

Philippines-Australia Development Cooperation Program

**MUSLIM AND INDIGENOUS PEOPLES EDUCATION PROGRAM**

# **DESIGN DOCUMENT**

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| <b>ABBREVIATIONS AND ACRONYMS</b> |  |
|-----------------------------------|--|
| ADSDPP                            | Ancestral Domain Sustainable Development and Protection Plan               |
| A & E                             | Accreditation and Equivalency  |
| ADB                               | Asian Development Bank   |
| ALIVE                             | Arabic Language and Islamic Values Education                               |
| ALS                               | Alternative Learning System  |
| ARMM                              | Autonomous Region of Muslim Mindanao                                       |
| ATEP                              | Accelerated Teacher Training Program                                       |
| AusAID                            | Australian Agency for International Development                            |
| BALS                              | Bureau of Alternative Learning System                                      |
| BEC                               | Basic Education Curriculum   |
| BEAM                              | Basic Education Assistance for Mindanao                                    |
| BEIS                              | Basic Education Information System   |
| BESRA                             | Basic Education Sector Reform Agenda                                       |
| BSE                               | Bureau of Secondary Education  |
| BOT                               | Build-Operate-Transfer Scheme  |
| CAR                               | Cordillera Administrative Region   |
| CEDAW                             | Convention on the Elimination of All Forms of Discrimination against Women |
| CO                                | Central Office   |
| DAC                               | Development Assistance Committee (of the OECD)                             |
| DepED                             | Department of Education of the Philippines                                 |
| OPS                               | Office of Planning Services  |
| ECCD                              | Early Childhood Care and Development                                       |
| ECIP                              | Episcopal Commission on Indigenous Peoples                                 |
| EDPITAF                           | Educational Development Projects Implementing Task Force                   |
| EDCOM                             | Congressional Commission on Education                                      |
| EFA                               | Education for All  |
| FAME                              | Fund for Assistance to Muslim Education                                    |
| FLEMMS                            | Functional Literacy, Education and Mass Media Survey                       |
| FPIC                              | Free, Prior and Informed Consent   |
| GAA                               | General Appropriations Act   |
| GoA                               | Government of Australia  |
| GoP                               | Government of the Philippines  |
| HDI                               | Human Development Index  |
| GDI                               | Gender related Development Index   |
| GDP                               | Gross Domestic Product   |
| GEM                               | Gender Empowerment Measures  |
| GPI                               | Gender Poverty Inclusive   |
| ICC                               | Indigenous Cultural Community  |
| IIPE                              | Institute for Indigenous People's Education                                |
| IKSPs                             | Indigenous Knowledge Systems and Practices                                 |
| ILO                               | International Labour Organization  |
| IPEA                              | Indigenous Peoples' Education Assistance, Inc.                             |
| IPs                               | Indigenous Peoples   |
| IPEC                              | International Programme on the Elimination of Child Labour within ILO      |
| KPI                               | Key Performance Indicator  |
| KRT                               | Key Result Thrust  |
| LET                               | Licensure Examination for Teacher  |
| LGU                               | Local Government Unit  |
| MC                                | Managing Contractor  |
| MDG                               | Millennium Development Goals   |

| <b>ABBREVIATIONS AND ACRONYMS</b> |  |
|-----------------------------------|--|
| M&E                               | Monitoring and Evaluation                                |
| M/F                               | Male/Female  |
| MTEF                              | Medium Term Expenditure Framework                        |
| MTPDP                             | the Government's Medium-Term Philippine Development Plan |
| NAT                               | National Achievement Test                                |
| NCMF                              | National Commission on Muslim Filipinos                  |
| NCRFW                             | National Commission on the Role of Filipino Women        |
| NCIP                              | National Commission of Indigenous People                 |
| NEAT                              | National Elementary Achievement Test                     |
| NEDA                              | National Economic and Development Agency                 |
| NER                               | Net Enrolment Ratio                                      |
| NGO                               | Non Government Organizations                             |
| NPSBE                             | National Program Support for Basic Education             |
| NSAT                              | National Secondary Achievement Test                      |
| NSCB                              | Philippines National Statistics Coordination Board       |
| NSO                               | National Statistic Office                                |
| OFW                               | Overseas Filipino Workers                                |
| OECD                              | Organisation for Economic Cooperation and Development    |
| OMA                               | Office for Muslim Affairs                                |
| PEPT                              | Philippine Equivalency Placement Test                    |
| PIU                               | Project Implementing Unit                                |
| PWD                               | Persons with Disability                                  |
| SBM                               | School-Based Management                                  |
| SC                                | Steering Committee                                       |
| SIP                               | School Improvement Plan                                  |
| SPED                              | Special Education  |
| SPHERE                            | Support for Philippine Basic Education Reforms           |
| SFI                               | School First Initiatives                                 |
| STRIVE                            | Strengthening Implementation of Visayas Education        |
| TA                                | Technical Assistance                                     |
| TCT                               | Technical Coordination Team                              |
| TEEP                              | Third Elementary Education Project                       |
| TESDA                             | Technical Education Skills Development Authority         |
| TVET                              | Technical and Vocational Education and Training          |
| TWG                               | Technical Working Group (for IPs and Muslim Education)   |
| UNDP                              | United Nations Development Program                       |
| USAID                             | United States Agency for International Development       |
| UNICEF                            | United Nations International Children's Education Fund   |
| WB                                | World Bank   |
| WHO                               | World Health Organization                                |

## Executive Summary

1. For a decade, from 1993 to 2003, the education sector in the Philippines suffered from low financial and human investment in infrastructure, curriculum reform, materials development and teacher pre-service and in-service training. This resulted in a period of deteriorating education achievement and declining numbers of children starting and staying in school. This decline was most marked in the poorest parts of the country and amongst the marginalised groups, mainly the Muslim and IP communities. Recognising the serious social and economic consequences of this decline the GoP have committed to achieving the Millennium Development Goals (MDGs) and the Education for All (EFA) targets.
2. Through the National Medium Term Development Plan (2004 – 10) the Department of Education (DepED) will focus on 5 key reform thrusts (KRTs):
  - 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
  - KRT 5. Change institutional culture of DepED to better support these key reform thrusts.
3. These KRTs form the core of DepED strategic Basic Education Sector Reform Agenda (BESRA) which is being implemented with the support of government, donors, non government organization (NGO), Local Government Units and the private sector. In order to help developing the strategic programs, support implementation and monitor progress, DepED have constituted a number of Technical Working Groups including for school based management, competency based teacher development, quality assurance and accountability, learning materials and most recently for Muslim and indigenous people's education.
4. The Australian Agency for International Development (AusAID) Country Assistance Strategy has a focus on supporting primary education with particular emphasis on the poorest communities and on ensuring gender equity. The AusAID education program is aligned with BESRA and complements Government, development partner, private sector and other partner initiatives. AusAID assistance to the BESRA implementation is through (a) World bank administered Trust Fund covering selected system changes and capacity building at the Central Office (CO), Technical Assistance (TA) for the Technical Working Groups (TWGs), learning materials and access, (b) an incentive program covering public finance reform and human resource management, (c) a project in the Visayas Regions that supports the Region and Division offices to implement BESRA with a view to scaling up nationally the experiences, and (d) Basic Education Assistance for Mindanao (BEAM).
5. The BEAM project implemented and piloted innovative approaches to service delivery in Mindanao for the past 8 years and made major contributions to the reform agenda. The program had a particular focus on the concerns of the Muslim and IP communities in the past 3 years and developed several specific support activities including teacher development programs in Muslim values and Arabic language, developing specific learning materials, Access programs for distant communities and IP cultural centres. The BEAM project was completed in November 2009 and did not have the time nor the resources to scale up the programs nationwide. The TWG for Muslim and IP education has prepared a detailed 'Road Map' for a Muslim education as a part of the overall GoP education system which needs to be further developed and implemented. For IP education the TWG is in the early stages of preparing policy and thinking through the strategic plan.

6. In order to gain a better insight into the education challenges facing the Muslim and IP groups and particularly the poverty and gender factors, the design team prepared specific background papers which provide basic statistical data, a historical context, the policy and regulatory framework, current strategies being pursued and the challenges faced by these groups. Many of the challenges are broadly similar although the responses need to be specific to the different communities:
  - (1) poor quality baseline data and other information on the status of groups with respect to their access to quality basic education and what are their actual and perceived needs;
  - (2) need for a culturally appropriate integrated system of education relevant to needs, conditions and aspirations;
  - (3) Access to basic education opportunities, post basic opportunity and relevant skills development for the labour market;
  - (4) lack of adequately/ relevantly trained teachers, and materials support, including books and references;
  - (5) recognition/ accreditation and support to private schools;
  - (6) generally poorer education performance among boys;
  - (7) increased vulnerability of women and girls in Mindanao due to insecurity and as they access overseas labour markets without legal documents and protection;
  - (8) girls and boys from poor families face cost constraints accessing education despite not having to pay school fees - costs of transportation, school uniforms and other incidental costs such as food, as well as opportunity costs for helping the family to carry out domestic related activities and income generation activities;
  - (9) school managers still lack understanding on monitoring and evaluation that is used to record gender information connected with SBM.
  
7. These concerns are all consistent with BESRA response. However, the current focus of DepED is on national responses and the human and financial resource constraints make the specific focus needed to address the challenges of Muslim and IP education needs difficult to meet. There is a danger that waiting will further alienate the minority communities and leave them even further behind in economic opportunities - the momentum gained under BEAM and other initiatives will be lost. AusAID and DepED have agreed that a sharply focussed program would help consolidate the unique linguistic, cultural and religious identity of Muslim and IP communities within the overall education framework and fast track educational quality and access improvements. This program is aligned with GoP policy, complements and builds on current experience and is harmonised with other donor partner inputs.
  
8. GoP and AusAID are proposing a flexible response to the specific challenges for the Muslim and IP communities through a program of activities to be funded by a grant of A\$20 million over 3.4 years, to be delivered through a financing Program ('the Program').
  
