United Nations
Educational, Scientific and
Cultural Organization

2008/ED/EFA/MRT/PI/22

Country profile prepared for the

Education for All Global Monitoring Report 2008

Education for All by 2015: will we make it?

The Philippines country case study

Rhona B. Caoli-Rodriguez

2007

2008 Education for All (EFA) Global Monitoring Report
Country Case Study: The Philippines

Table of Contents

List of Tables and Graphs

Tables

Graphs

List of Acronyms

ADB	-	Asian Development Bank
ADM	-	Alternative Delivery Mode
ALS	-	Alternative Learning System
APIS	-	Annual Poverty Indicators Survey
AusAID	-	Australian Agency for International Development
A&E	-	Accreditation and Equivalency
BALS	-	Bureau of Alternative Learning System
BEAM	-	Basic Education Assistance for Mindanao
BEIS	-	Basic Education Information System
BESRA	-	Basic Education Sector Reform Agenda
BLP	-	Basic Literacy Program
BP-OSA	-	*Balik-Paaralan Para Sa* Out-of-School Adult
CFSS	-	Child-Friendly School System
CGMA	-	Classroom Galing Sa Mamayang Pilipino Abroad
CHED	-	Commission on Higher Education
CNSP	-	Children in Need of Special Protection
CPC	-	Country Program for Children
CSR	-	Corporate Social Responsibility
CWC	-	Council for the Welfare of Children
DBM	-	Department of Budget and Management
DepEd	-	Department of Education
DOLE	-	Department of Labor and Employment
DSWD	-	Department of Social Welfare and Development
ECARP	-	Every Child a Reader
ECCD	-	Early Childhood Care and Development
ECDP	-	Early Childhood Development Project
ECE	-	Early Childhood Education
EFA	-	Education for All
ESCS	-	Education Subcontracting Scheme
EVS	-	Education Voucher Scheme
FFCCCI	-	Federation of Filipino-Chinese Chambers of Commerce and Industry
FLEMMS	-	Functional Literacy, Education and Mass Media Survey
FSP	-	Food for School Program
GASTPE	-	Government Assistance to Students and Teachers for Private Education
GDP	-	Gross Domestic Product
GNP	-	Gross National Product
GPI	-	Gender Parity Index
JBIC	-	Japan Bank for International Cooperation
JICA	-	Japan International Cooperation Agency
LGC	-	Local Government Code
LGU	-	Local Government Unit
LSB	-	Local School Board
LSCS	-	Literacy Service Contracting Scheme
MFO	-	Major Final Outputs
MG	-	Multigrade
MINSSAD	-	Mindanao Sustainable Settlement Area Development Project
MISOSA	-	Classes and Modified In-School Off-School Approach
MTDPHE	-	Medium-term Development Plan for Higher Education
MTEF	-	Medium-Term Expenditure Framework

MTPDP	-	Medium-Term Philippine Development Plan
MTPIP	-	Medium-Term Public Investment Program
M&E	-	Monitoring and Evaluation
NAT	-	National Achievement Test
NCAE	-	National Career Assessment Examination
NCIP	-	National Commission on Indigenous Peoples
NFA	-	National Food Authority
NEC	-	National EFA Committee
NEDA	-	National Economic and Development Authority
NEPP	-	National English Proficiency Program
NGO	-	Non-Government Organizations
NPSBE	-	National Program Support for Basic Education
NTESDP	-	National Technical Education and Skills Development Plan
ODA	-	Official Development Assistance
OHS	-	Open High School
OPIF	-	Organizational Performance Indicators Framework
OSY	-	Out-of-School Youth
OWWA	-	Overseas Workers Welfare Authority
PCER	-	Presidential Commission on Educational Reform
PEM	-	Public Expenditure Management
PESS	-	Philippine Education Sector Study
PIP	-	Program Implementation Plan
PTCA	-	Parents, Teachers and Community Association
RA	-	Republic Act
RBEC	-	Revised Basic Education Curriculum
SBP	-	School Building Program
SBM	-	School-based Management
SBTP	-	School-Based Training Programs
SEDIP	-	Secondary Education Development and Improvement Project
SEF	-	Special Education Funds
SEMP	-	Social Expenditures Management Project
SER	-	Socioeconomic Report
SFI	-	School First Initiative
SFP	-	School Feeding Programs
SHNP	-	School Health and Nutrition Program
SIP	-	School Improvement Plan
SMEF	-	Sector Monitoring and Evaluation Framework
SONA	-	State-of-the-Nation Address
SRA	-	School Readiness Assessment
STRIVE	-	Strengthening Implementation of Basic Education in Selected Provinces in Visayas
SWAP	-	Sector Wide Approach
TEEP	-	Third Elementary Education Project
TESDA	-	Technical Education and Skills Development Authority
TFS	-	Tuition Fee Supplement
TIMSS	-	Trends in International Mathematics and Science Study
WB	-	World Bank
WEF	-	World Education Forum

Executive Summary

The Philippines has put in place major governance reforms that make the policy environment favorable for Education for All (EFA) 2015 Goals. These policy reforms include decentralization and improved financial management as well as involving all partners in basic education. The main government program for decentralization is the School-First Initiative (SFI) built on the school-based management (SBM) approach that seeks to empower the schools as the frontline of service delivery to yield better basic education outcomes.

Specific policies and strategies to increase equity are also pursued such as better complementation between the formal schooling and the alternative learning systems, as well as strong partnership with all stakeholders, including civil society and the private sector. To improve quality, the government has put emphasis on school accountability and performance transparency in producing target outcomes. New competency-based teacher standards, ensuring that all children can read in the early years in elementary and school-feeding programs, among others, were also implemented.

The government has enshrined the EFA 2015 Goals in various national development plans such as the Medium-Term Philippine Development Plan (MTPDP) which is the country's roadmap towards economic development and the Philippine National Action Plan to Achieve Education for All by the Year 2015 (Philippine EFA 2015) which is the country's master plan for basic education.

Overall, the country is in the right direction. However, the progress is slow and the EFA 2015 Goals may not be achieved on time as targeted. Concrete results from policy reforms and the supporting programs and projects geared towards empowering field education leaders and formulating field education plans are yet to be seen. Not much progress have been noted six years after Dakar Framework was adopted in terms of yielding better basic education outcomes. In fact, access indicators in both elementary and secondary education show declining trends. It is almost mid-term for the Global EFA 2015 and the Philippines may find itself lagging behind with a discouraging performance. Lack of political consensus, frequent leadership change, tight

fiscal situation, over-dependence on external financing, high population growth rate, inability to capitalize on proven education innovations, and lack of sound social marketing strategy for education programs are likely to undermine sector reforms.

The most urgent task for the Philippines at present is to reverse the current declining trend in basic education performance indicators and then work towards the EFA 2015 Goals. Collection and updating of data need to be improved for monitoring and evaluation and for informing all stakeholders. The government has to take heed of the lessons from the past interventions involving foreign assistance. It must also take advantage of the active involvement of the civil society, private sector and the LGUs. Mobilizing domestic resources for better basic education outcomes should substantially reduce dependence on foreign funding, especially loans. From a macro perspective, the government must implement a more aggressive population control and family planning program. With the current resources available, the Philippines will always be hard-pressed to catch up. Finally, the government must go back to social marketing and information dissemination among the parents, communities, politicians and all other key stakeholders about the long-term benefits of foundation education and the country's commitment to EFA 2015 Goals. Advocacy, especially on policy reforms, programs and projects, remains a reliable strategy.

2008 Education for All (EFA) Global Monitoring Report
Country Case Study: The Philippines

Rhona B. Caoli-Rodriguez

B. INTRODUCTION

1. The Philippines has a long history of putting importance in the improvement of basic education both as a means and an indicator of national development. In line with its commitment to the first EFA (1991-2000) campaign, the country has laid down major policy reforms and programs towards achieving the new EFA (2001-2015) Goals stipulated in the Dakar Framework of Action as adopted by the World Education Forum (WEF) in April 2000. The Philippines significantly widened access and promoted equity in basic education during the first EFA, but leaving large room for internal efficiency and quality[1].

2. This paper reviews major policy reforms and programs implemented by the Philippine government in connection with its commitment to EFA 2015 Goals and the country's progress towards attaining them. The review covers the period starting 2000, when the WEF was convened in Dakar, to the present. A backgrounder on the Philippine educational system is presented to contextualize subsequent discussions.

3. The main part of this paper is divided into the following parts: (a) assessment of the general policies and enabling environment crucial to the achievement of EFA 2015 Goals; (b) accounting of the country's progress towards the six EFA 2015 Goals based on key outcome indicators; and (c) evaluation of the country's prospect of achieving the Goals in 2015. Each part includes a discussion on the issues and challenges that emerged as these policies and their corresponding programs and projects were implemented. The review concludes with a highlight on the major lessons derived in introducing the necessary reforms and programs towards achieving the EFA 2015 Goals.

[1] Based on EFA 2000 Philippine Assessment Report, 1999.

4. The analysis builds on education management information systems, existing studies, the latest progress assessment reports and other documents and unpublished policy and issue papers pertinent to Philippine basic education. This is complemented by informal discussions and interviews with selected government officials responsible for basic education in the Philippines.

B. CONTEXTUAL BACKGROUND

5. The formal basic education system in the Philippines consists of six years of schooling at the primary (or elementary) level and four years at the secondary (or high school) level. Primary education is compulsory and free in public schools while secondary education is not compulsory, but also free in public high schools. The official entry age for primary level is six years old. Prior to primary education most Filipino children get early childhood care and development at three to four years old and preschool education at five years old. Although it is not yet an official part of the formal basic education ladder, it is a government policy to provide early childhood development and education services to all children in preparation for grade school. Tertiary education, for its part, is divided into two tracks: six months to three years of non-degree technical/vocational training, or a minimum of four years of higher education.

6. For those who are not able to complete basic education through formal schooling, nonformal education is provided to out-of-school youth (OSY) and adults. The nonformal education subsystem focuses on skills acquisition (e.g., literacy, numeracy, family life skills, vocational and livelihood skills) for functionality and employability and/or entrepreneurship. An existing accreditation and equivalency (A&E) program serves as a bridge between the two subsystems for nonformal education completers/ passers who wish to enter or reenter the formal system. The same assessment, accreditation and equivalency system also exists in tertiary education to certify skills acquired outside the formal system (e.g., technical vocational training and actual work). The certification and accreditation may be used for employment or towards acquiring a degree.

7. Elementary and secondary schools, both public and private, number 41,949 and 8,2887, respectively. The government finances 88.6 percent of elementary schools and 59.3 percent of

high schools. The public basic education system employs around 341,789 elementary and 126,141 secondary teachers. At the tertiary level, the publicly-funded technical vocational institutions are estimated at 38 percent, while the rest are private or enterprise-based institutions. Higher education institutions are 11 percent public and 89 percent private. As a national policy, the Philippines prioritizes basic education and leaves most of the tertiary education to private providers. There is a system of government recognition and accreditation for private elementary and secondary schools based on a set of standards.

8. The management of the Philippine education system has been 'trifocalized' since 1994. Responsible for basic education is the Department of Education (DepEd) whose bureaucratic arrangement reflects the political management system of the country. The DepEd's central office is located in Manila. It has 17 regional offices *(Attachment 1)* which are further divided into division offices that supervise operations at the provincial and city levels[2]. Division offices supervise the municipal/district offices which, in turn, oversee schools in terms of professional, instructional and curricula supervision. At the frontline of direct basic education service delivery are the schools located at barangays[3]. Middle-level skills development which includes technical-vocational education and training is managed by the Technical Education and Skills Development Authority (TESDA), while higher education is managed by the Commission on Higher Education (CHED).

9. The DepEd's budget in 2006 was P121.60[4] billion or 11.54 percent of the national budget and 1.85 percent and 2.03 percent of the country's gross national product (GNP) and gross domestic product (GDP), respectively. From 2000 to 2006, the DepEd's budget accounted for an average of 13 percent of the national annual budget. It (DepEd budget) gets the bulk (97%) of the total education budget[5]. It should be noted, however, that 89 percent of the DepEd budget goes to salaries and personnel services, four percent goes to school buildings which was supposed to be devolved to LGUs per the Local Government Code (LGC) of 1991 and the rest covers recurrent costs such as operating and maintenance expenses such as in-service training and instructional

[2] A city within a province is considered a separate division and a very big province with large enrolment may be divided into two divisions.
[3] The barangay is the smallest unit of political governance. Large barangays are further divided into sitios. The government target is to have at least one elementary school in every barangay and one high school in every municipality.
[4] The current exchange rate is 1 US dollar to 48 Philippine Peso.
[5] For Fiscal Years 2002 to 2006 (excluding budget for State Colleges and Universities).

aids. Innovative programs and projects are largely funded through incremental budget and by the official development assistance (ODA) from the donor community.

C. REVIEW OF GENERAL POLICY ENVIRONMENT

C. 1 Policy Reforms and Programs Supportive of EFA 2015 Goals

10. The major policy reform instituted by the Philippine government right after the World Education Forum in Dakar is embodied in Republic Act (RA) 9155 or the Governance of Basic Education Act of 2001. The law is consistent to and supportive of the EFA 2015's principle of inclusion through its definition of basic education as encompassing early childhood education, elementary and high school education as well as alternative learning systems for out-of-school youth and adult learners and education for those with special needs. As such, it also provides for the management of not only the schools but also of the learning centers serving as venues for nonformal education for OSYs and adults. The schools and learning centers aim to reflect on and respond to the particular interests of all community members and to employ a certain level of flexibility in serving the needs of all learners.

11. RA 9155 aims to improve the delivery of public basic education services through a new governance framework that is built on decentralization. It was widely accepted that under the centralized system of managing basic education delivery, schools are unable to respond immediately and flexibly to local needs. Thus, the new governance framework supports **decentralization by empowering field offices and, especially, the schools to take a more active role in initiating and undertaking cost-effective innovations at the local level,** based on the premise that decision-making at the lowest level will result in greater efficiency, accountability and manageability[6]. The crafting and formulation of this law took off from the findings and recommendations of various studies such as the Decentralization of Basic Education Management[7] and results of piloting school-based management (SBM) by major projects such as

[6] Towards Better Government: Developing Indicators of Good Governance for Local Government, NEDA and UNDP, 1999.
[7] Technical Assistance from Asian Development Bank (ADB), 1999-2001

the Third Elementary Education Project (TEEP)[8], the Secondary Education Development and Improvement Project (SEDIP)[9] and the Basic Education Assistance for Mindanao (BEAM)[10] – all of which proved to enhance teaching and learning and from which good SBM models were developed.

12. Four years after RA 9155 was enacted, the DepEd launched the School First Initiative (SFI) 2005-2010. This aimed to accelerate and support the implementation and operationalization of decentralized basic education management by empowering schools and making them more accountable to learning outcomes measured as participation, completion and achievement of several desired categories of educational results based on the national curriculum. The SFI is basically a campaign program that seeks to address the crisis in the system-wide performance in the past decades characterized by wide resource gaps and high drop-out rates. It outlines areas of cooperation and synergy among various basic education stakeholders. Examples are: (a) frontline instructional leaders (school heads/ principals and supervisors) to cooperate with teachers, parents and local governments to mobilize resources; (b) basic education managers (division superintendents) to work with local government executives to provide leadership and support to meet education standards at the provincial/ city level; and (c) parents and their local governments to be involved and influence school governance by being active in local school boards and in other local decision-making bodies concerned with basic education.

13. The SBM approach is at the core of SFI movement for decentralization. It purports that access to quality basic education can be achieved if the schools concentrate on actual delivery of services. The basic thrust of SBM is to reduce bureaucratic restrictions so that the schools are able to deliver results while the higher level offices can shift to supportive, facilitative and technical assistance functions. As defined in RA 9155, the functions of the divisions shall be enhanced to focus on resources, authority and information management while the regional office shall oversee the enforcement of standards and quality assurance among the divisions. The central office, on the other hand, shall focus on policy, strategic direction, national standards and outcomes specification.

[8] Funded through a loan from World Bank and Japan Bank for International Cooperation (JBIC), 1998-2006.
[9] Funded through a loan from ADB and JBIC, 2000-2006
[10] Funded through a grant from AusAID, 2004-2008.

14. Also in 2005, the DepEd formulated the Basic Education Sector Reform Agenda (BESRA) to attain and sustain better performance of public schools by supporting the EFA 2015 objectives and the SFI movement. The BESRA (2006-2010) consists of five key reforms thrusts focusing on: (a) schools, (b) teachers, (c) social support to learning, (d) complementary interventions; and (e) institutional culture of DepEd. The BESRA is also a financing strategy that aims to direct donors and assistance from the private sectors to support the planned changes in basic education management and service delivery.

15. As an initial project under the BESRA, the Government of Japan provided a Philippine Human Resource Development grant to fund studies and consultancies under management of World Bank. The consultancies produced recommendations for policy actions and programs for each of the five key reform thrusts. These recommendations shall be the basis of further investments in programs and projects as well as budget support for policy reforms to be funded nationally/locally or through ODA.

16. A forerunner of these programs is the National Program Support for Basic Education (NPSBE) to be funded through a loan from the World Bank based on the emerging dominant approach called sector wide strategies (SWAP). The three-year NPSBE (2006-2008) is a budgetary support program that aims to assist selected areas of reforms identified in the BESRA, putting emphasis on the role of the schools and local communities in taking initiatives to achieve school improvement based on the SFI. It has four result objectives: (a) strengthened school-based management; (b) improved teaching effectiveness; (c) enhanced quality and equity through standards, assessment and support; and (d) effective resource mobilization[11].

[11] Project Appraisal Document for NPSBE, 22May 2006 WB

C.2 EFA Goals in the National Development and Subsectoral Plans

18. The current government's national development agenda is articulated in the Medium-Term Philippine Development Plan (MTPDP) 2005-2010. It outlines the country's key strategies towards achieving the main goal of poverty reduction and economic development. The MTPDP puts emphasis on the role of education in national development in the Education Chapter from Early Childhood Care and Development (ECCD), elementary and secondary education, technical-vocational education and training to higher education. The MTPDP explicitly states that the goals of Philippine basic education are anchored on EFA 2015 global movement. The basic education section of MTPDP focuses on delivery of quality basic education, increasing resources to schools and improvement of management of operations of the public school system.

19. To lay out the needed investment in order to attain the MTPDP goals and targets, the Medium-Term Public Investment Program (MTPIP) translates the Plan's policy thrusts and strategies into a priority set of programs and projects. The MTPIP is an input to the preparation of the Annual National Expenditure Program proposed to Congress and the subsequent passing of the country's Annual General Appropriations Act (GAA) or the yearly budget. The current education portion of the MTPIP accounts for P145.56 billion, 87 percent of which goes to basic education.

20. The Philippine National Action Plan for EFA 2015 Goals (Philippine EFA 2015), which puts into national context the Dakar Framework, took five years to formulate. It was officially approved and adopted in February 2006 and now serves as the master plan for basic education. It provides an overarching policy framework with a vision that, at the very least, all Filipinos acquire basic competencies embodied in the new functional literacy definition adopted by the government through the Literacy Coordinating Council (LCC) in 1998 *(Attachment 2)*. The new definition is congruent to the UNESCO's advocated concept of 'life skills' based on the four pillars of learning: learning to do, learning to learn, learning to be and learning to live together (UNESCO 1996).

21. Although completed and adopted six years after the Dakar Forum, the Philippine EFA 2015 puts into proper perspective the various convergent efforts of all sectors to achieve the national goal for basic education. It has four component objectives: (a) Universal Coverage of OSYs and Adults in the provision of Basic Learning Needs; (b) Universal School Participation and Elimination of Drop-outs and Repetition in the First Three Grades; (c) Universal Completion of the Full Cycle of Basic Education Schooling with Satisfactory Achievement Levels by All at Every Grade or Year; and (d) Total Community Commitment to Attainment of Basic Education Competencies for All.

22. To advance these component objectives, the Plan outlines six production tasks:

1. **Making every school continuously perform better.** Through the use of assessment instruments (e.g., School Report Card) to continuously assess their performance, the schools are expected to be more accountable to the community and to other stakeholders such as parents and community leaders. The schools, community and other stakeholders are envisioned to be collectively involved and guarding the performance of the school and thus take collective responsibility in achieving the desired outcomes

2. Making expansion of ECCD coverage yield more EFA benefits. This task aims to put priority to children in greatest need. Children of least educated parents, for example, are known to perform poorly in schools and tend to drop out in the first three years in elementary.

3. Transforming nonformal and informal interventions into an alternative learning system (ALS) to yield more EFA benefits. This task shall focus on OSY and adults (15 years old and above) who have not completed basic education so they can attain competencies as defined in functional literacy and gain skills relevant to their day-to-day activities.

4. Getting all teachers to continuously improve their teaching practices. This will be pursued by adopting better policies, standards and procedures in educating, training, hiring and deploying teachers as well as providing incentives, better working conditions and continuously

harnessing their capabilities. Teachers are expected to be motivated in improving their teaching practices.

5. Adopt a 12-year cycle for formal basic education. It is intended that two more years will be added to the Philippine 10-year basic education. Compared with its neighbors in Asia, Philippines has a shorter basic education cycle. The usual length of basic education, even in Southeast Asia, is 12 years (except Myanmar which has 10 years).

6. Continuing enrichment of curriculum development in the context of pillars of the new functional literacy. With the adoption of the new functional literacy for all Filipinos by the Philippine EFA 2015 as the ultimate goal in providing basic education, the curriculum in basic education should be aligned with the competencies embodied therein.

