6				0		0				9
ELECTRICAL FORMAL	8		20		355	6	6	118	5	82			1079
NON-FORMAL	3		2		35	1	1		1	6			49
MECHANICAL FORMAL	0		2			0	0		2	30			36
NON-FORMAL	0		4			0	0		1				5
PARAMEDICAL FORMAL	15		16		242	5	5	97	3	45			925
NON-FORMAL													
POLICE COURSE FORMAL	2		1		50	0	0	24	0				77
NON-FORMAL													
REFRIGERATION FORMAL	3		4		6	0	0		0				108
NON-FORMAL	1		2			0	0		1	1			5
SERVICE TRADES FORMAL	10		6		88	2	2	2	4	59			446
NON-FORMAL	16	1	2	5	11	5	5	2	1				52
GRAND TOTAL	129	5	183	3	6383	44	44	1144	60	810	6		16946

SOURCE: TESDA

3.3.2. Conditions in agriculture, fishery and forestry training

For the hard trades, there is not much of a problem because the private training providers are 75% while only 25% are given by the public schools. As of the present, however, there is no data available showing industry needs of skills in the hard trades.

What is definitely problematic are in the TVET areas of agriculture, fishery and forestry production, harvesting, processing and marketing (National TESDA Forum, August, 1998).

Aggravating the above problems is the tendency of public training providers in agriculture, trades and industries, and fishery in DIDP Area to want to be upgraded into higher education institutions because of higher pay, prestige and bigger budget associated with being HEIs. Examples are the cases of Tagum National Trade School (TNTS) and Davao National Agricultural School (DNAS) in Monkayo.

TESDA shows the great disparity between actual/need and graduates (Table 22).

Table 22 Comparative Data Estimates on Agri-Related and Service/Industry Workers and Graduates, Philippines, 1995

Category	Total	Sector			
		Agriculture, Fishery, Forestry		Services / Industry	
		No.	%	No.	%
Actual Workers	26 M	10 M	38	16 M	62
Graduates '94	0.65 M	0.65 M	2.5	25.35 M	97.5

Source: TESDA Factbook, 1997

As could be gleaned from the above data, the estimated actual number of workers in agriculture, fishery and forestry in 1994 was 10M (368%) and for services/industry 16M (62%). On the other hand, the number of graduates in each sector was inversely proportional (2.5% for agriculture, fishery and forestry vs. 97.5% for the services industry).

The above data will further indicate that the average educational attainment of the farmer/fisherman is only elementary level. Set against a background of poor agricultural extension services in the countryside and inadequate TVET training, it is no wonder farm productivity remains dismal.

While it is projected that the agriculture sector will grow proportionately less as compared to services and industries as the Area industrializes in the future, the rapid decline of graduates in agriculture, fisheries and forestry is alarming.

Considering that a strong agricultural base is essential to industrialization as suppliers of raw materials and consumers of industrial goods, the government, especially in the DIDP Area, must direct more funds to agriculture technician training. More incentives to private training providers should be in place to entice the private sector to invest in the sector.

Unfortunately, the national agency tasked to do this, TESDA, lacks the in-house expertise to aggressively pursue agricultural training for modernization. The

paradigm below shows present skills profile of human resources in the country (Figure 8).

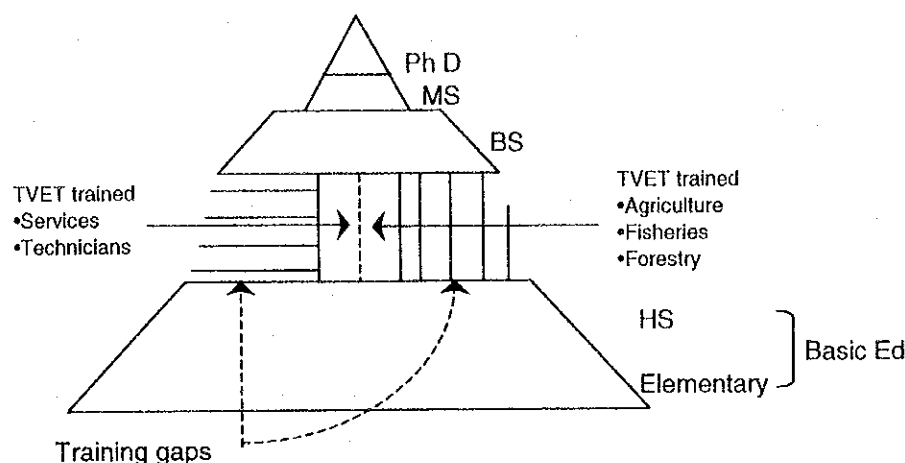


Figure 8 Paradigm Showing Training Gaps in the DIDP Area

The so called 'pyramid' in the education sector is therefore only a myth because the training gaps are more appropriately called chasms.

This problem is further aggravated by the fact that only a few schools have agriculture, fishery and forestry programs in the DIDP Area. Unfortunately for TVET, most of the above programs have been upgraded into degree programs as shown in Table 23.

Table 23 Number of Schools Offering Agriculture, Fishery and Forestry Programs, DIDP Area, 1997.