9. The **goal** of the financing Program is:
  - *Improved equitable access to and quality of education for boys and girls in disadvantaged IP and Muslim communities*
  
10. The **objective** of the financing Program is:
  - *To allow GOP/DepED to provide better access to an appropriate, policy driven, sustainable and quality education for boys and girls in Muslim and IP communities, stimulating a community led demand for education services.*
  
11. The Program will have three elements:
  - 1: Indigenous Peoples Education; and
  - 2: Madrasah Education.
  - 3: Management and monitoring capacity building

12. The Program will:

- a. Stimulate the demand side from the schools and communities by providing multi year school grants to support the school improvement plans (SIP); grants will be managed by the schools and communities, procurement will follow GoP procurement guidelines and accounting will be in accordance with the simplified manuals for school financing prepared by DepED.
- b. In order to stimulate the demand side and to make sure that it is embedded in the community, the program will build the capacity of the community, the school and other partners to identify key responsibilities and activities that will improve access, reduce drop-out and develop the quality of a relevant curriculum. These activities are:
  - Advocacy and communication on education policies, rights/ responsibilities and shared understanding of education benefits
  - Provision of TA support for communities to develop their SIPs
  - Guidance from TA on language policy, incorporating indigenous languages in the curriculum and providing for relevant materials
  - Develop and strengthen linkages between the community, the local school boards and the LGUs
  - Knowledge and capacity building of Regional and Divisional staff to understand community demands
  - Specific demand side work for IP communities on information gathering and consultation for curriculum development and interventions
  - Specific demand side advocacy work for Muslim communities to agree on modalities for mainstreaming and interventions
  - Taking a holistic view of service delivery to include encouraging demand for associated activities in health, water and sanitation to encompass the community as a whole

These activities will recognise ethnolinguistic, cultural, gender equity, disability mainstreaming, socio-economic and political factors affecting Muslims and IPs where appropriate.

- c. Support the supply side framework and response which may include (not exhaustively) the following
  - IP policy, strategy and implementation plans
  - IP curriculum, teacher guides and student learning materials developed and distributed
  - Teachers pre-service and in-service programs delivered on use of IP curriculum and materials
  - Access programs established in selected IP communities, including for out-of-school youth
  - Establish Regional IP education centers and community center networks
  - Madrasah Curriculum and learning materials developed & distributed
  - Teacher pre-service and in-service programs delivered for Arabic Language and Islamic Values Education (ALIVE)
  - Madari mainstreaming supported, including Asatidz training
  - Out of school youth learning/training programs supported
  - Access programs
- d. Build the capacity of DepED staff to manage monitor and evaluate the programs

13. The monitoring and evaluation framework has been designed to answer the following questions:
  - Are learning outcomes and access to quality basic education improving in targeted IP and Muslim communities? Are they improving as fast as anticipated? What is the unit cost of improvement and is this a) viable for replication b) value for money (compared with non program targets – i.e. attribution)?
  - What is not working well, why, and what needs to be changed/modified?
  - Are successful initiatives being sustained and replicated (can they be from a cost point of view)?
  - Are the most disadvantaged communities and community members being effectively targeted, and are gender and disability issues being effectively addressed?
  - Is the Program effectively supporting DepED and other stakeholders to improve learning outcomes in targeted IP and Muslim communities?
14. A continuation of the design process and first actions under the Program will be to collect and detail the education, gender and disability baseline data for the national, Regional, Divisional and school levels.
15. Agreement on the work plans and overall monitoring of the Program outcomes will take place as a part of the semi annual BESRA Review process. Outcomes for the national and Regional levels have been specified but need to be agreed for Division and school level. The M&E plan will be developed during the first six months of the Program implementation. It will involve consultation with GoP and beneficiaries and will specify the accountability network, the capacity needed for implementing this. The M&E framework will be field tested in the initial implementation stage providing a feedback mechanism to address its sustainability.
16. The Program will be managed by a Managing Contractor (MC) with a base in DepED Central Office. The MC will be contracted through an open tender by AusAID. The MC will work with the Muslim and IP TWG, Office of Planning Services and Bureaus of Basic, Secondary and Alternative Learning Services as well as agencies such as the National Educator's Academy of the Philippines, to prepare annual plans to expand the supply side of the program. The MC will recruit TA with the required language and cultural backgrounds to support the schools prepare and implement School Improvement Plans, Divisions support and respond to the school planning and Regions identify the inputs needed. Procurement and grant accounting will follow GoP guidelines with Program level accounts prepared for AusAID.
17. The Program design has a specific focus on ensuring equity. Gender and disability awareness must go well beyond simply detailing data. Specific program activities will be designed to meet and remove obstacles to a universally inclusive education.
18. The risk analysis suggests that all risks are manageable. The AusAID Manila anti-corruption policy and action plan will be used ex ante during the preparation of all annual plans and as an ex post evaluation tool.
19. An initial cost projection (to be reviewed regularly) allocates 25% of resources to Muslim education, 50% to IP education and the remaining 25% to management support including long term personnel cost, office equipment, materials and supplies, travel, and workshops and a short term unallocated pool for design support. Apart from specific short term international expertise, the Program may be managed and staffed with Philippine nationals.

## **1. Program statement**

This document describes the rationale and implementation mechanisms for a financing Program to support improvements in access to and the quality of education for identified groups of boys and girls who have been marginalised in the past and who can benefit from specific targeted activity; these groups are primarily from the Muslim community and IPs of the Philippines. The program would be nationwide except for Autonomous Region of Muslim Mindanao (ARMM) and would focus on the poorest groups who can be identified from national statistics. Majority of these groups are in the Southern Philippines and particularly in Mindanao. AusAID are designing a separate but complementary program for ARMM.

The financing Program will focus on support to both the Muslim and IP communities, however, as is shown in the detailed situation analysis for each group that was undertaken for this design (Annexes 1,2 and 3), the needs of Muslims and IP are not necessarily the same. The financing Program will respond to the different demands.

The financing Program will support activities that stimulate the demand for a quality education, will provide grants to schools so they can procure goods and services and will support the supply side responses (learning materials, curriculum adjustment, teacher development etc.) through grants to Regions and programs in DepED Central Office. It will also provide grants to Regions to respond to the needs of out of school youth through the Alternative Learning Schemes (ALS) and to remote communities.

A range of activities will be developed by DepED and coordinated through a managing contractor and funded from the financing Program – in the Design Document we refer to the range of activities and the financing as the Program.

## **2. Analysis and Strategic Context**

### **2.1 Country and Sector issues**

The Government of the Philippines is committed to the Education for All (EFA) targets and to achieving the Millennium Development Goals (MDG). In addition it is a signatory to the Paris and Accra agendas for improved aid effectiveness. Nevertheless there are concerns that the education targets will not be met and in particular for groups that have traditionally had less access to a quality education, notably those in the Southern part of the country and from the Muslim and the indigenous people's communities (see the 2009 EFA Global Monitoring Report)<sup>1</sup>.

Between 1991 and 2003 there was a serious decline in the quality and access to basic, secondary and tertiary education caused by low investment, a poor policy environment and exacerbated by the Asian economic crisis. The last five years have shown some improvements with greater investment and with dropout rates falling and achievement results improving slightly, nevertheless net enrolment continues to decline. The situation amongst the poorest Regions remains of considerable concern with enrolment and achievement less than half that of some of the wealthier Regions.

The Medium-Term Philippine Development Plan (MTPDP) 2004–2010 noted the deterioration of the quality of Philippine basic education and outlined five key reform policy directions:

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<sup>1</sup> <http://www.unesco.org/en/education/efareport/reports/2009-governance/>

- 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
- KRT 5. Change institutional culture of DepED to better support these key reform thrusts.

DepED, working with key partners developed the policy objectives into a strategic reform agenda (Basic Education Sector Reform Agenda 2005 -2010 BESRA). Main elements of the reform are to develop school based management (SBM) with school based fiscal autonomy, principal led classroom construction involving the Local Government Units and the community, relevant learning materials, to improve teacher quality through a National Competency Based Standards, improved pre-service teacher training and an improved curriculum. DepED and partners have been focussing on integrating good practice and lessons from a number of discrete projects into national programs. Rolling out the reforms nationwide has proved complex and has taken longer than expected.

In order to facilitate BESRA implementation a number of Technical Working Groups have been constituted (and supported by external TA) that provide a focus for specific elements of the reform – SBM, teacher development, resource management, quality assurance and most recently a Muslim and IP affairs TWG under the leadership of an Undersecretary in DepED. The policy and strategic directions for an inclusive approach to Muslim and IP education are in the process of development.

The previous Australian Government 2007 policy *Better Education: A Policy for Australian Development Assistance in Education* aims to give increased numbers of girls and boys in the Asia-Pacific region a better quality education by focusing on two priority areas: improving the functioning of national education systems and; improving the quality and relevance of education. These two policy drives are taken up in the *Philippines-Australia Development Assistance Strategy 2007-2011* (the Country Strategy) which features Basic Education as one of its three focus pillars. The Country strategy also highlights gender policy concerns and anti-corruption issues.<sup>2</sup> More recently AusAID Philippines has embarked on the development of a Policy and Strategic Engagement Plan for Mindanao. This recognises the particular poverty concerns of the Southern Philippines which are both a result of and contributors to the insecurity in the Region. Of note for the current initiative is the recognition of the ARMM as a separate Region, AusAID is currently working on the design of an education program for ARMM that will complement the Muslim and IP program.

Australia is directly supporting the National Reform Agenda in partnership with the World Bank through an A\$41 million trust fund commitment (2007 – 11 and managed by the World Bank). Through other initiatives AusAID supports the reform of structural and public finance management (incentive program), the piloting of innovative reform activities so that they can be built into national programs (BEAM and STRIVE) and early childhood (UNICEF). AusAID has actively pursued the promotion of harmonisation with partners and Government including co-chairing with the Department of Education (DepED) the Education Sub-working Group of the Philippine Development Forum, undertaking joint missions with the World Bank and DepED in the implementation review of BESRA, and sharing analysis and information in these activities with development partners.

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<sup>2</sup> See also Asian Development Bank, “Paradox and Promise, a Joint Country Gender Assessment, 2008.

## Sectoral analysis

As a part of the design process, specific analytical reports have been prepared on Muslim, IP and Gender/ conflict

### *Indigenous Peoples*

**Background.** Since the time of the Spanish colonization in 1521, IPs have been excluded from and marginalized in Philippine society through social discrimination, economic marginalization, political disenfranchisement and cultural displacement. The lack of reliable official data on IP population and location has been a basic issue to their exclusion and has placed them in a disadvantageous position to access basic social services. The National Commission on Indigenous Peoples (NCIP established in 1997) estimated the IP population at 11,978,010 in 1996, or about 17% of total Philippines population coming from 110 ethno linguistic groups and sub-groups. 61% of IPs come from the poorest Mindanao provinces. Poverty and lack of basic educational services have served to exacerbate marginalization. When compared to the national averages, IPs have poorer and a declining educational performance - lower literacy, survival, participation and achievement rates, higher dropout rates, etc. Data shows that many IPs fail to complete formal education due to the high opportunity costs, and time and effort needed to invest in an education which has a minimal relevance to their lives. The problems of accessibility, physical hazards due to terrain, problems of instructional language further exacerbate problems and increase social discrimination.

