

Human Resources Development
Approaches
in
Bangladesh and The Philippines

Prepared by:
The Participants Of
The Seventh Senior Staff Course

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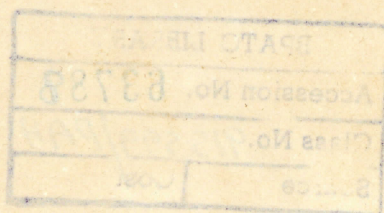
July 30 - November 29, 1988

Public Administration Training Centre
Savar, Bangladesh

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A paper prepared by the participants of the Seventh Senior Staff Course, Bangladesh Public Administration Training Centre (BPATC), July 30 - November 29, 1988 on Human Resources Development: Approaches in Bangladesh and the Philippines.

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CHAPTER-I

INTRODUCTION

History of the economic development almost coincided with the development of human civilization. Classical economists laid emphasis on land as the main factor of production later on economists gave importance on the availability of natural resources for making rapid progress in the economy of a country. Colonisation of Asia and Africa by the Europeans followed as a result of this search for new field of natural resources. Industrial Revolution in Europe in the 18th century shifted the importance to machines and mechanical devices. This trend continued almost unabated for about two centuries. Recently economists also started placing emphasis on the development of human resources for quicker development of a country and most nations today pain their hopes in increased productivity for their economic survival. It is more so at a time of over-population and diminishing natural resources. In the productive process, the emphasis is now placed on the human factor as stated earlier. After an age-old practice of putting importance on machines as the main factor of production and growth, society now finds itself turning to man for economic salvation. The key to development now is believed to be in making man more productive by developing his skills, capabilities and motivations.

Productivity is now considered the take-off point and any attempt to propel society further upward from the survival point is largely the making of man. Society has yet to discover the limits of human potentials while overuse of land, material and capital is not resulting in the desired growth. Only technology, which is again a product of man, is now considered as an overall panacea for all economic woes. Thus man takes the centre stage in the productive process and his own development through education and training in the new perspective, has gained foremost importance.

"Human resources are developed in many way. The most obvious is by formal education, beginning with primary or first level education, continuing with various forms of secondary education including the Colleges, Universities, and higher technical Institutes. Second, human resources are also developed "on-the-job through systematic or informal training programmes in employing institutions; in adult education programmes; and through membership in various political, social, religious,, and cultural groups. A third process is self-development, as individuals seek to acquire greater knowledges, skills, or capacities through preparation on their own initiative by taking formal or correspondence courses, by reading, or by learning from others in informal contacts. Motivation for self-development is directly related to the social values of the society and to incentives for training and for entering one occupation as opposed to ano-

ther, as well as for learning new skills. Two other processes of human resources development are improvement in the health of the working population through better medical and public health programme and improvements in nutrition, which increase the working capacity of people, on a man-hour basis as well as over a working life. Obviously, improvements in health and improvements in nutrition are related, and like formal education, may be both a cause of economic growth and a result of it". *2

✓ Bangladesh have started to recognise the necessity of developing human resources as an important factor for economic development very recently. In so doing Bangladesh have been encountering rapid population growth and the resultant extra demand for food, housing, schooling and health facilities year after year. These extra-demands make development hardly visible in the spheres of increase in literacy rates, per-capita food supply or delivery of health services. The process of human resource development, for the present, cannot be said to have been institutionalised in Bangladesh. However, individual sub-sectors such as education, health and family planning etc. are striving for progress in the traditional way without much innovation. Consequently the targets remain almost unachieved from plan to plan.

The participants of the Seventh Senior Staff Course of BPATC during the study tour to the Republic of the Philippines, took up a programme of exposure to the experiences of the country in human resource development efforts. Under the auspices of UNDP and joint co-ordination of BPATC and Development Academy of the Philippines, the study tour programme was drawn up in a manner so that participants can see for themselves the related areas of human resource development where the Philippines are consciously making efforts to achieve some results in the field.

METHODOLOGY

The study tour has been structured in the following manner:

(1) Lecture-discussion on the Philippines development policy and issues, (2) Lecture-discussion on civil service, education, health and agriculture (3) Role of DAP in energising the bureaucracy as a part of human resource development. (4) Insight into the government structure and functioning of the departments (which are equivalent to ministries of Bangladesh) both at the Centre and in the regions and the localities (5) Visits to some distant Regions of the country for getting on-the-spot exposure to institutional activity, particularly in education, health, agriculture and cultural side of the people. (6) Discussion with some high Officials of the Government, both Central and Regional.

With big land-owners having a thousand hactres of land in one hand, and landless cultivators working in the land owners' farms as settled labourers on the other, the RP is learnt to have been trying to implement an agrarian reform on payment of compensation to the big land Lords. In Bangladesh, ownership inequa-

lity is not that high but the number of landless cultivators living in the rural areas has risen to over 50% of the population and the bottom 20% are living in sub-human conditions. In this perspective, the RP since 1986 has started taking a vigorous step in developing its human resources. After two decades of autocratic rule marked with inefficiency and corruption, the new revolutionary Government has given a national call for a better Government and a better country through human resource development. In this context, the 1987 constitution of RP has given prominence to HRD by specifically expressing as follows:

"The Civil Service Commission, as the central personnel agency of the Government, shall establish a career service and adopt measures to promote morals, efficiency, integrity, responsiveness, progressiveness and courtesy in the Civil Service. It shall strengthen the merit and rewards system, integrate all human resource development programme for all levels and ranks, and institutionalise a management climate to public accountability. With such a constitutional directive the Civil Service Commission has undertaken a leading role in institutionalising the manpower planning in the Government to enable the bureaucracy to design and implement more national and comprehensive HRD programme". *1 (1988 civil service human Resources Development policy directive: Hon. celerina Gotladera, Chairman, CSC). On the other hand the DAP, a government corporation, established in 1973 during martial-law period, has a mission "to support the development forces at work". The organisation has been given the task of energising the bureaucracy through training programmes. The organisation itself may be called an institution dedicated to human resource development with the following programmes (1) Community Resource Management and Development (2) Organisation and Management Development (3) Productivity Research and Promotion (4) Public Policy Studies and (5) Systems Development and Information Technology.

