

Basic Education Sector Transformation (BEST)

End-of-Program Evaluation (EOPE) Study

January 2021

Prepared by:



An Australian aid initiative implemented by
Quality Education Design – Aptissimi Development Innovations Inc. (QED-ADII) Partnership
on behalf of the Australian Government

Dedication

We recognize that while we were completing this Report, our fellow Filipinos and citizens of other nations were struggling with the COVID-19. It seemed callous that we went about our business as people around us suffered and died.

We therefore dedicate this Report to all the men, women and children, *frontline workers or not*, who have died within the period of the completion of this Report.

May your souls rest in peace.

11 May 2020

Disclaimer

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The EOPE Team

The BEST Program End-of-Program Evaluation Team consisted of the partnership between Quality Education Design (QED) Co. and Aptissimi Development Innovations, Inc. (ADII) (see Annex Z Composition of EOPE Study Team).

Quality Education Design (QED) Co. is a Manila-based learning ecosystems design group founded in 2013 to take on a contract to set up and develop a system of basic education schools for a property developer in the Philippines (Cavite). QED co-create systems that are built on *empowered leadership, operational efficiency, and purposeful learning*. QED's mission is to *design learning ecosystems as the heart of Philippine communities* with the end goal of building *a nation of learners, pioneers, and agents of change — one community at a time*. QED's CEO has been working with the Department of Education under various consultancies and was a former Undersecretary for Finance.

Aptissimi Development Innovations, Inc. (ADII), is a non-stock, non-profit organisation organised in the Philippines in 2009 by five development managers who shared the advocacy of “using business solutions for development problems” to enhance the practice of development management. Aptissimi works with government agencies, NGOs and private sector groups in the areas of strategic planning, project management and monitoring and evaluation. ADII’s President was a former adjunct faculty of the Asian Institute of Management and has had extensive experience in project development and management, program evaluation and gender and development (GAD).

Glossary, Acronyms & Abbreviations

Glossary, Acronyms & Abbreviations	
ACTRC	Assessment, Curriculum and Technology Research Center
ADII	Aptissimi Development Innovations Inc.
ALS	Alternative Learning System
AP	Annual Plan
AR	Action Research
BEMEF	Basic Education Monitoring and Evaluation Framework
BESRA	Basic Education Sector Reform Agenda
BEST	Basic Education Sector Transformation
BHROD	Bureau of Human Resource and Organizational Development
BLEPT	Board Licensure for Professional Teachers
C&A	Curriculum and Assessment
CARB	Classroom Assessment Resource Book
CC	Classroom Construction
CHED	Commission of Higher Education
CI	Continuous Improvement
CIPP	Context, Input, Process, and Product
CO	Central Office
COT	Classroom Observation Tool
DEPED	Department of Education
DFAT	Department of Foreign Affairs and Trade
DID	Difference-In-Differences
D.O.	DepEd Order
DO	Division Office
EBEIS	Enhanced Basic Education Information System
EOPE	End-of-Program Evaluation
EOPO	End-of-Program Outcomes
FGD	Focal Group Discussion
GAD	Gender And Development
GEDSI	Gender, Disability And Social Inclusion
GFPS	Gender Focal Point System
GRBE	Gender-Responsive Basic Education
ICT	Information and Communications Technology
IE	Inclusive Education
IPED	Indigenous Peoples Education
KAU	Knowledge, Access, Usefulness
KAUQ	Knowledge, Access, Usefulness, Quality
KII	Key Informant Interview
KRT	Key Reform Thrusts
L&D	Learning And Development
LAC	Learning Action Cells
LGU	Local Government Unit
LIS	Learner Information System
LR	Learning Resources
LSB	Local School Boards
M&E	Monitoring And Evaluation
MEA	Monitoring, Evaluation, and Adjustment
MTB-MLE	Mother Tongue-Based Multilingual Education Program Implementation
NAT	National Assessment Test
NEAP	National Educators Academy of the Philippines
NTOT	National Training of Trainers
OD	Organization Development
OU	Operating Unit
P/SH	Principals and School Heads
PBE	Philippine Business for Education
PBS	Planning and Budgeting Strategy
PBSP	Philippine Business For Social Progress
PCW	Philippine Commission on Women
PDD	Program Design Document
PDET	Positive Discipline for Everyday Teaching
PMC	Program Management Committee
PPMES	Policy, Planning, and Monitoring and Evaluation Systems

Glossary, Acronyms & Abbreviations	
PPST	Philippines Professional Standards for Teachers
PRIMALS	Pedagogical Retooling In Mathematics, Languages, and Science
PRIME-HRM	Program to Institutionalize Meritocracy and Excellence in Human Resource Management
PSC	Program Steering Committee
PSCO	Program Support and Coordinating Office
PSIP	Public-Private Partnership for School Infrastructure Project
PTA	Parents-Teachers Association
QA	Quality Assessment
QED	Quality Education Design
RATPLAN	Rationalization Plan
RCTQ	Research Centre for Teacher Quality
REESI	Relevance, Effectiveness, Efficiency, Sustainability, and Impact
RO	Regional Office
RPMS	Results-Based Performance Management System
SAT	Self-Assessment Tool for Teachers
SBAC	Special Bid and Awards Committee
SBM	School-Based Management
SCP	Special Curriculum Program
SGC	School Governance Council
SIP	School Improvement Planning
SMART	Specific, Measurable, Attainable, Realistic, Timely
SPED	Special Education
SRC	School Report Card
SY	School Year
TEACH	Teacher Education Assistance for College and Higher Education
TEC	Teacher Education Council
TEI	Teacher Education Institutes
TIP	Teacher Induction Program
TOT	Training of Trainers
TPQI	Teacher Pre-Service Quality Improvement
TQC	Teacher Quality Circle
TPTE	Technical Panel for Teacher Education
TWG	Technical Working Group
UISS	Unified Information System and Sub-System

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- Annex Z. Composition Of Evaluation Team*

Executive Summary

The three key reforms that undergird the success of the BEST Program, are the Philippine Professional Standards for Teachers (PPST) (*and the PPST-aligned tools*), the Curriculum and Assessment (C&A) (i.e., *the K-12 Curriculum Guides and Classroom Assessment*) and the School Based Management (SBM) reforms, (*especially the introduction of the School Improvement Planning policy*). If expanded to five, the Learning & Development System (i.e., *the use of Learning Action Cells and Action Research for teacher professional development*) and the Unified Information System and Sub-Systems (UISS) (i.e., the Enhanced Basic Education Information System (EBEIS) and Learner Information System (LIS)) would complete it. These are the irrefutable findings of this EOPE Study¹.

This conclusion was not derived from a cost-effectiveness analysis of the 10 key BEST program interventions reviewed, nor a statistical analysis of planned vs. actual outputs. As the report lays out in subsequent sections, the BEST Program missed several opportunities to boost its efficiency and effectiveness. The importance of the reforms lies in the extent of the transformation in the knowledge and practices they engendered among key actors in the basic education sector, particularly the school principals and teachers.

The statement on the importance of those three to five interventions also does not in any way diminish the other significant interventions of the program (such as the Policy, Planning, and Monitoring and Evaluation Systems (PPMES) and the classroom construction). It does, however, bring to light the reality that many activities were conducted through the BEST program, which failed to transform practice.

The BEST Program set out to accomplish lofty goals to transform the Philippine basic education sector in general, and the DepEd in particular. It was beleaguered by many challenges right from the very start, from political to financial to organisational, which inexorably reduced program efficiency and effectiveness.² These challenges were all mirrored

¹ EOPE Study refers collectively to the 2019 EOPE Study and the 2020 Follow-Up Study

² Refer also to Section 3.6

in the difficulties encountered in evaluating the program. Yet unarguably, the BEST Program produced reforms that were transformative and enduring.

Background

The BEST Program was initially conceptualised to be a 12-year program but a decision was taken in 2017 to reduce the implementation period to five years (2014 – 2019). The BEST Program was the 11th education partnership between the Governments of the Philippines and Australia and was originally touted as the largest education program assistance in terms of funding and scope. The Technical Assistance grant was strategically positioned to support the impact of two comprehensive reforms in the basic education sector – the implementation of the Rationalization Plan (a comprehensive restructure of the Department of Education to improve operational efficiency) and the shift to the Kindergarten to Year 12 (K to 12) Program (the addition of three years to the Philippines previously ten-year education system). The objectives of the BEST Program were basically to assist the Philippine government in enhancing the quality, access and delivery of basic education, while supporting the implementation of the K to 12 school system.

The BEST Program design framework which was intended for a 12-year implementation period was to be conducted in two phases of six years each. The three End of Program Outcomes (EOPOs) for the first six-year phase were:

1. More children are able to demonstrate improved mastery of curriculum competencies (in English, Mathematics and Sciences) and difference in learning outcomes for boys and girls are reduced in target areas (EOPO1).
2. More boys and girls participate and complete a basic education in target areas (EOPO2).
3. DepEd is better able to deliver basic education services that are more gender responsive and inclusive; and with greater decentralisation of management and accountability to the field offices and schools (EOPO3).

The Program's duration was implicit in its Theory of Change, in that it initially intended to pursue a foundational outcome (EOPO3) before the other EOPOs. Prior to and during

program implementation, a range of external factors – political and financial, resulted in the reduction of the Program duration to a little less than five years as well as reduction in funding. This necessitated a couple of revisions to the program’s Theory of Change during implementation.

The Program was considered a national program, i.e., its interventions were directed primarily to support reform initiatives at the Central Office (which were intended to be implemented on a national scale). Six regions were selected as pilot implementation regions: Region V – Bicol; Region VI – Western Visayas; Region VII – Central Visayas; Region VIII – Eastern Visayas; Region X – Northern Mindanao; and the National Capital Region (NCR). In practice, however, implementation was more diffuse, because all regions and schools benefited from many of the program’s interventions, which were rolled out nationally when policies formulated at the Central Office were issued and promulgated.

This End-of-Program Evaluation (EOPE) Study was commissioned by the Facilitating Contractor of the BEST Program to assess the results of program implementation, assess performance of the various program interventions and consolidate lessons learned. The EOPE Study did not cover the entire BEST Program but was limited to ten key program interventions identified in the Request for Tender. The EOPE Study addressed five key evaluation questions:

1. *To what extent and how, did the BEST interventions increase the number of children able to demonstrate mastery of curriculum competencies in Filipino, English, Math and Science in target areas?;*
2. *To what extent and how, did BEST interventions reduce the differences in learning outcomes for boys and girls in target areas?;*
3. *To what extent and how, did BEST interventions increase the number of boys and girls participating and completing basic education in target areas?;*
4. *To what extent and how, did BEST interventions improve DepEd’s ability to deliver inclusive and responsive basic education services with greater decentralisation of management and accountability to the field offices and schools?; and*
5. *What factors facilitated and hindered the achievement of the EOPOs and intermediate outcomes?*

The EOPE Study was conducted from February to May 2019. Due to time constraints, the field data gathering was conducted by eight evaluation teams working simultaneously – two at the national level and one each in the six BEST supported regions. The EOPE Team engaged 12 Operating Units (OUs) at the Central Office, six Regional Offices, 14 Division Offices and 39 principals and 193 teachers from 106 schools. The Team conducted 60 focus group discussions and 25 key informant interviews and administered survey questionnaires to more than 250 respondents.

Key Findings

On Student Mastery (EOPO1)

The limited data obtained from schools precluded the planned difference-in-difference panel regression analysis (Panel DID Regression), which would have enabled generalisation of findings on learning outcomes to all the BEST Program supported schools. The results, therefore, only apply to the 25 schools for which full data sets were available. The results revealed that the overall effect of the BEST Program interventions was not statistically significant in increasing average grades of students³ across all year levels. Stated differently, there was not sufficient evidence to say that the BEST Program interventions improved the average grades of students in BEST Program supported schools. The main reason cited was the recency of program interventions, which did not allow time for transformation to occur.⁴

The EOPE Study found that all the BEST Program interventions were relevant in the context of the Philippine education sector as well as in terms of the development strategies of the Australian Government.

The EOPE Study found no significant evidence of the attainment of EOPOs 1 and 2. However, there was some evidence of the attainment of EOPO 3 (refer also to Table 12). Moreover, while evidence of the attainment of the EOPOs and Intermediate Outcomes were not significant, there were several corroborations of attainment of Immediate Outcomes (refer

³ Which is an indicator of Student Mastery

⁴ School-level Interventions only started in 2018

also to Table 13). However, some interventions contributed more than others to program outcomes, and some interventions may be more sustainable than others.

Curriculum and Assessment was found to be the most Highly Relevant Program intervention leading to improvement of student mastery of the curriculum. Sustainability was also highest on this intervention.

The EOPE Study found that reforms intended to improve the capacity of teachers to support students' mastery of the curriculum demonstrated very high potential but these were tempered by the manner with which the teacher training was delivered through a cascade model, reducing its efficacy. The experience of the 'cascading' of the PPST-aligned Results-based Performance Management System (RPMS) tools and the application of Learning Action Cells (LACs) also both illustrate this point.

In contrast, the EOPE Study found that the PPST-aligned Classroom Observation Tool introduced through the BEST program was a reliable tool for assessing teacher performance in the classroom.

The rush to drive reforms down to school level appeared to have been a response to a recommendation of the Implementation Progress Review undertaken on the BEST program in 2017. However, the shift to school-level implementation might have been too sudden (downloading of interventions peaked in 2018), and overwhelmed principals/school heads and teachers. The cost of this rush was borne by the students.

The EOPE Study also found that the BEST program made significant contributions to development of teaching materials, namely the 12 curriculum guides and the classroom assessment tools. However, some of the teaching and learning materials were not widely used simply because of the high cost it exacted on teachers (to access these from DepEd's online Learning Resources Portal) and the relative ease of accessing alternatives (from other social media platforms). On the other hand, the K to 12 curriculum guides and the classroom assessment tools, which did not have substitutes, were widely utilised.

On Student Participation (EOPO2)

School-based Management (or particularly the School Improvement Plan) was found to be the most Highly Relevant BEST program intervention leading to the improvement of student participation. It was also the intervention with the highest likelihood of sustainability.

In terms of student participation, data from DepEd (taken from the EBEIS) revealed that there were significant increases in the number of students enrolled in basic education in the six BEST supported regions and the trend was evident for both males and females. However, the Study could not find solid evidence that this increase was due to the BEST Program interventions.

The EOPE Study found that the 288 “disaster-resilient, gender-sensitive and disability accessible” classrooms constructed by the BEST Program and in 82 schools in the BEST supported regions (80 per cent of which were per cent in rural areas) provided sufficient evidence of the contribution to providing education facilities that were built within appropriate standards and in the right places. However, it was not possible to associate the increased student participation with the additional classrooms provided through the BEST Program.

The EOPE Study also found that the various capacity building interventions on formulation of the School Improvement Plans and the development of the SIPs themselves were critical in moving towards increased student participation and completion. Although the actual assessment of the SIPs was not undertaken during Program implementation, the likelihood that it will be done is high. The evidence is the completion of the SIP Quality Assurance Tool, which can be used to assess SIPs and collect evidence on their adherence to the policy (44, s. 2015) on eSIPs and School Report Cards. There remains a high demand for capacity building on School Based Management from schools.

In terms of Gender Responsive Basic Education (GBRE), the Study found different perspectives. On the one hand, some survey respondents (Division Offices and schools) noted that they were already undertaking various interventions on GRBE without assistance of the BEST Program. They stated that the Commission on Audit (COA) was the primary driver for the implementation of GRBE-related activities at the Division Office and school levels since COA reviews Gender and Development (GAD) Plans prior to approval of budgets. On the

other hand, some survey respondents said that the issuance of the GRBE Policy levelled their understanding of the concept in the context of basic education and guided their succeeding GRBE activities.

On Enhancing DepEd capacity on Planning (EOPO3)

Although all three Program interventions under this EOPO (PPMES, UISS and OD) were found to be relevant, UISS was the most significant BEST program intervention contributing to EOPO 3. It was also the intervention with the highest likelihood of sustainability.

The EOPE Study found that *DepEd's ability to deliver inclusive and responsive basic education services with greater decentralisation of management and accountability to the field offices and schools* significantly increased with the support of the BEST Program, although levels of capacity increases varied by Operating Units (OUs) and by Region and Division Offices.

Unquestionably, the capacity of DepEd to undertake evidenced-based planning and monitoring was strengthened with the operationalisation of the EBEIS and LIS. These reforms were uniformly high across all OUs and field units since the sub-systems were available to all. It is clear that the systems are already fully embedded in the DepEd operations, driving strong sustainability.

On the other hand, strengthening of the Gender Focal Point System (GFPS) both at the Central Office and at the field unit levels did not result in significant changes in GAD practices. The EOPE Study Team found that the GFPS at the Central Office was not activated as evidenced by difficulty in identifying any official able to explain the operation of the system. Most of the Region and Division Offices and schools maintained the traditional practice of assigning GAD focal persons (in schools this is added to the responsibilities of the designated teacher). Knowledge of the GFPS (and consequently on the Magna Carta of Women law that mandated it) remained low.

Lastly, the EOPE Study found somewhat of an incongruity in Program implementation. The Program was implemented using a large-scale approach which meant that *"large systems change is a confluence of interventions that aims for total systems change...of how education is crafted and delivered in the Philippines."* However, the Program simultaneously

implemented a pilot testing approach (with the six BEST Regions) while cascading reforms nationwide (through the interventions of the various DepEd OUs). This dispersed implementation approach appears to have contributed to the lack of significant, measurable effects of the Program on the direct recipient schools when compared with the indirect recipient schools.

On Program Governance and Management

The BEST Program experienced significant challenges over its lifetime. The EOPE Study found that the Program was originally well-designed and had appropriate components to support its Theory of Change. It initially also had systems and procedures in the design that would have guided better implementation.

However, the Study found that the program governance and management structures were not fully in place at the start of implementation and were only improved after the results of the Independent Progress Review came out, leaving effectively about 18 months of implementation to finalise all planned deliverables.

Contribution of BEST Program to Intended Outcomes

The EOPE Study did not rate the BEST Program as a whole in terms of its Relevance, Efficiency, Effectiveness and Sustainability (REES) since some Program interventions were excluded from the Study (e.g., Innovation Fund) as well as another segment of the beneficiaries (i.e., secondary schools – the Study focused on elementary schools). Instead, each of the 10 BEST Program interventions were assessed and rated in terms of the extent of their contributions to the Program's three EOPOs and their attendant Intermediate Outcomes (InOs) and Immediate Outcomes (IOs).

Four BEST Program interventions contributed to EOPO1 (Student Mastery), InO1 and its four Immediate Outcomes (IO1 to IO4): L&D System; PPST; C&A; and TPQI (Teacher Pre-Service Quality Improvement).

Curriculum and Assessment was found to be highly relevant and have highly significant contributions to the attainment of Program outcomes. It likewise was gauged as having very

High Likelihood of Sustainability. The L&D System and PPST were both assessed as highly relevant, contributing significantly to Program outcomes. The L&D System was assessed as having a High Likelihood of Sustainability, and the PPST as having a Very High Likelihood of Sustainability. TPQI was rated Relevant, its contribution to Program outcomes considerable and its likelihood to sustain program gains was Moderate.

Classroom Construction, SBM and GEDSI were the three Program interventions designed to contribute to EOPO2 (Student Participation), along with InO2 and IO5 and IO7. SBM was assessed as Highly Relevant and Classroom Construction and Gender Equality, Disability and Social Inclusion (GEDSI) interventions were rated Relevant. SBM and Classroom Construction significantly contributed to Program outcomes but GEDSI's contributions were considerable. SBM had High Likelihood of Sustainability while both Classroom Construction and GEDSI had Moderate Likelihood of Sustainability.

Five Program interventions contributed to EOPO3 (Systemic Reforms), InO3 and its three Immediate Outcomes (IO8, IO9 and IO11): PPMES; SBM; UISS; GEDSI; and OD. The assessments were as follows: PPMES was rated Relevant, with significant contributions to program outcomes, and High Likelihood of Sustainability; UISS was Relevant, with high significant contributions to program outcomes and High Likelihood of Sustainability; and OD was rated relevant, with significant contributions to program outcomes, and High Likelihood of Sustainability.

Conclusions and Implications

From the findings and conclusions, the EOPE Study presents eight implications for the consideration of DepEd and DFAT.

- **Implication No. 1: Give sufficient time for reforms or new practices to mature before assessing its outcomes [DepEd]**

At the time of the EOPE Study, the school and learning outcomes were not yet evident mainly because insufficient time has passed for the reforms to mature. Only immediate outcomes were clearly evident, which were related to increases in

competencies as a result of capability building programs and availability of teaching-learning materials produced with assistance from the Program.

- **Implication No. 2: Focus on responding to the barriers to the sustainability of the reforms [DepEd]**

The EOPE Study found evidence of reforms for which practices were already sustained. However, there were also clear manifestations of hindrances to the attainment of the Program outcomes relative to Student Mastery, foremost of which was the lack of ICT infrastructure (e.g., internet) and capacity (for the older teachers). Since many of the reforms introduced by BEST were ICT-enabled, focusing on these barriers will increase the sustainability of the reforms and thus, the Program's Return on Investment.

- **Implication No. 3: In lieu of the “one-size fits all” approach to systemic reforms, a segmented or strategic approach to reforming systems may increase effectiveness [DepEd]**

Many of the reforms introduced through the BEST Program, such as the PPST and the SBM, were rolled out across all schools. However, the EOPE Study found that some reforms were not appropriate for such a widespread approach and instead could have benefited from a more targeted, strategic approach. Key examples are the Mother Tongue-Based Multilingual Education (MTB-MLE) policy, and Inclusive Education interventions.

- **Implication No. 4: Reinforce capacity of DepEd (ROs/DOs/schools) and external stakeholders in Participatory Planning and Development [DepEd]**

Inherent in the use of the participatory approach to development is supporting capacity of all stakeholders to participate — both external stakeholders and DepEd — to avoid power dominance. Building the capacity of both school stakeholders and DepEd officials in the principles and methods of participatory approaches would reduce tokenism in participation and a range of participatory processes, such as the development of School Improvement Plans, would become more meaningful to the

users. Thus, the conduct of capacity building on the participatory approach to development is critical.

- **Implication No. 5: GEDSI-related reforms must be backed by strong research, led by the GFPS [DepEd and DFAT]**

Similar to the PPST and Classroom Assessments, which benefitted from strong research conducted by RCTQ and ACTRC, the design of future GEDSI-related programs would greatly benefit from such comprehensive studies. These initiatives should be spearheaded by the GAD Focal Point System (GFPS) of DepEd.

- **Implication No. 6: Strengthen both institutional and program/project results-based monitoring and evaluation [DepEd]**

Strengthening results-based monitoring and evaluation undergirds effective evidence-based policy and decision-making, across all governance levels. The evaluation of the BEST Program highlighted large gaps in the practice of M&E both at the institutional level and program level. It is vital that these gaps be addressed.

- **Implication No. 7: Future reforms should propel school principal and teachers to success, and be mindful of not complicating their tasks and roles [DepEd and DFAT]**

For school principals, reforms should help them to balance their roles as leaders and as managers. For teachers, reforms should not contribute to reducing teacher contact time with students. This may be done through better programming (scheduling) of interventions or through strategic focus, i.e., segmentation of recipients of interventions.

- **Implication No. 8: In implementing programs and projects, attention to the tenets and principles of program/project management is indispensable [DepEd and DFAT]**

One of the main reflections in the Study was the lack of an integrative mindset of the Program, resulting in disconnects of the different program interventions and thus failing to capitalise on synergy. Some interventions were implemented independently even if there were complementation. The approach was more project-based than

programmatic. The convergence approach is more strategic. Also, the change management, especially in large systems reforms, is indispensable. Many challenges would be avoided with effective communications and change management interventions.

Implications in the light of the COVID-19 Scenarios

The Study has identified three main reforms that are on track to attaining outcomes and sustainability and two systemic reforms that have a high likelihood of sustainability. The BEST Program was implemented pre-COVID-19. Likewise, the EOPE Study. And although the Follow-Up Study was undertaken during the period of Enhanced Community Quarantine (ECQ), its implications were not integrated into this Report. This addendum provides a quick look at the implications of the BEST Program-assisted reforms in the new normal.

1. PPST-aligned RPMS

The most significant outcome of the PPST from the perspective of the teachers was that it provided them an objective means to assess their levels in DepEd's ranking. The Results-based Performance Management System was redesigned to align with the PPST.

However, the RPMS was based on the old classroom systems where the students go to school daily. With the requirement of social distancing still in place and the likelihood of online classes looms large, the manner of assessing teacher performance, now in a virtual classroom, changes.

Currently, the RPMS does not capture the skills and competencies required for implementing blended learning delivery as well as online delivery. The RPMS, which includes the Classroom Observation Tool can no longer be done at this time and the token inclusion of IT integration will be a limited measure of teacher performance. Thus, a more responsive and relevant RPMS and PPST will have to be developed based on the required competencies and performance of teachers that are required into the new normal.

2. Curriculum and Assessment (C&A)

The current system also has to consider the adjustments that have to be made in the content (curriculum) and in the assessment of student outcomes. The spiral system may be difficult to implement given the different options of delivery and measurement of student learning.

3. School-Based Management (SBM)

The EOPE Study underscored the role of the school principals as the lynchpin or catalyst for change at the school level. They are likewise critical in pivoting the schools to the new normal. A dynamic principal, steeped in the competencies provided in SBM, could usher in a smoother more effective enabling environment to explore contextual possibilities in delivery.

4. Learning Action Cell (LAC) under the Learning and Development System

This has been identified by teachers as the most significant modality in building their capacity. LAC can be used to further enhance competencies of teachers in curriculum, assessment and instructional design given the new normal. The learning has to be in small groups, done in the school system because it will take a long time with large resources required for this initiative to come from the central office.

5. Unified Integrated System and sub-systems (UISS)

For evidence-based decision-making at the division, district and school level, data found in the UISS is critical for the schools to determine what delivery systems will work best given their size, geographical area, resources, technology, among others. The data will be critical in planning how they will adapt and pivot to the new normal.

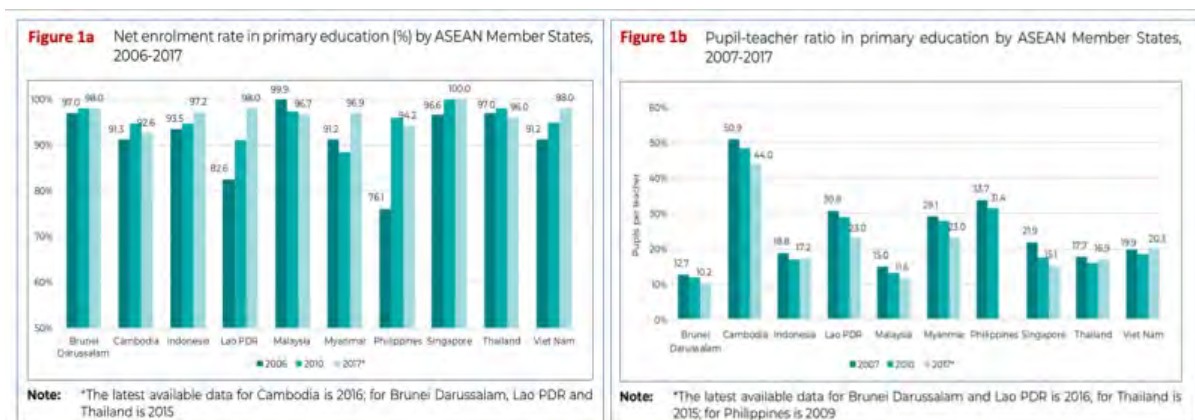
Implications for investments should be along this main direction: preventing the loss of the gains of the BEST Program and enhancing the systems and gains to fit the new normal brought about by the impacts of COVID-19.

1. Background

In 2012, during the design stage of the BEST Program, there were 45,051 elementary schools (37,967 public and 7,084 private) and 9,969 secondary schools (5,262 public and 4,707 private) in the Philippines, spread across the country's more than 7,000 islands. Populating these schools were an estimated 20,438,000 students being taught by approximately 500,444 teachers (358,458 elementary and 141,986 secondary) (BEST, 2012). Compared to several neighboring countries in the ASEAN region, the challenges facing the management of the Philippine education sector was indeed humongous.

For instance, in 2010, the Philippines was ahead of five countries in terms of net enrolment rate in primary education (i.e., Cambodia, Indonesia, Lao PDR, Myanmar and Vietnam) (Figure 1). By 2017, the country was only ahead of Cambodia. In terms of pupil-teacher ratio, the Philippines was only ahead of Cambodia since 2010.

Figure 1. ASEAN Key Education Figures



Source: ASEAN Secretariat. 2019. ASEAN Key Figures 2019. Jakarta: The ASEAN Secretariat.

Moreover, a 2016 World Bank study on basic education service delivery in the Philippines, found that *“the average elementary or high school teacher could answer fewer than half of the questions on the subject content tests correctly”*, which suggests that these teachers *“face significant challenges in teaching a considerable portion of the current curriculum”* (p. xviii). It was noted that *“there are substantial differences in the quality of education services across the Philippines”*. The factors associated with the distribution of quality vary, and there is no

clear and consistent pattern. The (uneven) distribution of education quality reinforces existing inequalities. Significant differences in levels of education spending and the quality of the learning environment exist across regions and provinces.

1.1. Philippine Basic Education Sector

1.1.1. Reforms in the Education Sector

The Governance of Basic Education Act of 2001 (RA 9155) provided the overall framework for decentralisation of education management, focusing on: (i) school head empowerment by strengthening their leadership roles; and (ii) school-based management within the context of transparency and local accountability. It specified the goal of basic education which is to provide the school age population and young adults with skills, knowledge, and values to become caring, self-reliant, productive, and patriotic citizens.

As noted in the BEST Independent Progress Review, “decentralisation” in the Philippine context was one of administrative decentralisation which redistributed decision-making authority and financial and management responsibility among levels of the central government and did not include a real transfer of authority between levels of government. It involved only a shift of responsibilities from DepEd Central officials to those stationed in Regions, Divisions and Schools.

In 2005, the Philippine Government inaugurated a comprehensive policy reform program under its Basic Education Sector Reform Agenda (BESRA) to arrest the significant decline in key education sector indicators, which had begun in the 1990s. The Program included five key reform thrusts (KRTs) directly supporting the objectives of the Philippine Development Plan (PDP): KRT 1: Get all schools to continuously improve; KRT 2: Enable teachers to further enhance their contribution to learning outcomes; KRT 3: Increase social support to attainment of desired learning outcomes; KRT 4: Improve impact on outcomes from complementary early childhood education, alternative learning systems and private sector participation; and KRT 5: Change institutional culture of DepEd to better support these key reform thrusts.

DepEd is the largest government agency in the Philippines and receives the largest budget allocation. It exercises reasonable supervision and regulation of all educational institutions as basic education is not devolved to Local Governments.

RA 9155 or the Governance of Basic Education Act of 2001 provides the overall framework for the governance of the sector following a strategy of decentralisation of education management. This decentralisation centered on the empowerment and the strengthening of the leadership roles of School Heads and the establishment of school-based management within the context of transparency and local accountability. At the beginning of the BEST Program implementation, the entire basic education sector was managed by 28,350 administrative and support staff across 17 regional offices, 198 school divisions, and 2,437 school districts.⁵

1.1.2. The K - 12 Curriculum

Although the shift to the K–12 basic education system was not directly mentioned in the BESRA, it became the centerpiece for education reform in the Philippines in the last six years, spanning two administrations. Prior to K–12, the Philippines was only one of the three remaining countries in the world that had only 10 years of basic education.

With the institution of the K–12 reform, the Philippines education system expanded to 13 years of basic school, i.e., from Kindergarten (starting at age 6) followed by 12 years of basic education consisting of six years of primary education (Grades 1 to 6), four years of Junior High School (Grades 7 to 10) and two years of Senior High School (Grades 11 to 12). The expanded curriculum was expected to provide sufficient time for mastery of concepts and skills, develop lifelong learners, and prepare graduates for tertiary education, middle-level skills development, employment, and entrepreneurship.

These reforms were supported by Republic Act 10157 which made Kindergarten mandatory in order to promote physical, social, intellectual, emotional and skills stimulation and values formation to sufficiently prepare them for formal elementary schooling. Another vital legislative support was Republic Act 10533 or the Enhanced Basic Education Act of 2013,

⁵ Source: Program Design Document

which established the universal kindergarten program, introduced Grades 11 and 12 to high school education in public and private schools and provided a policy for achieving better quality education.

1.2. Basic Education Sector Transformation (BEST) Program

The Australia-Philippines: Basic Education Sector Transformation Program (BEST) was one of three initiatives identified in the Education Delivery Strategy 2013-2023, supporting the shared commitment between the two countries to reduce poverty through improved education service delivery (BEST, 2012).

The Basic Education Sector Transformation (BEST) was the eleventh partnership between the government of Australia and the Philippines and was touted as the largest project in terms of funding and scope. The intentions of the program were geared towards aiding the Philippine government to improve the quality and delivery of basic education by providing technical assistance, infrastructure, materials, small grants, scholarships related to the implementation of the K to 12 system of education.

1.2.1. Program Design

The BEST Program was initially conceptualised to be a 12-year program, but a decision was taken in 2017 to reduce the implementation period to five years (2014 – 2019).

As a Technical Assistance Program, the BEST Program was designed to directly strengthen DepEd's capacity for organisational learning, change management, and research and innovation to inform policy development and implementation. At the same time, it was designed to optimise the interaction of various inputs including provision of the Unified Information System as management tool to aid planning, monitoring and evaluation, and other program interventions.

BEST was a multi-modality program implemented by seven partner organisations, namely:

1. DepEd, as the main beneficiary and strategic lead agency;
2. Philippine Business for Education (PBE) for pre-service teacher scholarships;

3. Philippine Business for Social Progress (PBSP) for construction of educational facilities;
4. Research Centre for Teacher Quality, a research partnership between the Philippine Normal University and the University of New England, for evidence-based advice on teacher quality;
5. Assessment, Curriculum, Technology Research Centre (ACTRC), a research partnership between the University of the Philippines and University of Melbourne, for evidence-based advice on curriculum and assessment;
6. Commission on Higher Education for pre-service teacher development; and
7. Cardno Emerging Markets (Australia) Pty Ltd (Cardno) as the facilitating contractor for the delivery of core program activities and overall program management and monitoring.

In previous large-scale foreign-assisted projects (FAPs), the traditional approach has been to introduce reforms as pilot projects, documenting changes and lessons learned before rolling out these reforms to other parts of the system through Department Orders or DepEd Memos. The formalisation of these reforms through such instruments was the manner by which changes were institutionalised throughout the system. This was the *modus operandi* under previous FAPs such as TEEP (Third Elementary Education Project, World Bank) and SEDIP (Secondary Education Development Program, Asian Development Bank). The sequence followed by such FAPs was as follows: FAP as a pilot (design, testing, documenting in target schools/districts/divisions/regions); Expansion to other schools within the targeted division, region; Preparation of a policy instrument (DepEd Memo or Order); Roll-out across the DepEd system to all regions; and Training and Development (other non-FAP regions).

The DepEd under the leadership of the former Education Department Secretary introduced a different sequence as part of their strategy. Because there was a political mandate from the Philippine President to introduce two additional years to the basic education cycle⁶, the K-12 reform (introduction of Universal Kindergarten and Senior High School (Grades 11 and 12)) became the overarching framework for reforming the basic education system. DepEd took a

⁶ The number one political campaign promise of the former President articulated in his 10-Point education agenda during the presidential campaign (February – May 2010).

practical approach to reforms in DepEd and the entire basic education system.⁷ This was premised on the following management conclusions about the system and the context:

- The Administration had a window of only six years to introduce and put in place structural reforms. This window was actually shortened by one to two years depending on how fast budgetary support could be mobilised for the planned reforms. To meet the Administration's goal, DepEd had to have a more normative approach with a tight timeline.
- In the inventory of partners (and programs initiated by or with partners), the conclusion of the DepEd leadership team was that there were too many partners not collaborating with each other which was pulling the Department in too many directions. The problem was characterised as *"too much piloting"*. Pilot projects were carving up the DepEd space by geography, literally.
- DepEd had a long history of FAPs and policy & program recommendations from these that would benefit the Department, or which had already been used in different parts of the system. What could be expanded and/or institutionalised would be retained. What could not be expanded was dropped.

Thus, DepEd then had no time to engage in time-consuming pilot projects. There were enough lessons from within DepEd and from outside to use to bolster the new reforms. But it also meant a change in the role of FAPs and the sequence of reform. With K-12 as the overarching framework, donor agencies had to *"consult DepEd, listen to our needs and adjust to what the Department needed. The K-12 program was work in progress and we were constantly adjusting our planning, what we were doing. FAPs had to keep up, not dictate the pace"*.⁸

The role of FAPs and the sequence of reform was thus altered:

- An overarching plan and design for DepEd (program design from the center);

⁷ Interview with former Secretary A. Luistro, May 2, 2019, Manila.

⁸ Ibid.

- FAP as budgetary support;⁹
- Prepare policy or instructions (Department Order or Memo);
- Cascade throughout the system;
- Training and Development (Learning and Development); and
- Practice (subject to Monitoring & Evaluation).

Thus, following the logical framework approach, a number of steps were pursued by DepEd to get reforms as widely and as deeply dispersed as possible. Wide dispersal meant spreading reforms across all regions of the country to all types of schools. Deep dispersal meant driving reforms down through three levels below the central office: to regions, divisions and schools. In keeping with the no pilot philosophy, BEST may have identified key regions to focus attention on, but in fact, the reform interventions were rolled out by DepEd across all regions of the country.¹⁰

1.2.2. Program Theory of Change and Results Framework

The BEST Program intended to attain three program outcomes namely:

1. EOPO 1: More children are able to demonstrate improved mastery of curriculum competencies in (English, Mathematics and Science) and differences in learning outcomes for boys and girls are reduced in target areas
2. EOPO 2: More boys and girls participate and complete a basic education in target areas.
3. EOPO 3: DepEd is better able to deliver basic education services, and that are more gender responsive and inclusive; and with greater decentralisation of management and accountability to the field offices and schools.

Thus, two major components were designed to achieve these outcomes. The long-term goals of the Program that would contribute towards the goals of other Australian Government

⁹ According to former DepEd Sec. Luistro, *“What was not in the DepEd budget or was not DepEd expertise, BEST helped with funding. BEST funds allowed regional directors and superintendents to go beyond regular monitoring to visit hard-to-reach areas”*

¹⁰ In the assessment study undertaken in the BEST-identified Division Offices, when assessors met teachers to ask about specific BEST interventions, many teachers were not aware of these as BEST interventions. As far as they were concerned, the interventions were DepEd programs. BEST managers in the BEST program office (not organic staff of DepEd) acknowledged this and stated that this was done by design.

supported initiatives, the work of the Department of Education and other development partners. The program outcomes represented what BEST Program Phase 1 aimed to achieve by the end of Year Six. The intermediate outcomes were the preconditions for the program outcomes, i.e. these outcomes needed to happen in order to realise the program outcomes (see Annex A. BEST Program's Theory of Change). The implementation strategies were what was needed to achieve these outcomes. Foundation outcomes and related foundation-work supported the end of program outcomes.

The first component focused on the improvement of teaching and learning while the second component focused on the strengthening of systems that used evidence-based policy and planning and organisation development. These outcomes were very much aligned with the priorities of the Philippine Government to find ways to boost the economy and make it more inclusive. Moreover, the aligning of the Philippine Education systems to international standards will build a competitive workforce necessary to take part in various economic agreements.

The Program Theory of Change was revised mid-project to reflect the priorities of the new administration of DepEd. Refer also to Annex A for the revised BEST Program's Theory of Change. The Program intended to provide seven types of inputs:

1. Provision of technical expertise through specialist consultants;
2. Capacity development through the conduct of training and provision of mentoring and coaching; this likewise includes the provision of scholarships to promote the teaching profession
3. Provision of infrastructure mainly construction of classrooms, with attendant facilities for Inclusive Education
4. Procurement of ICT assets such as servers, hardware, software, ICT infrastructure, furniture and other necessities to support operations;
5. Research Management or the conduct or commission of research to inform policy
6. Small Grants Management or the provision of financial assistance (in the amount of Php50,000-PHp200,000) provided directly to regions, divisions or schools communities as incentives for the pursuit of innovations; and

7. Program Management Support, which includes Monitoring and Evaluation, quality assurance, sub-contracting, procurement and other support services for efficient and effective implementation.

All but one of the seven inputs were provided directly to DepEd and DepEd personnel. The exception was the teacher education scholarships. Limited TA was also provided to the Commission on Higher Education (CHED) in relation to pre-service teacher education. The original design of the TA had two main components: Component 1: Improving teaching and learning and Component 2: Strengthening systems.

1.2.3. Program Implementation

BEST was a national program that supported the conceptualisation, design, and implementation of policies and processes at the DepEd Central Office level while subsequently supporting the differentiated mainstreaming of central office policies and processes in six priority regions Region V (Bicol); Region VI (Western Visayas); Region VII (Central Visayas); Region VIII (Eastern Visayas); Region X (Northern Mindanao); and the National Capital Region (NCR). Parallel to BEST interventions in the six regions, DepEd used its own budget and other funding sources to roll-out policies and processes nationally, some developed by DepEd with BEST support, to non-BEST target regions. BEST also used the six priority regions as demonstration models to trial policies and processes to inform DepEd central office policy development and implementation. As such, the program implemented both a top-down and bottom-up approach, depending on the needs and priorities expressed by DepEd.

Determination of the regions to participate in the implementation of the BEST Program was based on “equity considerations as well as the following readiness indicators: Leadership support; Absorptive capacity; Commitment and ability to sustain reforms; Demonstrated commitment to addressing issues of equity and the educational needs of the most ‘disadvantaged’ of the population including the poor and marginalised, males and females, and students with special needs, (High dropout and low participation); and Promising practices (emergent/mature innovations) that needed assistance to be sustained” (BEST, 2012).

While the six selected regions were not the poorest in the country, nor posted the worst education indicators, they were selected because the *“poverty incidences in these regions included many areas in the two lowest bands (band 4 – 30 per cent to 40 per cent; band 5 – 40 per cent to 50 per cent)”* (BEST, 2012). It was further noted that 41 per cent of the poorest provinces in the Philippines were in these BEST-supported regions.

There was, throughout the design, an intention that all schools would benefit from policy and system improvements. Equity required that the BEST Program worked across the performance range.

The BEST Program adopted a program approach that allowed for flexible and responsive assistance to support the achievement of the established goals and strategic objectives of DepEd and DFAT. The Program prepared Annual Plans prior to the start of each implementation year. The activities included in the Annual Plans were identified by DepEd and other key stakeholders. This arrangement was intended to accommodate emerging priorities in line with the overall strategic directions of the program.

1.2.4. Governance and Management Arrangements

The Governance and Management Arrangements of the BEST Program were well-designed and involved setting up a Program Steering Committee (PSC), Program Management Committee (PMC) and a Program Support and Coordinating Office (PSCO).

The Program Steering Committee (PSC) was the Leadership Group of the Program and had overall responsibility for setting the policy guidance, strategic direction and approach taken in the Program and maintained strategic oversight of the outcomes of the Program. The PSC met at least twice a year. A mechanism was established to allow decision-making for urgent requirements out of session, if necessary.

The Program Management Committee (PMC) or the Management Team of the Program was responsible for operational oversight, guided by the directions set by the PSC. The PMC oversaw the implementation teams in ensuring effective and efficient delivery of the program. The PMC met at least 4 times a year. A mechanism was established to allow decision-making for urgent requirements out of session, if necessary.

A Program Support and Coordinating Office (PSCO) was established in DepEd Central Office and in Regional Offices of the target regions to support operations, monitoring and evaluation of the program. The PSCO was composed of the Facilitating Contractor and DepEd counterparts.

1.2.5. The 10 BEST Program Interventions Assessed

BEST Program activities were clustered under three pillars and under each pillar were sub-clusters. The EOPE Study was directed to review only 10 themes (refer to the RFT documents) called Program interventions namely (see Annex B. Descriptions of 10 BEST Program Interventions):

1. Learning and Development (L&D) system
2. Philippine Professional Standards for Teachers (PPST)
3. Curriculum and assessment (C&A)
4. Teacher pre-service quality improvement (TPQI)
5. School-based Management (SBM)
6. Policy, and planning and monitoring and evaluation systems (PPMES)
7. Unified information system and sub-systems (UISS)
8. Gender, disability and social inclusion (GEDSI)
9. Organizational Development (OD)
10. Classroom Construction (CC)

It should be noted that these 10 interventions did not comprise the entire BEST Program but were a sub-set of the range of interventions undertaken by the Program. There were other interventions not included such as the Innovation Grants. The focus on the ten program interventions was a decision made by the Facilitating Contractor mainly for the purposes of the evaluation study as indicated in the RFT documents (Cardno, 2018, p. 6).

2. Methodology

The End-of-Program Evaluation (EOPE) Study consisted of two phases. Phase 1 was the larger study, which included 106 schools in the sample study. Data gathering was undertaken in March – May 2019, while several interventions were still in full steam. Note that the BEST Program closed in June 2019. For brevity, this Study will be called the EOPE Study.

The field data gathering for Phase 2 was conducted from March – May 2020, seven months after the end of the BEST Program, and involved only 12 schools. For brevity, this Study will be called the Follow-up Study.

2.1. Evaluation Framework

EOPE Study. The approved methodology for the Evaluation was the Context, Input, Process, and Product (CIPP) Evaluation Model. The CIPP Framework was intended to be applied to the BEST Program. However, due to data and time limitations, the full framework could not be fully applied, and adjustments had to be undertaken (see Annex C. Overview of Evaluation Methodology).

A major adjustment was dropping the planned regression analysis, due to the limited number of schools (only 25 out of the 106 schools) that were able to provide complete sets of average individual grades by grade level and by subject for the five years under review. In lieu of the regression analysis, pooled difference-in-difference (DID) analysis was used.

Planned cost-effectiveness analysis was also not undertaken primarily due to the following reasons: (i) BEST Program financial reports in the Six Monthly Progress Reports and Annual Plans did not provide sufficient detail to match the outputs to benefits identified; (ii) no separate financial statements of the program were provided since a separate firm was conducting the financial evaluation of the Program; (iii) due to the *rolling targets*, the Study was only able to find evidence of completion of 70 per cent of the planned activities identified in the Annual Plans; and (iv) there was no existing master list of all participants trained (either primary or secondary¹¹) under the Program. These issues are discussed further in Annex C.

¹¹ Primary refers to training directly funded by the Program while secondary refers to training conducted by the participants trained by the graduates of BEST-funded training programs

Nevertheless, the EOPE Study was able to address five Key Evaluation Questions (KEQs), namely:

1. To what extent and how did the BEST interventions increase the number of children able to demonstrate mastery of curriculum competencies in Filipino, English, Math and Science in target areas?
2. To what extent and how did BEST interventions reduce the differences in learning outcomes for boys and girls in target areas?
3. To what extent and how did BEST interventions increase the number of boys and girls participating and completing basic education in target areas?
4. To what extent and how did BEST interventions improve DepEd's ability to deliver inclusive and responsive basic education services with greater decentralisation of management and accountability to the field offices and schools?
5. What factors facilitated and hindered the achievement of the EOPOs and intermediate outcomes?

Follow-up Study. The methodology used for Phase 2 of the study was case study research. The Case Study approach was used to assess the effects of BEST Program interventions in identified schools before the BEST Program interventions were introduced (*i.e., at baseline*) and at the end of the Program (*i.e., at endline or after intervention was introduced*). Specifically, it examined three levels of effects of the BEST Program interventions: (1) Effects of Program interventions on school leadership and management (*i.e., changes in knowledge, skills, behaviors and practices of principals and school heads*); (2) Effects of Program interventions on teaching delivery (*i.e., changes in teacher knowledge, skills, behaviors and practices*); and (3) Effects of the changes in school leadership and management and teaching delivery on school (organisational) outcomes (see Annex D. Follow-up Evaluation Study Methodology). The KEQ of the Follow-up Study was actually KEQ No. 4 of the original EOPE Study, *i.e., "To what extent and how did BEST Program interventions improve the ability of selected elementary schools to deliver inclusive and responsive basic education services?"* Specifically, the Follow-up Study answered five research questions:

1. What were the effects of BEST Program interventions on school leadership and management in selected elementary schools in terms of level of knowledge, skills, behaviors and practices?
2. What were the effects of BEST Program interventions on selected teachers' teaching delivery in selected elementary schools in terms of level of knowledge, skills, behaviors and practices?
3. How did the changes in knowledge, skills, behaviors and practices in school leadership and management and teaching delivery in selected elementary schools improve the inclusiveness and responsiveness of basic education services?
4. How did external factors and conditions affect school leadership and management and teaching delivery in selected elementary schools?
5. What models or combinations of interventions resulted in the most significant results, instructive for replication and overall systems improvement?

2.2. Sampling Design

EOPE Study. All concerned Operational Units (OUs) at the DepEd Central Office (such as bureaus, divisions and services) and the six Regional Offices (ROs) supported by the BEST Program were asked to participate in the data collection activities. However, given the timing and scheduling issues, not all OUs were able to commit time for interviews. In addition, for logistical purposes, the EOPE Study Team selected 14 Division Offices (DOs) within the BEST supported region to be part of the study and all the schools that were included in sample study came from these Divisions, which were:

- Region NCR – Quezon City, Manila, Paranaque and Las Piñas
- Region V – Sorsogon and Camarines Sur
- Region VI – Antique and Iloilo
- Region VII – Cebu and Bohol
- Region VIII – Eastern Samar and Leyte
- Region X – Cagayan de Oro and Misamis Oriental

From these Divisions, the schools (both treatment and comparison schools) were identified resulting in the selection of 106 elementary schools, that is, 80 elementary schools that were

direct recipients of BEST Program interventions (called direct recipient schools) and 26 schools that did not receive any direct support from the BEST Program although these are also recipients and users of DepEd system reforms (referred to as indirect recipient schools). Refer also to Annex E. Sampling and Data Collection and Annex F. List of Direct (Treatment Schools) and Indirect (Comparison Schools) Recipient Schools included in the study. However, only 25 out of the 106 schools participated in the Study due to various limitations.

Follow-up Study. Twelve elementary schools were included in the Follow-up Study. Refer also to Annex D for the steps undertaken in identifying the 12 participating schools.

2.3. Data Collection Methods

EOPE Study. The EOPE Study requested school-level data from all the 106 schools¹² included in the sample study (see Annex G. List of secondary data requested from each of the 106 schools). However, complete secondary data¹³ was obtained only from 25 schools (out of 106 or 23.5 per cent) – 15 direct recipient schools and 9 indirect recipient schools. Data were also collected from 37 other schools (out of 106 or 34.9 per cent) – 31 direct recipient schools and 6 indirect recipient schools but the data was incomplete¹⁴ and could not be included in the DID analysis. There were 44 schools (out of the 106 or 41.6 per cent) that did not submit any data (see Annex H. Status of Submissions of School).

Twelve Key Informant Interviews (KIIs) with Regional Directors and Superintendents and 18 respondents were conducted at the Central Office. All of the BEST Partners were also interviewed. See Annex I. List of KII Respondents and Annex J. KII Guide Questions.

Moreover, 40 Focus Group Discussions (FGDs) with ROs, DOs, principals and teachers were completed: 6 FGDs with Regional Office personnel; 6 FGDs with Division Office personnel; 6 FGDs with principals from direct recipient schools; 6 FGDs with principals from indirect recipient schools; 10 FGDs with teachers from direct recipient schools; and 6 FGDs with teachers from indirect recipient schools. There were 60 schools (out of 106 or 56.6 per cent)

¹² The Field Research Coordinator visited each school individually, sometimes more than three times.

¹³ Complete secondary data referred to complete average grades segregated by: sex (male and female); year level (Grade 4, 5 and 6); and by school year (SY2013-2014 to SY2017-2018)

¹⁴ Incomplete secondary data referred to data that had missing years, for example, no average grades for SY 2014-2015

that participated in the FGDs. See Annex K. List of FGD Respondents and Annex L. FGD Guide Questions.

In addition, 32 principals and 126 teachers accomplished the Knowledge-Access-Usefulness (KAU) Survey, which listed the different outputs of the BEST Program (see Annex M. 2019 KAU Survey Tool for principals (Annex M-1) and for teachers (Annex M-2). For the Survey of the Perceptions of principals and teachers on the different Program Interventions, 39 principals (59 per cent female) and 193 teachers responded (81 per cent female). See Annex N-1. 2019 Survey of principals and Annex N-2 2019 Survey of Principals.

Data collected on the COTs, complemented by TEACH tool, was used to measure teaching practice as a variable affecting learners' outcome. The EOPE Study conducted 69 classroom observations using the TEACH Tool¹⁵; and 18 classroom observations on the process of the use of the Classroom Observation Tool (COT) in direct recipient schools. Previous COTs were also collected from the 18 schools where the COT process was observed. The classroom observation tools can be found in the PPST Study, which is an accompanying document of the Main EOPE Study Report.

Follow-up Study. All the 12 elementary schools participated. However, only 10 school principals were interviewed. In one school, a Master Teacher (MT) participated alongside the new principal of the school thus bringing total KII respondents to 11. A total of 69 teachers participated in the school FGDs. All these respondents also answered the Survey on the Perceptions on the Program Interventions (see Annex O. 2020 Survey of Principals and Teachers). However, only 61 teachers answered the 2020 Knowledge-Access-Usefulness (KAU) Survey (see Annex P. 2020 KAU Survey).

¹⁵ The EOPE Study Team is supposed to undertake 80 classroom observations to cover all the direct recipient schools in the study sample. However, in the interest of efficiency, the list of schools to be observed was cross-checked with the list of Innovations for Poverty Action (IPA), which was the organization conducting the Teacher Professional Development Baseline Study commissioned by BEST. Eleven schools overlapped in both lists and it was agreed that IPA will conduct the classroom observations of these schools but the results were shared to QED-ADII to contribute to the analysis of all the sample schools.

2.4. Study Limitations

EOPE Study. At the very beginning of the EOPE Study, the study team raised a number of constraints, namely that it was too early to assess program/learning outcomes (considering that the Program was still rushing to complete many activities) and the timing of data gathering activities (considering that it was almost end of school year). These concerns were communicated to the BEST Program Team and options were suggested. However, the Study Team was given the approval to proceed and exert best efforts. To provide appropriate context, these challenges are discussed in detail in Annex Q. on Challenges in obtaining school-level data.

Follow-up Study. The only constraint experienced by the Follow-up Study was the very tight schedule allocated for the field data gathering, due to an internal requirement of the funder.

3. Study Findings

3.1. Design of the BEST Program

Theory of Change

The EOPE Study assessed 10 Program interventions of the BEST Program to determine the relevance of these interventions to the Philippine education reform context and also to appraise “*the efficacy of BEST’s choice of systemic interventions for improving learning*” (refer to RFT documents). For context, the EOPE Study reviewed the Program’s Theory of Change and undertook a literature review to examine past educational reforms vis-à-vis the BEST initiated reforms.

The BEST Program’s Theory of Change (TOC) underwent at least three revisions during the lifetime of program implementation (refer also to Annex A. BEST Program TOC).

In the original version of the TOC, there were three Program Outcomes and seven intermediate outcomes (PDD, p. 38). What was key to this design was that as a foundational Outcome, EOPO 3 stated as “*DepEd is better able to deliver basic education services that is more gender responsive and inclusive and greater decentralisation of management and accountability to the field offices and schools*” was shown as a pre-condition to the attainment of the two other Program Outcomes namely: EOPO1 stated as “*More children are able to demonstrate improved mastery of curriculum competencies in (English, Mathematics and Science)*” and “*difference in learning outcomes for boys and girls are reduced in target areas*”; and EOPO2 stated as “*More boys and girls participate and complete a basic education in target areas*”. This TOC was found to be logical and aligned with what was in extant literature.

For instance, Conley (1993) proposed that any kind of education restructuring needed to align with the broader goals of systemic reforms and offered an educational restructuring framework consisting of twelve dimensions grouped into three subsets: central, enabling, and supporting variables. He identified the central variables (i.e., variables that have direct effects on student learning) as: learner outcomes; curriculum; instruction; and assessment. Enabling variables (closely related to instruction) consisted of: learning environment;

technology; school-community relations; and time. Supporting variables (or variables that are further removed from the classroom) were identified as: governance; teacher leadership; personnel structures; and working relationships.

In the TOC, all of these 12 dimensions except for GEDSI were clearly articulated in the Program albeit given varying weight. However, as an intervention, GEDSI could be assumed to be part of learner outcomes and learning environment. Supporting variables clearly corresponded to the foundational outcome.

However, when the TOC was revised in 2015 (AP2) and then again in 2016 (AP3), the logic of having a foundational outcome was weakened or diluted since all three outcomes were pursued simultaneously. This created a problem with disproportionate program outputs as noted by one of the key respondents from the Central Office who said that the unevenness of leadership capacity among its various Bureaus and Operating Units (OUs) were a given at the start of implementation:

“If our units are weak, then you can anticipate they [meaning BEST] over-determined [the program outputs] but if our units are strong, then they would be able to impose on the direction [of the BEST Program implementation]. So, we cannot expect it to be even. I didn’t expect it to be [equal]. But the idea is partnership. [The BEST Program] should have provided stronger technical assistance.”¹⁶

The simultaneous pursuit of the three EOPOs may also have been the reason why two respondents from the CO OUs¹⁷ noted that they were not aware of how the different program interventions were interlinked

BEST Program Interventions

Relevance of the BEST Program was found to be high for both the Governments of Philippines and that of Australia. In particular, its objectives were aligned with overall strategic goals as these aimed to contribute to: (1) improved quality of education outcomes; (2) more equitable access of all people at all levels of education; and (3) improved service delivery through better governance. From a systemic perspective, the Philippine Basic Education sector is populated with a range of actors and institutions, each with their own

¹⁶ EOPE Study interview with the BEST Program Executive Sponsor, Usec. N.A. Malaluan.

¹⁷ Interview with the respondents from NEAP

history, reform processes and interests. Largely, it was assessed that the BEST Program operated effectively within this context. However, the communication of reforms to both internal and external stakeholders was found to be inadequate. This review concentrated only on ten (10) BEST Program interventions (refer also to Annex B). A full discussion on the relevance of the BEST Program interventions is attached as Annex R. Relevance of BEST Program Interventions: A Literature Review.

3.1.1.1. Towards Increasing Student Mastery

Four BEST Program interventions directly contributed to increasing student mastery of the curriculum (refers to EOPO 1) as shown in the Program Theory of Change (refer also to Annex B). These interventions were: Learning and Development (L&D); Philippine Professional Standards of Teachers (PPST); Curriculum and Assessment (C&A); and Teacher Pre-service Quality Improvement (TPQI). The four interventions, each corresponding to one Immediate Outcome, are collectively expected to strengthen the capacity of *“education leaders, managers and teachers in applying gender responsive evidence-based, contextualised approaches, methods and materials for student learning”* (refers to Intermediate Outcome 1).

The literature review on education reforms all justify the inclusion of the four program interventions in the BEST Program. However, the most significant of the four in terms of alignment with the priorities of the Philippine Government (i.e., the shift to K to 12 curriculum) were the interventions in Curriculum and Assessment. It was the Program outputs under Curriculum (i.e., K to 12 Curriculum Guides) and under Assessment (i.e., classroom assessment and national assessment) that were found to be highly relevant from the perspectives of field units. The effects of the Learning and Development (L&D) system, the Philippines Professional Standards for Teachers (PPST) and the Teacher Pre-Service Quality Improvement (TPQI), while relevant in the long-term, did not have the immediate efficacy of the C&A interventions.

3.1.1.2. Towards Increasing Student Participation

Two BEST Program interventions directly contributed to increasing participation of students *from all segments of society* (refers to EOPO 2) namely: Gender Equity, Disability and Social Inclusion (GEDSI); and Classroom Construction.

The review of literature undertaken by the EOPE Study highlight the appropriateness and relevance of the interventions on Classroom Construction and GEDSI in increasing student participation. Prior to the start of the implementation of the BEST Program, classroom requirements for basic education was pegged at around 8,000 classrooms nationwide (2012 data).¹⁸ Thus, the additional 509 classrooms provided by the Program was relevant and substantial.

Although not aptly reflected in the Results Framework, the Study found that two BEST Program interventions significantly contribute to EOPO 2, i.e., SBM and L&D. In fact, while the necessity of the Classroom Construction interventions cannot be denied, interventions on SBM and L&D were seen as equally, if not more substantial in increasing student participation from the perspectives of school-level respondents.

3.1.1.2.3. Towards increasing DepEd's capacity to deliver responsive and inclusive education services with greater decentralisation

The remaining four BEST Program interventions directly contributed to increasing DepEd's capacity to deliver responsive and inclusive basic education services with greater decentralisation of management and accountability. These are: Policy, Planning and Monitoring and Evaluation System (PPMES); School-Based Management (SBM); Unified Information System and its Sub-Systems (UISS); and Organizational Development (OD) support.

The review of literature justifies the necessity and appropriateness of these interventions. Of the three interventions, the UISS was viewed as the most critical since it serves as the requisite platform for an evidence based PPMES and for programming of human resource

¹⁸ DepEd-Administrative Service-EFD

requirements. DepEd literature showed that prior to the operationalisation of the EBEIS, the Agency used two-year old data for policy making and development planning. This was because during that time, it took more than a year for the Agency to organise a complete set of education indicators for one school year. On the other hand, from the perspectives of respondent-schools, SBM was the main impetus for improved planning capacity among principals and teachers.

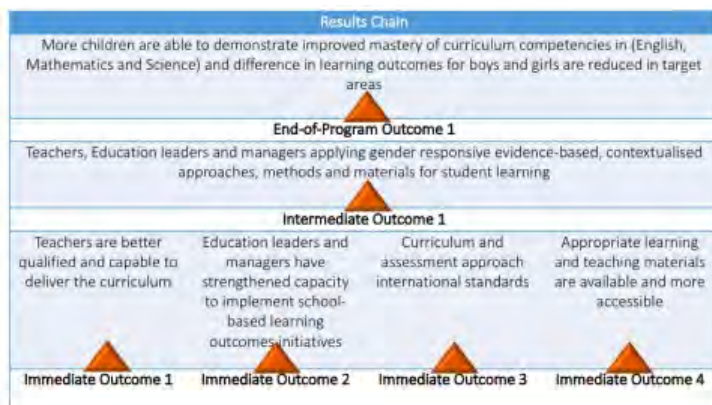
Under the Organisational Development (OD) work stream, **BEST Program interventions aimed to assist DepEd to transition to its newly approved organisational structure (as part of the implementation of the Rationalization Plan)**, in line with country development priorities. DepEd could not move forward with its other work unless and until the organisational changes had been settled.

3.2. On Student Mastery of the K - 12 Curricula

To gauge the attainment of the End-of-Program Outcome (EOPO) 1 of the BEST Program, the Study sought answers to the first two Key Evaluation Questions (KEQs):

1. *To what extent and how did the BEST interventions increase the number of children able to demonstrate mastery of curriculum competencies in Filipino, English, Math and Science in target areas?*
2. *To what extent and how did BEST interventions reduce the differences in learning outcomes for boys and girls in target areas?*

Figure 2. Results Chain leading to EOPO 1



The BEST Program intended to achieve EOPO 1 through attainment of Intermediate Outcome 1 (InO1) (Figure 2). InO1, in turn, was to be realised with attainment of four Immediate Outcomes (IOs), each of which corresponds to a set of Program interventions.

3.2.1. Learning Outcomes

A demonstration of the contributions of the BEST Program to the attainment of learning outcomes is presented by analysing average grades of students and gender grade differentials of the 25 schools in the study sample. The difference-in-difference (DID) method was used. A more detailed presentation of the results is provided in Annex S. Analyses of Learning Outcomes.

3.2.2.2. Average Grades by Subject

Individual grades of Grades 4, 5 and 6 students in the case of 25 schools, in the four subjects (Filipino, English, Math and Science) were examined to determine the changes in average grades from the baseline year (SY2014-2015) to the end-line year (SY2017-2018).¹⁹ The results of analyses revealed significant positive effects of the BEST Program interventions on student mastery of Grade 6 students albeit these observations cannot be generalised beyond the 25 sample schools.

Data showed that at baseline, average grades of students at all grade levels in the indirect recipient schools (IRS)²⁰ were higher than their counterparts in the direct recipient schools (DRS). At endline, average grades of students in the IRS remained higher than their counterparts in the DRS *except* for the average grades of Grade 4 students in Filipino and Science, and Grade 5 students in Math and Filipino.

In addition, average grades of students in the DRS increased from baseline (SY2016-2017) to end-line (SY2017-2018) in all grade levels and subjects *except* for Grade 4 students in Math, and Grade 6 students in Math and Filipino. A fourth result showed drastic declines in the average grades of students in the IRS that were not paralleled by their counterparts in the DRS. This trend was observed in the grades of students in Grades 4 students in Filipino, English and Science and among Grade 6 students in Math and Science.

At the time of the Study, there were no direct factors that could explain the trends in average grades of these two groups of schools. For instance, there were no specific criteria used by Division Offices for choosing the direct recipient schools and thus the fact that these schools had lower average grades at baseline could not be explained.

¹⁹ Using the pooled DID method, the Study computed the DID values per grade level and per subject. A positive DID value indicated positive effects of the BEST Program on the students' average grades, meaning that there was a higher increase in average grades in the direct recipient schools compared to that of the indirect recipient schools.

²⁰ Direct Recipient Schools (DRS) refer to elementary schools located within the six BEST Program-supported regions which directly received assistance from the Program (also referred to as the treatment group) while Indirect Recipient Schools (IRS) refer to elementary schools located within the same area but did not directly receive interventions (also referred to as the comparison group).

All difference-in-difference (DID) values calculated were positive, indicating that the increases of average grades of students in direct recipient schools were higher than that of their counterpart students in the indirect recipient schools, from baseline to endline (Table 1). In the case of the three cohorts of students in the direct recipient schools (namely Grade 4 students in Math and Grade 6 students in Math and Filipino), the DID values were still positive even though there was a decline in their average grades because the decline in the average grades of students in IRS during the same period, were steeper.

Table 1. DID values for Average Grades by Subject

Subject	Grade 4	Grade 5	Grade 6
English	0.77	0.76	1.13
Filipino	0.62	1.58	1.92
Math	0.17	1.15	2.40
Science	1.13	0.93	1.68

On the other hand, the DID values of students in English and Science declined from Grade 4 to Grade 5 but increased again from Grade 5 to Grade 6. Despite the fluctuation, the increases in average grades among students in DRS were still higher than their counterparts resulting in positive DID values.

One of the potential explanations for the positive DID values was that the BEST Program interventions may have mitigated the external forces that caused the general decline in students' average grades in all schools and thus helped the DRS to cope better. However, these factors could not be identified during this Study and may require further investigation.

3.2.2.3. Gender Grade Differentials

Gender grade differentials by subject were also calculated using the difference-in-difference approach. Gender grade differential was derived by obtaining the difference between the grades of female and male students. A positive gender grade differential implied that average grades of girls were higher than that of boys. The desired outcome, however, is a negative DID value which implied that the Program had a positive effect in reducing the gender grade differentials in direct recipient schools relative to their counterpart indirect recipient schools.

Similar to the first data presented, the observations on the gender grade differentials cannot be generalised beyond the 25 sample schools. The results revealed several patterns in the gender grade differentials among schools.

First, the gender grade differentials among Grade 4 students in DRS in all subjects were higher than that of the IRS both at baseline and endline. In other words, the average grades of female Grade 4 students were higher than that of the boys in the DRS.

In contrast, gender grade differentials among Grade 6 students in the IRS in all subjects were higher than that of the DRS both at baseline and endline. This meant that the average grades of female Grade 4 students were higher than that of the boys in the IRS.

Among Grade 5 students, the gender grade differentials in the IRS were higher at baseline in all subjects. However, at baseline, the gender grade differentials declined in all subjects except Science. In Science, gender grade differentials of both groups increased from baseline to endline indicating that the average grades of female students continued to be higher than that of boys. Again, the Study was not able to ascertain direct factors that could explain these trends in gender grade differentials of the two groups of schools.

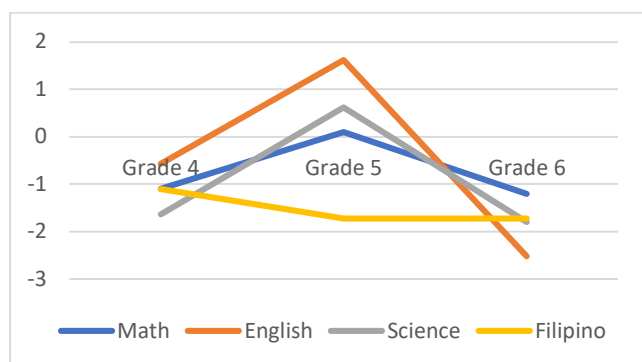
In sum, the results of analyses revealed that there was a reduction in gender grade differentials among Grade 4 and Grade 6 students in DRS in all subjects, as indicated by the negative DID values (Table 2).

Table 2. DID values for Gender Grade Differentials by Subject

Subjects	Grade 4	Grade 5	Grade 6
English	-0.57	1.62	-2.52
Filipino	-1.10	0.79	-1.72
Math	-1.10	0.10	-1.20
Science	-1.64	0.62	-1.80

This implied that the gaps in the average grades between boys and girls in Grades 4 and 6 declined from baseline to endline. The reduction was more pronounced among the Grade 6 students in the English since it had the highest reduction in gender grade differentials. The reduction in differences in average grades of students was least pronounced in the Math subject.

Figure 3. Summary of DID values of Gender Grade Differentials by Grade Level and by Subject



It was interesting to note that gender grade differentials worsened for Grade 5 students in DRS in all subjects (Figure 3). One possible explanation was that the roll-out of the K to 12 curricula might have coincided with this school year. Another possible explanation is that the BEST Program interventions may have benefitted the Grade 6 students in the DRS more than the other grade levels. Again, it may be beneficial for DepEd to conduct further studies and investigate the factors that affected the average grades as well as gender grade differentials among Grade 5 students.

3.2.2.4. Philippines Informal Reading Inventory (Phil-IRI) Test Results

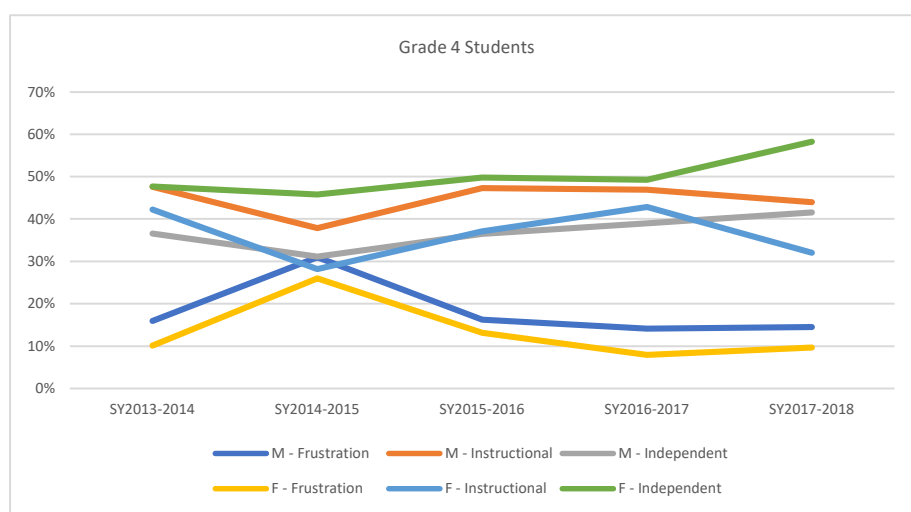
The EOPE Study attempted to obtain data on the results of the Phil-IRI tests in the last five years from the schools included in the sample study. Only 16 schools²¹ were able to provide data on Phil-IRI test results for Grades 4, 5 and 6 students. Similar to the average grades by subject and gender grade differentials, the limited data obtained could not provide conclusive findings. However, data on the 16 schools are presented as a snapshot.

²¹ 8 schools from NCR, 1 each from Regions 5 and 6 and 3 each from Regions 7 and 10

The results revealed the following:

- In SY2013-2014, among the 1,273 Grade 4 students, 48 per cent were girls. Phil-IRI test results showed that among the female students, 10 per cent were in Frustration level, 42 per cent in Instructional level and 48 per cent Independent level (Figure 4). Among the male students, the levels were 16 per cent, 48 per cent, and 37 per cent respectively.
- By SY2017-2018, there were only Grade 4 students enrolled in the 16 schools, 49 per cent were girls. For female students, while share of girls in Frustration level remained at 10 per cent, the share of girls in Independent level increased to 58 per cent. There was a similar trend among the male students, reading levels were 15 per cent, 44 per cent, and 42 per cent respectively.
- Evidence show that reading results improved for Grade 4 students, both males and females, overtime but the improvements in females was greater.

Figure 4. Snapshot of Phil-IRI test results for Grades 4 students from SY2013-2014 - SY2017-2018

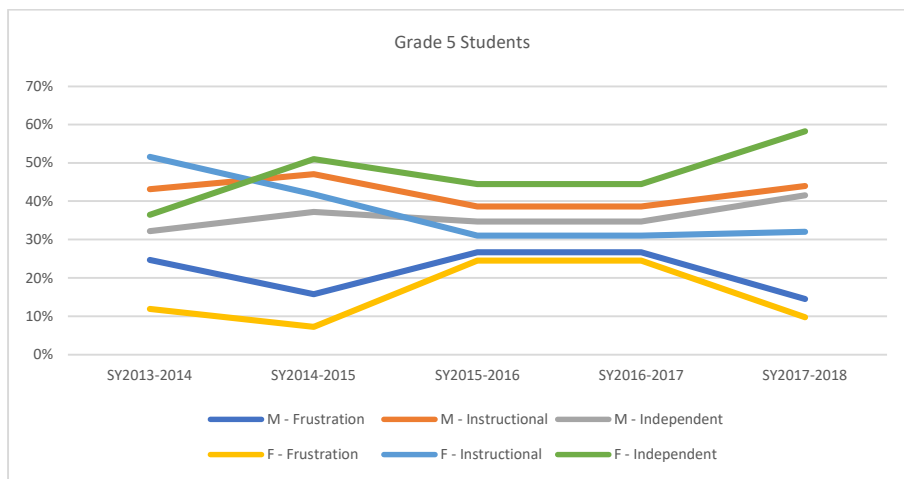


Source: Data from Participating Schools, 2019

- For Grade 5 students, reading levels among boys (in SY2013-2014) showed that 25 per cent were at Frustration level, 43 per cent at Instructional level and 32 per cent at Independent level (Figure 5). Twelve per cent of Grade 5 female students for the same year were at Frustration level, while those at Instructional and Independent levels were at 52 per cent and 36 per cent respectively.

- Five years later (SY2017-2018), reading levels for boys were 15 per cent, 44 per cent, and 42 per cent corresponding to Frustration, Instructional and Independent levels. For girls, the distribution was 10 per cent, 32 per cent, and 58 per cent respectively.
- Thus, the evidence shows that girls posted better results at the start and overtime.

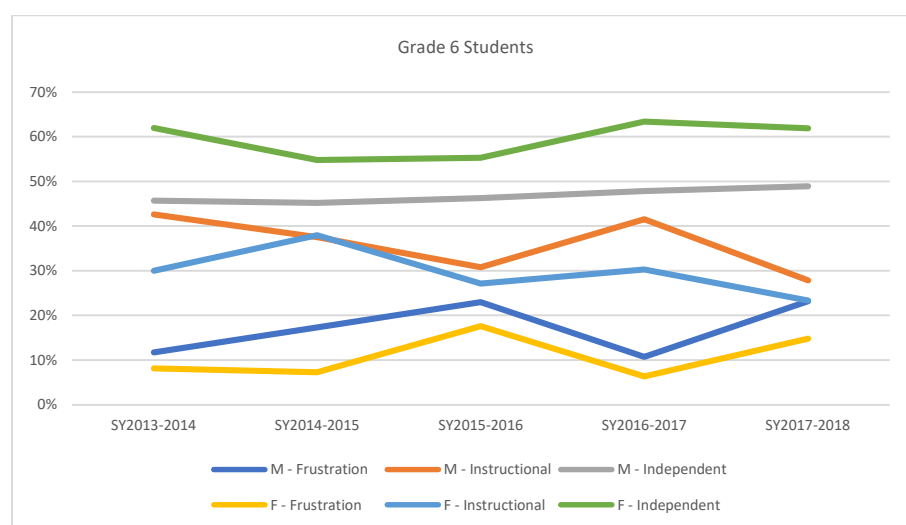
Figure 5. Snapshot of Phil-IRI test results for Grades 5 students from SY2013-2014 - SY2017-2018



Source: Data from Participating Schools, 2019

- Similar trends appear for Grade 6 students. Reading levels among boys (in SY2013-2014) were: 12 per cent Frustration level; 43 per cent Instructional level; and 46 per cent Independent level (Figure 6). Note that the share of those in the Independent level has markedly increased. By SY2017-2018, while the share of those at the Independent level increased to 49 per cent, those in the Frustration level also increased to 23 per cent.

Figure 6. Snapshot of Phil-IRI test results for Grades 6 students from SY2013-2014 - SY2017-2018



Source: Data from Participating Schools, 2019

- Reading levels among girls (in SY2013-2014) were: 8 per cent Frustration level; 30 per cent Instructional level; and 49 per cent Independent level. By SY2017-2018, the distribution improved to: 15 per cent Frustration level; 23 per cent Instructional level; and 62 per cent Independent level.
- Grade 6 student girls still outperformed boys in terms of reading skills.

See Annex T. Phil-IRI test results for Grades 4, 5 and 6 students from SY2013-2014 to SY2017-2018.

Summary.

Data limitations prevented the Study from better illustrating the extent to which BEST Program interventions improved student mastery. Nevertheless, the case of the 25 schools did present some trends such as:

- Increases in average grades among students in BEST Program-supported schools over the period in review were generally higher than in the comparison schools;
- Reduction in gender grade differentials among Grade 4 and Grade 6 students in BEST Program-supported schools in all subjects were more pronounced than in the comparison schools;

- Gender grade differentials worsened for Grade 5 students in BEST Program-supported schools in all subjects; and
- The limited data on Phil-IRI test results among students from 16 schools (both directly and indirectly supported schools) showed three patterns: there were generally more girls at the Independent level than boys for all grade levels; over time, the reading levels of both boys and girls improved from Grade 4 to Grade 6; and improvement in reading skills of girls was greater than that of boys.

Note that all findings apply only to the set of 25 schools that provided data. Data limitations and the recency of key program interventions (*school-level interventions generally started only in 2018*), the EOPE Study finds that the results were not sufficient to determine the contributions of the Program interventions to improving student mastery. Moreover, outcomes of reforms take time to manifest. The timing of the EOPE Study was not conducive to assessing contributions of the Program to learning outcomes.

Enhancing teacher performance

Four inputs were identified as influencers of learning achievement namely: the number and quality of teachers; the competency of principals or school heads; adequacy of classrooms; and access to quality teaching and learning materials.²² Each of the inputs corresponded to a specific set of program intervention. This Section presents the first input.

3.2.2.1. Pre-service teacher development

Under Teacher Pre-service Quality Improvement (TPQI), the BEST Program aimed to contribute to increasing the number and quality future teachers. Interventions included the following: development and implementation of a National Teacher Education Institution (TEI) Curriculum Quality Audit (an assessment of the degree of alignment of pre-service training with PPST competencies to help TEIs improve the relevance of their teaching degrees); development of the Philippine Professional Standards for Teachers (PPST); capability building of Teaching Education Institutions (TEIs) pre-service teacher educators on competencies aligned to the developed PPST; development of the CHED Research Agenda for Teacher Education; and provision of 950 education scholarships in the partner TEIs.²³

The National TEI Curriculum Quality Audit

In partnership with the Research Center for Teacher Quality (RCTQ), the BEST Program facilitated the design and implementation of a National TEI Curriculum Quality Audit (CQA), which included a Resource Package containing 11 session guides for the conduct of the CQA process as well as reference materials for the review and design of teacher education curricula. The CQA process was designed to encourage TEIs to align their respective teacher education curricula with the new teacher quality standards elucidated in the Philippine Professional Standards for Teachers (PPST).

The BEST Program reported that 46 specialists (10 males) from 23 TEIs were trained in CQA, who in turn trained other TEI faculty members. It was also reported that 15 TEIs completed

²² BEST Program, 2012, p. 46

²³ Refer also to Annex A: BEST Program's Theory of Change

the CQA process workshops and two TEIs successfully revised their teacher education curricula to align these with PPST.

However, due to time limitations, no interviews were conducted with the TEIs that participated in the workshops.

The Professional Standards for Teachers (PPST)

The RCTQ conducted a Pre-Service Teacher Development Needs Study (PTDNS), which assessed graduating students from various TEIs on their content knowledge in Mathematics, Science, English and Filipino. Similarly, a Teachers' Strengths and Needs Assessment, was administered to assess perceived pedagogical knowledge, skills and attitudes. The PTDNS results were used in the design and subsequent development of programs to strengthen the capabilities of the beginning teachers as they were integrated to the K to 12 system and as curriculum inputs. Refer also to Section 3.2.2.5.

Capability Building of Teaching Education Institutions (TEIs)

In 2018, the BEST Program also implemented a Capability Building Series for faculties of participating TEIs to offer specific inputs and updates on a range of teaching and learning issues such as Inclusive Education, Action Research and Formative Assessment. In addition, the Program supported the capacity building of 344 (57 per cent females) deans and faculty members from various TEIs on various topics such as action research, pedagogical content knowledge and assessment in Science, Math, English and Filipino (SMEF), and curriculum contextualisation.

As a result of the capacity building, it was reported that 38 TEI course syllabi were enhanced in the areas of research, field study, SMEF, and teacher education.

Commission on Higher Education (CHED) Research Agenda for Teacher Education

At a policy level, the BEST Program supported CHED in the development of a National Research Agenda for Teacher Education (NRATE) intended to guide TEIs in the conduct of research studies aligned with national directions for quality teacher education²⁴. This

²⁴ Annex 2 - Stocktake Analysis of SMPR 8

provided direction and priorities for research on teacher education to inform policies, planning and programs in the medium-term. The NRATE was finalised for promulgation but was not institutionalised through a CHED Memo Order. Therefore, TEIs are not mandated to follow the agenda.

The EOPE Study noted that the Program's partnership with CHED (or the lack of it) was a key missing element. Unlike the other nine interventions, the success of TPQI highly necessitated the participation of another national agency, CHED, and universities and colleges offering degree courses in education, which were not under the supervision of DepEd. This made it difficult for the Program to coordinate the activities under TPQI and work arounds had to be implemented.²⁵

CHED being an equal national government agency, a different partnership strategy was required. The coordination mechanism, i.e., the Teacher Education Council (TEC), while effective for normal situations could have benefitted from a different strategic approach that would have enabled the integration of PPST in the CHED Memorandum Order on the revised education curricula issued on the same year that the PPST was formalised by DepEd. Moreover, stronger endorsement from CHED would have compelled more TEIs to revise their teacher education curricula to align with PPST.

Due to the difficulties of securing appointments, no interviews were conducted with CHED representatives to validate this process.

Scholarships to promote the teaching profession

Philippines Business for Education (PBEd), a BEST implementing partner, managed a local scholarship program called the Teacher Education Programs to Uplift Teacher Quality in the Philippines (STEP UP). The STEP UP responds to two development gaps: (i) to improve the perception of the teaching profession among the general public, and thus attract more capable young people to choose a degree in education as a first option (as compared to a no other option) and (ii) to respond to the scarcity of qualified teachers in basic education. The

²⁵ Interview with BEST Consultant

education scholarship program was intended to be a model that can be replicated in the future.

PBEEd targeted 950 teaching scholarships for the duration of the BEST Program. PBEEd also implemented a campaign to influence policy makers on related laws, raise the reputation of teachers and attract qualified individuals to enter the teaching profession. The scholarship program included a mentoring program that was designed to hand hold scholars as they go through their program and graduate as “DepEd-ready” or “K-12-ready” teachers.

By the end of the Program, 981 scholars had taken part in the program – 300 males (31 per cent) and 681 females (69 per cent) (Table 3). Eighty per cent of the scholars (788) came from BEST Program-supported regions. Of the total scholars, 87 per cent completed their course requirements while 88 were still in school and 43 had dropped out of the Program (Table 4).

Table 3. Distribution of STEP-UP Scholarships, 2015-2018

Region	TEI	2015	2016	2017	2018	Grand Total	%
I	Mariano Marcos State University	4	16	9		30	3%
V	Ateneo De Naga University	41	32	35	7	115	12%
VII	Cebu Normal University	32	31	44		107	11%
VIII	West Visayas State University	51	58	52		161	16%
IX	Ateneo De Zamboanga University			13		13	1%
X	Xavier University-Ateneo De Cagayan	30	25	27		82	8%
XI	University of Southeastern Philippines-Obrero	21	35	40		96	10%
XI	University of Southeastern Philippines-Tagum	18	17	18	1	54	6%
NCR	Philippine Normal University	21	38	55	8	122	12%
NCR	University of Santo Tomas	21	62	118		201	20%
	Grand Total	239	315	411	16	981	100%

In terms of achievements in the licensure exam for teachers (LET), of the 850 scholars that graduated, 694 or 82 per cent passed the licensure exam. These consisted of 196 males, 478 females, of whom 7 were people with disabilities and 13 identified as indigenous. This passing rate was significantly higher than the 31 per cent national average. Moreover, five of the STEP-UP scholars made it to the top 10 passers of the LET in 2018 while another three made it in 2019.

Out of 694 LET passers, 58 scholars were able to become eligible for the registry of qualified applicants in DepEd. Moreover, 19 per cent (134) of LET passers were recorded as employed by the STEP-UP. Of these employed scholars, 28 per cent (38) were employed in non-teaching work, 70 per cent (94) were employed in SUCs and private schools, while 17 per cent (23) were employed in DepEd schools.

Table 4. Status of STEP-UP Scholarships (as of April 2019)

TEI	TOTAL Onboarded	Course Completer	In-school	Dropped	BLEPT Passer	Total Employed	Non-teaching	Teaching	Teaching-Public (DepEd)
Ateneo De Naga University	115	88	24	3	70	51	26	25	5
Ateneo De Zamboanga University	13	12	0	1	10	1	0	1	0
Cebu Normal University	107	102	2	3	80	5	0	2	1
Mariano Marcos State University	30	26	4	0	23	5	0	2	1
Philippine Normal University	122	97	21	4	73	47	7	41	6
University of Santo Tomas	201	191	0	10	162	2	0	2	1
University of Southeastern Philippines-Obrero	96	86	6	4	77	0	0	0	0
University of Southeastern Philippines-Tagum	54	42	8	4	34	9	4	5	1
West Visayas State University	161	148	8	5	120	0	0	0	0
Xavier University-Ateneo De Cagayan	82	58	15	9	45	14	1	13	4
Grand Total	981	850	88	43	694	134	38	94	23
		87%		4%	82%	16%	4%	11%	3%

The contributions of STEP UP Program in improving pre-service teacher education were considered significant for two reasons. The first reason was the process of screening and selecting scholars using systematic tools developed with assistance from the BEST Program. The second was the inclusion of mentoring for all the scholars while covered by the

scholarship. Because of the STEP UP initiative, an additional 694 competent teachers can be deducted from the more than 60,000 vacant teaching positions posted by DepEd²⁶.

However, the EOPE Study noted several gaps in program implementation. First, despite the Memorandum of Agreement forged by PBEEd with DepEd for the post-education component of the scholarship program, only 17 per cent of the LET passers were hired by DepEd. This was considered to be a serious flaw in implementation considering that the STEP UP was created to fill the significant requirements of DepEd for teachers, both in terms of overall numbers and in terms of the quality of competencies possessed.

The second gap pertains to the sustainability of the scholarship program itself. First, it was not clear how the Program addressed the incidence of 43 scholars that dropped out of the program and the 25 scholars who did not pass the LET.²⁷ Third, the Study found that a weakness in the mentoring aspect of the STEP-UP Program, one of its key features. It was noted that mentoring was highly driven by the honoraria paid to the faculty, who conducted the mentoring of scholars. It was not clear whether all the TEIs would continue the mentoring interventions to its students taking up education courses although at least one university has replicated and expanded it. Fourth, it was not clear from the PBEEd documents how inroads were made in changing the public perception of the teaching profession. While there were testimonies and feedback collected, a systematic study on the public perception of the teaching profession prior to and after the scholarship program would have provided a stronger evidence.

3.2.2.2. In-service teacher development

Under the L&D System trialed in 2018-19 with support from the BEST Program, three modalities for in-service training were advocated for current teachers: the Pedagogical Retooling In Mathematics, Languages, and Science (PRIMALS); Action Research (AR); and Learning Action Cells (LAC). These were touted as demand-driven mechanisms for professional development, enabling teachers to make their own choices for developing their

²⁶ Based on 2012 data

²⁷ It was reported that PBEEd would assist these scholars to re-take the LET. However, the results of these were no longer obtained by the study.

respective knowledge and skills. Under TPQI, the Teacher Induction Program modules was provided for beginning teachers.²⁸

PRIMALS

With assistance from the BEST Program, training programs on PRIMALS were provided for teachers handling Grades 4 to 6. It was cited as one of the key accomplishments mentioned in the Program reports. Survey results revealed that 12 per cent of teachers (n=193)²⁹ mentioned PRIMALS as one of the training activities that they attended that responded to their professional development needs as teachers.

A PRIMALS Trainers' Resource Package was also developed by the BEST Program. Nearly half of teachers who answered the survey³⁰ stated that they have good knowledge about the PRIMALS (46 per cent) and about the same percentage (48 per cent) find these useful in enhancing their classroom performance (Table 5). However, fewer teachers (40 per cent) said they had full access to it. This may be related to the teachers' observation that one of the reasons for low access to learning materials was that key materials were not distributed during training, workshops or orientations.

However, since the PRIMALS is one of the key interventions to enhance teacher performance, it should be noted that, at that time of the evaluation, about half of the teachers from BEST Program-supported schools still had no knowledge or access to it. One of the possible reasons for this was that the PRIMALS was introduced to schools only in 2018 (and interventions were provided mostly to high school teachers). Another reason given by teachers was that the materials was mostly suitable for certain teachers (such as Math teachers).

²⁸ Beginning teachers were described as those who have been teaching in basic education in the public sector for one to five years.

²⁹ 2019 Survey of Teachers

³⁰ For the respondents in the Main Study, only teachers in BEST Program-supported schools were included. Responses of teachers from "Non-BEST" schools were excluded. Source: 2019 and 2020 KAU Surveys

Table 5. Principals' and Teachers' Perceptions of the PRIMALS Trainers' Resource Packages

	% Sufficient knowledge	% Comprehensive knowledge	% Full access – Individual	% Full access School	% Sufficiently useful	% Extremely useful
Main Study*						
PSHs (n=26)	35%	19%	35%	19%	50%	19%
Teachers (n=107)	35%	11%	28%	12%	30%	18%
Follow-Up Study **						
PSHs (n=11)	27%	36%	27%	27%	18%	18%
Teachers (n=61)	39%	16%	23%	23%	31%	18%

*2019 KAU Survey **2020 KAU Survey

In the Follow-up Study, 91 per cent of teachers stated that their school used the PRIMALS. This was a similar share of teachers as in the main study: only about half of teachers had good knowledge (56 per cent), access (46 per cent) and found the PRIMALS useful (49 per cent). This shows that dissemination and adoption of PRIMALS did not improve significantly after the end of the Program.

Nevertheless, for those teachers who did use the PRIMALS, about 83 per cent rated it as High to Very High in terms of: appropriateness as a teaching tool for teachers; acceptability of the tool to teachers; and usefulness of the tool to teachers.³¹ This finding provides sufficient evidence to pursue more extensive training on PRIMALS.

Action Research (AR)

Teachers were encouraged to conduct Action Research by submitting proposals focused on areas of weaknesses identified in the Teacher Development Needs Study. Feedback during the FGDs revealed that teachers viewed this training modality as more expensive to conduct and more time consuming and thus were not as popular as the LAC. In the Follow-up Study, it was confirmed that all Master Teachers (MTs) undertake Action Research annually as part of their portfolio requirements.

On the part of RO/DO respondents (from the FGDs), action research was generally equated with Continuous Improvement (CI) initiatives conducted for the purpose of improving

³¹ 2020 Survey of Teachers

learning outcomes particularly for those students with learning difficulties or those not regularly in school.

Compared to other competencies, Conducting Action Research was perceived by teachers as their least improved competencies in the last five years. Fifty-one per cent stated that their competency in Action Research was better today than five years ago while only 5 per cent said that it was significantly better (refer also to Section 3.2.2.4 and 3.2.3.2). The Follow-up Study confirmed this finding as only 10 per cent of teachers said that their competency in “*Research-based knowledge and principles of teaching and learning*” significantly increased within the same period.

Teachers were also asked about their familiarity with and use of the Action Research Toolkit, developed with assistance from the BEST Program to serve as a manual in the conduct action research. Survey results showed that less than a third of teachers in BEST Program-supported schools said they had good knowledge (28 per cent) about the Action Research Toolkit and had access (22 per cent) to it (Table 6). More of them, however, found it useful (36 per cent).

Table 6. Principals’ and Teachers’ Perceptions of the Action Research Toolkit

	% Sufficient knowledge	% Comprehensive knowledge	% Full access – Individual	% Full access School	% Sufficiently useful	% Extremely useful
Main Study*						
PSHs (n=26)	15%	15%	19%	4%	38%	19%
Teachers (n=107)	25%	3%	18%	5%	27%	8%
Follow-Up Study **						
PSHs (n=11)	8%	8%	0%	8%	0%	8%
Teachers (n=61)	21%	7%	16%	3%	13%	5%

*2019 KAU Survey **2020 KAU Survey

This finding is again validated in the Follow-up Study, where although 49 per cent of teachers found the Action Research Toolkit useful, only 28 per cent said that they had good knowledge of it and 41 per cent said they had full access to it.

Learning Action Cells

Learning Action Cells (LACs) are professional learning communities within schools that are organised for “*bottom-up teacher professional development... where colleagues study content and pedagogies together, plan lessons collaboratively, and conduct action research as a group*” (DO 35, 2016). It provides a community of practice, which is designed to contribute to improved content knowledge and pedagogical skills, assessment strategies and professional ethics, which then contributes to improved student learning and development. Topics for LAC sessions are determined by teachers themselves, based on their perceived development needs. LAC sessions are usually facilitated by principals or master teachers. In Region VIII, extra points in the portfolio are given to teachers who organise LAC sessions.

The EOPE Study agrees with the finding of the IPR that the support provided by the BEST Program in enhancing LACs was very relevant and significant to teacher development. The diffusion of its practice was impressive.

*Table 7. Principals’ and Teachers’ Perceptions of DO No. 55, s. 2016
DO No. 55, s. 2016 on The Learning Action Cell as a K to 12 Basic
Education Program School-Based Continuing professional
Development Strategy for the Improvement of Teaching and Learning*

	% Sufficient knowledge	% Comprehensive knowledge	% Sufficiently useful	% Extremely useful
Main Study*				
PSHs (n=26)	31%	58%	23%	65%
Teachers (n=107)	46%	27%	42%	34%
Follow-Up Study **				
PSHs (n=11)	33%	33%	25%	33%
Teachers (n=61)	44%	43%	36%	48%

*2019 KAU Survey **2020 KAU Survey

For instance, school-level knowledge of DO No. 35, s. 2016 on “*The Learning Action Cell as a K to 12 Basic Education Program School-Based Continuing professional Development Strategy for the Improvement of Teaching and Learning*” was high for both principals (88 per cent) and teachers (68 per cent) (Table 7). Both groups, principals (88 per cent) and teachers (76 per cent), also highly appreciated its utility.

Participation in LAC sessions was found to be ubiquitously high among respondents. Survey results showed that both principals and teachers from BEST and non-BEST Program-supported schools recorded high percentages of participation in LAC sessions (Table 8). This is clear evidence that the contribution of the BEST Program intervention on LAC went beyond the Program-supported DOs and schools.

Table 8. Share of Principals and Teachers that participated in LAC Sessions

	2019	2019	2020	2020
Type of School (BEST and non-BEST)	PSHs	Teachers	PSHs	Teachers
BEST Program supported Schools	81%	90%	100%	84%
Non-BEST Program Supported Schools	85%	89%		

Source: 2019 and 2020 Survey of PSHs and Teachers

Moreover, principals and teachers rated the LAC as Very High in terms of its appropriateness as a learning modality for teachers and usefulness to enhancing teacher performance (46 per cent of principals and 29 per cent of teachers) (Table 9). High ratings were also given by principals and teachers in the Follow-Up Study.

Table 9. Principals' and Teachers' Assessment of LAC as a Learning Modality

Criteria	2019	2019	2019	2019	2020	2020	2020	2020
	PSHs	PSHs	Teachers	Teachers	PSHs	PSHs	Teachers	Teachers
	High	Very High	High	Very High	High	Very High	High	Very High
Appropriateness (fit) as a learning modality for teachers	46%	28%	58%	23%	70%	20%	68%	17%
Ease of access to LAC resources	50%	15%	48%	17%				
Usefulness of the learning modality to teachers	35%	46%	57%	29%	60%	40%	68%	13%
Teachers' acceptance of the learning modality					60%	20%	75%	10%

Source: 2019 and 2020 Survey of PSHs and Teachers

Respondents were also asked to assess the Learning Action Cell Toolkit that supported the mainstreaming of the training approach. About two-thirds of teachers in BEST Program-supported schools said they had good knowledge (67 per cent) of the LAC Toolkit and found it useful (62 per cent) (Table 10). Less, however, had access to it (59 per cent). In the Follow-Up Study, the share of teachers who had access to the LAC Toolkit decreased, indicating remaining gaps in its dissemination.

Table 10. Principals' and Teachers' Perceptions on the Learning Action Cell Toolkit

	% Sufficient knowledge	% Comprehensive knowledge	% Full access – Individual	% Full access School	% Sufficiently useful	% Extremely useful
Main Study*						
PSHs (n=26)	31%	42%	31%	38%	31%	58%
Teachers (n=107)	55%	12%	39%	20%	40%	21%
Follow-Up Study **						
PSHs (n=11)	42%	33%	33%	33%	33%	33%
Teachers (n=61)	49%	20%	33%	18%	31%	21%

*2019 KAU Survey **2020 KAU Survey

While LAC sessions were considered helpful across all regions, respondent teachers lamented the amount of time they spent in LAC sessions, especially during the initial implementation. The main contention was that LAC sessions reduced classroom time or time spent with their families (as some LAC sessions were held on Saturdays). In the policy, LAC session were supposed to be held once a month. In practice, however, the frequency of LAC sessions was varied across regions. Some conducted LAC sessions weekly while other schools conduct it monthly.

Other teachers pointed out that spending two to three hours more in LAC sessions were not the burden, but the other non-teaching responsibilities that took up chunks of their time every week. These responsibilities included heading committees, being appointed as coordinators of certain projects, and attending to non-curricular activities such as school nutrition programs and preparing reports prescribed by Departments with projects in schools.

Teacher Induction Program (TIP) Modules

To prepare beginning teachers to transition teaching at DepEd (whether as new teachers or new to the public sector), a set of self-paced learning modules called the Teacher Induction Program (TIP) was developed with assistance from the Program. The six TIP modules were intended for teachers at the beginning teaching stage of their careers at DepEd (0-3 years stage). The value add of these modules was its alignment with the standards in the PPST. The use of the TIP Modules was institutionalised through DepEd Order 43 s. 2017 on the “Teacher Induction Program Policy”.

School-level awareness of the TIP policy was found to be moderate both during the Main Study and the Follow-Up Study (Table 11). About two-thirds of principals (66 per cent) and 47 per cent of teachers have good knowledge of the TIP Policy.

Table 11. Principals’ and Teachers’ Perceptions on DO No. 43 s. 2017

Teacher Induction Program Policy

	% Sufficient knowledge	% Comprehensive knowledge	% Sufficiently useful	% Extremely useful
Main Study*				
PSHs (n=26)	35%	31%	23%	46%
Teachers (n=107)	46%	11%	33%	21%
Follow-Up Study **				
PSHs (n=11)	42%	17%	42%	25%
Teachers (n=61)	28%	39%	30%	41%

*2019 KAU Survey **2020 KAU Survey

On the other hand, more than half find these useful. In the Follow-Up Study, the share of principals who had knowledge and access of and used the TIP Modules increased. This suggests that over time, the utility of the TIP Modules is starting to be recognised.

Knowledge, access and utility of the TIP Modules among teachers was significantly lower and the reason for this is that the TIP Modules are only for beginning teachers. In the Main Study, most of the teachers who participated in the surveys and FGDs were those with long years of experience (Table 12). In the Follow-Up Study, at least four schools had teachers who had been teaching for less than five years.

Table 12. Principals' and Teachers' Perceptions on the TIP Modules

	% Sufficient knowledge	% Comprehensive knowledge	% Full access – Individual	% Full access School	% Sufficiently useful	% Extremely useful
Main Study*						
PSHs (n=26)	31%	15%	38%	12%	42%	19%
Teachers (n=107)	37%	7%	27%	14%	36%	10%
Follow-Up Study **						
PSHs (n=11)	33%	25%	42%	17%	42%	8%
Teachers (n=61)	21%	26%	23%	28%	23%	26%

*2019 KAU Survey **2020 KAU Survey

Although KAU of the TIP Modules was generally moderate, utilisation was not as extensive. Only 27 per cent of principals in Program-supported schools stated that they actually used the TIP Modules compared to 31 per cent of principals in comparison schools. In the Follow-Up Study, 70 per cent of principals (7) said that they actually used the Modules.

Summary.

Both the PRIMALS and the LACs were observed to have contributed significantly to increasing teacher competencies to deliver the K to 12 curricula. In particular, the LACs turned out to be more transformative despite the view that a similar process was being used prior to the BEST Program (termed Quality Circles). This may be attributed to the greater efforts placed on this particular intervention.

The PRIMALS was generally viewed as very useful by teachers, but knowledge of it is low, indicating the lesser focus (i.e., capacity building interventions) devoted to it by the Program.

In contrast, the contributions of Action Research as a training modality was moderate in terms of improving teacher competencies and/or teacher performance.

3.2.2.3. Mainstreaming GRBE and IE in the classroom

In support of the objectives of GEDSI, the BEST Program undertook several key interventions to strengthen gender-responsive and inclusive basic education. These included technical assistance in the development of policies, capacity building of teachers and massive training on the development of accessible materials such as Braille.³²

GEDSI-related Policies

The BEST Program assisted in the development and adoption of three GEDSI-related policies. All three policies, however, were revealed to be the least known among all the policies under the BEST Program (refer also to Section 3.3.3). This finding was validated in the Follow-Up Study, which showed similar trends in knowledge and usefulness of these three policies (refer also to Annex Y).

Thus, the overall contributions of GEDSI interventions to enhancing the capacity of schools to deliver inclusive education and gender equity were deemed moderate.

Gender Equity

School-level implementation (i.e., knowledge and practices) on GRBE was quite diverse. Survey results showed that less than half of principals (46 per cent) and teachers (48 per cent) from Program-supported schools had participated in GRBE processes or activities during the Program implementation period. This is just slightly higher than the respondents from non-Program-supported schools (31 per cent principals and 30 per cent teachers). Thus, there appears to be no marked distinction on the practices of GRBE between the two groups of schools.

Moreover, only 38 per cent of principals and 53 per cent of teachers in Program-supported schools stated that their schools use gender-sensitive learning materials while 46 per cent

³² GEDSI-related training programs conducted with BEST Program support comprised of: Braille Production Workshop for all regions; Workshop to craft and finalize Quality Assurance process (Low Vision); Capacity Building for Inclusive Education Advocates in Region V; Training on SPED Learning Resource Development; two Batches of Training on the LAC Toolkit and GEDSI Awareness for all six BEST Regions; two Batches of Training on IE, GAD, and Storytelling; Training on Inclusive Education Values series - Baybay City Division (R8); and In-service Training (INSET) on Inclusive Education and Disability for Divisions of Baybay & Biliran.

and 37 per cent of principals and teachers respectively from non-Program supported schools said the same.

Teachers noted that the factors that helped in promoting gender-responsive education were: their training (19 per cent), attitude (10 per cent), principals/school heads (3 per cent) and resources (3 per cent). Others noted: the community's total involvement; stronger monitoring and evaluation of SIPs; and improvement of the teacher-student ratio.

On the other hand, 17 per cent of all teachers identified hindering factors related to attitude of teachers and parents. In the case of children with disabilities, it was noted that many parents do not accept that their children have learning disabilities. Other teachers do not want to take on the additional responsibility of teaching children with disabilities and they believed that these learners should be taught by specially trained teachers (e.g. Special Education teachers). Other teachers stated their hesitancy to take on GEDSI activities due to overlapping of work activities. They consider GEDSI as additional work. Attitudes of students was also identified as a factor hindering GEDSI in the classroom.

Sixteen per cent of all teachers also identified resource-related factors as hindering GEDSI mainstreaming which included among others the lack of facilities, lack of learning materials and lack of funds for capacity building.

Inclusive Education (IE)

BEST Program interventions on IE focused on Children with Disabilities, Madrasah education and indigenous learners.

According to DepEd Central Office respondents, IE-related teaching and learning resources were significant contributions of the Program for two reasons: it would have taken DepEd at least two more years to develop the materials itself; and the quality of technical competency provided by the Program was over the reach of DepEd.

At the school-level, contributions of the Program to the delivery of centered on the availability of IE-related teaching and learning resources. Survey results showed that only 54 per cent of principals and 41 per cent of teachers in Program-supported schools had

participated in IE activities during the Program period.³³ However, only 31 per cent of principals and 41 per cent of teachers said that their schools actually use IE learning materials. Similarly, 15 per cent of principals and 59 per cent of teachers in non-Program-supported schools stated that their schools use IE learning materials.

IE materials used in schools included, among others: Braille materials, Visual Materials, ICT, counting blocks, games, videos. Most common reasons given by those who did not use IE materials in school were: lack of materials; lack of funds to acquire these materials; and lack of access to these materials.

Utilisation of four Program-produced outputs were also assessed at school-level. In the case of the LAC Session Guides in Inclusive Education Value Series, 38 per cent of principals and 46 per cent of teachers had good knowledge about the materials (refer to Section 3.3.3). These materials were also found to be accessible (by 46 per cent of principals and 37 per cent of teachers) and useful (by 46 per cent of principals and 37 per cent of teachers). It should be emphasised, however, that these Guides were only made available during the conduct of workshops and actual printing of materials was only completed one month before the end of the Program (May 2019).

In contrast, less than one third of principals and teachers had good knowledge of and access to the Inclusive Education Video Series Learning Resource for Visually impaired and found it useful.

Twenty-six per cent of all teachers (BEST and non-BEST) stated that the primary hindrance to mainstreaming IE in schools was the lack of capacity of teachers and the lack of interventions to train the teachers. More specifically, they noted the lack of competencies of teachers in conducting clinical assessments of learning disabilities of children with disabilities prior to enrolment as well as competency in supporting the learning of children with disabilities mainstreamed in regular classrooms.

³³ 2019 Survey of Principals and Teachers

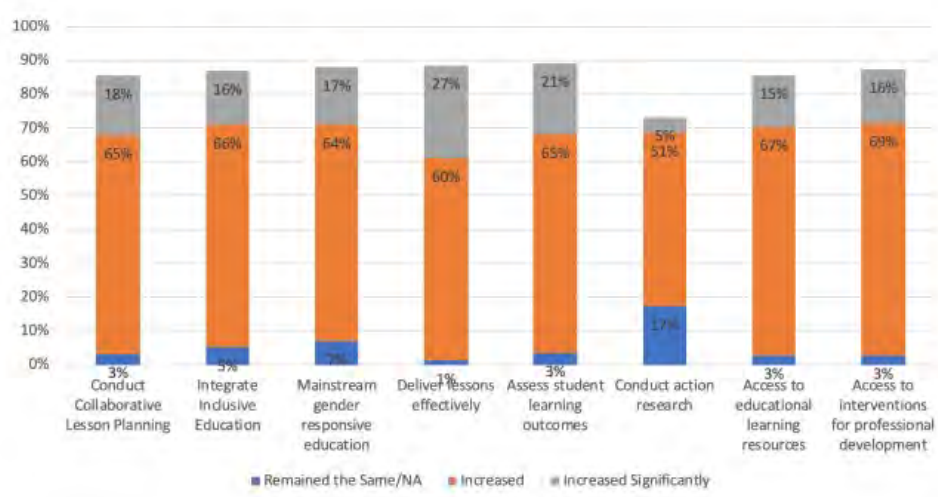
In the Follow-Up Study, one of the coping mechanisms used by teachers was the use of LAC sessions to provide orientation or basic training for regular teachers. The training is done by the school's Special Education teacher, who served as the Resource Person.