**Policy and Regulatory Context.** Legislation has progressively moved to place IP on an equal footing with mainstream society. The regulatory frameworks accord recognition to IP under the 1973 Constitution as cultural communities, as Indigenous Cultural Communities under the 1987 Constitution and as Indigenous Cultural Communities (ICCs)/ IPs under the Indigenous Peoples Rights Act of 1997. These laws recognize their human rights in a framework of national unity and development. Despite the regulatory framework, the practical result has failed to accrue. The Tagum Declaration is a multi-stakeholder agreement among delegates to Mindanao Forum on IP Education and Learning Systems in 2005 that sought to promote quality and culture-sensitive education among IPs. It called on government to immediately ratify the International Labor Organization (ILO) Convention # 169 (adopting new international standards on Indigenous and Tribal Peoples) and other actions meant to promote education and natural resource including land rights among IPs.<sup>3</sup> During the 2nd International Decade of the World's IP in 2005, Philippine IPs have adopted culturally appropriate education concerns in the National Program of Action. The DepED TWG on Muslim and IP Education (established in 2007 for Muslim and expanded to include IP in 2008) spearheads the move to a culturally integrated education for IPs. The TWG's Draft Education Plan for 2008-11 focused on mainstreaming IP concerns and preservation of IP cultures.

**Current Strategy.** There is ongoing effort led by the TWG on Muslim IP to develop the National Policy Framework for IP Education and a Roadmap for Basic IP Education based on principles of a culturally sensitive, appropriate, holistic and relevant education. Using these principles, the Draft Education Plan aims to improve access to and equity in education; ensuring quality through

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<sup>3</sup> The following DepEd orders relate to Indigenous Peoples: DepEd Order No. 42 s 2004: Permit to Operate Primary Schools for IPs and Cultural Communities; No: 437 s 2007: IP Week Celebration; No. 283 s 2005 or the 2005 IP Month Celebration.

development of a national IP curriculum framework, prepare culturally appropriate instructional materials and learning strategies, improve and make relevant teacher education (in-service and pre-service) and develop a research agenda; facilitate participation of private schools, ensure (resource) sustainability of programs, ongoing policy formulation and relevant technical assistance. To address cultural mapping, the National Census for 2010 has developed a common census instrument for IPs used in titling and delineation of their ancestral domains.

**Challenges.** In order to realise the broad IP aspirations and the specific education goals, the study identified the following challenges:

- (1) poor quality baseline data and other information on the status of IPs/ ICCs with respect to their access to quality basic education and what are their actual and perceived needs;
- (2) need for a culturally appropriate integrated system of education for IPs relevant to their needs, conditions and aspirations;
- (3) Access to basic education opportunities, post basic opportunity and relevant skills development for the labour market
- (4) adequately/ relevantly trained teachers, and materials support, including books and references for IP education;
- (5) recognition/ accreditation and support to private schools for IPs established and managed by IP organizations, NGOs/ foundations, faith-based institutions or private companies.

### **Muslim communities and Madrasah Education**

**Background.** Muslims or “Moros” in the Philippines are officially classified into 8 major ethnic tribes and 8 minor groups. The NSO 2000 census estimated Muslim Filipino population at 3,825,204 or 5% of total population. The Office of Muslim Affairs estimates the current Muslim population at 12 million using growth rate projections. 2.1 million or 59% of Muslims are concentrated in Mindanao, in Regions 9, 10, 11, 12 and the Autonomous Region of Muslim Mindanao (ARMM). Other Muslims are found in all other regions in the country. Taking ARMM as proxy for Muslim areas, education indicators in Muslim areas are alarming. The overall participation rate of Mindanao schools is recorded at 94% for the elementary and 54% for the secondary level. In the ARMM where majority of population are Muslims as mentioned above, the participation rate is 78% and 42% respectively. Cohort survival rate in elementary is at 31.5% in ARMM against a national average of 71.84% (SY 2003-2004) and in high school at 13% compared to 41% national average. Among the 16 regions, the percentage of out of school Filipino children and youth is the highest in ARMM at 23.1% against a national average of 14.2% in 2002. Simple literacy rate in ARMM is also lowest in the country at 70.2% versus national average at 84.10% in 2003. Functional non-literates make up 37.1% of ARMM population. The key factors inhibiting Muslim education are high cost of education, lack of interest as public schools are not Islamic-friendly, lack of support from parents due to high poverty incidence, low quality of schools, the distance of schools from home, and demands of community life exacerbated by abject poverty.

**Policy and Regulatory Context.** The Education chapter (18) of the Medium Term Philippine Development Plan (MDTP) for 2004-2010 calls for the strengthening of Madrasah education through development of Muslim-appropriate curriculum with relevant instructional materials, Madaris teacher training including English language skills improvement, and a catch up plan for Madari students to have active participation in social development. The MTPDP regards Madrasah Education not only as affirmative action for Muslim Filipinos but as a peace building strategy for national unity in diversity. DepED has organized the IP and Muslim Education TWG to spearhead efforts in support of Muslim education.

**Current Strategy.** DepED has drafted the Roadmap for Upgrading Muslim Basic Education : A Comprehensive Program for the Educational Development of Filipino in support of achieving the MTPDP education goals and the President’s Mindanao *Natin* (Our Mindanao) Agenda and some relevant provisions of the GRP-MNLF Peace Agreement. The Roadmap has three major components: (1) Madrasah Education Program for Public Schools; (2) assistance to Private Madaris; and (3) ALIVE for Muslim OSY and Adults. In component 1, DepED has issued Order 51, s.2004 (Standard Curriculum for Elementary Public Schools and Private Madaris) that is aimed to facilitate transfer of students from private Madrasah to public schools and vice-versa. In an effort by DepED to mainstream Muslim Basic Education into the national system, two major activities for the private Madrasah were designed: (a) financial assistance to private Madaris (DepED order 81 s.2007 and IRR under DepED Order 18 s. 2008) where pupil-recipients are entitled to PhP5,000 each with the lump sum for each participating school for payment of teacher salaries and school Program improvement; and (b) basic education curriculum in private Madaris – so Muslim students are not only taught Islamic theology but secular subjects as well so graduates have equal opportunity to compete in job markets. These activities were supported by the Australian funded BEAM program with financial and technical assistance, through its ALIVE, modules on Learning Enhancement Program and Accelerated Teacher Education Program (ATEP). BEAM identified and supported pilot Madaris in Regions 11, 12 and ARMM, in the preparation of their Madrasah Improvement Plan, Asatidz trainings, and soft assistance for school facilities; and (c) ALIVE – ALIVE in ALS thru the Bureau of Alternative Learning System (BALS) to provide basic literacy programs to Muslim illiterates and continuing education to drop-outs, ALIVE in Technical and Vocational Education and Training (TVET) with Technical Education Skills Development Authority (TESDA) to provide skills training to Muslim OSYs and adults, and ALIVE with entrepreneurship that is still to be developed with partner organizations.

**Challenges.** The following challenges have been identified:

- (1) inadequate data on the Muslim population disaggregated by sex;
- (2) low education performance for Muslims – particularly high drop out rates among boys;
- (3) further strengthening of the implementation of the Standard Madrasah Curriculum;
- (4) further work on identifying methods for the Muslim population to acquire the kind of education that will nurture their faith as Muslims;
- (5) addressing the factors affecting attendance of Muslim students in public schools;
- (6) the lack of qualified asatidz to teach in the private Madaris and in the public schools;
- (7) inadequate materials that promote democracy, culturally appropriate and gender sensitive education;
- (8) inadequate classrooms, chairs, tables and lack of basic facilities of a school particularly water and sanitation.

### **Equity, Gender and Poverty**

**Background.** In the Philippines, the most disadvantaged groups are the poor who have been identified as, IPs, the Muslims, women and children who are in conflict-affected areas, child laborers, female migrant workers, rural people in general and persons with special needs. Gender concerns cut across the disadvantaged groups often affecting females more severely than males. When families are poor, women often suffer disproportionately as they are the last person to eat after everyone else has eaten. Women are further marginalized in land titling where the percentage of women holding land titles is less than the national average of 31%. Muslim women are also bound by the Code of Muslim Personal Laws accepting polygamous, early and pre-arranged marriages, and absence from decision making processes. In conflict or fragile situations, women and children are most vulnerable to sexual abuse, hunger and physical dislocation and their participation in peace process is minimal. More women have entered the labor force in the formal and informal sectors

and as overseas Filipino workers (OFW) as a consequence of the financial crisis in the late 1990s. As workers, women OFWs are more vulnerable to economic, social and sexual exploitation. The unstable peace situation in Mindanao has prompted hundreds of thousands to enter overseas employment, many illegally to Malaysia, where women are vulnerable and exposed to trafficking and sexual abuse. Among IP populations found in the poorest provinces, women and children are found to have the highest nutritional deficiency along with low levels of education, homelessness and limited income opportunities. Official NSO estimate of persons with disabilities is put at 942,000 (or 1.2% of total population) of which there are more males than females. These data however are considered unreliable. The World Health Organization (WHO) estimates that the figure of Persons with Disabilities (PWD) make up about 10% of any given population and its study showed that 90% of Filipino disabled are unable to complete schooling due to access, and other barriers to PWDs that go beyond infrastructure (i.e. many schools do not know how to include PWDs) that discourage them from schooling.

**Education issues.** The 2003 Functional Literacy, Education and Mass Media Survey released by the National Statistics Office (NSO) showed that females registered higher functional literacy rate (86.3%) than males (81.9%). Nationally, no significant gender difference in literacy was found. While the general population enjoyed a 95.1% rate in literacy in 2001, some regions experience gender disparities and low literacy rates. ARMM, for instance, has the country's lowest functional literacy rate at 62.9% and, in contrast to the national average, the functional literacy rate in ARMM is slightly higher for men at 63.6% compared to women at 62.1%. The participation of girls in elementary education was 90.1% while boys' participation rate was 89.33% in 2001-2002.<sup>4</sup> In addition, as female cohort survival rate exceeded that of males, consequently, female participation rate in high school also exceeded that of males (63.53% vs. 53.65%). There was also a gender gap in achievement levels in favor of girls as shown by the performance of cohorts in the National Achievement Test (NAT). Test results, disaggregated by sex, show that the female advantage widened as the children moved up to higher grades in primary school. Even while the Philippines has ranked well in the Gender Development Index and Gender Empowerment Measure where women are given rightful role and places in society, it continues to be off-track in MDG targets to primary education, maternal mortality ratio, and access to reproductive health care.