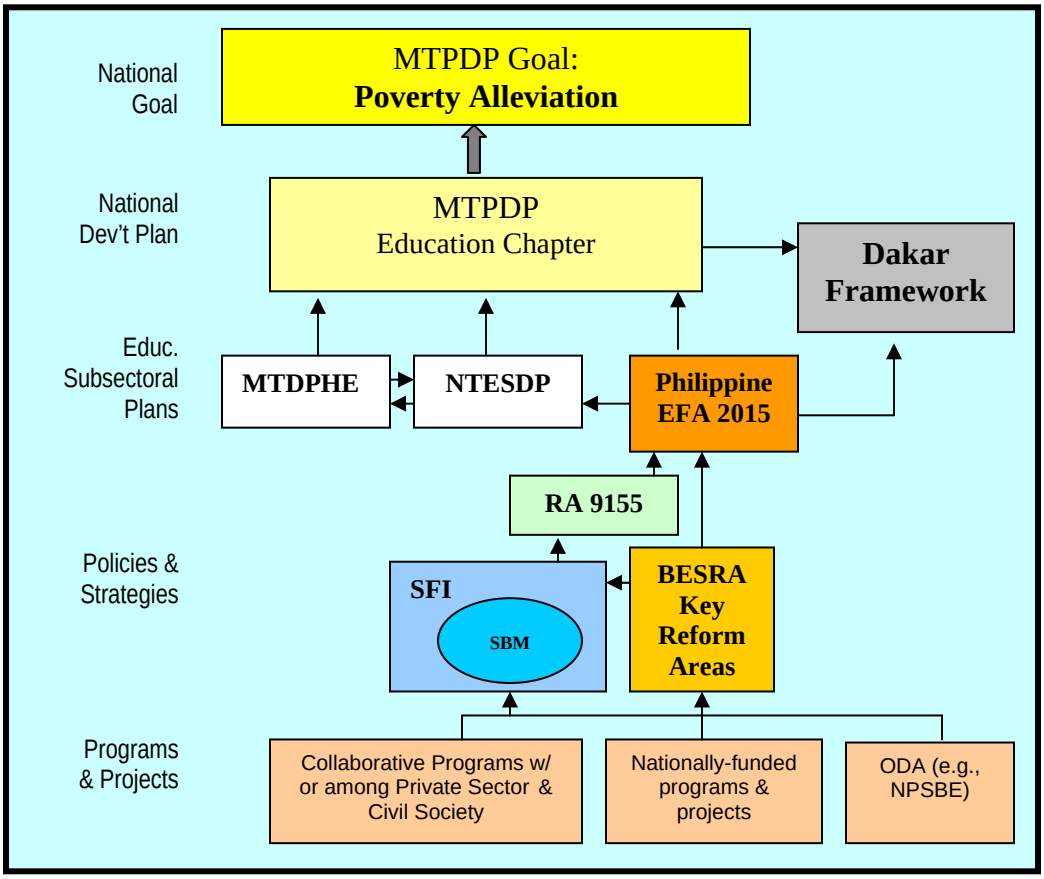
23. The above tasks will be supported for successful implementation by three enabling tasks, also identified in the Plan:

7. **Providing adequate public funding for country-wide attainment of EFA goals;**
8. **Creating network of community-based groups to improve governance for local attainment of EFA goals; and**
9. **Monitoring progress in effort towards attainment of EFA goals**.

24. The diagram below illustrates how the Philippine EFA 2015, the country's masterplan for basic education Dakar Framework, relates to the other development plans and programs on education. It is supportive of the MTPDP's goal to attain economic development and reduce poverty and works in harmony with the two other major education subsectoral plans in the country: the National Technical Education and Skills Development Plan (NTESDP) for technical-vocational education and training and the Medium-term Development Plan for Higher Education (MTDPHE). The readiness of basic education graduates for higher level of training and education is crucial in producing quality manpower for the country's local needs and for the requirement of local and international industries. The lower portion of the diagram is explained in C.1. RA 9155 supports a management framework consistent with EFA 2015's call for a more

effective and efficient system to yield better education outcomes founded on the principle of quality in inclusiveness and equity.

Figure 1. EFA in the Philippine National Plans



25. From the discussions herein, it can be surmised that the current policy environment is favorable for implementing planned reforms supportive of the EFA 2015 Goals. However, policy actions and programs have been laid down in an overly calculated pace and in almost fragmented manner such that their impact cannot be entirely attributed to the status of the country's progress towards EFA 2015 Goals. There is still a lack of concrete evidences by which to gauge the efficiency and effectiveness of these recent initiatives. For example, the Philippine EFA 2015 has been adopted only in 2006 and the SBM, as the primary decentralization strategy, has yet to be institutionalized. Moreover, the major projects expected to yield EFA benefits are still in the

pipeline. In effect, despite taking off from the 2000 Dakar Framework, the country is actually still starting to implement policy reforms.

26. Nonetheless, the Philippine government has always included basic education among its social development priorities. There are strategies and programs, including regular programs and recently introduced minor projects, supportive of the EFA 2015 Goals. To a certain extent, the assessment of the Philippines' progress involves evaluation of how they contribute to EFA results.

C.3 Other Enabling Policy Reforms Supportive of the EFA 2015 Goals

27. Parallel to the current efforts to improve the governance and management of the basic education system, the government has put in place the Public Expenditure Management (PEM) to improve linkage between planning and budgeting. The PEM has three components: the Medium-Term Expenditure Framework (MTEF), the Organizational Performance Indicators Framework (OPIF) and Procurement Reforms. The DepEd has already adopted a three-year budgeting scheme pursuant to MTEF. It reported that the framework presented a clearer connection among policies, plans and the budget, helped clarify program/ project directions, and improved resource allocation and prioritization of strategies and clients over the medium term. For the annual budgeting exercise, the OPIF approach requires that the budget components are linked to quantitative results or outcomes based on the DepEd's Major Final Outputs (MFO). The OPIF puts an equivalent concrete target result for every component in the budget aside from helping clarify and delineate roles and accountabilities, identify complementarities among agencies and ensure better internal governance arrangements and systems to capture performance data. The OPIF is being mainstreamed in the budget preparation starting 2007 with 20 agencies, including DepEd.

28. In the past, many efforts sought to provide coherent link between the disjoint in planning and budgeting in the Philippines. Aside from the fact that the two functions are being handled by two separate oversight agencies, increase in allocation depends on agencies' previous fiscal year

expenditure where unspent allocation would meet the penalty of a lesser budget. There was no clear link between investment and outcome. The recent expenditure management reforms are thus welcome since these compel better performance and are outcome-oriented in nature.

C.4 Monitoring and Evaluation Systems

29. To systematize and modernize tracking of the annual performance of basic education, the Basic Education Information System (BEIS) was established and operationalized in 2002. It consists of data from all levels of the education system: national, regional, divisional, district and schools and uses indicators of access, quality and internal efficiency. The BEIS also uses a color coding system that enables users to immediately identify areas in need of immediate intervention (e.g., teacher, classroom and textbook shortage).

30. Prior to BEIS, the basic education data system was characterized by 2-3 years backlog and the information was only down to the divisions. Moreover, the processing and validation of data, a responsibility of the regional offices, was time consuming. Under the BEIS, the consolidation and validation of data were transferred to the division (provincial) offices which are closer to the schools. Processing of data was done relatively quicker because of smaller geographical coverage. The regional offices consolidate the divisional data for submission to the central office to update the BEIS. To complement the new management information system, the DepEd has started a modernization project to equip field offices with computers and connectivity for faster communication and reporting. While this project is ongoing, there is no established cyber highway system for the entire bureaucracy yet that would make communication and reporting more efficient. The DepEd is now exploring available models to be adopted.

31. The BEIS consists of three modules or systems: (a) Module I (Quick Count) collects data from public schools needed for budgeting; (b) Module II which collects and compiles the full data set including both the public and private schools; and (c) Module III processes the data and presents the outcome indicators. Information from the Quick Count is available before the end of the school year (data collection complete by end of August and processing by end of December),

at the end of fiscal year, for use in estimating DepEd's budget proposal for the succeeding fiscal year[12]. Data collection and processing for Modules I and II take longer due to validation processes that take place in the field offices. The official results, as presented in Module III, are not available until the end of the next school year. Outcome indicators update decision makers and education leaders on the performance of the system and allow for the necessary interventions. It is used for justifying ODA and other investment programs and for targeting beneficiaries.

32. Participation in international benchmarking studies such as the Trends in International Mathematics and Science Study (TIMSS) also serves as a means to evaluate the quality of the country's basic education system. For example, in 2003, the Philippines performed dismally in TIMMS. The Philippines was 3rd to the last in both Science and in Math test administered to Grade 4 pupils among 25 participants, getting a score way below the international average. At the second year high school level, the Philippines ranked 41st in Math and 42nd in Science out of 46 participants This prompted the government to re-evaluate science and math education in the country and implement remedial actions such as intensified teacher trainings.

33. The donor community has also contributed substantially in assessing the state of basic education in the country. In 1998, the Asian Development Bank (ADB) and World Bank (WB) collaborated on the Philippine Education Sector Study (PESS) for an in-depth evaluation of issues and challenges amidst growing concern on the declining quality of education in the country. Findings and recommendations from this study became a major source of justifying programs and investments. Other major projects included the Third Elementary Education Project (TEEP) funded by the WB and Japan Bank for International Cooperation (JBIC), and the Secondary Education Improvement and Development Project (SEDIP) funded by ADB and JBIC. These conducted preparatory technical assistance and post-implementation evaluation to assess and validate actual needs and to determine effectiveness and immediate impact of the interventions, respectively. These studies provided useful information on the status of the basic education system and identified pressing issues and problems needing immediate and long-term solutions.

[12] *Basic education classes in the Philippines start in June and ends March the following year. Fiscal year is consistent with the calendar year.*

34. The OPIF is expected to serve as a monitoring and evaluation (M&E) instrument for the oversight agencies such as the Department of Budget and Management (DBM) and the National Economic and Development Authority (NEDA). It will provide useful information on the concerned agencies' accomplishments and contribution to sectoral development based on annual targets.

35. Other monitoring and evaluation instruments that cover performance of education sector are the Socioeconomic Report (SER), Census of Population, Functional Literacy, Education and Mass Media Survey (FLEMMS), and the DepEd Annual Accomplishment Report. The SER is a NEDA publication that tracks the progress of each economic and social sector vis-à-vis the annual targets set in the MTPDP. The Census is conducted every ten years and contains information that include literacy and participation rate. The FLEMMS directly measures functional literacy. It is the only survey or study that measures functional literacy of the 10-64 years old population and identifies main informal learning sources used by Filipinos. The main challenge FLEMMS is facing at present is the operationalization of the new definition of functional literacy for purposes of statistical measurement in time for the next FLEMMS in 2008. The last one was conducted in 2003.

36. Another system that promises a better and more accurate monitoring and evaluation process is the Sector Monitoring and Evaluation Framework (SMEF) now being finalized as one of the enabling tasks under Philippine EFA 2015. The framework is based on the EFA 2015 Goals and the OPIF. It shall involve, as sources of information, all basic education stakeholders: local government units (LGUs), NGOs, the private sector, DepEd and other government agencies. The Framework also involves the expansion of the BEIS to include other EFA performance indicators. The major challenge is how to sustain total cooperation from the identified sources of information to maintain and update the system.

37. Data and information on the performance of the basic education system guide Philippine policy makers in crafting laws and serve as basis for planning and investment programming. Oftentimes, however, policy choices depend on the education leaders who are political

appointees. A working and successful education program may be interrupted by a sudden change in leadership. For the last six years, the DepEd has seen five successive top officials (Secretary) with each bringing in a new set of program and reform agenda. On a positive note, however, the EFA 2015 Goals endured through this succession of top officials. Even the SFI and its SBM approach remained as the main strategy to achieve better basic education outcomes.

C.5 Government's Partners in Delivering Basic Education Services

38. The budgetary constraint is one of the major hurdles of the DepEd every year. The delivery of quality education is restricted by funding allocation that is unable to match the annual growth in pupil/student population. Consequently, schools experience shortages in critical school resources such as classrooms, teachers, desks, textbooks and other instructional materials. Within this situation, the MTPDP stipulates that the government's primary strategy to help meet the such gaps is to "harness the participation of all strategic partners - private sector, NGOs, civil society groups, LGUs and other concerned sectors" to meet the needs of basic education. Following is the discussion on the government's partners in the provision of basic education in the Philippines.

Private Schools

39. The private schools (sectarian and nonsectarian), which operate upon obtaining government permit are considered partners of the government. First, they provide for basic education services to the families that can afford to pay. And second, some of them are partners in the Education Subcontracting Scheme (ESCS) and Education Voucher Scheme (EVS) which is discussed more in section D.2.

40. In 2005, private elementary schools numbered 4,788 comprising 11.5 percent of all elementary schools, including public. On the other hand, there were 3,372 private secondary

schools or 42.1 percent of the total number of secondary schools in the country. Enrolment in private elementary and secondary schools is around 7.8 percent and 20.4 percent of the total enrolment in both levels, respectively. From 2000 to 2005, the average shares of private schools in enrolment in elementary and secondary schools were at 7.4 percent and 21.2 percent, respectively. The share of private enrolment in elementary steadily increased from 2000 to 2005. On the other hand, the share of private enrolment at the secondary level has declined from 2000 up to 2005. A sharpest decline in the private enrolment at the secondary level can be noted from 2001 to 2002. According to the DepEd, the decline in enrolment in private schools was primarily due to the adverse economic situation which compelled families to transfer their children to public schools.

Table 1. Private Schools Enrolment

YEAR	Elementary					Secondary				
	Total Enrolment	Enrolment in Private	% of Total Enrolment	No. of Private Schools	% of Total No. of schools	Total Enrolment	Enrolment in Private	% of Total Enrolment	No. of Private Schools	% of Total No. of schools
2000	12,760,242	922,661	7.2	4,193	10.4	5,401,867	1,245,682	23.1	3,168	42.2
2001	12,878,600	933,439	7.2	4,521	11.1	5,801,008	1,281,193	22.0	3,343	43.0
2002	12,996,297	940,135	7.2	4,658	11.4	6,096,679	1,271,890	20.9	3,331	42.5
2003	13,032,864	957,851	7.3	4,788	11.5	6,333,874	1,269,896	20.0	3,372	42.1
2004	13,096,719	995,658	7.6	4,788	11.5	6,414,620	1,314,559	20.5	3,372	42.1
2005	13,006,647	1,015,961	7.8	4,788	11.5	6,298,612	1,285,035	20.4	3,372	42.1
Average	12,961,895	960,951	7.4	4,623	11.2	6,057,777	1,278,043	21.2	3,326	42.3

Sources: BEIS, Factsheet on Basic Education Statistics *Note: No. of private schools for 2004 and 2005 are based on 2003 figures.*

Civil Society

41. Civil society groups are recognized by the government as major stakeholders in the nation's development. Corporate groups, NGOs, and other civil society groups have been mobilized to assist in attaining and sustaining equity and quality in public schools. The DepEd implements important programs that involve civil society groups in the provision of basic education in the

country. These groups usually pledge assistance during fora and conferences anchored on the principle of corporate social responsibility (CSR). Oftentimes, the DepEd Secretary identifies areas where the assistance of the business sector is more needed during his advocacy briefings. This kind of advocacy is reinforced by information dissemination on the ongoing partnership between the government and the business sector. Recently, pledges can be done online through the DepEd website. Contributions for school infrastructure and other critical resources are discussed in section D. Below are the major government programs that involve private sector assistance**.**

42. **Adopt-a-School.** Adopt-a-School is one of the DepEd's flagship programs that aim to generate resources to supplement its regular budget and investments for basic education. It was established through RA 8525 (Adopt-a-School Act of 1998) by which business groups, NGOs, and civil society groups can adopt any public school nationwide and provide support in the areas of infrastructure, teacher training, learning and teaching materials, computer and science laboratory equipment, food and nutrition supplements. Adopt-a-School partners can avail of tax incentives as provided by the law. Since its launch in 2000, the program has established a network of private sector partners. Over P2.4 billion worth of contributions has been generated thus far, augmenting the mainstream budget allocation for education and benefiting some 22,000 public schools nationwide. The program is managed by the Adopt-a-School Secretariat attached to the Office of the DepEd Secretary.

43. ***Brigada Eskwela.*** Started in 2002, *Brigada Eskwela* is a successful nationwide mobilization activity that involves voluntary efforts from teachers, parents, students, other community and civic organization members to give in-kind contributions (e.g., labor, cement, lumber, cleaning instruments, plants, and other materials) to repair classrooms and furniture and the overall school environment during National Schools Maintenance Week prior to the opening of every school year. LGUs, individuals, local businesses and other corporations also give donations in kind. In 2003, *Brigada Eskwela* benefited 30.8 percent (12,533) of the total public schools nationwide with the cost of volunteered labor and donated materials estimated at P392.26 million. Participating public schools increased to 38.9 percent in 2004 (16,086) and to 61 percent

(26,034) in 2005 with estimated cost of labor and materials amounting to P717.10 million and over P1 billion, respectively.

44. ***Sagip Eskwela***. Started in 2004, *Sagip Eskwela* is a special program that seeks to generate cash donations from various private organizations and individuals for the construction of new classrooms and repair of school buildings damaged by typhoon and other calamities.

45. **Operation *Barrio* School.** Through its Operation *Barrio* School, the Federation of Filipino-Chinese Chambers of Commerce and Industry (FFCCCI) has been building two-classroom school buildings in poor areas throughout the Philippines. As of 2006, it has built around 3,200 two-classroom school buildings from the donations by the officers and members of the Federation and from other organizations, families and individuals within the Chinese-Filipino community.

46. ***Classroom Galing Sa Mamayang Pilipino Abroad (*CGMA).** In cooperation with the Department of Labor and Employment (DOLE) – Overseas Workers Welfare Authority (OWWA), the CGMA project solicits support from Filipinos to build 10,000 classrooms in identified priority elementary and secondary schools across the Philippines. The DOLE coordinates the solicitation and DepEd identifies the schools where additional classrooms are critically needed.

47. Below is a summary table of the leading programs in public basic education that involves the assistance of the civil society groups.

Table 2. Major Programs Involving Private Sector and Civil Society in the Provision of Critical School Resources, 2000-2006

Program	Description	Management	Contributions	Legal Basis/ Sustainability
Adopt-a-School	Established through the Adopt-a-School Act of 1998, serves as an invitation and campaign for private entities to become active partners in the delivery of basic education services by giving assistance in the provision of classrooms, among others -launched in 2000	The program is managed by a Secretariat attached to the Office of the Secretary of DepEd	Classrooms Desks, textbooks, teacher training, food and nutrition supplements	Founded on a law; but the DepEd should sustain efforts to bring in private sector and to intensify advocacy to appeal to them based on the framework of corporate social responsibility
Sagip Eskwela (Save School)	Started in 2004, brings in cash donation from various private organizations and individuals for the construction of new classrooms and repair of school buildings damaged by typhoon and other calamities	Managed by the Adopt-a-School Secretariat	Classroom construction and repair	Pursuant to Adopt-a-School Law. Sustainability depends on DepEd leadership
Brigada Eskwela	Started in 2002, the nationwide mobilization activity is community-led program that involves parents and other members of the community to give in-kind contributions (e.g., labor, cleaning instruments, plants, etc.) to repair classroom and furniture as well as other contributions to improve the school environment at the beginning of every school year.	Managed by the Adopt-a-School Secretariat	Classroom and school furniture repair, provision of cleaning instruments, building and repair materials	Presidential Memorandum Order No. 170 (2005) institutionalization of National Maintenance week as a special week for Brigada Eskwela
Operation *Barrio* School - Federation of Filipino-Chinese Chamber of Commerce and Industries, Inc. (FFCCCII)	Through its Operation Barrio School, the Federation of Filipino-Chinese Chambers of Commerce and Industry (FFCCCI) is building 2,500 schools in poor areas throughout the Philippines.	FFCCCII builds and then turn the school building over to DepEd	Two-classroom school building construction	Pursuant to Adopt-a-School Law
Classroom *Galing sa Mamamayang Pilipino* Abroad (CGMA) – Classrooms from Filipinos Overseas	Through the Department of Labor and Employment the *Classroom Galing Sa Mamayang Pilipino Abroad* (CGMA) project solicits support from Filipinos to build 10,000 classrooms in identified priority elementary and secondary schools across the Philippines. The initiative began in 2003.	Implemented in cooperation with the DOLE-OWWA	Classroom construction	DOLE Department Order 170 (2005)

Local Government Units (LGUs)

48. Another important partner of the national government in the provision of basic education services are the LGUs. The national government has been strategizing to increase the share of LGUs in providing critical resources for basic education and to capitalize on their positional

advantage of having a first hand knowledge of the needs of their localities and the appropriate use of their Special Education Funds (SEF)[13]. In 2001-2006, LGUs provided 5,278 classrooms or 9.2 percent of the total classrooms constructed within this period.

49. The local chief executives also sit as the chairs of the Local School Boards (LSBs) by virtue of the Local Government Code (Section 98). The LSBs' primary task is the administration of the Special Education Fund (SEF) sourced from one percent of the real property tax collected by the local governments, with the aim of improving access to and quality of education in the public schools. The SEF may be used for: (a) construction, repair and maintenance of school buildings and other facilities of public elementary and secondary schools; (b) establishment and maintenance of extension classes where necessary; and (c) sports activities at the division, district, municipal and barangay levels.

Donors Agencies

50. Foreign bilateral and multilateral donors also play a very important and influential role in Philippine basic education. Consistent with the national government's priority, the bulk of official development assistance (ODA) for education is channeled to basic education. The SBM, for example, was piloted through Third Elementary Education Project (TEEP) funded by the World Bank and Japan Bank for International Cooperation (JBIC). Another ODA project that supports the decentralization of basic education management is the Asian Development Bank (ADB)/ JBIC-funded Secondary Education Development and Improvement Project (SEDIP) which is an adaptation of TEEP in secondary education.

51. Aside from loans, grants are also another source of assistance to ensure that basic education system is able to implement management reforms and formulate development plans. For example, selected divisions in Mindanao formulated their education development plans (per RA 9155) through the Basic Education Assistance for Mindanao (BEAM) funded by the Australian

[13] SEF size varies across localities varies depending on their economic profile (e.g., economic zone, business zone, mostly residential, etc) as it comes from 1% of the real property tax collected by the local governments.

Agency for International Development (AusAID). Another example is the school-based teacher training approach for math and science which was piloted in selected regions through the assistance of Japan International Cooperation Agency (JICA).

52. Table 3 shows the 2006 basic education ODA portfolio which consists of four major loan projects and four grant projects. The two projects supported by loan are directly implemented by DepEd and two (MINSSAD and SEMP II) are in the form of budget support and implemented through oversight agencies. The estimated total cost of these projects is P24.04 billion of which P15.47 billion are loans, P1.26 billion are grants with the rest constituting the government's counterpart.

