

# **An Implementation Analysis of the Day Care Law in the National Capital Region**

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*The implementation of the Day Care Law in the National Capital Region can be better appreciated in the light of the success and failure of the implementing agent of the Law, which is the day care center. The study looks at the status and the strengths and weaknesses of the delivery systems of the day care center. Aside from measuring the influence of the organization and management and the environment of the implementing agencies of the Day Care Law, the study also analyzes the different issues confronting the operations of the day care centers. A look into the nature of the policy itself as it is related to performance or output is also undertaken.*

This study is an analysis of the implementation of the Day Care Law in the National Capital Region (NCR). It measures the influence of the environment on the implementation of the Total Development and Protection Program (TDPP) of the Day Care Law as implemented in the day care centers. It captures the effects of the organization and management of day care centers in implementing its avowed objectives.

The implementation of the Day Care Law can only be fully appreciated in light of the success and failure of the delivery systems of the day care center. The study looks closely at the performance of the day care center. This is accomplished by focusing on five areas related to the operations of the day care center. These are the following: (1) the impact of organization and management of the day care centers; (2) status of implementation of the Day Care Law; (3) the strengths and weaknesses of the operations of the day care centers; (4) the environment of the implementation sites as these relate to the targeted outputs of the law; and (5) the issues that confront the day care center.

## **Framework of the Study**

The framework of the study is based on a systems approach that combines the essential elements that determine the success and failure of policy implementation. The critical variables and constraints in the system

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framework interact with each other. The framework is represented as a basic formula illustrating policy as it is transformed by the activities of the government into a designed output. The intention of the government is represented as a policy. The policy undergoes a process by which it is carried out, made real, and implemented. The process is represented as a straight line. Thus, a simple assessment of the result of policy can be derived by studying the extent of the outputs.

The study has one constant and four main variables. The constant is represented as the policy. The four variables are: (1) output, (2) environment, (3) organization, and (4) process. These are the components of the implementation continuum.

*Policy* is represented as the goals and objectives of government or any institution aspiring for change. RA 6972 as a policy is a uniform directive that has been disseminated to all the implementing agencies.

*Outputs* are changes in the conditions and welfare of certain sectors of society after the implementation of a deliberate government intervention. Outputs can be simplified to mean benefits enjoyed by the recipients of a service. The outputs can either be distributive, proximate or final (Williams 1980: 83).

The main indicator of the output variable in the study is attendance. This indicator is defined as the number of children regularly attending the activities of a day care center per barangay.<sup>1</sup> One way of looking at the attendance levels in day care centers is to see them as actual clients served given an entire market of potential clients.

The Barangay Day Care Ratio (BDCR), an example of a distributive output, is defined as the percentage of barangays with day care centers over the total number of barangays in a city/municipality. The BDCR—or the edict that declares that each barangay should have at least *one* day care center—is a major requirement of the Day Care Law.

The indicator of final output is the estimated number of children benefiting from day care center activities out of the total one to five year old population of a barangay.<sup>2</sup> This is called the Capacity Ratio (CAPR). This can be considered as the impact of the Day Care Law in the different barangays.

The academic performance of children who went through the Day Care Service in the primary levels of formal education could have been another indicator of final output. Unfortunately, the objective limitations in data and the undeveloped data monitoring system in the barangay level hinder the use of this indicator as an output for the study.

*Environment* is defined as the setting where policy is implemented. The basic socioeconomic characteristics of the local government unit (barangay) in which the day care center finds itself form a substantial part of environment. Consequently, in properly analyzing the implementation of the Day Care Law through the day care center, the indicators listed below have to be considered:

- (i)  $X_1$  - land area (total barangay land area in hectares); and,
- (ii)  $X_2$  - households (total household population).

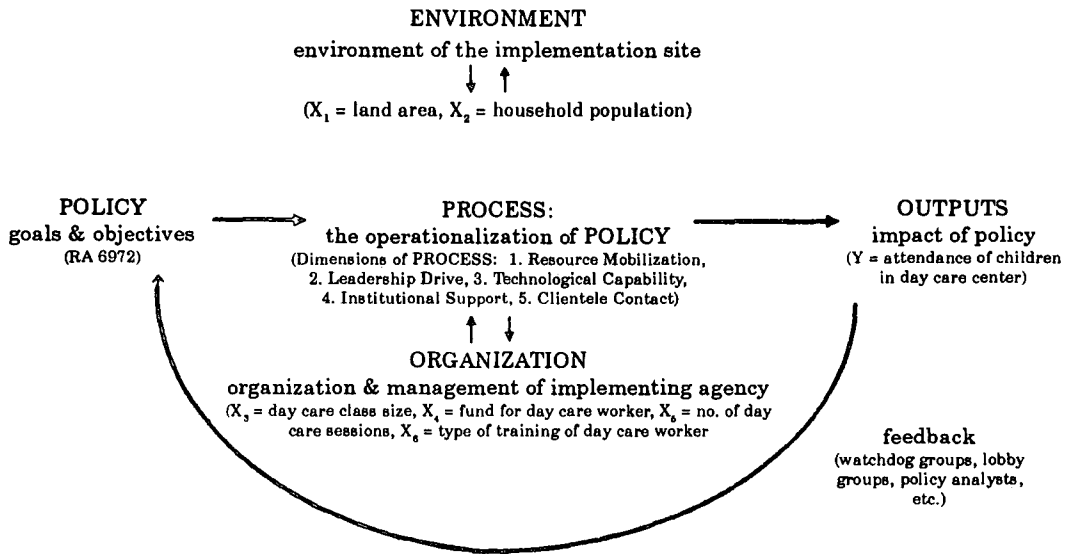
The main bulk of the *organization* is determined by the institutional structure and management processes involved in the implementation of a policy. The people involved in the implementation of the policy, the availability of material resources, the degree of support of related institutions are all components of the organization. In studying the organization and management of the day care center the indicators enumerated below have to be considered:

- (iii)  $X_3$  - class size (the average class size in a day care center per barangay);
- (iv)  $X_4$  - fund (fund allotment for the day care worker divided by the total number of children per day care center per month);
- (v)  $X_5$  - sessions (the number of day care sessions held per month); and
- (vi)  $X_6$  - training (the type of training received by the day care worker).

The *process* is the most crucial stage in the transformation of the policy to outputs. In this stage, the variables of environment and organization all converge to eventually become the result or output of policy. The transformation of policy to outputs in the process stage is made possible through the interplay of five elements. These elements are: (1) Resource Mobilization—the generation and availability of material and personnel resources, (2) Leadership Drive—the dedication and commitment exhibited by the main agents of implementation, (3) Technological Capability—the technical proficiency or the level of program awareness of the implementing agents of a given policy, (4) Institutional Support—the existing structures that support or inhibit the implementation of policy and (5) Clientele Contact—the dynamic interaction between the parents as beneficiaries and nongovernmental organizations (NGOs) as partners of the implementing agents of the Day Care Law.

The study also recognizes the iterative nature of the Policy Implementation Process, thus, a feedback loop is attached to the model. Independent studies, position papers made by the academe, pressure groups and concerned individuals as well as formal performance evaluation studies done by the Department of Social Work and Development (DSWD) and the different local government units (LGUs) on the Day Care Service are specific examples of feedback. The final and complete version of the framework is represented by Figure 1.

Figure 1. Implementation Continuum



### Theoretical Framework

The areas that the study wishes to address on the subject of the Day Care Law can be succinctly described as: *status of implementation of day care centers, strengths and weaknesses of day care center operations, and issues encountered by the day care centers.* The analysis of the environment can furnish some of the answers in determining the issues encountered by the day care center. On the other hand, analysis of the organization can provide some of the answers in determining the factors that account for the strengths and weaknesses of day care center operations. Ultimately, the synthesis of organization and environment can help in approximating the status of implementation of the day care center.

The framework of the study above is represented in the formulae indicated below. In general terms:

$$y\text{OUTPUT}_t = \alpha + \varphi \text{ ENVIRONMENT} + \kappa \text{ ORGANIZATION} + \mu_t$$

In specific terms:

$$y\text{OUTPUT}_t = \alpha + \lambda X_1 + \chi X_2 + \delta X_3 + \varepsilon X_4 + \phi X_5 + \gamma X_6 + \mu_t$$

The study hypothesizes that the dependent variable output (proximate output: attendance of children in day care centers) is a result of the interplay

of the main variables of environment and organization. This will be shown by using multiple regression<sup>3</sup> which aims to derive a mathematical equation—an estimated regression line—that will depict the significant relationship of the independent variables with that of the dependent variable.

