OUT-OF-SCHOOL CHILDREN AND YOUTH IN THE PHILIPPINES: ISSUES AND OPPORTUNITIES

Human Development Sector Unit
East Asia and Pacific Region
The World Bank
Washington, D.C.

September 2003
## Currency Equivalents

(Exchange Rate Effective September 2003)

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### Fiscal Year

January 1 – December 31

## Acronyms and Abbreviations

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<thead>
<tr>
<th>Acronym</th>
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<tr>
<td>ALS</td>
<td>Alternative Learning System</td>
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<td>A&amp;E</td>
<td>Accreditation and Equivalency</td>
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<td>APIIS</td>
<td>Annual Poverty Incidence Survey</td>
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<td>ARMM</td>
<td>Autonomous Region of Muslim Mindanao</td>
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<td>ASEM</td>
<td>Asia Europe Meeting</td>
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<td>AusAID</td>
<td>Australian Agency for International Development</td>
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<td>BNFE</td>
<td>Bureau of Non-Formal Education</td>
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<td>BPD</td>
<td>Business Partners for Development</td>
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<tr>
<td>CAR</td>
<td>Cordillera Administrative Region</td>
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<td>CHED</td>
<td>Commission for Higher Education</td>
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<td>CWC</td>
<td>Council for the Welfare of Children</td>
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<td>CYFP</td>
<td>Children and Youth Foundation of the Philippines</td>
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<td>DepED</td>
<td>Department of Education</td>
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<td>DILG</td>
<td>Department of Interior and Local Government</td>
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<td>DOH</td>
<td>Department of Health</td>
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<td>DOLE</td>
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<td>DTS</td>
<td>Dual Training System</td>
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<td>ECD</td>
<td>Early Childhood Development</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>Educational Research and Development Assistance Project</td>
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<td>Foundation for Adolescent Development</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GOP</td>
<td>Government of the Philippines</td>
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<td>GPYD</td>
<td>Global Partnering for Youth Development</td>
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<td>GTZ</td>
<td>German Bilateral Aid Agency</td>
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<td>IBRD</td>
<td>International Bank for Reconstruction and Development</td>
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<td>International Youth Foundation</td>
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<td>LGU</td>
<td>Local Government Unit</td>
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<td>MICS</td>
<td>Multiple Indicator Cluster Survey</td>
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<td>NCR</td>
<td>National Capital Region</td>
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<td>National Youth Commission</td>
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<td>Out-of-School Children and Youth</td>
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<td>Private Education Student Financial Assistance</td>
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<td>Public Employment Services Office</td>
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<td>PEPT</td>
<td>Philippine Educational Placement Test</td>
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<td>POSCYD</td>
<td>Philippine Out-of-School Children and Youth Development (Project)</td>
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<td>PSBI</td>
<td>Pearl S. Buck International</td>
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<td>PTCA</td>
<td>Parent-Teacher Community Associations</td>
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<td>SK</td>
<td>Sangguiniang Kabataan</td>
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<td>SUC</td>
<td>State Universities and Colleges</td>
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<td>TESDA</td>
<td>Technical Education and Skills Development Authority</td>
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<td>TVET</td>
<td>Technical and Vocational Education and Training</td>
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<td>UNDP</td>
<td>United Nations Development Program</td>
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<td>UNFPA</td>
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<td>UNICEF</td>
<td>United Nations International Children’s Education Fund</td>
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Vice President: Jemal-ud-din Kassum, EAPVP  
Country Director: Robert Vance Pulley, EACPF  
Sector Director: Emmanuel Y. Jimenez, EASHD  
Task Team Leader: Jayshree Balachander, EASHD
# Table of Contents

Acknowledgements ................................................................................................................. i
Foreword ................................................................................................................................. ii
Executive Summary .................................................................................................................. iii

Chapter One: Definition and Overview...................................................................................... 1
Definition of Out-of-School Children and Youth ..................................................................... 1
Estimated Population and Composition ............................................................................... 1
Distribution of OSCY ......................................................................................................... 3
Education and Poverty ........................................................................................................... 5
Employment .......................................................................................................................... 8
The Context ............................................................................................................................ 8
Summary and Key Issues ........................................................................................................ 10

Chapter Two: Profile of Out-of-School Children and Youth .................................................... 11
Understanding OSCY: A Framework .................................................................................. 11
Self-Assessment Surveys ...................................................................................................... 11
Reasons for Being Out of School ........................................................................................ 12
Socio-Economic Profile ........................................................................................................ 12
The Family ............................................................................................................................. 12
Behavioral Issues ................................................................................................................. 13
Attitudes and Aspirations ...................................................................................................... 15
Participation ........................................................................................................................... 15
Felt Needs ............................................................................................................................... 15
Qualities of Out-of-School Children and Youth ................................................................ 15
Summary and Key Issues ........................................................................................................ 17

Chapter Three: Policies and Programs ...................................................................................... 18
Returns to Investment in Youth ............................................................................................. 18
Constitutional and Legal Mandates ....................................................................................... 18
Government Programs .......................................................................................................... 18
The Department of Education .............................................................................................. 19
Technical Education and Skills Development Authority ..................................................... 20
Department of Labor and Employment .............................................................................. 21
Department of Interior and Local Government .................................................................. 22
Department of Social Welfare and Development .............................................................. 22
Summary and Key Issues ........................................................................................................ 23

Chapter Four: Private Sector Programs and Projects ............................................................. 24
Overview ................................................................................................................................. 24
Private Sector Financing ....................................................................................................... 24
A Tri-Sector Model ................................................................................................................ 25
Illustrative Private Sector Programs and Projects ............................................................... 26
Formal Basic Education ....................................................................................................... 26
Alternative Learning System ............................................................................................... 27
Integrated Technical Evaluation .......................................................................................... 28
Employment and Self-Employment ...................................................................................... 29
Parenting Adolescents/Adolescent Health .......................................................................... 29
Summary and Key Issues ........................................................................................................ 30
Chapter Five: Conclusions and Recommendations ..................................................... 31
  Recommendations ........................................................................................................... 31
  Keeping Children in School ............................................................................................. 32
  Access Issues .................................................................................................................. 32
  Quality, Relevance and Community Participation ...................................................... 32
  Demand for Education .................................................................................................... 34
  Expanding Alternative Learning Systems .................................................................... 34
  Strengthening Linkages with Labor Market Opportunities ......................................... 36
  Improving Public and Private Response to the Needs of OSCY .................................. 37
  Youth Participation ......................................................................................................... 38
  Concluding Remarks .................................................................................................... 40

Annex ................................................................................................................................. 41

Bibliography ..................................................................................................................... 44

Tables ........................................................................................................................................
  1.1 Estimates of OSCY Population by Sex and Age Group ........................................... 2
  1.2 OSCY and Related Indicators – A Regional Perspective ........................................ 4
  1.3 School Participation Rates by Level and by Poverty Status ..................................... 6
  1.4 Distribution of School Dropouts by Income ......................................................... 6
  1.5 Main Reason for Dropping Out of School ............................................................... 6
  1.6 Comparative Unemployment Rates in East Asian Countries (1996) ....................... 9
  1.7 Comparative Fertility and Population Growth Rates (1980–1999) ......................... 9

Figures ....................................................................................................................................
  1.2 OSCY Regional Population, 1994 ................................................................. 3
  1.3 Proportion Currently Enrolled by Wealth Group, Ages 6–14 ............................... 6
  1.4 Philippines Population Pyramid, 1998 ............................................................... 9

Boxes ....................................................................................................................................
  1.1 School-Community-Based Marine Project—Improving the Relevance of Education ........................................ 7
  2.1 Youth At Risk: The Role of Social Capital .............................................................. 13
  2.2 Youth with Special Needs ......................................................................................... 14
  2.3 Out-of-School Youth Volunteers .............................................................................. 16
  3.1 Non-Formal Education Accreditation and Equivalency Program ......................... 19
  3.2 Dual Training System ............................................................................................... 21
  4.1 The Angelicum College Home Study Program ...................................................... 27
  4.2 Educational Research and Development Assistance Program (ERDA) Tech .......... 28
  4.3 Don Bosco Agro-Mechanical Training and Entrepreneurship Program ............... 29
  4.4 Foundation for Adolescent Development .............................................................. 33
  5.1 Multigrade Education in Guatemala ......................................................................... 33
  5.2 El Salvador EDUCO Basic Education Modernization Project ............................... 33
  5.3 Incentives Can Persuade Poor Families to Keep Children in School: International Experiences .......................................................... 35
  5.4 Alternative Education Initiatives in Primary Education: The Non-formal Primary Education Program (NFPE) in Bangladesh ......................................................... 36
  5.5 Technical Education in Germany ............................................................................ 37
  5.6 Local Governments Partnering with Community Organizations ......................... 39
  5.7 The Canadian Health Network (CHN) and Youth Participation ............................ 39
Acknowledgements

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Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Foreword

The stimulus for this report was provided by the availability of new information concerning out-of-school children and youth in the Philippines. The information became available during the preparation of a project for youth development under the auspices of the World Bank’s Business Partners for Development (BPD) initiative. The BPD is an effort to harness the private sector for development in some key areas of the Bank’s work such as education and the environment. The International Youth Foundation (IYF) had advocated for the inclusion of youth development under the BPD umbrella, and helped launched the Global Partnership for Youth Development (GPYD). The Philippines was selected as a pilot country for the initiative. Much of the information in this paper is derived from the research and lessons learned in the development and implementation of the pilot effort.

The CYFP and the World Bank Office, Manila together with the Government of the Philippines Department of Social Welfare and Development began working in 1998 to conceptualize the project. In the course of project preparation, the magnitude of the problem and the need for focus became clear. Children and youth (24 years of age or younger) account for an estimated 40 million persons or more than half of the total population of the Philippines. At least 10 million children and youth are neither in school nor gainfully employed. Given the many dimensions of youth issues, it was soon clear that the welfare of this subgroup of Out-of-School Children and Youth (OSCY) was a relatively neglected area and one of increasing importance for poverty reduction and political stability. The project was designed to provide OSCY opportunities for education, personal development, acquisition of marketable skills and employment. It envisioned a multi-sectoral consortium of organizations including the government, donors, the corporate sector and non-government organizations partnering and sharing resources to implement the program.

The purpose of this report is to share with policy makers and implementers of youth programs in the Philippines and elsewhere, what has been learned about the OSCY situation in the Philippines – the extent of the problem, the characteristics of OSCY, the legal and policy framework, the interventions being implemented by different public and private agencies for their welfare, and the priorities and recommendations for future action based on a review of international experience. The report has been widely shared and discussed in the Philippines with different representatives of all sectors including the youth themselves.
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Executive Summary

Situation Analysis

1. In 1999, the numbers of Philippine Out-of-School Children and Youth (OSCY) was estimated to have reached 8.9 million, a nearly three fold increase in the intervening decade. OSCY refers to those in the age group of 7–24 years, who are out of school, not enrolled in a vocational or tertiary institution, and not employed. A more appropriate breakdown is into two groups: children (7–14) and youth (15–24), reflecting different needs, circumstances, and corresponding interventions. OSCY in the 7–14 age group are predominately male and from rural areas. In the 15–24 age group, there are significantly more female OSCY, and they tend to migrate to urban areas in search of employment. The rapid increase in OSCY is a reflection of the overall socio-economic circumstances of the country, including poverty, regional inequalities, a rapid population growth rate, sluggish economic growth, and low absorption of the labor force. The largest numbers of OSCY are found in Metro Manila, but the Visayas have the largest numbers in the 7–14 age group, and Mindanao and ARMM have the highest elementary school dropout rates. The overwhelming majority of dropouts come from poor families. Poverty is the overriding reason for dropping out of school, as the direct and opportunity costs of education are substantial, even though school education is supposed to be free. Other reasons for dropping out include the perceived lack of relevance of education and poor health of either the student or other family members. In the older age group (15–24 years), OSCY mainly comprise those seeking work. Unemployment rates in the Philippines are much higher than in neighboring East Asian countries, and the phenomenon of youth unemployment is so severe as to mainly account for the overall high unemployment rate.

Psycho-Social Profile

2. OSCY result from behavioral decisions at the level of the household and the individual. These decisions are determined by a number of factors—the household’s assets, the production function related to human resources, public and private investments in youth, prices of inputs and expected outputs, etc. Much needs to be understood about the context, factors, and pathways related to such decisions. A psycho-social profile of the average Filipino OSCY constructed from a series of surveys and focus group discussions revealed young persons from large and poor families, whose parents had only an elementary education. The youth faced considerable social and economic pressures, including pressure from parents to contribute to household income or help with housekeeping, and pressure from peers to try drugs or belong to gangs. Almost all of them recognized the importance of an education, and the majority were interested in returning to school, if they could be supported with scholarships and tutoring. OSCY were not more likely to be involved in illegal activities than other youth cohorts, such as youth in school, even though some of them sometimes reported resorting to illegal activities to earn money. Most were aware of youth organizations, such as the Sangguiniang Kabataan, but did not participate in them because they deemed them to be mainly serving the political agendas of local politicians. They wanted health education (particularly information about drugs), scholarships, and job opportunities for themselves and their families; better information about programs for youth; and employment/training opportunities at the local level. OSCY were evaluated to suffer from low self-esteem, have poor control of emotions, lack perseverance, and to be in need of attention, but also to be talented, loving, and optimistic about the future. A little known fact about OSCY is that, despite their own difficult circumstances, many of them volunteer to help others.

Public Programs

3. There is considerable evidence that certain types of investments in youth yield significant benefits. There are a large number of public programs and policies for youth in the
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Philippines. Youth are protected under the constitution and granted rights of representation in local and national bodies. A Council for the Welfare of Children and a National Youth Commission were created to plan for their welfare and development. Two National Youth Development Plans have been prepared (1994–98 and 1999–2004), and at least a dozen national agencies are involved in implementing programs for youth at an estimated cost of about US$20 million a year. The most significant of these include the Department of Education (DepED), the Technical Education and Skills Development Authority (TESDA), the Department of Labor and Employment (DOLE), the Department of Interior and Local Government (DILG), and the Department of Social Welfare and Development (DSWD). Successful initiatives include DepED’s Non-Formal Education Accreditation and Equivalency system designed to provide an alternative to the formal school system for OSCY and the Dual Training System of TESDA, which combines classroom training with hands-on experience. However, the total number of beneficiaries under all the programs combined, is less than half a million per year. Most of the programs serve few beneficiaries and are of very short duration. There is little or no coordination among or within agencies. Very few of the programs have been evaluated.