Table 3. Philippine Basic Education Sector ODA Portfolio, 2006

PROJECT TITLE	LOCATION	PROJECT COST (PM)				IMPLEMENTATION SCHEDULE
	Region/s	Total Cost	Loan	Grant	Philippine Gov't	Timeframe
TOTAL LOANS AND GRANTS		24,040.15	15,471.83	1,265.48	7,302.84	
A. GRANTS		**1,357.38**		**1,265.48**	**91.90**	
1. Phils-Australia Basic Education Assistance for Mindanao (PA-BEAM) Phase II	XI, XII, ARMM	892.46	-	823.36	69.10	June 2004- May 2008
2. Country Program for Children (CPC VI)	NCR,II,III,V,VI,VII,VIII,IX,X,XI,XII, CARAGA & ARMM	251.44		251.44	in kind	Jan 2005- Dec 2009
3. Strengthening Implementation of Basic Education in Selected Provinces in Visayas Project (STRIVE) I	VII and VIII	136.15	-	125.48	10.67	Oct 2005- Mar 2007
4. Government of Spain and Government of the Philippines School building Project I	III, IV-A, VI, IX, XII & ARMM	77.330	-	65.20	12.13	Dec 2006 -Dec 2007
B. LOANS		**22,682.77**	**15,471.83**		**7,210.94**	
1. Third Elementary Education Project (TEEP)*	II, III, IV-B, V, VI, VII, VIII, IX, XII, CAR & CARAGA	12,726.27	8,817.24	-	3,909.03	IBRD July 1997- June 2006 JBIC April 1997- April 2006
2. Secondary Education Development and Improvement Project (SEDIP)	II, III, IV-B, V, VI,VII, VIII, IX, XII, CAR & CARAGA	5,968.77	3,481.34	-	2,487.43	ADB May 1999- Dec 2007 JBIC March 2000- Sept 2008
3. Mindanao Sustainable Settlement Area Development Project (MINSSAD)	X, XI, CARAGA	122.71	103.36	-	19.35	Sept 2001- June 2007 (school building construction and repair, desks/seats)
4. Social Expenditures Management Project (SEMP II)	Nationwide	3,865.02	3,069.89	-	795.13	Dec 2002-June 2006 (school building construction and repair) Dec 2002-June 2007 (Textbooks)

Source: DepEd-Office of Planning Service—Project Development and Evaluation Division (OPS-PDED)
Notes: The table still includes TEEP since it was used for 2006 DepEd ODA Portfolio Review.

C.6 Issues, Challenges and Prospects

Accelerating Implementation of Decentralization through SBM

54. The specific reforms under RA 9155 understandably took a long time to get implemented in the system that has been used to centralized governance and reorienting DepEd's organizational culture has been a slow and painful process. While the new governance framework supports decentralized management, there is an apparent confusion both from the central and field offices on how to operationalize the changes. Moreover, the much needed advocacy through the SFI came five years after the enactment of the law.

55. Although the SBM has been piloted in some 8,181 schools under the TEEP (19% of total number of schools), mainstreaming it among the rest of public schools was difficult. The DepEd should carefully study critical lessons derived from projects piloting/implementing SBM. For example, it should be noted that there is no significant improvement in net enrolment rate in the 23 TEEP provinces as it even declined in SY2004-2005 compared with the SY2002-2003. Improvement was, however, gained in completion rate and achievement rate. Although still below the national average, a 1.26 percentage point improvement in completion rate was recorded by TEEP schools in the same period while their achievement rate improved from 39.19 MPS in 1999 to 45.77 MPS in 2005 based on the National Sample-Based Assessment conducted by the project[14].

56. The institutionalization of SBM is also being supported by two other foreign-funded projects, SEDIP and BEAM. The SEDIP is practically the secondary education version of TEEP. It has the same geographical coverage and uses the same approach. The BEAM is also provides support to schools in developing, implementing and monitoring their SIPs that was initiated in TEEP.

[14] Based on TEEP Completion Report, 2006

57. Early this year (2007), the DepEd drafted a Program Implementation Plan (PIP) for the various doables identified from the consultancy outputs of BESRA. It will be the agency's official investment guide to achieve the country's Education for All objectives by 2015. The first part of the PIP includes those actions identified and specified as of 2006 for implementation in 2007-2011 and centers on the institutionalization of SBM. The risk, however, lies on the stability of political climate. Anytime, a new DepEd secretary may be appointed and may not support current plans and programs.

Optimizing Benefits from Foreign Assistance

58. For the past years, several foreign-assisted projects have been aimed at basic education in the country, threatening to overwhelm the sector's absorption capacity.

From 2000 to 2004, the DepEd was implementing around six foreign-funded projects and was involved in four more projects with other agencies as lead implementors. To date, it has five ongoing, three recently approved[15] and two projects in the pipeline[16]. Donor agencies thus compete for their share of investment in the prevailing reform programs that sometimes result in duplications and fragmented investments. This situation is exacerbated by the DepEd's low capability to derive implementation lessons and identify worthwhile and viable innovations from such interventions.

59. Commitments to major projects, especially loans, should be safeguarded from budgetary constraints. For this purpose, MTEF has determined forward estimates where agencies' required investment, including projects, for three five years. However, the government resorts to re-enacting the budget of the preceding fiscal year when Congress is unable to approve the proposed budget. This jeopardizes the programmed disbursements of projects since every release from donor agencies has a counterpart government share. SEDIP, for example, received less than 50 percent of its budget requirement causing delays in implementation schedule.

[15] NPSBE with total projects cost of P10 billion, Cyber Education Project with P24.61 billion and the Spanish Government funded - Improvement of the Quality of Primary Education in Bicol and Caraga Regions (June 2007-June 2010) with total cost of P201.49 million.

[16] Support to Philippine Education Reform (SPHERE) with total project cost of P1.55 billion (2007-2012) to be managed by World Bank and STRIVE II with total cost of P667.7 million (2007-2010), both to be funded by AUSAID.

60. Other challenges encountered in implementing projects are delays in procurement when losing contractors file restraining orders in court and slow contracting process due to the centralized procurement service. Other management issues include poor project management, lack of staff and frequent changes in the leadership of DepEd. For example, mainstreaming the implementation of projects (i.e., the respective DepEd offices to implement the projects) affects manpower and staff capacity. Creating project management offices (PMO) to augment manpower prevents DepEd from developing the project implementation capability of its organic staff and the project from being mainstreamed, especially when there is a technology transfer involved such as database system management. These problems often result in project extensions which incur interests and commitment fees.

61. For the current initiatives on policy reforms and programs to work out, the DepEd needs to be firm and resolute in setting the direction and timing for various foreign assistance projects, loans or grants. The key is to orchestrate interventions into coherence, harmony, efficiency and effectiveness while maintaining focus on desired outcomes. The government must also explore domestic sources of financing and sustaining reforms and innovations in basic education to reduce dependence on foreign assistance. It should intensify mobilization of resources from LGUs and the private sector.

62. Sustainability is also a major issue, especially with innovations and reforms started through externally funded projects. More often, project completion reports go straight to the shelves. Projects after projects have been implemented for the past several years aimed at addressing the same problems and gaps. A proven effective intervention piloted under one project is usually followed by another as the basic education system could not readily mainstream it due either to lack of political will or indecisiveness in terms of financial strategy, or both. The BESRA-PIP as an investment agenda is an encouraging development within the assumption that the DepEd would keep focus and investment direction within it.

Maximizing Contributions from LGUs

63. The LGC of 1991 provides for the SEF to be sourced from one percent of real property tax collection of the LGUs. While the use of SEF is supposedly decided by the Local School Board (LSB), the chief local executive has actual control over its utilization. Consequently, a large portion of the SEF is not spent wisely towards yielding better local education outcomes. Improved collection and proper utilization of SEF can substantially complement the efforts of the national government in closing the classroom gaps and providing for other education inputs. Moreover, the SEF should not be limited to formal education (e.g., classroom construction and repair), but include nonformal education.

Harmonizing Planning and Financing

64. The MTEF and OPIF support the current initiatives within the basic education subsector. The BESRA-PIP needs to be consistent with the forward financing estimates in the MTEF and its annual target accomplishments should be reflected in the OPIF. These initiatives, however, will only work under the assumption that the oversight agencies responsible for budgeting and planning will collaborate with line agencies under the same framework. Otherwise, the line agencies themselves, especially the DepEd, will be unable to sustain the process.

65. Another possible hindrance to the effective implementation of the MTEF and OPIF is unpredictability in the approval process of the annual budget, particularly in Congress. Politicians may or may not support the proposed budget of agencies based on the new financing frameworks. Marketing the MTEF and OPIF to the congressmen and senators for them to appreciate the new framework thus becomes a major task that must be undertaken for this reform to succeed.

66. It can be recalled that the Philippine EFA 2015 includes a program and investment priority list. Thus, there is a danger for DepEd to be lost in its various investment plans. It must,

therefore, identify and eliminate duplications and redundancies to ensure consistency and complementation among them in the various plans.

D. PROGRESS TOWARDS EFA 2015 GOAL: ACCOMPLISHMENTS, CHALLENGES AND PROSPECTS

67. The official Philippine country report[17] to the 1995 World Summit for Social Development defined the disadvantaged and poverty groups as the target clientele for social reform programs. These are: (a) the rural poor; (b) the urban poor; and (c) the marginalized sectors.

68. The rural poor include landless rural agricultural workers, subsistence farmers, indigenous peoples and sustenance fisher folks. It also includes communities caught in armed conflict and those residing in areas categorized as remote and hard to reach by basic services such as basic education. The urban poor consist of scavengers, peddlers and urban laborers while the marginalized sectors include children in especially difficult circumstances such as those disabled, in situations of armed conflict, belonging to indigenous communities, street children, children who must work in order to live and the children of urban poor. Also included in this marginalized group are disaster victims, women in especially difficult circumstances, the disabled and those with special needs.

69. Special interventions in basic education through nationally-funded programs and foreign-assisted projects have focused on these groups to promote equity and access and to improve quality. Congruent with its commitment to EFA 2015 Goals, the Philippines continued to implement and intensify such interventions. The following section discusses how the country has progressed towards these goals and whether the adopted strategies and program/ projects for the past years have contributed to this effect.

[17] The Philippine national report to the World Summit on Social Development held in Copenhagen, Denmark in March 1995 is titled "Social Development in the Philippines: Vision, Challenges and Imperatives".

D.1 Improving and Expanding Early Childhood Care and Development (Goal 1)

Policies and Institutional Arrangement

70. In 1990, RA 6972 or Daycare Law was enacted providing for the establishment of at least one daycare center for every barangay nationwide[18]. The law provides that the barangays implement the program in coordination with the Department of Social Welfare and Development (DSWD) which provides for funds.

71. Another law, the RA 8980 known as the Early Childhood Care and Development (ECCD) Law was passed in 2000 to institutionalize ECCD system in the country. It outlines the overall strategy in the provision of ECCD services including the development of a curriculum that focuses on the children's development in accordance with their individual needs and sociocultural background. It also provides for the institutional arrangement, outlined the overall strategy for ECCD, and provides for the creation of a National Coordinating Council (NCCE) for ECCD that will coordinate efforts from the national to the local levels.

72. Within the present setup, the DepEd and the DSWD are the lead agencies in ECCD. DepEd sets the standards for the curriculum, staff requirements and physical facilities for the operation of preschools within the public elementary schools. Preschool or Early Childhood Education (ECE) refers only to the age prior to Grade 1 which is five years old. The DSWD, on the other hand, takes care of accreditation and standard setting for ECCD Centers and day care workers, programs and services catering to children four years old and below. The Council for the Welfare of Children (CWC) under the Office of the President is supposed to function as the NCCE to coordinate the implementation of ECCD programs and ensure collaboration among DSWD, DepEd, DOH, LGUs, NGOs and other concerned entities.

[18] At present, there are 41,995 barangays nationwide.

73. Under the MTPDP, the strategy is to make preschool a prerequisite to Grade 1 as part of the formal education ladder. The President's State-of-the-Nation Address (SONA) in 2004 emphasizes the need to include preschool education in the basic education ladder instead of requiring an additional year in high school. The DepEd, CWC, DSWD and other stakeholders started to conduct collaborative consultations and workshops in compliance. To date, however, the policy to this effect has not yet been enacted.

74. In line with the Philippine EFA 2015, the government set tasks to expand ECCD coverage to yield more EFA benefits by targeting children groups known to perform poorly in school (e.g., children with least educated parents, from very poor rural areas, from poor urban communities, etc.). The EFA Philippines 2015 also seeks to operationalize the NCCE, improve data collection and implement cost-effective programs.

Programs and Projects

75. For its part, DepED created preschool teacher items to improve quality of service delivery to depressed areas including the slums and very poor and remote barangays. In-service training was provided to preschool teachers and networking with LGUs regarding organizing preschool and/or day care centers was continued. Pursuant to its mandate for ECCD, the DepEd put in place four major strategies:

- strengthening the formal system of preschool delivery through a curriculum focused on the overall development in the areas physical, personal-social, affective, cognitive and creative-aesthetic;
- implementing the preschool service contracting scheme for children in difficult circumstances who are not accommodated in the barangay daycare center or other existing community daycare centers. These children are placed in DepEd-registered private and other centers (church-based, NGOs, universities and colleges) and are paid P300 monthly per child for their services;

- providing early childhood education (ECE) exposure to all incoming Grade 1 students through an 8-week ECE developed and made integral to the Grade 1 curriculum; and
- including an '8-week ECE in Grade 1' in Bachelor of Elementary Education Course done in cooperation with the CHED as integrated in the new teacher education curriculum.

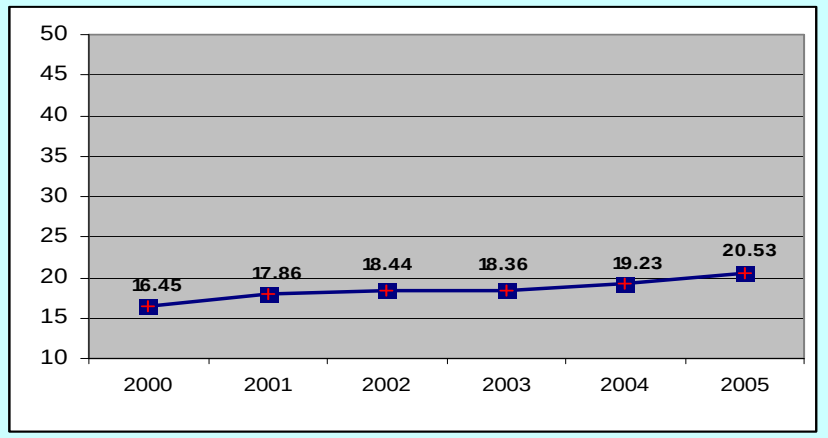
76. The precursor of public participation in ECCD was the Early Childhood Development Project (ECDP) co-implemented by DSWD and DepEd and funded by WB and ADB for five years (1998-2004). The project, however, benefited only three regions in the country, namely, Regions VI, VII, and XII. Among its components was development of the 8-Week ECD Curriculum in Grade 1 which was institutionalized in 2004.

77. In 2005, the School Readiness Assessment (SRA) for Grade 1 pupils was institutionalized (through DepEd Order No. 15) to determine their readiness for formal education. It involves a pre test conducted at the beginning of the school year and a post test administered after the 8-week ECE curriculum period. In the pretest held before the start of SY2006-2007, only 35 percent of 2,466,340 children enrolled in Grade 1 were found ready. After the 8-wk curriculum, the post-test result revealed that the children ready for Grade 1 lessons increased to 68 percent. The remaining 32 percent were given further remedial instructions. Analysis of the test results are also used for further improving the 8-wk curriculum until such time that preschool becomes a formal part of elementary education ladder.

78. The UNICEF's Country Programme for Children (CPC) has been providing strong support for the government's education targets of universal access and improvement of basic education in the Philippines. One of the UNICEF'S program components, the *Integrated Early Childhood Care for Development,* intends to reach 0-6 yr old children with integrated health, nutrition, psychosocial care and early stimulating/education services before they enter formal school. Specific inputs from CPC include provision of instructional materials in the form of storybooks, preschool education handbook, workbook on readiness skills, manipulative/educational toys and radio cassette player and taped songs.

79. Figure 2 shows that from 2000 to 2005, the Philippines achieved improvement in providing ECCD services to preliminary children. GER was at 16.45 percent in 2000 and it improved to 20.53 percent in 2005 at an average annual improvement of .82 percentage point. With this pace, GER for ECE will only be at 28.69 percent by 2015.

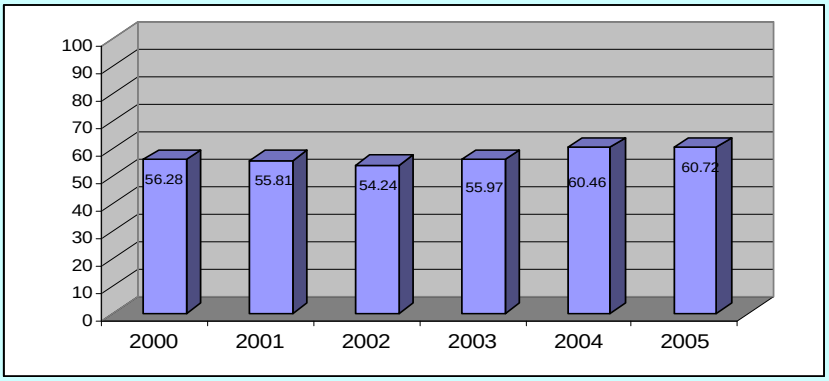
Figure 2. Gross Enrolment Rate in ECE



Sources: BEIS

80. Similarly, the percentage of Grade 1 with ECCD background has increased from 56.28 percent to 60.72 percent (Figure 3) at an average improvement of 2.16 percentage point annually. With this rate of improvement, this indicator should register 82.32 percent by 2015.

Figure 3. Percentage of Grade 1 with ECCD Experience



Sources: BEIS

81. In 2005, there were around 31,682 preschool classes (18,693 in public and 12,989 in private/NGOs). The public portion's breakdown is as follows: 1,428 were organized under the DepEd for which 714 permanent preschools teachers were hired and 16,928 teachers were trained/retrained on the enhanced 8-week curriculum, 965 under the contracting scheme and 16, 300 under the PTCA/LGUs. Learning and teaching materials were provided as follows: 50,000 copies of Preschool Education Handbook for Teachers; 100,000 Readiness Skills Workbook; and 100,000 copies of answer sheets were printed and distributed nationwide. By 2006, the number of preschool classes rose to 37,7000, a 12 percent increase from 2005.

Issues and Challenges

82. According to the DepEd Bureau of Elementary Education (BEE), children with ECCD experience achieved significantly higher than those without ECD experience. However, the Bureau also reported that the performance of pupils in Grade 1 to Grade 3 terms of participation and retention of pupils with ECCD is not better than those without ECCD. This suggests a major problem in terms of accessibility and quality in service provided despite continued expansion of coverage since 2000.

83. There is an apparent indecisiveness on the part of the government to pursue a mandatory ECE (five years old) despite its being a priority policy agenda. However, if this materialized, the ECCD law needs to be amended to establish a more practical institutional arrangement. The current setup does not provide a clear agency arrangement and accountability system. For instance, DepEd is responsible for ECCD in the public schools and the DSWD accredits ECCD centers that are outside schools. The CWC was also to function as NCCE (with an additional two members) with a senior officer who takes care of the Council activities and functions, and another senior officer responsible for its inherent functions.

84. There is unity as well as disjoint in the provision of ECCD services. There is a wide consensus on the importance of ECCD and each concerned agency works to fulfill its

responsibilities. Collaborative undertaking was difficult, however, since the NCCE was never active. At present, the DepEd takes care of preschools and the DSWD still supervises day care centers. Upon the institutionalization of preschool as part of elementary, the DepEd will have to fully take over and the DSWD should reconstitute coverage and standardization of day care provision and instruction.

85. In the absence of a single agency enforcing strict standards, the quality and curricula of public and private and LGU-run preschools and day care centers greatly vary. Some are mere child-minding while others use formal school curricula for children from three to six years old. The government has to give attention to the quality of teachers and systematize training. Some preschools handling ECCD are substandard and there is need for teachers to be trained and to be educationally qualified and capacitated. Other aspects such as the medium of instruction, facilities and curriculum also need to be evaluated.

86. In summary, there is an urgent and clear need to amend the ECCD Law to address fundamental problems that include: (a) it needs to be reconciled with the lowering of elementary entry age from 7 to 6 years old; (b) it has to set specific guidelines on the ages to be covered by and to differentiate ECD and preschool; and (c) setting standard for requirement and competencies in preparation for Grade 1 in preschool.

87. In terms of access and equity, it is imperative to further expand and systematize the provision of ECCD service as an estimated 23 percent of the target poorest households remain unserved. Moreover, critical support system in the areas of health and nutrition programs in the public day care centers and preschools should be provided through stronger collaboration among concerned national agencies. Coordination with LGUs should also be enhanced and intensified to reach unserved barangays.

D.2 Ensuring Universal Access to Complete, Free and Compulsory Primary Education (Goal 2)

Policies and Strategies

88. The country's policy to provide basic education for all is enshrined in no less than the Constitution which declares that primary education is compulsory and that the State shall establish and maintain a system of free public education in both elementary and high school levels.

89. The Philippine government has continued to pursue key strategies to make basic education accessible and to enable all children to avail of this service. Foremost of these programs is to ensure that enough classrooms are available in public schools for those who can attend formal schooling. Other strategies include: (a) purchasing services from partner private schools through contracting schemes; (b) delivering formal basic education through alternative modes for those whose circumstances prevent them from attending schools regularly; and (c) intensifying alternative learning systems for illiterate youth and adults as well as for those who dropped out of schools.

Addressing Classroom Backlogs

90. Among the many problems faced by the public school system is the perennial classroom backlog. With a school-age population increasing at the rate of 2.3 percent annually, the government hardly copes with the growing demand for critical school resources. Classroom shortages adversely affect the quality of learning of students because of overcrowding, especially in urban areas. The unfavorable learning environment arising from this situation is one of the main causes of students dropping out from the formal education system.