The estimated regression line will represent the situation where the performance measure of the dependent variable Y is affected by the independent variables  $X_{1,2,3,4,5,6}$ . Furthermore, the estimated regression line apportions shares in the performance measure of dependent variable Y to each of these six independent variables.

#### *Deriving the Sample Barangays*

The study identifies a two-step random sampling procedure: The first step is cluster sampling by district. The succeeding cluster sampling procedure is according to the four divisions of the National Capital Region (NCR), namely: (1) Muntinlupa District, (2) Mandaluyong District, (3) Kalookan District and (4) Manila District. The proportional distribution of the barangays over the NCR total results in the following: Muntinlupa - 23 percent, Mandaluyong - percent, Kalookan - 21 percent and Manila - 30 percent.

The proportional weights of the different geographic areas of NCR form the basis for determining the number of barangays for the sample size of the study. Using random selection, the final number and accompanying proportions of barangays—broken down by their respective geographic districts and subsequent units—are presented in Table 1.

With  $N = 523$  (there are 523 officially documented LGU day care centers in the NCR according to the July 1995 DILG survey) or the total number of sampling units in the population; and a Z value of 1.960 or a 95% reliability in percentage values, and an estimated proportion (p) of 0.50, and a deviation (d) value of 0.10 or the maximum deemed error possible; the sample size (n) would be as follows:

$$n = \frac{NZ^2 p (1-p)}{Nd^2 + Z^2 p (1-p)}$$

$$n = 81$$

The actual number of sample day care centers covered in the study is 77. Four of the randomly selected day care centers were temporarily closed during the conduct of the study.

**Table 1. NCR Barangays and their Proportions according to Geographic Districts**

<i>Geographic Area District as defined by the DILG</i>	<i>Total No. of Barangays with Day Care Centers</i>	<i>District Proportion divided by NCR Total</i>
<b>1. Muntinlupa District</b> - Las Piñas - Pasay - Makati - Pateros - Muntinlupa - Taguig - Parañaque	116	23%
<b>2. Mandaluyong District</b> - Mandaluyong - Pasig - Marikina - San Juan - Quezon City	137	26%
<b>3. Kalookan District</b> - Kalookan - Valenzuela - Navotas - Malabon	107	21%
<b>4. Manila District - (Manila)</b>	157	30%
<b>Total</b>	<b>523</b>	<b>100%</b>

Source: National Census and Statistics Office (NCSO), 1992

The proportional weights of the different geographic areas of NCR form the basis for determining the number of barangays for the sample size of the study. The area with the biggest number of barangays would logically get the biggest proportion in the sample size and the area with the smallest number of barangays will conversely get the least. Using random selection, the final number and accompanying proportions of barangays—broken down by their respective geographic districts and subsequent units—are presented in Table 2.

### Statistical Analysis

The statistical results show that the hypotheses appropriately describe the interplay and influence of the organization and environment variables in determining the performance of policy implementation.

**Table 2. Breakdown of NCR Barangays Covered in the Study Based on the Sample Size**

<i>Geographic Area District</i>	<i>Percentage of Areas over Total Barangays in the NCR (523) Units</i>	<i>Number of Barangays in the Sample (n = 81)</i>
1. Muntinlupa District - Las Piñas       - Pasay - Makati         - Pateros - Muntinlupa    - Taguig - Parañaque	23%	20
2. Mandaluyong District - Mandaluyong   - Pasig - Quezon City   - Marikina - San Juan	26%	21
3. Kalookan District - Kalookan       - Navotas - Malabon       - Valenzuela	21%	17
4. Manila District - (Manila)	30%	23
<b>Total</b>	100%	81 barangays

Source: National Census and Statistics Office (NCSO), 1992.

*Relation between Attendance in DCCs and the Independent Variables*

Table 3 lists the dependent and independent variables for the first hypothesis.

The analysis shows that there is a significant relationship between the dependent variable, the number of children regularly attending the day care centers, and the independent variables of organization and environment. The multiple regression test of the study shows an impressive R square of .96 in the estimated regression equation fitting the dependent variable with the independent variables. See Table 4.

**Table 3. Indicators of Dependent and Independent Variables for Hypothesis 1**

<i>Dependent Variable (Y) Output</i>	<i>Environment Variables</i>	<i>Organization Variables</i>
<p><math>Y =</math> Day care center attendance of children. Total number of children attending in a day care center.</p>	<p><math>X_1 =</math> land area: total barangay land area (direct negative relationship with Y)</p> <p><math>x_2 =</math> household: household population in a barangay (direct positive relationship with Y)</p>	<p><math>X_3 =</math> class size: average class size of day care center per barangay (direct positive relationship with Y)</p> <p><math>X_4 =</math> fund: day care center/DCW fund allotment divided by the number of children per day care center (direct positive relationship with Y)</p> <p><math>X_5 =</math> sessions: number of day care sessions conducted in the center per day (direct positive relationship with Y)</p> <p><math>X_6 =</math> training: number of training programs participated in by day care worker (direct positive relationship with Y)</p>

The preceding figures allow us to say that the attendance of children in day care centers taken from a sample of 77 barangays in the entire NCR is a result of the action among the independent variables of the study. This means that the (1) land area, (2) household population, (3) day care class size, (4) day care worker fund allotment, (5) number of day care sessions and (6) type of training programs attended by the day care worker determine the behavior of output—attendance of children in day care center activities.

*Goodness-of-Fit Test of the Regression.* The results of the ANOVA point out that the independent variables bear a significant relationship with the dependent variable of the study. The rejection of the null hypothesis also signifies that the multiple regression equation can help provide a useful measure of the extent to which the estimated regression line fits the sample points.



**Table 4. Regression Results on the Variables of the Implementation Continuum\***

	<i>Coefficients</i>	<i>T-stat</i>	<i>P-value (2-tail sig.)</i>
Y-intercept	- 63.50	-12.35	2.96E-19
land area ( $x_1$ )	- 0.01	- 2.40	0.010
households ( $x_2$ )	0.001	2.14	0.02
class size ( $x_3$ )	1.67	25.81	1.71E-37
fund ( $x_4$ )	0.04	2.19	0.03
sessions ( $x_6$ )	34.90	19.19	1.36E-29
training ( $x_7$ )	1.47	2.63	.010

Number of observations = 77

R square = .96

Adjusted R square = .96

Fc (from the ANOVA test earlier) = 333.7197

\*Regression theory states that values for t-statistics lower than the absolute value of 2.0 mean that the corresponding independent variable has a weak and insignificant relationship with the dependent variable. All estimated coefficients are significant at the 5 percent level since all the t-statistics are greater than 2 in absolute value and there are 76 degrees of freedom. Consequently, none of the variables should be dropped from the regression.

*Validity of the Implementation Continuum Model.* The results of the tests of hypothesis confirm the robustness of the arguments of Implementation Continuum model of the study. The hypothesis of the study that the output of policy is influenced by the organization and management of the implementing agency and the specific environment of the implementing agency is valid.

#### *Impact of Environment and Organization Variables*

*Environment Variables.* The values of the coefficients depicted above can be interpreted in several ways. As stated in hypothesis 1, the land area coefficient is negative. It may be interpreted to mean that a one hectare increase in the land area of barangays (holding all the other variables constant) would result in a dip of 0.01 in the attendance of children in the day care center. Distance, as well as the difficulty of disseminating information about the presence of day care centers in big-sized barangays may be some of the reasons that account for this negative relationship. Moreover, it should be

noted that majority if not all of the barangays covered in the study belong to an urban setting. Consequently, accessibility to day care centers—especially for children one to five years old—definitely is affected by the size and spread of a given barangay.

Similarly, an increase of one household in the barangay (other things being equal) will mean a 0.001 increase in the attendance of children in the day care centers. These first two variables ( $X_1$  and  $X_2$ ) are what the study refers to as the environment variables. The statistical tests reveal that environment variables have an almost negligible effect on the output of policy.

Clearly, for administrators and policymakers alike, the environment variables are not the best variables to manipulate and manage in improving the performance of the day care centers. Besides, these variables can only be controlled indirectly, i.e., revisions and modifications in land areas of LGUs usually require congressional approval or plebiscites.