**Policy and Regulatory Context.** The MTPDP 2004-2010, the country's National Education for All and MDG all accord high priority to universal primary education, acquisition of basic competencies and the elimination of gender disparities at the primary and secondary levels in the case of the MDG. Rationalization initiatives have been introduced in Governance of Basic Education Act (RA 9155) towards decentralization and were refined into sector-wide strategies under the Schools First Initiative that empowers local communities for school improvement; this was later supplemented by the BESRA. DepED Order no. 51 s. 2004 (Standard Curriculum for Public Schools and Private Madaris) has facilitated improvement in access and quality of education in Muslim Mindanao through mainstreaming ALIVE into public school and integrate secular courses into private Madaris. It also facilitates resources for school improvement and capacity building for eligible schools and addresses professional teacher education through the ATEP and aims to establish Islamic Institute for Teacher Education. Through EO 356 issued in 2004, the DepED established Alternative Learning System (ALS) targeted to 4 million illiterate Filipinos and 16 million Filipinos aged over 16 who have not finished basic elementary/ high school education. The curriculum established by the Bureau of Non-Formal Education received the Norma Literacy Prize for Accreditation and

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<sup>4</sup> United Nations Development Programme (UNDP), Second MDG Midterm progress report, 2007.

Equivalency System for pioneering non-formal alternative learning system to formal schooling and appreciated by various donor organizations on various merits including monitoring and evaluation (M&E) and targeting. Meanwhile, the National Policy Framework for IP Education and a Roadmap for Basic IP Education is being developed as spearheaded by the TWG on Muslim and IP for a culturally sensitive, appropriate, holistic and relevant education. Gender issues remain to be embedded in the initiatives of the TWG which are: (1) gender equality at the implementation level; (2) gender concerns in the reform process and monitoring; (3) the effectiveness in promoting gendered equitable access and quality basic education to Muslims and IPs in remote areas; (4) who is the responsible person identified to facilitate and monitor process of gender mainstreaming; (5) the efficacy in budgeting for access and quality with focus on pro-poor budgeting whereby gender concerns are taken into consideration.

**Challenges.** The following challenges have been identified:

- (1) generally poorer education performance indicators among boys as compared to girls in the Philippines;
- (2) increased vulnerability of women and girls in Mindanao and conflict affected areas due to accessing overseas labour market without legal documents and protection;
- (3) girls and boys from poor families facing difficulty accessing education despite not having to pay school fees. The significant inhibiting factors for their education include costs of transportation, school uniforms and other incidental costs such as food, as well as opportunity costs for helping the family to carry on domestic related activities and income generation activities; and
- (4) school managers still lack understanding on how the monitoring and evaluation framework is used to record gender equality information connected with SBM.

## **2.2 Problem analysis**

The sectoral analysis in Section 2.1 has highlighted a number of the challenges facing the Muslim and the IP communities as they strive for equal access to a quality education that meets their social, cultural and religious needs.

The question is how best to meet these challenges. DepED, through the BESRA is tackling the national challenges posed by an education system that has declined in quality and not kept pace with the demand for school places for a rapidly increasing population. The reform agenda is large and complex and is taking the time and energy of DepED Central Office and Regions, there is a danger that the specific needs of the Muslim and IP communities will not be fully addressed in the short term. The dangers of not addressing these needs immediately are further disaffection with the government, potential breakdown of peace and insecurity, and increasing numbers of children with no or inadequate education, making it ever more difficult for these groups to catch up.

In addition to the challenges posed to the formal system are how to address the out of school youth, small remote communities and literacy in general. In order to meet the needs of these groups a different model is needed and the strategies developed under the BEAM program can be modified and replicated across communities.

The BEAM Project, which covered Regions 11, 12, and ARMM, was completed in November 2009 after nearly 8 years. This project was well aligned with BESRA and contributed significantly to the shaping of the reform agenda. In the past 3 years there had been an increased and significant focus by BEAM on Muslim and IP education. BEAM, employing a decentralised model for delivery of the assistance with local level decision-making and implementation, demonstrated a number of mechanisms to address the particular challenges when working with marginalised groups. However,

the project did not have the resources nor the time to roll out a full scale national program. Muslim and IP communities remain under-served in terms of participation in mainstream education and economic opportunities, not only in Mindanao but elsewhere in the Philippines (BEAM Documents and reports are all available on line at [www.beam.org.ph](http://www.beam.org.ph)).

The AusAID funded range of support to the Visayas Regions (STRIVE) is piloting new management structures and building a wealth of experience on quality assurance including monitoring and evaluation.

The Program will build on the experience of the BEAM and STRIVE projects; it will provide the opportunity to focus on the specific supply side needs of Muslim and IP communities, girls and boys, men and women (language, materials, teachers, curriculum) and will provide the communities with additional resources through school grants to respond to demand and purchase priority services. It will also respond to the needs of difficult to reach and small communities. The Program will initially operate for 4 years.

### **2.3 Lessons learned**

The following lessons have been drawn from experiences gained during implementation of DepED and other donor funded activity in the basic education sector as well as wider international development experience for working in conflict environments.

#### *Harmonisation is important - Eliminate duplication of effort*

Project/program managements are notorious for adopting a competitive approach to development, rather than capitalising upon the development activity of prior projects/programs. There is sometimes a reluctance to share approaches and materials with other current projects/programs. The Philippines Post holds regular all education program meetings to maximise synergy and feeds information to the education sub group of the Philippines Development Forum. There are regular meetings hosted by DepED to review GoP and donor programs. Further work needs to be done on harmonizing with the NGO and the private sector.

#### *Plan for financial sustainability and scale up*

Recurrent cost implications need to be addressed from the outset with DepED CO to ensure sustainability and to assist in costing nationwide replication. The M&E framework will be designed to provide information on efficiency so the cost implications of interventions can be evaluated. SIP will be designed to account for downstream recurrent costs.

#### *Include change management as an element of programs*

Change management, the identification and nurturing of leaders, ‘champions of change’ and building in advocacy are important if institutionalisation of project/program innovations is to occur. This aspect is sometimes undervalued during implementation. A key lesson learnt from PROBE<sup>5</sup> was the need to train senior DepED managers and orientate them to the philosophy and objectives of the project in order to create a supportive project implementation environment. The program will have a component to build management capacity building on the STRIVE models. Having locally recruited TA with the relevant cultural and language skills will help in getting change understood.

#### *Be there for the long haul*

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<sup>5</sup> A previous AusAID funded activity focusing on basic education, which preceded BEAM.

Commitment to long term engagement to support development of an education system is vital. This is particularly so in the poorest areas and in Mindanao with its severe systemic underdevelopment, operational challenges and special needs necessitating additional development particularly for example Muslim and IP education. The program will support schools with grants for a minimum of three years and at that point review if further support is needed. The program has an initial life span of 5 years.

*Be Flexible understand the context and do no harm*

Intervention design needs to be flexible to cater for changing local circumstances and contextual differences in the target areas (in conflict and insecure environments this is particularly the case). Rolling annual plans, unallocated resource provision and opportunities to try out creative, innovative approaches are needed, requiring creative approaches to program management. The DAC do no harm principle for working in fragile environments is relevant and will be tackled through the community/ school led demand approach rather than a centrally-led or donor-driven supply-side intervention. Financial arrangements should ensure the timely flow of funds to regional and divisional implementation centres and not get caught up in overly bureaucratic procedures. As a Program rather than a predetermined project, the responses to changing environments can be flexible.

*Start with baseline data*

Complete initial baseline data for educational assessment must be collected if valid and reliable judgments regarding education performance are to be made and used as a guide to the continuous improvement of implementation methods and for replication in other schools. Where data is available, analysis will be carried out taking into consideration gender and cultural norms specific to communities. The program takes as a starting point the need for quality and comprehensive data the time and resources needed to provide this will be available and the Program work plans will reflect the importance given to this.

## **2.4 Complementarity with Existing Programs**

AusAID Country Strategy 2007-2011 was prepared to support GoP meet MDG targets, to align with GoP development and reform priorities and to complement the programs of Government and other development partners. In the education sector the country strategy is aligned with the KRT of BESRA, and supports GoP efforts to meet its MDG targets for education.

DepED is implementing BESRA at the national level with substantial resources from its own annual budget appropriations complemented by support from a number of donors and the private sector. Further work remains to be done to align Local Government spending with the reform agenda. Of note are the ring fenced sectoral budget support assistance from the World Bank loan - National Program Support for Basic Education (NSPBE) and grant support from AusAID through a World Bank (WB) managed Trust Fund - Support for Philippine Basic Education Reforms (SPHERE)<sup>6</sup>. Overall implementation of BESRA has proved complex and is proceeding rather more slowly than anticipated, although there has been progress in implementation of School Based Management (SBM). Most school communities have developed School Improvement Plans (SIPs) and progress is

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<sup>6</sup> UN agencies particularly the United Nations Children's Fund (UNICEF) with child friendly schools, Spain and the United States Agency for International Development (USAID) also have programs aligned with BESRA. The private sector support is considerable ranging from construction to provision of materials and teacher development.

gradually being made in the development of Quality Assurance and Accountability Frameworks (QAAF).

AusAID funded assistance through STRIVE and BEAM using a project funding modality is strongly aligned with BESRA and these projects have made a significant contribution to the policy and strategic development, refinement and implementation of BESRA.

Much remains to be done with respect to both IP and Muslim education. While policy and strategic planning has started (for Muslim education this is more advanced than that for IP education), few communities (particularly IPs) have so far been directly supported to improve educational outcomes. With the establishment of a separate IP and Muslim education TWG, DepED is now embarking on a sustained nationwide effort to improve access and quality for these traditionally marginalised communities and this financing Program is specifically designed to assist DepED in this important goal.

This Program will build on the reform work already undertaken with a specific focus on IP and Muslim education. The Program will allow for further piloting of innovative approaches to improving access and quality of education service delivery and facilitate the mainstreaming of proven Regional and Divisional basic education initiatives consistent with the BESRA.