The success of the institution may be judged by the fact that without any budgetary appropriation from the Government, the institution has survived by selling its services to the public and private sectors. In the words of President Corazon Aquino, "because you have stoutly resisted the financial comfort of Government subsidy, you have remained relatively free to carry out your mandate of supporting and nurturing the developmental forces at work in the nation" with a strong sense of professionalism. An attempt shall now be made to describe briefly the experience and knowledge gathered by the group in the Philippine study tour.

*1. The CSC with a HRD division within itself has taken upon itself the task of developing its 1.5 million Govt. servants.

*2. Dr. S.A. Samad; Concepts of Human Resource Development.

CHAPTER II

EDUCATION IN BANGLADESH

The expansion of education as a tool for human resources development was not consciously adopted or pursued through the Five Year Economic Development Plans in Pakistan or in Bangladesh. The establishments of Universities and centers of higher education was allotted highest priority and were sources of pride for the planners and politicians. The prime purpose of these institutions was to produce graduates - unfortunately this was an object without any perspective relation with national economic development needs. Throughout the Pakistani period and even after independence, education was considered as a basic right to be provided by the State, along with other rights such as food, clothing and shelter. But no serious consideration was given to the role of education in enhancing human capabilities for raising production in agriculture and industry thus be treated as an investment at par with other production inputs.

The System:

The present system of formal education has 3 components viz: Primary, Secondary and Higher education. Secondary education itself has 3 sub-components viz: Junior Secondary, Secondary and Higher - Secondary. School-age read-up of the population is as follows :

Primary - Grade I to V : 6 to 10 years.

Junior Secondary - Gr.VI to VIII : 11 to 13 years.

Secondary - Gr. IX to X : 14 to 15 years.

Higher Secondary - Gr. XI to XII : 16 to 17 years.

Higher Education - Pass, Hon & Masters & Tech Degrees : 18 to 24 years.

Two national public examinations are held each year. One for awarding Secondary School Certificate at the end of Grade X and the other for Higher Secondary Certificate at the end of Grade XII. The latter Certificate is the pre-requisite for admission to all degree courses either in Colleges or Universities including Technical degree courses viz: Medicine, Engineering and Agriculture. Post-graduate courses are for one to two years. There are non-degree technical courses which starts after grade VIII in Vocational Training Institutes and after SSC in Polytechnic Institutes for 3 year diplomas. Simultaneously with this system there is a parallel Madrasha education with its primary to

higher stages incorporated within the formal system with Government recognition and financial patronage though its contribution to human resource development is controversial.

SOME CHARACTERISTICS OF THE SYSTEM:

Primary education is almost entirely a public sector undertaking with a few hundred private institutions mainly in Dhaka. Public Sector Primary Education in force. Teachers' salaries of public primary schools are borne by the Government but very few of the 43,712 schools have buildings with adequate class-rooms, sanitary and drinking water arrangements or even benches and black-boards. Prescribed books as per curricula are being distributed free; one set to each student though the distribution is often not timely. The private Primary schools prescribe few more subjects than is prescribed by the Government and charge tuition fees to cover school expenses. In spite of being expensive, these schools are fairly crowded.

Almost 97% of the secondary schools are private institutions. In 1987, there were 8,544 private and 249 Government schools. Teachers of the private schools get 70% of their pay from the Government exchequer. Except for a few private higher schools in the cities, tuition fees in all Government schools and rural higher schools are very low. Many of the private schools get Govt. funds for class-rooms and laboratories under development programmes. However, most of the rural schools dependent on public charity and do not have adequate school buildings and furniture.

The higher education is almost entirely Government funded. In the first two plan periods of Bangladesh, higher education got priority for Government development funds. With a marginal cost-recovery from the beneficiaries, higher education has become one of the subsidised sectors of the Government.

SOME WEAKNESSES OF THE SYSTEM:

Lower enrollment:

In spite of the priority assigned to Primary education by the Government, the enrollment rate is very low at 61% where as the Secondary and college population is growing faster than planned, with enrollment rates of 18% and 4% respectively. In the TFYP it is targeted to enrol 2.68 million additional children to raise the enrollment ratio to 70% by 1990.

WASTAGE DUE TO HIGH RATE OF DROPOUTS AND REPEATERS:

One third of all first-graders dropout before second grade largely discouraged by over-crowded classes. Only 23% of the students are able to reach the fifth grade in five years. Repeater rate at the Primary level average about 10% per year. Thus, in terms of teachers' time, it takes 9 years for a student

to pass the Primary stage. Similarly with 50% failure in the SSC exam and over 25% repeater rate it takes 16 years to produce one SSC pass. In the Universities and Colleges sessions-jams due to strikes and political disturbances keeps the students from graduating year after year.

✓ IMBALANCE DUE TO INEQUITABLE ACCESS TO EDUCATION:

Though as per 1981 census adult literacy rate is 29.2% but the figure for urban/rural and female/male are quite different.