*Organization Variables.* Holding all the other variables constant, an increase of one child in the day care class size ( $X_3$ ) results in a 1.67 increase in the attendance of children in day care centers in the entire NCR. The values may also be interpreted to mean that an additional peso added into the fund allotment in a day care center ( $X_4$ ) would result in a 0.04 increase in children's attendance in day care centers. Variable  $X_5$  (no. of sessions) tells us that an increase of one extra session per day would result in a 34.9 increase in the attendance of children in day care centers. Finally, variable  $X_6$  tells us that an additional training program to be participated in by day care workers results in a 1.47 increase in the attendance of children in day care centers. Variables  $X_3$ ,  $X_4$ ,  $X_5$ , and  $X_6$  all comprise the study's organization variables. As can be seen from the statistical results, the hypothesis that the organization variables have an effect on the output of policy is acceptable.

The organization variables offer a powerful set of tools that policymakers and administrators can use in improving the implementation of the Day Care Law. Out of all the organization variables tested, those that have the most influence on output are: (i) number of sessions, (ii) class sizes, (iii) and training activities for day care workers. Given limited resources at the disposal of local chief executives, the findings above can be useful in policy decisions that can be scientifically chosen so that maximum returns and greatest impact can be derived from the most cost-effective, practical and doable interventions.

### Status of Implementation of the Day Care Law: The Barangay Day Care Ratio

The Barangay Day Care Ratio (BDCR) can be considered as an effective indicator of the extent of the accomplishment of the Day Care Law in the NCR. According to the latest update of the Department of the Interior and Local Government (DILG), of the 1,499 official barangays in the NCR, only 523 of these—or a total of 35 percent—have day care centers.

Table 5 lists the public day care centers that are affiliated with their respective LGUs. It must be pointed out that the table below may be misleading. Several of the LGUs below have private and NGO-operated day care centers not listed with the DILG nor with the DSWD.

**Table 5. Profile of Day Care Centers in the National Capital Region**

<i>City/Municipality</i>	<i>Class*</i>	<i>Total Number of Barangays</i>	<i>Total No. of Barangays with Day Care Centers</i>	<i>Percentage of Brgys. with day Care Centers in city/mun. (BDCR)</i>
1. Las Piñas	1st-A	20	10	50%
2. Makati City	1st-A	29	24	83%
3. Muntinlupa City	1st-A	9	8	89%
4. Pasay City	First	200	64	32%
5. Pateros	2nd	10	10	100%
6. Taguig	1st-A	18	12	67%
7. Mandaluyong City	1st-A	27	14	52%
8. Marikina	1st-A	14	3	21%
9. Pasig City	1st-A	30	16	53%
10. Quezon City	Special	138	86	62%
11. San Juan	1st-A	21	18	86%
12. Kalookan City	First	188	63	34%
13. Malabon	1st-A	21	17	81%
14. Navotas	1st-A	14	10	71%
15. Valenzuela	1st-A	32	17	53%
16. Manila City	Special	712	139	20%
17. Parañaque	1st-A	16	12	75%
<b>Total</b>		<b>1,499</b>	<b>523</b>	<b>35%</b>

\*Executive Order No. 249, issued on 25 July 1987, provides for the new income classification of provinces, cities and municipalities, based on the average annual income realized during the last four calendar years, 1983 to 1986.

Source: Department of the Interior and Local Government Report, July 1995.

The LGUs in the NCR can be classified into three categories, namely: (i) small-sized LGUs, units with twenty or less barangays, (ii) medium-sized LGUs, units with barangays numbering between twenty to one hundred and (iii) big-sized LGUs, units with more than a hundred barangays. A comparison of the BDCRs within these classifications of LGUs is analyzed below.

#### *The BDCR of Small-Sized LGUs*

Seven units from the NCR fit into the classification of small-sized LGUs. From this group, the average BDCR is a high percentage of 67.5 percent. As a group, this is an impressive Barangay Day Care Ratio. Pateros has the most impressive record of 100 percent—or full implementation of the Day Care Law. Looking at their individual performances, one discovers that Las Piñas and Marikina register 50 percent and 21 percent respectively, making them the worst implementing units of the Day Care Law of small-sized LGUs based on the BDCR. It should be noted that the BDCR of Marikina effectively pulls down the group average of the small-sized LGUs. Table 6 below depicts the BDCR of small-sized LGUs.

**Table 6. BDCR of Small-Sized LGUs**

<i>LGU</i>	<i>BDCR</i>	<i>Household Population</i>	<i>Land Area (ha)</i>
Pateros	100%	19,867	104
Muntinlupa	89%	53,449	467
Parañaque	75%	61,252	383
Navotas	71%	38,864	26
Taguig	67%	59,884	337
Las Piñas	50%	57,774	415
Marikina	21%	60,090	389

NCR average = 35%, Group average = 67.5%

*Size of Organization and Performance.* LGUs which have fewer barangays imply smaller organizational structures. Conventional wisdom suggests that a smaller number of governed units means a smaller number of issues to confront and problems to solve and would naturally mean a more effective organization. Comparing the overall BDCR performance of small-sized LGUs with that of the medium-sized LGUs destroys this assertion. The medium-sized LGUs perform better than the small-sized LGUs in terms of the BDCR. For policymakers and administrators alike, an insight that can be gathered here is

the fact that the size of the organizational structure—its being less complicated and much simpler—does not always mean better performance.

#### *BDCR of Medium-Sized LGUs*

Six units within the NCR fit into the classification of medium-sized LGUs. As a group, they register the highest BDCR (compared with the two other classifications of LGUs) with a rating of 73.5 percent. Pasig City registers the highest BDCR within the group with a percentage rating of 86 percent. On the other hand, Valenzuela and Mandaluyong register the lowest within the group with ratings of 53 percent and 52 percent, respectively. Table 7 below illustrates the BDCR of the medium-sized LGUs.

**Table 7. BDCR of Medium-Sized LGUs**

<i>LGU</i>	<i>BDCR</i>	<i>Household Population</i>	<i>Land Area (ha.)</i>
Pasig	86%	77,621	130
San Juan	86%	24,338	104
Makati	83%	89,310	299
Malabon	81%	58,051	234
Valenzuela	53%	69,642	470
Mandaluyong	52%	49,065	260

NCR average = 35%; Group average = 73.5%

#### *BDCR of Big-Sized LGUs*

Only four units fall within the category of big-sized LGUs. As a group, their BDCR is the lowest (compared with the two other classifications of LGUs) with a rating of 37 percent. However, upon closer examination of this group, one realizes that their BDCRs fall on almost opposite extremes. Quezon City, the LGU with the biggest land area and the largest household population in the entire NCR, yields the highest BDCR within the group with an impressive 62 percent. On the other hand, the City of Manila registers a poor BDCR of 20 percent—quite the opposite of the performance of Quezon City. Table 8 below illustrates the BDCR of big-sized LGUs.

Table 8. BDCR of Big-Sized LGUs

<i>LGU</i>	<i>BDCR</i>	<i>Household Population</i>	<i>Land Area (ha)</i>
Quezon City	62%	331,760	1,662
Kalookan	34%	150,972	558
Pasay	32%	73,642	139
Manila	20%	308,874	383

NCR average = 35%; Group average = 37%

*Strong Local Social Service Unit.* Quezon City with a land area of more than a thousand hectares and with the largest household population in the NCR registers the highest BDCR in the big-sized LGUs. Closer examination will show that this is not surprising. Quezon City has a strong local social service unit that was created almost simultaneously with the birth of the DSWD. Even before the devolution of the social service from the DSWD to the different LGUs, Quezon City's social service unit already existed as a stable and solid institution. The strength of the Quezon City social service unit is proven when one looks at the condition of this city's day care workers. All the day care workers in this city are regular employees included in the city plantilla. Another evidence of this strength is its high concentration of registered social workers—the highest in the entire NCR—in its social service office.

#### *Poor BDCR Performers within the LGU Classifications*

Seven units which registered BDCR ratings lower than their group averages have all been placed under Table 9 below. The discrepancy between their rating and the group averages is highlighted in the last column of Table 10. Kalookan registers the least unfavorable discrepancy among the poor performers, with a -3 percent difference from the group average. Marikina, on the other hand, registers the worst discrepancy among the poor performers with a -46.5 percent difference from the group average.

An interesting fact to note in Table 9 is the number of small, medium and big-sized LGUs among the group of poor performers. As can be seen from the table, only two LGUs from the medium-sized group (Valenzuela and Mandaluyong) are included in this list, while there are three LGUs each from the big-sized and small-sized classification included in the list.