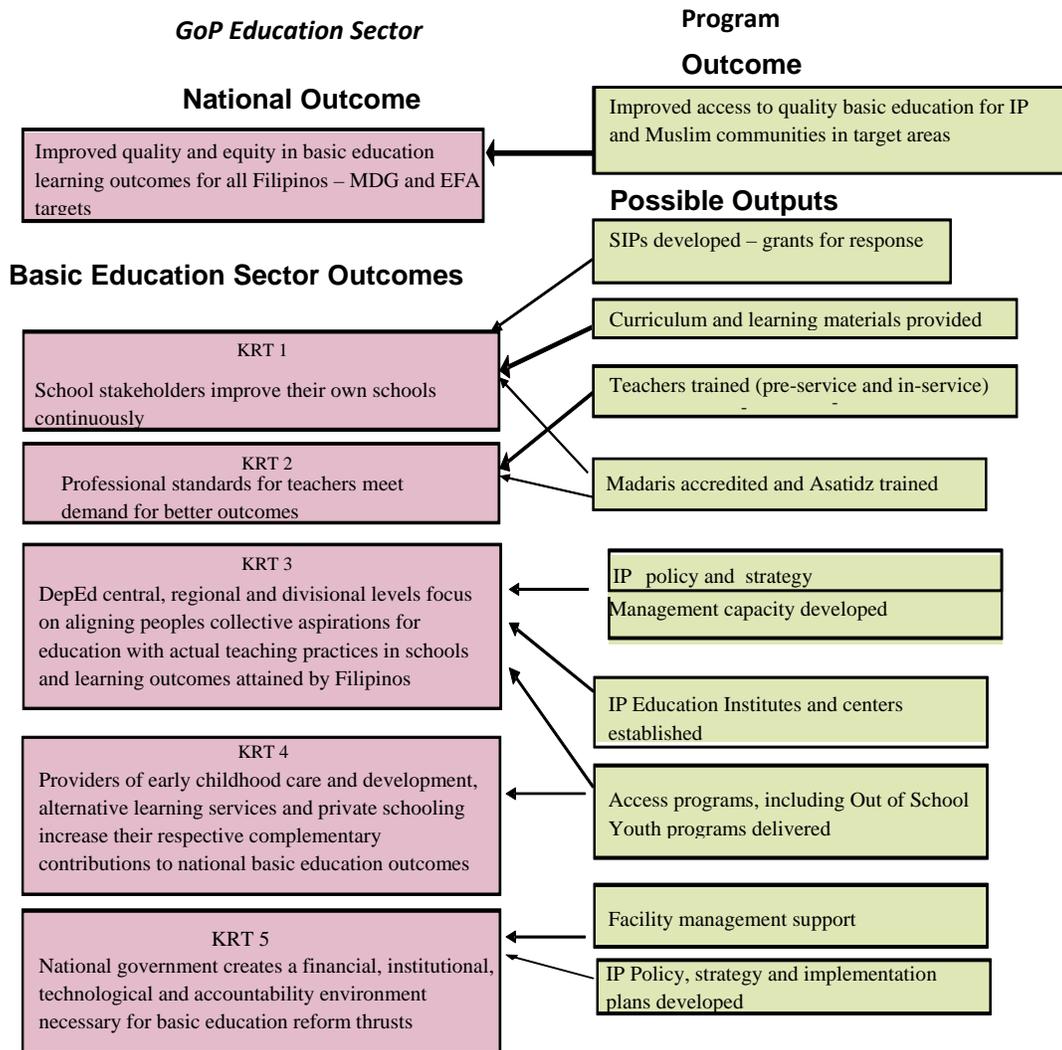
The design of this Program would allow for activities that will strengthen the capacity DepED Central Office to develop policy and plans to support the national roll out of the BESRA in IP and Muslim communities. Further the design includes resources specifically targeted towards out of school IP and Muslim youth. Implementation of this Program will contribute to the enhancement of peace and stability through the provision of quality basic education and opportunities for target groups to participate in rewarding economic activity.

### **Program Relationship with Other Funded programs/Projects**

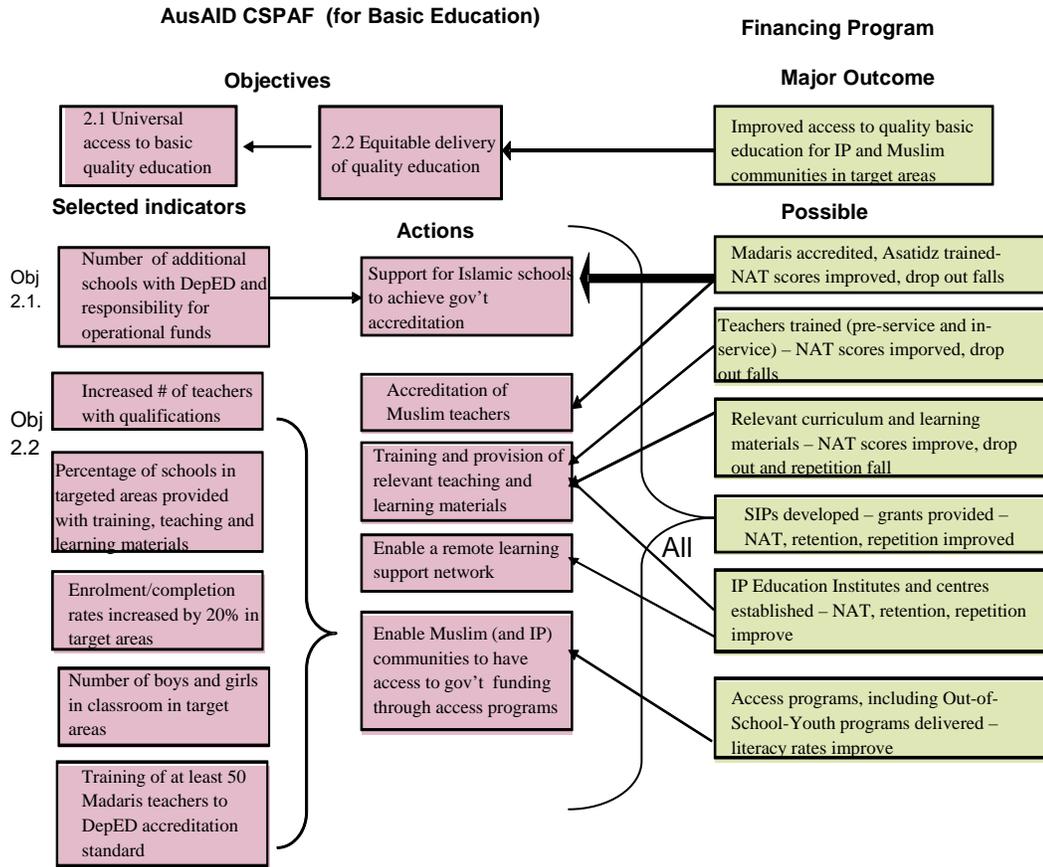
The AusAID funded SPHERE Program could be utilised to fund any major infrastructure requirements to improve access that would require the use of engineering contractors. However small-scale community based building work, such as IP Centres should be accommodated through the Program utilising BEAM type procedures.

Figures 1 and 2 illustrated alignment with Government of the Philippines (GoP) and Government of Australia (GoA) strategic frames.

**Figure 1: Alignment with GoP Education Sector Reform Agenda**



**Figure 2: Alignment with GoA Education Policy Objectives**



## 2.5 Rationale for AusAID Involvement

Efforts to improve access to, and quality of, basic education services to the most disadvantaged communities is a policy objective of both GoP and GoA. However DepED is rightly, in the first instance, focussing on the largest groups and it is likely that the more marginalised will get left behind. Specifically targeted interventions such as this Program have the opportunity to focus additional resources in difficult areas looking for innovative solutions and seeking ways to ensure sustainability through mainstreaming proven new initiatives.

Working in Regions with large populations of Muslim and IP citizens will allow the Program to fully capitalise upon the work of BEAM, STRIVE and other interventions to expand assistance to currently un-served and under-served IP and Muslim populations. This will include initiatives for ECE and out-of-school youth as well as improvements in service delivery of elementary and secondary education. Working with a relatively defined population should also permit a focus on children with special needs and the development of relevant strategies to include them in education. Undertaking implementation activity in conflict affected areas is expected to significantly contribute to peace and development and reduction of poverty.

A recent Fact Sheet<sup>7</sup> produced by the National Statistical Coordination Board (NSCB) highlighted the Provinces with the highest levels of poverty, these are in the same Regions that show the lowest education success and have the highest populations of Muslim and IP communities (Annex Tables 1 and 2 in Annex 9).

AusAID Manila has gained considerable experience of Muslim and IP concerns during the implementation of BEAM and STRIVE and are actively engaged with the Muslim and IP TWG. In addition, the background work for design of a specific program for ARMM is underway – the two programs will complement each other.

### **3. Program Description**

The financing Program will:

- a) Provide for a flexible demand side response to Muslim and IP education needs nationwide through provision of Regional and school grants.
- b) Support demand side advocacy and engagement activities and support capacity building for this at Central Office, Regional, school and community levels,
- c) Support the supply side response through a range of activities such as policy and strategic planning, curriculum development, materials development, teacher support.

A set of guiding design principles (parameters) for the financing Program have been developed and these frame the goal purpose and anticipated outcomes:

- Program activity must be consistent with AusAID policy and Country Program Strategy, and with GoP's policy and with BESRA strategies. (Figures 3 and 4 in Annex4);
- Implementation will move to align with and strengthen DepED systems, procedures and practices, as a part of BESRA and the review process, the findings and recommendations from BESRA review/s will be used for multi year program development;
- The Program will complement activities of GoP, other donors interventions; it will complement other initiatives specifically targeted to ARMM;
- Program activity will target the improvement of education service delivery of the poorest and most disadvantaged communities;
- The program espouses the DAC principle of Do No Harm by focussing on expressed needs of the communities and using communities to monitor progress and make adjustments as necessary;
- Program implementation will be cost-effective, using appropriate TA expertise and local consultants for implementation, capacity development and management; recognise the expertise and capacity within the DepED at the Central, Region, Division, and school levels and facilitate their involvement during activity implementation;
- Program activities will be monitored for cost scale up, recurrent cost implications and effectiveness to support sustainability;
- The Program will actively promote gender equality and reduction of vulnerability of disadvantaged groups;
- Eligibility to access the financing Program will be Muslim and IP communities with the poorest education indicators and from the poorest communities (based on current and emerging data).

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<sup>7</sup> National Statistical Coordination Board (NSCB) Fact Sheet headed "Philippines Far from Achieving Education for All"; dated 8 July 2008.

Initial preparatory activities have been identified in this Design Document for the first six months of implementation. Subsequent Program activity will be identified and developed into annual work programs by DepED.

### **3.1 Financing Program Goal, Objectives, Program Elements**

The **goal** of the financing Program is:

- *Improved equitable access to and quality of basic education for boys and girls in disadvantaged IP and Muslim communities.*

The **objective** of the financing Program is:

- *To allow GOP/DepED to provide better access to an appropriate, policy driven, sustainable and quality education for boys and girls in Muslim and IP communities, stimulating a community led demand for education services.*

The financing Program will have three elements:

- 1: Indigenous Peoples Education; and
- 2: Madrasah Education.
- 3: management and monitoring capacity building

An *indicative* scope of work to be supported under each component is described below. These potential ‘outputs’ set the parameters for the type of activities to be funded under the Program. Targeted Regions will respond according to their needs and priorities. The actual activities to be funded by the financing Program will be identified by DepED and agreed with AusAID through the process of annual plan development.

Formal consultation and policy dialogue will take place through the Muslim and IP Technical Working Group. Regular quarterly meetings will be minuted and six monthly reports will feed into decision making during the BESRA Reviews. As the policy monitoring and adjustment and strategic programming migrates to the organic units similar regular meeting arrangements will be programmed.

Details of how proposed activities will be prepared, appraised, funded and implemented are described in Section 4.1. Initial activities (inception phase) have also been identified, and are described in the following section 3.5.