Private Sector Programs

4. There are about 150 private sector agencies and foundations involved in implementing projects for youth. Their initiatives are generally well rooted in the communities that are served and can be classified as education, training, employment, and leadership/life skills development programs. Program strengths include the commitment and dedication of staff and clients, while weaknesses are the limited scale of the programs and lack of adequate funding for expansion. The combined budget for the programs is estimated to be greater than US$10 million a year. Most agencies were willing to consider expanding programs and geographic coverage for OSCY and to provide non-financial assistance (such as training, sharing facilities or expertise) to partners working for OSCY. A pilot project was developed under a tri-sector partnership among the government, the private sector, and donors, under the auspices of the World Bank’s Business Partner for Development Initiative for the development of out-of-school youth. The pilot was launched in 1999 to test the feasibility and viability of the partnership approach. The pilot confirmed the benefits of public-private partnership, such as synergy and leverage, but a number of challenges remain, including sustainability and scaling-up.

5. Illustrative private sector projects can be categorized as those covering formal basic education; alternative learning systems; integrated technical, life skills and alternative education systems; employment programs; parenting and health education programs; and youth participation. Efforts to return children to school require that OSCY be provided financial and tutorial services, and that parents be counseled and compensated for the opportunity costs of keeping children in school. Alternative Learning Systems serve OSCY who cannot return to the formal system. A good example is the Angelicum College self-paced learning modules, implemented with support from volunteer coordinators and tutors. Equivalency certificates are awarded to those who successfully complete the achievement test at the end of the learning module. Integrated technical education refers to technical education enriched with values education and, in some cases, the opportunity for equivalency certification. Employment and self-employment programs are likewise linked to training initiatives, as in the case of the Don Bosco Agro-Mechanical Training and Agri-Entrepreneurship Project for Rural OSCY. The Foundation for Adolescent Development provides a model Life/Health Education Program for both adolescents and their parents. These efforts have also been successful in mobilizing youth by involving them in planning, mobilizing resources and monitoring activities.
Conclusions and Recommendations

6. Based on the review, the report draws the following conclusions about the OSCY situation in the Philippines. The Philippines is faced with the problem of a large and rapidly growing OSCY population. OSCY drop out of school mainly as a result of family poverty, and many of them would like to return to school or participate in alternative learning systems. They also need to develop life skills and require parental support. Young people (15–24 years) have the highest unemployment rates. While systemic policy and institutional changes are required to ensure sustainable and long-term reductions in OSCY, some direct measures could have a significant impact. Existing public programs reach a very small proportion of OSCY, and are mostly palliative, short-term measures, with little coordination among or within agencies. Private sector programs are more client-oriented, but much greater networking, information sharing, and resource mobilization are required to scale up. The tri-sector partnership program created unique opportunities for OSCY programs, but major challenges remain to institutionalize the approach. The lack of clear leadership for advocacy, information sharing, and coordination of OSCY programs is a major drawback.

7. The Medium-Term Youth Development Plan provides an appropriate framework and approach for the development of OSCY. Key recommendations include the following: provide opportunities for OSCY to return to formal education; develop alternative learning programs for those who cannot return to the formal system; expand opportunities for training and apprenticeship/employment under the Dual Training System; obtain better labor market information; expand entrepreneurship training and strengthen opportunities for farm and non-farm employment in rural areas. While there is wide consensus on what needs to be done, it is less clear exactly how the activities are to be carried out, by whom, and how they will be financed. The report recommends focusing on the following:

a. Keeping children in school through a combination of supply-side interventions, including multi-grade education and community involvement in running schools, and a new set of demand-side interventions’ mainly scholarships targeted to the poorest at-risk households, implemented in partnership with the private sector.

b. Expanding Alternate Learning Systems, such as the Non-Formal Education Accreditation and Equivalency (NFE A&E) program of DepED, and model private programs, such as the Angelicum College Home Study Program, which offer equivalency with the formal system.

c. Reforming Technical and Vocational Education and Training (TVET) so that it is linked to labor market opportunities and is responsive to local needs.

d. Monitoring, evaluating and rationalizing the existing plethora of governmental programs and improving leadership, information, and networking to share experiences and leverage resources by partnership with government and business.

e. Increasing youth participation and meaningful youth involvement in designing and implementing programs.
Chapter One: Definition and Overview

Definition of Out-of-School Children and Youth

1.1 Children and youth below 25 years of age constitute nearly one-half of the total population of the Philippines, or about 40 million people. A significant and growing number are out-of-school and/or out-of-work, falling into a category broadly defined as out-of-school children and youth.¹

1.2 The National Youth Commission (NYC) classifies out-of-school youth as one of four sub-sectors in the youth sector; the others are in-school youth, working youth, and youth with special needs.² According to the NYC definition of out-of-school children and youth (OSCY)—to which many entities, including the interagency

¹ There is no single, fixed definition of the age range for out-of-school children and youth. The Child and Youth Welfare Code (PD603) defines children and youth as those below the age of 18. The Philippine Republic Act, No. 8044—known as the Youth in Nation-Building Act—defines youth as “those persons whose ages range from 15 to 30 years old.” However, many government agencies and private sector organizations set 24 years of age as the upper limit, as does the United Nations World Program of Action for Youth 2000. Individual government agencies define their target group based on each agency’s mandate and programs. A study commissioned by the Children and Youth Foundation of the Philippines (CYFP), which covered 74 governmental and nongovernmental organizations, academic institutions, and foundations, found that the majority defined out-of-school children and youth as between ages 7 and 25.


Committee on Education and Manpower Development Statistics, subscribe — OSCY are, respectively:

- 7 to 14 years old, and not enrolled in any formal or vocational school; and
- 15 to 25 years old, not enrolled in any formal or vocational school, not formally employed, and not a tertiary level graduate.

Estimated Population and Composition

1.3 The Functional Literacy, Education and Mass Media Survey (FLEMMS) conducted once every 5 years by the National Statistics Office (NSO) provides estimates of the numbers of out-of-school children and youth 7–24 years of age. (See Table 1.1). The survey was conducted in 1989 and repeated in 1994. In 1989, the OSCY population was 2.983 million, or 12.5 percent of the total youth population. Of these, about one-third (0.9 million) were in the age group 7–14 years. In 1994, 3.837 million children and youth were out-of-school, or 15 percent of the total youth population. About 27% (1.015 million) were in the 7–14 years age group of OSCY. The FLEMMS was not repeated as scheduled in 1999, but, in that year, the NSO conducted an Annual Poverty Indicator Survey (APIS) which put the estimated number of OSCY 6–24 years of age at 10 million, or about 34% of the population in that age group³. Of these, 1.1 million (12.5%) are 7–14 years old.

1.4 According to the data available from the surveys cited, the total number of OSCY in the age group 7–24 years is currently 8.9 million. (Figure 1.1). Of these, the percentage of 7–14-year-olds has fallen from one-third in 1989 to one-eighth in 1998, while there has been a rapid increase in the 15–24 years age group, with their

³ The equivalent population in the 7–24 age group is 8.9 million.
numbers increasing more than fourfold in that decade. There are more boys than girls who are out-of-school in the 7–14 years age group. However, female OSCY significantly outnumber male OSCY in the 15–24 years age group. (See Table 1.1).

![Figure 1.1: OSCY Population: 1989, 1994, 1999](image)

| Table 1.1: Estimates of OSCY Population by Sex and Age Group (in 000s) |
|------------------|------------------|------------------|------------------|------------------|
| Age              | 1989 Male | Female | Total | 1994 Male | Female | Total | 1998 Male | Female | Total | 2002 Male | Female | Total |
| 7–14             | 548 | 411 | 959 | 623 | 393 | 1,016 | NA | NA | 1244 | 463 | 278 | 741 |
| 15–24            | 530 | 1,496 | 2,025 | 929 | 1,892 | 2,821 | NA | NA | 8902 | 5,096 | 3,975 | 9,071 |
| Total            | 1,078 | 1,907 | 2,984 | 1,552 | 2,285 | 3,837 | 5,794 | 4,352 | 10,146 | 5,559 | 4,253 | 9,812 |

Distribution of OSCY

1.5 The largest numbers of OSCY are concentrated in the National Capital Region (NCR) and surrounding areas. (Figure 1.2) If the OSCY population in each region is broken down by age group (7–14 and 15–24), the regions with the largest numbers of OSCY in the age group 15–24 are still NCR, Southern Tagalog, and Central Luzon. There is anecdotal evidence to suggest that OSCY ages 15–24 migrate to NCR from all over the country. However, the region with the largest number of OSCY in the age-group 7–14 is Eastern Visayas.

1.6 Table 1.2 shows the regional variation in some of the key correlates of OSCY: cohort survival rates in elementary and secondary schools, the extent of working children, and unemployment. The table shows that Mindanao has the most severe problems with regard to keeping children in school, while unemployment is most severe in the Visayas and NCR.

![Figure 1.2: OSCY Regional Population, FLEMMS, 1994 (in 000s)](image)

National Capital Region (NCR); Cordillera Administrative Region (CAR); Regions: Region 1 (Ilocos); Region II (Cagayan); Region III (Central Luzon); Region IV (Southern Tagalog); Region V (Bicol); Region VI (Western Visayas); Region VII (Eastern Visayas); Region VIII (Central Visayas); Region XI (Western Mindanao); Region X (Northern Mindanao); Region XI (Southern Mindanao); Region XII (Central Mindanao).
Table 1.2: OSCY and Related Indicators
A Regional Perspective

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<thead>
<tr>
<th>Region by Related Indicators</th>
<th>OSCY-Related Indicators by Region</th>
<th>% of OSCY(^1)</th>
<th>Cohort Survival Rate (%)(^2): Elementary</th>
<th>Cohort Survival Rate (%)(^2): Secondary</th>
<th>% Families with Working Children(^3)</th>
<th>Unemployment Rate(^4)</th>
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<tr>
<td>Philippines</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NCR</td>
<td>13.5</td>
<td>69.3</td>
<td>71.0</td>
<td>15.2</td>
<td></td>
<td>13.3</td>
</tr>
<tr>
<td>CAR</td>
<td>1.0</td>
<td>68.3</td>
<td>77.3</td>
<td>16.6</td>
<td></td>
<td>10.9</td>
</tr>
<tr>
<td>Region 1 (Ilocos)</td>
<td>4.6</td>
<td>81.9</td>
<td>75.0</td>
<td>15.5</td>
<td></td>
<td>13.0</td>
</tr>
<tr>
<td>Region 2 (Cagayan)</td>
<td>3.4</td>
<td>72.8</td>
<td>80.9</td>
<td>19.9</td>
<td></td>
<td>10.3</td>
</tr>
<tr>
<td>Region 3 (Central Luzon)</td>
<td>8.9</td>
<td>82.2</td>
<td>75.3</td>
<td>8.9</td>
<td></td>
<td>12.1</td>
</tr>
<tr>
<td>Region 4 (Southern Tagalog)</td>
<td>12.6</td>
<td>78.2</td>
<td>75.6</td>
<td>10.2</td>
<td></td>
<td>13.3</td>
</tr>
<tr>
<td>Region 5 (Bicol)</td>
<td>6.3</td>
<td>69.0</td>
<td>67.9</td>
<td>20.8</td>
<td></td>
<td>11.7</td>
</tr>
<tr>
<td>Region 6 (Western Visayas)</td>
<td>7.6</td>
<td>65.3</td>
<td>73.4</td>
<td>17.1</td>
<td></td>
<td>15.5</td>
</tr>
<tr>
<td>Region 7 (Eastern Visayas)</td>
<td>8.9</td>
<td>68.9</td>
<td>74.3</td>
<td>15.4</td>
<td></td>
<td>15.5</td>
</tr>
<tr>
<td>Region 8 (Central Visayas)</td>
<td>5.8</td>
<td>61.6</td>
<td>66.2</td>
<td>18.8</td>
<td></td>
<td>13.8</td>
</tr>
<tr>
<td>Region 9 (Western Mindanao)</td>
<td>5.5</td>
<td>54.8</td>
<td>63.7</td>
<td>17.8</td>
<td></td>
<td>12.1</td>
</tr>
<tr>
<td>Region 10 (Northern Mindanao)</td>
<td>7.0</td>
<td>67.1</td>
<td>67.0</td>
<td>33.5</td>
<td></td>
<td>8.3</td>
</tr>
<tr>
<td>Region 11 (Southern Mindanao)</td>
<td>7.9</td>
<td>64.2</td>
<td>67.0</td>
<td>22.9</td>
<td></td>
<td>12.5</td>
</tr>
<tr>
<td>Region 12 (Central Mindanao)</td>
<td>3.3</td>
<td>58.5</td>
<td>64.8</td>
<td>24.6</td>
<td></td>
<td>11.1</td>
</tr>
<tr>
<td>ARMM</td>
<td>3.7</td>
<td>32.8</td>
<td>66.4</td>
<td>15.5</td>
<td></td>
<td>6.9</td>
</tr>
</tbody>
</table>

Education and Poverty

1.7 Per capita household income is a key determinant of school participation rates. (See Table 1.3).

1.8 The gap between the participation rates of the poor and the non-poor at the secondary level is 21 percentage points, compared to 3 percentage points at the elementary level. Data by income quintile show that 90% of children from the highest quintile have high school diplomas, compared with 30% of those in the poorest quintile. More than 80% of dropouts in the 7–14 age group are poor. (See Table 1.4).

1.9 Figure 1.3 shows the proportion of children aged 6–14 years who are currently enrolled in school by wealth group. The three lines correspond to the wealthiest 20%, the middle 40% and the poorest 40% of the population. At any given age, a lower proportion of poor children is enrolled in school than in the higher wealth groups. The gap is widest at the lower elementary and upper secondary grade levels.\(^5\)

1.10 Poverty is the overriding reason for dropping out of school, as confirmed by a number of surveys. The impact is greater in the lower age group (7–12 years). (See Table 1.5.) Both the direct costs and the opportunity costs of sending a child to school are considerable, even though school education is supposed to be free.\(^6\) Further pressure to seek employment is an important reason for dropping out for boys, while a significant number of girls cited housework as the reason for dropping out.

1.11 Poor households also respond to external shocks by taking children out of school, as evident in the aftermath of the East Asian financial crisis.\(^7\) Relevant expenses for schooling include miscellaneous fees, uniforms and school supplies, transportation, and food allowances. Transportation costs account for about 50 percent of total costs; uniforms and school supplies, 26 percent (a particularly high expenditure for the poor at 35 percent); and fees, which are collected by or on behalf of public primary schools, e.g., Parent-Teacher Community Associations (PTCAs). Average private school costs (P 20,658 per child per school year) are nearly ten times as high as public school costs (P 2,023).