3.2.2.4. Changes in Teachers' Competencies

With the numerous reforms seeking to support teacher development, the EOPE Study obtained the perception of teachers as to the improvements in their competencies over the period of the BEST Program implementation. Survey results showed that teachers perceived the most significant increases in their competencies in the areas of "Deliver lessons effectively" (27 per cent) and "Assess student learning outcomes" (21 per cent) (Figure 7). Results of FGDs with teachers link these positive developments mainly to two Program interventions, namely, the K-12 Curriculum Guides and the classroom assessment tools.

Teacher competency with the least change was "*Conduct action research*", in which 17 per cent indicated no change in the last five years and only 5 per cent indicated significant change. This was validated in the FGDs in which teachers admitted that only a few conducted action research (see also Section 3.2.2.2. on Action Research).

Figure 7. Perceptions of changes in teachers' competencies in the last 5 years (n=107)

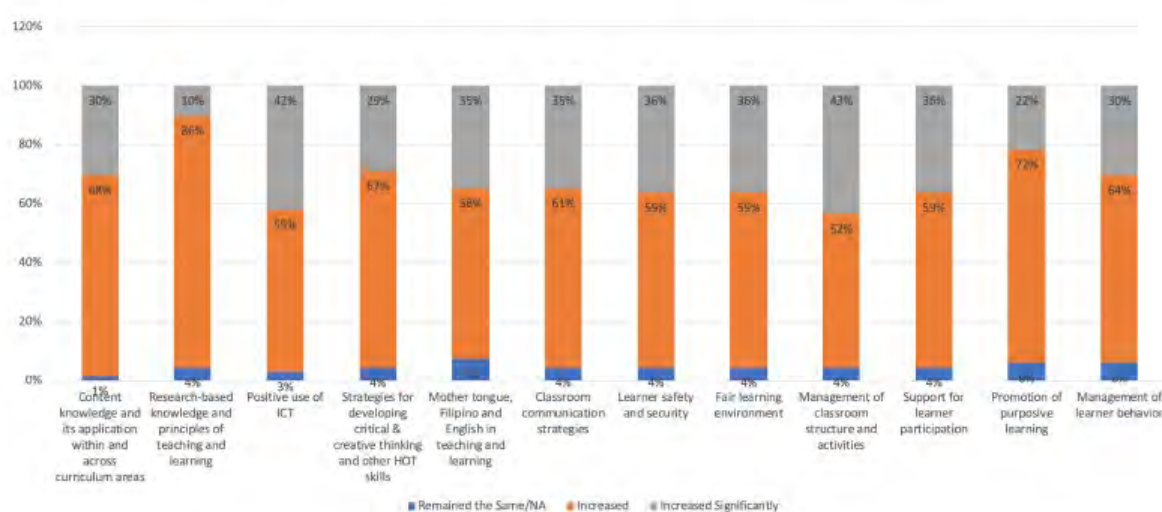


Note: Competencies were based on BEST Program interventions. Totals do not reach 100 per cent due to skipped answers.

Source: 2019 Survey of Teachers

The finding was validated in a similar survey conducted during the Follow-Up Study. Survey results revealed that the least changed competency of teachers was in the area of “*Research-based knowledge and principles of teaching and learning*”, where only 10 per cent indicated significant increase (Figure 8). In contrast, 43 per cent of teachers noted significant increases in their competencies in “*Management of classroom structure and activities*” while 42 per cent said the same in the case of “*Positive use of ICT*”.

Figure 8. Perceptions of changes in teachers’ competencies in the last 5 years (n=61)



Note: Competencies were based on the PPST. Skipped answers were added to No change.

Source: 2020 Survey of Teachers

3.2.2.5. Competency Standards for Teachers

The BEST Program produced the Philippine Professional Standards for Teachers (PPST), in partnership with RCTQ. The PPST served as the basis for various other Program interventions such as the enhancement of the RPMS tools and the curriculum audit of TEIs, among others.

PPST: A Framework

The Philippine Professional Standards for Teachers (PPST) is a competency framework for teachers developed by RCTQ, one of the BEST partner research institutes. It outlines the required skills and competencies of quality teachers to enable them to cope with the various emerging global transformations affecting the education sector such as the shift to K to 12

curriculum, the ASEAN integration, globalisation, and the changing competency requirements of the 21st century learners. A more detailed description of the PPST is presented in the PPST Study, which is an accompanying document to this EOPE Study.

The development of the PPST was informed by the Teacher Development Needs Study (TDNS) conducted by RCTQ to assess teachers' competency and knowledge in the K-12 curriculum subjects (focused on English, Filipino, Maths and Science at the Grades 6, 8 and 10 levels). The development and validation of the standards involved massive consultation processes with over 10,000 pre- and in-service teachers, principals, supervisors, regional directors and other educators, as well as representatives from government agencies and non-government organisations.³⁴

The impetus for the adoption of the PPST was formalised through Department Order No. 42 on the *“National Adoption and Implementation of the Philippine Professional Standards for Teachers”* issued in 2017. Survey respondents from BEST Program-supported schools showed high to very high knowledge and perceived utility (Table 13). This trend was also true of respondents from schools not directly supported by the Program, since DepEd rolled out the standards nationally. This finding was echoed in the Follow-Up Study.

Table 13. Principals, and Teachers, Perceptions on DO No. 42, s. 2017 “National Adoption and Implementation of the Philippine Professional Standards for Teachers”

	% Sufficient knowledge	% Comprehensive knowledge	% Sufficiently useful	% Extremely useful
Main Study*				
PSHs (n=26)	46%	50%	46%	38%
Teachers (n=107)	52%	14%	42%	25%
Follow-Up Study **				
PSHs (n=11)	42%	33%	42%	33%
Teachers (n=61)	56%	34%	51%	41%

³⁴ <https://www.DepEd.gov.ph/2018/10/03/rpms-ppst-helping-teachers-improve-delivery-of-quality-basic-education/>

The PPST was found to be well accepted among principals and teachers (from FGD results) as a competency framework to replace the predecessor National Competency-Based Teacher Standards (NCBTS). One of the key reasons for this was its strong research background.

*2019 KAU Survey **2020 KAU Survey

PPST-aligned RPMS tools: Assessment of teacher performance³⁵

In compliance with DO No. 2, s. 2015, DepEd’s Bureau of Human Resources and Organisational Development embedded 12 priority indicators of the PPST into its Results-based Performance Management System (RPMS).³⁶ Knowledge of this policy was equally high both for Program-supported and non-Program supported schools – a finding in both the initial BEST End of Program Evaluation Study and the Follow-Up Study (Table 14).

Table 14. Principals’ and Teachers’ Perceptions on DO No. 2, s. 2015 “Guidelines on the Establishment and Implementation of the Results-Based Performance Management System (RPMS) in the Department of Education”

	% Sufficient knowledge	% Comprehensive knowledge	% Sufficiently useful	% Extremely useful
Main Study*				
PSHs (n=26)	50%	42%	27%	54%
Teachers (n=107)	51%	22%	43%	30%
Follow-Up Study **				
PSHs (n=11)	42%	33%	42%	33%
Teachers (n=61)	56%	34%	51%	41%

*2019 KAU Survey **2020 KAU Survey

RPMS assessment tools were thus aligned with the PPST, namely: the RPMS Tools for Teachers I-III and Master Teachers, Manual, and tools within the RPMS cycles specifically the Self- Assessment Tool (SAT), the Classroom Assessment Tool (COT) and the Portfolio Assessment for Teachers (PAT). These tools do not directly contribute to improving teacher

³⁵ School-level assessments/perspectives were derived from FGDs with Principals and Teachers from BEST-supported schools and those not supported by the BEST Program (comparison schools) as well as from two surveys (KAUQ Survey and Survey on BEST Program interventions) administered to principals/school heads and teachers.

³⁶ RPMS is a systemic mechanism to manage, monitor and measure performance, and identify human resource and organizational development needs to enable continuous work improvement and individual growth. It is being implemented in consonance with the Civil Service Commission (CSC) Memorandum Circular No. 6, s. 2012

performance but provide objective means to measure the changes in performance of teachers. Thus, acceptance of these tools by the teachers is considered vital.

Generally, the PPST-aligned RPMS tools was widely accepted, since the processes in which the tools were used were not entirely new. Two Program outputs, however, became very contentious during the roll-out period (namely the COT and the SAT) as revealed through KIIs and FGDs. For instance, in the case of the COT, implementation differed across schools in terms of timing (principals conducted classroom observations using the COT monthly, every two months and quarterly) and substance (principals only observed certain sets of competencies at given times such as use of ICT). The differences in interpretation were attributed to the poor-quality roll-out of orientations (in which a 3-day workshop at the national level were reduced to half-day or even one-hour orientations once ‘cascaded’ down to school level).

In the case of the SATs, the main contention related to the volume of evidence required from the teachers for each subject taught. The teachers spent significant time completing Self Assessments at the expense of teaching.

It is important to note, however, that in the Follow-up Study, it was observed that many of these concerns had been addressed. This strongly suggests many of the implementation issues experienced during the cascading of the reforms to the schools may have been addressed and that the benefits accruing to the teachers have become more apparent. The results of the KAU Survey from the Follow-Up Study highlight this finding.

Table 15. Principals’ and Teachers’ Perceptions of the COT and SAT

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
Classroom Observation Tool (COT)						
Main Study*						
PSHs (n=26)	35%	58%	19%	62%	35%	58%
Teachers (n=107)	50%	36%	41%	40%	40%	39%
Follow-Up Study **						

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
PSHs (n=11)	42%	42%	50%	33%	42%	33%
Teachers (n=61)	41%	59%	34%	66%	39%	57%
Self-Assessment Tool (SAT) for Teachers						
Main Study*						
PSHs (n=26)	27%	54%	23%	58%	31%	54%
Teachers (n=107)	52%	22%	41%	26%	42%	24%
Follow-Up Study **						
PSHs (n=11)	67%	17%	45%	27%	45%	27%
Teachers (n=61)	38%	54%	33%	54%	38%	48%

*2019 KAU Survey **2020 KAU Survey

Knowledge, access and utility (KAU) of both the COT and SAT were high from the perspective of school-level stakeholders (Table 15). Survey results showed that knowledge of the COT was high (92 per cent among principals and 87 per cent among teachers); access was high (81 per cent among principals and 67 per cent among teachers) and perceived utility was also high (92 per cent among principals and 79 per cent among teachers). In the case of the SATs, knowledge was also high (81 per cent among principals and 75 per cent among teachers); access was high (81 per cent among principals and 81 per cent among teachers); and perceived utility was also high (85 per cent among principals and 66 per cent among teachers). In the Follow-Up Study, KAU of the COT and SAT was even higher among teachers.

3.2.2.6. Classroom Observations: Assessing the COT

The PPST-aligned Results-based Performance Management (RPMS) system was rolled-out to schools in 2018. The EOPE Study assessed the implementation of RPMS, particularly the use of the COTs (and the associated SATs) at the school-level.

Principals and Master Teachers (MTs) use the Classroom Observation Tools (COT) to observe how the teachers conduct classes. These observations are scheduled, and the topics and methods are agreed upon by the rater (principal or MT) and the ratee (teacher being observed). During the classroom observations, notes are taken down by the rater and later observations are conveyed to the teacher.

Although the RPMS and the COT in particular do not enhance teacher performance per se, they measure teacher performance in particular competencies linked to the PPST. The results of the observations serve as motivation to teachers to hone the competencies in which they are weaker. Teachers stated in the FGDs, that the COT (and the RPMS) provided them with a definite assessment of their rank (Teacher I-III, Master teacher I-IV) and clear competency requirements for promotion and professional development. The RPMS through its link to PPST encourages teachers to perform better and to access formal and non-formal professional development activities.

The EOPE Study notes that the COT contains nine Key Result Areas (KRAs).³⁷ The summary of the EOPE Study results follows.

COT Analysis by KRAs. Overall results of the classroom observations showed that there were very good ratings on KRA 1 (pedagogy and content). The level of mastery in content and competency in integrating lessons across learning areas and subjects was well-distributed. Teacher performance across all KRAs were mostly outstanding and very satisfactory except for KRAs 6 and 9 (differentiated instruction and use of formative and summative assessments respectively).

COT Analysis by Subject Area. Overall results of the classroom observations showed that teachers in the four subjects (Math, Science, English and Filipino) were rated mostly Excellent and very satisfactory in the COTs. While there were ratings of satisfactory, very few had unsatisfactory or poor ratings.

³⁷ KRA 1. Applies knowledge of content within and across curriculum; KRA 2. Uses a range of teaching strategies that enhance learner achievement in literacy and numeracy skill; KRA 3. Applies a range of teaching strategies to develop critical thinking; KRA 4. Manages classroom structure to engage learners, individually or in groups, in meaningful exploration, discovery and hands-on activities within a range of physical learning environments; KRA 5. Manages learner behavior constructively by applying positive and non-violent discipline to ensure learning-focused environments; KRA 6. Uses differentiated, developmentally appropriate learning experiences to address learners' gender, needs, strengths, interests and experiences; KRA 7. Plans, manages and implements developmentally sequenced teaching and learning processes to meet curriculum requirements and varied teaching contexts; KRA 8. Selects, develops, organizes, and uses appropriate teaching and learning resources, including ICT, to address learning goals; and KRA 9. Designs, selects, organizes, and uses diagnostic, formative and summative assessment strategies consistent with curriculum requirements.

Validating COT Results with TEACH Results. COT is a DepEd tool and only DepEd personnel may use the tool for assessment. Using the World Bank developed TEACH tool provided a third-party assessment that is objective and based on a strict protocol. The intent of the research was not to assess which was the better tool for assessing teacher performance but rather to validate if the results of the COT matched the results of the TEACH tool.

The Review revealed the following findings:

On the TEACH tool:

- Teachers in both BEST supported schools and schools that indirectly received interventions obtained low average scores on the areas of Feedback (2.0 and 2.5 respectively) and Perseverance (2.4 and 2.6 respectively) across regions (Table 16).
- BEST supported schools performed better on Critical Thinking (3.4) and on Social and Collaborative Skills (3.5).
- There was more or less no difference (i.e., within +/- 0.1 variance) between the two groups of schools in the areas of Positive Behavioral Expectations, Learning Facilitation, Checks for Understanding and Autonomy.

Table 16. Mean Scores of Classroom Observation using the TEACH Tool

Elements	BEST	NONBEST
Classroom Culture		
Supportive Learning Environment (SLE)	4	4.1
Positive Behavioral Expectations (PBE)	4	3.9
Instruction		
Learning Facilitation (LF)	3.8	3.9
Checks for Understanding (CFU)	3.3	3.3
Feedback	2	2.5
Critical Thinking (CT)	3.4	3.1
Socio-Emotional Skills		
Autonomy	3	3.1
Perseverance	2.4	2.6
Social and Collaborative Skills (SCS)	3.5	3.2

- On the other hand, looking at the MODE (or frequency of the results), it was observed that teachers from BEST supported schools obtained higher scores in three elements (i.e., Learning Facilitation, Checks for Understanding and Critical Thinking) under Instruction than teachers from indirect intervention schools (Table 17).
- Results using Mode for SES are incomparable between BEST and Non-BEST since there are no frequency results for BEST schools)

Table 17. Mode of Classroom Observation Scores using the TEACH Tool

Elements	BEST	NONBEST
Classroom Culture		
SLE	4	4
PBE	4	4
Instruction		
Learning Facilitation (LF)	4	4
Checks for Understanding (CFU)	4	3
Feedback	1	2
Critical Thinking (CT)	5	3
Socio-Emotional Skills		
Autonomy	3	3
Perseverance	2	3
Social and Collaborative Skills (SCS)	4	4

On Comparing QED ADII and IPA Results on TEACH:

- The results of classroom observations using the TEACH tool undertaken by IPA and QED ADII showed similarities given the +/- one-point allowance provided in the TEACH protocol. This meant that although the QED ADII scores were higher than the IPA scores, the difference in scores were within the one-point allowance.
- Moreover, QED ADII scores were higher than IPA scores for BEST supported schools for the global scores and the three areas under TEACH. However, the scoring trend for both QED ADII and IPA followed the same pattern.
- The scores per TEACH area also reflected the same scoring trend although scores of QED ADII were higher.

- The variances between the scores of both research organisation in the nine elements were less than one point. Given the TEACH protocol of +/- one-point allowance, the variances were within acceptable standards.

On Comparing Results of Ratings of Classroom Observations using the COT and TEACH tool³⁸
(Priority 1)

- Based on the data from seven classroom observations, six out of the nine KRAs corresponded to the scores of the respective TEACH elements.
- Disparity of scores between COT and TEACH Tool were evident for KRA 5 on Critical Thinking and KRA 9 on Checks for Understanding. This disparity may be due to the general description of the KRAs that can be subsumed in the specific behaviors under the TEACH elements or to the Raters' difficulty in measuring these two KRAs.
- Eight COT KRAs were represented in TEACH with the exception of KRA 1. Comparing the descriptions of the KRAs in with that of the TEACH Tool, behaviors described in KRAs 4, 7, 8, and 9 were under the element Learning Facilitation (LF). The criteria in KRA 9 can be observed in two TEACH elements – Learning Facilitation and Checks for Understanding.
- There were three elements in TEACH that were not specifically described in any of the COT KRAs. These were: Autonomy (Au); Feedback (FB); Perseverance (Pe); and Social and Collaborative Skills (SCS), which were under instruction and socio-emotional skills, respectively.
- Given the very small sampling size of the simultaneous observations, these results cannot be generalised to all the BEST supported schools. It is highly recommended that a wider study be conducted similar to one undertaken by IPA. The comparison should also be done using the KRA objectives versus the specific behaviors per TEACH element to capture a better fit of the different parameters.

³⁸ This finding is based the results of classroom observations of seven teachers simultaneously observed by Principals/School Heads using the COT and by QED ADII using the TEACH Tool. The QED ADII Study Team was only able to observe 7 actual classroom observations using the COT because at the time of the data gathering, most of the classroom observations were already done as school year was ending (March).

On the COT Results:³⁹

- Overall, results of analysis (of 69 COTs) showed that there were very good ratings on KRA 1, which evaluated teacher performance. The level of mastery in content and competency in integrating lesson across learning area and across subject were well-distributed.
- The trend across the COT KRAs, by subject and by region showed that scores were consistently high (Outstanding to Very Satisfactory) with very few outliers that were given low ratings.
- This finding was consistent with the IPA finding of high ratings being given across the COT KRAs. The report stated that *“These uniformly high scores could suggest that supervisors are overestimating true teacher competencies and supervisors also raised this concern independently during interview”*.⁴⁰

A more detailed analysis of the classroom observations can be found in Annex U. Analysis of Classroom Observations and Teacher Performance.

Enhancing competencies of education leaders and managers

BEST Program interventions in pursuit of Immediate Outcome 2 (IO2) — *“Education leaders and managers have strengthened capacity to implement school-based learning outcomes initiatives”* — were under the umbrella of the L&D System and SBM.

3.2.2.7. Changes in Principals’ and School Heads’ Competencies

Individual Competencies. Principals were asked to identify significant changes in four competencies⁴¹ over the last five years (corresponding to the BEST Program implementation). These changes are not statistically attributed to the BEST Program

³⁹ These findings were based on the 69 Classroom Observation Tools (COTs) collected by the EOPE Study Team from 41 BEST supported schools. These COTs were conducted during various quarters of the school year and some involved similar teachers. The comparative analysis was intended simply to assess the suitability of the tool in measuring teacher performance.

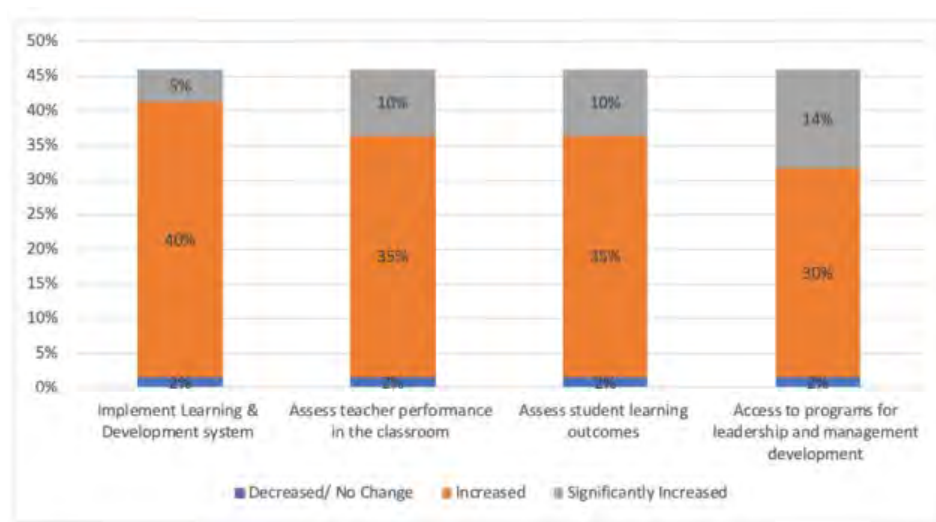
⁴⁰ Teacher Professional Development (TPD) Support Baseline Study Final Report, IPA, May 2019, p. 74

⁴¹ The list of competencies was intended to provide answer EOPE Study research questions.

interventions, but only based on perceptions of respondents. Survey results revealed that 44 per cent of principals stated that all four competencies improved.

In particular, “*Access to programs for leadership and management development*” had the highest significant increase (14 per cent of principals). However, the share of principals who said they had significant increases in three other competencies were only 10 per cent, 10 per cent and 5 per cent respectively (Figure 9).

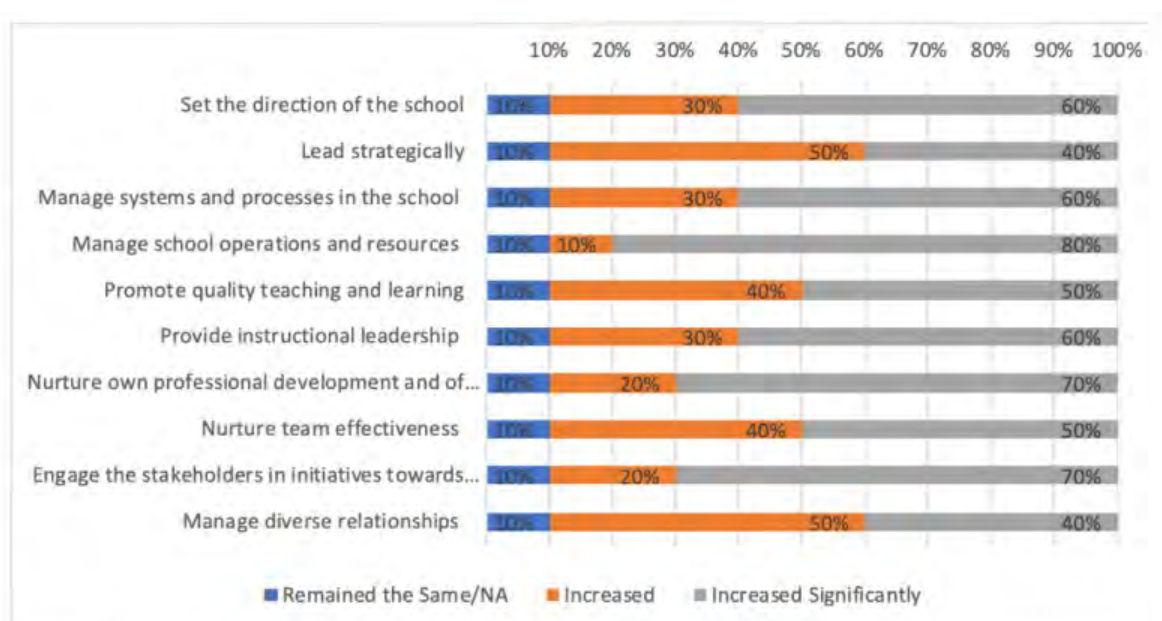
Figure 9. Changes in Competencies of Principals (n=39)



In the Follow-up Study, principals were also asked to identify changes in ten competencies, taken from the draft Philippine Professional Standards for School Heads (PPSSH). Results revealed that 90 per cent of principals indicated that all 10 competencies had improved overtime (Figure 10).

Of these, 80 per cent said that their competency in “*Managing school operations and resources*” had significantly increased while 70 per cent noted significant increases in competencies on “*Nurturing own professional development and of teachers and other school personnel*” and “*Engaging stakeholders in initiatives towards improvement of the school community*”. The least improved competencies were in the areas of “*Leading strategically*” and “*Managing diverse relationships*” as only 40 per cent indicated a significant improvement in these competencies.

Figure 10. Changes in Competencies of Principals (Follow-Up Study, n=11)



Source: 2020 Survey of PSHs

3.2.2.8. School Heads Leadership Development Program (SHLDP)

One key BEST Program intervention under the L&D System was the development of the School Heads Leadership Development Program (SHLDP) modules.

Survey results⁴² showed that only six principals noted they took and completed the SHLDP while another three principals said they completed one or two modules. Moreover, principals said that:⁴³

- 58 per cent of them have good knowledge of the SHLDP (35 per cent sufficient knowledge and 23 per cent comprehensive knowledge);
- 69 per cent of them have full access of the SHLDP (35 per cent sufficient knowledge and 35 per cent comprehensive knowledge); and
- 73 per cent of the Principals find the SHLDP useful (58 per cent sufficient knowledge and 15 per cent comprehensive knowledge).⁴⁴

⁴² 2019 Survey of Principals

⁴³ Only Principals from BEST Program supported schools

⁴⁴ 2019 KAU Survey

In the Follow-up Study, 50 per cent of principals stated that they used the SHLDP and two of the five rated the SHLDP modules as Very High in terms of: Appropriateness as a training modality for principals and School Heads; principals and School Heads' acceptance of the training modality; and usefulness of the training modality in improving leadership and management competencies.⁴⁵

Curriculum and Assessment

IO3. Curriculum and assessment approach international standards

The Curriculum and Assessment work stream consisted of interventions focused on *“the development and adjustments in the K-12 curriculum, classroom and national assessments and general learning strategies”* (BEST Program, 2012, p. 55).

3.2.2.9. Curriculum

DepEd began work on the K-12 curriculum in 2011 with a phased approach, i.e., implementing the new curriculum for two additional grades each consecutive year. Curriculum guides and materials were developed in different stages of schooling. Program interventions were through the provision of technical assistance to DepEd in the development of the curriculum guides and the development and contextualisation of learning materials. This was in response to the lack of access to pedagogically sound teaching resources aligned with the K to 12 curriculum.

Significant among the reforms was the introduction of the mother tongue-based multi-lingual education (MTB-MLE) policy from Kindergarten to Grade 3. DepEd Order No. 55, s. 2015 or the *“Utilisation of Language Mapping Data for Mother Tongue-Based Multilingual Education (MTB-MLE) Program Implementation”* emphasised the use of language mapping *“for the production of new teaching and learning materials, capacity-building of teaching and non-teaching personnel, and the development of a culturally responsive MTB-MLE strategy for all learners.”* Survey results on the knowledge and perceived utility of this Policy showed that 73

⁴⁵ 2020 Survey of Principals

per cent of principals and 38 per cent of teachers have good knowledge of this policy (Table 18). In terms of utility, 58 per cent of principals and 43 per cent of teachers found it useful.

The interesting aspect to note in the Follow-Up Study is the increase in knowledge and usefulness of the policy from the teachers' perspective: from 38 per cent to 58 per cent of teachers having good knowledge; and from 43 per cent to 78 per cent of teachers finding the policy useful.

Table 18. Principals' and Teachers' Perceptions on DO 55, s. 2015 Utilization of Language Mapping Data for Mother Tongue-Based Multilingual Education (MTB-MLE) Program Implementation

	% Sufficient knowledge	% Comprehensive knowledge	% Sufficiently useful	% Extremely useful
Main Study*				
PSHs (n=26)	42%	31%	35%	23%
Teachers (n=107)	22%	16%	29%	14%
Follow-Up Study **				
PSHs (n=11)	36%	27%	27%	36%
Teachers (n=61)	38%	20%	44%	34%

*2019 KAU Survey **2020 KAU Survey

This is notable because the MTB-MLE was one of the more contentious topics discussed during the FGDs with teachers. Several teachers from NCR and Region X FGDs mentioned that MTB-MLE resulted in better learning outcomes for students because learners easily understood terms in their local language. A principal from Region VI stated that, *"I think one of the advantages of using Mother Tongue is enhanced participation of the learners especially in the Pre-School/Kinder stage because they can really understand the story or the discussion of the teacher in the Mother Tongue. So somehow it improves the comprehension and understanding of the learners"*.

However, teachers who participated in the FGDs in Regions V, VI, VII and VIII highlighted common problems with the use of the Mother tongue as a medium of instruction (Box 1).

Box 1. Using the Mother Tongue as Medium of Instruction	
<i>English comprehension deteriorated with the use of Mother Tongue. When this became alarming, some teachers started bridging from Mother Tongue to English as early as Grade 1. Because intensive reading in English starts only in Grade 3, some principals encourage their teachers to use their free time to hone their students' reading skills, setting a target that by Grade 4 there should be no English non-reader anymore</i> - FGD with [BEST] Principals in Region 6	<i>Children find it difficult to transition from Mother Tongue to English in Grade 4. They are at a disadvantage because NSAT is in English; even instructions and test items in quiz contests are in English.</i> <i>One Grade 4 Math teacher found herself teaching her pupils how to spell the numbers; because of Mother Tongue, they kept spelling "one" as "wan"</i> - FGD with [BEST] Teachers in Region 6
<i>Grade 4 teachers and students are in a difficult transition period. After learning the subject areas with the use of mother tongue, Kinaray-a, from Kinder to Grade 3, the pupils, upon reaching Grade 4, need to understand and grasp new science and mathematical concepts using English as the medium of instruction.</i> <i>The problem is that the Kinaray-a that is used in the instructional materials at the lower grade level is the Kinaray-a used in the Province of Antique, which is different from the Kinary-a used in the Province of Iloilo. Moreover, the Kinaray-a being used in Math instructional or learning materials is no longer the Kinary-a. which is being used at the homes of the students or in the ordinary conversations.</i> <i>In effect, the terms or words used in the instructional materials are foreign to both students and teachers.</i> - PSH of Janiway Pilot Es	

These problems revolve around the difficulties experienced by many students transitioning to Grade 4 with the shift to English as the medium of instruction, which affected their

performance in science, mathematics, spelling and reading comprehension (in English). Moreover, teachers encountered difficulties teaching mathematics and science in mother tongue. Teachers also cited a lack of interventions to help students transition from mother tongue to English instruction.

Coping mechanisms instituted by some of the teachers who experienced difficulties included providing bridging classes to students prior to the start of the school year in order to help them transition. This additional activity, however, takes its toll on teachers, who are again saddled with the burden of implementing an untested policy.

These issues on the use of the Mother Tongue were still very evident in the Follow-Up Study, as several teachers raised similar difficulties encountered with the implementation of the MTB-MLE policy.

The BEST Program supported production of a range of curriculum-related outputs, including: the K-12 Curriculum Guides; Operations Manual with Guidelines for six Special Curricular Programs (SCP)-Foreign Language, Science, Sports, Arts, TVL, and Journalism; Multi-grade teach-learn package; and Contextualised curriculum resources. Among others, the renewed K-12 curriculum guides intended to help the teachers hone competencies on critical thinking, problem solving, and technology-assisted teaching (21st century skills). It likewise incorporated curriculum contextualisation strategies to provide for all types of learners.

Table 19. Principals' and Teachers' Perceptions on curriculum-related materials

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
K-12 Curriculum Guides						
Main Study*						
PSHs (n=26)	31%	46%	23%	54%	31%	50%
Teachers (n=107)	46%	46%	36%	50%	36%	48%
Follow-Up Study **						
PSHs (n=11)	50%	33%	25%	42%	33%	42%
Teachers (n=61)	18%	80%	16%	80%	28%	64%
Multigrade teach -learn- package						

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
Main Study*						
PSHs (n=26)	12%	0%	15%	0%	15%	4%
Teachers (n=107)						
Follow-Up Study **						
PSHs (n=11)	17%	8%	25%	8%	17%	0%
Teachers (n=61)	11%	2%	10%	0%	8%	3%
Contextualized curriculum resources						
Main Study*						
PSHs (n=26)	42%	27%	38%	19%	31%	31%
Teachers (n=107)	57%	11%	48%	11%	48%	15%
Follow-Up Study **						
PSHs (n=11)	50%	17%	25%	25%	33%	17%
Teachers (n=61)	41%	31%	39%	33%	36%	33%

*2019 KAU Survey **2020 KAU Survey

KAU Survey results revealed that KAU of Principals and teachers on the K-12 Curriculum Guides were very high, both for the Main and the Follow-Up Study (Table 19). Moreover, in the Follow-Up Study, 100 per cent of the schools stated that they use K-12 Curriculum Guides (2020 Survey of Teachers). Also, about 80 per cent of them rated these materials as high to very high in terms of: Appropriateness as a teaching tool for teachers (82 per cent); Acceptability of the tool to teachers (79 per cent); and Usefulness of the tool to teachers (79 per cent).

In contrast, KAU on the Multi-Grade teach-learn package were all low (less than a third of respondents) while KAU on the Contextualised curriculum resources were moderate.

3.2.2.10. Assessment

Support for the enhancement of assessment systems in support the K-12 curriculum was one of the key interventions of the BEST Program (Box 2). Interventions were largely provided at the Central Office since it covered all schools. Interventions included building the capacity of staff in DepEd's Bureau of Educational Assessment in development of test items aligned with the 21st century skills indicators.

A National Assessment Framework was formulated and eventually promulgated, which included the provision of technical assistance in the development of the Classroom Assessment Resource Book (CARB) and other assessment tools (Box 3). The Assessment, Curriculum, Technology Research Centre (ACTRC), a BEST implementing partner, conducted research to underpin the development of the new assessment tools. ACTRC also provided DepEd with technical advice to guide its pursuit of the Philippines' participation in International Large-Scale Assessments (ILSA) such as the Program for International Student Assessment (PISA).

Box 2. K-12 Curriculum

“Before the K-12 [assessment was] more paper and pen. With K-12, the learners were graded with performance tasks... In the Division, we have an initiative called Learning Classroom Learning Children (LCLC). We monitor outputs of learners as assigned by the teachers.

As a result of LCLC, children became more inspired. The learners can explain the lessons better, both in terms of content and performance. Students are now aware of how they are graded.

Repetition rate was reduced from 5% to 1% after assessments like performance-based assessment/ portfolio assessment have been conducted. Teachers are now aware of other forms of assessment other than paper and pencil.

- DO responded in an FGD

Familiarity with the three assessment-related policies at the school-level was generally very high. More than 70 per cent of principals and teachers had high familiarity with and perceived utility of DO 8-2015 on the Classroom Assessment (Table 20). An interesting trend that appeared from the results was that the extent of knowledge of teachers and their perception of usefulness on the three policies increased from the Main Study to the Follow-Up. This might point to the fact that it takes time for information to reach teachers.

Table 20. Principals' and Teachers' Perceptions on Assessment-Related Policies. DO No. 8 s 2015 on the "Policy Guidelines on Classroom Assessment for the K-12 Basic Education Program

	% Sufficient knowledge	% Comprehensive knowledge	% Sufficiently useful	% Extremely useful
Main Study*				
PSHs (n=26)	23%	69%	31%	62%
Teachers (n=107)	44%	27%	36%	37%
Follow-Up Study **				
PSHs (n=11)	33%	50%	33%	50%
Teachers (n=61)	51%	46%	56%	43%
DO No. 55, s. 2016 on the "Policy Guidelines on the National Assessment of Student Learning for the K-12 Basic Education Program				
Main Study*				
PSHs (n=26)	42%	35%	50%	27%
Teachers (n=107)	37%	20%	38%	25%
Follow-Up Study **				
PSHs (n=11)	33%	25%	33%	25%
Teachers (n=61)	56%	25%	56%	26%
DO No. 29 s. 2017 on the "Policy Guidelines on System Assessment in the K-12 Basic Education Program"				
Main Study*				
PSHs (n=26)	48%	40%	38%	50%
Teachers (n=107)	38%	19%	37%	24%
Follow-Up Study **				
PSHs (n=11)	42%	25%	50%	25%
Teachers (n=61)	59%	25%	56%	34%

*2019 KAU Survey **2020 KAU Survey

Another significant output from the Program was the development of the Classroom Assessment Resource Book (CARB) for K to Grade 10 in support of classroom assessment. Survey results showed that only about a third of principals had good knowledge (35 per cent) and full access (31 per cent) and find it useful (46 per cent) (Table 21). Also, 33 per cent of teachers had good knowledge of the CARB, but only 24 per cent have full access and 32 per cent find it useful. In the Follow-Up Study, the knowledge, access and perceived utility of the CARB increased significantly among principals, while that of teachers remained more or less the same.

Table 21. Perceptions of Principals and Teachers on the CARB for K to Grade 10

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
Main Study*						
PSHs (n=26)	27%	8%	19%	15%	31%	15%
Teachers (n=107)	26%	7%	21%	4%	27%	5%
Follow-Up Study **						
PSHs (n=11)	50%	25%	50%	25%	33%	25%
Teachers (n=61)	28%	7%	23%	8%	23%	10%

*2019 KAU Survey **2020 KAU survey

In the Follow-Up Study, only 33 per cent of teachers stated that their schools used the CARB. 57 per cent of teachers rated CARB's *"Appropriateness as a teaching tool for teachers"* as high while 22 per cent rated it very high; 48 per cent rated *"Acceptability of the tool to teachers"* as high while 30 per cent rated it very high; and 48 per cent rated *"Usefulness of the tool to teachers"* as high while 30 per cent rated it very high. ⁴⁶

Box 3. Classroom Assessment Resource Book

"In terms of assessment of the learning outcome of our students, we are guided by DO 8 s. 2015, that is the Assessment of Classroom Instruction. This is the guide [used by our] teachers in the assessment of the learning outcomes of the students in all subject areas.

[For us,] one of the most helpful assistance that the BEST Program gave is the assessment policy that brought about the Classroom Assessment Resource Book (CARB), a resource material for teacher. It is an expanded version of the DO 8 since it includes portfolio assessment and the different types of formative assessment per learning area per grade level is already there.

This is used by our teachers during their LAC sessions.

...but with CARB, whatever the gray areas were in the DO 8 is already addressed. It is very specific. There are examples by learning areas, so assessment is easier since these are already in the book. Maybe the implementation [of assessment] would have taken a much

⁴⁶ 2020 Survey of Teachers

longer time without the BEST [Program interventions]. The assistance is very good since the problems are already addressed.

CARB is being used annually when we conduct training on assessment and in fact, we update it.”

- FGD Respondent from RO

Access to learning and teaching materials

Immediate Outcome 4 (IO4) “*Appropriate learning and teaching materials are available and more accessible*” was intended to contribute to EOPO 1 on Student Mastery. Program interventions included those under the umbrellas of the L&D System (for teacher professional development), Curriculum and Assessment and Unified Information System.

3.2.2.11. Access

On the basis that strong knowledge leads to improved practices (i.e., utilisation of the products), which in turn increases sustainability, teachers’ (and principals’) familiarity with teaching and learning materials produced under the BEST Program were assessed to gauge their contribution to program outcomes.

Under the L&D System, the BEST Program provided support for the production of several knowledge products such as the: LAC Toolkit; LAC Session Guides on PRIMALS 4-6; LAC Session Guide on CARB; Action Research Toolkit; LAC Session Guide on Positive Discipline; LAC Session Guide on Inclusive Education Values Series; among others). Under the C&A, the following products were produced: Classroom Assessment Resource Book (CARB) for K to Grade 10; Operations Manual with Guidelines for six Special Curricular Programs (SCP)- Foreign Language, Science, Sports, Arts, TVL, and Journalism; K-12 Curriculum Guides; Multi-grade teach-learn package; Information Guide to the K-12 Program and Senior High School; and Contextualised curriculum resources.

Findings revealed that the share of teachers who have full access are as follows (Table 22):

- Access of teachers to materials generally improved from 2019 to 2020 (except for the AR Toolkit);
- In 2019, less than a third of teachers had access to CARB and Action Research Toolkit and this did not improve in 2020;
- About half of teachers had access to PRIMALS and the Learning Resources Portal but access to the Portal had improved significantly in 2020. Interestingly, knowledge of PRIMALS increased significantly in 2020 but perceived utility of the Portal declined.

Table 22. Access of Teachers to Selected BEST Program-supported Outputs

	2019 <i>n</i> =107	2020 <i>n</i> =61
Learning and Development (L&D) System		
Learning Action Cell (LAC) Toolkit	59 per cent	51 per cent
ICT Learning Action Cell (ICT LAC) Resource Materials	40 per cent	56 per cent
Pedagogical Retooling in Mathematics, Languages and Sciences (PRIMALS) Resource package	40 per cent	46 per cent
Action Research (AR) Toolkit	22 per cent	20 per cent
Philippine Professional Standards for Teachers (PPST)		
RPMS Facilitator's Guide	71 per cent	85 per cent
Classroom Observation Tool (COT)	81 per cent	100 per cent
Self-Assessment Tool (SAT) for teachers	67 per cent	87 per cent
Curriculum and assessment		
Contextualised curriculum resources	59 per cent	72 per cent
K-12 Curriculum Guides	86 per cent	97 per cent
Classroom Assessment Resource Book (CARB) for K - Grade 10	24 per cent	31 per cent
Unified information system and sub-systems (UISS)		
Enhanced Basic Education Information System (EBEIS)	65 per cent	79 per cent
Learner Information System (LIS)	82 per cent	93 per cent
Learning Resource (LR) Portal	43 per cent	70 per cent

Source: 2019 and 2020 KAU Survey

3.2.2.2. Access through the Learning Resource (LR) Portal

The LR Portal was described by one Regional Office FGD participant as follows:

“The Learning Resource Portal is not a new system. It was piloted in STRIVE regions and introduced to the other regions during the rationalization. The LR portal system gives access to teachers to Learning Resources developed by DepEd. Even when there is no printed copy, through the portal the teacher may use them. Teachers are asked to register so that they can access teachers’ guides and other learners’ materials”.

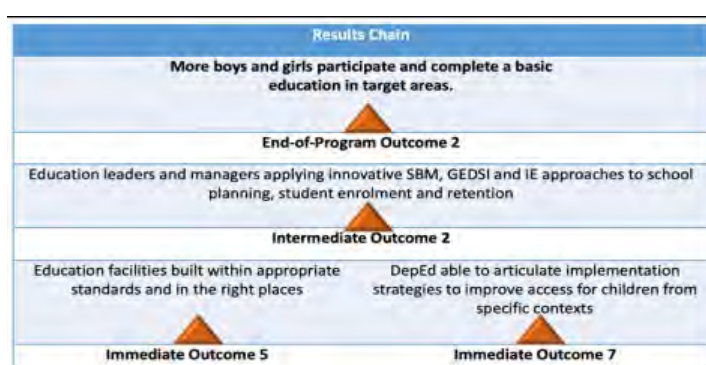
However, teachers’ access to quality teaching and learning materials through the Learning Resource Portal is hampered by several factors: internet connectivity in schools or internet access of teachers; the quality of the resources available in the portal; ineffective cataloguing of materials (making search time longer); and low capacity of the system to handle user traffic.

3.3. Student Participation

Key Evaluation Question No. 3 asks, *“To what extent and how did BEST interventions increase the number of boys and girls participating and completing basic education in target areas?”*

The EOPO being evaluated under this KEQ was that *“More boys and girls participate and complete a basic education in target areas”* (Figure 11).

Figure 11. Results Chain for EOPO 2



EOPO 2 was expected to be realised when education leaders and managers applied their newly acquired competencies and approaches introduced through the reforms. Three BEST program interventions were in turn expected to directly contribute to the attainment of Intermediate Outcome 2 namely: SBM, Classroom Construction, and GEDSI interventions.

Education Key Performance Indicators

Because of limited data, statistical analysis to assess the effect of the BEST Program on student participation could not be undertaken as planned. Instead, student participation in BEST supported regions is presented using average change in enrollment and attendance rates, using data from the 25 schools. In addition, key student participation indicators of BEST-assisted Regions and Divisions are presented using data from the Enhanced Basic Education Information System to demonstrate capacity of one of the UIS sub-systems in providing data for analysing sub-sector performance. Three indicators — change in enrolment, attendance rate and drop-out rates — are presented below while other education key performance indicators are provided in Annex V. Selected Education Key Performance Indicators.

3.3.5.1. Change in Enrollment

The results of this analysis was the average change in enrollment over time.⁴⁷ A positive DID value implies positive effects of the Program, indicating that higher increases in the average change of enrollment count was observed in the direct recipient schools from baseline to endline relative to the indirect recipient schools. See also Annex V-1. DID Analysis on change in enrollment.

Note that in assessing the average change in enrollment, different timelines were taken into consideration.⁴⁸ Results varied as shown in Table 23. For Grade 5 male students, data showed that the change in enrollment count for boys decreased for the DRS while it increased for the IRS for the same period. The DID value was negative for boys (-6.58), indicating that there was a higher increase in the change of enrollment count in the IRS relative to DRS. Thus, there was no program effects on increasing enrollment for boys.

⁴⁷ The assumption in making this calculation was that the students in the current grade level would continue on to the next grade level.

⁴⁸ For the baseline of Grade 5, the enrollment count of Grade 5 in SY2016-17 is compared to the enrollment count of Grade 4 in SY2015-16; For the endline of Grade 5, the enrollment count of Grade 5 in SY2017-18 is compared to the enrollment count of Grade 4 in SY2016-17; For the baseline of Grade 6, the enrollment count of Grade 6 in SY2016-17 is compared to the enrollment count of Grade 5 in SY2015-16; and For the endline of Grade 6, the enrollment count of Grade 6 in SY2017-18 is compared to the enrollment count of Grade 5 in SY2016-17.

For Grade 5 female students, data revealed that the change in enrollment count increased for both the DRS and the IRS for the same period, albeit, the increase in the DRS was higher. The DID value was positive for girls (1.47), which indicated that the Program may have some positive effects for increasing enrolment among girls in DRS.

Table 23. DID Analyses of Change in Enrolment by Sex

Student Group	DID value	Implication
Grade 5 – Male	-6.58	Absence of positive effects of the Program on boys' enrollment
Grade 5 – Female	1.47	Possible positive Program effects on girls' enrollment
Grade 6 – Male	-5.18	Absence of positive effects of the Program on boys' enrollment
Grade 6 – Female	-2.58	Possible positive Program effects on girls' enrollment

For Grade 6 male students, the data showed that the change in enrollment count for boys in DRS was negative for both periods (baseline to endline) in a decreasing trend. Although, the change in enrollment for boys in the IRS was also negative, it followed an increasing trend. Thus, the DID value was negative for boys (-5.18), indicating the absence of positive effects of the Program on boys' enrollment. In the case of Grade 6 female students, the DID value was also negative (-2.58). However, the change in enrollment count for girls was negative at baseline but positive at the endline.

In sum, the findings showed that the program interventions have not taken root sufficiently to affect the intended outcome (i.e., increase in enrollment).

3.3.5.2. Attendance Rate

In the analysis of the participation data, the outcome is defined as the average attendance rate of students by grade level. A positive DID value (defined as the difference between the change in attendance rate from endline to baseline year) implies positive effects of the BEST Program. The higher the resulting value, the higher the increase in attendance rate in the DRS relative to the IRS. See Annex V-2. DID Analysis on Attendance Rate.

Results are presented in Table 24. For all Grade 4 students, the average attendance rate among students in IRS was higher than in DRS for the school years under review although both declined from SY2016-2017 to SY2017-2018. However, the DID value remained positive (0.17) because the decrease in attendance rate among students in DRS was significantly lower than that of the IRS.

For Grade 5 students, data showed that the average attendance rate among students in IRS was higher than in DRS except in SY2017-2018. However, the DID value positive at 1.15 percentage because the increase in attendance rate among students in DRS was significantly higher than in the IRS.

Table 24. DID Analyses of Change in Enrolment by Sex

Student Group	DID value	Implication
Grade 4	0.17	Possible slight positive effects of the Program
Grade 5	1.15	Possible positive effects of the BEST Program
Grade 6	2.40	Possible significant positive effects of the Program

In the case of Grade 6 students, the average attendance rate in IRS was higher than in DRS across all years. However, the DID value is significantly higher at 2.40 percentage because of the steeper decline in attendance rate among IRS.

It is important to note that the analysis cannot attribute the increase and decrease of attendance rate to the BEST Program. However, a specific trend evident from the data is important to note, i.e., there was generally a decreasing trend in attendance rate in all schools but the decline in DRS (BEST Program-assisted schools) was more gradual compared to the steep decline that occurred in IRS.

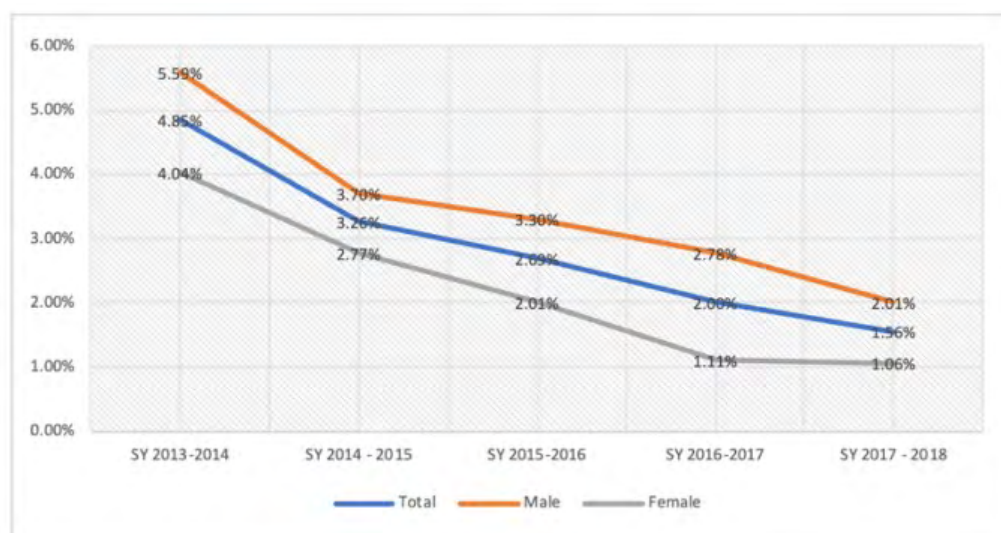
In summary, the observations revealed that program interventions may have had positive effects in increasing the average attendance rates of students in Grades 4, 5 and 6 in DRS and that the BEST Program may have benefitted Grade 6 students more than the two other grade levels.

3.3.5.3. Elementary Dropout rate/School leaver rate

Overall School Leaver Rates (SLR). National elementary school leaver rates⁴⁹ declined from 4.85 per cent in SY2013-2014 to 1.56 per cent in SY2017-2018 or a drop of 3.29 per cent (Figure 16). This declining trend was experienced both for boys and girls. Female SLR fell from 4.04 per cent to 1.06 per cent during the same period while male SLR declined faster, falling from 5.59 per cent to 2.01 per cent during the same period.

⁴⁹ Dropout rate or School leaver rate is defined as the percentage of pupils/students who leave school during the year for any reason as well as those who complete the previous grade/year level but fail to enroll in the next grade/year level the following school year to the total number of pupils/students enrolled during the previous school year. Source: PSA

Figure 12. Elementary school leaver rates, SY2013 –2014 to SY2017 – 2018



Source of basic data: DepEd EBEIS, April 2019

Table 25. Elementary School Leaver Rate by BEST and Non-BEST Regions, SY2013-2014 – SY2017-2018

Region	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017	2017 - 2018
NATIONAL (CO) Total:	4.59%	3.20%	2.73%	2.00%	1.04%
BEST Regions					
Region V - Bicol Region	3.08%	2.92%	2.43%	1.44%	1.50%
Region VI - Western Visayas	2.97%	1.97%	1.81%	0.83%	0.41%
Region VII - Central Visayas	2.97%	2.47%	2.17%	1.03%	0.63%
Region VIII - Eastern Visayas	4.06%	2.67%	2.03%	1.36%	0.61%
Region X - Northern Mindanao	5.80%	3.93%	2.99%	2.07%	0.29%
NCR - National Capital Region	3.39%	4.56%	3.19%	1.68%	0.69%
Non-BEST Regions					
Region I - Ilocos Region	1.90%	1.20%	1.08%	0.21%	0.17%
Region II - Cagayan Valley	2.42%	2.63%	1.71%	1.10%	1.01%
Region III - Central Luzon	1.91%	2.37%	0.94%	0.48%	0.28%
Region IV-A - CALABARZON	4.40%	0.64%	1.02%	0.15%	0.27%
Region IV-B - MIMAROPA	4.42%	2.64%	2.19%	1.77%	1.72%
Region IX - Zamboanga Peninsula	9.41%	1.20%	3.90%	2.86%	2.53%
Region XI - Davao Region	5.35%	3.29%	2.12%	1.83%	1.13%
Region XII - Soccsksargen	5.84%	1.09%	3.22%	2.91%	1.06%
CARAGA - CARAGA	4.14%	2.99%	2.86%	1.77%	0.90%
ARMM - Autonomous Region in Muslim Mindanao	17.85%	15.70%	16.54%	8.58%	11.16%

Region	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017	2017 - 2018
CAR - Cordillera Administrative Region	2.88%	2.95%	1.75%	0.89%	1.44%

Source: DepEd EBEIS, April 2019

Of the six BEST Program-supported regions, Region X posted the best performance in reducing SLR from SY2013-2014 to SY2017-2018, reducing SLR by 4.38 per cent (from 6.15 per cent to 1.77 per cent) (Table 29). Region X was followed by NCR, which reduced SLR by 3.46 per cent (from 4.36 per cent to 0.90 per cent during the same period).

In SY2013-2014, six Regions posted SLRs below the national rate namely: Region IV-A; Region IX; Region X; Region XI; Region XII; and ARMM. However, by SY2017-2018, Region IV-A achieved a commendable performance reducing SLR by 5.77 per cent and posting the lowest rate for that school year. On the other hand, Region IX and XII posted SLR lower than the national rates for the five years under review. However, it should be noted that the SLR of Regions IX and XII declined significantly by 6.83 per cent and 4.18 per cent respectively.

Improved education facilities

IO5: Education facilities built within appropriate standards and in the right places

Classroom Construction⁵⁰ and GEDSI intended to contribute to the attainment of EOPOs 1 and 2 based on a theory of change that conducive learning environments contribute to both access and learning outcomes for both boys and girls. The additional classrooms were expected to increase student participation in general and increase participation of children with disabilities in particular.

The classrooms designed and constructed by PBSP were made to be resilient to disasters, inclusive as well as sensitive to the needs of various types of students. Each constructed classroom was provided with separate toilets for boys and girls. Features that were friendly for children with disabilities were also incorporated such as ramps, wide doors (for both the classroom main doors and toilet doors), grab bars in the toilets and low light switches.

⁵⁰ The Classroom Construction component of the BEST Program was implemented in partnership with the Philippine Business for Social Program (PBSP)

From 2015 to 2019, under the BEST Program, PBSP completed the construction of 509 classrooms benefitting 157 schools in nine regions (Table 31). This achievement indicates high program efficiency as the number of classrooms targeted were constructed within the implementation period. Fifty-four per cent of classrooms constructed (288) were in 82 schools located within the six BEST Program-supported regions. Eighty-two per cent of the classrooms constructed were located in rural areas.⁵¹ Since traditionally schools in the rural areas have less resources and are often situated in third to fifth class municipalities where poverty is high, this distribution suggests attainment of inclusiveness.

In terms of improving access, PBSP reported that a total of 71,357 elementary students (48 per cent girls) benefitted from the classrooms constructed, and 77,658 high school students (51 per cent females) at the end of SY 2017-2018. Twenty-eight per cent of the beneficiary elementary students (25,573 students, 47 per cent girls) were studying in schools located within the BEST Program-supported regions (Table 32). In addition, nearly half of the beneficiary high school students (54,468 students, 51 per cent girls) were in schools located within the BEST Program-supported regions.

Table 26. Distributions of Classrooms Constructed/Construction by Region

	No of Class-rooms										
Region	2	3	4	5	6	7	8	9	12	Ongoing as of EOPE	Total
Region 5	5	8	3		3						19
Region 6	7	2									9
Region 7	8	4									12
Region 8	8	6	3	4	7			2		4	34
Region 10	6										6
Region 11	17	7		1			1			1	27
ARMM	30		5			1	1			3	40
CARAGA	10	5						1			16
NCR									2		2
No. of Recipient Schools	91	32	11	5	10	1	2	3	2	8	165

⁵¹ PBSP Tracking March 2019

	No of Class-rooms										
No. of Classrooms Constructed	182	96	44	25	60	7	16	27	24	28	509

Source: PBSP Tracking Document, 2019

Table 27. Distributions of Beneficiaries of Classrooms Construction by Region

	Baseline (SY 2012-13)	Baseline (SY 2012-13)	Baseline (SY 2012-13)	Beneficiaries (SY 2016-17)	Beneficiaries (SY 2016-17)	Beneficiaries (SY 2016-17)	
Regions	Male	Female	Total	Male	Female	Total	Increase/ Decrease in Students
NCR	992	899	1891	1,196	1,074	2270	379
Region 5*	1,494	1,418	2,912	1,626	1,364	2,990	78
Region 6	1,556	1,506	3,062	1,779	1,644	3,423	361
Region 7	3,588	3,318	6,906	3,941	3,443	7,384	478
Region 8*	2774	2554	5328	2674	2507	5181	-147
Region 10	1,962	1,778	3,740	2,362	2,186	4,548	808
	12,366	11,473	23,839	13,578	12,218	25,796	

*Not all recipient schools had data

Source: PBSP Tracking Report, 2019

The outcome of increased participation and completion by boys and girls in the recipient schools could not be directly attributed to the Classroom Construction due to insufficient data. Although the overall number of students in the schools that received new classrooms increased from 23,839 in SY2012-2013 to 25,796 in SY 2016-17, experiences among schools varied.

Also, despite the additional classrooms, several recipient schools experienced declines in student population from baseline to endline such as: San Antonio Elementary School in Region V which experienced a decline of 91 students during the two periods; San Miguel Central Elementary School in Region VII which had a decline of 49 students; and Catarman Central School I in Region VIII which had a decline of 122 students. Decline in student population in schools were attributed to environmental and socio-economic factors.

In 2012, at the design stage of the BEST Program, DepEd's budget for classroom construction was less than PHP 2 billion annually (under the General Appropriations Act). This was the basis for targeting construction of 1,000 classrooms, half of which were taken on by PBSP as part of the BEST Program while the P2 billion allocated was used by DepEd to construct the remaining half. However, in 2013, DepEd's classroom construction budget increased significantly to about PHP 14 billion and continued to increase annually. By 2018, the budget for classroom construction reached PHP 100 billion.⁵² This significant increase in budget enabled DepEd to fund the construction of school buildings from its own General Appropriations without having to rely on BEST funding.

By 2013, with the increase in budget, DepEd through the Department of Public Works and Highways sought to construct more than 8,000 classrooms, 46 per cent of which (3,772) were located in BEST supported regions. By 2018, more than 12,000 new classrooms had been constructed. From 2013 to 2018, DepEd records showed that it completed construction of a total of 126,061 classrooms.

⁵² AS-EFD, 2019

Intermediate Outcome 2: Education leaders and managers applying innovative SBM, GEDSI and IE approaches to school planning, student enrolment and retention.

Participation of education leaders and managers in field units (i.e., ROs/DOs/Schools) in the selection of recipient schools for classroom construction was not apparent. BEST Program PMO and DepEd (Central Office) stated that the selection of recipient schools was based on data from DepEd's Basic Education Information System (BEIS) and consultations with Division Offices regarding classroom requirements in the BEST Program's target areas (which also included Regions XI, Caraga and ARMM for classroom construction, in addition to the BEST Regions of V, VI, VII, VIII, X and NCR). However, KII and FGD respondents could not identify the reasons for the selection of schools. A couple of principals of recipient schools also could not identify the reasons for why they received classrooms over other schools.

PBSP stated that it took its direction from DepEd Central Office as to where to build classrooms and had no hand in selecting the schools.⁵³ DepEd stated that it followed a set of criteria for selecting schools to receive additional classrooms.⁵⁴ It also stated that priority was given to calamity-affected areas and schools with land titles.⁵⁵

Prior to its involvement in the BEST Program,⁵⁶ PBSP followed a more holistic approach to classroom construction. It provided a package of social preparation and capability building interventions to all the recipient schools. This included training programs for the Parent-Teachers Associations (PTAs), the School Administrators and the Local School Boards (LSBs) of the host-municipalities. This was intended to strengthen the sense of ownership, responsibility and participation of local stakeholders in the development of the schools. The training programs also assisted the school stakeholders in crafting their SIPs and aligning it with the Municipal Education Agenda, gender analysis, study of gender issues in the school and community as well as in promoting gender-fair and non-sexist learning environments. All these interventions were intended to heighten the participation of education leaders and managers in enhancing student participation and access.

⁵³ From the interview with PBSP

⁵⁴ However, the EOPE Team was not able to obtain a copy of the criteria.

⁵⁵ Interview with DEPED Administration Services

⁵⁶ Classroom construction started implementation earlier than the BEST Program; from the interview with PBSP

However, during the BEST Program implementation, the Classroom Construction intervention was implemented as a stand-alone intervention and social preparation was planned to be transferred to a different program component. Hence, the Study was not able to ascertain clear collaborations between Classroom Construction and the other program interventions. Classroom Construction was not able to draw synergy with SBM, GEDSI and/or OD for the vital social preparation and capability building interventions. This missed opportunity reduced the effectiveness of this Program intervention.

Opportunities for replication do exist however. In all recipient schools the classrooms constructed by PBSP have become models and in fact have raised the standards of GEDSI-responsive classrooms. PBSP acknowledged that some LGUs had requested the designs of the classrooms for replication.⁵⁷ Thus, it is reasonable to expect that future classroom construction could follow the disaster-resilient, gender-sensitive and disability inclusive design modelled through the BEST Program.

Enhanced access for children of specific contexts

IO7: DepEd able to articulate implementation strategies to improve access for children from specific contexts

The Program interventions under GEDSI consisted of three clusters of activities. First, the Program provided technical assistance for the formulation of several key education policies in support of IE and GRBE. Technical assistance included increasing understanding, knowledge, and skills to enable the practical application of disability and inclusive education. Second, GEDSI was mainstreamed as cross-cutting themes in the Learning & Development teacher professional development system. GEDSI concepts were integrated in the professional development programs for teaching and non-teaching staff at the division and school levels. GEDSI learning materials were developed which included, among others: Inclusive Education Video Series; LAC Session Guides on Inclusive Value Series; ALS-EST Handbook; and Learning Resources (LR) for visually impaired students. Third, the BEST Program supported the reactivation of the Gender Focal Point System (GFPS) at the Central Office and advocated for the appropriate use of the Gender and Development budget in implementing activities not

⁵⁷ Although currently proprietary issues on the design prevented them from sharing it.

only towards gender equity but also inclusion more broadly. These numerous interventions were intended to increase the capacity of DepEd to *“articulate implementation strategies to improve access for children from specific contexts”*

3.3.5.1. Policies on Inclusive Education (IE) and Gender Responsive Basic Education (GRBE)

With assistance from the Program, DepEd formulated and issued DO No. 41, s. 2017 on the “Policy Guidelines on Madrasah Education in the K to 12 Basic Education Program”, DO No. 32, s. 2015 on “Adopting the Indigenous Peoples Education Curriculum Framework” and DO No. 32 s. 2017 on “Gender-Responsive Basic Education Policy”. High knowledge of policies among school-level respondents was deemed critical for influencing implementation.

At the time of the survey, results revealed that these three policies were among the least known and useful policies from the respondents’ perspectives (Figure 17). Less than half of principals and less than a third of teachers stated having good knowledge of DO 32-2015 and DO 41-2017. In contrast, 58 per cent of principals and 47 per cent of teachers said they had good knowledge of DO 32-2017 (GBREP). In the Follow-Up Study, however, knowledge of the policy on indigenous education was higher than the GRBE policy and this was attributed to having two schools with high indigenous student populations.

[illegible]

Overall, school principals assessed the changes in their respective schools' capacity to deliver inclusive education as low. Only 37 per cent of principals stated that there was a significant increase in their schools' capacity to deliver Inclusive Education within the last five to six years.⁵⁸ Even fewer (3 per cent) said that it had increased significantly.

3.3.5.3. GRBE in Schools

⁵⁸ 2019 Survey of Principals

into practice. Among RO and DO respondents, awareness of GRBE was high. Almost all respondents from Region and Division Offices stated that the concepts of IE and GAD (collectively called GEDSI under the BEST Program) were not new to them because they have been undertaking similar activities for years. As such, many of the GEDSI-related field level activities could not be attributed to the BEST Program.

According to one DO FGD respondent *“GAD [was] implemented even before the BEST Program because this was required by COA”*. In fact, the practice of disaggregating school data by sex and disability were observed in the CO, RO, DOs and nearly all schools (although in some schools, some indicators were not sex disaggregated).

However, two DO respondents stated that despite the policy issuances on IE and GRBE, they had no formal programs offered for marginalised students yet. One respondent from a region said, *“In one Division, 85 per cent of students are IPs but there is no formal program to address their needs. On the other hand, in another DO, 5 per cent of students are Muslims and a program was initiated by the Division Office.”*

An RO respondent noted in the FGD that, *“The GAD budget is so big that they [referring to DepEd CO] have to think of what activities to conduct in order to utilise the GAD fund.”* And yet, some schools stated that the GAD fund is not fully utilised. On the other hand, a DO respondent noted that the GAD fund (which is 5 per cent of total DepEd budget) is usually utilised not only for GRBE but for Inclusive Education programs.

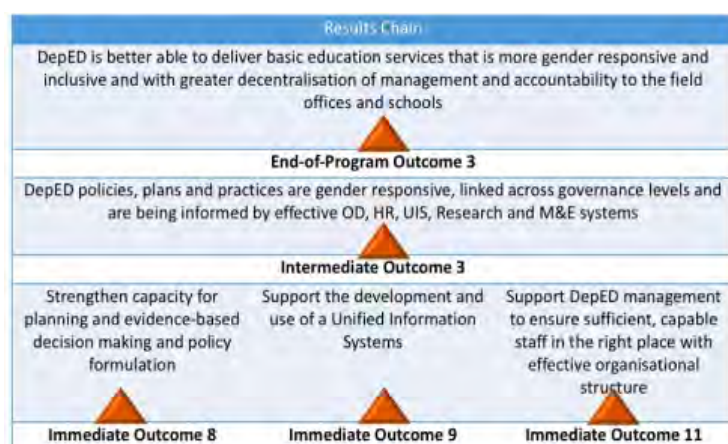
Likewise, in the survey, only 41 per cent of principals said that there was a significant increase in their schools’ capacity to deliver GRBE in the last five to six years and only 5 per cent reported that the increase was significant.

3.4. On enhancing DepEd’s Capacity to deliver inclusive and responsive basic education services

Key Evaluation Question No. 4 asks, *“To what extent and how did BEST interventions improve DepEd’s ability to deliver inclusive and responsive basic education services with greater decentralisation of management and accountability to the field offices and schools?”* The

EOPO being evaluated under this KEQ was that “*DepEd is better able to deliver basic education services that is more gender responsive and inclusive and with greater decentralisation of management and accountability to the field offices and schools*”.

Figure 14. Results Chain of EOPO 3



Four Program interventions⁵⁹ were intended to realise three Immediate Outcomes (i.e., IO8, IO9 and IO11), which in turn were expected to lead to the attainment Intermediate Outcome No. 3 (i.e., *DepEd policies, plans and practices are gender responsive, linked across governance levels and are being informed by effective OD, HR, UIS, Research and M&E systems*) and ultimately EOPO 3 (Figure 18). The findings under each of the four program interventions are discussed in the succeeding sections.

Capacity for planning and evidence-based decision making and policy formulation

IO8: Strengthen capacity for planning and evidence-based decision making and policy formulation

DepEd, as the education sector manager, is mandated to formulate education policies and plans, aligned with the evolving sector requirements, trends and demands. However, over the years, policy planning was plagued with serious challenges which included⁶⁰:

- limited implementation and utilisation by central, regional and field offices/schools and personnel of policies, plans and tools;

⁵⁹ These are PPMES, SBM, UISS and OD

⁶⁰ Taken from 3A Concept Note on PDME

- inadequate use of vital data/information for crafting responsive national policies or needed development interventions for strategic program/project adjustments;
- low absorption by field offices/schools of planning and M&E tools for evidence-based decision-making and policy formulation that integrates the principles of gender equality, disability, and social inclusion (GEDSI) in the different phases of the education management cycle;
- inadequate feedback mechanisms (top-down as well as bottom-up) and communication to internal and external stakeholders for strategic mainstreaming in the long-term.

To help DepEd respond to these challenges, the BEST Program PPMES interventions (Policy, Planning, and Monitoring and Evaluation Systems) focused on strengthening DepEd's capacity to undertake evidence-based policy development, program planning, management of service delivery, and monitoring and evaluation. Technical assistance and capacity building were provided for the design and development of systems and processes for policy and research, education planning at sector level and Monitoring and Evaluation (M&E). Program inputs also included the support to strengthen DepEd's Information Systems (refer to section on UISS).

3.4.5.1. Policy and Planning

The BEST Program interventions under PPMES were concentrated in the Central Office, primarily the Planning Service.

One policy formulated and issued with assistance from the BEST Program is DepEd Order No. 39, series of 2016, or the *Adoption of the Basic Education Research Agenda*, which provided "guidance to DepEd and its stakeholders in the conduct of education research and in the utilisation of research results to inform the Department's planning, policy, and program development aligned with its vision, mission, and core values". The following year, DO 16 s. 2017 on the Research Management Guidelines was issued.

However, diffusion of this policy is still quite limited. Survey results⁶¹ revealed that only 12 per cent of principals from direct recipient schools had comprehensive knowledge of the policy and 19 per cent of principals found it extremely useful (refer also to Annex Y). The Follow-up research study mirrored this finding⁶²: only 25 per cent of principals had comprehensive knowledge of this policy while 17 per cent found it extremely useful.

Drafts of two other policy instruments were completed with assistance from the BEST program and are awaiting promulgation: Basic Education Monitoring and Evaluation Framework (BEMEF) Policy; and the draft policy on Development Partners Coordination Mechanism.⁶³

However, respondents were still asked about two of these instruments. Survey results⁶⁴ revealed that only 8 per cent of principals had comprehensive knowledge of BEMEF while 23 per cent of them find it useful. Also, 8 per cent of principals had comprehensive knowledge of PBS while 31 per cent of them found it useful. The low level of knowledge is expected because these instruments were directed at the CO/RO/DO governance levels.

As one RO respondent noted, *“The contribution of BEST is that it strengthened and enhanced the systems and processes existing already in DepEd. There is now a set direction as to what to do and the systems and processes are now in place.”*

3.4.5.2. Monitoring & Evaluation

To further the pursuit of evidence-based policy and plan development, the Monitoring, Evaluation and Adjustment (MEA) framework was introduced across governance levels to include: the Regional Monitoring, Evaluation and Adjustment (RMEA); Division Monitoring, Evaluation and Adjustment (DMEA); District Monitoring, Evaluation and Adjustment (DsMEA); and the School Monitoring, Evaluation and Adjustment (SMEA). The MEA framework was an

⁶¹ From the 2019 KAU Survey

⁶² From the 2020 KAU Survey

⁶³ As per exchange with Director Roger Masapol (December 18-20, 2020), the BEMEF was drafted as a policy towards the end of BEST. It was submitted for approval as a DO but as of December 2020 had yet to be signed by the Secretary. Thus, at the time of the finalization of the BEST EOPE report, this was still a draft policy.

⁶⁴ From the 2019 KAU Survey

intervention that started with another Program (implemented from 2005-2011) funded by the Australian Government called Strengthening Implementation of Visayas Education (STRIVE).⁶⁵

As revealed in the FGDs, all BEST supported regions recognised the difficulties of collecting school-level data for use in planning and policy and for reporting physical accomplishments to DBM in the past years. These difficulties were addressed with the formulation of the MEA and backing from the UISS (Box 4).

However, like all the other Program interventions, experiences on MEA across regions were uneven. From the perspective of one RO respondent, he noted that *“The said technology is not yet fully implemented. It should have been Schools Monitoring, Evaluation, and Adjustment (SMEA) first. However, the region started it first so there is need to cascade this to the schools. As of now, it is in the division level already.”*

School-level awareness on the MEA Framework was generally high across all regions. Survey results⁶⁶ revealed that 38 per cent of principals from direct recipient schools had comprehensive knowledge of this framework while 42 per cent found it extremely useful. This finding, however, was not mirrored in the Follow-Up Study⁶⁷ where only 17 per cent of principals reported comprehensive knowledge and 8 per cent said they found it extremely useful.

The PPMES work stream in BEST undertook massive capacity building activities. For example, 63 per cent of the 4,217 school personnel who participated in various BEST supported capacity building programs were categorised under the PPMES (Figure 19).⁶⁸ About a third of these capacity development initiatives were conducted from July 2017-June 2018. Moreover, of the 60 training programs and workshops undertaken under the PPMES category, more

⁶⁵ STRIVE was designed as a vanguard initiative which aimed to develop and test support systems for SBM, Human Resources Development (HRD) specifically In-Service Education and Training, and the equitable provision of Learning Resource Materials (LRM). It was envisioned to be one of the strategic avenues to support the successful implementation of BESRA. While activities were delivered mainly in the three Visayas regions (VI, VII and VIII), outputs.

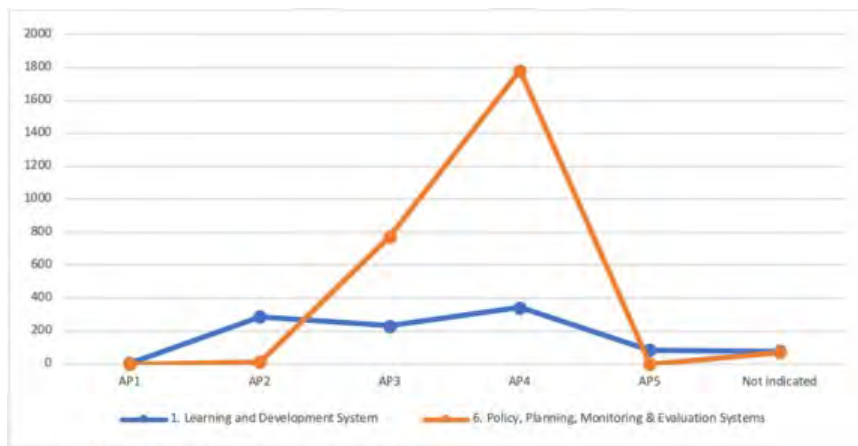
⁶⁶ 2019 KAU Survey

⁶⁷ 2020 KAU Survey

⁶⁸ The number of training programs under PPMES topped all the capacity building programs. L&D came in second.

than half (55 per cent) related to Monitoring, Evaluation and Adjustment (MEA), involving about 2,638 participants. The intense capacity building and the fact that MEA was carried over from a previous foreign assisted program, may explain the high level of familiarity and high acceptance of MEA among all BEST-supported interventions at the RO- and DO-levels.

Figure 15. Capacity Building Programs under PPMES Category



Source of basic data: BEST Program database

Box 4. FGD with Best-supported RO on MEA

The implementation of the MEA system from the regional level down to the school level was facilitated by the BEST Program by funding training program for the regional and the division monitoring teams and the provision of the resource persons.

Prior to the BEST Program implementation, M&E was not very popular and was not even acceptable in the region and divisions. The field units used informal M&E. But [*BEST Trainers*] used scientific methods in the conduct of M&E.

At the regional office, we were responsible for the training of the divisions. And once trained, DOs introduced the concept to the schools.

We identified the divisions that were weak on M&E, Dos that were not implementing M&E. We received comprehensive training from [*BEST technical experts*]. It was one of those training programs that really focused on the details that we needed to learn about M&E, unlike training at the national level where we were bombarded with information. Dos were trained on how to conduct progress monitoring. It focused on looking into the performance of the divisions, assessing accomplishments against work and financial plans and determining Key Performance Indicators (KPIs) such as drop-out rates, numerates, and graduation rates. They were trained how to analyze data, how to conduct characterization, and strategies on how to assess performance.

[As a result,] all the Divisions that received the training are now joining us whenever we conduct our annual regional evaluation or RMEA. This was never done before. [QAD] no longer encounters problems these days concerning the regional evaluation. For the last two year all of the 20 divisions have joined us in the year-end RMEA.

To my mind, the contribution of BEST is that were trained on how to make the MEA functional.

For me, the best gift that we received from BEST is the MEA technology.

This is the legacy of the BEST... it was through BEST that the M&E system in the region and also in the divisions was strengthened.

- Regional Office Respondents

3.4.5.3. School-Based Planning and Development

Under the BEST Program, School-Based Management (SBM) interventions were intended to improve student participation by increasing the capacity of school stakeholders to implement the management framework. SBM was intended to promote greater involvement of school internal (i.e., principals, teachers, students) and external stakeholders (i.e., parents, communities and local governments) in education processes to create more effective and better contextualised learning environments for students.

One of the most significant contributions of the BEST Program was support to the issuance of DepEd Order No. 44, s. 2015,⁶⁹ and a tool and guidebook. DO No. 44, s. 2015 defined the

⁶⁹ "Guidelines on the Enhanced School Improvement Planning (SIP) Process and the School Report Card (SRC)"

School Improvement Plan (SIP) as the *“roadmap that lays down specific interventions that a school, with the help of the community and other stakeholders, will undertake within a period of three consecutive school years. The implementation of development activities integral to it are in the school such as projects under the Continuous Improvement Program (CIP), the creation and mobilisation of Learning Action Cells (LACs), and the preparation of the School Report Card (SRC)”*. It is also vital in improving access of children from specific contexts such as indigenous and Muslim communities and children with disabilities.

The SRC accompanied the SIP as a de facto M&E tool to monitor SIP execution.⁷⁰ The SRC is *“a tool for advocating and communicating the school situation, context, and performance to internal and external stakeholders. Its objective is to increase the participation and involvement of the community and other stakeholders in making the school a better place for learning.”*⁷¹ DO 44 also included the School Improvement Plan (SIP) Guidebook, which provided details on the procedure in preparing the enhanced SIP and SRC. The guidelines and the Guidebook served as the official reference in the preparation and implementation of the SIP and SRC. An SIP Quality Assessment (QA) Tool was also developed as a self-assessment instrument for schools to check the quality of their SIPs.

With technical assistance from the BEST Program, other policy instruments were drafted to strengthen SBM: School Governance Council (SGC) Policy; the School-Based Management Policy Framework; and the School-based Management Assessment Tools.⁷²

ROs/DOs on SBM. Understanding of SBM among the RO and DO respondents was high. Respondents stated that the SIPs and the SGCs strengthened the involvement of stakeholders and diffused the primary control on the development of schools from mainly the school heads (which was the previous practice) to inclusion of other stakeholders (such as the parents and communities). The RO/DO respondents highlighted several benefits derived from the SBM interventions (Box 5). They stated that because all schools had

⁷⁰ The EOPE Study Team was informed that a DepEd M&E system that links PPMES and SBM is still under development at the time of the writing of this report.

⁷¹ DO No. 44, s. 2015.

⁷² As per exchange with Director Roger Masapol (December 18-20, 2020), these policies were drafted during the BEST program period but were only finalized after the closing of the BEST Program. The draft policies and frameworks were submitted for final approval and signature of the Secretary of Education but as of the December 2020 was still unsigned (and thus, not yet department policy).

prepared their SIPs in 2016, the ROs and DOs were better able to monitor the activities of schools including their expenditure, unlike in previous years. They added:

- *“[The BEST Program interventions were] very significant especially the SIP. The utilisation of funds should be reflected at the AIP. The schools should assess what are the priority needs and then allocate budget. The rule is that no AIP, no SIP, no MOOE. Before BEST, the school heads just “copy and paste” from other schools. There is no assessment and no planning. So budgeting is not needs-based. Now, there is a department in the division office who checks this. There is also a guide being used.”*
- *“Before, the [school] plans are “kalat-kalat” (scattered). Now the School Effectiveness Division (SED) is focused on the SIP. SIP is the basis for budgeting. Not only is the MOOE undergoing prioritisation but also support from other stakeholders.”*
- *“The preparation of the SIP before had no focus. There were no specific directions since there was no specific department to focus or look into this. Another contribution of the project is that the content, systems and processes [for SBM] were enhanced unlike before that there was none.”*
- *“SBM is also enhanced particularly the inclusion of Continuous Improvement (CI) since it is the process that particularly identifies the Priority Improvement Area (PIA). And this is their focus now, unlike before where the preparation of the SIP is just for the sake of complying since it is a requirement in order to have MOOE. But with the introduction of the CI, this now is a side by side process in the SIP crafting so there is focus. If there is a project proposal and it is not included in the SIP, this will not be approved. All proposed projects should be in the PIA and SIP so that there will be budget allocation.”*

Box 5. FGD Responses on SBM

As background, after the issuance of DepEd Order 83 series of 2012- The School Based Management Assessment Processes and Tools (SBM APAT), there was no follow up issuances along that line for the implementation of the said order. So, the 2nd part [of the budget], which was 40%, was not utilized due to lack of artifacts. When rationalization came, the people in the central office changed so nothing happened with this. When BEST started, they prioritized the crafting of the School Improvement Plan (SIP).

In 2015 we already had the Enhanced SIP. There were trainers sent to the national for a Training of Trainers then they cascaded this to the Divisions and the schools. Since this was a cycle, after three years, we now use instructional videos in crafting SIPs. This was already downloaded last December and last January the schools have already started crafting their SIPs using these videos.

BEST is now starting to focus on the crafting of the SBM APAT which started last month. This was the guideline to be used on the accreditation of schools from Level 1 to 3. While waiting for the SBM version APAT manual, the Regional Office formulated a contextualized version of the SBM to be used in the assessment of the level of practice schools.

- RO Respondent

Schools on SBM. Understanding of SBM among school principals was also quite high. Twenty-four of the 63 respondent principals indicated high familiarity with the SBM as a concept.⁷³ For those who had substantial knowledge, they explained SBM's roots lay in the government's decentralisation efforts, which shifted some responsibility for school management from the principals/schools alone to a broader group of stakeholders. Of these 24 respondents, 16 explained that SBM was based on specific responsibilities focused on school access, governance and quality with corresponding tasks such as management of school resources, monitoring and development of teacher and staff, gathering information on school-based performance indicators, and most importantly monitoring of student academic performance and general well-being.

The successful dissemination of DO 44 in the regions was evidenced by principals' strong awareness of the policy. Half of the respondent principals indicated comprehensive

⁷³ 2019 Survey of Principals

knowledge of the policy while 65 per cent found it extremely useful (Table 33). It is vital to reiterate, however, that at this point in time, most of the respondents said that they were not aware that the DO 44 nor the training activities that accompanied were supported by the BEST Program.

Table 28. Principals' and Teachers' Perceptions on DO 44, s. 2015 "Guidelines on the Enhanced School Improvement Planning (SIP) Process and the School Report Card (SRC)"

	% Sufficient knowledge	% Comprehensive knowledge	% Sufficiently useful	% Extremely useful
Main Study*				
PSHs (n=26)	42%	50%	27%	65%
Teachers (n=107)***				
Follow-Up Study **				
PSHs (n=11)	42%	25%	42%	33%
Teachers (n=61)	43%	36%	46%	39%

*2019 KAU Survey *** KAU Survey *** Teachers were not asked about the Policy

In terms of the dissemination of SBM-related outputs, only 31 per cent of principals from direct recipient schools indicated comprehensive knowledge of the SIP Quality Assessment Tool for Schools while 27 per cent indicated that they found it extremely useful⁷⁴ (see Table 34 below). Similarly, 31 per cent of principals from direct recipient schools indicated comprehensive knowledge of the Trainer's Toolkit for the Enhanced School Improvement Plan (SIP) and only 23 per cent indicated that they found it extremely useful.

Table 29. Principals' and Teachers' Perceptions of SBM-related Outputs

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
SIP Quality Assessment (QA) Tool						
Main Study*						
PSHs (n=26)	31%	31%	46%	27%	42%	35%
Teachers (n=107)						
Follow-Up Study **						

⁷⁴ 2019 KAU Survey

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
PSHs (n=11)	35%	25%	25%	25%	33%	17%
Teachers (n=61)	25%	31%	30%	33%	33%	28%
Trainer's Toolkit for the Enhanced School Improvement (SIP)						
Main Study*						
PSHs (n=26)	35%	31%	46%	23%	31%	46%
Teachers (n=107)	0%	0%	0%	0%	0%	0%
Follow-Up Study **						
PSHs (n=11)	17%	25%	17%	17%	8%	17%
Teachers (n=61)	26%	25%	26%	25%	30%	25%

Source: 2019 and 2020 Survey of PSHs and Teachers

Compared with the Follow-up Study, 25 per cent of principals from direct recipient schools indicated comprehensive knowledge of the SIP QA Tool for Schools and the SIP Trainer's Toolkit and 17 per cent indicated that they found both tools extremely useful⁷⁵.

SBM-related Training Programs. Training programs on the dissemination of DO 44 on September 2015 commenced immediately after the policy was issued. The SIP training programs were conducted from December 2015 to September 2016 with 2,812 participants (63 per cent females) from 44,154 schools (Table 35). The timing of the training program was critical because 2016 was a "*formulation year*" for the three-year school development plans⁷⁶.

While the cascading of orientation trainings on DO 44 policy and its attendant guidelines and tool covered 44,154 school or almost 95 per cent of all elementary and secondary schools, implementation challenges remained. The first issue related to the quality of the roll-out training programs. Key trainers (consisting of regional and division representatives) were

⁷⁵ 2020 KAU Survey

⁷⁶ In the Philippines, local development plans are prepared every three years to coincide with the terms of locally elected officials.

provided with a five-day training program to enable them to thoroughly discuss the SIP guidelines.

Table 30. SIP Training Programs conducted by BHROD-SED, 2015-2016

Sex	BEST	Non-BEST	Total	BEST	Non-Best	Total
Male	607	432	1,039	34%	43%	37%
Female	1,203	570	1,773	66%	57%	63%
Total	1,810	1,002	2,812	100%	100%	100%
Schools	17,235	26,919	44,154	39%	61%	100%

Source: BHROD-SED, 2019

However, the training programs conducted by the SIP Trainers, which were intended to train the principals did not follow the training outline. The duration of these training programs varied from three days to one day training. Moreover, feedback from participants indicated that the messages delivered by the SIP Trainers were not standardised across regions. These issues may explain the findings of the EOPE Study KAUQ Survey, which noted that: about third of the respondent principals did not know and had no access to the Trainer's Toolkit for the Enhanced School Improvement Plan. To respond to these issues, the BEST Program provided support for the development of an instructional video on the formulation of SIPs.

Although the EOPE Study was able to obtain a list of DepEd personnel trained on SBM, neither the BEST Program nor DepEd provided monitoring data to show how many schools were able to develop their SIPs after the capacity building programs. Moreover, there was no data to assess the quality of the SIPs developed, such as whether there was appropriate integration of gender equality and inclusive education concerns.

3.4.5.4. Decentralisation of Management and Accountability to Schools

In the main EOPE Study, 37 per cent of all principals⁷⁷ surveyed noted that *"Compared to five years ago, decentralisation of management to field offices and schools in DEPED improved"*

⁷⁷ Total Principals was 39

but only six per cent said that it had “*significantly improved*”. Moreover, 33 per cent of principals said that during the same period, “... *decentralisation of accountability in DEPED improved*” yet only 10 per cent said that it had “*significantly improved*”. In all, less than half of principals surveyed had positive experiences of decentralisation in their schools. These reflections from principals suggests low to moderate contributions of the BEST Program in strengthening field level decentralisation.

It should be noted that, in the Main Study, greater decentralisation of management and accountability to the school level was primarily associated by principals with the transfer of certain decision-making functions from CO/RO/DO to schools to enable them to respond better to specific education needs. However, these were not necessarily accompanied by decentralisation of broader authority and resources.

However, in the Follow-Up Study, greater decentralisation of management and accountability to school level was associated by principals and teachers with three themes: the participatory approach to the formulation of School Improvement Plans (SIP); the participation of external stakeholders not only in the formulation of School Improvement Plans but also in school programs; and the use of MOOE (maintenance and other operating expenses) funds. Some experiences shared by the principals were:

- In one school, the principal and teachers noted that the most significant effect they experienced in terms of decentralisation was their participation in the formulation of their School Improvement Plan (SIP). In the past, a principal/School Head and his/her select few normally took charge of developing the SIPs. In their recently developed SIP, however, there was wider participation among teachers (not just a few). As a result, their programs and budgets were perceived to be “*more realistic*” and attainment of their targets was “*more likely to be achieved*” because ownership was high.
- In another school, decentralisation was associated with more freedom in the use of their MOOE. Schools could make decisions on how their MOOE was allocated based on their priorities and thus be expended without having to wait for approval from top management. This was also true in the case of their procurement needs. With ease in the use of their funds, they felt that they could better implement their programs.

- Another key example of decentralisation noted by respondents was that accountability of the principal and partly the teachers in ensuring that the SIP was implemented increased with the active participation of external stakeholders, who got involved in monitoring how Plans were executed and raised questions when execution deviated from the Plans.

The difference in perspectives of the two groups of principals may indicate disparities in understanding of the entirety of the concept of decentralisation of management and accountability to the schools. Some principals take macro views while others take more practical views (such as eliminating delays in the procurement of chalk).

3.4.5.5. Gender-responsiveness of DepEd policies, plans and practices

The DepEd imperative to pursue gender equity is driven by R.A. 9710 s. 2009 or the Magna Carta of Women, which directs all Philippine Government agencies including DepEd to strengthen gender equality and women empowerment in their respective sectors. BEST Program GEDSI interventions involved two approaches: (i) the provision of technical assistance to DepEd at the policy and system levels to create an enabling and sustainable environment for gender equality; and (ii) mainstreaming gender perspectives across all Program activities to demonstrate how mainstreaming could work across the various DepEd governance levels.

A critical mechanism provided for in the Magna Carta of Women is the creation of the Gender Focal Point System (GFPS) in each government agency across all governance levels. The GFPS at the DepEd Central Office was expected to guide all the activities of the different Regional, Division and School-based GFPS, including policy making.

As part of the GEDSI activities under the BEST Program, DepEd's Central Office GFPS was reconstituted, and new members appointed.⁷⁸ The DepEd Central Office GFPS members were provided with orientations on the GRBE policy and training on Gender and Development (GAD). The training programs provided in the last two years of the BEST program included: GAD and GRBE Policy Orientation for DepEd Gender Focal Point System (September 2018);

⁷⁸ BEST SMPR 9

Harmonized GAD Guidelines Training Workshop (February 12-13, 2019); and a GAD Plan and Budget Workshop for the formulation of the GAD Master Plan and Budget (January 15-18, 2019).⁷⁹ Another planned capacity building program (Certification Program for GAD Trainers) was not accomplished due to time constraints.

In terms of agency-wide mainstreaming of GAD in DepEd development plans, the EOPE Study Team could not assess the level because there were no available GFPS representatives to interview (because it was not yet clear who were the members of the GFPS at the time of the Study) and no documents were made available on the activities of the GFPS (such as minutes of meetings or accomplishment reports).

Development and use of a Unified Information System

IO9: Support the development and use of a Unified Information Systems

The Australian Government has supported the development and implementation of a range of ICT-enabled information systems of the Department of Education (DepEd) since 2009. Under the BEST Program, these stand-alone systems⁸⁰ were brought together under one umbrella – the Unified Information Systems and Sub-systems (UISS). These systems were enhanced and mainstreamed to support DepEd’s core functions and processes and are now considered as authoritative sources of data on learners and schools.

Interventions under the UISS included: funding for acquisition of physical technological and support infrastructure; capacity building of programmers, specialists and IT experts of DepEd and users; and establishment of Data Centers at the Central Office and a mirror site in Cebu.

3.4.5.1. Relevance of UISS

The UISS program interventions were generally perceived by CO respondents to be highly relevant and responsive to DepEd needs and priorities, particularly amidst the shift to K to 12. As a former Undersecretary recalled, *“Previously without the UISS, planning was by*

⁷⁹ Completion Report of BEST Program GAD Adviser/Consultant

⁸⁰ Some of these systems were the Enhanced Basic Education Information System (EBEIS), the Learner Information System (LIS), the Learning Resources (LR) Portal and the Program Management Information System (PMIS).

*gathering four-year old data from the regions; however, with the current set-up, educational planning and budgeting is more grounded because data is updated to the latest two-year data sets.”*⁸¹ This statement was supported by comments from Central Office respondents who claimed that currently, whenever the Secretary or the Executive Committee requests information, they can easily provide it as requested.

The full operationalisation of UISS enabled DepEd to improve its capacity to generate more than a dozen reports from the different sub-systems of the UISS (Table 36). Moreover, when the BEST Program started, the ICT Operating Unit of DepEd was barely taking off. The Unit lacked highly competent personnel since IT experts tend to take advantage of competitive opportunities in the private sector. The BEST Program supported the capacity building of the key technical staff already within DepEd’s ICT Service. It also provided technical assistance in strengthening the capacity of users on the use of the different information systems.

Table 31. Reports Generated from UIS Sub-systems

UISS	Level of Users	Reports
EBEIS	Schools	• GESP - Government Elementary School Profile • GJHSP - Government Junior High School Profile • GSHSP - Government Senior High School Profile • PSP - Private School Profile • SUC/LUC Profile - State University and Colleges/Local University and Colleges Profile
	CO, RO and DO	• Consolidated data on the different data collected - school, division, region or national level • Performance indicators
LIS	Schools	• School Forms
PMIS	RO and DO	• WFP - Work and Financial Plan • PPMP - Project Procurement Management Plan • APP - Annual Procurement Plan

⁸¹ KII with former Undersecretary handling the BEST Program.

UISS	Level of Users	Reports
		APP-CSE - Annual Procurement Plan - Common-Use Supplies and Equipment

Source: DepEd-ICTS-SDD, 2019

3.4.5.2. Enhanced Basic Education Information System (EBEIS)

“Because of automation, data generation and tracking has become easier and easier. DepEd is now implementing SSOD or “single source of official data” and this came about because of EBEIS.” - Region V respondent

Under the BEST Program, facilities for decentralised maintenance of school profile and updating of school profile for senior high school and private schools, local universities and state universities and colleges were added into the Enhanced Basic Education Information System (EBEIS). The EBEIS is currently acknowledged as the official registry of elementary and secondary schools as provided in various department orders as mandated by D.O 45, s.2017 and D.O 23, s.2017.

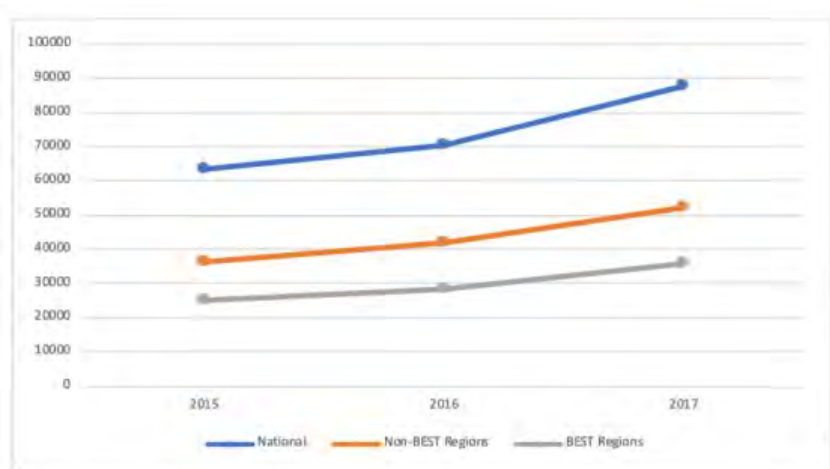
The utilisation of EBEIS provides strong evidence of the Program’s contributions to enhancing DepEd systems. In general, the EOPE Study found high utilisation of the UIS systems among DepEd managers as well as school-level managers in public and private schools. In 2015, 61,567 out of 63,396 schools (96.1 per cent) submitted data for uploading into the EBEIS (Figure 20).

It should be noted that more than half of these schools were located outside the BEST Program-assisted regions, indicating the substantial spill-over of the benefits of UISS to other regions.

According to an FGD respondent from one RO, *“Under the EBEIS, every end of the school year, principals and school heads are requested to encode in their reports, the data as to the number of enrollees, because the number of classrooms is based on the number of enrollees.”*

Within the BEST Program-assisted regions, the increasing number of schools using EBEIS within the BEST Regions from 2015-2017 was sustained⁸². About a fifth of these schools were located in Region VI (Figure 21). The largest increases among BEST Regions, however, were posted in NCR and Region VII. The rise in the number of school-level data sets in EBEIS was attributed to the upsurge of more than 20 per cent in the number of public schools uploading data.

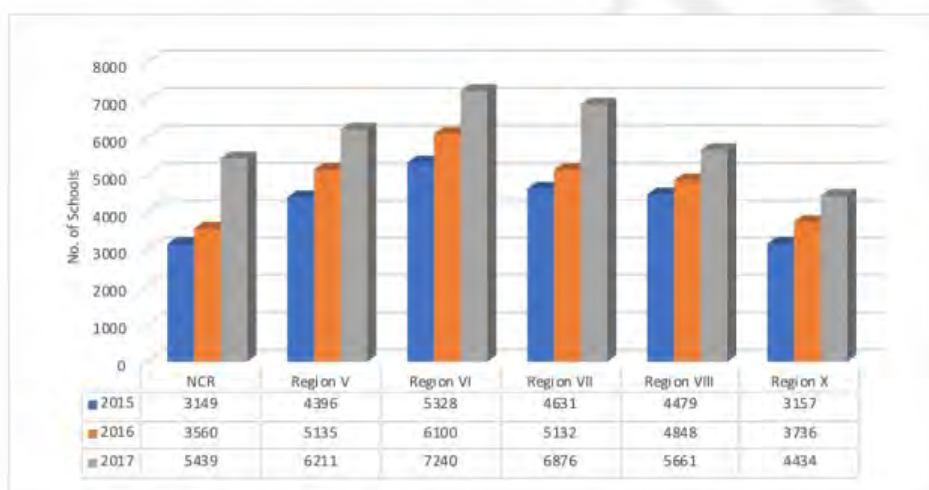
Figure 16. Schools that uploaded data in EBEIS, in BEST and Non-BEST supported regions, 2015-2017



Source of basic data: DepEd ICTS-SDD, 2019

Figure 17. Schools using EBEIS by BEST Regions, 2015-2017

⁸² Although actual data was available for only three years, there was clear evidence of the use of EBEIS from the KIIs and FGDs. Thus, it is prudent to assume that the sustained use of the EBEIS would continue over the years.



Source of basic data: DepEd ICTS-SDD, 2019

In 2017, submission of data for uploading into the EBEIS increased to 87,941 schools (30 per cent private schools) out of a total of 91,883 schools (95.7 per cent). Forty-one per cent of these schools were located in the BEST Regions. However, a notable trend was the improved participation of private schools. From 2015 to 2017, the number of private schools that submitted data to the EBEIS increased from 24 per cent to 30 per cent (Figure 22).

Figure 18. EBEIS Users, Private and Public Schools, 2015-2017



Source of basic data: DepEd ICTS-SDD, 2019

3.4.5.3. Learner Information System (LIS)

The BEST Program enhanced and expanded the LIS data capture capability. The LIS maintains information on learners enrolled in all public and private elementary, junior and senior high schools, state universities and colleges (SUCs), local universities and colleges (LUCs), higher

education institutions (HEIs) and Philippine schools abroad offering Kindergarten to Grade 12 and those enrolled in the Alternative Learning Systems (refer to D.O 45, s.2017 and D.O 23, s.2017). In addition, the Program spearheaded systems development work to ensure that the essential data of K to 12 learners are captured and covered in the LIS and EBEIS.

Data from ICTS revealed sustained utilisation of the LIS from 2017 to 2018 with nearly 100 per cent participation in 2018 (Table 37). While the total number of schools in the country declined during the same years (from 62,420 in 2017 to 62,007 in 2018), the number of schools using the LIS within the BEST supported regions increased (from 25,025 in 2017 to 25,159 in 2018). Region X posted the highest increase with 60 additional schools using the LIS while Region VII added 44 schools from 2017 to 2018. Only Region VI experienced a reduction of LIS users by three schools.

Table 32. Status of Learner Information System (LIS) Users

	2017	2017	2017	2018	2018	2018
Region	Participating Schools	Total Schools	per cent Participation	Participating Schools	Total Schools	per cent Participation
National	61,356	62,420	98.3 per cent	61,762	62,007	99.6 per cent
NCR	3,166	3,251	97.4 per cent	3,178	3,279	96.9 per cent
Region V	4,439	4,452	99.7 per cent	4,452	4,456	99.9 per cent
Region VI	5,183	5,183	100.0 per cent	5,180	5,180	100.0 per cent
Region VII	4,640	4,681	99.1 per cent	4,684	4,711	99.4 per cent
Region VIII	4,479	4,479	100.0 per cent	4,487	4,491	99.9 per cent
Region X	3,118	3,121	99.9 per cent	3,178	3,182	99.9 per cent
Non-BEST	36,331	37,253	97.5 per cent	36,603	36,708	99.7 per cent

3.4.5.4. Learning Resource (LR) Portal

The implementation of K to 12 Program increased emphasis on ICT for teaching and learning, prompting the need to re-engineer the Learning Resources (LR) Portal. In 2015-2017, the BEST Program further improved the LR Portal to help DepEd catalogue and distribute professional development resources. Quality assurance of resources and institutionalisation of the use of the LR Portal were conducted during the same period. Refer also to Section 3.2.5.2

From 2016 to 2019, ICTS data recorded a total of 735,889 users of the LR Portal. Seventy-six per cent of these were Registered School Users while Regional and Division users comprised 6 per cent each (Figure 23). Interestingly, about 13 per cent were considered non-DepEd Users including 68 schools located overseas. Forty-seven per cent of the users came from BEST Program-supported regions. The largest share of the LR Portal users came from Region V (10.02 per cent) and Region VI (10.64 per cent).

High utilisation of the LR Portal was also validated in the Study survey in which 122 of the 193 respondent teachers (63.21 per cent) stated that they used the LR Portal. Similar to the EBEIS ratings, a median rating of 2.00 was given for ease of access and user-friendliness. A majority (119 of 193 or 61.66 per cent) of surveyed teachers stated that they accessed it and had used it to source learning materials for their lessons.

Figure 19. LR Portal Users by Type of Users, 2016-2019



Source of basic data: DepEd ICTS-SDD, 2019

In contrast, only 56 respondent teachers stated that they found the LR Portal useful. Almost 20 per cent (35) of teachers said they were not able to use the portal and the other UISS systems as they did not have the requisite ICT proficiency. When probed, they expressed inability to use the system due to ICT illiteracy. Moreover, some FGD respondents noted the poor quality of some of the resources uploaded in the Portal.

3.4.5.5. Project Management Information System (PMIS)

In 2017, the PMIS facilities for creating and approving the Work and Financial Plan (WFP), Activity Request (AR) and Authority to Conduct (ATC) were developed and orientation sessions on its use were conducted. These modules were implemented at the CO, RO, and SDO levels.

The PMIS is primarily used by ROs and DOs in monitoring the implementation of the School Improvement Plans. According to one RO respondent, *"...the PMIS were helpful to the region ... However, the PMIS is fragmented."* This was seconded by another RO respondent who noted that *"BEST contribution on PMIS is significant, however, in my opinion it is fragmented, they need to integrate all the needed data into one data system instead of using different systems."* Nevertheless, several DOs highlighted the increase in efficiency of monitoring as a

result of the PMIS. The PMIS enabled them to closely monitor how schools utilised their funds.

3.4.5.6. School-Level Users' Assessment of the UISS

School-level utilisation of the UIS sub-systems provides interesting insights. Survey results revealed that about two-thirds of principals from BEST Program-supported schools used the EBEIS, LIS and LR Portal (Table 38). When compared to principals from non-BEST schools, more used the EBEIS and LIS but fewer used the LR Portal. On the other hand, only half of teachers from BEST Program-supported schools used the EBEIS, 82 per cent used the LIS and 65 per cent used the LR Portal. Furthermore, utilisation of the three systems by principals and teachers surveyed in the Follow-Up Study ranged from 80 to 100 per cent.

Table 33. School-Level Utilisation of UIS Sub-systems

	BEST	BEST	Non-BEST	Non-BEST
	PSHs	Teachers	PSHs	Teachers
2019 Survey				
Used EBEIS	62%	51%	69%	44%
Used LIS	65%	82%	77%	70%
Used LR Portal	65%	65%	54%	52%
2020 Survey				
Used EBEIS	80%	100%		
Used LIS	100%	100%		
Used LR Portal	80%	80%		

Source: 2019 and 2020 Survey of Principals and Teachers

Respondents assessed the UISS in terms of three criteria: Ease of access; user-friendliness; and usefulness and contributions. The highest rated feature of the systems their “Usefulness” (Table 39). Of the three sub-systems, LIS had the highest usefulness rating while the LR Portal was rated lowest. These survey results paralleled the qualitative responses in the FGDs with teachers.

Table 34. Assessment of UIS Sub-systems by School-level users

	2019	2019	2020	2020
	PSHs	Teachers	PSHs	Teachers
Enhanced Basic Education Information System (EBEIS)				
Ease of access (connecting to the system)	31%	25%	89%	59%
User-friendliness of system (navigation)	46%	33%	100%	71%
Usefulness (school planning, budgeting & operations, etc.)	59%	49%	100%	78%
Contribution to improving teaching delivery				68%
Learner Information (LIS)				
Ease of access (connecting to the system)	44%	24%	80%	58%
User-friendliness of system (navigation)	46%	40%	90%	74%
Usefulness (school planning, budgeting & operations, etc.)	62%	55%	100%	84%
Contribution to improving teaching delivery				59%
Learner Resource (LR) Portal				
Ease of access (connecting to the system)	28%	31%	60%	45%
User-friendliness of system (navigation)	33%	33%	70%	54%
Usefulness (school planning, budgeting & operations, etc.)	44%	45%	70%	54%
Contribution to improving teaching delivery				49%

Source: 2019 and 2020 Survey of PSHs and Teachers

Teachers acknowledged the general purpose of the LIS as the “gatekeeper” of learner/student information. Key informants and FGD participants stressed the usefulness of the LIS in terms of getting rid of “ghost students” (fictitious entries) in the public-school system. In the case of the LR Portal, teachers stated that they preferred to use other sources for teaching and learning materials such as YouTube because of connectivity challenges.

Access in terms of connectivity was rated the lowest for both groups but significantly lower for teachers. There are many issues related to internet connectivity, one of which is the common practice of teachers paying for their own internet connection.

In the Follow-up Study, findings were similar, i.e., access to the systems was rated the lowest feature and the LR Portal was the least useful sub-system in terms of improving teaching delivery as well as enhancing school leadership and management. However, respondents vacillated between “usefulness” and “user-friendliness” as the most important feature of the systems.

These findings provide several important insights. First, assessments in 2019 showed that utilisation of the three sub-systems was moderate, as a little more than half of respondents indicated having used them. However, in 2020, utilisation of the three sub-systems increased from high to very high. This indicates that the relevance of these systems to the schools was sustained – and increased - over time. However, the EOPE Study gives caution on the result of the use of the LR Portal. While principals and teachers note that they have used the sub-system, effectiveness of the LR Portal in providing relevant and quality teaching and learning materials was widely questioned. This is also discussed in Section 3.2.5.2

Second, there appears to be no significant distinction between the utilisation of the sub-systems by Program-supported schools and those schools not directly supported by BEST. This suggests positive systemic coverage of these reforms since they are not confined to direct Program beneficiaries.

Third, the difficulties experienced by teachers related to access was the same in 2019 as in 2020, which suggest that these issues were not being addressed. If these issues remained unresolved, it might diminish the gains from the use of these sub-systems over time. For instance, schools still have difficulty uploading school data. Several school users stated in both 2019 and 2020 that they had to wake up at 2:00am, when there are fewer users on the system, just to upload their data.

3.4.5.7. Respondents’ Recommendations on the UISS

Twelve principals (31 per cent) and 58 teachers (30 per cent) provided their own recommendations on how to ensure the full utilisation of the UISS. Their recommendations were clustered into three themes. The first and most common recommendation (9 principals and 29 teachers) was to strengthen internet connections in schools to enable teachers to

visit the LR Portal more often and to sustain the use of the EBEIS and LIS. One teacher went so far as to suggest a MOA or MOU between DepEd, DICT, DOST and other concerned agencies to facilitate the installation of internet connections to every school.

The second recommendation (from one principal and 12 teachers) was to enhance the capacity of teachers on ICT in general and on the use of the systems in particular. One teacher stated that the initial training provided was not sufficient and that refresher courses (even through the LAC) should be conducted regularly. Another suggestion (by 13 teachers) was to provide the teachers with additional laptops, computers, projectors (for the video and PowerPoint materials) and printers (including inks and copy papers for printing learning materials downloaded from the Portal). The third theme could be called miscellaneous. One principal recommended stricter monitoring on the use of the systems. Other recommendations of teachers relate to Content (6 comments), Design (6 comments), teachers' behaviors (8 comments), among others. Content pertained to improving the quality and number of Instructional Materials in the LR Portal. For the LIS, content referred to the promptness in addressing the cases of pending cases of learners needing LRNs. Design referred to user-friendliness and frequency of errors that pop up during use. Teachers' behaviors related to motivating teachers to use the LIS and the LR Portal despite the challenges being encountered at present.