### **3.2 Component Descriptions**

#### **A. Supporting the demand side**

##### **IP and Madrasah Education: Indigenous Peoples and Muslim participation in quality education is enhanced**

In order to support and stimulate the demand side, the program activities may include the following:

*AI* Advocacy with the Regions, Divisions, schools and communities, this could include overall government policy concerning education, the rights of parents, students etc., the roles and responsibilities of different actors and stakeholders in education.

**A2** Developing with the community and parents a shared understanding of why education is important, the benefits that this can bring to the individuals, the family, the community and the tribe (economic, social, cultural) and that this brings responsibility as well as benefits.

**A3** Provision of TA to support communities develop their SIPs–

- agreeing on the priority areas for investment and improvement and setting targets,
- identifying responsibility areas,
- preparing the plans and budgets,
- monitoring the execution and progress of plans ;
- ensuring that there is cross community representation and participation (men and women, children, elders and young adults, those with specific learning or other needs, teachers)
- management of participation to ensure that there is no elite capture of the programs

**A4** *SIPs developed and implemented by IP schools and Madaris*

Target IP schools and Madaris and those with significant numbers of IP / Muslim students will develop and implement SIPs in accordance with DepED guidelines. Once the plans are approved by DepED, the schools will be provided grants through the Program to implement these plans. Implementation will be monitored and evaluated by DepED annually with the outcome used as the basis of the decision regarding continuation of payment of annual grants to the schools for SIP implementation.

**A5** The Program may provide grants over three years to participating schools to implement their SIPs. This will allow for creativity and innovation in school planning and lead to significant benefits to the child in the classroom. Annual grants of the order of 100,000-200,000 Pesos per school have been allowed for in the financing costs. These funds would be released in two tranches per year and would be contingent upon assessments of the quality of the plans and their implementation. Procurement and accounting would use GoP arrangements.

**A6** Guidance from TA on language policy, incorporating language in the curriculum and providing for relevant materials.

**A7** Supporting the teachers and the principals identify their skills and knowledge gaps and helping them to prepare, manage and monitor personal development plans.

**A8** Support, develop and strengthen the linkages between the community, the school, the local school boards and the LGUs. The involvement of the LSB and the LGU is crucial to the sustainability of the overall improvements as they will have to support the longer term SIP development on both the capital and the recurrent cost sides.

**A9** Build the knowledge and the capacity of the Regional and Divisional staff so that they can identify their own needs as well as being able to understand better the demands from the community. This will require advocacy and mentoring. As appropriate the institutional architecture will be adjusted to account for the changing demands (following the model that has been developed by STRIVE and agreed for piloting by DepED). The Regional and Divisional staff should have access to capacity development funding.

**A10** Specific demand side work for the IP communities will include: gathering and collecting the institutional memory and using this in the curriculum, working with communities to identify specific areas for TVET interventions etc.

**A11** Specific demand side work for the Muslim community will include advocacy and work between the private and public sectors to agree on modalities for mainstreaming and mutual support.

**A12** Taking a holistic view of service delivery to difficult to reach communities, the program will encourage the demand for associated activities in health and water and sanitation, going beyond the school environment to encompass the community as a whole.

These activities will recognize and take into consideration ethnolinguistic, cultural, gender-related, socio-economic and political factors affecting Muslims and IPs where appropriate. The processes and mechanisms in support of advocacy and engagement will seek to address elite capture at the community level.

**B. Strengthening the supply side environment – financing Program support may be provided to:**

**1. IP Education**

***B1 IP policy, strategy and implementation plans***

The TWG on IP and Muslim Education has developed an Action Plan for 2008-11. The Action Plan includes the ‘Adoption/development of a national policy framework on IP Education’. This will involve a review of all existing initiatives on IP education, development of an initial policy framework, consultation and validation with stakeholders, issuance of a DepED Order regarding the approved policy, and the conduct of advocacy and dissemination activities.

***B2 IP curriculum, teacher guides and student learning materials developed and distributed***

The TWG’s Action Plan also includes the Development of a National IP Curriculum Framework for Basic Education. The Program could therefore support planned activities:

- Undertaking an inventory of all IP curriculum, approaches, learning strategies, co-curricular programs, and teacher education programs (e.g. review the curriculum developed by the Institute for Indigenous People’s Education (IPE/BEAM, BALS, etc)
- Conducting workshops on design & development of a National IP Education Curriculum
- Conceptualising of IP curriculum (including augmentation of curriculum by adding an area on culture preservation)
- Conducting consultations with stakeholders to obtain IP input on curriculum development
- Developing an inventory of competencies desired by IPs
- Inclusion of tech-voc and entrepreneurship in the curriculum for IP OSYs
- Introducing IP curriculum to private schools

***B3 The development of instructional materials is also included in the Action Plan. The Program could therefore support such activities as:***

- Gather research and related documents on IPs to support the development of learning materials
- Preparing an inventory of existing IP teaching and learning materials
- Matching of learning materials to competencies
- Training of teachers in development of resource materials for IPs
- Conducting workshops on the development of learning materials

- Conducting workshops on appropriate learning strategies like indigenous or vernacular ways of learning (e.g. hunting, rituals, rites, games, etc as ways of “learning by doing”)
- Ensuring gender appropriate content

***B4 Teacher pre-service and in-service programs delivered on use of IP curriculum and materials***

Teacher education and development is also included in the Action Plan. The kind of activities that the Program could support might therefore include:

- Conducting TNA & teacher competency assessment for teachers in IP schools
- Preparing an inventory of on-going capacity building programs for teachers and administrators
- Developing a support to program for teacher education:
- Offering multi-cultural courses for teachers in IP schools
- Offering courses in teacher education specializing in IP
- Develop pre-service training for teachers in IP schools
- Developing and ensuring that resources are available to support a training program for teachers in IP schools, including culture sensitivity programs for non-IP teachers
- Provide opportunities for IP teachers to develop the skills to become successful school principals and to take up other leadership positions within schools through training / further education
- Conduct review and/or training programs for IPs in preparation for national eligibility exams; and
- Reviewing/revising existing recruitment, hiring & deployment procedures of IP and non-IP teachers

***B5 Access programs established in selected IP communities, including for out-of-school youth***

The BEAM project, working in collaboration with BALS and local service providers (in regions X1 and XII and ARMM) established a well-regarded Access program which identifies and supports Access programs of local government units, schools and non-government organizations with the aim of improving access to education for disadvantaged groups and isolated communities. The scope of Access programs depends on local needs and priorities, but can include: <sup>8</sup>

- Establishment of IP learning centres (usually constructed with local materials and using significant community inputs)
- Provision of early childhood learning programs
- Provision of access to distance learning programs and resources
- Provision of vocational training opportunities, including for out-of-school youth; and
- Support for community-based livelihood projects provide income earning opportunities promote self-reliance

The Program could support such initiatives in targeted provinces, based on locally identified needs and priorities. Consistent with the Program’s Gender and Poverty Inclusive and disability

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<sup>8</sup> BEAM, “Manual of procedures in the Contracting of Service Providers and Management of Access Programs”, June 2006 (updated version).

awareness approach, particular focus would be given to ensuring both male and female learning needs are addressed and that Access to education by the poorest members and learners with disabilities in the community is effectively supported.<sup>9</sup>

***B6 Establish Regional IP education centers and community center networks***

BEAM supported the establishment of an ‘Institute for Indigenous People’s Education’ in Davao. This is operating effectively and provides a focal point for the ongoing development and implementation of an indigenized curriculum & instructional materials to increase Access to basic education for children from indigenous communities. It also serves as the focal ‘hub’ for a network of community based IP education centers (such as those established through Access programs).

The Program could therefore support similar initiatives in other regions, linked closely to the establishment of Regional Education Learning Centers (RELCs). The Program will also provide material, equipment, training and management support.

**2. Madrasah Education**

***B1 Curriculum and learning materials developed & distributed***

A significant amount of work has already been undertaken (including by BEAM) on the development and distribution of learning materials for the ‘Arabic Language and Islamic Values Education’ (ALIVE) program.

The Program could support the further production and distribution of these materials, based on demand from schools in targeted provinces. The Program could also support the review and further development of appropriate materials, for example to help ensure appropriately gender sensitive content is included which does not stereotype gender roles. There may also be scope for developing content which promotes peace building and community tolerance of different religious/ethnic groups.

***B2 Teacher pre-service and in-service programs delivered for ALIVE***

Again, much work has already been undertaken on developing and implementing teacher pre-service and in-service training programs for the ALIVE program. This work has also included development of a ‘Language Enhancement and Pedagogy Program’ (LEaP) for Muslim teachers, and the design and development of curriculum for an ‘Accelerated Teacher Training Course’.

The Program would therefore build on this work, and could provide resources for further teacher training in targeted provinces, as well as for review and refinement activities to support a process of continuous improvement.

***B3 Madaris mainstreaming supported, including Asatidz training***

It is part of the GoP’s education policy to support the mainstreaming of Madaris, including the training of Asatidz (Madrasah teachers). Activities being supported (including by projects such as BEAM) include:

- Identification of Madaris that are interested in obtaining DepED recognition and accreditation
- Determining the nature of the training and support to be provided to identified Madaris

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<sup>9</sup> Design for possible extension of current Access programs is provided in Annex 1.

- Providing the required training and support to teachers, Madaris managers and umbrella organisations;
- Delivering the ATEP – with focus on Professional Education – to upgrade the qualification of ALIVE teachers;
- Providing funding support to enable the Asatidz from Regions XI, XII and ARMM to complete the special ATEP program initiated by BEAM in a number of Universities around Mindanao and to sit for the Licensure for Teachers Examination; and
- Strengthening DepED’s coordination of Muslim education support programs at the national, regional and divisional levels.

The Program could potentially support any such activities, based on locally determined priorities and within the scope of the available budget.

#### ***B4 Out of school youth learning/training programs supported***

There are significant numbers of out of school Muslim youth who do not have adequate access to relevant learning/training programs. Young males (in particular) with little or no education, and few job prospects, are often then vulnerable to the teachings of radical Islam and may be easily enticed into militant groups engaged in armed conflict. Young females facing similar limited opportunities are vulnerable to different forms of exploitation, particularly if they join the ranks of undocumented workers in neighbouring countries such as Malaysia.

Based on identified needs, the Program could therefore support interventions being undertaken or proposed by DepED (namely BALS) and other local stakeholders (e.g. Local Government Units (LGUs), NGOs and the private sector) that offer relevant training/learning programs to out-of-school Muslim youth. Such interventions could include such things as literacy and numeracy classes, vocational training and work-experience schemes.