1.12 Lack of interest and motivation is the second most important reason for dropping out. In the consultations conducted for the purposes of this report, and in the documents reviewed, poor quality of education was cited as a reason for lack of interest. The factors associated with poor quality education included lack of textbooks, furniture, equipment, and supplies; ill-prepared teachers; and crowded classrooms. Moreover, the apparent lack of relevance of what is taught in school to the lives and livelihoods of many rural, agricultural, and fishing communities is a further cause for non-attendance. (See Box 1.1).

\(^4\) Poor families are those whose per capita incomes fall below the poverty threshold of P13,800 in urban areas and below P11,168 in rural areas.


\(^6\) Even minor costs, such as those associated with birth registration, can be a deterrent. Children who are never registered cannot enroll in school.

Table 1.3: School Participation Rates by Level and by Poverty Status

<table>
<thead>
<tr>
<th>Level</th>
<th>Poor</th>
<th>Non-Poor</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>90.8</td>
<td>93.6</td>
<td>92.0</td>
</tr>
<tr>
<td>Secondary</td>
<td>53.5</td>
<td>74.2</td>
<td>63.8</td>
</tr>
<tr>
<td>Tertiary</td>
<td>11.9</td>
<td>30.5</td>
<td>23.6</td>
</tr>
</tbody>
</table>

Source: APIS, 1998

Table 1.4: Distribution of School Dropouts by Income (%)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Poor</th>
<th>Non-Poor</th>
</tr>
</thead>
<tbody>
<tr>
<td>7–12</td>
<td>81.6</td>
<td>18.4</td>
</tr>
<tr>
<td>13–16</td>
<td>68.7</td>
<td>31.3</td>
</tr>
</tbody>
</table>

Source: APIS, 1998

Figure 1.3: Proportion Currently Enrolled by Wealth Group, Ages 6 to 14
(Philippines, 1998)

Table 1.5: Main Reason for Dropping Out of School (%)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>High Cost of Education</td>
<td>20</td>
<td>19</td>
<td>56</td>
<td>21</td>
</tr>
<tr>
<td>Employment/Looking for Work</td>
<td>6</td>
<td>13</td>
<td>9</td>
<td>27</td>
</tr>
<tr>
<td>Housekeeping</td>
<td>31</td>
<td>26</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Lack of Personal Interest</td>
<td>21</td>
<td>22</td>
<td>9</td>
<td>21</td>
</tr>
<tr>
<td>Disability/Illness</td>
<td>5</td>
<td>8</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>Other</td>
<td>17</td>
<td>12</td>
<td>22</td>
<td>12</td>
</tr>
</tbody>
</table>

TESDA: 1988 Youth Survey
Box 1.1: School-Community-Based Marine Project — Improving the Relevance of Education

Anibong is a fishing village where 80% of households depend on marine resources for their livelihood. Children work side-by-side with parents from early evening to break of dawn. Tired children catch up on sleep during the day and do not attend classes. Elder siblings often stay at home to cook and care for the young, as mothers sell their catch during the day. Absenteeism is about 22% on average. However, parents are not alarmed, because they believe that children learn more on the job than by attending school.

Based on this feedback, the Anibong Elementary School proposed making their curriculum more relevant to the community. Under the School Innovation and Improvement Fund of the Third Elementary Education Project, they proposed the conversion of foreshore land into a "sea-farm," or a marine ecology laboratory. Pupils would spend about two hours a week of their environmental science classes planting and feeding the cultured "alimango" and shells; providing holds for squid, shrimp and fish; cleaning the area, etc. The municipal fisheries expert will provide technical assistance, and the local government, will provide counterpart funding to ensure sustainability. Any proceeds from the sale of the items on the farm will be used to purchase supplies for the school's supplementary feeding program.

While the project is still under implementation, the initial response of the community and interest in the project are encouraging.

Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Employment

1.13 Philippines has one of the highest overall unemployment rates in the region, as well as one of the highest rates of unemployment among youth, with about a third of the eight million youth in the labor force out of work. (See Table 1.6). In a scenario of slow absorption of labor, young workers are at a disadvantage overall, given their lack of labor market experience and low productivity. This situation is further exacerbated during periods of economic crisis, because of both a slowdown in hiring and seniority practices. School dropouts are doubly disadvantaged, not only because of perceived lack of skills and experience, but also because of prejudice, as reported by several agencies supporting out-of-school youth.8

The phenomenon of youth unemployment is so severe in the Philippines that it has even been suggested that it is the main unemployment issue, and, if addressed, would largely solve the unemployment problem in the Philippines.9

The Context

1.14 The problem of out-of-school children and youth is an offshoot of difficulties in the broader socio-economic environment. As discussed, poor families have the largest share of OSCY, and poverty in the Philippines remains relatively high. Illiteracy, low school enrollment rates, and unemployment are all significantly correlated with poverty. In 1997, 25 percent of the population, or 18.2 million persons, had consumption levels below the poverty threshold. The rural poor account for about 77 percent of all the poor, and the agriculture sector (in which poverty is highest) accounts for over two-thirds of the poor. Poverty also appears to be positively correlated with household size, since it is highest among households with seven or more members.10 Families with heads of households who have no more than an elementary education account for over 75 percent of total poverty.

1.15 Regional inequalities are significant. The poverty headcount ranges from 3.5 percent in Metropolitan Manila to 87.5 percent in Sulu province in the Autonomous Region of Muslim Mindanao (ARMM). Among regions, Bicol has the largest number of poor, while the incidence of poverty is somewhat higher in Eastern Visayas and the ARMM. Regional differences in poverty rates are reflected in differences in other social indicators. Functional literacy ranges from a low of 48 percent in the province

1.16 of Basilan in Western Mindanao to a high of almost 93 percent in Cavite in Southern Luzon. Enrollment rates in primary and secondary school range from a low of 43 percent in the province of Sulu in ARMM to 99 percent in the Mountain Province of the Cordillera Administrative Region (CAR). Life expectancy ranges from a low of 52 years in the province of Tawi-Tawi in ARMM to a high of 71 years in the province of Pampanga in Central Luzon.11

Another factor that exacerbates the OSCY problem is the age population structure of the Philippines (typical of developing countries), with a very young population, more than half of which is under the age of 25 (Figure 1.4). The Philippines has one of the highest fertility and population growth rates in the region (Table 1.7). As a result, the country is faced with a bulge in its youth population until at least 2020.

8 Employers’ reluctance to hire school dropouts was mentioned by several NGOs interviewed for this report. Street children and youth offenders suffer even greater prejudice.


10 Ibid., p. 4. The correlation between poverty and household size is based on per capita consumption as the welfare measure, which may not be adequate.

Table 1.6: Comparative Unemployment Rates in East Asian Countries, 1996 (%)

<table>
<thead>
<tr>
<th>Country</th>
<th>Total Unemployment</th>
<th>Unemployment among 15–24-year-olds</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Male</td>
</tr>
<tr>
<td>Philippines</td>
<td>10.1</td>
<td>25.9</td>
</tr>
<tr>
<td>Indonesia</td>
<td>5.4</td>
<td>12.2</td>
</tr>
<tr>
<td>Korea</td>
<td>6.8</td>
<td>9.3</td>
</tr>
<tr>
<td>Thailand</td>
<td>5.2</td>
<td>2.6</td>
</tr>
</tbody>
</table>


Figure 1.4: Philippines Population Pyramid, 1998

Table 1.7: Comparative Fertility and Population Growth Rates, 1980–1999 (%)

<table>
<thead>
<tr>
<th>Country</th>
<th>Total Fertility Rate</th>
<th>Population Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Philippines</td>
<td>3.6</td>
<td>2.3</td>
</tr>
<tr>
<td>China</td>
<td>1.9</td>
<td>1.3</td>
</tr>
<tr>
<td>Indonesia</td>
<td>2.7</td>
<td>1.8</td>
</tr>
<tr>
<td>Korea</td>
<td>1.6</td>
<td>1.1</td>
</tr>
<tr>
<td>Thailand</td>
<td>1.9</td>
<td>1.3</td>
</tr>
</tbody>
</table>

Source: The World Bank: *World Development Indicators*. 2000
Summary and Key Issues

1.17 Definition of OSCY. The lack of a single definition of out-of-school youth has made it difficult to track numbers and coordinate welfare programs. Formalizing the widely accepted National Youth Commission (NYC) definition and separating the group into two cohorts — the school age group (7–14) and the working age group (15–24) — would facilitate problem analysis and subsequent action.

1.18 Magnitude and Rapid Increase of OSCY. It is estimated that there are currently between 8 and 10 million OSCY in the Philippines, and that their number has trebled in the last decade. OSCY 15–24 years of age account for the bulk of the increase, partly as a result of demographics, and partly due to a sluggish economy. The magnitude and increase in this category of young persons has begun to have significant implications, for, among other issues, political stability and security.

1.19 Distribution of OSCY. The largest number of OSCY is concentrated in the National Capital Region. However, the highest rates of increase of OSCY populations and the highest drop-out rates, particularly in elementary school, have been in the provinces of Mindanao and ARMM. Unemployment has been highest in the Visayas. There is evidence that OSCY move to the National Capital Region (Metro Manila and surroundings) from the provinces.

1.20 Keeping Children in School. The key solution to the problem of out-of-school children and youth is to prevent them from leaving school in the first place. Household income is the most important determinant of school participation. Poverty and the direct or opportunity costs of education are the main reasons for dropping out. Poor quality and lack of relevance in education are other important causes for the high dropout rates.

1.21 Employment. There are 2.5 million OSCY in the age group 15–24 actively seeking employment. The rate of growth in employment has not kept pace with the rate of growth in the population of OSCY. OSCY are particularly disadvantaged in the job market with respect to qualifications, skills, and experience, and they are likely to be subject to prejudice.

1.22 The Wider Context. The OSCY issue is only a manifestation of problems in the wider socio-economic context, including issues of poverty, regional inequalities, high population growth, poor economic performance, and weak institutions.
Chapter Two. Profile of Out-of-School Children and Youth

Understanding OSCY: A Framework

2.1 The data presented in the preceding chapter suggests that OSCY in the Philippines represent a group caught up in a vicious cycle of poverty, low levels of education, and few opportunities for employment in a sluggish economy. While this picture provides the backdrop, it does not provide insight into the different behavioral decisions taken by households and individuals that result in the decision to drop out of school. Such decisions are influenced by a number of factors, such as abilities, motivation, family situation, health, etc. Knowles and Behrman, in discussing analytical frameworks to understand the determinants of investment in youth, demonstrate that a household’s investment in youth is determined by their assets (physical, financial, and human endowments), production function related to human resources, public and private services related to investments in youth (schools, etc.), and the current and expected prices of inputs used in investments in youth and for outcomes of the investments. Households will invest in a given individual such that marginal private benefits equal marginal private costs. The marginal private benefit curve will vary among individuals due to direct or indirect causes such as: (i) one has greater endowments that are rewarded in schooling or post-schooling labor markets; (ii) has lower discount rates, or opportunity costs for time in school so that future benefits have greater value; and (iii) the returns are more likely to accrue or be available to the investor, etc. Much more needs to be learned and understood about such behavioral decisions, their context and the factors and pathways by which an impact in one area affects others.

Self-Assessment Surveys

2.2 A number of recent surveys and focus group discussions with OSCY provide background information, their problems, families, characteristics, and aspirations that might explain some behavioral decisions. In 1996 and 1997, Social Weather Stations, a prominent opinion polling agency, was engaged by the National Youth Commission (NYC) to conduct two surveys with the objective of better understanding Filipino youth aged 15–24 years. The earliest available survey is from a TESDA/NSO survey in 1988. In 2001, the NYC and the Department of Social Welfare and Development conducted surveys in Metro Manila among OSCY who participated in pro-Estrada demonstrations. Most recently, in September 2001, the Department of Social Welfare and Development, together with the National Youth Commission, organized a National Youth Summit in Manila, preceded by youth summits in each of the 16 regions. The most extensive work was done in 1998 in a series of studies conducted by the Children and Youth Foundation of the Philippines (CYFP) for the OSCY Consortium, during which 50 focus group discussions were held with over 400 past and present youth clients of 50 agencies in eight different regions. While this research was not

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as rigorous as formal tracer studies, there are some commonly recurring themes.

**Reasons for Being Out of School**

2.3 Most of the participants gave financial problems as the primary reason for being out of school. Factors that contributed to financial difficulties included poverty, priorization of education for other siblings, and high tuition fees. In addition, family problems were commonly cited, and these included parents' separation, parental neglect and abuse, conflict between child and parent, and child rebellion. Other participants were out of school because their parents or persons providing support died, developed an illness, or were disabled, and they then had to take care of younger siblings or start working. Some participants had to work and recuperate from illnesses themselves. Some participants cited personal problems that constrained continuation of their studies, such as laziness, lack of readiness or interest, and early motherhood. Some gave negative peer influence and pressure as a reason for discontinuing their studies.  

**Socio-Economic Profile**

2.4 In every survey, data showed that out-of-school children and youth participants came overwhelmingly from low-income families, predominantly single income-earner families, or families whose primary income sources are seasonal in nature, such as farming or construction work. The majority of participants' parents had elementary education only. In both urban and rural areas, the out-of-school youth come from large families, where the tendency is for the elder children to give way to the younger siblings in terms of educational opportunities. There is a significant incidence of drug abuse among the youth or within their immediate environment. The participants' parents typically married in their teens, and most were unable to finish high school.  

2.5 Youth in farm areas marry at an early age and do not continue education after marriage. The families of rural out-of-school youth own their homes and lots, plus a small farm of one to five hectares. Rural out-of-school youth can rely on self-employment as an income source, e.g., farming, carpentry, embroidery, and sewing. In urban areas, the families of out-of-school youth are mostly migrants from the provinces, and a large number of these youth are squatters or reside with relatives. Urban out-of-school youth seek odd jobs on construction projects and automotive shops, among others. Urban female out-of-school youth have a limited range of employment opportunities—usually as storekeeper's aides or domestic helpers.  

**The Family**

2.6 The family plays a significant role in the lives of out-of-school youth. (See Box 2.1.) There is strong parental influence in the decision for a child to stop his or her education—deference to the authority of the parent is not questioned as far as the youth is concerned. Parents are their children's number one role models, whatever their situation. The mother is viewed as the youth's confidant and teacher. Family togetherness is the primary source of joy. Conversely, separation, death, and disagreements among family members cause the youth grief and stress and greatly affect their mental state.  