91. The government has implemented specific strategies and programs that support increased access to basic education. Under the MTPDP, the government aims to bring public school classroom backlog[19] to zero by SY 2008-2009 at 1:50 classroom-pupil ratio at double-shift. To augment the national funded regular school building program (SBP), the government intensified partnership with all strategic partners in delivering basic education such as the private sector, NGOs, civil society groups, LGUs, the community, donor agencies and other concerned sectors.

92. **School Building Programs.** On top of the regular School Building Programs (SBP) covered by the DepEd budget (4%), collective contributions from the private sector, NGOs and Peoples Organizations produced 3,408 classrooms in 2000-2006. This is only approximately 5.23 percent of the total number of classrooms built within this period and costs around P 1.4 billion[20]. In addition, the LGUs have contributed a total of 5,278 classrooms (8.10% of total) worth P2.16 billion while 9,359 classrooms (14.34% of total) were built under foreign assisted projects. Table 4 presents a summary of classrooms constructed within this period broken down by year and source.

Table 4. Classroom Built, 2000-2006

Sources	2000	2001	2002	2003	2004	2005	2006	TOTAL
Regular School Building Program (SBP)	7,399	6,310	5,827	5,559	4,582	4,173	4,877	37,245
Other Nationally-Funded SBP*	-		188	1,003	4,653	2,041	2,937	10,822
Foreign-Assisted Projects	165	859	1,914	1,558	1,892	1,614	1,357	9,359
Private/NGOs/POs**	374	418	361	122	224	702	275	3,408
LGUs		709	659	962	1,139	877	932	5,278
TOTAL	7,938	8,296	8,949	9,204	12,490	9,407	10,378	66,662

Source: Department of Education- Office of Planning Services
*Notes: *Other nationally funded SBP include Countrywide Development Fund from Congressmen and President's Social Fund*
***Includes Adopt-a-School, Sagip Eskwela, FFCCCI, CGMA*

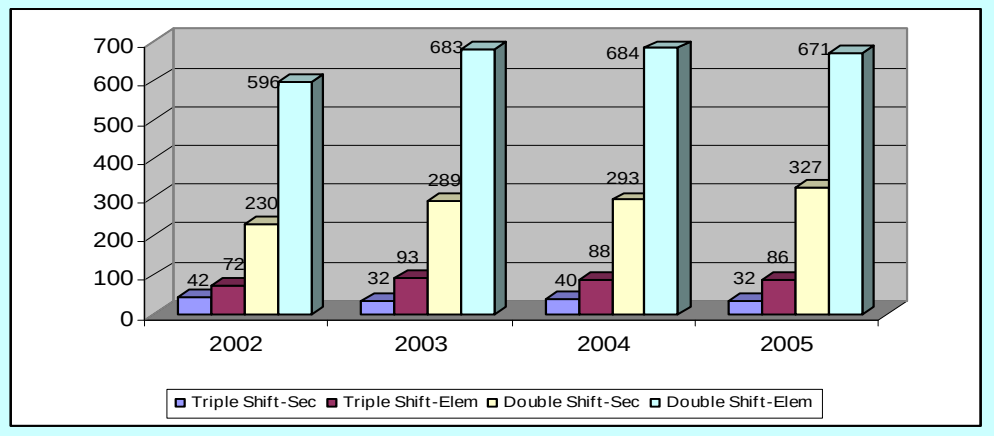
93. The aggressive campaign, the DepEd reported that it has already achieved zero classroom backlog in December 2006. With continued school building program and implementation of

[19] Classroom backlog reflects shortage based on projected enrolment at the beginning of school year.
[20] Average cost per classroom across the period 2000-2006 is P408,739.

other strategies to address shortage in classrooms such as conducting double-shift classes, expansion of education subcontracting program and provision of scholarship and financial assistance programs, the government is targeting an improved classroom-pupil ratio of 1:45 by SY 2007-2008 from the current 1:50 ratio.

94. **Multi-Shift Classes.** The conduct of double-shift classes was formally adopted in 2004 for both levels, at 1:50 classroom-pupil ratio, in overpopulated schools. However, there are severely congested schools that even conduct classes in triple shifts. As of 2005, there are around 671 and 86 schools in elementary that conduct double-shift and triple-shift classes, respectively. On the other hand, there are around 327 and 32 schools in high schools that conduct double-shift and triple-shift classes, respectively. Multishift classes are most prevalent in the National Capital Region (NCR) or Metro Manila followed by Region IV-A –CALABARZON in Southern Luzon for both elementary and secondary whereas it is not existent in Region II- Cagayan Valley and Region IV-B-MIMAROPA in elementary and in ARMM for high school. It should also be noted that as of SY2005-2006, there were 15 high schools conducting four-shift classes. The figure below shows that from 2002 to 2005, the number of double-shift classes in elementary fluctuates while that of secondary increases at an irregular growth pattern. The fluctuating trend is also observed in the number of triple-shift classes in both elementary and secondary levels.

Figure 4. Number of Schools with Double- and Triple-Shift Classes, Elementary and Secondary



Source: DepEd-Office of Planning Service

95. **Education Service Contracting and Education Vouchers Schemes**. Another program that supports increased access to basic education is the provision of financial subsidy to high school students who cannot be absorbed by the public schools so they can attend private schools. In partnership with accredited private schools, this subsidy comes in two modes: Education Service Contracting Scheme (ESCS) and Education Vouchers Scheme (EVS). Started in 1981, the ESCS sends students to private schools accredited by DepEd as partners under this program and the government directly pays a fixed amount equivalent to the per capita cost of schooling in public school in areas where there is either no public high school or where there is insufficient space in public high schools. These private schools are necessarily inexpensive schools charging low tuition fees.

96. Started in SY2005-2006, the EVS distributes vouchers in fixed amounts given to students who may enrol in the private school of their choice. When the chosen schools charge fees more than the voucher amount, the students will have to shoulder the difference. The EVS replaced the Tuition Fee Supplement (TFS) which was phased out in 2006. The TFS was also a voucher scheme that subsidizes students in private schools to cover some of the costs of tuition. The difference is that under the old setup, participating schools were limited and that the subsidy was paid to the schools. The ESCS and the EVS are implemented by virtue of the Government Assistance to Students and Teachers for Private Education (GASTPE) Law. To be eligible for assistance, students must come from poor families with annual income below the poverty threshold[21].

97. As of 2006, a total of 1,584 private high schools actively participated in GASTPE. Table 5 below shows that the aggregate number of recipients in the ESCS is 423,304 in SY 2006-2007. The number of vouchers distributed under the EVS was only 63,362 which is much lower than 100,000 vouchers targeted for distribution among elementary graduates entering high school. Collectively, ESCS and EVS beneficiaries constitute about seven percent of the total enrolment in high school

[21] In 2006, national annual family poverty threshold (with a family of 5) is at P72,000.

Table 5. No. of Beneficiaries of ESCS and TFS/EVS

SCHOOL YEAR	No. of Grantees and Amount of Grant							
	ESCS		TFS		EVS		Total Number of Beneficiaries	Percentage of total HS enrolment
	Grantees	Amount	Grantees	Amount	Grantees	Amount		
2000	264,435	645.59 m	211,266	105.63 m	-	-	475,701	8.8
2001	274,006	673.96 m	170,240	85.12 m	-	-	444,246	10.8
2002	277,934	688.77 m	166,855	83.43 m	-	-	444,789	7.3
2003	278,087	691.04 m	113,404	56.0 m	-	-	391,491	6.2
2004	316,855	1.23 b	43,422	21.71 m	-	-	360,277	5.6
2005	384,086	1.51 b	10,617	5.31 m	-	-	394,703	6.3
2006	428,304	1.71 b	-	-	63,362	253.45 m	491,666	7.0*

Source: FAPE ESC-TFS National Secretariat
*Note: * Based on projected/estimated enrolment, official data on SY 2006-2007 enrolment is yet to be released*

98. Although the ESCS and EVS account for only seven percent of the total high school enrolment, this is equivalent to 9,833 classrooms at a ratio of 1:50 for regular classes or 4,916 classrooms at double-shift, with the same ratio. These schemes saved the government around P2.06 billion at regular class or P46.18 million at double-shift on top of the savings from hiring teachers and purchasing classroom furniture, among others.

Implementing Alternative Modes (ADM) of Delivering Formal Basic Education

99. In keeping with the principle of inclusive education, various alternative modalities for delivering formal basic education services were made available for those in difficult circumstances, especially those coming from far-flung, conflict-affected and poor farming communities where students need to help their parents in their livelihood and are compelled to stay out of schools during planting and harvest seasons. Current ADM programs include Multigrade (MG) Classes and Modified In-School Off-School Approach (MISOSA) for elementary and Open High School (OHS) for secondary level.

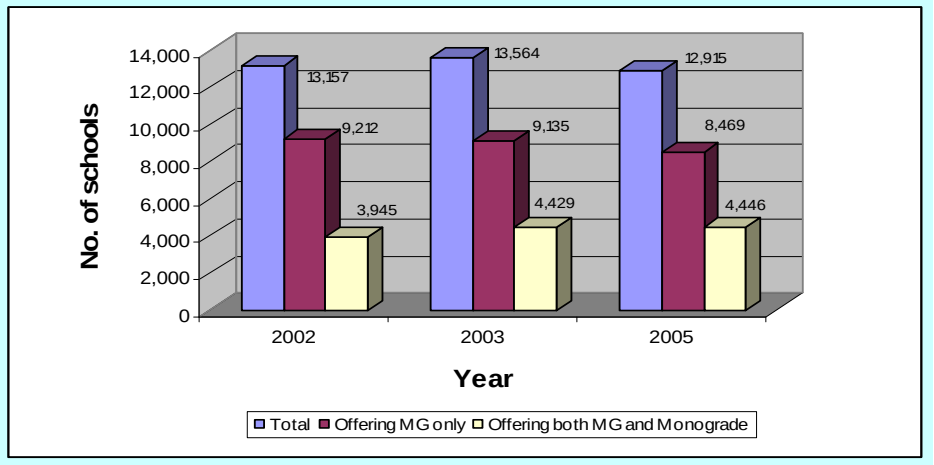
100. **Multigrade Classes.** A multigrade class consists of two or more grade levels handled by one teacher. Started in 1993[22], multigrade classes are usually opened in schools located in distant and sparsely populated areas where the number of enrollees for each grade level does not merit the opening of a single class. In some areas where there are no established schools, multigrade classes are opened as attached to the nearest school.

101. A number of projects were implemented to support the development and institutionalization of the multigrade program. These include the UNICEF-assisted Multigrade Demonstration Schools Project (1996-1998), Little-Red House Projects assisted by Coca-Cola Foundation Philippines, Inc., Pupil Learning Enhancement Project assisted by UNDP (1996-2000). These projects involved development of teacher's handbooks and special lesson plans; development and provision of learning and instructional materials; training of teachers and school training videos; and provision of special physical facilities (e.g., classroom with movable partitions).

102. Since it requires a specially-trained teacher to handle a multigrade class with extraordinary dedication and willingness to be assigned to far-flung areas, incentives such as the Search for Outstanding Multigrade Teachers are conducted every two years with corresponding citation and cash awards. They are also given extra but very minimal allowance of around P300 depending on the budget of DepEd. The multigrade program is also the venue where DepEd channels some of the pledges under the Adopt-a-School. As of 2006, the total number of schools offering multigrade classes has reached 12,915 across the country (Figure 5). In the National Capital Region or Metro Manila, which is the most congested region in the Philippines, multigrade classes are not existent.

[22] Through DepEd (then Department of Education, Culture and Sports) Order No. 38, series 1993.

Figure 5. Number of Schools Offering Multigrade Classes, 2002 to 2005



Source: DepEd-BEE

103. In terms of actual enrolment, 958,380 children were enrolled in multigrade classes in 2002. This constitutes 7.37 percent of total enrolment. Table 6 shows that from 2002 to 2005, the enrolment in MG is declining. This may be attributed to the rising population in rural areas that multigrade classes eventually split into regular monograde classes.

Table 6. Percentage of Multigrade Enrolment in Elementary

SY	Total Enrolment	Enrolment in MG	Percent of Total enrolment
2002	12,996,279	958,380	7.37%
2003	13,032,864	939,126	7.21%
2004	13,096,719	854,778	6.53%
2005	13,006,647	834,100	6.41%

Source: BEIS

104**. Modified In-School Off-School Approach.** The MISOSA is designed to serve children under difficult circumstances, which prevent them from attending schools regularly, during the final half of elementary education (Grades IV, V and VI) through school-community partnership arrangements. It involves dividing a class into two groups. From Monday to Thursday, one group

will be under a subject teacher and will use in the classroom using the usual textbooks and teacher's manual while the other group will work independently using weekly Self-Instructional Materials (SIMs) in key subject areas under the supervision of trained parateachers or teacher volunteers in any of the community's facilities. At end of the week (Friday), the two groups are combined under the formal school teacher for assessment, feedbacking and for any other necessary remedial activities. The instructional materials are prepared by the Central Office and disseminated to the participating schools. The MISOSA started in SY 2005-2006 with 11 schools participating and with around 450 enrolled. It expanded to 48 schools in SY 2006-2007 with 1,948 enrolment. Implementation is still considered in a pilot stage and is closely being monitored and evaluated for further revision and improvement of the approach. The school principal is on the first line of monitoring. It is still minimal but it saves children from difficult circumstance from illiteracy and despondency.

105. The MISOSA is a modified version of In-School Off-School Approach (ISOSA) implemented in the 1970s which was not sustained as the already over-burdened teachers are the ones who prepare the modules and conduct ISOSA sessions. With the MISOSA, modules are prepared and reproduced in the central office for distribution and use in the participating schools.

106. **Open High School.** For secondary level, the OHS was started in 2005 and is still in its pilot stage. To date, the program is participated in by 28 secondary schools nationwide and has around 5,000 students enrolled. Students under the OHS are enrolled in formal secondary schools but lessons are delivered through modules. Teacher-student meetings are minimal, at the start and end of the school year and in between as the need arises. School principals, OHS coordinators and guidance counselors are now undergoing trainings for effective management of this program. Pilot students were selected from those at the risk of dropping out using the checklist of indicators (e.g., poor attendance, health and performance) for identifying children at risk. At present, modules are continuously being improved. Depending on the success of the program, the DepEd is planning to institutionalize it through legislation.

Delivering Basic Education to Differently-abled Children

107. Within the principle of inclusive education, the DepEd's Inclusive Education for the Differently-abled Children (IEDC) - Special Education (SPED) program was institutionalized so that children with special needs (CSNs) can fully realize their potentials for development and productivity and to make them capable of self-expression. SPED catered to only 124,268 CSNs accounting for only 2.4 percent of the entire CSN population in 2000. It increased to 162,858 in 2006 or 4.8 percent of the population. Likewise the number of schools offering SPED increased from 2,105 (public and private) in 2002 to 1, 998 in 2006 (Table 7).

Table 7. Population of CSNs and Enrolment to SPED

Year	Enrolment of CSNs			Population of CSN	% served by SPED	Total No. of Schools w/ SPED (Pub-Priv)
	With Disabilities	Gifted/Fast Learners	Total			
2000	60,948	63,320	124,268	5,196,377	2.4%	**
2002	66,635	69,888	136,523	**	**	2,105
2004	79,118	77,152	156,270	3,255,625	4.8%	2,149
2006	81,940	80,918	162,858	**	**	1,998

Source: DepEd - Bureau of Elementary Education (BEE)

Overall Performance for Goal 2

108. The Philippine elementary age population increases by 2.3 percent annually or with an additional 287,394 children every year as shown by the table below. In 2002, total enrolment was 12,996,279 of which 10,834,263 are within elementary school age. In 2005, total enrolment increased to 13,006,647 with 10,860,118 within the official age. With the rising population, an increasing number of children within the official elementary school age are not in school or about 1.2 million in 2002 and 2 million in 2005. The trend is the same in secondary level where the number of the out-of-school high school age children increased from 3 million in 2002 to 3.2 million in 2005. The table further shows that enrolments decreased from 2004 to 2005.

Table 8. Population and Enrolment, Elementary and Secondary

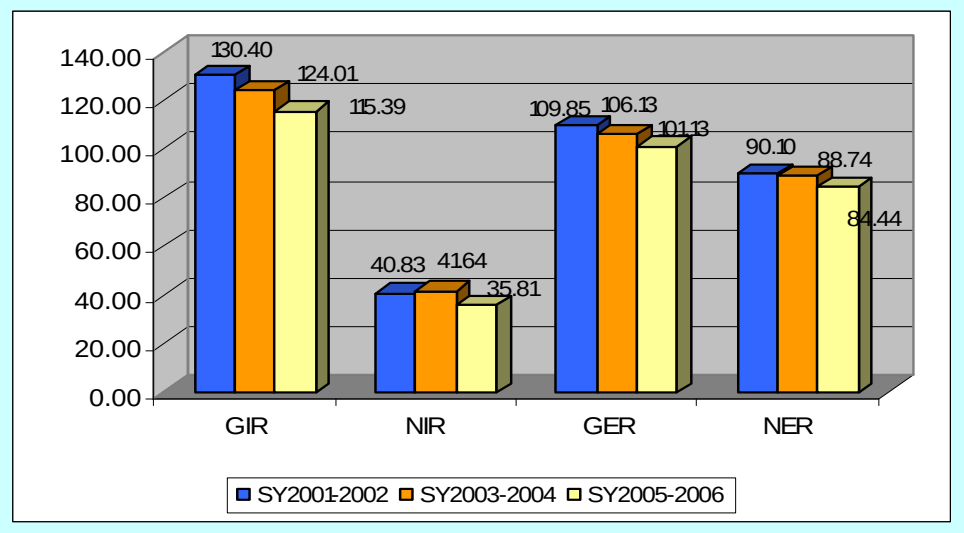
SY	ELEMENTARY			SECONDARY		
	Population (6-11)	Total Enrolment (6-11)	Total Enrolment (all ages)	Population (12-15)	Total Enrolment (12-15)	Total Enrolment (all ages)
2002-2003	11,999,604	10,834,263	12,996,279	7,296,827	4,305,378	6,096,679
2003-2004	12,280,339	10,897,681	13,032,864	7,467,540	4,491,812	6,333,874
2004-2005	12,567,749	10,947,164	13,096,719	7,642,166	4,583,220	6,414,620
2005-2006	12,861,786	10,860,118	13,006,647	7,821,045	4,578,169	6,298,612

Source: DepEd BEIS

109. However, despite the current efforts of the government to provide basic education for all, there is a considerable increasing proportion of the elementary-age population that remains out of school. Net enrolment rate (NER) for elementary declined from 2002 to 2005 by 12.33 percentage points. Gross enrolment rate (GER) showed a similar downward trend, from 109.85 percent in 2002 to 106.18 percent in 2003 then to 101.18 by 2005 as the figure below shows. The difference between the GER and the NER represents pupils outside the official primary school age. They may be attending Grade 1 younger older than six-years old or may have dropped out and re-reentered later, thus attending primary education beyond the official age bracket.

110. The elementary education GIR and NIR shows an even wider gap. GIR is the total enrolment in Grade 1 over six-year old population. It includes primary education entrants who may be under or over the official entry age. The NIR, on the other hand, shows the proportion of six years old entering primary education or enrolling in Grade 1 over the six years old population. It demonstrates the basic education system's performance in assuring timely access to elementary schools which is crucial in the achievement of universal primary education. However, the figure below further points out that the already low NIR of 41.64 percent in SY 2003-2004 registered an even lower rate of 35.82 percent in SY 2005-2006. This essentially suggests that over 50 percent of six-year old children are not entering primary education on time.

Figure 6. Elementary Education Access Indicators



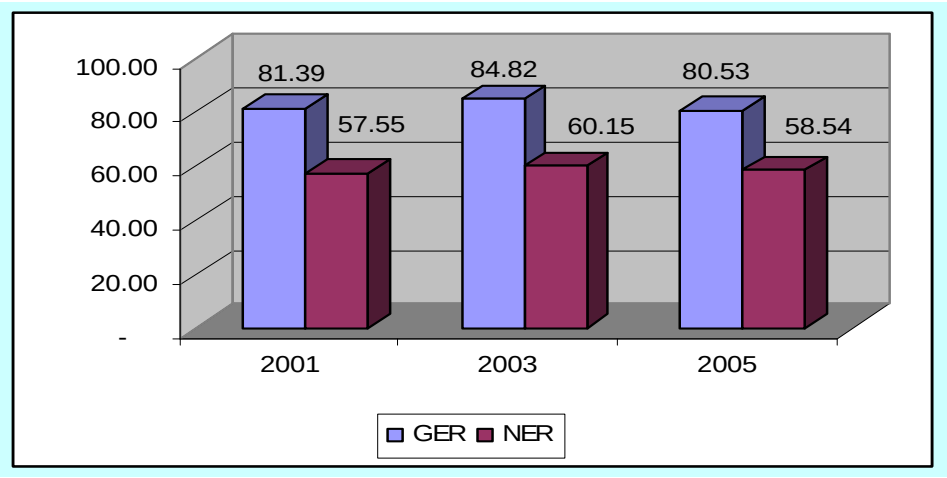
Source: BEIS

111. Looking at the NER of the 7-12 years old, SY 2001-2002 has 94.31 percent, 94.13 percent for 2002 and 91.63 percent for 2003. By 2004, the NER data was generated strictly for the official elementary education age. Comparing NER in these two population group, the NER is higher for 7-12 years old group. This suggests that the 1994 policy of lowering the elementary entry age has not been strictly enforced.

112. The 2003 FLEMMS revealed that there are still around 7.3 percent of children in the 6-11 age group attending either nursery, kinder or prep. Approximately 2.3 million or around one third of the population in the 12-15 secondary school age are still attending elementary while 15.4 percent or 2.2 million students aged 16-24 are still in high school. This may be attributed to the number of children who have postponed enrolment in primary education or have, at some point, deferred or repeated schooling.