**Table 9. LGUs with BDCR Lower than their Group Average**

<i>LGU</i>	<i>BDCR</i>	<i>Group Average</i>	<i>BDCR-Group Average</i>
Taguig	67%	67.5%	-.5%
Valenzuela	53%	73.5%	-20.5%
Mandaluyong	52%	73.5%	-21.5%
Las Piñas	50%	67.5%	-17.5%
Kalookan	34%	37%	-3%
Pasay	32%	37%	-5%
Marikina	21%	67.5%	-46.5%
Manila	20%	37%	-17%

*Poor BDCR Performers in Comparison with the NCR Average*

Only four LGUs from the entire metropolis fall below the NCR Barangay Day Care Ratio average. Of the four LGUs, the City of Manila registers the biggest discrepancy from the NCR average with a -15 percent difference. It is significant to note that in Table 10, three of the worst performing LGUs are from the big-sized LGUs. No LGU belonging to the medium-sized group is included among the poor BDCR performers in comparison with the NCR average.

**Table 10. LGUs with BDCR Lower than the NCR Average**

<i>LGUs</i>	<i>BDCR</i>	<i>NCR Average</i>	<i>BDCR-NCR Average</i>
Kalookan	34%	35%	-1%
Pasay	32%	35%	-3%
Marikina	21%	35%	-14%
Manila	20%	35%	-15%

*Best Performing LGUs in Terms of the BDCR*

Six LGUs from the NCR register BDCR ratings of higher than 75 percent. These are LGUs that have performed extremely well in complying with the requirements of the Day Care Law. The list of the best BDCR performing LGUs includes three LGUs each from the small-sized and the medium-sized LGU classifications, respectively. Please see Table 11.

**Table 11. LGUs with BDCR Higher than 75 Percent**

<i>LGU</i>	<i>BDCR</i>	<i>NCR Average</i>	<i>BDCR-NCR Average</i>
Pateros	100%	35%	65%
Muntinlupa	89%	35%	54%
San Juan	86%	35%	51%
Malabon	81%	35%	46%
Makati	83%	35%	48%
Parañaque	75%	35%	40%

**Impact of Day Care Centers in the NCR:  
The Capacity Ratio (CAPR)**

The Barangay Day Care Ratio is an indicator of how the LGUs responded to the Day Care Law. In determining the impact of the interventions of LGUs in pursuing the Total Development and Protection Program in the different communities around the NCR, the BDCR is a helpful indicator. However, what the BDCR actually measures is the difference between barangays with day care centers versus the total number of barangays. As such, differences among barangays (one barangay may have six day care centers versus another which has only one) are not clearly seen in the BDCR figure alone.

An indicator that approximates the impact of the presence of day care centers in the different LGUs is the percentage of clientele served per barangay or the Capacity Ratio (CAPR). This is achieved by comparing the actual demand (children one to five years old who can qualify for the day care service) with the potential capacity (the capacity of day care centers to accept children). Computing for the CAPR for the NCR yields the following result:

$$\frac{\text{Total population of 1-5 (age) children in NCR}}{\text{Total estimated capacity of DCCs in NCR}} = \frac{835,320.00}{33,578.40} = 4.02\%$$

Table 12 reveals the percentage of clientele served compared with the expected demand for the day care centers. The CAPR - NCR average comes out a dismal 4.02 percent coverage. The table also shows that only five LGUs, namely: Kalookan, Manila, Pasay City, San Juan, and Pateros are above the NCR average. These figures serve to reinforce the BDCR ratio; the impact of the Day Care Law in the NCR is very poor.



**Table 12. Percentage of Clientele of Public Day Care Centers (CAPR) Served**

<i>LGU</i>	<i>Population (1-5 Year Old Children)</i>	<i>Estimated Coverage of DCCs (DCC x 60 kids)</i>	<i>Impact of DCC as Percentage of Total Population of 1-5 Year Old Kids (Percentage of Clientele Served)</i>
1. Muntinlupa*	35,050	526.72	1.5
2. Taguig	37,775	790.08	2.1
3. Parañaque	36,075	790.08	2.2
4. Pasig City	48,246	1053.44	2.2
5. Valenzuela	44,468	1119.28	2.5
6. Quezon City	197,419	5662.24	2.9
7. Navotas	22,247	658.40	3.0
8. Makati City	51,971	1580.16	3.0
9. Malabon	34,795	1119.28	3.2
10. Mandaluyong	27,829	921.76	3.3
11. Kalookan	98,620	4147.92	4.2
12. Manila	171,985	9151.76	5.3
13. Pasay City	45,253	4213.76	9.3
14. San Juan	12,382	1185.12	9.6
15. Pateros	6,255	658.4	10.5
16. Las Piñas**	n/a	n/a	n/a
17. Marikina **	n/a	n/a	n/a
<b>Total</b>	835,320	33,578.40	4.02 (estimated total/1-5 pop)

\*The values for Muntinlupa do not reflect the actual condition of the LGU. Although only eight barangays have day care centers, the total number of LGU day care centers there is 35.

\*\*Not available.

Source: Progress of the Philippines, 1995 mid-decade goals, October 1994, UNICEF.

### *Impact (CAPR) of Small-Sized LGUs*

The BDCR performance of small-sized LGUs differs considerably from their impact. Comparing the BDCR of small-sized LGUs with the percentage of clientele served produces interesting results. Pateros, which has the LGU with the highest BDCR in the entire NCR, registers the highest percentage of clientele served with a 10.5 percent rating.

Taking into consideration the average percentage of clientele served in the entire NCR, Table 13 reveals that all the other LGUs in the small-sized category (except Taguig and Las Piñas which do not have available data) fall below the NCR average of 4.02 percent.

**Table 13. Impact (CAPR) of Small-Sized LGUs**

<i>LGU</i>	<i>BDCR</i>	<i>1-5 Year Old Population</i>	<i>Percentage of Clientele Served</i>
Pateros	100%	658.4	10.5
Muntinlupa	89%	526.72	1.5
Parañaque	75%	790.08	2.2
Navotas	71%	658.4	3.0
Taguig	67%	790.08	2.1
Las Piñas	50%	n/a	n/a
Marikina	21%	n/a	n/a

NCR average = 4.02%

*Impact (CAPR) of Medium-Sized LGUs*

It is also very interesting to compare the BDCR of the six units classified as medium-sized LGUs with the percentage of clientele served. Table 14 reveals that of all the LGUs in this category, only one—similar to the case of the small-sized LGUs—registers a value higher than the NCR average. San Juan which has a high BDCR of 86 percent has the second highest percentage of clientele served in the entire NCR with a value of 9.6 percent. Table 14 illustrates this.

**Table 14. Impact (CAPR) of Medium-Sized LGUs**

<i>LGU</i>	<i>BDCR</i>	<i>1-5 Year Old Population</i>	<i>Percentage of Clientele Served</i>
Pasig	86%	48,246	2.2
San Juan	86%	12,382	9.6
Makati	83%	51,971	3.0
Malabon	81%	34,795	3.2
Valenzuela	53%	44,468	2.5
Mandaluyong	52%	27,829	3.3

NCR average = 4.02 %; Group average = 3.97%

*Impact (CAPR) of Big-Sized LGUs*

The results of the comparison of percentage of clientele served relative to the BDCR for big-sized barangays offer a contrasting scenario. Table 15 reveals that Kalookan, Pasay and Manila—LGUs which have BDCRs below the NCR average—register percentages of clientele served that are higher than the 4.02 percent average. On the other hand, Quezon City, the LGU with the biggest land area and the largest household population in the entire NCR and which yields the highest BDCR within the group paradoxically registers a percentage of clientele served which is below the average (2.9 percent). Table 15 below illustrates the impact of big-sized LGUs.

**Table 15. Impact (CAPR) of Big-Sized LGUs**

<i>LGUs</i>	<i>BDCR</i>	<i>1-5 Year Old Population</i>	<i>Percentage of Clientele Served</i>
Quezon City	62%	197,419	2.9
Kalookan	34%	98,620	4.2
Pasay	32%	45,253	9.3
Manila	20%	171,985	5.3

NCR average = 4.02%; Group average = 5.43%

*Best Performing LGUs in Terms of Impact (CAPR)*

Table 16 below shows the five (5) LGUs in the NCR whose percentage of clientele served is higher than the NCR average. The LGUs enumerated below represent all three types of LGU categories. One comes from the small-sized, another one from the medium-sized, and three from the big-sized LGUs.