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19 Muslim youth and youth from CAR also tend to marry early. SWS/NYC: op cit. pp.12.

20 Ibid., pp. 7-8

21 Ibid., pp. 8-9
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Box 2.1: Youth At Risk—The Role of Social Capital

Empirical evidence has shown that it is often the lack of social capital which hinders young people from reaping the benefits of human capital investments. Social capital is embedded in relations among persons and is relatively intangible. Lack of social capital has been defined as the absence of stable family environments, and of supportive parental attitudes, networks, and role models that facilitate coordination and cooperation for mutual benefit. Studies have shown that youth who suffer from lack of good social capital tend to fare poorly in school and have an increased probability of dropping out and experiencing lower returns to their schooling investments. Studies have documented the important effects of neighborhood peer influences on youth behavior. Youths residing in a neighborhood in which a substantial portion of young people is involved in crime or uses illegal drugs have significantly higher probabilities of exhibiting analogous behaviors than do youths with similar family backgrounds and personal characteristics living in neighborhoods in which a small fraction of young people is engaged in such activities. Empirical evidence from Latin America has documented that the educational climate of the household is one of the most important indicators of differences in educational attainment and the opportunity for social mobility among children and youth. Others have argued that, during recent decades, there has been a rise in perverse social capital, which is reflected in the consolidation of informal and illegal activities in environments which foster alternative forms of moral and social cohesion. While it is not surprising that students from relatively disadvantaged backgrounds tend to be low academic achievers, their situation underscores the importance of providing special assistance to promote equal opportunity.


Behavioral Issues

It is noteworthy that OSCY were not more likely to be involved in illegal activities such as drugs, robbery, gangs, or gambling than other youth cohorts, such as youth in school or working youth. However, many OSCY periodically felt pressure to belong to gangs or to engage in unlawful activities such as drugs, gambling, or petty crimes in order to earn money. In Negros Occidental, the Revolutionary Proletarian Army has been recently engaging in the recruitment of OSCY in exchange for money. In ARMM, OSCY find themselves caught in the middle of warring factions which demand loyalty in exchange for security. Some out-of-school youth were involved in substance abuse, gangsterism, and criminality. The situation of out-of-school youth can sometimes lead to premarital sex and marriage, including marriage as an escape from unhappy family circumstances. A Young Adults Fertility Survey (1996) collected information on knowledge, attitude, and behavior related to sex, smoking, drinking, and drug use, together with background information on individuals and the family from a national sample of about 11,000 males and females ages 15 to 24. The experience of being out of school and living away from parents was identified as likely to increase the probability of risk taking. Some young people reported that out-of-school youth are vulnerable to societal ills and are a neglected, stigmatized youth subsectors. In this respect, they are like other vulnerable groups identified as those with special needs. (See Box 2.2).

23 Ibid., pp. 71–72
Box 2.2: Youth with Special Needs

There are other vulnerable groups of children who are out of school, but whose circumstances warrant special attention and action:

Children who work in agriculture: Nearly 17 percent of an estimated 22 million children 5 to 17 years old are working. Almost 7 of 10 working children (84 percent male, and 65 percent female) were unpaid workers on their family farms. Children in agricultural communities are the “invisible hands that till the lands, the invisible ‘un-enrolled’ who may never be counted in the educational statistics.” They have limited access to schools, health stations, and other forms of services, e.g., credit schemes for income-generating or livelihood projects.

Children who work in mines and quarries: This group of children, on their own or with their parents, are the most vulnerable in terms of health and nutritional risks, and are the least likely to be reached by any educational program, even non-formal education, at the current level of program coverage, either because programs are absent in the areas where they live, or because parents are not supportive of any aspiration of a child to enter formal schools because it would interfere with the child’s full-time work.

Sexually exploited children: Sexually exploited children are another group least likely to have any access to formal and non-formal education, especially if they are migrants and are on their own. They are most vulnerable to sexually transmitted diseases, predisposed to HIV/AIDS, and face the risk of addiction and physical harm. A 1994 estimate placed the number of sexually exploited, prostituted, or trafficked children at around 40,000.

Street children: The total number of street children is estimated at about 200,000; one-half live on the streets of Metro Manila. Some street children have stopped school and work full-time in the streets, but many still go to school. Street children are at the highest risk of substance abuse, which is a coping mechanism for them.

Children and youth involved in armed conflict: Children in areas of armed conflict discontinued their education because of the dangers of being attacked or taken hostage. In some areas, schools have been converted to evacuation centers. Children and youth are also recruited as child soldiers. In August 2000, DSWD reported that 38 cases of forcible recruitment had been reported to DSWD field offices. The only available estimate of the total number of child soldiers in the Philippines puts the number at about 50,000.

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25 Ibid., p. 21
27 Ibid., p. 23
28 Ibid., p. 23
31 Cornelio G. Banaag, Jr. Resilience, Stories Found in Philippine Streets, AusAID, National Project of Street Children, and UNICEF, 1997, p. 4
32 Association of Southeast Asian Nations and Philippines Department of Social Welfare and Development (DSWD).
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Attitudes and Aspirations

2.7 While a small percentage of OSCY in each study did not see attending school as worth the time, effort, and resources, especially in view of the numbers of educated unemployed, the majority was interested in returning to school. The two most important aspirations were to have a good education and get a stable job. The youth believe that education leads to a good, steady, and decent job, and they would finish their studies if family resources permitted, or if a scholarship were to become available. They hoped for an opportunity to return to school and that other family members might find jobs to lessen the financial pressures on them and perhaps enable them to return to school. The NYC/DSWD survey confirmed that a significant proportion (about 40%) of OSCY was interested in returning to school. Most were seeking to be employed. However, OSCY felt discriminated against when seeking employment or other opportunities for advancement, as compared to their peers in school.

Participation

2.8 Most OSCY were aware of the Sangguiniang Kabataan (SK), an elected youth committee of which the Chairman is an ex-officio member of the local government. However, the majority did not participate in SK activities. They deemed the SK to be highly political and geared to promoting dynastic politics. They did not have much information about government programs and were concerned that any opportunities that existed would be difficult to access without political support, or strong academic skills and would mostly be available in urban areas. They wanted information on programs and opportunities to be made available at the local (barangay) level, in order to increase opportunities for education, particularly scholarship and alternative learning programs. Skill development programs needed to be suited to their economic reality. They recognized the need for life skills including leadership, organization, and reproductive health.

Felt Needs

2.9 The top 3 programmatic needs identified by OSCY were anti-drug education, scholarships, and job opportunities. Most recommended that existing programs, services, and activities for out-of-school youth extend their coverage to include more clients, and that livelihood opportunities should be facilitated for the youth who need to work, as well as their unemployed parents. With regard to the youth themselves, they recommend that change should come about through self-motivation. They asked for support with moral and spiritual development and values formation. They wanted to avoid the negative influence of peers, vices, and drugs. They also asked that programs be broadened to raise the awareness of youth regarding the dangers of drug abuse and other matters pertaining to health. They wanted more sports and recreational activities to be available.

Qualities of Out-of-School Children and Youth

2.10 In July 2001, an assessment workshop was held with participants representing 21 organizations that implement projects for out-of-school children and youth. Workshop participants assessed their clients to be typical, normal youngsters, full of energy, easily influenced, impatient, and short tempered, but also loving and respectful. They seemed to suffer from low self-esteem and some had low

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33 Livelihood skills training programs are designed to provide participants with skills for wage employment or self-employment. Typically these programs may cover agricultural skills, basic household chemicals, building materials, woodworking, craft making, and sewing. See Stewart Hall, Non-Formal Education in the Philippines, Technical Background Paper No. 7, The 1998 Philippines Education Sector Study, 1999, p. 4
34 Ibid., p. 72
35 Children and Youth Foundation of the Philippines, Philippine Out-of-School Children and Youth Development Project, Sub-Project Assessment Workshop, Sulo Hotel, Quezon City, July 24-26, 2001.
motivation. However, they were optimistic about the future and aspired to a better life. One of the workshop participants characterized out-of-school children and youth as “having many hurts inside” and needing a lot of healing.

2.11 Another participant said that working with out-of-school youth required both patience and humility; one had to be humble and patient in order to learn from the out-of-school youth who have much to offer.

2.12 A little-known fact about out-of-school children and youth that deserves attention is their spirit of volunteerism and participation as volunteers (See Box 2.3).

**Box 2.3: Out-of-School Youth Volunteers**

What is not publicized or well known is the fact that some out-of-school youth undertake volunteer activities, despite their impoverished circumstances, frequently difficult family circumstances, social biases against them, and oftentimes, their own lack of self-confidence and feeling of self-worth. The following are brief vignettes of youth volunteers whose generosity of spirit is making a difference in the lives of the many children, youth, and adults whom they serve:

- A 17-year-old high school undergraduate, who wishes to study the fine arts, comes from an extremely depressed, poor urban neighborhood that lacks water and sanitation, electricity, and adequate housing. This youth is a community health volunteer trained as a “first-aider” by the Red Cross. Among the first-aider activities are hygiene and sanitation education, cleaning and dressing minor cuts and wounds, and referring persons in need of medical treatment to appropriate health facilities.

- At an urban technical training institute, 125 high school undergraduates from poor families are volunteer blood donors and respond to every request for blood donations.

- A 19-year-old high school undergraduate who aspires to be an electrical engineer volunteers in a big brother/small brother story-telling program in his poor urban neighborhood. Everyone benefits from the story-telling program: the young children are not only entertained, but also acquire language and reading skills; the youth volunteers become role models, thereby gaining self-confidence; and the community takes pride in the volunteer as one of its own.

- Three hundred poor high school undergraduates, who are enrolled in continuing education and vocational entrepreneurship classes, are organizing into “action teams,” which function as support groups for collective efforts and actions. One team has formed study groups in its community. A second team has begun an environmental cleanup that includes recycling cellophane and plastic straws, which are then used to make decorative items. A third team is in the process of building public toilets with assistance from the Department of Social Welfare and Development.

- A 17-year-old high school undergraduate from a poor, urban neighborhood would like to be a flight attendant, and, in fact, will be the first person from the neighborhood to attain a high school equivalency certificate. This youth does volunteer work with children who have been abused, helping them to overcome the trauma of abuse.
Summary and Key Issues

2.13 The Framework. Household behavioral decisions—in particular the decision to invest in youth—are determined by a number of factors, including the price paid by households for such investments, other potential uses of such resources, expected benefits and future prices, genetic endowments, and school characteristics. In addition, a number of family and individual characteristics, including personal motivation and parental relations, also impact such decisions. Social capital also appears to be a determinant in the ability to stay in school.

2.14 Risk Factors. Factors for dropping out of school identified in the OSCY surveys include low-income households, especially those with parents who had not completed high school; children in single parent families; parents in hostile relationships or ill-health; recent migrants to urban areas; and neighborhoods with large numbers of out-of-school youth.

2.15 Alternative Learning. Children in the 7–14 age group expressed a clear desire to return to school, circumstances permitting. Youth 15 to 24 years are not likely to return to formal schooling, but expressed a keen interest in employment/livelihood opportunities, and alternative learning systems to achieve high school equivalency and to attend or finish technical/vocational education training.

2.16 Life Skills Training. Out-of-school children and youth experience stress and pressures due to their situation, are vulnerable to harmful influences, and, in many cases, are stigmatized by society. They not only need educational opportunities, but also support in developing life skills, including interpersonal relations and communication skills, coping with emotions and stress in positive ways, critical thinking and decision-making skills, and setting goals for productivity and success.

2.17 Parental Involvement and Support for Parents. The parents of out-of-school children and youth need to be supported and counseled to enable children to stay in school. In most cases, parents are the key factor in the decision to drop out. Parents also need to be more involved with their children, and especially need support in understanding teenagers and improving their parenting and other life skills.

2.18 Limited Reach of OSCY Programs. The vast majority of OSCY are not being reached through special programs currently in place. Youth place high priority on anti-drug campaigns, scholarships, and employment programs. Those who had participated in programs stressed the importance of competent and committed instructors, proper training equipment and facilities, and holistic approaches to training.
Chapter Three: Policies and Programs

Returns to Investment in Youth

3.1 Household behavioral decisions about investing in youth can be affected directly or indirectly by public policies and programs. While there are gaps in our knowledge about the rate of return on such investments, available evidence suggests that there are some high-return investments in youth in developing countries. Examples include demand-side investments in formal schooling, adult basic education for adolescents, and some school health and reproductive health services. Moreover, there are efficiency reasons for using public resources in addition to private resources to make such investments because of market failures related to capital, insurance, and information.

Constitutional and Legal Mandates

3.2 The constitutional, legal, and institutional framework for investing in youth is well established in the Philippines. The Constitution enjoins the State to ensure the “physical, moral, spiritual and social well being of youth,” and guarantees the right to formal education and to opportunities for non-formal learning systems, out-of-school study, and vocational training programs. The Local Government Code mandates youth representation in all local bodies through the Sangguniang Kabataan (SK). The Child and Youth Welfare Code (1974) created an interagency Council for the Welfare of Children (CWC) under 18 years of age, and Republic Act No. 8044 created the National Youth Commission (NYC). The NYC was mandated to provide leadership in formulating policies and programs for youth.

The NYC coordinated the preparation of a Medium-Term Youth Development Plan (1999–2004). The Plan attributed the growing population of OSCY to the overall economic climate and shortfall in job creation, and identified the following strategies to assist OSCY: improving the quality and relevance of education, and improving access to education; expanding choice by providing alternative learning systems; providing labor market information; and monitoring and evaluating OSCY programs.

Government Programs

3.3 A number of government agencies implement programs targeted at youth, including OSCY—the Departments of Education (DepED), Interior and Local Government (DILG), Labor (DOLE), Social Welfare and Development (DSWD), and the Technical Education and Skills Development Authority (TESDA). A listing and description of the programs is included in Annex 1. There are more than 40 different programs overall, and they target the 15–24-year age group. However, their coverage is quite low, estimated as less than 10% of OSCY. Efforts to keep children in school are mainly directed at improving the education system, rather than at special programs targeted at school dropouts or those at risk. For the 15–24 age group, the Non-Formal Accreditation and Equivalency Program and the Dual Training System appear to hold considerable promise, but the scale of these programs is quite small. Taken together, the existing government effort for OSCY can be characterized as comprising a large number of small programs, with poor coordination among

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36 Knowles and Behrman, op cit., p. 9.
37 In practice, the institution seems to be serving a limited agenda of launching young Filipinos with political connections into politics.

and within the implementing agencies. All the programs together are estimated to reach less than one-half million OSCY each year. The approximate annual budget for these programs is about US$20 million. Many of the programs are of very short duration. Hardly any of them have been evaluated.