### **3. GoP Management and Capacity Building Support**

#### **A. The Program is managed in an effective, efficient and responsive manner.**

To achieve successful management outcomes it will be necessary to ensure:

- Program coordination and management systems effectively established and implemented;
- Annual plans and periodic performance reports prepared, disseminated and acted on;
- Mid-term review and Independent Progress (and/or Completion) Reports prepared and acted on.

#### **B. Monitoring and Evaluation: *Baseline information gaps filled***

The problem analysis has identified a need for more and better data in order to fully describe the current situation with respect to access to quality basic education among IP and Muslim communities in target provinces. In particular, there is a need for more complete and accurate data on the numbers of IPs and Muslims in target areas by tribe, sex and age group, their access to basic education services, their views on the quality and relevance of these services, what their priorities are for improvement and girls and boys with disabilities.

Some of this baseline data will be collected through the forthcoming 2010 census (e.g. exact numbers of IPs and Muslims in target areas and their access to basic education services). The Program could support the collection of improved data on IPs through the census, for example by supporting NCIP and the NSO in the field validation and improvement of IP-based tools and instruments and the training of IPs as enumerators. Development of a common census instrument for IPs in the titling and delineation of their ancestral domains could also be supported. The

Program could then also support further analysis of census data (e.g. through the NSCB or other research/academic institutions) such as by preparing an inventory of IP & Muslim populations' access to different types of educational services.

More qualitative information (e.g. IP and Muslim views on the relevance of basic education services and their priorities for improvement) might be better collected through other methods such as specific sample surveys and complementary focus group interviews.

The Program will also support DepED to further improve collection and analysis of IP, Muslim and sex-disaggregated data through the Basic Education Information System (BEIS), based on the established BESRA M&E Framework Indicators and linking this to the comprehensive QAAF.

Following the baseline survey and the review of other available secondary data on access and retention of indigenous and Muslim girls and boys in education, the Program may be called on to support a rapid assessment of gender situation towards identification whether or not gender specific approaches are needed in a manner which is respectful of gender and cultural norms of the particular communities.

### ***C. DepED management capacity development initiatives supported for IP and Muslim education programs***

This is designed to allow the Program to provide support to DepED management capacity development initiatives that are specifically linked to improving delivery of basic education services to disadvantaged IP and Muslim groups. This is in recognition of the fact that improved field level service delivery is highly dependent on the commitment, knowledge and skills of DepED managers at all levels, from central office down to the school.

A variety of capacity development initiatives could be supported, including skills training, information sharing and planning workshops, and/or systems review and development initiatives (e.g. related to M&E). Such initiatives would be identified either by central office, or as part of division/region based annual work plans submitted for funding. Capacity development initiatives that support implementation of the Program's Gender and Poverty Inclusive (GPI) and Disability inclusive approach will be actively pursued.

### **3.3 Expected Outcomes**

Specific outcome targets will be set at the National, Regional/ Province/ Division and School level.

At the national level the targets will be those of the GoP used for BESRA and given in the SPHERE/ National Program Support for Basic Education (NPSBE) documents (baselines and revised for the outer program years on an annual basis during the BESRA Review).

At the Regional level outcome targets will be to reach the 2002/3 levels for Net Enrolment Ratio (NER), Cohort Survival, Completion, Transition and NAT scores by 2013 – see table 1 (Highlighted Regions are those with significant populations of Muslim and IP communities).

At the Division and school level the same percentage increase targets as for the Region will be used but adjusted depending on the baseline of the division/ school.

Each of the above targets will be disaggregated by sex and adjusted as more data becomes available – the program will pay particular attention to responding to identified variation.

Please see the detailed M&E section 4.2 and detailed Framework in Annex 5.

**Table1. National Region Education Outcome Data**

**ELEMENTARY LEVEL**

| Region                                      | Net Enrolment |              | Cohort Survival |              | Completion   |              | Transition Rate |              | NAT          |              |
|---|---------------|--------------|-----------------|--------------|--------------|--------------|-----------------|--------------|--------------|--------------|
|   | Rate %        |              | Rate            |              | Rate         |              |                 |              |              |              |
|   | 2002-2003     | 2007-2008    | 2002-2003       | 2007-2008    | 2002-2003    | 2007-2008    | 2002-2003       | 2007-2008    | 2002-2003    | 2007-2008    |
| Region I – Ilocos Region                    | 89.64         | 74.87        | 86.80           | 79.07        | 86.74        | 78.52        | 98.96           | 99.31        | 44.34        | 61.68        |
| Region II – Cagayan Valley                  | 86.71         | 71.69        | 73.07           | 70.64        | 72.60        | 69.99        | 96.54           | 97.13        | 40.84        | 58.04        |
| Region III – Central Luzon                  | 93.58         | 78.06        | 81.52           | 73.69        | 81.14        | 72.87        | 97.47           | 99.04        | 43.59        | 63.43        |
| Region IV-A (CALABARZON)                    | 95.97         | 78.43        | 77.91           | 67.02        | 77.91        | 66.30        | 97.92           | 99.54        | 45.41        | 63.32        |
| Region IV-B (MIMAROPA)                      | 91.52         | 78.90        | 69.45           | 62.08        | 69.19        | 61.00        | 93.56           | 96.64        | 44.35        | 67.10        |
| Region V – Bicol Region                     | 90.95         | 80.57        | 76.53           | 67.29        | 76.10        | 65.97        | 89.99           | 96.80        | 42.89        | 54.65        |
| Region VI – Western Visayas                 | 85.95         | 69.96        | 62.84           | 64.72        | 60.21        | 62.51        | 98.03           | 96.56        | 40.70        | 53.75        |
| Region VII – Central Visayas                | 88.09         | 72.65        | 82.01           | 69.52        | 79.66        | 67.17        | 100.71          | 96.77        | 42.28        | 58.92        |
| Region VIII – Eastern Visayas               | 85.91         | 75.51        | 65.61           | 65.17        | 64.43        | 63.77        | 93.14           | 95.50        | 48.95        | 74.07        |
| Region IX – Zamboanga Peninsula             | 89.74         | 74.96        | 47.62           | 61.92        | 47.47        | 60.04        | 112.78          | 96.29        | 44.18        | 61.81        |
| Region X – Northern Mindanao                | 89.04         | 73.99        | 67.06           | 60.94        | 66.28        | 58.83        | 97.71           | 97.26        | 40.70        | 56.11        |
| Region XI – Davao Region                    | 84.96         | 69.78        | 69.67           | 60.54        | 68.51        | 59.71        | 97.38           | 97.11        | 46.80        | 58.80        |
| Region XII – SOCCSKSARGEN                   | 82.01         | 72.99        | 63.97           | 51.69        | 62.25        | 50.00        | 102.36          | 95.10        | 42.95        | 51.32        |
| CARAGA Region                               | 80.73         | 74.80        | 69.38           | 66.46        | 69.33        | 65.57        | 96.61           | 98.39        | 53.86        | 71.93        |
| ARMM – Autonomous Region in Muslim Mindanao | 92.72         | 91.94        | 49.27           | 43.17        | 46.60        | 39.65        | 69.95           | 86.41        | 42.65        | 45.08        |
| CAR – Cordillera Administrative Region      | 91.52         | 71.20        | 80.42           | 63.67        | 77.61        | 62.26        | 101.92          | 96.28        | 40.50        | 57.90        |
| NCR – National Capital Region               | 97.38         | 72.53        | 84.35           | 75.50        | 84.35        | 75.02        | 102.16          | 101.19       | 40.00        | 60.18        |
| <b>TOTAL</b>                                | <b>90.29</b>  | <b>75.52</b> | <b>72.44</b>    | <b>65.65</b> | <b>71.55</b> | <b>64.30</b> | <b>97.64</b>    | <b>97.39</b> | <b>43.82</b> | <b>59.94</b> |

### 3.4 Form of Aid Proposed

The Paris and Accra Declarations on Aid Effectiveness call for donor financed development activities to move to partner government systems rather than setting up parallel systems and not to establish external project specific implementation units.

The current budget preparation procedures, expenditure data and accountability systems do not make direct budget support an option. However, GoP partners are strengthening and supporting GoP systems of allocation, accountability and procurement notably through the AusAID WB managed

trust fund and the WB loan which support the broad education reform process to building capacity and develop a broad sectoral response. In addition, AusAID has piloted a mechanism of incentive payment at the national level which passes funds through the Treasury to a DepED account for use against an agreed procurement plan. Experience so far indicates that implementation using this approach is time consuming. The broad sectoral PFM issues are being tackled but it will take time for reforms to be embedded and for formula led fiscal transfers to targeted schools to become a reality. The present political economy environment with financial retrenchment and a long National election season opening may marginalise some specific marginal areas in the sector. In this context, it is judged that focussed attention is likely to provide significant results, contributing to the overall reform while not putting too much pressure on emerging structures and systems.

This package of GoA support for IP and Muslim education will be provided as a grant via a financing Program that will fund a range of pre-determined activities developed against a guiding framework of activity. The Program will fund a) school grants b) supply side framing and response activity c) management capacity building. Procurement and accounting will use GoP procedures, for which there are detailed guidelines.

The financing through the Program will be reflected in the overall DepED budget, the long term expenditure framework currently being updated and the medium term expenditure framework (MTEF) as it is designed. Parallel financing systems will be largely avoided and there will not be a traditional Project Coordinating Committee of Project Implementing Unit (PIU). Opportunities will be sought to use and migrate as opportunities arise to GoP systems. National expertise will be used to deliver the assistance and so build local capacity and minimise additional cost to GoP.

The Program objectives are aligned with the BESRA, and coordination and management arrangements will be established that put DepED and other key Philippine stakeholders in the 'driving seat' with respect to resource allocation and management decisions.

The activities to be supported by the Program will be on the agenda of the semi-annual BESRA review process, while it is operational. The Review process will also be the forum for evaluating progress and assuring complementarity with other programs. Expenditure and accountability review will also be a part of the semi annual reviews.

### **Program Funding Mechanism**

AusAID will pay the Program MC on a monthly, reimbursable basis the grant amount released to DepED to implement program activities. Schools receiving grants would follow GoP procedures for use and reporting/ accounting for grants (guidelines are developed and in place). The Program MC would be required to keep complete records of all Program expenditures and ensure appropriate accountability mechanisms are applied. Procurement by Central Office, Regions, divisions and schools would be using GoP procedures – detailed procurement manuals are prepared and approved.

## **3.5 Estimated Budget and time frame**

### **GoA inputs and budget**

Program funds will be utilised primarily for schools grants, production of relevant learning materials, training and other learning activities, minor items of procurement, awareness raising initiatives, information collection/studies, Access programs, setting up IP centres and for Program management. International TA will be used only where real added value can be demonstrated, in recognition of the existing pool of Philippine expertise available as well as the high cost of

international TA. TA with appropriate cultural and linguistic skills will be recruited to support the Regional/ Division/ school programs.