113. Secondary education performance is neither encouraging. NER is barely over than half of the 11-15 years old population while GER is consistently lower than 100 percent (Figure 7). This implies that many elementary pupils are unable to proceed to high school or/and many drop-outs are unable to reenter the formal secondary education.

Figure 7, Secondary Gross and Net Enrolment Rates



Source: BEIS

Issues and Challenges

114. It is also significant to note that despite the government's policy of providing free basic education, many students from the elementary and secondary age group raised high cost of education as the reason for not attending school. The government has carried out various means to accommodate all children, especially those in difficult circumstances. However, the declining performance in access indicators does not suggest a positive impact. The usual explanation in nonattendance in schools is poverty. Many families cannot shoulder the day-to-day expenses of going to school such as transportation, food, school supplies, clothing, etc. The DepEd needs to urgently conduct an in-depth and thorough empirical study concerning reasons behind the declining trend in access indicators in order to put in place cost-effective measures to reverse such trend and work towards improving it.

115. The table below shows that three of the five poorest regions are also the worse performers in NER in 2000 and in 2005 and they are in Mindanao. However, two of the poorest regions (Regions IV-B and V) which are in Luzon better off in terms of NER. It should be further noted that the poorest performance are recorded by those in the southern part, particularly in Mindanao.

Table 9. Comparative Table on Elementary and Secondary Net Enrolment Rate (NER) and Poverty Incidence

Region	*Poverty Incidence (Population)	Elementary		Secondary	
		SY 2000-2001	SY 2005-2006	SY 2000-2001	SY 2005-2006
LUZON					
NCR	6.9	101	92.61	79.05	74.99
CAR	32.2	94.42	82.58	23.5	57.81
Reg I –Ilocos	30.2	97.73	84.87	87.51	65.83
Reg II - Cagayan Valley	24.5	95.65	79.92	77.11	59.02
Reg III -Central Luzon	17.5	98.32	90.77	74.32	68.93
Reg IV-A –CALABARZON	18.4	98.5	92.87	71.03	69.1
Reg IV-B -MIMAROPA*	48.1		84.39		56.08
Reg V – Bicol	48.5	95.56	85.43	62.05	53.24
VISAYAS					
Reg VI - Western Visayas	39.2	96.16	77.14	59.47	54.91
Reg VII - Central Visayas	28.3	98.6	80.08	67.18	54.76
Reg VIII - Eastern Visayas	43.0	94.58	80.03	48.21	50.09
MINDANAO					
Reg IX - Zamboanga Peninsula	49.2	93.44	79.14	59.75	47.17
Reg X - Northern Mindanao	44.0	95.6	80.2	57.26	51.27
Reg XI – Davao	34.7	93.89	79.01	57.05	49.02
Reg XII – SOCCSKSARGEN	38.4	97.34	77.43	69.48	51.33
Reg XII – CARAGA	54.0	92.92	74.8	56.65	48.52
ARMM	52.8	91.28	87.26	71.19	35.61
Philippines	**30.0**	**96.77**	**84.44**	**66.06**	**58.54**

Source: *BEIS*
**2003 Family Income and Expenditure Survey (FIES)*
Notes: *Region IV was split into two regions in 2001*
In red are the bottom five regions.

116. The government should also consider the result of the 2003 FLEMMS. It reveals that largest number of people who are not attending school are in the tertiary age group with 9.4 million, followed by the elementary age group with 1.2 million and the secondary age group with 1 million. In the elementary age group, poverty (high cost of education) comes only second among the reasons for not attending schools. The number one reason cited is lack of interest while the third reason is inability to cope with school work. It is the same at secondary level, but the third reason is looking for work. Some of the factors that may have contributed to waning interest in schooling are lack of support from parents, low quality of schools available, distance of schools and demands of community life such as in farming and other activities to contribute in the family income (Doronilla 1995).

117. The 2003 FLEMMS also registered that 22.4 percent of the respondents in the elementary age bracket cited reasons for nonattendance under “Others”. This category includes reasons like ‘too young to go to school’ and ‘not admitted in school’. As such, the DepEd should also reexamine enrollment policies to ensure that it does not include requirements (e.g., lack of documents such as birth certificate) that discourage poor students from enrolling. Public schools should be flexible in accepting enrollees, especially of those in marginalized communities. Better still, a system should be established to assist families in completing requirements for enrolment.

118. Another reason for the declining attendance in school is the lax enforcement of the compulsory primary education with appropriate sanctions to the parents. This has been done in Malaysia where its Compulsory Education Policy ensures that primary education is given to all children. It requires parents to register their children at a local school before or upon reaching official entry in primary education (6 years old) ensure that a slot is reserved for them. A system of sanctions is also in place for parents found violating this policy[23]. At first, such system may face strong resistance in the Philippines for reasons like freedom to choose and poverty. The government, should, therefore strike a balance between strict reinforcement of compulsory primary education and strategic support to target groups, alongside massive advocacy/information dessimination on the services provided by the government to address the apparent emerging lack of confidence in the basic education system and the importance of basic education.

119. With its claimed success in addressing classroom backlogs, multishift classes should be phased out. This scheme was intended to be a stop gap measure and therefore temporary and should not be institutionalized as it adversely affects the quality of learning and teaching. Amidst the sentiments that the basic education curricula are crowded and crammed even at the regular contact time in single-shift classes, the multishift class teachers and pupils/students are in constant stressful situation without a prescribed adjustment in curriculum and pedagogical techniques. Continuing this runs contrary to the government plan to lengthen the stretch of basic education to solve the quality issues.

[23] Source: (http://www.moe.gov.my/webdwibahasa/tayang.php?laman=pendidikan_wajib&bhs=en)

120. The government also needs to increase investment in proven cost-efficient schemes. For example, expanding cost-effective programs such as the ESC and EVS that can further reduce the need to construct new classrooms, hire new teachers, and provide new textbooks and furniture in the public schools. The ESCS and TFS/EVS beneficiaries consist of an annual average of 7.43 percent of total high school enrolment from 2000 to 2005. It was only in 2001 that the coverage exceeded 10 percent (10.8%).

121. The expansion of this program should be coupled with efforts to refine and correct its weaknesses such as limited coverage. Another flaw is that those who avail of the ESC are not really the poorest students but those who can augment the fixed provision by the government to attend private schools. The ESC ends up as mere subsidy to not-so-poor students. On the other hand, many vouchers distributed under the EVS were returned as prospective beneficiaries could not shoulder the additional cost to cover full amount required by private schools.

122. Improving the system of eligibility based on reasonable criteria and determining a realistic amount of subsidy is needed in order to increase the number of beneficiaries and participants. The GASTPE Law needs to be amended to include other areas of basic education such as early childhood or preschool education, alternative learning system (simple and functional literacy and continuing education programs), and the whole stretch of formal basic education from Grade 1 to Year 4**.** Also having cost-effective potentials are the multigrade classes, MISOSA and OHS. Sustainability is the major challenge MISOSA and OHS need to hurdle.

D.3 Ensuring Young People and Adults' Access to Appropriate Learning and Life Skills Programs <u>(Goal 3)</u>

123. The Philippine Constitution mandates that the State shall encourage nonformal, informal and indigenous learning systems, as well as self-learning, independent, and out-of-school study programs, particularly those that respond to community needs. It shall also provide adult citizens, the disabled and out-of-school youth with training in civics, vocational efficiency, and other skills. (Section 2, Article). Likewise, the RA 9155 declares that the State shall protect and

promote the right of all citizens to quality basic education that includes alternative learning system (ALS) for out-of school youth and adult learners.

124. In 2004, an Executive Order (#356) was issued to rename the DepEd - Bureau of Non-Formal Education (BNFE) as Bureau of Alternative Learning System (BALS). The EO also mandates BALS to address the learning needs of the marginalized groups of the population and to ensure the expansion of access to educational opportunities for citizens of different interests, capabilities demographic characteristics and socioeconomic origins and status, among others.

125. The DepEd-BALS has been implementing various programs for OSY and adults even before its renaming. These programs are divided into two regular nonformal education programs: the Basic Literacy Program (BLP); and Accreditation and Equivalency (A&E) Program. The BLP offers community-based learning for illiterate youth and adults and is more focused on developing basic literacy and life skills. The delivery of BLP is either contracted to private service providers through Literacy Service Contracting Scheme (LSCS) or through the DepEd's mobile teachers. Just recently, DepEd-BALS initiated various group-specific programs under the BLP which include: (a) Adolescent-Friendly Literacy Education Program with special focus on reproductive health; (b) Indigenous Peoples Education Program which involve development of special curriculum and learning modules that are ethnically and culturally responsive (discussed further in D.6); and (c) Family Basic Literacy Program that targets the family as a whole.

126. The A&E is a system of certification of learning for OSY and adults (15 years old and above) who have dropped out of formal elementary or secondary education and were unable to complete formal schooling. Prospective A&E examinees may avail of two programs as learning support: Learning Support Delivery System (LSDS); and the *Balik-Paaralan Para Sa* Out-of-School Adult (BP-OSA). The LSDS is contracted by DepEd to various providers while the BP-OSA is directly delivered by Deped using group/area/need-specific learning modules with schools as venue and the formal school teachers as learning facilitators.

127. The delivery of various nonformal education services comes in three modes: (a) DepEd-delivered services involving the municipal nonformal education coordinators, mobile teachers, volunteer formal teachers and parateachers; (b) DepEd-procured contracts service providers such as NGOs SUCs, church-based organizations, and peoples' organization; and (c) Non-DepEd programs provided by LGUs, NGOs, church-based organizations and other government agencies.

128. The Mobile Teacher Program by the DepEd-caters to OSY and adults in the remote, difficult to reach, underserved communities. The mobile teachers stay with the community to conduct learning sessions with a group of learners until they gain basic literacy before they move on to another area. Sometimes, the mobile teacher also conducts home visits, individual tutorials and counseling. At present the DepEd-BALS has 805 mobile teachers. An average of 150 additional mobile teachers is targeted annually until all 41,995 barangays are provided with at least one mobile teacher each.

129. The table below shows the DepEd's reported number of learners or beneficiaries served by its ALS programs. From 2000 to 2005, the DepEd has served an average of 32,703 learners annually with an average completion rate of 66.25 percent or around 21,666 completers per year under the BLP-LSCS. It should be noted that the DepEd provision is just a portion of the literacy programs provided in the country. For A&E, the number of examinees has been increasing from 2001 to 2006. Similarly, the passing rate is improving. However, it can be noticed that those given support courses under the LSDS and BP-OSA are much lesser. This suggests that many examinees did not undergo 'refresher programs' and that the number of walk-in examinees increased. Concern has been raised about the A&E system being exploited. Some students who can well afford to finish regular formal schooling, particularly high school, may just drop out and just opt to take the A&E exam when they reach the qualified age (beyond 15 years old). There is therefore a need to revisit the purpose of A&E and its target clientele/beneficiaries and review its cost-effectiveness.

Table 10. No. of ALS Beneficiaries

YEAR	BLP Beneficiaries		A&E Beneficiaries				
	No. of Learners Served under LSCS	No of LSCS Completers	No. of Learners Served under the LSDS	No. of Learners Served under BP-OSA	Number of A&E Examinees	Number of A&E Passers	A&E Passing Rate
2000	58,360	6,791			25,669	2,509	9.8
2001	39,838	34,017	619	3,881	6,740	1,078	16.0
2002	46,504	40.346	2,325	3,325	11,756	2,085	17.7
2003	37,263	25,492	2,500	3,889	14,474	1,874	12.9
2004	34,052	30,903	2,925	4,352	21,157	2,810	13.3
2005	38,563	32,754	3,125	6,376	21,234	3,956	18.6
2006	No data yet	No data yet	No data yet	No data yet	45,339	9,929	21.9

Source: DepEd-Bureau of Alternative Learning System

130. The 2003 FLEMMS revealed that the most popular program for youth and adults across all regions is that which is directly related to livelihood (Table 11). This is understandable since most of those who participate in this program are usually without regular jobs. Livelihood courses provide opportunity for small-scale entrepreneurship, especially when there is available microfinancing. As such, the DepEd-BALS often collaborates with the LGUs and other civil society groups in implementing these programs. It should be noted that this part of FLEMMS captured all respondents regardless of educational attainment. Under the EFA 2015 Goal 3, life skills programs do not preclude anyone from availing under the principle of continuing education. For the sake of equity, however, the government needs to observe priorities upon which the spending of its scarce resources could be based.

131. With an estimated 9.2 million Filipinos 10 years old and over who do not possess simple literacy, it is remarkable that the BLP has the lowest percentage of takers. The unpopularity of BLP may be attributed to the social stigma of being illiterate and that only a few are courageous

enough to seek and avail of basic reading and writing programs. As such, the government and its partners need to take a more active and aggressive efforts to encourage target BLP clientele.

132. Table 11 also shows the rate of availment of literacy and life skills programs across regions. For the ARMM, the second most popular is are the citizenship training and values development next to livelihood program. The provision of these programs is part of the peaceful conflict resolution campaign of the government in collaboration with its partners.

Table 11. Percentage of Youth and Adult Population that Reported Having Availed of Literacy and Life Skills Training Programs

Region	Pop of 15 yrs. Old and over ())))	Pop of 15 yrs. old and over who attended trainings (000)	Literacy and Livelihood Programs (In Percent)							
			Basic Literacy	Functional Literacy	Livelihood Training	Basic Vocational training	Citizenship training	Values Development	Leadership Training	Other Occupational Programs
NCR	7,132	675	1.9	6.8	27.1	9.7	5.1	9.7	8.1	32.8
CAR	893	152	4.7	7.8	41.3	8.6	4.5	11.0	15.1	13.4
Reg I – Ilocos	2,699	601	1.9	2.0	53.2	7.0	7.7	9.5	9.9	10.5
Reg II - Cagayan Valley	1,855	387	3.5	1.8	54.6	9.2	11.7	16.6	9.6	8.9
Reg III -Central Luzon	4,863	751	1.2	5.2	40.4	6.4	4.9	12.1	11.0	19.5
Reg IV-A –CALABARZON	6,694	1,084	1.2	4.8	36.3	10.4	6.1	7.4	13.3	24.4
Reg IV-B –MIMAROPA	1,425	264	0.4	2.3	59.7	4.4	9.2	8.7	10.3	5.1
Reg V – Bicol	2,808	877	0.6	3.6	44.1	4.5	8.4	19.0	14.8	8.7
Reg VI - Western Visayas	3,955	938	3.7	3.2	47.9	2.6	5.7	16.4	9.5	11.5
Reg VII - Central Visayas	3,843	767	5.7	5.4	38.4	10.8	9.5	21.4	15.1	12.0
Reg VIII - Eastern Visayas	2,237	511	1.4	5.6	40.2	2.0	10.1	18.2	13.9	11.0
Reg IX - Zamboanga Peninsula	1,855	478	1.3	1.2	33.1	2.5	10.9	38.1	9.3	5.5
Reg X - Northern Mindanao	2,293	569	1.7	3.4	46.3	6.1	11.5	28.0	15.0	7.9
Reg XI – Davao	2,413	791	2.3	10.9	40.4	2.2	5.9	22.9	13.7	5.6
Reg XII – SOCCSKSARGEN	2,117	413	4.1	4.4	57.2	5.0	15.9	18.7	19.2	18.8
Reg XII – CARAGA	1,322	362	0.7	2.7	56.5	3.2	8.1	36.6	16.9	19.5
ARMM	1,895	84	7.1	6.2	52.6	22.4	28.4	34.9	22.8	9.6
Philippines	51,097	9,703	2.2	4.6	43.2	6.2	8.2	17.9	12.7	14.1

Source: 2003 FLEMMS, NSO Note details may not add up to totals due to rounding.

Issues and Challenges

133. The main difficulty in assessing the contribution of ALS in the attainment of basic education goals in the country is the lack of sufficient data. The only data available refer to the services provided by DepEd-BALS and even these are not complete and organized. There is no reliable consolidated information regarding the similar services provided by the private sector, other civil society groups, other national government agencies and LGUs. The BEIS is still limited to formal education, but under the planned SMEF initiated under the Philippine EFA 2015, it will be expanded to include ALS. As an initial activity, a survey would be conducted to account for all non-DepEd activities that involve delivery of basic learning needs. The study would also attempt to generate information on the number and background of beneficiaries and to quantify these various efforts. A task force has been formed to develop the survey instruments and start coordinating with the various organization and agencies.

134. The adequacy of ALS services and their complementation with the formal system remains debatable and unclear even within the basic education bureaucracy. ALS programs cater to 15-year olds and over because it is the position of the Bureaus of Elementary and Secondary Education that 15 years old and below should still be attending formal basic education, whether through traditional schooling or ADM. One of the major stumbling blocks in totally developing the ALS is its position in tandem with formal education. The RA 9155 states that ALS is a parallel program to formal education, but many still discriminate against its comparability in standards and curriculum.

135. Another challenge is the minimal budget share given to BALS which constitute only an annual average of around .06 percent (P67 million) of the entire DepEd allocation. However, investments in ALS is assumed to be more than the BALS budget. The composite investment in ALS includes those from other service providers. Meanwhile the DepEd needs to capitalize on this wide network of cooperating entities in order to expand ALS services to the most needy, including illiterates.

136. To systematize targeting of clients in terms of nonformal education content and budget allocation, literacy mapping, OSY tracking and adult learners' needs assessment should be

conducted. These activities have been priority concerns of DepEd-BALS but were put off by lack of sufficient funds and manpower.

137. Lastly, by Philippine definition, ALS encompasses the broader range informal education. It is defined in RA 9155 as 'a lifelong process of learning by which every person acquires and accumulates knowledge, skills, attitudes and insights from daily experiences at home, at work, at play and from life itself'. However, until now, it is not yet clear up to how the DepEd-BALS' jurisdiction in informal education will be operationalized. Its current efforts include the formulation a development framework for informal education. As of now, the bulk of DepEd-BALS' activities are focused on nonformal education.

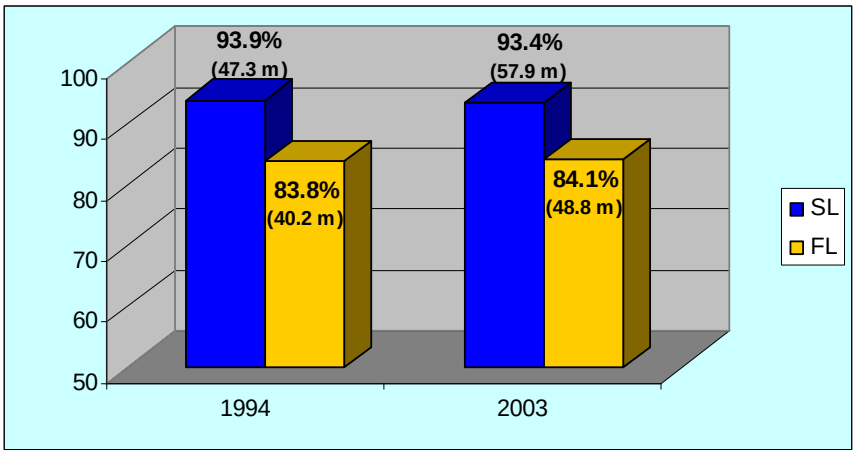
D.4 Improving Levels of Adult Literacy (Goal 4)

138. There are two categories of literacy as observed in the Philippine educational system: (a) simple literacy which is defined as the ability of the population 10 years old and above to read and write with understanding a simple message in any language or dialect; and (b) functional literacy which is a significantly higher level of literacy that includes reading and writing skills with comprehension plus numerical skills sufficient to enable the individual to participate fully and efficiently in activities commonly occurring in her/his life[24]. Functional literacy is generated from within the 10 to 64 years old population only.

139. Figure 8 compares 1994 and 2003 FLEMMS results. It shows that simple literacy rates slightly declined by half a percentage point. Despite this decline, the magnitude of simply literate Filipinos grew from 47.3 million to 57.9 million owing to a bigger population base of 10 years old and above (from 50.4 million in 1994 to 62 million in 2003). On the other hand, functional literacy registered a marginal improvement of .3 percentage point. The marginal improvement in functional literacy rate accounts for 8.6 million more functionally literate Filipinos within the 10-64 years old (48 million in 1994 and 58 million in 2003). The number of functionally literate Filipinos increased from 40.2 million to 48.8 million between the two survey periods.

[24] FLEMMS 2003, National Statistics Office

Figure 8. Simple and Functional Literacy, 1994 and 2003 FLEMMS



Source: 1994 and 2003 FLEMS, NSO

140. Because of the bigger population base, the number of illiterates also grew. The number of illiterate Filipinos grew from 3.1 million in 1994 to 4.1 million in 2003. Similarly, Filipinos who are not functionally literate increased from 7.8 million to 9.2 million within the same period.

141. The Philippine EFA 2015 targets a 91.26 percent functional literacy by 2015. Given the 2003 rate of 84.1 percent with 9.2 million functionally illiterate 10-64 years old Filipinos, the improvement must be at an average of .6 percentage point annually, double the registered improvement from 1994 to 2003 which has an eight-year leeway, to achieve the 2015 target. Full attention must be given to the growing population, accompanied by a massive campaign to address the needs of the current cohort of illiterates, simple and functional, through formal or nonformal means. For the scheduled 2008 FLEMMS, functional literacy should register 87.1 percent, or better.

142. The adoption of an expanded definition of functional literacy in 1998 necessitates restructuring of the FLEMMS questionnaire. The new definition incorporates five strands of indicators whose soundness for statistical measurement was tested by the 2003 FLEMMS through the inclusion of three additional questions. Upon release of the results, however, local experts opined that the three questions failed to capture what they were supposed to measure. As such the 2003 FLEMMS retained the old definition in releasing and publishing official tabulation. At present, the new definition sort of 'went back to the drawing board' to generate an operational definition for subsequent surveys starting in the 2008 FLEMMS. A group of experts in various fields of social science statistical measurement was convened for this purpose.

143. The emphasis and preference of Philippine EFA 2015 for functional literacy means that this will be the ultimate meter stick by which the overall performance of basic education system will be gauged. With the adoption of the new definition in 2008 FLEMMS, the functional literacy rate may decline dramatically and may demonstrate that the Philippines is taking basic education to a higher level of competencies beyond the simple reading, writing and numeracy.