**The Department of Education (DepED)**

3.4 DepED’s programs for OSCY are severely under-resourced and account for less than 2% of the budget. The flagship program for OSCY is the Non-Formal Education Accreditation and Equivalency Program (NFE A&E) implemented with assistance from the Asian Development Bank (ADB). It holds considerable potential as an avenue for school dropouts to return to formal schooling or to obtain an equivalency certificate, which in turn opens opportunities for further education or technical and vocational training. (See **Box 3.1**). This is particularly important because most Technical Education in the Philippines requires secondary school completion.

**Box: 3.1: Non-Formal Education Accreditation and Equivalency Program**

The NFE A&E has three levels—basic literacy, elementary, and secondary—estimated to require about 200, 500, and 700 hours of instruction, respectively. Pre-testing is done, through the administration of the Philippines Educational Placement Test, to determine where learners should begin. The program is designed to be client-oriented and flexible, with the curriculum and material structured into short, self-paced modules. When ready for testing, learners can register for national A&E tests, and, if successful, will receive certificates from DepED stating that they have achieved a level comparable to the elementary or secondary certificate of the formal school system. A notable feature of this approach is the partnership between public and private entities. While the government develops the curriculum, materials, and tests, and recognizes equivalency, accredited private sector agencies/NGOs deliver the training.

3.5 The NFE A&E holds considerable promise of becoming a vehicle for allowing some early school leavers an alternative avenue to basic education, or, if appropriate, a means to return to the formal system. However, now that ADB assistance has ended, the program’s scale and continuation are in doubt.

3.6 DepED’s main solution to the OSCY issue, however, has to be about the prevention of dropouts and improving the formal educational system enough to retain pupils at least through elementary school. The slow declines in dropout rates in the last decade suggest that DepED’s programs have not been effective in addressing the issue of dropouts.39 The Education for All Assessment recommends the completion of incomplete elementary schools up to grade 6; the effective implementation of the “balik eskuwela” (Back-to-School) campaign, in which each elementary school must retrieve at least 10 dropouts in their catchment area; the attainment of zero dropout rates for grades 5 and 6; and selecting and training outstanding teachers for grade 1.40 grades 5 and 6; and selecting and training outstanding teachers for grade 1.41

3.7 Improving teacher effectiveness through better deployment and training, reforming the curriculum, increasing the supply of high-quality textbooks, and strengthening mathematics and science education are widely recognized as the improvements most urgently required to improve the quality of the education system.

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39 According to DepED’s official statistics, dropout rates have fluctuated slightly around 7% at the elementary level and 9% at the secondary level throughout the 1990s.


3.8 The demand side of the equation, in particular the issue of compensating the poorest households for the (actual and opportunity) costs of sending children to school, is still largely untouched by DepED’s programs. Households in the Philippines financed public and private education in the amount of P74.6 billion in 1997. While more than one-half of this amount was spent on tertiary education, elementary education captured the highest percentage (56.8%) of household financing of public education. Public elementary schools, which are supposed to provide education free of charge, in fact have parents contributing more than half of total costs. Household expenses typically cover transportation, supplies, and miscellaneous fees. Although not fully documented, it is widely known that Parent-Teacher Community Associations (PTCAs) and principals assume responsibility for a significant share of the operating and maintenance costs of schools, including the repairs and maintenance of school buildings. Improving the efficiency, transparency, and accountability of the budget—including the allocation of resources by school, and the allocation of resources to compensate poorly endowed schools—is of the highest priority, followed by mechanisms to exempt the poor from all payments and to compensate the poorest households for the opportunity costs of keeping children in school.

Technical Education and Skills Development Authority (TESDA)

3.9 TESDA was established in 1994 as a policy and quality assurance agency for post-basic technical education and training. A joint TESDA-DepED memorandum recognizing the school equivalency certification under the A&E program has opened the doors for OSCY to access technical and vocational training (TVET) to the poor more widely in the future. The agency’s mandate was (i) to improve the quality of technical and vocational education and training (TVET) through standards, accreditation and monitoring, R&D, and technical assistance, and (ii) to ensure equity in the system. The bulk of the actual training provision (about 80%) comes from the private sector and from enterprises providing on-the-job training. However, TESDA also inherited the management of a large number of low quality tech-voc secondary schools and training institutions. These 723 centers and schools account for almost two-thirds of the agency’s budget.

3.10 Besides low quality in TESDA’s own schools, related to trainers’ capacity, outdated curricula, and an inadequate budget, TESDA faces other challenges, such as the low status of and demand for TVET in the Philippines; competition from State Universities and Colleges (SUC), which provide free training, although of low quality; and the lack of authority to accredit SUC programs.

3.11 TESDA has made a good start in defining its reform agenda to address these challenges in a National Technical Education and Skills Development Plan (NTESDP), 2000–2004. It proposes to establish or strengthen linkages with employers, to launch programs for quality improvement, and to devolve its schools and training centers to provincial and local governments. It also proposes to improve and expand private provision of TVET by promoting collaborative public-private training programs, including the Dual Training System (See Box 3.2), and by expanding the Private Education Student Financial Assistance (PESFA) scholarship program to improve access to TVET training for students from poor households and to increase revenue flows to private providers. A Technical Skills Development Project with assistance from ADB will support the


implementation of the NTESDP, including $6.5 million to augment PESFA.

Box 3.2: Dual Training System

The Dual Training System, which was developed with the support of the German bilateral aid agency (GTZ), integrates TVET with work experience. During a 30-36 month period, trainees spend 70% of their time working in the firm and 30% in a training center. The system has many positive features, including training relevance and immediate employability of trainees. In a new phase of the program, assistance will be provided to the 27 institutions that participated in the first phase so that they can serve as "multipliers" by undertaking the training of trainers in other TVET institutions to further implement the Dual Training System.

Department of Labor and Employment (DOLE)

3.12 DOLE operates a number of active labor market programs including job creation (public works, self-employment support, and wage subsidies), training, and employment services, but the scale of the programs is very small. It coordinates the government’s flagship program for youth, the Kabataan 2000, for the short-term employment of youth ages 15–25 years old, which it implements with the assistance of other government agencies. The program includes the following: summer jobs, government internships, a special program for the employment of students, and the work appreciation program. About 150,000 young people are covered under these short duration programs annually. DOLE also offers volunteer opportunities in tourism, reforestation, health outreach, infrastructure development, and community development projects, working in collaboration with the concerned government agencies. While some beneficiaries of these programs are likely to be OSCY, the programs are not targeted exclusively to them.

3.13 The Department operates an extensive network of public employment service offices (PESOs), with 1,825 locations across the country. Under the PESO Act of 1999, a facilitation network will be established in every province and major city, including job fairs to bring prospective employers face to face with job seekers. DOLE maintains two websites that are of considerable value to those serving OSCY.44 One is the tabulation and analysis of up-to-date labor force statistics from the periodic labor force surveys conducted by the National Statistical Office (NSO). The data include the numbers of unemployed youth 15–24 years old. The second is the Philippines Jobnet,45 an electronic job referral and matching service, which allows prospective employers and applicants to register and apply for, respectively, vacant positions. While the site is not particularly geared to assist OSCY, it has considerable potential to develop as a job placement service.

3.14 A key area of concern to young job seekers is the employer practice of offering only five-month contracts to avoid paying benefits, which become obligatory at the six-month employment mark. Job applicants incur a series of costs every time they apply for a job: local police and NBI clearance, photographs, transport, and medical clearance. Consequently, these expenditures tend recur every five months for job seekers, which is beyond the means of many poor youth. DOLE is seeking to amend the apprenticeship law to address this issue.

3.15 The DOLE programs, as those of the other departments, have not been evaluated. Evidence from evaluations of other active labor market programs

45 http://www.phil-jobnet.dole.gov.ph
worldwide summarized by Betcherman et al., suggests that the most effective of these types of programs are the job-search assistance or employment services programs. However, these do not benefit the youth as much as they do older workers. An evaluation of the Canadian Job Entry Program showed that youth who undertook enterprise training did significantly better than those who only received classroom training, suggesting that the Dual Training System appears to have the greatest potential of training/employment programs.

Department of Interior and Local Government (DILG)

3.16 As a result of the devolution of most social services, the DILG has recently emerged as the natural focal and coordinating agency for interventions implemented by local governments. DILG in collaboration with Local Government Units (LGUs) and Nongovernmental Organizations (NGOs) is implementing the Street and Urban Working Children Project, assisted by the Australian Agency for International Development (AusAID). Targeting 40,000 street and urban working children and 17,000 parents in 25 cities nationwide, the AUD 5.5 million project began in January 2000 and is scheduled to close by December 2002. The project involves about 80 NGOs which provide social services to the children and their families. Services include educational assistance, daycare, mobile schools, counseling/guidance, values formation, skills training, livelihood assistance, and social credit. To encourage parents to keep their children in school or to send them back to school, the project provides rice to the family.

3.17 UNICEF (the United Nations International Children’s Education Fund) similarly implements a number of programs for the protection of children through local Barangay Councils. As Community-Driven Development approaches become more widespread, it is likely that DILG and local governments will become more important as coordinating or implementing agencies for OSCY programs in partnership with the private sector.

Department of Social Welfare and Development (DSWD)

3.18 DSWD’s OSCY program is the Unlad Kabataan whose main objective is the holistic development of disadvantaged youth. The program’s main strategies are: (i) organization of youth groups (Pagasa Youth Associations); and (ii) the development of a peer support system. The core interventions include economic activities, personality enhancement, and positive life-style promotion and leadership training. Since the devolution of social services to local governments, the interventions are financed and managed by LGUs.

3.19 Other DSWD interventions with possible impacts on OSCY include the Early Childhood Development (ECD) Law and the ECD Project financed jointly by the World Bank and ADB. The expansion of ECD services is expected to improve “school-readiness” and thus to reduce the high incidence of dropouts between grades 1 and 2. Grade 1 teachers are also being trained in child-friendly teaching strategies. Strengthening the daycare program would free elder siblings from the role of caregiver to pre-school children.

3.20 DSWD is still in the process of defining its role and mandate in a devolved system. Its ability to influence local

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47 Baguio, Angeles, Olongapo, Naga, Legazpi, Iloilo, Bacolod, Cebu, Lapu-lapu, Mandaue, Zamboanga, Cagayan de Oro, Davao, Gen. Santos, Cotabato, Caloocan, Quezón City, Manila, Makati, Paranaque, Pasay, Pasig, Mandaluyong, Muntinlupa, and Las Pinas.
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Implementation of OSCY programs has so far been limited. Providing counseling to families with children at risk of dropping out, strengthening Pagasas as a peer support network, providing links with NGOs, and promoting life skills are potential areas of focus.

Summary and Key Issues

3.21 Coverage, Impact, and Targeting. Despite the plethora of programs, the overall coverage, targeting and impact of the interventions is inadequate. Less than 10 percent of the estimated 8.9 million OSCY benefit from the programs. Most of the interventions are of very short duration, and the employment programs in particular appear to be merely palliative. Most programs are broadly targeted to youth, rather than specifically to OSCY.

3.22 Keeping Children in School. Greater efforts are needed for keeping children in school by improving the quality and relevance of education and reducing costs to households. DepED does not currently have a program to increase the demand for education on the part of poor households or to provide financial support to children who leave school due to economic hardship, which is the overwhelming reason for dropping out.

3.23 Monitoring and Evaluation. The lack of monitoring and evaluation of the existing programs limits government’s ability to expand programs that work and to discontinue those with limited impact or low benefit.

3.24 Interagency Coordination. The lack of coordination among agencies concerned with OSCY can result in duplication of efforts, inefficient use of scarce resources, and limited opportunities to share experience and learn from promising approaches. The agreement between TESDA and DepED, which holds that NFE A&E certificate holders would be eligible for TESDA training programs, is one example of how more effective interagency coordination can benefit OSCY.  

48 DepED Order No. 110, 1999.
Chapter Four: Private Sector Programs and Projects

Overview

4.1 A 1998 Children and Youth Foundation of the Philippines (CYFP) study profiled 74 agencies engaged in OSCY activities, including 27 nongovernmental organizations (NGOs), 11 academic or school-based organizations, and 18 foundations. The remainder were local government units, people's organizations, and others. One of the main findings was that the thrust of most out-of-school-youth programs was education, with more than half of the agencies involved in educational assistance and development, and about 40% in skills training. Two-thirds of the agencies expressed a willingness to expand their out-of-school programs, generally in terms of increasing the numbers of beneficiaries and extending geographic coverage. Most agencies monitored their programs, 50 percent followed up on their graduates, and a low proportion maintained a database on their OSCY clients. Key program strengths were the commitment and dedication of staff and clients. Program weaknesses were lack of funding, client dropout, lack of personnel, and inadequate facilities, equipment, materials, supplies, and technical support.

Private Sector Financing

4.2 CYFP also commissioned a study on aid-giving for OSCY projects in the Philippines. The study’s objectives were to identify institutions that provide financing, determine the focus and extent of available financing, create interest and awareness among aid-giving organizations in OSCY projects, and promote complementarity and pooling of resources among aid-givers that maintain similar goals and objectives. The study covered 34 organizations, of which 55 percent were corporate foundations and 32 percent were local NGOs.

4.3 The survey found that 88 organizations invested about US$8 million on socio-civic programs in 1999. One-third of respondents reported funding of P1–5 million for projects, and 20 percent reported an investment of P5–10 million in various programs. Twenty percent reported expenditures of more than P50 million. At the time of the study, the majority of respondents anticipated an increase in total funding for social, civil, and other programs over the next five years. All agencies interviewed used more than one source of financing for their programs and projects. Fifty-seven percent used internally generated funds, 44 percent sourced funding from their parent companies and affiliates, 42 percent generated contributions from local and international funding organizations, and 35 percent tapped public contributions.

4.4 In sum, the studies show that there is a high level of private sector interest in children and youth, that education and training/capacity building are priority areas, and that the willingness exists to consider program expansion in terms of beneficiary and geographic coverage and the contribution of non-financial resources. With respect to funding, emphasis is placed on multi-sourcing and matching program and project priority objectives to the priorities of potential funding agencies. Private sector agencies appear to offer an effective delivery mechanism for OSCY services because of their proximity to the community and clients.