Adult literacy rate (age 15 and up) :

Rural - 25.4, Urban - 48.1

Female- 18.0, Male - 39.7

✓ The imbalances start from the point of enrollment and continues because of drop-outs. Lack of physical facilities in rural schools and prevalence of acute poverty in the rural areas are the cause of lower enrollment in rural schools. The male-female imbalance in total enrollments persists at all levels at the end of SFYP as the the following table illustrates:

✓ Female enrollment in relation to Total enrollment 1981-85:

Level	1981	1985
Primary Schools	40%	41%
Junior High Schools	40%	40%
High Schools	27%	33%
Intermediate Colleges	22%	24%
Degree Colleges	19%	19%
Universities : General	22%	22%
Professional	4%	7%

✓ Lack of Relevance to Current Needs :

✓ The system is geared to prepare students at Primary and Secondary levels for entry to Colleges and Universities. Only 5% are lucky to get to that level. The rest which drop out at different levels. With an adult literacy rate of less than 30%, the economic and social advancement of the nation is seriously handicapped for lack of required human resources with basic skills of literacy and numeracy essential for utilising the advanced techniques for increasing agricultural productivity, for improving family nutrition, family planning and other health practices.

Poor Quality:

Quality of education is adversely affected at the Primary level because of inadequate physical facilities. In properly trained teachers with who lack motivation for better performance are also another cause of poor quality. In the Secondary level overcrowding in limited facilities, lack of laboratories and equipments for science education and short supply of trained teachers are serious problems. The focus of the system is on rote learning geared to passing class-room test and national examinations without development of reasoning, imagination and critical facilities. The higher education is lecture oriented and lacks diversity in courses. Even the Vocational and Technical education is limited to some old technologies and trades without much relevance with changing agricultural and industrial needs. More under-graduate level courses to cater for agriculture including fisheries, poultry farming, animal husbandry and forestry, operation and maintenance of irrigation and transport machineries, electric and electronics are required to improve the relevance vis-a-vis quality of education.

Low level of funding:

From a base of about 1% of GNP in 1974, expenditure for education have risen to an average of 1.45% of GNP for the year 1981-87. This compares unfavourably with even neighbouring countries viz. for example India- 3.2% in 1982, Nepal - 2.6% in 1982 and Sri Lanka 3.0% in 1983. In terms of annual budgetary expenditure, Bangladesh allotted share of 9.3% as against average 15% of developing countries during 1981-87. Sectorial allocation was also not favourable for achieving the declared policy of raising literacy rates by the end of 2 year-plan. The share of funding for Primary education remained as low as 13%. This share has now been revised to 48% in the TFYP. In spite of these increases, 93% of the recurrent expenditure goes to meet fixed costs such as pay teachers wages and benefits leaving a paltry 7% for providing free text books and other instructional materials. On the other hand development expenditure for education worked out at 4 to 5% of total Government development expenditure from 1981 to 1987.

Lack of Institutional arrangement for mass education:

During SFYP, the responsibility for mass education was placed with the Directorate of Primary and Mass Education. Mass education implies literacy of the adults who comprise 70% of the population. As there is no scope of reaching these people through the formal education system, the only effective way would be a non-formal system with a flexible routine aimed at imparting the basic skills of literacy and numeracy. But adult literacy programme has been an unfulfilled, priority of the Government. As against the ambitious target of reaching 40 million adults, only 7 million adults were covered. This failure may be attributed partly to lack of an institution based programme. In the TFYP, the target has been reduced to .24 million only but

even so no institutional framework has been planned. Most rural poor remaining untouched by the formal system. They are adding to the increasing number of the illiterates. The non-formal system has grown to reach these out-of-school children particularly among the very poor and the female as a disadvantaged group. Some of the NGOs in Bangladesh have pioneered organising community assisted non-formal schools to cater for the schoolage rural children with priority for the female. But their impact is too small. Only a gigantic attempt by the Government with community participation can meet the challenge.

We have something to learn in this respect from the Filipino experience. With only 12% illiteracy, the Philippines have delineated, in their Development Plan 1988-1992, policy thrusts for "Nonformal Education" as follows:

a. Elevation of non-formal education to a position of equal importance as formal education.

b. Identification of a Governing Body on non-formal education to set policies, co-ordinate and or chastrate, the activities of public and private institutions engaged in non-formal education and skills training.

c. Recognition of the potential of the overseas labour market for skills, placement and of returning migrants as potential trainers and investors.

From the above policy statement it is clear what a great importance they are attaching on non-formal education as an institution not only to attain adult literacy but also to impart functional literacy and skill training to their unemployed and under-employed for placement in the overseas labour market.

A glimpse of the education system and related data of the Philippines:

1. Stages of education with duration:

Elementary - 6 years (from Grade I to VI),
Secondary - 4 years (from 1st year to 4th year),

Tertiary: Post Secondary :
Higher education : 2 to 9 years

2. Private/Public Sectional position:

	<u>Private</u>		<u>Public</u>	
	No. of	Percent	No.	Percent
Schools	of Total	of Schools	of Total	
Elementary	1,544	5%	32,000	95%
Secondary	2,103	41%	3,307	59%

Tertiary	816	69%	362	31%
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3. Enrollment	<u>Private</u>	<u>Public</u>	<u>Total</u>
Elementary	636,518	8,964.804	9,601,322
Secondary	1,404,387	2,090.073	3,494,460
Tertiary:			1,439,000
Total:			14,534,782

4. Funding:

Elementary: Almost entirely public funded both teachers salaries and instruction materials.

Secondary: Presently 59% is public funded. Programme for nationalisation of the rest is under way.

Tertiary: Only 31% is public funded. The rest is privately funded and education is dispensed on cost recovery basis.

National Examination:

There is no National Examination for graduation from Elementary and Secondary schools.

National College Entrance Examinations are held for getting admission to tertiary level education. Candidates securing 85% and above can get degree courses for Law and Medicine and 75% for Engineering. Those who score less than 75% can get admission to non-degree courses of different disciplines.