Enhancing human resource capacity

IO11: Support DepEd management to ensure sufficient, capable staff in the right place with effective organisational structure

The original program design of the BEST Program related to Immediate Output 11 (IO11) was to *“build organisational capacity to identify, plan, prioritise, implement, monitor, and learn from specific courses of action, mobilise, deploy and, where necessary, motivate resources (assets, people, money and information) consistently and continuously on agreed public priorities; and discipline a heavily constrained system to pursue agreed objectives collectively”* (PDD, 2012).

These Program interventions, categorised under the heading of Organizational Development (OD), were directed primarily at the Central Office, particularly towards BHROD and NEAP.

Activities were clustered under four main themes: (1) implementation of the Rationalization Plan (a wide-ranging organisational restructure); (2) improving major business processes using 'Continuous Improvement' (CI) competencies and tools; (3) increasing capacity in managing and institutionalising change; and (4) increasing DepEd's capacity in communications and advocacy. Due to the reduction of the BEST Program's implementation period, only the first two interventions were able to be supported by the Program. Moreover, interventions related to the Rationalization Plan were conducted at the Central Office level. Thus, at the field level, most ROs and DOs equated OD interventions primarily with CI. Also, at the field level, CI interventions were not attributed to the BEST Program.

3.4.5.8. Support to DepEd's Rationalization Plan

The BEST Program served a facilitating role in the transition of DepEd to its new organisational structure, which necessitated clarification of functions and redefinition of new work processes due to the Rationalization Plan.⁸³ During the first two years of implementation of the BEST Program (July 2014-June 2016), the Program focused on assisting DepEd (Central Office) in the formulation of new office charters and the documentation of business processes particularly for the newly created offices. The Program assisted Units at the Central Office in drafting their respective charters including BHROD, NEAP, Legal Service, Planning Service (PS), Project Management Service (PMS), Education Program Specialist, Information and Communications Technology Service (ICTS), Curriculum and Instruction, and Finance and Administration. The charters served as references in the reformulation/enhancement of the Results-based Performance Management System (RPMS).

Respondents from one region praised the contributions of the BEST Program interventions in the implementation of the Rationalization program for providing clarity to their operations. The noted that because of iterative reviews of functions, the key results areas (KRAs) of the

⁸³ Executive Order 366 s. 2004 referred to as the Rationalization Plan required government offices to have a strategic review of their organizations to ensure better delivery of services by minimizing or eliminating overlaps and duplication of functions (EO 366 Rationalization Plan Primer). DepEd's RatPlan process started in 2011 pushed by the imperative to align and strengthen the entire bureaucracy in preparation for the implementation of the K to 12 curriculum and its other strategic priorities. The OD employed the framework of the '*large systems organization transformation approach*', which promoted widespread structural and systems changes pursued simultaneously and coherently but implemented in a synchronized manner.

ROs and DOs are now much clearer. They said *“Dati nagtuturuan dahil di klarado”*.⁸⁴ They stressed that because the delineation of functions was made clearer, Regional and Division level coordination had improved. They also added that while the BEST Program interventions stopped in August 2017, the coaching continued because the practice was adopted by the Regional Office. Thus, support for the implementation of systems reforms was continuous.

In 2017, the BEST Program shifted the focus of its OD interventions to improving the capacity of DepEd to implement the Learning & Development (L&D) system at all governance levels, undergirded by the adoption of the L&D System Manuals.⁸⁵ An unexpected outcome of this activity was the formulation of the Human Resource Development plans of Regions and Divisions involved that served as guide for all professional development programs. The series of workshops and consultations led by NEAP with support from BEST, resulted in the drafting of four sets of L&D System manuals, one for each governance level. The draft manuals included the L&D framework, audit protocols, and NEAP Standards for Facilities.

By 2018, the interventions centered on the integration of the RPMS with the L&D interventions directly contributing to performance; the alignment of the RPMS with the new Philippine Professional Standards for Teachers (PPST) and the harmonisation of the PPST standards with the Program to Institutionalize Meritocracy and Excellence in Human Resource Management (PRIME-HRM) requirements of the Civil Service Commission.⁸⁶

3.4.5.9. Interventions on Continuous Improvements (CI)

The Program interventions on Total Quality Management (TQM) and Strengthening of Processes through Continuous Improvement (CI) assisted in the documentation and evaluation of the continuous improvement projects in the Central Office OUs. The BEST Program also assisted DepEd in the development of policies and guidelines that formalised and legitimised reforms introduced through the program, particularly in the areas of teacher development, curriculum and assessment, school-based management, and gender

⁸⁴ Roughly translated as *“In the past we were finger-pointing because [responsibilities] were not clear.”*

⁸⁵ As a result, these activities were not reported as part of OD but part of the L&D intervention.

⁸⁶ Similarly, these activities were reported under L&D System and PPST and not OD.

mainstreaming. Likewise, a national pool of internal experts on continuous improvement were trained to facilitate its downloading to the field units.

Continuous Improvement, as an intervention, was intended to provide a tool for school improvement projects. It prescribed a process for analysing problems and identifying solutions. CI was a DepEd activity, which was integrated into the BEST Program approach. The BEST Program supported its implementation in 2015, first in pilot schools and eventually nationwide.

In 2015, Continuous Improvement interventions commenced with the provision of training to DOs and schools in the BEST supported regions. The Study observed that the uptake of Continuous Improvement among BEST Program-supported ROs and DOs was very high because it was a reform whose effects were immediately felt at their respective levels. According to one RO, *“CI is also one of the modules or contents of the module of what we call SHDP – school heads development program – foundation course.”*

In the BEST PMO database, consisting of 300 activities conducted from 2015 to 2019, at least five training programs related to CI were conducted in 2015 and 2016.⁸⁷ Some of those who were trained then conducted roll-out training programs to the other DOs. DOs in turn conducted school-level training programs. According to PMO documents, more than a hundred projects were implemented using the CI process in more than a hundred divisions across 16 regions.⁸⁸ An example of a CI project in one DO was the streamlining of the process for downloading of funds, which was spearheaded by the Finance Department.

The Study observed that CI activities were highly appreciated by RO and DO personnel. Most respondents noted that the CI activities helped in improving the ways they did their work. Its appeal emanated from its congruence with the International Standards Organisation (ISO) approach, which many DepEd ROs are pursuing. At least two of the RO respondents stated that they were able to apply CI concepts and procedures to obtain their ISO certifications. On

⁸⁷ The EOPE Study could not obtain a complete list of capacity building and training programs conducted with BEST assistance for two reasons: the BEST Program relied on its counterpart operating units/personnel in DEPED to maintain a Program M&E; and the BEST Program did not keep a central repository of outputs and terminal reports and when the BEST Program Team was replaced wholesale, institutional memory was greatly compromised.

⁸⁸ BEST Document on Governance and CI, not dated.

the other hand, one region equated CI with Teacher Quality Circles. Thus, they noted that in reality, schools were already practicing some aspects of CI (although these activities were not called CI at that time).

One RO respondent in an FGD described how the capacity building on CI was done.

The CI trainees were asked to bring their respective School Improvement Plans (SIPs) and all available school data. They were guided in analysing their schools' priority needs and finding solutions to these identified needs. Since CI was just a short-term project, the schools were asked to focus on problems or needs that could be solved within six months. The problems that were usually identified or chosen focused on the teaching-learning process.

For example, we look at the available data in NAT. The lowest is rating in the learning areas for the last 3 years is for Math. We will look in what grade, in what sections, and then identify the identify root causes. To find the root cause, we examine the voice of the customers, like interview the learners and do a triangulation. We walk through the process. If the root cause is identified only then that they recommend or design the intervention.

On the other hand, most school-level respondents referred to the CI as an action research methodology implemented for the purpose of contributing to improving learning outcomes of learners, especially those with learning difficulties. Although many schools were involved in CI activities, there were still many that had generally low awareness of it. For instance, only about a third of principals (38 per cent) and teachers (31 per cent) indicated that they had participated in CI activities during the BEST Program implementation period⁸⁹. These activities were primarily orientation sessions and CI training programs.

One reason given for the high number of principals that did not participate in CI activities was because the activity was perceived to be the purview of the DOs. On the part of teachers, CI was seen as the responsibility of the principals. Also, less than half of principals had good

⁸⁹ Source: Survey on the BEST Program Interventions, 2019

knowledge about the Continuous Improvement Guidebook, which was one of the outputs under the BEST Program (Table 40). However, during the Follow-up Study, knowledge and use of the CI Guidebook improved, which suggests that given more time, knowledge and practice of CI may significantly increase

Table 35. Knowledge, Access and Usefulness of the Continuous Improvement Guidebook

	% Sufficient knowledge	% Comprehensive knowledge	% Full access - individual	% Full access - school	% Sufficiently useful	% Extremely useful
Main Study*						
PSHs (n=26)	19%	8%	12%	12%	27%	19%
Teachers (n=107)						
Follow-Up Study **						
PSHs (n=11)	33%	17%	25%	17%	42%	8%
Teachers (n=61)	7%	25%	7%	26%	5%	26%

*2019 KAU Survey **2020 KAU Survey

*Teachers were not asked about the Continuous Improvement Guidebook in 2019

Systemic Reforms

The EOPE Study added an analytical framework focused on examining the efficacy of Program interventions in sustaining systemic reforms. It is encapsulated in the hypothesis that increased knowledge, clear mechanisms and widespread acceptability lead to increased practices (i.e., changes in behavior) and in turn increased practices lead to sustainability of program gains.

While there were 10 program interventions being examined under in the EOPE Study, only six of these involved systems. The EOPE Study applied the analytical framework to five systemic reforms supported by the BEST Program namely the: L&D System; PPMES; UISS; SBM; and PPST-aligned RPMS.

The Study theorises that knowledge among organisational actors were increased through the conduct of various capacity building activities and through the implementation of an effective communications campaign.

A clear mechanism for the execution of the systemic reforms is facilitated by issuance of policies that clearly articulated an intention of the systemic change, accompanied by guidelines that provided step-by-step descriptions of how to undertake these reforms,

whether in manualised form or not. Acceptance of systemic reforms were gauged by the degree of positive response of the intended users as they embraced the changes.

Three levels of results are assessed. At the output level are the tangible products produced through the Program interventions. The next level is assessing changes in behavior among intended organisational actors. Changes from previous to new practices may be judged as tokenism/compliance or adoption. Sustained practices of adoption indicate sustainability of the gains introduced by the systemic reforms.

The central finding from the application of this framework supports the analysis was that levels of awareness and praxis among CO, ROs, DOs and schools on the different systems were uneven (Table 41). For instance, while some DepEd Orders and/or memoranda were widely circulated, understanding of the contents as intended varied.

3.4.5.10. L&D System

The concepts and principles of the L&D System were widely accepted particularly when compared with the previous Training & Development System. However, all the ROs/DOs surveyed were still at the starting point, which is the Learning and Development Needs Assessment (LDNA). Sustainability of the L&D System reforms are still subject to the issuance of a policy and the availability of resources to sustain the resulting recommendations derived from the LDNA. The benefits of the use of the Learning Action Cell (LAC) as a primary training modality of the L&D System was ubiquitous. Despite several implementation challenges, its sustainability is considered high.

3.4.5.11. PPST-aligned RPMS

The benefits of the PPST-aligned RPMS tools introduced with support from the BEST Program were widely accepted by principals and teachers. However, its practice remains at the level of tokenism – not because teachers do not accept it but because the costs of behavior change remain high (meaning that shifting from compliance to development would require significant emotional and behavioral investment from teachers).

Even though these reforms (linking attainment of professional standards to performance bonuses through the Results-based Performance Management System), there is still

considerable likelihood of tokenism, and even cheating. Thus, while sustainability of the practice is high, the sustainability of intended objective (i.e., professional development of teachers leading to improvements in teaching quality) is only assessed as moderate.

3.4.5.12. SBM

The benefits of developing School Improvement Plans (SIPs), and the involvement of external stakeholders are well accepted by school-level respondents. The adoption of the SIP and School Report Card policies/guidelines are assured because budget is tied to the three-year plans of the schools. Despite the need to improve monitoring and assessment of the quality of SIPs, the sustainability of the reforms under SBM is assessed as high.

3.4.5.13. PPMES

The benefits of Policy and Planning interventions were largely concentrated at the Central Office level and will only be cascaded to Region and Division Offices when policies are issued. In this sense, the BEST-supported reforms in policy and planning have a high likelihood of sustainability, though it is not assured.

On the other hand, as part of PPMES, the benefits of the MEA were felt more at the level of ROs and DOs. At this level, the sustainability of the reform gains is assured, particularly as noted in the 2017-18 BEST Independent Progress Review, a culture of M&E has been cultivated within the field units and schools.

3.4.5.6. UISS

The benefits of the use of the UISS were already being felt by all organisational actors. Thus, the sustainability of its use (practice) is ensured and judged as very high. Its processes were already embedded in the regular operations and procedures of DepEd during the BEST implementation period.

The key remaining challenge for DepEd will be to ensure that the factors of sustainability are strengthened while the elements reducing sustainability are addressed as soon as possible.

Table 36. Assessment of Contributions of Systemic Reforms to EOPO 3

	Process	Proces	Process	Outputs	Immediate Outcome	Intermediate Outcome
System	Knowledge building	Mechanisms	Acceptance	Products	Practice	Sustainability mechanisms
L&D System	- Roll-out capacity building approach used¹ - Limited capacity building^{1,5&8}	- Learning and Development (L&D) System cycle well described¹ - Different modalities of training provided^{1&5} - Development of teaching and learning tools¹	- High acceptance across all Regional Offices (ROs) and District Offices (DOs)^{1&5} - L&D primarily equated with Learning Action Cells (LACs) in schools^{1,5,&8}	- Policy, framework, guidelines and manual developed but no policy was issued^{1,3&5} - Teaching & Learning resources developed¹	- At least two Regions have completed the Learning and Development Needs Assessment (LDNA) process^{5&7} - Widespread use of LAC as training modality^{5&8} - Tendency of LACs to become “burdensome” to teachers⁷ - Monitoring of conduct of LACs not done³ - Monitoring of the use of Gender Equity, Disability and Social Inclusion (GEDSI) materials at schools not done^{3&5} - Understanding of GEDSI across governance levels and across regions are uneven^{4,5&8}	Sustainability of L&D initiatives are subject to availability of funds ^{5&8}
PPMES	Capacity building conducted ¹	Planning Cycle identified ¹	High acceptance at Central Office (CO) ³ (intervention only at CO)	Planning and Budget Strategy (PBS) framework developed ¹		
MEA	Massive capacity building using roll-out approach ¹	Monitoring, Evaluation and Adjustment (MEA) technology ^{1&5}	High acceptance among ROs and DOs especially in former program areas ⁵	Basic Education Monitoring and Evaluation Framework (BEMEF) developed ¹	MEA practiced by ROs, DOs and some schools ^{5&8}	

	Process	Proces	Process	Outputs	Immediate Outcome	Intermediate Outcome
System	Knowledge building	Mechanisms	Acceptance	Products	Practice	Sustainability mechanisms
UISS	- Coaching sessions for the management & institutionalisation of Enhanced Basic Education Information System (EBEIS), Learner Information System (LIS) and LR (Learning Resource) Portal¹ - Trainers' Training on use of Project Management Information System (PMIS)¹ - Roll-out capacity building approach used to orient users¹ - Low ICT literacy at some schools made training insufficient⁷	Process of uploading to and accessing data from EBEIS and LR Portal identified ¹ Process of using data from LIS identified ¹	High acceptance among CO, RO, DO and schools for EBEIS, LIS and PMIS³	- Systems developed - Technological infrastructure delivered³ - Provision of Functional Design Document, Operations Manual and Users' Manual³	- CO, RO and DO and schools upload data to Enhanced Basic Education Information System (EBEIS)³ - Schools get LRN from LIS³ - DOs use PMIS to monitor schools³	Utilisation of EBEIS, LIS and PMIS already embedded in DepEd procedures ³
UISS (con't)			For LR Portal: Moderate acceptance among schools due to limitations in internet connectivity ⁷		- Teachers acquired additional teaching and learning resources from LR Portal⁷ - It takes a lot of efforts for teachers to adopt its use⁷	Additional capacity building programs on ICT and on use of Unified Information

	Process	Proces	Process	Outputs	Immediate Outcome	Intermediate Outcome
System	Knowledge building	Mechanisms	Acceptance	Products	Practice	Sustainability mechanisms
						System and Sub-systems (UISS) were requested^{5&8} • Poor internet connections in schools reduces sustainability⁸ • Presence of other social media platforms, which are more accessible and user-friendly, reduces relevance of LR Portal⁸
SBM	• Roll-out capacity building approach used^{1 & 3} • Limited capacity building¹ • Poor quality of roll-out caused uneven understanding of implementation procedures⁸	• Process of involvement of external stakeholders in school developed¹ • Assessment procedures developed¹	• High acceptance among organisational actors⁸ • High acceptance among external stakeholders⁸	• Policy on School Improvement Plan (SIP) and School Report Card (SRC) issued including guidelines^{1 & 2} • Video manual developed¹	• SIPs were developed by each school³ • Monitoring of compliance and quality of SIPs developed not yet undertaken³	• Development of SIPs already institutionalised³ • SIP Quality Assessment tool finalised and scheduled for administration in 2020^{2 and 3}

	Process	Proces	Process	Outputs	Immediate Outcome	Intermediate Outcome
System	Knowledge building	Mechanisms	Acceptance	Products	Practice	Sustainability mechanisms
RPMS-aligned PPST	- Roll-out capacity building approach used¹ - Poor quality of roll-out caused uneven understanding of implementation procedures^{3, 5&8}	Alignment of existing performance assessment tools to Philippine Professional Standards for Teachers (PPST) ⁸	Moderate acceptance among schools due to several unresolved issues related to guidelines ⁷	- Policy and guidelines issued¹ - Manuals developed¹	- PPST-aligned performance assessment tools used still primarily at the level of tokenism or compliance⁸ - Monitoring of submissions and quality submissions not yet done³	Memo issued for assessing submissions of SATs and COTs^{2 & 3}

Legend/Sources:

¹ Review of program documents

² Review of DepEd documents such as Memos, DepEd Orders

³ Key Informant Interviews (KIIs) with respondents from Central Office Operating Units (OUs)

⁴ Key Informant Interviews (KIIs) with respondents from ROs/Dos

⁵ Focus Group Discussions (FGDs) with respondents from ROs/DOs

⁶ Focus Group Discussions (FGDs) with principals/School Heads

⁷ Focus Group Discussions (FGDs) with teachers

⁸ School-based assessment (principals and teachers)

3.5. Facilitating and Hindering Factors

The fifth research question of the Study asked, “*What factors facilitated and hindered the achievement of the EOPOs and intermediate outcomes?*” The Study identified ten facilitating factors and eight hindering factors, summarised in Table 42. They are cross-cutting and affect all three EOPOs and the three related InOs, albeit to varying degrees. Factors affecting the sustainability of program gains are Facilitating Factors no. 2 and 3 and Hindering Factors no. 2 and 3.

Table 37. Summary of Facilitating and Hindering Factors

	Facilitating	Hindering
1. Program level (BEST Program)	1. Strong support from the partner organisations 2. Embedding of the Program Management Unit within the DepEd organisation 3. Higher ownership of reforms due to non-branding of the BEST Program	1. Dormant governance mechanism in the early years of implementation 2. Absence of a change management component 3. Lack of convergence of the different Program interventions 4. Ineffective Program M&E system
2. System level (CO-RO-DO-School interactions)	4. Quality of the technical experts 5. Fund Augmentation 6. Issuance of policy covers 7. Capacity building interventions at CO/RO/DO level	5. Quality issues with deployment or reforms or conduct of roll-out activities 5.1. Inadequate synergy/ coordination among CO Implementing Units 5.2. Poor quality of training programs 5.3. Poor selection of participants 5.4. Overlapping of activities 5.5. Overwhelmed participants (e.g. principals and teachers) 5.6. Reduced contact time with students 5.7. Unreasonable demands from school-level stakeholders

	Facilitating	Hindering
3. School-level (principals & teachers)	8. Clarity of value-adding features of reforms (adds to widespread acceptance of reforms) 9. Buy-in of external and internal stakeholders 10. Capacity building interventions at school level	6. Tokenism in participation (i.e., in SBM) 7. Insufficient ICT capacity and ICT infrastructure in schools 7.1. Poor internet connectivity in schools 7.2. Lack of ICT hardware and software 7.3. Lack of ICT competencies among teachers 8. Incomplete elements of systemic reforms 8.1. Clinical assessment of children with disabilities 8.2. Transition from Grade 3 (MTB) to Grade 4 8.3. Dissemination of materials (both print and e-copies) that accompanied the reforms

3.5.1. Program-level factors

3.5.1.1. Facilitating Factors

Strong support from the BEST partner organisations

The strong support from partner research institutes RCTQ and ACTRC was considered a critical facilitating factor in the attainment of EOPO 1 since their work enabled DepEd to fast track the development of K to 12 curriculum guides and the corresponding assessment instruments. The support of the research institutes was also vital in the generation of evidence (through solid research) to underpin key reform policies such as the introduction of the PPST and the various assessment policies.

Moreover, the implementation of Classroom Construction program by a competent partner, PBSP, enabled the BEST Program to focus more efforts on other critical aspects as this particular intervention progressed with minimal supervision from the BEST Program

Management Unit. This was also true in the case of the scholarship program (STEP UP) implemented by PBE.

Embedding of the Program Management Unit within the DepEd organisation

The embedding of the BEST Program Management Unit within the DepEd organisation was initially viewed negatively by some DepEd Operating Units because of the lack of clarity around Program leadership. It was not always clear where to go to when issues related to the Program had to be discussed (refer also to Section 3.5.1.2.1.). Moreover, because the PMU Office was located outside of the DepEd compound, it was generally viewed as external to the organisation.

However, the long-term positive effect of embedding was that fosters sustainability. Experiences in past foreign-funded Programs showed that when a Program ended, the lessons learned from implementation also dissipate as the PMU is disbanded. In the case of the BEST Program, the lessons learned remain with the different DepEd Operating Units even after the Program ended.

Higher ownership of reforms due to non-branding of the BEST Program

The low branding of the Program among several DepEd operating units resulted in high ownership of reforms. For instance, 17 of the 39 principals surveyed (33 per cent) and 79 of the 193 teachers (39 per cent), were not aware of the BEST Program despite having each participated in at least one BEST-supported activity.

The lack of branding was considered positive by the BEST Program because it provided evidence that the systems that it supported and enhanced were already deeply embedded in DepEd systems. This situation was also generally accepted by DepEd Operating Units, which regarded activities assisted by the BEST Program as their own, since they aligned with and supported their own work plans and reflected their own priorities. The reforms facilitated by the BEST Program were not seen as imposed by an external organisation but organic. This agency-wide perspective increases the likelihood that the reforms will be sustained.

3.5.1.2. Hindering Factors

Dormant governance mechanism during the early years of implementation

The Governance and Management Arrangements of the BEST Program were well enunciated in the Program Design Document. They consisted of: a Program Steering Committee (PSC) tasked with setting the program policy guidance, strategic direction and program approaches as well as in maintaining strategic oversight of the outcomes of the Program; a Program Management Committee (PMC) responsible for operational oversight; and a Program Support and Coordinating Office (PSCO) responsible for supporting operations as well as monitoring and evaluation of the program.

However, key respondents to the EOPE Study noted that this governance mechanism was not activated in the early years of program implementation. Several key stakeholders in the DepEd hierarchy felt disenfranchised during those early years. It was also noted that Program governance significantly improved by mid-2017 (AP4 and AP5). However, by this time, most of the developmental aspects of the Program were nearing conclusion and the focus started to shift to bringing the outputs of the development work down to the schools. Refer also to Section 3.7.

Absence of a change management component

Two critical factors can be considered as having hampered the achievement of the intermediate outcomes both at the Central Office and field (RO, DO and school) levels. The first was the absence of a change management approach to undergird the large-scale reforms being supported by the Program. The BEST Program aimed for massive institutional systemic reforms that affected not only knowledge but practices and attitudes of organisational actors. The absence of a change management program to guide the reactions and interactions of actors to changes reduces the efficacy of positive and magnifies the negative. It is interesting to note that a Change Management component was included in the Program's original Program design.

Lack of convergence of BEST Program interventions

Another significant hindering factor was the lack of convergence of the different Program interventions, making it appear that each intervention was being implemented as a stand-alone. To amplify this point, the experience of Classroom Construction (CC) is presented. In the initial years of implementation of the CC, PBSP supplemented its interventions with capacity building to enrich the provision of physical resources. However, the BEST Program decided to stop this practice noting that capacity building falls under one of the other Program interventions (either PPMES or OD). But when PBSP dropped capacity building for the schools receiving classroom construction, it was not picked up by the other interventions.

Of the 106 schools in the sample in the original study, only 8 (7.5 per cent) received two or more BEST interventions. Three schools in the 106 sample received classroom construction and of these one was supplemented by capacity building. Thus, the mechanism to deepen and sustain the partnerships and a mechanism to build on each other's inputs was inadequate and this may have contributed to the reduction of the attainment of the EOPOs.

According to one RO respondent, there is a need to level the understanding between CO and ROs noting that *"I think that is the area that we need to strengthen – the levelling of understanding... In fact, the region right now is proud to have adopted the MEA system and that it is now being implemented down to the school level."*

Ineffective Program M&E system

The EOPE Study found serious weaknesses with the BEST Program's M&E System, a problem which had also been identified in the Independent Progress Review (IPR). The IPR noted that the BEST Program M&E system *"has not been adequately implemented to report on the contributions DFAT has made towards achieving intermediate or end of program outcomes (EOPO). While the contributions to institutional M&E established for DepEd have been extensive, the M&E needed for accountability, transparency and learning, from DFAT's perspective, has not been as useful"* (Cardno, 2018, p. 25).

These M&E issues include the following: the difficulty of obtaining a master list of training programs conducted under the BEST Program; and the difficult time getting program documents other than the Annual Plans and the SMPRs.

The IPR stated that *“In the absence of a fully functioning M&E system and PSCO for monitoring and verification, the BEST team compiled six monthly progress reports based on feedback from the Technical Specialists.* [However], most reporting was focused on documenting activities and outputs (e.g. number of documents produced, number of people trained etc.) (Cardno, 2018, p. 27).

This finding was validated in the EOPE Study. As part of its desk review, the EOPE Study attempted to assess the Program’s progress towards its EOPOs by comparing the six-month progress reports (SMPRs) against the Annual Plans (APs). The EOPE Study Team compared the activities and outputs indicated in the Annual Plans vis-à-vis the corresponding SMPRs. However, after completing this the Study was only able to validate completion of 83 per cent of activities indicated in the Annual Plans. The difficulty in assessment pointed to the different frameworks, templates and terminology used in the APs and the SMPRs. Moreover, reporting was not consistent. For instance, there were sometimes quantitative targets included in the APs (such number of Superintendents trained) but no equivalent quantitative accomplishments reported in the SMPRs.

Another hindering factor was the poor state of data and records management in some schools included in the sample study. Many data were missing, and no backup was available. Electronic files were not centralised, and it was difficult to acquire the files because different people held different files.

This also pertains to the failure to establish the before and after situations of the Agency (i.e., baselines, not only in terms of education indicators, but in terms of the Agency beliefs and practices.

3.5.2. System-level factors

3.5.2.1. Facilitating Factors

Quality of the technical experts

The majority of the CO, RO and DO respondents claimed that the provision of highly competent (and thus more expensive) technical experts by the BEST Program enabled DepEd to generate quality outputs such as the K to 12 curriculum guides and the 21st century national assessment system.

Although it was acknowledged that DepEd also has the capacity to engage highly competent and well-meaning technical experts, who are willing provide their assistance to the Agency (at a lower cost), these experts normally allocate limited time for development work. The bulk of the work has to be taken up by DepEd's Central Office Operational Units (CO OUs). The implication of this is that it would have taken the CO OUs longer (about two years more) to complete the outputs produced with the assistance of the Program.

Another value addition emphasised was the expansion of DepEd's network of technical experts. Since many of the technical staff at the Central Office are relatively new (i.e., many people joined the organisation in 2016 as a result of the implementation of the Rationalization Plan), their relational capital with technical experts was still low or their networks were shallow. The Program helped them to fast track the building of these networks.

Fund Augmentation

CO, RO and DO respondents all acknowledged that the additional resources provided by the BEST Program enabled them to fast track the completion of their work plans. CO respondents added that the budget of the various OUs at the Central Office were often insufficient and it was even noted that there were occasions when activities included in their work plans did not have corresponding budgets. With the additional funds from the Program, more activities were able to be completed.

Moreover, majority of the respondents highlighted the contrast between DepEd and BEST-supported training programs or workshops "*because of the venue and the food*".

Issuance of policy covers

The issuance of policies to institutionalise reforms introduced in the last five years, was identified as the most vital facilitating factor. RO respondents stressed that the issuance of DepEd Orders cemented the institutionalisation of the systemic reforms because *“we at the regional offices only follow what orders are brought to us”*.⁹⁰

The case of PPST was used as an illustration. These Standards were identified to be widely accepted across regions and governance levels not only because of their credibility (because it was based on sound research by RCTQ) but also because the issuance of the policy made implementation a certainty. On the other hand, the implementation of the L&D System was not as persistent as the PPST because ROs were *“...still waiting for the finalisation to become operationalised”*. According to one RO respondent, *“... once there is a policy and guidance or manual, it would be easily implemented and cascaded to the regions and divisions. But [at the moment] we are still awaiting approval”*.⁹¹

Provision of capacity building interventions

One of the key factors that facilitated the attainment of EOPO 3 was the massive investment in capacity building, for instance, on Planning and MEA. As early as 2016, BEST supported capacity building activities on monitoring, evaluation and adjustment (MEA) were already being conducted in the Regions. In fact, 74 per cent of the training programs under PPMES were related to MEA. It was noted that before the implementation of the BEST Program, there was no clear standard tool used in MEA.

Capacity building was also a critical input in the successful implementation of the UISS.

3.5.2.2. Hindering Factors

Quality issues with deployment of reforms or conduct of roll-out activities

Attainment of EOPOs 1 and 2 was principally diminished by quality issues with the implementation of national policy and system reforms at the school level. Deployment of a

⁹⁰ FGD with RO Respondents

⁹¹ Ibid.

range of BEST Program interventions at the school level commenced in 2018, simultaneously, based on a recommendation made in the IPR. It was less than two years from the end of the Program. With the timing and volume of activities being rolled-out, there was a risk that quality would be compromised in the roll-out activities.

First, among these quality issues was the ineffective synergy and coordination among the different CO Operating Units, which caused overlapping of activities. Field respondents noted that CO activities tend to be prioritised over local activities, which often disrupts plans at the local level and overwhelms participants (e.g. principals and teachers).

Second there was inconsistency in the duration and depth of trainings offered, with variation in training content and/or messages, and differences in the quality of training materials at the local level. To cascade information from the national level down to the DOs and schools (such as orientations on a new policy issued or a training program on a new competency), the general process followed by the Central Office OUs were as follows:

- A core training program or workshop was organised in Manila or in a host Region (called National Training of Trainers or NTOT), with participants coming from different ROs and DOs. The duration of these activities generally ranged from three to five days and sometimes longer depending on the program. These programs were conducted with funding support from the Program.
- The participants who attended these core training programs were then tasked to organise similar training sessions to ‘cascade’ the knowledge or skills to other personnel from their respective regions. Participants in this second round of trainings generally included other RO and DO personnel. These programs were often conducted without BEST Program technical support, though some programs did receive funding augmentation.
- The trained participants from the DOs then conduct training to other DOs or directly to district personnel.
- Principals/School Heads and Master Teachers are then trained by the DOs or Districts and they in turn cascade the information to the teachers.

Inconsistencies with training duration occurred because the core training programs were conducted at an ideal duration, but the cascading programs were usually conducted at a truncated duration (e.g., a five-day training program was replicated as a three-day, two-day or one-day training program). When the roll-out reached the schools, the training programs were often conducted only through half-day LAC sessions. The main reasons given is the insufficient resources available to replicate the core training programs at the lower levels.

The condensed roll-out training programs resulted in variations in training content and messages, which in turn leads to variations in level of knowledge and understanding. In addition, there are differences in the quality of training materials provided to participants who conduct the roll-out training programs, adding to the uneven understanding of the reforms.

Third is the absence of a systemic approach to participant selection. At the school level, the absence of a systemic approach in selecting participants to attend the trainings created tension in some units.

The fourth quality issue is the reduction of teachers' contact time with students due to the competing demands on teachers' time and attention. All FGDs conducted in the BEST-supported regions noted the reduction of teachers' contact time with students which were partly attributed to the increase in teachers' time spent doing their reports.

Lastly, there are unreasonable demands from school-level stakeholders. One of the reasons for the resistance by some to the reforms being introduced with support from the BEST Program was the high behavioral and financial costs of some of the reforms. For instance, the teachers stressed that the preparation of the Portfolio Assessment was so time consuming that it fostered an environment that allowed entrepreneurial teachers to sell documents as 'Means Of Verification (MOVs) (evidence required for portfolios) to overwhelmed teachers. Another example is the use of the LR Portal. One of the factors preventing teachers from accessing resources from the LR Portal is that they often have to pay for internet connection and for the printing of the materials downloaded.

3.5.3. School-level factors

3.5.3.1. Facilitating Factors

Clarity of value-adding features of reforms resulting in widespread acceptance

One facilitating factor for the UISS was the clarity of the benefits that it produced. According to the DOs, the use of the EBEIS, the LIS and the PMIS resulted in increased efficiency of their work. Report preparation became more efficient because of UISS as the time it took to prepare such reports was drastically reduced. Moreover, the perception that data was now more accurate also increased the capacity to undertake evidence-based decision making. Similarly, the LR portal could be observed to increase teachers' access to learning resources.

The ability to directly observe the benefits of school level interventions such as the School Based Management (SBM) support was one of the factors that facilitated the attainment of EOPO 2 (increasing student participation and completion).

RO/DO respondents stated that SBM had been in place for several years but there had been no serious progress on the SBM since the issuance of DepEd Order No. 83 s. 2012, or the SBM Assessment Processes and Tools (SBM APAT). However, under the BEST Program, the crafting of the School Improvement Plan (SIP) was prioritised and helped to demonstrate the tangible benefits of SBM at school level. RO/DO participants noted that during the implementation of the BEST Program, there was a shift in the perceived relevance of SBM from simply a "requirement" to a development intervention designed to improve students' performance and strengthen the participation of external stakeholders in education governance. This paradigm shift was a key facilitating factor. RO/DO respondents added that during the time of the Study, SBM was being implemented in all schools and that monitoring of implementation was being regularly conducted.

Another facilitating factor was linking SBM with performance. Departmental Order 44 (on the eSIP and SRC) tied the implementation of SBM to the performance assessments of school heads, teachers, and staff according to the provision below:

"The participation and involvement of the school head, teachers, and staff in the planning and implementation of the SIP and SRC may be included in the Results-

Based Performance Management System (RPMS) as performance objectives under corresponding Key Result Areas. It can be incorporated in the Individual Performance Commitment and Review Form (IPCRF) of teachers and staff or in the Office Performance Commitment and Review Form (OPCRF) of the school head” (DepEd, 2015).

Buy-in of External and Internal stakeholders

Although principals are critical to driving reforms at school level, the buy-in of teachers ensures their sustainability. Even when principals are replaced, the good practices among teachers continue.

Moreover, as highlighted in the Follow-up Study, the high buy-in of external stakeholders (such as parents, barangay officials, local businesses, among others) in school development planning contributes to increased access of the school to certain critical resources held by these stakeholders (such as labor of parents, money from local businesses, security from barangays, among others).

Provision of capacity building interventions at school-level

In the Follow-up Study, it was noted that teaching practices were significantly improved by access to training, primarily through the conduct of the LAC sessions. Teachers from three small schools stated that they still had limited access to formal trainings held over the summer break (‘INSET’) because their schools are seldom invited to send participants to training. One school, which was having difficulties with mainstreaming children with disabilities in regular classes used the enhanced LAC sessions to inform their teachers on the basics of handling children with disabilities. This was made possible by the LAC reforms initiated through the BEST Program. The LAC session was facilitated by a Special Education teacher.

3.5.3.2. Hindering Factors

Tokenism in participation (in SBM)

In the Follow-up Study, at least three of the twelve schools studied noted that participatory planning had not been fully internalised at all governance levels. One school, which

formulated its SIP with the participation of the broader community was not able to gain the approval of its Plan from the Division Office. In another school, the principal “*instructed*” external stakeholders on what to do during the planning process.

It was also revealed that although principals and teachers learned to collect data for the formulation of their SIPs, their capacity to analyse and use the data for decision-making was not yet pervasive.

These experiences tend to temper the enthusiasm of external stakeholders in participating meaningfully in the governance of their schools. Participation of parents, for instance, may be confined to physical activities. And the school might miss the opportunity to motivate parents to participate more substantially.

Insufficient ICT capacity and ICT infrastructure in schools

Because many of the systemic reforms introduced under the BEST Program required the support and application of ICT (such as the RPMS tools, the UISS, the LR Portal, among others), weak or intermittent internet connectivity, insufficient ICT infrastructure in schools and low ICT literacy among older teachers were critical obstacles. Several factors identified by schools that hindered attainment of EOPOs 1 and 3 were ICT-related.

Weak or intermittent internet connectivity in schools. The absence of stable internet connections in school result in additional hardships for teachers, such as personally shouldering cost of internet access; using personal time to access UISS (e.g. at 2am); and limited access to updated, quality assured teaching and learning materials (from the LR Portal).

Insufficient ICT infrastructure in schools. A considerable number of schools were found to have insufficient ICT infrastructure. Much of the computer hardware provided by DepEd to these schools under the DepEd Computerization Program (DCP) was no longer functioning. In the Follow-Up Study, one respondent noted that an ICT teacher uses his/her own laptop during computer classes, and that because each student is given a chance to use it, the entire class duration is used up.

Low ICT literacy among some teachers. Nearly half of the 193 respondent teachers were aged 40 years old and above. Many of them are challenged in the use of computers and the internet and in accessing the UISS.

Incomplete systemic elements to underpin reforms

Systemic reforms done under the BEST Program normally include various elements, involve multiple layers of changes, and often touch on institutional modifications, i.e., in terms of norms, values, attitudes. Instituting incomplete systemic reforms often risks the effectiveness of their implementation.

Clinical assessment of children with disabilities. Inclusive Education, by and large, was well accepted by school stakeholders - in theory. With the issuance of a policy on inclusive education, implementation was expected to follow. However, even a Special Education (SPED) school itself noted key elements missing from the reform initiative. First is the absence of clinical assessments of children with disabilities prior to mainstreaming in regular classrooms. Teachers cannot assess learning and physical disabilities among children because they are not competent to do so. Parents of children with disabilities were not properly oriented causing some negative reactions. Principals and teachers prefer to have professionals undertake the clinical assessments of children with disabilities. However, there are not enough professionals in the DOs to attend to the clinical assessment requirements of all schools. Parents usually cannot afford to pay for professional clinical assessments.

Insufficient teaching-learning materials for inclusive education (IE). Regular schools are insufficiently equipped to mainstream IE. Only schools with special programs were found to be well-equipped. For instance, one school in NCR was assisted by an international NGO for IE. In contrast, a SPED school also in NCR noted that they were still using the only available DepEd curriculum for children with disabilities, which had been published in 1985 (Instructional Materials for Children with Handicap). Another teacher noted the absence of a responsive K-12 curriculum tailored for the Hearing Impaired (HIs).

Mother-Tongue Based-Multilingual Education (MTB-MLE). The policy on MTB-MLE appears to be a double-edged sword. Some schools appreciate it but many others point to its weaknesses such as the difficulties students experience transitioning from Grade 3 (mother

tongue instruction) to Grade 4 (English language instruction) and the difficulty Science and Mathematics teachers face in teaching in mother tongues. Certain missing elements (such as bridging sessions from Grade 3 to 4) could have helped the reform solidify.

Inadequate Materials. Stakeholders noted that there was insufficient dissemination of teaching and learning materials (both print and e-copies) that accompanied the reforms. This observation came from both respondents of the Main Study and the Follow-Up Study. Unless the principals and teachers have mastered the art of note-taking, even those who attended orientations and workshops cite the lack of materials provided during these activities.

3.5.4. Organisational factors

3.5.4.1. Facilitating Factors

One of the characteristics that the FC of the BEST Program highlighted was the flexibility of the program to adjust to the needs of DepEd as the owner of the program. Former Secretary Brother Armin Luistro spoke of the positive working relationships with the BEST Program: *“With K-12 as the overarching framework, donor agencies had to consult DepEd, listen to our needs and adjust to what the Department needed. The K-12 program was work in progress and we were constantly adjusting our planning, what we were doing. FAPs had to keep up, not dictate the pace.”*⁹²

The one constant that should have provided a framework for the BEST Program to provide a context for its Theory of Change was the K-12 Reform of DepEd. This was the major structural reform that was to transform the entire basic education system and structure around which all the systems and processes would converge. Hence, the annual program of DepEd and BEST could be better managed and delivered following this as the roadmap.

Despite the stops and starts in the central office, it was the strength of the field offices, which continued the K-12 reforms and by extension, the success of many of the BEST Program interventions.

⁹² Interview with Bro. Armin Luistro, May 2019.

The biggest assets of the Department were its field offices starting with the regions. Regional directors were extremely qualified individually and as a team. On the K-12 reform agenda, regional directors and superintendents said there were no changes in the roll-out plans and schedules. The Rat-Plan for the regions *“has enabled DepEd field offices to deliver its core mandate with more effectiveness and efficiency. The creation of organisational units on the basic functions has ensured the provision of clearer services by the field offices.”*⁹³

Furthermore, a number of regional directors and superintendents interviewed stated that so long as the K-12 rollout was not disturbed, the field would continue to work without disruption.⁹⁴ This was confirmed by successful K-12 planning and social marketing campaign of the previous administration. Everyone interviewed across the country had a similar message with reference to the K-12 reforms, particularly the senior high school rollout despite the fact it was still to be completely rolled out in SY 2017-2018.

3.6. Capacity Building under the BEST Program

Capacity development (consisting of planning workshops, training programs, scholarships, mentoring and coaching) was one of the main inputs of the BEST Program. The EOPE Study separately examined the capacity building activities of the Program to gain insights into its implementation.

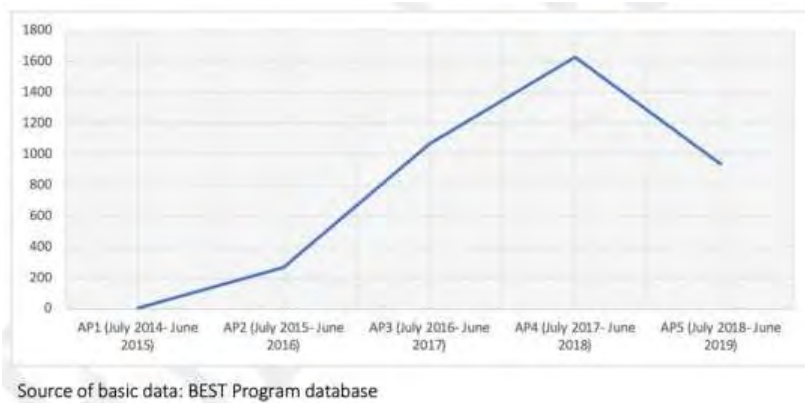
Based on the list that it was able to obtain, the EOPE Study found that a total of 4,217 different activities were undertaken by the Program. This list does not appear to be complete, considering that there were titles of programs that included Batch 3 but no batch 2 and 3 were found.⁹⁵ Nevertheless, in the absence of a complete master list of capacity building interventions, this list was considered as representative of the entire capacity building activities of the Program and was used to provide a snapshot of program accomplishments.

Figure 20. Capacity Building Activities under BEST Program, 2015-2018

⁹³ Interview with Regional Director Diosdado San Antonio, Region IV-A, June 2017.

⁹⁴ Various interviews, May-June 2017.

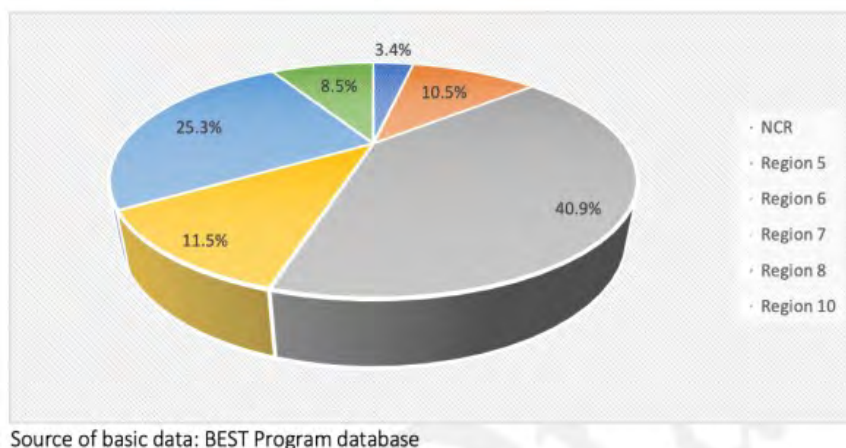
⁹⁵ In addition, some activities indicated number of batches while others indicated number of participants



Of the 4,217 capacity building activities, 57.3 per cent were undertaken during July 2017 – June 2018 (Figure 24). Moreover, 27.4 per cent of activities were undertaken from July 2016 to June 2017 and another 23.9 per cent conducted on the last implementation year (July 2018-June 2019). Less than 10 per cent of activities were undertaken during the first two years of implementation.

This concentration of activities within a short timespan may have contributed to the complaints of principals/school heads and teachers that Program activities were significantly impeding on contact time of teachers with students.

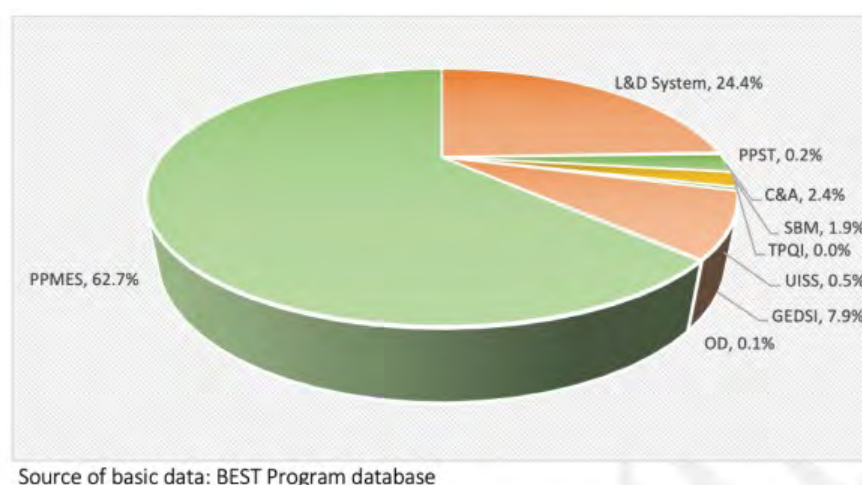
Figure 21. BEST Program Capacity Building Activities by Regional Participants



About two-thirds of these capacity building activities involved two regions: 40.9 per cent involved DepEd personnel and schools from Region VI while another 25.3 per cent involved personnel from Region VIII (Figure 25). This perhaps reveals why the program was very much appreciated in these two regions while the EOPE Study Team had a very difficult time engaging NCR.

Moreover, the capacity building activities were dominated by two interventions: L&D System; and PPMES. PPMES-related capacity building activities comprised 62.7 per cent of the total 4,217 activities (Figure 26). On the other hand, L&D System comprised 24.4 per cent.

Figure 22. BEST Program Capacity Building Activities by Program Intervention



GEDSI capacity building activities comprised a mere 7.9 per cent and most of these were conducted on the fourth year of implementation. Some of these training programs were: In - Service Training on Inclusive Education and Disability for Divisions of Baybay and Biliran Clusters of Schools; Capacity Building for Inclusive Education Advocates in Region V; Braille Production Workshop; IE GAD, Storytelling Training, Batch 1 and Batch; and Training on the LAC Toolkit and GEDSI Awareness for R6, R7, R8 Batch 2.

3.7. Program Governance and Management

Over its lifetime, the BEST Program experienced numerous challenges that weakened Program governance and management, and consequently undermined effectiveness and efficiency of its various interventions. Many of these challenges were already highlighted in the 2017 Independent Progress Review (IPR) of the BEST Program commissioned by DFAT in the Australian Embassy in the Philippines. These included, among others, the variable quality of technical consultants, the absence of a clear guiding program strategy, and the weak or absent formal program governance structures.

The IPR Evaluators presented these Program challenges in three phases, which the EOPE Study builds and adds on for continuity.

Phase 1: August 2014 - January 2015

The first six months (Phase 1) was characterised as the mobilisation and start-up phase for the Facilitating Contractor (FC). A one-year delay greeted program start due to the change in priorities of the Australian government.⁹⁶ However, even after the Program started, the IPR noted that the Program proceeded “much slower than anticipated” due to additional difficulties in engaging technical specialists.

⁹⁶ It was noted that “Australian elections in 2013 led to a year-long mobilisation delay eventually commencing officially in August 2014, followed by a significant reprioritisation of the aid budget in 2014/2015 with a reduction in funding” (IPR, p.1).

Despite the challenging startup, the Program got on the right track based on the first Six-Month Progress Review⁹⁷ (SMPR⁹⁸). The FC reported the *“operationalisation of the BEST Governance and Management Arrangements”* through the conduct of the first PMC meeting, convening of the PSC and the six Technical Working Groups (TWGs)⁹⁹, initial consultations for the creation of the PSCO, and creation of the regional BEST implementing teams in every region. It was also reported that *“the standalone governance arrangements for activities that started in 2013 (PBSP Classroom Construction Support, ACTRC and RCTQ) have been discontinued. All implementing partners are now part of one BEST governance structure.”*

However, although the institutional arrangements were designed and planned for, many of the implementation problems of the BEST Program appeared to point back to the failure to execute these systems.

Respondents¹⁰⁰ noted that during the early years of Program implementation (prior to 2017), the governance mechanism was not fully functional or were perceived as less than effective. This finding was validated in SMPR 8, which acknowledged that the Program Governance structures took effect only in the fourth Annual Plan and that prior to that, the structures were not being fully utilised:

“BEST implemented formal program governance structures in AP4 to ensure that decisions were appropriately processed and collaborative. BEST and the Project Management Service of DepEd worked together on the development of an AP5 strategic framework (refer to Annex 5)” (Cardno Emerging Markets, SMPR 8, p. 16).

The AP5 Strategic Framework mentioned in the above statement was provided as Annex 5 BEST Strategic Framework in SMPR 8 stated that:

⁹⁷ The first Six-Monthly Progress Report (SMPR) covered the implementation period from July 1 to December 31, 2014.

⁹⁸ An SMPR was the program milestone prepared by the Facilitating Contractor (FC). Other implementing partners (ACTRC, RCTQ, PBED and PBSP) contributed to it. It provided both quantitative and qualitative information on accomplishments and covered both progress and results monitoring and evaluation (M&E).

⁹⁹ Six Technical Working Groups were organized for Curriculum and Assessment, Teacher Development, Learning Resources, Organisational Development, Leadership and Management, Policy, Planning and M&E, and UIS). The TWGs were supposed to propose activities for the formulation of the Annual Plans were developed.

¹⁰⁰ The critical respondents from the Central Office were the current Undersecretary and BEST Executive Sponsor and the respondents from the Program Management Service.

“The formal program governance structures will be utilised to ensure broad-based engagement and transparent decision-making in relation to the preparation, review and approval of the 5th Annual Plan” (Cardno Emerging Markets, SMPR 8, p. 74).

Thus, it was clear that the BEST Program Management itself, recognised that there were problems with program governance and that adjustments had to be initiated during AP4.

Moreover, the FC reported that at the start of Program implementation, two program management systems for monitoring — the Activity Implementation and Control System (AICS) and the BEST Decision Support System (DSS) —were operationalised (Cardno Emerging Markets, SMPR 1, p. 28). The AICS was defined as *“a mechanism for tracking efficiency and measuring effectiveness of activities to be implemented by DepEd and partners under BEST. It is a mechanism for governance which defines the ‘business’ process for managing all BEST supported activities. All DepEd and non-DepEd partners will be oriented on the processes and requirements of the system”*.

On the other hand, the DSS was defined as *“a web-based database application that will serve as the program’s information and communication technology platform. It will provide information on program baseline, interventions, and results. Implementation of the system will include installation and training of selected DepEd staff and implementing partners on how to access, use, and manage the system”* (Cardno Emerging Markets, SMPR 1, p. 28).

The full operationalisation of these two systems would have strengthened the program M&E. But it was only operationalized in the latter half of 2018 as noted in SMPR 9 (July – December 2018).¹⁰¹

“Decision Support System (DSS), an updated online M&E and reporting platform, was operationalised during this period to replace the previous database platform and to improve the collection of data on the program’s activities and outputs. Mandatory activity reporting by all BEST teams is now done through the DSS, which allows for systematic reporting on implementation progress and outputs and links progress towards the achievement of target outcomes set in the BEST M&E Framework. The DSS also enables collection of information on immediate outcomes such as improvements in training participants’ knowledge through pre-training and post-training assessments as well as early qualitative observations of process or institutional changes arising from the application of new knowledge and / or use of outputs, now regularly reported at the TWG” (Cardno Emerging Markets, 2019, p. 6).

¹⁰¹ As of December 2020, the new agenda of DepEd includes the BESA (Basic Education Sector Assessment) and the drafting of a new BESP (Basic Education Sector Plan) includes a continued refinement of the Department’s M&E systems.

Another key issue uncovered by the Study was the issue in locating the Program Management Office. The FC was originally expected to be embedded within DepEd as a strategy to build internal project management capacity of the Department. Instead, the Program Support and Coordination Office (PSCO) was set up in a hotel near DepEd Central Office, after the FC determined that the workplace conditions and safety standards of the building assigned to the BEST Program was deemed inadequate. To most of the CO respondents, the decision not to locate the PMO within the DepEd compound was seen as a serious setback and a hindering factor.¹⁰²

Partnership was another key issue with Program implementation. Initially, the FC reported that it conducted partnership meetings with all existing partners (namely CHED, PBED, ACTRC, RCTQ, and PBSP).¹⁰³ However, the IPR noted that *“Due to the gradual start-up it does not appear that a partnership meeting with all existing partners (PBEd, PBSP, RCTQ and ACTRC) and specialists was convened to discuss reporting arrangements, work programs and to establish working arrangements”* (IPR, p. 23).

The EOPE Study further validated the inadequate relationships between the FC and the BEST implementing partners.¹⁰⁴ The Implementing Partners noted the following arrangements: that they dealt directly with DFAT and DepEd and received directions from DepEd (in terms of program directions). Further, they submitted reports directly to DFAT with copies furnished to the FC. The Implementing Partners continued to receive funding directly from DFAT.

As a result, the FC and the Implementing Partners may have failed to optimize their partnerships thereby missing opportunities to leverage on each other’s strengths. To illustrate examples, refer to Section 3.3.2 on Classroom Construction, Section 3.2.2.1.5 on PBEd and Section 3.2.2.1 on TPQI.

Further, SMPR 1 reported that a scoping study was conducted to identify program needs and to schedule priorities at the start of implementation. According to some respondents¹⁰⁵,

¹⁰² At least three respondents from the Operating Units in the Central Office gave this observation.

¹⁰³ Refer to SMPR 1

¹⁰⁴ From the Key Informant Interviews with the four BEST Implementing Partners

¹⁰⁵ These respondents included one RD, one RO personnel and two CO Chiefs

Regional Directors were initially excited during this scoping study particularly when regions were asked to prepare regional project proposals. One respondent stated that presenting the project proposal was likened to “making a dissertation defense”. Disappointments rose when nothing happened after the proposal presentations were made and no feedback/communication was given to explain what happened. These respondents accepted the idea that the BEST Program was earmarked only for the Central Office as the reason why their proposals were not approved.

Hope was revived in 2017, however, when Regions were once again asked to submit Concept Notes during AP4 planning. The SMPR 8 noted that *“With this strategic framework designed, a meeting was held with Regional Directors and Central Office Directors of DepEd at which all stakeholders were encouraged to develop their own concept note proposals”* (Cardno *Emerging Markets, SMPR 8, p. 16*).

Phase 2: February 2015 - April 2016¹⁰⁶

The second phase of Program implementation, which the IPR called the resource build-up phase both within the FC and in DepEd. A massive build-up of personnel occurred to address emerging program issues as well as program demands.

The IPR noted that *“Significant portions of the program were driven by DepEd’s continuation of pre-existing programs such as organisational development, continuous improvement, information systems development and monitoring and evaluation. Others appear to have been more ad hoc and ‘specialist driven’ such as the investment in the LACs and Inclusive Education. At one stage the Facilitating Contractor had over 100 staff”* (IPR, p. 24).

On the side of the FC, this massive increase in personnel came with additional problems. Respondents from DepEd Central Office Operating Units¹⁰⁷ noted that during this time, there were so many technical consultants but some were not competent in their fields or at the very least were not knowledgeable about the education sector. They also observed that these Consultants did not coordinate their work amongst themselves. It was also noted that

¹⁰⁶ Approximately from February 2015 to June 2016, change in administration

¹⁰⁷ Interview with CO respondents particularly from three Operating Units.

one OU almost rejected a report provided by the Technical Consultant, but they eventually accepted the output after reaching a compromise.¹⁰⁸

DepEd, on the other hand, was undergoing a massive organisational change during the critical years of program implementation. The Rationalization Plan¹⁰⁹ (organisational restructure), which was a national initiative covering the entire Philippine bureaucracy, consumed significant management attention. Thus, during 2015-2016 period, DepEd was thick in the process of hiring new people into the organisation. This was the reason why most of the new entrants to the DepEd Central Office were not aware of the BEST Program.¹¹⁰

Moreover, another respondent¹¹¹ interviewed remarked that there were so many different kinds of training programs being offered which the respondent felt were not relevant to the Program outcomes such as: Workshop on Practical Tips in Job Application¹¹²; and Training on Hiring the Right People and Training on Mediation¹¹³. The respondent further noted that it was easy to identify a training program funded by the BEST Program from the one that was funded by DepEd – the difference was the venue and the food. This observation was also validated by the principals and teachers during the regional FGDs.

All these misunderstandings and problems may be attributed to poor communications or coordination with the Program partners and implementers. The IPR attributed the massive resource build-up within the FC and DepEd to the need to “*meet expenditure targets as well as urgent program requirements in DepEd such as implementing the K–12 program*” (IPR, p. 24).

However, the EOPE Study found that the massive build-up of personnel was more a function of the lack of program focus, absence of a general Program workplan (besides the Annual

¹⁰⁸ Interview with one Central Office OU Chief

¹⁰⁹ The Rationalization Plan referred to the implementation of Executive Order No. 366, s. 2004 “Directing A Strategic Review Of The Operations And Organizations Of The Executive Branch And Providing Options And Incentives For Government Employees Who May Be Affected By The Rationalization Of The Functions And Agencies Of The Executive Branch”

¹¹⁰ Based on interviews with CO respondents

¹¹¹ Two respondents from one different OU

¹¹² Taken from SMPR 2

¹¹³ Both taken from SMPR 3

Plans), and the absence of a program critical path that would have identified resource requirements at different stages of program implementation.

The updated Theory of Change (refer to Annex B) also identified the absence of critical path analysis as a problem. Activities designed to contribute the Program's three distinct End of Program Outcomes were to be pursued simultaneously with no one activity being a prerequisite of another. This was in contrast to the original Theory of Change in which EOPO 3, which was the foundational outcome, was to be pursued before the other two EOPOs (on participation and learning outcomes).

According to the FC and DepEd, there was no need for a six-year program work plan because the Program followed a "flexible design". The BEST Program implementers (both the FC and DepEd) underscored the fact that the flexible program design took off from the annual identification of activities to be supported by the Program, which was intended to increase the ownership of the process/product owners and put DepEd in the driver's seat of the Program.

However, the pursuit of this flexible arrangement appeared to have come at the expense of critical program management pillars such as the establishment of the program's baselines, identification of the program's critical path (to flag critical prerequisites such as the administration of a globalised assessment tool prior to the implementation of the revised curriculum or the issuance of the DepEd Order for PPST a few months after the issuance of the CHED Memorandum Orders (CMOs) on Teacher Education), and adherence to the program's Results Framework. In a flexible program design, it is still important to define what flexible arrangements meant and set clear parameters for what it entailed.

Phase 3: July 2016 to May 2018¹¹⁴

Phase 3 was characterised by a second wave of massive personnel change.

A change in Philippine Administration occurred in June after the Philippine national elections in May 2016. This ushered in the appointment of a new Department Secretary and a new

¹¹⁴ Approximately from July 2016 when leadership in DepEd changed to March 2018, after the IPR report was completed

batch of undersecretaries. During this period (from July 2016 to about May 2017), senior personnel across the organisation were replaced and consequently slowed the implementation of the BEST Program activities.¹¹⁵

More importantly, this period coincided with changes in DFAT staff and drastic changes in the Program Management organisation of the Facilitating Contractor. The 2017 Independent Progress Review noted that:

“Between October and December 2016, the Facilitating Contractor conducted a review and did not renew the contracts of the M&E Specialist, OD Specialist and Team Leader, and significantly cut staffing. Within the next six months all senior positions within the Facilitating Contractor had changed, and a new team appointed with two component leads instead of six specialists. The decision not to renew the contracts of key specialists was poorly communicated resulting in significant tensions between partners in 2016. Some programs were left unfinished. DepEd assigned resources at the sub-national level to ensure many of these could be completed for regions where they had commenced.”

It was further noted that the substantial organisational changes that occurred simultaneously in DFAT, Cardno and DepEd resulted in sweeping loss of institutional knowledge about the program as well as muddled M&E documents and program data. In contrast, the four BEST implementing partners were generally unaffected by these changes and were able to continue implementing their workplans.

During this period, the Facilitating Contractor commissioned a third-party consultant to provide an independent assessment of the reasons for the lull in program activities. The slowdown coincided with the change in administration in the middle of 2016, which extended through the middle of 2017.

In every change in administration at DepEd since 1986, there had been a wholesale or near-wholesale change in the senior management team.

¹¹⁵ Luz, J. M. “BEST Program: Policy Reform Risks and Challenges”, July 2017.

The Briones Administration pursued new priorities. While not abandoning the K-12 reforms of the Luistro Administration, new reforms took priority. The new priorities were principally in the realm of public administration with an emphasis on financial and fiscal management, including:¹¹⁶

- Budget utilisation (i.e., budget spending was too slow);
- Financial monitoring (i.e., low budget utilisation rate especially in the field);
- Procurement reforms (to address the slow delivery of learning materials to schools and to unlock bottlenecks in the system); and
- Downloading of funds to the region (i.e., to speed up the spending rate of DepEd).

“A major thrust of the Secretary, the one thing she was most conscious to resolve as a social accountability advocate,” said Undersecretary Malaluan, *“was the poor fiscal management of the Department of Education most notably budget utilisation which was very low in the previous administration.”*¹¹⁷ Financial monitoring, he added was weak particularly in the field and among partners.

Another major priority of the DepEd Secretary centered around the delivery of materials to schools. Here, better procurement processes and practices was key. For this purpose, a fourth senior management officer was added to the financial management section of DepEd, an Assistant Secretary for Procurement who also reports directly to the Secretary. The driving principle of Secretary Briones: Budget-based procurement.¹¹⁸

Thus, the first year of the Briones administration was focused on fiscal and budgetary reforms.

Phase 4: April 2018 onwards to June 2019

The EOPE Study further contributed to this analysis by adding a fourth implementation phase covering the period April 2018 (after the IPR was finalised in February 2018) until the

¹¹⁶ Luz, 2017. From an interview with Usec Catibog, May 2017.

¹¹⁷ Interview with then Asec. N. Malaluan, May 2017.

¹¹⁸ Interview with Asec. Revsie Escobedo, June 2017.

Program's end in June 2019. This was considered another phase of implementation because the Program instituted several key changes that critically impacted the Program's success.

According to the SMPR 8¹¹⁹, *"The period of January–June 2018 saw key reforms in the management of BEST to respond to the recommendations of the Independent Progress Review (IPR) that influenced the direction for the period"* (Cardno Emerging Markets, SMPR 8, p. 13).

One of the significant changes of the Program was the shift in the focus of interventions from policy making and standards development (thereby primarily focusing on the Central and Regional Offices) to the Divisions and the schools.

In December 2018, the Program Management Committee identified new priorities, one of which was the Whole School Development Program (SMPR 8, p. 28). This unprogrammed shift was initially welcomed by the Regions although it created a new set of problems. Because the different Central Office Operating Units simultaneously implemented their respective programs, the shift to schools resulted in the simultaneously pouring of interventions to the schools. This triggered one principal to comment that the teachers were doing everything except teach (refer to Box 3).

Another observed problem was that because the Program M&E systems were not properly established, the push to move interventions down to the schools was not appropriately monitored. Evidence of this was the lack of master lists of Training of Trainers (TOTs) conducted at the national and regional levels as well as the echo training programs conducted in the field. Moreover, although the national and regional training programs were called TOTs, they were not designed as such. Thus, the issues with the quality of roll-out or cascaded training programs abounded.

4. Assessment of Contributions of 10 Program Interventions to Outcomes

The two studies that comprise the EOPE Study are differentiated by their primary focus. The main study (2019 EOPE Study) gauged the Program from a macro perspective, assessing

¹¹⁹ SMPR 8 or the Six-Month Progress Review No. 8 covered the period January–June 2018

entirety of the systemic reforms across governance levels (i.e., Central Office, its partners, Regional and Division Offices).

The Follow-up study (2020 EOPE Study), examined effects of reforms at the school level. The focus was to validate some findings from the first study and to identify specific experiences of schools that could further illustrate the effects of the Program interventions even if these were anecdotal. It should be noted that there was a time gap of seven months between the main study and the follow-up study.¹²⁰ Ultimately, the effectiveness of the BEST Program interventions should be evident at school level since all Program interventions, whether policy, teacher development or teaching-learning materials are designed ultimately to improve participation and learning in schools.

The EOPE Study assessed the BEST Program as a whole albeit greater attention was placed on the contributions of 10 key Program interventions. The reasons were that the EOPE was limited to the assessment of the 10 Programs identified by the Facilitating Contractor and excluded several other interventions such as the Innovation Fund. Moreover, the EOPE Study focused only on interventions directed at elementary schools and excluded interventions for secondary schools. These delimitations were included in the RFT. Thus, to make the evaluation systematic, the Study applied the assessment criteria to each of the 10 Program interventions.

The EOPE Study used a set of rubrics (a 4-point rating scale) in assessing the 10 BEST Program interventions, aligned with the Study's Evaluation Framework (see Annex W). The set of rubrics used the internationally recognised criteria of Relevance, Efficiency, Effectiveness and Sustainability (REES). The summary of assessment is shown in Table 43.

4.1. Relevance

The literature review undertaken by the EOPE Study underscored the relevance of all of the 10 BEST Program interventions albeit some were more relevant than others and some were

¹²⁰ The Main EOPE Study was done from February 2019- May 2019 and the Follow-up report was done from February 2020 to April 2020.

more relevant at specific governance level. In addition, findings relate to the following assessments on relevance.

Of the four BEST Program interventions that directly contributed to increasing student mastery of the curriculum, three interventions were assessed as Highly Relevant: L&D System; PPST; and C&A.

Curriculum and Assessment (C&A) was **Highly Relevant** because it was coherent with the objectives of the K to 12 curriculum, a DepEd flagship program at the start of the BEST Program. The Curriculum and Assessment developed by the Program were based on rigorous studies conducted by ACTRC. Similarly, **PPST** also considered **Highly Relevant** because it provided innovative features and significant transformative effects on teacher performance. It was also based on a comprehensive study conducted by RCTQ.

The **L&D System** was judged as **Highly Relevant** since it was also aligned with the priorities of the Civil Service Commission (CSC), which covers all government agencies including DepEd. In the 2019 Study, its transformative effects, although promising, have not yet crystallised. However, in the 2020 Follow-Up Study, the transformative effects of the Program interventions were concretely felt at the school level.

TPQI (teacher pre-service quality improvement) was highly relevant in theory but not in practice. TPQI was assessed as **Relevant** as its full transformative effects were not realized during the time of review. Its success was linked to the integration of PPST into the educational curricula of Teaching Education Institutions (TEIs), through a CHED Memo. Moreover, the graduates of the STEP UP teacher scholarship initiative, which placed scholars in TEIs that had already adjusted their pre-service curricula to align with the PPST, made a small but significant contribution, but were not able to address the massive gap in competent teachers in the basic education sector.

Of the three BEST Program interventions that directly contributed to increasing student participation, **School-Based Management** was assessed as **Highly Relevant**. SBM was fully aligned with Philippine and DepEd development priorities. Moreover, SBM is an approach that had been effective in other countries where it has been implemented.

GEDSI and Classroom Construction interventions, in terms of their overall Program design were found to be **Relevant** but their effects were not as transformative. At the Systems level, **Classroom construction** is relevant because the requirement for classrooms remained high.¹²¹ However, from 2013 onwards, the organisational capacity of DepEd to respond to its classroom requirements also increased precipitated by the significant increase of classroom construction budget. The effectiveness of **GEDSI** interventions in increasing student participation were not yet manifest. In terms of the provision of GEDSI-related teaching and learning materials, its transformative effects were not yet evident at the school level.

At the Systems level, the three Program interventions (i.e., **PPMES**, **UISS** and **OD**) are gauged as **Relevant**, particularly to specific offices at the Central Office.

PPMES is fully aligned with DepEd's development priorities. Strengthening the capacity of DepEd in evidence-based policy and plan formulation became more critical since the Central Office is the only policy-making body within the bureaucracy and it is essential that personnel at the Central Office possess competencies for crafting and enacting policy for DepEd. However, the program design fell short of providing innovative features in policy and plan formulation as well as significant demonstration value of positive reforms.

The Program interventions under **UISS** were assessed as relevant and appropriate and are generally valid and responsive to DepEd needs and priorities, especially in terms of students and school information. At the DepEd Central Office level, the UISS is highly relevant, strongly aligned with Central Office priorities on information systems. The UISS was project was designed to accommodate a wide range of actors across governance levels, from Departments (at the national central office, regional, division, district offices), and down to schools. With regard to ownership, 'process owners' were defined at the Central Office with support from the Information and Communication Technology Services (ICTS). In particular, the EBEIS and the LIS contributed to systemic improvement in evidence-based planning. However, the LR Portal had many issues. A key issue that saddled the entire UISS, and remained unanswered at the time of the Follow-Up Study, is connectivity and system capacity.

¹²¹ In 2013, PBSP classroom shortage was pegged at about 60,000. Source: Interview with PBSP's Dr. Muncada

OD interventions, which are focused on CI activities, are assessed as **Relevant** at the level of ROs and DOs particularly those pursuing ISO certification.

The Knowledge/Usefulness Matrix (KAU Survey) provides additional evidence of the Relevance of Program interventions (i.e., policies and outputs) at school level. The Study looked at the interventions assessed by at least **70 per cent of principals and teachers** as having high or very high utility in both in the 2019 Study and in the 2020 Follow-Up Study (refer also to Annex Y). The results showed that the highly relevant Program interventions at the school-level were: PPST (DO 42-2017 PPST, DO 2-2015 RPMS, COT and SAT); C&A (DO 8-2015 Classroom Assessment, K-12 Curriculum Guides and Classroom Assessment) and LIS.

4.2. Efficiency

The EOPE Study was not able to assess the Efficiency of the BEST Program interventions for several reasons:

- **Insufficient financial details.**¹²² Assessment of efficiency would require detailed analysis of the program's financials. However, because the five Annual Plans (APs) and the nine Six-Month Progress Reports (SMPRs) did not provide sufficiently detailed financial information to complete a comparative assessment of program interventions' costs against program intervention benefits.
- **Targets changed annually.** Efficiency also requires an assessment of planned versus actual accomplishments. This proved very challenging because the Program's targets changed every year, and there were also multiple changes to reporting templates.¹²³ When a target was not completed within an implementation year, it was not carried over to the next year and neither was there any notation on what happened to it. Moreover, the SMPRs often used different terminology from that of the APs and thus it was difficult to ascertain whether a planned activity was indeed accomplished. For instance, the title of one training program can have three or four variations in depending on the region.

¹²² The Study Team requested for additional financial details but were not made available.

¹²³ Format of the reporting templates in the Annual Plans were changed and. The Work Breakdown Structure was difficult to track and there were not indicator codes, activity codes, accomplishment codes, etc.

- **Absence of accurate monitoring data, including baselines.** There was no complete database available (either from DepEd nor the PMO) on the number of personnel that participated in which workshops, orientations, training programs or other Program-supported activities. To compare planned with actual, baselines are critical. For instance, the BEST Program often supported the development of a policy by funding the validation workshop. When the policy is issued, it was not clear what was the per cent contribution of the program. There were also no baselines on the current practices prior to the institution of reforms.
- **Fungibility of costs.** The difference in fiscal years of DepEd and the funder raises the issue of fungibility of costs (in relation to the second and third bullet points). CO Operating Units would identify, for funding by the BEST Program, those activities that they were not able to fund through the DepEd budget.

In the end, this evaluation makes no judgment on the efficiency of Program interventions. Nor does it provide analysis of cost-effectiveness due to data limitations on data.

4.3. Effectiveness

Effectiveness was assessed based on the contributions of Program interventions (i.e., policies and outputs) to the attainment of the Program's immediate outcomes. Other considerations in assessing the level of effectiveness of Program interventions are the degree of alignment of systemic factors, degree of acceptability of reforms and the *normalising* of new behaviors and practices. The key findings are presented by EOPOs.

4.3.1. Towards Increasing Student Mastery

Effectiveness of one of the Program interventions towards increasing student mastery were assessed to be Highly Significant, two were Significant and one was Considerable.

Curriculum and Assessment was gauged as **Highly significant** because it directly responded to the requirements of the K to 12 curriculum reform. In particular, the outputs under this intervention (namely the K to 12 Curriculum Guides and the assessment tools) were met. Design and approach to curriculum and assessment aligned with international standards as these were backed by solid research by ACTRC. The issue that affected this program

intervention had to do with its simultaneous pursuit. Thus, assessment was administered even before the effects of the new curriculum took root.

The **L&D System** and **PPST** interventions were assessed as making **Significant** contributions to the attainment of Program outcomes. **LAC** and **Action Research**, which initially garnered negative feedback during the 2019 Study due to issues in deployment/roll-out, turned out to have positive transformative effects in schools. Likewise, respondents in the initial Study, provided mixed views on the PPST and the PPST-aligned RPMS tools. Acceptance of the Standards (from all governance levels) were positive from all governance levels, particularly since the credibility of the tools was high (since they are based on evidence). However, the effectiveness of the PPST-aligned RPMS tools was somewhat hampered by the manner with which the reforms were forced into the schools. In the 2020 Study, all the schools experienced transformative effects of this reform.

New behaviors and practices arising from the education reforms or interventions like LAC, INSET, K-12 CGs, COT and SAT are now the norms to the teachers. Although the introduction of these reforms raised many issues and incurred initial negative feedback, most teachers now speak the same language and understand each other very well. They also relate well with the School Head, the parents and community.

The effectiveness of **TPQI** was assessed as **Considerable**. The Program aimed to achieve three key goals, but inroads were not achieved in two. One was in terms of influencing public opinion on the teaching profession and the other was reducing the quality gap for competent basic education teachers.

4.3.2. Towards Increasing Student Participation

The contributions of SBM and Classroom Construction to increasing Student Participation was assessed to be Significant while that of GEDSI was Considerable.

The most critical contribution of Program interventions under **SBM** was *shifting paradigms* of school stakeholders – both internal and external. The paradigm shift was from a *principal-centric leadership and management approach* to a *participatory approach* to school planning and development. The *participatory approach* necessitated the greater involvement of a

broader set of stakeholders in school affairs and decision-making. The changes in thinking and practices were noted in the 2019 study and validated in 2020. However, it was too soon to determine whether the paradigm shift and participatory approach improved student participation as a whole.

Classroom Construction contributed to increasing the supply of inclusive education facilities in key locations. Through PBSP, the BEST Program not only provided additional classrooms but that it also resulted in disaster-resilient, inclusive designs of classrooms (disability accessible with separate boys' and girls' toilets). Similar designs were eventually adopted by DepEd and the Department of Public Works and Highways in the construction of other classrooms outside the Program. The BEST Classroom Construction program provided a model for improved classroom design. Although, the implementation of the BEST Classroom Construction program without the participation and involvement of the school stakeholders lessened the effectiveness of the intervention, the network of community established by PBSP helped mitigate this.

One key contribution of the BEST Program's 'GEDSI' work to student participation was in terms of the gender-responsiveness and inclusiveness of the design of the classrooms constructed. However, in terms of actual mainstreaming IE and GRBE perspectives in the school plans, the evidence was not overwhelming.

4.3.3. Toward increasing capacity to deliver responsive and inclusive basic education services

In terms of increasing DepEd's capacity to deliver responsive and inclusive education services with greater decentralisation, the contributions of UISS was found to be **Highly Significant** while the other three interventions were Significant.

UISS program outcome and outputs were all met and were being fully utilised during program implementation.

The **PPMES** work was intended to contribute to IO8: "Strengthen capacity for planning and evidence-based decision making and policy formulation" and in this case, it was judged to be **Significant** since program outcomes and outputs were substantially achieved.

OD was intended to contribute to IO11 or “Support DepEd management to ensure sufficient, capable staff in the right place with effective organisational structure (Rationalization Plan)”. In terms of its contribution to IO11, **OD** was found to be **Significant** since program outcomes and outputs were also substantially achieved.

4.4. Sustainability

A key finding on the sustainability of Program interventions was that they were heavily dependent on policy support. Adherence to policy is an enduring norm in DepEd. However, other factors were also considered. These include the widespread acceptance among stakeholders of the new practices or the degree to which reforms were embedded in school leadership and management and teaching delivery. Another important sustainability factor was the degree to which the benefits of new practices were evident – if teachers, principals or officials could see tangible benefit in implementing reforms, they were more likely to be supportive.

Sustainability of two Program interventions intended to improve student mastery were assessed to have **Very High Likelihood of Sustainability**. Very High Likelihood pertained to “Demonstrated persistence of results across all governance levels and continuing results are supported by necessary policies, systems, people and infrastructure”.

The likelihood that the Program gains instituted through the **PPST** and **C&A** is very high because of the policies that supported the implementation of reforms and the wide acceptance by concerned stakeholders. For instance, the shift to the K-12 curriculum and the use of its attendant classroom assessment tools, although contentious in the beginning, have settled into the norms at school level. Their use is no longer questioned and the classroom assessment tools are in fact appreciated by teachers. The use of the PPST-linked Classroom Observation Tool (COT) was found to have a high degree of acceptance on the part of principals. Although also contentious when first introduced, the COT and the Self-Assessment Tool (SAT) have also been accepted by the teachers after their value was revealed over the initial year of implementation. In addition, PPST has been married to whole of government Results based Performance Management System (RPMS), which will help ensure that future improvements and updating of the Standards will continue.

The **L&D System** was assessed as having a **High Likelihood of Sustainability**. The practices on LAC and Action Research have resonated with teachers as its benefits to them were revealed in a short time.

In contrast, **TPQI** was judged to have a **Moderate Likelihood of Sustainability** because to sustain the Program gains would necessitate the full cooperation of a separate national agency (i.e., CHED). Moreover, implementing the PPST- aligned pre-service teacher education curriculum would require the active participation of the TEIs, which are more often independent entities. Nevertheless, several of the TEIs that were trained under the BEST Program, particularly PNU which hosts RCTQ, suggests some degree of sustainability. Although the continuity of the interventions introduced through the STEP UP Program (such as the provision of mentoring to the scholars and the absorption of graduates to DepEd) is not certain, the BEST Program nevertheless provided a scholarship model, which can be replicated or even scaled up.

The sustainability of the Program interventions geared towards increasing student participation were varied. The sustainability of the BEST-supported **Classroom Construction** was assessed as having a **Moderate Likelihood of Sustainability** in terms of the capacity of the schools to maintain the disaster-resilient, gender-responsive and inclusive classroom designs and more so to replicate it. However, the BEST Program did provide DepEd with a design of a model, which it could continue.

School Based Management (SBM) interventions were assessed to have a **High Likelihood of Sustainability** for several reasons: the presence of policy support; the availability of guidelines and instructional materials; the massive capacity building that supported the reforms; as well as the widespread acceptance. In addition, a specific plan of action has been formulated (by the BHROD-SED) to build on the program gains experienced in the previous cycle of the School Improvement Plans (SIPs). However, the quality of the SIPs (in terms of strategic focus) have yet to be examined.

In contrast, **GEDSI** was found to have **Moderate likelihood of Sustainability** because although the IE and GRBE had policy support, understanding of the concepts were not yet deep enough to become organic within the organisation. The interventions remained exogenous.

Sustainability of the four Program interventions contributing to systemic reforms (i.e., **PPMES, SBM, UISS and OD**) are all assessed as having **High Likelihood of Sustainability** for the factors stated above. In addition, the likelihood of sustainability is high primarily because DepEd has no other option but to continue the gains started by the BEST Program. These Program interventions were rightly identified as Foundational work, which was understood to mean that the sustainability of the other Program interventions would be in danger of dissolving if these interventions do not continue. Also, the massive investment poured into UISS (in terms of infrastructure, technical support and capacity building) which would not have been possible without the Program, demands that DepEd be accountable for the return on the investment.

Although PPMES did not benefit from the issuance of a policy cover (policy drafts were completed but were not promulgated within the implementation period of the program), it is nonetheless assessed as sustainable due to the degree to which it is embedded in existing planning practices. Moreover, PPMES, SBM and UISS complement each other in terms of enabling DepEd to ensure evidence-based planning.

Table 38. Findings on the BEST Program interventions' contributions to Program Outcomes

Specific Program Intervention (1)	Immediate Outcome (IO) (1)	Relevance of Program intervention (3)	Contributions to Outcomes (Effectiveness) (4)	Sustainability of Program Gains (5)
	EOPO1: More children are able to demonstrate improved mastery of curriculum competencies in (English, Mathematics and Science) and difference in learning outcomes for boys and girls are reduced in target areas		Not evident at this time	
	InO1: Teachers, Education leaders and managers applying gender responsive evidence-based, contextualised approaches, methods and materials for student learning		Significant	
Learning and Development (L&D) System	IO1: Teachers are better qualified and capable to deliver the curriculum	Highly relevant	Significant	High likelihood
	IO2: Education leaders and managers have strengthened capacity to implement school-based learning outcomes initiatives	Relevant	Considerable	Very high likelihood
	IO4: Appropriate learning and teaching materials are available and more accessible	Relevant	Significant	Moderate likelihood
1. Philippine Professional Standards for Teachers (PPST)	IO1: Teachers are better qualified and capable to deliver the curriculum	Highly relevant	Highly significant	Very high likelihood
	IO2: Education leaders and managers have strengthened capacity to implement school-based learning outcomes initiatives	Relevant	Considerable	Moderate likelihood
2. Curriculum and Assessment (C&A)	IO1: Teachers are better qualified and capable to deliver the curriculum	Highly relevant	Highly significant	Highly likelihood
	IO2: Education leaders and managers have strengthened capacity to implement school-based learning outcomes initiatives	Relevant	Considerable	Moderate likelihood
	IO3: Curriculum and assessment approach international standards	Highly relevant	Highly significant	High likelihood
	IO4: Appropriate learning and teaching materials are available and more accessible	Relevant	Significant	High likelihood
3. Teacher Pre-Service Quality Improvement (TPQI)	IO1: Teachers are better qualified and capable to deliver the curriculum	Relevant	Considerable	Moderate likelihood
	EOPO2: More boys and girls participate and complete a basic education in target areas		Not evident at this time	

Specific Program Intervention (1)	Immediate Outcome (IO) (1)	Relevance of Program intervention (3)	Contributions to Outcomes (Effectiveness) (4)	Sustainability of Program Gains (5)
	InO2: Education leaders and managers applying innovative SBM, GEDSI and IE approaches to school planning, student enrolment and retention		Significant	
4. School-Based Management (SBM)	IO2: Education leaders and managers have strengthened capacity to implement school-based learning outcomes initiatives	Highly Relevant	Significant	High likelihood
	IO7: DepEd able to articulate implementation strategies to improve access for children from specific contexts	Relevant	Considerable	High likelihood
5. Gender Equity, Disability and Social Inclusion (GEDSI)	IO1: Teachers are better qualified and capable to deliver the curriculum	Relevant	Considerable	Moderate likelihood
	IO2: Education leaders and managers have strengthened capacity to implement school-based learning outcomes initiatives	Relevant	Considerable	Moderate likelihood
	IO3: Curriculum and assessment approach international standards	Highly relevant	Significant	High likelihood
	IO4: Appropriate learning and teaching materials are available and more accessible	Relevant	Considerable	Moderate likelihood
	IO5: Education facilities built within appropriate standards and in the right places.	Relevant	Significant	High likelihood
	IO7: DepEd able to articulate implementation strategies to improve access for children from specific contexts	Relevant	Considerable	Moderate likelihood
	IO8: Strengthen capacity for planning and evidence-based decision making and policy formulation	Relevant	Considerable	High likelihood
6. Classroom Construction	IO5: Education facilities built within appropriate standards and in the right places.	Relevant	Significant	High likelihood
	EOPO3: DepEd is better able to deliver basic education services that is more gender responsive and inclusive and with greater decentralisation of management and accountability to the field offices and schools		Significant	
	InO3: DepEd policies, plans and practices are gender responsive, linked across governance levels and are being informed by effective OD, HR, UIS, Research and M&E systems		Significant	
7. Policy, Planning, Monitoring and Evaluation System (PPMES)	IO8: Strengthen capacity for planning and evidence-based decision making and policy formulation	Relevant	Significant	High likelihood

Specific Program Intervention (1)	Immediate Outcome (IO) (1)	Relevance of Program intervention (3)	Contributions to Outcomes (Effectiveness) (4)	Sustainability of Program Gains (5)
8. Unified Information System and Sub-systems (UISS)	IO2: Education leaders and managers have strengthened capacity to implement school-based learning outcomes initiatives	Relevant	Considerable	High likelihood
	IO4: Appropriate learning and teaching materials are available and more accessible (LR Portal)	Relevant	Considerable	Moderate likelihood
	IO8: Strengthen capacity for planning and evidence-based decision making and policy formulation	Relevant	Highly Significant	Very high likelihood
	IO9: Support the development and use of a Unified Information Systems	Relevant	Highly Significant	Very high likelihood
9. Organizational Development (OD)	IO11: Support DepEd management to ensure sufficient, capable staff in the right place with effective organisational structure (Rationalization Plan)	Relevant	Significant	High likelihood

*For the Rating Scale refer to Annex W

5. CONCLUSIONS AND IMPLICATIONS

5.1. Conclusions

5.1.1. *On Student Mastery*

The effects of the Program on increasing student mastery, as evidenced by the average grades of boys and girls, was not manifest at the time of the Study. BEST Program-supported reforms commenced at the school level mainly in 2018, less than a year prior to the Evaluation.

Nevertheless, there was clear evidence to support improved capacity of principals and teachers to support student learning. First, several competencies of principals and teachers that were perceived to have significantly improved over a period of time are related to BEST Program interventions. For principals, these were competencies in assessing teacher performance and assessing student learning outcomes. For teachers, these were competencies in delivering lessons effectively in the classroom and assessing student learning outcomes. The Program interventions under PPST/RPMS and Curriculum and Assessment have clear links to these competencies. In other words, there is potential for the BEST program interventions supporting teachers and principals to contribute to improved student mastery over time.

Second, evidence-based and contextualised approaches and methods that support student learning are applied at the Field Units (RO/DO/School levels). One example is the conduct of division/district level LACs. Teachers underscored the influence of LACs on teaching practices in terms of LACs providing a much-needed venue to: learn new things (e.g. supporting children with disabilities); validate previous concepts (update methodologies); and share/test new ideas (e.g. echo training).

Another piece of evidence was the shift in the acceptance of the PPST-aligned tools over time (highlighting the importance of time in making reforms stick). The conduct of teacher performance assessments using the COT and the preparation of the SATs were highly contested during the 2019 Study but were regarded as a welcome and objective approach to identifying strengths and weaknesses of teachers in the 2020 study.

The provision of clear policies and guidelines also ensured high sustainability in implementation of the reforms such as DO 8 s. 2015 on Classroom Assessment, DO 42 s. 2017 on PPST and DO 35, s. 2016 on LAC, among others.

Furthermore, gender responsive knowledge products produced under the different BEST Program interventions, at least those that have been made available at the school levels, are being utilised. Examples are the K-12 Curriculum Guides, the COT, the SAT, among others. Another example is the classroom assessment guidelines, which standardised the previously subjective and teacher-centric approach to testing, resulting in reduced time allocated for this activity.

And yet, there were also clear manifestations of hindrances to the attainment of Student Mastery.

The simultaneous deployment of multiple systemic reforms, particularly at the school level, overwhelmed principals and teachers, raising barriers to the full adoption of these reforms and causing unnecessary anxiety among implementers.

The capacity of both principals and teachers in some competencies, particularly on research which is critical in the establishment of a culture of evidence-based policy and decision-making, remains low.

Issues related to internet access, overlapping of activities causing reduction of contact time with students and poor dissemination of knowledge products all compromised the sustainability of school-level Program gains. During the Follow-up Study, done seven months after the end of the BEST Program, several of the issues that had been identified in 2019, were still present.

5.1.2. On Student Participation

The effects of the Program on increasing student participation, as evidenced by indicators such as changes in enrollment and attendance among boys and girls including children with disabilities and indigenous learners, were not apparent at the time of the Study.

What was clearly evident, as a result of BEST Program interventions, was that additional spaces were made available for marginalised students, that teachers' awareness and acceptance of GEDSI increased, and that education leaders and managers had started to integrate new approaches to increasing student enrolment and retention, and expansion of inclusive education through SIPs.

The actual classrooms constructed under the BEST Program, located mostly in rural areas and in small schools, were evidence that additional spaces were made available for marginalised students. However, as shown in the 2020 Study, external environmental factors put pressure on enrollment and attendance regardless of availability of educational seats.

External factors and conditions (*such as poverty of students and distance from center*) generally affect leadership and management approaches as well as teaching delivery. These factors awaken principals and teachers to the reality that basic education cannot be detached from the realities of what is happening outside the school walls. Increased awareness brought forth the impetus to provide "extra-curricular" interventions such as their feeding programs, home-based activities during typhoon-induced class suspensions and reading programs.

Within the classrooms, increased GEDSI awareness (through capacity building) among teachers paved the way for higher tolerance of differences among students and respect of each learner's capacity. However, there is a need to raise awareness of Gender Equity (learning differences) beyond issues on bullying and LGBT inclusion.

The issuance of policy on SBM (DO 44, s. 2015 on the SIP) obliged to principals to engage external stakeholders, to help ensure that the concerns of these stakeholders were brought to the attention of schools in a more concrete and visual manner. Such recognition demands that these concerns (such as drop-out rates) are addressed, or efforts made to address them in the SIPs.

However, while most schools embraced participatory planning, in at least one Division and in several schools, it remained at the level of tokenism. One narrative highlighted the unilateral rejection by the Division of a School Improvement Plan that had been through a rigorous

consultation process. In another, the principal “*instructed*” external stakeholders on what to do during the planning process rather than facilitating their participation. The experience of another school revealed that although the principal and teachers learned to collect data for the formulation of their SIPs, their capacity for data analysis and use for decision-making was not yet pervasive.

In sum, improvements in knowledge and practices in school leadership and management and teaching delivery did not significantly alter delivery of inclusive (*e.g., relative to children with disabilities in the classroom*) and responsive (*e.g., relative to gender responsive*) basic education services at the time of either of the studies (2019 and 2020). However, there were clear signs of efforts towards integrating inclusive and responsive education in the enhanced SIPs introduced with support from the BEST Program.

5.1.3. On enhancing DepEd’s capability to deliver responsive and inclusive basic education

The effects of the BEST Program on reforming systems within DepEd and the education sector were apparent at the time of the Study.

The clearest example was the use of the EBEIS and the LIS, which are part of the **UISS**. Use of these sub-systems were evident across governance levels, across regions and even across private/public schools. Thus, the system is well-entrenched in the education sector. Even the LR Portal has reached a certain level of utilisation, albeit significantly hampered by the lower quality of the resource materials available.

The presence of BEST Program interventions (*with the exception of OD and Classroom Construction*) were ubiquitous among the schools studied. In fact, some of the Program interventions were present even within those that were “*non-BEST Program schools*” (i.e. schools that did not receive direct program interventions but benefited from BEST system reforms implemented more broadly by DepEd). It would appear that despite having a list of direct recipient schools under the Program, this list did not wholly reflect the true nature of the diffusion of program interventions. Corollary to this was the general lack of recognition

of the BEST Program in the various interventions and outputs implemented at the DO and school levels. Most interventions were recognised as DepEd initiatives.

Thus, the embedding of the reforms within DepEd was indeed achieved.

Another reform implemented widely at the DO and school level is the participatory approach to development of SIPs, which is under SBM. As mentioned previously, participation of external stakeholders brings to attention other issues not usually attended to in the SIPs. LAC and Action Research practices were also widely implemented at school level.

Although the gender responsiveness and inclusiveness of the actual CO/RO/DO plans and the SIPs were not directly assessed in the Study, low awareness among RO/DO/School respondents on strategic IE and GRBE interventions may indicate remaining gaps. For instance, gender-responsiveness and inclusiveness mostly remains at the level of data disaggregation (by sex, by disability, by locality, or bullying). Issue-based responses or interventions to address gender disparities or access of children with disabilities were still limited or absent. The dormancy of the GAD Focal Point System (GFPS) at the Central Office level significantly contributes to this situation. In the Follow-up Report, gender responsiveness and inclusiveness in SIPs and its linkages across stakeholders are just beginning to take root. On the other hand, there was also evidence of gaps.

The 2019 evaluation study underscored the gap in the implementation of the UISS. The Study team had to go to each one of the 106 schools to collect data because the data that should have been available through the EBEIS were not. Another critical gap is the inadequate capacity of the system to handle user traffic (resulting in some teachers having to use the system at 2am when user traffic is low).

In the case of SBM, caution should be used in the promotion of the participatory approach to planning. When participation is maintained in a token way, and not used to meaningfully engage stakeholders, the gains obtained would be in danger of dissolving.

5.1.4. *On Future Program Management*

From the point of view of Program Management, for future programs, better monitoring and evaluation systems should be installed at all governance levels prior to program implementation (including baselines) in order to better capture school-level changes and transformations.

It is also critical to develop a culture of Program Evaluation in the organisations. The respondents (*particularly schools in the Regions*) equate Program Evaluation with Performance Evaluation and thus, they tend to put their best feet forward when the Evaluation Team visits their school. This was despite the methodical explanation of the Team that strict confidentiality of responses will be upheld. Moreover, the two far flung schools noted that it was the first time that they were included as a respondent and thus they also wanted to present their best accomplishments.

5.2. Implications

5.2.1. *On Student Mastery*

Implication No. 1: Give sufficient time for reforms or new practices to mature before conducting an assessment of its outcomes [DepEd]

At the time of the evaluation, school-level program interventions had only been being implemented for about 12 to 18 months. The reforms had not had sufficient time to mature. The changes in practices had not had time to stick. Moreover, the cumulative effects of the various program interventions may be more evident with a longer implementation horizon.

While some additional gains were observed in the Follow-up report barely seven months after the initial evaluation study, the impact of the BEST Program interventions on the student learning outcomes, gender grade differentials and participation are still indiscernible.

Moreover, too many reforms were introduced all at the same time with more or less the same set of beneficiaries. This compounded the problems encountered such as the significant reduction in teachers' contact time with students. Each reform should be given enough time to become "*embedded*" in the regular activities of the field units or the schools.

Implication No. 2: Focus on responding to the barriers to the acceptability, access and sustainability of the reforms [DepEd]

The basic education reforms introduced in the last five years generally aimed to raise education standards to international levels. And yet, the field data gathering showed schools experiencing significant challenges implementing the reforms introduced with support from the Program.

The simpler implementation challenges include limited dissemination of key outputs such as Classroom Assessment Resource Book (CARB), the various toolkits and the Inclusive Education teaching resources. The return on investment on the BEST Program would have significantly improved with the full utilisation of these materials by the schools. The physical access of teachers to teaching and learning materials and tools could be the easiest to address. This means providing teachers with quality learning materials right “*at their doorsteps*” without asking them to pay for those materials (which they do when they still have to go to the internet cafe to download them these materials and print them).

The more challenging barriers to the BEST Program-assisted reforms at the school-level include: the inadequate number of functioning computers despite the DepEd Computerization Program (DCP); the absence of or unreliability of school internet connections; the lack of teaching aids (such as projectors, printers and laptops for teachers); and the insufficient ICT capacity among the more senior teachers. While this situation is not uniform across all schools, the number of such schools were significant enough to create a digital divide. This was evidenced by the number of schools that submitted student grades in handwritten form. On the positive side, it is noteworthy to repeat that small schools in far-flung areas increased student participation simply by improving their teaching materials with the use of PowerPoint.

While building the capabilities of teachers (in line with the K to 12 curriculum and the PPST) is indispensable, providing them with quality teaching resources and tools is equally vital to make education services more responsive. Moreover, the absence of such basic “tools of the trade” of basic education teachers reveals a disconnect with the method of access provided

to teachers, which was, to access the teaching and learning materials from the Learning Resource Portal. This was validated by the findings in the Follow-up Report.

5.2.2. On Increasing Student Participation

Implication No. 3: In lieu of a “one-size fits all” approach to systemic reforms, a segmented or strategic approach to reforming systems may be more effective [DepEd]

BEST-supported reforms such as the PPST and the SBM were rolled-out across all schools. However, this was not an appropriate approach for at least two reforms, which could have benefitted from a segmented or strategic approach or perhaps a pilot-testing approach. A key example is the implementation of the mother tongue instruction (MTB-MLE) policy, which encountered a range of problems on the part of both learners and teachers. It was revealed that not all learners “needed” this reform, and some were unnecessarily affected negatively (some learners’ grades fell when they reached Grade 4 due to the shift from mother tongue to English).

Another example is the implementation of Inclusive Education, which required schools to accept all types of learners without the benefit of assessment. The accommodation of students with learning disabilities came at the expense of the slowing down of the learning of regular students in some instances **because** of the additional burden on the teachers.

GEDSI-related reforms focused on marginalised learners with disabilities or minority ethnic backgrounds. Yet, the evaluation studies also showed that there were learners experiencing other forms of marginalisation (e.g. poverty, geographic isolation or vulnerability to natural disasters) whose particular challenges were not addressed in the program’s efforts to address barriers to participation. This is where the use of the Alternative Learning System (ALS) Handbook could have assisted. Yet, both studies found that the use of the ALS Handbook was negligible in despite its high relevance when it comes to increasing participation.

This highlights the value of a context-specific approach to GEDSI over a one-size fits all approach. Certain segments of the student population may benefit from a curriculum that allows them to have “Learn-from-Home” modules or activities (not necessarily internet-

based). Some schools are already implementing this in response to suspension of classes due to typhoons. There is no reason why it could not be implemented to certain student segments who need to walk long distances to school or work to help support their families. Some students may have been able to do independent schoolwork at home, especially in areas where internet access remains a challenge, and just submit work one or twice a week.

Principals and teachers could have been supported to devise and implement other more appropriate models for certain segments of students in their schools.

Implication No. 4: Reinforce capacity of DOs, principals and school stakeholders on Participatory Planning and Development [DepEd]

Inherent in the use of the participatory approach to development is the levelling of capacity to participate on both the side of external stakeholders and the capacity to delegate on the side of DepEd - or at the very least, making stakeholders aware of power asymmetries. At most, building the capacity of both school stakeholders and DepEd in the principles and methods of participation would help improve the quality of participation and School Improvement Plans would become more meaningful to the users. Thus, the conduct of capacity building on participatory approaches to development is critical. This capacity building should include DepEd making the conscious decision to allow school-level stakeholders to make mistakes in planning so that learning is internalised over time.

Moreover, one long-standing precept validated by the Evaluation Study is that principals are the lynchpins of basic education reforms at the school level. In schools that performed better or had better data records, the principals were very supportive of the teachers. Schools in which teachers were more proactive and upbeat tended to have principals who were more collaborative and developmental in orientation. On the other hand, in schools where teachers demonstrated the opposite attitudes¹²⁴, the principals were perceived to be less developmental.

No matter how much capacity building is given to the teachers, they cannot institute changes in the schools without support from principals. Recognising this situation, it is thus strategic

¹²⁴ "As per order" attitudes refer to people who would only do their tasks when instructed or ordered to do so.

to continue to strengthen the leadership capacity of principals in terms of more intensive and higher quality Leadership and Management development programs. The planned leadership and management courses to be conducted by the transformed NEAP is a step in the right direction.

The Follow-up study reinforced this finding. The most significant intervention for principals was the SBM. This provided them with added managerial skills in running the school and improved their external relations with their stakeholders through collaboration in the development of SIPs. Though at the time of the Follow-up Study, engagement with stakeholders had improved, there still is room for participatory, rather than nominal engagement with stakeholders.

Parallel to this intervention, strengthening of downward accountability of principals should be increased. This means ensuring that the principals report not only to the higher ups in the DepEd hierarchy but also downward to the teachers, parents and students. It is further recommended that this downward accountability be formalised in the sense that the opinions of school stakeholders contribute significantly to principals' performance evaluations. Better performing schools should also be incentivised.

In terms of organisational improvements, DepEd might consider having a twin-track approach for teachers: an administrative track and an academic track. High performing teachers with an administrative acumen could be promoted into administrative or managerial position at a younger age. However, high performing teachers who desire to remain as teachers can still be promoted as master teachers almost equal in rank with principals.

Implication No. 5: GEDSI-related reforms must be backed by strong research, led by DepEd's GFPS [DepEd and DFAT]

Similar to the PPST and Classroom Assessments, which benefitted from strong research conducted by RCTQ and ACTRC, the design of future GEDSI-related programs would greatly benefit from such comprehensive studies

Many schools found it difficult to identify appropriate GEDSI interventions. However, it might be very difficult to implement standardised GEDSI interventions simply because the school

situations are so diverse. Thus, GEDSI-related reforms benefits from being backed by strong research. Such research studies could be spearheaded by the GFPS, since these can also be used as bases for policy amendments or proposals. The Study suggests three studies:

- **National Study on the Manifestations of Gender Bias in Basic Education.** The EOPE Main Study observed that while knowledge on gender equity and women's empowerment is generally high among DepEd personnel, understanding is uneven and lacks depth. In practical terms, gender equity is mainly associated with collecting sex disaggregated data. The GRBE Policy is not yet widely understood within the DepEd organisation. This is also considered a factor for the lack of enthusiasm in the implementation of the Gender Focal Point System and the lack of substantial and meaningful activities in the GAD Plans of OUs, field units and schools. Thus, it is suggested that DepEd or DFAT commission a study on the manifestations of gender bias in basic education, which includes recommendations on specific activities that OUs, field units and schools could pursue through their annual GAD Plans.
- **Study on the Gender Grade Differentials.** The results of gender grade differentials assessment revealed that the gap between Grades 4 boys and girls and Grade 6 boys and girls, in all four subjects, in all the years reviewed declined. In contrast, the gap worsened between Grade 5 boys and girls during the same period. The phenomenon could not be explained by this Study. Thus, it is suggested that a study be commissioned to investigate this finding.
- **Study on gender inclusiveness strategies and implementation at the school level to document best practices and outcomes.** To improve practice among schools, it would help the schools that have not yet mainstreamed gender inclusiveness in their schools to provide stories how schools could better adopt this in their schools.

5.2.3. On DepEd's capability to deliver responsive and inclusive basic education

Implication No. 6: Strengthen both institutional and program/project results-based monitoring and evaluation [DepEd]

Strengthening results-based monitoring and evaluation undergirds effective evidence-based policy- and decision-making. The evaluation of the BEST Program highlighted a large gap in

M&E both at the institutional level and program level. For instance, there were no accurate and complete database of which capacity building was provided for which schools. Another example was the absence of data on which schools did indeed submit SIPs according to the guidelines and which teachers submitted SATs.

Among others, this includes several aspects.

Formulation of RBME Plans. This should start with a clear-cut formulation of an M&E framework, illustrating the collection of data from the lowest level, to its transformation to relevant information, up to its use in policy making. It should also include, among others: the development of M&E templates used across all implementation years to facilitate comparability of reports; having back up data and reports on the cloud to ensure completeness and availability even when personnel turnover occurs or when data is destroyed due to natural calamities; and strengthening capacity in M&E.

Collecting feedback. An effective M&E system should also enable more robust feedback. While an improved monitoring and evaluation system allows for adjustments and calibration, the aggregation and generalisation of the issues could lose the nuances and real issues at the school level. Thus, it is further recommended that a feedback system should support and reinforce M&E at the field levels. Consequently, effective M&E should also enable the documentation some of bright spots in the implementation of the reforms that can inform how reforms should be packaged for scaling and replication.

Establishing baselines. Baselines are the *sine qua non* (prerequisite) of an effective monitoring and evaluation system. It is thus recommended that DepEd pursue the development of baseline data for all its key performance indicators in the basic education sector.

Records and data management. Records and data management at the school-level also needs to be improved. Schools are the primary source of data used by CO, ROs and DOs in their planning, budgeting and decision-making. It is thus, an understatement to say that schools must have good data and data management systems. But as observed in this EOPE

Main Study, many schools do not have the capacity and infrastructure to maintain effective data management systems.

Capacity-building on RBME. The capacity of personnel across all governance levels on ICT and data management must be strengthened not only through capability building interventions but through the provision of ICT infrastructure and reliable internet connections. It is further recommended to provide at least one administrative support staff to larger schools and one administrative support staff in each district to support a group of smaller schools.

5.2.4. On future reforms

The Study also provides the following implications on designing future reform programs and interventions:

Implication No. 7: Future reforms should propel principals and teachers to success, and be mindful of not complicating their tasks and roles [DepEd and DFAT]

For principals, reforms should be mindful of balancing the roles of principals in school leadership and management. For instance, the voluminous requirements for reports with tight deadlines and numerous requirements to attend meetings slants the principals towards management and limiting their leadership and developmental roles. Also, reforms should be mindful of reducing the need for principals to *cope*, which happens when they have to devise work arounds because certain requirements cannot be met by their schools (such as the provision of clinical assessment for children with disabilities required for the implementation of Inclusive Education and the conduct of bridging sessions to implement the mother tongue policy (MTB-MLE)).

For teachers, reforms should be designed in ways that do not reduce teachers' contact time with students. Contact time with students is perhaps the most important factor in ensuring that students learn (without prejudice to other factors). The experience of implementing the K-12 reforms at the field level revealed that conducting activities simultaneously or scheduled close to each other significantly reduced the contact time of teachers with their students, prompting one principal to ruminate on why teacher performance improved while student performance decreased.

As DepEd continues to implement the reforms developed with support from the BEST Program, careful scheduling of activities is strongly recommended to ensure that the contact time of teachers with their students is not negatively affected. Design improvements such as complex performance evaluation tools should not take up teachers' time unnecessarily. If these systems are inevitable, teacher-friendly systems should be factored in the designs. Assessing the performance of teachers should have the barest number of indicators such as contact time with the learners and the extent of students' mastery of a subject from one period to another.

Implication No. 8: In implementing programs and projects, attention to the tenets and principles of program/project management is indispensable [DepEd and DFAT]

Convergence approach is more strategic. The value of an Integrative Framework to link all the different components and activities of a reform program cannot be overstated. One of the main reflections among program participants was the lack of an integrative mindset of the Program. Most of the respondents did not see the connections between the different program interventions, which reduced their ability to understand the reforms properly. When program components were implemented as stand-alone components or implemented in parallel with little interaction, innovation and creativity were stunted because participants were not conscious of how each intervention flowed and connected in the system. Viewing program interventions as solitary and one-off limited perspectives inhibited the development of appropriate and localised solutions.

The roll-out plans suffered from the same problem as the pilot activities because the interventions were being implemented in a piecemeal way. It would have been advantageous if in the program design document and/or in Annual Plans, the connections between the different interventions were established. It would have allowed the whole system to shift in the same direction and created more gains for stakeholders if integration from central office to the school level was part of the design.

Change management is indispensable. Future reform programs should include a strong Change Management component to handle the coordination of the soft side of organisational change. Change Management was in fact one of the critical components of the

BEST Program in its original design. However, this component was not carried over when the program scope was delimited, and a revised design was prepared. Problems with uneven understandings among DepEd personnel and misunderstandings about how each intervention linked with other interventions could have been addressed by a solid change management strategy.

6. LESSONS LEARNED

A number of lessons and insights can be distilled from the implementation of the BEST Program to inform future investments in education as well as in other sectors.