144. The 2003 FLEMMS further revealed that the ARMM has the lowest literacy. It should be noted that this region has been undermined by armed conflict for the past several decades that caused its poor utilization of natural assets and inability to access and sufficiently avail of services, especially basic education (ADB, 2005).

145. Comparing the regions' simple and functional literacy with their poverty situations, the table below shows that most of the regions in the top group of functional literacy ranking are also the least poor regions (in blue cells), except CAR, and most of them are situated in Luzon. The middle ranking regions (in green cells) are more sporadically distributed nationwide while less consistent with their functional literacy grouping. The three regions in bottom went up to the middle ranks in terms of poverty incidence (Regions VIII, XI and XII). ARMM and Region IX are consistently at the bottom group in all three indicators.

Table 12. Simple and Functional Literacy and Poverty Incidence, 2003

Region	Functional Literacy		Simple Literacy		*Poverty Incidence, Population	
	Rate	Rank	Rate	Rank	Rate	Rank
Luzon						
NCR	94.6	1	99	1	6.9	1
CAR	85.4	5	91.6	11	32.2	7
Reg I – Ilocos	88.6	3	97.4	2	30.2	6
Reg II - Cagayan Valley	84.4	6	92.7	7	24.5	4
Reg III -Central Luzon	86.9	4	96.9	4	17.5	2
Reg IV-A –CALABARZON	90.4	2	97.2	3	18.4	3
Reg IV-B –MIMAROPA	82.3	8	91.2	12	48.1	13
Reg V – Bicol	80.1	12	95	5	48.5	14
Visayas						
Reg VI - Western Visayas	81.5	10	92.8	6	39.2	10
Reg VII - Central Visayas	81.7	9	92.4	8	28.3	5
Reg VIII - Eastern Visayas	76.7	15	90.1	14	43.0	11
Mindanao						
Reg IX - Zamboanga Peninsula	74.8	16	88.9	15	49.2	15
Reg X - Northern Mindanao	83.7	7	91.8	10	44.0	12
Reg XI – Davao	77.8	13	90.3	13	34.7	8
Reg XII – SOCCSKSARGEN	77.1	14	87.3	16	38.4	9
Reg XII – CARAGA	81	11	92.1	9	54.0	17
ARMM	62.9	17	70.2	17	52.8	16
Philippines	84.1		93.4		30.0	

Sources: *2003 FLEMMS*
**2003 Family Income and Expenditure Survey (FIES)*
Notes: *Red means Functional Literacy declined from 1994 to 2003*
Within each indicator, regions are grouped as follows:
Blue-top group Green- middle group Beige- Bottom group

Issues and Challenges

146. The growing number of illiterates, simple and functional, implies the inability of basic education services to answer to the demand of the growing population. According to the 2003 FLEMMS Analysis (2006), the accountability still rests heavily on the formal education system as it is still the main source of basic skills. The ALS has negligible contributions on improving the literacy rates of Filipinos. Nevertheless, its impact on the lives of the learners in terms of family management, conflict resolution, family nutrition cannot be discounted.

147. The ALS also needs to address the needs of the OSY and adult illiterates aided by a more active and aggressive targeting and social marketing. However, in the absence of literacy mapping to identify exactly the profiles and locations of prospective clienteles, targeting with appropriate programs is greatly hampered and the delivery of services is characterized by a passive 'strike everywhere' manner. The needed approach now is two-pronged: serve the current pool of illiterates and provide them with literacy and life skills through ALS; and prevent the number from growing through improved equity and quality of formal education. An innovative and active tracking mechanism for drop-outs and safety nets for children at risk of dropping out should also be established.

D. 5 Eliminating Gender Disparities in Elementary and Secondary Education (Goal 5)

148. From 1999 to 2005, historical gender performance in almost all key education outcome indicators such as NIR, NER, CSR and CR registered an advantage of females over males (Table 12). The NER registered a constant slight advantage while the NIR and CR showed a rather erratic trend of wider disparity. On the other hand, male GIR and GER registered advantage over that of female. Understandably, if many males did not enter elementary at the official age, they are bound to be still in grade school beyond elementary age.

149. Disparity against males worsens at the secondary level, where females perform better than males in all indicators. Higher GER in females shows that they tend to pursue high school even beyond secondary school age than males. The staying power and completion rate of girls is even stronger than boys as there are more girls who complete elementary and able to continue and

finish high school. It should also be noted that, although fluctuating, disparity in favor of female in CSR and CR elementary and secondary show a generally widening trend. The same trend can be observed same with NIR in elementary and NER in secondary.

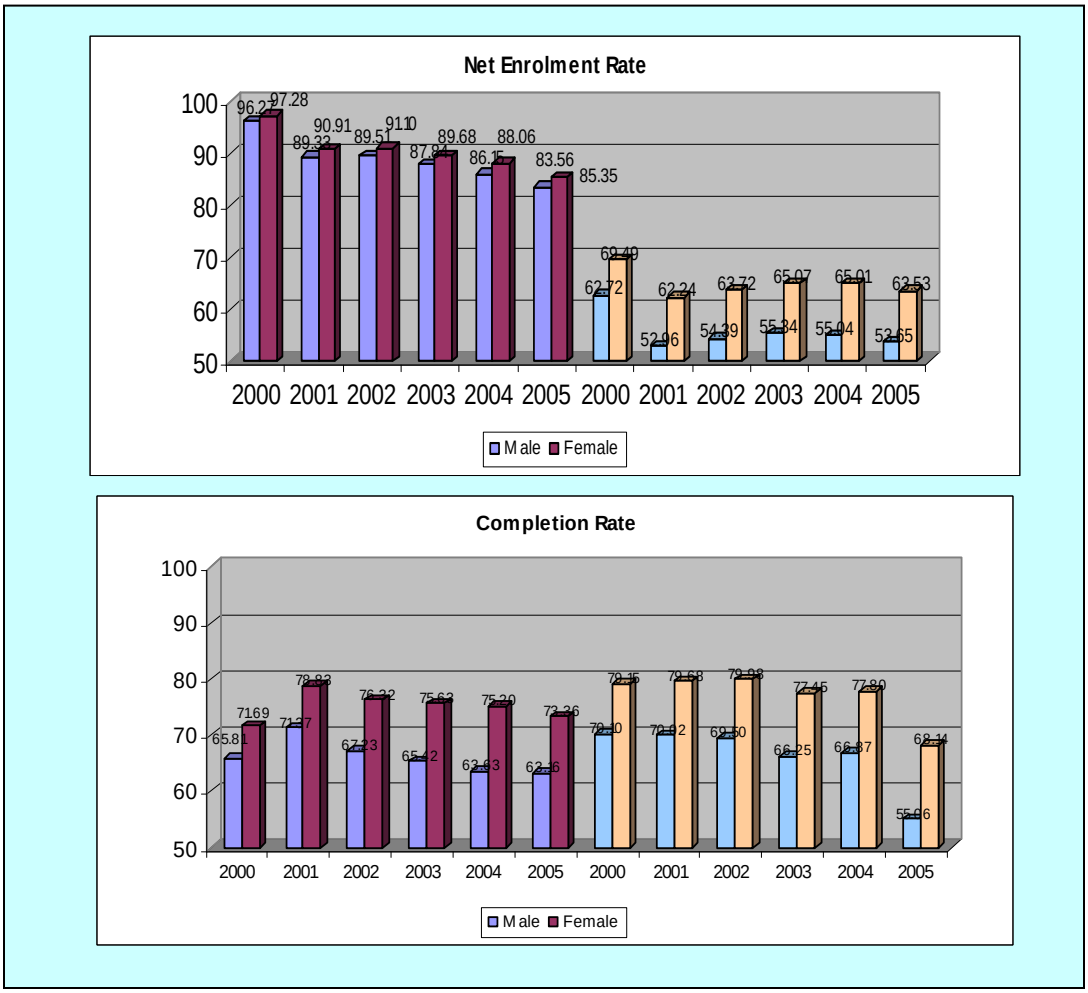
Table 13. Gender Parity Index in Major Outcome Indicators

GPI							
Indicators	1999	2000	2001	2002	2003	2004	2005
ELEMENTARY							
NIR	1.08	1.07	1.20	1.17	1.20	1.34	1.23
GIR	0.97	0.94	0.94	0.93	0.94	0.94	0.94
NER	1.00	1.01	1.02	1.02	1.02	1.02	1.02
GER	1.01	0.99	0.99	0.99	0.98	0.99	0.98
CSR	1.12	1.09	1.11	1.13	1.14	1.17	1.15
CR	1.13	1.09	1.10	1.14	1.16	1.18	1.16
SECONDARY							
NER	1.09	1.11	1.18	1.17	1.18	1.18	1.18
GER	1.09	1.08	1.08	1.09	1.09	1.09	1.09
CSR	1.18	1.12	1.13	1.14	1.13	1.13	1.19
CR	1.19	1.13	1.14	1.15	1.17	1.16	1.24

Source: BEIS

150. According to DepEd, in the absence of an official study on the factors that affect boys' performance in outcome indicators, a possible factor, other than economics, is that the schools system is female dominated and may not be very responsive to the needs of the male students. Female teachers constitute 89 percent of the teaching population and school head, 58 percent. The figures below further demonstrate the contrast between male and female performance in NER and CR in both levels.

Figure 9. Male-Female Net Enrolment Rate and Completion, Elementary and Secondary



151. Still on NER, the table below shows male and female performance across regions. In 2000, three regions (CAR, Regions II and VI) have parity and there were four regions (Regions I, III, V and X) where females are very slightly behind in elementary level. The highest disparity in favor of females was recorded by ARMM. In secondary level, all regions showed female advantage

with Region VIII recording highest disparity. In 2005 elementary performance, only one region (Region I) registered a gender parity index (GPI) of 1, all the other regions have gender disparity in favor of girls with 10 regions worsening and three regions improving (Region I, VII and ARMM). It should be noted that ARMM's GPI improved not because of better NER among males but because that of girl's declined. In fact the NER of both declined. In secondary level, on the other hand, disparity between sexes worsened in 2005 in all regions with Region VIII having the highest GPI.

Table 14, Gender Parity Index in NER by Region, 2000 and 2005

Region	Elementary		Secondary	
	2000	2005	2000	2005
LUZON				
NCR*	1.02	1.02	1.01	1.06
CAR	1.00	1.02	1.10	1.27
Reg I – Ilocos	0.99	1.00	1.06	1.12
Reg II – Cagayan Valley	1.00	1.01	1.11	1.22
Reg III -Central Luzon	0.99	1.01	1.06	1.13
Reg IV-A –CALABARZON	1.01	1.01	1.05	1.14
Reg IV-B –MIMAROPA		1.02		1.20
Reg V – Bicol	0.99	1.03	1.20	1.28
VISAYAS				
Reg VI - Western Visayas	1.00	1.02	1.11	1.24
Reg VII – Central Visayas	1.03	1.02	1.23	1.24
Reg VIII - Eastern Visayas	1.02	1.05	1.29	1.30
MINDANAO				
Reg IX - Zamboanga Peninsula	1.01	1.02	1.09	1.24
Reg X – Northern Mindanao	0.99	1.02	1.17	1.24
Reg XI – Davao	1.01	1.03	1.11	1.25
Reg XII- SOCCSKSARGEN	1.02	1.04	1.09	1.23
Reg XII – CARAGA	1.01	1.01	1.15	1.25
ARMM	1.12	1.06	1.15	1.25
Philippines	1.01	1.02	1.11	1.18

Sources: *BEIS*
Notes: *Regions IV-A and IV-B have the same baseline as they were split into two regions only in 2001*
Blue –improved *Red –worsened* *Yellow Cells-with parity*

152. For conflict-affected areas in some parts of Mindanao, it was assumed before that boys, especially in secondary school age, are recruited in the armed movement or their families are in constant move to evade being caught in the conflict. However, recent data revealed that the widest disparity in secondary level NER is not in the Mindanao regions

153. In regions which are predominantly rural and agricultural such as CAR and most parts of Visayas and Mindanao, boys are also likely to engage in farming to help augment their families' income. If they are not caught in safety nets such as alternative delivery of formal education or ALS, these boys are unlikely to complete basic education, especially as they grow older they tend to shy away from conventional schooling than girls.

154. The 2002 Annual Poverty Indicators Survey (APIS) gave an insight on the reasons for not attending school. For males, the number one reason for not attending schools involves employment concerns (30%), followed by lack of personal interest (25%) and the high cost of education (23%). For females, employment-related concerns (22%) are also the primary reason for not attending school, followed by high cost of education (21%) and housekeeping responsibilities (16%). It should be noted that lack of personal interest which is one of the major reasons boys do not attend school is not a major deterrent to girls.

155. With respect to learning achievement, the table below shows that females still prevail over males in both elementary and secondary levels. The results of the latest National Achievement Test (NAT) show females performing better in all learning areas. The gap is slightly narrower in secondary level compared with that in elementary.

Table 15, Achievement Rate, Elementary and Secondary, SY 2005-2006, Male-Female

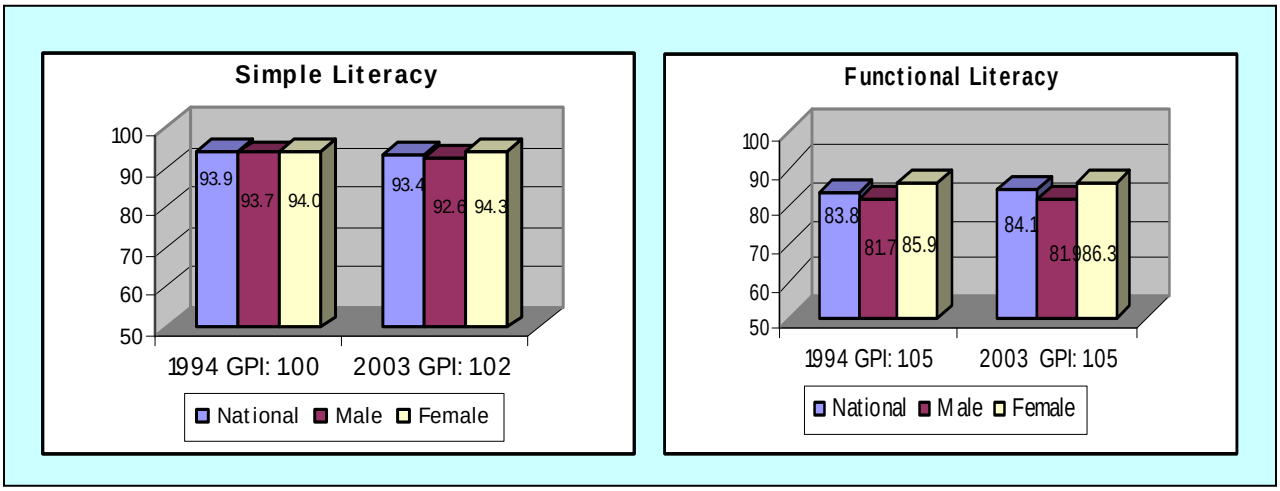
Achievement Rate SY 2005-2006 National Achievement Test (NAT)		
	Male	*Female*
Elementary - Grade 6		
Mathematics	52.03	55.39
Science	46.08	47.64
English	51.99	56.24
Filipino	58.00	63.52
Hekasi	56.35	60.11
Mean Percentage Score (MPS)	52.89	56.58
Secondary- 4th Year		
Mathematics	47.25	48.52

Science	38.06	38.13
English	45.52	49.77
Filipino	38.84	42.05
Araling Panlipunan	46.09	49.09
Mean Percentage Score (MPS)	43.15	45.51

Sources: DepEd - National Education testing and Research center (NETRC)
Notes: HEKASI –Geography, History and Social Studies Araling Panlipunan – Social Studies

156. Even in literacy, the females recorded higher simple literacy of 94.3 percent over the 92.6 percent for males in 2003. Males' functional literacy declined in 1994 while females' registered a very slight improvement. Similarly, females' functional literacy (86.3) is even higher than that of males' (81.5). Both, however, registered very minimal improvement in their functional literacy rate registered in 1994.

Figure 10. Gender Parity in Literacy Rates



Source: FLEMMS 1994 and 2003

157. Regional performance in literacy showed that only Regions 1, CAR, Region IV-B and ARMM have higher percentages of male simple literacy. In all other regions, female simple literacy rates were higher than male simple literacy rates. The regions with highest gender disparity in terms of simple literacy in favor of females were Regions VIII, XI, IX and CARAGA.

158. In the 2003 FLEMMS, females recorded a higher functional literacy rate of 86.3 percent compared with male functional literacy rate of 81.9 percent. The only region with higher percentage of male functional literacy was ARMM. In all other regions, female functional literacy rates were higher than the male literacy rates. The regions with highest gender disparity in terms of functional literacy in favor of females were Regions VI, VIII, IX and XI.

Figure 11. Regional Male-Female Simple and Functional Literacy Rates, FLEMMS 2003

Source: 2003 FLEMMS

Issues and Challenges

159. The discussion above clearly shows that although there are areas where females are at a slight disadvantage in literacy indicators, males are lagging behind. The DepEd should determine empirical reasons behind this trend so to implement appropriate interventions. At the same time,

caution against complacency with respect to the generally better performance of girls should be exercised. At present, the DepEd- Research and Statistics Division is conducting a study on causative factors of drop-outs where sex disaggregated reasons will also surface.

D.6 Improving Quality of Education (Goal 6)

160. As mentioned in part C.1, the SFI-SBM is also DepEd's main strategy to improve the quality and internal efficiency of schools. To reiterate, SBM is a way of decentralizing decision-making authority from central, regional, and division levels down to individual school sites. It intends to unite school heads, teachers, students as well as parents, the LGUs and the community as a whole in promoting effective schools according to the targets set. It seeks to promote accountability, resource sharing and cooperation.

161. The main contention for SBM as a strategy to raise the quality of the school system is that when the component units are empowered and are held clearly accountable, they will perform better in terms of learning outcomes of the pupils and students. Part of the SBM mainstreaming is the conduct of massive trainings and refresher courses on Basic School Management Course for school heads.

162. The SBM model was piloted in around 8,181 elementary schools under TEEP. Here, the PTCA, LGUs, teachers and other stakeholders forged school-community partnerships to develop and implement the School Improvement Plan (SIP) with the school head at the lead. The SIP, which is a three to five year plan with an Annual Implementation Plan (AIP), is designed to ensure the active participation of education partners in the community through collaborative implementation. As an instrument of accountability, a School Report Card will be issued by schools to publicly disclose performance and finances to the community. Upon its completion, the TEEP produced an Operations Manual on SBM and Its Support Systems (January 2006) for

DepEd reference. It also provides for tracking SIP/AIP implementation under the Integrated Monitoring and Evaluation System which will also be the basis of School Report Card.

Basic Education Inputs

163. Aside from the SBM strategy, the schools continue to be supplied with critical school resources deemed crucial to achieving quality basic education. Aside from classroom requirements, other major education inputs that affect teaching-learning quality are textbooks, teachers and curriculum, as well as desks/seats and nutrition.

164. **Textbooks.** The main learning material in the public schools is still the textbook. For years, the target was to provide textbooks to every pupil in the core learning areas. On top of this, use of other relevant materials indigenous to the localities is widely encouraged. Use of information and communication technology (ICT) will be popularized and given massive investment. Teachers are likewise encouraged to exercise resourcefulness and creativity in proving complementary learning resources in the subjects they teach. A study commissioned by the WB and ADB in 1998 reports that textbooks increase the effectiveness of schooling when used creatively and properly in the teaching-learning situation.[25] In 2005, textbook-pupil ratio was at 1:1 in key subject areas such as Math, Science and English, Makabayan and Filipino.

165. **Desks/Seats.** Similarly, shortage for desks/seats and textbooks was reduced to 266,614 in 2006 from 320,198 in 2003. In addition to those provided by the national government, desks and seats are also donated through the Adopt-a-School Program. In some cases, especially in the very rural underserved areas, the children bring their own chairs.

[25] Philippine Education for the 21st Century: The 1998 Philippines Education Sector Study.

166. **Teacher.** Teacher backlog was also brought down to 10,517 in 2006 from 13,974 in 2003. Teaching positions need to be approved by the DBM based on the proposal by DepEd. On top of addressing the quantitative demand, the system has address issues on teacher quality. Inadequacies in the preservice education and development and in-service training and continued professional advancement of teachers have been identified as reasons for the low learning outcomes of pupils/students.

167. In response to the issues, the teacher education curriculum was reformed to integrate recent development in basic education such as the basic education curricula, multigrade teaching, SPED, preschool, and ALS. The new teacher education curriculum also features longer and earlier experiential learning in research and actual exposure in public schools. The curriculum revision was led by CHED in consultation with DepEd's central and field offices. It was adopted starting SY 2005-2006 and became the basis for evaluating higher education institutions applying to open a program on teacher education. For the existing teacher education institutions, compliance with the new curriculum is being monitored by CHED regional offices.

168. Efforts to further enhance the teaching practices in schools particularly in the areas of English, Science and Math were continuously undertaken. Among these is a drive to improve the English language proficiency of basic education graduates. The National English Proficiency Program (NEPP) was started in 2006 for this purpose, resulting in the training of a total of 2,279 teachers. This is intended to be a regular training program integrated in the regular budget in response to DepEd's study that the teachers, especially English teachers themselves, are not proficient in the language.

169. Another teacher training program being institutionalized by DepEd is the School-Based Training Programs (SBTP) piloted in Science and Math subjects through a JICA-funded project. The SBTP adopts an action research approach where teachers are trained within the schools implementing immediate application of and feedbacking on teaching techniques. It involves group lesson planning and critiquing among teachers handling the same subject areas.

170. **Curriculum.** The Philippines adopts a national curriculum in elementary and secondary education known as the Revised Basic Education Curriculum (RBEC). Flexibility is accommodated under the *Makabayan* subject which focuses on deeper appreciation of Philippine culture, heritage and history including regional or local contents. Accordingly, with the adoption of the expanded functional literacy meaning, there is a need to enhance the national curriculum to attune it to the identified learning strands and competencies.