5. Participation rate:

Elementary	96.37%
Secondary	51.52%
Tertiary	15.80%

6. Literacy rate: 88% in 1987. There is reported to be no male/female imbalance in literacy rate.

7. Teacher student ration:

Elementary	-	1:33
Secondary	-	1:33
Post Secondary	-	1:35

8. Management and Supervision:

The country is divided into 14 regions and 126 provinces and cities and 2,063 School districts comprising Municipalities and Barangays. The chain of command is as follows:

Department of Education, Culture & Sports - General Office.

Regional Office - Regional Director

Schools Divisions comprising Provinces-cities - Divisional Superintendent

An organisation chart is placed at annexure

Feature of the Elementary Education:

Through a Programme for Decentralized Educational Development (Proded) between 1982-85, the Philippines sought to improve pupil achievement, decrease drop out rate, raise participation and increase pupil teacher ratio. The curricula contents sought to lessen learning areas, emphasize development of basic skills reading, writing and mathematics, infuse health values and develops competencies and values for social living. After achieving reasonable success on the above lines focus has been put on quality by including values education and Home-economics and livelihood education (HELE) from the elementary stage.

Values education has been designed to inspire human dignity and inculcate all the dimensions of human values, viz. physical, intellectual, moral, spiritual, social, economic and political. It is aimed to cover all the three levels of education system to develop citizens with self-dignity, sense of responsibility to the family, society and the nation and equip them with vocational efficiency, entrepreneurship and also faith in God. Also aimed at achieving national solidarity, the system is uniformly applicable for all school age children throughout the nation.

Features of the Secondary Education:

The four year Secondary education curricular has been changed to suit the new constitutional change of 1986 revolution. The curricula besides preparing the students for higher education is aimed at (1) strengthening acquisition of knowledge, habits and attitudes (2) developing the Secondary level graduates to be work and productivity orientated, (3) develop critical and analytical skills and (4) develop a total human person to be effective participator citizen with national cultural values. The subjects taught at their level are as follows: English and Philippines, Science and Technology, Mathematics, Social studies, Physical Education, Health and Music (PEHMM), Technology and Home Economics (THE), and Values Education. It is notable that Science, as a compulsory subject, is taught to all students in the following order: 1st year - General Science, 2nd year - Biology, 3rd year -

Chemistry and 4th year - Physics. Similarly, the paradigm of Technology and Home Economics comprises Home Economics, Agricultural Arts, Industrial Arts and Entrepreneurship including salesmanship and Computer Programming.

Thus with such emphasis on science and technology, the secondary graduates at the age of 17 get prepared for the world of work. There being no National Examination for graduation from Secondary schools, the academic atmosphere does not take the look of serene sink for qualifying for higher education like Bangladesh.

Higher Education:-

Higher education programmes in the Philippines include all post-Secondary courses offering ranging from one or three-year technical-vocational courses and associate courses to undergraduate and graduate courses.

Admission requirements are strict. For graduate courses 85% in the NCEE score is required. Lower scoring and higher-school graduates are allowed non-degree courses. Courses and subject areas are offered of which Commerce/Business administrative and Management attracts the highest enrolls (5 lacs) and Humanities/Fine Arts/Religion and Theology attracts the lowest enrolls (10 thousand).

Private Sector institutions are more numerous. Education in both private and public institutions are costly. Students are financially helped by scholarship and bank loans under study now & pay as you earn scheme.

RECOMMENDATIONS FOR BANGLADESH

In the Elementary/Primary education Sector, the Philippines have made tremendous stride and covered almost the entire population by making it universal and free of cost. Bangladesh so far covered about 60% at the Primary level. As a result literacy rate is still below 30%. Though 100% coverage has been targeted by 2000 A.D., yet the chances of its success are very negligible. Therefore, resources now spent on tertiary level education, specially in social science, must be substantially diverted to the primary education sector. Efforts must also be made to allocate more resources to the Education Sector as a whole. In the Philippines almost 10% of national resources are allocated to Education Sector.

Philippines have started implementing the policy of making public Sector Secondary Education available to all people free of cost. Bangladesh must also draw a Long Term Plan for making

Secondary education free of cost to its people at a later date.

In the higher Secondary and Tertiary level, 90% of the expenditure in the P.R. is borne by the private Sector. In contrast, the public Sector in Bangladesh bears almost the entire cost of higher Secondary and Tertiary level education, thereby exhausting the meagre budgetary resources. Colleges and Universities in the private Sector must be encouraged in Bangladesh. To ensure quality, Government has to act as a regulatory agency only. Students studying in higher education must pay for the expenses incurred. Those who are unable to do so may be granted scholarships. A system of students' loans, payable after getting employment, may also be introduced. Some of the students in the colleges and universities may be permitted to repay their loans by fixed-term services in rural elementary schools or adult literacy centres.

To boost the informal education programme, open universities and adult literacy centres may be run with the help of University graduates who may be required to participate in such programmes before they are awarded degrees. In the technical Sectors, total requirement of the country must be estimated before raising technical personnel in the Vocational Institutes. This training requirement must also provide for man-power export. Mills and factories must be directed to train their own manpower without failure. Government should step in only for the public Sector and the export market. A system of compulsory military training should be introduced for all boys and girls between the ages of 17 to 19. This training should be for not less than one year and be made a prerequisite for entrance to any institution of higher education or Government.