1. **Resistance to reforms.** Program interventions that experienced challenges were those that required the highest behavioral investments from stakeholder-beneficiaries. This was strongly demonstrated in use of the Learning Resource Portal, for which many teachers had to use personal resources to access materials from the Portal (that is, pay for their own internet connection) and the preparation of the Portfolio Assessment Tool for Teachers, for which many teachers had to spend extended hours of both official and personal time to complete the documentary requirements.

Change Management, a component included in the original design but eventually removed, could have helped managed the resistance more systematically. For instance, some schools through their initiatives levelled understanding among their teachers so that the use of the COTs and the preparation of the Portfolio Assessment Tool were mutually agreed among school stakeholders.

2. **Acceptance of reforms.** Program interventions that were considered of highest value by stakeholder-beneficiaries were those whose benefits were immediately visible in their work, or for which the potential was clearer and more tangible. For example, the benefits of implementing Learning Action Cells were demonstrated at school level; and the implementation of the Continuous Improvement approach was evident at the Regional Office and Division Office levels and the use of the Learner Information System by the schools.

Again, an effective Change Management component, could have amplified positive experiences of implementers and thus boosted program gains.

3. **Unevenness in Program Management capacity – importance of capacity development rather than substitution.** The unevenness of the leadership and management capacity among the different operating units (DepEd Bureaus and Services as well as the divisions under them) and at the different levels of governance in an agency significantly affects the overall performance of institutional and sector reform programs. Thus, investments in capacity building on program management for a large-scale program like the BEST Program may be recouped in higher attainment of outcomes. This capacity-building includes, among others: leadership in program management; resource planning, budgeting and scheduling; stakeholder engagement; as well as program Communications.

Relative to Number 3, the Operating Units that were able to manage their working relationships with the Technical Experts generally were able to deliver good outputs and expressed high ownership of these outputs. In contrast, those that did not have good relationships with the Technical Experts felt that they were not able to influence the direction of the activities and thus had lower ownerships of the outputs they produced.

4. **National vs. Regional.** The original designers of the BEST Program highlighted the deficiencies of pilot implementation of programs (i.e., implementing in only selected regions) and underscored the importance of shifting to national implementation scale at a fast pace. However, in doing so, there was little attention given to ensuring that the challenges encountered in going national do not become greater than the challenges of a modelling approach. The simultaneous ‘downloading’ of the various program interventions was observed to be too rapid for the bureaucracy and participant stakeholders were left with little time to digest, adjust and iterate the interventions. Thus, the issues and pain points in implementation were magnified rather than worked through and ironed out prior to scale-up.
5. **The value of a flexible program design.** The Program designers and implementers took pains to explain that the BEST Program design differed from the traditional program implementation approach and instead opted for a flexible program management approach. The flexible design was enabled through the **annual** identification of activities

to be supported by the Program, which was designed to increase the ownership of the process/product owners.

However, the pursuit of this flexible arrangement sometimes came at the cost of critical program management pillars such as the establishment of the program's baselines, identification of the program's critical paths (to identify critical prerequisites such as the administration of a globalised assessment tool prior to the implementation of the revised curriculum, or the issuance of the DepEd Order on the PPST a few months after the issuance of the CMOs on Teacher Education), and adherence to the program's Results Framework. In a flexible program design, it would be beneficial to define what "flexible arrangements" means and set the parameters of what it entails.

Annex A. The BEST Program's Theory of Change (TOC)

The BEST Program's Theory of Change (TOC)¹²⁵ has experienced at least three revisions during the lifetime of program implementation. This Section briefly presents these changes and its implications.

According to the BEST Program Design Document (PDD), *"The BEST Theory of Change is based on a thorough and careful analysis of how change can occur in the Philippines context, considering political structures and processes, institutional culture and organisational capability, and evidence drawn from Australian Government's experience in the sector of more than 20 years"* (PDD, p. 38).

The original Theory of Change (TOC), shown in Figure 1, was described as follows:

"The long-term goals (blue) are the goals that this program will contribute towards along with other Australian Government supported initiatives, the work of the Department of Education and other development partners.

The program outcomes (grey) represent what BEST Phase 1 aims to achieve by the end of year 6.

The intermediate outcomes (green) are the preconditions for the program outcomes, i.e. these outcomes need to happen in order to realise the program outcomes.

The implementation strategies (red) are what are needed to achieve these outcomes. (The implementation strategies are translated to sub-components in Section 3)

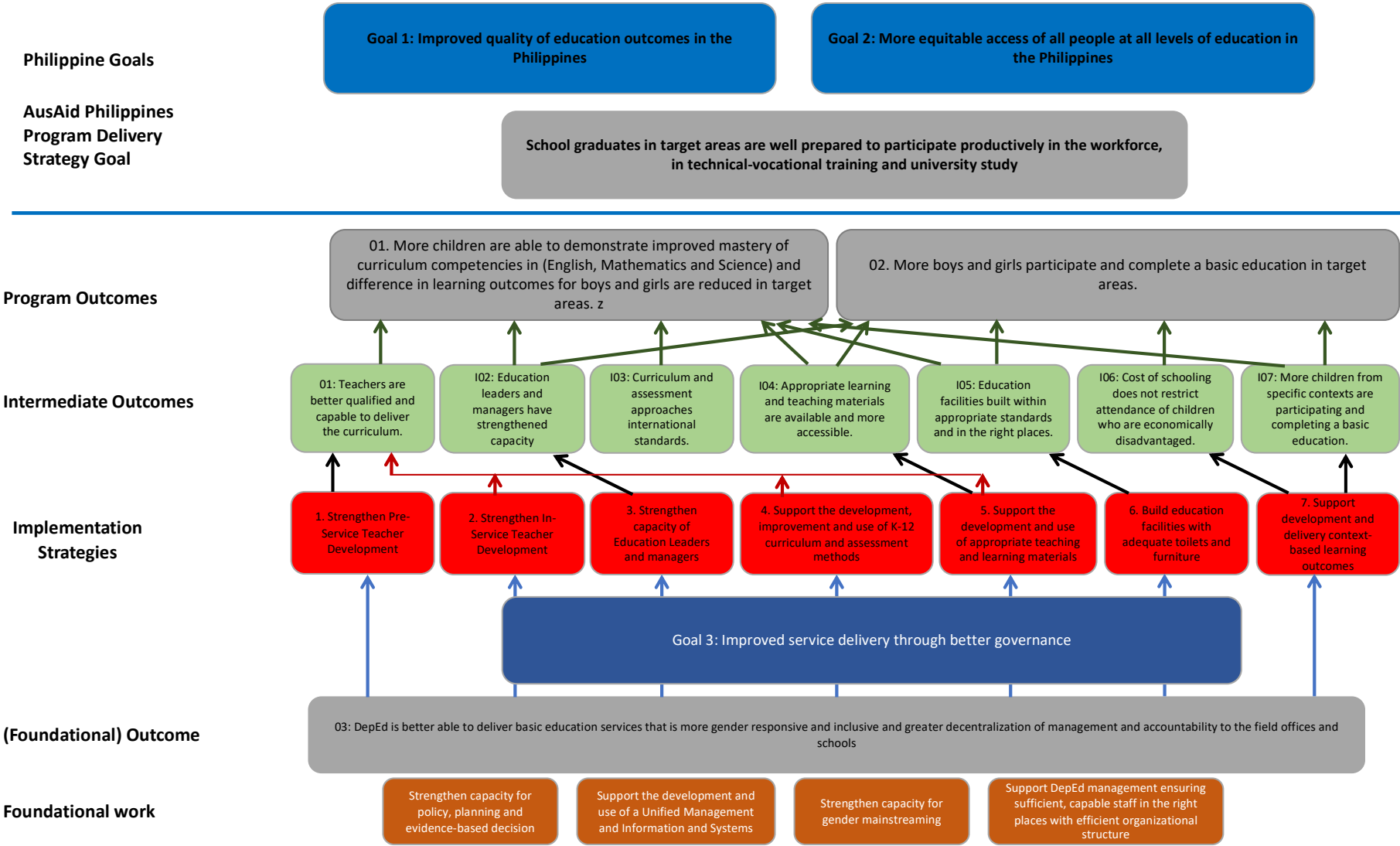
Foundation outcomes (dark orange) and related foundation work to support the end of program outcomes."

The BEST Program TOC *"was revisited, reviewed and enhanced"* in 2014 (Cardno Emerging Markets, SMPR 1, p. 3). It added another program outcome making the three major outcomes as:

125 Theory of change is a thinking tool used by AusAID to help designers map out and describe an understanding of how change occurs in a given context. It also helps to explain how selected interventions will contribute to intended outcomes (PDD, p. 33)

- More children are able to demonstrate improved mastery of basic education curriculum competencies (especially in English, Mathematics, and Science) and difference in learning outcomes for boys and girls are reduced in target areas.
- Mastery of competencies is distinct for each segment. At the Kindergarten to Grade 3 level, focus is on pupils' mastery of reading and numeracy. For Grade 10, it is measured by readiness for Senior High School (SHS); while at Grade 12, it is indicated by competence in selected academic or non-academic tracks.
- More boys and girls participate in, and complete education in target areas.

Figure 1. Diagram 3A – Simplified Theory of Change



The fourth Program Outcome was considered the foundational outcome and was elaborated as follows:

“The foundational outcome is focused on DepED’s capacity to deliver basic education services. This capacity is based on the ability of DepED to decentralize management according to the different roles and responsibilities of the different levels of governance of its Central Office (CO), Regional Office (RO), Schools Divisions and schools. A fully functional DepED will mean that CO business processes are responsive, the Regions are able to customize policy and provide for inclusive education programs, the Schools Divisions are able to efficiently allocate resources and the schools effectively engage the learners. If these levels are fully functioning and delivering education services, this should result in more boys and girls participating and completing basic education. If there are more boys and girls participating in school, this will enable DepED to ensure that more children master the necessary competencies expected at their grade level” (Cardno Emerging Markets, SMPR 1, p. 3).

Furthermore, the revised TOC included six intermediate outcomes (Cardno Emerging Markets, SMPR 1, pp. 3-4):

- 1. More learners have access to basic education services.*
- 2. Teachers are qualified and capable to deliver the curriculum.*
- 3. Education leaders and managers are better able to manage education learning systems.*
- 4. Schools Division are able to provide needs-based or demand-driven technical and training assistance to all schools.*
- 5. Regions are able to timely customise and/or adopt policies and programs according to the requirements of different divisions.*
- 6. Central Office is able to operationalise the core “business” processes and accountability systems for a more responsive and inclusive basic education program.*

This revised TOC was “presented during the CO and Regional orientations and non-DepED Program partners’ orientation and was presented to the 1st meeting of the BEST PMC” (Cardno Emerging Markets, SMPR 1, p. 20).

However, the following year, the Program’s TOC was again reviewed and revised.

“On September 2015, the FC facilitated an updating of the BEST Theory of Change (ToC) in light of education reform progress and DFAT budget moderation. This review was participated by BEST Program stakeholders which include DepEd, DFAT, ACTRC, RCTQ, PBE, and PBSP. The updated Theory of Change reflects enhanced program outcome statements, recasting of intermediate outcomes to show better integration between and among the Program subcomponents and deletion of some intermediate outcomes/outputs and revision in others. This TOC was presented to the PMC on November 6, 2015 and did not receive additional comments on the updated TOC ...” (Cardno Emerging Markets, SMPR 3, p. 2)

The revised TOC, shown in Figure 2, presented three Program Outcomes (expected at the end of Year 6) and a total of nine Intermediate Outcomes (Cardno Emerging Markets, SMPR 3, pp. 2-5):

1. More children are able to demonstrate improved mastery of curriculum competencies in English, science, and mathematics, and difference in learning outcomes for boys and girls are reduced in target areas
2. More boys and girls participate in and complete basic education in target areas.
3. Better governance and management (The third outcome is a foundational outcome).

Six Intermediate Outcomes were identified under the first Program Outcome (p. 4):

1. Teachers are better qualified and capable to deliver the curriculum
2. Education leaders and managers have strengthened capacity to improve learning outcomes for all boys and girls
3. Curriculum and assessment at par with international standards.
4. Appropriate learning and teaching materials are available and more accessible.
5. Education facilities built according to standards and in appropriate places.
6. Basic education system more inclusive.

Three Intermediate Outcomes were identified for the second Program Outcome (p. 5):

1. Improved capacity of DepEd to manage education in a decentralised setting.
2. Increased levels of competency of DepEd staff.
3. Improved and sustained practices.

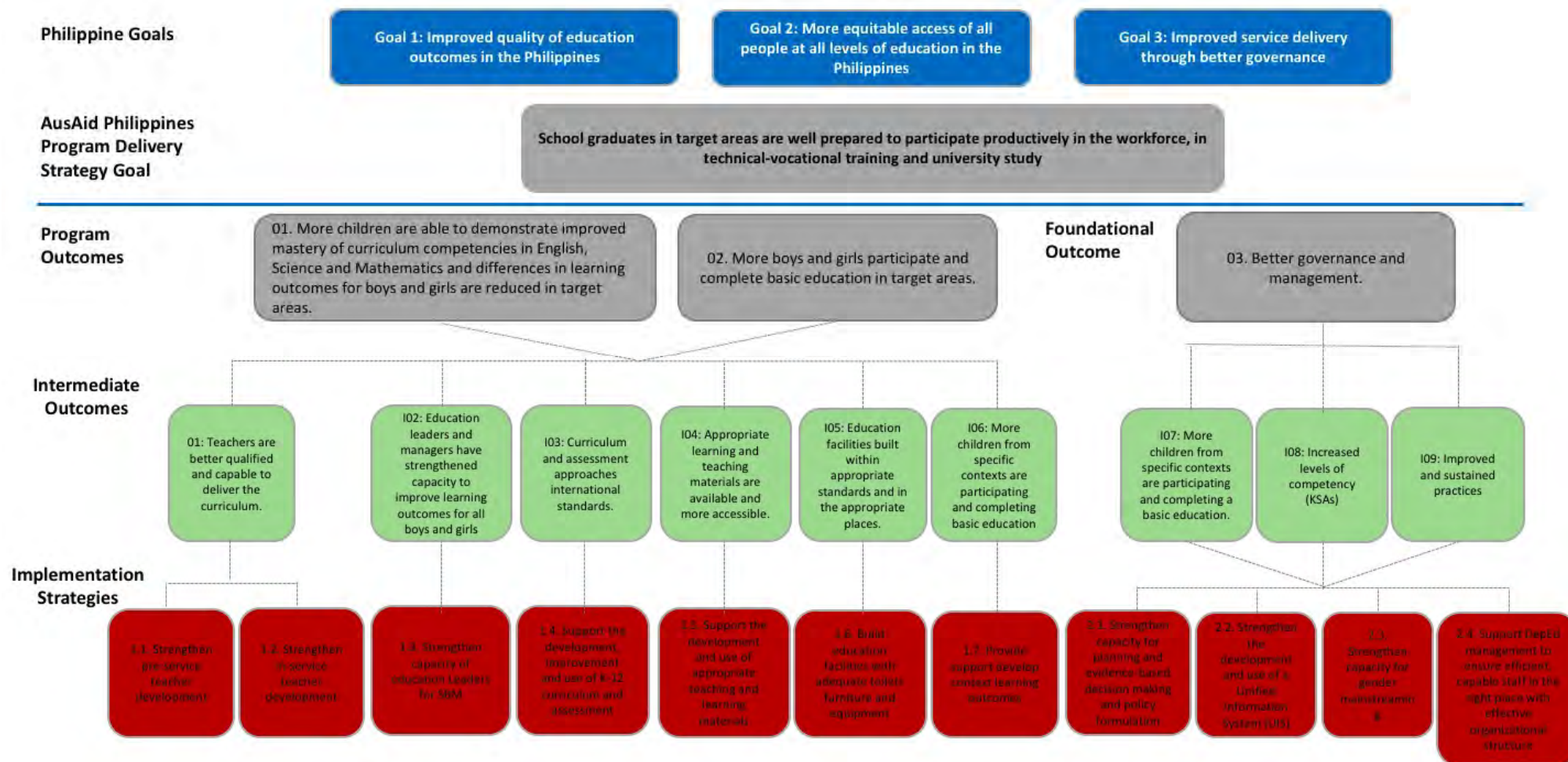
Every implementation year, the BEST Program TOC was reviewed as illustrated below:

“In August 2016, Cardno and BEST commenced an internal review of the BEST program, but with changes in key personnel the substantive pieces of that work were delivered during this reporting period. The review assessed whether the BEST Theory of Change (ToC) and Monitoring and Evaluation Framework (MEF), particularly the Results Framework, were appropriate to changing circumstances” (Cardno Emerging Markets, SMPR 6, p. 21).

“Towards the end of Annual Plan 2016–2017 (AP3) the theory of change was updated to reflect changes to the program at output level as well as to consolidate the original intermediate outcomes into a practical framework for performance-based monitoring and evaluation. The updated theory of change is shown in Volume 2, Annex 2” (Cardno Emerging Markets, SMPR 7, p. 1).

Figure 2. Updated Theory of Change

Updated BEST Theory of Change



Source: Cardno Emerging Markets, SMPR 3, p. 2

The final version of the Program TOC, shown in Figure 3, made at the end of 2017 and stated that:

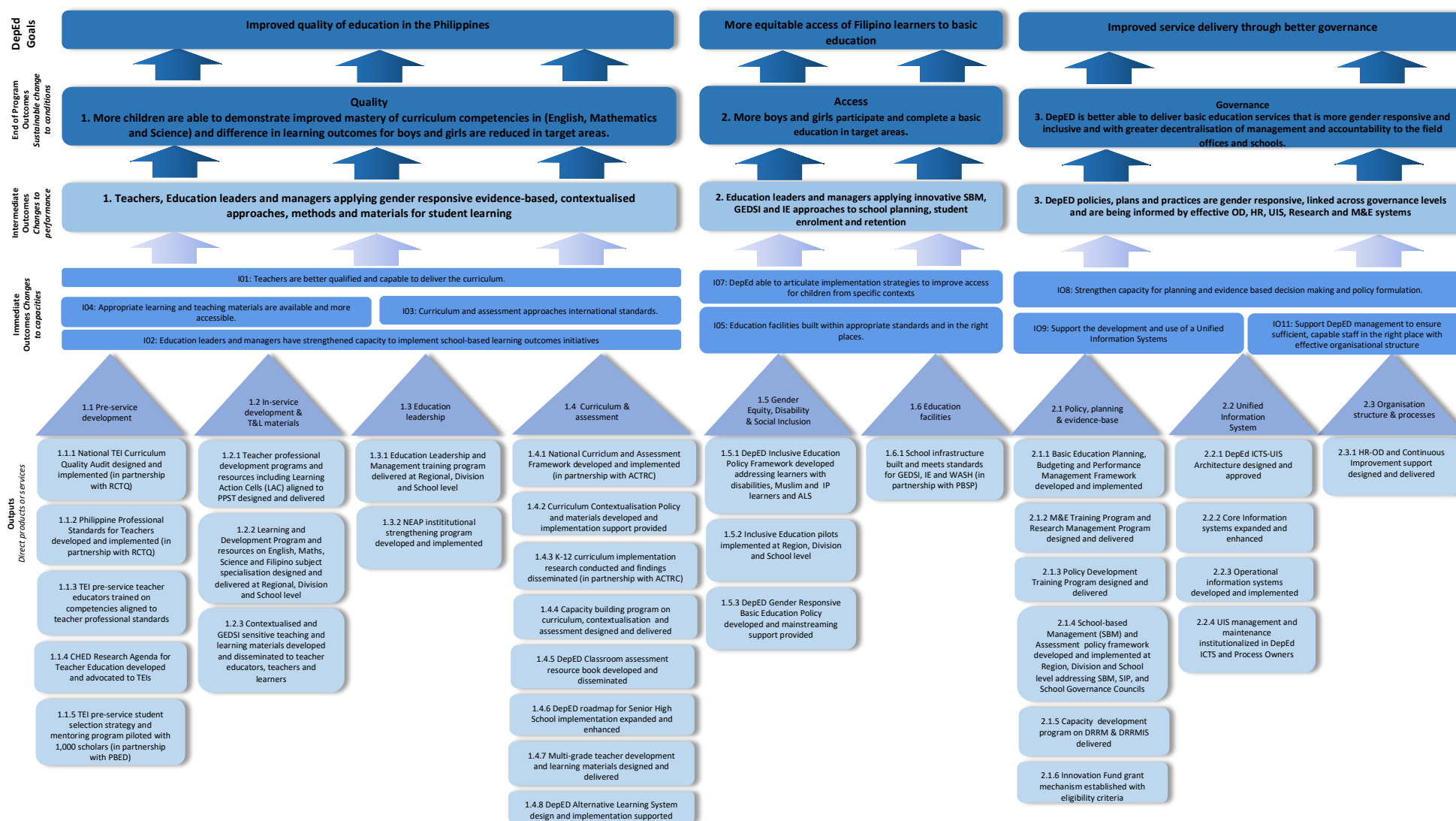
“... the logic of the updated Theory of Change, namely, that if strategic interventions to improve and strengthen:

- the quality of teacher education*
- the accessibility and availability of educational facilities and learning resources*
- the inclusiveness of education and gender equity*
- education management*
- the government, organisation structure; and information systems*
- spending efficiency and resource allocation*

are made, then DepEd at all levels will deliver better teaching and learning environments that will attract more children to participate and complete schooling and attain better learning outcomes.

The program for this current phase adds to, consolidates and systemically embeds BEST achievements in all these six determinants of improved and more inclusive learning outcomes” (Cardno Emerging Markets, SMPR 8, p. 15)

Figure 3. Revised Theory of Change



Source: Cardno Emerging Markets, SMPR 8

Annex B. Description of 10 Program Interventions

The EOPE Study focused on 10 Program interventions that were selected/identified by the Facilitating Contractor/BEST Program Team and included in the RFT documents. These were:

1. Learning and development (L&D) systems
2. Philippine Professional Standards for Teachers (PPST)
3. Curriculum and assessment systems (CAS)
4. Teacher pre-service quality improvement (TPQI)
5. School-based Management (SBM)
6. Policy, and planning and monitoring and evaluation systems (PPMES)
7. Unified information system and sub-systems (UISS)
8. Gender, disability and social inclusion (GEDSI)
9. Organizational Development (OD)
10. Classroom Construction (CC)

The brief descriptions provided below were taken from the RFT documents.

1. Learning and Development System Trial

The Learning and Development (L&D) System is a mechanism for continuous professional development across all governance levels. It builds on the previous Training and Development System and included further learning modalities such as formal learning, Job Embedded Learning, Relationship-building and Learning Action Cells. The L&D system processes are: Needs Assessment, Planning, Program Designing, Resource Package Development and Program Delivery. Lessons learned from the L&D trial assisted the Department of Education (DepED) in the national implementation of professional development systems. BEST support relative to the L&D System focused on:

- Delivering the L&D Orientation Package: This involves an L&D Orientation, Supervisors and Learning Facilitators Workshop on L&D Modalities Training Course on Coaching & Mentoring for Supervisors and Learning Facilitators and coaching and mentoring across the period of the trial.

- Delivering the Teacher Professional Development Package: This package includes two set items, the L&D Overview on the LAC Toolkit and GEDSI Awareness for all divisions and schools. It also involves Context Specific support, as the divisions and schools select two topics from a menu that includes: PRIMALS, CARB, Action Research, Positive Discipline, ICT, LR for Visually Impaired and Inclusive Values Series.

2. Philippine Professional Standards for Teachers

The Philippine Professional Standards for Teachers (PPST) defined teacher quality in the Philippines. The standards described the expectations of teachers' increasing levels of knowledge, practice and professional engagement throughout their career. PPST's development and trial was supported by the Research Centre for Teacher Quality (RCTQ), a BEST Program implementing partner. The PPST was based on the previous National Competency Based Teacher Standards and has been developed to reflect the requirements for delivering the enhanced basic education curriculum (K-12).

The national adoption of the PPST mandated that it serve as the basis for teacher performance assessments and for all learning and development programs. Toward this end, the Bureau of Human Resources and Organizational Development (BHROD) embedded the PPST in the Results-Based Performance Management System (RPMS), specifically, the Self-Assessment Tool (SAT), the Classroom Assessment Tool (COT) and the Portfolio Assessment for Teachers (PAT).

As context, the key factor in determining the direction of teacher professional development had been the K–12 reforms. BEST support included the conduct of Pre-service and In-service Teacher Development Needs Assessment by RCTQ, the development, trial and national adoption of the PPST and ongoing support for professional development to ensure that the PPST is understood at all levels and that the standards were utilized.

To prepare beginning teachers to transition teaching at DepEd, the Teacher Education Council (TEC) with further assistance from the BEST Program, developed and trialed self-paced learning modules for teachers in the beginning teaching stage (0-3 years stage). Resources intended to deepen teachers' understanding of the first twelve indicators of the PPST were also developed and disseminated to all schools. To support continuing professional development in line with the PPST, BEST supported the National Educators

Academy of the Philippines (NEAP) in the trial of the L&D system in selected regions, divisions and schools.

3. Curriculum and Assessment Systems

DepED began work on the K-12 curriculum in 2011 with a phased approach, i.e., implementing two grades in each consecutive year. Curriculum guides and materials were developed in different stages of schooling. At the same time, the national assessment framework was developed to support the delivery of the curriculum.

The BEST Program focused on providing support to the further development and implementation of K-12 curriculum and assessment systems. Interventions were through the provision of technical assistance to DepED in the development of the curriculum guides and the development and contextualization of learning materials. Support was also provided to DepED in the development of the National Assessment Framework. This included the provision of technical assistance in the development of the Classroom Assessment Resource Book (CARB). Research was undertaken by the Assessment, Curriculum, Technology Research Centre (ACTRC), a BEST implementing partner, in the development of assessment tools. ACTRC also provided DepED with significant technical advice in relation to the Philippines' participation in International Large-Scale Assessments.

4. Teacher Pre-service Quality Improvement

The context for pre-service quality improvement was the Enhanced Basic Education Act (signed on 15 May 2013), which emphasized the need for additional development for new teachers with a view to ensuring they meet the requirements required to teach the K-12 curriculum. The need to enhance the existing Teacher Education Institutes (TEI) curriculum to ensure that future graduates have the competencies required for Beginning Teachers defined in the PPST was also recognized as part of the necessary change. In addition, the teacher pool needed to be expanded to ensure that shortage areas such as science and mathematics were covered by trained graduates who fully met the new teacher competencies.

BEST Program support to teacher pre-service quality improvement was delivered through various tracks. RCTQ completed the Pre-service Teachers' Development Needs Study which

assessed prospective new elementary and secondary school teachers' knowledge in Math, Science, English and Filipino and their pedagogical knowledge that provided information on their level of preparedness to deliver the K–12 Curriculum. The results of this study informed the design of a curriculum for pre-service teachers that was consistent with K-12 and identified possible interventions for new teachers. BEST then further supported the development and implementation in select TEIs, of the National TEI Curriculum Quality Audit (CQA) and training which assisted TEIs to align their curriculum to the PPST. The CQA work was overseen by RCTQ.

At a policy level, BEST continued to support the Commission on Higher Education (CHED) in the development of a National Research Agenda for Teacher Education (NRATE) which provided the directions and priorities of research in teacher education to inform policies, planning and programs in medium term to strengthen teacher education program in the Philippines. BEST also implemented a Capability Building Series for personnel from TEI's to offer specific input and updates on a range of teaching and learning issues such as Inclusive Education, Action Research and Formative Assessment.

The Philippines Business for Education (PBED), a BEST implementing partner, managed a local scholarship program aimed to attract highly qualified individuals to become teachers in learning areas where they were needed, e.g., Math, Science and English. PBED also implemented a campaign to raise the profile and attract qualified individuals to join the teaching profession.

5. School-based Management

School-based management (SBM) is a strategy to improve learning, by transferring significant decision-making from the central government to regions, divisions and schools. SBM provides principals, teachers, students, parents, communities and local governments with greater involvement over the education process to create more effective and contextualised learning environments for children that are based on transparency, accountability and ownership. The strengthened approach for a community and child-centered education system reinforces the principle of a community-based learning environment where stakeholders have a shared responsibility in protecting and promoting children's rights to quality and accessible basic education.

As a decentralised mechanism to cascade prudent policy and planning processes and practices from the national level, the School Improvement Planning (SIP) was adopted to reflect the current and emerging situations and priority development needs of schools where resource allocation could be provided to improve learning outcomes.

BEST Program support to SBM included three tracks: the finalization of key SBM policies establishing SBM organizational structures, systems, and processes; the strengthening of the capacity of SBM coordinators and school personnel in pilot schools on implementing SBM; and the development of knowledge products on SBM.

6. Policy, Planning and Monitoring and Evaluation Systems

One of the major initiatives of DepED was the strengthening of its planning, monitoring and evaluation functions. Various development assistance programs and projects in the past had contributed to strengthening the planning and M&E competencies of DepED staff at all governance levels. Each project provided technical support, systems improvement and a series of capability building activities on education planning, program monitoring and outcomes evaluation with schools. Schools were taught how to prepare and package the School Improvement Plan, while divisions were assisted to prepare their Division Education Development Plan, and the regions supported to develop their Regional Education Development Plan.

The BEST Program supported DepED in harmonizing past initiatives into one coherent system of planning, budgeting, and monitoring and evaluation with a view to having these processes linked to the teaching and learning processes in schools. BEST support included training, coaching and mentoring and most importantly the development of the Project Management Information System and the Enhanced Basic Education Information System, which enabled DepED to make full use of education data and information, formulate data-driven plans, make evidence-based decisions and to do more outcome driven evaluations.

7. Unified Information System and Sub Systems

Data collection and analysis was a major challenge for DepED, considering its size, expanse, and breadth. Critical to the delivery of improved education services is an effective and efficient system for managing its data assets to enable evidence-based planning for resource allocation and providing crucial information within DepED and other agencies for decision-making.

The Unified Information System consisted of several application systems (sub-systems) that were linked to support common processes and information requirements across DepED. DepED prioritized the roll-out the following critical sub-systems designed to increase access to information so as to enable data-driven decision-making at all levels from school to district, division, region and nation.

The **Enhanced Basic Education Information System (EBEIS)** is a web-based system that maintains a database of public and private schools' education statistics. The system was developed due to the urgent need to improve the collection of data from schools and to streamline data management processes to deliver timely, relevant and accurate information to effectively support planning, budgeting, formulating policies and other decision-making activities at various levels of the education system i.e. school, division, regional and national levels.

The **Learner Information System (LIS)** is an online registry of all formal and non-formal learners in the Philippine basic education system. It is a national database that contains every learner's basic data, which includes among others, information on where and what program he or she is enrolled in for a given school year or duration of a program. The LIS was designed and implemented with the objectives of knowing who the learners are, where they are, who fall in and out of the system and how they are progressing so that the department is well-informed and properly guided in crafting learner-centered policies and programs to achieve the goal of providing quality education for all.

The **Learning Resource Portal (LR)** is a content management portal that maintains a centralised repository of quality-assured learning resources that is accessible to schools. It is used as a vehicle for disseminating K–12 materials and a tool for teachers to access relevant

materials for teaching and learning. It has had the crucial cataloguing and distribution of Senior High School, Alternative Learning System and Professional Development.

The **Project Management Information System (PMIS)** is an operations support system that aims to facilitate the effective and efficient planning, budgeting and implementation of programs and projects in the department. Through online and offline facilities, the system captures and maintains data on programs, projects and activities including budget allocations, procurement plan, physical and financial accomplishments. It also automates the processes for the review and approval of activities to be implemented such that information on budget utilisation and progress of implementation are readily accessible and available to enable proactive decision-making at all levels of governance. It also provides a platform that encourages a more careful and systematic preparation of plans and utilisation of budget. The system is implemented in all operating units of DepEd at the national, regional and division levels. The system will be implemented in all public schools in 2019.

8. Gender Equity, Disability and Social Inclusion (GEDSI)

There had been an increased focus on inclusive education driven by DepEd Order No 72 s 2009 which seeks to address the ongoing challenge of children with disabilities' low access to and participation in education. This resulted in some children with disabilities transitioning from Special Education centers to participate in regular classroom activities. However, there remained significant gaps and challenges within the educational system to support children with disabilities in regular classrooms. DepEd developed programs for marginalised groups including Muslim, indigenous, and socioeconomically disadvantaged students; however, these programs segregate children from their peers and were not inclusive in their approach. Improving knowledge and awareness regarding inclusive education more broadly, and strategies to improve school capacity to provide inclusive classrooms and activities, are ongoing factors important for the sustainability of inclusive education.

The BEST Program took a twin-track approach to gender equity, disability and social inclusion (GEDSI) to support DepED. The first track was the mainstreaming GEDSI by making it an integral part of the L&D trial activities. For example, BEST provided teaching and non-teaching staff with professional development opportunities that work towards strengthening

their organizational capacity at the division and school levels to deliver quality and inclusive learning environments for all boys and girls.

The second track involved mainstreaming Gender Equity at an institution-wide approach. Despite the implementation of GRBE policy through the re-institution of the Gender Focal Point System (GFPS), awareness about gender equality issues in education and DepEd's capacity to identify relevant gender activities that supported and promoted gender equality were still extremely limited. Evidence suggested that most divisions and schools do not identify and/or plan relevant gender activities that utilized the gender budget effectively to enable gender mainstreaming throughout the education system. BEST supported GEDSI mainstreaming at a systems level by supporting the GFPS and promoting the appropriate use of the GAD budget in implementing activities that address factors contributing to the exclusion of girls and boys, people with disabilities, and people from different ethnic, religious and economic backgrounds from participating and benefitting from education.

9. Organizational Development

The Department of Education's organizational development program that started in 2011 aimed to align and further strengthen the entire bureaucracy to effectively implement the K-12 and its other strategic priorities.

DepED used the 'large systems organization transformation approach' for their organizational development efforts, where structural and systems changes were implemented simultaneously yet coherently and in synchronized manner. The change process was planned and managed through key champions and competent change management facilitators from DepED and with support from BEST technical advisers.

The priorities identified by DepED for BEST technical support included Results-based Performance Management System (RPMS), professional development of teaching and non-teaching positions, installing continuous improvement competencies within management systems and capacity building for the BHROD office and NEAP.

10. Classroom Construction

The Australian Government committed to fund the building of up to 509 classrooms in the Philippines through the Philippine Business for Social Progress, a BEST implementing partner. Out of this total, 288 classrooms were earmarked for schools in the six BEST target regions. All classrooms were supplied with school furniture and separate toilets for boys and girls. Classroom design included disaster resilience, gender and disability considerations.

Annex C. Overview of Evaluation Methodology

1. Revisions in the Evaluation Methodology

In the Inception Report submitted by the EOPE Study Team, the CIPP was proposed as the Evaluation Framework to be used and the judgments on the Program interventions will be made using the Relevance, Efficiency, Effectiveness and Sustainability (REES) criteria. The original intention is described in the second Section of this Annex.

However, during the course of the evaluation, adjustments were made in the evaluation framework in response to the time and data limitations encountered. All limitations encountered were discussed with the Facilitating Contractor/BEST Program Team and adjustments were agreed upon. The key adjustments undertaken were as follows:

1. The Regression analysis could not be undertaken because there only 25 out of the 106 schools in the sample study submitted a complete set of average individual grades by grade level and by subject for the last five years under review. Instead of regression analysis, the EOPE Study Team performed a pooled difference-in-difference (DID) analysis.
2. Also, the EOPE Study Team attempted to do a cost-effectiveness analysis at the start of the Study but could not proceed due to the following limitations:
 - 2.1. First, the EOPE Study Team lifted program costs from the Annual Plans (APs) and the SMPRs but found that the financial reports in the SMPRs and APs did not have sufficient details to match with the outputs/benefits identified. The Team requested for separate financial statements of the program, but the Facilitating Contractor/BEST Program Team informed the Team that this was not necessary because a separate firm was conducting a financial evaluation.
 - 2.2. Second, the EOPE Study Team conducted a planned vs. actual accomplishment analysis to match the deliverables. The Team was only able to find evidences of completion of 70 percent of the planned activities identified in the APs. In order to verify the results of our findings, the Team made an initial presentation to the Facilitating Contractor/BEST Program Team. This discussion proved productive because additional documentary evidences were provided resulting in the increase of accomplishments with evidences to 83 percent. The BEST Program Team was

supposed to provide the additional evidences for the other planned activities.

However, because they were occupied by the Program closing activities, there was no more time to look for the other evidences. The Team was informed that this analysis was no longer required because all outputs were considered completed.

- 2.3. Third, the EOPE Study Team also requested for a Master list of training programs and workshops undertaken either by DepEd or the BEST Program that were funded by the Program. The intention was precisely to do a cost-effectiveness analysis of at least the capacity development component. However, we were informed that the BEST Program did not have a master list because it was the respective Central Office Operating Units (OUs) that kept their respective lists. We attempted to obtain such list from the different OUs but found that some OUs did keep a master list while other said they kept a list but could not provide the list to the Team. Only BHROD-SED provided us a list of training programs conducted in connection with the School Improvement Plans.
- 2.4. Because data on both financials and activities/outputs were insufficient/incomplete, the EOPE Study Team no longer conducted a cost-effective analysis as planned.
3. Since the EOPE Study Team did not have access to the program financials, the assessment on Efficiency could also not be done.
4. The EOPE Study Team also designed a similar survey questionnaire for the Regional Directors and the Superintendents. However, the Team had a very difficult time securing appointments with the Regional Directors and particularly the Superintendents. Even when there was a chance to talk with them, time was so short that there was no period to ask them to answer the questionnaires. Thus, only questionnaires answered by the Principals/School Heads and teachers were collected.
5. Lastly, the EOPE Study Team had requested at the very start of the Study, some data from EBEIS (such as the Enrolment, drop-out rates, etc.) so that the time spent at going to the different schools could have been used for analyzing data. However, the data at the Central Office level did not contain the level of details that the BEST Program wanted (such as the grades by subject). Thus, the EOPE Study had used up a lot of time in data gathering.

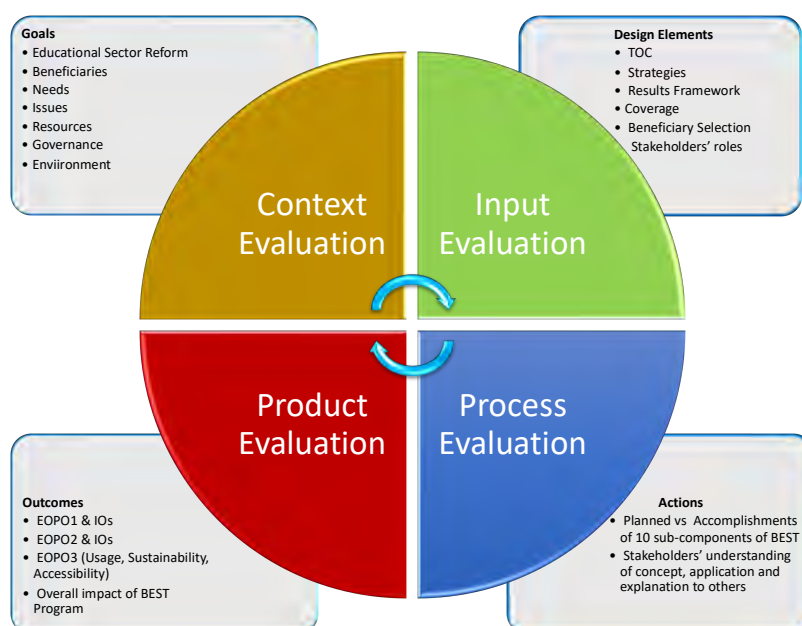
2. Proposed Evaluation Framework (in Inception Report)

In recognition of the program's complexity, the Evaluation Study applied Stufflebeam's Context, Input, Process, and Product (CIPP) Evaluation Model (Figure 1). The CIPP evaluation model is a comprehensive framework for conducting either formative and/or summative evaluations of programs and projects. It is designed to systematically guide both evaluators and stakeholders in posing relevant questions and conducting assessments at different stages of a program or project. It allows users to visualize the rich complexities possible in every program component and to think broadly about what elements and relations are important within each component, which is not possible when simply using logic models of evaluation.

The CIPP Framework was thus applied to the 10 Program Interventions of the BEST Program included in the End-of-Program Evaluation Study namely: Learning and Development (L&D) system; Philippine Professional Standards for Teachers (PPST); Curriculum and assessment (C&A); Teacher pre-service quality improvement (TPQI); School-based Management (SBM); Policy, and planning and monitoring and evaluation systems (PPMES); Unified information system and sub-systems (UISS); Gender, disability and social inclusion (GEDSI); Organizational Development (OD); and Classroom Construction (CC). These 10 interventions are only a part of the whole range of interventions implemented by BEST and the selection of these 10 interventions was mainly for the purposes of the evaluation study as indicated in the RFT document (refer RFT, p. 6).

The Evaluation Study applied the CIPP Evaluation Framework in assessing the different program interventions. In the **Context evaluation**, the study assessed the education sector needs or gaps that the BEST Program intended to narrow or eliminate. The objective of context evaluation was to revisit the **relevance** of the program's context, the assessment of the identification of the intended population and their needs, the identification of opportunities for addressing those needs and diagnosis of problems underlying the needs. The key questions asked in the Context were: *What were the educational needs or gaps that the BEST Program intended to respond to that undergirded the 10 program interventions?*

Figure 23. Context, Input, Process, and Product (CIPP) Evaluation Model applied to BEST Program



To generate answers to this question, the EOPE Team conducted a document review and analysis. The EOPE Team also conducted interviews with program implementers from DepEd Central Office and selected BEST program implementers to supplement the desk review. Interviews with Regional Directors and Assistant Regional Directors were also conducted in order to triangulate data sources.

In the **Input evaluation**, the study explored the design elements of the BEST Program interventions; the strategies and approaches used to give the specific educational context of the needs and the cost-effectiveness of each identified intervention in relation to its contribution to the EOPOs. This stage of the evaluation answered, “What were the design elements of the BEST Program and each of its 10 program interventions?” Data that answered these questions was derived from desk reviews and key informant interviews with DepEd implementers.

The **Process evaluation** involved looking intently at the program implementation and assessing planned interventions from actual implementation. Its objectives included determining how the planned activities were carried out and whether adjustments or revisions to the plan were affected. An additional purpose of process evaluation was to assess the extent to which participants accept and carry out their assigned roles in activities

supported by the program. It generally answered the *how* parts of the research questions. Data that answered these questions was taken from the Focus Group Discussions, survey results, key informant interviews and classroom observations. The first three research questions were answered by secondary data collected from the schools and from the BEST Program.

The **Product evaluation** was the evaluation of outcomes. Its purpose was to measure, interpret, and judge the project's outcomes by assessing their merit, worth, significance, and probity. Its main purpose was to ascertain the extent to which the program outcomes were achieved and therefore whether the identified needs of all the participants were met. It answered the following evaluation questions:

7. To what extent did the BEST interventions increase the number of children able to demonstrate mastery of curriculum competencies in Filipino, English, Math and Science in target areas?
8. To what extent did BEST interventions reduce the differences in learning outcomes for boys and girls in target areas?
9. To what extent did BEST interventions increase the number of boys and girls participating and completing basic education in target areas?
10. To what extent did BEST interventions improve DepEd's ability to deliver inclusive and responsive basic education services with greater decentralization of management and accountability to the field offices and schools?
11. How sustainable are the intended and positive program outcomes?

Data to answer these questions was derived from the regression analysis, focus group discussions, survey questionnaires and classroom observations.

For each program intervention, the evaluation study applied a sub-framework which this study called **Knowledge-Practice assessment**. In determining the "stickiness" of a particular systemic reform (e.g. PPST) introduced/enhanced/assisted by BEST, the evaluation looked at three levels:

- *Knowledge* referred to a continuum of awareness, understanding of concepts and access to the materials. It looked at whether the program stakeholders on the ground and near-ground level had a high-to-low level of knowledge of the specific BEST interventions (from awareness to cognition to ability to explain).
- *Practice* referred to the use and adoption of the introduced reform. Usage was differentiated from adoption by looking at behavioral change rather than compliance. For example, utilizing the new information systems to make better decisions and improved school processes rather than simply complying with reports.

The contributions of the BEST Program interventions will be based on the assessment of the four evaluation domains of Relevance, Efficiency, Effectiveness and Sustainability (REES). The discussion on the four domains is largely taken from ADB guidelines on Evaluation.¹²⁶ Each core criterion is weighed evenly, and each domain uses a four-point scale (1 to 4), with 4 being the highest and most favorable result. The four assessment domains are logically complementary and interrelated but are rated independently. With this approach, each BEST Program intervention may be rated highly effective but less than sustainable but still regarded as successful, if it is rated relevant, effective and efficient. The application of each domain is discussed below. Table 1 (refer to Annex R of the Main Report) shows the proposed rubric for the assessment of the Program’s Relevance, Efficiency, Effectiveness and Sustainability.

Relevance, in this evaluation study, addresses “*the extent to which the intended outcomes of the BEST Program are strategically aligned with the country’s development priorities (considering both what is included in the project and what ought to be included) and do not duplicate the project work of other development partners*” (ADB, 2016, p. 4). It also looks at the alignment with Australian Aid’s country and sector strategies and whether the program’s design was appropriate to respond to the identified sector gaps.

Effectiveness. The assessment of effectiveness looks at whether the project’s intended outcomes were achieved or are expected to be achieved at the time of observation (i.e., at completion or later), and whether any unintended negative or positive outcomes occur that

¹²⁶ IED. 2016. Guidelines for the Evaluation of Public Sector Operations. Manila: Asian Development Bank.

either reduced or increased the value of the program. The outcomes are evaluated against the baselines and targets set out in the program design and start-up.

Efficiency. As noted in the ADB Guideline, “Where benefits cannot be quantified with a high degree of confidence, or where data on benefits are not available, efficiency can sometimes be analyzed for an assumed level of economic benefits, **based on an average unit cost analysis** based on industry benchmarks, at the time of appraisal and completion. Analysis can be based on unit costs for comparable activities that could achieve the same or similar benefits in order to assess efficiency on a least unit cost basis. If financial data are lacking, estimates can be prepared for indicators such as average financial unit costs for achieving a defined development outcome. Cost per beneficiary estimations can also be used in sectors such as education and health.”

The EOPE Team will also undertake a process efficiency analysis which in effect examines aspects resources vis-à-vis time such as the scale of delays and cost overruns and their effects on project performance, including the factors that resulted or contributed to these overruns. Process efficiency also examines the timely availability and utilization of funds.

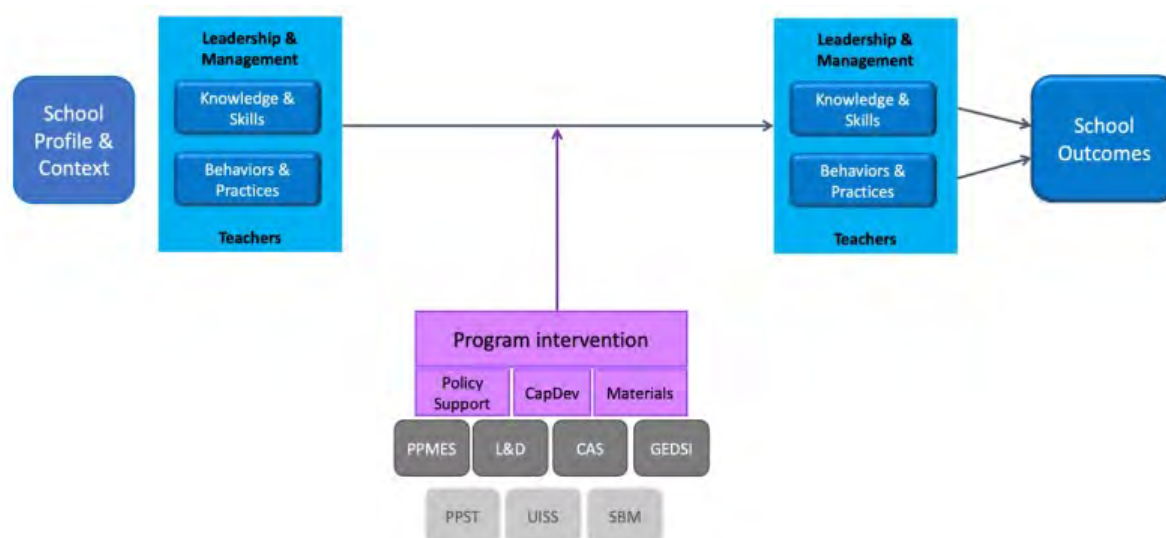
Sustainability. The assessment of sustainability focuses on the likelihood that project outcomes and outputs will be maintained over a longer-term horizon even after the withdrawal of BEST Program support. It will look at whether the program has demonstrated the persistence of results from the policy supported and institutional actions taken. The assessment refers to the sustainability of outcomes and outputs that were fully or partially achieved at the time of evaluation, and the intended outcomes that might be achieved in future. This assessment will include looking at institutional sustainability, which would include an analysis of how the ownership, functions, structures, and capacity of program-related stakeholders affected program-related inputs and service delivery, including the institution’s capacity to assume its identified role or mandate. Other factors of sustainability may be considered.

Annex D. Follow-Up Study Methodology

1.1. Conceptual Framework

The Conceptual Framework for the case study research, illustrated in Figure 1, intended to compare the effects of the BEST Program interventions in identified schools before the BEST Program interventions were introduced (i.e., at baseline) and at the end of the Program (i.e., at endline or after intervention was introduced). Specifically, it aimed to ascertain three levels of effects of the BEST Program interventions: (1) Effects of Program interventions on school leadership and management (i.e., changes in knowledge, skills, behaviors and practices of principals and school heads); (2) Effects of Program interventions on teaching delivery (i.e., changes in teacher knowledge, skills, behaviors and practices); and (3) Effects of the changes in school leadership and management and teaching delivery on school (organizational) outcomes.

Figure 1. Conceptual Framework for Case Study Development



Theory of Change. The BEST program was an opportunity to introduce reforms on education programming towards system improvement. It focused on program interventions that either introduced/installed new reforms (such as PRIMALS, MEA technology) or enhanced long-existing practices with innovations (such as the LAC, COT, SIP).

Reforms introduced by the BEST Program initially focused at the Central Office level particularly those under Organizational Development (OD) and Learning and Development (L&D). However, for the effects to be concretized, the reforms have to be internalized and practiced at the lower levels, namely the division and school levels.

School leadership matters most for reforms to stick. Internalizing reforms at the school level means that practices and behaviors of teachers are being changed hopefully as planned at the program design stage. If schools buy into program reforms, teacher practices will reflect these and the daily interaction with pupils, students will pay off with better learning.

Large-scale reforms need support from divisions and regions to ensure that standards and system improvements are assured. The risk is that in such a large-scale reform, there will be different views and practices between levels (central office, region, division, school). The key to success is (a) a high understanding of the reform at all levels, and (b) high level of practice especially at the school and division levels. Alignment of understanding and practice of a reform is the key to sustainability of such a reform in the long-term.

The five key elements of this conceptual framework are explained in the succeeding paragraphs.

School Profile and Context. The Study collected general information on the selected school such as teacher and student population. It also looked at the context within which the schools operate such as the community. These were considered as external factors that affected school leadership and management as well as teaching delivery.

Since the Study compared data points, it needed two points – baseline and endline. The baseline year to be used for the study is SY2013-2014, which was the year prior to the start of BEST Program interventions. However, the timeline for determining when the changes in a school would have occurred or started to occur depended on when the specific Program interventions were provided to the selected schools. This was because the different Program interventions were administered at different years starting 2015. Most interventions, namely L&D and PPMES were provided in the year 2018.

Knowledge, Skills, Behaviors and Practices. The Study also assessed the Knowledge, Skills, Behaviors and Practices of Principals/School Heads at baseline and endline relative to school leadership and management. It conducted the same for teachers relative to teaching delivery. Knowledge and Skills focused on awareness of outputs of the BEST Program such as the support policies, systems development (e.g., L&D System) as well as specific outputs such as the PPST, PRIMALS, LAC Toolkits, among others.

Behaviors and Practices focused on their acceptance of the changes or reforms introduced and the practices being followed with regards to these reforms (i.e., are they complying with reforms or following old practices).

BEST Program Interventions. The four main Interventions directed by the BEST Program directly to schools affecting school leadership and management and teaching delivery are: Learning and Development (L&D); Curriculum and Assessment (CAS); Gender Equity, Disability and Social Inclusion (GEDSI); and Policy, Planning, Monitoring and Evaluation System (PPMES). These were the primary focus of the case study research. The Models, or the combination of program interventions, revolve around these four interventions. Thus, the study looked at how these interventions facilitated or aided the changes in knowledge, skills, behaviors and practices of P/SHs and teachers relative to school leadership and management (school-wide) and teaching delivery (classroom level).

There were originally 10 BEST Program interventions included in the EOPE Study. Some interventions were considered universal in application such as the PPST, PPMES and UISS. Moreover, due to their close links, the study inevitably touched on the three other interventions in addition to the four namely: Philippine Professional Standards for Teachers (PPST); School-based Management (SBM); and Unified Information System and sub-systems (UISS). PPST will be related to teacher performance in the classroom because of the COT and the SAT, which are distinct outputs of the BEST Program. SBM will be related to PPMES because of the formulation of School Improvement Plans (SIPs) and the attendant SIP Quality Assessment Tool. UISS was directly linked to PPMES because it provided the data for planning and budgeting.

For each of the case studies, the extended EOPE Study assessed how the various BEST Program interventions facilitated the positive (or negative) changes in the knowledge, skills and practices of P/SHs and teachers. Three aspects of intervention were explored: policy support; capacity development; and teaching and/or learning materials.

1.2. Data Collection Methods

The EOPE Case Study used five methods to collect data for the case study analysis: Key Informant Interviews (KIIs); Focus Group Discussions (FGD); Survey; Observations; and secondary data analysis.

Key Informant Interviews (KIIs). Only 11 **Principals/Schools Heads (P/SH)** were interviewed using the approved KII Guide. No interviews were intended to be conducted with the **School Division Superintendent (SDS)** or their representatives. However, two Education Supervisors joined the interviews.

Focus Group Discussions (FGD). One FGD with the teachers in each of the participating schools were conducted targeting three to five teachers. The smaller number of respondents is intended to facilitate a richer and deeper discussion and allow more probing by the interviewers. However, in some schools, more teachers participated. The criteria for the selection of teachers will be aligned with the BEST EOPE Study itself and thus, teachers to be included in the FGDs were: Teaching in Grades 4, 5 and/or 6; Have been in teaching in the school for a minimum of 5 years; Preferably teaching in Math, Science, English and Filipino (for greater chances of having knowledge or used BEST Program outputs such as PRIMALS); and Preferably have attended an activity under the BEST Program (to have greater chances of knowing about the BEST Program).

Surveys. To supplement the KIIs and FGDs, all respondents were asked to accomplish two surveys: a Self-Assessment survey on the BEST-assisted Policies and Outputs; and a general Survey Questionnaire. This was intended to lessen the time needed for the KIIs and FGDs and focus discussions on the qualitative explanations.

Observations. The Evaluation Researchers also observed the school practices whenever possible. They wrote their own respective observations on the school context.

Secondary data analysis. The Evaluation Researchers requested for documentary evidences to validate the responses of the respondents. Only one school – Paranaque Elementary School Central – did not provide their School Improvement Plan.

1.3. Data Analysis

The EOPE Case Study Team used data collected from the interviews and FGDs supplemented by the survey and secondary data analysis to answer the research questions.

Thematic analysis was used to process data collected from interviews and FGDs focusing on pinpointing and examining themes or patterns of meaning from within data. The themes or patterns across data sets were associated to the specific research question being answered. Since Thematic analysis was performed through the process of coding to create established and meaningful patterns, the Team followed an integrated approach to developing its coding structure. A Data Analytical Framework was submitted and approved.

1.4. Selection of Models, Divisions and Schools

The extended EOPE Study initially focused only on elementary schools that **directly received more than one BEST Program interventions**. Direct recipients of BEST Program interventions referred to schools that sent participants to attend/participate in training programs or development workshops conducted and/or funded by the BEST Program.

Models. QED-ADII reviewed the list of 1,173 Elementary Schools that directly participated in the various activities organized by the BEST Program¹²⁷ and from this list, only 132 elementary schools (11%) were recorded to have received two or more program interventions. The rest of the 1,041 schools (1,173 schools less 132 schools) were recorded to have received only one program intervention each.

Of the 132 schools that were recorded to have received more than one program intervention, it was ascertained that there were 19 different combinations of these interventions referred to as Models (Table 1). A **Model** refers to the combination of two or more BEST Program interventions. The EOPE Case Study proposes to study three models

¹²⁷ This list came from the BEST Program Management Office and although it is not considered complete, it is the only available list for this evaluation purpose.

namely: Model 3: PPMES, L&D and GEDSI with 9 schools to choose from; Model 11: PPMES and L&D with 46 schools to choose from; and Model 14: PPMES and CAS with 17 schools to choose from;

These Models are expected to provide the more substantive information to answer the research questions and having sufficient number of schools to be studied.

Schools. None of the schools were selected based on performance. The schools were simply selected from the roster of schools under each Model and the Regions and Divisions where they are located.

Of the 132 schools, 20 percent (26 schools) in Urban areas, 77 percent (106 schools) are located in Partially Urban areas and 3 percent (4 schools) are located in Rural areas. The schools located in Rural areas are considered as outliers. The final list of the 12 schools is shown in Table 3.

Table 1. Distribution of 132 Schools by Models

Model No.	Models of Combinations of Interventions	No. of Recipient Schools	%
1	PPMES, L&D and NA	1	1%
2	PPMES, GEDSI and NA	1	1%
3	PPMES, L&D and GEDSI	9	7%
4	PPMES, L&D and CAS	4	3%
5	PPMES, CAS and GEDSI	1	1%
6	L&D, UISS and GEDSI	1	1%
7	L&D, PPST and CAS	1	1%
8	L&D, CAS and GEDSI	3	2%
9	PPMES and UISS	1	1%
10	PPMES and SBM	8	6%
11	PPMES and L&D	46	35%
12	PPMES and GEDSI	2	2%
13	PPMES and CC	2	2%
14	PPMES and CAS	17	13%
15	L&D and GEDSI	27	20%
16	L&D and CAS	4	3%

Model No.	Models of Combinations of Interventions	No. of Recipient Schools	%
17	CC and GEDSI	1	1%
18	CC and CAS	1	1%
19	CAS and GEDSI	2	2%
		132	100%

Table 2. Distribution of Case Study Schools by Region and Division

Region	Division	No. of Schools
NCR	1. Paranaque City	1
	2. Quezon City	2
V	3. Albay	1
	4. Camarines sur	2
	5. Sorsogon	1
VI	6. Iloilo	2
	7. Iloilo City	2
	8. Guimaras	2
	Total	12

Table 3. List of Case Study Schools by Region and Division

No.	Region	Division	School ID	School Name	Program Interventions
1	VI	Guimaras	115864	Jordan Central School	PPMES, L&D and GEDSI
2	VI	Iloilo City	117588	Iloilo Central Elementary School	
3	VI	Iloilo City	117597	Jaro Elementary School I	
4	NCR	Quezon City	132828	San Antonio Elementary School	PPMES and L&D
5	NCR	Quezon City	136078	San Francisco Elementary School	
6	VI	Guimaras	115879	Liningwan Central School (Outlier)	
7	VI	Iloilo	117595	Janiuay Pilot Elementary School	
8	V	Sorsogon	114340	Bulabog Elementary School	
9	V	Albay	111802	Sagrada Familia Elementary School	PPMES and CAS
10	NCR	Paranaque	136756	Paranaque ES Central	
11	V	Camarines Sur	112509	Haring San Agustin Elementary School - Annex	

No.	Region	Division	School ID	School Name	Program Interventions
12	VI	Iloilo	116535	Burak Elementary School (Outlier)	

1.5. Evaluation/Research Questions

Generally, the extended EOPE Study (Case Study) intends to contribute answers to two (2) of the five main research questions of the original EOPE Study, namely:

1. To what extent and how, did BEST interventions improve DepEd's ability to deliver inclusive and responsive basic education services with greater decentralization of management and accountability to the field offices and schools?
2. What factors facilitated and hindered the achievement of the EOPOs and intermediate outcomes?

More specifically, the extended EOPE Study (Case Study) intends primarily to answer the research question, "To what extent and how did BEST Program interventions improve the ability of selected elementary schools to deliver inclusive and responsive basic education services?" Specifically, the extended EOPE Study (Case Study) will answer the following:

6. What were the effects of BEST Program interventions on school leadership and management in selected elementary schools in terms of level of knowledge, skills, behaviors and practices? (RQ-1)
7. What were the effects of BEST Program interventions on selected teachers' teaching delivery in selected elementary schools in terms of level of knowledge, skills, behaviors and practices? (RQ-2)
8. How did the changes in knowledge, skills, behaviors and practices in school leadership and management and teaching delivery in selected elementary schools improve the inclusiveness and responsiveness of basic education services? (RQ-3)
9. How did external factors and conditions affect school leadership and management and teaching delivery in selected elementary schools? (RQ-4)
10. What models or combinations of interventions resulted in the most significant results, instructive for replication and overall systems improvement? (RQ-5)

Annex E. Sampling and Data Collection

In the first half of Program implementation (AP1 to AP3), Program interventions were mainly directed at the Central Office. Thus, the EOPE Study Team requested all key Operating Units (such as bureaus, divisions and services) at the DepEd Central Office to participate in the KIIs or FGDs. The six BEST Regional Offices were also included as respondents to the Study.

1. Selection of Divisions

Given the timing and logistics purposes, the EOPE Study Team selected 14 Division Offices (DOs) within the six BEST supported regions to be included in the study. These were:

- Region NCR – Quezon City, Manila, Paranaque and Las Piñas
- Region V – Sorsogon and Camarines Sur
- Region VI – Antique and Iloilo
- Region VII – Cebu and Bohol
- Region VIII – Eastern Samar and Leyte
- Region X – Cagayan de Oro and Misamis Oriental

All the schools that were included in sample study (both treatment/direct and comparison/indirect recipient schools) came from these 14 Divisions. After the selection process, 106 elementary schools, that is, 80 elementary schools that were direct recipients of BEST Program interventions and 26 schools that did not receive any direct support from the BEST Program although these are also recipients and users of DepEd system reforms were included in the Study.

2. Selection Process

The selection process is described as follows. The study sample schools were identified from an initial list of 4,217 schools provided by the BEST Program Team. The EOPE Study Team first removed names of schools that were duplicated and, from the remaining list of schools, all schools that were located outside of the six BEST supported Regions were deleted. Since there are five times more elementary schools than secondary, and about 80 percent of the

investments concentrated on elementary schools, the study focused on elementary schools. All other schools were removed from the list, leaving a total of 1,168 unique schools.

Of the 1,168 schools, only those located in the selected Division Offices were included resulting in a reduced population of 682 elementary schools. These schools were then grouped according to the 10 BEST program interventions included in the study. The distribution of the schools by intervention showed that 79 percent of these schools received interventions under the Policy, Planning and Monitoring and Evaluation System (PPMES) while 13.5 percent received interventions under the Learning and Development System (Table 1).

3. Sampling Results

From the reduced population, the sampled population for the direct recipient schools were randomly selected using the following criteria:

1. Regions had approximately the same sample size (to eliminate regional bias);
2. Forced selection of schools was undertaken to ensure representation of all available interventions, which in this case, referred to schools that received interventions no. 2, 5, 7 and 10;
3. Sampling was balanced with respect to:
 - 3.1. Urbanity of area;
 - 3.2. Income class of barangay where the schools are located; and
 - 3.3. Size of the elementary school.

Table 39. Schools by Intervention Received (n=682)

Intervention	Count of Schools	Percent
1	107	13.5
2	1	0.1
3	17	2.1
4	0	0.0
5	1	0.1

Intervention	Count of Schools	Percent
6	625	78.9
7	5	0.6
8	33	4.2
9	0	0.0
10	3	0.4

Finally, 80 elementary schools were selected as the treatment schools referred to as the direct recipient schools. The BEST schools represented all available intervention in the reduced population.

Once the BEST schools were selected, comparison schools were identified for each of the schools in the sample. The comparison schools were taken from a list of 12,007 elementary that were not directly provided with interventions by the BEST Program but were considered indirect recipients of BEST Program support because of the cascading efforts of the Division Offices. The comparison schools, referred to as indirect recipient schools, did not follow a 1:1 ratio. Instead, one comparison school could be considered a comparison for several schools.

The distribution of the schools included in the sample study by region is shown in Table 2. The distribution is as follows: 21% of the sample schools were in Region VIII; 20% were in Region V; another 20% in NCR; 14% in Region VI; 15% in Region VII; and 10% in Region X.

4. Data Collection Methods

4.1 Secondary Data Collection

The six Regional EOPE Teams simultaneously visited each of the 106 schools to collect the required school level data. However, the challenges mentioned above seriously affected data collection and as a result, complete data was obtained only from 25 schools (24%) – 15 BEST supported schools and 9 non-BEST supported schools (Table 3). Data was also obtained from 37 other schools (31 BEST and 6 non-BEST schools), but the data was incomplete and could not be included in the analysis.

Table 40. Distribution of BEST and Non-BEST Schools by Region (n=106)

	Study Sample	Study Sample	
Region	BEST	Non-BEST	Total
NCR	16	5	21
Region 5	17	4	21
Region 6	11	4	15
Region 7	11	5	16
Region 8	17	5	22
Region 10	8	3	11
Total	80	26	106

Table 41. Schools that submitted secondary data (n=106)

	Study Sample	Study Sample	Complete Data	Complete Data	Incomplete Data	Incomplete Data
Region	BEST	Non-BEST	BEST	Non-BEST	BEST	Non-BEST
NCR	16	5	6	2	2	1
Region 5	17	4	2	1	8	1
Region 6	11	4	4	2	7	1
Region 7	11	5	2	1	1	1
Region 8	17	5	2	0	5	2
Region 10	8	3	0	3	8	0
Total	80	26	16	9	31	6

4.2 Key Informant Interviews

The Regional EOPE Teams collectively conducted the 12 Key Informant Interviews (KIIs) with Regional Directors and Superintendents and 18 respondents were interviewed at the Central Office (refer to Annex H for list of KII respondents). All of the BEST Partners were also interviewed.

4.3 Focus Group Discussions

The Regional EOPE Teams collectively conducted 40 Focus Group Discussions (FGDs): 6 FGDs with Regional Office personnel; 6 FGDs with Division Office personnel; 6 FGDs with Principals from direct recipient schools; 6 FGDs with Principals from indirect recipient schools; 10 FGDs with Teachers from direct recipient schools; and 6 FGDs with Teachers from indirect recipient schools (refer to Annex J for list of FGD respondents).

4.4 Classroom Observations

As part of the EOPE Study classroom observations were conducted in each of the 106 schools in the sample. The data gathering involved two separate processes. The first process involved the observation of the implementation of the COT process in schools that were scheduled to conduct it and the gathering of COTs conducted in previous quarters. The second process involved the assessment of teacher performance using the TEACH Tool¹²⁸ to respond to the broader question of how the BEST Program interventions contributed to EOPO 1.

The classroom observations enabled a more in-depth evaluation of the PPST intervention although it was only downloaded to the schools in the third quarter of 2018 and the COT process schedule had been not been regularly implemented. The number of COT observations were reduced to three schools per region instead of all the 106 schools in the sample, which resulted in a narrow number of schools from which to observe and draw findings. Additional tools were used to supplement the classroom observations: Pictures or copies of the complete portfolio of the teacher evaluated; Process observation tool for Priority 1; COT rating sheet for Q4; Process questions for Priority 2: post evaluation observation evaluation portion; and Guide Questions for the KII for Principal and Teacher for Priority 3. These tools can be found in the PPST Study, which is an accompanying document of this EOPE Study Report.

Data collected on the COTs, complemented by TEACH tool, was used to measure teaching practice as a variable affecting learners' outcome. The following data collection was

¹²⁸ The TEACH tool is an open-source classroom observation tool developed by the World Bank intended for assessing teacher performance in s teaching in primary classrooms (Grades 1-6). It was used to enable comparison with the COT.

conducted: 69 classroom observations using the TEACH Tool¹²⁹; and 18 classroom observations on the process of Classroom Observation Tool (COT) in BEST supported schools. Previous COTs were also collected from the 18 schools where the COT process was observed.

4.5 Knowledge-Access-Usefulness-Quality (KAUQ) Survey

The EOPE Study used two types of questionnaires. The first was the Knowledge-Access-Usefulness-Quality (KAUQ) Survey, which listed the different outputs of the BEST Program. Respondents were asked to rate their Knowledge and Access of these outputs. They were also asked regarding the extent of the usefulness of these outputs and to rate the quality and inclusiveness. No demographic data was asked from the respondents. There were 32 principals and 126 teachers who submitted their accomplished KAUQ survey forms from both direct and indirect recipient schools.

4.6 Survey on BEST Program Interventions

The second questionnaire was the Survey on the BEST Program Interventions which was administered to both principals and teachers. The survey asked for some demographic data from the respondents such as sex, age and years of teaching in the public sector. A total of 39 principals (59 percent were females), responded to the survey (Table 4). A total of 193 teachers responded to the same survey (81 percent are females).

Forty-one percent of the respondent principals were between the ages of 50-59 years old while 34 percent of teachers were between the ages of 30-39 years old (Figure 2). In terms of educational background, the majority of the respondent-principals (33%) had master's degrees while teachers held bachelor's degrees (45%) (Figure 3).

¹²⁹ The EOPE Team is supposed to undertake 80 classroom observations to cover all the direct recipient schools in the study sample. However, in the interest of efficiency, the list of schools to be observed was cross-checked with the list of Innovations for Poverty Action (IPA), which was the organisation conducting the Teacher Professional Development Baseline Study commissioned by BEST. Eleven schools overlapped in both lists and it was agreed that IPA will conduct the classroom observations of these schools but the results will be shared to QED-ADII so that it would contribute to the analysis of all the sample schools.

Table 42. Survey Respondents by Sex

Respondents Sex	Principals (n=39)	Teachers (n=193)
Female	59%	81%
Male	23%	11%
Not stated	18%	8%
Total	100%	100%

Figure 24. Survey Respondents by Age

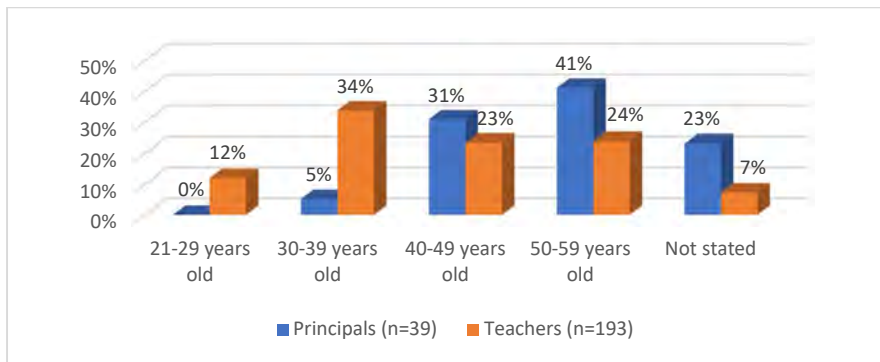
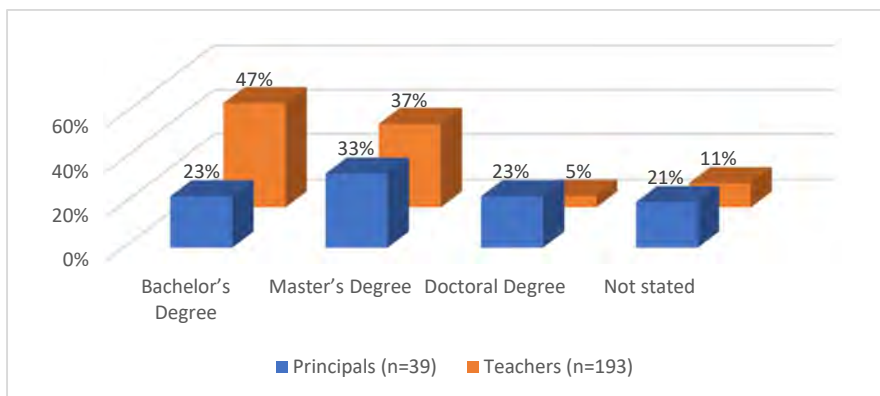


Figure 25. Survey Respondents by Highest Educational Attainment



Annex F. List of Direct (DRS) and Indirect Recipient Schools (IRS)

Introduction

The EOPE Study Team requested several secondary data from the schools (refer to Annex G for list). After being informed by DepEd Central Office that these data were not available at the CO level, it was agreed that the Team will go to each of the schools in the sample study to obtain the data sets. The Team was assured that they data existed in the schools because these were submitted to the Division Offices every year.

The EOPE Study Team first asked the Division Offices for these data set but were also informed to go to the individual schools.

There was a total of 106 schools (80 schools were BEST schools or direct recipient schools while 26 are indirect recipient schools) included in the study sample, located in the six BEST-supported regions and in 14 Divisions. The EOPE Study Team went to each and every school, at least twice, to inform them about the Study, and invite them to the FGDs and to collect the secondary data. For the other schools, the Study Team had to visit them four times to include following up submissions.

Of the 80 BEST schools, only 16 direct recipient schools (20%) submitted complete secondary data sets while of the 26 indirect recipient schools only nine (34.6%) submitted complete data sets. **Complete secondary data** sets referred to individual student average grades segregated by: sex (male and female); year level (Grade 4, 5 and 6); and by school year (SY2013-2014 to SY2017-2018).

Moreover, there were 35 schools that provided incomplete secondary data sets – 30 direct recipient schools (38%) and 5 indirect recipient schools (19%). **Incomplete secondary data** referred to data that had missing years, for example, school submitted average grades by subject and by sex but there are no average grades for one school year. If a data set was missing one or two years, this meant that these could not be included in the analysis as these will **further distort the results**.

Schools that participated in the FGDs meant those that sent their principals and one or two teachers to attend the FGDs. Sixty out of 106 schools (56.6%) participated in the FGDs. The **status of computers and internet connection** of the schools were included in the table because of the high number of FGD respondents that identified problems with internet connections and ICT infrastructure in their respective schools, thereby limiting their participation in the reforms.

Table 1. List of Schools included in the Sample Study by their Participation

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
NCR	BEST Schools	Dona Manuela Elementary School	1			1	NCR schools have computers, but main issue is internet speed. Teachers use personal computers at home because internet speed is better at home especially at night
		Pamplona Elementary School I	1				
		Geronimo Santiago Elementary School			1		
		I. Delos Reyes Elementary School			1	1	
		J. C. de Jesus Elementary School			1	1	
		La Huerta Elementary School			1		
		Masville Elementary School	1			1	
		Paranaque Elementary School Central			1	1	
		Paranaque Elementary School Unit II			1	1	
		Rogelio G. Gatchalian Elementary School	1			1	
		Tambo Elementary School Unit I	1			1	
		Sinag-Tala Elementary School			1		
		Sto. Cristo Elementary School			1	1	
		Bagong Silangan Elementary School			1	1	
		Pura V. Kalaw Elementary School		1		1	
		Ususan Elementary School	1			1	
		Sub-total	6	1	9	12	
	Non- BEST Schools	Talon 3 Elementary School	1			1	
		Beata Elementary School	1			1	

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
		Lupang Pangako Elementary School			1		
		Bagumbayan Elementary School			1	1	
		North Fairview Elementary School		1		1	
		Sub-total	2	1	2	4	0
		Total NCR	8	2	11	16	
REGION V	BEST Schools	Balatan Central School		1		1	
		Caorasan Elementary School		1		1	2 laptops
							11 teachers using personal laptops
							No internet connection in school
		Buyo Impact Elementary School		1		1	No internet connection in school
		Libmanan South Central School			1		
		Bagongbong Elementary School			1	1	
		Nabua East Central School (Pilot)			1	1	
		Inapatan Elementary School		1		1	
		Binanuaanan Norte Elementary School		1		1	2 laptops
							TIC uses personal pocket wifi
							No internet connection in school
		A. Manaog Elementary School (Hacienda Salamat)			1	1	1 PC and 2 laptops
							No internet connection in school
		Gabi Elementary School	1			1	No internet connection in school
		H.A. Guballa Elementary School			1	1	No internet connection in school

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
		Don Lazaro Madara Memorial School		1		1	
		Bulan south Central School		1		1	14 desktops and 2 laptops Teachers using their own laptops
							No internet connection in school
		G. Del Pilar Elementary School		1		1	Of the 6 PCs, 4 are functional; 6 teachers use their own laptops
							Has internet access in school
		Ponong Elementary School		1		1	6 PCs and 1 laptop not functional
							Teachers using their personal laptops No internet connection in school
		Bulabog Elementary School	1			1	6 PCs and 1 mother board (damaged)
							6 teachers using personal laptop
							No internet connection in school
		Sorsogon East Central School			1	1	No internet connection in school
		Sub-total	2	9	6	16	0
	Non- BEST Schools	Lopez Palsong Elementary School			1		
		Mangayawan Elementary School			1	1	
		Alteza Elementary School			1	1	
		Tigaon Adventist Elementary School	1			1	
		Sub-total	1	0	3	3	0
		Total REGION V	3	9	9	19	

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
REGION VI	BEST Schools	Tamayoc Elementary School	1				6 DCP desktop PCs lasted only one year; only laptop is still working;
							No internet connection in school
		Sebaste Central School		1			out of 16 DCP desktop PCs, 12 are still working; one DCP laptop is also working;
							with internet access
		Nagdayao Elementary School		1			None of the 6 DCP desktop PCs are working; school now using a computer purchased using MOOE;
							with internet access
		Dangula-an Elementary School		1		1	Out of 7 DCP desktop PCs, only 1 is still working; teachers use their own laptop;
							No internet connection
		Quiasan Elementary School	1				Out of 6 DCP desktop PCs, only one is still working;
							with internet access
		Jaycon Elementary School			1	1	Of the DCP server and 6 workstations, only the server is still working; teachers use their own computer;
							with internet access
		Jorog Elementary School		1			One server and 6 workstations not working anymore; teachers use their own computer; internet access is also personal

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
		Agtuman Elementary School		1		1	Out of seven DCP desktop PCs and one laptop, six PCs and the laptop are still working;
							no internet access
		Mandog Elementary School	1				Out of DCP server and 6 workstations and one laptop, the server and three workstations plus the laptop are still working; but teachers also use their own laptop;
							no internet access
		Gines-Quinolpan Elementary School			1	1	Of the 6 DCP workstations connected to a server, only three are still working; with internet access
		Malapaya Elementary School	1				
		Sub-total	4	5	2	4	0
	Non-BEST Schools	Iba Elementary School	1			1	seven DCP desktop PCs and one laptop not working anymore; teachers now use one laptop purchased using MOOE and one laptop donated by Local School Board;
							internet access disconnected
		Durog Elementary School	1			1	DCP computers damaged by flood; school now using a computer purchased using MOOE;
							no internet access
		Initan Elementary School		1			DCP server with six workstations are not working; teachers use the principal's own laptop;

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
							no internet access
		Bacjawan Sur Elementary School			1	1	one DCP-issued PC and one DCP-issued laptop still working; but teachers also use their own computers; weak internet connection
		Sub-total	2	1	1	3	0
		Total REGION VI	6	6	3	7	
REGION VII	BEST Schools	Cagongcagong Elementary School			1	1	6 laptops and 1 PC
							No internet access
		Dimiao Central Elementary School			1	1	7 PCs and one server
							1 PC issued by DepED
							No internet connectivity
		Candua Elementary School			1	1	2 laptops
							1 server
							7 PCs not working / damaged
							With internet connectivity
		Calidngan Elementary School			1		3 PCs non-functional
							9 laptops (1 damaged)
							Teachers using their own laptops
		Perrelos Elementary School			1		
		Bolinawan Elementary School			1		
		Tisa II Elementary School			1	1	48 monitors and 2 host servers
							2 PCs in the Guidance and Principal's office
							1 laptop from DepEd

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
							With internet connectivity
		Cepoc Central Elementary School			1	1	
		Inoburan Elementary School		1			
		Lawaan Elementary School	1				7 PCs but the server is damaged and non-functional
							4 laptops but 2 are damaged
							No internet connectivity
		Mandaue City Central School	1				40 PCs
							2 internet connections
		Sub-total	2	1	8	5	
	Non- BEST Schools	Cabunga-an Elementary School	1				
		Obong Elementary School			1		
		Montañeza Elementary School		1		1	
		Lamintak Norte Elementary School			1		
		Bernardo Enriquez Elementary School			1		7 desktop computers with one server computer 3 laptops with only 2 functional All teachers have their own personal laptops
		Sub-total	1	1	3	1	
		Total REGION VII	3	2	11	1	
REGION VIII	BEST Schools	Cagsalay Elementary School			1		No functional computers; affected by flooding
		Caglao-an Elementary School		1			With functional computers
		Quiatan Elementary School			1		With functional computers

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
		Beta-Og Elementary School	1			1	No functional computers; hardware locked; using personal computers
		Naubay Elementary School			1	1	No functional computers; affected by flooding; using personal computers
		Carayacay Elementary School			1		With computers; no connectivity
		Saurong Elementary School	1				With functional computers
		Oras West Central Elementary School		1		1	With functional computers
		Canmarating Elementary School			1	1	
		Gabaldon Central School			1	1	
		Balocawehay Elementary School		1		1	
		Dulag SPED Center			1	1	
		Owak Elementary School			1	11	
		Tagnate Elementary School			1	1	
		Hindang Central School		1		1	
		Puerto Bello Elementary School		1		1	
		Hinabuyan Central School		1		1	
		Sub-total	2	6	9	22	0
	Non- BEST Schools	Victory Elementary School		1		1	With computers; no connectivity; using personal computers
		Malbog Elementary School		1		1	With functional computers
		Batiawan Elementary School			1	1	With functional computers
		Maitum Elementary School			1	1	
		Pong-on Elementary School			1	1	
		Sub-total	0	2	3	5	0

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
		Total REGION VII	2	8	12	6	
REGION 10	BEST Schools	Balubal Elementary School		1		1	7 PCs and 2 laptops are all functioning
							No internet connection
		Palalan Elementary School		1		1	6 PCs and 2 laptops are all functioning
							No internet connection but school utilises mobile data
		Suntingon Elementary School		1		1	12 PCs and 2 laptops are all functioning
							With internet connection
		Macabalan Elementary School		1		1	4 laptops functioning
							With internet connection
		Kauswagan Central School		1		1	5 out of 14 PCs not working
							1 out of 4 laptops not working
							With internet connection
		Indahag Elementary School		1		1	26 laptops, 12 tablets and 6 PCs functioning
							With internet connection
		Baluarte Elementary School		1		1	1 of 3 laptop functioning
							Internet connection is intermittent
							Goes to City proper to send reports via email
		Lumbia Central School		1		1	6 PCs and 2 laptops functioning
							With internet connection
		Sub-total	0	8	0	8	0

Region (1)	School (2)	Name of Schools (3)	Provided complete data set (4)	Provided data requirements but incomplete (5)	No data submitted (6)	Participated in FGDs (7)	Status of computers & Internet connection in school (8)
	Non- BEST Schools	Lagtang Elementary School	1			1	10 PCs and 2 laptops functioning
							With internet connection
		Waterfall Elementary School	1			1	12 computers and 5 laptops functioning
							With internet connection
		Lubluban Elementary School	1			1	2 laptops functioning
							7 PCs not functioning
							No internet connection
							Need to go to the town center for internet access
		Sub-total	3	0	0	3	0
		Total REGION X	3	8	0	11	
		Overall Total	25	35	46	60	

Annex G. List of Secondary Data requested per school

Note: Nine sets of data were requested from each of the 106 schools included in the study sample. However, only 25 schools were able to provide complete data on average grades by subject while 37 schools provided different kinds of data but were not used in the analysis due to incompleteness.

1. Students' Individual Grades
 - 1.1. Individual Grades of all Grade 4 students during SY2013-2014 by sex, by disability
 - 1.2. Individual Grades of all Grade 5 students during SY2013-2014 by sex, by disability
 - 1.3. Individual Grades of all Grade 6 students during SY2013-2014 by sex, by disability
 - 1.4. Individual Grades of all Grade 4 students during SY2014-2015 by sex, by disability
 - 1.5. Individual Grades of all Grade 5 students during SY2014-2015 by sex, by disability
 - 1.6. Individual Grades of all Grade 6 students during SY2014-2015 by sex, by disability
 - 1.7. Individual Grades of all Grade 4 students during SY2016-2017 by sex, by disability
 - 1.8. Individual Grades of all Grade 5 students during SY2016-2017 by sex, by disability
 - 1.9. Individual Grades of all Grade 6 students during SY2016-2017 by sex, by disability
 - 1.10. Individual Grades of all Grade 4 students during SY2017-2018 by sex, by disability
 - 1.11. Individual Grades of all Grade 5 students during SY2017-2018 by sex, by disability
 - 1.12. Individual Grades of all Grade 6 students during SY2017-2018 by sex, by disability
2. Students' Enrollment data
 - 2.1. Enrollment data of all Grades 4, 5, 6 in SY2013-2014 by sex, by disability
 - 2.2. Enrollment data of all Grades 4, 5, 6 in SY2014-2015 by sex, by disability
 - 2.3. Enrollment data of all Grades 4, 5, 6 in SY2015-2016 by sex, by disability
 - 2.4. Enrollment data of all Grades 4, 5, 6 in SY2016-2017 by sex, by disability
 - 2.5. Enrollment data of all Grades 4, 5, 6 in SY2017-2018 by sex, by disability
3. Students' Attendance data
 - 3.1. Attendance data of all Grades 4, 5, 6 in SY2013-2014 by sex, by disability
 - 3.2. Attendance data of all Grades 4, 5, 6 in SY2014-2015 by sex, by disability
 - 3.3. Attendance data of all Grades 4, 5, 6 in SY2015-2016 by sex, by disability
 - 3.4. Attendance data of all Grades 4, 5, 6 in SY2016-2017 by sex, by disability
 - 3.5. Attendance data of all Grades 4, 5, 6 in SY2017-2018 by sex, by disability
4. Students' Drop-out data
 - 4.1. Drop-out data of all Grades 4, 5, 6 in SY2013-2014 by sex, by disability
 - 4.2. Drop-out data of all Grades 4, 5, 6 in SY2014-2015 by sex, by disability
 - 4.3. Drop-out data of all Grades 4, 5, 6 in SY2015-2016 by sex, by disability
 - 4.4. Drop-out data of all Grades 4, 5, 6 in SY2016-2017 by sex, by disability
 - 4.5. Drop-out data of all Grades 4, 5, 6 in SY2017-2018 by sex, by disability

5. School leaver rates
 - 5.1. School leaver rate all Grades 4, 5, 6 in SY2013-2014 by sex, by disability
 - 5.2. School leaver rate all Grades 4, 5, 6 in SY2014-2015 by sex, by disability
 - 5.3. School leaver rate all Grades 4, 5, 6 in SY2015-2016 by sex, by disability
 - 5.4. School leaver rate all Grades 4, 5, 6 in SY2016-2017 by sex, by disability
 - 5.5. School leaver rate all Grades 4, 5, 6 in SY2017-2018 by sex, by disability
6. Transition Rates
 - 6.1. Transition Rate on Grade 3 to 4 for SY2013-2014 by sex, by disability
 - 6.2. Transition Rate on Grade 3 to 4 for SY2014-2015 by sex, by disability
 - 6.3. Transition Rate on Grade 3 to 4 for SY2015-2016 by sex, by disability
 - 6.4. Transition Rate on Grade 3 to 4 for SY2016-2017 by sex, by disability
 - 6.5. Transition Rate on Grade 3 to 4 for SY2016-2017 by sex, by disability
 - 6.6. Transition Rate on Grade 3 to 4 for SY2017-2018 by sex, by disability
 - 6.7. Transition Rate on Grade 6 to 7 for SY2013-2014 by sex, by disability
 - 6.8. Transition Rate on Grade 6 to 7 for SY2014-2015 by sex, by disability
 - 6.9. Transition Rate on Grade 6 to 7 for SY2015-2016 by sex, by disability
 - 6.10. Transition Rate on Grade 6 to 7 for SY2016-2017 by sex, by disability
 - 6.11. Transition Rate on Grade 6 to 7 for SY2016-2017 by sex, by disability
 - 6.12. Transition Rate on Grade 6 to 7 for SY2017-2018 by sex, by disability
7. Phil-IRI reading test
 - 7.1. Phil-IRI reading test for Grades 3 to 6 in SY2013-2014 by sex, by disability
 - 7.2. Phil-IRI reading test for Grades 3 to 6 in SY2014-2015 by sex, by disability
 - 7.3. Phil-IRI reading test for Grades 3 to 6 in SY2015-2016 by sex, by disability
 - 7.4. Phil-IRI reading test for Grades 3 to 6 in SY2016-2017 by sex, by disability
 - 7.5. Phil-IRI reading test for Grades 3 to 6 in SY2017-2018 by sex, by disability
8. COT results
 - 8.1. COT results for 1st quarter of SY2017-2018
 - 8.2. COT results for 2nd quarter of SY2017-2018
 - 8.3. COT results 3rd quarter of SY2017-2018
 - 8.4. COT results for 4th quarter of SY2017-2018
9. List teachers teaching in Grades 4, 5 and 6 with their email address
 - 9.1. Math Teachers in Grades 4, 5 and 6
 - 9.2. Science Teachers in Grades 4, 5 and 6
 - 9.3. English Teachers in Grades 4, 5 and 6
 - 9.4. Filipino Teachers in Grades 4, 5 and 6

Annex H. Status of Submissions of School

List of Schools that have not yet provided any data (46 schools) and have not yet participated in any of the FGDs

No	TYPE	REGION	Division	District	SCHOOL ID	Name of Schools	No data submitted	Did not participated in FGDs
1	Direct Recipient	NCR	Manila	Sta. Cruz V	136454	Geronimo Santiago Elementary School	1	X
2	Direct Recipient	NCR	Manila	Tondo XII	136439	I. Delos Reyes Elementary School	1	
3	Direct Recipient	NCR	Manila	Tondo XII	136440	J. C. de Jesus Elementary School	1	
4	Direct Recipient	NCR	Paranaque City	Paranaque City District I	136754	La Huerta Elementary School	1	X
5	Direct Recipient	NCR	Paranaque City	Paranaque City District I	136756	Paranaque Elementary School Central	1	
6	Direct Recipient	NCR	Paranaque City	Paranaque City District I	136757	Paranaque Elementary School Unit II	1	
7	Direct Recipient	NCR	Quezon City	School District III	136503	Sinag-Tala Elementary School	1	X
8	Direct Recipient	NCR	Quezon City	School District V	136510	Sto. Cristo Elementary School	1	
9	Direct Recipient	NCR	Quezon City	School District VI	136539	Bagong Silangan Elementary School	1	
10	Indirect Recipient	NCR	Quezon City	School District VII	136545	Lupang Pangako Elementary School	1	X
11	Indirect Recipient	NCR	Quezon City	School District VIII	136552	Bagumbayan Elementary School	1	
12	Direct Recipient	REGION V	Camarines Sur	Libmanan South	112711	Libmanan South Central School	1	X
13	Direct Recipient	REGION V	Camarines Sur	Minalabac	112791	Bagongbong Elementary School	1	
14	Direct Recipient	REGION V	Camarines Sur	Nabua East	112818	Nabua East Central School (Pilot)	1	
15	Direct Recipient	REGION V	Camarines Sur	Pili	173513	A. Manaog Elementary School (Hacienda Salamat)	1	
16	Direct Recipient	REGION V	Camarines Sur	Bato	112370	H.A. Guballa Elementary School	1	
17	Direct Recipient	REGION V	Sorsogon City	Sorsogon East	114563	Sorsogon East Central School	1	
18	Indirect Recipient	REGION V	Camarines Sur	Bula	112438	Lopez Palsong Elementary School	1	X
19	Indirect Recipient	REGION V	Camarines Sur	Canaman	112512	Mangayawan Elementary School	1	
20	Indirect Recipient	REGION V	Camarines Sur	Sipocot North	113051	Alteza Elementary School	1	
21	Direct Recipient	REGION VI	Iloilo	Calinog II	116186	Jaycon Elementary School	1	

No	TYPE	REGION	Division	District	SCHOOL ID	Name of Schools	No data submitted	Did not participated in FGDs
22	Direct Recipient	REGION VI	Iloilo	San Enrique	116704	Gines-Quinolpan Elementary School	1	
23	Indirect Recipient	REGION VI	Iloilo	Concepcion	116235	Bacjawan Sur Elementary School	1	
24	Direct Recipient	REGION VII	Bohol	Alicia	117938	Cagongcagong Elementary School	1	
25	Direct Recipient	REGION VII	Bohol	Dimiao	118275	Dimiao Central Elementary School	1	
26	Direct Recipient	REGION VII	Bohol	Valencia	118852	Candua Elementary School	1	
27	Direct Recipient	REGION VII	Carcar City	Carcar I	119155	Calidngan Elementary School	1	X
28	Direct Recipient	REGION VII	Carcar City	Carcar I	119161	Perrelos Elementary School	1	X
29	Direct Recipient	REGION VII	Carcar City	Carcar II	119171	Bolinawan Elementary School	1	X
30	Direct Recipient	REGION VII	Cebu City	South District 5	119871	Tisa II Elementary School	1	
31	Direct Recipient	REGION VII	City of Naga, Cebu	Naga II	119516	Cepoc Central Elementary School	1	
32	Indirect Recipient	REGION VII	Cebu	Dalaguete I	119307	Obong Elementary School	1	X
33	Indirect Recipient	REGION VII	Cebu	Medellin	119464	Lamintak Norte Elementary School	1	X
34	Indirect Recipient	REGION VII	Danao City	Danao City East	232503	Bernardo Enriquez Elementary School	1	X
35	Direct Recipient	REGION VIII	Eastern Samar	Arteche	122330	Cagsalay Elementary School	1	X
36	Direct Recipient	REGION VIII	Eastern Samar	Dolores II	192505	Quiatan Elementary School	1	X
37	Direct Recipient	REGION VIII	Eastern Samar	Llorente	122598	Naubay Elementary School	1	
38	Direct Recipient	REGION VIII	Eastern Samar	Maslog	122449	Carayacay Elementary School	1	X
39	Direct Recipient	REGION VIII	Leyte	Abuyog East	120890	Canmarating Elementary School	1	
40	Direct Recipient	REGION VIII	Leyte	Abuyog East	120891	Gabaldon Central School	1	
41	Direct Recipient	REGION VIII	Leyte	Dulag South	121345	Dulag SPED Center	1	
42	Direct Recipient	REGION VIII	Leyte	Hilongos North	121365	Owak Elementary School	1	
43	Direct Recipient	REGION VIII	Leyte	Hilongos North	121373	Tagnate Elementary School	1	
44	Indirect Recipient	REGION VIII	Eastern Samar	Taft	122759	Batiawan Elementary School	1	
45	Indirect Recipient	REGION VIII	Leyte	Abuyog South	120930	Maitum Elementary School	1	
46	Indirect Recipient	REGION VIII	Leyte	Matalom North	121680	Pong-on Elementary School	1	

List of Schools that submitted incomplete data sets (35 schools)

No	TYPE	REGION	Division	District	SCHOOL ID	Name of Schools
1	Direct Recipient	NCR	Quezon City	School District X	136564	Pura V. Kalaw Elementary School
2	Indirect Recipient	NCR	Quezon City	School District XVIII	136537	North Fairview Elementary School
3	Direct Recipient	REGION V	Camarines Sur	Balatan	112344	Balatan Central School
4	Direct Recipient	REGION V	Camarines Sur	Bula	112428	Caorasan Elementary School
5	Direct Recipient	REGION V	Camarines Sur	Goa	112616	Buyo Impact Elementary School
6	Direct Recipient	REGION V	Camarines Sur	Nabua West	112835	Inapatan Elementary School
7	Direct Recipient	REGION V	Camarines Sur	Pili	112920	Binanuaanan Norte Elementary School
8	Direct Recipient	REGION V	Iriga City	Iriga Central District	114418	Don Lazaro Madara Memorial School
9	Direct Recipient	REGION V	Sorsogon	Bulan South	114034	Bulan south Central School
10	Direct Recipient	REGION V	Sorsogon	Bulan South	114038	G. Del Pilar Elementary School
11	Direct Recipient	REGION V	Sorsogon	Casiguran	114089	Ponong Elementary School
12	Direct Recipient	REGION VI	Antique	Sebaste	115285	Sebaste Central School
13	Direct Recipient	REGION VI	Antique	Sibalom South	115327	Nagdayao Elementary School
14	Direct Recipient	REGION VI	Iloilo	Anilao	115982	Dangula-an Elementary School
15	Direct Recipient	REGION VI	Iloilo	Lambunao East	116430	Jorog Elementary School
16	Direct Recipient	REGION VI	Iloilo	Lambunao East	116423	Agtuman Elementary School
17	Indirect Recipient	REGION VI	Antique	Sibalom South	115321	Initan Elementary School
18	Direct Recipient	REGION VII	City of Naga, Cebu	Naga II	187030	Inoburan Elementary School
19	Indirect Recipient	REGION VII	Cebu	Malabuyoc	119447	Montañeza Elementary School
20	Direct Recipient	REGION VIII	Eastern Samar	Dolores I	122430	Caglao-an Elementary School
21	Direct Recipient	REGION VIII	Eastern Samar	Oras West	122668	Oras West Central Elementary School
22	Direct Recipient	REGION VIII	Leyte	Abuyog North	120907	Balocawehay Elementary School
23	Direct Recipient	REGION VIII	Leyte	Hindang	121408	Hindang Central School
24	Direct Recipient	REGION VIII	Leyte	Merida	121732	Puerto Bello Elementary School
25	Direct Recipient	REGION VIII	Leyte	Villaba North	121968	Hinabuyan Central School
26	Indirect Recipient	REGION VIII	Eastern Samar	Guiuan East	122530	Victory Elementary School
27	Indirect Recipient	REGION VIII	Eastern Samar	Salcedo I	122697	Malbog Elementary School

No	TYPE	REGION	Division	District	SCHOOL ID	Name of Schools
28	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City East II District	127948	Balubal Elementary School
29	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City East II District	127951	Palalan Elementary School
30	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City East II District	127953	Suntingon Elementary School
31	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City North I District	127956	Macabalan Elementary School
32	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City North II District	127963	Kauswagan Central School
33	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City South District	127965	Indahag Elementary School
34	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City Southwest District I	127970	Baluarte Elementary School
35	Direct Recipient	REGION X	Cagayan de Oro City	Cagayan de Oro City Southwest District I	127977	Lumbia Central School

List of Schools that submitted complete school-level data sets (25 schools)

No	TYPE	REGION	Division	District	SCHOOL ID	Name of Schools
1	Direct Recipient	NCR	Las Piñas City	Las Piñas City II	136784	Dona Manuela Elementary School
2	Direct Recipient	NCR	Las Piñas City	Las Piñas City II	136788	Pamplona Elementary School I
3	Direct Recipient	NCR	Paranaque City	Paranaque City District I	136755	Masville Elementary School
4	Direct Recipient	NCR	Paranaque City	Paranaque City District II	136772	Rogelio G. Gatchalian Elementary School
5	Direct Recipient	NCR	Paranaque City	Paranaque City District III	136771	Tambo Elementary School Unit I
6	Direct Recipient	NCR	Taguig	Taguig District I	136879	Ususan Elementary School
7	Indirect Recipient	NCR	Las Piñas City	Las Piñas City II	226503	Talon 3 Elementary School
8	Indirect Recipient	NCR	Manila	Pandacan II	136483	Beata Elementary School
9	Direct Recipient	REGION V	Camarines Sur	Sipocot South	113083	Gabi Elementary School
10	Direct Recipient	REGION V	Sorsogon	Pilar I	114340	Bulabog Elementary School
11	Indirect Recipient	REGION V	Camarines Sur	Tigaon	403753	Tigaon Adventist Elementary School
12	Direct Recipient	REGION VI	Antique	Patnongon I	115187	Tamayoc Elementary School
13	Direct Recipient	REGION VI	Iloilo	Balasan	116021	Quiasan Elementary School
14	Direct Recipient	REGION VI	Iloilo	Maasin	116549	Mandog Elementary School
15	Direct Recipient	REGION VI	Iloilo	Sara	116783	Malapaya Elementary School
16	Indirect Recipient	REGION VI	Antique	Anini-y	114942	Iba Elementary School
17	Indirect Recipient	REGION VI	Antique	San Jose	115219	Durog Elementary School
18	Direct Recipient	REGION VII	Danao City	Danao City West	119338	Lawaan Elementary School
19	Direct Recipient	REGION VII	Mandaue City	Mandaue City Central District	119997	Mandaue City Central School
20	Indirect Recipient	REGION VII	Cebu	Catmon	119212	Cabunga-an Elementary School
21	Direct Recipient	REGION VIII	Eastern Samar	Lawaan	122343	Beta-Og Elementary School
22	Direct Recipient	REGION VIII	Eastern Samar	Oras East	122649	Saurong Elementary School
23	Indirect Recipient	REGION X	Misamis Oriental	Alubijid	127588	Lagtang Elementary School
24	Indirect Recipient	REGION X	Misamis Oriental	Balingasag South (Balingasag District)	127632	Waterfall Elementary School
25	Indirect Recipient	REGION X	Misamis Oriental	Libertad	127761	Lubluban Elementary School

Annex I. KII Respondents

Name of Key Informant	Position	Sex
DepEd Officials		
Usec. Nepomuceno Malaluan	Undersecretary and Chief of Staff Executive Sponsor BEST Program	M
John Arnold S. Siena	Director IV, National Educators Academy of the Philippines (NEAP)	M
Former DepEd Officials		
Bro. Armin Luistro	Former DepEd Secretary	M
Lino Rivera	Former DepEd Undersecretary	M
Reynaldo Antonio D. Laguda	Former DepEd Undersecretary	M
Central Office Respondents		
Project Management Division		
Miriam N. Coprado	OIC-Chief Project Development Officer V	F
Erwin Yumping	Project Development Officer V	M
Planning Service - Planning and Programming Division		
Mary Jane Feliciano	Planning Officer V	F
Edwin E. Calubag	Planning Officer IV	M
Planning Service - Policy Research and Development Division		
Maribel Bayangos	Chief Policy Research and Development Division	M
ICTS – Solutions Development Division		
Maria Clarisse Liguinas	Information Technology Officer II	F
Jonathan Fontanilla	Information Systems Analyst	M
Emma Ruth Galvez	Computer Programmer III	F
Carl Henry V. Lico	Computer Programmer II	M
Teacher Education Council Secretariat		
Jayson Peñañiel	Teacher	M
BCD- Teaching Learning Division		
Dr. Rosalina J. Villaneza	Chief Education Specialist	F
Gaudencio Luis N. Serrano	Senior Education Program Specialist	M
BCD-Curriculum Standards Development Division		
Ayette C. Ferriols	Senior Education Program Specialist	F
Bernadeth Daran	Supervising Education Program Specialist	F
Joseph V. Gutierrez	Senior Education Program Specialist	M
BLD-Student Inclusion Division		
Analyn Aquino	Senior Education Program Specialist	F
NEAP-Quality Assurance Division		
Ariel C. Dagar	Assistant t Director	M
Cleofe Velasquez Ocampo	Senior Education Program Specialist	F
Erlinda Leva	Education Program Specialist II	F
Sarah Jane Atienza	Education Program Specialist II	F
Ma. Nida Caramat	Senior Education Program Specialist	F
NEAP-Professional Development Division		
Leah Patricia Galgo	Officer in Charge	F
BHROD-Organization Effectiveness Division		

Name of Key Informant	Position	Sex
Michael Romero	Program Specialist II	M
Earl Ryan Locito	Program Specialist II	M
BHROD-School Effectiveness Division		
Dexter N. Pante	Chief (Project Development Officer V)	M
Rowena Dela Cruz	Project Development Officer IV	F
Raymond Aquino	Project Development Officer III	M
Marian Efondo	Project Development Officer III	F
BEA- Education Assessment Division		
Minerva V. Villaflor	Assistant Chief (Education Program Specialist)	F
Joel D. Cebrero	Education Program Specialist II	M
AS-Education Facilities Division		
Engr. Annabelle R. Pangan	Chief	F
Nehru Rainier P. Sarmiento	Area Manager	M
Regional Respondents		
NCR		
Wilfredo Cabral	Regional Director, DepEd NCR	M
Region V		
Gilbert T. Sadsad	Regional Director, DepEd RO V	M
Susan S. Collano	Asst. Schools Division Superintendent	F
Region VI		
Ma. Gemma M. Ledesma	Regional Director, DepEd RO VI	F
Victor G. de Gracia, Jr.	Superintendent, Division of Antique	M
Miguel Mac D. Aposin	Superintendent, Division of Iloilo	M
Zaldy C. Quilantang	District Supervisor Dumangas, Iloilo	M
Gemma Rose C. Pedregosa	Regional M&E Specialist	F
Noeme A. Desamero	Bacjawan Sur ES Principal	F
Region VII		
RD Juliet A. Jeruta	Regional Director, DepEd RO VII	F
Dr. Nimfa Bongo	Superintendent, Division of Bohol	F
Region VIII		
Denrick Endriano	Assistant Regional Director, DepEd RO VIII	M
DS Ronelo Al K. Firmo	Superintendent, Division of Leyte	M
DS Bernardo A. Adina	Superintendent, Division of Eastern Samar	M
Region X		
Dr. Arturo Bayucot, CESO V	Regional Director, DepEd RO 10	M
Atty Shirly Chatto	Assistant Regional Director	F
Dr. Jonathan dela Pena	Superintendent, Division of CDO	M
BEST Partners		
Dr Marylin B. Muncada	Director, Education Program Management Office Philippine Business for Social Progress (PBSP)	F
Rommel M. Gonzales	Program Manager Philippine Business for Social Progress (PBSP)	M
Dr Therese Bustos	Director Assessment, Curriculum, Technology, Research Center (ACTRC)	F
Dr. Gina Gonong	Director Research Center for Teacher Quality (RCTQ)	F
Prof. John Pegg	Director Science, Information and Communication Technology and Mathematics Education for Rural and Regional Australia (SiMERR)	M
Dylan Delloso	Program Director	M

Name of Key Informant	Position	Sex
	Philippine Business for Education (PBE)	
BEST Consultants		
Dr. Merle C. Tan	Consultant, (formerly BEST C&A Lead)	F
Dr. Joyce Orilosa,	Educational Leadership and Management Lead	F
Twila Punsalan	Consultant, (formerly BEST Pre-service Lead)	F

Annex J. KII Guide Questions

Annex J-1. Guide Questions for former and Current Undersecretaries

Guide Questions – Bro. Armin Luistro

1. Please describe the development problem existing during your time (e.g. quality of teachers, competency of teachers) that necessitated the continuous intervention of Australia?
2. To the best of your recollection, can you please describe the original intention or design of the BEST Program?
 - 2.1. How were the pilot of BEST selected? Was there a set of criteria for choosing the regions?
 - 2.2. What were the innovative aspects of the program design, if any?
3. We were informed that during the initial workshop/consultations, the intention of the BEST Program was for the Regions to have direct participation in the implementation of the Program. However, in the initial years of implementation, focus was on the Central Office. This created disappointments among the regions consulted. Can you please clarify the intention of the shift in design?
4. What were the **hindering** factors in the implementation of the BEST Program in the early years?
 - 4.1. Our Team has conducted over a dozen interviews with DEPED Officials at the Central Office. One of the recurring themes that come up during the interviews was that in the early years, internal organisational issues (i.e. *turfing and lack of coordination among undersecretaries*) significantly caused problems in program implementation. Could you please respond to this finding and elaborate what these challenges were?
 - 4.2. On the other hand, another recurring theme was that during the early years, there were problems with the consultants/Technical Advisers hired by Cardno (e.g. in terms of competencies) which increased the low ownership and buy-in of the DEPED counterparts. Could you please respond to this finding and elaborate on what these challenges were?
 - 4.3. Are there any other hindering factors?
5. What were the **facilitating** factors in the implementation of the BEST Program in the early years?
 - 5.1. Another recurring theme of the interviews was that the funds provided by the BEST Program enabled the Divisions to implement their workplans because it was able to pay for expenses that could otherwise not be funded under DEPED such as venue of workshops (hotels)? Could you please respond to this finding and explain why this is a positive development for DEPED?
 - 5.2. The Divisions also informed us that the BEST Program enabled them to hire better Technical Experts that would otherwise not be available to DEPED. They said that the primary effect of the BEST Program is that the quality of work that were produced by the Divisions under BEST Program was better. Could you please respond to this finding and explain what would happen then if the BEST Program ends?

6. What lessons did you get from the design and implementation of the BEST Program?
7. What recommendations can you give to enhance the quality of education sector reform programs in the coming years, particularly the successors of the BEST Program?