**Table 16. Best Performing LGUs in the NCR in Terms of Impact (CAPR)**

<i>LGUs</i>	<i>BDCR</i>	<i>Household Population</i>	<i>Percentage of Clientele Served</i>
Pateros	100%	19,867	10.5
San Juan	86%	24,338	9.6
Pasay	32%	73,642	9.3
Manila	20%	308,874	5.3
Kalookan	34%	150,972	4.2

Pateros and San Juan, small-sized and medium-sized LGUs respectively, show the most impressive results in the percentage of clientele served. This consistent impressive performance of Pateros and San Juan in implementing the Day Care Law may be traced to their strong and consistent advocacy of and support for social service in their local communities.

It is worth studying the results of Pasay, Kalookan and Manila. These big cities have BDCRs below the NCR average. However, the percentages of clientele they serve are all higher than the NCR average, beating twelve other cities and municipalities in the metropolis. What could be a reason for the paradoxical results of Pasay, Kalookan and Manila?

*Efficient Use of Resources.* Comparing the results of the BDCR and the percentage of clientele served shows that Kalookan, Pasay and Manila are LGUs which have *efficiently used their limited resources*. These three big cities, confronted with the fact that they have wide geographic scopes and huge populations, have chosen to establish their day care centers in areas where the impact would be greatest.

The BDCR is an indicator of the presence of day care centers in all barangays of an LGU. Consequently, the significant nuances of barangays—such as barangays with the highest concentration of children, affluent barangays not needing day care centers, or barangays with the presence of other types of day care centers—are data that are not duly considered in looking at the BDCR as a performance indicator.

On the other hand, the percentage of clientele served reveals the coverage of the day care centers in the implementation of the TDPP. The limited resources and capabilities of big-sized LGUs of NCR force these units to practice efficiency in the allocation of resources essential in the implementation of the Day Care Law in the NCR.

### **Strengths and Weaknesses of Day Care Center Operations**

After a thorough analysis of the statistical figures derived from the representative sample of 77 day care centers in the NCR, the following were identified as the strengths and weaknesses of day care center operations.

#### *Strengths*

*Generous Funding for the Day Care Service Program.* The sample mean of the fund allotment in the day care center is a value of ₱ 71.83. It is well worth to emphasize that the stipulated allowance for day care workers

(explicitly stated by RA 6972) is ₱ 900.00 per day care worker handling a class size of at least 30 children or a quotient of ₱ 30.00 per child per center. The value of ₱ 71.83 derived from the sample says that the day care worker is paid almost twice the stipulated amount.

*Properly Trained and Highly Motivated Corps of Day Care Workers.* The mean value of training programs attended by day care workers is 2.08. As can be recalled,  $X_6$  is an attribute variable whose indicators correspond to the following: (1) day care workers who have attended the standard ECEP training; (2) day care workers who have attended the OJT training; and (3) day care workers who have attended both (1) and (2) or either (1) or (2) and other extra training programs. A value of 2.08 implies a laudable effort on the part of the implementing agencies to maximize the use of their limited resources—the day care workers.

The prevailing work attitude present in a given area is a reliable indicator of the culture that permeates the same area. In the field interviews conducted in the case areas, one outstanding characteristic trait seen in the different day care workers is dedication. The art of handling one to five year old boys and girls in cramped and not-so-ideal situations calls for a positive and optimistic work attitude on the part of the day care workers. These positive and optimistic work attitudes can be manifested in generosity, enthusiasm, patience and initiative. These were characteristics that the day care workers in the case areas manifested.

*Efficient Management of Limited Resources of the Key Actors in the Implementation of the Day Care Law.* Municipalities and cities which have practiced creativity and innovation have succeeded in making their day care workers achieve the status of permanent employees of the municipality or city. Security of tenure, even for day care workers, almost always results in improved performance.

*Loyal and Supportive Group of Young Committed Parents Willing to Work with the Center.* A very important indicator in the implementation of the Day Care Law is the frequency of meetings between parents and day care workers in a given month. The statistical figures of the representative sample say that the meetings between parents and day care workers occur on an average of 1.03 times a month. This means that the meeting between parents and day care workers—opportunities for increased communication and collaboration between the two—occurs regularly at least once a month during the entire year.

*Responsive Local Government Units which Collaborate Closely with the Key Implementing Agents of the Day Care Law.* The average figure based on the sample is a value of 1.51 meetings per month. This is a satisfactory

indicator of performance in the implementation of the Day Care Law. The burden of supervision falls squarely on the shoulders of the Unit Social Worker. More frequent meetings mean more immediate feedback, a quicker information-gathering system and a more responsive decisionmaking situation in the implementation of the Law.

Local chief executives of successful case areas are highly visible and active. These are traits that contribute to the day care workers' confidence and energy. The factor that makes these local chief executives unique is the commitment and actual material support they provide the Day Care Service.

### *Weaknesses*

The weaknesses in the implementation of the Day Care Law are the following:

*Financial Constraints in the Implementation of the Basics of the Day Care Law.* The study reveals situations of resource unavailability that hamper effective implementation of the Day Care Law. The day care workers in San Juan lamented the lack of promptness of parents in giving their monthly contributions to the day care center. Some of the day care workers in the Valenzuela area also related the many times that they had to shell out their own money to buy supplies for the operations of the day care centers.

*Lack of Concern on the Part of LGUs for the Pursuit of a Genuine Day Care Service Program.* In Mandaluyong, not all the day care workers are included in the plantilla of the municipal government. Consequently, many of the day care workers in this area are contractual and do not enjoy security of tenure. For this reason, day care workers from this area recognize contributions from parents as essential for the efficient operations of the center. In the municipality of Valenzuela, the lack of resources is a major problem. Like a lot of their fellow day care workers in the NCR, in Valenzuela they too are not included in the plantilla of their municipality. Lack of security of tenure and unstable source of income for day care workers invariably contribute to low productivity and substandard performance.

*A Terrible Mismatch of the LGU's Capacity (Limited Material and Financial Resources) to Satisfy the Demands (Number of Potential Beneficiaries, Geographic Scope of the Law) of the Day Care Law.* The sample mean of the total number of households in the NCR is 1,995.25. The significance of this variable in assessing the implementation of the Day Care Law increases when it is compared with the sample mean of children attending activities of the day care center. The value taken from 77 sample units of the entire NCR is 65.84 children per day care center. Dividing the average household population by the average attendance reveals a negligible

average of 0.03 children attending day care center activities per barangay. The data above show that one day care center cannot match the sizes of barangays; one day care center will simply be overwhelmed by the demand from the potential beneficiaries of the Day Care Law.

### *Indeterminate Factors*

The study also shows that (1) qualifications of day care workers and (2) economic conditions of barangays are indeterminate variables.

**Table 17. Regression Results on the Variables of the Implementation Continuum Including  $X_8$ ,  $X_9$**

	<i>Coefficients</i>	<i>T-stat</i>	<i>P-value (2-tail sig.)</i>
Y-intercept	- 62.04	-9.69	2.96E-14
land area ( $x_1$ )	- 0.01	-2.37	0.020
households ( $x_2$ )	0.001	2.07	0.04
class size ( $x_3$ )	1.67	25.18	7E-36
fund ( $x_4$ )	0.04	2.16	0.035
sessions ( $x_5$ )	34.80	18.45	5.74E-28
training ( $x_6$ )	1.42	2.35	.02
economic condition ( $x_7$ )	.02	0.02	0.99
educational attainment of DCW ( $x_8$ )	- 0.39	- 0.40	0.69
years of experience of DCW ( $x_9$ )	- 0.03	-0.28	0.78

Number of observations = 76

R square = 0.97

Adjusted R square = 0.98

Fc (from the ANOVA test) = 213.7022

*Qualifications of Day Care Worker.* The regression equation in Table 17 produces an R square of 0.97, signifying a very healthy mix of independent variables for the dependent variable of outputs, represented by Y. Upon closer scrutiny however, the values in the table reveal very important findings: the t-stat values of  $X_8$  and  $X_9$  are way below the absolute value of 2. The statistical findings say that the educational attainment of the day care worker  $X_8$  and the years of experience of the day care worker  $X_9$  do not significantly determine outputs. In other words, these two variables do not influence—or have nothing to do with—the output.