HEALTH, NUTRITION AND FAMILY PLANNING

Any national programme which focuses on H.R.D. issue must begin with concerns related to both the physical and mental wellbeing of the people. Only a healthy person can be encouraged and assisted to develop and exploit his full natural potential and thereby contribute to general development of society. In order to ensure physical wellbeing of the individual, a rational and relevant health sector programme needs to be conceived of and executed. What then could be the major components of such a health sector programme: one designed with the specific objectives of developing human beings a resource for society? One can identify three major components and these would be related to:

- a. Health care and Family Planning
- b. Nutrition,
- c. Hospital and Drug Provisions

In discussing the nutrition component, two issues merit consideration. First, the provisions for tackling protein-calorie malnutrition. This is prevalent most commonly amongst pre-school and school going children and its physical manifestations are a marked loss of weight and a failure to grow both mentally and physically.

In Bangladesh, the current estimates of children suffering from some form of PC Malnutrition among pre-schoolers is 16.5 million [1] and amongst school going children is 23.90 million [1].

1. World Bank: Report No. 6616-BD, Vol II.

By the time this group reaches adulthood they will comprise

approximately 30% of the population. Given that they began life with such a serious handicap, is it reasonable to expect them to be full partners in our society? If nothing is immediately done about helping them, our society will be burdened by having to nourish and provide basic needs for a large number of non-productive persons who, in advanced, may have been classified as morons. What are we doing to alleviate this serious problem? Needless to say, a society where a substantial portion the young population suffers from PC Malnutrition can hardly expect to produce productive human resources material.

4. Parallel with this PC malnutrition issue is one which deals with a number of 'deficiency' that people suffer from, often not knowing about its true nature and extent. These deficiencies include: Vitamin 'A' deficiency which leads to night blindness; iron deficiency which creates anaemias and iodine deficiency manifesting in the ugly disease known as goitre.

5. Most of this vulnerable group suffering from PC Malnutrition and/or one or more of the deficiencies is resident in the urban-slum and in the rural areas. There is need to reach them quickly and perhaps one of the best ways is by a well conceived and efficiently executed diet supplementary programme designed to service specific needs. Such a programme is perhaps best organized and implemented through the educational institutions. It would serve a two-fold purpose: as an incentive to go to school and educate themselves and also as a feeding/diet supplementation programme.

In dealing with the provisions for hospitals and availability of drugs, the thrust is primarily two-fold. On the preventive side one has to look at the major types of diseases afflicting the people and what is being done both by the public and private sectors to control or eliminate their incidence. Most diseases in Bangladesh are of microbial origin as revealed by the disease pattern. Almost all actions taken to prevent the occurrence of these diseases in the country is in the public sector and is being implemented by the Ministry of Health (example EPI, Diarrhoeal Disease Control), Ministry of Local Government and Rural Development and the Ministry of Irrigation, Water Resources and Flood Control. The first two are involved in environment pollution control, sewerage management, malaria eradication programme, drainage facilitation and in the supply of potable water.

The Ministry of Health has an extensive programme for immunization of infants and young adults against most of the common afflictions. This programme called the Extended Programme on Immunization (EPI) is somewhat low in achieving its objective of covering 35% of the targeted population by June 1988. As of November 1988 they have reportedly covered only 21% of the targeted population [2] by reaching school going children at their place of study and by extensive information dissemination to convince parents to immunize their children. It is hoped that by the time these children reach adulthood they would have avoided suffering from the illeffects of most of the prevalent microbial diseases. All of such preventive oriented programmes are aimed at creating an environment where the future productive force of the country i.e. children and the young adults are able to grow up with a healthy

body.

On the curative side, the current provisions for health care show a fairly dismal picture. The physician to population ratio is only one for every 5500 persons and the number of beds to population ratio is 1 for every 3114. Even the ratio of nurses (including midwives) to beds available is negligible at one for every 15. Private Sector initiative in setting up clinics, medical centres is growing but is concentrated only in the urban areas. Their approach is strictly profit-oriented and therefore caters to those who can afford to pay for the services which -- in terms of the charges - are sometimes exorbitant. Some form of regulation and its enforcement is urgently required. In the public sector, there are hospitals - both specialized and general - in urban areas. The rural population, where most of Bangladesh exists, is left largely to tend for themselves. In the last few years the number of health centers is growing (a target of 2500 such centers by the year 1990 seems unlikely to be achieved) but most of these will be structures without adequate facilities, doctors or nurses.

2. Current Progress Report: Project Director -- E.P.I. -

While the funding provision for building permanent infrastructures has not diminished over the years, the per capita expenditure on health has not changed every much from US\$ 1.80. It will not be enough to build hospitals, if there are no beds and equipment inside. These themselves will not help cure diseased people, if doctors and nurses are not around to look after them. And doctors and nurses are not as easily created or trained as hospitals/clinics can be built. It takes time and the sooner we make a more firm commitment along with greater allocations to this end the sooner we can hope to see positive results. And results will show themselves in statistics such as steadily declining infant mortality rates (IMR), maternal mortality rates (MMR) and a rise in the life expectancy at birth. These numbers alone will not be enough - it is expected that they will be reflected in a sharp decline in the incidence of morbidity which saps an individual's capacity to perform at his optimum. This is, after all, what a good human resources development programme should be doing - helping individuals to operate at their optimum for the benefit of society.

How does this situation compare with what was observed in the Philippines? A comparative statement of relevant data may be seen in Table 1. The health indicators are generally accepted for purposes of evaluating the status of the population concerned and the source are, in the case of Bangladesh the B.B.S. and/or the Ministry of Health publications. In the case of Philippines it is the cited publication or the written statements of officials met during the tour. A direct comparison between

Bangladesh and Philippines is neither appropriate nor relevant. Only in the respective approaches to the major issues can the differences be noted. The health programmes in both countries recognize the importance of providing diet supplementation to combat nutritional problems through it is difficult to gauge from available data the degree of urgency assigned to such efforts in the overall health policy. The components of the preventive health care programme is also very much similar in both countries although the location of the executing agency may be different in the respective bureaucracies. Again the data available for a direct comparison is insufficient. However, in the curative side the performance of each country can be gauged from the numbers against each indicator. This speaks volumes about the relative status in the health sector and no further elaboration is needed.