-End of Questions-

Guide Questions – Current and Former Undersecretaries

Questions

1. Please describe the education sector challenges that necessitated the continuous assistance from Australia?
2. Please describe the original intention or design of the BEST Program.
 - 2.1. How were the pilot regions of BEST selected?
 - 2.2. Was there a set of criteria for choosing the regions?
 - 2.3. What were the risk analysis and management considerations?
3. How was the BEST Program implemented in the early years?
 - 3.1. What were the criteria for the approval of priority activities?
4. Please describe the program management arrangements for the BEST Program.
 - 4.1. What were the M&E arrangements for the BEST Program?
5. We were informed that during the initial workshop/consultations, the intention of the BEST Program was for the Regions to have direct participation in the implementation of the Program. However, in the initial years of implementation, focus was on the Central Office. This created disappointments among the regions consulted. Can you please clarify the intention of the shift in design?
6. What were the **hindering** factors in the implementation of the BEST Program?
7. What were the **facilitating** factors in the implementation of the BEST Program?
8. What lessons did you obtain from the design and implementation of the BEST Program?
9. What recommendations can you give to enhance the quality of education sector reform programs in the coming years, particularly the successors of the BEST Program?

-End of Questions-

Annex J-2. Guide Questions for Central Office respondents

1. Please describe the education sector challenges before the program started (5 or 6 years ago) that necessitated the interventions from BEST Program?
2. At that time, were there any other donors/programs that were responding to this development gap? If yes, why were the interventions inadequate?
3. What is the Learning and Development (L&D) System trial all about?
 - 3.1. What are its design elements?
 - 3.2. How was the program implemented?
 - 3.3. What were the implementation arrangements?
 - 3.4. How was it monitored?
 - 3.5. How was it reported?
4. What are the expected distinct **outputs and outcomes** of L&D?
 - 4.1. What were its targets? What are its accomplishments?
 - 4.2. Were any of these outputs a continuation of previous foreign-funded projects?
 - 4.3. Can you please give a brief description of each of the outputs and outcomes of L&D System?
5. Please describe how BEST contributed to the formulation and issuance of the following policies:
 - BEST Supported Policies on L&D System:
 - DO No. 35, s. 2016 on “The Learning Action Cell as a K to 12 Basic Education Program School-Based Continuing professional Development Strategy for the Improvement of Teaching and Learning”
 - DO No. 55, s. 2015 on the “Utilisation of Language Mapping Data for Mother Tongue-Based Multilingual Education (MTB-MLE) Program Implementation”
 - DO No. 39, s. 2016 on the “Adoption of the Basic Education Research Agenda”
 - DO No. 47, s. 2016 on the “Omnibus Policy on Kindergarten Education”
6. How do you measure the success of L&D System interventions?
 - 6.1. What are its performance indicators?
 - 6.2. How do you know that capacity of DEPED in L&D has increased overtime?
 - 6.3. Do you have baseline data prior to the start of the interventions?
7. How did the lessons from L&D implementation inform policy and practice of DEPED? Please cite specific examples.
 - 7.1. Were there research studies undertaken that fed into policy? Please cite examples.
 - 7.2. Would the policies on L&D System have been realised without the assistance of BEST Program? Why or why not?
8. How was L&D System activities **linked** to the other components of the BEST Program, e.g. L&D, SBM?
 - 8.1. Are there planned activities that will not be completed? What would happen to these activities?

9. What were the hindering and facilitating factors encountered during the implementation of this specific component of the BEST Program? Identify specific examples.
10. In your opinion, what was the most important value-addition of the BEST Program to DEPED and the basic education sector reforms?
11. What is the likelihood that the L&D System interventions will be sustained after the end of the BEST Program? Please cite specific evidences.
12. What recommendations can you give to further enhance the effectiveness and sustainability of the basic education reforms on L&D System in DEPED after 2019 or after the end of the BEST Program?

-End of Questions-

Annex J -3. Guide Questions for Regional/Division Office respondents

Part 1. Context

1. In your opinion, what were the development problems or educational gaps that were existing five years ago that were intended to be addressed by the basic education reforms? In other words, why were the different basic education reforms necessary? Which ones were most critical in your Region?

Part 2. Assessment

Please describe how the following basic education reforms were implemented or are being implemented in your Region?

Gender, disability and social inclusion (GEDSI)

2. What is your understanding of **inclusive education**? Please describe DEPED's Inclusive Education Framework?
 - 1.1. What were the significant reforms relative to **Gender-Responsive Basic Education (GRBE)** implemented in your Region/Division in the last five years?
 - 1.2. What indicators do you use in your region to measure the successful implementation of inclusive education in your Region/Division/School?
 - 1.3. What challenges do you experience in terms of implementing inclusive education in your school?
3. What is your understanding of **responsive education**?
 - 1.1. How is inclusive education differentiated from responsive education?
 - 1.2. What were the significant reforms relative to **Inclusive Education (IE)** implemented in your Region/Division in the last five years?
 - 1.3. What indicators do you use in your region to measure the successful implementation of responsive education?
 - 1.4. What challenges do you experience in ensuring responsive education in your school?
4. How were the [Regional implementers/ Superintendents and Division implementers] capacitated to implement the reforms in the GRBE and IE?
 - 4.1. What were the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.?
 - 4.2. How effective were the capacity building interventions provided to the [Regional implementers/ Superintendents and Division implementers] in helping them successfully perform their roles and functions in "rolling-out" or "cascading" the GRBE and IE reforms to the lower levels (e.g. Region to Division, Divisions to Principals, Principals to Teachers)?
5. To what extent did the reforms in GRBE and IE enhance the delivery of Inclusive Education in your Region/Division? Please cite specific examples.

6. To what extent would the reforms in GRBE and IE, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

Learning & Development (L&D) systems

7. Please describe how the Learning & Development (L&D) systems were implemented or are being implemented in your Division/Region?
- 5.1. How was L&D trialed/implemented in your Region/Division? What were the various activities conducted?
- 5.2. What are the sub-systems of L&D? Please describe what each system does (processes) and what is produced (outputs) from each sub system.
- 5.3. How is the L&D different from its predecessor the Training and Development (T&D)? Please describe what were the new things introduced.
- 5.4. How were the [Regional implementers/Superintendents and Division implementers] capacitated to implement the L&D? Please describe the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.
- 5.4.1. What were the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.?
- 5.4.2. How effective were the capacity building interventions provided in helping them successfully perform their roles and functions in “rolling-out” or “cascading” the reforms to the lower levels (e.g. Region to Division, Divisions to Principals, Principals to Teachers)?
- 5.5. To what extent would the reforms in Learning & Development, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms?

For Superintendents only:

- 5.6. Were you able to complete all the training modules of the **Superintendent’s Leadership Program Modules**? Why and Why not?
- 5.7. How useful and significant were the training modules to improving your leadership and management competencies toward implementing the basic education reforms?

Philippine Professional Standards for Teachers (PPST)

6. Please describe how the **Philippine Professional Standards for Teachers (PPST)** were implemented or are being implemented in your Division/Region through the Results-based Performance Management System (RPMS)?
- 6.1. Prior to the formulation of the PPST, what were the standards for teachers used and how were teacher performance assessed?

- 6.2. How were the [Regional implementers/ Superintendents and Division implementers] capacitated to implement the PPST-aligned RPMS? Please describe the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.
 - 6.2.1. What were the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.?
 - 6.2.2. How effective were the capacity building interventions provided in helping them successfully perform their roles and functions in “rolling-out” or “cascading” the reforms to the lower levels (e.g. Region to Division, Divisions to Principals, Principals to Teachers)?
- 6.3. Do you think that the introduction of the Self-Assessment Tool (SAT), the Classroom Observation Tool (COT) and the Portfolio Assessment for Teachers were useful to principals and teachers? How did these tools help the principals and teachers?
- 6.4. To what extent would the reforms in formulating the Professional Standards for Teachers, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms?

Curriculum and assessment systems (CAS)

7. How were the basic education reforms in curricula (i.e., K to 12 curricula) and assessment implemented across schools in your Region/Division?
 - 7.1. How were the [Regional implementers/ Superintendents and Division implementers] capacitated to implement the reforms in K to 12 curricula and assessment? What were the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.?
 - 7.1.1. How effective were the capacity building interventions provided in helping them successfully perform their roles and functions in “rolling-out” or “cascading” the reforms to the lower levels (e.g. Region to Division, Divisions to Principals, Principals to Teachers)?
 - 7.2. To what extent did the reforms in curriculum and assessment enhance the delivery of Inclusive Education in your Region/Division? Please cite specific examples.
 - 7.3. To what extent would the reforms in curriculum and assessment, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms?

For Superintendents only:

- 7.4. How were the **teachers** capacitated on the implementation of the K-12 curriculum? Please describe the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.

- 7.5. How were the **teachers** capacitated on the implementation of the new assessment framework and guides? Please describe the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.
- 7.6. How effective were the capacity building interventions provided to the **teachers** in helping them successfully deliver quality education at the classroom level?
- 7.7. If capacity building provided are not adequate, what were the remaining gaps?
- 7.8. How is the process of assessing student learning different today that it was five years ago before the start of K to 12?

School-Based Management (SBM)

8. How was the SBM Assessment Framework implemented in your Region/Division/School?
9. How does the current School-Based Management differ from how it was implemented five years? What were the critical differences?
10. How were the [Regional implementers/ Superintendents and Division implementers] capacitated to implement the reforms in the School-Based Management? What were the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.?
- 10.1. How effective were the capacity building interventions provided in helping them successfully perform their roles and functions in “rolling-out” or “cascading” the SBM reforms to the lower levels (e.g. Region to Division, Divisions to Principals, Principals to Teachers)?
11. How significant is the organisation of the School Governance Councils (SG) and the formulation of School Improvement Plans (SIP) in enhancing the responsiveness and inclusiveness of basic education in your Region/Division?
12. To what extent did the reforms in School-Based Management enhance the delivery of Inclusive Education in your Region/Division? Please cite specific examples.
13. To what extent would the reforms in School-Based Management, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

Policy, and planning and monitoring and evaluation systems (PPMES)

14. What were the challenges in policy and planning and monitoring and evaluation in DEPED that were being addressed by the reforms?
15. What were the most significant reforms in Planning and Budgeting in the last five years that had the most impact to the operations in your Region/Division?
16. What were the most significant reforms in Monitoring and Evaluation in the last five years that had the most impact to the operations in your Region/Division?
- 16.1. How significant is the formulation of the Basic Education Monitoring and Evaluation Framework (BEMEF) significant to the enhancement of your operations?

17. To what extent would the reforms in Policy and Planning and Monitoring and Evaluation, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

Unified information system and sub-systems (UISS)

18. To what extent did the reforms in UISS enhance the delivery of responsive education in your Region/Division?
19. How significant are the different information systems in terms of enhancing the overall operations of your Region/Division?
- 19.1. Project Management Information System (PMIS)
 - 19.2. Enhanced Basic Education Information System (EBEIS)
 - 19.3. Learner Information System (LIS)
 - 19.4. Learning Resource (LR) Portal
20. To what extent would the reforms in UISS, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms?

Organisational development (OD)

21. What were the significant reforms relative to **Organisational development (OD)** implemented in your Region/Division in the last five years?
22. How was Continuous Improvement implemented in your Region/Division?
23. To what extent did the reforms in OD enhance the delivery of basic education in your Region/Division? Please cite specific examples.
24. To what extent would the reforms in OD, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

Classroom construction

For RDs/ARDs and Superintendents only:

25. How significant were the additional classroom constructions undertaken in the last five years in addressing the specific requirements in your Region/Division?
26. To what extent would the reforms in classroom construction, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms?

Part 3. General Questions

27. Please describe what were the **different support mechanisms** (e.g., systems, resources, capacity building) that were provided to you and your Region/Division/School in order to ensure the successful implementation of the various basic education reforms?
28. On a scale of 1 to 4 (*with 4 being the highest*), how would you **rate the adequacy of support** provided to you to enable you to implement the following basic education reforms?
29. What other support mechanisms **could have been provided** to you **that have not yet been provided** that can significantly enhanced the implementation of the basic education reforms in your Region/Division/School?
30. With the last five years, how significant were the **increase in decentralisation** of management and accountability in the Regions/Divisions/Schools in DEPED?
- 30.1. How was **decentralisation** of management and accountability implemented in your Region/Division?
- 30.2. What **indicators** should be used to measure the successful implementation of **decentralised management and accountability** to field offices and schools?
31. In your own assessment, how significant are the increases in students' learning outcomes in your Region/Division in the last five years because of the basic education reforms? Please cite specific examples.
32. How significant was the effects of the decentralization of management and accountability to field offices and schools in the last five years because of the basic education reforms? Please cite specific examples.
33. What were the hindering and facilitating factors in your Region/Division in implementing the basic education reforms in practice?

	33.1. What are the hindering factors in the implementation of the following reforms?	33.2. What factors helped in making the basic education reforms successful in your Region/Division?
a. Learning and Development (L&D)		
b. Philippine Professional Standards for Teachers (PPST)		
c. K-12 Curricula and Assessment		
d. School-Based Management		
e. Policy, Planning, Monitoring and Evaluation System		
f. Gender, Disability and Inclusive Education		
g. Organisational Development		

34. What is the likelihood that the basic education reforms will be sustained after the end of the BEST Program? Please cite specific evidences.
35. Please give your recommendations.
- 35.1. What recommendations can you give to sustain the different basic education reforms that were introduced in the last five years?

-End of Questions-

Attachment 1

Please identify the **different support mechanisms** (e.g., systems, resources, capacity building) that were provided to you and your Region/Division/School in order to ensure the successful implementation of the various basic education reforms?

Basic Education Reforms	Check if provided				Others, please write other support provided
	None	Policy	CapDev/ Training	Learning Resources	
1.1. Learning & Development (L&D) systems including various professional development programs for school heads and teachers					
1.2. Philippine Professional Standards for Teachers (PPST)					
1.3. K-12 Curricula and assessment					
1.4. Teacher Induction Program (TIP)					
1.5. School-based Management (SBM)					
1.6. Policy, and planning and monitoring and evaluation systems (PPMES)					
1.7. Unified information system and sub-systems (UISS)					
1.8. Gender Responsive Basic Education					
1.9. Inclusive Education					
1.10. Organisational Development (OD)					

On a scale of 1 to 4 (*with 4 being the highest*), how would you **rate the adequacy of the support** provided to you to enable you to implement the following basic education reforms? Please check appropriate box.

Basic Education Reforms	None 0	Poor 1	Inadequate 2	Adequate 3	More than Adequate 4
1.11. Learning & Development (L&D) systems including various professional development programs for school heads and teachers					
1.12. Philippine Professional Standards for Teachers (PPST)					
1.13. K-12 Curricula and assessment					
1.14. Teacher Induction Program (TIP)					
1.15. School-based Management (SBM)					
1.16. Policy, and planning and monitoring and evaluation systems (PPMES)					
1.17. Unified information system and sub-systems (UISS)					
1.18. Gender Responsive Basic Education					
1.19. Inclusive Education					
1.20. Organisational Development (OD)					

Annex J-4. Guide Questions for BEST Partner Organisation

NOTE: Similar Guide Questions were used for the other BEST Partners but were revised depending on the Respondent. This example is the guide questions for PBSP.

Respondents: Philippine Business for Social Progress (PBSP); ACTRC; RCTQ and PBE

1. Please describe the magnitude of the development problem (i.e., shortage of classrooms) that was existing before the program intervention started (5 or 6 years ago)?
 - 1.1. Which regions/provinces had the most serious problem of classroom shortage?
2. At that time, were there other donors/programs that were responding to this development gap?
 - 2.1. If yes, why were the interventions inadequate?
3. Please describe how the program on classroom construction was implemented? What were the design elements of the classroom construction component of BEST?
 - 3.1. How was it implemented?
 - 3.2. How were the recipient schools selected?
 - 3.3. Are there specific guidelines from DEPED that provides the criteria for which schools should receive classroom assistance?
 - 3.4. How was it monitored? How was it reported?
4. How was the classroom construction component **linked** to the other components of the BEST Program, e.g. School-Based Management?
5. How was the School Building Information System (SBIS) utilised during the implementation of the classroom construction component?
6. Is the School Building Information System (SBIS) a product of BEST?
7. Please describe the classrooms constructed:
 - 7.1. To what extent were the classrooms constructed appropriate to the context of the school sites to address specific learning issues (e.g. with Muslim students)? Please provide evidence.
 - 7.2. To what extent did the classrooms constructed enhance the delivery of gender and Inclusive Education? Please cite specific examples.
 - 7.3. To what extent were the classrooms constructed consistent with the DFAT disability and gender specifications? Please provide evidence.
 - 7.4. To what extent were the selection of schools to be provided with classrooms consistency with the DFAT disability and gender specifications? Please provide evidence.
8. What are the outcomes of classroom construction?
 - 8.1. What were its targets? What are its accomplishments?
9. How does PBSP/Admin Services measure the success of classroom construction? What are its performance indicators? Does it have baseline data?

10. What were the hindering and facilitating factors in the implementation of the classroom construction under the BEST Program?
11. How were lessons from the implementation of the classroom constructed inform policy and practice of DEPED? Please cite specific examples.
12. What is the likelihood that the classrooms constructed will be maintained after the end of the BEST Program? Please cite specific evidence.
13. What recommendations can you give to further enhance the classroom construction component after 2019 or the end of the BEST Program? Will there be another project to continue this intervention?

-End of Questions-

Annex K. FGD Respondents

NATIONAL CAPITAL REGION (NCR)

School ID	Schools/Office	Participants	Sex	Designation / Department
136539	1. Bagong Silang Elementary School	1. Ginalyn M. Mendoza	F	Teacher
		2. Jennifer O. Quintans	F	Teacher
136552	2. Bagumbayan Elementary School	3. Zervie Grace A. Bagasbas	F	Teacher
		4. Selangan E. Hyldgard		Teacher
136483	3. Beata Elementary School	5. Radimer F. Pajilagana	M	Teacher
		6. Sheila G. Tan	F	Teacher
		7. Jenneth P. Salanga	F	Principal
136784	4. Doña Manuela Elementary School	8. Esperanza S. Diana	F	Teacher
136439	5. Isabelo Delos Reyes Elementary School	9. Maria Amihan L. Serra	F	Teacher
		10. Remedios V. Tumbagahin	F	Principal
136440	6. Jose Corazon De Jesus Elementary School	11. Mary Rose N. Del Rosario	F	Teacher
		12. Jose B. Bustillo Jr.	M	Principal
136755	7. Masville Elementary School	13. Chona O. Castor	F	Teacher
		14. Augusto S. Tialiga	F	Teacher

School ID	Schools/Office	Participants	Sex	Designation / Department
136537	8. North Fairview Elementary School	15. Sharon P. Cabardo	F	Teacher
		16. Perlita P. Leabres	F	Teacher
136756	9. Parañaque Elementary School	17. Shirley C. Banjawan	F	Teacher
		18. Jennifer A. Garcia	F	Teacher
136757	10. Parañaque Elementary School Unit II	19. Rubelyn E. Cabarse	F	Teacher
		20. Mildred B. Sarmiento	F	Teacher
		21. Leonida L. Raden	F	Teacher
136756	11. Paranaque Elementary School Unit I	22. Nenita C. Santoluis	F	Teacher
136564	12. Pura V. Kalaw Elementary School	23. Laura T. Casi	F	Teacher
		24. Emily R. Badua	F	Teacher
		25. Wilma C. Masigan	F	Principal
136772	13. Rogelio G. Gatchalian Elementary School	26. Ma. Margaret F. Sacdal	F	Teacher
		27. Maria Criselda E. Marzan	F	Teacher
		28. Marisel C. Urbano	F	Teacher
136510	14. Sto. Cristo Elementary School	29. Teresita L. Erquiza	F	Teacher
		30. Maria Minda L. Flores	F	Teacher

School ID	Schools/Office	Participants	Sex	Designation / Department
		31. Francis Cristy C. Fonacier	F	Principal
226503	15. Talon 3 Elementary School	32. Elizabeth F. Sanchez	F	Teacher
136771	16. Tambo Elementary School	33. Salvacion B. Peroy	F	Teacher
136879	17. Usuan Elementary School	34. Filipina F. Fadriquela	F	Teacher

REGION V

School ID	Schools/Office	Participants	Sex	Designation / Department
173513	1. Alejandro T. Manaog Elementary School	1. Marilyn Brazil	F	Head Teacher III
113051	2. Alteza Elementary School	2. Jocelyn P. Abengoza	F	Teacher III
		3. Jennifer A. Alcantara	F	Principal
112791	3. Bagongbong Elementary School	4. Nida San Luis	F	Officer in Charge
		5. Edesa C. Lavandero	F	Teacher I
112344	4. Balatan Central School	6. Grace Selleza	F	Elementary School Principal II
112920	5. Binauanan Norte Elementary School	7. Emily Vega	F	Teacher in Charge
114340	6. Bulabog Elementary School	8. Agnes Lusuriaga	F	Elementary School Head Teacher I
		9. Catherine B. Riano	F	Teacher I
		10. Jessica G. Ramisan	F	Master Teacher I
114034	7. Bulan South Central School	11. Roque M. Gepiga	M	School Principal II
		12. Nanette G. Grayor	F	Master Teacher I
		13. Jocelyn Ubalde	F	Teacher III

School ID	Schools/Office	Participants	Sex	Designation / Department
112616	Buyo Impact Elementary School	14. Marlyn B. Tamploc	F	Principal I
		15. Ana Ailyn A. Arsuan	F	Teacher II
		16. Ricarda Joevin A. Primo	F	Teacher I
		17. Alvin R. Dominguez	M	Teacher I
		18. Jackielyn P. Bacares	F	Teacher I
112428	Caorasan Elementary School	19. Julie Tercero	F	Officer in Charge
		20. Gladys G. Elaurza	F	Teacher I
		21. Mary Ann S. Sabueto	F	Teacher I
114418	Don Lazara Elementary School	22. Erwin A. Bona	M	Elementary School Head Teacher III
114038	G. Del Pilar Elementary School	23. Darwin Gersalia	M	Elementary School Head Teacher III
		24. Jose T. Gigante Jr.	M	Teacher I
113083	Gabi Elementary School	25. Violeta Lanuza	F	Officer in Charge
		26. Meliza P. Gerona	F	Teacher I
112370	Ha Guballa Elementary School	27. Melchor V. Quiapo	M	Elementary School Head Teacher I
		28. Jenny T. Timado	F	Teacher I
112835	Inapatan Elementary School	29. Amparo Ana-Villa A. Petal	F	School Principal I
112512	Mangayawan Elementary School	30. Eva A. Janiol	F	Teacher II
		31. Leny B. Copioso	F	Teacher I
		32. Shirley V. San Andres	F	Principal I
112818	Nabua Central Pilot School	33. Gertrudes M. Joven	F	School Principal II

School ID	Schools/Office	Participants	Sex	Designation / Department
114089	Ponong Elementary School	34. Marlyn Hubilla	F	School Principal I
		35. Jonalyn C. Hisarza	F	Teacher I
		36. Ladylyn Rixas	F	Teacher II
114563	Sorsogon East Central School	37. Beverly Laban	F	School Principal 3
		38. Mary Geraldine E. Bongon	F	Teacher III
403753	Tigaon Adventist Elementary School	39. Janice C. Buitizon	F	Missionary Volunteer Teacher
		40. Rodrigo M. Aball	F	Missionary Volunteer Teacher
		41. Venus P. Tanay	F	Principal

Schools/Office	Participants	Sex	Designation/Department
Camarines Sur Division Office Personnel	42. Susan G. Antonio	F	Project Development Officer I
	43. Dahlia S. Hallare	F	Budget STAFF
Regional V Office Personnel	44. Evangeline A. Sacula	F	Chief, FTAD
	45. Casius B. Pudigona Jr.	M	TEPS
	46. Sanchia M. Nacion	F	Chief, Human Resource Development Division
	47. Haydee S. Bolivar	F	Chief, Curriculum and Learning Management Division
	48. Charlie B. Tayon	M	SEPS/Policy, Planning and Research Division
	49. Salvador Dayto Jr.	M	ITO/Information and Communication Technology
	50. Maxima Clara Masayao	F	Education Program Supervisor / Curriculum and Learning Management Division
	51. Nora S. Laguda	F	Education Program Supervisor / Curriculum and Learning Management Division
	52. Grace Rabelas	F	Education Program Supervisor / Curriculum and Learning Management Division
	53. Chona P. Duroy	F	Education Program Supervisor / Curriculum and Learning Management Division
	54. Israel F. Parila	M	Education Support Services Division, MO IV
	55. Ronald C. Asis	M	Chief, Education Support Services Division

REGION VI

School ID	Schools/Office	Participants	Sex	Designation / Department
116423	Agtuman Elementary School	1. Emily P. Loria	F	Teacher
		2. Rodendo L. Legayad Jr.	M	Teacher
		3. Hazel L. Castillo	F	Principal
116235	Bacjawan Sur Elementary School	4. Jana Jane R. Parreñas	F	Teacher
		5. Corazon I. Lanila	F	Teacher
		6. Edna Lyn A. Villarias	F	Teacher
		7. Nikki Hyacinth A. Saromenez	F	Teacher
		8. Sharen A. Azucena	F	Teacher
		9. Nelfa D. Roldan	F	Teacher
		10. Noeme Desamero	F	Principal
115982	Dangulaan Elementary School	11. Shayne S. Moleje	F	Teacher
		12. Jeanie F. Palista	F	Teacher
		13. Rosel J. Bañon	F	Teacher
114665	Dingle Central Elementary School	14. Brendo S. Mondia	M	Principal II
		15. Divina A. Famucol	F	Public Schools District Supervisor
115219	Durog Elementary School	16. Cestin Kenneth Grijalde-Siacor	F	Teacher
		17. Bonnette Siacor	M	Teacher
		18. Medolito H. Hiponia	M	Principal
116349	Estancia Central Elementary School	19. Jonathan V. Torres	M	Teacher III

School ID	Schools/Office	Participants	Sex	Designation / Department
116704	Gines-Quinolpan Elementary School	20. Glaiza P. Ordejan	F	Teacher
		21. Sonia L. Sobremisana	F	Teacher
		22. Romie C. Pacardo	M	Principal
114942	Iba Elementary School	23. Fredenil V. Clarito	M	Teacher
		24. Castora P. Baguna	F	Teacher
		25. Felisa R. Aguillon	F	Teacher
		26. Wilma A. Galven	F	Teacher
		27. Benedicto L. Alvarez	M	Principal
115321	Initan Elementary School	28. Joy M. Veñegas	F	Teacher
		29. Judyzyn C. Samillano	F	Teacher
		30. Mary Jane M. Sebollen	F	Teacher
		31. Susie E. Mariano	F	Principal
116186	Jaycon Elementary School	32. Grace P. Perez	F	Teacher
		33. Junjen L. Palomar	M	Teacher
		34. Ely C. De Leon	M	Principal
116430	Jorog Elementary School	35. Rosemarie G. Perez	F	Teacher
		36. Sanny Joy M. Lebona	F	Teacher
		37. Ma. Corazon L. Chiva	F	Principal
116783	Malapaya Elementary School	38. Geneve E. Padios	F	Teacher
		39. Florence S. Acayang	F	Teacher
		40. Valentin P. Coronado	M	Principal

School ID	Schools/Office	Participants	Sex	Designation / Department
		Jr.		
116549	Mandog Elementary School	41. Jema Fruto	F	Teacher
		42. Ray Chelle Torion	M	Teacher
		43. Zarah May Clanoto	F	Principal
115327	Nagdayao Elementary School	44. Guia M. Mamades	F	Teacher
		45. Verginia E. Dioso	F	Teacher
		46. Anita L. Gevla	F	Teacher
		47. Arnulfo A. Batiao	M	Principal
116340	1. P.D. Monfort Central T-S	48. Marie Jine B. Bautista	F	Master Teacher I
116021	Quiasan Elementary School	49. Mary Rose V. Yase	F	Teacher
		50. Era B. Del Castillo	F	Teacher
		51. Helen G. Francisco	F	Principal
115285	Sebaste Central School	52. Rowen C. Azucena	M	Teacher
		53. Gemaima Joy B. Aloncagay	F	Teacher
		54. Marde V. Alian	F	Teacher
		55. Gina J. Dela Cruz	F	Principal
115187	Tamayoc Elementary School	56. Vilma A. Valdez	F	Teacher
		57. Georgie B. Sepaspe	M	Teacher
		58. Dolores T. Orticio	F	Teacher
		59. Anabel A. Otico	F	Principal

Schools/Office	Participants	Sex	Designation/Department
DIVISION OFFICE-ILOILO CITY	60. Ann Lovelle D. Faja	F	Administrative Assistant /ADA VI
	61. Ruby Therese D. Almencion	F	Education Program Support I
	62. Marites C. Capilitan	F	Public Schools Division Supervisor
	63. Gilbert D. Solidum	M	CES-School Governance and Operations Division
Dumangas-I District	64. Zaldy C. Quilantang	M	Public Schools Division Supervisor
SDO ILOILO	65. Marites S. Capilitan	F	Education Program Supervisor I
	66. Ruby Therese P. Almencion	F	Education Program Supervisor I
	67. Kim S. Arceña	F	Education Program Supervisor I
	68. Ruben S. Libutaquo	M	OIC Curriculum Implementation Division
Division Office -Antique	69. Evelyn C. Rento	F	CES

Schools/Office	Participants	Sex	Designation/Department
	70. Ma. Teresa S. Tunguia	F	Education Program Supervisor
	71. Rosemay C. Bello	F	Senior Education Program Specialist
	72. Gaudencio C. Riego	M	CES-Curriculum Implementation Division
	73. Benito G. Baclagon, Jr	M	Administrator / AD V
	74. Grace S. Genovati	F	Administrator/AD IV
	75. Geoffrey Basilio	M	Senior Education Program Specialist
	76. Schubert Anthony C. Sialongo	M	Education Program Supervisor - LRMDs
	77. Jenie Jacaba	F	Administrative Assistant / ADAS III
Regional Office -Iloilo City	78. Donato G. Delgado	M	Chief, Quality Assurance Division
	79. Eulah L. Acosta	F	Education Program Supervisor II - Policy, Planning and Research Division
	80. Donald T. Genine	M	Education Program Supervisor – Curriculum Learning and Management Division
	81. Noel Donell Y. Narida	M	Information and Communications Technology
	82. Rovel R. Salcedo	F	Education Program Supervisor – Curriculum Learning and Management Division

Schools/Office	Participants	Sex	Designation/Department
	83. Jude Thaddeus I. Iledan	M	Education Program Supervisor/OIC – Field Technical Assistance Division
	84. Jerry A. Oquerdo	M	Education Program Supervisor – Curriculum Learning and Management Division
	85. Wendyl Mae Villaprodente	F	Project Development Officer III
	86. Amelita C. Pitalgo	F	Education Program Supervisor/OIC – Education Support Service Division
	87. Susan P. Severino	F	Education Program Supervisor/OIC – Chief, Human Resource Development Division

REGION VII

School ID	Schools/Office	Participants	Sex	Designation / Department
119212	Cabungaan Elementary School	1. Melanie J. Baltonado	F	Principal
		2. Shiela N. Rojo	F	Teacher
117938	Cagongcacong Elementary School	3. Renato P. Luna	M	Teacher
		4. Rowena P. Luna	F	Teacher
		5. Michell G. Ampalayo	F	Teacher
118852	Candua Elementary School	6. Amelia N. Lagat	F	Teacher
		7. Marlin B. Nambatac	F	Teacher
		8. Yeda Monic T. Balatero	F	Teacher
119516	Cepoc Central Elementary School	9. Antonio Q. Rimas	M	Teacher
		10. Diocresa D. Alicante	F	Principal

School ID	Schools/Office	Participants	Sex	Designation / Department
119464	Daanlungsod Elementary School	11. Ivan Lie B. Noynay	M	Principal
		12. Meraquilin B. Ochea	F	Teacher
118275	Dimiao Central School	13. Ethelinda S. Laguitao	F	Teacher
		14. Grace B. Tagasling	F	Teacher
		15. Arlene D. Hamoay	F	Teacher
119997	Mandaue City Central	16. Claribel P. Colipapa	F	Teacher
		17. Maridel L. Oblad	F	Principal
119447	Montañeza Elementary School	18. Dinah C. Dela Peña	F	Teacher
		19. Annalyn A. Carredo	F	Principal
119871	Tisa II Elementary School	20. Honey Riza V. Yu Vega	F	Teacher
		21. Maria Daisy P. Taripus	F	Teacher
		22. Reggie Lou T. Savior	F	Teacher
		23. Darin F. Nabinga	F	Teacher
		24. Regine P. Lagrimas	F	Teacher
		25. Maricar E. Palomo	F	Teacher
187030	1. Inoburan Elementary School	26. Floreste P. Sayan	F	Teacher
		27. Mary Jesenine B. Abasolo	F	Principal
	Division of Bohol	28. Carmela M. Restifical	F	Curriculum and Learning Management Division

School ID	Schools/Office	Participants	Sex	Designation / Department
		29. Alodia M. Calunsag	F	Finance
		30. Jan Jayryll B. Borja	M	Human Resource Management Officer
		31. Desiderio V. Pengero	M	School Governance and Operations Division
	Region 7 office	32. Elaine F. Perfecto	F	Curriculum and Learning Management Division
		33. Maurita F. Ponce	F	Curriculum and Learning Management Division
		34. Juanita F. Nezapatu	F	Curriculum and Learning Management Division
		35. Cesar A. Restauero Jr.	M	Curriculum and Learning Management Division
		36. Ranilo L. Edar	M	Education Support Services Division
		37. Doris F. Esmero	F	Field Technical Assistance Division
		38. Czar Augustus P. Ariza	M	Field Technical Assistance Division
		39. Victor V. Yntig	M	Human Resource Development Division
		40. Mitchelin L. Micabani	F	Human Resource Development Division
		41. Ricky S. Yabo	M	Human Resource Development Division
		42. Rosario M. Pagai Jr.	M	Human Resource Development Division
		43. Ruselle S. Aguilar	M	Human Resource Development Division
		44. Kristian Pondar	M	Information Communication Technology Unit
		45. Joan Mosquera	F	Legal

School ID	Schools/Office	Participants	Sex	Designation / Department
		46. Rey P. Tan	M	Policy, Planning and Research Division
		47. Maria Delia Minoza	M	Public Schools Division Supervisor

REGION VIII

School ID	Schools/Office	Participants	Sex	Designation / Department
120907	Balocawehay Central School	1. Marcela D. Cahabit	F	Master Teacher I
		2. Marilyn A. Vega	F	Master Teacher I
122759	Batiawan Elementary School	3. Cristy B. Lebrilla	F	Teacher
		4. Leonilo C. Ladio	M	Teacher
		5. Norberto T. Hilario	M	Principal
122343	Beta-Og Elementary School	6. Noel A. Dacuno	M	Teacher In Charge
120890	Canmarating Elementary School	7. Milky O. Estella	F	Principal II
121345	Dulag Sped	8. Daryl A. Fernandez	F	Teacher III
		9. Riza R. Requinllo	F	Teacher i
		10. Patricia D. Herbese	F	Officer in Charge
120891	Gabaldon Central School	11. Flordeliza G. Capa	F	Master Teacher I
		12. Francisco R. Tupa	M	Principal 2
121968	Hinabuyan Central School	13. Jonnah H. Regañon	F	Teacher III
121408	Hindang Central School	14. Rowena C. Aberca	F	Teacher III
		15. Victoria A. Remoto	F	Principal II
120930	Maitum Elementary School	16. Marilyn A. Tupa	F	Principal
122697	Malbog Elementary School	17. Dyna G. Macabocsit	F	Teacher in Charge

School ID	Schools/Office	Participants	Sex	Designation / Department
122598	Naubay Elementary School	18. Amalia B. Baguis	F	Master Teacher I
122668	Oras West Elementary School	19. Wigberto M. Porombaba	M	Principal
121365	Owak Elementary School	20. Angeline N. Tandaan	F	Teacher 3
121680	Pong-On Elementary School	21. Crispicia P. Paz	F	
121732	Puerto Bello Elementary School	22. Aquilino B. Matugas	M	Principal 2
		23. May Edna H. Alangco	F	Teacher 3
121373	Tagnate Elementary School	24. Elmer C. Zarate	M	Teacher I
122530	Victory Elementary School	25. Ronalyn G. Calumpiano	F	Teacher
		26. Rubilyn C. De Asis	F	Teacher
	EASTERN SAMAR DIVISION	27. Robert C. Guira	M	Education Program Supervisor – Math, CID
		28. Marcosa A. Lavado	F	Education Program Supervisor – English, CID
		29. Rhea N. Coles	F	Education Program Supervisor – Science, CID
	LEYTE DIVISION	30. Socorro B. Ausa	F	Education Program Supervisor – Science, CID
		31. Arlita V. Labaclado	F	Education Program Supervisor – English, Curriculum Implementation Division
		32. Grace G. Villanueva	F	Education Program Supervisor

School ID	Schools/Office	Participants	Sex	Designation / Department
		33. Gina P. Diloy	F	Education Program Supervisor – Math
		34. Loreta A. Gulariza	F	District Supervisor
	REGIONAL 8 OFFICE	35. Reynaldo E. Naire	M	Education Program Supervisor
		36. Sarah S. Cabaluna	F	Education Program Supervisor
		37. Dean M. Endriaro	M	Education Program Supervisor
		38. Amenia C. Aspa	F	Education Program Supervisor
		39. Susana G. Achin	F	Education Program Supervisor
		40. Rhodora V. Sison	F	Chief, Quality Assurance Division
		41. Ryan T. Tiu	M	Education Program Supervisor

REGION X

	Participants	Sex	Designation / Department
	1. Janice E. Gonzales	F	Principal
	2. Grace Jampit	F	Teacher I
	3. Farah Grace A. Llagas	F	Teacher I
	4. Maria Lodel C. Dodong	F	Teacher I
	5. Arnel J. Apiag	M	Master Teacher I
	6. Glaiza Pimentel	F	Teacher I
	7. Glenda Jean O. Agbalog	F	Teacher I
	8. Arnel J. Apiag	M	Master Teacher I

	Participants	Sex	Designation / Department
	9. Alma B. Penonia	F	ES Principal II
	10. Narcisa C. Estrata	F	Teacher I
	11. Chenny Ann D. Salas	F	Teacher I
	12. Mary Rose M. Santander	F	Teacher I
	13. Sydney Lee M. Navares	F	Teacher I
	14. Airene O. Suan	F	Master Teacher I
	15. Genelita E. Aclo	F	Teacher I
	16. Maria Cecilia G. Labata	F	Teacher II
	17. Jasmin V. Lareta	F	Teacher I
	18. Jerrylyn C. Addian	F	Teacher I
	19. Gleza B. Lumajang	F	Teacher I
	20. Christel Melanie H. Lagrasas	F	Head Teacher I
	21. Raymund Iglesia	M	Teacher I
	22. Hannah Mae A. Modriago	F	Teacher I
	23. Lorien J. Magallanes	M	Teacher I
	24. Marichelle F. Saga	F	Principal I
	25. Daisy D. Lu	F	Master Teacher I
	26. Ma. Nenia C. Jaraula	F	Teacher III
	27. Joel P. Lariba	M	Principal I
	28. MALOU Y. VILLA	F	Teacher I
	29. Allin L. Cabasan	F	Teacher I
	30. Lilani L. Alcala	F	Teacher I

	Participants	Sex	Designation / Department
	31. Noel Macabodbod	M	Principal I
	32. Maria Sheila S. Dingson	F	Teacher I
	33. Mark John A. Valencia	M	Teacher I
	34. Letecia L. Oga	F	Principal 1
	35. Rey Misael S. Da-Abay	M	Teacher I
	36. Marianne C. Cajilla	F	Teacher I
	37. Elsie Ann S. Viovicente	F	Teacher I
	38. Felipe Z. Labial	M	Head Teacher III
	39. Mary Joy Salvacion	F	Teacher I
	40. Marissa S. Guibone	F	Teacher I
	41. Ma. Elaine T. Echeveria	F	Teacher I
CAGAYAN DE ORO Division	42. Romiel S. Vallente	M	Administrative Officer – V (Budget)
	43. Lorebina C. Carrasco	F	OIC Chief / EPS – Curriculum Implementation Division
	44. Eleanor Consejo H. Rollan	F	Education Program Specialist II – M&E
	45. Cynthia V. Yañez	F	Public Schools District Supervisor
	46. Arnel A. Calubag	F	Accountant III
Region 10 Office	47. Angelina B. Binaron	F	Education Program Supervisor –Curriculum and Learning Management Division
	48. Elesio M. Maribao	M	Education Program Supervisor – Curriculum and Learning Management Division

	Participants	Sex	Designation / Department
	49. Grace N. Quiblat	F	Education Program Supervisor – Policy, Planning and Research Division
	50. Gina F. Labitad	F	Education Program Supervisor – Human Resource Development Division
	51. Rolando Acoriba Jr	M	Education Program Supervisor – Human Resource Development Division
	52. Neil A. Imprego	M	Education Program Supervisor
	53. Marisa M. Manapig	F	Education Program Supervisor – Field Technical Assistance Division
	54. Benz Tagrinos	M	Education Program Supervisor – Gender and Development
	55. Nick C. Panares	M	Education Program Supervisor – Curriculum and Learning Management Division
	56. Reinante Noel Foaceio	M	Education Program Supervisor – Gender and Development
	57. Ana Belen S. Maniz	F	Education Program Supervisor – Policy, Planning and Research Division

Annex L. FGD Guide Questions

Annex L-1. Guide Questions for Regional/Division Office respondents

1. In your opinion, what were the development problems or educational gaps that were existing **five years ago** that was intended to be addressed by the basic education reforms? In other words, why were the different basic education reforms necessary? Which ones were critical in your Region/Division?
2. What do you think were the development problems or educational gaps that were being address by the basic education reforms? Why were the different program interventions necessary?
3. Please describe how each of the different basic education reforms was implemented or is being implemented in **your Region/Division**?

3.1. Learning & Development (L&D) systems

- 3.1.1. Please explain how the L&D trials were implemented in your Region/Division? What were the requirements?
- 3.1.2. Who is eligible to receive L&D? How often is this given or made available?
- 3.1.3. Do L&D recipients have to do anything in return for L&D?
- 3.1.4. Do you implement L&D at your level even without instructions from your superiors (or the DepED level above you)?
- 3.1.5. How do you measure the successful implementation of L&D in your Region/Division?

3.2. Philippine Professional Standards for Teachers (PPST)

- 3.2.1. How was the PPST implemented in your Region/Division? What is its link to the Results-based Performance Management System (RPMS)?
- 3.2.2. Do you find the Classroom Observation Tool (COT) effective for assessing teacher performance? Why or why not?
- 3.2.3. How did you assess teacher performance before the introduction of the COT?
- 3.2.4. Do you think that the Self-Assessment Tool (SAT) useful to teachers? Why or why not?
- 3.2.5. Do you think that the LAC, session guides, and other learning materials useful to teachers? Why or why not?
- 3.2.6. Do you think that the current PPST useful for improving the delivery of basic education? Why or why not? How do you measure the successful implementation of PPST?

3.3. Curriculum and assessment systems (CAS)

- 3.3.1. How is a curriculum is developed and rolled out across DepED schools and grade levels in your Region/Division?
- 3.3.2. How are student assessments developed and rolled out across DepED schools and grade levels in your Region/Division? Who is responsible for preparing assessment criteria? What about test questions?
- 3.3.3. How is the process of curriculum and assessment different today that it was five years ago

before the start of the BEST Program?

3.3.4. How do you measure the successful implementation of CAS?

3.4. Teacher pre-service quality improvement (TPQI)

3.4.1. How did the reforms in the teacher pre-service/in-service affect your Region/Division?

3.4.2. How was the Philippine Professional Standards for Teachers linked with the Teacher Induction Program (TIP)?

3.5. School-Based Management (SBM)

3.5.1. How were the performance of schools assessed five years ago, prior to the creation of the School-Based Management system?

3.5.2. How was the SBM Assessment Framework implemented in your Region/Division? Were there any challenges encountered when implementing this reform?

3.5.3. Do you have functioning the School Governance Councils (SGCs) in your Region/Division?

3.5.4. How do you find the SBM Assessment Tool? Is it useful? Does it provide you with an effective way to determine the performance of schools in your Region/Division?

3.5.5. Please describe how you formulate your School Improvement Plan (SIP)? Is the SIP useful to you as a Sector Manager? Why or why not?

3.5.6. How significant is the organisation of the School Governance Councils (SGC) and the formulation of School Improvement Plans (SIP) in enhancing the delivery of responsive basic education in your Region/Division?

3.5.7. Overall, did SBM enhance decentralised management and accountability to Region/Division and schools in DEPED?

3.6. Policy, and planning and monitoring and evaluation systems (PPMES)

3.6.1. How was **policy and planning** undertaken five years ago, prior to the basic education reforms? What were the challenges in policy and planning then?

3.6.2. How did the reforms in Planning and Budgeting improved the operations in your Region/Division?

3.6.3. How do you conduct Strategic Planning for your Region/Division?

3.6.4. How was **monitoring and evaluation** implemented five years ago, prior to the basic education reforms?

3.6.5. Are you familiar with the Basic Education Monitoring and Evaluation Framework (BEMEF)?

3.6.6. How did the reforms in Monitoring, Evaluation and Adjustment improved the operations in your Region/Division?

3.6.7. How useful are the PPMES reforms to you as a Sector Manager?

3.7. Unified information system and sub-systems (UISS)

3.7.1. How accessible and useful are the different information systems in terms of enhancing the overall operations of your Region/Division?

3.7.1.1. Project Management Information System (PMIS)

3.7.1.2. Enhanced Basic Education Information System (EBEIS)

- 3.7.1.3. Learner Information System (LIS)
- 3.7.1.4. Learning Resource (LR) Portal
- 3.7.2. Do you use the Enhanced Basic Education Information System (EBEIS)? Is it easy to access? Is it useful to you as a Sector Manager?
- 3.7.3. Do you use the Learning Information System? Is it easy to access? Is it useful to you as a Sector Manager?
- 3.7.4. Do you use the Learning Resource Portal? Is it easy to access? Is it useful to you as a Sector Manager?
- 3.7.5. How should you measure the successful implementation of these new information systems?

3.8. Gender, disability and social inclusion (GEDSI)

- 3.8.1. Does your Region/Division have a formal program to make sure boys and girls have every opportunity to attend school?
- 3.8.2. Does your Region/Division have a formal program to make sure that children with disabilities (CWD) have every opportunity to attend school?
- 3.8.3. Does your Region/Division have a formal program to make sure that Muslim children/ IP children/special groups of children have every opportunity to attend school?
- 3.8.4. Does your Region/Division have multi-grade classes? (If so, ask similar probing questions to get details.)
- 3.8.5. Does your Region/Division have a functioning Gender Focal Point System in school? Is this system useful to you as a Sector Manager?
- 3.8.6. What do you do in your Region/Division when you have a low percentage of CWDs/IPs/Muslim students enrolled in your schools?
- 3.8.7. What indicators do you use to measure the successful implementation of GRBE in your Region/Division?
- 3.8.8. What indicators do you use to measure the successful implementation of Inclusive Education in your Region/Division?

3.9. Organisational development (OD)

- 3.9.1. How was Continuous Improvement implemented in your Region/Division?
- 3.9.2. How did the reforms in the Results-based Performance Management System (RPMS) affect your Region/Division?
- 3.9.3. What indicators do you use to measure the successful implementation of CI projects in your Region/Division?

3.10. Classroom construction (Only for schools with classroom construction)

- 3.10.1. How significant were the additional classroom constructions undertaken in the last five years in addressing the specific requirements in your Region/Division?

- 4. What were the **different support mechanisms** (e.g., systems, resources, capacity building) that were provided to your Region/Division in order to ensure the successful implement the basic education reforms?

4.1. *Note: mention each of the basic education reforms (or program interventions) listed below.*

5. On a scale of 1 to 4 (with 4 being the highest), how would you rate the adequacy of support provided to your Region/Division to enable you to implement the different basic education reforms?
6. What other support mechanisms could have been provided to you [WISH LIST] that could have significantly enhanced the implementation of the basic education reforms in your Region/Division?
7. What is your understanding of inclusive education?
 - 7.1. Are you familiar with DEPED's Inclusive Education Framework? Can you describe it?
 - 7.2. How is inclusive education implemented in your Region/Division?
 - 7.3. What challenges do you experience in terms of implementing inclusive education in your Region/Division?
 - 7.4. How do you measure the successful implementation of inclusive education in your Region/Division?
8. What is your understanding of responsive education?
 - 8.1. What is the difference of inclusive education with responsive education?
 - 8.2. How do you measure the successful implementation of responsive education in your Region/Division?
9. In the last five years, do you think there has been a significant increase in decentralisation of management and accountability to the Region/Division and schools in DEPED?
 - 9.1. Do you think that ROs and DOS have been given greater freedom in introducing basic education reforms in their respective Regions/Divisions?
 - 9.2. Do you think that principals/school heads have been given greater freedom in managing their schools and in delivering learning outcomes in their area?
 - 9.3. Do you think that teachers have been given greater freedom in designing their own curriculum? Are they able to introduce changes in the curriculum?
 - 9.4. Do you think feel recommendations of lower authorities (e.g. principals/school heads) are supported and given importance by the next higher management? What about higher authorities in the education sector?
- 10. What were the hindering and facilitating factors to in your Region/Division in implementing the basic education reforms in practice?**

Note: mention each of the basic education reforms (or program interventions) listed below.

- 10.1. Overall, what factors helped in making the basic education reforms successful in your Region/Division?
- 10.2. How do the different stakeholders participate in reforming the basic education sector?
- 10.3. How were students involved in designing, implementing and assessing the basic education reforms implemented in your Region/Division? Were they given sufficient opportunity to participate? Why or why not?
- 10.4. How were parents involved in designing, implementing and assessing the basic education reforms implemented in your Region/Division? Were they given sufficient opportunity to participate? Why or why not?

- 10.5. Do you think that parents are given sufficient opportunity to participate in implementing basic education reforms in the Region/Division? Why or why not?
11. How significant are the improvements in students' learning outcomes in your Region/Division in the last five years? Please give specific examples.
12. How significant was the improvements in the decentralisation of management and accountability to field offices and schools in your Region/Division in the last five years? Please give specific examples.
13. What is the likelihood that the basic education reforms be sustained (such as the LAC, the GEDSI, the SBM, etc.) even after the end of the BEST Program? Please cite specific evidences.
14. What recommendations can you give to sustain the different basic education reforms that were introduced in the last five years?

Thank you very much for your active participation.

Good luck on the implementation of the basic education reforms in your school.

Annex L-2. Guide Questions for Principals and School Heads

Part 1. Context

1. In your opinion, what were the development problems or educational gaps that were existing five years ago (prior to BEST) that was intended to be addressed by the basic education reforms? In other words, why were the different basic education reforms necessary? Which ones of these education gaps were critical in your School?

Part 2. Assessment of Different BEST Program Interventions

Please describe how each of the different basic education reforms were implemented or are being implemented in your school?

Gender, disability and social inclusion (GEDSI)

2. Please describe how **Inclusive Education (IE)** is implemented in your school and your classroom?
 - a. Are you familiar with DEPED's Inclusive Education Framework? Please describe it.
 - b. Does your school have a formal program to make sure that children with disabilities (CWD) have every opportunity to attend school? Can you describe briefly the key features of this program?
 - c. Does your school have a formal program to make sure that Muslim children/ IP children/special groups of children have every opportunity to attend school? Can you describe briefly the key features of this program?
 - d. Does your school have multi-grade classes? Can you describe briefly the key features of this program?
 - e. Are you using inclusive learning materials in your school? Why or why not? Are these sufficient for your needs?
 - f. What challenges do you experience in terms of implementing IE?
 - g. What indicators do you use to measure the successful implementation of Inclusive Education in your school?
3. Please describe how **Gender-Responsive Basic Education (GRBE)** is implemented in your school and your classroom?
 - a. Does your school have a formal program to make sure boys and girls have every opportunity to attend school? Can you describe briefly the key features of this program?
 - b. Do you have a functioning Gender Focal Point System in school? Is this system useful to you as a teacher?
 - c. Are you using gender sensitive learning materials in your school? Why or why not? Are these sufficient for your needs?
 - d. What challenges do you experience in terms of implementing GRBE?
 - e. What indicators do you use to measure the successful implementation of GRBE in your school?

4. What is the difference of inclusive education with responsive education?
5. What do you do in your school when you have a very small percentage of students in any this/these sub-sectors in your school(s)?

Learning & Development (L&D) systems

6. Can you please describe what the Learning & Development (L&D) System is?
 - a. What are the different sub-systems of L&D? Please describe what each system does (processes) and what is produced (outputs) from each sub system.
 - b. Within the last five years, have you ever participated in any of the system (L&D or T&D) processes or any activity, conducted to identify your professional development needs as a teacher? What were those activities?
 - c. Is the L&D system important to your teaching practice? If yes, in what concrete ways?
 - d. Can you please describe what the Learning Action Cell (LAC) is? How useful is the LAC to you as a teacher?

Philippine Professional Standards for Teachers (PPST)

7. Can you please describe your understanding of the Philippine Professional Standards for Teachers (PPST)?
 - a. Are you familiar with the 12 priority indicators of the PPST on which RPMS tools and processes are based?
 - b. Do you find the Self-Assessment Tool (SAT) useful to teachers? Why or why not?
 - c. Do you find the Classroom Observation Tool (COT) effective for assessing teacher performance? Why or why not?
 - d. How was teacher performance assessed before the introduction of the COT in the RPMS?
 - e. How was the Philippine Professional Standards for Teachers linked with the Teacher Induction Program (TIP)?
 - f. How useful were the Teacher Induction Program (TIP) modules for you as a Principal?
 - g. Do you think that the current PPST is useful for improving the delivery of basic education? Why or why not?

Curriculum and assessment

8. How were you capacitated to implement the reforms in K to 12 curricula?
 - a. Was the capacity building you received adequate? If not, in what ways can capacity building on the curriculum be improved? What areas would need additional capacity building on?
 - b. What resources (curriculum guides, lesson plans, etc.) were helpful to you in implementing the K to 12 curricula?
9. How were you capacitated to implement the reforms in student assessments?
 - a. How are periodical tests developed in your school? By individual teachers? By department?

- b. Are there achievement tests in your division? _____ Region _____?
- c. If yes, who develops the questions for these tests? How are they administered?
- d. Do you use formative assessment in your teaching? How often?
- e. Is the curriculum in your subject area different today from what it was five years ago before the start of the BEST Program? If yes, in what ways?
- f. How would you measure the successful implementation of the K to 12 curricula?

School-Based Management

- 10. Can you please describe your understanding of the reforms in the School-Based Management (SBM)?
 - a. How does the current School-Based Management differ from how it was implemented five years? What were the critical differences?
- 11. How were you capacitated to implement the SBM Assessment Framework?
 - a. What were the mode of training (formal training, job training, peer study, self-study etc.), length of capacity building, who provided the training, etc.?
 - b. How effective were the capacity building interventions provided in helping you successfully perform your role and function in “rolling-out” or “cascading” the SBM reforms in your school?
- 12. How significant is the organisation of the School Governance Councils (SG) and the formulation of School Improvement Plans (SIP) in enhancing the responsiveness and inclusiveness of basic education in your Region/Division?
- 13. To what extent did the reforms in School-Based Management enhance the delivery of Inclusive Education in your Region/Division? Please cite specific examples.
- 14. To what extent would the reforms in School-Based Management, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

Policy, and planning and monitoring and evaluation systems (PPMES)

- 15. Can you please describe your understanding of the reforms in the Planning and Budgeting and its effect on your school operations?
- 16. How were you capacitated to implement the reforms in PPMES?
 - a. Was the capacity building you received adequate? If not, in what ways can capacity building on the curriculum be improved? What areas would need additional capacity building on?
 - b. What resources (curriculum guides, lesson plans, etc.) were helpful to you in implementing the K to 12 curricula?
- 17. What were the most significant reforms in Monitoring and Evaluation in the last five years that had the most impact to the operations in your school?
 - a. How significant is the formulation of the Basic Education Monitoring and Evaluation Framework (BEMEF) significant to the enhancement of your operations?

- b. Was the capacity building you received adequate? If not, in what ways can capacity building on the curriculum be improved? What areas would need additional capacity building on? What resources (curriculum guides, lesson plans, etc.) were helpful to you in implementing the Monitoring and Evaluation and Adjustment (MEA)?
18. To what extent would the reforms in Policy and Planning and Monitoring and Evaluation, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

Unified information system and sub-systems (UISS)

19. How accessible and useful are the different information systems in terms of enhancing the overall operations of your School?
- a. Do you use the Project Management Information System (PMIS)? Is it easy to access? Is it useful to you as a Principal?
 - b. Do you use the Enhanced Basic Education Information System (EBEIS)? Is it easy to access? Is it useful to you as a Principal?
 - c. Do you use the Learning Information System? Is it easy to access? Is it useful to you as a Principal?
 - d. Do you use the Learning Resource Portal? Is it easy to access? Is it useful to you as a Principal?

Organisational development (OD)

20. Can you please describe the different reforms relative to Organisational Development in the last five years? How did it affect the operations of your school?
21. How did the Rationalisation Plan affect your capacity to delivery Responsive and Inclusive Basic Education in your area?
22. How was Continuous Improvement (CI) implemented in your School? If you have any CI activities, can you please describe it?
- a. What indicators do you use to measure the successful implementation of CI projects in your school?
- 23. What were the hindering and facilitating factors to in your School in implementing the different basic education reforms in practice?**
24. How significant are the improvements in students' learning outcomes in your School in the last five years? Please give specific examples.
25. What is the likelihood that the basic education reforms will be sustained after the end of the BEST Program? Please cite specific evidences of how it will be sustained
26. What recommendations can you give to sustain the different basic education reforms that were introduced in the last five years?

Thank you very much for your active participation.

Good luck on the implementation of the basic education reforms in your school.

Annex L-3. Guide Questions for Teachers

1. In your opinion, what were the development problems or educational gaps that were existing five years ago (prior to BEST) that was intended to be addressed by the basic education reforms? In other words, why were the different basic education reforms necessary? Which ones of these education gaps were critical in your School?
2. Please describe how each of the different basic education reforms were implemented or are being implemented in your school?

Gender, disability and social inclusion (GEDSI)

3. Please describe how **Inclusive Education (IE)** is implemented in your school and your classroom?
 - 3.1. Are you familiar with DEPED's Inclusive Education Framework? Please describe it.
 - 3.2. Does your school have a formal program to make sure that children with disabilities (CWD) have every opportunity to attend school? Can you describe briefly the key features of this program?
 - 3.3. Does your school have a formal program to make sure that Muslim children/ IP children/special groups of children have every opportunity to attend school? Can you describe briefly the key features of this program?
 - 3.4. Does your school have multi-grade classes? Can you describe briefly the key features of this program?
 - 3.5. Are you using inclusive learning materials in your school? Why or why not? Are these sufficient for your needs?
 - 3.6. What challenges do you experience in terms of implementing IE?
 - 3.7. What indicators do you use to measure the successful implementation of Inclusive Education in your school?
4. Please describe how **Gender-Responsive Basic Education (GRBE)** is implemented in your school and your classroom?
 - 4.1. Does your school have a formal program to make sure boys and girls have every opportunity to attend school? Can you describe briefly the key features of this program?
 - 4.2. Do you have a functioning Gender Focal Point System in school? Is this system useful to you as a teacher?
 - 4.3. Are you using gender sensitive learning materials in your school? Why or why not? Are these sufficient for your needs?
 - 4.4. What challenges do you experience in terms of implementing GRBE?
 - 4.5. What indicators do you use to measure the successful implementation of GRBE in your school?
5. What is the difference of **inclusive education** with **responsive education**?

6. What do you do in your school when you have a very small percentage of students in any this/these sub-sectors in your school(s)?

Learning & Development (L&D) systems

7. Can you please describe what the Learning & Development (L&D) System is?
- 7.1. What are the different sub-systems of L&D? Please describe what each system does (processes) and what is produced (outputs) from each sub system.
- 7.2. Within the last five years, have you ever participated in any of the system (L&D or T&D) processes or any activity, conducted to identify your professional development needs as a teacher? What were those activities?
- 7.3. Is the L&D system important to your teaching practice? If yes, in what concrete ways?
- 7.4. Can you please describe what the Learning Action Cell (LAC) is? How useful is the LAC to you as a teacher?

Philippine Professional Standards for Teachers (PPST)

8. Can you please describe your understanding of the Philippine Professional Standards for Teachers (PPST)?
9. Are you familiar with the 12 priority indicators of the PPST on which RPMS tools and processes are based?
10. Do you find the Self-Assessment Tool (SAT) useful to teachers? Why or why not?
11. Do you find the Classroom Observation Tool (COT) effective for assessing teacher performance? Why or why not?
12. How was teacher performance assessed before the introduction of the COT in the RPMS?
13. How was the Philippine Professional Standards for Teachers linked with the Teacher Induction Program (TIP)?
14. Do you think that the current PPST is useful for improving the delivery of basic education? Why or why not?

Curriculum and assessment

15. How were you capacitated to implement the reforms in K to 12 curricula?
- 15.1. Was the capacity building you received adequate? If not, in what ways can capacity building on the curriculum be improved? What areas would need additional capacity building on?
- What resources (curriculum guides, lesson plans, etc.) were helpful to you in implementing the K to 12 curricula?
16. How were you capacitated to implement the reforms in student assessments?
- 16.1. How are periodical tests developed in your school? By individual teachers? By department?
- 16.2. Are there achievement tests in your division? _____ Region _____?
- 16.3. If yes, who develops the questions for these tests? How are they administered?
- 16.4. Do you use formative assessment in your teaching? How often?
- 16.5. Is the curriculum in your subject area different today from what it was five years ago before the start

of the BEST Program? If yes, in what ways?

16.6. How would you measure the successful implementation of the K to 12 curricula?

Unified information system and sub-systems (UISS)

17. How accessible and useful are the different information systems in terms of enhancing the overall operations of your School?

1.1. Do you use the Enhanced Basic Education Information System (EBEIS)? Is it easy to access? Is it useful to you as a teacher?

1.2. Do you use the Learning Information System? Is it easy to access? Is it useful to you as a teacher?

1.3. Do you use the Learning Resource Portal? Is it easy to access? Is it useful to you as a teacher?

Organisational development (OD)

18. How was Continuous Improvement implemented in your School?

1.1. What indicators do you use to measure the successful implementation of CI projects in your school?

19. **What were the hindering and facilitating factors to in your School in implementing the basic education reforms in practice?**

	a. What are the hindering factors in the implementation of the reforms in your School?	b. What factors helped in making the basic education reforms successful in your School?
Learning and Development (L&D) System		
Philippine Professional Standards for Teachers (PPST)		
K-12 Curricula and Assessment		
Gender, Disability and Inclusive Education		
Organisational Development		

20. How significant are the improvements in students' learning outcomes in your School in the last five years? Please give specific examples.

21. What is the likelihood that the basic education reforms will be sustained after the end of the BEST Program? Please cite specific evidences.

22. Please give your recommendations.

22.1. What recommendations can you give to sustain the different basic education reforms that were introduced in the last five years?

Thank you very much for your active participation.

Good luck on the implementation of the basic education reforms in your school.

Annex M. 2019 KAU Survey Tool

Annex M-1: 2019 KAU Survey Tool for Principals/School Heads (PSHs)

A Self-Assessment Tool¹³⁰ for Principals and School Heads ¹³¹

Background: This Self-Assessment Tool is intended to assess your knowledge, access and usage of the various outputs of the basic education reforms facilitated through the BEST Program under its various program interventions. The program interventions include, among others, the: Learning and development (L&D) systems; Philippine Professional Standards for Teachers (PPST); Curriculum and assessment systems (CAS); Teacher pre-service quality improvement (TPQI); School-based Management (SBM); Policy and planning and monitoring and evaluation systems (PPMES); Unified information system and sub-systems (UISS); Gender, disability and social inclusion (GEDSI); Organisational Development (OD); and Classroom construction.

This Self-Assessment Tool is intended to supplement the results of the Focus Group Discussions with ROs, Dos and selected schools. It lists all the outputs produced in connection with the implementation of the basic education reforms with assistance from the BEST Program that were expected to be used at the school or classroom levels. Outputs of the different program interventions include but is not limited to: policy issuances; curriculum guides; learning materials; training videos; manuals; learning portal and other such outputs. All answers to this self-assessment tool will be kept strictly confidential. The digitised results and accomplished questionnaires will be kept at the QED-ADII Office at 22 Matipid Street, Sikatuna Village, Quezon City. Only authorised persons will have access to these results.

Tool. The self-assessment tool lists **30 outputs** produced in the implementation of the basic education reforms with assistance from the BEST Program. It also provides space for you to add other outputs that were not identified by the Evaluation Team but that you want to include in the list. It is expected that the assessment will be completed in 10 to 15 minutes.

Instructions: For each of the output listed, assess your knowledge and access to the outputs and their usefulness to you as a teacher as well as the quality and inclusiveness using a 4-point scale (refer to the Table below). If you are not aware or have not used the particular output, please mark the box corresponding to 0.

Rating	Knowledge	Access	Usefulness
0	I have no knowledge about this policy/ system / tool	I have no access to this system / tool	I have no use for this policy/ system / tool

¹³⁰ The survey tool was originally called Self-Assessment Tool but was later renamed as Knowledge-Access-Usefulness(KAU) Survey Tool so as not to confuse it with the Self-Assessment Tool under the RPMS.

¹³¹ This Self-Assessment Tool supplements other data collection tools for the BEST End-of-Program Evaluation Study. It is intended to get as much additional information from stakeholders as possible. It will be administered to RDs, ARDs, Superintendents, Principals and School Heads.

Rating	Knowledge	Access	Usefulness
1	I have limited knowledge about this policy/ system / tool	I have limited access to this system / tool	The policy/ system / tool is not useful in enhancing my performance in the classroom
2	I have sufficient knowledge about this policy/ system / tool, but cannot explain it to others	I have sufficient access to this system / tool	The policy/ system / tool is somewhat useful in enhancing my performance in the classroom
3	I have sufficient knowledge about this policy/ system / tool and can use it for my own purposes	I have full access to this system / tool but not all teachers in our school do	The policy/ system / tool is sufficiently useful in enhancing my performance in the classroom
4	I have comprehensive knowledge about this policy/ system / tool and can instruct others on its applications/implications	I and all teachers in my school have full access to this system / tool	The policy/ system / tool is extremely useful in enhancing my performance in the classroom

Please assess the 42 Systems and Tools (formulated or enhanced with assistance from BEST Program) listed below in terms of your knowledge of and access to them, their usefulness to you as a teacher as well as the quality and inclusiveness (i.e. appropriateness to gender, disability, groups), based on a 5-point scale as shown in the rubrics above. For each system/tool, write a number (0 to 4) corresponding to your answer in the appropriate box for Knowledge, Access, Usefulness and Quality & Inclusiveness. Please check the **NOT APPLICABLE** box if the output is not used in your specific work

BEST Program Products	Not Applica- ble	Knowledge	Access	Useful- ness	Quality & Inclusive- ness
Learning and Development (L&D) System (inclusive of various professional development programs and the modalities through which they are delivered, LAC, INSET, coaching, mentoring, job-embedded training, etc.)					
1. School Heads' Leadership Program Module					
2. L&D Orientation Package					
3. L&D System Manual					
4. Guidebook on Coaching and Mentoring for Specific Purposes					
5. Learning Action Cell (LAC) Toolkit					
6. ICT Learning Action Cell (ICT LAC) Resource Materials					
7. Pedagogical Retooling in Mathematics, Languages and Sciences (PRIMALS) Trainers resource packages and LAC session guides					
8. Action Research (AR) Toolkit					
9. LAC Inclusive Value Series					
10. Positive Discipline for Everyday Teaching (PDET-LAC)					
11. Collaborative Lesson Planning (CLP)					
Philippine Professional Standards for Teachers (PPST)					
12. PPST Resource Package (12 modules)					
13. Results Based Performance Management System (RPMS) Facilitator's Guide					
14. RPMS Tool for Proficient Teacher – Teacher I-III					
15. RPMS Tool for Highly Proficient Teacher – Master Teacher I-IV					
16. Classroom Observation Tool (COT)					
17. Self-Assessment Tool (SAT) for teachers					
18. Teacher Induction Program (TIP) Modules					
Curriculum and assessment					
19. Classroom Assessment Resource Book (CARB) for K to Grade 10					
20. Operations Manual with Guidelines for six Special Curricular Programs (SCP)- Foreign Language, Science, Sports, Arts, TVL, and Journalism					
21. K-12 Curriculum Guides					
22. Multigrade teach-learn package					
23. Information Guide to the K-12 Program and Senior High School					
24. Contextualised curriculum resources					
School-Based Management (SBM)					
25. SBM Assessment Framework					
26. SIP Quality Assessment (QA) Tool for Schools					
27. Trainer's Toolkit for the Enhanced School Improvement Plan (SIP)					
28. School Governance Councils (SGC)					
Policy and planning and monitoring and evaluation systems (PPMES)					
29. Basic Education Monitoring and Evaluation Framework (BEMEF) Policy					
30. Planning and Budgeting Strategy (PBS)					

BEST Program Products	Not Applica- ble	Knowledge	Access	Useful- ness	Quality & Inclusive- ness
31. Monitoring, Evaluation, and Adjustment (MEA) Framework					
32. K to 12 M&E Framework					
33. Basic Education Research Agenda					
Unified information system and sub-systems (UISS)					
34. Program Management Information System (PMIS)					
35. Utilisation of the Enhanced Basic Education Information System (EBEIS)					
36. Learner Information System (LIS)					
37. Learning Resource (LR) Portal					
Gender, disability and social inclusion (GEDSI)					
38. LAC Session Guides on Inclusive Value Series					
39. Inclusive Education Video Series					
40. ALS-EST Handbook					
41. Learning Resource (LR) for Visually impaired					
Organisational Development					
42. Continuous Improvement Guidebook					

Please assess the following **DEPED policies** (that were formulated with BEST Program assistance) in terms of your knowledge of it and its usefulness to you as a Principal/School Head, based on a 5-point scale as shown in the rubrics above. For each policy, write your answer (0 to 4) in the appropriate box for Knowledge and Usefulness.

Policies	Knowledge	Usefulness
L&D System		
1. DO No. 35, s. 2016 on "The Learning Action Cell as a K to 12 Basic Education Program School-Based Continuing professional Development Strategy for the Improvement of Teaching and Learning"		
2. DO No. 55, s. 2015 on the "Utilisation of Language Mapping Data for Mother Tongue-Based Multilingual Education (MTB-MLE) Program Implementation"		
23. DO No. 39, s. 2016 on the "Adoption of the Basic Education Research Agenda"		
24. DO No. 47, s. 2016 on the "Omnibus Policy on Kindergarten Education"		
Philippine Professional Standards for Teachers (PPST)		
25. DO No. 42, s. 2017 on the "National Adoption and Implementation of the Philippine Professional Standards for Teachers"		
26. DO No. 43, s. 2017 on the "Teacher Induction Program Policy"		
27. DepEd No. 2, s. 2015 "Guidelines on the Establishment and Implementation of the Results-Based Performance Management System (RPMS) in the Department of Education"		
Curriculum & Assessment Systems (CAS)		
28. DO NO. 8 S. 2015 on the "Policy Guidelines on Classroom Assessment for the K to 12 Basic Education Program"		
29. DO No. 57, s. 2015 on the "Utilisation of the Early Grade Reading Assessment (EGRA) and Early Grade Match Assessment (EGMA) Tools for System Assessment"		
30. DO No. 47, s. 2016 on the "Omnibus Policy on Kindergarten Education"		

Policies	Knowledge	Usefulness
31. DO No. 55, s. 2016 on the “Policy Guidelines on the National Assessment of Student Learning for the K to 12 Basic Education Program”		
32. DO No. 29, s. 2017 on the “Policy Guidelines on System Assessment in the K to 12 Basic Education Program”		
School-Based Management		
33. DO 44, s. 2015 on the “Guidelines on the Enhanced School Improvement Planning (SIP) Process and the School Report Card (SRC)”		
Gender, disability and social inclusion (GEDSI)		
34. DEPED Order No. 32 s. 2017 on Gender-Responsive Basic Education Policy		
35. DO No. 41, s. 2017 on the “Policy Guidelines on Madrasah Education in the K to 12 Basic Education Program”		
36. DO No. 32, s. 2015 on “Adopting the Indigenous Peoples Education Curriculum Framework”		
Organizational Development		
37. DO 52, s. 2015 on the “Rationalisation Plan”		

Annex M-2: 2019 KAU Survey Tool for Teachers

A Self-Assessment Tool for Teachers¹³²

Background: This Self-Assessment Tool is intended to assess your knowledge, access and usage of the various outputs of the basic education reforms facilitated or enhanced by the BEST Program under its various program interventions. The program interventions include, among others, the: Learning & Development (L&D) systems; Philippine Professional Standards for Teachers (PPST); Curriculum and assessment systems (CAS); Unified information system and sub-systems (UISS); and Gender, disability and social inclusion (GEDSI).

Self-Assessment Tool is intended to supplement the results of the Focus Group Discussions with selected teachers of Math, Science, English and Filipino teaching in Grades 4, 5 and 6. It lists all the outputs produced with assistance from the BEST Program that were expected to be used at the school or classroom levels. Outputs of the different program interventions include but is not limited to: policy issuances; curriculum guides; learning materials; training videos; manuals; learning portal and other such outputs.

All answers to this self-assessment tool will be kept strictly confidential. The digitised results and accomplished questionnaires materials will be kept at the QED-ADII Office at 22 Matipid Street, Sikatuna Village, Quezon City. Only authorised persons will have access to these results.

Tool. The self-assessment tool lists **30 outputs** produced in the implementation of the basic education reforms with assistance from the BEST Program. It also provides space for you to add other outputs that were not identified by the Evaluation Team but that you want to include in the list. It is expected that the assessment will be completed in 10 to 15 minutes.

Instructions: For each of the output listed, assess your knowledge and access to the outputs and their usefulness to you as a teacher as well as the quality and inclusiveness using a 4-point scale (refer to the Table below). If you are not aware or have not used the particular output, please mark the box corresponding to 0.

Rating	Knowledge	Access	Usefulness
0	I have no knowledge about this policy/ system / tool	I have no access to this system / tool	I have no use for this policy/ system / tool
1	I have limited knowledge about this policy/ system / tool	I have limited access to this system / tool	The policy/ system / tool is not useful in enhancing my performance in the classroom
2	I have sufficient knowledge about this policy/ system / tool, but cannot explain it to others	I have sufficient access to this system / tool	The policy/ system / tool is somewhat useful in enhancing my performance in the classroom

¹³² This Self-Assessment Tool for Teachers is part of the data collection for the BEST End-of-Program Evaluation Study.

Rating	Knowledge	Access	Usefulness
3	I have sufficient knowledge about this policy/ system / tool and can use it for my own purposes	I have full access to this system / tool but not all teachers in our school do	The policy/ system / tool is sufficiently useful in enhancing my performance in the classroom
4	I have comprehensive knowledge about this policy/ system / tool and can instruct others on its applications/implications	I and all teachers in my school have full access to this system / tool	The policy/ system / tool is extremely useful in enhancing my performance in the classroom

Please assess the 26 Systems, Tools and Resources (facilitated or enhanced with BEST Program assistance) listed below in terms of your knowledge of and access to them, their usefulness to you as a teacher as well as the quality and inclusiveness (i.e. appropriateness to gender, disability, groups), based on a 4-point scale as shown in the rubrics above. For each system/tool, write a number (0 to 4) corresponding to your answer in the appropriate box for Knowledge, Access, and Usefulness.

	Not applicable	Knowledge	Access	Usefulness
Learning and Development (L&D) System (inclusive of various professional development programs and the modalities through which they are delivered, LAC, INSET, coaching, mentoring, job-embedded training, etc.)				
1. Learning Action Cell (LAC) Toolkit				
2. ICT Learning Action Cell (ICT LAC) Resource Materials				
3. Pedagogical Retooling in Mathematics, Languages and Sciences (PRIMALS) Trainers resource packages and LAC session guides				
4. Action Research (AR) Toolkit				
5. LAC Inclusive Value Series				
6. Positive Discipline for Everyday Teaching (PDET-LAC)				
7. Collaborative Lesson Planning (CLP)				
Philippine Professional Standards for Teachers (PPST)				
8. PPST RESOURCE PACKAGE (12 priority indicators for teachers)				
9. RPMS Manual				
10. Self-Assessment Tool (SAT) for teachers				
11. Classroom Observation Tool (COT)				
12. Portfolio Assessment for Teachers (PAT)				
13. Teacher Induction Program (TIP) Modules				
Curriculum and Assessment				
14. Classroom Assessment Resource Book (CARB) for K to Grade 10				
15. Operations Manual with Guidelines for Special Curricular Programs (SCP)				
16. K to 12 Curriculum Guides				
17. Mother Tongue-Based (MTB) resources				
18. Contextualised Curriculum resources				
Unified information system and sub-systems (UISS)				
19. Program Management Information System (PMIS)				

	Not applicable	Knowledge	Access	Usefulness
20. Utilisation of the Enhanced Basic Education Information System (EBEIS)				
21. Learner Information System (LIS)				
22. Learning Resource (LR) Portal				
Gender, disability and social inclusion (GEDSI)				
23. LAC Session Guides on Inclusive Value Series				
24. Inclusive Education Video Series				
25. ALS-EST Handbook				
26. Learning Resources (LR) for Visually impaired				

Please assess the following DEPED policies (facilitated with BEST Program support) in terms of your knowledge of it and its usefulness to you as a teacher, based on a 4-point scale as shown in the rubrics above. For each policy, write your answer (0 to 4) in the appropriate box for Knowledge and Usefulness.

Policies	Knowledge	Usefulness
Learning and Development (L&D)		
1. DO No. 35, s. 2016 on "The Learning Action Cell as a K to 12 Basic Education Program School-Based Continuing professional Development Strategy for the Improvement of Teaching and Learning"		
2. DO No. 55, s. 2015 on the "Utilisation of Language Mapping Data for Mother Tongue-Based Multilingual Education (MTB-MLE) Program Implementation"		
Philippine Professional Standards for Teachers (PPST)		
1. DepEd No. 2, s. 2015 "Guidelines on the Establishment and Implementation of the Results-Based Performance Management System (RPMS) in the Department of Education"		
2. DO No. 42, s. 2017 on the "National Adoption and Implementation of the Philippine Professional Standards for Teachers"		
3. DO No. 43, s. 2017 on the "Teacher Induction Program Policy"		
Curriculum and Assessment		
1. DO NO. 8 S. 2015 on the "Policy Guidelines on Classroom Assessment for the K to 12 Basic Education Program"		
2. DO No. 55, s. 2016 on the "Policy Guidelines on the National Assessment of Student Learning for the K to 12 Basic Education Program"		
3. DO No. 29, s. 2017 on the "Policy Guidelines on System Assessment in the K to 12 Basic Education Program"		
Gender, disability and social inclusion (GEDSI)		
1. DEPED Order No. 32 s. 2017 on Gender-Responsive Basic Education Policy		
2. DO No. 41, s. 2017 on the "Policy Guidelines on Madrasah Education in the K to 12 Basic Education Program"		
3. DO No. 32, s. 2015 on "Adopting the Indigenous Peoples Education Curriculum Framework"		

Annex N. 2019 Survey on the Perceptions on Program Interventions

Annex N-1: 2019 Survey of Principals/School Heads (PSHs)

Survey Questionnaire for Principals and School Heads¹³³

Dear Respondent,

This **Survey** is intended primarily to obtain your perspectives on the basic education reforms implemented in the last 5 years facilitated through BEST assistance. Specifically, the survey aims to:

1. Determine the extent of the knowledge and awareness of intended respondents on the K-12 basic education reforms at school and classroom levels;
2. Assess the extent of their access to and utilisation of outputs generated through the BEST Program interventions such as curriculum guides and learning materials; and
3. Assess the extent of their adoption and/or innovation on the outputs generated through the BEST Program interventions;
4. Determine the adequacy of support provided at the school and classroom levels for the successful implementation and sustainability of the basic education reforms; and
5. Solicit additional recommendations for sustaining the reforms at the school and classroom levels.

This questionnaire has a total of 24 items that need to be answered. It is estimated to be completed in about 30-45 minutes. Please consider each statement carefully before choosing your answer. **Please note that all answers will be kept strictly confidential. We apologise for the lengthiness of this survey**, which is necessary for us to obtain a comprehensive assessment of the effects of the basic education reforms at the school level.

Your participation is very much appreciated. Thank you very much.

Part 1: Context

2. To the best of your knowledge, what were the educational needs or gaps that the basic education reforms intended to address through the systems/program interventions introduced in the last five years? [Multiple answers allowed.]
 - 2.1. ____ High drop-out rates
 - 2.2. ____ High rates of school leavers
 - 2.3. ____ Low performance in math, science, English and Filipino
 - 2.4. ____ Disparity of learning outcomes between boys and girls
 - 2.5. ____ Low reading skills among Grade 3 students

¹³³ This Self-Assessment Tool for Teachers is part of the data collection for the BEST End-of-Program Evaluation Study.

- 2.6. ☐ Low graduation rates
- 2.7. ☐ Low completion rates
- 2.8. ☐ Poor access of marginalised children (e.g. Children with disabilities) to education services
- 2.9. ☐ Inadequate special programs for gifted children
- 2.10. ☐ Others: _____
3. What were the specific needs of your school that were addressed by the basic education reforms?
 - 3.1. ☐ Shortage of classrooms
 - 3.2. ☐ Shortage of learning materials
 - 3.3. ☐ Development of Leadership capacity
 - 3.4. ☐ Development of Management capacity
 - 3.5. ☐ Development of Teachers' competencies
 - 3.6. ☐ Problems with the Basic Education Curricula
 - 3.7. ☐ Problems with Assessment of student learning
 - 3.8. ☐ Problems with learning outcomes
 - 3.9. ☐ Responsiveness of learning materials to different learning needs
 - 3.10. ☐ Contextualisation of learning materials
 - 3.11. ☐ Responding to needs of special groups of children (e.g. with disabilities, IPs)
 - 3.12. ☐ Others: _____
4. Are you aware of the BEST Program? ☐ Yes ☐ No
5. Do you think that the basic education reforms instituted in the last five years with assistance from the BEST Program adequately responded to the educational gaps encountered in your school as identified above?
Why or why not?
6. What other basic education reforms could have been done that were not yet been done? _____

Part 2: Assessment of Implementation of BEST Program Interventions

GEDSI

7. Please describe your understanding of what **Inclusive Education (IE)** is and how it affects you as a Principal.
 - 7.1. Are you using inclusive learning materials in your school? ☐ Yes ☐ No
 - 7.1.1. If yes, please name these materials:
 - 7.1.2. If no, why not?
 - 7.2. Within the last five years, have you ever participated in any processes or activity that trained Principals on inclusive values or practices or develop learning materials to promote Inclusive Education? ☐ Yes ☐ No
 - 7.3. If yes, how useful were these activities to you as a Principal?
8. Please describe your understanding of what **Gender-Responsive Basic Education (GRBE)** is and how it affects you as a Principal.
 - 8.1. Are you using gender-sensitive learning materials in your school? ☐ Yes ☐ No

- 8.1.1. If yes, please name these materials:
- 8.1.2. If no, why not?
- 8.2. Within the last five years, have you ever participated in any processes or activity that trained Principals on gender-responsive values or practices or develop learning materials to promote GRBE?
 ____ Yes ____ No
- 8.3. If yes, how useful were these activities to you as a Principal?
9. In your own opinion, what are some hindering and facilitating factors in mainstreaming **GRBE and IE** values, programs and practices in education and in using of the various learning resources in practice?
- 9.1. What factors hinder mainstreaming GRBE and IE in education?
- 9.2. What factors help mainstreaming GRBE and IE in education?
10. As a Principal, what recommendations can you give to further enhance effectiveness and sustainability of the **GRBE and IE programs or practices** in your school?

Learning & Development (L&D) System

11. Can you please describe what the **Learning & Development (L&D) System** is all about and how it affects you as a principal?
12. What makes the **L&D system** better than the previous Training and Development (T&D) system?
13. Within the last five years, have you ever participated in any of the system (L&D or T&D) processes or any activity, conducted to identify your professional development needs as a principal? What were those activities?
14. What do you think is the relationship of the professional standards of s (PPST) to the L&D system?
15. Can you please describe what the **Learning Action Cell (LAC)** is and how it affects the teaching practices of teachers in your school, if any?
- 15.1. Have you ever participated or observed a **Learning Action Cell (LAC)** session in your school?
 ____ Yes ____ No (if no, proceed to Question No. 15)
- 15.2. Please describe what happens during a LAC session.
- 15.3. On a scale of 1 to 4 (with 4 being Very High), assess LAC as a modality for delivering professional development to teachers by marking the appropriate box in terms of:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
15.4. Ease of access to LAC resources (LAC session guides) for teachers in my school					
15.5. Usefulness to teachers in my school					
15.6. Appropriateness as a modality for delivering professional development for teachers in my school					

16. Were you able to complete all the training modules of the **School Heads Development Program (SHDP) Modules**? Why and Why not? How many modules have you completed?
17. If you have taken some or all of the **SHDP Modules**, please assess how useful were the training modules in improving your leadership and management competencies toward implementing the basic education reforms?
18. In your own opinion, what are some hindering and facilitating factors to **School Heads** and **Teacher Professional Development** in your school?

18.1. What factors hinder the professional development of teachers in your school?		18.2. What factors help the professional development of teachers in your school?
18.3. What factors hinder the professional development of Principals/School Heads in your school, division or region?		18.4. What factors help the professional development of Principals/School Heads in your school, division or region?

19. As a Principal, what recommendations can you give to further enhance the professional development of Principals/School Heads/teachers in your school, division or region?

Philippine Professional Standards for Teachers (PPST)

20. Can you please describe your understanding of what the **Philippine Professional Standards for Teachers (PPST)** is all about and how it affects you as a teacher?
21. Have you ever participated in any PPST processes or activity, within the last 5 years? ____ Yes ____ No
- 21.1. If yes, what activities have you joined? ____ PPST orientation ____ develop or validate PPST
____ Develop resources for the PPST ____ Others specify _____
- 21.2. Are you familiar with the **12 priority indicators** of the PPST on which RPMS tools and processes are based? ____ Yes ____ No
- 21.3. Can you explain how the Individual Performance Commitment and Review Form (IPCRF) is related to the PPST?
22. Have you ever been evaluated your Teachers using the **Classroom Observation Tool (COT) of the RPMS**?
- 22.1. If yes, please describe the process of using the Classroom Observation Tool (COT)?
- 22.2. Do you think that the COT is sufficient to evaluate the performance of teachers in the classroom? Why or Why not?
- 22.3. How often do you conduct classroom observations using the COT? _____
- 22.4. What specific recommendations can you give, if any, to further enhance the design and implementation of the COT to evaluate the performance of teachers in the classroom?

23. Do you have beginning teachers in DEPED (i.e., teachers that have been in Dep Ed Service from 1-3 years)?

___ Yes ___ No (If No, proceed to Question No. 22)

23.1. Please explain how the TIP modules are related to the professional standards of teachers (PPST)?

23.2. Did you orient/train your beginning teachers using the Training Induction Program (TIP) modules?

___ Yes ___ No (Go to 22.2)

23.2.1. How many TIP modules have they completed in all? _____ modules

23.2.2. How was the orientation/training done?

23.3. If no, why have your beginning teachers not gone through the TIP Modules?

23.4. What were the factors that helped you or prevented you in completing the TIP modules?

24. What are the hindering and facilitating factors in teachers meeting or demonstrating the professional standards in their practice?

24.1. What factors hinder your teachers from reaching/demonstrating professional standards in their practice?

24.2. What factors help /facilitate your teachers reach/demonstrate professional standards in their practice?

25. As a Principal, what recommendations can you give to ensure the full implementation of the Philippine Professional Standards for Teachers through RPMS in your school?

26. Please describe how you or your teachers were trained to meet the RPMS requirements for the following:

RPMS Tools	Mode of training				Who conducted the training?
	Face to face training	Coaching	LAC	Others, specify	
1. Self-Assessment Tool (SAT)					
2. Classroom Observation Tool (COT)					
3. Portfolio Assessment for Teachers (PAT)					
4. Individual Performance Commitment and Review Form (IPCRF)					

Curriculum and assessment systems (CAS)

27. How is a curriculum is developed and rolled out across DepED schools and grade levels?

28. How were you and your teachers capacitated to implement the reforms in K to 12 curricula? Please describe the mode of training provided to you (formal training, job training, peer study, self-study etc.), how long was the training, who trained you, etc.?

28.1. How **adequate** and **effective** were the capacity building interventions provided to you to help you implement the new curricula? Are there remaining gaps?

29. How were you and your teachers capacitated to implement the reforms in K to 12 assessment? Please describe the mode of training provided to you (formal training, job training, peer study, self-study etc.), how long was the training, who trained you, etc.?
- 29.1. How **adequate** and **effective** were the capacity building interventions provided to you to help you implement the new assessment? Are there remaining gaps?
30. What are the hindering and facilitating factors in the implementation of the K-12 curricula and assessment in your school?
- 30.1. What factors hinder implementation of the K-12 curricula and assessment in practice?
- 30.2. What factors help /facilitate implementation of the K-12 curricula and assessment in practice?
31. As a Principal, what recommendations can you give to ensure the full implementation of the K-12 curricula and assessment in your school?

School-Based Management (SBM)

32. What is your understanding of the enhanced SBM Assessment Framework?
33. What are the critical differences between School-Based Management implemented five years and current SBM process, if any?
34. How were you capacitated to implement the reforms in SBM? How **adequate** and **effective** were the capacity building interventions provided to you to help you implement the new curricula? Are there remaining gaps?
35. How effective were the capacity building interventions provided to you in “rolling-out” or “cascading” the SBM reforms to the lower levels?
36. How significant is the organisation of the School Governance Councils (SG) and the formulation of School Improvement Plans (SIP) in enhancing the responsiveness and inclusiveness of basic education in your Region/Division?
37. To what extent did the reforms in School-Based Management enhance the delivery of Responsive and Inclusive Education in your School/ Division/Region? Please cite specific examples.

Policy, and planning and monitoring and evaluation systems (PPMES)

38. What were the most significant reforms in Planning and Budgeting in the last five years that had the most impact to the operations in your School? Please cite specific examples.
39. How significant is the development of the Project Management Information System (PMIS) to you?
40. What were the most significant reforms in Monitoring and Evaluation in the last five years that had the most impact to the operations in your School? Please cite specific examples
41. How significant is the formulation of the Basic Education Monitoring and Evaluation Framework (BEMEF) significant to the enhancement of your operations?
42. To what extent would the reforms in Policy and Planning and Monitoring and Evaluation, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

Unified information system and sub-systems (UISS)

43. What is your understanding of the **Unified information system and sub-systems (UISS)**?

44. Have you ever used the **Enhanced Basic Education Information System (EBEIS)**? ____ Yes ____ No (Go to No. 44)

44.1. In your own opinion, what is the purpose of the **Enhanced Basic Education Information System**?

44.2. How significant are the contributions of the **EBEIS** in terms of enhancing the overall operations of your school?

44.3. On a scale of 1 to 4 (with 4 being Very High), assess the **EBEIS** by marking the appropriate box:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
44.4. Ease of access when connecting to the system					
44.5. User- friendliness of the system when navigating the site					
44.6. Usefulness of system in enhancing school operations & delivering learning outcomes					

45. Have you ever used the **Learner Information System (LIS)**? ____ Yes ____ No (Go to Question No. 34)

45.1. In your own opinion, what is the purpose of the **Learner Information System**?

45.2. How significant are the contributions of the **LIS** in terms of enhancing the overall operations of your school?

45.3. On a scale of 1 to 4 (with 4 being Very High), assess the **LIS** by marking the appropriate box:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
45.4. Ease of access when connecting to the system					
45.5. User- friendliness of the system when navigating the site					
45.6. Usefulness of system in enhancing school operations & delivering learning outcomes					

46. Have you ever used the **Learning Resource (LR) Portal**? ____ Yes ____ No (if no, go to Question No. 46)

46.1. In your own opinion, what is the purpose of the **Learning Resource (LR) Portal**?

46.2. How significant are the contributions of the **Learning Resource (LR) Portal** in terms of enhancing the overall operations of your school?

46.3. On a scale of 1 to 4 (with 4 being Very High), assess the **LR** by marking the appropriate box:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
46.4. Ease of access when connecting to the system					
46.5. User- friendliness of the system when navigating the site					
46.6. Usefulness of system in enhancing school operations & delivering learning outcomes					

47. In your own opinion, what are some hindering and facilitating factors the full utilisation of the **Unified information system and sub-systems (UISS)**?

47.1. What factors hinder the sustained utilisation and effective us of the **Unified information system and sub-systems (UISS)**?

47.2. What factors help the sustained utilisation and effective us of the **Unified information system and sub-systems (UISS)**?

48. As a Principal, what recommendations can you give to ensure the sustained utilisation and effective us of the **Unified information system and sub-systems (UISS)** in your school?

Organisational development (OD)

49. Have you participated in any **Continuous Improvement (CI)** activities? ____ Yes ____ No

50. If yes, please describe what those activities were:

51. To what extent did the reforms in OD enhance the delivery of basic education in your Region/Division?
Please cite specific examples.

52. To what extent would the reforms in OD, in the last five years, been undertaken and completed without the BEST Program assistance? How significant was contribution of the BEST Program to these reforms? Please cite specific examples.

53. Indicate the different kinds of support provided to you, your teachers and your school to help you successfully implement the reforms and enhance your school operations. Please marking the appropriate box in terms of:

Basic Education Reforms	Not Applicable	Type of Support				
		Policy	Capacity Building / Training	Provision of teaching and learning resources	Financial	Others, please specify
• Trial of the L&D system						
• Implementation of the Collaborative Lesson Planning (CLP)						
• Implementation of the Learning Action Cells (LAC)						
• Implementation of the Results-based Performance Management System (RPMS)						
• Use of Self-Assessment Tool (SAT)						
• Use of Classroom Observation Tool (COT)						
• Use of Portfolio Assessment for Teachers						
• Implementation of the Policy on Teacher Induction Program						
• Use of the Resource packages on PPST (on the 12 priority indicators)						
• Implementation of the Policy Guidelines on Classroom Assessment for the K to 12						
• Implementation of the Policy Guidelines on the National Assessment of Student Learning for the K to 12						
• Use of Classroom Assessment Resource Book (CARB)						
• School Improvement Plan						

Basic Education Reforms	Not Applicable	Type of Support				
		Policy	Capacity Building / Training	Provision of teaching and learning resources	Financial	Others, please specify
• SBM Assessment Tool						
• Implementation of the Basic Education Monitoring and Evaluation Framework (BEMEF)						
• Access & Use of the Program Management Information System (PMIS)						
• Access & Use of the Enhanced Basic Education Information System (EBEIS)						
• Access & Use of the Learner Information System						
• Access & Use of the Learning Resource Portal						
• Mainstreaming GRBE at the school level						
• Implementing Inclusive Education at the school level						

54. Compared to five years ago, please assess your own capacity and that of your school to successfully implement the reforms or use the new tools introduced in the last 5 years:

	Not applicable	Decreased	No Change	Increased	Significantly Increased
54.1. Compared to five years ago, my capacity to implement Learning & Development system in my school is ...					
54.2. Compared to five years ago, my capacity to assess teacher performance in the classroom is ...					
54.3. Compared to five years ago, my capacity to assess student learning outcomes is...					

	Not applicable	Decreased	No Change	Increased	Significantly Increased
54.4. Compared to five years ago, my access to programs for leadership and management development is ...					
54.5. Compared to five years ago, our school's collective capacity to deliver Gender-Responsive Basic Education is ...					
54.6. Compared to five years ago, our school's collective capacity to deliver inclusive education is ...					
54.7. Compared to five years ago, our school's collective capacity to deliver responsive education is ...					
54.8. Compared to five years ago, decentralisation of management to field offices and schools in DEPED is ...					
54.9. Compared to five years ago, decentralisation of accountability in DEPED is ...					

55. Were there any other programs implemented in the last five years **other than the BEST Program** that has/have significantly contributed to enhancing and reforming the delivery of basic education in your school?

_____ Yes _____ No _____ I don't know

56. If yes, please cite all other programs that you know that were implemented in the last five years that contributed to the improvement of responsive and inclusive education in your region/division/school?

Part 4: Respondent's Profile

57. Sex of Respondent:

57.1. ____ Female

57.2. ____ Male

58. Age

58.1. ____ 21-29 years old

58.2. ____ 30-39 years old

58.3. ____ 40-49 years old

58.4. ____ 50-59 years old

58.5. ____ above 59 years old

59. BS Course: _____

60. Highest Educational Attainment:

60.1. _____ Bachelor's Degree

60.2. _____ Master's Degree

60.3. _____ Doctoral Degree

61. No. of years as Principal or Head of School: _____

62. Please identify all BEST-related Training Programs you have attended in last 5 years:

62.1. PLEASE ATTACHED LIST

63. Please list down all Training Programs (and academic courses) attended in last 5 years that were not assisted by BEST Program:

63.1. _____

63.2. _____

63.3. _____

63.4. _____

63.5. _____

Add sheets if necessary.

Thank you very much for your cooperation.

Annex N-2: 2019 Survey of Teachers

Part 1: Context

64. Are you aware of the **Basic Education Sector Transformation (BEST) Program**? ____ Yes ____ No
65. In your opinion, what were the educational needs or gaps that the basic education reforms intended to address through the systems/program interventions introduced in the last five years? [Multiple answers allowed.]
- 65.1. ____ High drop-out rates
 - 65.2. ____ High rates of school leavers
 - 65.3. ____ Low performance in math, science, English and Filipino
 - 65.4. ____ Disparity of learning outcomes between boys and girls
 - 65.5. ____ Low reading skills among Grade 3 students
 - 65.6. ____ Low graduation rates
 - 65.7. ____ Low completion rates
 - 65.8. ____ Poor access of marginalised children (e.g. Children with disabilities) to education services
 - 65.9. ____ Inadequate special programs for gifted children
 - 65.10. ____ Others: _____
66. What were the specific needs of your school that were addressed by the basic education reforms?
- 66.1. ____ Shortage of classrooms
 - 66.2. ____ Shortage of learning materials
 - 66.3. ____ Development of Leadership capacity
 - 66.4. ____ Development of Management capacity
 - 66.5. ____ Development of Teachers' capacity
 - 66.6. ____ Problems with Curricula
 - 66.7. ____ Problems with Assessment
 - 66.8. ____ Problems with learning outcomes
 - 66.9. ____ Responsiveness of learning materials
 - 66.10. ____ Contextualisation of learning materials
 - 66.11. ____ Responding to needs of special groups of children (e.g. with disabilities, IPs)
 - 66.12. ____ Others: _____

Part 2: Assessment of Implementation of BEST Program Interventions

67. Please describe your understanding of what **Inclusive Education (IE)** is and how it affects you as a teacher.
- 67.1. Are you using inclusive learning materials in your school? ____ Yes ____ No
 - 67.1.1. If yes, please name these materials:
 - 67.1.2. If no, why not?

- 67.2. Within the last five years, have you ever participated in any processes or activity that trained teachers on inclusive values or practices or develop learning materials to promote Inclusive Education? ____
Yes ____ No
- 67.3. If yes, how useful were these activities to you as a teacher?
68. Please describe your understanding of what **Gender-Responsive Basic Education (GRBE)** is and how it affects you as a teacher.
- 68.1. Are you using gender-sensitive learning materials in your school? ____ Yes ____ No
- 68.1.1. If yes, please name these materials:
- 68.1.2. If no, why not?
- 68.2. Within the last five years, have you ever participated in any processes or activity that trained teachers on gender-responsive values or practices or develop learning materials to promote GRBE? ____ Yes ____ No
- 68.3. If yes, how useful were these activities to you as a teacher?
69. In your own opinion, what are some hindering and facilitating factors in mainstreaming **GRBE and IE** values, programs and practices in education and in using of the various learning resources in practice?
- 69.1. What factors hinder mainstreaming GEDSI in education?
- 69.2. What factors help mainstreaming GEDSI in education?
70. As a teacher, what recommendations can you give to further enhance effectiveness and sustainability of the **GRBE and IE programs or practices** in your school?
71. Can you please describe what the **Learning & Development (L&D) System** is all about and how it affects you as a teacher?
72. What makes the L&D system better than the previous Training and Development (T&D) system?
73. Within the last five years, have you ever participated in any of the system (L&D or T&D) processes or any activity, conducted to identify your professional development needs as a teacher? What were those activities?
74. What do you think is the relationship of the professional standards of teachers (PPST) to the L&D system?
75. Can you please describe what the **Learning Action Cell (LAC)** is and how it affects your practice as a teacher?
- 75.1. Have you ever participated in any **Learning Action Cell (LAC)** session in your school or district?
____ Yes ____ No (if no, proceed to Question No. 7)
- 75.2. Please describe what happens during a LAC session.
- 75.3. How often do participate in LAC sessions?
____ Monthly ____ Quarterly ____ Semi-Annually ____ Annually ____ Others, _____
- 75.4. How are your LAC sessions organised?
____ by subject area ____ Grade level ____ Others, please specify _____

75.5. On a scale of 1 to 4 (with 4 being Very High), assess LAC as a modality for delivering professional development teachers by marking the appropriate box in terms of:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
75.6. Ease of access to LAC resources (LAC session guides) for teachers					
75.7. Usefulness to teachers					
75.8. Appropriateness as a modality for delivering professional development for teachers					

76. In your own opinion, what are some hindering and facilitating factors to **Teacher Professional Development** in your school/ district?

76.1. What factors hinder the professional development of teachers in your school/ or district?

76.2. What factors help the professional development of teachers in your school/ or district?

77. As a teacher, what recommendations can you give to further enhance the professional development of teachers in your school/ district?

78. Can you please describe your understanding of what the **Philippine Professional Standards for Teachers (PPST)** is all about and how it affects you as a teacher?

79. Have you ever participated in any PPST processes or activity, within the last 5 years? ____ Yes ____ No

79.1. If yes, what activities have you joined?

____ PPST orientation ____ develop or validate PPST ____ Develop resources for the PPST

____ Others specify _____

79.2. Are you familiar with the **12 priority indicators** of the PPST on which RPMS tools and processes are based?

____ Yes ____ No

79.3. Have you prepared your Individual Performance Commitment and Review Form (IPCRF)? ____ Yes

____ No

79.4. Can you explain how the IPCRF is related to the PPST?

80. Have you prepared your Self-Assessment Tool (SAT) for teachers? ____ Yes ____ No

80.1. If yes, how did you accomplish it? _____Manually _____Electronically

80.2. Prior to the SAT, what did you use to assess your professional development needs and strengths?

80.3. Is the SAT useful to you as a teacher? If yes, how?

81. Have you ever been evaluated by your Principal/School Head using the **Classroom Observation Tool (COT)** of the RPMS? ____ Yes ____ No

81.1. If yes, how often are you evaluated using the COT?

___ Quarterly ___ Semi-Annually ___ Annually ___ Others, _____

81.2. Do you think that the COT is sufficient to evaluate the performance of teachers in the classroom?

___ Yes ___ No

81.3. Please explain why yes or why not?

81.4. Have you prepared your Portfolio? ___ Yes ___ No

81.5. If yes, please describe the processes and requirements for preparing your Portfolio.

81.6. What did you find easy in preparing your Portfolio?

81.7. What did you find difficult in preparing your Portfolio?

82. Please describe how you were trained to meet the RPMS requirements for the following:

RPMS Tools	Mode of Training				Who conducted the training?
	Face to face training	Coaching	LAC	Others, specify	
5. Self-Assessment Tool (SAT)					
6. Classroom Observation Tool (COT)					
7. Portfolio Assessment for Teachers (PAT)					
8. Individual Performance Commitment and Review Form (IPCRF)					

83. Are you a beginning teacher in DEPED (i.e., have been in Dep Ed Service from 1-3 years)?

___ Yes ___ **No (If No, proceed to Question No. 21)**

83.1. Have you used the Training Induction Program (TIP) modules? ___ Yes ___ No (Go to 18.2)

83.1.1. How many TIP modules have you completed in all? _____ modules

83.1.2. Who oriented/trained you on how to complete the TIP modules?

83.1.3. How was the orientation/training done?

83.2. If no, why have you not gone through the TIP Modules? _____

83.3. What were the factors that helped you in completing the TIP modules? _____

83.4. What were the difficulties preventing you from completing the TIP modules? _____

83.5. Please explain how the TIP modules are related to the professional standards of teachers (PPST)? _____

84. What are the hindering and facilitating factors in teachers meeting or demonstrating the professional standards in their practice?
- 84.1. What factors hinder teachers from reaching/demonstrating professional standards in their practice?
- 84.2. What factors help /facilitate teachers reach/demonstrate professional standards in their practice?
85. As a teacher, what recommendations can you give to ensure the full implementation of the Philippine Professional Standards for Teachers through RPMS in your school?
86. How is a curriculum is developed and rolled out across DepED schools and grade levels?
87. How were you capacitated to implement the reforms in K to 12 curricula?
- 87.1. Please describe the mode of training provided to you (formal training, job training, peer study, self-study etc.), how long was the training, who trained you, etc.?
- 87.2. How **adequate** and **effective** were the capacity building interventions provided to you to help you implement the new curricula? Are there remaining gaps?
88. How were you capacitated to implement the reforms in K to 12 assessment?
- 88.1. Please describe the mode of training provided to you (formal training, job training, peer study, self-study etc.), how long was the training, who trained you, etc.?
- 88.2. How **adequate** and **effective** were the capacity building interventions provided to you to help you implement the new assessment? Are there remaining gaps?
89. Have you ever used the **Enhanced Basic Education Information System (EBEIS)**? ____ Yes ____ No (Go to Question No. 27)
- 89.1. In your own opinion, what is the purpose of the **Enhanced Basic Education Information System** ?
- 89.2. Since when have you been using the **Enhanced Basic Education Information System** ?
 ____ 2014 ____ 2015 ____ 2016 ____ 2017 ____ 2018 ____ Others, _____
- 89.3. How often do you use the Learner Information System?
 ____ Monthly ____ Quarterly ____ Semi-Annually ____ Annually ____ Others, _____
- 89.4. On a scale of 1 to 4 (with 4 being Very High), assess the Learner Information System by marking the appropriate box in terms of:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
89.5. Ease of access when connecting to the system					
89.6. User- friendliness of the system when navigating the site					
89.7. Usefulness of system in enhancing school operations & delivering learning outcomes					

90. Have you ever used the **Learner Information System (LIS)**? ____ Yes ____ No (Go to Question No. 28)

90.1. In your own opinion, what is the purpose of the Learner Information System?

90.2. Since when have you been using the Learner Information System?

____ 2014 ____ 2015 ____ 2016 ____ 2017 ____ 2018 ____ Others, _____

90.3. How often do you use the Learner Information System?

____ Monthly ____ Quarterly ____ Semi-Annually ____ Annually ____ Others, _____

90.4. On a scale of 1 to 4 (with 4 being Very High), assess the Learner Information System by marking the appropriate box in terms of:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
90.5. Ease of access when connecting to the system					
90.6. User- friendliness of the system when navigating the site					
90.7. Usefulness of system in enhancing school operations & delivering learning outcomes					

91. Have you ever used the **Learning Resource (LR) Portal**? ____ Yes ____ No (if no, proceed to Question No. 29)

91.1. In your own opinion, what is the purpose of the Learning Resource (LR) Portal?

91.2. Since when have you been using the Learning Resource (LR) Portal?

____ 2014 ____ 2015 ____ 2016 ____ 2017 ____ 2018 ____ Others, _____

91.3. How often do you use the Learning Resource (LR) Portal?

____ Monthly ____ Quarterly ____ Semi-Annually ____ Annually ____ Others, _____

91.4. On a scale of 1 to 4 (with 4 being Very High), assess the Learning Resource (LR) Portal by marking the appropriate box in terms of:

	No opinion (0)	Low (1)	Moderate (2)	High (3)	Very High (4)
91.5. Ease of access when connecting to the system					
91.6. User- friendliness of the system when navigating the site					
91.7. Usefulness of system in enhancing school operations & delivering learning outcomes					

92. In your own opinion, what are some hindering and facilitating factors the full utilisation of the Enhanced Basic Education Information System (EBEIS) Learner Information System and the Learning Resource (LR) Portal?

92.1. What factors hinder the full utilisation of the Learner Information System and the Learning Resource (LR) Portal?

92.2. What factors help the full utilisation of the Learner Information System and the Learning Resource (LR) Portal?

93. As a teacher, what recommendations can you give to ensure the full utilisation of the Learner Information System and the Learning Resource (LR) Portal in your school?

94. Have you participated in any **Continuous Improvement (CI)** activities? ____ Yes ____ No

94.1. If yes, please describe what those activities were:

95. On a scale of 1 to 4 (with 4 being more than adequate), assess the different kinds of support provided to you as a teacher to enable you to successfully implement the reforms and use the different tools introduced to enhance your performance in the classroom. Please marking the appropriate box in terms of:

	Not Applicable	No support (0)	Poor (1)	Inadequate (2)	Adequate (3)	More than Adequate (4)
95.1. Face to face or formal capacity building (Inset, etc.)						
95.2. Mentoring & coaching						
95.3. Provision of teaching and learning resources						
95.4. Internet Connectivity						
Others, please specify						
95.5.						