171. The basic education system recognizes the diversity of learners across the regions, especially of Muslim Filipinos. Cognizant of the unique educational needs of Filipino Muslims, an enriched elementary education curriculum for all public schools for Muslims and a standard curriculum for private madaris (plural for madrasah) were developed and mandated for adoption through a DepEd Order issued in August 2004. For public schools for Muslims, the curriculum integrates subjects on Arabic Language and Islamic Values. On the other hand, the madrasah curriculum integrates core RBEC subjects such as English, Filipino and Math which is also a part of the madrasah accreditation program. This accreditation program enables accredited madaris to can avail of government assistance and allows their graduates to transfer to regular public schools.

172. The madrasah curriculum aims to ensure that the Muslim learners, especially those enrolled in madaris, will be in the mainstream of quality basic education thus ensuring their educational and social mobility. To support the implementation of the enriched curriculum, the review of learning materials, the actual writing and layout of the said materials including textbooks, conduct of teacher training on Arabic language and Islamic values, printing of curriculum framework and launching of Islamic education in selected public elementary schools in the National Capital Region (Metro Manila) where migration of Muslim Filipinos from the South has been steadily rising were undertaken. Special projects such as the Basic Education Assistance for Mindanao (BEAM) include capacity building for Muslim education teachers and administrators. The ADB-funded ADTA for ARMM is also currently developing Masterplan for Education in ARMM. The BEAM piloted several innovations with full attention given to the unique characteristics and needs of Muslim Mindanao.

173. Attention has also been given to the education of the Indigenous Filipino groups. The Constitution provides that State shall recognize, respect and protect the rights of indigenous cultural communities to preserve and develop their cultures, traditions and institutions. Their rights shall be considered in the formulation of national plans and policies (Section 17, Article IV). To protect the rights of the indigenous Filipino peoples, including education, the National Commission on Indigenous Peoples (NCIP) was created. In collaboration among national agencies such as NCIP and DepEd-BALS, an ALS-based Indigenous Peoples Core Curriculum responsive to present needs and situation of the IPs was developed. It was a product of consultations at the grassroot level with civil society groups and IP communities.

174. Although a very few IPs were able to complete formal basic education and some earn college degrees, most of the IPs are unserved and minimally reached by ALS. As such, there is the need to reexamine the kind of education provided by mainstream society for IPs. Schools are not conducive to IP education where teachers are not sensitive to particular needs of IPs and teaching approaches and methods, curriculum, and evaluation tools and where school management is not IP-responsive.

175. The developed ALS-based IP Core Curriculum uses the same competencies but puts stress on what is considered essential to IPs. It is considered a general curriculum for all IPs in the Philippines as each specific IP group may decide to either adapt or modify it as they find the need to do it. Its content is expressed as core areas or units: Communication Skills; Critical Thinking and Problem Solving; Development of Self and a Sense of Community; Practice of Ecological and Sustainable Development; and Expanding One's World Vision.

176. The curriculum is complemented by a qualitative assessment although there is no certification and equivalency system yet that would allow IPs to be mainstreamed to formal education. The appropriateness of this mechanism is still being studied. Similarly, a reliable data

system on the services provided to the IPs and the number of beneficiaries reached is critical. The planned SMEF is expected to capture these and other relevant information.

177. **Language of Instruction.** Filipino and English are the two official media of instruction in the schools. English was used in teaching Math, Science and English language while Filipino was used for all other subjects after the bilingual policy was first adopted in 1974 and reconfirmed in 1987 in order for the Filipinos to be competent in both languages. However, NAT results on the achievement in both elementary and secondary as indicated by mean percentage score of more than 50 percent (75 percent is the least acceptable) are mixed. In elementary, scores in Filipino is higher than English. However, in high school, scores in Filipino is even lower than English. This suggests that the products of Philippine basic education have become neither proficient in Filipino nor English under the bilingual policy. Although there was no reliable study to prove that such nonproficiency in both languages was due to bilingualism, it prompted a directive from the President favoring the strict use of English in all public schools.

178. In 2000, the Presidential Commission on Educational Reform (PCER) recommended that while the education system continues with its bilingual policy, the option for medium of instruction in Grade 1 should be expanded through the use of regional lingua franca or the vernacular language as studies have shown that this change makes pupils stay and reduce dropping and learn better[26]. The use of the first language can bridge more effective learning in English and Filipino and facilitate cognitive development.

179. One of the key result areas under the BESRA deals with medium of instruction. There has been a long debate and many policies come and go on the appropriate language of instruction to be used in basic education. The most two most prominent arguments, however, is the bilingual side and the use of pure English. Sociologists and pedagogy experts argue that the best language in which to teach very young children is their vernacular language or 'mother-tongue'. The argument is based on the fact that children who are taught in a language other than their

[26] There is around 171 spoken languages in the Philippines

vernacular language face a double struggle in understanding the medium of instruction and the lessons. Many children feel strange and have difficulty coping with learning processes during the early years and find it hardly enjoyable (Ocampo 2006).

180. At present, the BESRA policy study recommends the use of vernacular in the early years of learning up to Grade 3. Recognizing the importance of being proficient in English to ensure Filipino manpower competitiveness, especially that foremost of our exports is manpower/service, English proficiency will not be abandoned. The approach is called additive bilingualism wherein the native language is maintained as the literacy and proficiency in other languages are developed. In public schools with Muslim enrollees, Arabic language will also be taught in congruence with English. The implementation of this recommendation, however, depends on the whether the current educational and political leaders are convinced of this need.

181. **Health and Nutrition.** Although elementary and secondary education are free in public schools, daily expenses such as school supplies, transportation and food cause children from very poor families to drop out. To improve school participation and retention in the poorest urban and rural areas, the government implemented the Food for School Program (FSP) which provides a daily ration of one kilo rice for preschool and Grade 1 pupils for a limited period (total of 120 school days). A pet project of the President, FSP is an immediate intervention to address hunger among families through their children in Grade 1 and in DepEd-managed pre-schools. The DepEd identifies the school beneficiaries while the National Food Authority (NFA) provides the rice.

182. This is also an incentive for school attendance since the families of poor pupils are assured of one kilo rice to mitigate hunger and arrest the decline of nutritional status. The program is monitored by the quarterly hunger surveys. Started in 2004 (November 2004-March 2005), it assisted a total of 48,240 beneficiaries. In 2005, the program expanded and was implemented in three phases: 90 days – 111,604 plus 1,307 additional beneficiaries from Region 1 and NCR; 20

days – 247,401 beneficiaries covering schools in NCR and ARMM only; and then 60 days – 371,617 beneficiaries nationwide in all regions, except Region III.

183. This FSP is implemented on top of the regular School Feeding Programs (SFP) such as Breakfast Feeding and School Milk Programs. Other feeding programs include the Breakfast Feeding Program and School Milk Program. Breakfast Feeding is a response to short-term hunger syndrome among public elementary school pupils in identified priority areas who go to school without breakfast. These priority areas have a high prevalence of malnutrition and the pupils are not beneficiaries of any feeding program. Fortified instant noodles and biscuits are provided daily for 72 days and 48 days, respectively, for a total of 120 days to Grade 1 pupils. Feeding coordinators collaborate with teachers. The School Milk Program, for its part, provides liquid and powdered milk to Grade 1 pupils in identified schools for a total of 120 days. It started with 2,948 pupils in 1996 and the beneficiaries reached 41,660 in 2005. Milk is procured through bidding.

184. The SFP also provides supplemental nutrients such as iron and vitamins and seeks to help address the problem on nutrition among very poor children to improve their learning capacity. The DepEd also implements various health-related projects such as deworming and environmental sanitation. Deworming is conducted every six months and prior to any school feeding program. These programs, however, cover only a few selected areas and their implementation is faced with various problems related to distribution, sustainability, timeliness and corruption. The timeliness and availability of feedings depend on the efficiency of the bidding and procurement process. Sometimes bidding fails and schedules are postponed. In February 2007, target beneficiaries stood at 35,590. Furthermore, the coverage of health and school feeding programs implemented by DepEd is so minimal and has no concrete sustainability measure.

Other Programs to Improve Quality of Learning

185. **Every Child a Reader (ECARP).** According to DepEd, when children are unable to learn to read during the first grades, they experience a harder time coping with lessons and tend to drop out. As such, the ECARP was launched in 2004 to ensure that all school children should be able to read with comprehension by Grade 3 and thus improve school retention. In SY 2004-2005, DepEd conducted nationwide reading profile pretest and posttest in all grades in the English language (Informal Reading Inventory or IRI). After pretest, pupils found to be nonreaders and non-independent readers are given remedial interventions. These involve reading enrichment sessions supported by additional reading materials and teacher training. After such intervention, a posttest is conducted. The results yielded significant improvement in independent reading. It is, however, remarkable that even in upper grades (Grade IV-VI), there are nonreaders and frustration readers. From 2004 to 2005, results of the tests showed a significant improvement in the percentage of independent readers in both pre- and post-tests in all grades. In both school years that ECRAP was implemented, there were significant decreases in the percentage of frustration and nonreaders when results of pretest and posttest are compared. Starting SY 2007-2008, the Filipino or Tagalog language will be integrated in the IRI.

Table 16, Results of the Nationwide Reading Profile Tests for ECARP

SY	Number of Pupils Tested	% of Pupils Tested	READING LEVELS							
			Frustration Readers	%	Instructional Reader	%	Independent Reader	%	Non-Reader	%
SY 2004-2005										
Pre-Test	8,492,568	94.74	4,191,968	49.36	2,597,900	30.59	1,530,494	18.02	403,923	4.76
Post-Test	8,417,727	88.96	1,746,952	20.75	3,430,405	40.75	3,076,909	36.55	146,519	1.74
SY 2005-2006										
Pre-Test	10,245,274	96.73	4,682,116	45.7	3,212,551	31.36	1,622,980	15.84	659,807	6.44
Post-Test	10,742,782	95.15	2,942,111	27.39	4,453,158	41.45	3,310,168	30.81	275,046	2.56

Sources: DepEd – DepEd- Bureau of Elementary Education (BEE)
Notes: Frustration Reader – can read texts but cannot comprehend
Instructional Reader – can read but with teacher\s assistance

186. **Child-friendly School System (CFSS).** The UNICEF-assisted Sixth Country Program for Children (CPC 6) aims to contribute to the improvement of access and quality of education especially in disadvantaged areas by supporting various alternative delivery modes in ECCD to

reach the unreached children. It also supports the establishment of the Child-Friendly School System (CFSS) in the 24 focus areas which was started in CPC 5 (1999-2004). Child Friendly Schools are meant to be effective, healthy, protective and inclusive. They are gender-fair and engage children and their families and communities in educational undertakings. Specifically, the child-friendly schools focus on the following seven goals: encourage children's participation in school and community; enhance children's health and well-being; guarantee safe and protective spaces for children; encourage enrolment and completion; ensure children's high academic achievement and success; raise teachers' morale and motivation and mobilize community support for education.

187. In 2005, CPC 6 (2005-2009), in partnership with DepEd, supported the development of the framework for modeling CFSS in the high school and its adaptation in eight disadvantaged settings namely: communities affected by disaster; congested schools; areas in armed conflict; areas dominated by indigenous communities; schools serving Muslim communities, areas with high incidence of child labor; integrated school settings; and schools supported by local government units. This modeling initiative engaged the students, teachers, parents and communities of the eight pilot schools in providing contextual information and developing action plans.

188. In 2006, the project supported the development of six handbooks for the following: (a) Modeling Process for Establishing CFSS in High Schools; (b) Refined Student Tracking System for primary and secondary schools; (c) Enhancing Children's and Community Participation; (d) Refined Health Promoting Schools for primary and secondary schools; (e) Enhancing Child-Friendly Leadership and Inclusive School Management; and (f) Creating and Managing Child-Friendly Classrooms**.** The first two were completed during the year. The Handbook for the Modeling Process will be used in the 2007 training of regional and division level trainers who will assist the school implementers in the CFSS HS pilot sites.

189. However, inadequate data particularly on children with disabilities, migrant children, children living in extreme poverty, abused and neglected children, children within the justice

system and children belonging to minorities and indigenous children prompted the Children in Need of Special Protection (CNSP) in all its focus areas in cooperation with LGUs for planning and programming purposes. The project also supported the development and institutionalization of a CFSS Monitoring System.

190. Another component of CFSS is the Health Promoting Schools (HPS) program that was implemented in 1999 and continued to the present due to positive responses and promising results in the field. It was eventually mainstreamed in the School Health and Nutrition Program (SHNP). Among its objectives are to promote a safe, secure and healthy school environment conducive to learning and to increase awareness on the importance of involving families and communities in the sustainable promotion of health programs in school. From 131 schools in 1999, the participating schools have expanded to 8,788 in 2006.

Internal Efficiency

191. Despite the success and gains from the programs and projects related to quality, the formal education system is confronted with declining performance in terms of efficiency and quality indicators. The table below shows that, for the last six years, CSR and DOR showed an irregular trend, implying that any improvement gained was not sustained. In 2000, the CSR for elementary level was 63.45 percent and in 2005, it was at its lowest of 58.36 percent. The elementary DOR was also at its worst in 2005 at 10.57 percent. The situation is worse in the secondary level. The CSR and DOR were at 54.10 percent and 15.81 percent, respectively.

Table 17. Internal Efficiency Indicators, Elementary and Secondary, SY 2000-2001 to SY 2005-2006

Year	ELEMENTARY				SECONDARY			
	Completion Rate	Cohort Survival Rate	Drop-out Rate	Repetition Rate	Completion Rate	Drop-Out Rate	Cohort Survival rate	Repetition Rate
2000	68.68	69.46	7.67	1.94	74.64	8.5	76.23	2.13
2001	74.94	75.9	6.51	1.95	74.88	8.53	76.5	2.18

2002	71.55	72.44	7.3	2.08	74.81	13.03	76.99	2.43
2003	70.24	71.84	9.93	2.18	71.91	11.96	77.71	2.13
2004	69.06	71.32	9.82	2.24	72.38	11.3	78.09	1.75
2005	67.99	69.9	10.57	2.69	61.66	15.81	67.32	3.14

Source: DepED-BEIS

Pupil/Student Learning Outcomes

192. The quality of basic education as measured by the achievement of students, however, remains poor. The results of the last National Achievement Test[27] (Table 18) revealed very little improvement in the competency levels of students. In SY 2004-2005, the mean percentage score of elementary students was pegged at 58.73 percent, which is the lower range of the near mastery competency level of the required elementary competencies. The performance of high school students was worse as the mean percentage score for high school competency settled at 46.80 percent. Only about 20 percent of Grade 6 students and barely half percent (0.48%) of high school graduating students had mastery (75-100 percentage score) of the required competencies in their respective level. More than a quarter of elementary students and more than half of high school graduating students were found having no mastery of basic education competencies. The performance level of students was found lowest in Science for both levels.

Table 18. Achievement Rates, Elementary and Secondary

Achievement Rate						
	2000	2001	2002*	2003*	2004	2005
Elementary	*Grade VI*	*No Test*	*Grade IV*	*Grade IV*	*Grade VI*	*Grade VI*
	NEAT	*Conducted*	*NAT*	*NAT*	*NAT*	*NAT*
Mathematics	49.75		44.84	59.45	59.10	53.66
Science	49.75		43.98	52.59	54.12	46.77
English	47.70		41.80	49.92	59.15	54.05
Filipino	57.49		-	-	61.75	60.68
Hekasi	53.93		-	-	59.55	58.12
MPS	51.73		43.54	53.99	58.73	54.66
Secondary	*4th Year*	*No Test*	*1st Year*	*4th Year*	*4th Year*	*4th Year*
	NSAT	*Conducted*	*NAT*	*NAT*	*NAT*	*NAT*
Mathematics	51.83		32.09	46.20	50.70	47.82

[27] Now replaced by National Career Aptitude Examination (NCAE).

Science	45.68		34.65	36.80	39.49	37.98
English	51.00		41.48	50.08	51.33	47.73
Filipino	66.14		-	-	42.48	40.51
Araling Panlipunan	57.19		-	-	50.01	47.62
MPS	53.39		36.07	44.36	46.80	44.33

Sources: DepEd - Factsheet, National Education Testing and Research Center (NETRC)
*Notes: *Test conducted in Mathematics, Science and English only*
HEKASI – Geography, History and Social Studies
Araling Panlipunan – Social Studies

193. In 2000, the PCER recommended a unified education assessment system for all levels (basic education to technical-vocational training to higher education) which should be managed by an independent body. In 2006, the National Career Assessment Examination (NCAE) was formulated in response to the consensus for a unified assessment that would answer the needs of the three education agencies in cost-efficient and economic way. For TESDA and CHED, this would mean measuring higher school graduates' aptitude for undertaking post-secondary and higher education courses. It involves profiling to guide students in terms of career choices. The NCAE is also intended as an aptitude test that would measure the quality of basic education in terms of student achievements. It was administered for the first time nationwide to 1,305,211 high school graduating (4^{th} year) students in January of this year.

194. The table below shows the preliminary results of the first nationwide conduct of the NCAE. The general scholastic aptitude measures students' preparedness for higher education, Technical Vocational Aptitude for middle-level skills development and the Entrepreneurial Skills for basic enterprising acumen.

Table 19. Preliminary Results of the National Career Assessment Examination (NCAE)

Components	Aptitude Level		
	High	Moderate	Low
General Scholastic Aptitude	3.76	36.69	59.55
Technical Vocational Aptitude	54.51	35.93	9.56
Entrepreneurial Skills	58.03	41.68	0.29

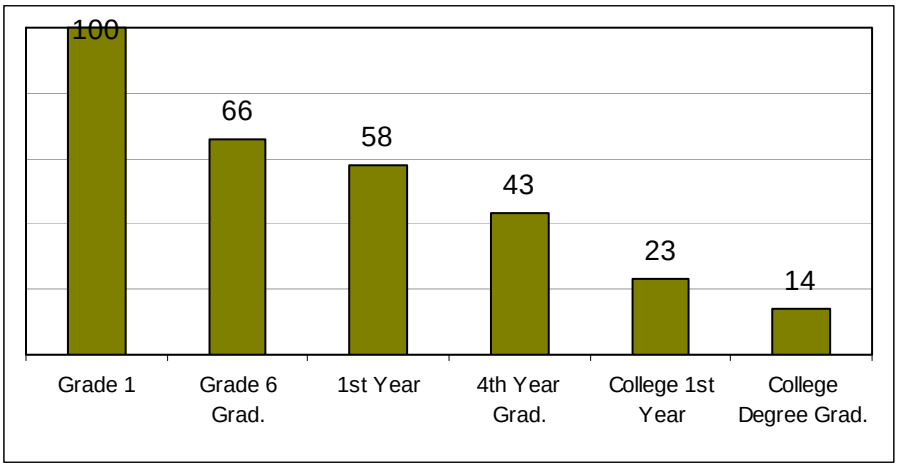
Source: DepED presentation to the Social Development Committee – Technical Board on 21 March 2007

195. However, while the NCAE results may guide students on what course to take after high school, there was a concern that such purpose overshadows an important use of the test as an exit exam for basic education to assess its quality and effectiveness.

Issues and Challenges

196. Philippine basic education is beset with high drop-out rates (DOR) and low cohort survival rate (CSR). According to DepEd, based on a typical cohort of children entering Grade 1, only 66 percent are able to complete elementary on the average. From the same cohort, only 58 percent continue to high school and only 43 percent are able to complete secondary education. From among the high school graduates, 23 percent pursue college and only 14 percent are able to graduate (Figure 12).

Figure 12. Typical Progression of a Sample Cohort of Pupil



Source: Department of Education

197. The major challenge for the Philippine basic education today is to reverse the declining trend in access at the same time work on service and performance quality. Past efforts have been focused on improving access to basic education that quality was compromised given budgetary

constraints. And the SBM, which is the government's main strategy for both increasing equity and improving the quality of basic education, is yet to produce results. The ECARP, as well as new competency-based standards for teachers, is a worthy strategy that is expected to improve the quality of basic education.

198. It should be recalled that the nine critical tasks under Philippine EFA 2015 aim to produce the targeted educational outcomes attuned to and supportive of the global EFA 2015 Goals. Among these tasks, adding two more years in basic education is most likely to be met with public opposition. In the early 1990s, there was already an attempt to implement this plan, but resistance and complaints from most stakeholders, especially from parents and students, prompted the government to abandon the proposal. Not only is this politically unpalatable to the government; it will require substantial resources, public and private, in order to be implemented.

199. One of the main arguments on the need to lengthen basic education in the Philippines is international comparability. The Philippines may be at par with the other ASEAN members in terms of length of primary education, but its entire stretch of basic education which includes secondary education, is the second shortest (10 years) to Myanmar (nine years). The third shortest (11 years) basic education belongs to Laos. The rest of the ASEAN countries have 12 to 13 total years of basic education.

200. Since basic education is short and the quality leaves much to be desired high school graduated are still inadequately prepared for tertiary education.. This is aggravated by cramped curriculum that lack focus resulting in low mastery level of key subjects. Moreover, most graduates exit basic education lacking the skills and maturity to venture into the world of employment should they opt not pursue tertiary education.

201. It has also been argued that a 12 –year basic education is justifiable because of high drop-out and repetition rates. An average pupil takes 7.3 years to finish elementary and an average student takes 5.6 years to finish high school, or a total of 12.9 years to complete basic education.

202. With its inclusion in the Philippine EFA 2015, another emerging debate deals with putting the additional year of schooling, whether in elementary or in high school. Since there is already an official policy to eventually make the preschool (last year in ECCD – 5 years old) a part of the elementary education ladder and there is already a social acceptance among Filipinos on the need for ECCD, the government only needs to firm up this policy and implement it. This would officially lengthen elementary education to seven years within the age group 5 to 11 years old. Another year may be added to high school.

203. In 2004, the DepEd also attempted to implement the High School Bridge Program (HSBP) founded on the argument that elementary graduates are not ready for high school education. Graduating elementary pupils were made to take an examination to assess their preparedness and these who fail will undergo extra year in between elementary and high school. The program was not sustained and was abandoned in 2006. Another program undertaken by the CHED called the Pre-Baccalaureate Program or pre-bac applies the same principle as with the HSBP. Those who fail to pass the readiness test for college will undergo a year's preparation or College Bridge Program. In 2006, CHED piloted the program in seven higher education institutions. Modules and training materials were developed, teachers were trained, and 500 students were given financial assistance to undertake pre-bac program.