One associated issue needs to be discussed for it falls directly within the purview of any dynamic health sector policy. The issue relates to the system and facilities for educating and training those personnel who will execute the health programmes principally doctors, nurses and paramedics. Graduate medical education in Bangladesh is almost wholly in the public sector and is very largely subsidised. The qualifying students are not under any legal compulsion to repay the government to the extent their education was subsidised. But, for that matter, neither are any other graduating students who study at subsidised rates in other public sector engineering or general universities. It seems that Government does, however, try to recover its contribution to the medical students education by various means.

Having noticed that medical graduates find high salary jobs abroad and were thus leaving the country in droves, Government attempted to plug the 'brain-drain' by restricting their ability to leave the country. There is, of course, the pious hope that by doing so the medical graduates could be forced to serve the country either in the public or private sector and thereby indirectly repay their subsidised medical education. How far this policy is achieving its desired ends is a matter of speculation but it contrasts sharply with the policy in the Philippines where medical personnel have no restriction of movement. Many have found good employment abroad -- their nurses are highly rated for their efficiency and caring attitude. Our policy may therefore be reconsidered. so that the methodology of cost-recovery for medical education is clearly made known prior to the commencement of the course. We would suggest, in line with our recommendation that all higher education be self financing, that those who can afford to pay full tuition on the basis of their parente assets/income should asked to do so. Those that have not be means of doing so, may either be given scholarships (full or half depending on their merit) or loans (on soft terms) so that the cost of education is realised by the institution concerned. Once this is in place and enforced, there be no restriction on any medical graduate - physician or nurse - from leaving the country for what every reason. A frustrated human resource is no building material - each must be made aware of their duty to society and leave it to their own means of fulfilling it. We hope thereby to have trained persons who are more committed to serving the country whether from within or when abroad in whatever capacity they are best able.

Table 1

Health Situation/Status

Indicators	Bangladesh 1987 (est)	Philippines 1987
1. Crude birth rate (per 1000 live births)	35	31.3
2. Crude death rate (per 1000 population)	13	5.0
3. Population growth rate (in %)	2.2	2.6
4. Infant mortality rate (IMR) (per 1000 live births)	120	32.59
5. Maternal mortality rate (MMR) (per 1000 live births)	5	0.84
6. Life expectancy at birth (in years)	55	63.7
7. Total population (in million)	109	57.36
8. Health facilities		
a. Barangy (village) health centres (union health and FP centres for Bangladesh)	2329	9329
b. Main health centres [upazila health complex for Bangladesh (program for est. 4500)]	341	1963
c. Hospital beds (public sector)	27000 (approx)	51876
d. Hospital beds (private sector)	8000 (approx)	41772
e. Total beds and bed population ratio	35000 1:3114	93648 1:613
9. Health manpower:		
a. Physicians & doctor population ratio	19600 1:5561	6912 1:8299
b. Nurses & nurse bed ratio	8600 1:4.1	9449 1:9.1
c. Midwives	included with nurses	10687
10. Major diseases:		
	Diarrohoea, upper respiratory tract infection, pneumonia, TB, tetanus, diphtheria, whooping cough, poliomyelitis, measles, malaria, urinary tract infection, accidents, heart diseases, cancer.	Bronchitis, diarrhoea ratory tract infe pneumonia, pulmon measles, accident cancer.
11. Budget (Dev. & Revenue)	Tk. 2.80 crore (US\$88.89 million)	Peso 211.068 (US\$100.51 million)
12. Per capital health expenditure (in US\$)	0.82	1

AGRICULTURAL SECTOR IN THE PHILIPPINESBASIC CONCEPT AND APPROACH:

The basic inputs for HRD are education, health and nutrition. Agriculture and Family Planning, however, have so much important relevance and influence on HRD in the developing countries, that one cannot think of development of this resource without heavy indulgence on both Agriculture and Family Planning. Agriculture is particularly important because of two main reasons: first, agriculture generates and supplies almost the entire food and nutrient content to the population and second, it provides employment to the major portion the labour force (more than 50% in the Philippines and 60% in Bangladesh) in developing countries. Hence agriculture has not only strong influence on HRD but also has direct linkage and dependence with it. Development of agriculture will definitely lead to the Development of Human Resources. We will focus on the Philippines' agriculture vis-a-vis Bangladesh agriculture bearing in mind the above points in discussing the different aspects of agriculture in both the countries. Since agriculture in both the countries are more or less traditional with many similarities, we shall try to discuss more uncommon premises and issues than the common one with more emphasis on the Philippines new and recent approaches and experience.

In this approach, we would try to compare the different aspects of both the countries and also try to draw our conclusion and recommendations on these issues, that we consider would greatly benefit our agriculture in Bangladesh.

INTRODUCTION

The Philippines Agricultural Sector has been reorganised and re-oriented under the present regime. The Ministry of Agriculture has been renamed as the Department of Agriculture (DA) which include both Agriculture and Food Department. The Philippines DA is headed by a Secretary (rank and status of the Minister), who has 7 under Secretaries equivalent to Secretary in Bangladesh) with line functions and hierarchies as stated and shown in the Chart I. There are 13 Regional Offices and each headed by a Regional Director assisted by a Management Operation Planning Staff at the Regional Headquarters and the three Assistant Regional Directors under the umbrella having Research Operation and Administration functions as shown in the Chart-II.