96. On a scale of 1 to 4 (with 4 being more than adequate), assess the support provided to you as a teacher to enable you to successfully implement or use the following systems reforms or use the new tools produced associated with the reforms at the classroom level:

	No knowledge of any support	Poor	Inadequate	Adequate	More than Adequate
	0	1	2	3	4
96.1. Learning & Development (L&D) systems					
96.2. Philippine Professional Standards for Teachers (PPST)					

	No knowledge of any support	Poor	Inadequate	Adequate	More than Adequate
	0	1	2	3	4
96.3. K-12 curriculum and assessment					
96.4. EBEIS, LIS and LR Portal					
96.5. Gender Responsive Basic Education					
96.6. Inclusive Education					
96.7. Continuous Improvements					

97. Compared to five years ago, assess your capacity to successfully implement the systems reforms or use the new tools produced associated with the reforms at the classroom level:

	Not applicable	Less than before	No Change	Better	Significantly Better
97.1. Compared to five years ago, my capacity to conduct collaborative Lesson planning is ...					
97.2. Compared to five years ago, my capacity to integrate Inclusive Education is ...					
97.3. Compared to five years ago, my capacity to mainstream gender responsive education is ...					
97.4. Compared to five years ago, my capacity to deliver lessons effectively is ...					
97.5. Compared to five years ago, my capacity to assess student learning outcomes is...					
97.6. Compared to five years ago, my capacity to conduct action research is ...					
97.7. Compared to five years ago, my access to educational learning resources is ...					
97.8. Compared to five years ago, my access to interventions for professional development is ...					

Part 3: Respondent's Profile

98. Sex of Respondent: 35.1. ☐ Female 35.2. ☐ Male

99. Age

99.1. ☐ 21-29 years old

36.3. ☐ 40-49 years old

36.5 ☐ above 59 years old

99.2. ☐ 30-39 years old

36.4. ☐ 50-59 years old

100. BS Course: _____

101. Highest Educational Attainment:

101.1. ☐ Bachelor's Degree ☐ Master's Degree ☐ Doctoral Degree ☐ Others,

102. No. of years teaching (in public and private): _____

103. No. of years teaching in public: _____

104. Year started teaching in basic education: _____

105. Subjects Taught (Multiple responses allowed)

105.1. ☐ Math ☐ Science ☐ English ☐ Filipino ☐ Others:

106. Grade levels taught (Multiple responses allowed)

106.1. ☐ Grade 4 ☐ Grade 5 ☐ Grade 6 ☐ Others:

107. What training programs have you attended in last 5 years:

107.1. **PLEASE CHECK ALL THE TRAINING PROGRAMS ATTENDED FROM THE ATTACHED LIST**

108. Please list down all Training Programs (and academic courses) attended in last 5 years that were not in the attached list:

108.1. _____

108.2. _____

Add sheets if necessary.

Thank you very much.

Annex O. 2020 FGD GUIDE QUESTIONS

Annex O-1: 2020 Guide Questions for Principals/School Heads (PSHs)

	Interview Questions	Reference to Survey Questionnaire
A. General Questions	- Of all the basic education reforms introduced by DepEd in the last 6 six years, which among these had the most significant impact to you in terms of improving: - School leadership and management in your school? Why? - Teaching delivery in your school? Why? - Decentralisation of management and accountability of basic education? Why?	
	- What is your understanding of decentralised management and accountability in schools? - How is decentralized management and accountability implemented in your school? - How has the implementation of decentralised management and accountability influenced your leadership and management practices?	
B. Basic Education Reforms	Learning & Development (L&D) System L&D Knowledge/Awareness - What is your understanding of the Learning & Development (L&D) System? - How is the L&D System different from its predecessor, the Training and Development (T&D) System? - How is the Learning Management Systems (LMS) linked to L&D? - What are the different LMS methods promoted under L&D?	Refer to answer to Question No. 3

	Interview Questions	Reference to Survey Questionnaire
	L&D Practices 4. How was [Learning & Development (L&D) System] implemented in your school? 4.1. As Principal/School Head, how did you supervise and support the implementation of L&D in your school? 4.2. As Principal/School Head, how do you supervise and support the implementation of the different Learning Management System (LMS) activities in your school namely the: a. Learning Action Cell (LAC)? b. Action Research? c. Job embedded learning? 4.3. Why not?	
	5. School Heads Leadership Development Program (SHLDP) Modules a. If the respondent answered No, ask: Why have you not used the SHLDP? b. If the respondent answered Yes, ask: how did these SHLDP modules help improve your school leadership and management practices?	Refer to answer to Question No. 7
	Innovations on L&D implementation 6. What innovations, if any, did your school adopt in terms of implementing the L&D and the LMS? 6.1. Why not?	
	Effects of L&D 7. Overall, how did the implementation of the L&D influence leadership and management practices in your school?	

	Interview Questions	Reference to Survey Questionnaire
	CURRICULUM AND ASSESSMENT SYSTEMS (CAS) CAS Knowledge/Awareness 8. What were the different reforms related to the K-12 curriculum and assessment in the last six years? 8.1. Can you please give specific examples?	
	CAS Practices 9. How were the different reforms in curriculum and assessment implemented or used in your school? 9.1. Why not?	
	a. For K-12 Curriculum Guides	Refer to answer to Question No. 15
	a. For PRIMALS	Refer to answer to Question No. 16
	b. For CARB	Refer to answer to Question No. 17
	Innovations on CAS implementation 10. What innovations, if any, did your school adopt in terms of implementing the reforms in curriculum and assessment? 10.1. Why not?	Refer to answer to Question No. 18
	Effects of CAS	

	Interview Questions	Reference to Survey Questionnaire
	11. Overall, how did the implementation of the curriculum and assessment reforms (e.g., use of K-12 curriculum guides, PRIMALS, classroom assessment tools) improve: 11.1. leadership and management practices in your school? 11.2. teaching delivery practices in your school?	
	GENDER EQUITY, DISABILITY AND SOCIAL INCLUSION (GEDSI) GEDSI Knowledge/Awareness 12. What is your understanding of the concepts of Inclusive Education, Responsive Basic Education; and Gender-Responsive Basic Education (GRBE). 12.1. What are the similarities and differences among the three?	
	GEDSI Practices 13. How was <u>[Responsive Basic Education/Inclusive Education/GRBE]</u> implemented in your school? 13.1. As Principal/School Head, how did you support the implementation of <u>[Responsive Basic Education/Inclusive Education/GRBE]</u> in your school? 13.2. Why not?	
	c. For Responsive Basic Education	Refer to answer to Question No. 30
	d. For Inclusive Education (IE)	Refer to answer to Question No. 31
	e. For Gender-Responsive Basic Education (GRBE)	Refer to answer to Question No. 32

	Interview Questions	Reference to Survey Questionnaire
	Innovations on GEDSI implementation 14. What innovations, if any, did your school adopt in terms of implementing Inclusive, Responsive and GRBE? 14.1. Why not?	Refer to answer to Question No. 34
	Effects of GEDSI 15. Overall, how did the implementation of the Inclusive and Responsive Education and Gender-Responsive Basic Education influence leadership and management practices in your school?	
	Policy, Planning and Monitoring and Evaluation System (PPMES) PPMES Knowledge/Awareness 16. What is your understanding of the concepts of the School Monitoring, Evaluation and Adjustment (SMEA) Framework ?	
	PPMES Practices 17. How is SMEA implemented in your school? 17.1. As Principal/School Head, how did you support the implementation of SMEA in your school? 17.2. Why not?	Refer to answer to Question No. 25
	Innovations on SMEA implementation 18. What innovations, if any, did your school adopt in terms of implementing SMEA? 18.1. Why not?	Refer to answer to Question No. 26
	Effects of SMEA	

	Interview Questions	Reference to Survey Questionnaire
	19. Overall, how has the provision of the SMEA Technology/Framework improved leadership and management practices in your school?	
	School-Based Management (SBM) SIP Practices 20. How is the formulation of the SIP implemented in your school? 20.1. What was the result of the SIP Quality Assessment of your SIP? 20.2. What challenges does your school encounter in complying with the requirements for SIP? 20.3. What innovations, if any, did your school adopt in terms of formulating your SIP?	
	a. School Improvement Plan (SIP) Compliance	Refer to answer to Question No. 22
	b. SIP Quality Assessment Tool	Refer to answer to Question No. 23
	c. SIP innovations	Refer to answer to Question No. 24
	SIP Effects 21. Overall, how have the provision of the new/enhanced SIP Guidelines and tools improved: 21.1. leadership and management practices in your school? 21.2. Decentralisation of management and accountability of basic education?	

	Interview Questions	Reference to Survey Questionnaire
	Unified information system and sub-systems (UISS) 22. Overall, how has the full operationalisation of the Unified information system and sub-systems (UISS) improved: 22.1. School leadership and management practices? 22.2. Teaching delivery?	Refer to answer to Question No. 27-29
	Philippine Professional Standards for Teachers (PPST) PPST Knowledge/Awareness 23. Please describe your understanding of Philippine Professional Standards for Teachers (PPST) 23.1. How is the PPST connected to the RPMS?	
	PPST Practices 24. How was PPST-aligned RPMS implemented in your school? 24.1. As Principal/School Head, how did you support the implementation of the PPST and the PPST-aligned RPMS in your school? 24.2. Why not?	
	a. For Classroom Observation Tool (COT)	Refer to answer to Question No. 11
	b. For Self-Assessment Tool (SAT)	Refer to answer to Question No. 12
	Innovations on PPST implementation	

	Interview Questions	Reference to Survey Questionnaire
	25. What innovations, if any, did your school adopt in terms of implementing the COT, SAT and IPCRF? 25.1. Why not?	Refer to answer to Question No. 34
	Effects of PPST 26. Overall, how has the introduction of the PPST and the use of the PPST-aligned tools (COT, SAT, IPCRF) improve: 26.1. leadership and management practices in your school? 26.2. teaching practices in your school?	
C. School Outcomes	27. To what extent and how did the significant improvements in your competencies (referring to knowledge, skills, behaviors and practices) in school leadership and management increase : 37.1. student participation in your school? 37.2. community participation and stakeholder engagement? 37.3. Inclusiveness and responsiveness of basic education? 37.4. decentralisation of management and accountability to schools?	
D. External Factors and Conditions	EXTERNAL FACTORS & CONDITIONS AFFECTING SCHOOL OUTCOMES 28. How did the following external factors and conditions [Socio-Economic and Demographic / Physical and Geographic / Cultural and Religious] affect school leadership and management practices? 28.1. Why not?	
	a. For Socio-Economic and Demographic	Refer to Question 38
	b. For Physical and Geographic factors	Refer to Question 39
	c. For Cultural and Religious	Refer to Question 40
	29. How does other external factors influence/affect school leadership and management practices in your school?	

	Interview Questions	Reference to Survey Questionnaire
	29.1. access to key resources (e.g., <i>support/visits from supervisors, consultation with peer principals, access to training and professional development opportunities, among others</i>)? 29.2. access to communications/internet and/or transportation infrastructure; and 29.3. occurrence of natural and man-made disasters	
E. Systemic Factors and Conditions	30. What <u>significant</u> assistance and support has your school received from external public and private stakeholders (e.g. Division Office, LGU, Church or NGOs)?	
	31. How did support and assistance from external stakeholders improve: 31.1. school leadership and management practices? 31.2. Decentralisation of management and accountability in basic education? 31.3. Inclusive and responsive basic education?	
F. Facilitating & Hindering Factors	32. What are some of the key factors that drive/facilitate implementation of:	
	32.1. school leadership and management practices? 32.2. Decentralisation of management and accountability? 32.3. Implementation of inclusive and responsive basic education?	
	33. What are some of the remaining hindrances that challenge the implementation of: 33.1. school leadership and management practices? 33.2. Decentralisation of management and accountability? 33.3. Implementation of inclusive and responsive basic education?	

Annex O-2: 2020 Guide Questions for Teachers

	Interview Questions	Reference to Survey Questionnaire
A. General Questions	4. Of all the basic education reforms introduced by DepEd in the last 6 six years, which among these had the most significant impact to you in terms of improving: 1.4. Leadership and management in your school? Why? 1.5. Teaching delivery in your school? Why? 1.6. Decentralisation of management and accountability of basic education? Why?	
B. Basic Education Reforms	Learning & Development (L&D) System L&D Knowledge/Awareness 5. What is your understanding of the following: 2.1. Learning & Development (L&D) System? 2.2. Learning Management Systems (LMS)?	Refer to answer to Question No. 3
	L&D Practices 34. How was the Learning Management Systems (LMS) activities implemented in your school? 34.1. Have you participated in these Learning Management System (LMS) activities? d. Learning Action Cell (LAC)? e. Action Research? f. Job embedded learning? g. INSET? 34.2. If not, why?	
	Innovations on L&D implementation	

	Interview Questions	Reference to Survey Questionnaire
	35. What innovations, if any, did your school adopt in terms of implementing the LAC? 35.1. Why not?	Refer to answer to Question No. 6
	Effects of L&D 36. Overall, how did the implementation of the LMS influence your teaching practices?	
	CURRICULUM AND ASSESSMENT SYSTEMS (CAS) CAS Knowledge/Awareness 37. What were the different reforms related to the K-12 curriculum and assessment in the last six years that you are familiar with?	
	CAS Practices 38. How were these reforms in curriculum and assessment implemented or used in your school? 38.1. Why not?	
	b. For K-12 Curriculum Guides	Refer to answer to Question No. 7
	f. For PRIMALS	Refer to answer to Question No. 8
	g. For CARB	Refer to answer to Question No. 9
	Innovations on CAS implementation 39. What innovations, if any, did your school adopt in terms of implementing the reforms in curriculum and assessment? 39.1. Why not?	Refer to answer to Question No. 10
	Effects of CAS	

	Interview Questions	Reference to Survey Questionnaire
	40. Overall, how did the implementation of these curriculum and assessment reforms (e.g., use of K-12 curriculum guides, PRIMALS, classroom assessment tools) improve your teaching delivery practices?	
	GENDER EQUITY, DISABILITY AND SOCIAL INCLUSION (GEDSI) GEDSI Knowledge/Awareness 41. What is your understanding of the concepts of Inclusive Education, Responsive Basic Education; and Gender-Responsive Basic Education (GRBE). 41.1. What are the similarities and differences among the three?	
	GEDSI Practices 42. How was <u>[Responsive Basic Education/Inclusive Education/GRBE]</u> implemented in your school? 42.1. As a teacher, how do you implement of <u>[Responsive Basic Education/Inclusive Education/GRBE]</u> in your classroom? 42.2. Why not?	
	a. For Responsive Basic Education	Refer to answer to Question No. 11
	b. For Inclusive Education (IE)	Refer to answer to Question No. 12
	c. For Gender-Responsive Basic Education (GRBE)	Refer to answer to Question No. 13
	Innovations on GEDSI implementation 43. What innovations, if any, did your school adopt in terms of implementing Inclusive, Responsive and GRBE? 43.1. Why not?	Refer to answer to Question No. 15

	Interview Questions	Reference to Survey Questionnaire
	Effects of GEDSI 44. Overall, how did the implementation of the Inclusive and Responsive Education and Gender-Responsive Basic Education influence your teaching practices?	
	Philippine Professional Standards for Teachers (PPST) PPST Knowledge/Awareness 45. Please describe your understanding of Philippine Professional Standards for Teachers (PPST) 45.1. How is the PPST connected to the RPMS?	Refer to answer to Question No. 16
	PPST Practices 46. How was PPST-aligned RPMS implemented in your school? 46.1. As a teacher, how did you implement PPST and the PPST-aligned RPMS in your school? 46.2. Why not?	
	a. For Classroom Observation Tool (COT)	Refer to answer to Question No. 17
	b. For Self-Assessment Tool (SAT)	Refer to answer to Question No. 18
	Innovations on PPST implementation 47. What innovations, if any, did your school adopt in terms of implementing the COT, SAT and IPCRF? 47.1. Why not?	Refer to answer to Question No. 19
	Effects of PPST	

	Interview Questions	Reference to Survey Questionnaire
	48. Overall, how has the introduction of the PPST and the use of the PPST-aligned tools (COT, SAT, IPCRF) improve teaching practices in your school?	
	49. To what extent and how is decentralised management and accountability applied in your school? 49.1. How has this improved your teaching practices?	
	Unified information system and sub-systems (UISS) 50. Overall, how has the full operationalisation of the Unified information system and sub-systems (UISS) improved teaching practices in your school?	
	a. For Enhanced Basic Education Information System (EBEIS)	Refer to answer to Question No. 20
	b. For Learner Information System (LIS)	Refer to answer to Question No. 21
	c. For Learning Resource (LR) Portal	Refer to answer to Question No. 22
C. School Outcomes	51. In the last six years, how did the improvements in knowledge, skills, behaviors and practices in teaching increase: 51.1. student participation in your school? 51.2. community participation and stakeholder engagement? 51.3. Inclusiveness and responsiveness of basic education? 51.4. decentralisation of management and accountability of basic education?	
D. External Factors and Conditions	EXTERNAL FACTORS & CONDITIONS AFFECTING SCHOOL OUTCOMES 52. How did the following external factors and conditions [Socio-Economic and Demographic / Physical and Geographic / Cultural and Religious] affect student participation and quality of teaching delivery? 52.1. Why not?	

	Interview Questions	Reference to Survey Questionnaire
	d. For Socio-Economic and Demographic	Refer to answer to Question No. 24
	e. For Physical and Geographic factors	Refer to answer to Question No. 25
	f. For Cultural and Religious	Refer to answer to Question No. 26
	53. How does other external factors influence/affect teaching practices in your school? 53.1. access to key resources (e.g., <i>support/visits from supervisors, consultation with peer principals, access to training and professional development opportunities, among others</i>)? 53.2. access to communications/internet and/or transportation infrastructure; and 53.3. occurrence of natural and man-made disasters	
E. Systemic Factors and Conditions	54. What <u>significant</u> assistance and support has your school received from external public and private stakeholders (e.g. Division Office, LGU, Church or NGOs)? <i>(Note: ask respondent to identify who these external stakeholders are)</i>	
	55. How did support and assistance from external stakeholders improve: 34.1. Quality teaching delivery? 34.2. Decentralisation of management and accountability in basic education? 34.3. Implementation of inclusive and responsive basic education?	
F. Others	56. What are some of the key factors that drive/facilitate: 35.1. Quality teaching delivery? 35.2. Decentralisation of management and accountability? 35.3. Implementation of inclusive and responsive basic education?	
	57. What are some of the remaining hindrances to:	

	Interview Questions	Reference to Survey Questionnaire
	36.1. Quality teaching delivery? 36.2. Decentralisation of management and accountability? 36.3. Implementation of inclusive and responsive basic education?	

Annex P. 2020 KAU Survey Tool

A Self-Assessment Tool on Basic Education Reforms¹³⁴

(Principals/School Heads and Teachers)

Background: This Self-Assessment Tool is intended to assess the awareness (knowledge and skills) and usage (behavior and practices) of selected respondents on the various policies and outputs of the reforms introduced by DepEd in the last six years. The self-assessment tool lists **13 policies** (DepEd Orders) issued from 2015 onwards, **27 materials** produced with assistance from the BEST Program and **10 BEST Program interventions**. Outputs of the different program interventions include but is not limited to: training modules; systems guidelines; curriculum guides; learning materials; training videos; manuals; learning portal and other such outputs.

All answers to this self-assessment tool will be kept strictly confidential. The digitised results and accomplished questionnaires will be kept at the QED-ADII Office at 22 Matipid Street, Sikatuna Village, Quezon City. Only authorised persons will have access to these results. It is expected that the tool will be completed within 5 to 10 minutes.

Part 1. The introduction of a new or revised policy is normally intended to introduce reforms towards system improvement or organisational development. In the last 5 to 6 years, DepEd introduced several policies that are related to the Program being evaluated. This part of the survey thus aims to determine the extent of diffusion and implementation of these policies. In assessing your knowledge and the school's implementation of each given policy, please use the 4-point scale as shown below:

Score	Knowledge and Skills	Behavior and Practices
4	I have comprehensive knowledge about this Policy	The school has innovated on the implementation of this policy reform
3	I have sufficient knowledge about this Policy	The school has fully implemented this policy
2	I have limited knowledge about this Policy	The school has partially implemented this policy

¹³⁴ This Self-Assessment Tool is intended to be administered prior to the Interviews or FGD. The probing questions (i.e., How) will be prompted by their answers to the questionnaire.

Score	Knowledge and Skills	Behavior and Practices
1	I have no knowledge about this Policy	The school has not implemented this policy

Instruction: For each policy, please write down the corresponding score for the statement that most applies to your Knowledge, Skills, Behavior and Practices relative to these materials in the appropriate columns. **Please leave the item blank if it does not apply to you.**

Policy	Score	
	Knowledge and Skills	Behavior and Practices
1. DO No. 35, s. 2016 on “The Learning Action Cell as a K to 12 Basic Education Program School-Based Continuing professional Development Strategy for the Improvement of Teaching and Learning”		
2. DO No. 55, s. 2015 on the “Utilisation of Language Mapping Data for Mother Tongue-Based Multilingual Education (MTB-MLE) Program Implementation”		
3. DO No. 39, s. 2016 on the “Adoption of the Basic Education Research Agenda”		
4. DO No. 42, s. 2017 on the “National Adoption and Implementation of the Philippine Professional Standards for Teachers”		
5. DepEd No. 2, s. 2015 “Guidelines on the Establishment and Implementation of the Results-Based Performance Management System (RPMS) in the Department of Education”		
6. DO NO. 8 S. 2015 on the “Policy Guidelines on Classroom Assessment for the K to 12 Basic Education Program”		
7. DO No. 55, s. 2016 on the “Policy Guidelines on the National Assessment of Student Learning for the K to 12 Basic Education Program”		
8. DO No. 29, s. 2017 on the “Policy Guidelines on System Assessment in the K to 12 Basic Education Program”		
9. DO No. 43, s. 2017 on the “Teacher Induction Program Policy”		
10. DO 44, s. 2015 on the “Guidelines on the Enhanced School Improvement Planning (SIP) Process and the School Report Card (SRC)”		
11. DEPED Order No. 32 s. 2017 on Gender-Responsive Basic Education Policy		
12. DO No. 41, s. 2017 on the “Policy Guidelines on Madrasah Education in the K to 12 Basic Education Program”		
13. DO No. 32, s. 2015 on “Adopting the Indigenous Peoples Education Curriculum Framework”		

Part 2. With the introduction of new or revised policies within the last five to six years, several *new or enhanced development, teaching and learning materials* were also introduced in the DepEd system.

Listed below are several of these materials. This part of the survey aims to determine the extent of knowledge, access and utilisation of these materials in your school. In assessing your knowledge and the school's access and utilisation of these materials, please use the 4-point scale shown below:

Score	Knowledge	Access	Use
4	I have comprehensive knowledge about these materials	The school has full access to these materials	The school has innovated on these materials
3	I have sufficient knowledge about these materials	The school has sufficient access to these materials	The school fully uses these materials
2	I have limited knowledge about these materials	The school has limited access to these materials	The school partially uses these materials
1	I have no knowledge about these materials	The school has no access to these materials	The school does not use these materials

*Note: The **How** will be explored during the interviews*

Instruction: For each **development, teaching and learning materials**, please write down the corresponding score for the statement that most applies to your Knowledge, Access and Use of these materials in the appropriate columns. **Please leave the item blank if it does not apply to you.**

Program Intervention Products	Knowledge	Access	Use
43. School Heads' Leadership Development Program (SHLDP) Modules			
44. Guidebook on Coaching and Mentoring for Specific Purposes			
45. Learning Action Cell (LAC) Toolkit			
46. Action Research (AR) Toolkit			
47. ICT Learning Action Cell (ICT LAC) Resource Materials			
48. Pedagogical Retooling in Mathematics, Languages and Sciences (PRIMALS) Trainers resource packages and LAC session guides			
49. Positive Discipline for Everyday Teaching (PDET-LAC)			
50. Collaborative Lesson Planning (CLP)			

Program Intervention Products	Knowledge	Access	Use
51. Results Based Performance Management System (RPMS) Facilitator's Guide			
52. Classroom Observation Tool (COT)			
53. Self-Assessment Tool (SAT) for teachers			
54. Classroom Assessment Resource Book (CARB) for K to Grade 10			
55. K-12 Curriculum Guides			
56. Multigrade teach-learn package			
57. Contextualised curriculum resources			
58. Teacher Induction Program (TIP) Modules			
59. SIP Quality Assessment (QA) Tool			
60. Trainer's Toolkit for the Enhanced School Improvement Plan (SIP)			
61. Monitoring, Evaluation, and Adjustment (MEA) Framework			
62. Enhanced Basic Education Information System (EBEIS)			
63. Learner Information System (LIS)			
64. Learning Resource (LR) Portal			
65. LAC Session Guides on Inclusive Value Series			
66. Inclusive Education Video Series			
67. ALS-EST Handbook			
68. Learning Resource (LR) for Visually impaired			
69. Continuous Improvement Guidebook			

Part 3. Please indicate whether you are **familiar** with the following **BEST Program** interventions.

Policy	I'm not aware of this intervention (program)	I am aware of the BEST intervention but am not able to explain it clearly	I am aware of the BEST program and can explain it clearly	We demonstrate some facility with the stated intervention (limited practice)	We practice the intervention widely and have some mastery of it	We have introduced home-grown innovations in rolling out additional interventions
1. Learning and Development System (L&D)						
a. LAC						
b. PRIMALS						
c. Action Research Guides						
2. Philippine Professional Standards for Teachers						
a. SAT						
b. COT						
3. Curriculum and Assessment Systems						
a. CARB						
b. Multi-Grade Teach-Learn Package						
c. Contextualised Curriculum Resources						
4. Teacher Pre-Service Quality Improvements						
a. Teacher Induction Program						
5. School-Based Management (namely the School Improvement Plan)						
a. SBM Framework						
b. SIP Quality Assurance Tool						

Policy	I'm not aware of this intervention (program)	I am aware of the BEST intervention but am not able to explain it clearly	I am aware of the BEST program and can explain it clearly	We demonstrate some facility with the stated intervention (limited practice)	We practice the intervention widely and have some mastery of it	We have introduced home-grown innovations in rolling out additional interventions
c. School Governance Council						
6. Planning, Policy, Monitoring and Evaluation Systems						
a. BEMEF						
b. MEA Framework						
c. Planning & Budgeting						
7. Unified Information Systems and Sub-systems						
a. EBEIS						
b. LIS						
c. LR Portal						
8. Gender Equity, Disability and Social Inclusion						
a. Inclusive Education Video Series						
b. Learning Resources (LR) for the Visually-Impaired						
9. Organisational Development						
a. Continuous Improvement Guidebook						
10. Classroom Constructions						

Annex Q. 2020 Survey on the Perceptions on Program Interventions

Annex Q-1: 2020 Survey of Principals/School Heads (PSHs)

Part 1: Sector/Educational gaps or challenges

109. To the best of your knowledge, what were the key educational challenges in basic education, five years ago, that were intended to be addressed by the reforms introduced in the last five years? [Multiple answers allowed.]

109.1. ___ High drop-out rates

109.2. ___ High rates of school leavers

109.3. ___ Low performance in math, science, English and Filipino

109.4. ___ Disparity of learning outcomes between boys and girls

109.5. ___ Low reading skills among Grade 3 students

109.6. ___ Low graduation rates

109.7. ___ Low completion rates

109.8. ___ Poor access of marginalised children (e.g. Children with disabilities) to education services

109.9. ___ Inadequate special programs for gifted children

109.10. ___ Others: _____

110. What were the specific educational challenges relevant to your school?

[Note: Interviewer should ask P/SH to get a copy or at least allow interviewer to look at the Situational Analysis portion of the School Improvement Plan to identify specific challenges of the school.]

110.1. ___ Shortage of classrooms

110.2. ___ Shortage of learning materials

110.3. ___ Development of Leadership and Management capacity

110.4. ___ Development of Teachers' competencies

110.5. ___ Problems with the Basic Education Curricula

110.6. ___ Problems with Assessment of student learning

110.7. ___ Responsiveness of learning materials to different learning needs

110.8. ___ Contextualisation of learning materials

110.9. ___ Responding to needs of special groups of children (e.g. with disabilities, IPs)

110.10. ___ Others: _____

Part 2: Basic Education Reforms

111. Within the last six years, have you conducted any Learning and Development (L&D) processes or activities in your school? ___ Yes ___ No

112. Within the last six years, has your school used any of the following tools?

112.1. Learning Action Cell (LAC) Toolkit? ___ Yes ___ No

112.2. Action Research Toolkit? ___ Yes ___ No

112.3. ICT Learning Action Cell Toolkit? ___ Yes ___ No

112.4. Positive Discipline for Everyday Teaching (PDET-LAC)? ___ Yes ___ No

112.5. Collaborative Lesson Planning (CLP) ___ Yes ___ No

113. Within the last six years, have you conducted any **Learning Action Cell (LAC)** sessions conducted in your school? ___ Yes ___ No

113.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), please assess the LAC in terms of:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness (fit) as a learning modality for teachers in your school				
Teachers' acceptance of the revised learning modality in your school				
Usefulness of the learning modality to teachers in your school				

114. Have you initiated or made any improvements or innovations on the prescribed processes of the LAC? ___ Yes ___ No

115. Have you used the **School Heads Leadership Development Program (SHLDP) Modules**? ___ Yes ___ No

115.1. If Yes, how many modules have you completed? ___ modules

115.2. If Yes, on a scale of 1 to 4 (with 4 being Very High), please assess the training modules in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as a training modality for Principals and School Heads				
Principals and School Heads' acceptance of the training modality				
Usefulness of the training modality in improving your leadership and management competencies				

116. Are you familiar with the **32 indicators** under the PPST on which the enhanced RPMS tools and processes were based? ____ Yes ____ No

117. Does your school fully comply with the procedures for the PPST-aligned **Classroom Observation Tool (COT)**? ____ Yes ____ No

117.1. How often do you conduct classroom observations using the COT? _____

117.2. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the COT in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as a tool for Principals and School Heads to assess teacher performance				
Principals and School Heads' acceptance of the tool				
Teachers' acceptance of the tool				
Usefulness of the tool in improving school leadership and management				

118. Have you initiated or made any improvements or innovations on the prescribed processes of the COT? ____ Yes ____ No

119. Do your teachers fully comply with the requirements of the PPST-aligned Self-Assessment Tool (SAT)? ____ Yes ____ No

119.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the SAT in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as a tool for Principals and School Heads to monitor teacher performance				
Principals and School Heads' acceptance of the tool				
Teachers' acceptance of the tool				
Usefulness of the tool in improving school leadership and management				

120. Have you initiated or made any improvements/innovations on the prescribed process of the SAT? ____ Yes ____ No

121. Do your teachers comply with the requirements of the PPST-aligned Individual Performance Commitment and Review Form (IPCRF)? ____ Yes ____ No

121.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the IPCRF in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as a tool for Principals and School Heads to monitor teacher performance				
Principals and School Heads' acceptance of the tool				
Usefulness of the tool in improving school leadership and management				

122. Have you initiated or made any improvements/innovations on the prescribed process of the IPCRF? ____ Yes
____ No

123. Does your school use the **K-12 Curriculum Guides**? ____ Yes ____ No

123.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the K-12 Curriculum Guides in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as a teaching tool for teachers				
Acceptability of the tool to teachers				
Usefulness of the tool to teachers				

124. Does your school use the **Pedagogical Retooling in Mathematics, Languages and Sciences (PRIMALS) 1-10**?
____ Yes ____ No

124.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the PRIMALS in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as a teaching tool for teachers				
Acceptability of the tool to teachers				
Usefulness of the tool to teachers				

125. Does your school use the **Classroom Assessment Resource Book (CARB)**? ____ Yes ____ No

125.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the CARB in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as an assessment tool for teachers				
Acceptability of the tool to teachers				
Usefulness of the tool to teachers				

126. Have you initiated or made any improvements/innovations on the prescribed process of the K-12 Curriculum Guides, the PRIMALS or the CARB? ____ Yes ____ No

127. In the last five years, have you used the new Training Induction Program (TIP) modules in orienting and training your new/beginner teachers? ___ Yes ___ No

127.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the TIP in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Appropriateness as a tool to train new teachers				
Acceptability of modules and process to Principals/School Heads				
Usefulness to your work as Principal/School Head				
Contribution of modules to your improving your leadership and management competencies				

128. Have you initiated or made any improvements/innovations on the prescribed process of the TIP? ___ Yes ___ No

129. Does your school have a School Improvement Plan (SIP)? ___ Yes ___ No

130. Does your SIP fully comply with the SIP Guidelines on the Enhanced School Improvement Planning (SIP) Process and the School Report Card (SRC) stated in DO 44, s. 2015? ___ Yes ___ No

131. Have you used the **School Improvement Plan Quality Assessment Tool**? ___ Yes ___ No

132. Have you initiated or made any improvements/innovations on the prescribed process of the SIP? ___ Yes ___ No

133. Does your school apply the **School Monitoring, Evaluation and Adjustment (SMEA) Framework**? ___ Yes ___ No

134. Have you initiated or made any improvements/innovations on the prescribed process of the SMEA? ___ Yes ___ No

135. Does your school use the **Enhanced Basic Education Information System (EBEIS)**? ___ Yes ___ No

135.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the **EBEIS** in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Ease of access when connecting to the system				
User- friendliness of the system when navigating the site (i.e., does not require intensive training to use)				

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Usefulness of system in enhancing school leadership and management (i.e., school planning, budgeting and operations)				
Contribution of modules to your improving your leadership and management competencies				

136. Does your school use the **Learner Information System (LIS)**? ___ Yes ___ No

136.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the **LIS** in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Ease of access when connecting to the system				
User- friendliness of the system when navigating the site (i.e., does not require intensive training to use)				
Usefulness of system in enhancing school leadership and management (i.e., monitoring students)				

137. Do your school and teachers use the **Learning Resource (LR) Portal**? ___ Yes ___ No

137.1. If Yes, on a scale of 1 to 4 (with 4 being Very High), rate the **LR Portal** in terms of its:

	Low (1)	Mode- rate (2)	High (3)	Very High (4)
Ease of access when connecting to the system				
User- friendliness of the system when navigating the site (i.e., does not require intensive training to use)				
Usefulness of system in enhancing school leadership and management (i.e., access to resources)				

138. Does your school implement **Responsive Basic Education**? ___ Yes ___ No

139. Does your school implement **Inclusive Education (IE)**? ___ Yes ___ No

140. Does your school practice the **Gender-Responsive Basic Education (GRBE)** as prescribed in DO No. 32 s. 2017?
___ Yes ___ No

141. Does your school use the following?

141.1. Teaching and learning materials for Children with Disabilities (CWD)? ___ Yes ___ No

141.2. Gender-sensitive teaching and learning materials? ___ Yes ___ No

141.3. IP-sensitive teaching and learning materials? ___ Yes ___ No

142. Have you initiated or made any improvements/innovations on the prescribed processes of IE and GRBE? ____

Yes ____ No

143. In the past six years, has your school implemented any **Continuous Improvement (CI)** activities?

____ Yes ____ No

143.1. If yes, what are these activities? _____

144. Have you initiated or made any improvements/innovations on the prescribed processes in the implementation of Continuous Improvements? ____ Yes. ____ No

Part 5: Increase in knowledge and skills among Principals/School Heads

145. When compared to six years ago (SY2013-2014), my own competencies (referring to knowledge, skills, attitudes) as a Principal/School Head has *[indicate extent of improvement, if any]*:

Compared to six years ago (or SY2013-2014):	Remained the Same	Increased Slightly	Increased Moderately	Increased Significantly
145.1. My capacity to <i>set the direction of the school</i> has ...				
145.2. My capacity to <i>lead strategically</i> has ...				
145.3. My capacity to <i>manage systems and processes in the school</i> has ...				
145.4. My capacity to <i>manage school operations and resources</i> has ...				
145.5. My capacity to <i>promote quality teaching and learning</i> has ...				
145.6. My capacity to <i>provide instructional leadership</i> has ...				

Compared to six years ago (or SY2013-2014):	Remained the Same	Increased Slightly	Increased Moderately	Increased Significantly
145.7. My capacity to <i>nurture own professional development as well as that of teachers and other school personnel</i> has ...				
145.8. My capacity to <i>nurture team effectiveness</i> has ...				
145.9. My capacity to <i>engage the stakeholders in initiatives towards improvement of the school community</i> has ...				
145.10. My capacity to <i>manage diverse relationships</i> has ...				

Part 6: External Factors and Conditions

146. Do existing **socio-economic and demographic factors and conditions** affect school/student performance?

☐ Yes ☐ No

147. Do current **physical and geographic factors and conditions** affect school/student performance?

☐ Yes ☐ No

148. Do the dominant **cultural and religious beliefs** in your community affect school/student performance?

☐ Yes ☐ No

Part 7: Systemic Factors and Conditions

149. **What** kinds of support were provided to your school to help you successfully implement the reforms and enhance your school operations. Please marking the appropriate box in terms of (*Note: a blank response will be considered as None*):

Basic Education Reforms	Type of Support				
	Policy support	Capacity Building / Training	Teaching & learning resources	Financial	Others, please specify
1. Implementation of the L&D system					
2. Implementation of the Collaborative Lesson Planning (CLP)					
3. Implementation of the Learning Action Cells (LAC)					
4. Implementation of the Results-based Performance Management System (RPMS)					
5. Use of Self-Assessment Tool (SAT)					
6. Use of Classroom Observation Tool (COT)					
7. Implementation of the Teacher Induction Program					
8. Use of Classroom Assessment Resource Book (CARB)					
9. Implementation of the Policy Guidelines on Classroom Assessment for the K to 12					
10. Implementation of the Policy Guidelines on the National Assessment of Student Learning for the K to 12					
11. Formulation of the School Improvement Plan					
12. Use of the SBM Quality Assessment Tool					
13. Implementation of the School Monitoring, Evaluation and Adjustment Framework (SMEA)					

Basic Education Reforms	Type of Support				
	Policy support	Capacity Building / Training	Teaching & learning resources	Financial	Others, please specify
14. Access & Use of the Enhanced Basic Education Information System (EBEIS)					
15. Access & Use of the Learner Information System (LIS)					
16. Access & Use of the Learning Resource Portal					
17. Mainstreaming GRBE at the school level					
18. Implementing Inclusive Education at the school level					

150. Are you familiar with the BEST Program? __ Yes __ No

151. Have you participated in any activities facilitated/sponsored by the BEST Program? __ Yes __ No

Part 8: Respondent's Profile (Personal Factors and Conditions)

1. Sex of Respondent:	a. ____ Female	b. ____ Male
2. Age	a. ____ 21-29 years old	
	b. ____ 30-39 years old	c. ____ 40-49 years old
	d. ____ 50-59 years old	e. ____ above 59 years old
3. Highest Educational Attainment:	a. ____ Bachelor's Degree b. ____ Master's Degree	c. ____ Doctoral Degree
3.1. BS Course (Spell out):		
3.2 Master's Degree:		
3.3 Doctorate Degree:		
4. Length of Service		
4.1 No. of years teaching in current school:		
4.2. Total no. of years as teacher in all schools (public & private):		
5. In the last 6 years, what development/training programs have you completed (if any) have you completed that has/have significantly influenced the quality of your teaching delivery (<i>note: if space is left blank, answered is considered as NONE</i>):		
Approximate Year	Program/Course Title	
5.1		
5.2		
5.3		

Thank you very much for your cooperation.

Annex R. Challenges in obtaining school-level data

At the very beginning of the BEST End-of-Program Evaluation (EOPE) Study, various constraints were already identified by the EOPE Study Team such as the fact that it was too soon to assess learning outcomes and the timing of data gathering activities. These concerns were communicated to the BEST Program Team and options were suggested. However, the Study Team was given the approval to proceed and do exert best efforts. These are discussed in the succeeding paragraphs.

1. **Manifestations of learning outcomes.** The EOPE Study Team had raised the issue that it was too early for program outcomes to manifest considering that several program activities were still ongoing and the downloading of the interventions to the schools only peaked in 2018. The Team also raised the issue of data required in a statistical analysis using the regression model. The Team proposed several alternatives with the BEST Program Team. However, in the end, it was agreed that the EOPE Study Team will proceed and do its best to collect school-level data particularly on the individual average grades of students under the four subjects in order to answer the two research questions.

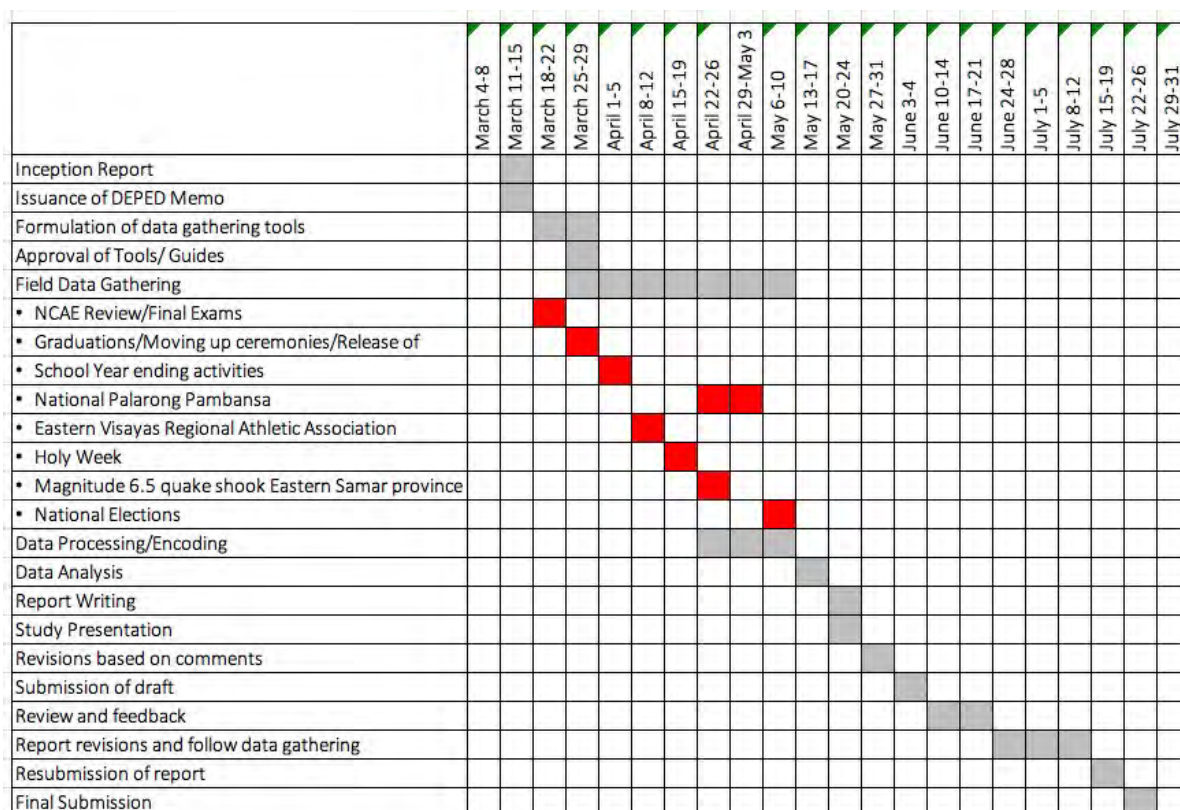
In anticipation of the challenges, the EOPE Study Team organised one Regional Study Team for each region to allow simultaneous conduction of field data gathering. Each Regional Team collected school-level secondary data, conducted KIIs (with Regional Directors, Assistant Regional Directors and Superintendents), facilitated FGDs with RO and DO officers and specialists and conducted FGDs with principals and teachers from direct recipient and indirect recipient schools.

2. Also, the EOPE Study Team had to spend additional time in visiting each of the schools to follow up the data required. However, at that time (EO March to mid-April), the schools were still preoccupied with many other school year end concerns making their participation even more challenging. **Timing of data gathering activities.** A serious challenge to the conduct of the Study, which was expected at the start, was the timing of the field data collection. Field data gathering only commenced in March 25 and ended on May 10, 2019 (except for the interviews with the past and current BEST Executive Program Sponsors and follow up interviews with key Operating Units at the Central Office).

The seven-week of data gathering was however interrupted by several factors such as the year-end activities of the school and the Holy Week (Chart 1). First, the field research coincided with many school activities that preoccupied the principals and teachers from direct and indirect recipient schools. For example, the start of the field data gathering commenced at the time of the fourth grading tests for the Grade 6 students and well as preparations for graduation and moving up ceremonies of all schools. After the graduations/ceremonies, schools became preoccupied with the preparation of year-end reports.

Second, schools in Eastern Samar (Region VII) were occupied with the Eastern Visayas Regional Athletic Association (EVRAA) and thus the schools requested to participate only after the Holy Week, which was generally a no work week. Afterwards, the FGDs in Eastern Samar coincided with the 6.5 earthquake, which caused one of the FGDs to be cut short. Then, several schools also became preoccupied with the national elections. Thus, the request for secondary data was not well-received particularly by large and very large schools.

Chart 1. Data Collection Timeline



Moreover, intended respondents were not easily available for interviews both at the Central Office, Regional Office and Division Office levels. For instance, at the Central Office, many of the intended respondents were still preoccupied with completing their final activities and deliverables for the BEST Program and thus were not available to sit down for interviews. This pushed back the KIIs at the Central Office by at least two weeks.

As the Study progressed, other challenges were encountered by the EOPE Study Team.

3. **Difficulties of scheduling appointments with DepEd Officials.** The Study Team also encountered difficulties in setting appointments for Key Informant Interviews with Regional Directors, Superintendents, Principals as well as Officials at the Central Office.

In the case of the Regional Directors, some of them were on official travel or out of their offices.

In the case of the Superintendents, the DepEd Memo issued by the Central Office was not sufficient to secure the appointments with them despite a go ahead secured from their Regional Director. Some of them were also on official travel or out of their offices. One Superintendent, however, informed the Study Team to come back after two weeks to set an appointment because they were very busy and forbade the Study Team to approach any of the concerned schools.

Similarly, in the case of the Principals and Schools Heads, particularly at NCR, the DepEd Memo was also not sufficient to secure the appointments with the Principals and they further requested an order that was signed or noted by their respective Superintendents. However, the time constraints did not allow the Study Team to undertake this.

In the case of the CO respondents, some of them were busy with completing activities (such as the L&D Trial and the PPST) under the BEST Program and could not find a suitable time for the interviews.

4. **Absence of baseline information.** Many of the interventions of the BEST Program were artifacts of previous programs/projects. It was quite challenging for the Study Team to determine which among the interventions were attributed to the BEST Program. Even the respondents themselves could not identify activities that were supported by the BEST Program. In addition, the Program could not provide a baseline to show the status of the different situations and indicators prior to the provision of interventions.

This finding was also highlighted in the IPR, which noted that *“BEST built on previous initiatives without establishing a clear baseline for all investments on commencement, which limits the ability to determine the impact of BEST’s contributions”* (p. 8).

5. **School-level data management.** Another challenge that impeded the research was the state of records/data management across most schools. Even at school level in many schools, grades were reported only by average. Many schools were not able to provide individual students’ grades by subjects albeit it was understood that average grades, which were submitted to the Division Offices, were based on individual students’ grades.

Several schools also stated that many of the electronic files of the individual grades were in the computers of different teachers. Several schools did not have complete reports of grades by years on file. Lastly, many grade reports were missing due to floods and no duplicates were kept.

6. **Reluctance of schools to provide data.** The assessment of the contributions of the BEST Program interventions to the attainment of EOPOs 1 and 2 was considerably impeded by the limited school-level data obtained. The original intention of the EOPE Study to use regression analysis in comparing 80 treatment schools with 26 comparison schools to derive the effects of the BEST Program interventions on student mastery by grade level (Grades 4, 5 and 6), by subject (English, Filipino, Math and Science) and by sex could not be done. The analysis was premised on the strong assumption that secondary data to be

collected from the individual schools in the sample study would be available¹³⁵. However, despite doubling its efforts (doing three to four rounds of school visits) the Regional EOPE Teams were only able to collect data from 62 schools out of 106 schools (58.5%) in the study sample and only 25 of these school data sets were complete enough to be used for analysis.

Because of the small data sample collected, the Study could not proceed with the regression analysis and instead the Pooled Difference-in-Differences (DID) Method was used to capture the effects of the BEST Program in improving the grades of the students and in reducing differences in learning outcomes between boys and girls.

Moreover, only 13 schools provided data on Phil-IRI Test Results. With this small sample, it was no longer analysed since it would not provide acceptable conclusions.

7. **Inadequate program monitoring data.** The EOPE Study was also constrained by the insufficient program monitoring data. For instance, the Team could not obtain any central/master list/records of the various Trainers' Training Programs organised by the Central Office (CO) Operating Units (OUs) (except from BHROD-SED) or any of the workshops held at the Central or Regional levels. Neither the Regional M&E Specialists, the Division Offices nor the Central Office OUs were able to share reports on completion of BEST activities.

Initially, the BEST Program Team could not share any records/details of downloading activities since they said that these were the responsibilities of the various DepEd OUs. An excel file of capacity building programs containing 3,910 records were finally secured from the BEST Program. The file however appeared to be incomplete because:

- there were training programs that had the qualifier Phase 2 after the title (such as National Training of Trainers (TOT) Phase 2 on Content (Planning Budget Strategy) for RO) but no Phase 1 were included in the list; and
- there were training programs that listed 60 or 100 under the column of participants while others listed one or two and it was not clear whether these numbers referred to the number of participants or the number of batches.

In the absence of any other available list, the Study was used in the analysis to present the trend of capacity building interventions provided through the Program.

¹³⁵ Prior to the start of the evaluation field data gathering, the EOPE Team had already requested that the data needed for the regression analysis be collected either from the Central Office databases or the Division Office databases. This was because the Team had anticipated that the timing of the field data gathering, which coincided with end of school year activities, would negatively affect data collection as well as delay the conduct of analysis. However, the Team was advised that collecting data from the individual schools was the only option that would answer the evaluation question and thus, the individual school data collection proceeded.

Annex S. Relevance of BEST Program Interventions: A Literature Review

Introduction

Part of the End-of-Program Evaluation (EOPE) of the Basic Education Sector Transformation (BEST) Program, implemented from 2014 to 2019, was the assessment of the **Relevance** of its various components or what it calls Program Interventions. The EOPE Study assessed 10 BEST Program Interventions although there were other Program Interventions that were not included.¹³⁶

The 10 Program Interventions were as follows:

1. Learning and Development (L&D) System;
2. Philippine Professional Standards for Teachers (PPST);
3. Curriculum and Assessment (C&A);
4. Teacher Pre-Service Quality Improvement (TPQI);
5. School-Based Management (SBM);
6. Policy, Planning, Monitoring and Evaluation System (PPMES);
7. Unified Information System and Sub-systems (UISS);
8. Gender Equity, Disability and Social Inclusion (GEDSI);
9. Organisational Development (OD); and
10. Classroom Construction.

The following literature review looks at the efficacy of these program interventions in reforming the basic education sector.

Challenges in the Philippine Basic Education System

The Philippine basic education sector, managed by the Department of Education (DepEd), is one of the biggest bureaucracies and public service provider in the Philippines (De Guzman, 2007; Luz, 2009; Shkabatur, 2012). In 2012, during the design stage of the BEST Program, the

¹³⁶ The requirement to assess only the 10 Program interventions was indicated in the Request for Tender (RFT) document.

Program Design Document (PDD) noted that there were 45,051 elementary schools (37,967 public and 7,084 private) and 9,969 secondary schools (5262 public and 4707 private) in the Philippines, spread across the country's more than 7,000 islands. Populating these schools were an estimated 20,438,000 students being taught by approximately 500,444 teachers (358,458 elementary and 141,986 secondary) (BEST, 2012).

When compared to the similar sectors of neighboring countries in the ASEAN region, the task of managing the sector is enormous. This is principally because it continues to be a unitary system despite being decentralised.

The Philippine basic education system is in crisis according to Luz (2009). He expounds, *"Numerous studies of the problems in Philippine education lead to predictable and oft-repeated conclusions: the school system has gotten too large, too unwieldy and too difficult to manage; shortages in classrooms, teachers, textbooks and material resources are at the heart of the problem; teachers are poorly trained despite having passed a licensure examination; there is little or no in-service training to improve teachers once hired; oversized classroom sections, multiple shifting or both undermine student learning to occur. The list goes on and on"* (p. 3).

Basic education performance indicators revealed high rates of drop-outs across the system, poor performance in national and international achievement tests, poor reading abilities and functional literacy of older students, lack of student preparedness for study in high schools and universities as revealed in diagnostic tests and entrance exams (De Jesus, 2004; Luz, 2009; Miralao, 2004; Maligalig, 2010).

Results of national assessments showed that *"given the poor performance of students in the NEAT and NSAT, Filipinos should not have been surprised with the results of the Third International Math and Science Study administered internationally in 41 countries, which showed the Philippines as ranking second and third from the bottom in mathematics and science tests respectively"* (Miralao, 2004: 76).

Reasons for the declining state of basic education in the Philippines varies.

A World Bank (2016) study on basic education service delivery in the country, found that *“the average elementary or high school teacher could answer fewer than half of the questions on the subject content tests correctly”*, which suggests that these teachers *“face significant challenges in teaching a considerable portion of the current curriculum”* (p. xviii). It was noted that *“there are substantial differences in the quality of education services across the Philippines. The factors associated with the distribution of quality vary, and there is no clear and consistent pattern. The (uneven) distribution of education quality reinforces existing inequalities. Significant differences in levels of education spending and the quality of the learning environment exist across regions and provinces.”*

Moreover, the challenge in managing the sector was also attributed to “resource dependency” as DepEd has the overextended responsibility of *“supervision and regulation over private schools”* in comparison with its *“power to control, regulate and supervise the operations public elementary and secondary schools* (De Guzman, 2006: 57).

Corong et al. (2013: 89) supported this and lamented that *“In the Philippines, public expenditures on physical infrastructure (particularly transportation and utility infrastructures) and the level of public educational spending are both comparatively low”*.

World Bank (2018:) reported that *“public spending on education in the Philippines relative to gross domestic product or overall government spending is less than such spending in most other countries in the region”*. Compared to other countries in the region, the Philippines are underinvesting in as it spent 2.6% of gross domestic product on education in 2011, which is less than the neighboring countries of Timor-Leste with 9.5%, Vietnam with 6.3%, Malaysia with 5.9%, Thailand with 4.9%, and Indonesia with 3.6; only Cambodia and Myanmar spent the equivalent or less than the Philippines did (World Bank,2018). The Philippines disbursed only 16.3% on education as a percentage of government expenditure—less than the neighboring countries of Malaysia, Thailand, and Vietnam, which spent more than 20% (UNESCO 2017).

Educational Reforms Initiatives in the Philippines

After a long period of struggles with inefficiencies and leakages, the Philippine basic education sector has been undergoing significant reforms and changes to arrest its continued decline.

With the promulgation of Republic Act 9155, the Governance of Basic Education Act in 2001, confirming the constitutional right to free basic education among the school-age population and young adults to provide them with skills, knowledge, and values to become caring, self-reliant, productive and patriotic citizens. RA 9155 has become the cornerstone that propels DepEd towards the decentralisation of education management. The Law redefined the basic education sector's top-down structure of the department by providing schools more autonomy in decision-making, matched by school-level grants and operational funding. The new responsibilities of the central office were "policy reform, standards-setting and resource generation," while regions would monitor implementation against those standards in divisions and schools within their jurisdiction and would provide general operational support (for example, payroll preparation, in-service training, and school engineering) (PIDS, 2009).

Reform efforts to improve the structural delivery of the Philippine educational system have been introduced by the Philippine government with the help of its development partners (De Guzman, 2003, 2007; Diokno et al., 2010; Luz, 2009; Read and Atinc, 2017).

As part of this change, DepEd has been implementing since 2006, the Basic Education Sector Reform Agenda (BESRA), which was geared towards the improvement the performance of the public education system by pursuing a decentralised, participatory, and community-centered approach. BESRA concentrated on universal access to basic education schooling and success for children in that age group, with community support enabling effective school-based management, and the provision of universal functional literacy for adults using alternative learning schemes.

The policy actions of BESRA were collected under five key reform thrusts (KRTs): (i) continuous school improvement facilitated by active involvement of local stakeholders; (ii) better learning outcomes achieved by improved teacher standards; (iii) desired learning

outcomes enhanced by national curriculum strategies, multi-sector coordination, and quality assurance; (iv) improved impact on outcomes resulting from complementary early childhood education, alternative learning systems and private sector participation; and (v) a change in DepEd culture from prescribing actions through orders and memoranda to facilitating school-based initiatives and assuring quality (De Guzman, 2007; Bautista, Bernardo and Ocampo, 2010).

Shkabatur (2012: 4) pointed out that the major foundations of BESRA as a reform initiative centered on:

- **Empowering schools.** BESRA aims to empower school administrators by enabling them to independently identify education priorities and make decisions related to curriculum design, teacher hiring, facility maintenance, and other management aspects. Simultaneously with this delegation of responsibilities to the local level, BESRA introduced monitoring mechanisms that enhance the transparency and accountability of school administrators to DepEd and local division superintendents.
- **Engaging communities.** BESRA promotes the principle that those who are directly affected by the performance of a school are the ones who should be involved in its management. The reform therefore aspires to engage the stakeholders of each school in its decision-making and problem-solving processes. (Such stakeholders may include students, parents, teachers, administrators, local politicians, local businesses, local CSOs and groups, and other interested community members”.

Development partners had aided in building the education department’s capacity in performing its functions and delivering its mandate at all governance levels – central office, regional offices, division offices and schools. Such forms of assistance were embodied in initiatives and programs that included the Third Elementary Education Project (TEEP) – implemented in 1998-2006, Secondary Education Development and Improvement Program (SEDIP) started in 1999, then Basic Education Sector Reform Agenda (BESRA) in 2001 which are centered on the basic education sector itself.

BESRA (Basic Education Sector Reform Agenda) was an agenda during the De Jesus-Abad-Hidalgo years. During this period, FAPs –BEAM, STRIVE) were done regionally, not across the system.)

There are context and area-specific interventions like Australia’s Basic Education Assistance in Mindanao (BEAM) implemented in 2002-2008, Philippine’s Response to Indigenous and Muslim Education (PRIME) implemented in 2005-2010 and Strengthening the Implementation of Basic Education in Selected Provinces in the Visayas (STRIVE) Project implemented 2011-2014, as well as the US-funded Growth with Equity in Mindanao (GEM) implemented in 1995 to 2013.

Specific outcomes were observed in these projects, but with specific nuances. For example, schools under the twenty-three divisions covered under the Third Elementary Education Project (TEEP) funded by the World Bank (WB) and the Japan Bank for International Cooperation (JBIC), pointed to positive outcomes of TEEP as an educational initiative. However, Bautista (2005) asserted that it was only TEEP schools with strong division support that exhibited outcomes like increased in NAT scores. However, as a consolation, research also disclosed that:

“The TEEP experience affirms the wisdom of lodging decentralisation in the school divisions rather than the regional office. However, the TEEP set up where division superintendents accounted for their achievements in regular face-to-face work planning meetings on which the Project management based the granting of incentives or disincentives—e.g. additional support for good performance and the reallocation of unabsorbed funds to other divisions for those that are not able to move funds—impelled even the seemingly less supportive divisions in TEEP to make sure SBM was implemented in their schools. Thus, the average TEEP schools performed better in NAT than the other poor division clusters (Bautista, Ocampo and Bernardo, 2009: 26).”

In 2005, a more systemic approach was considered under the package of policy reforms called the Basic Education Sector Reform Agenda (BESRA) formulated in 2005. The specific policy actions comprising the BESRA were designed to create a basic education capable of attaining the Education for All (EFA) objectives. The BESRA presents five critical thrusts: 1) School-Based Management; 2) The Competency-Based Teacher Standards; 3) Quality Assurance and Accountability; 4) Early Childhood Education, Alternative Learning; and 5) focusing on DepEd as an organisation. Further, DepEd is continuously developing and creating programs and initiatives to improve the quality and relevance of learning including the strengthening of capabilities in Educational Evaluation and Testing (Valisno, 2008).

The Shift to K to 12 Curriculum

The K-12 reform has been the major structural reform in basic education since 1988 when compulsory high school was introduced. The introduction of the additional three years of basic education schooling had a steep learning curve for the public education sector because it was totally new. This was less of a problem for private schools many of which offered Kindergarten and a Grade 7. The expansion of grades was so that the Philippines could match the global norm of 12 years of basic education plus universal kindergarten.

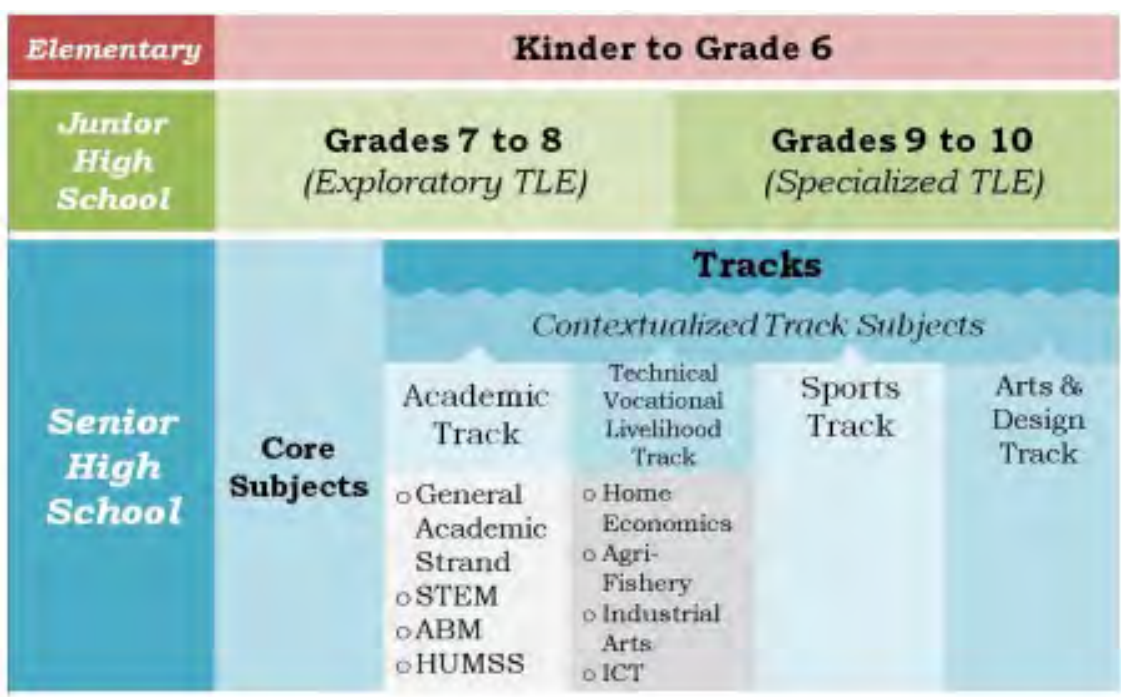
The introduction of Kindergarten in the system added millions to the system in terms of enrollment (2.3 million in Kindergarten and around 2 million in Grades 11-12). With this increase in number of students, the teaching corps expanded by around 200,000 teachers over a five-year period (2013-2018).

The addition of K and Senior High School were structural reforms that had no precedent in the system (Figure 1). Kindergarten or early childhood education was new to the system and required a new curriculum. Senior HS was likewise new to the system. To fill this need, DepEd took the approach of creating a new curriculum that would move General Education content taught in the first two years of university down to the senior high school level.

The Kindergarten Act (RA 10157) widened the scope of education as it makes preschool for five-year-old Filipinos free, mandatory and compulsory. In line with this development was the curricular and education cycle reform that had been legally instituted through the Enhanced

Basic Education Act of 2013 (RA 10533) or the K to 12 law that mandated the government to “create a functional basic education system that will develop productive and responsible citizens equipped with the essential competencies, skills and values for both life-long learning and employment.”

Figure 1. K to 12 Curriculum



The transition to K to 12 was the focus of education reform programs in basic education in the Philippines and was considered as essential for bringing the education system at par with international standards (Okabe, 2013; Adarlo and Jackson, 2017). As of 2013, the Philippines remained the only Asian country and one of the three countries worldwide with only 10 years of pre-university education, which translates into disadvantages for the Philippines (Adarlo and Jackson, 2017). The addition of SHS intended to bring the Philippines’ basic education system more into line with international standards and make SHS graduates more competitive domestically and globally. With Republic Act 10533 or the Enhanced Basic Education Act (popularly known as the Kto12 law), the Philippines finally embarked on its most ground-breaking change to the schooling system in decades, the K-12 reform.

K-12 extended compulsory schooling to grades 11 and 12, adding two years to secondary school, and makes secondary education compulsory. Prior to its implementation, the

Philippines was the only country in Asia, and one of only a few in the world, to have a basic education system of just 10 years. The EBEA also mandated kindergarten as the start of compulsory formal education, while the Kindergarten Act of 2012 made pre-school free. In August 2016, 1.5m Filipino children attended 11th grade, with senior school students choosing between four tracks through the system: academic, technical-vocational, sports or the arts. At the start of SY 2016–2017, SHS (grades 11 and 12) will offer a core curriculum and specialisations in four tracks: academic, technical-vocational and livelihood, sports, and arts and design.

The transition to K to 12 program extended compulsory schooling to Grades 11 and 12, adding two years to secondary education compulsory. Prior to its implementation, the Philippines was the only country in Asia, and one of only a few in the world, to have a basic education system of just 10 years. In support of the Kindergarten ACT of 2012, the EBEA mandated kindergarten as the start of compulsory formal education. Kto12 was implemented to address the demands and challenges of the 21st century (ACTRC, 2015; Adarlo and Jackson, 2017; Leviste, 2019). Adarlo and Jackson (2017: 277) explained that: “interrelated curricular changes, which emphasize a student-centered, culturally responsive, inclusive, and integrative approach, came from the growing need to address issues impacted by globalisation, namely poverty alleviation, sustainable development, and peaceful co-existence. Although the impact of these educational reforms on the cohort of students undergoing the full K-12 system has yet to be seen, the curriculum guides released by the Department of Education reflect how the younger Filipinos are envisioned to confront the twenty-first century”.

Australian Development Assistance in the Philippines

The diplomatic relationship between the Philippines and Australia can be traced back to 1946 but investments in education accelerated in 2002 where increase in aid can be marked through the years (DFAT, 2019). With the goal of alleviating poverty in the region, Australia’s Department of Foreign Aid and Trade (DFAT) categorised its aid investments with focus in the following: Infrastructure, trade facilitation and international competitiveness, Agriculture, fisheries and water, Effective governance: policies, institutions and functioning economies, Education and health, Building resilience:

humanitarian assistance, disaster risk reduction and social protection, Gender equality and empowering women and girls (DFAT, 2015).

Australian development policy shifted to focus on “sector-based approaches as more effective means of aid delivery” in 2006 (Cassity, 2010: 508). While in 2015, Australia’s Aid for Trade Policy started to concentrate on assisting developing countries like the Philippines in addressing internal constraints to trade such as cumbersome regulations, poor infrastructure, and lack of workforce skills (DFAT, 2015). In doing so, the program’s key objective of reducing poverty in the region becomes realisable.

This policy was also based on World Bank’s Report in 2001 which states that, without participating in international trade, a country cannot achieve high and lasting growth (World Bank, 2001). Investments in education and health recognises the vital role of these sectors in improving livelihoods, enabling poor people to participate in the economy and lifting living standards. This will then allow economic growth that is beneficial in the region. DFAT’s basic education thrust in the Philippines is part of its efforts in changes to education systems and policies in order to deliver better services in the region (DFAT, 2018).

The Official Development Assistance (ODA) of the National Economic Development Authority (NEDA) lists grants and loans accessed by the country to aid in the promotion of development and economic welfare of the country as defined in RA 8182 or the ODA Act of 1996. Several of these grants identified the Department of Education as the implementing agency. OECD-DAC (2009) reported that Australia’s support to the education sector, especially basic education, may be considered the largest of any of the bilateral donors. This is generally consistent with the trend that Australia views education as a key sector in its overseas development program (AusAID, 2008; Cassity, 2010). In fact, trends reveal that Australia’s ODA commitments to the Philippines have increased starting 2006 to 2009 and has been sustained up to now (AusAID, 2008; OECD-DAC, 2009; Cassity, 2010).

Australia’s initial support on systems’ building has been through development of the in partnership with the World Bank and the DepEd under the Basic Education Sector Reform Agenda (BESRA) initiated in 2005; BESRA’s five key reform themes are: “improvement of schools; enabling teachers to enhance their contribution to learning outcomes; social support

to learning; complementary interventions to improve education outcomes; and, changing DepEd's institutional culture" (Cassity 2010: 515).

With an administration agreement with the World Bank, Australia's education support to the Philippines had been through two major projects until 2007 with the development of the Support for Support to Basic Education Reforms (SPHERE) Trust Fund, though the Basic Education Assistance to Mindanao Stage 2 (BEAM II) implemented in 2004–2009 and Strengthening Implementation of Visayas Education (STRIVE) implemented in 2005–2010. Philippines Response to Indigenous People's Muslim Education (PRIME), was launched in July 2011, was designed to develop learning materials, train teachers, and develop appropriate curricula that are culturally sensitive and relevant to indigenous and Muslim children; PRIME was able to engage and strengthen local schools and communities to attract IP and Muslim youths in learning institutions (AusAID, 2012 a; Cornerlio and De Castro, 2015).

In addition, under SPHERE, support to DepEd included: provision of technical assistance for strategic policy areas and building the capacity of DepEd to implement and manage change in line with BESRA reforms; strengthening the capacity of DepEd's regional offices to undertake quality assurance functions; construction and refurbishment of Teaching and Learning Resource Centers across the country, including information and communication technology facilities to support quality assurance functions and improve teaching learning and assessment; and reproduction and dissemination of teaching and learning materials (except textbooks) and training programs. In addition, this also supported school-based management programs for disadvantaged elementary schools for their school improvement plans, as well as construction of classrooms in identified priority schools in Southern Philippines under the DepEd-managed School Building Program.

Cassity (2010: 71) emphasized that Australia's support for Philippine basic education is "consistent with the Paris Declaration Alignment indicator of donors using strengthened country systems, particularly through reviews conducted through BESRA. This policy focus makes clear endeavors to meet the Alignment target of the Paris Declaration, and specifically through the indicator of aligning with partners' strategies".

The Basic Education Sector Transformation (BEST) is the 11th partnership between the Governments of the Philippines and Australia and the largest project since 1989. It is one of the three identified initiatives in the Education Delivery Strategy of 2013-2023.

Basic Education Sector Transformation (BEST) Program

The Basic Education Sector Transformation (BEST) Program was a six-year program (2013-2019) designed to ensure the improvement of quality, access and governance in the Philippine basic education. The BEST Program was facilitated by Cardno Emerging Markets and was initially conceptualised to be a 12-year program. It was later reduced to a six-year program from 2013-2019 although it officially started in August of 2014.¹³⁷ DFAT (2018: 6) reported that: “although BEST officially commenced in its current form in August 2014 it has only been effectively implemented for two and a half years up until August 2017 due in part to the slow mobilisation period and the changes in administration and programming. The design was originally for a 12-year program with corresponding end of program outcomes (EOPOs)” (DFAT, 2018). This was brought about by reductions in Australian aid budget resulted in adjustments to BEST planned activities as well as dropping some activities (DFAT, 2018). It must be noted that BEST was designed as a scalable program, and DFAT considered the changes had little impact on effectiveness (DFAT, 2015).

On a similar situation, the Philippines held its national elections in 2016, which resulted to changes in leadership positions. This required reorientation of the new leaders to ensure that previous works started will continue.

The BEST Program objectives aimed to contribute to: (1) improved quality of education outcomes; (2) more equitable access of all people at all levels of education; and (3) improved service delivery through better governance. At the end of Year 6 (2018-19) implementation, the program supposedly envisioned the following outcomes:

1. More children are able to demonstrate improved mastery of basic education curriculum competencies (especially in English, Mathematics and Science) and

¹³⁷ The delay was due to the elections in the donor country that further resulted to the aid budget realignment and reduction of funding.

difference in learning outcomes for boys and girls are reduced in target areas.

2. More boys and girls participate in and complete education in target areas.
3. Department of Education (DepEd) is better able to deliver basic education services that is more gender responsive and inclusive and with greater decentralisation of management and accountability to the field offices and schools.

BEST, from the start had four (4) partners then later on partnered with three (3) more institutions. Its seven (7) partner organisations are, Department of Education (DepEd), Commission on Higher Education (CHED), Philippine Business for Education (PBE), Philippine Business for Social Progress (PBSP), Research Center for Teacher Quality (RCTQ), Assessment, Curriculum, Technology Research Centre (ACTRC), with Cardno Emerging Markets as the Facilitating Contractor.

While BEST is designed as a national program, intensive support was provided across six target area regions namely: National Capital Region, Region 5 – Bicol, Region 6 – Western Visayas, Region 7 – Central Visayas, Region 8 – Eastern Visayas, and Region 10 – Northern Mindanao. Intensive support was given to these selected regions as they were judged to be well prepared to participate fully in BEST based on equity considerations as well as established readiness indicators.

It strived to ensure that DepEd is better able to deliver basic education services that are more gender responsive and inclusive, and with greater decentralisation and accountability of the field offices and schools. Moreover, the BEST Program proposed to contribute to the improvement of the preparedness of school graduates in the Philippines to participate productively in the workforce, in technical vocational training and to undertake further study. It directly supported the Philippine Government's shift from a 10-year to a 12-year program for basic education or the Kindergarten to Grade 12 (K-12) reform.

The BEST Program followed three strategic focus:

Pillar 1: Teacher Development

- Learning and Development System Trial: Strengthening Standards-Based Teacher Professional Development

- Development of a Joint DepEd-CHED Policy on the Pre-Service Teachers' Field Study and Teaching Internship Experiences
- Systematic Instructional Planning Program (SIPP) in Region 7
- Development and Validation of Professional Standards for Principals and Supervisors
- Study of the implementation of PPST and TIP at various levels of DepEd Governance
- PPST Support Materials for Teachers
- Results-Based Performance Management (RPMS) Assessment Tools for Year 2 National Roll-out
- Capability-Building (CB) Series for Faculty of Teacher Education Institutions (TEIs)
- Ensuring more boys and girls complete basic education in the NCR Region
- Bureau of Learning Resources (BLR) Capacity-Building Program for Production and Quality Assurance of Learning Resources for Learners with Visual Impairment or Low Vision
- Phase by Phase Preparation in the Implementation of Open Senior High School Program in Region 10
- Beyond Horizons for Literacy in Region 6

Pillar 2: Curriculum & Assessment Development

- Maximising the use of Pedagogical Retooling in Mathematics, Language and Science (PRIMALS) and other BEST resource packages for division and school -based professional development of teachers
- Curriculum Review of the K to 12 Program
- Technical Assistance to Large Scale Assessment Program Implementation
- Finalisation and Implementation of the Division Local Heritage Matrix (DLHM) and the Division Contextualised Curriculum Matrix (DCCM) in DepEd Region V

Pillar 3: Governance & Organisational Development

- Provision of Technical Assistance to the Department of Education (DepEd) on Policy Development, Planning and Monitoring & Evaluation
- Continuing Support to Program Management Information Systems (PMIS)

- Support for Learner Information System (LIS) and Enhanced Basic Education Information System (EBEIS) Transition
- Gender Equality, Disability and Social Inclusion (GEDSI) Interventions at DepEd Central Office
- Enhancement of Donor Coordination and Collaboration Mechanisms at the Department of Education (DepEd)
- Innovation Fund
- Enhancement of School-Based Management (SBM) structure, systems, processes at the Department of Education (DepEd)

10 BEST Program Components in the EOPE Study

There were ten program interventions of the BEST Program that were included in the evaluation study. It is important to note that some of the activities have already been started even prior to the entry of BEST in the Philippines. Some activities were assimilated into the components as they were found significant to the achievement of outcomes.

BEST was geared towards benefitting 8 million DepEd learners from about 20,000 schools in BEST supported regions. The succeeding sections describes the ten program interventions clustered under the Program Outcomes to which they were intended to contribute.

Towards Student Mastery

Learning and Development System (L&D)

Gaps in professional development prior to the implementation of the BEST program

In 2014, World Bank published an assessment of the Filipino teachers' performance and development needs across identified development areas. The study showed that teacher performance on content knowledge assessments was poor, and that "many teachers had some understanding of the subject area but lacked the higher-order problem-solving skills necessary to teach the curriculum effectively" (World Bank Group, 2014). Teachers' self-assessment further showed that there are perceived weaknesses in competencies related to instructional planning, as well as to fostering positive learning environments. This was despite

the fact that among sampled teachers in 2013 and 2014, participation in annual in-service trainings was high, even in comparison with high-income OECD countries. However, in-service trainings were more focused on subject-based content and not on the development needs outlined above. Further, 40 percent of teachers surveyed by the World Bank study articulated the need to be provided with more in-service training opportunities.

The disconnect between the development gaps identified and the available development opportunities was attributed to weak systems for identification of teacher development needs at the school level (World Bank Group, 2014). “A significant proportion of teachers and schools had not developed professional development plans,” and school plans “were even less common” (World Bank Group, 2014). In the absence of such development plans, trainings were therefore provided without consideration to each teacher’s development needs, levels of experience or qualification. Thus, while DepEd’s mass training model afforded high participation rates among teachers, there were limited evidences linking how these trainings were used to bridge gap areas in teacher development.

From 2005-2014, budget utilisation rates for in-service trainings are also lower than annual allotments. In 2014, only 57 percent of the total budget allocation for training and development was spent on relevant activities. The study also showed varying percentages of fund downloading from the regional HRTD funds to the division level. These differences were attributed to bureaucratic delays in fund requests and releases, which then affect the number of training opportunities provided to teachers at the division level.

Bridging L&D gaps

The L&D approach supported by BEST considers the generation of knowledge and *learning* from the teachers’ articulation of their experiences, as well of their needs and situations. The inductive format of the L&D addresses the mismatch between available training opportunities and the perceived development needs of the teachers.

DepEd Order No. 35, series of 2016, which institutionalised the use of learning action cells as a strategy for continuing professional development provides a mechanism for teachers to continuously assess their development needs and plan how to address them at the school

level. The process of institutionalisation likewise integrated the LACs within the professional teaching standards and performance assessments and ensured that the conduct of LACs is monitored and integrated within the DepEd system. The results from the current endline study show encouraging indications of the usefulness of LACs in the development of teachers across the six regions.

Practices of other countries in teacher learning and development

In the United States, aspirations for professional development focus on linking training support to teachers' classroom practices and needs (National Research Council, 2012). Similar to the practice in the Philippines, professional development is also tied to the standards and curricula, as well as to the context of practice. There is, however, an added layer of State regulation in identifying teaching standards, as these are independently defined by individual States. States with common teaching standards usually adopt similar frames of professional development approaches, although there are limited indications that these approaches are also conducted and tailored in school levels like the learning action cells.

In Hongkong, the approach for teachers' development put premium to "finding time for teacher collaboration, allowing more professional autonomy, building up teachers' confidence through rapport with peers, and support from external agents" (Education Bureau, 2018). To avoid fragmentation of strategies and overloading of responsibilities, the Bureau adopts a set of curriculum strategies, which then form the general framework for identifying development areas. Further, Hongkong organises curriculum development groups (CDGs), which are similar to DepEd's LACs. The CDGs are "groups usually consist of teachers within the same key learning area at the same level," and "finds time to collectively prepare lessons, discuss issues related to learning and teaching in their own classrooms, adapt textbook materials and other learning materials, and develop strategies based on theories or other research findings" (Education Bureau, 2018). An added value of Hongkong's CDGs is the tapping of university partners at the initial stages of CDG organising through using their expertise to provide some support to teachers in structuring collaborative lesson preparation and identifying training needs.

According to Hongkong's Education Bureau the CDGs have the following results:

- “Allows teachers to focus directly on actual classroom practices, and to reflect and improve on action taken, based on evidence from students’ feedback;
- Knowledge generated helps improve further practice and decisions;
- Provides the context for teacher interaction, and mentoring, thus fostering a collaborative and interdependent culture;
- Provides a platform for continuous improvement through developing and trying out new learning and teaching strategies, assessment modes, curriculum design and organisation, etc.” (Education Bureau, 2018)

Further, the Education Bureau emphasises on “learning through practice,” particularly in the context of developing teachers’ life-long learning capacity (Education Bureau, 2018). By developing a platform that will facilitate this principle, the Education Bureau aims to transform these improvements into gains in student learning outcomes.

The Journal of Education for Sustainable Development agrees with this assumption. Redman, Wiek and Redman (2018) emphasized the need to align continuing professional development to the specific practice context of teachers. Within the continuing professional development framework, teachers should have the time and the mechanism to collaborate on common themes and integrate learning within the practices of teaching. This may be done by providing teachers with “the time to translate their ideas into their own school system” (Redma, Wiek, & Redman, 2018). It should be noted that collaborative learning and integration is already one of the main purposes of setting up LACs in schools.

The Teaching and Learning International Survey (TALIS) in OECD countries identified “informal dialogue with peers to improve teaching” as the most participated method for professional development, while attending courses and workshop is a far second (TALIS, 2013). Of more than 90 percent teachers who responded with informal dialogues, 85 percent reported moderate or high level of impact to their development. However, these informal dialogues (unlike LACs) were “not counted as measure for professional development” (TALIS, 2013).

A key factor for participation that was identified in the survey is the length of the time the teachers are required to spend in order to complete a development activity. Individual and

collaborative research and qualification programmes often take more time than other development activities and therefore have lower participation rates. It is striking, however, that teachers in the Philippines (in 2014) have identified almost the same development gap as teachers in OECD countries (2013). In World Bank's 2014 study, Filipino teachers identified the need to learn more about developing positive learning environments for students to address behavioural dysfunctions. In OECD countries, more than 30 percent of teachers surveyed from 23 participating countries identified teaching students with special learning needs as a priority development area that has not been attended by service providers.

Philippine Professional Standards for Teachers (PPST)

Gaps in teaching standard prior to the implementation of the BEST program

Prior to the adoption of the Philippine Professional Standard for Teachers (PPST), the National Competency-Based Teacher Standards (NCBTS) was used to assess teacher quality. While NCBTS and PPST consisted of seven almost similar domains, NCBTS did not capture performance appraisal and was "not used to determine what rewards performing teachers should get" (SIREP, 2010). The promotion system, lodged in the Civil Service Commission, was not linked to NCBTS, and a separate system was in place. NCBTS was only used to assess the type of training the teachers should get.

While PPST and NCBTS possessed almost similar domains, the strands under these domains differed. Some strands found in the NCBTS, which excluded from PPST such as:

- "Be punctual;
- Maintain appropriate appearance;
- Provide gender-fair opportunities for learning¹³⁸;
- Maintain a safe, clean and orderly classrooms free of distraction;
- Show proof of instructional planning;
- Cope with varied teaching milieu;

¹³⁸ PPST expanded this to fair learning environment across gender, linguistic and socio-economic backgrounds, disabilities and special gifts and talents, and ethnic backgrounds

- Conduct regular meetings with their students and their parents to report on their students' progress;
- Involve their students' parents in school activities that promote learning; and
- Take pride in the nobility of teaching as a profession".

PPST stripped off strands that were mostly concerned with form but focused on enriching the substance under each domain. This resulted in the reduction on the number of strands to be complied with, and a more coherent and concrete set of items to be observed.

At the time of the NCBTS, there was also limited efforts to link the impact of the adoption of these teaching standards to the actual performance of students, or to students' learning outcomes. This limited the conclusion as to whether NCBTS contributed to improvement of student learning at the time when it was adopted.

Bridging gaps in teaching standard

The integration of RPMS in BEST-supported PPST was one of the key advantages of the shift from NCBTS to PPST. Teachers and principals were provided with bases for assessment and self-assessment. Rewards, bonus packages, and career promotions were backed up by organised documentations of teacher performance and progress ratings.

PPST also streamlined teaching standards and introduced a more coherent and realistic framework for identifying training needs and assessing teacher competency.

Teaching standards in other countries

The PPST was comparable with other ASEAN countries. In Indonesia, the Ministry of Education implemented an integrated Teacher Professional Management System (TPMS), which like PPST had three major areas:

- Competency training, which was an assessment of teachers' strengths and weaknesses;
- Performance appraisal, which linked outcomes of teacher performance to salary scale; and

- Continuous professional development, which provided in-service and induction training, mentoring, and organising of local teacher working groups (World Bank Group, 2014).

The above components were almost similar to the three major objectives of PPST. Both training standards linked teacher performance with their corresponding appraisal systems, provided mechanisms for professional development, and even similar provisions on local working groups, and both standards provide measures to assess teacher strengths and weaknesses. These components were anchored on a system of “making teachers more accountable to their performance” (World Bank Group, 2014). However, there was no online information on the status of TPMS implementation. This limited the comparative analysis on the basic premises and aims of the teaching standards.

In Lao-PDR, a National Charter for Teacher Competencies (NCTC) sets the standard for professional development. NCTC placed emphasis on teacher competencies, and how it should translate improved knowledge among children. Under NCTC, domains of interventions included: inclusive education, support to children with special educational needs, effect of children’s background to learning, and fair treatment of teachers to students (Lachanthaboun, 2008).

Lao-PDR’s Education Sector Plan for 2016-2020 provided the overarching framework to support development of the education sector. Focused was in providing teachers in small schools with trainings in handling multi-grade classes, as well as a comprehensive in-training system to match competency requirements. Further, the plan outlines the development and testing of a competency-based teaching standard. Current practices involve the measurement of teacher performance in terms of their attitudes, values, academic qualification, academic output, and teaching experience (SIREP, 2010). Lao-PDR’s plan to shift into competency-based education indicated its appreciation of the merits of such standards that are adopted by its ASEAN counterparts.

Curriculum and Assessment (C&A)

As early as 2005, the Government of the Philippines inaugurated a comprehensive policy reform program under its *Basic Education Sector Reform Agenda (BESRA)* to arrest the long-

term decline in key education sector indicators, which began in the 1990s. The intentions of the program were geared towards aiding the DepEd in the improvement of the quality and delivery of basic education by providing technical assistance in the implementation of the K to 12 system of education.

The Basic Education Sector Transformation (BEST) Program, under the Education Delivery Strategy 2013-2023, was Australia's response to the Philippine Government's request for support to implement the 2013 Enhanced Basic Education Act which added a mandatory Kindergarten and years 11 and 12 to their 10-year education system. BEST supported this agenda in partnership with Department of Education (DepEd) and the Commission on Higher Education to:

- improve learning achievements;
- increase attendance and completion rates; and
- strengthen DepEd governance and systems.

The gradual approach in the implementation of the K to 12 curriculum and the learnings from the implementation of the Revised Basic Education Curriculum (RBEC) of 2002 signaled the many changes that must be done accordingly in consonance with the new curricula. Thus, the provision of technical assistance by BEST in the development of K to 12 materials is highly relevant.

The K to 12 Program (also called the Enhanced Basic Education Program) was the anchor for BESRA and for bringing the education system at par with international standards. The Program translated to changes in curriculum and assessment, teacher standards and learning resources. More importantly, this change required increased funding for infrastructure as well as on additional teachers and learning materials.

In terms of Curriculum and Assessment, the movement to Kto12 curriculum was the focus of education reform programs in basic education in the Philippines. As of 2013, the Philippines is the only Asian country and one of the three countries worldwide with only 10 years of pre-university education, which translates into disadvantages for the Philippines. The addition of

SHS intends to bring the Philippines' basic education system more into line with international standards and make SHS graduates more competitive domestically and globally.

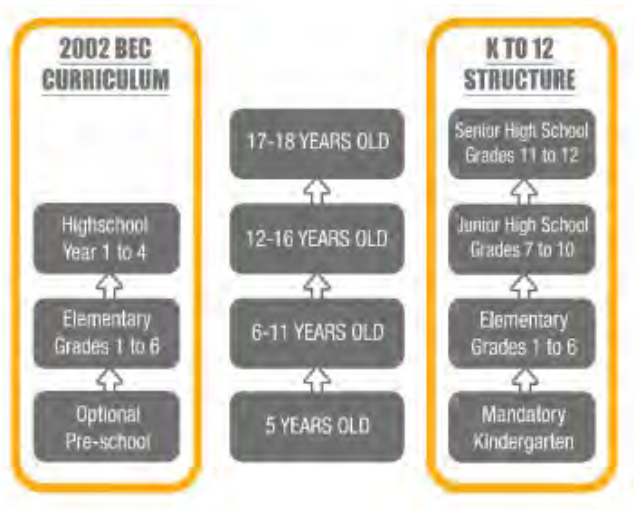
Beginning in SY 2016–2017, SHS (grades 11 and 12) will offer a core curriculum and specialisations in four tracks: academic, technical-vocational and livelihood, sports, and arts and design. Literature disclosed that that an additional year of educational attainment increases one's earning by 10% in developed countries, which is connected to the chances of families having fewer children, thus increasing their chances to finish at least the primary level (Hanushek and Woessmann, 2007). The K to 12 educational reform is a product of the intensifying demand for globally competitive schools" (Leviste, 2019).

Table 1.0 Duration of Basic and Pre-University Education in Selected Asian Countries

Country	Years of Elementary Education	Years of Secondary Education Lower	Years of Secondary Education Upper	Total Elementary and Secondary	Pre-university	Total Basic and Pre-university Education Duration
Brunei Darussalam	6	2/3	3	11	2/3	13/14
Cambodia	6	3	3	12	1*	13
Indonesia	6	3	3	11	2*	13
Lao PDR	5	3	3	11	1/3	13/14
Myanmar	5	4	2	11	1	12
Philippines	6	4		10	-	10
Singapore	6	2	1/3	10/11	2/3	12/13
Thailand	6	3	3	12	-	12
Timor-Leste	6	3	3	12	-	12
Vietnam	5	4	3	12	2-3*	14/15
Hong Kong	6	3	3	12		12

Source: SEAMEO INNOTECH (2012a)

Figure 2.0 Comparison of the Basic Education Curriculum and the 2013 Kto12 Curriculum



Source: SEAMEO-INNOTECH, 2012a

Capability building programs, designed and implemented under BEST, provided support to DepEd in the management of the K to 12 transition, new curriculum implementation and curriculum assessment. The curriculum guide and materials that were developed per year level and linked to the previous year (spiral curriculum) made teaching for learning organised and systematic. The development of the national assessment framework was also significant as it supported the delivery of the curriculum.

As an example, the localisation and contextualisation of the curriculum allowed more room for teachers to creatively think outside the box and give examples in the learning plans that are apt in their geographical context. In contrast with the one size fits all context of the curriculum as well as assessments, the improved methodologies resulted from the research that BEST helped execute.

In support of the K to 12 curriculum implementations, BEST provided technical assistance on the implementation of the Senior High School (SHS) program, conducted research on curriculum implementation and assessment systems, and strengthened the system for national assessment as well as classroom assessment practices in DepEd.

The Program also provides capability building support to DepEd that will allow its staff to manage the K to 12 implementation and curriculum assessment. Teaching and Learning Materials: Under this sub-component, BEST supported the strengthening of the Bureau of

Learning Resources (BLR) to fulfil its function of design, development, procurement and quality assurance of K to 12 teaching and learning materials. The Program also helped in strengthening of the BEST Regions capacity to manage and operationalise the Learning Resources Management and Development System (LRMDS) and the formulation of strategies and tools to support further development of school and class libraries. Educational facilities, in partnership with the Philippine Business for Social Progress (PBSP), provided additional classroom and access to clean water and toilets and access to school by children with (physical) disabilities with the provision of ramps.

In addition, continuing the gains from the Philippines Response to Indigenous Peoples and Muslim Education (PRIME) program, BEST continued to provide technical supports for the efficient and effective implementation of the Indigenous Peoples' Education (IPEd) and Madrasah Education (ME). Another important deliverable for this subcomponent is the capability building of DepEd staff to manage inclusive education for learners with disability. These are intended to facilitate increase participation of learners from different contexts.

With this the following new imperatives for Kto12 are highlighted: (1) Streamline the curriculum to improve mastery of basic competencies; (2) Ensure seamlessness of primary, secondary and post-secondary competencies; (3) Improve teaching through the use of enhanced pedagogies (e.g., spiral progression in Science and Math) and medium of instruction; and, (4) Expand job opportunities (by reducing jobs-skills mismatch and provide better preparation for higher training. Consequently, this points towards mutual benefits between Australia and the Philippines as a more inclusive and open economy will boost both economies. The financial aid being given by DFAT longs to eventually shift the two countries' relationship from donor-recipient to strong economic partners (DFAT, 2019).

In a recent self-assessment on Kto12 implementation conducted by DepEd last January 2017, it was reported that the condition of learners at the kindergarten level improved with a more localised curriculum, the construction of child-friendly classrooms and school-community partnerships. For Grades 1 to 6, Christian, Muslim and learners from indigenous communities were able to access a curriculum geared towards their learning needs. Muslim children were also provided the venue for learning Arabic as well (Metilla, Predilla & Williams, 2016, 2017). It was also observed that, for Junior and Senior High Schools, DepEd has been responsive to

the pre-determined strands. Even with this progress, DepEd still has a long way to further their commitment to the Filipino learners and make Kto12 more relevant and responsive; in fact, in line with the spiral approach of the new curriculum, DepEd is consulting industry and other sectors to introduce innovations in science and technology, as well as make their graduates develop 21st Century Skills (ACTRC, 2015).

Teacher Pre-Service Quality Improvement (TPQI)

The addition of Kindergarten and SHS intends to bring the Philippines' basic education system more into line with international standards and make SHS graduates more competitive domestically and globally (Okabe, 2013; Leviste, 2019). With the Kto12 reform as the cornerstone of educational reform in the country, it has brought with it corresponding considerations that need to be addressed. In August 2016, 1.5m Filipino children attended 11th grade, with senior high school students choosing between four tracks through the system: academic, technical-vocational, sports or the arts. The introduction of such reforms, to be more responsive to student needs, should also focus on the availability of competent teachers who can manage and teach in the Kto12 classroom. Before the Kto12 implementation, it was reported that there are not enough teachers within the educational system; with a forecast of more than 21 million learners for the incoming school year in the first year of Kto12 implementation, a shortage of more than 50,000 teachers was expected (DepEd, 2017b).

In addition, equipping current and future teachers to handle the programs, especially the different SHS strands was deemed necessary. Teacher Education Institutions (TEIs) should be able to prepare its students to be ready to manage and teach in the Kto12 classroom through pre-service education and teacher training (Acosta and Acosta, 2016; Montebon, 2015). Earlier literature pointed towards perception of students that Kto12 teachers need to be further equipped; Montebon (2014: 154) explained that students look at teacher performance and the need for *“shifts from traditional methods of teaching to a more innovative exploration that emphasises the enhancement of the students' critical thinking and scientific skills. The new curriculum utilises learner-centered approach such as the inquiry-based learning pedagogy. Concepts and skills are being taught by providing pedagogy which will enable them to enhance their cognitive, affective, and psychomotor domains”*. This is

further supported by other literature as pre-service teachers expressed the need for more education geared towards the Kto12 curriculum (Montebon, 2015). In addition, Acosta and Acosta (2016) conveyed that teachers themselves perceive that these higher education institutions (HEIs) are not prepared to develop the new teachers; hence, affecting teacher readiness.

The change in basic education curriculum from ten to 13-year program requires an enhancement in the existing teacher education curriculum. The inclusion of the Senior High School (SHS) with a sub-track on education requires a teacher education program that continues the content and foundation courses in basic education particularly those set in the SHS program. It is for this reason that Teacher Education Institutions (TEIs) need evidence-based advice on the kind of course offerings that could prepare the pre-service teachers to become the champions in the implementation of the K to 12 Reform when they eventually join the teaching profession. The interventions of the BEST Program under the TPQI generally falls under two groups of activities: enhancing the education curriculum; and direct provision of scholarships to promote the teaching profession.

In addition, as part of its support, the Pre-Service Teacher Development Needs Study (PTDNS) – under the RCTQ was also conceptualised in 2014. Phase I of the PTDNS involved the assessment of graduating students from the TEIs on their content knowledge using developed tests in Mathematics, Science, English and Filipino. Likewise, the Teachers' Strengths and Needs Assessment - with permission to be used from DepEd - was also administered to assess their perceived pedagogical knowledge, skills and attitudes. The assessment results will also be correlated to the graduating cohorts' LET scores to gauge the effectiveness of the system in certifying the readiness of TEI graduates in entering the teaching profession. For Phase II, PTDNS results were presented to the National Network of Normal Schools, Teacher Education Panel and relevant stakeholders through focus-group to draw insights and implications of the study to the development of curricular programs, policies, and standards in teacher education. The PTDNS was critical to the design and subsequent development of programs intended to strengthen the capabilities of the beginning teachers as they are integrated to the K to12 system. The PTDNS served as basis for training and other curriculum inputs. BEST also implemented a Capability Building Series

for education faculty from TEIs to offer specific inputs and updates on a range of teaching and learning issues such as Inclusive Education, Action Research and Formative Assessment.

In terms of directly improving the pool of quality teachers, the Philippines Business for Education (PBED) managed the local scholarship program aimed to attract highly qualified individuals to become teachers in learning areas where they are needed, e.g. Math, Science and English. The Program was called Scholarships for Teacher Education Programs to Uplift Teacher Quality in the Philippines (STEP UP). PBED targeted to place 1,000 teaching scholarships for the duration of the BEST Program.

Towards Student Participation

School-Based Management (SBM)

Challenges/Problems related to the absence of SBM

School-Based Management (SBM), which was implemented as early 1990s in the developing countries, comprised of promoting autonomy in schools by giving them leeway in decisions about management and administration (Briggs and Wohlstetter; Erbes, 2006; Gamage & Sooksomchitra, 2004; Gamage and Zajdja, 2009; Richardson, 2007; Stevenson, 2001; Umansky and Vegas, 2007). This suggests increased autonomy in the administration of the school's human, material and financial resources. However, SBM outcome is undoubtedly a core and contentious issue, with some authors claiming that SBM has produced significant impact, while others argue that its introduction has led to deterioration especially in the weakest schools.

SBM studies in the last few years disclose a variety of implementation barriers and challenges. Many researchers report that the barriers include poor resources in schools, lack of professional development on leadership for school leaders, confusion on the part of school councils in relation to new roles and responsibilities, difficulties of coordination, lack of decision-making authority, lack of knowledge, low parental participation, and under funding of education by governments (Grauwe, 2005; Mulyasa, 2004; Gamage & Sooksomchitra, 2004).

On the other hand, some research revealed that SBM is crucial in empowering schools towards the improvement of educational processes, more responsive teaching/learning environments, and positive student outcomes (Caldwell, 2008, 2005; Gamage and Zajda, 2005; 2009; Lam, 2006; Gamage and Sooksomchitra, 2004; Leroy, 2002). Gamage & Zajda (2005) explained that SBM is primarily concerned with a system of educational decentralisation in order to strengthen and empower school communities. In short, the system can empower stakeholders within school communities, increase participation in decision-making, and provide opportunities to share power and authority at the school level through the forum of a school council board. This has resulted in the creation of healthier teaching/learning environments leading to more efficient and effective schools with quality education (Gamage, 1998a: 313).

The recommendations of BESRA in 2006 included a strategy to improve management by transferring significant decision-making from the central government to regions, divisions, and schools. The School-Based Management (SBM) was designed to provide principals, teachers, students, parents, communities and local governments with greater involvement over the education process.

The premise of SBM as implemented in the Philippines is that principals, teachers, parents, and the local communities are in the best position to know the needs of their schools and to make appropriate decisions in a timely manner. Therefore, “involving local stakeholders in addressing local problems is the key to improving schools and even to mobilising much-needed resources” (World Bank, 2004). Several authors assessed the viability of such initiatives in the Philippines (Bernardo, et.al, 2010; de Guzman, 2002, 2006; Khattri et. al.). De Guzman (2002) described how School-Based Management as a concept of school restructuring was initiated, operationalised and implemented in the Philippines. In this paper, he enumerated that there were roadblocks to SBM, especially the form of decentralisation here in the Philippines, namely, (1) the detailed and rigid specification of the government budget as set by Congress; and (2) the Magna Carta for teachers that impeded local education officials from giving additional loads to teachers and other school personnel. With these systemic impediments, de Guzman called for a more aggressive system of

decentralisation that would address and be more responsive to the needs of the educational system.

BEST Program Interventions on addressing the Problem stated above

SBM is intended to strengthen the support systems of the DepEd through improved educational planning and management; specifically, it aims to: (1) strengthen the support systems of DepEd, Regional Offices, selected Divisions and schools for School Based Management through improved educational planning and management; and (2) develop a functional management support system for continuing school improvement at regional, division and school levels (DepEd, 2009). SBM is comprised of the following sub-components created to attain these goals: (1) Policy and Planning System, (2) Participatory Mechanisms in Education Governance, (3) Human Resource Development of Education Management, Quality Assurance and Accountability System, and (5) Programs to Improve Access.

BEST intended to contribute to the achievement of DepEd's efforts in School-Based Management. The activities supported by were selected according to the priorities established by the DepEd Central Office, anchored on the Philippine Development Plan and prepared in close consultation with counterparts and other stakeholders. SBM, under BEST, was designed to strengthen the implementation and management of school-based management policies, processes and systems. This is intended to fine-tune the design of school-based management, and install major implementing and management systems, including operations management and M&E" (Cardno, 2015: 35). BEST assistance – in terms of process improvement and support as well as researches – would further improve SBM implementation and management across DepEd's governance levels at the central, regional and division. The support provided by BEST in this area included the following:

- The finalisation of key SBM policies establishing SBM organisational structures, systems, and processes.
- The strengthening of the capacity of SBM coordinators and school personnel in pilot schools on implementing SBM.
- The development of knowledge products on SBM.

This is further supported by recent Basic Education governance literature that emphasised that interventions focus must be “the extent to which governance responsibility should be assigned to the school-level itself” (Levy, Cameron, Hoadley & Naidoo, 2018: 4).

Gender Equity, Disability and Social Inclusion (GEDSI)

The Development Research News (April-June 2019, Volume 37, ISSN 2508-0857) of the Philippine Institute for Development Studies (PIDS) featured the results of the research *Gender Equity in Education: Helping Boys Catch Up*. The research revealed that although the country ranked high in educational attainment, it was lagging behind in gender parity in education. Filipino boys were missing out in basic and secondary education, in terms of enrolment, performance and completion rates. Girls receive more schooling and perform better than boys, and this gap is more pronounced among the low-income groups, reflecting the link between poverty and education.

The 2016 Annual Poverty Indicators Survey (APIS) also showed that boys lagged behind girls in basic education.

There was also gap in terms of providing children with disabilities or special needs with access to basic education. According to Mr. Edgardo F. Garcia, MPA of the Deafblind Support Philippines, in his presentation during the 1st International Conference of Public Librarians in March 2014, he cited that in 2010-2015 the number of Children with Disabilities has reached 2 to 2.13 million based on the October 2013 calculations done by AIM for the Advisory Council for the Education of Children and Youth with Disabilities. This coincides with the statistics provided in the Dep Ed Order 72 in 2009 which cited that special education in the Philippines has only served 2% of the targeted 2.2 million children with disabilities in the country who live without access to basic education.

The existence of these gaps very well justified the inclusion of the GEDSI Program intervention under the BEST program. The BEST Program Design Document cited these gaps as among the target areas to be addressed by the program. By addressing these development gaps, the Australian Government also intended to contribute on the fulfilment of its various international commitments such as the UN Convention on the Rights of the

Child (1989), UN Convention on the Rights of Persons with Disabilities (UNCRPD, 2006), among others.

The Philippines Aid Investment Plan for 2015-2018 of the Australian Government Department of Foreign Affairs and Trade (DFAT) cited that the overarching goal of the Australian Aid program in the Philippines is to accelerate inclusive economic growth and political stability. Among the three objectives in this Aid Investment Plan was enhancing the foundations of economic growth which gives importance to education investments that would lay the groundwork for a better educated workforce and promote higher participation in the formal labor market. This clearly showed that GEDSI was aligned with this goal and specific objective of the Australian Government.

Moreover, the document recognised the need for support to the Philippine Government's basic education sector in order to meet the demand for a job-ready workforce. It cited that around nine per cent of children never enrolled in school. Only 71 percent completed primary school and less than half of grade one entrants end up completing a secondary education. Furthermore, while there were currently more girls than boys attending school in the Philippines, gender equality remained a focus for the Australian Government's education program. The Australian-supported Programs aimed for the increased inclusion of boys, who recorded a higher drop-out rate than girls, in schools. Gender equality issues will be closely monitored within the sector.

In fact, Paqueo and Orbeta (2019) wrote: "Instead of merely targeting the educational status of girls...the government focus should be on 'improving the status of educationally-disadvantaged gender group, albeit males, at a faster rate.'" This was a reversal of the past Philippine experience when females were the disadvantaged group until the mid-70s when the percentage of women completing college surpassed that of men. This trend was experienced in other Asian countries and Brazil as well. Moreover, it was also noted that less boys finished elementary than girls (89 percent versus 95 percent). The same was so for secondary school (64 percent versus 79 percent). David et al (2017) reported that two out of three out-of-school children aged 5 to 17 years was male.

The Australian Government also pledged its continued support in Muslim Mindanao for a comprehensive education assistance program that will reduce the gap in school participation and learning achievement particularly in highly disadvantaged communities.

GEDSI is well aligned with the goals of the Philippines as shown in the Country's 2040 Vision, medium-term development plan, Department of Education's Vision and Mission, laws and various policy issuances specifically on education. They all aimed to promote gender responsive and inclusive education.

The *Ambisyon 2040* states that the Philippines shall be a country where all citizens are free from hunger and poverty, have equal opportunities, enabled by fair and just society that is governed with order and unity. Furthermore, the Filipino people envision a nation where families live together, thriving in vibrant, culturally diverse and resilient communities. Also, the Philippines strongly support the achievement of the Sustainable Development Goals which includes SDG #4 - *"ensure inclusive and equitable quality education and promote lifelong learning opportunities for all"*.

The 2011-2016 Philippine Development Plan which provided a detailed plan for achieving the country's goal of reducing poverty stated the need to continuously improve the quality of- and access to- basic education. The plan included strategies to address education issues which made use of a range of learning modes and a holistic approach to inclusivity in relation to meeting the needs of all learners.

Aside from the above-mentioned Medium-Term Development Plan, GEDSI's alignment with the country's goal of improving the quality of life of Filipino people was clearly shown in the following laws, policies and issuances:

- The enactment of Republic Act 9710 or the Magna Carta of Women in August 2009 further strengthened the various existing laws and policies that aim to empower and protect women. More importantly, the law ensures equal rights and opportunities for men and women.
- The Department of Education's vision by 2022 was to have nation-loving and competent lifelong learners able to respond to challenges and opportunities through

the delivery of quality, accessible, relevant and liberating K to 12 Program by a modern, professional, pro-active, nimble, trusted and nurturing Dep Ed. It is mission of the Dep Ed to protect and promote the right of every Filipino to quality, equitable, culture-based and complete basic education where students learn in a child-friendly, gender-sensitive, safe and motivating environment.

- Dep Ed Order 72, s2009 entitled *“Inclusive Education as Strategy for Increasing Participation Rate of Children”* stated that special education in the Philippines has only served 2% of the targeted 2.2 million children with disabilities in the country who live without access to a basic human right which is the right to education. It was cited further in the Dep Ed Order that most of these children live in rural and far flung areas whose parents need to be aware of educational opportunities that these children could avail of. To respond to this problem, a comprehensive inclusive program for children with special needs has been developed and implemented.

Classroom Construction

Glewwe et al. (2011), in a review of economics literature for a 20-year period, called attention to the fact that the availability of basic school infrastructure (such as classrooms, desks, and chairs) and facilities (such as electricity, libraries, and blackboards) is frequently associated with better student learning. ”

With this as a backdrop, it can be posited that challenges in the achievement of basic education outcomes may be associated with the relative lack of school buildings and classroom as well as their corresponding facilities. An earlier study reported that, from 2002-2009, the number of schools experiencing classroom shortage has hardly changed with about around twenty-five percent of the total number of schools consistently experiencing shortages as shown in the table below. To address this, from 2002-2005 and 2007-2009 - under the Regular School Building Program (RSBP) – a budget of Php2 Billion per year was allocated by the national government for building classrooms and schools. Recent World Bank (WB) and Australian Aid (AusAID) report (2016b: 2) underscored that: “bulk of public-school infrastructure in the Philippines was built using funds from national and local governments, with only a limited proportion built using funds from private sector sources”.

With a large bureaucracy, investment in the school buildings and classrooms are still lagging behind.

On 4 March 2011 DepEd Order 21, S. 2011 entitled Guidelines on the Institutionalisation of “Bayanihang Eskwela” was issued. This D.O. stressed the need for a Community-Based Public-Private Monitoring of Projects for the Regular School Building Program (RSBP) and in Areas Experiencing Acute Classroom Shortage (Red and Black Schools). This introduced an accountability system that provides for a nationwide mobilisation and capacity-building of communities to check on school-building projects in their school using an easy-to-use monitoring tool. It also provides for a system to disseminate information and consolidate monitoring results from all over the country that will allow verification if all the PSBPs were constructed according to specifications and standards provided in the D.O.