	Agriculture	Fishery	Forestry
Davao Province	1	1	1
Compostela Valley	2	0	0
Davao City	1	0	0
Davao del Sur	1	1	0
Davao Oriental	1	1	0

Source: The JICA Study Team

3.3.3. Survey of out-of-school youth in the DIDP Area

In order to have a firsthand information on the socioeconomic status of out-of-school youth in the DIDP Area, a survey was conducted in July-August, 1998.

An analyses of the results indicated the following:

- the ages of OSYs tend to converge at 20-29 years and they usually are drop-outs from high school;
- the main reason cited for dropping out from school was poverty;
- few are earners and if they do, their income is below poverty level;
- their parents own one to six hectares of land as operation land transfer (OLT) beneficiaries;

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- (e) the poor income reported indicate the need to increase farm income through training and provision of capital and support services;
 - (f) coconut and corn are two most popular crops raised, while swine, goat, poultry and cattle/carabao are popular animal projects;
 - (g) as to job satisfaction, only 20 % of those working are satisfied. The rest are not because of low wages;
 - (h) non-farmers are engaged as any of being carpenter, fisherman, government employee, and laborer;
 - (i) 50 % of the mothers are housewives while 20 % are in small busines. A few are in government as employees; and,
 - (j) about half of the respondents expressed interest in learning new skills.

The respondents indicated interest for training in agriculture and non-agriculture skills and half are willing to shoulder part of the expenses. The above situation starkly begs the government to direct more attention to the plight of OSYs by allocating funds for training.

3.4. Instruction

Little systematic evaluation of the quality of technical education has been undertaken. Results of TESDA's skill mapping exercise and responses from employers indicate that the types of skill training offered do not meet market needs and that the quality of teaching is poor. Many teachers have outdated technical expertise and use mainly theoretical teaching methods. Inadequate facilities and equipment exacerbate this situation. TESDA hopes to overcome these problems by emphasizing instructor training and the dual training method, whereby trainees will get practical experience in the work place.

3.5. Counseling and Placement

Some information on employment of trainees was collected under the old system. These data were not readily available. TESDA has not yet initiated a system to evaluate placement and performance. There is no formal counseling or placement service.

3.6. Issues and Constraints

The DIDP Area, as most other regions, suffers from inadequate quantity and quality of TVE training. Major problems include the following.

- (1) Government investment in technical and vocational education nationwide is low, and the DIDP Area receives lower than average investment.
- (2) Training courses do not match the needs of the labor market, partly because of inadequate staffing and partly because of a lack of systematic and system wide performance monitoring.
- (3) Facilities and equipment are generally inadequate.
- (4) The number of master trainers and instructors is insufficient.
- (5) The quality of instruction in public training institutions is both technically and methodologically outdated. Most instruction is purely theoretical, with little practical application. Instructors have little incentive to upgrade their

technical and teaching skills. At the same time, the large numbers of poor people who cannot afford private training will continue to need public institutions, at least in the medium term.

- (6) Neither secondary schools nor TVET institutions offer sufficient job counseling, aptitude testing or other kinds of assistance in securing training and employment.
- (7) LGUs have neither the financial nor technical capacity to plan or implement marketable and properly targeted training.

On the demand side, the DIDP Area shares with most other regions, a common inclination of people toward “white collar” employment and against technical education and “blue collar” employment. Parents prefer that their children attend degree courses, even though there are few jobs available. The poor quality of technical education, mismatch of training and job needs and limited employment opportunities add to the general apathy toward technical education.

The presence of widespread poverty and indigenous cultural communities makes the situation in the DIDP Area even more complicated. In particular the very poor, the uneducated and indigenous cultural communities have difficulty accessing training. They are, in addition, unable to compete effectively with people who have had more exposure to educational and social experiences.

3.7. Prospects

The DIDP Area’s growing and increasingly sophisticated economy will resolve some systemic problems. As the labor market expands and diversifies, the private sector can be expected to support training in necessary skills. Over time, market forces will sort the productive from the non-productive institutions, allowing more effective use of resources. The DIDP Area does not yet have the kind of market that can demand quality training, but it has the opportunity to create a system that will attract industrial investment.

The development of TVET system in the DIDP Area will take place in the following favorable circumstances.

- (1) The new organizational structure, with TESDA responsible for nearly all technical and vocational education, has the potential to vastly improve the system by rationalizing investment, supervising quality and collaborating with the private sector, both in terms of training institutions and employers.
- (2) The expected rapid growth of the labor market, both regionally and internationally, will create demand and quality control.
- (3) The emphasis on dual training will help overcome lack of practical experience.
- (4) The BIMP-EAGA relationship can help set training standards, develop support mechanisms and provide a source for technical assistance in skills that are new to the DIDP Area.

The following are specific conditions to support the development of TVET system in the DIDP Area. Also included are main prospects to improve the TVET in the DIDP Area.

- (1) Presence of some TVET training institutions of varying expertise.

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- (2) Clear, relevant and doable mandates of TESDA as a lead agency through RA 7796.
 - (3) Growing awareness and support of the Government for TVET in agriculture and fishery through the Agricultural Modernization Law.
 - (4) Greater autonomy/flexibility of TESDA Regional and Provincial offices.
 - (5) Apparently increased dedication/commitment of TESDA DIDP Area officials.
 - (6) Legislative and executive support via the Dual Technical Training Law.
 - (7) Availability of trainable manpower.