The Agricultural Sector of the Philippines is widely regarded as the most important Sector for the countries economic

recovery. It contributes one third of GNP, employs more than half of countries 33 million labour force, generates 60% of expert earnings. More than 70% of the population depends on agriculture and related activities. It has been recognised that the Agriculture Sector can be efficient earner and saver of foreign exchange despite past economic policies favouring the industry and urban markets at the expenses of farmers and the Rural Sector. It has also been recognised that a rapid increase in unit productivity would have a strong multiplier effect on the entire economy.

POLICY DECISIONS AND FUNCTIONS:

In recognition of the importance of Agricultural Sector of the Philippines, a package of policies designed to attain economic recovery and a sustainable growth have been declared in the National Development Plan for the period 1988-1992. The objectives were focused on alleviation of poverty, the general of productive employment and the promotion of social justice. This essentially lead to a stable and during growth path towards a challenging task to raise real income of the most disadvantage groups and mobilize the Rural Sector to participate actively in the development process.

This is responsible for the promotion of agricultural development and growth through increased productivity. It provides the policy frame wrok, help direct public investment, extend support services to make agriculture and agro-based industries profitable. The primary objectives is therefore, to increasing the real income of the farmers and fishermen to a level above the poverty line by 1992. Guided by the above principles and objectives, the Govt. of the Philippines declared the seven policies for the Agricultural Sector during the Medium-Term Philippines Development Plan period (1988-1992) based on three principles like:

- (a) Government would continue to support free enterprise in allocation and use of resources, but would always guided by the norms of equity and social justice.
- (b) Only full and dynamic participation of the people in the development process can achieve success and progress.
- (c) The foundation for a sound industrial development can be laid through a robust agriculture growth.

The seven policy functions based on above principles are:

1. Creation of policy environment conducive to increase income in agriculture including promotion of equity and support for participation in Comprehensive Agrarian Reforms.
2. The production, verification, dissemination of infor-

mation relevant in productivity and development, Research and Extension Services to strengthen linkages, adopt new techniques suitable to the Philippino condition, identify and promote use of resource capabilities and assess commodity market condition.

3. The production, testing and dissemination of superior germ-plasm through research in order to produce and distribute superior crop varieties and breeds of livestock and fisheries.

4. There should be a facilitation of market access and the promotion of agro-based enterprises. They shall assist agricultural, procedures and agro-business community particularly, the low income farmers in processing and marketing of products.

5. The DA shall work, as a regulatory body, to prevent over exploitation of resources, protect health and safety of the populace prevent plant, fish and animal diseases, prevent manipulation in market mechanism, protect local produces from unfair completion with imported ones etc.

6. DA will also implement empowerment programmes to provide access to the benefits of development to the disadvantaged due to inequitable distribution of resources and market failures.

7. The DA also performs the functions of stabilizing the supplies and prices of rice and corn for benefits of producers and consumers alike of these major staples.

Some of above policy functions have already been implemented and are under implementation. These policy functions which are reform in nature include, elimination of exploitative monopolies in coconut and sugar Sub-Sectors, abolition of meat importation, withdrawal of Government's exclusive trade on wheat and soybeans, liberalization of fertilizer trade, discouragement of corn import, selective import liberalization and tariff reforms and removal of export taxes on all agricultural products.

As a result of above policy function reforms, the farmers are assured of higher prices for their out-put and lower prices for the inputs. For example due to decontrol of fertilizer trade coupled with retention of tax and duty exemption has resulted 22% decline in fertilizer price during first quarter of 1988, compared to same period of last year. The discourage of corn import brought down the importation to 50,000 tons only during the current year from 3,00,000 tons last year. The farm prices for farm produce has also increased substantially giving benefit to the poor farm producers.

From the experience already gained, the Government will also undertake in future more reforms such as:

(a) Removal of remaining tariff protection for some fertilizer grades.

(b) Abolition of "one airlines" policy.

(c) The enactment of policies supportive of growth and efficiency of island shipping is the liberalization of vessels import.

(d) The completion of selective trade liberalization and tariff reforms.

(e) Maintenance and consolidation of achievements in the reform of the Financial and Banking Sectors.

Again all these programmes and policies will be undertaken in partnership with the private sector. The Department of Agriculture's response after all is only meaning full in so far as it serves the need of the nations aspiration. The Government of the Philippines has initiated defferent programmes towards an early recovery of the economy .The Agricultural Sector has been given much priority in the medium term development Plan giving the following targets:

(a) Real GNP growth of 6.5 percent ,

(b) 4% increase in per capita GNP,

(c) Reduction of poverty line from present 65% to 45% families,

(d) Reduction of unemployment and under employment from 12% and 33% to 5% and 24% respectively by 1992.

One of the programmes is LIVELIHOOD ENHENCEMENT FOR AGRICULTURAL DEVELOPMENT (LEAD) PROGRAMME.

(LEAD) PROGRAME IN THE PHILIPPINES:

The scope of the LEAD Programme will be to assist farmers and fisherman's group in securing bank assistance and in managing specific livelihood project. The DA will not directly involve in lending business and the programme. The specific objective of the programme will be to increase the farm house hold income from present level of P.1,330 per month to 2,000 per month (in real terms) by 1992. The intermediate objective will be to increase the farmers enterpreneurial capability from present subsistence level to a one where they can sustain business enterprises on their own. The immediate objective will be to provide necessary services such as feasibility studies, professional manager's guarantee mechanisms and other support within a business setting that would enable them to secure bank loan assistance. There will be two types of beneficiaries from this programme:

(a) Bankable (bank loan worthy) progressive farmers who lack managerial experise and market contact to get their products going and,

(b) The non-bankable farmers who do not have tack record to gain access commercial (institutional) Credit and whose needs are basically developmental in nature.