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49 CYFP. Study on the Programs, pp. 77–78.
51 Ibid., p. 6.
52 Ibid., p. 7.
4.5 No single sector, however, commands the resources, expertise, community experience, and commitment necessary to effectively address the situation of out-of-school children and youth. A strategic focus is needed, which emphasizes coordination across sectors and the engagement of the business sector. Such a focus is being tested in the Philippine Out-of-School Children and Youth Development (POSCYD) Project, which is a tri-sector partnership of government, civil society, and the business sector.

A Tri-Sector Model

4.6 In 1996, under the World Bank's Business Partners for Development (BPD) initiative, an effort was made to bring together a tri-sector partnership of government, civil society, and the business sector to promote youth development. With the support of the World Bank, the Children and Youth Foundation of the Philippines (CYFP), the Ayala Corporation, and the International Youth Foundation (IYF), a consortium was formed to bring together an influential and prestigious group of organizations and leaders in the three sectors to encourage new initiatives and mobilize resources to create opportunities for out-of-school children and youth. The three sectors are led by the signatories to the consortium agreement: the Ayala Corporation, the Department of Social Welfare and Development (DSWD), and CYFP, which provides secretariat services and otherwise makes special contributions to the project.

4.7 The goal of the pilot phase of the project is to test the feasibility and viability of a tri-sector partnership in providing opportunities for OSCY through the testing of subprojects that would directly benefit the target clients. The pilot phase would also determine the effectiveness of subproject types—best practices or innovations—to see whether they are replicable and could be scaled up. Core funding for the pilot phase was mobilized by the World Bank through the Asia-Europe Meeting (ASEM) and Japan Social Development Fund (JSDF) grants.53

4.8 The national consortium follows a governance structure that divides responsibilities among members. The Project Oversight Board sets general policies, programs, and directions for the pilot phase. The Children and Youth Foundation of the Philippines is the Board's Secretariat and is charged with day-to-day management of the POSCYD Project. It conducts the preliminary assessments of subprojects, helps subproject proponents to develop and prepare proposals, disburses required funding, monitors and evaluates implementation, and advocates the creation of consortia and then nurtures them. A Technical Working Committee provides general technical assistance in addition to assessing policies, directions, and specific subprojects. DSWD acts as the government lead agency in the Consortium with a Project Monitoring Office to ensure the achievement of project objectives.

4.9 About 26 subprojects totaling P86.4 million (about US$2.1 million at the 1997-1998 exchange rate of US$1 = 41 Pesos) were approved for funding. The average subproject cost was US$81,000. The types of subprojects were: formal basic education, alternative learning system (ALS), accreditation and equivalency, and technical education. The subprojects were implemented in ARMM, Region VII, Region IV, Region III, Region VIII, and NCR. There were a total of 4,859 beneficiaries, compared to the planned pilot phase number of 3,000.

53 The first part of the pilot phase (July 2000–October 2001) is funded by the ASEM grant for US$980,000 and counterpart funding of about $1.5 million from civil society, government, the business sector, and the subproject proponents. The second part of the pilot phase (May 2001–May 2003) is funded by the JSDF grant of US$1 million and planned counterpart financing of US$1.5 million.
4.10 Significant progress was made toward the specific pilot phase objectives of:
(i) providing learning opportunities to out-of-school children (6 to 14 years) and youth
(15 to 24 years); (ii) providing and/or preparing 15 to 24 year-old high school
dropouts for employment or self-employment; (iii) creating a pool of learning
institutions that can implement the NFE A&E program; (iv) building the capacity of
selected organizations to implement projects for out-of-school children and youth; and (v)
developing a basic life skills competency resource book/teaching guide for high
school dropouts who undertake technical and/or ALS education. However, there are
major challenges ahead. The first is how to make the national consortium/tri-sector
partnership an effective, sustainable approach and instrument for providing
opportunities to out-of-school children and youth, including how to leverage resources
at the national and local levels. The second challenge is to meet the urgent need for
networking and advocacy. The third is how to scale up and sustain the project beyond
the pilot phase to reach a larger number of out-of-school children and youth.

Illustrative Private Sector Programs and Projects

Formal Basic Education

4.11 The main reasons for dropping out of school are the inability of parents to pay
school related costs, and the need for students to augment family income and help
with household responsibilities. That is, in order for a student to remain in school,
families need to cover both the actual and the opportunity costs of keeping children in
school. The NGO Pearl S. Buck International (PSBI), implements projects to
address these needs. It provides financial assistance to families to cover the cost of
meals and transport, and parents can also participate in a micro-finance project to
generate additional family income. Another challenge is addressing the student’s
inability to cope with academic requirements. NGO projects have addressed
this challenge through the provision of tutorial services. PSBI provides community
volunteer and peer tutors for children and youth returning to formal schooling. The Paranaque Development Foundation, Inc.
recruits retired teachers to tutor children returning to school.

4.12 Involving parents in their children’s schooling and sustaining the family’s
interest in keeping their children in school through home visits and mentoring are
crucial. NGOs typically provide such support services to beneficiaries and their
parents and families. PSBI offers life skills training, counseling, parent effectiveness
seminars, and leadership training, in addition to tutorials and mentoring.
Similarly, the Paranaque Development Foundation provides values formation
seminars, counseling, and remedial classes, as well as tutoring and mentoring services.

4.13 Identifying and recruiting out-of-school children and youth to return to school
has been problematic for NGOs. Various recruiting mechanisms have been used, such
as seeking the assistance of LGUs and DSWD in beneficiary selection, and
enlisting the support of former beneficiaries. However, effective mechanisms are not yet
in place to identify children and youth who are at risk of dropping out of school—for
example, calling on teachers to identify students at risk.

4.14 Other problems related to keeping children in school are the availability of
schools and teachers in remote areas. An estimated 35 percent of public schools in the
Philippines, mostly in rural areas, only provide education through grade 4. There

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54 The projects described are those funded under the OSCYPD. Many of the proponents were
already engaged in similar activities, but fine-tuned them to meet project requirements.

55 POSCYD Project. Support Services Provided
to Beneficiaries/Parents/Families, July 2001.
are several remote sites offering grades 5 and 6, with children having to walk and then travel by boat to reach a school, which makes the cost of transportation and meals prohibitive.

4.15 A multigrade program implemented with UNICEF assistance is one approach to addressing the problem. Teachers are trained to handle multigrade classes and appropriate learning materials are provided. NGOs have built additional classrooms with community support and have enlisted local governments to support teacher salaries. In the case of new secondary schools in remote locations, similar arrangements are made, with efforts to get the local school linked to the main school in the municipality as a satellite.

Alternative Learning System

4.16 Alternative learning system (ALS) education refers to any organized learning scheme, such as home study or distance education and accreditation and equivalency (A&E), which presents an innovative alternative to traditional formal teaching and takes into account the needs of out-of-school children and youth for a more flexible educational system. It responds to the needs of youth who have difficulties in returning to a formal, school-based education because, among other reasons, they have to share in housekeeping chores or care for younger siblings, work to supplement household income, cannot afford the high cost of education (especially incidental expenses), are unable to cope with the formal school structure, or have a chronic illness or disability. This approach thus solves some of the major problems faced by OSCY in the Philippines. It provides a systematic learning framework for learners who cannot participate in the formal school system and addresses the demand for client-centered learning designed to support the needs of participants, rather than to simply provide a fixed menu scheduled to meet the needs of the delivery system.

4.17 There is a wide variety of ALS programs, ranging from basic literacy and family life education to fairly rigorous high school equivalency programs. A best practice example is the Angelicum College Home Study Program, which utilizes a formal education curriculum outside of the traditional school structure. (See Box 4.1) The DepED's NFE A&E provides an excellent umbrella for the different ALS programs and it can set a standard for these widely variable programs, including performance testing and certification.

Box 4.1: The Angelicum College Home Study Program

The main feature of the Angelicum College Home Study Program is that the delivery system is not traditional, but home- and community-based. Angelicum College staff administered a placement evaluation to determine the student's learning module level. Students enroll in the program free of charge and learn at their own pace from self-learning modules. When students have mastered several learning modules, Angelicum College staff administer achievement/mastery tests. Movement from one learning level to another does not depend on the school year but, rather, on the learners' having finished all of the requirements in all subprojects required for the level. All home study students receive Angelicum College identification cards, and when students have completed all requirements, Angelicum College awards a diploma. The materials cost P2,000 per module to reproduce, but are provided free of charge to poor students. Program requirements are: (a) the availability of a volunteer coordinator in the area, (b) at least 20 out-of-school youth and adults who cannot avail themselves of other free government educational programs and wish to enroll in the program; and (c) the presence of volunteer tutors who can provide help to the learners when the need arises.
Integrated Technical Education

4.18 Integrated technical education refers to the education process, either formal or non-formal, that prepares out-of-school youth to be technicians, para-professionals, or other types of middle-level workers, and that includes life skills education and ALS/A&E education. Technical education is normally geared to be a postsecondary course, but the recent Government of the Philippines (GOP) decision to recognize NFE A&E certification has opened the door to OSCY. Courses include general automotive, general building construction, general electricity, general electronics, general machine shop, refrigeration and air-conditioning, and welding and steel fabrication.

4.19 There are many innovative private providers of TVET in the Philippines, especially among foundations run by businesses, such as the Philippines Shell Foundation and the Meralco Foundation. One of the outstanding agencies involved in providing TVET for disadvantaged youth is ERDA Tech (See Box 4.2).

Most technical education subproject proponents have developed their own life skills program areas, which instill values and build self-image and social skills that help youth to function in life and in employment. Many life skills programs are faith-based, tend to make the youth more attractive to employers, and are a valuable aspect of any out-of-school children and youth program.\footnote{Petra Reyes. Interview on OSCYD Study Findings, July 8, 2001.} In addition to life skills education, integrated technical education subprojects offer a wide variety of support services for beneficiaries and their parents and families: parenting; home visits; personal leadership and healthy attitudes development workshops; monthly monitoring visits; parent orientation and updates on accomplishments; monitoring; individual and group counseling; parent seminars on different technologies; out-of-school youth seminars and field trips; remedial and tutorial classes; and feedback/sharing of beneficiaries' performance at home.\footnote{POSCYD Project. Support Services Provided to Beneficiaries/Parents/Families.}

4.20 Feedback from TVET providers suggests that one of their main challenges is the poor acceptance of TVET in the Philippines. They have also encountered difficulties in finding suitable trainers and are looking to TESDA and the Commission for Higher Education (CHED) to develop and maintain teaching and learning standards.

**Box 4.2: Educational Research and Development Assistance Program (ERDA) Tech**

ERDA TECH offers a unique five-year secondary program through the dual training system and with a strong values education component. The curriculum includes the regular academic high school subjects required by DepED and an intensive skills and job preparation learning module that includes work ethics and in-plant training. Specialization courses start in the third-year level. Student trainees who successfully complete the program are awarded a high school diploma and a skills proficiency certificate. The institute also offers short courses designed for entry-level jobs in small and medium enterprises. Partnership with the business sector is sought to help prepare the curriculum, identify required skills, determine appropriate work attitudes and values, and provide in-plant training. Applicants are selected on the basis of need for the program to realize their potential. Trainees receive guidance and counseling from a social worker throughout their studies. A yearly follow-up of graduates is conducted.
Employment and Self-Employment

4.21 The key issue for OSCY is securing employment or self-employment following training. Some agencies such as the ERDA Foundation believe that that small- and medium-scale enterprises are the best sources of apprenticeships and employment. Others, such as the Don Bosco Training Center in Makati City, have long-standing ties with big business and industry, where graduates are placed, e.g., the Toyota Company. The Pilipinas Shell Foundation subproject—the Community Skills Training and Accreditation Program in Batangas Province—trains high school undergraduates in vocational skills ( carpentry and electronics) with the aim of their becoming self-employed or employed in small businesses. Many providers discuss the design of their technical education curricula with their business (company) partners to ensure that the courses which they offer will result in graduates who are trained in skills needed by industry or that are in demand.

4.22 The situation is particularly difficult in rural areas, where employment opportunities outside the agricultural sector are limited. The Don Bosco Agro-Mechanical Training Program and its Agri-Entrepreneurship Program for Rural Out-of-School Youth have had some success in this difficult area. (See Box 4.3)

Parenting Adolescents/Adolescent Health

4.23 A multi-country study of adolescent behavior, conducted by the East-West Center, identified the importance of supportive parenting and significant risks to the health of adolescents, particularly out-of-school youth. A number of NGOs work with adolescents on health issues, and the Foundation for Adolescent Development has an innovative program that includes parents. (See Box 4.4)

Box 4.3: Don Bosco Agro-Mechanical Training and Entrepreneurship Program

The Training Center uses the dual training system (DTS) approach of in-center training, supervised on-farm training, and in-plant training. Out-of-school youth are taught basic knowledge and skills in the operation, servicing, and repair of agricultural equipment and machinery and the fabrication of some basic implements and agricultural devices. Youth undergo on-the-job training at a company which fabricates tractors, trailers, and threshers. On completion of training, the OSCY earn an income through sales of farm equipment, or repair and servicing of equipment and machinery in their own neighborhoods with support from the Don Bosco Agro-Service Center. The youth also receive life skills instruction to instill values, build self-confidence, and develop entrepreneurial attitudes; they also are given income-generating opportunities.

Box 4.4: Foundation for Adolescent Development

The Foundation for Adolescent Development (FAD) is providing a response to the need for parents to understand youth experience in adolescence through its Life Planning Education Program, which is conducted in poor, urban communities. The community provides space and simple snacks. Parents learn about adolescent issues, such as shyness, and are taught parenting techniques designed to help them better respond to their teenagers, ease the pressures on them, and develop more harmonious family relations. The program also emphasizes that the situation of the out-of-school youth is temporary, and that the youth have a lot of pressures within themselves and frequently lack productive activities, which makes them vulnerable to negative influences. FAD also operates several youth-friendly, Teens Healthquarters in Luzon, which provide health education, medical services (adolescent non-reproductive health and reproductive health), guidance counseling, and peer counseling on a confidential basis.

58 Xenos, Peter. Asia's Youth at Risk: A Review of issues and Research.
Summary and Key Issues

4.24 Advocacy and Networking. There is much work to be done to raise awareness of the situation of out-of-school children and youth, which does not seem to be well known outside of the concerned and already involved private sector agencies. Raising awareness among new constituencies and networking are essential in order to stimulate wide support for out-of-school children and youth. The youth themselves can be effective spokespersons, and every effort should be made to assist them in this role. There is also poor coordination among the different agencies working on similar issues.