*Economic Condition of Barangay.* Table 17 indicates an R square of 0.97, which means that the equation is a reliable representation of the interplay of the variables producing outputs. However, the statistical results reveal that the economic condition of the barangay has very little to do with outputs. In other words, attendance of children in a center has nothing to do with the economic condition (whether it has depressed areas—poor, or whether it has no depressed areas—affluent) of the barangay.

The qualifications of the day care worker, which may have an influence on quality of day care instruction and the economic condition of the barangay, which may determine the socioeconomic conditions of the day care center participants, do not have a direct impact on capacity.

### **Issues Confronting the Implementation of the Day Care Law: Four Case Studies**

The four day care centers that have been purposively selected for closer study are the following: (1) the New Bilibid Prison (NBP) day care center in Barangay Poblacion, Muntinlupa, (2) the Barangay Malamig day care center in Mandaluyong, (3) the Barangay Viente Reales day care center in Valenzuela; and (4) the Barangay Del Pan day care center in Tondo, Manila. These four centers do not form part of the 77 randomly selected day care centers of the NCR.

These day care centers are drawn from the four different geographic districts of the NCR. The criterion used in choosing the day care centers is the years of experience of the day care worker. The four day care centers have the following characteristics: (1) day care worker with less than five years of Day Care Service (DCS) experience; (2) day care worker with more than five years of DCS experience; (3) day care worker with more than ten years of DCS experience; and (4) day care worker with more than fifteen years of DCS experience.

#### *New Bilibid Prison (NBP) Day Care Center, Barangay Poblacion, Muntinlupa*

NBP Day Care Center is located within the New Bilibid Reservation and is one of the three day care centers in Barangay Poblacion in Muntinlupa. The day care center was created through the collaboration of a group of concerned ladies (members of the Catholic Women's League [CWL]) who donated time, resources and effort, and the Muntinlupa government. After receiving permission to occupy a small portion of the New Bilibid Reservation, funding was provided by the municipality—augmented by contributions from



concerned parents of Muntinlupa—for the creation of the NBP day care center. The NBP Day Care Center was eventually established in 1988.

The day care center has three shifts: (1) 7:30 - 9:30 a.m., (2) 9:30 a.m. - 12:00 p.m., and (3) 1:00 - 3:00 p.m. Thirty-five (35) students regularly attend the different shifts in the day care center. The day care worker of NBP was still a college student when she decided to become a day care worker. She has been in the Day Care Service for more than ten years. She has also attended regular training programs—particularly the Early Childhood Enrichment Program (ECEP) and the on-the-job training—conducted by the DSWD. The NBP Day Care Center received the “Most Outstanding Day Care Center Award” in 1994.

The District Social Worker (DSW) of Muntinlupa is a graduate of Centro Escolar University. She has been in the Day Care Service for close to 20 years, of which five were spent as a day care worker in Muntinlupa. She handles 35 day care centers all in Muntinlupa.

#### *Barangay Malamig Day Care Center, Mandaluyong*

Malamig Day Care Center has been in operation for close to five years. The day care worker herself founded the day care center. A high school graduate and a nurse trainee for a year, she managed to undergo and complete the intensive ECEP, a one-month period of training supervised by the DSWD. After finishing the program she urged the barangay council to establish a day care center. In less than a year, the Malamig Day Care Center opened its doors to children of the barangay.

Malamig is branch 5 of the Mandaluyong day care centers. However, Malamig is not part of the jurisdiction of the municipality. In the early history of the day care center, it was almost on the verge of closing shop—especially after it was removed from the municipal jurisdiction due to budgetary constraints—but the local barangay council chose to support its operations. Consequently, the day care center is directly under the office of the barangay captain.

The Malamig Day Care Center has approximately 60 children attending regular activities. It has two shifts: the first from 9:00 -11:00 a.m. and the other from 2:00 to 4:00 p.m. The Malamig day care center has a level 3 star accreditation from the DSWD.

The District Social Welfare Officer has been in the Day Care Service for more than ten years. She is a college graduate and a certified social worker. She has prime responsibility for the operations of the Mandaluyong Social Service Office.

*Barangay Viente Reales Day Care Center, Valenzuela*

Viente Reales Day Care Center has been in operation for close to twelve years. It is located at the Barangay Hall Vicente. The Barangay Council supported a DSWD proposal— more than a decade ago—to establish a day care center within the barangay. The council decided to make a part of the Barangay Hall as the day care center.

The center is easily accessible to the children. It is almost in the center of the town and very close to the barangay health center. The offices of the barangay captain and the council are right next to the day care center.

The center itself can accommodate some 30 to 45 children. However, the regular attending number of children is 40 to 50 kids per session. There are three shifts in the day care center: 8:00 - 10:00 a.m., 10:30 a.m. - 12:30 p.m., and 2:00 - 4:00 p.m.

The day care worker of Viente Reales has been in the Day Care Service for more than five years. She is a college degree holder and has attended the ECEP and OJT training program of the DSWD. In 1991, the day care center received a 4 level star accreditation from the DSWD.

Her superior is the District Social Worker of Valenzuela. The latter has been in the Day Care Service for more than 15 years. She is a certified social worker and is the chief of the Valenzuela Social Service Office.

*Del Pan Tulungan I Day Care Center, Barangay 12, Tondo, Manila*

Del Pan Tulungan I Day Care Center has been functional for more than five years. It has approximately 120 children attending regular activities. It has three shifts: from 8:00 -10:00 a.m., 10:30 a.m. to 12:30 p.m. and 2:00 to 4:00 p.m. The day care center has a level 4 star accreditation from the DSWD.

The day care center occupies one of the rooms of an old public school at the corner of Del Pan and Zaragoza streets. Two other day care centers, Del Pan Tulungan II and Del Pan Tulungan III share the two other rooms of the school. The one-storey structure is bounded by a chicken wire fence, providing ample protection for children who might meander into the busy Zaragoza and Del Pan streets.

The day care worker has been in the Day Care Service for more than ten years. She is a college graduate. She has been in Del Pan Tulungan I Day Care Center since 1991. The DSW of District 1 of Manila has been in the Day Care Service for more than 20 years.

*Issues in Day Care Law Implementation*

A summary of the key issues of the implementation of the Day Care Law in the four case areas of the study is presented in Table 18 below. These are listed as they correspond to the dimensions of process. The dimensions of process not only provide a framework from which implementation can be better viewed; they also provide the backdrop from which issues confronting the Day Care Law are better understood.

**Table 18. Matrix of Issues of the Four Day Care Centers in the Case Studies**

Case Area	Resource Mobilization (DCW fund/ DCW status)	Leadership Drive (the most supportive LGU)	Technical Capability (TDPP program highlights)	Institutional Support (DSW-DCW meeting)	Client Contact (parents meeting)	Areas for Improvement
Muntinlupa	₱5,000.00/ regular employee	city	very much aware of TDPP	monthly (regular)	monthly (erratic)	- increase parent interaction
Mandaluyong	₱2,000.00/ volunteer	barangay	not fully aware of technical TDPP	monthly (regular)	monthly (regular)	- bureaucracy - lack of program awareness
Valenzuela	₱1,200.00/ volunteer	barangay	low ratio of DCW vs. children	monthly (regular)	monthly (regular)	- little support from municipality - poor DCW concern
Manila	₱900.00/ volunteer	barangay	lack of program materials	weekly (regular)	monthly (regular)	- dissipated local Social Service Unit - little support from city

*Dimensions of Process.* A full appreciation of the issues and problems that happen within the operations of day care centers can best be arrived at by studying them through what the study refers to as the dimensions of process.

(a) Resource Mobilization

A serious issue that confronts the implementation of the Day Care Law is the condition of the day care workers—a most vital human resource. There is a

marked difference in the treatment of day care workers across LGUs. In some places, the day care workers are permanent employees or officers of the municipality or city. But in some others, they are merely volunteers. The decisive resolution of this issue will definitely lead to higher productivity and output in the implementation of the law.

(b) Leadership

Another serious issue that confronts the implementation of the law is the lack of focus and prioritization of many of the LGUs along the lines of Social Service. One of the most certain ways of accomplishing better implementation of the Day Care Service is when local chief executives sit up and pay attention to genuine Social Service. The sample barangays and the day care center case studies reveal a need for the day care center implementing agencies to synchronize and coordinate their efforts toward achieving a true and genuine Day Care Service.