These developments, notwithstanding, in President Benigno Aquino’s 2012 State of the Nation Address (SONA), a year before the start of the Kto12 implementation. He shared that his administration was still dealing with a long list of obligation to fulfill with a backlog of almost 70,000 classrooms still needed to be built with a budget price need of around Php55 billion; in addition, there is a need to furnish the schools with around Ph 2.6 million school chairs, amounting to almost Php 2.5 billion pesos.

BEST Program’s classroom construction component is a timely and relevant initiative contributing to the Government of the Philippines (GOP) efforts to reduce classroom shortage and improve access to learning by closing the classroom gap. It is responsive with DepEd’s request for support to build new classrooms to address the increasing classroom gap brought about by ageing school buildings, increasing student population, additional needs for Senior High School and replacement of buildings damaged by calamities. Moreover, it is aligned with Australia’s Classroom Construction Initiative 2011-17 (CCI); CCI is an investment identified in the Australian Government Education Delivery Strategy 2013-23, supporting Australia and the Philippines shared commitment to promote prosperity, reduce poverty and enhance political stability through partnerships in education reforms, as one objective. Generally, BEST is aligned with the Australian government’s commitment to improve education through strengthened governance and service delivery systems, more effective schools and teachers, and to reduce disparities in educational outcomes. In addition, the

classrooms are also made compliant to DFAT's cross-cutting principles of gender sensitivity by putting two toilets per classrooms so that the boys and girls will have separate toilets. They are also designed to be disability inclusive with features addressing the needs of persons with disabilities (PWDs).

Towards Strengthening DepEd's Capacity

Policy, Planning and Monitoring and Evaluation (PPMES)

One of the major initiatives pursued by DepEd in the last 10 years was the strengthening of its planning, monitoring and evaluation functions as well as the strengthening of the planning and M&E competencies of DepEd staff at all governance levels. DepEd has been implementing various interventions throughout the years in order to strengthen its planning, policy research and development and monitoring and evaluation (M&E) functions. What was needed was to foster the “the appropriate balance between hierarchical (top-down, bureaucratic) governance, and more ‘horizontal’ approaches, which delegate significant resources and responsibility to internal and community stakeholders at the school-level”, where basic education policy, planning, as well as monitoring and evaluation promote bureaucratic control “located—nationally, sub-nationally, or at local government levels” (Levy, Cameeron, Hoadley & Naidoo, 2018: 3-4).

Imperatives for PPMES

There are several internal and external imperatives that are effectively forcing DepEd to intensify its capacity to deliver more responsive, inclusive and programmatic interventions to its ultimate clients – the learners as well as to decentralise management and accountability of these interventions.

These include, but are not limited to: national and local laws (such as Republic Act 9155, National Budget Circular (NBC) No. 552 Series of 2014, NBC No. 565 s. 2016 and NEDA-DBM Joint Memorandum Circular 2015-1 s. 2015, Results-based Performance Management System or RbPMS); national development plans (such as the Ambisyon 2040 and the Philippine Development Plan (PDP) 2017-2020); and international commitments (such as Sustainable Development Goals (SDGs) and the Philippine Development Forum or the PDF).

With the decentralisation of DepEd through Republic Act 9155 or the Governance of Basic Education Act in 2001, the central office is solely responsible for “policy reform, standards-setting and resource generation,” while regions would monitor implementation against those standards in divisions and schools within their jurisdiction and would provide general operational support at their governance levels (PIDS, 2009).

In addition, DepEd’s plan should be aligned to Ambisyon 2040 and the Philippine Development Plan (PDP) 2017-2020. Ambisyon 2040 is a long-term strategy of the national government in fighting poverty, which represents the collective long-term vision and aspirations of the Filipinos for themselves and for the country in the next 25 years. While the PDP 2017-2022 is the current administration’s 10-point Socioeconomic Agenda and is geared towards the attainment of Ambisyon 2040. In addition, DepEd’s 10-point Basic Education Agenda 2016-2022 outlined set of principles and priorities guiding the current DepEd administration in providing quality, accessible, relevant, and liberating education.

In addition, the Philippine government has instituted strategic reforms to improve the system of planning and budgeting to ensure that taxpayers’ money is judiciously and optimally utilised for the common good.

DepEd subscribes to the National Government Fiscal Calendar (DBM-DOF-NEDA Joint Circular No. 2017-1); this is the national policy which aims to strengthen the link between planning and budgeting through the establishment of a unified calendar of fiscal activities in the national government, complemented by a unified schedule of publications and reports, among others. Consistent with government efforts on Annual Cash-Based Appropriations (ACBA), DepEd abides with the current budget reform wherein contractual obligations are incurred and payments to goods delivered and services rendered, inspected, and accepted are disbursed within the fiscal year; DepEd ensures that payments for these are settled within the fiscal year. However, projects with an implementation period exceeding twelve (12) months must secure a multi-year obligation authority (MYOA) before entering into a multi-year contract. As part of its effort, DepEd also implements the Public Expenditure Management (PEM); this is an approach to public sector budgeting that focuses on outcomes and treats expenditures as a means to produce outputs in order to achieve the desired outcomes. An effective PEM promotes the practice of fiscal discipline (spending within

means), allocative efficiency (spending on the right priorities), and operational efficiency (spending with maximum results).

As the DepEd expands its efforts to improve delivery of basic education services, it also introduces reforms by improving its internal processes and systems towards improved accountability and transparency to its stakeholders. In this regard, it seeks to strengthen its evidence-based decision-making. To further support the M&E of programs, projects, and major activities, DepEd restructured its budgeting process introduced by Department of Budget and Management (DBM) through the Program Expenditure Classification (PREXC). This improves planning, monitoring and evaluation of results to provide better programs, projects, and major activities.

The Philippine Development Plan (PDP) 2011-2016 and PDP 2017-2022 emphasized the integration of the National Economic Development Authority (NEDA) Results Matrix (RM). In fact, as early as 2011, the President Aquino administration issued Administrative Order (AO) No. 25, series of 2011 that created a unified and integrated Results-based Performance Management System (RbPMS). For this, an inter-agency Task Force was initially created. This Task Force takes on the harmonisation of national government performance monitoring, information, and reporting systems. The AO25 IATF is chaired by the Department of Budget and Management (DBM) and co-chaired by the Office of the Cabinet Secretary (OCS). Its members include the Office of the President – Office of the Executive Secretary (OP-OES), National Economic and Development Authority (NEDA), the Presidential Management Staff (PMS), and the Department of Finance (DOF). The Technical Working Group, chaired by DBM, is composed of representatives of member agencies as well as the invited members:

- Civil Service Commission (CSC)
- Commission on Audit (COA)
- Office of the Ombudsman
- Commission on Higher Education (CHED)
- Career Executive Service Board (CESB)
- National Competitiveness Council (NCC)
- Governance Commission for the Government-Owned and Controlled Corporations (GCG)

- Local Water Utilities Administration (LWUA)
- Department of the Interior and Local Government (DILG)

Subsequently, several administrative orders have been issued that support RbPMS; these are: (1) the National Budget Circular No. 552 Series of 2014. As early as 2014, guidelines on the shift to outcome-based Performance-Informed Budget (PIB) for the Fiscal Year 2015, budget preparation were used in this circular; (2) NEDA-DBM Joint Memorandum Circular 2015-1, July 15, 2015, National Evaluation Policy Framework of the Philippines; supporting the government's efforts of strengthening the M&E system of the government agencies; and the DBM National Budget Circular No. 565 dated December 2, 2016 (NBC No. 565 s. 2016).

Following the aforementioned NEDA-DBM Joint Memorandum Circular, this circular outline the Adoption of a Results-based Monitoring and Evaluation Reporting (RbMER) Policy which aims to strengthen, streamline, and standardise the RbMER system evidenced by a timely, useful, accurate, and credible reporting of performance information in order to support policy and program improvement, expenditure management, and local and national decision-making.

Likewise, the Civil Service Commission (CSC) Memorandum Circular No. 3, s. 2012. the Program to Institutionalise Meritocracy and Excellence in Human Resource Management (PRIME-HRM) integrates and enhances the Personnel Management Assessment and Assistance Program (PMAAP) and the CSC Agency Accreditation Program (CSCAAP). It is a mechanism that empowers government agencies by developing their human resource management competencies, systems, and practices toward HR excellence. PRIME-HRM entails greater engagement not just of the human resource management officer (HRMO) but also of the officials and the rank-and-file employees of the agency. The CSC will assess the maturity level of an agency's competencies, systems, and practices in four HR systems: (1) recruitment, selection, and placement; (2) learning and development; (3) performance management; and (4) rewards and recognition.

In terms of planning, the Philippine commitment to the 2030 Agenda for Sustainable Development, adopted by all United Nations Member States in 2015, provides a shared blueprint for peace and prosperity for people and the planet, now and into the future; at the

core of this development are the 17 Sustainable Development Goals (SDGs) which are an urgent call for action by all countries – developed and developing – in a global partnership. In particular, DepEd supports and focuses its efforts toward the attainment of SDG 4, which is “to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”.

Even with SDG 4 as a universal standalone goal, DepEd is also supportive of the attainment of other SDG that were essential to learners’ well-being and supportive of DepEd outcomes. It should be highlighted that there are interrelationships and linkages between education and other SDG areas, and DepEd policy makers have long recognised many of them. Learners’ well-being affects their participation in education, and education can also contribute to health and well-being. This points toward a shared understanding that education is a powerful lever for improving people’s health. Consequently, DepEd in its programs highlights its support for SDG 3 that focuses on ensuring healthy lives and promote well-being for all at all ages. Likewise, Dep Ed supports SDG 6 as it seeks to “Ensure availability and sustainable management of water and sanitation for all” in school settings. Inclusion is at the core of DepEd’s strategic direction. Basic Education should serve as means to promote peace, justice and equality for sustainable development. As a result, DepEd is also focused on attaining SDG 16 as it intends to “promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”.

The Philippine Development Forum (PDF), established in 2005, is where Government facilitates policy dialogue among all stakeholders in development. The PDF evolved from a series of consultation meetings between the World Bank and the Government of the Philippines Department of Finance to encourage wider policy dialogue about the country’s development agenda (PDF, 2009: 209). AusAID and DepEd are co-conveners of the Education section of the MDGs and Social Progress Working Groups (PDF, 2009). In this way, Australia has positioned itself to engage in partnership and policy dialogue with the government. Australia elicits its strategy as supporting systemic improvements in the education sector with “enhanced sectoral expertise and policy engagement” (AusAID, 2007a: 11). Early literature highlighted Australian involvement in education policy reform. In fact, it was

depicted that “policy engagement occurs through support of SPHERE, engagement in the PDF, and through a 6-monthly BESRA Review that is jointly undertaken by DepEd and education donors. AusAID contends that its projects contribute to the implementation and framework of BESRA, and that the SPHERE Trust Fund supports policy development, resources for schools and classroom construction, and financing of activities for resource management and mobilisation of BESRA” (Cassity, 2010: 71).

Challenges related to PPMES

One of the major initiatives pursued by DepEd in the last 10 years was the strengthening of its planning, monitoring and evaluation functions as well as the strengthening of the planning and M&E competencies of DepEd staff at all governance levels. DepEd has been implementing various interventions throughout the years in order to strengthen its planning, policy research and development and monitoring and evaluation (M&E) functions. The intent was to harmonise these past initiatives into one coherent system of planning, budgeting, policy research and development and M&E. In addition, DepEd needs to venture on the provision of alignments and direct linkages between these sub-systems to the teaching and learning process happening in schools. Across DepEd’s governance levels, most of the schools were taught how to develop and package the School Improvement Plan, divisions prepared their Division Education Development Plan, and the regions developed their Regional Education Development Plan. These educational development plans are bases of operational planning, ensuring that budget allocation is purposive. As a result, DepEd’s strategic directions are articulated, cascaded and contextualised in aligned NEDP, REDP, DEDP and SIP.

Furthermore, as previously discussed, other frameworks influence the alignment and harmonisation of the strategic planning framework and these education development plans. The following are considered essential by DepEd: (1) Philippine Development Plan, (2) DepEd’s Vision-Mission-Values, (3) DepEd’s Performance Governance Scorecard, (4) DepEd 2013-2016 Roadmap, (4) Kto12 M&E Framework and (5) Program Expenditure Classification (PREXC).

Correspondingly, these were mainstreamed in programs and projects such as Supporting Transformation by Reducing Insecurity and Vulnerability with Economic Strengthening, Basic

Education Assistance for Mindanao, SPHERE, STRIVE, PAHRODF and PRIME. Each program/project had provided technical support, systems improvement, and a series of capability building activities on education planning, program monitoring and outcomes evaluation.

The BEST Program intended to harmonize these past achievements into one coherent system of planning, budgeting, and M&E. Specifically, the objective was to provide a direct link between these sub-systems to the teaching and learning process happening in schools. Aside from this general strategic direction within DepEd, government thrust has also contributed to the refinement of planning and M&E in DepEd.

Interventions under PPMES

As a result, the Department of Education (DepEd) developed the Basic Education Monitoring and Evaluation Framework (BEMEF) to guide DepEd operating units in the conduct of M&E activities and assessment of office and individual performance in line with the aforementioned policies. This is also in line with the establishment of the National Quality Management System (QMS) which aims to enhance the organisation's capacity and internal systems and processes. This shall strengthen evidence-based decision-making and policy formulation which shall in turn improve the delivery of services, as well as the allocation and management of government resources, as well as strengthen transparency and accountability in the basic education sector. It is consistent and aligned with the government's global development cooperation commitments based on the principles, concepts and methods of Managing for Development Results and Results-based Management.

The policy, planning, monitoring and evaluation functions of the DepEd has become one of the central concerns as they try to strengthen monitoring and evaluation (M&E) competencies at all governance levels. In 2015, one of the major initiatives to be undertaken is the preparation of a pre-BEST Program baseline situation in the six supported regions.

The baseline documentations will be used as input to DepEd's effort to make for more demand responsive and relevant education projects, programs and policies. The same can be

used by other BEST Program sub-components in their strategy formulation and used as the basis for outcome evaluation to be conducted in the latter part of the Program.

A critical input to the base-lining initiative is the formulation of the Basic Education Sector M&E Framework (BESMEF). The BESMEF shall define the critical outcomes, results, and indicators that will be used as reference by the education plans, and as the basis for performance measures and accomplishments. BESMEF will be updated in the context of the K–12 Program and the Theory of Change Framework of the BEST Program. The baseline and BESMEF will be used as inputs to the development of DepEd’s National Education Plan. BEST also provided technical support, systems improvement, and a series of capability building activities on education planning, program monitoring and outcomes evaluation with schools. They were taught to develop their own School, Division, and Regional Education Plans that are in-sync with the agency’s plan. Under these programs, most of the schools were taught how to prepare and package the School Improvement Plan, divisions prepared their Division Education Development Plan, and the regions developed their Regional Education Development Plan.

Unified Information System and Sub-systems (UISS)

Challenges/Problems related to weak data or weak ICT

The current Department of Education (DepEd) system generates information on a number of key indicators required for mandatory reporting on: (1) major final output for reporting to the Department of Budget Management, (2) a resource matrix and PDP-Education Sector accomplishments for reporting to the National Economic and Development Authority, and (3) financial information to the Commission on Audit. In addition, the M&E system is used for (4) providing information to the DepEd Secretary for Congressional question and answer briefing sessions, (5) SDGs at the international level, and (6) project progress reports for government and development partners review. The Enhanced Basic Education Act of 2013 and associated implementing rules and regulations require DepEd to report on additional indicators related to SHS. However, no comprehensive annual statistical bulletin on education is currently published.

As early as 2011, there were efforts in DepEd to develop the Unified Information System. For this the University of the Philippines – Information Technology Development Center was tapped to develop the UIS. However, there were hindrances in terms of the following: (1) Systems design specification established by DepEd; and, (2) Documentation specification

BEST Program Interventions on addressing the Problem stated above

At the DepEd Central Office level, the UISS is highly relevant, aligning strongly to central office priorities on information systems. The UISS project was designed to accommodate a wide range of actors across governance levels, from Departments (at the national central office, regional, division, district, down to schools). With regard to ownership, process owners were defined at the central office with support from the Information and Communication Technology Services (ICTS). Moreover, the UISS was designed to accommodate data collection and information sharing from schools up to the divisions, then to the regional up to the central office for reporting and data-driven decision making. However, there were limitations at the lower governance levels in terms of access to computers and internet.

EBEIS. Initially, there were efforts to develop a BEIS for Region 10's Research and Statistics Division, while an EBEIS is being designed for the the Strengthening Basic Education in the Visayas (STRIVE), a program of the Department of Education with support from the Australian Government from 2009-2011. Subsequently, the implementation of the web-based EBEIS significantly reduced the turn-around time for collecting and reporting school-level data from 10 months to 4 months in the first year (SY 2011-2012), then to 3 months in the next year (SY 2012-2013) and to 1 month in SY 2013-2014.

LIS. The implementation of the LIS started in SY 2011-2012 with the directive for all public schools to submit their Masterlist of Learners to the Office of the Secretary in electronic format. These masterlists were processed and uploaded into a single database; each learner is accounted for in this database through a unique identification number called the Learner Reference Number. The LIS was launched online in school year 2012-2013 with all public schools accessing the system to enroll and update the profile of their learners. The rollout of the online system took advantage of the structures and capacities that have been developed

and established at the region, division and schools as it dovetailed well with the second year of EBEIS implementation.

LRMDS. Similar to EBEIS, the Learning Resource Management and Development System (LRMDS) was first conceptualised under STRIVE, which was implemented in selected regions in 2009-2011 through the magnanimous support of the Australian Government (Casity, 2010; Reyes, 2015). The LR Portal was the primordial support, intended to function as a clearinghouse through the provision of location of resources (hardcopy and softcopy), as well as allowing users to access digital versions of resources that are published and stored within the portal. It is also a quality assurance system providing support to DepEd Regions, Divisions and Schools in the selection of quality digital and non-digital resources in response to identified local educational needs. Through another project supported by the Australian Government called Philippines Response to Indigenous People's Muslim Education (PRIME), the LR Portal was successfully piloted in regions 6, 7 and 8 where LRMDS was first introduced. Through DO 76, s. 2011, the LR Portal was rolled out nationally.

PMIS. The PMIS was developed and pilot-tested through the Australian-funded program, the Philippines Response to Indigenous and Muslim and Education (PRIME) which was implemented within 2011-2013. This covered special programs of the Department of Education. Through another Australia-funded program that runs from 2014-2019, the Basic Education Sector Transformation (BEST) Program, PMIS is being enhanced and expanded and mainstreamed in DepEd's core functions and processes to provide official source of data on PPA implementation covering the Central Office (CO), Regional Offices (ROs) and Schools Division Offices (SDOs).

This UISS is expected to address significant system efficiency and quality issues encountered by DepEd in delivering education in a decentralised environment and therefore will directly contribute to achieving program outcome 3, a foundational outcome. This is intended to support all subcomponents under Component 1 in terms of policy, strategy, business processes and information systems. It builds on attempts under previous DFAT-funded education programs to support development of an Enterprise Architecture for DepEd's computer-based information systems and will include provision of direct technical support

for systems planning, design, implementation and maintenance based upon integration of existing systems as well as new systems.

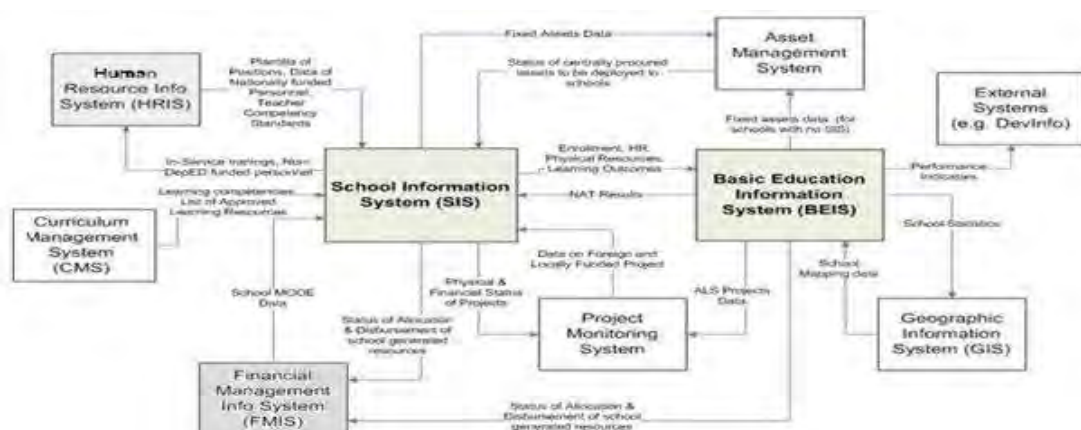


Figure 3.0 Diagram of Integration of Various DepEd IS in the UIS (DFAT, 2012)

Department of Foreign Affairs and Trade (DFAT) stress that the UIS is intended to provide information needed by the different governance levels in DepEd (DFAT, 2012). The design and implementation of the UIS are as follows:

DepEd ICTS-UIS Architecture and Core Information Systems. This pertains to the additional software, equipment and hardware infrastructure, building on the ICT foundations put in place by STRIVE and BEAM by supporting the increased use of ICT tools in the publishing of learning resources for basic education and professional development (LRMDS Portal, ACUMEN) and the provision of professional development training courses (TDIS).

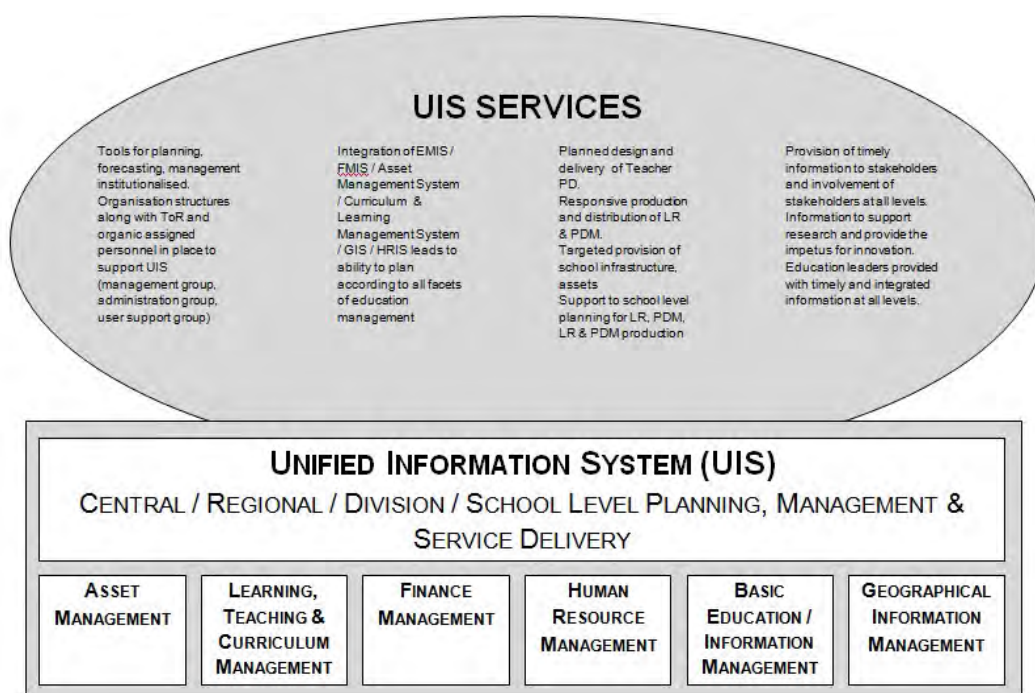


Figure 4.0 Diagram of UIS Services vis-à-vis Sub-Systems (DFAT, 2012)

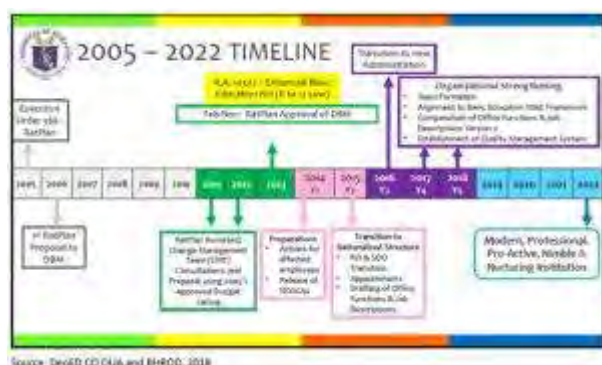
The Australian government initially supported the development and implementation of the system through direct technical assistance and then later through the BEST Program Unified Information Systems component. Consequently, DepEd has successfully rolled out major components of its UISS, and the integration of these has been supported by the Australian government through the provision of strategic technical assistance intended to strengthen the capacity of DepEd to manage and implement basic education sector reform priorities through the national implementation of these education management systems.

Organisational Development

Challenges related to Organisational Development

Republic Act No. 9155 series of 2001 (RA 9155), *An Act Instituting A Framework of Governance for Basic Education, Establishing Authority and Accountability, Renaming the Department of Education, Culture and Sports as the Department of Education, and for Other Purposes*, otherwise known as the *Governance of Basic Education Act of 2001*, was issued. It provided a framework for the governance of education, decentralising governance to the field, and making the schools and learning centers the heart of the education system. The law

also established the authority and accountability of the various organisation levels of the Department of Education (DepEd).



In October 2004, Executive Order No. 366 (EO 366, s. 2004), *Directing A Strategic Review of the Operations and Organisations of the Executive Branch and Providing Options and Incentives for Government Employees Who May Be Affected by the Rationalisation of the Functions and Agencies of the Executive Branch*, was issued. According to Section 2 of the said EO, the initiative aimed to: (a) focus government efforts and resources on its vital/core service; and (b) improve the quality and efficiency of government services delivery by eliminating/minimising overlaps and duplication and improving agency performance through the rationalisation of service delivery and support systems, and organisation structure and staffing (Section 2, EO 366, s. 2004).

Subsequently, DepEd embarked on the review and revision of its Rationalisation Plan (RP) based on RA 9155 on 2011; this examined long-term reforms needed in the education sector to respond to fast-changing demands of the local and global environment. The DepEd Rationalisation Plan (RP) was approved by the Department of Budget and Management (DBM) in 2013. The approval included the rationalised structure and staffing pattern of offices at the central, regional, and school's division levels. On same year, Republic Act No. 10533, otherwise known as the Enhanced Basic Education Act (K to12 law) took effect.

Consequently, for DepEd to be more responsive, it further studied the DepED Rationalisation Program Implementation; this was conducted by the DepEd Central Office through the Office of the Undersecretary for Administration (OUA) and Bureau of Human Resource and Organisational Development (BHROD). This resulted to the development of an integrated proposal to the Department of Budget Management (DBM) aimed at aligning the purpose,

process, and people towards service excellence. The five-year implementation of the DepED Rationalisation Program started from 2014 to 2018. In 2014 (Year 1), the DepED prepared for actions to those affected employees and released of Notice of Organisation Staffing and Compensation Actions (NOSCAs). For 2015 (Year 2), the DepED undergone transition to rationalised structure specifically the ROs and SDOs transition, appointments, and drafting of office functions and job descriptions. Transition to new administration took place in 2016 its third year. From 2017 to 2018, DepEd ensured organisational strengthening through team formation, alignment to Basic Education M&E Framework, Compendium of Office Functions and Job Descriptions Version 2, and Establishment of Quality Management System (QMS).

From 2019 to 2022, the DepEd aims for a modern, professional, pro-active, nimble and nurturing institution through organisational alignment.

Conclusions

Generally, the review of literature revealed that the BEST Program Interventions remained relevant to the overall national goals of both the Government of Philippines and the Government of Australia. In particular, the review showed that the BEST Program objectives were also aligned with both countries' strategic thrusts of: improving the quality of education outcomes; increasing equitable access of boys and girls to basic education; and improving DepEd's capacity to deliver responsive and inclusive basic education service through better governance.

Towards Increasing Student Mastery

The four Program Interventions designed to contribute to increasing student mastery of the curriculum were: Learning and Development (L&D) System; Philippine Professional Standards for Teachers (PPST); Curriculum and Assessment (C&A); and Teacher Pre-Service Quality Improvement (TPQI).

The review of literature clearly showed that all these Interventions were appropriate and relevant to the current context of the Philippine basic education sector. In particular, the BEST Program support to DepEd in terms of Curriculum and Assessment to support the

shift to the K to 12 Program were found to be highly relevant towards the pursuit of student mastery.

The interventions to support the performance of teachers (namely L&D System and PPST) were also found to be relevant in contributing to the attainment of student mastery. The need to enhanced curricula of teacher education was likewise seen as relevant particularly in light of the recent findings (from the RCTQ and World Bank studies) of inadequate competencies of current teachers in the basic education sector.

Towards Increasing Student Participation

Three Program Interventions were designed to contribute to increasing student participation in the basic education sector namely: School-Based Management (SBM); Gender Equity, Disability and Social Inclusion (GEDSI); and Classroom Construction.

The literature review undoubtedly revealed that all these interventions were appropriate and relevant to the current context of the Philippine basic education sector in terms of increasing student participation. More than the physical requirements for education, the prominence of SBM was highlighted as highly relevant.

Toward Increasing DepEd Capacity

Likewise, three Program Interventions also contributed to increasing DepEd's capacity to deliver responsive and inclusive education with greater decentralisation namely: Policy, Planning, Monitoring and Evaluation System (PPMES); Unified Information System and Sub-systems (UISS); and Organisational Development (OD).

The review of literature related to the interventions on the PPMES revealed that there was a strong need to strengthen the capacity of DepEd in this management competency and in fact, it was rightly identified as a foundational outcome. It was found to be aligned to the priorities of the Philippine Government.

The Program interventions under the heading of UISS was found to be highly responsive and relevant to the needs and priorities of DepEd, especially in terms of students and school

information. The UISS accommodated a wide range of actors across governance levels, from Operating Units at the national central office to the regional, division, district offices, down to schools.

Lastly, the literature showed that the interventions under Organisational Development, which were largely the support to the implementation of the Rationalisation Plan (RatPlan), were indeed aligned not only to the priorities of DepEd but to the entire Philippine Government as well. The Program interventions also served as an enabler for the other Program Interventions since the other interventions (such as Curriculum and Assessment) could not proceed until and unless the responsibilities of the different Operating Units under the RatPlan were settled.

Overall, the 10 BEST Program Interventions were found to be appropriate and significant in terms of reforming the basic education sector within the context of the Philippines. All the interventions were aligned with the priorities of the Philippine and Australian Governments. Of these 10 interventions, three interventions were found to be highly relevant: Curriculum and Assessment (C&A); School-based Management (SBM); and Unified Information System and Sub-systems (UISS).

Annex T. Analyses of Learning Outcomes

Annex T-1. Average Grades per Subject

Average Grade by Subject

The original intention of the EOPE Study was to use regression analysis in comparing the 80 treatment schools with the 26 comparison schools using the regression model:

$$y_{i,t} = \alpha_0 + \alpha_1 BEST_i + \alpha_2 I_{\{endline\}}(t) + \gamma BEST_i * I_{\{endline\}}(t) + \eta BESTdur_i + \mathbf{X}\boldsymbol{\beta} + \epsilon_{it}$$

where $BEST_i$ was the indicator for the best school, that is, its value was 1 if the school was a direct beneficiary of the BEST program and 0 if not. Interventions outside the BEST program would be added in the regression model above through dummy variables in the $\mathbf{X}\boldsymbol{\beta}$. Therefore, we needed a comprehensive list of all available interventions outside of BEST for each BEST and comparison school.

At the end of the data collection period, out of the 80 direct recipient schools in the sample study, only 16 schools (20.0% response rate) provided complete¹³⁹ student-level information on average grades (see Table 1). On the other hand, out of the 26 indirect recipient schools, only 9 schools (34.6% response rate) provided complete student-level information.

Because of the small data sample, the EOPE Team used a different method of analysis. The Pooled Difference-in-Differences (DID) Method was instead used to capture the effects of the BEST Program in improving the grades of the students. The DID estimator is the difference between two before–after differences, namely: the before–after change observed in the treatment group (direct recipient schools); and the before–after change observed in the comparison group (indirect recipient schools). The Pooled DID Estimator is given by the formula:

$$DID = (\bar{Y}_{BEST,End} - \bar{Y}_{BEST,Base}) - (\bar{Y}_{NB,End} - \bar{Y}_{NB,Base})$$

where $\bar{Y}$ is the average of the outcome variable (such as subject grades and attendance rates).

Panel DID Regression.

¹³⁹ Complete data refers to average grades for each of the four subjects from SY2013-2014 to SY2017-2018

A positive DID implies positive effects of the BEST Program, that is, a positive DID means there was a higher increase in grades in the direct recipient schools relative to the indirect recipient schools.

The assumptions used in the Pooled DID analysis were as follows:

- The Baseline used was SY2016-17 because the commencement dates of the Program interventions in all the schools in the sample was this year;
- The End-line used was SY2017-18 since no observations were observed after this school year and thus the fermentation effects of the Program could not be observed;
- It assumed that the performance of the different batches of students did not vary through time;
- Other interventions were administered to all schools, or were not implemented exclusively in either direct recipient schools or indirect recipient schools; and
- Other characteristics of the schools, teachers, and students were homogenous across direct recipient schools or indirect recipient schools.

Moreover, due to the small sample size collected, results of the following analyses are applicable only to the 16 direct recipient schools and 9 indirect recipient schools. Conclusions made from this data can neither be generalised at the regional level nor at the national level. The small sample size prevented the crafting of a general conclusion applicable to all the schools in the BEST supported regions.

Thus, no further analysis was done on the average grades by subject.

Average Grade by School

Because the data obtained from the schools was not sufficient to conduct an analysis, the EOPE Study analysed data previously provided by the BEST Program. This data set was the one used to identify the reduced population used in the preceding DID calculations. The 673 direct recipient schools came from the same divisions where the 106 schools in the study sample were taken from. Of these 673 schools, three schools (0.4%) received program interventions in SY2015-16, 239 schools (35.5%) received interventions in SY2016-17 and 431 schools (64%) received interventions in SY2017-18 (Table 1). The data set consisted of the average grades of direct recipient schools from SY2014-15 to SY2017-18 by grade level but not segregated by sex. Observations with missing average grades were excluded from the analysis resulting in the reduction of the number of observations to **597 direct recipient schools**.

Table 43. Number of Interventions by School Year (n=673)

Intervention	School Year			
	2014-15	2015-16	2016-17	2017-18
1	0	0	61	25
2	0	0	0	1
3	0	0	8	24
4	0	0	0	0
5	0	0	1	0
6	0	3	153	360
7	0	0	3	2
8	0	0	11	16
9	0	0	0	0
10	0	0	2	3
Total	0	3	239	431

The same process was followed for identifying the comparison schools. Data was also obtained for indirect recipient schools which were located in the same divisions as that of the direct recipient schools. Observations with missing average grades were dropped resulting in 5,689 indirect recipient schools included in the analysis. Thus, the list of 629 direct recipient schools and 5,689 indirect recipient schools was the dataset used in the succeeding calculations.

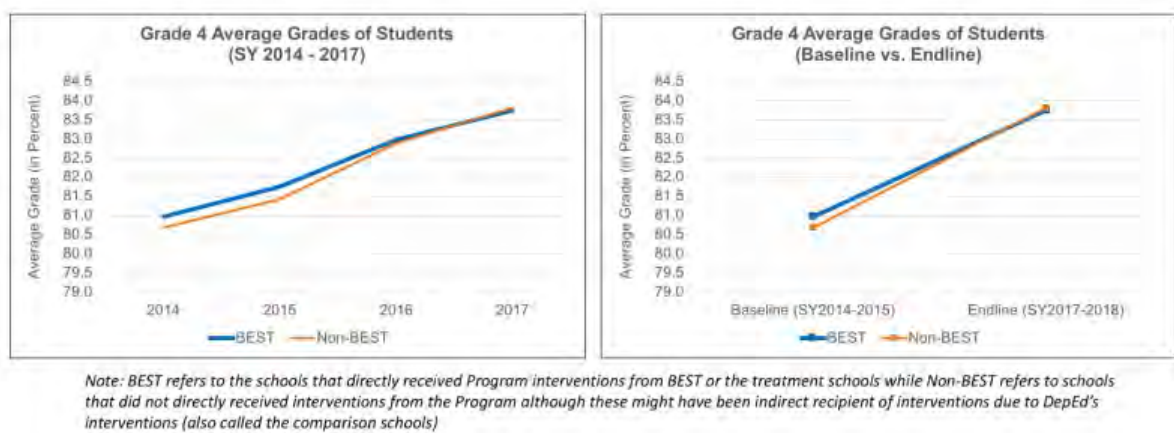
It should be noted that the grades provided in this list were averaged by school, meaning it represented the **average grades of all students in a school**. The data was not disaggregated by subject (i.e., English, Science, Maths and Filipino) and by sex (male and female). This was in fact the reason why the EOPE Study initially attempted to obtain data directly from the schools.

Although it may appear that having more indirect recipient schools would distort the results, increasing the number of observations in the analysis only reduced the estimation errors and did not significantly change the estimated effects under the assumption that both groups of schools were within the same geographic areas, which was the case.

Average Grades by Grade Level

The results of the second round of analysis showed that average grades of Grade 4 students in the direct recipient schools is higher than those in the indirect recipient schools in earlier school years but were overtaken by in the latter school years (Figure 1). Growth of average grades in the indirect recipient schools was faster than in the direct recipient schools; however, average grades were almost the same in the end-line.

Figure 26. Average Grades of Grade 4 Students



Similarly, average grades of Grade 5 students in the direct recipient schools were slightly higher than those in indirect recipient schools in earlier school years but average grades of students in the indirect recipient schools in the latter school years caught up (Figure 2). Growth of average grades in the direct recipient schools was slower than in the indirect recipient schools but their average grades caught up in end-line. The trend observed in the average grades of both Grades 4 and 5 students was also observed in the average grades of Grade 6 students. (Figure 3).

Figure 27. Average Grades of Grade 5 Students

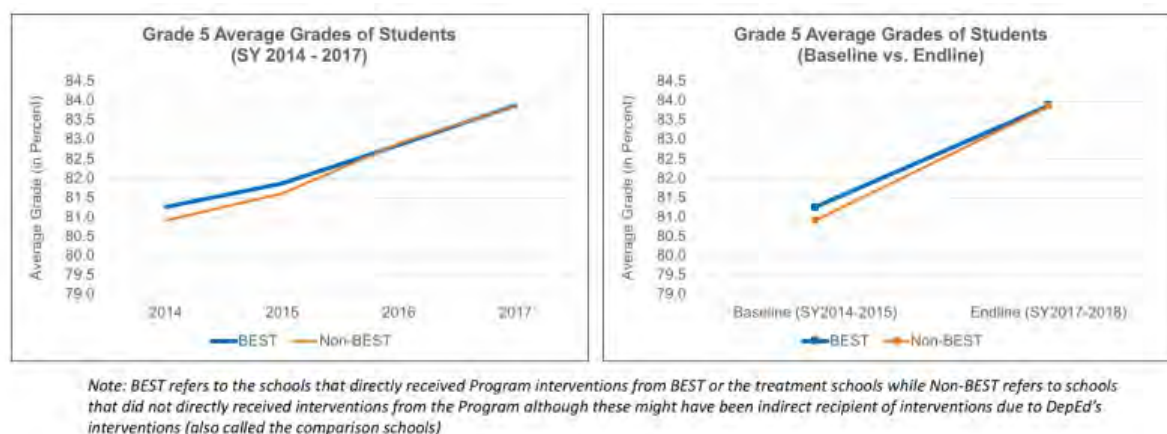
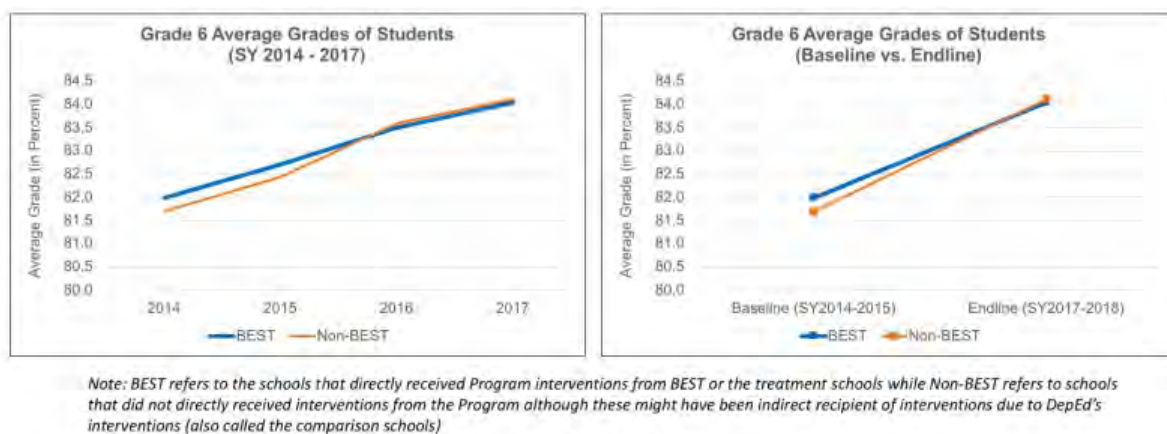


Figure 28. Average Grades of Grade 6 Students



In sum, the pattern of average grades of students across all grade levels from SY2014-15 to SY2017-18 was almost the same. The direct recipient or treatment schools had higher average grades during the earlier years under review. Both treatment and comparisons schools experienced increases in average grades in all grade levels from 2014 to 2017. However, indirect recipient schools had marginally increased faster in average grades from baseline to end-line than the direct recipient schools. This trend can be generalised among all schools under the BEST Regions.

Average Change of Grades by Grade Level

The same large data set was further used to determine the impact of the BEST Program interventions on student mastery by BEST-supported Region using a panel DID regression.

This methodology used the SY2014-15 as the baseline and SY2017-18 as the end-line. The dependent variable was the percent change of grades from baseline to end-line (ΔG) and the control variables included were the regions and sizes of elementary school.

The panel DID regression model was represented by:

$$\Delta G = \beta_0 + \gamma BEST + Control + \epsilon$$

where γ was the DID estimate for BEST.

The results showed that the average change in indirect recipient (Non-BEST) schools was higher than in direct recipient (BEST) schools across all grade levels (Figure 4). The widest gap was between the average grades of Grade 6 students.

The regression model was then used to test whether the improvements in the indirect recipient schools were statistically higher than in the direct recipient schools. **The results of the Panel DID Regression showed that the overall effect of the BEST Program interventions was not statistically significant across all year levels, that is, that there was no sufficient evidence to say that the BEST Program interventions improved the average grades of students in direct recipient schools compared to indirect recipient schools (Table 2).**

Figure 29. Average Change of Grades by Grade Level

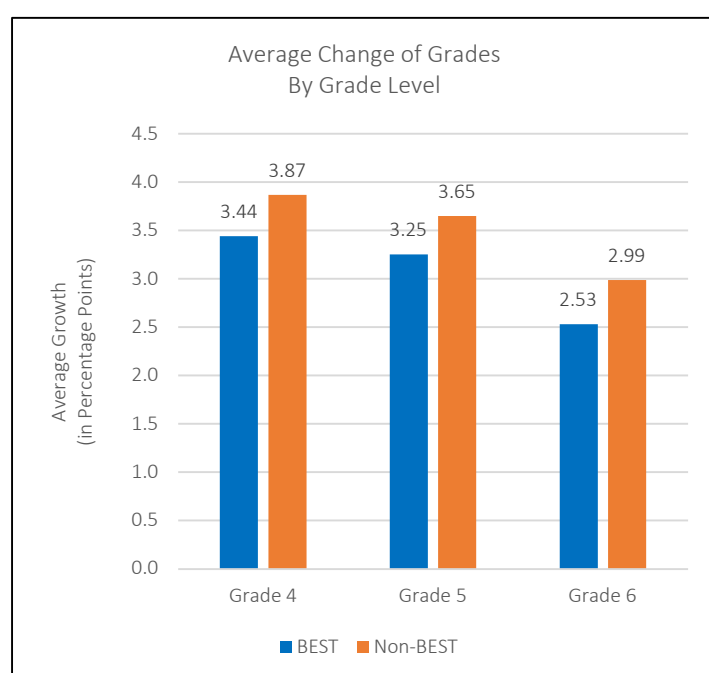


Table 44. Panel DID Regression Estimates

<i>Dependent: Percent Change of Grades From Baseline to Endline</i>						
DID	Grade 4		Grade 5		Grade 6	
Overall BEST	0.041	Not Sig	0.044	Not Sig	-0.099	Not Sig
Intervention 1	0.443	Not Sig	0.256	Not Sig	0.314	Not Sig
Intervention 3	-0.217	Not Sig	-0.297	Not Sig	0.102	Not Sig
Intervention 6	-0.005	Not Sig	0.024	Not Sig	-0.232	Sig
Intervention 7	-0.740	Not Sig	-0.102	Not Sig	0.583	Not Sig
Intervention 8	0.182	Not Sig	0.502	Not Sig	0.342	Not Sig
Intervention 10	-2.327	Sig	-0.865	Not Sig	-1.087	Not Sig
<i>at 5% Level of Significance</i>						
<i>Controlling for Regions & Size of Elementary School</i>						

Unexpectedly, schools that received Intervention 6 (Policy, Planning and Monitoring and Evaluation Systems) and Intervention 10 (Classroom Construction) experienced a reduction

in average grades in Grade 4 and Grade 6, respectively, compared to those schools that did not receive any interventions.

In summary, the results revealed that, statistically, the BEST Program interventions did not improve the average grades of the students in the BEST-supported schools more than the improvements of the indirect recipient schools. A lot of factors might have influenced this result.

One explanation was the simultaneous implementation of DepEd of their version of the BEST program interventions parallel to the implementation of the BEST Program itself. It was possible that the quality of the implementation of DepEd is the same as that of the Program. If this is the case, then this is a positive effect of the BEST Program interventions at the systems level. Further study could be done comparing BEST supported regions from regions that are not directly supported by the Program.

A second factor is the limitations of the data since most of the direct recipient schools received interventions only from SY2017-18, which the analysis had set as the end-line. Ideally, the appropriate practice is to use the succeeding year after the intervention was administered as end-line. Because the study was done while the Program was still ongoing, there was not sufficient time for the effects to mature and materialise at a degree that it would be significantly make a difference.

Another factor to consider is that the disaggregated analysis by intervention may not provide a good estimate of the BEST Program effect since the direct recipient schools overwhelmingly received only one – Intervention No. 6. Again, it might be more informative if a follow-up study is done in the future other interventions would have been provided to the schools and would have been given sufficient time to mature.

Lastly, other DepEd interventions might have been present in the schools during the BEST project implementation which may have contributed to these findings.

Average Grades by Region

The 10 BEST Program interventions under review were directed at the Central Office (through the various DepEd OUs) and in turn, DepEd OUs downloaded the interventions to the field units at their own pace and with their own timing. This made the evaluation of the effects of each program very challenging.

Thus, to be able to assess the Program from a systems perspective, additional analysis was undertaken using Panel regression models for Grade 4, 5, and 6 using average change in grades between 2014 to 2017 as the dependent variable (Table 3)¹⁴⁰. Results showed that across all the grade levels of direct recipient schools, the effect of the BEST Program was not statistically significant when compared with indirect recipient schools, implying that the change in the average grades among direct recipient schools was almost the same as that of indirect recipient schools.

Table 45. Regression Model of BEST Program by Grade Level

Variable	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
BEST	0.0433	0.1062	0.0345	0.1036	-0.0986	0.0953
Inc Class: 1st	0.4126	0.2537	0.7025**	0.2995	0.3103	0.2999
Inc Class: 2nd	0.5260*	0.2716	0.7426**	0.3157	0.3871	0.3152
Inc Class: 3rd	0.4896*	0.2705	0.7494**	0.3149	0.3061	0.3143
Inc Class: 4th	0.3510	0.2691	0.6314**	0.3136	0.3350	0.3143
Inc Class: 5th	0.4193	0.2860	0.6616**	0.3240	0.2963	0.3259
Inc Class: 6th	-1.0656**	0.4813	0.1258	0.7119	0.1265	0.5757
ES Size: Large	-0.6707***	0.1491	-0.5974***	0.1539	-0.3299**	0.1382
ES Size: Medium	-0.4532***	0.0944	-0.4194***	0.0885	-0.2454**	0.0948
ES Size: Very Large	-1.1414***	0.1631	-1.0523***	0.1876	-0.5410**	0.2158
Partially Urban	0.0676	0.1541	-0.0307	0.1676	0.1572	0.1562
Urban	-0.2474	0.2098	-0.1613	0.2215	0.2679	0.2113
Region 10	-0.0898	0.2614	-0.7790**	0.3189	0.0548	0.2895
Region 5	0.1943	0.2556	-0.0559	0.3121	0.4887*	0.2874

¹⁴⁰ The estimated coefficients of the variables and their corresponding standard errors are also shown in the table. Asterisks signify the degree of significance (statistically) from weakest to the strongest and estimated effects with no asterisk imply insignificant effects.

Variable	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
Region 6	-0.4902**	0.2439	-0.8253***	0.3039	-0.1727	0.2803
Region7	1.0098***	0.2481	0.6550**	0.3072	1.0657	0.2809
Region 8	-0.0815	0.2566	-0.4039	0.3151	0.4657***	0.2905
Constant	3.3207	0.2412	3.2517	0.2715	2.1124	0.2970
No. of observations	6,318		6,318		6,318	
F-test Significance	***		***		***	
R-squared	0.0721		0.0653		0.0414	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Base categories are Income Class (Spe), ES Size (Small), Urbanity (Rural), and Region (NCR)

This result could be due to the timing of the implementation of the BEST Program interventions, as most schools received their first intervention in 2017, which was the Study's end -line. The BEST Program interventions may have a lagged effect, that is, benefits may not be felt during the year of project implementation, although it might have been more apparent after more than a year. Due to data limitations, the only available information was for 2017, which prevented the Study to further investigate the delayed effects of BEST.

The results of the partial F-test¹⁴¹ of the categorical variables (such as income class, elementary school size, urbanity, and regions) are provided in the Table 4. Results of the F-test revealed that that there were differences among the categories of the variable in terms of improvements in the average grades from 2014 to 2017. Results showed that income class was only significant for Grade 4 students, and from the regression results, it was revealed that Income Class 2nd and 3rd experienced higher changes in grades compared to the other income classes.

¹⁴¹ An F-test in a regression compares the fits of different linear models. It is used to assess multiple coefficients simultaneously. When the P value for the F-test of overall significance test is less than the significance level, it denotes significant difference between average change in grades of direct and indirect schools.

Table 46. Partial F-test of Categorical Variables

Categorical Variable	Significance (Partial F-Test)		
	Grade 4	Grade 5	Grade 6
Income Class	***		
ES Size	***	***	***
Urbanity			
Regions	***	***	***

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Elementary school sizes and regions were significant across all grade levels. For elementary school size, the results in the regression model showed that small elementary schools experienced higher changes in the average grades compared to medium, large, and very large elementary schools. This finding was consistent across all grade levels.

For Grade 4 students, Region VI showed slightly lower improvements compared to NCR, while Region VII had a better performance than NCR (Table 5). All other regions were similar to the performance of NCR for this grade level. For Grade 5 students, the results were the same for Regions VI and VII while Region X showed lower improvements than NCR. Results were different for Grade 6 students. Regions V and VIII showed better performances than NCR while performances of all other regions were comparable to that of NCR.

Table 47. Effects of BEST by Region

Region	Grade 4		Grade 6		Grade 5	
NCR	-0.0712		0.7948	*	0.5808	*
Region 10	0.2538		-1.1469		0.0711	
Region 5	0.7576		0.3271	**	0.7820	**
Region 6	0.1061		0.1941	*	-0.1784	
Region 7	-0.3750		-0.4089	**	-0.0058	
Region 8	0.3450		-0.4683	*	-0.5668	**

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Controlling for ES Size and Urbanity

The effects of the BEST Program across regions were also assessed using the panel regression model applied per region by grade level (Table 6). The approach was intended to examine uniformity of effects across the regions. The regression controlled for the size of the elementary school and urbanity of the school area. Values in the cells are the effects in percentage points while the asterisks to its right denote the significance.

Results showed that Grade 4 students' grades did not significantly improve as a result of BEST Program interventions. It implied that the changes in the grades of Grade 4 students of direct recipient schools from 2014 to 2017 was almost the same as that of indirect recipient schools.

On the other hand, significant changes in grades were detected for Grade 5 students. Students in NCR, Region V and Region VI experienced significant improvements in grades for direct recipient schools compared to indirect recipient schools. NCR experienced the largest effects at 0.79 percentage points increase in average grades. However, Regions VII and VIII experienced negative effects for Grade 5 students, implying decreases in average grades.

For Grade 6 students, NCR and Region V experienced significant changes in average grades for direct recipient schools compared to indirect recipient schools. However, direct recipient schools in Region VIII experienced negative effects of the Program.

In sum, the results of analysis by region showed that the BEST Program had disparate effects across regions, which could be attributed to the different timing of project implementation in regions, the differences in the types of intervention applied, and more importantly, the divergent approaches employed by the ROs/DOs in downloading the interventions. It might be beneficial to undertake further studies one or two years from now to investigate these disparities.

Table 48. Overall Regression Results

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
Best	0.0433	0.1062	0.0345	0.1036	-0.0986	0.0953
Inc Class: 1st	0.4126	0.2537	0.7025**	0.2995	0.3103	0.2999
Inc Class: 2nd	0.5260*	0.2716	0.7426**	0.3157	0.3871	0.3152
Inc Class: 3rd	0.4896*	0.2705	0.7494**	0.3149	0.3061	0.3143
Inc Class: 4th	0.3510	0.2691	0.6314**	0.3136	0.3350	0.3143
Inc Class: 5th	0.4193	0.2860	0.6616**	0.3240	0.2963	0.3259
Inc Class: 6th	-1.0656**	0.4813	0.1258	0.7119	0.1265	0.5757
ES Size: Large	-0.6707***	0.1491	-0.5974***	0.1539	-0.3299**	0.1382
ES Size: Medium	-0.4532***	0.0944	-0.4194***	0.0885	-0.2454**	0.0948
ES Size: Very Large	-1.1414***	0.1631	-1.0523***	0.1876	-0.5410**	0.2158
Partially Urban	0.0676	0.1541	-0.0307	0.1676	0.1572	0.1562
Urban	-0.2474	0.2098	-0.1613	0.2215	0.2679	0.2113
Region 10	-0.0898	0.2614	-0.7790**	0.3189	0.0548	0.2895
Region 5	0.1943	0.2556	-0.0559	0.3121	0.4887*	0.2874
Region 6	-0.4902**	0.2439	-0.8253***	0.3039	-0.1727	0.2803
Region 7	1.0098***	0.2481	0.6550**	0.3072	1.0657	0.2809
Region 8	-0.0815	0.2566	-0.4039	0.3151	0.4657***	0.2905
Constant	3.3207	0.2412	3.2517	0.2715	2.1124	0.2970
No. of observations	6,318		6,318		6,318	
F-test Significance	***		***		***	
R-squared	0.0721		0.0653		0.0414	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Base Categories: Special, Small, Rural, NCR

Table 49. Regression Results for Region NCR Students

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
best	-0.0712	0.2469	0.7948*	0.4605	0.5808*	0.2997
ES Size: Large	-0.8936*	0.5214	-1.0266**	0.4296	-0.6113	0.5177
ES Size: Medium	-0.9211*	0.5385	-0.5272	0.5328	-0.5010	0.5801
ES Size: Very Large	-1.2251**	0.5182	-1.2327**	0.4041	-0.8259	0.5190

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
Partially Urban	0	(omitted)	0	(omitted)	0	(omitted)
Urban	0	(omitted)	0	(omitted)	0	(omitted)
constant	3.3444	0.4870	3.3637	0.3630	2.6219	0.4518
No of observations	192		192		192	
F-test Significance			***			
R-squared	0.0333		0.064		0.0171	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Table 50. Regression Results for Region V Students

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
best	0.7576	0.5023	0.3271**	0.3884	0.7820**	0.3456
ES Size: Large	-0.4704	0.3797	-0.0005	0.3321	-0.4171	0.3029
ES Size: Medium	-0.4656**	0.2276	-0.2729	0.2188	-0.3086	0.2045
ES Size: Very Large	-1.2863***	0.3313	-0.4227**	0.1922	-1.1866**	0.5124
Partially Urban	0.5643	0.6909	0.8909	0.7063	-0.0820	0.6846
Urban	0.6199	1.1639	1.1386	0.8432	-0.2023	0.9013
constant	3.4201	0.6870	2.9415	0.7043	3.1296	0.6837
No. of observations	1,215		1,215		1,215	
F-test Significance	***					
R-squared	0.0077		0.0032		0.0067	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Table 51. Regression Results for Region VI Students

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
best	0.1061	0.1175	0.1941*	0.1151	-0.1784	0.1163
ES Size: Large	-0.6782	0.1634	-0.6835***	0.1933	-0.1490	0.1734
ES Size: Medium	-0.4113***	0.1340	-0.3818***	0.1420	-0.0361	0.1465
ES Size: Very Large	-0.5243*	0.2789	-0.5425*	0.2953	0.2619	0.6450
Partially Urban	0.0037	0.2503	0.0438	0.2498	0.1219	0.2322

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
Urban	0.3917	0.3049	0.6969**	0.3152	0.7526	0.3159
constant	3.2616	0.2460	2.9691	0.2478	2.2508	0.2303
No. of observations	1,704		1,704		1,704	
F-test Significance	***		***		***	
R-squared	0.0064		0.0087		0.007	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Table 52. Regression Results for Region VII Students

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
best	-0.3750	0.3578	-0.4089	0.4012	-0.0058	0.3095
ES Size: Large	-0.7790*	0.4631	-0.5165	0.4486	-0.3440	0.3821
ES Size: Medium	-0.8219***	0.1841	-0.8488***	0.1692	-0.8396	0.1751
ES Size: Very Large	-1.7755***	0.3224	-1.6221***	0.4049	-0.7216*	0.4244
Partially Urban	0.0728	0.2465	-0.1795	0.2498	0.3003	0.2400
Urban	-0.4223	0.3591	-0.5656*	0.3388	0.1856	0.3407
constant	4.8359	0.2365	4.8326	0.2415	3.4534	0.2290
No. of observations	1,704		1,704		1,704	
F-test Significance	***		***		***	
R-squared	0.0376		0.0334		0.0131	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Table 53. Regression Results for Region VIII Students

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
best	-0.3450	0.2605	-0.4683*	0.2762	-0.5668**	0.2424
ES Size: Large	-0.9699***	0.3071	-0.7342*	0.4336	-1.2145**	0.5362
ES Size: Medium	-0.2444	0.2299	-0.1721	0.2402	0.0835	0.2549
ES Size: Very Large	1.0538***	0.2547	1.6178***	0.2703	-1.1049***	0.2339
Partially Urban	-0.7852***	0.2306	-2.1487**	0.8693	-0.8602	0.7535
Urban	0	(omitted)	0	(omitted)	0	(omitted)

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
constant	4.5504	0.2172	5.6860	0.8655	3.9560	0.7491
No. of observations	1,201		1,201		1,201	
F-test Significance	.		.		.	
R-squared	0.0051		0.0076		0.0083	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Table 54. Regression Results for Region X Students

	Grade 4		Grade 5		Grade 6	
	Coefficient	Standard Error	Coefficient	Standard Error	Coefficient	Standard Error
best	0.2538	0.4591	-1.1469	0.7228	0.0711	0.6223
ES Size: Large	-0.5285	0.3889	-0.9013**	0.4360	-0.3739	0.3540
ES Size: Medium	0.5421	0.5655	0.1644	0.2944	0.7834	0.5577
ES Size: Very Large	-0.6416	0.4593	-0.2332	0.4678	-0.3465	0.4119
Partially Urban	0.3412	0.3690	0.3042	0.4988	0.2710	0.4628
Urban	-0.5785	0.5034	-0.1696	0.6170	-0.0450	0.5091
constant	3.3731	0.3423	2.8729	0.4774	2.3750	0.4369
No. of observations	384		384		384	
F-test Significance	***		***			
R-squared	0.0419		0.0263		0.0153	

*, **, *** indicates significance at the 10%, 5%, and 1% level, respectively.

Annex T-2. DID Analysis on Gender Grade Differentials

The study also asked, “To what extent and how did BEST interventions reduce the differences in learning outcomes for boys and girls in target areas?”

To answer the question, gender grade differentials (GGD) by subject was determined using the difference-in-difference approach. Gender grade differential was derived from the difference between the grades of female and male students. A positive GGD implied that average grades of girls were higher than that of boys. In contrast, a negative DID imply a positive effect of the Program in reducing the GGD in direct recipient schools relative to indirect recipient schools.

However, similar to the analysis on average grades by subject, the limited data set (16 direct recipient schools and 9 indirect recipient schools) could not provide a general conclusion applicable to all the schools in the BEST supported regions.

Thus, no further analysis was done on the gender grade differentials by subject.

Annex T-3. Phil-IRI test results for Grades 4, 5 and 6 students from SY2013-2014 to SY2017-2018

	SY2013-2014			SY2014-2015			SY2015-2016			SY2016-2017			SY2017-2018		
	Frustration	Instructional	Independent	Frustration	Instructional	Independent	Frustration	Instructional	Independent	Frustration	Instructional	Independent	Frustration	Instructional	Independent
Grade 4 Students															
Female	10%	42%	48%	26%	28%	46%	13%	37%	50%	8%	43%	49%	10%	32%	58%
Male	16%	48%	37%	31%	38%	31%	16%	47%	36%	14%	47%	39%	15%	44%	42%
Grade 5 Students															
Female	12%	52%	36%	7%	42%	51%	25%	31%	44%	25%	31%	44%	10%	32%	58%
Male	25%	43%	32%	16%	47%	37%	27%	39%	35%	27%	39%	35%	15%	44%	42%
Grade 6 Students															
Female	8%	30%	62%	7%	38%	55%	18%	27%	55%	6%	30%	63%	15%	23%	62%
Male	12%	43%	46%	17%	38%	45%	23%	31%	46%	11%	41%	48%	23%	28%	49%

Annex U. Analysis of Classroom Observations and Teacher Performance

The Study also looked at how the BEST Program interventions contributed to improving teacher performance which in turn leads to improved student mastery. The snapshot of teacher performance is presented in the succeeding sections.

Classroom Observations

The PPST-aligned Results based Performance Management (RPMS) system is used by the principal, master or head teacher to observe how the teacher conducts the class. These observations are scheduled and the topics and methods are agreed upon by the rater and the ratee. During the classroom observation, notes are taken down by the rater and later these observations are transferred to the Classroom Observation Tool.

Although the RPMS and the COT in particular does not enhance teacher performance per se, it measures teacher performance and links it to the PPST and encouraged the teachers to hone their competencies. These were based on the responses of teachers in the FGD, that the COT (and the RPMS) provided them with a definite assessment of their rank (Teacher I-III, Master teacher I-IV) and clear competency requirements for promotion and teacher development. The RPMS through its link to PPST encouraged the teachers to perform better and to access formal and non-formal teacher development activities.

The COT contains nine Key Result Areas (KRAs). The descriptors of the KRAs are found below:

COT KRAs
KRA 1. Applies knowledge of content within and across curriculum
KRA 2. Uses a range of teaching strategies that enhance learner achievement in literacy and numeracy skill
KRA 3. Applies a range of teaching strategies to develop critical thinking
KRA 4. Manages classroom structure to engage learners, individually or in groups, in meaningful exploration, discovery and hands-on activities within a range of physical learning environments

COT KRAs
KRA 5. Manages learner behavior constructively by applying positive and non-violent discipline to ensure learning-focused environments
KRA 6. Uses differentiated, developmentally appropriate learning experiences to address learners' gender, needs, strengths, interests and experiences
KRA 7. Plans, manages and implements developmentally sequenced teaching and learning processes to meet curriculum requirements and varied teaching contexts
KRA 8. Selects, develops, organises, and uses appropriate teaching and learning resources, including ICT, to address learning goals
KRA 9. Designs, selects, organises, and uses diagnostic, formative and summative assessment strategies consistent with curriculum requirements

COT Analysis by KRA per Region

Available COT ratings were collected from 41 BEST schools (Table 1) and they were categorised first by teacher and then by the subject areas of Mathematics, Science, English, and Filipino. COTs in other subject areas were not included in the analysis. After data organisation, COT ratings of 52 teachers in one or two subject areas were encoded and processed. In total, 69 COT observation ratings were analysed.

The average of COT ratings in 2-4 quarters were computed while a single observation for a subject was considered as one entry. The ratings were converted to adjectival rating for Teacher I-III Level (47 teachers) and for Master Teacher level (5 Teachers) using the process described in the RPMS Manual.

Table 1. COT Data Source

Region	No. of Schools	Number of Teachers	No. of COT Ratings
National Capital Region	12	14	14
Region 5	5	5	7
Region 6	8	8	8
Region 7	5	7	7
Region 8	4	5	5
Region 10	7	13	28

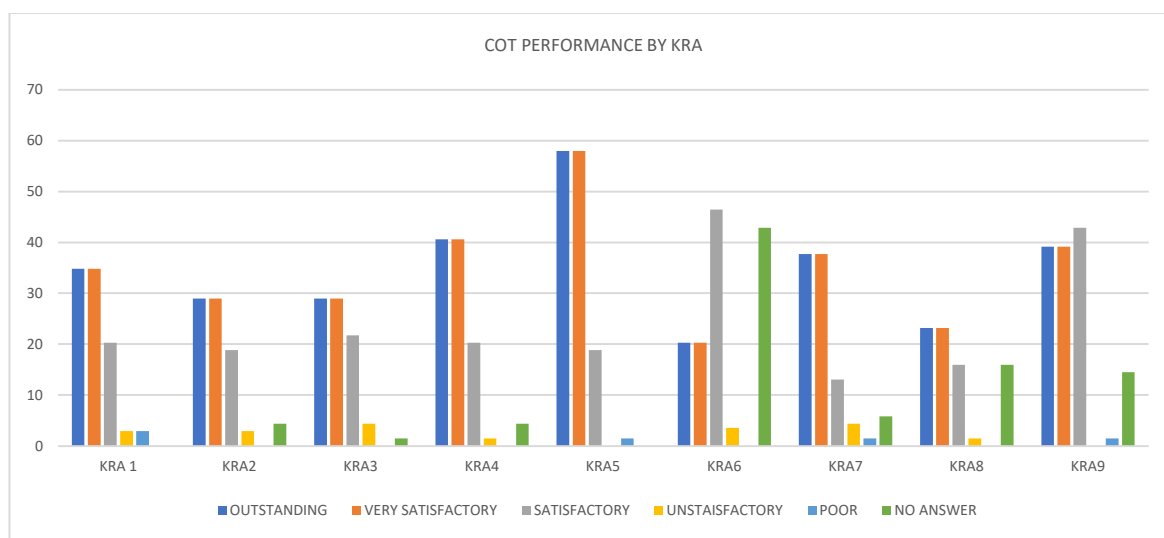
Region	No. of Schools	Number of Teachers	No. of COT Ratings
Total	41	52	69

In general, the COT performance of the teachers observed is very satisfactory. It indicated high competency in the various Key Result Areas. The summary of COT ratings in the nine KRAs by region is presented in Figure 1 and in Table 2. Based on the result of analysis, teachers across regions have the best performance in KRA 5 with the highest percentage of teachers who got Outstanding and Very satisfactory rating. In KRA 6, most teachers obtained a Satisfactory rating.

KRA 1 (Pedagogy and content) is the evaluation of the teacher's mastery of the subject matter and the competency in teaching it. In this data set, COTs of the teachers were collated and analysed. For KRA 1 (Applies knowledge of content within and across curriculum teaching areas), 34.78% of the teachers got an Outstanding rating (Table 3). Only four teachers (6%) failed in this KRA. The observation notes indicated that these ratings were associated to the inability of the teacher to integrate the lesson across other learning areas and not on the knowledge on content.

There are teachers with poor rating in KRAS 1, 5, 7 and 9. There are also teachers who got Unsatisfactory ratings in KRAs 1,2,3,4,6, and 7. It was noted that these failing ratings are either lone COTs for the whole school year or several ratings with consistently low COT scores in the specific KRAs.

It was noted that some COT rating forms have blank items or No Answer. This is commonly observed in KRAs 6, 8, and 9.



Findings. Overall, there is a very good rating on KRA 1. The level of mastery in content and competency in integrating lesson across learning area and across subject is well-distributed. In addition, teacher performance across all KRAs are mostly outstanding and very satisfactory except for KRA 6 and 9.

Conclusion. Based on COTs analysed, the PPST-aligned RPMS has shown that at the time of evaluation and on the COT collated, teacher performance is very satisfactory to excellent particularly in KRA 1 and in other six KRAs.

COT Analysis by Subject Area

Science

Among teachers observed during their Science class, KRA 4 has the highest percentage of teachers with outstanding rating (52.94%). Given the nature of the learning area, engaging learners in exploration and discovery is a must. This is followed by KRAs 7 and 5.

Table 12. Summary of COT Rating of Teachers observed in Science class

n= 17	Outstanding %	Very Satisfactory %	Satisfactory %	Unsatisfactory %	Poor %	No Answer %
KRA 1	29%	41%	24%	6%		
KRA 2	12%	65%	24%			
KRA 3	41%	41%	18%			
KRA 4	53%	29%	12%			18%
KRA 5	41%	41%	18%			
KRA 6	18%	41%	24%			18%
KRA 7	24%	47%	18%			12%
KRA 8	30%	35%	18%	6%		12%
KRA 9	30%	23%	24%	12%	6%	12%

Math

There are 22 Teachers rated for teaching Mathematics (Table 13). The teachers performed best in KRA 5 with 59.09% who obtained Outstanding rating and no one got a rating lower than Satisfactory. KRA s 8 and 9 does not have failing rates but there is relatively high number of COTs with no answer, at 22.73% and 18.18%, respectively. In six KRAs (1, 2, 3, 4,6, and 7), unsatisfactory rating for 1-2 teachers was recorded. This might indicate that teachers need more training on teaching strategies in Math. Compared to teacher performance in Science teaching, there is an indication that more trainings in teaching Mathematics is needed.

Summary of COT Rating of Teachers observed in Mathematics Class

n= 22	Outstanding %	Very Satisfactory %	Satisfactory %	Unsatisfactory %	Poor %	No Answer %
KRA 1	36%	36%	21%	5%	-	
KRA 2	32%	27%	32%	5%	-	5%
KRA 3	14%	55%	14%	9%	-	5%
KRA 4	36%	36%	14%	5%	-	9%
KRA 5	59%	32%	9%	-	-	
KRA 6	18%	36%	14%	9%	-	23%
KRA 7	23%	45%	23%	5%	-	5%
KRA 8	27%	27%	23%	-	-	23%
KRA 9	27%	32%	23%	-	-	18%

English

There are 20 observations covering English. The best performance is in KRA 7 where 60% of the ratings given is Outstanding, 30% are Very Satisfactory, and no failing rate. Unsatisfactory and Poor rating was observed in KRAs 1,2, and 6. In most KRAs, the higher percentage of the rates fall under Very Satisfactory.

Summary of COT Rating of Teachers observed in English Class

n=20	Outstanding %	Very Satisfactory %	Satisfactory %	Unsatisfactory %	Poor %	No Answer %
KRA 1	35%	45%	15%		5%	
KRA 2	35%	45%	5%	5%		10%
KRA 3	45%	30%	25%			
KRA 4	35%	35%	30%			
KRA 5	40%	35%	25%			
KRA 6	15%	35%	15%	10%		25%
KRA 7	60%	30%				10%
KRA 8	15%	55%	10%			20%
KRA 9	20%	40%	15%			25%

Filipino

Ten teachers were observed for Filipino teaching. Most of the teachers achieved a rating of Outstanding and Very Satisfactory. There are five outliers though. One rated poor in KRA 1 and 5 rated Unsatisfactory in other KRAs. There is also high rate of COTs with no rating in some KRAs.

Table 15. Summary of COT Rating of Teachers observed in Filipino Class

n=10	Outstanding %	Very Satisfactory %	Satisfactory %	Unsatisfactory %	Poor %	No Answer %
KRA 1	40%	30%	20%		10%	
KRA 2	40%	40%	20%			
KRA 3	10%	40%	40%	10%		
KRA 4	40%	30%	30%			
KRA 5	40%	40%	20%			
KRA 6	30%	50%	20%			
KRA 7	50%	30%		20%		
KRA 8	50%	20%	10%	20%		
KRA 9	40%	50%	10%			

Findings. Teachers in Math, Science, English and Filipino were rated mostly Excellent and very satisfactory. While there were ratings of satisfactory, very few had unsatisfactory or poor ratings.

Conclusion. Teachers across the four subjects were rated very high in the COT KRAs.

Validation of COT Rating with TEACH Tool

COT is a DepEd tool and only DepEd personnel can use the tool for assessment. Using the TEACH tool provided a third-party assessment that is objective and based on a strict protocol. The intent of the research is not to assess which is the better tool but to validate if the results of the COT would match the result of the TEACH tool.

All COT KRAs are represented in TEACH. Looking at the description of the KRAs in comparison to the TEACH Tool, behaviors described in KRAs 4, 7, 8, and 9 fall under the element Learning Facilitation (LF). The criteria in KRA 9 can be observed in two TEACH elements – Learning Facilitation and Checks for Understanding.

On the other hand, the **TEACH tool does not look at curriculum content and the lessons alignment with the curriculum (KRA 1). As indicated in the TEACH Manual, the tool highlights the crucial role of teaching practices in student learning outcomes.**

There are three elements in TEACH that are not specifically described in any of the COT KRAs. These are **Autonomy, Feedback and Perseverance** which falls under instruction and socio-emotional skills, respectively.

Comparison of COT and TEACH parameters

COT	TEACH ELEMENTS
KRA 1. Applies knowledge of content within and across curriculum	
KRA 2. Uses a range of teaching strategies that enhance learner achievement in literacy and numeracy skill	Supportive Learning Environment (SLE)
KRA 3. Applies a range of teaching strategies to develop critical thinking	Critical Thinking (CT)

COT	TEACH ELEMENTS
KRA 4. Manages classroom structure to engage learners, individually or in groups, in meaningful exploration, discovery and hands-on activities within a range of physical learning environments	Learning Facilitation (LF)
KRA 5. Manages learner behavior constructively by applying positive and non-violent discipline to ensure learning-focused environments	Positive Behavioral Expectations (PBE)
KRA 6. Uses differentiated, developmentally appropriate learning experiences to address learners' gender, needs, strengths, interests and experiences	Supportive Learning Environment (SLE)
KRA 7. Plans, manages and implements developmentally sequenced teaching and learning processes to meet curriculum requirements and varied teaching contexts	Learning Facilitation (LF)
KRA 8. Selects, develops, organises, and uses appropriate teaching and learning resources, including ICT, to address learning goals	Learning Facilitation (LF)
KRA 9. Designs, selects, organises, and uses diagnostic, formative and summative assessment strategies consistent with curriculum requirements	Learning Facilitation (LF) Checks for Understanding (CFU)
	Feedback (FB)
	Autonomy (AU)
	Perseverance (PE)

In terms of reliability, it was observed that COT observation tool also has rubrics for rating.

Comparison of Results (Priority 1)

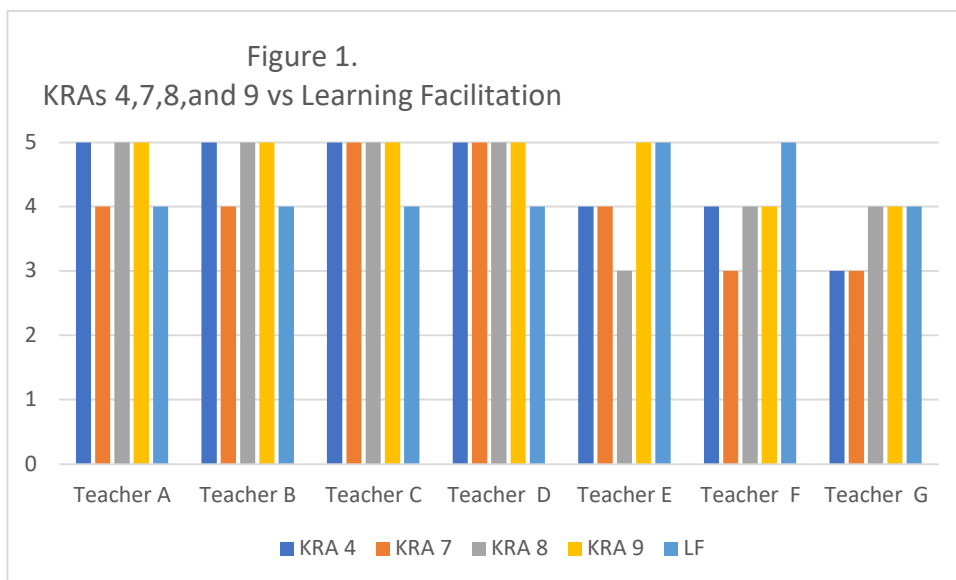
To compare the result of the COT and TEACH tools, seven teachers were observed and simultaneously rated using both tools. The COT observation was done following the COT protocol and the TEACH was conducted by the QED ADII-trained observer.

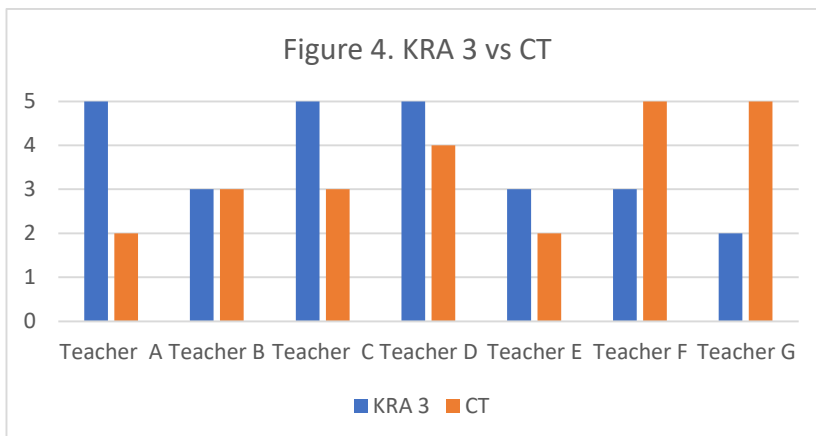
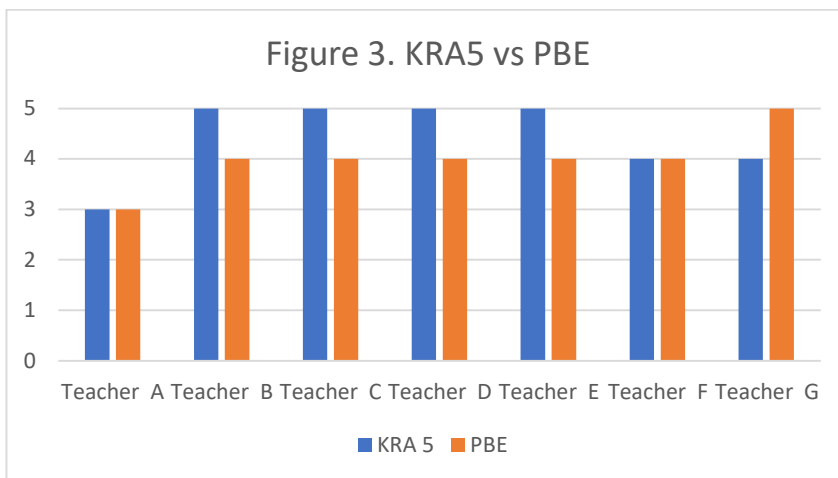
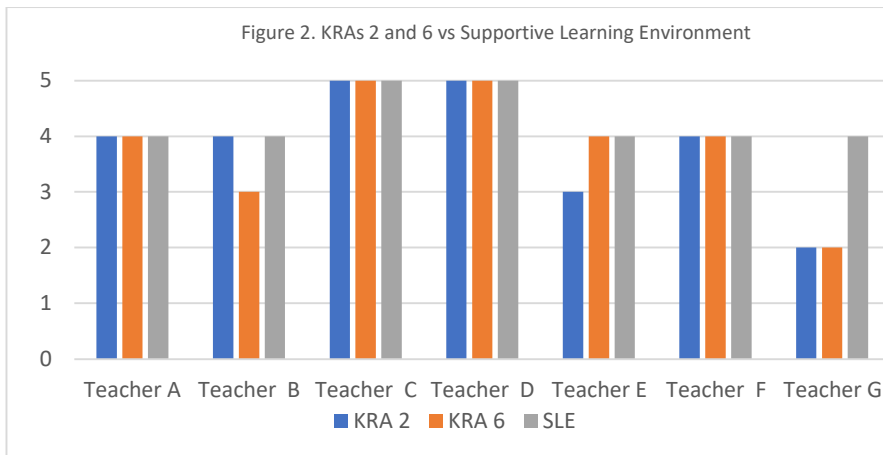
The COT scores were converted to the RPMS 5-point scale and compared to the TEACH element scores. Presented below are the comparison of teacher rating in the different COT KRAs with similar TEACH elements. It should be noted that the TEACH score has a margin of error of 1 point thus, the 1-point deviation between the COT and TEACH score is still acceptable.

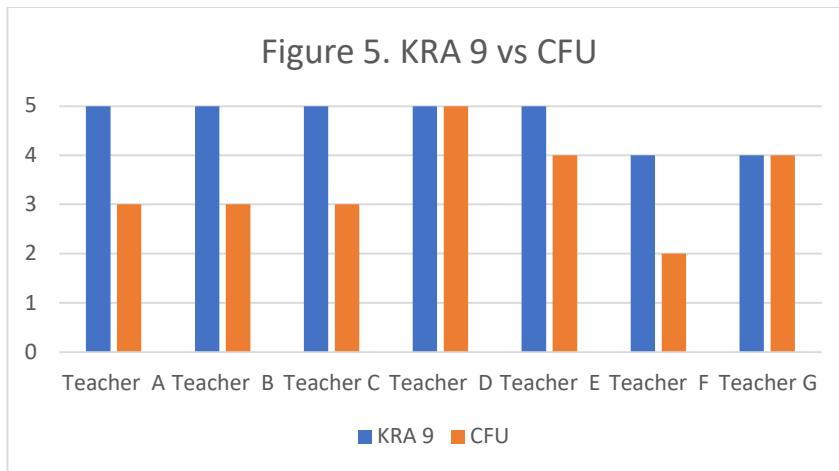
In Figure 1, the score in the five KRAs were similar with the score in LF. It can be concluded that the rating for Learning Facilitation approximated the COT scores for KRAs 4,7,8, and 9. Likewise, this is also an indication that the four KRAs are closely related to one another. In fact, in the TEACH tool, the KRAs are the specific behaviors observed under LF. Only for teachers E and F were there two-point deviations for KRAs 7 and 8.

The scores for KRAs 2 and 6 are mostly similar to the score for Supportive Learning Environment with an exception for Teacher G where there is a deviation of two points (Fig.2). This observation is also true for KRA5 vs PBE (Fig 3).

For KRA 4 and CT, the rating is similar for only three teachers (fig. 4). In the case of two teachers, the rating deviates by 3 points. For KRA 9 and CFU, the COT scores of four teachers are higher by two points compared to their score for CFU.







Findings

Based on the data of the seven teachers, six out of the nine KRAs corresponds to the scores of the respective TEACH elements. Disparity of scores is evident for KRA 5 with Critical Thinking and for KRA 9 with Checks for Understanding. This disparity may be due to the general description of the KRAs that can subsume the specific behaviors under the TEACH elements.

Given the very small sampling size, these results cannot be generalised. It is recommended that a wider study be conducted. The comparison should also be done using the KRA objectives versus the specific behaviors per TEACH element to capture a better fit of the different parameters.

Conclusion

Based on the TEACH tool validation, the COT assessment of the teachers was found to be consistent with the results of TEACH. COT provided an accurate assessment of teacher performance based on the seven simultaneous assessment of teachers using COT and TEACH. Due to the small number of simultaneous assessments, it is recommended that further studies be done using both tools.

Annex V. Selected Education Key Performance Indicators

Annex V-1. DID Analysis on Change in Enrollment

In assessing the average change in enrollment, different timelines were taken into consideration with the outcome that the average change in enrollment counted through time. These were:

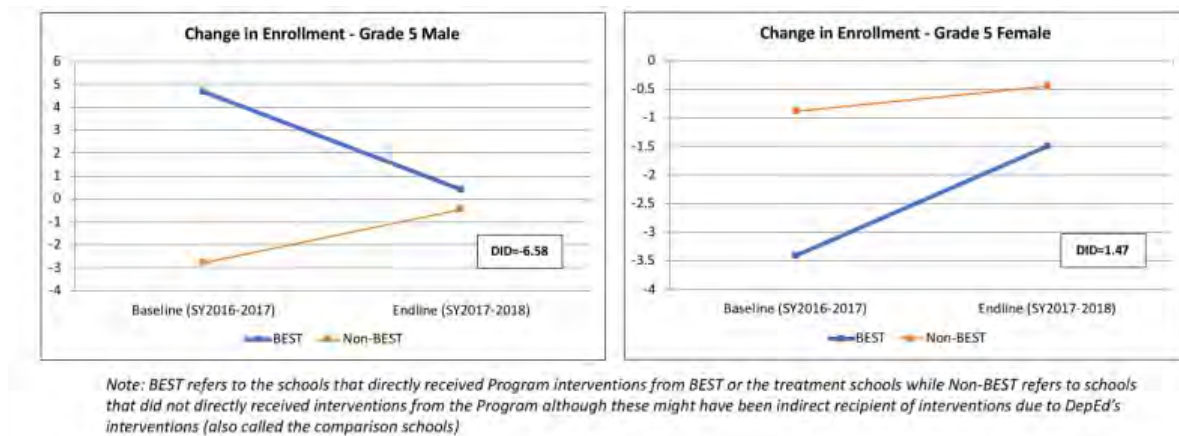
- For the baseline of Grade 5, the enrollment count of Grade 5 in SY2016-17 was compared to the enrollment count of Grade 4 in SY2015-16;
- For the end-line of Grade 5, the enrollment count of Grade 5 in SY2017-18 was compared to the enrollment count of Grade 4 in SY2016-17;
- For the baseline of Grade 6, the enrollment count of Grade 6 in SY2016-17 was compared to the enrollment count of Grade 5 in SY2015-16; and
- For the end-line of Grade 6, the enrollment count of Grade 6 in SY2017-18 was compared to the enrollment count of Grade 5 in SY2016-17.

The assumption in making this calculation was that the students in the current grade level will continue on to the next grade level. In the results, a positive DID implied positive effects of the Program, indicating that higher increases in the change of enrollment count was observed in the direct recipient schools from baseline to end-line relative to the indirect recipient schools. In calculating change in enrolment, the dataset from the 25 sample schools were used because the larger data set did not include enrolment rate at the school level.

For **Grade 5 male students**, data showed that the change in enrollment for boys decreased for the direct recipient schools while it increased for the indirect recipient schools for the same period (Figure 45). Thus, the DID value was negative for boys (-6.58), indicating that there was a higher increase in the change of enrollment count in the indirect recipient schools relative to direct recipient schools. In other words, the data showed no program effects on increasing the enrollment for boys.

For **Grade 5 female students**, data showed that the change in enrollment increased for the direct recipient schools and the indirect recipient schools for the same period. However, their increase in the direct recipient schools was higher. The DID value was positive for girls (1.47), which indicated that the Program had positive effects for increasing enrolment among girls in direct recipient schools.

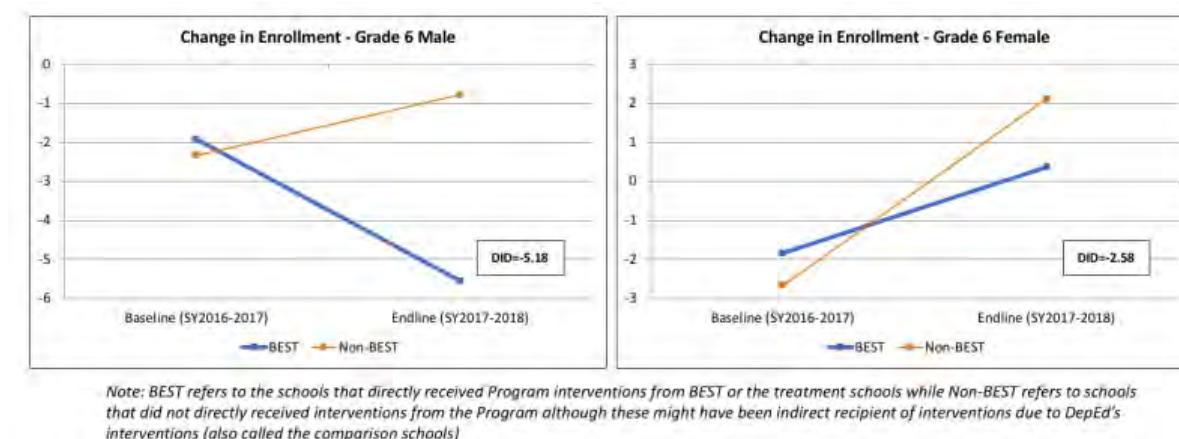
Figure 1. Change in Enrolment of Grade 5 Students



For Grade 6 students, data showed that the change in enrollment for boys in direct recipient schools was negative for both periods (baseline to end-line) in a decreasing trend (Figure 46). Although, the change in enrollment for boys in the indirect recipient schools was also negative, but it followed an increasing trend. Thus, the DID value was negative for boys (-5.18), indicating a lack of positive effect of the Program on boys' enrollment.

In the case of Grade 6 female students, the DID value was also negative (-2.58). However, the change in enrollment for girls were positive only in the end-line, meaning that the change in enrollment for girls was higher in the direct recipient schools.

Figure 2. Change in Enrolment of Grade 6 Students



In sum, the findings were interpreted as follows:

- Among the direct recipient schools, average change of enrollment for males decreased from baseline to end-line
- In contrast, among the direct recipient schools, average change of enrollment for girls increased from baseline to end-line
- Indirect recipient schools, on average, experienced improvements in the change of enrollment regardless of sex of students

This suggests that the program interventions may require more time to take effect before it can improve enrollment among direct recipient schools.

Annex V-2. DID Analysis on Attendance Rate

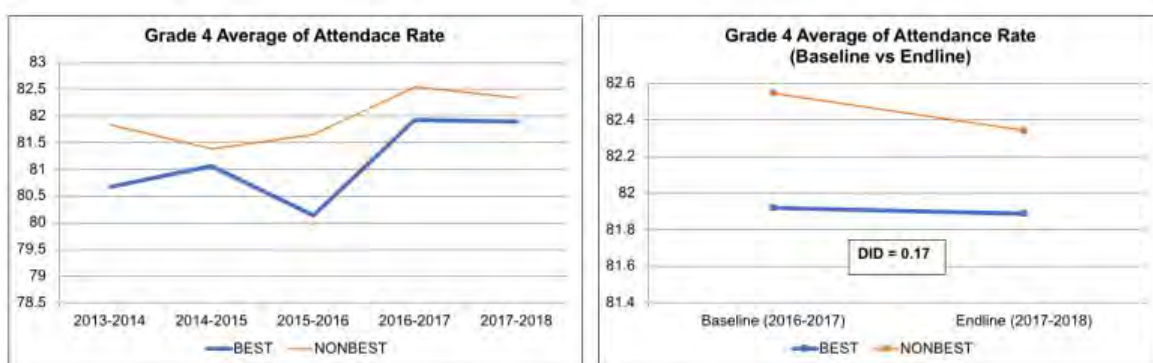
For student participation, the outcome defined is the average attendance rate of students by grade level. A positive DID value implied positive effects of the BEST Program, because a positive value meant that the increase in attendance rate in the direct recipient schools was higher relative to indirect recipient schools.

For Grade 4 students, data showed that the average attendance rate among students in indirect recipient schools was higher than in direct recipient schools for the five school years under review (Figure 1). However, the DID was positive (0.17) albeit at a low end because the decrease in attendance rate among students in indirect recipient schools was significantly higher than that of the direct recipient schools.

In the case of **Grade 5 students**, data showed that the average attendance rate among students in indirect recipient schools was higher than in direct recipient schools except in the SY2017-2018 (Figure 2). However, the DID was positive at 1.15 percentage, indicating that the increase in attendance rate among students in direct recipient schools was significantly higher than in the indirect recipient schools.

Similar to the trend of Grade 4, the average attendance rate among **Grade 6 students** in indirect recipient schools was higher than in direct recipient schools (Figure 3). However, the DID value was significantly higher than Grades 4 and 5 at 2.4 percentage, indicating a higher increase in attendance rate among students in direct recipient schools as well as positive effects of the Program.

Figure 30. Attendance Rate of Grade 4 Students



Note: BEST refers to the schools that directly received Program interventions from BEST or the treatment schools while Non-BEST refers to schools that did not directly received interventions from the Program although these might have been indirect recipient of interventions due to DepEd's interventions (also called the comparison schools)

Figure 31. Attendance Rate of Grade 5 Students

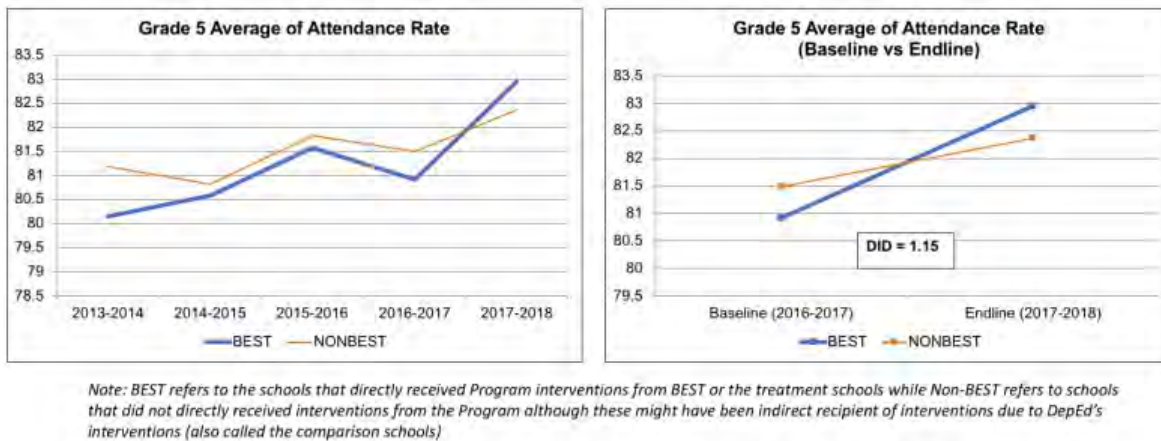
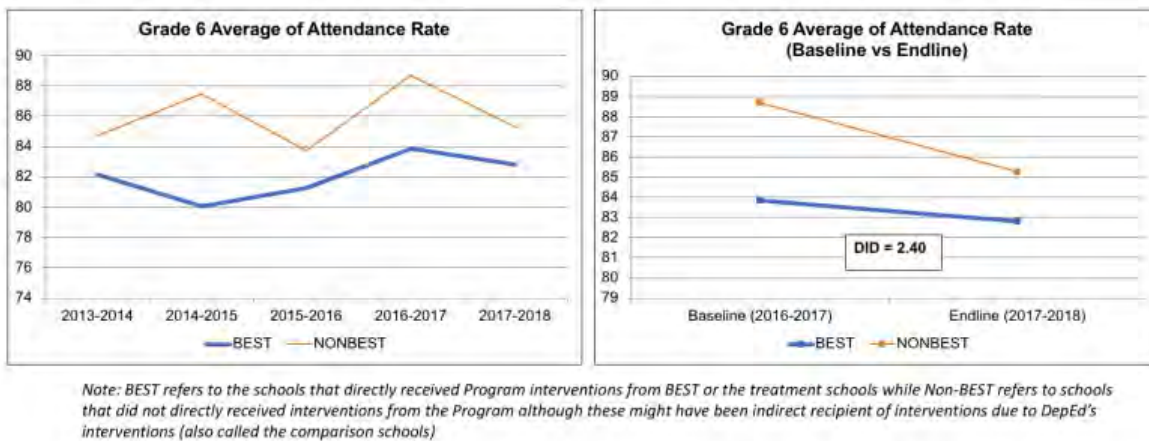


Figure 32. Attendance Rate of Grade 6 Students



In summary, the observations revealed that:

- Grade 6 students' attendance rate decreased from baseline to end-line. However, the decrease was faster in indirect recipient schools than in direct recipient schools;
- All the DID's had positive values, implying that the increase of average attendance rates of direct recipient schools was higher than that of indirect recipient schools; and
- Similar to the results of the analysis in grades by subject, it appeared that the BEST Program may have benefitted the Grade 6 students more than the other grade levels.

Annex V-3. Philippine Education Key Performance Indicators (KPIs)

Introduction

BEST Regions and EOPE Study Divisions

The EOPE Study focused on assessing the effects of the BEST Program interventions on elementary schools¹⁴² in the 14 selected Divisions within the six BEST supported regions. Thus, data obtained largely concentrated on the performance of these regions and Divisions. However, data at national level and of other regions may be presented only to provide a better context of how these regions have performed in the last five years or from SY2013-2014, which was the start of the BEST Program implementation (i.e., the baseline year) to SY2017-2018, which was end of BEST Program implementation¹⁴³ (i.e., the endline year). The focus regions and divisions are:

1. Region V - Bicol Region	5. Region X - Northern Mindanao
1.1. Camarines Sur	5.1. Cagayan de Oro City
1.2. Sorsogon	5.2. Misamis Oriental
2. Region VI - Western Visayas	6. NCR - National Capital Region
2.1. Antique	6.1. Las Pinas City
2.2. Iloilo	6.2. Manila
3. Region VII - Central Visayas	6.3. Paranaque
3.1. Bohol	6.4. Quezon City
3.2. Cebu	
4. Region VIII - Eastern Visayas	
4.1. Eastern Samar	
4.2. Leyte	

School-Age Population

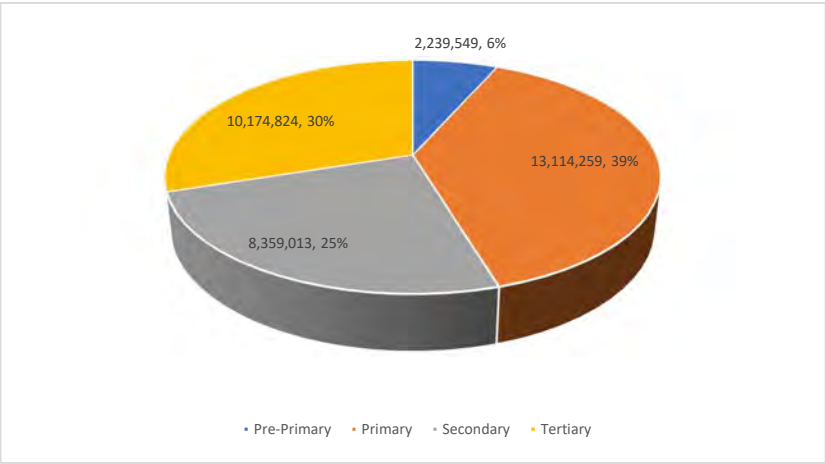
In 2019, UNESCO estimates that there are around 34 million Filipinos who should be in school (Figure 1). Of this total, 39 percent should be in primary school; 25 percent in secondary school; and 30

¹⁴² The EOPE Study focused only on elementary schools as agreed with the BEST Program Team

¹⁴³ The BEST Program formally ended at the end of June 2019 but SY2017-2018 was treated as the endline year.

percent in tertiary school. This shows DepEd’s clients comprise more than 18M Filipinos (64%) in 2019.

Figure 33. School-Age population by education level

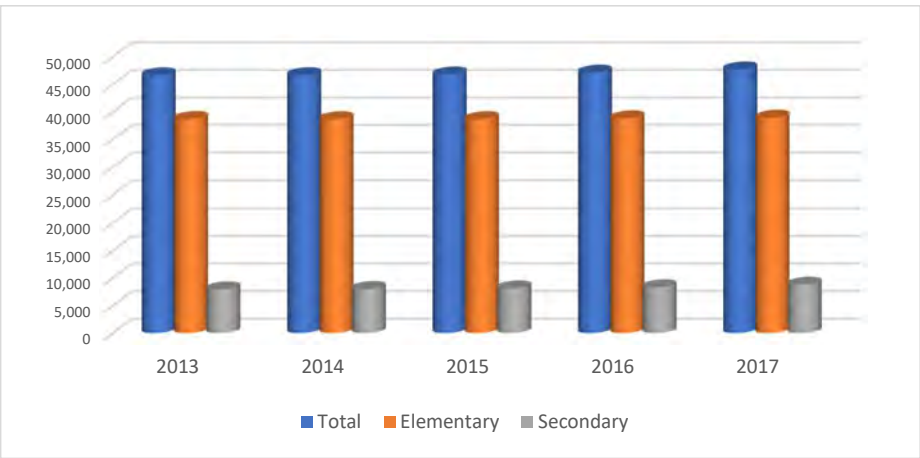


Source: UNESCO (2019)

Elementary Schools

There were an estimated 46,603 schools in SY2013-2014: kindergarten and elementary schools comprise 83 percent while the remaining 17 percent were comprised of secondary schools (Figure 2). This composition remained nearly unchanged in the last five years.

Figure 34. Distribution of Schools by Level, 2013-2017



Source: DepEd EBEIS, 2019

The number of basic education schools did slightly increase over a period of five years. In 2013 (which was the baseline year of the BEST Program), 83 percent (38,689) of the total 46,603 schools were elementary schools (Table 1). By 2017 (which was the data available), the number of schools increased to a total of 47,664 and 82 percent of these (38,913) were elementary schools. However, it should be noted that 79 percent of the increase in the number of schools from 2013 to 2017 (which was 1,061) were secondary schools. This is one of the effects of the shift to the K to 12 curriculum.

Table 55. Distribution of Public Schools by Level, 2010-2017

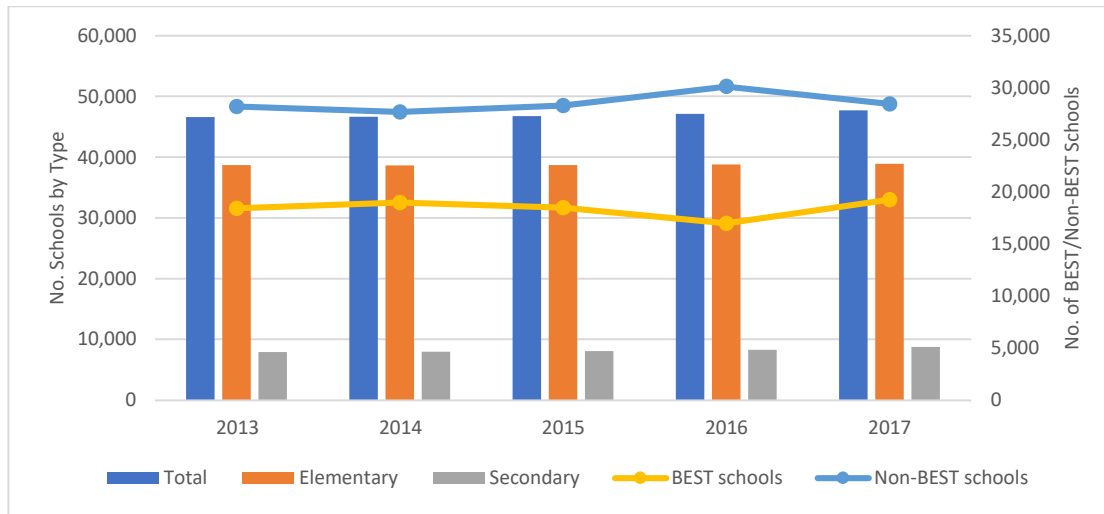
	2013	2014	2015	2016	2017
Total	46,603	46,624	46,752	47,088	47,664
Elementary	38,689	38,648	38,666	38,803	38,913
Secondary	7,914	7,976	8,086	8,285	8,751
Elementary	83%	83%	83%	82%	82%
Secondary	17%	17%	17%	18%	18%

Source: DepEd EBEIS, 2019

Moreover, forty percent (18,418) of the 46,603 basic education schools in 2013 were located in BEST-supported regions (Figure 3). These regions were: Region V, Region VI, Region VII, Region VIII, Region X and NCR. This total slightly increased to 19,244 in 2017 but the percent share remained the same.

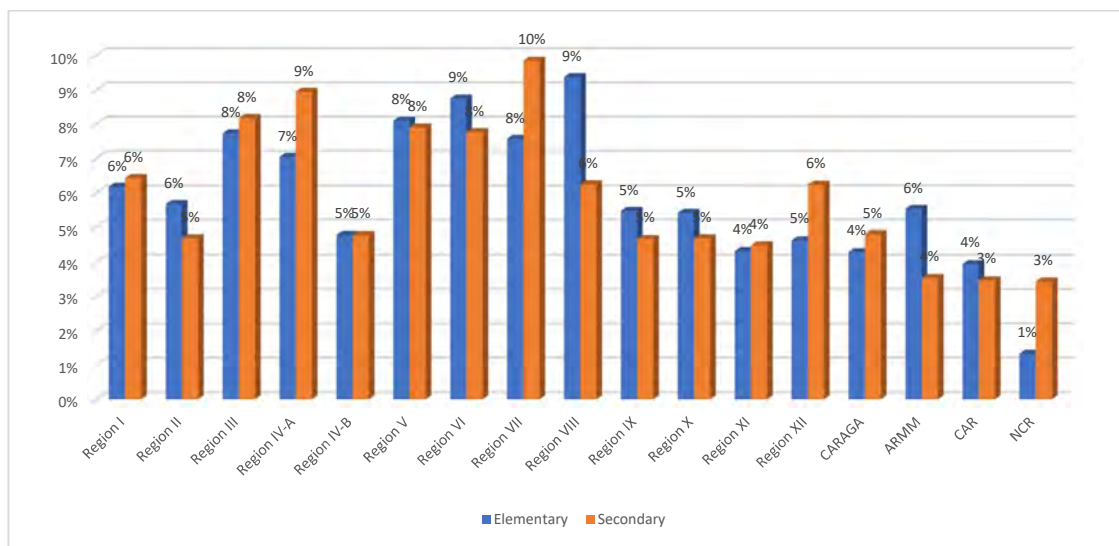
As shown in Figure 4, in 2017, the highest concentration of basic education schools was recorded in Regions VIII (9% or 4,190) and VI (9% or 4,080) followed by Regions V (8% or 3,840) and VII (8% or 3,805). These are all BEST-supported regions. The least number of schools was in NCR (2% or 816) although it should be noted that almost all public schools in NCR are large to very large schools.

Figure 35. Total Number of Public Schools by Type and by Program Participation



Source: DepEd EBEIS, 2019

Figure 36. Distribution of Public Schools by Level and by Region, 2017



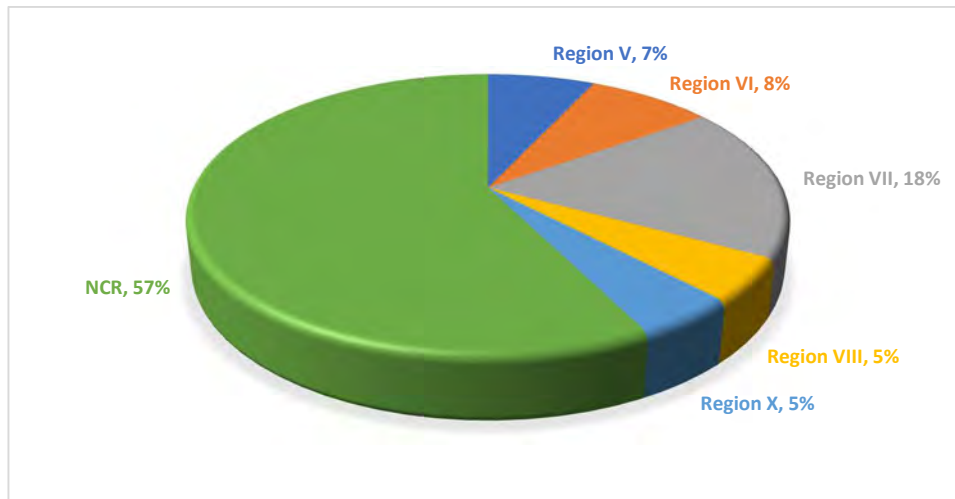
Source: DepEd EBEIS, 2019

SPED Schools

There were an estimated of 404 SPED schools in the BEST supported regions distributed as follows: 57 percent were located in NCR; 18 percent were located in Central Visayas; and the remaining were in the other four regions (Figure 5). Of this total, 53 percent were public elementary schools, 15 percent were public high schools and 32 percent were private schools (Table 2). It should be highlighted that

there were no SPED schools in the Divisions of Eastern Samar and Cagayan de Oro City while the Divisions of Antique and Misamis Oriental only had 1 and 4 SPED schools respectively.