4.25 Information Sharing. There is little information in the public domain about various private initiatives for OSCY. Private sector agencies have a keen interest in knowing about lessons learned, best practices, new developments, and initiatives for out-of-school children and youth. However, there are no mechanisms that facilitate such exchanges. Various ways and means of sharing information and experience need to be explored.

4.26 Resource Mobilization and Scaling-Up. The mobilization of sufficient resources to support programs and projects for out-of-school children and youth is always an issue, and a trend toward non-financial support may signal a new way for organizations and agencies to work together. In addition to resources, other constraints on scaling-up programs include difficulties in replicating successful leadership models and managing large organizations. Partnerships, regulation, and the mobilization of corporate and private philanthropy are possible avenues for improving the environment so that these programs can flourish.
Chapter Five. Conclusions and Recommendations

5.1 The salient issues about the situation of OSCY in the Philippines can be summarized as follows:

a. The Philippines is faced with the problem of a large and rapidly growing OSCY population. While the largest concentration of OSCY is in the National Capital Region, the unemployment rate is highest in the Visayas. Overall there are more OSCY in rural than in urban areas, and their growth has been most rapid in parts of Mindanao, which has the highest rate of elementary school dropouts.

b. The principal reason for dropping out of school is family poverty. A large number of OSCY would like to return to school, given necessary support (financial, motivational, and pedagogical). Those for whom re-entry is not an option (usually those 15 and older) are seeking alternatives, including equivalency programs and skills training.

c. OSCY require not only formal education, but also support in developing life skills—interpersonal, communication, problem solving, and decision-making—and parental/mentor support. Parents play a crucial role in the decision to stop attending school.

d. About 2.5 million OSCY in the 15–24 age group are actively seeking work, but growth in employment has been limited, particularly for youth. OSCY feel especially disadvantaged and discriminated against in the job market.

e. Existing government programs reach a very small proportion of OSCY. Moreover, they are poorly targeted, and are largely short-term, palliative measures. There is little coordination among the agencies involved, and even among different bureaus within agencies. Hardly any of the programs have been evaluated.

f. Private sector programs are more client-oriented, and some of them exemplify best practices. However, much greater networking, information sharing, and resource mobilization efforts are necessary to scale up existing efforts.

g. The absence of a facilitating mechanism for tracking the OSCY population, documenting experiences, disseminating information, and networking with those engaged in youth activities and advocacy for youth has limited the potential that exists in the Philippines for making a significant impact on the OSCY problem.

Recommendations

5.2 OSCY break down into two distinct groups—children (7–14) and youth (15–24). The interventions appropriate to each group can correspondingly be classified into preventive and corrective actions: (a) keeping children in school and identifying and supporting those at risk of dropping out; and (b) developing alternative learning systems, strengthening linkages with labor market opportunities and building the capacity of public and private agencies to respond to the needs of OSCY. It is less clear, however, as to: (1) what the appropriate modus operandi is for successful implementation of these broad strategies, (2) who is responsible for carrying out the activities, and (3) how they are to be financed.

5.3 This report does not pretend to have all the answers to these complex questions. Indeed, there are no magic bullets or easy solutions to what is, essentially, a reflection of some deep-seated structural problems in local institutions and the economy. However, certain issues clearly deserve much higher priority than they have been accorded in the past. There is a need to build on successes in some cases, and to seek new approaches in others.
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Keeping Children in School

5.4 The best approach to combat the problem of out-of-school children and youth is, without any doubt, preventing dropout in the first place. A concerted effort is urgently required to ensure that children stay in school. Solutions must be found both on the supply and the demand sides of education provision that can adequately address the needs of the most disadvantaged sectors of the population. Some successful initiatives in the Philippines have been highlighted in the report (e.g., the Pearl Buck Foundation). Experiences from other parts of the world are discussed below.

Access Issues

5.5 On the supply side, access to schools is generally good in the Philippines and the government has espoused a policy of providing a school in every barangay in the country. However, many schools, particularly those in rural and isolated areas, do not provide classes for the whole range of the primary school cycle. A cost-effective approach to extending educational services to incomplete schools is the organization of multigrade classrooms. Multigrade classrooms are typically heterogeneous in both age and the ability of students. In this environment, teachers act as facilitators who guide students’ independent efforts to acquire and construct knowledge. Pupils complete academic units at their own pace through the aid of self-instructional learning guides. Teachers receive specialized training on pedagogical methodologies that encourage cooperative learning and peer tutoring. When a multigrade methodology is effectively implemented, a two-classroom school can, in effect, deliver high quality educational services for all six primary school grades.

5.6 In order to improve educational access, DepED has initiated a program with UNICEF support whereby all incomplete schools are to introduce multigrade classes. There is considerable experience worldwide on successful multigrade education. (See Box 5.1)

Quality, Relevance, and Community Participation

5.7 Improving the quality and relevance of education are primary strategies to increase student retention. Physical facilities, textbooks and learning materials, and teacher training (both pre-service and in-service) are obvious determinants of quality. The curriculum and, in particular, the cultural appropriateness and relevance of the academic program for local living and labor market circumstances are intimately linked to the value which students and parents place on schooling.

5.8 Although these factors are well recognized and the technology to put them in place exists, systematic institutional and political constraints make them difficult to implement. Educational systems are not organized to promote efficiency. Schools do not prioritize student learning, and are out of touch with their communities. One approach that seems to be successful in improving quality is involving parents and communities in their children’s schooling. Several examples are now available, including District Primary Education programs in India and El Salvador’s Community Managed Schools Program. (See Box 5.2).

**Box 5.1: Multigrade Education in Guatemala**

"Guatemala's Nueva Escuela Unitaria (NEU) schools focus on developing a durable and active relationship between each school and the community, and actively involving teachers in changing their pupils' learning environment. The NEU program was a response to the following challenges. Few children received a complete primary education. Rural schools accounted for 70% of all children enrolled in the first grade, and one-third of rural schools were multigrade schools. Less than 10% of children in rural, multigrade schools finished sixth grade. Older children, needed at home during traditional school hours, had no other attendance options available to them. A highly traditional, often irrelevant curriculum was still used in most schools. The predominant teaching style was lecture, and the learning method was rote memorization. Absences and grade repetition were common.

NEU schools are flexible multigrade schools serving rural indigenous communities. The community is involved in the support and management of the schools. Teachers' Circles, i.e., groups of teachers from nearby schools, meet regularly to train, support each other, and adapt learning materials. Teachers' guides and self-teaching instructional materials are designed especially for multigrade classrooms of up to six grades in a single classroom and they are designed by practicing, rural primary school teachers. These self-instructional materials are based on modular learning activities, often outside of the classroom, that the children complete in small groups. The content is closely related to children's lives in the rural agricultural community. Children read books other than their texts, are permitted to take books home, and write their own words and thoughts instead of endlessly copying from a blackboard. There is continuous assessment, with teacher feedback at the end of each unit.


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**Box 5.2: El Salvador EDUCO Basic Education Modernization Project**

In 1991, El Salvador's Ministry of Education (MINED)—supported by The World Bank, parents and teachers associations, local NGOs, and the Inter-American Development Bank—implemented the innovative EDUCO Program, a self-managed, private form of education, to address coverage and quality problems in rural areas. EDUCO schools are managed autonomously by an elected Community Education Association (Asociacion Comunal para la Educacion [ACE]) drawn from the parents of the students. In EDUCO schools, ACEs take a central role in administration and management; ACEs are contracted by MINED to deliver a given curriculum to an agreed number of students. The ACEs are then responsible for contracting with and removing teachers by closely monitoring teacher's performance, and for equipping and maintaining the schools. By 1996, the Ministry of Education expanded the “self-government” principle through school committees to all of its 4,000 elementary and middle schools. Evaluation indicates that the EDUCO program resulted in an increase in enrollment and a decrease in dropout rates.

Demand for Education

5.9 On the demand side, there is ample international evidence that the direct and indirect costs of schooling operate as important barriers to educational access for the poor. Eliminating or decreasing the expenses associated with educational services can lead to an expansion in school enrollments. In some cases, the most significant expenses are direct costs that must be covered by families at the beginning of the school year and represent a significant one-time outlay. Families who have more than one child may have to face the choice of whom to send to school. The availability of small lump-sum grants at the start of the school year for expenses such as books and uniforms can be helpful in such cases. More often, however, the financial burden is spread out throughout the year in the form of transportation costs or miscellaneous fees charged to cover the operating costs of schools. Monthly payments to cover recurring costs are usually more appropriate. Efforts to increase demand for schooling have usually focused on minimizing costs through abolishing school fees, providing learning materials and textbooks free of charge, and providing incentives such as school feeding programs. However, evidence from such programs suggests that direct payments to parents could be a more cost-effective way of increasing the demand for schooling.

5.10 The need for financial incentives is all the more pressing, because the direct financial burden of schooling is not necessarily the sole barrier to access. The opportunity costs of sending children to school can also play a significant part in a family’s decision to keep children out of school. Discharging children from agricultural duties or household chores can result in significant costs to the household. Countries have experimented with different policy options to attempt to mitigate the indirect costs of schooling and to compensate for opportunity costs. For example, Colombia has adopted a flexible school calendar to accommodate seasonal demands for rural child labor during the harvest season. In China, factories and schools offer daycare facilities for infants and toddlers in order to free up their older siblings. These daycare facilities, moreover, provide early childhood development opportunities, motivating and readying these youngsters for their own schooling experience. More recently, several countries have opted for direct cash payments to poor families. (See Box 5.3).

Expanding Alternative Learning Systems

5.11 The formal education system continues to be out of reach for many children and youth for a number of reasons, including (but not limited to) the absence of schools in remote rural localities, substandard educational quality, competing social or economic demands on children, and an educational system that has been unable to adapt to the needs of and incorporate at-risk children. In this context, alternative, non-formal educational approaches can effectively satisfy the educational aspirations of disadvantaged children.

5.12 Non-formal education programs have proven efficient in reaching marginalized groups, both in rural and urban environments. However, research evidence indicates that an essential ingredient for the success of these educational approaches is full equivalency with the formal education system. Where non-formal education opportunities are widely perceived by students and parents as a low-quality alternative to traditional schools, these programs tend to be unpopular and unproductive.

5.13 The Angelicum College Home Study Program and the NFE A&E hold considerable promise for reaching OSCY, such as children with disabilities or working youth, and for enabling them to earn the equivalent of a high school degree. Students
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

learn independently through self-paced modules and must demonstrate mastery of the subject matter before progressing to the next stage. These modules have been developed to accommodate the formal education curriculum. Upon completion of the entire set of modules, students are awarded an equivalency diploma. Programs such as this one need to be adequately budgeted and expanded so that they can be implemented on a sufficiently large scale. Successful international initiatives in alternative learning systems include approaches in very poor and rural settings, such as BRAC schools in Bangladesh. (See Box 5.4.)

Box 5.3: Incentives Can Persuade Poor Families to Keep Children in School: International Experiences

Mexico: Targeting the Rural Poor.
Mexico’s Programa de Educación, Salud y Alimentación (PROGRESA), is designed to increase enrollment among poor households in poor rural communities by providing grants that offset the opportunity costs of sending children to school. The educational subsidies generally increase with a child’s grade level. They are linked to regular attendance at school and periodic medical check-ups. In addition to educational subsidies, monetary aid is also provided for infants and small children linked to participation in preventive-health and nutrition activities. The average subsidy per family is about $55 per month, or 20% of household income. About 2.6 million families are covered under the project, which operates in about 50,000 localities, with an annual budget of about $US 1 billion. The project covers about 40% of rural families. Rigorous evaluations have confirmed that it has been successful in achieving its objectives.

Bangladesh: Fostering Girls’ Participation in Education.
The Female Secondary School Assistance Project (FSSAP) in Bangladesh aims at increasing female enrollment by providing stipends that cover full tuition costs and a proportion of textbook, school supplies, uniforms, transportation, and other miscellaneous expenses. To receive the subsidy, girls need to maintain 75% attendance and obtain at least 45% marks in the final exams. The project has also increased the number of female secondary school teachers, and made schools safer and healthier with toilets and water supply. The project has been so successful that the number of girls enrolled more than doubled in 5 years and now exceeds the number of boys in FSSAP schools. About 2.6 million girls in secondary school participate in the program.

Indonesia: Responding to an Economic Crisis.
In order not to jeopardize its long-term investment in human capital during the East Asian Crisis, the Government of Indonesia rapidly launched a five-year national “Stay in School” program to provide scholarships for poor children in junior secondary school, to provide block grants to schools servicing poor communities, and to mobilize the community to support the education of their children. Approximately 2.6 million of the poorest junior secondary students (that is, about 17 percent of the enrollment) receive a scholarship of Rp 240,000 (US$30 equivalent) in vouchers at the beginning of the school year. This is intended to cover school costs such as notebooks, uniforms, transportation costs, and school fees. In addition, 82,000 primary and junior secondary schools benefit from block grants. A nationwide TV, radio, and print media campaign was launched to ensure that parents and communities are aware of the program and to facilitate transparency in the use of funds and selection of recipients.

Brazil: Stipends to Increase School Enrollment and Decrease Child Labor.
The Bolsa-Escola program operates in 9 cities in the province of Brasilia with low enrollment and high rates of child labor. A stipend (bolsa) guarantees a minimum wage to every low-income family for keeping children aged 7–14 years in school. Children are allowed no more than two absences per month from class and must be promoted to the next grade. Repeaters are given extra classes so as not to be disqualified from the program.

In 1985, the Bangladesh Rural Advancement Committee (BRAC), an NGO, sought to increase access to educational opportunities, particularly for girls. The program aims to provide basic literacy and numeracy skills to the poorest rural children. BRAC began with 22 village schools and grew to over 8,000 schools by 1992. There are two types of community schools. For younger children between the ages of 8 and 10, the NFPE provides a three-year curriculum specifically designed to address the needs of children who have no experience with formal schooling. Older youth between the ages of 11 and 16 who have dropped out from school can participate in an alternative two-year academic program.

NFPE schools consist of approximately 30 children living within a two-kilometer radius of the school site. Teachers are recruited from the local community and work on a part-time basis. They are trained for approximately fifteen days and receive professional development sessions each month. BRAC field workers provide teachers continued pedagogical support in addition to teaching and other materials. The curriculum is roughly equivalent to that of the first cycle of education in Government schools. The instructional approach is student-centered and activity-based.