(c) Technological Capability

A nagging issue that strikes at the very core of the implementation of the Day Care Law is familiarity and competency of the programs (e.g. TDPP) of the Day Care Service. Increasing training and seminars for the key actors involved in the implementation of the law will definitely yield better results. It is surprising to note that some day care workers are not even familiar with the TDPP, which is the centerpiece program of the Day Care Law. Increase in cooperation and communication between day care worker, district social worker and local chief executives is a measure for harnessing the technological capability of the implementing agents.

(d) Institutional Support

The tremendous mismatch in the capacity of LGUs to provide day care service and the demand is a strategic issue that needs an immediate and holistic solution. Only in addressing the capacity problems of the NCR with regard to the Day Care Law can we truly begin to speak about genuine Day Care Service. The DSWD, the local government unit and the parents together with other NGOs are the important factors that become solid and strong support for the day care worker.

(e) Clientele Contact

The parents, NGOs and private organizations' support for day care service is an issue that every policymaker should try to address. Part of the solution to the day care center capacity problem may be the participation of parent, NGO and private organizations. Increased parent participation is

essential in making the true spirit of day care work. On the part of the general community, awareness of the various facets of the day care center is also important in order for the community, day care worker and family to work together towards the same goal of early childhood development.

*The Day Care Law: Major Policy Flaws.* The study also discovered serious flaws in RA 6972 or the Day Care Law. These flaws are the sources of the weaknesses, difficulties and problems that besiege the effective, efficient and efficacious implementation of the Day Care Law. These policy flaws are the following: (1) ambiguity of policy - some relevant provisions of the Law, specifically the TDPP and the target beneficiaries are ambiguously defined; (2) inappropriateness of policy - the policy was enunciated without due consideration for the variety and uniqueness of the different LGUs that fall under its scope; and, (3) lack of realism of policy - the main implementing agency of the Law, which is the day care center, is overwhelmingly mismatched against the actual demand from potential beneficiaries of the Law. Proper implementation of the Law is thus severely handicapped.

### **Recommendations**

The Day Care Law is an essential policy in achieving better child care and protection for Filipino preschool age children. The intentions of the policy are unambiguous and clear. The provision of a Total Development and Protection Program for Children is an essential step in nation-building.

Several suggestions can be presented with the hope of improving the implementation of such an important piece of legislation.

#### *General Recommendations*

*Policy Refinements: Greater Consultation and Integration.* The study discovered that the policy has major flaws. The BDCR, the CAPR and the issues derived from the case studies all point to several weaknesses of the Day Care Law policy. A positive step towards improving the Day Care Law is the adoption of an integrative and consultative approach in policy formulation, implementation and evaluation. The policy, specifically the specific programs it pushes, needs to be arrived at via a consultative approach: the inputs of the DSWD, and more importantly, of the LGUs need to be incorporated into it. The implementation of the Law needs to be pursued in an integrative fashion. The DSWD and the other pertinent national agencies related to the Day Care Law have to regularly compare notes and experiences as regards implementation of the Law.

In view of these, the study recommends to the policymakers that refinements in the Day Care Law be made with special emphasis on three areas: (1) coordination among the national agencies concerned with the Day Care Law, private organizations and NGOs and the LGUs; (2) tapping local expertise available in the LGUs; and (3) synergy between national agencies and the LGUs.

(1) Coordination: Redefining the TDPP and Beneficiaries of the Day Care Law

The policymakers have to restudy the TDPP. Firstly, the target beneficiaries have to be clearly identified. To designate *abused, neglected* and *abandoned* children as the beneficiaries of the Law does not help the implementing agents of the policy in carrying out their task. The criteria for identifying them have to be realistic. Abused, neglected and abandoned children are "value-charged" statements. More objective criteria such as children's health records and family monthly incomes can be substituted to better aid the implementing agents in approaching and helping beneficiaries of the law.

(2) Tapping Local Expertise: Setting Local Targets for the BDCR and the CAPR

The BDCR and the CAPR are objective performance indicators that the LGUs can be tested against as regards their correspondence to the Day Care Law. Consistent with the general recommendation of a coordinating and integrative approach, the LGUs—together with the DSWD and other national agencies linked to the Day Care Law—can set multilateral BDCR and CAPR targets. Consequently, the Day Care Law's main component of establishing one day care center per barangay can be modified to suit existing capacities of LGUs. The modification should take into careful and serious consideration the expertise, possibilities and limitations in the LGUs. The study suggests possible alternatives in tackling capacity problems of LGUs in the specific recommendations below.

This is significant, especially since in the end, the LGUs are the final implementing agents of the Law. Once the targets have been identified through the process of consensus, performance evaluation measured as sensitivity to the early childhood care and development programs can be better monitored.

(3) Synergy: Complementary Roles for the National Agencies and LGUs

Greater consultation with the local chief executives ensures that the actual concerns of each of the LGUs within the NCR will be recognized and

realistically and practically addressed. A general and uniform policy bereft of actual contact with the beneficiaries and implementing agencies often suffers difficulties in implementation. Lack of compliance by the implementing agencies and the mismatch between policy targets and demands are some examples of difficulties in implementation that result from lack of consultation between policymakers and implementing agencies.

Some of the local government units (especially the big-sized LGUs) already possess adequate technology in implementing Day Care Service. It would be wise for the policymakers to tap local expertise from these "more developed" units in fashioning more realistic and practical policies on the Day Care Service. On the other hand, the LGUs that need more assistance can avail themselves of more technological advice from the central offices. A formula for a better implementation of the Day Care Law in the barangays of the NCR can thus be a product of a pact between the national agencies related to the Day Care Service and the LGUs. In this way their roles complement each other for a more efficient, effective and efficacious implementation of the Law.

*Resource Mobilization: Budgets and External "Sourcing."* The study has shown that resource availability or fund allotment to the day care worker is positively related to better outputs in the implementation of the law. Consequently, policymakers and local chief executives should concentrate on manipulating this variable in order to attain the desired improved outputs.

The case studies conducted in selected day care centers in the NCR reveal that the preparation of a budget, an essential and basic component of any bureaucratic entity, is not given due importance in the entire implementation process of the Day Care Law. An increase in the awareness of the importance of budget—the plan of an organization represented in monetary terms—has to be instilled in the persons who deal directly with the operations of day care centers. Moreover, the case studies reveal that some day care workers (i.e., Muntinlupa, Kalookan) are part of the official plantilla of the Municipal or City Government. Consequently, they receive higher pay, enjoy security of tenure after the required period of time and are afforded the dignity worthy of any legitimate public servant. As a policy recommendation to local chief executives, the inclusion of the day care worker in the official plantilla of the municipality or the city will undoubtedly produce better outputs in the implementation of the Day Care Law.

Another equally significant issue discovered in the case studies is the incidence of external "sourcing" through network linkages. As another policy recommendation, an active campaign of day care workers and ultimately the local chief executives to look for private and public sector partners in the joint implementation of the Law is another welcome policy modification.

*Day Care Centers: Capability-building.* The study also proves that the number of day care sessions in the center and the class sizes of day care centers contribute positively to increases in outputs. These two variables can also be seen as manifestations of capability-building of day care centers. More frequent organized meetings among the day care center implementing agents indicate order and seriousness in the conduct of work. More frequent sessions for children in the day care centers also reveal the ability of the center to deliver its mandated objectives.

Local chief executives and day care workers will definitely make a strategic advance if they reviewed their existing policies on organized meetings and consultations and frequency of sessions offered to the target beneficiaries. Directives, statutes and modifications toward harnessing these two variables will certainly lead to higher output yields in the implementation of the Day Care Law.

#### *Specific Recommendations*

*For the Implementing Agencies: The Four Organization Indicators.* The regression equation derived in the study indicates that the (1) day care center class size, (2) the day care center fund allotment, (3) the number of sessions held in the day care centers and (4) the training and seminars attended by day care workers are significant positive determinants of the output of the policy. It also turns out that these four indicators are the most controllable of all the six indicators mentioned in the study. Consequently, to maximize the performance of the program, interventions of the implementing agencies should be prioritized among these four organization indicators.