E. SUMMARY OF ACCOMPLISHMENTS AND POSITIVE PROSPECTS

204. Part D discussed the status of the country's progress vis-a-vis the six EFA 2015 Goals and the specific major policies and programs/projects implemented to achieve them as well as the issues and challenges encountered. In Goal 1,4 and 6, gradual progress has been noted. The country is negative with respect to Goal 2 as all outcome indicators in access are on a decline. In Goal 3 and 5, there seems to be no progress.

205. The table below shows in a nutshell the EFA 2015 accomplishments with 2000 as baseline.

Table 20. Summary Matrix on the Philippine Progress Towards EFA 2015 Goals (2001-2006)

<table>
<tr><td rowspan="2">EFA 2015 Goals</td><td colspan="2">Indicators</td></tr>
<tr><td>Baseline</td><td>Latest</td></tr>
<tr><td>1. Expanding and Improving early childhood care and education</td><td><u>2001</u>
GER in ECE: 17.86%

Percentage of
Grade 1 with ECE Experience:
55.81%</td><td><u>2005</u>
GER in ECE: 20.53%

Percentage of
Grade 1 with ECE Experience:
60.72%</td></tr>
<tr><td>2. Ensuring that by 2015 all children have access to and complete, free and compulsory primary education of good quality</td><td><u>2001</u>
NER : 96.77%
GER : 109.85%
NIR : 40.83%
GIR/AIR : 130.40%</td><td><u>2005</u>
NER : 84.44%
GER : 101.13%
NIR : 35.81%
GIR/AIR : 115.39%</td></tr>
<tr><td>3. Ensuring that the learning needs of all young people and adult are met through equitable access to equitable learning and life skills programs</td><td>(BLP-LSCS only)
No. of Learners : 58,360
No. of Completers: 6,791</td><td>(BLP-LSCS only)
No. of Learners: 38,563
No. of Completers: 32,754

19% of 15 yrs old and above that availed of literacy and Life skills Training Programs</td></tr>
<tr><td>4. Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults</td><td><u>1994 FLEMMS</u>

Simple Literacy : 93.9
Male 93.7
Female 94

Functional Literacy 83.8
Male 81.7
Female 85.9</td><td><u>2003 FLEMMS</u>

Simple Literacy 93.4
Male 92.6
Female 94.3

Functional Literacy 84.1
Male 81.9
Female 86.3</td></tr>
<tr><td>5. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender quality in education in 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality</td><td><u>2000</u>
Parity Index (Female/Male)<table><tr><td></td><td>Elem</td><td>Sec</td></tr><tr><td>NIR</td><td>1.07</td><td></td></tr><tr><td>GIR/AIR</td><td>0.94</td><td></td></tr><tr><td>NER</td><td>1.01</td><td>1.11</td></tr><tr><td>GER</td><td>0.99</td><td>1.08</td></tr><tr><td>CSR</td><td>1.09</td><td>1.12</td></tr><tr><td>CR</td><td>1.09</td><td>1.13</td></tr><tr><td>Achievement</td><td>-</td><td>-</td></tr></table></td><td><u>2005</u>
Parity Index (Female/Male)<table><tr><td></td><td>Elem</td><td>Sec</td></tr><tr><td>NIR</td><td>1.23</td><td></td></tr><tr><td>GIR/AIR</td><td>0.94</td><td></td></tr><tr><td>NER</td><td>1.02</td><td>1.18</td></tr><tr><td>GER</td><td>0.98</td><td>1.09</td></tr><tr><td>CSR</td><td>1.15</td><td>1.19</td></tr><tr><td>CR</td><td>1.16</td><td>1.24</td></tr><tr><td>Achievement</td><td>1.07</td><td>1.05</td></tr></table></td></tr>
<tr><td>6.Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills</td><td>Achievement Level :

Elem: 51.73
Sec: 53.39</td><td>Achievement Level

Elem : 54.66
Sec: 44.33</td></tr>
</table>

206. Behind the discouraging and sluggish overall performance of the Philippines towards the achievement of EFA 2015 Goals, there are still a few positive developments that might help hasten improvement for the last half of the EFA 2015 period.

207. Foremost is the convening of the National EFA Committee (NEC) late in 2006 to oversee the national implementation and monitoring of the Philippine EFA 2015 strategies and programs. The NEC is a forged alliance among all concerned sectors represented by 23 organizations and institutions that include two umbrella organizations from the NGOs (Education-Network) and the business sector (League of Corporate Foundations), concerned National Government Agencies, local government executive organizations, regional organizations (SEAMEO-Innotech and UNESCO National Commission) and NGOs. The alliance is formalized by a memorandum of understanding (MOA) signed by all representatives. It outlines the specific responsibilities and commitments of each member organization/agency. The NEC is chaired by the DepEd Secretary and the DepEd shall serve as the national secretariat.

208. The DepEd has also released a draft Program Implementation Plan (PIP) for the various doables that took off from BESRA. It will be the agency's official guide in carrying out programs and institutional actions in order to achieve the country's Education for All objectives by 2015. The first part of the PIP includes those actions identified and specified as of 2006 for implementation in the period of 2007 to 2011 and centering on the institutionalization of SBM. New knowledge, better information and changes in conditions will bring forward other additional important actions to increase chances of achieving EFA 2015 objectives. These will require updating of the Plan on an annual basis. The risk, however, lies on the stability of political climate. Anytime, a new DepEd secretary may be appointed and she or he may not support current plans. The current popularity of decentralization favors the SFI and SBM strategies to improve the performance of the basic education system. Moreover, ongoing support from the donor communities and civil society should encourage a new education leader to continue accomplishments gained as in the past couple of changes in leadership.

209. The DepEd should be decisive in terms of investments and at the same time cautious on perpetuating dependence on external funding. At present, the PIP rests heavily on two external funding: budget support World Bank under the National NPSBE Project and Proceeds from new and the anticipated additional grants from AusAid for 2007-2011 for basic education through a Trust Fund administered by the World Bank. However, the Plan covers specific actions which include institutionalization of specific actions beyond the period of World Bank and AusAID financial support. The other sources for the PIP are the annual expenditure budget of DepEd under each year's General Appropriations Act (GAA), expenditures from various Special Education Funds and other fund sources of cooperating LGUs, various basic education initiatives and assistance funded by private sector and institutions under the Adopt-A-School legislation or solely from philanthropic, charitable or social responsibility motivations. The effectiveness of generating funding from the last two sources depends on DepEd's advocacy and mobilization.

210. On the issue of teacher quality, the DepEd is committed to a quality system of public education that prepares young people for participating in Filipino society. This involves providing schools with teachers who could help students develop the attitudes and abilities required to function effectively in an environment that is changing rapidly in many different ways. The DepED has commenced the implementation of a Teacher Education Development Program (TEDP) that conceptualizes a teacher's career path as a continuum that starts with entry to a teacher education program and concludes upon the teacher's retirement. The TEDP will address each stage of this continuum as an integrated part that is linked closely to preceding and ensuing elements.

211. A key element in the Program is the establishment of a set of Competency Standards for Teacher Performance so that teachers, pupils and parents are able to appreciate the complex set of behaviors, attitudes and skills that each teacher must possess to perform their roles and responsibilities satisfactorily. The set of competencies is incorporated in a Teacher Performance and Development Framework based upon the core values of Filipino teachers and on the principles of effective teaching and learning. The framework is divided into seven domains that

represent the desired features of the teaching and learning process. These domains incorporate a series of strands of desired teaching performance statements which also serve as observable indicators on the quality of a teacher's performance. The seven domains are: Social Regard for Learning, Learning Environment, Diversity of Learners, Curriculum, Planning, Assessing and Reporting, Community Linkages and Personal Growth & Professional Development.

212. Each of these domains will be expanded as part of a Set of Competency-based Teacher Standards that will lead in turn to a National Teacher Performance & Development Framework. This framework will allow teachers to self-assess their own performance against the Competency Standards in order to identify areas of strength as well as areas that need to be developed further in order for them to function more effectively. Some of the doables under the TEDP are expected to be implemented through the NPSBE.

213. To promulgate an official instrument on "good teaching" that is acceptable to the main stakeholders (the public schools and the suppliers of teachers, CHED and Teacher Education Institutes), a National Competency-Based Teaching Standards (NCBTS) was formulated through the BESRA key reform area. This framework will serve many development purposes such as improvement of preservice teacher curriculum, in-service teacher training, and performance appraisal. It will also utilize and improve the licensure system and teacher manpower planning, hiring and deployment. A new TE curriculum was also implemented in 2005. This features more relevant and longer experiential learning courses and integrating recent developments in basic education such as ALS, multigrade teaching, and basic education curriculum.

214. Effective communication across the system has been one of the major challenges in the country's agenda for decentralization of management and delivery of basic education services. In the past, policies and instruction from the central office were sometimes interpreted differently or viewed as capricious by the field offices due to insufficient explanation and lack of proper appreciation. Improving the lines of communication becomes critical with the implementation of RA 9155 and the various related specific issuances to effect a more decentralized management. With the availability of information, communication and technology (ICT), the archipelagic

characteristic of the Philippines can no longer be an excuse for poor communication. Connecting the field offices to the central office through e-mail, phone and the Internet, as well as visits and dialogues between and among top officials at the central office and the field officials down to the teachers, are among the activities being carried out to complement existing policy reform initiatives. However, an ICT infrastructure will require huge investments for the government. The DepEd is now implementing a modernization program that involves equipping field offices with computers and Internet connectivity to facilitate faster communication. It also has in its pipeline a major project (funded through loan from the Peoples' Republic of China) to install ICT infrastructure with the schools in remote areas as priorities. This project is envisioned fully harness ICT for learning and teaching processes. The ICT-based instructional packages aim to benefit 50 percent and 95 percent of all public elementary and public secondary schools, respectively.

F. POLICY CONCLUSIONS

215. The present policy environment in the Philippines is conducive for reforms that would bring about results supportive of the EFA 2015 Goals. The Philippines was able to put in place policies and the strategies to improve governance of basic education. Moreover, the shift to results/outcome-focused planning and budgeting is a timely initiative. Senior officials recognize the importance of the country's commitment to EFA which has endured through changes of top officials. There is also a strong history of commitment to basic education among the Filipinos. Another strong point in the policy environment in the Philippines is the recognition of the role the civil society and the private sector as partner to the government to achieve basic education objectives.

216. However, achieving the EFA goals by 2015 cannot be assured at the rate the government is moving and by the state of declining performance of the basic education system. The Philippine EFA 2015 Action Plan took six years to be crafted and adopted and is now in the most crucial stage of implementing and sustaining the momentum of cooperation towards operationalizing the reforms espoused by the Plan. But first, it has to introduce drastic measures to reverse the

declining trend showed by basic education outcome indicators and set the wheel rolling towards the direction of EFA goals. It should be able to rapidly decrease drop-out rate in primary and secondary school through effective measures.

217. To operationalize these new set of policy reforms, the government has to take heed of the lessons from the past interventions involving foreign assistance. The tendency for the basic education sector to be oversubscribed with foreign-funded projects may result in further fragmentation and duplication. Likewise, the lack of determination to sustain and mainstream worthwhile innovations from the previous programs assisted by donors and the inability to maximize gains from them mean wasted investments, time and other resources.

218. The government must take advantage of the active involvement of the civil society, private sector and the LGUs. Mobilizing domestic resources for better basic education outcomes should substantially reduce dependence on foreign funding, especially loans. More efficient collection and strategic utilization of the SEF can substantially complement national financing of basic education inputs. A stronger partnership with the private sector, especially the business sector through their corporate social responsibility programs, can significantly increase financial and other forms of support. A more rationalized national financing of education, such as freeing some resources being given to tertiary education and rechanneling these to basic education, is also in order.

219. Another necessary step that the government must pursue is forging a consensus on the roles of the formal education and the ALS in order to improve complementarity between the two subsystems. Improved collection and updating of data is needed by basic education's monitoring and evaluation systems for better and more cost-effective use by all stakeholders. The system also needs to integrate mechanisms that will facilitate timely and accurate collection of data from the private schools as well as incorporate data on ALS services.

220. Another challenge faced by the Philippine basic education system concerns being able to capitalize on proven effective innovations such as the ESCS and Multigrade and invest in their expansions. However, decisions in the education sectors are, more often than not, tainted with

political agenda. The ESCS, for example, is an efficient alternative to the building of schools, hiring and training of teachers, managing and supervising spending at the local levels and other aspects of quality assurance in the delivery of basic education. The government could realize substantial savings that can be channeled to wider and cost-efficient outreach of basic education and improve its quality. As such, the planning of educational services that will be purchased should account for regular school/learning center mapping including the availability of private schools as potential partners and service providers.

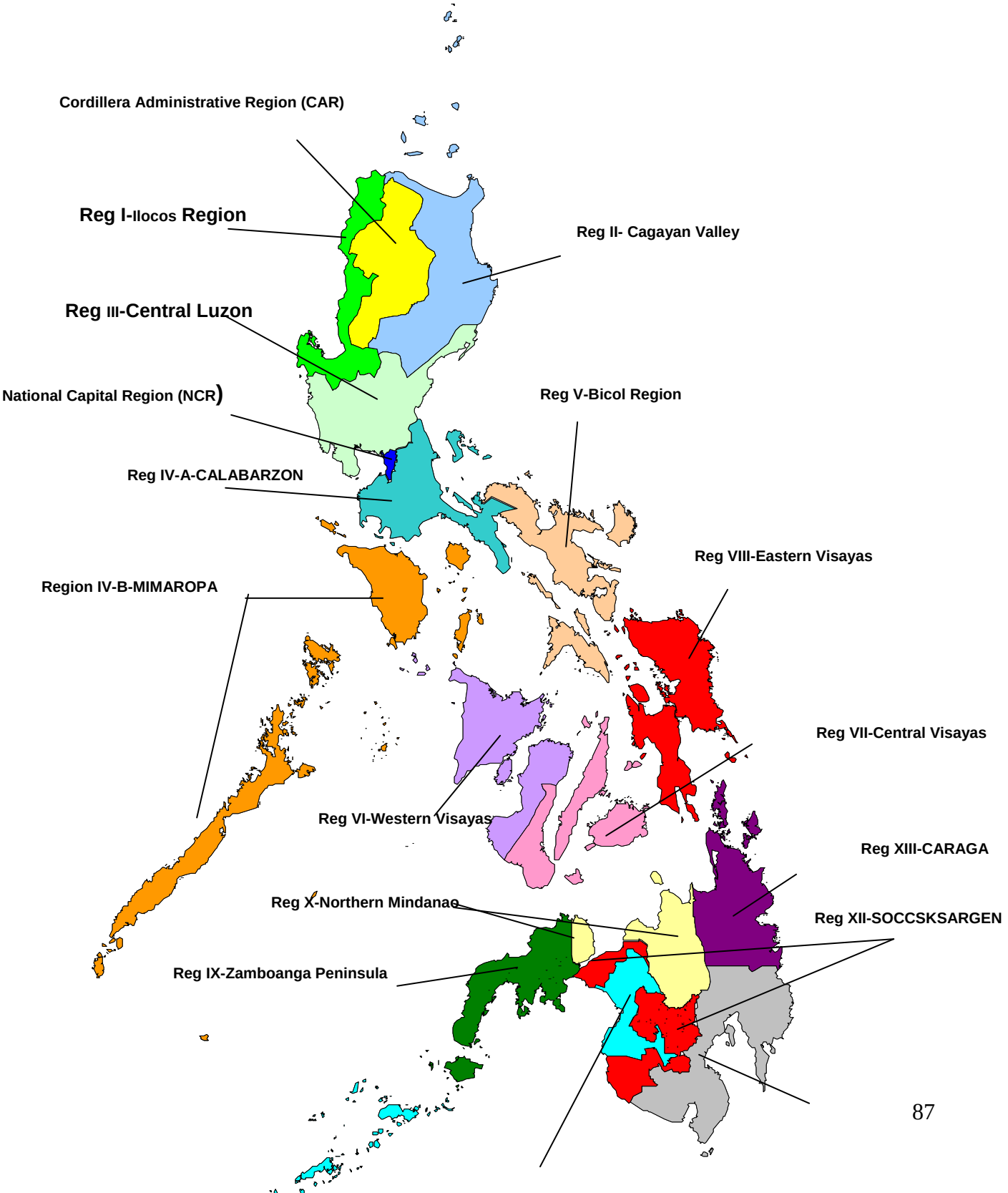
221. From a macro perspective, the government must implement a more aggressive population control and family planning program. At the backdrop of the discouraging performance on access, the elementary age population alone increases at an average growth rate of 2.3 percent or around 287,394 children every school year. With the current resources available, the Philippines will always be hard-pressed to catch up. Moreover, minimal gains may be achieved in terms of equity but the quality may be compromised. High population growth rate and tight fiscal situation contribute to the low education outcome (World Bank 2005).

222. Finally, the government must go back to social marketing and information dissemination among the parents, communities, politicians and all other key stakeholders about the long-term benefits of foundation education and the country's commitment to EFA Goals. Advocacy about the policy reforms, programs and projects remains a reliable strategy.

223. Overall, concrete results from policy reforms and the supporting programs and projects geared towards empowering field education leaders and formulating field education plans are yet to be seen. Not much progress have been noted five years after the passing of RA 9155 in terms of yielding better basic education outcomes. In fact, access indicators in both elementary and secondary education show declining trends. The challenge, however, is to accelerate the implementation of SBM building on the tested models in major investments, especially TEEP. The first half of the Global EFA 2015 period will soon be over and the Philippines may find itself grappling with not-so encouraging performance. Negative policy circumstances and lack of political consensus are likely to undermine progress in fiscal and public sector reforms.

Attachment 1

Regional Map of the Philippines



Attachment 2

Autonomous Region of Muslim Mindanao (ARMM)

FUNCTIONAL LITERACY

A range of skills and competencies – cognitive, affective and behavioral – which enables to:

- live and work as human persons
- develop their potentials
- make critical and informed decisions
- function effectively in society within the context of their environment and that of the wider community (local, regional, national and global) in order to improve the quality of their life and that of society.

Major Indicators of Functional Literacy
(Adopted by the Literacy Coordinating Council in May 2002)

Communication Skills	Critical Thinking and Problem Solving	Sustainable Use of Resources/ Productivity	Development of Self and a Sense of Community	Expanding One's World Vision
Ability to clearly express one's ideas and feelings orally and non-verbally	Numeracy skills	Ability to earn a living	Self-development -self-awareness -self-discipline -sense of responsibility -self-worth Self-realization *-may paninindigan (principled, consistent)* *-pagbabagong-loob (open-minded, open to ideas and change)*	Knowledge, acceptance, respect and appreciation of diversity
Ability to listen	To be open to change	Sustainable use of resources (including time) and appropriate technology	*Pakikipagkapwa (fellowship)* *-pakikilahok (participation)* *-pakikiisa/kapatiran (unity, cooperation, camaraderie)*	Peace
Ability to read, comprehend and respond to ideas presented	To be aware of options	Entrepreneurship	A sense of personal and national identity *-makatao (humane)* *-makabayan (nationalist/patriotic)* *-makakalikasan (environment/ nature-friendly)* *-maka-Diyos (Godly, pertains to God or religion)*	Nonviolenet resolution of conflicts
Ability to write clearly one's ideas and feelings	Ability to make critical and informed decisions	Productivity	Knowledge of one's history, pride in one's culture and respect for those of others	Global awareness, interdependence and solidarity
Ability to access and utilize available basic and multimedia	Innovativeness and creativity			

information				
	Scientific thinking			
	Future orientation			

In Italics: with loose translation or related approximate English words

List of References

Published

Asian Development Bank (2005) Poverty in the Philippines: Income, Assets and Access. ADB Publications, Manila.

Asian Development Bank and World Bank (1999) Philippine Education for the 21st Century. The 1998 Philippines Education Sector Study (PESS). Manila

Department of Budget and Management – Republic of the Philippines (2006) Organizational Performance Indicator Framework, FY 2007 Performance Budget of 20 Departments: Reforming Philippine Expenditure Management. Manila

National Economic and Development Authority (2006) The Philippine 2005 Socio-Economic Report

Maria Luisa Caniesco Doronilla (1995) Contexts, Constraints and Possibilities of Functional Literacy in Marginal Philippines Communities. UNSECO Institute of Education, Hamburg.

National Statistics Office (2003) Functional Literacy, Education and Mass Media Surveys. NSO, Manila

National Statistics Office (1994) Functional Literacy, Education and Mass Media Surveys. NSO, Manila

Presidential Commission in Educational Reform (2000) Philippine Agenda for Educational Reform: The PCER Report. PCER, Manila

Republic of the Philippines (2004) The Medium-Term Philippine Development Plan 2005-2010. Manila

Republic of the Philippines (2005) Functionally Literate Filipinos: An Educated Nation (National Action Plan to Achieve Education for All by the Year 2015. Manila

UNESCO (1996) Learning: The Treasure Within, Report to the UNESCO of the International Commission on Education for Twenty-first Century. Paris

World Bank (2005) Country Assistance Strategy for the Philippines 2006-2008. World Bank, Washington DC

Republic of the Philippines (1995) Social Development in the Philippines: Vision, Challenges and Imperatives. Manila. (Philippine National Report to the World Summit on Social Development held in Copenhagen, Denmark in March 1995)

Unpublished

Jeanne Frances I. Ilo (2005) Official Development Assistance (ODA) Coordination in the Philippines.

National Economic and Development Authority (2007) The Philippine 2006 Socio-Economic Report.

National Statistics Office (2003) Family Income and Expenditure Survey.

Norman LaRocque (2004) Public Private Partnerships in Education: A Case Study of the Philippines (A Report Prepared for the World Bank).

World Bank (2006) National Program Support for Basic Education Project, Project Appraisal Document.

Literacy Coordinating Council (2006) Analysis of the 2003 Functional Literacy, Education and Mass Media Survey (FLEMMS).

Dina Ocampo (2006) Formulation of the National Learning Strategies for the Filipino and English Languages (Policy Paper for the BESRA Key reform Thrust No. 3).