Figure 37. Distribution of SPED Schools in BEST supported regions



Source: DepEd website, 2019

Table 56. Distribution of SPED Schools in BEST-supported Regions

Region/Division	Public ES	Public HS	Private	Total
Region V	15	9	4	28
Camarines Sur	4	2	1	7
Sorsogon	3	5	0	8
Region VI	28	2	3	33
Antique	1	0	0	1
Iloilo	12	0	2	14
Region VII	44	20	8	72
Bohol	5	2	2	9
Cebu	23	13	5	41
Eastern Visayas	15	4	1	20
Eastern Samar				0
Leyte	5	2	1	8
Region X	15	1	3	19
Cagayan de Oro City				0
Misamis Oriental	4	0	0	4
NCR	96	25	111	232

Region/Division	Public ES	Public HS	Private	Total
Las Piñas City	2	1	17	20
Manila	14	3	6	23
Paranaque City	11	1	10	22
Quezon City	25	7	36	68
Total	213	61	130	404

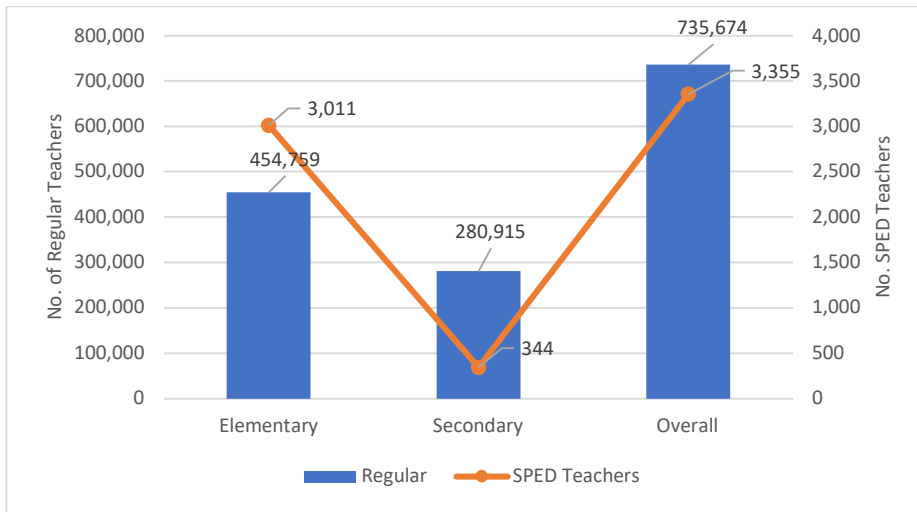
Basic Education Teachers

DepEd records revealed that a total of 753,424 public school teachers were serving the Department of Education in SY2017-2018 (Figure 6). Of these, majority or 454,759 (62%) were teaching at the elementary level while the rest were teaching in secondary levels. Of this total number of teachers, less than one percent or 3,355 (0.46%) were Special Education (SPED) teachers distributed as follows: 3,011 (0.66%) teaching at the elementary levels while 344 (0.12%) were teaching at the secondary levels.

The total number of teachers steadily increased over a five-year period from 547,254 in 2013 to a total of 735,674 in 2017, increasing by an average of 37,384 annually (Figure 7). However, this masked leap in number of teachers from 2013 to 2014 when 90,304 were added into the ranks of public-school teachers. This was followed in by an additional jump of 61,798 teachers from 2016 to 2017. Overall, there were a total of 188,420 teachers added from 2013 to 2017 and 65 percent of these (111,174) were secondary teachers.

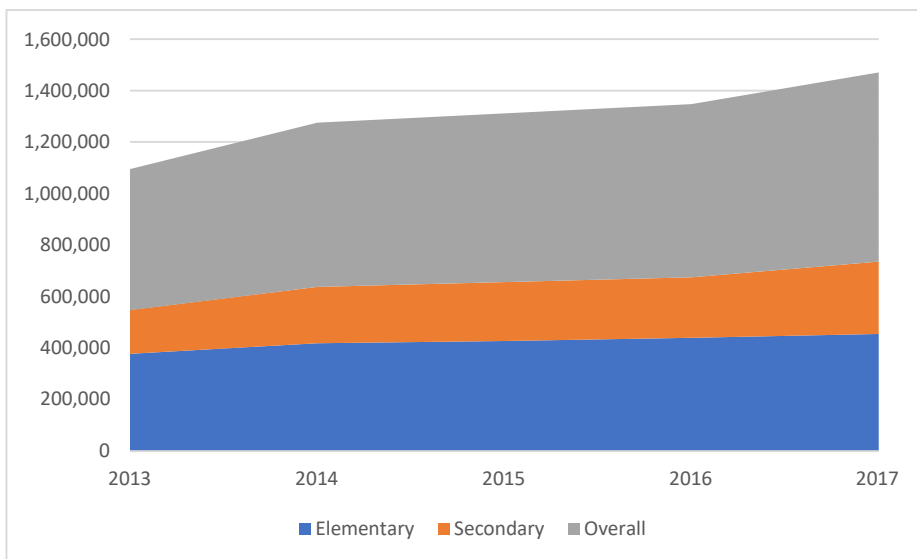
Furthermore, in SY2017-2018, data showed that the top three Regions with the highest number of teachers in elementary were Regions IV-A (14%), III (12%) and VI (11%). On the other hand, the top Regions with the highest number of teachers in secondary education were Regions IV-A (12%), III (11%) and NCR (11%).

Figure 38. Distribution of teachers by level and by type, SY2017-18



Source of basic data: EBEIS (Retrieved April 2019)

Figure 39. Trend in number of teachers, 2013 - 2017

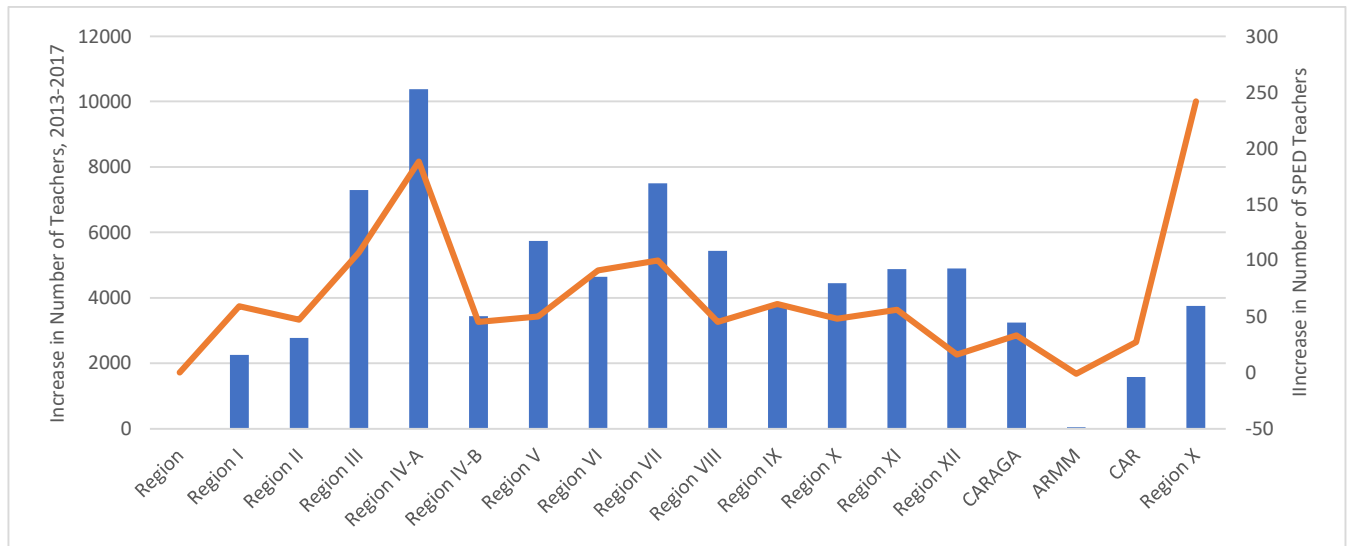


Source of basic data: EBEIS (Retrieved April 2019)

Within the period SY2013-2017, the overall number of teachers in elementary schools increased from 375,716 to 451,748 or an increase of 76,032. The highest increase was recorded in Region IV-A, which showed a 14 percent increase (10,379) (Figure 8). It was followed by Region VII and Region III, which increased by 7,500 and 7,293 elementary teachers during the same period under review. The least number of increases was in ARMM, which only added 38 elementary teachers from 2013 to 2017. The

second lowest increase was in CAR which added 1,574 elementary teachers from 2013 to 2017 during the same period.

Figure 40. Increase in number of regular and SPED elementary teachers, 2013 - 2017



Source of basic data: EBEIS (Retrieved April 2019)

Forty-one percent (31,504) of the total increase in elementary teachers were recorded in BEST supported regions (Table 3). The increasing trend in number of elementary teachers was paralleled by a similar increase in the number of SPED teachers. During the same period, the number of SPED teachers increased from 1,797 to 3,011. The highest number of increase occurred in NCR, which added 242 SPED teachers from 2013 to 2017. It was followed by Regions IV-A and III, which added 188 and 107 SPED teachers respectively during the same period. However, 47 percent of the 3,011 additional SPED teachers was in BEST-supported regions.

Table 57. Increases in Number of Elementary Teachers in BEST-supported Regions

	Regular	SPED
Overall total	76,032	1,214
Region V	5,733	50
Region VI	4,643	91
Region VII	7,500	100
Region VIII	5,432	45

	Regular	SPED
Region X	4,450	48
Region X	3,746	242
Total BEST Regions	31,504	576
%	41%	47%

Enrolment

Enrollment is defined as the total number of pupils/students who register/enlist in a given school year. Overall enrolment in basic education increased from 20,474,410 students in SY2011-2012 to 22,096,820 students in SY2017-2018, with the composition of both male and female learners remaining constant at 51 percent and 49 percent respectively from baseline and endline (Table 4). The increase was primarily attributed to the increase in secondary enrollment which increased from 20 percent of total to 32 percent (Figure 9). In contrast, enrollment in elementary declined from 80 percent of overall to 68 percent of total during the same period.

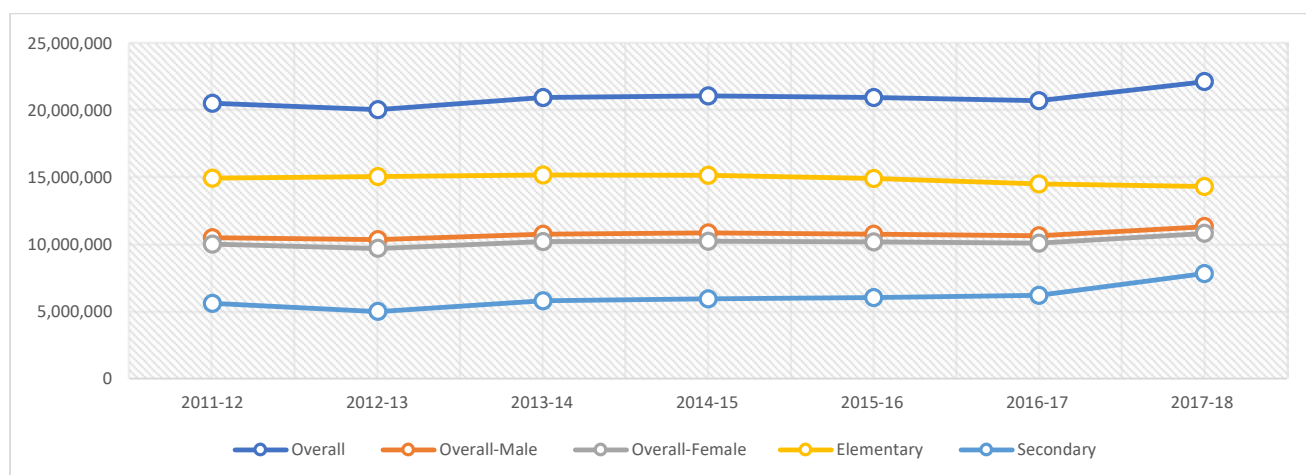
Table 58. Overall Enrolment, SY 2011-12 to 2017-18

Enrolment	School Year						
	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Overall	20,474,410	20,019,025	20,921,931	21,042,250	20,907,407	20,668,208	22,096,820
Overall-Male	10,477,395	10,332,301	10,731,907	10,825,558	10,734,310	10,610,373	11,297,031
Overall-Female	9,997,015	9,686,724	10,190,024	10,216,692	10,173,097	10,057,835	10,799,789
Elementary	14,898,142	15,032,981	15,148,399	15,114,208	14,894,646	14,488,231	14,289,445
Male	7,716,961	7,852,509	7,883,126	7,885,583	7,764,982	7,557,023	7,446,253
Female	7,181,181	7,180,472	7,265,273	7,228,625	7,129,664	6,931,208	6,843,192
Secondary	5,576,268	4,986,044	5,773,532	5,928,042	6,012,761	6,179,977	7,807,375
Male	2,760,434	2,479,792	2,848,781	2,939,975	2,969,328	3,053,350	3,850,778
Female	2,815,834	2,506,252	2,924,751	2,988,067	3,043,433	3,126,627	3,956,597

Source: EBEIS (Retrieved April 2019)

¹⁴⁴ Unless otherwise indicated, all definitions of indicators are taken from the Glossary of Terms of the Philippine Statistics Authority, accessed on 13 July 2019 from <http://nap.psa.gov.ph/glossary/educ.asp>

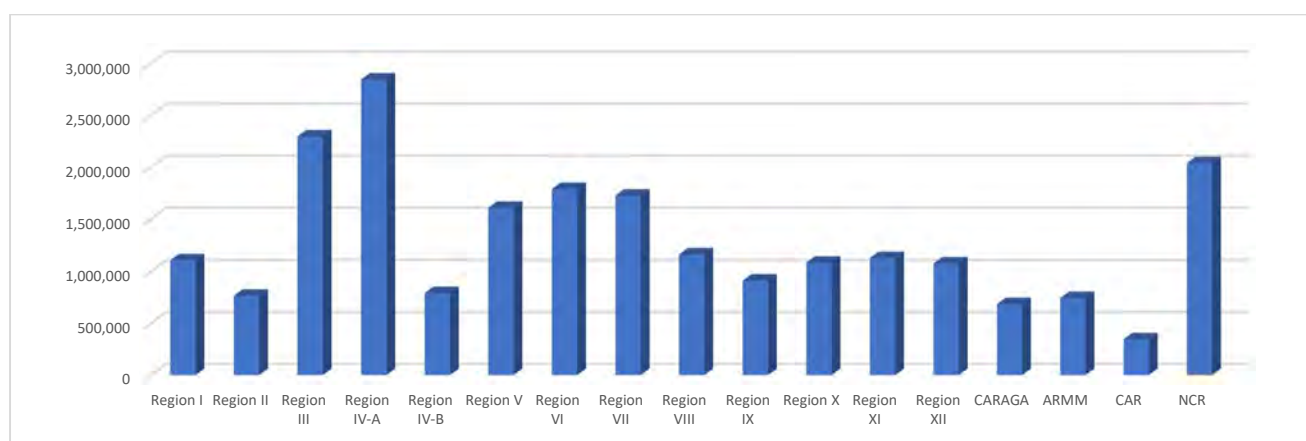
Basic Education Sector Transformation (BEST)
 End-of-Program Evaluation (EOPE) Study
 Figure 41. Overall Enrolment Trends, 2011 – 2018



Source of basic data: EBEIS (Retrieved April 2019)

Enrollment by Region. As indicated above, in SY2017-2018, overall enrolment was pegged at 22,096,820 students, with 10,799,789 girls. The highest concentrations of enrollees were in Regions IV-A (13%) and III (10%) (Figure 10). The least number of enrollees in basic education were in the Regions of CAR (2%), CARAGA (3%), ARMM (3%) and Region II (3%). The BEST Regions were in the middle as follows: Region V (7%); Region VI (8%); Region VII (8%); Region VIII (5%); Region X (5%); Region NCR (9%);

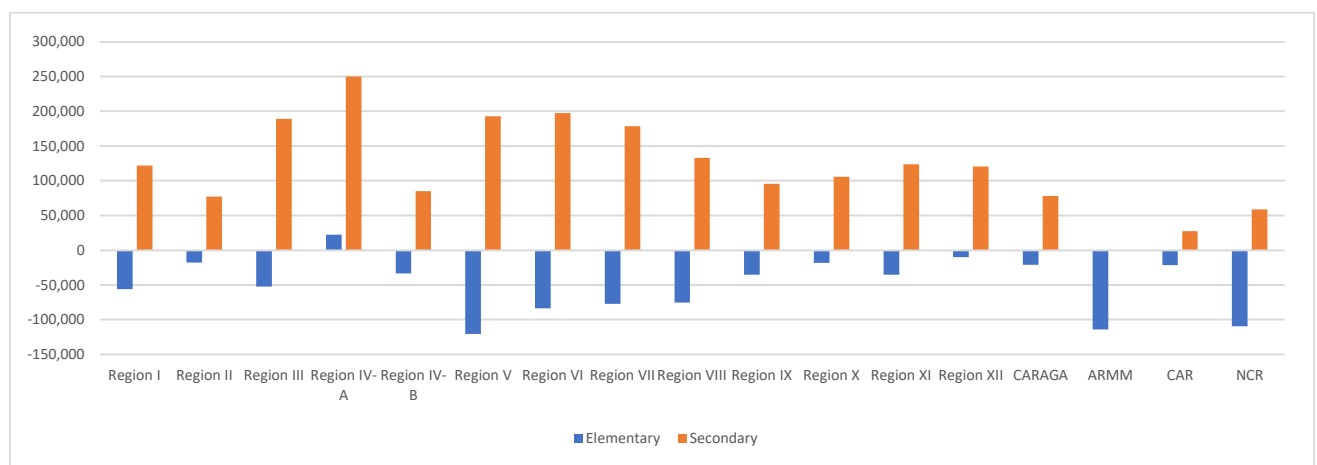
Figure 42. Distribution of Enrollees, SY2017- 2018



Source of basic data: EBEIS (Retrieved April 2019)

Change in Enrollment by Region. Using SY2017-2018 as endline and SY 2013-2014 as baseline, overall change in enrolment (Endline-Baseline) was pegged at 1,174,889 (Figure 11).

Figure 43. Change in Number of Enrollees¹⁴⁵



Source of basic data: EBEIS (Retrieved April 2019)

Elementary enrolment declined by 56,004 overall during this period while secondary enrolment increased by 2,033,843. The highest increases in enrolment for Secondary were in Regions IV-A (250,151 students), VI (197,452 students) and V (192,752 students). The largest decline in elementary enrolment were in Regions V (-120,598 students), ARMM (-114,222 students) and NCR (-109,616 students).

Enrolment by BEST and Non-BEST supported regions. In SY2013-2014, 43 percent of enrollees (20,921,931 students) were recorded in BEST supported regions, and 72 percent of this were in the elementary level and only 28 percent in secondary (Figure 12). By SY2017-2018, enrollment in BEST supported regions declined slightly to 42 percent of enrollees but

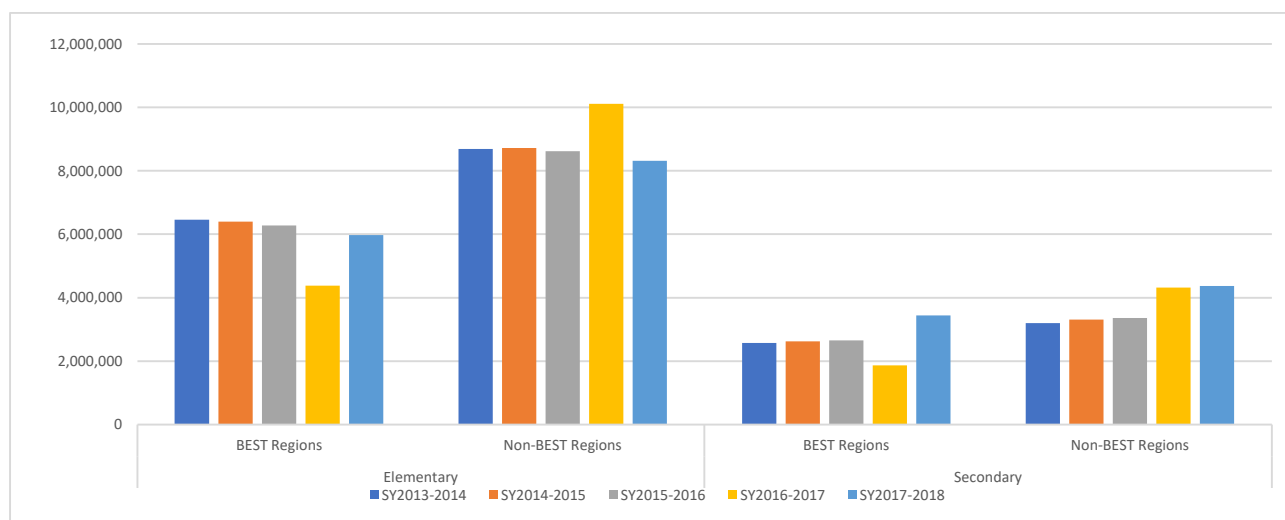
¹⁴⁵ Calculated as number of students enrolled in SY2017-2018 less number of students enrolled in SY2013-2014.

Basic Education Sector Transformation (BEST)

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the change in composition was more apparent: 65 percent were in elementary level and 35 percent in secondary.

Figure 44. Distribution of Enrollees by BEST and Non-BEST supported Regions



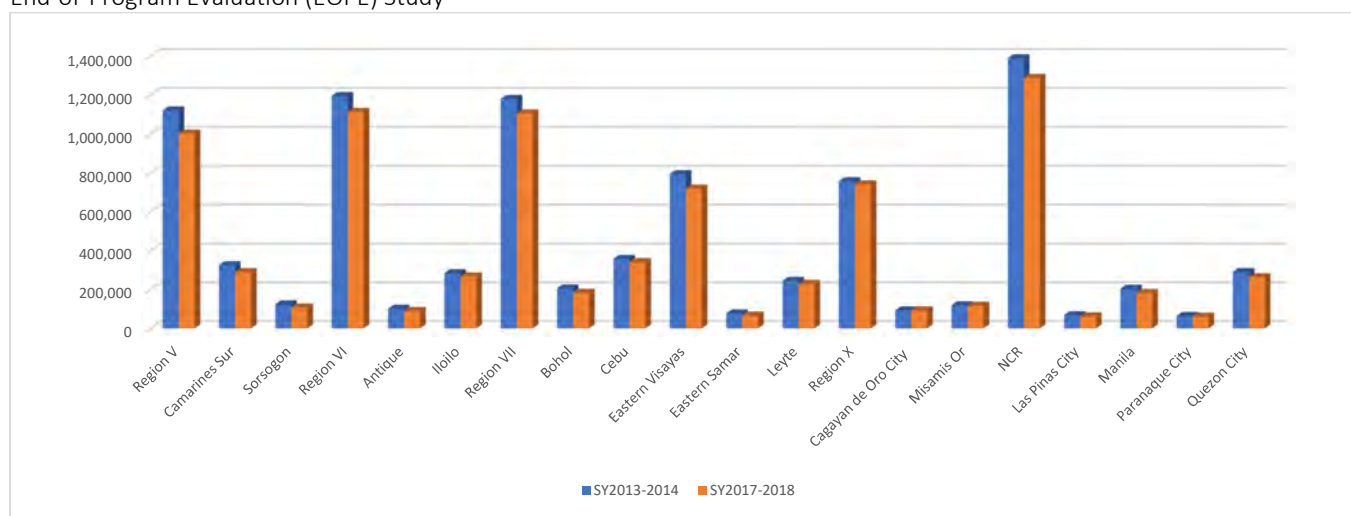
Source of basic data: EBEIS (Retrieved April 2019)

Enrolment by Divisions in BEST supported regions. There were six Regions and 14 Divisions included in the BEST EOPE Study. In SY2013-2014 (baseline of the BEST Program), there were a total of 15,111,655 students (from Kindergarten to Secondary including learners with exceptionalities). Of this total, the distribution by BEST regions were as follows: 8 percent were in Region V; 8 percent were in Region VI; 8 percent were in Region VII; 6 percent were in Region VIII; 5 percent were in Region X; and 10 percent were in NCR.

By SY2017-2018, the overall number of enrollees declined to 14,289,445 students (from Kindergarten to Secondary including learners with exceptionalities). Of this total, the share of three BEST regions also declined namely: 7 percent were in Region V; 5 percent were in Region VIII; and 9 percent were in NCR. The other three regions remained the same.

Figure 45. Distribution of Enrollees by Divisions in EOPE Study

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Source of basic data: EBEIS (Retrieved April 2019)

By SY2017-2018, the overall number of enrollees declined to 14,289,445 students (from Kindergarten to Secondary including learners with exceptionalities). Of this total, the share of three BEST regions also declined namely: 7 percent were in Region V; 5 percent were in Region VIII; and 9 percent were in NCR. The other three regions remained the same.

Of the 14 Divisions included in the EOPE Study, only the Division of Cagayan de Oro City did not experience a decline of enrolment from baseline to endline. The Division of Camarines Sur experience the highest decline in enrolment during the same period followed by the Divisions of Quezon City, Bohol and Manila. In all Divisions, male enrollees declined higher than females.

Table 59. Change in Enrollment in BEST Regions/Divisions, (SY2017-18 - SY 2013-14)

	Male	Female	Total
Region V	-61,369	-57,464	-118,833
o Camarines Sur	-18,134	-16,981	-35,115
o Sorsogon	-8,621	-7,940	-16,561
Region VI	-43,554	-38,288	-81,842
o Antique	-5,989	-5,127	-11,116
o Iloilo	-9,095	-7,821	-16,916
Region VII	-39,765	-34,381	-74,146
o Bohol	-12,435	-10,032	-22,467

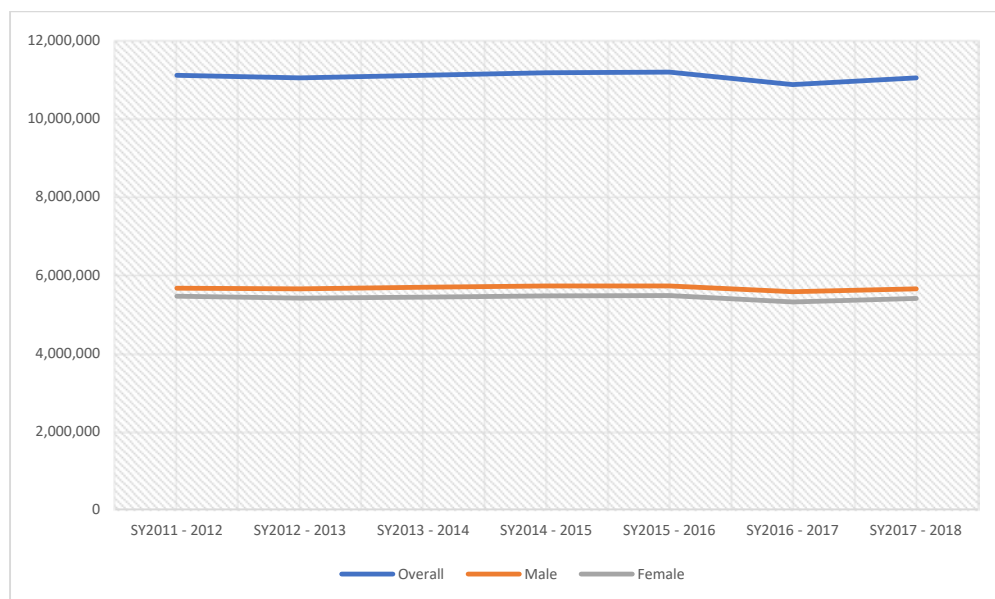
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	Male	Female	Total
o Cebu	-8,826	-7,759	-16,585
Eastern Visayas	-38,886	-35,827	-74,713
o Eastern Samar	-5,511	-4,541	-10,052
o Leyte	-8,392	-7,229	-15,621
Region X	-7,914	-8,603	-16,517
o Cagayan de Oro City	74	154	228
o Misamis Oriental	-1,567	-1,573	-3,140
NCR	-52,794	-49,162	-101,956
o Las Piñas City	-3,414	-2,993	-6,407
o Manila	-10,985	-10,174	-21,159
o Paranaque City	-1,725	-1,877	-3,602
o Quezon City	-13,526	-12,995	-26,521
Overall Total	-414,796	-407,414	-822,210

Gross Enrolment Rate (GER)

Gross Enrolment Rate (GER) measures the total enrolment in a given level of education, regardless of age, as a percentage of the population who according to national regulations should be enrolled at this level. This indicator is used to show the general level of participation in elementary and secondary education. It is used in place of the Net Enrolment Ratio (NER) when data on enrolment by single year of age is not available.

Overall GER. In SY2017-2018, gross enrollment rate was petted at 11,046,836 students, with 51.1 percent (5,645,660) males and 48.9 percent (5,401,176) females (**Figure 14**). From SY2013-2014 (baseline of BEST Program) to endline, GER showed slight fluctuations in overall total but the trend was generally flat.



Source of basic data: EBEIS (Retrieved April 2019)

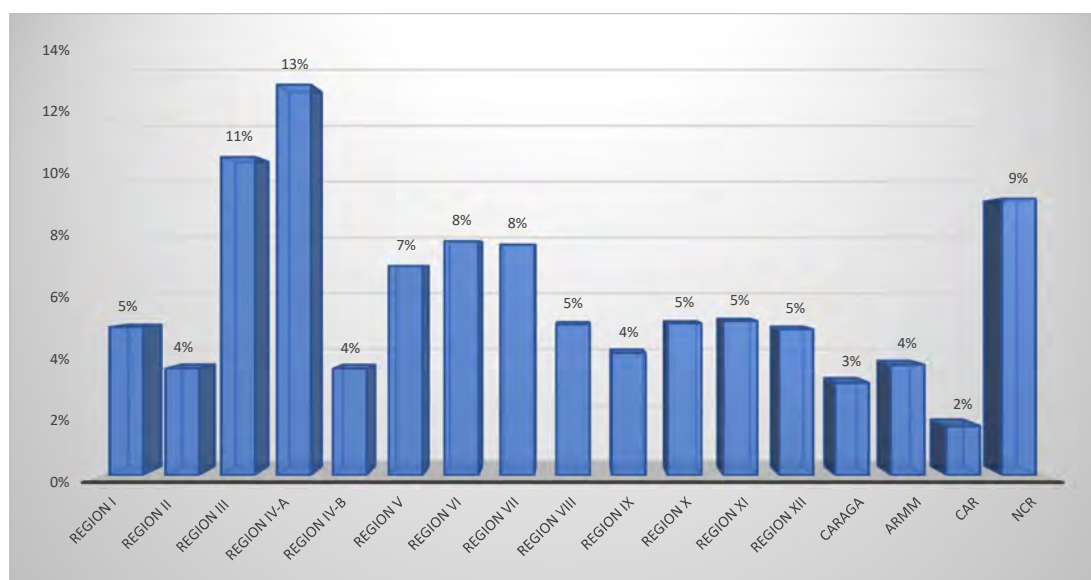
GER by Region. In SY2017-2018, the top three regions with the highest GER were Regions IV-A (13%), III (11%) and NCR (9%) (Figure 15). Together, these regions had 3,628,421 students (Table 6). The share of male to female students was consistent at 51 percent to 49 percent. The lowest GERs were in Regions ARMM (2%) and Caraga (3%). These two regions only had 748,316 students combined.

Combined, all six BEST supported regions comprised 42 percent of all students while Non-BEST regions totaled 58 percent (Figure 16).

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Figure 47. Elementary Gross Enrolment Ratio by Region, SY2017-2018

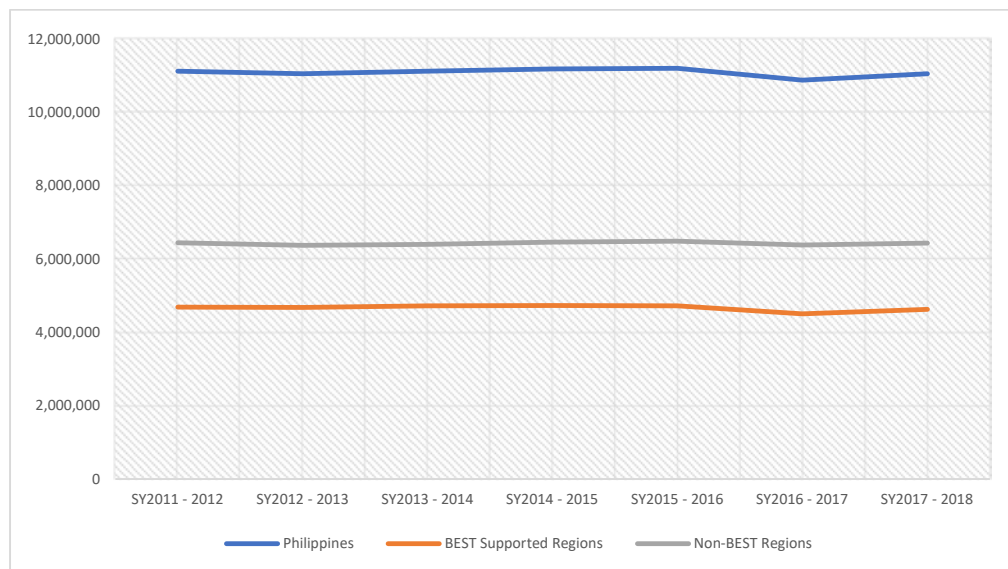


Source of basic data: EBEIS (Retrieved April 2019)

Table 60. Gross Enrollment by Regions, SY2011-2012 to SY2017-2018

	SY2011 - 2012	SY2012 - 2013	SY2013 - 2014	SY2014 - 2015	SY2015 - 2016	SY2016 - 2017	SY2017 - 2018
Philippines	11,114,685	11,046,415	11,114,063	11,179,698	11,199,013	10,880,156	11,046,836
Region I - Ilocos Region	555,175	553,529	557,350	563,942	562,206	554,157	546,048
Region II - Cagayan Valley	374,053	378,994	386,047	390,359	395,850	392,968	392,913
Region III - Central Luzon	1,144,712	1,143,417	1,162,683	1,179,641	1,187,431	1,158,840	1,171,784
Region IV-A - CALABARZON	1,342,246	1,363,581	1,368,281	1,421,732	1,443,137	1,434,302	1,438,067
Region IV-B - MIMAROPA	392,010	389,230	388,460	390,215	393,414	342,888	391,713
Region V - Bicol Region	811,673	806,796	807,851	803,617	789,243	766,227	771,356
Region VI - Western Visayas	838,081	843,694	858,341	867,868	874,593	501,711	862,879
Region VII - Central Visayas	830,620	843,004	856,851	867,864	874,823	677,526	850,522
Region VIII - Eastern Visayas	578,114	574,065	570,277	571,770	564,911	551,404	555,942
Region IX - Zamboanga Peninsula	467,266	460,081	447,526	463,369	460,582	453,971	450,456
Region X - Northern Mindanao	538,838	538,261	542,902	546,850	554,661	560,609	559,706
Region XI - Davao Region	554,780	548,336	562,254	561,402	573,337	575,019	568,888
Region XII - Soccsksargen	505,307	503,561	509,063	526,887	535,678	538,168	538,242
CARAGA - CARAGA	326,138	326,110	331,586	336,852	340,096	331,008	340,853
ARMM - Autonomous Region in Muslim Mindanao	590,609	520,951	498,702	434,325	409,566	414,828	407,463
CAR - Cordillera Administrative Region	184,441	183,052	184,453	185,423	185,065	180,341	181,434
NCR - National Capital Region	1,080,622	1,069,753	1,081,436	1,067,582	1,054,420	927,376	1,018,570

Figure 48. Elementary Gross Enrolment Ratio by BEST/Non-BEST Regions SY2011-2012 to SY2017-2018



Source of basic data: EBEIS (Retrieved April 2019)

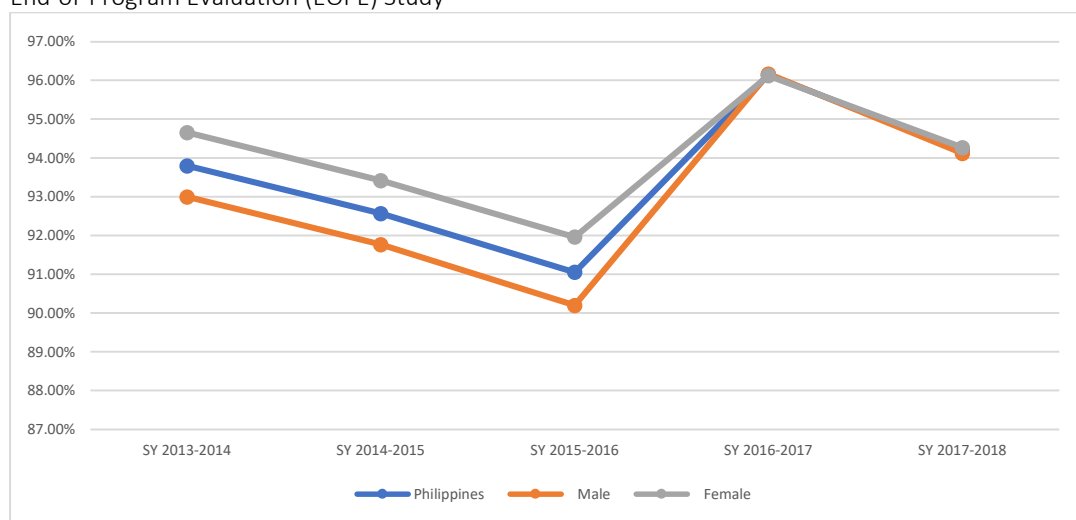
Net Enrolment Rate (NER)

Net Enrolment Rate (NER) is the ratio of the enrolment for the age group corresponding to the official school age in the elementary/secondary level to the population of the same age group in a given year. It is also known as Participation Rate. In the Philippines, this measure is calculated separately for elementary and secondary levels.

The elementary NET showed a declining trend from SY2013-2014 to SY2015-2016 (from 93.8% to 91.05%) before rebounding in SY2016-2017 (96.15%) (Figure 17). However, in SY2017-2018, NER once again declined to 94.19%, indicating that around 5% of school-age children (ages 6 – 11) were not in school. Trends for male and female students generally followed the national trend during the first three years under review. The NER of female students were higher than males during these years (Table 6 and 7). However, in SY2016-2017, the NERs of both males and females were almost at par with each other.

Figure 49. Elementary Net Enrolment Ratio

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Source of basic data: EBEIS (Retrieved April 2019)

Table 61. Elementary Net Enrolment Rate, Male Students, SY 2013-2014 to SY2017-2018

	SY 2013-2014	SY 2014-2015	SY 2015-2016	SY 2016-2017	SY 2017-2018
Region I	96.62%	95.17%	95.17%	95.50%	93.13%
Region II	95.91%	95.49%	95.49%	100.68%	98.73%
Region III	95.64%	93.00%	93.00%	98.62%	97.95%
Region IV-A	91.66%	89.12%	89.12%	96.94%	96.04%
Region IV-B	93.23%	91.67%	91.67%	95.07%	92.24%
Region V	95.25%	90.75%	90.75%	96.38%	94.13%
Region VI	95.34%	95.18%	95.18%	99.72%	97.64%
Region VII	96.64%	95.26%	95.26%	101.69%	98.47%
Region VIII	92.22%	89.03%	89.03%	94.19%	92.76%
Region IX	89.75%	89.57%	89.57%	91.56%	90.21%
Region X	90.56%	89.22%	89.22%	97.58%	97.15%
Region XI	97.30%	95.74%	95.74%	99.92%	96.59%
Region XII	85.93%	86.72%	86.72%	93.07%	91.44%
CARAGA Region	93.81%	93.79%	93.79%	99.00%	96.69%
ARMM	83.54%	66.31%	66.31%	73.86%	69.51%
CAR	95.09%	91.36%	91.36%	97.94%	95.13%
NCR	91.31%	86.49%	86.49%	95.30%	92.20%
Philippines	93.00%	90.20%	90.20%	96.17%	94.12%

Source: EBEIS (Retrieved April 2019)

Table 62. Elementary Net Enrolment Rate, Female Students, SY 2013-2014 to SY2017-2018

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	SY 2013-2014	SY 2014-2015	SY 2015-2016	SY 2016-2017	SY 2017-2018
Region I	97.02%	96.92%	95.62%	94.14%	91.83%
Region II	97.12%	97.18%	97.19%	99.82%	98.15%
Region III	96.85%	96.44%	94.77%	98.44%	97.87%
Region IV-A	93.33%	92.78%	90.83%	97.46%	96.59%
Region IV-B	93.83%	92.78%	92.85%	94.88%	92.44%
Region V	95.76%	94.49%	91.45%	95.12%	92.96%
Region VI	96.36%	96.12%	95.70%	98.42%	96.66%
Region VII	98.12%	97.59%	96.84%	101.41%	98.35%
Region VIII	93.01%	92.12%	90.15%	93.79%	92.50%
Region IX	91.30%	92.78%	90.94%	90.91%	90.40%
Region X	91.46%	90.70%	90.16%	95.52%	95.68%
Region XI	98.43%	96.98%	97.62%	100.20%	97.19%
Region XII	88.47%	89.48%	88.78%	93.53%	92.30%
CARAGA Region	94.85%	95.11%	94.83%	96.65%	95.07%
ARMM	91.98%	79.24%	73.02%	80.79%	75.82%
CAR	95.97%	95.29%	93.05%	96.51%	93.59%
NCR	93.86%	91.15%	89.90%	96.58%	93.50%
Philippines	94.65%	93.42%	91.96%	96.12%	94.27%

Source: EBEIS (Retrieved April 2019)

NER by Regions. In terms of Regional Performance, data from SY2013-2014 to SY2017-2018 showed that seven regions remained above the national NER. These are Regions II, III, VI, VII, XI, Caraga and CAR (Table 9). Five regions were consistently below the national NER during the same period. These were Regions VII, IX, XII, ARMM and NCR.

Table 63. Elementary Net Enrolment Rate by Region, SY 2013-2014 to SY2017-2018

	SY 2013-2014	SY 2014-2015	SY 2015-2016	SY 2016-2017	SY 2017-2018
Region I	96.81%	96.84%	95.39%	94.84%	92.50%
Region II	96.49%	96.32%	96.31%	100.26%	98.45%
Region III	96.22%	95.64%	93.85%	98.53%	97.91%
Region IV-A	92.47%	92.03%	89.94%	97.20%	96.31%
Region IV-B	93.52%	92.33%	92.25%	94.98%	92.33%
Region V	95.50%	94.02%	91.09%	95.77%	93.56%
Region VI	95.83%	95.79%	95.43%	99.09%	97.16%
Region VII	97.36%	96.75%	96.02%	101.55%	98.41%
Region VIII	92.61%	91.68%	89.57%	94.00%	92.64%
Region IX	90.50%	92.15%	90.23%	91.24%	90.30%
Region X	91.00%	90.25%	89.68%	96.57%	96.43%
Region XI	97.85%	96.09%	96.65%	100.06%	96.88%

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	SY 2013-2014	SY 2014-2015	SY 2015-2016	SY 2016-2017	SY 2017-2018
Region XII	87.16%	88.22%	87.72%	93.30%	91.86%
CARAGA Region	94.32%	94.54%	94.29%	97.85%	95.89%
ARMM	87.73%	75.64%	69.64%	77.29%	72.63%
CAR	95.51%	94.53%	92.18%	97.24%	94.37%
NCR	92.54%	89.67%	88.13%	95.92%	92.83%
Philippines	93.80%	92.57%	91.05%	96.15%	94.19%

Source: EBEIS (Retrieved April 2019)

Moreover, in SY2017-2018, the top three regions with the highest NER were posted by Regions II (98.45%), VII (98.41%) and III (97.91%). The lowest NERs were posted by ARMM (72.63%) and IX (90.30%).

Compared to the national NER, two regions (Regions VI and VII) were consistently above the national NER for five years (Table 10). On the other hand, Region V posted ratios above the national ratio for the first three years but fell below starting SY2016-2017. In contrast, Region X, which posted ratios below the national rate for the first three years under review, recovered and climbed higher than the national rate starting SY2016-2017.

Table 64. Elementary Net Enrollment Ratio in BEST supported Regions

Region	SY2013-2014	SY2014-2015	SY2015-2016	SY2016-2017	SY2017-2018
Philippines	93.80%	92.57%	91.05%	96.15%	94.19%
NCR	92.54%	89.67%	88.13%	95.92%	92.83%
Region V	95.50%	94.02%	91.09%	95.77%	93.56%
Region VI	95.83%	95.79%	95.43%	99.09%	97.16%
Region VII	97.36%	96.75%	96.02%	101.55%	98.41%
Region VIII	92.61%	91.68%	89.57%	94.00%	92.64%
Region X	91.00%	90.25%	89.68%	96.57%	96.43%

Source: EBEIS (Retrieved April 2019)

Changes in NER by Divisions. Moreover, in SY2017-2018, the top three regions with the highest NER were posted by Regions II (98.45%), VII (98.41%) and III (97.91%). The lowest NERs were posted by ARMM (72.63%) and IX (90.30%).

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In SY2013-2014 (baseline year), the overall Elementary NER was pegged at 93.80 percent.

The NER for female students was recorded at 94.65% while NER for male students was 93 percent (Figure 18). Seven divisions fell below the national rate namely: Camarines Sur (93.27%); Antique (92.21%); Bohol (93.42%); Misamis Oriental (92.92%); Manila (88.07%); Parañaque City (91.47%); and Quezon (90.49%).

By SY2017-2018 (endline year), the overall Elementary NER increased to 94.19 percent. More importantly, the gender gap in NER was significantly reduced as NER for males significantly increased to 94.12 percent while that of females was pegged at 94.27 percent (Figure 19).

Again, seven Divisions fell below the national rate, but the composition differed. These Divisions were: Camarines Sur (91.13%); Sorsogon (89.82%); Antique (89.65%); Bohol (86.97%); Eastern Samar (92.71%); Manila (91.89%); and Quezon City (86.78%).

Completion Rate

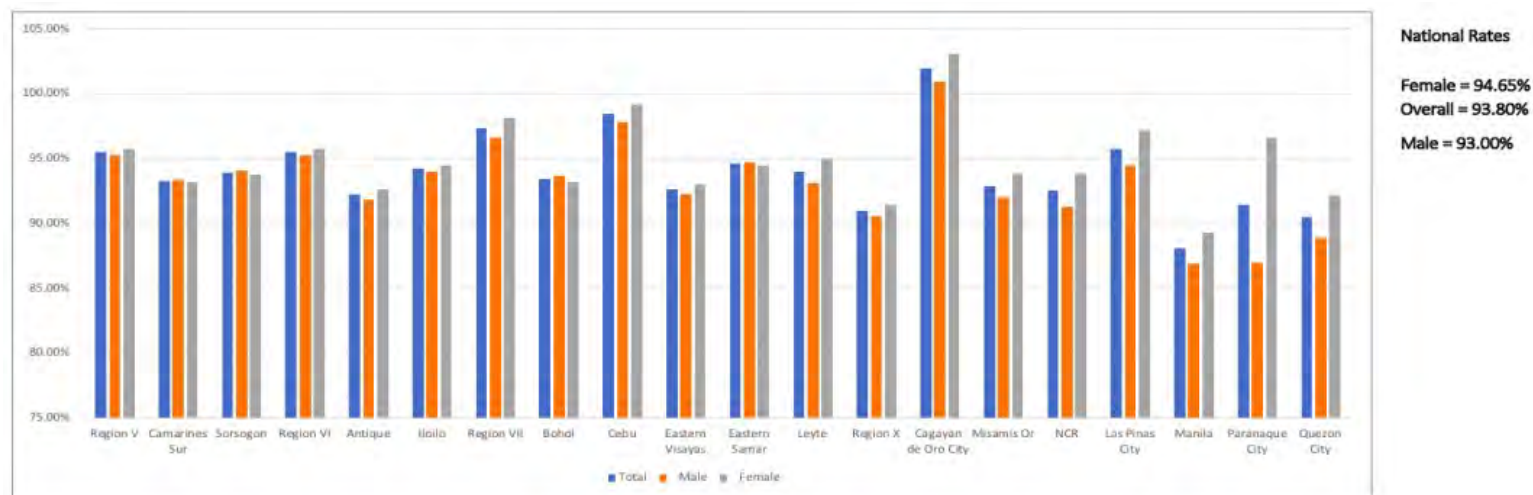
Completion Rate is defined as the percentage of first grade/year entrants in a level of education who complete/finish the level in accordance with the required number of years of study.

A comparative review of the data revealed marked growth in elementary completion rates, with a median total elementary completion rate of almost 84% for the aforementioned periods (Table 11).

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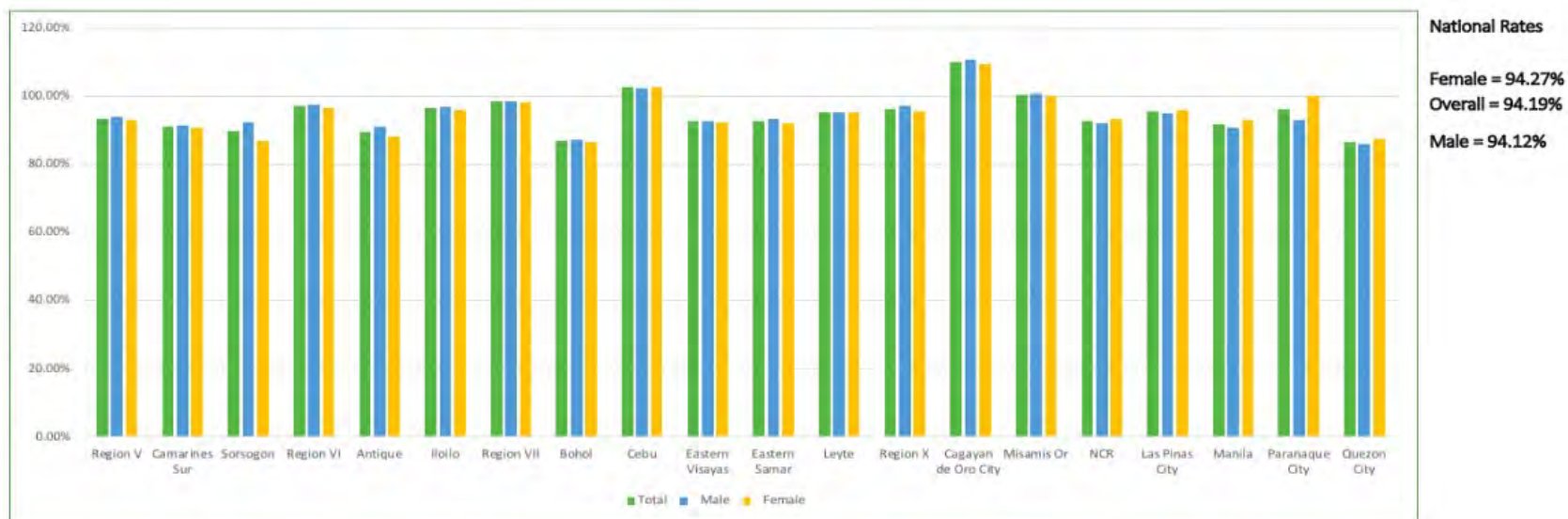
Figure 50. Overall Net Enrolment Rate by EOPE Study Regions and Divisions and by Sex, (%), SY2013-2014 (Baseline)



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Figure 51. Overall Net Enrolment Rate Overall by Divisions under EOPE Study and by Sex, (%), SY2017-2018 (Endline)



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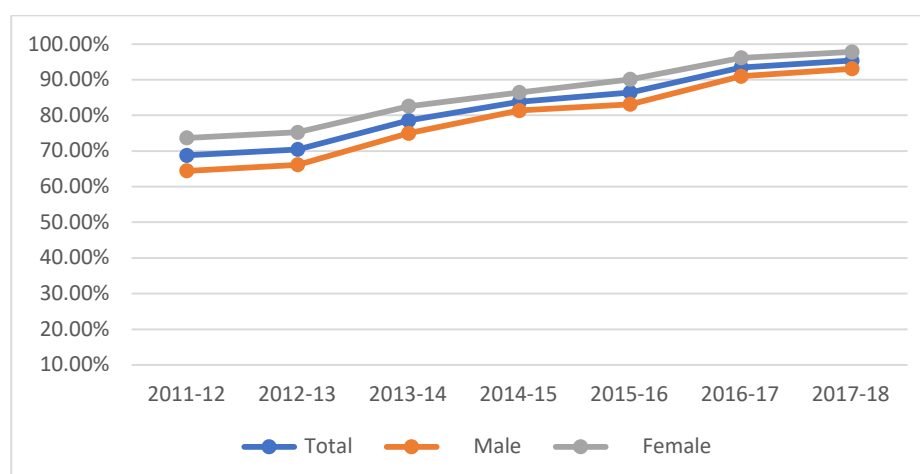
Table 65. Elementary Completion Rate in BEST Regions, SY 2011-12 to 2017-18

Region	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
NCR	78.35%	77.02%	82.44%	72.41%	84.14%	92.42%	95.89%
Region V	74.73%	76.33%	85.42%	85.21%	87.46%	94.46%	94.02%
Region VI	73.59%	76.57%	85.34%	89.79%	90.47%	96.67%	97.50%
Region VII	79.50%	79.69%	85.33%	86.80%	88.56%	95.96%	96.22%
Region VIII	65.59%	73.48%	80.63%	85.76%	89.28%	94.26%	96.32%
Region X	62.70%	61.69%	73.38%	80.98%	85.11%	90.47%	98.24%

Source: EBEIS (Retrieved April 2019)

Increase is noticeable with only 68.76% for SY2011-2012 rising to 95.35% in SY2017-2018, with learners completing elementary school levels (Figure 20). More female learners completed elementary school, with the an almost universal completion rate of 97.79% as compared to the 93.06% completion rate for males in SY 2017-2018.

Figure 52.Completion Rate - Elementary



Source: EBEIS (Retrieved April 2019)

With the exception of SY2017-2018, where Region V performing below the national average of 95.35%, all BEST regions are generally above the national average in terms of elementary

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completion rates (Table 12). Comparing with non-BEST regions, with the exception of ARMM,

BEST regions may be considered as good as the other regions.

Table 66. Secondary Completion Rate in BEST Regions, SY 2011-12 to 2017-18

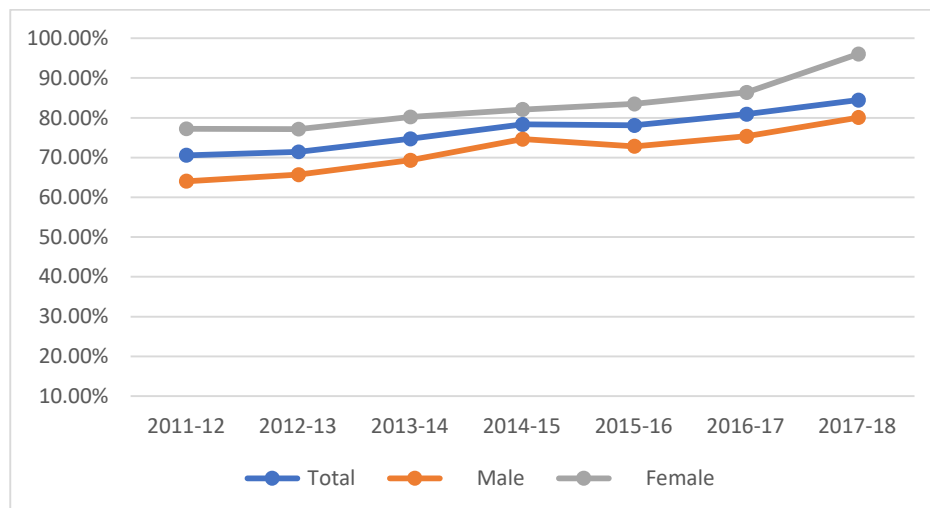
Region	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
NCR	72.03%	72.76%	76.52%	75.45%	75.73%	83.02%	89.62%
Region V	69.69%	70.15%	74.90%	78.60%	75.68%	76.60%	81.93%
Region VI	73.43%	73.45%	76.98%	84.05%	78.20%	83.46%	85.19%
Region VII	71.18%	73.57%	75.14%	80.10%	77.34%	81.15%	83.27%
Region VIII	65.93%	68.96%	72.91%	73.00%	74.95%	75.28%	79.07%
Region X	62.81%	65.66%	71.48%	79.07%	74.23%	80.04%	86.48%

Source: EBEIS (Retrieved April 2019)

Steady increase in secondary completion rates is evident from 70.55% in SY 2011-2012 to 84.46% in SY 2017-2018, indicating a less than 15% increase in six years (Figure 21). Still, female learners finishing high school are less than males, with the lowest completion rate set at 77.18% in SY 2012-2013 and highest at 96.09% in the most recent school year; comparing these data to male learners, the lowest posted is at 64.06% in SY 2010-2011, while highest is 80.06% in SY 2017-2018.

For completion rates at the secondary level, a marked tendency some BEST regions to be below the established national completion rate. For the two most recent school year data, three of three of the BEST regions are below the national rates. While for SY 2015-2016, only Region VI is above the national rate of 78.12%.

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 Figure 53. Completion Rate - Secondary



Source: EBEIS (Retrieved April 2019)

Completion Rates by Divisions. In SY2013-2014 (baseline year), the national completion rates were pegged at 78 percent with female learners posting higher rate at 81 percent compared to male learners at 74 percent (Figure 22). Of the 14 Divisions included in the Study, Misamis Oriental posted the lowest completion rate (52.39%) seconded by Eastern Samar (69.81%), which were both below the national rate. The highest rate was posted by Bohol with 85.60%. Moreover, in addition to Misamis Oriental and Eastern Samar, three other Divisions fell below the national rate namely: Cagayan de Oro City (68.82%); Las Piñas City (70.30%); and Manila (72.50%).

By SY2017-2018 (endline year), the national completion rates jumped to 92.41 percent (Figure 23). Female students were still higher at 95% but male learners were not far behind at 90 percent. During this year, the highest completion rates were posted by Quezon City (100%), Cagayan de Oro City (97.36%), Bohol (96.87%) and Paranaque City (96.86%). The lowest completion rate was posted by Misamis Oriental (91.06%), which made Region X host to both a success story (Cagayan de Oro City) and a challenging story.



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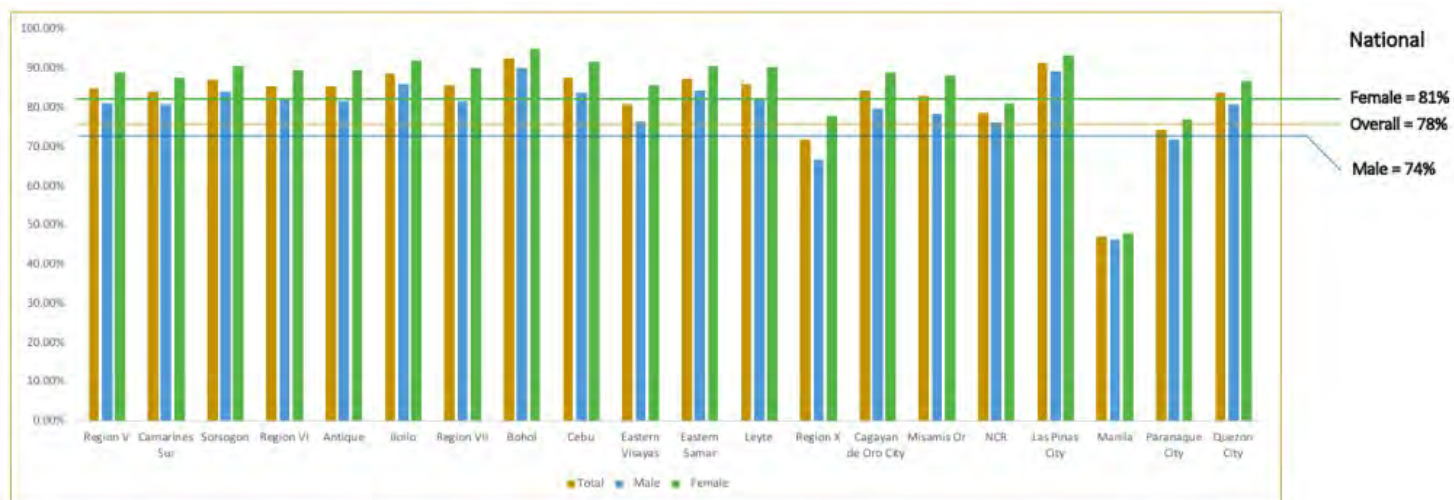
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In terms of success stories in completion rates, the Divisions of Manila and Parañaque City in the National Capital Region were the most significant (Figure 24).

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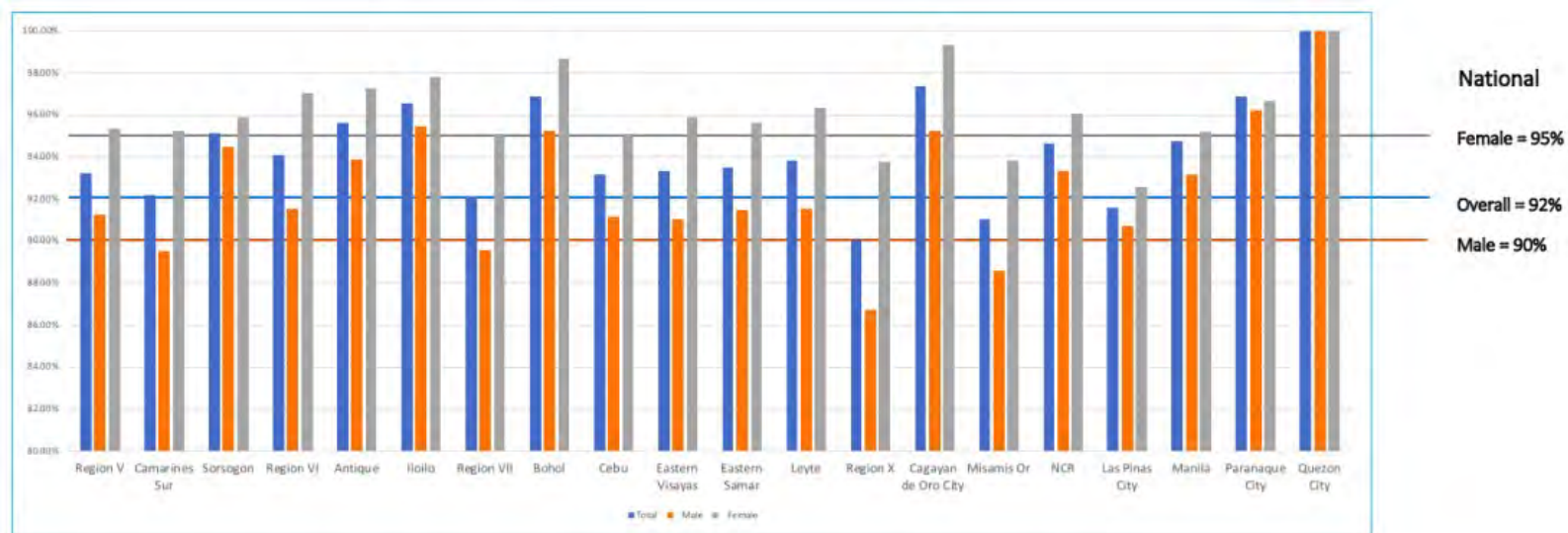
Figure 54. Completion Rate by Divisions under EOPE Study (%), SY2013-2014 (Baseline)



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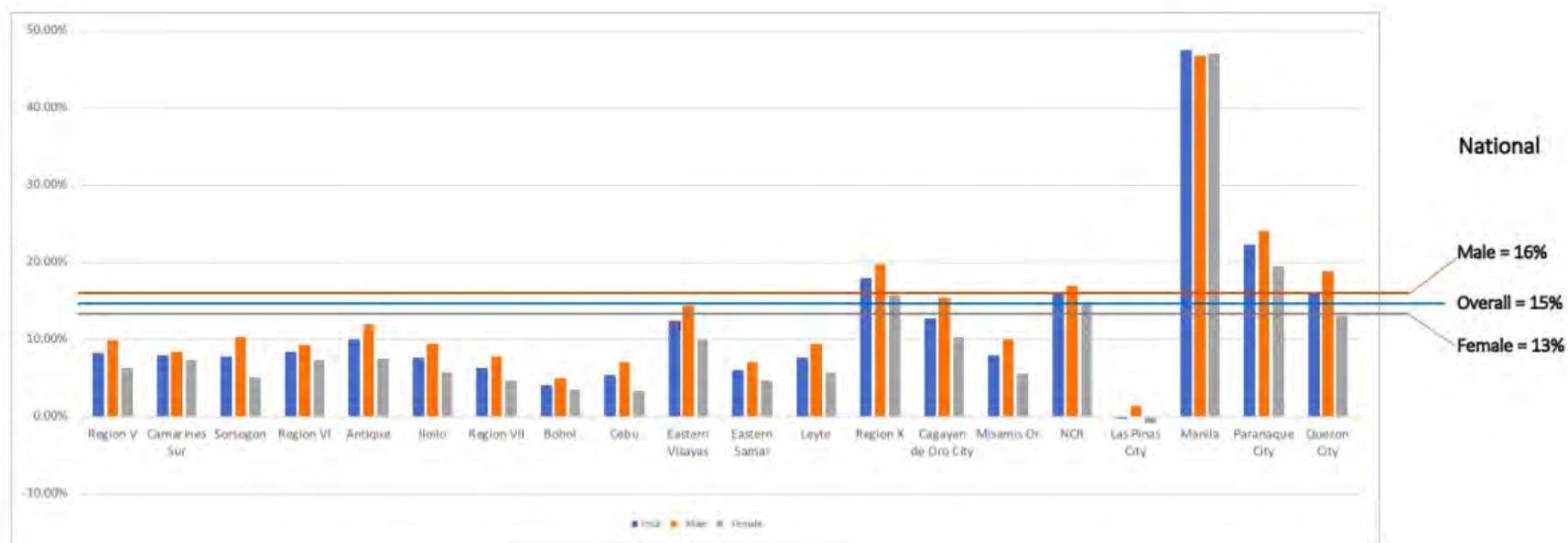
Figure 55. Completion Rate by Divisions under EOPE Study (%), SY2017-2018 (Endline)



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Figure 56. Change in Completion Rate by Divisions under EOPE Study (%), (Endline-Baseline)



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The Completion Rate of the Division of Manila increased by a leap 47.55 percent (47.07% for females and 46.8% for males) from SY2013-2014 to SY2017-2018 followed by a 22.38 percent jump in completion rate for the Division of Parañaque City during the same period (19.50% for females and 24.19% for males).

Retention Rate

Retention Rate (RR) is the percentage of enrollees in the elementary/secondary level in a given school year who continue to be in school the following year.

Elementary retention rates increased from SY2010-2011 to SY2017-2018 (Table 12). SY 2010-2011 depicted a total elementary retention rate of 92.35%, with a total elementary retention rate of 98.09% for SY 2017-2018 (Figure 25). Female learners are staying at school, with the lowest retention rate set at 93.81% in SY 2012-2013 and highest at 98.67% in the most recent school year; comparing these data to male learners, lowest posted is at 90.87% in SY 2010-2011, while highest is 97.57% in SY 2017-2018.

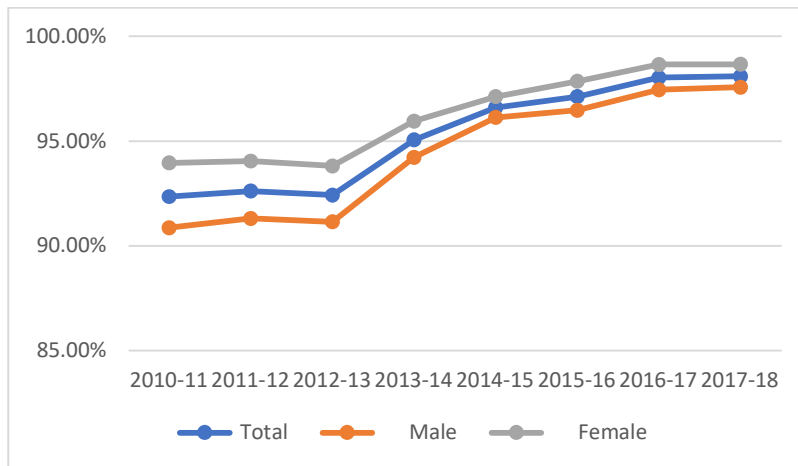
BEST Regions are generally comparable to other regions in terms of elementary retention rate.

Table 67. Elementary Retention Rate in BEST Regions, SY 2011-12 to 2017-18

Region	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
NCR	94.95%	94.55%	91.52%	97.18%	96.61%	97.92%	97.81%
Region V	91.91%	92.70%	93.36%	96.88%	97.31%	97.90%	97.69%
Region VI	92.25%	93.34%	98.18%	97.92%	98.03%	55.57%	174.83%
Region VII	93.44%	93.07%	98.41%	97.37%	97.57%	79.47%	120.86%
Region VIII	91.15%	89.22%	98.35%	97.22%	97.74%	98.27%	98.21%
Region X	89.55%	92.70%	88.08%	95.71%	96.73%	97.36%	97.81%

Source: EBEIS (Retrieved April 2019)

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 Figure 57. Retention Rate - Elementary



Source: EBEIS (Retrieved April 2019)

Secondary retention rates increased from SY2010-2011 to SY2017-2018 like the trend for elementary retention rates (Table 14). On one hand, highest recorded retention rate is 94.29% for SY 2017-2018 with male learners' rate at 92.50% and female school leaver rate at 96.09%.

On the other hand, SY2010-2011 posted the lowest retention rates for secondary learners at 90.33%, with 87.68% and 93.01% for male and female learners respectively (Figure 26).

Furthermore, evidently, there are more female learners who stay in school as compared to male learners exceeding established total rates.

Similar to the elementary school retention rates, BEST regions are still comparable in terms of secondary retention rate-based data from SY 2011-2012 to SY 2017-2018.

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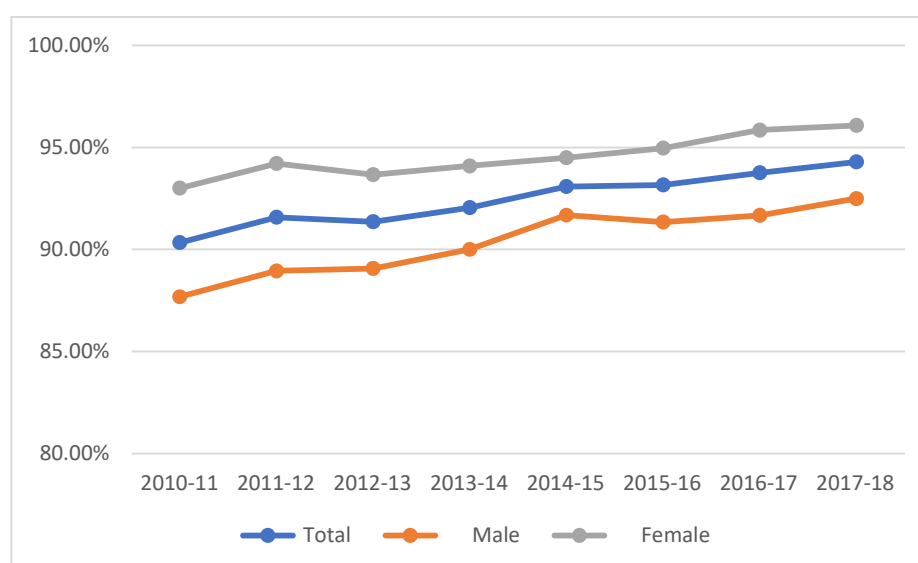
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Table 68. Secondary Retention Rate in BEST Regions, SY 2011-12 to 2017-18

Region	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
NCR	90.78%	91.22%	92.64%	92.33%	92.02%	93.20%	94.09%
Region V	89.18%	89.37%	91.30%	91.97%	91.63%	95.13%	93.62%
Region VI	90.68%	90.68%	92.30%	94.18%	92.76%	92.15%	155.99%
Region VII	88.91%	90.17%	90.93%	92.36%	92.13%	56.72%	115.01%
Region VIII	87.38%	88.67%	90.29%	89.66%	91.47%	76.19%	92.07%
Region X	86.66%	87.64%	90.05%	92.14%	90.82%	91.64%	92.28%

Source: EBEIS (Retrieved April 2019)

Figure 58. Retention Rate - Secondary



Source: EBEIS (Retrieved April 2019)

Dropout Rate or School Leavers

Dropouts are defined as pupils/students who leave school during the year for any reason as well as those who complete the previous grade/year level but fail to enroll in the next grade/year level the following school year.

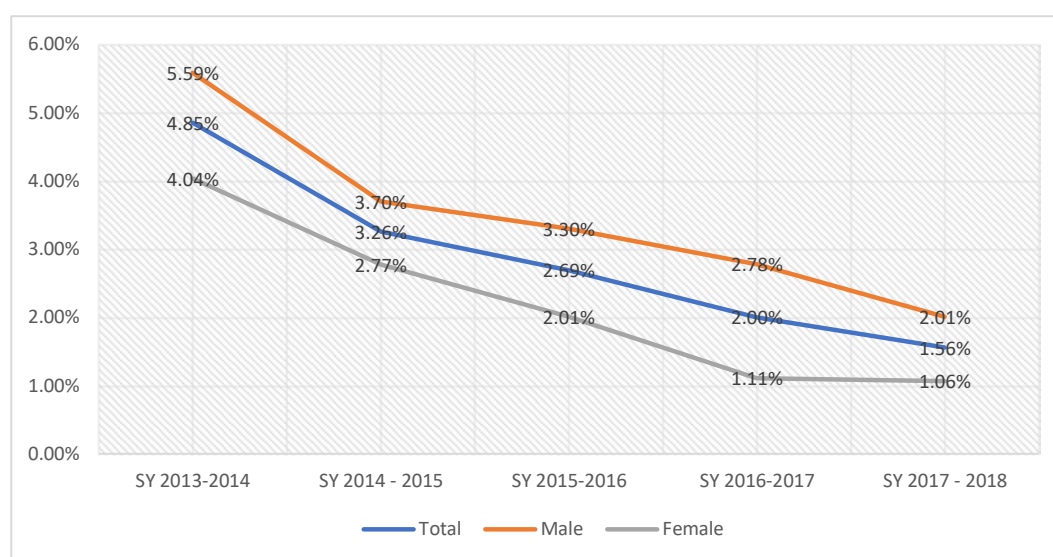
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Dropout rate, on the other hand, is the percentage of pupils/students who leave school during the year for any reason as well as those who complete the previous grade/year level but fail to enroll in the next grade/year level the following school year to the total number of pupils/students enrolled during the previous school year.

It is worth noting that the elementary school leaver rate or proportion of learners who complete the grade level but fail to enroll in the next grade level had significantly declined from SY2013-2014 to SY2017-2018 (Figure 27). On one hand, the highest posted school leaver rate for elementary was 4.85 percent with male learners' school leaver rate at 5.59% and female school leaver rate at 4.04%. By SY2017-2018, overall school leaver rate was posted at 1.56%, with 2.01% and 1.06% for male and female learners respectively.

Figure 59. Elementary School Leaver Rates



Source: EBEIS (Retrieved April 2019)

Gradual decline in secondary school leaver rates is observed from SY2010-2011 to SY2017-2018 (Table 15). SY 2011-2012 displayed the highest school leaver rate of 9.29% with 11.79% and 6.74% for male and female learners respectively. Similar to the elementary school experience,

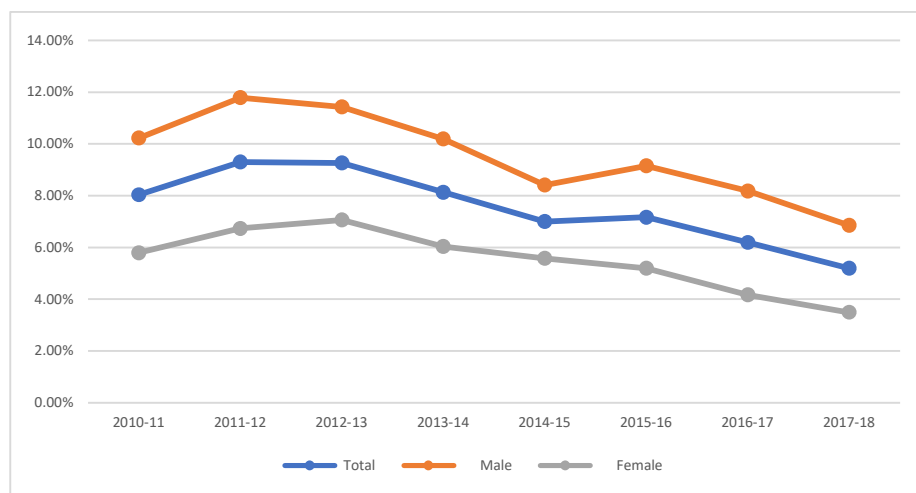
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the most recent school year garnered the lowest school leaver rate of 5.19%, with 6.85% and 3.49% for male and female learners respectively. Likewise, male school leaver rates are relatively higher than female school leaver rates and even compared to national totals.

Performance data reveal that, in terms of school leaver rates at the secondary level, there is no pronounced differences between BEST and non-BEST regions. In addition, differences per school year do not translate into perceptible trend in terms of comparison with the national rate.

Figure 60. Dropout/School Leaver Rate - Secondary



Source: EBEIS (Retrieved April 2019)

School Leaver Rates by Region. In SY2013-2014, with an overall elementary school leaver rate pegged at 4.85 percent, eleven regions posted SLRs below the national SLR lead by Region I (1.92%) (Table 15). On the other hand, six regions posted much higher SLRs with ARMM posting a high 14.04 percent followed by Region IX at 9.25 percent.

Region I was consistently the top performing region in terms of lowest SLRs from SY2013-2014 to SY2017-2018, despite being overtaken by the performance of Region IV-A and Region III in the last two years.

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Table 69. Elementary School Leaver Rate by Regions, SY 2013-2014 to SY2017-2018

Region	SY 2013-2014	SY 2014 - 2015	SY 2015 - 2016	SY 2016-2017	SY 2017 - 2018
Region I - Ilocos Region	1.92%	1.13%	1.13%	0.63%	0.76%
Region II - Cagayan Valley	2.42%	2.61%	1.74%	1.10%	1.23%
Region III - Central Luzon	1.90%	2.28%	1.45%	0.32%	0.67%
Region IV-A - CALABARZON	6.03%	1.55%	1.76%	0.08%	0.26%
Region IV-B - MIMAROPA	4.73%	2.78%	1.66%	1.86%	1.74%
Region V - Bicol Region	3.19%	2.72%	2.54%	1.40%	1.62%
Region VI - Western Visayas	2.91%	1.97%	1.76%	1.19%	1.25%
Region VII - Central Visayas	2.88%	2.68%	1.85%	1.22%	1.52%
Region VIII - Eastern Visayas	4.00%	2.76%	2.01%	1.35%	1.46%
Region IX - Zamboanga Peninsula	9.25%	1.22%	3.73%	2.98%	2.41%
Region X - Northern Mindanao	6.15%	3.62%	3.00%	1.76%	1.77%
Region XI - Davao Region	5.28%	3.48%	1.90%	1.74%	1.70%
Region XII - Soccsksargen	5.82%	1.14%	3.15%	2.95%	1.64%
CARAGA - CARAGA	4.07%	2.28%	2.84%	1.75%	1.89%
ARMM - Autonomous Region in Muslim Mindanao	14.04%	19.02%	17.17%	7.57%	11.47%
CAR - Cordillera Administrative Region	3.75%	2.84%	1.90%	1.35%	1.65%
NCR - National Capital Region	4.36%	4.25%	2.05%	2.82%	0.90%
Philippines	4.85%	3.26%	2.69%	2.00%	1.56%

Source: EBEIS (Retrieved April 2019)

By SY2017-2018, with the overall elementary school leaver rate dropping to 1.56 percent, only ten regions were able to post SLRs lower than the national rate (Figure 27). The best SLR was posted by Regions IV-A (0.26%), Region III (0.67%) and Region I (0.76%). The highest SLR remained ARMM (11.47%).

However, in terms of overall accomplishments in the last five years, Region IX achieved the highest reduction in SLR from baseline to endline with a 6.83 percent decline (Figure 28). Region IV-A, Region X and Region XII likewise showed noteworthy performance reducing their SLRs by 5.77 percent, 4.38 percent and 4.18 percent respectively during the same period under review.

Overall reduction of SLRs equally affected male and female learners. SLRs for male learners declined from 5.59 percent in SY2013-2014 to 2.01 percent in SY2017-2018 or a reduction of

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3.58 percent. On the other hand, SLRs for female learners declined by 2.97 percent (from 4.04% to 1.06% during the same period).

In terms of performance of BEST supported regions in SLR, the trend showed that all regions improved over the period of Program implementation (Table 16). For instance, Region X posted SLRs below the national rate from SY2013-2014 to SY2016-2017 but significantly improved by SY2017-2018. NCR also had two years when its SLR was below national rate but eventually improved.

Table 70. Elementary School Leaver Rate in BEST Regions, SY2013-2014 to SY2017-18

Region	2013-14	2014-15	2015-16	2016-17	2017-18
Philippines	4.85%	3.26%	2.69%	2.00%	1.56%
NCR	3.89%	4.56%	3.19%	1.68%	0.69%
Region V	3.08%	2.92%	2.43%	1.44%	1.50%
Region VI	2.97%	1.97%	1.81%	0.83%	0.41%
Region VII	2.97%	2.47%	2.17%	1.03%	0.63%
Region VIII	4.06%	2.67%	2.03%	1.36%	0.61%
Region X	5.80%	3.93%	2.99%	2.07%	0.29%

Source: EBEIS (Retrieved April 2019)

School Leaver Rates by Divisions. Performance of Divisions in SLR also showed improvements over the period of Program implementation (Table 16).

In SY2013-2014, only two Divisions were below the national SLR rate of 4.85 percent namely: Manila (13.38%); and Paranaque City (5.55%) (Figure 29). The Divisions with the best SLR posted during this school year was Las Piñas City (1.41%), Bohol (1.44%) and Iloilo (2.20%).

By SY2017-2018, the two Divisions below the national SLR rate of 1.56 percent were: Camarines Sur (1.82%); and Misamis Oriental (1.64%) (Figure 30). The best SLRs were posted by Quezon City (0%), Cagayan de Oro City (0.44%), and Paranaque City (0.52%).

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In terms of best practice, three Divisions from the National Capital Region showed the highest reductions in SLRs from baseline to endline namely: Manila (12.52%), Paranaque City (5.03%), and Quezon City (3.12%) (Figure 31). In contrast, Las Pinas City experienced an increase in SLR during the same period. The least reduction in SLR was posted by Bohol (0.66%).

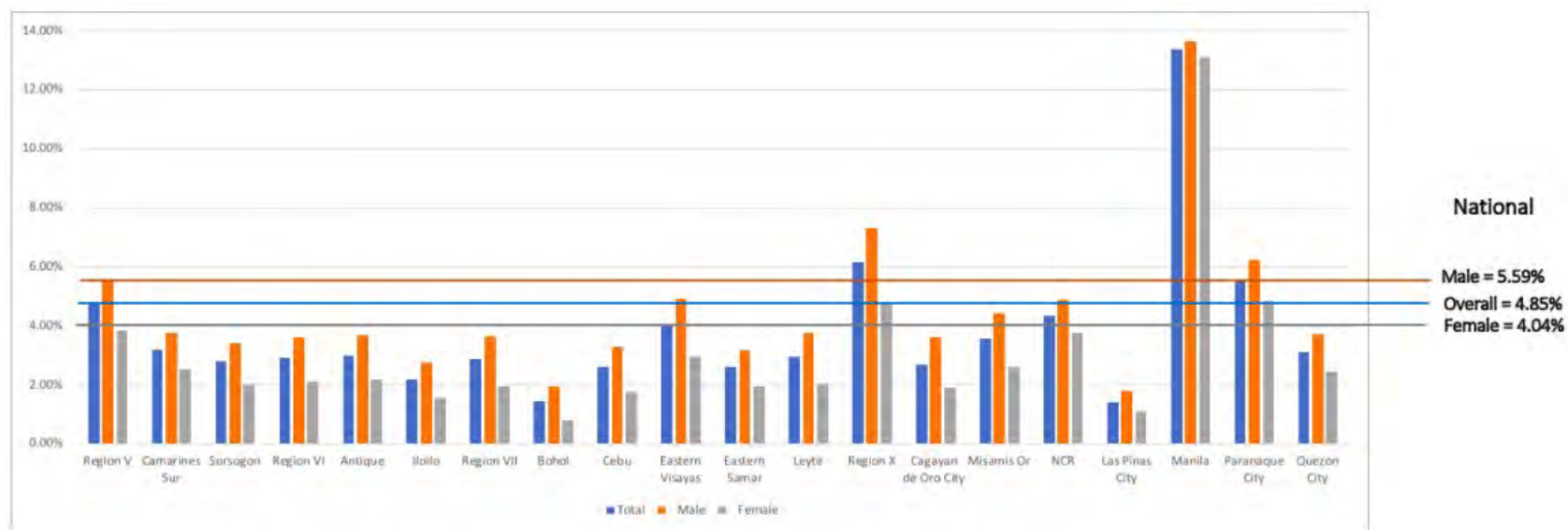
Table 71. Elementary School Leaver Rate by Divisions, SY2013-2014 to SY2017-18

	SY 2013-2014	SY 2014-2015	SY 2015-2016	SY 2016-2017	SY 2017-2018
Region V - Bicol Region	3.19%	0.00%	2.54%	1.40%	1.62%
Camarines Sur	3.19%	1.89%	3.57%	0.81%	1.82%
Sorsogon	2.79%	2.96%	2.29%	1.52%	1.43%
Region VI - Western Visayas	2.91%	0.00%	1.76%	1.19%	1.25%
Antique	2.99%	2.46%	2.00%	0.49%	0.73%
Iloilo	2.20%	1.00%	1.00%	0.62%	0.88%
Region VII - Central Visayas	2.88%	0.00%	1.85%	1.22%	1.52%
Bohol	1.44%	2.05%	0.97%	0.31%	0.78%
Cebu	2.60%	3.83%	2.50%	0.26%	1.14%
Region VIII - Eastern Visayas	4.00%	0.00%	2.01%	1.35%	1.46%
Eastern Samar	2.62%	3.73%	0.85%	1.37%	1.20%
Leyte	2.95%	3.88%	1.81%	1.44%	1.40%
Region X - Northern Mindanao	6.15%	0.00%	3.00%	1.76%	1.77%
Cagayan de Oro City	2.69%	3.18%	1.89%	0.76%	0.44%
Misamis Oriental	3.58%	2.41%	1.87%	0.64%	1.64%
NCR - National Capital Region	4.36%	4.25%	2.05%	2.82%	0.90%
Las Piñas City	1.41%	16.13%	0.46%	0.06%	1.43%
Manila	13.38%	9.18%	2.90%	8.93%	0.86%
Paranaque City	5.55%	2.79%	11.26%	0.06%	0.52%
Quezon City	3.12%	4.08%	3.10%	6.11%	0.00%
Philippines	4.85%	3.26%	2.69%	2.00%	1.56%

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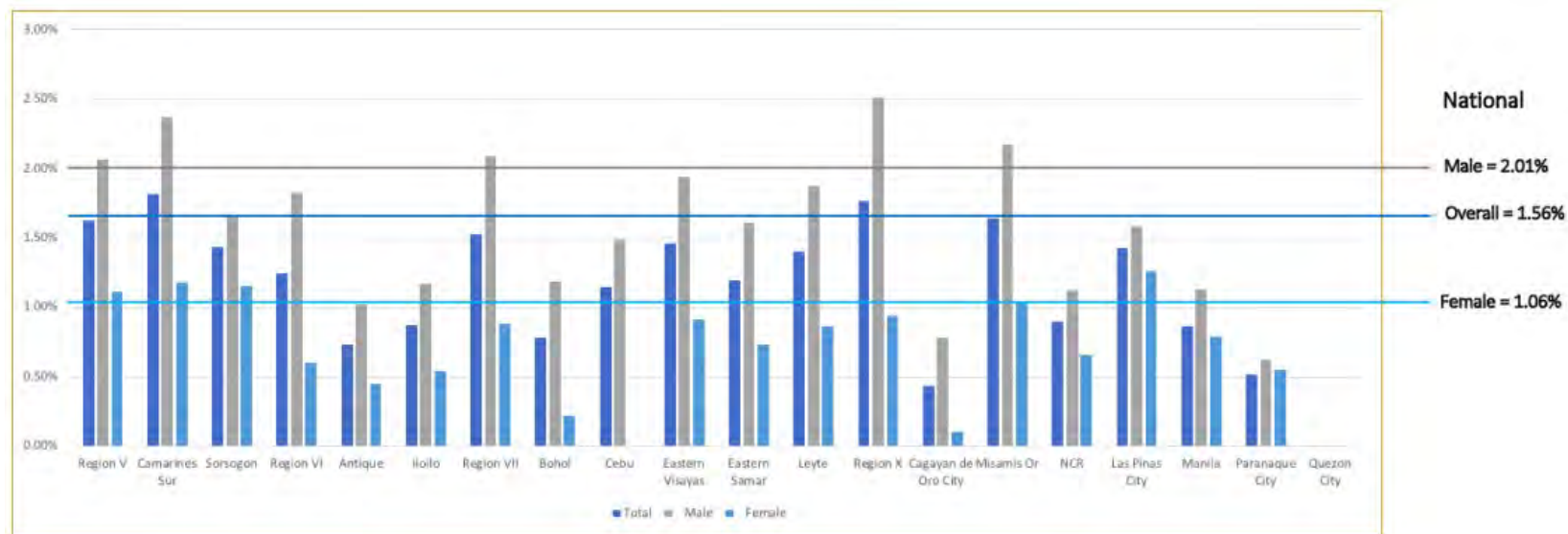
Figure 61. School Leaver Rate by Divisions under EOPE Study (%), SY2013-2014 (Baseline)



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Figure 62. School Leaver Rate by Divisions under EOPE Study (%), SY2017-2018 (Endline)



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Figure 63. Change in School Leaver Rate by Divisions under EOPE Study (%), (Endline-Baseline)



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Learners with Exceptionalities¹⁴⁶

Just as the number of children enrolled in basic education increased over the last five years, there was also a significant increase in the number of learners with exceptionalities (Figure 18). In SY2014-2015, there were a total of 36,660 learners with exceptionalities recorded in the DepEd database (Table 13)¹⁴⁷. About two for every five learners (39%) were girls. Sixteen percent of this total were learners in Region IV-A, 9 percent in Region III and 8 percent in Region VII.

By SY2018-2019, the total learners with exceptionalities increased by more than 50 percent to 54,647. This meant that an additional 16,319 learners with exceptionalities entered the school system. These largely came from Region IV-A (18% or 2,927), Region III (17% or 2,853) and Region VI (12% or 2,004). About two for every five learners (38%) were girls.

The top two regions with the highest concentration of learners with exceptionalities remained the same: 16 percent in Region IV-A and 11 percent in Region III. However, Region VI overtook Region VII with the third highest concentration of learners with exceptionalities with 9 Percent compared to 7 percent.

It is noteworthy to mention that the data revealed there were twice as many boys with exceptionalities than girls.

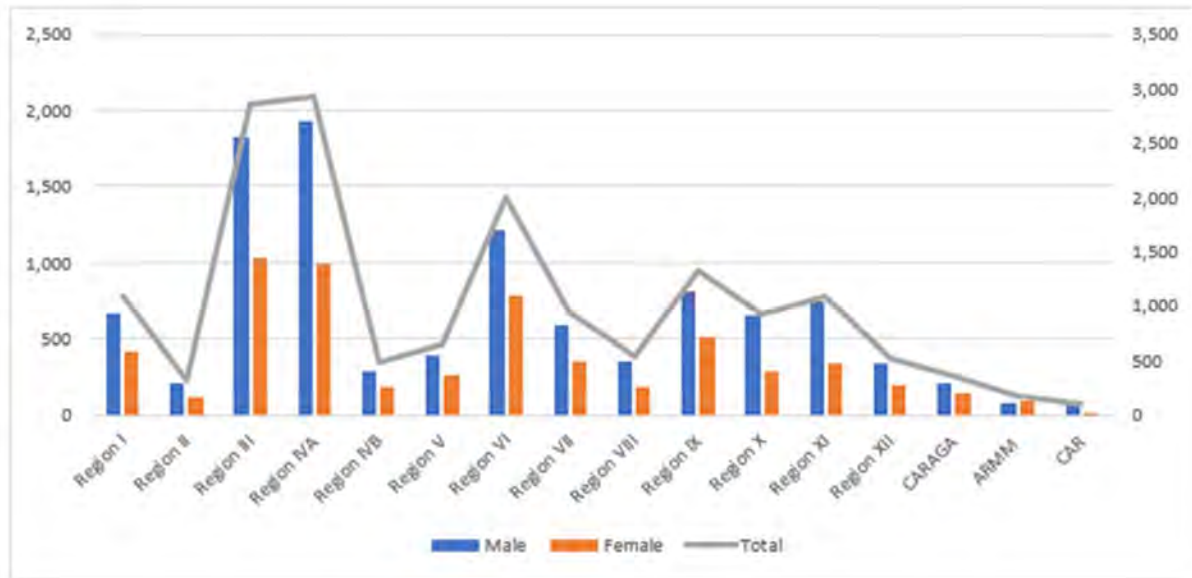
¹⁴⁶ The term comes directly from DepEd data and did not come from the EOPE Study Team

¹⁴⁷ There were no data on learners with exceptionalities recorded in the prior years.

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Figure 64. Change in Number of Learners with Exceptionalities, SY2014-2015 to SY2018-2019



Source: EBEIS (Retrieved April 2019)

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Table 72. Learners with Exceptionalities, SY2014-2015 to SY2018-2019

		SY2014-2015				SY2018-2019			
		Male	Female	Total	%	Male	Female	Total	%
	Total, Philippines	22,255	14,405	36,660	100%	33,934	20,713	54,647	100%
1	I - Ilocos Region	934	605	1,539	4%	1,601	1,022	2,623	5%
2	II - Cagayan Valley	650	449	1,099	3%	856	571	1,427	3%
3	III - Central Luzon	1,984	1,345	3,329	9%	3,806	2,376	6,182	11%
4	IV-A (CALABARZON)	3,560	2,294	5,854	16%	5,491	3,290	8,781	16%
5	IV-B (MIMAROPA)	614	409	1,023	3%	903	600	1,503	3%
6	V - Bicol Region	1,003	681	1,684	5%	1,393	947	2,340	4%
7	VI - Western Visayas	1,569	1,154	2,723	7%	2,784	1,943	4,727	9%
8	VII - Central Visayas	1,759	1,143	2,902	8%	2,342	1,498	3,840	7%
9	VIII - Eastern Visayas	564	374	938	3%	921	561	1,482	3%
10	IX - Zamboanga Peninsula	830	556	1,386	4%	1,645	1,067	2,712	5%
11	X - Northern Mindanao	1,014	704	1,718	5%	1,662	987	2,649	5%
12	XI - Davao Region	1,496	909	2,405	7%	2,234	1,252	3,486	6%
13	XII - SOCCSKSARGEN	530	365	895	2%	866	557	1,423	3%
14	CARAGA	699	484	1,183	3%	915	628	1,543	3%
15	ARMM	46	17	63	0%	131	113	244	0%
16	CAR	324	186	510	1%	405	203	608	1%

Annex W. Rating Scale for Relevance, Effectiveness, Efficiency and Sustainability

In the Inception Report, the EOPE Study Team provided a set of rubrics (a 4-point rating scale) intended to be applied in assessing the 10 BEST Program interventions. The scale was not applied to the Program as a whole because there were other Program interventions that were not included in the EOPE and thus not assessed by the Team.¹⁴⁸

This scale, shown in Table 1, was aligned with the Study's Evaluation Framework (refer to Annex D). For instance, Relevance corresponded to Context, Efficiency to Inputs, and Effectiveness to Process and Products.

Table 1. Rating Scale for Relevance, Effectiveness, Efficiency and Sustainability (REES)

	1	2	3	4
RELEVANCE of Program Interventions	Irrelevant	Less than relevant	Relevant	Highly relevant
	Intended program outcomes were not in line with country development priorities and needs or with corresponding Australian Aid country and corporate strategies.	The intended program outcomes were not or were no longer aligned with country development priorities or they were not or were no longer relevant to Australian Aid country and corporate strategies.	Intended program outcomes were largely aligned with country development priorities and pertinent to Australian Aid country and corporate strategies.	Intended program outcomes were fully aligned with country development priorities and funder's country and corporate strategies. The program results

¹⁴⁸ The Study Team were not asked to look at other Program interventions undertaken by the BEST Program such as the Innovation Fund and the interventions related to the Rationalisation Plan.

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	1	2	3	4
RELEVANCE of Program Interventions	Irrelevant	Less than relevant	Relevant	Highly relevant
	The program design was not technically sound or feasible, which greatly impeded or prevented the attainment of envisaged project outputs and outcomes.	Alternatively, the program design had significant deficiencies that could have been foreseen and that were not addressed quickly enough and, therefore, seriously affected the delivery of targeted outputs and intended outcomes.	The program design was appropriate to help achieve the outcomes. The program results framework was sound, and program design deficiencies, if not significant, were addressed on time during implementation.	framework was sound, and the project design had no deficiencies. In addition, the program design had innovative features, significant demonstration value for other projects, or transformative effects.
Contributions to Outcomes EFFECTIVENESS	Insignificant	Considerable	Significant	Highly Significant
	Majority of the planned program outputs and/or outcomes (more than 80%) did not materialise.	There are major shortcomings in meeting program outcomes and outputs, and achievement was between 40% and 80% (considering changes in scope). Serious issues with safeguards can also be a reason for a	Program outcomes and outputs were substantially achieved (about 80% or more of the targets were fully met or, on average, about 80% or more of each target was met).	Program outcome and output targets were met and some or all were exceeded. There were no issues on the design or implementation of safeguard plans or gender action plans, if any.

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	1	2	3	4
RELEVANCE of Program Interventions	Irrelevant	Less than relevant	Relevant	Highly relevant
		less than effective rating for the project.		
EFFICIENCY	Inefficient	Less than efficient	Efficient	Highly Efficient
	Unit costs were well above sector or industry standards (where credible data are available) Cost overruns or delays are deemed to have reduced the economic benefits of the project to significantly below the opportunity cost	Unit costs were above sector or industry standards (where credible data are available)	Unit costs meet sector or industry standards (where credible data are available)	Unit costs were lower than sector or industry standards (where credible data are available)
	Cost overruns or delays are deemed to have reduced the economic benefits of the project to	Cost overruns or delays are deemed to have reduced the economic benefits of the project to below the opportunity cost	Intended outcomes were achieved within the planned costs or implementation period	Alternatively, intended outcomes were achieved or exceeded with significantly lower costs or within a shorter period than planned

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	1	2	3	4
RELEVANCE of Program Interventions	Irrelevant	Less than relevant	Relevant	Highly relevant
	significantly below the opportunity cost			
SUSTAINABILITY of Program Gains	Unlikely sustainable	Moderate likelihood	High likelihood	Very high likelihood
	Negative program effects have been identified with no mitigating measures in place.	Positive effects are below expectations. Results are uneven across governance levels and continuing results are not fully supported by necessary policies, systems, people and infrastructure.	Positive program effects meet expectations. Substantial demonstration of persistence of results across all governance levels and continuing results are supported by necessary policies, systems, people and infrastructure.	Positive program effects meet expectations. Demonstrated persistence of results across all governance levels and continuing results are supported by necessary policies, systems, people and infrastructure.

Annex X. References

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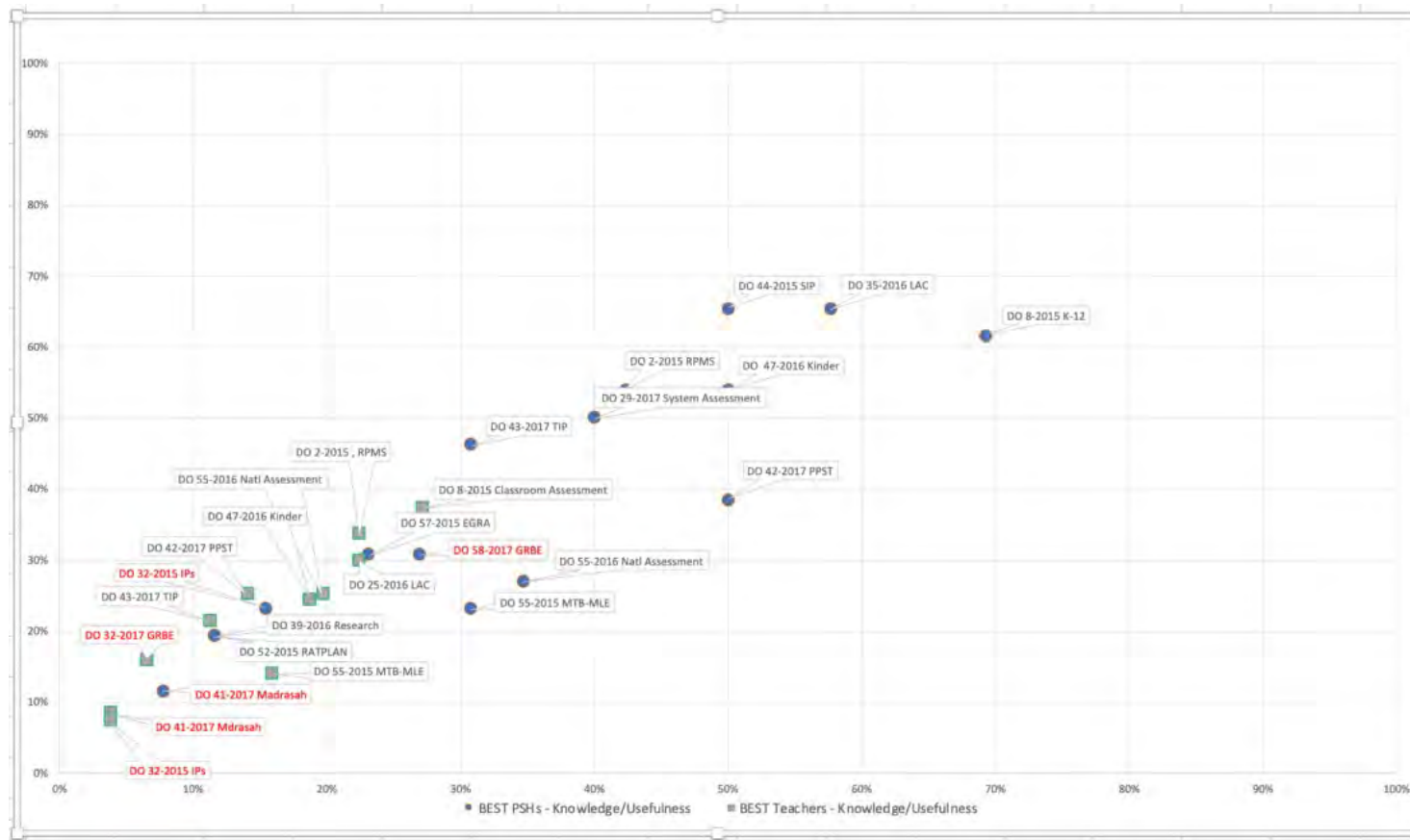
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Annex Y. Perception of PSHs and Teachers on BEST Program-supported DepEd Policies

Figure Y-1. Perceptions of PSHs on Knowledge and Usefulness of Program-supported Policies, 2019

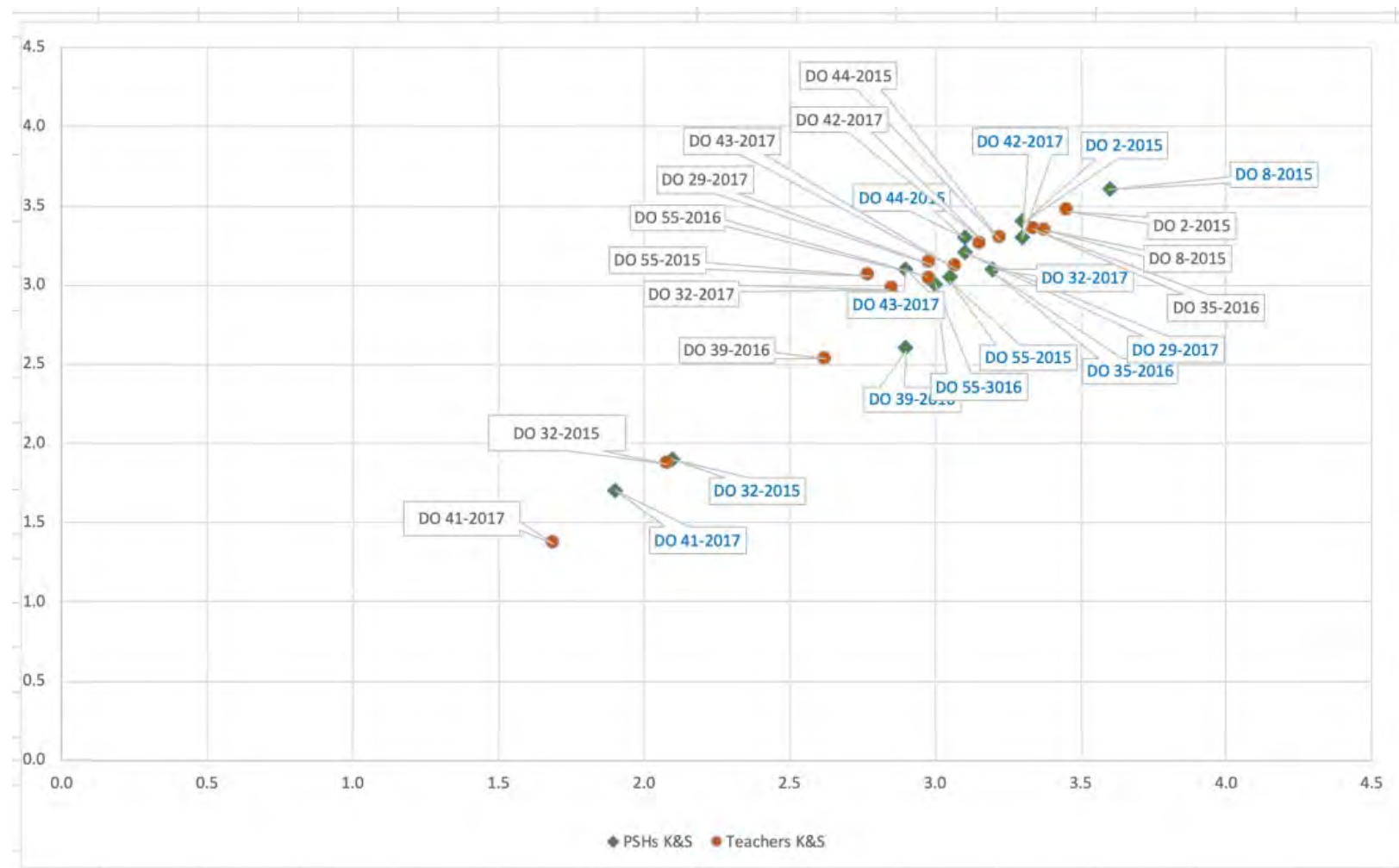


Sourcefile: HERITAGE 201906015 Self Assessment Tools v5

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Figure Y-2. Perceptions of PSHs on Knowledge and Usefulness of Program-supported Policies, 2020



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SAT ENCODED RESULTS PSHs

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Departmental Orders	
1.	DO No. 35, s. 2016 on "The Learning Action Cell as a K to 12 Basic Education Program School-Based Continuing professional Development Strategy for the Improvement of Teaching and Learning"
2.	DO No. 55, s. 2015 on the "Utilisation of Language Mapping Data for Mother Tongue-Based Multilingual Education (MTB-MLE) Program Implementation"
3.	DO No. 39, s. 2016 on the "Adoption of the Basic Education Research Agenda"
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5.	DO No. 2, s. 2015 "Guidelines on the Establishment and Implementation of the Results-Based Performance Management System (RPMS) in the Department of Education"
6.	DO No. 8 S. 2015 on the "Policy Guidelines on Classroom Assessment for the K to 12 Basic Education Program"
7.	DO No. 55, s. 2016 on the "Policy Guidelines on the National Assessment of Student Learning for the K to 12 Basic Education Program"
8.	DO No. 29, s. 2017 on the "Policy Guidelines on System Assessment in the K to 12 Basic Education Program"
9.	DO No. 43, s. 2017 on the "Teacher Induction Program Policy"
10.	DO 44, s. 2015 on the "Guidelines on the Enhanced School Improvement Planning (SIP) Process and the School Report Card (SRC)"
11.	DEPED Order No. 32 s. 2017 on Gender-Responsive Basic Education Policy
12.	DO No. 41, s. 2017 on the "Policy Guidelines on Madrasah Education in the K to 12 Basic Education Program"
13.	DO No. 32, s. 2015 on "Adopting the Indigenous Peoples Education Curriculum Framework"

Annex Z. Composition of Evaluation Team

Core Team

Lead Consultant	Juan Miguel M. Luz
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