Specifically the following recommendations in relation to the four organization indicators mentioned earlier are enumerated below:

- (1) The implementing agencies must ensure that the number of day care sessions in a day be maintained or improved (mean = 1.78 session per day). Two specific approaches can be adopted in order to ensure the integrity of the current average of day care sessions. These are: (i) a local ordinance requiring all day care centers to have at least two sessions per day, and (ii) the award of real or nominal incentives to day care centers which consistently maintain the desired number of sessions per day. The two recommendations (i) and (ii) can even be combined. Of all the indicators of the implementation continuum, it is this indicator (number of sessions) which has the highest coefficient (36.10) in relation to the output (attendance of children in day care centers).



- (2) The implementing agencies (DSWD Unit Social Worker, DCWs and officials of the LGU) must ensure that the day care centers under their jurisdiction approximate maximum class sizes (close to 30 students per session). Day care centers that operate below the mean (mean = 36.55 class sizes for day care centers) class size of the NCR barangays can be dissolved and participants of these classes farmed out to other day care centers nearby. Day care centers that operate below the mean class size do not positively contribute to the better implementation of the Day Care Law.
- (3) The implementing agencies must ensure that the fund allotment of day care centers be maintained or even improved (mean = ₱ 71.83 per child per day). If it is possible, day care workers should be included in the plantilla of the municipal or city government. This move distributes the burden of subsidizing the operations of the day care centers to a wider base. The salaries for the DCWs will then be taken from the LGUs' coffers. If this is not possible, an ordinance from the LGU should explicitly state that contributions from parents to the day care center operations shall be enforced. If this is not practical or is in itself very difficult to enforce, then the LGUs can vigorously explore network linkages where external institutions and private volunteer individuals and groups fund albeit temporarily part of the operating expenses of day care centers.
- (4) The implementing agencies must prioritize training and development of day care workers as a cost-effective and worthwhile investment move in the continuing thrust to improve the implementation of the Day Care Law. For the DSWD and similar national agencies (i.e. DOH and DECS), efforts should be made to "professionalize" the current training and development programs of the day care workers.
- (5) Existing units within the LGUs directly concerned with the operations of day care centers can adopt the four organization indicators enumerated above as benchmarks or guideposts in regularly assessing the status of implementation of the Day Care Law.

*For Policymakers.*<sup>4</sup> One of the conclusions of the study is the failure to achieve an effective implementation of the Day Care Law in the NCR. Effectiveness is the impact of the policy on the target beneficiaries and general public. The question: "How many people benefited or are covered by policy Z?" is the core of measuring the effectiveness of programs. A possible reason for the failure of effectiveness is the imbalance in the scope and target

intervention area of policy. In other words, some policies fail because the size and magnitude of the target intervention area are either too big or too complex.

In the case of the Day Care Law, the scope and target intervention area of the policy are tremendously lopsided. The Law stipulates that one day care center per barangay should be established. The full capacity of a day care center is 60 children. The average number of households in barangays in the NCR is 1,995.25 households. Comparing the number of children in a day care center (full capacity) and the average number of households in a barangay already reveals a tremendous imbalance in the main instrument of implementation and the target intervention area.

Below are specific recommendations for policymakers:

- (1) The coverage of the Day Care Law can be modified to make its impact more realistic. Instead of identifying a barangay as the target area, this can be a "purok" or a smaller grouping of contiguous families within the barangay. Consequently, the Day Care Law can read as "an act establishing the creation of a day care center in every 'purok' of the country..." The limited resources of the implementing agencies can thus be rationalized in such a way that these can be concentrated on a smaller but definitely more manageable target intervention area.
- (2) The Day Care Law can also specify the creation of an Early Childhood Development Fund (ECDF) per barangay. A portion of the 10 percent E-VAT or the mandatory Mayor's Permit collected by the LGU from commercial establishments in their jurisdiction can be automatically appropriated for the proposed ECDF. Moreover, donations from individuals and institutions can be sent to the fund. The Social Services department of the LGU will be tasked to handle the fund. The subsequent allocation of the proceeds of the fund to the respective day care center units will be based on a "depressed area-first" criterion.
- (3) The policymakers can also add more teeth to the existing Day Care Law. At present, there is no pressure for the barangays to actually establish day care centers.
  - a. In order to improve compliance with the policy, a measure can be introduced in which LGUs with a 75 percent or higher BDCR or CAPR percentage in their jurisdiction can avail of additional funds for social service from the Internal Revenue Allocation (IRA).

- b. On the other hand, LGUs with a 30 percent or lower BDCR and CAPR percentage in their jurisdiction, can be meted penalties or sanctions. These penalties can range from memos, reminders and even fines (proceeds of which can be paid back to the proposed ECDF).

Perhaps a more important recommendation to adopt comes from a lesson learned from the day care centers covered in the case areas: commitment of the Local Chief Executives to the cause of children. A common feature of the successful day care centers that the study discovered is the solid and unwavering support that LGU officials—particularly the local chief executives—provide the Day Care Service.

### **Areas for Further Research**

The study can be the starting point for many other research initiatives in different areas of specialization. The study suggests four, namely: program evaluation, comparative analysis, program administration, and policy analysis.

#### (1) Program Evaluation

The outcomes of the Day Care Law can be studied. A good indicator of final outcome of the Day Care Law is the academic performance of children aged 7-10 in the formal school education system. A program evaluation done serially can measure the impact of the Law, its strengths and weaknesses, and possible areas for improvement.

#### (2) Comparative Analysis

More case studies of Day Care Service operations—not necessarily confined to the day care center but including local social service units—can be made across cities and even across regions with the end of coming out with a comparative analysis of how the Day Care Law is carried out.

#### (3) Program Administration

The organization structure and dynamics among the DSWD, the local government units and day care centers can form the backdrop of an exhaustive program administration study of the Law. This study can even be done against the backdrop of the Local Government Code and its implications for devolved programs.

#### (4) Policy Analysis

The practicality, responsiveness and the history of how the Day Care Law or similar other laws on Early Childhood Development evolved can also be good material for an in-depth policy analysis.

#### Endnotes

<sup>1</sup>The attendance of children in day care centers is only one of the possible indicators of performance that can be used in the study. The DSWD performance appraisal for day care centers is the Star Rating. The Star Rating is an accreditation test conducted by the DSWD in assessing all day care centers nationwide. The rating assesses the DCCs in the following areas: (i) stability, (ii) physical facilities, (iii) qualities of Day Care Worker, (iv) program activities/content of session, (v) availability of program materials, and (vi) availability and utilization of records.

<sup>2</sup>The ideal target population in the implementation of the Day Care Law is the three to five year old group. However, the most recent available data only cover the one to five year old population of the NCR (Progress of the Philippines, UNICEF Report, October 1994).

<sup>3</sup>Regression fits a line through a set of observations using the "least squares" method. Regression is used in a wide variety of applications that seek to analyze how a single dependent variable is affected by the values of one or more independent variables. For example, several factors affect the Gross National Product (GNP) performance, including consumption, investments and government expenditures. Regression apportion shares in the performance measure to each of the three factors based on a set of performance data.

"Policymakers" here is loosely defined as persons who can modify, change and ratify the guidelines for the implementation of a certain policy.

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*Annex***Abbreviations and Acronyms**

ANOVA	Analysis of Variance Statistical Test
BDCR	Barangay Day Care Ratio
CAPR	Capacity Ratio
CPC	Country Program for Children
CRC	Convention on the Rights of the Child
CRC-CAS	College of Research and Communication - College of Arts and Sciences
DECS	Department of Education, Culture and Sports
DCC	Day Care Center
DCL	Day Care Law
DCW	Day Care Worker
DILG	Department of the Interior and Local Government
DOH	Department of Health
DSWD	Department of Social Welfare and Development
DSWD-BCYW	Department of Social Welfare and Development - Bureau of Child and Youth Welfare
ECD	Early Childhood Development
ECEP	Early Childhood Enrichment Program
ECCD	Early Childhood Care and Development Program
GO	Government Office
NGA-DCC	National Government Agency - Day Care Center
LGU	Local Government Unit
LGU-DCC	Local Government Unit - Day Care Center
MFPNCP	Mental Feeding Program of the Nutritional Center of the Philippines
MMDA	Metro Manila Development Authority
NBP	New Bilibid Prison
NCR	National Capital Region
NGO	Nongovernmental Organization
NIAC	National Inter-Agency Committee on Early Childhood Care and Development
PD	Presidential Decree
PO	Private Organization
PPAC	Philippine Plan of Action for Children
RA 6972	Republic Act 6972: Barangay-Level Total Development and Protection of Children's Act or the Day Care Law
TDPP	Total Development and Protection Program
UNICEF	United Nations Children's Fund