More than 90 percent of children who participate in NFPE complete the three-year cycle. A large proportion of them transition into the formal education system. Attendance and completion rates are higher than those in Government schools. There are also fewer repeaters in NFPE classrooms than in the formal education system.


### Strengthening Linkages with Labor Market Opportunities

5.14 Education systems are expected to provide the building blocks for a successful entry into the labor market. The linkages between education and jobs are crucial, particularly in a rapidly changing work environment, in which merely basic literacy and numeracy are increasingly insufficient for securing formal employment. Further, educational opportunities must not only prepare students for entry into the economy, but they must build the capacity for lifelong learning in a work environment that is growingly dependent on higher skilled labor.

5.15 The relevance and appropriateness of basic education curricula often do not conform to the needs and livelihood strategies of the poor. Traditionally, the formal education system in many developing countries has primarily sought to prepare students for their progression to the next educational level. However, only a small share of students at the basic levels proceed to upper secondary or higher education opportunities. Hence, there is an urgent need for greater coherence between educational opportunities, the needs of the poor, and pathways to employment.
5.16 Vocational and on-the-job training schemes are an avenue to forge a tighter linkage between education and livelihood support opportunities. The provision of employment-related training can operate as an incentive for better school attendance and retention.

5.17 It may also act as a stepping-stone toward further education or employment.

5.18 There are several key elements for the success of this type of training:

a. Training programs must be designed to respond to local needs;

b. Programs must be developed in partnership with schools, community representatives, and employers;

c. Programs must provide hands-on, direct experience. Longer work placements provide the opportunity to build skill mastery and encourage stronger relationships with potential employers; and

d. Students must also develop competency in academic areas (such as communication or problem-solving skills) and general life-coping skills (such as developing a healthy personal identity, making wise choices, and dealing positively with values conflicts).

5.19 Germany has the most highly developed technical training system, designed in close coordination with industry. (See Box 5.5).

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**Box 5.5: Technical Education in Germany**

Technical education in Germany has evolved to meet the objective of developing a highly skilled labor force that meets the demands of industry. Trade and Technical Schools (TTSs) are open to students who have not completed the academic track of upper secondary school. Students with certificates from vocational high schools and apprenticeships, who comprise more than half the German high school student population, can also receive further training in a variety of TTSs. German industry heavily supports one variety — 3-year institutes, called Faschulen. These institutes retrain their current workers in industry-specific skills. Training is delivered through a dual system which combines part-time study with part-time work in a specific occupational field. It is the sole means of entry into over 400 occupations, ranging from highly technical fields, such as electronics, to traditionally blue collar occupations, such as mechanic, machinist, and craftsman. Approximately 90 percent of lower secondary completers participate in the dual system at some point.


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**Improving Public and Private Response to the Needs of OSCY**

5.20 Government plays an important role in addressing the needs of OSCY, including the following: (a) the collection, analysis, and dissemination of information about the extent and conditions of out-of-school children and youth; (b) the delivery of services appropriately targeted to populations at risk; (c) the coordination of services with central and local governmental agencies, nongovernmental organizations, and the business community; and (d) the provision of advocacy and networking services to catalyze support for OSCY issues from both the public and the private sectors. A number of government agencies in the Philippines are involved in OSCY services, but the absence of a lead agency to collect
data about the dimensions of OSCY concerns and to coordinate the wide diversity of initiatives has been a significant shortcoming. It would be highly desirable to develop stronger leadership at the national level for the maintenance of a documentation and monitoring system that can deftly track regional conditions and variations, as well as serve as a forum for networking, advocacy, coordination, and dissemination of information between private and public service sector agencies.

5.21 Another priority is to undertake a systematic monitoring and evaluation of the plethora of existing programs. This could lead to the expansion of the most successful approaches, while discontinuing ineffective programs. There is a need to consolidate existing programs, incorporate best practices, and facilitate exchange both within and across government agencies and with the private sector. In this regard, it would be important to build on the lessons from the tri-sector partnership pilot with respect to leadership, financing and sustainability issues.

5.22 Several private sector initiatives for OSCY in the Philippines incorporate best practices, but they have tended to be small-scale, localized efforts, working in isolation. Considerable synergies can be had by networking and sharing experiences. Possibilities for additional financing and scaling up are enhanced by the awareness and interest created in Government and the business sector under the tri-sector partnership.

5.23 Local governments units (LGUs) in the Philippines are key to scaling up OSCY support programs. They are well positioned to fulfill this role, because of their contact with grassroots organizations, capacity to better identify and target those in greatest need, and bring together appropriate multisectoral collaboration that has a vested interest in the local community. Furthermore, locally grown programs are more likely to be technologically appropriate, need-based, and niche-filling.

5.24 A pilot program under development by the Education and Learning Foundation in the Philippines serves as a promising example. This project provides support to LGUs to conduct a rapid appraisal of OSCY conditions and map the labor market skills required in the local area. On the basis of the data gathered, a customized plan to support OSCY is developed and integrated into the larger municipal development plan. Some of the programs already in operation include on-the-job training schemes for OSCY by local entrepreneurs. Good international models are available in the United States, which has a healthy local government governance model. (See Box 5.6).

Youth Participation

5.25 Finally, OSCY themselves are an unexpected resource, participating energetically when empowered and setting an example by their generosity and resourcefulness. Moreover, young people grow and develop best when they are given opportunities to experience, question, understand and influence decisions, particularly those that directly affect them. Meaningful youth participation can positively influence the design and delivery of programs intended for youth.

5.26 Mechanisms for youth participation include youth advisory committees, workshops, youth volunteer groups, networks, and links increasingly forged through the worldwide web. Internationally, there are several examples of meaningful youth involvement. (See Box 5.7).
Box 5.6: Local Governments Partnering with Community Organizations

*Cities in Schools* (CIS) is a national organization in the United States (based in Washington, D.C.), which has local affiliates that set up effective partnerships between local schools and business communities, with the objective of enhancing educational services.

The program is targeted to junior high school students who are at risk of dropping out. A team of counselors and social workers work with children and their families to identify the social barriers to schooling. Depending on their diagnoses, they provide households with assistance with housing, clothing, food, or counseling, calling in private help where public services are insufficient. In addition, children receive tutoring support from local volunteers to work on their school assignments.

CIS also operates small-scale alternative high schools where students receive, in addition to the standard academic curriculum, a vocational training program. This program partners students with local business leaders. Students benefit from internships and summer job opportunities that often can lead to permanent employment.


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Box 5.7: The Canadian Health Network (CHN) and Youth Participation

The McCreary Center’s Youth Advisory Council (YAC) has initiated projects like the annual B4, a youth-for-youth health conference. Other McCreary/YAC projects include the *Open Door*, creating youth-friendly communities, and *The Next Step* workshops, where youth identify priority health issues.

The TeenNet project has developed the www.Cyberisle.org website, an online youth health site, developed for youth and with youth. TeenNet has involved youth in creating its various website components in all stages of development and maintenance. Young people help to conduct initial focus groups to let youth pinpoint their issues, direct the overall look and feel of the site, contribute to writing the content on the site, and make up the numerous and diverse groups who “road test” the site before it goes up.

*Kids Help Phone* (KHP) provides another example of youth involvement through their youth ambassador program that helps to promote KHP services to kids who need them through presentations at schools and in the community. KHP also recently developed an interactive component to their website on bullying and violence that includes video scenarios that were written and directed by young people.
Out-of-School Children and Youth in the Philippines: Issues and Opportunities

Concluding Remarks

5.27 The preceding conclusions and recommendations identify priorities and a number of options for moving forward to strengthen programs and services for OSCY in the Philippines, in order to help mitigate a significant and growing problem:

- The prevention of dropouts, particularly from elementary school, by expanding multi-grade education, increasing parental and community involvement and decision-making in running schools, and addressing demand-side issues by such means as the provision of grants or cash incentives to keep children in school.

- For those for whom the formal system is definitely out of reach, providing non-formal education, distinguished from the formal system by mode of delivery, flexibility, and appropriate learning methodologies, but with full equivalency with the formal system.

- For older OSCY who are seeking to enter the job market, provide TVET linked to labor market opportunities. Such programs are designed to respond to local needs, are developed in partnership with employers, provide on-the-job training, and include life-skills training.

- Monitor and evaluate the plethora of existing programs. Scale up successful government efforts in collaboration with the private sector, and discontinue those with only a limited impact. Improve leadership, information, and networking for OSCY initiatives.

- Private sector NGOs to maximize synergies by effective sharing of experiences, and to leverage resources by partnering with government and business.

- Increase youth participation and meaningful youth involvement in designing and implementing programs.

5.28 Finally, while no detailed computations were made of likely program costs or the magnitude of resources required to implement the recommendations, the following are the likely range of unit costs for each program, based on experience. Preventing a child from dropping out costs on average $50–$100 at the elementary level and $100–$150 per annum at the secondary level. Providing NFE A&E costs between $250 and $400 per year, while TVET/DTS programs cost between $1,000 and $2,000 per beneficiary. There is a strong case for improving the cost-effectiveness of the current public investment (US$20 million per year) and providing additional resources for new interventions, such as the provision of cash incentives to the most vulnerable households.
## Annex

### Public Programs and Projects for OSCY Targets

<table>
<thead>
<tr>
<th>Implementing Agency</th>
<th>Program/Project</th>
<th>Number Served</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>DEPED</strong></td>
<td>Non-Formal Education Accreditation and Equivalency System (NFE A&amp;E)</td>
<td>71,015</td>
<td>US$31.5 million (1999 to 2001)</td>
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<tr>
<td></td>
<td>Functional Education and Literacy Program (FELP)</td>
<td>340,000 (over 7 years)</td>
<td>P 57.0 million (1999) P9.0 million (2000)</td>
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<tr>
<td></td>
<td>Home Education Program</td>
<td></td>
<td>P28.5 million/year (1999–2001)</td>
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<tr>
<td></td>
<td>Distance Education Program</td>
<td></td>
<td>P150,000 (1999) P250,000 (2000) P500,000 (2001)</td>
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<td></td>
<td>Dropout Intervention program</td>
<td></td>
<td>P3.4 million/year (1999–2001)</td>
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<tr>
<td></td>
<td>Effective and Affordable Secondary Education Project (EASE)</td>
<td></td>
<td>P865,000 (1999)</td>
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<tr>
<td><strong>DILG</strong></td>
<td>Scholarships for Sangguniang Kabataan Chairmen and Officials, Street and Urban Working Children Project</td>
<td>40,000 children; 17,000 parents</td>
<td>P275 million (2000–2002)</td>
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<td></td>
<td>Street Children Education and Nutrition Project</td>
<td>9,102 children; 5,420 parents</td>
<td></td>
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<td></td>
<td>Emergency Employment Assistance Program</td>
<td>10,000 male youth</td>
<td>P50 million (2001)</td>
</tr>
<tr>
<td><strong>DOLE</strong></td>
<td>Kabataan 2000 (K2)—Summer Youth Programs</td>
<td>Youth beneficiaries from 1995 to 1997</td>
<td>Integrated in each of the agencies’ budgets.</td>
</tr>
<tr>
<td></td>
<td>Special Program for Employment of Students (DOLE)</td>
<td>328,143 (about 150,000 per year)</td>
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<td></td>
<td>Work Appreciation Program (DOLE)</td>
<td>79,407</td>
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<td></td>
<td>Government Internship Program (NYC, DILG, DepED, DA, DOE, DOTC)</td>
<td>16,785</td>
<td></td>
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<td></td>
<td>Immersion and Outreach Program (DSWD)</td>
<td>5,067</td>
<td></td>
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<tr>
<td>Implementing Agency</td>
<td>Program Project</td>
<td>Number Served</td>
<td>Budget</td>
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<tr>
<td>DOLE</td>
<td>Tourism Training and Appreciation Program (DOT)</td>
<td>9,496</td>
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<td></td>
<td>Health Outreach Program (DOH)</td>
<td>8,907</td>
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<td></td>
<td>Youth in Infrastructure Development (DPWH)</td>
<td>30,559</td>
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<td></td>
<td>Kabataan Reforestation Program (DENR)</td>
<td>31,352</td>
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<td></td>
<td>Program on “Literacy cum Livelihood,” Culture and Arts (DepED)</td>
<td>73,497</td>
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<td></td>
<td>Youth in Plant Nursery Development (DA)</td>
<td>471</td>
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<td>Weekend Youth Brigade:</td>
<td></td>
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<tr>
<td></td>
<td>* Cleanliness and Street Maintenance Drive (DPWH)</td>
<td>4,213</td>
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<td></td>
<td>* Career Guidance Day (DOLE)</td>
<td>330,718</td>
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<td></td>
<td>* Community-Building Project (DSWD)</td>
<td>29,216</td>
<td></td>
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<td></td>
<td>* Tree Planting Program (DENR)</td>
<td>44,886</td>
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<tr>
<td>DSWD</td>
<td>Unlad Kabataan Program/Pagasa Youth Movement (for total development of OSCY and youth with special needs)</td>
<td>From 1993 to 2000, 34,672 members: * Male: 20,268 * Female: 14,404</td>
<td>P240 million grant from the Japanese Government's General Grant Aid Program</td>
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<td></td>
<td>Street Children Village Project</td>
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<tr>
<td>NYC</td>
<td>Youth Entrepreneurship Program (seminars/training)</td>
<td>4,518 youth</td>
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<td></td>
<td>Youth Entrepreneurship Financing Program</td>
<td>202 youth</td>
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<table>
<thead>
<tr>
<th>Implementing Agency</th>
<th>Program Project</th>
<th>Number Served</th>
<th>Budget</th>
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<tbody>
<tr>
<td>* Occidental Mindoro Youth Development Project</td>
<td></td>
<td>US$750,000</td>
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<tr>
<td>* Capability-Building for Mothers and Youth Organization</td>
<td></td>
<td>US$300,000</td>
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<tr>
<td>* Protection and Empowerment of Young women</td>
<td></td>
<td>US$800,000</td>
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<tr>
<td><strong>TESDA</strong></td>
<td>Basic Skills Training Program</td>
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<td></td>
<td>Dual Training System</td>
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<tr>
<td>* 20,000 over five years</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td><strong>TESDA PESFA Augmentation</strong></td>
<td></td>
<td>US$6.5 million</td>
<td></td>
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<td><strong>Articulation Agreement with the DepED-BNFE</strong></td>
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