The criteria of the participants will have to be:

- (i) Farmers Organisation (co-operative),
- (ii) Farm Youth Organisation (FYO),
- (iii) Non-Governmental Organization (NGO's)

Agro-business Entrepreneurs (AE's) in partnership with farmer's organization cooperatives would always be prepared.

COMPONENTS OF THE LEAD PROGRAMME:

The programme will have two components namely:

a. Bank Assisted Components.

Under this component, the DA will assist the participants of above categories to prepare their project proposal and feasibility studies required for loan processing. Loan will be granted under any of the guarantee mechanism supported by Comprehensive Agricultural Loan Fund (CALP). NGO's and business group like Management Association of the Philippines (MAP) will assist project packaging, management service and market linkage.

For implementation of the projects under LEAD Programme, farmer will identify their projects. Feasibility will be done by the CONSULTANTS. DA will assist farmer groups to obtain Credit from commercial banks (more banks will be encouraged). Farmers will be trained in areas of post harvest storage, processing and marketing their products. There should be a monitoring and evaluation system that will provide information of status of implementation, and early information of deviation, gaps, lapses and problems and assess the efficiency and adequacy of the implementation process.

b. Grant Assisted Components:

This component will include farmer/farmers groups who need basic support services and also the profit earning projects which are not yet bankable. DA will utilize foreign grants which will be extended on condition that beneficiaries provide at least 40% equity in terms of land, labour or cash. The project under this category will require to fulfil a set of criteria which will serve as bases for evaluation and approval. The evaluation and screening system be done by Agricultural and Fisheries Council at different level. The beneficiaries will require to refund the start up fund at later date which will be utilised to finance the similar project in line. The amount of this category project

shall not exceed 5,00,000 Pesos. There shall be similar monitoring and evaluation system as that of component 'A' project.

AGRARIAN REFORM:

One of the major programmes, the Phillipines Government has undertaken is the Agrarian Reform. The programme can also be termed as Land Reform. The objective of the Agrarian Reform is to increase agricultural productivity, through distribution of land to the actual tillers. Government has initiated certain measure with a long term targets to implement the programme. Since this is a structural reform, any drastic changes is bound to have serious socio-economic repercussions. One of the policy option being considered is payment of compensation to the owner of excess land (more than 10 hectares). But issues like assessment of values of land, terms of payments, procedures of reallocation of excess land etc. need to be addressed. An associated issue is the availability of resources to pay the compensation.

IRRIGATION AND WATER MANAGEMENT:

The irrigation and water management system in the Philippines is quite advanced and has covered a considerable portion of the irrigable land. A total of 1.49 million hectares of land are now under dry season irrigation. This is 47% of the nations total irrigable land (Bangladesh covered 25% of irrigable land). Considering the difficult term and non-contiguity of land the achievement in irrigation is quite high.

In the Philippines, the irrigation and water managementa are done by different Agencies. There are also different modes of irrigation done by the different Agencies. The following are the principal modes of irrigation carried out in the Philippines.

MODES OF IRRIGATION:

(a) Major :

This projects consist of several thousand hectares of land and comprises of construction of major structures on the rivers such as dams, barrages, gates, sluice etc. These projects are carried out by National Irrigation Authority (NIA) under the Public Works Department. The projects are also operated, managed and maintained by the NIA and water is delivered to the farmers through field delivery-system and tax are collected directly by NIA through its Field Offices and Farmers Association. Such rates are normally known as Irrigation Services Fees (ISF). There are two seasonal rates for this fee. For wet season 2 Kavan (100 KG) per hectare or equivalent amount in cash during harvest and 3 Kavan (150 KG) per hectare during the dry seasons. Both cash and kind are accepted. They introduced commission for the farmer's association in the blocks and sub-blocks and also incentive for the NIA officials managing and supervising the projects. Usually any body able to exceed the target of tax collection will get an incentive of 10% of the amount exceeding the target. In 1986, the collection was 59%, this was dropped down to 56% during 1987 and this (1988) year tartet is 73%.

(b) The Communal Irrigation from Surface Sources:

This type of irrigation is usually smaller than 1,000 hectares. The NIA constructs them and hands over to the Irrigator's Association who manage, maintain and operate them. The Irrigators Association normally realise the Irrigation Charges from the farmers for operation and maintenance of the project. Government does not earn any revenue out of such projects. The coverage under this mode of irrigation is 709000 hectares which is about 46% of the total irrigation.

(c) Pumped Irrigation:

This is like our LLP Programme. The NIA supplied/sold the pumps to individual or groups of farmers. The pumps are normally 4" to 5" in diameter delivering 12-15 l/sec and irrigating 6-8 hectares from the natural surface or impounded surface water sources. The Government does not get any revenue out of these pumps once these are sold to the users.

(d) Ground Water Irrigation:

NIA also installed some ground water wells for irrigation but these are not running well. Some of the wells are out of order. NIA still operates them but collection of charges is not satisfactory. NIA is trying to sell them out to the Irrigators Association.

(e) Small Water Reservoir Project:

These are the small projects having command areas around 100 hectares. Small earthen or rock structures are built on the small rivers, water courses, streams etc. and water is impounded in the depression and delivered through the developed system by gravity. This type of project is being carried out by the Bureau of Soil and Water Management under the Department of Agriculture. The Water Management Section of the Bureau of Soil and Water Management constructs these projects and hand over to the Farmers Group and does not realise any cost for the project. Such projects (about 115) are constructed after feasibility is done by local Consultants.

(f) Bureau of Soil and Water Management:

This Bureau is now brought under the DA. Formally it was with the Ministry of Natural Resources. This is an old organization and had done a lot of job so far. Soil Survey and Soil Classification are the major tasks of this Bureau. Since, the Philippines is a land of diversified topographic features, this Bureau has the job of soil mapping and preparing land use plan.