Details of required inputs to implement the components will be determined primarily through the preparation of annual work plans.

The total estimated budget requirement for GoA support for the 3.4 years is AUD20m.

**In the first six months of operation** (the inception phase) the Program Director (PD) will work with DepED (in particular with the Muslim and IP TWG) to identify and agree a program of activities and support DepED to undertake any initial studies, such as the collection of baseline data. Clear Program operational guidelines will need to be established to enable the most effective selection of geographic target areas. The first group of schools will be selected.

A stakeholder workshop will be conducted to include regional, divisional/provincial and LGU participation to inform and seek comment on the Program objectives, modus operandi, and what it can offer in terms of support for activity implementation and prepare the first work programs.

DepED may need immediate support to help undertake such activities as IP policy development, monitoring and evaluation, and research studies to underpin the quality of implementation.

Activities for the subsequent 34 month period will be identified by the implementing partners, led by DepED consistent with this design framework.

#### Funding Payment Streams

For delivering the inputs described above, AusAID will pay the MC as follows:

- (a) Fixed Management Fee (FMF) comprising of:
  - (i) Milestone Payments which accounts for 30% of the FMF
  - (ii) Regular Payment which accounts for 70% of the FMF
- (b) Reimbursable Payments (Grants and Implementation Activities)
- (c) Reimbursable Personnel Cost
- (d) Reimbursable Operational Cost
- (e) Reimbursable Contractor Administration and Equipment Costs

All payments will be made by AusAID within 30 days of acceptance by AusAID of certification from the Contractor and DepED that progress of implementation of the Annual Plan has proceeded satisfactorily and meets performance targets and schedules.

#### Counterpart inputs and costs

Overall, additional counterpart inputs and costs are estimated to be relatively low since DepED will run the Program as part of their normal BESRA responsibilities. However it would be naive to suggest there would be no additional costs to DepED but most of these would be in-kind contributions. The implementation of any Program supported activities will depend very heavily on the work of core DepED staff and other local stakeholders, as the Program itself is not funding any new 'operational' staff. However DepED/ Educational Development Projects Implementing Task

Force (EDPITAF) will need to appoint a counterpart to the PD and provide office space and facilities at national and regional levels.

In the process of preparing and appraising proposed work-programs for Program funding, specific emphasis will be given to ensuring that there is clear counterpart commitment, both in terms of allocation of staff/personnel time, and, as required, allocation of counterpart budget. Recurrent cost implications of any supported initiatives will also be assessed and clearly elaborated during the design and appraisal process, to ensure that concerned stakeholders understand the future funding implications and develop appropriate sustainability strategies. Schools should be well aware of this point during the development of their SIPs.

The GoP has already allocated some 200m Pesos in its 2008 budget for implementation of its Roadmap for Muslim Education. It is also anticipated that specific resources will be allocated for IP education in the national budget from 2010 onwards.

## **4 Implementation Arrangements**

### **4.1 Management and governance arrangements and structure**

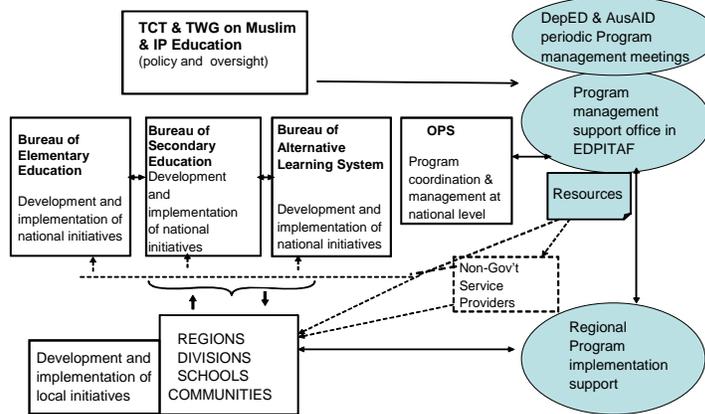
#### **Management Structure**

Figure 4 below shows the proposed Program management structure.

Key points to note about this management structure are as follows:

- The Office of Planning Services of DepED will coordinate the overall program framework;
- The Bureaus of Elementary Education, Secondary Education and Alternative Learning Systems within DepED central office have primary responsibility for managing the design and implementation of national level initiatives that will be supported by the Program;
- DepED's Regional and Divisional Offices have primary responsibility for managing the design and implementation of regional/divisional level initiatives that will be supported by the Program;
- Individual schools, in consultation with the communities they serve, have responsibility for managing the preparation and implementation of School Improvement Plans that will be supported by the Program;

**Figure 4. Program Management Structure**



- EDPITAF has responsibility for the practical day to day financial Program management and coordination, with the support of additional staff recruited through the Program (Program management support office);
- Program resources will be allocated to implement work plans prepared by DepED and the MC, in line with DepED planning and budgeting systems and procedures. Accountability for the use of Program funds will be primarily vested in DepED.
- The Regional/ Division support will be provided by national technical advisers who are able to identify socially, culturally and linguistically with the communities.
- AusAID and DepED will jointly select an MC to support managing and accounting for the use of Program resources. The MC will provide the services of a Program Director, an M&E Adviser, an Accounts Manager, up to 6 Regionally based Field Program Officers, as well as the required administrative support staff. The Program Manager and his/her support staff will be located within the EDPITAF office of DepED and the Field Program Officers will be assigned to targeted regions/divisions. The duties of the MC's Management Support Team are further detailed in Table 2 at the end of this Section.
- The Technical Working Group on Muslim and IP Education will (while it remains operational) provide policy advice and strategic guidance to DepED on IP and Muslim Education issues. More specifically, it will provide comment on and input to the development of Program work plans in a 'quality assurance' role. The TWG should be supported with TA from AusAID/WB BESRA support program;
- The Muslim and IP communities will be represented at the strategic level through the TWG on Muslim and IP Education (while it remains operational) with representation from NCIP and NCMF, respectively, and at local level through the local school board mechanism with LGU, school and local community leaders. It is seen that the strategy and policy work of the TWG would have been operationalised into organic DepED structures in the course of program implementation whereby the TWG would have effectively transferred responsibility to organic units (Regions, Division, Schools) consistent with their roles and responsibilities.
- There will be no separate 'Coordinating' or 'Steering' Committee established especially for the Program. Rather, AusAID and DepED will participate in periodic Program management

meetings, as and when deemed necessary by both parties. AusAID and DepED will jointly frame the agenda for these meetings, and may invite a range of Program stakeholders to attend these meetings, as deemed appropriate.

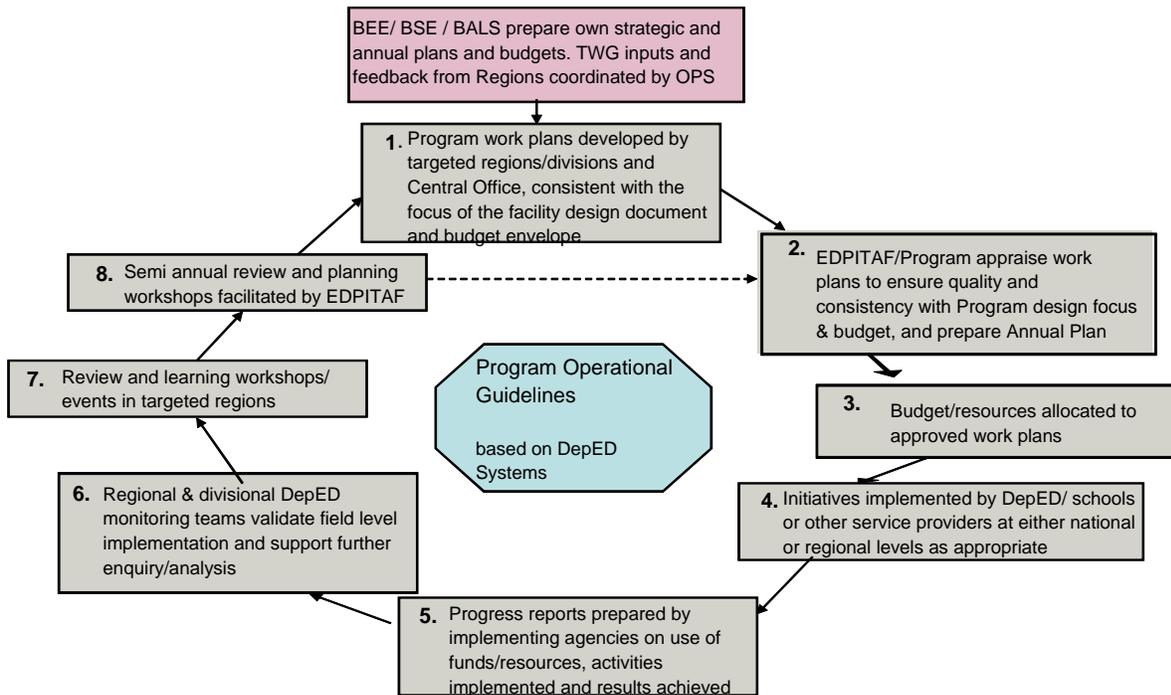
- Monitoring and evaluation will take place as a normal part of the semi annual BESRA Review process in February and August of each year while BESRA is operational.

The primary aim of these management arrangements is to ensure that DepED has full ‘ownership’ of the initiatives supported with Program resources, that beneficiary local communities are well represented and engaged through strategic and local mechanisms to address elite capture, while at the same time ensuring that there are adequate management support and accountability mechanisms in place to ensure the effective use of Australian funds.

### Activity Management Cycle

Figure 5 provides a summary of how the priorities for Program support will be identified, designed, appraised and approved, and then subsequently implemented and monitored.

**Figure 5. Activity Management Cycle**



This 'Activity Management Cycle' is embedded in the GoP and DepED planning and budget cycle and relies on DepED management and monitoring systems. The Program will nevertheless have some specific requirements with respect to the formulation of work plans, the monitoring of results achieved, and the acquittal of funds. The exact nature of these requirements (taking into account how to best align with AusAID reporting requirements) will be discussed with DepED during the inception phase, agreed and then documented in an Operational Guideline. Program specific requirements will be kept to a necessary minimum, and focus on ensuring accountability for use of Australian resources, as well as supporting good/improved results-based management practices within DepED.

Key points to highlight about the Activity Management Cycle include:

- The guiding Strategic Framework within which the Program will operate is the BESRA, including other specific GoP/DepED policies and strategies for Muslim and IP Education. The Program will not support or pursue any 'separate' policy agendas.
- The Bureaus of Elementary Education, Secondary Education and Alternative Learning Systems will, in close consultation with Office of Planning Services, the TWG and supported by EDPITAF/the Program management identify those elements of their own national work plans for Muslim and IP education that merit Program support (and are consistent with the scope of the Program design document) and will develop work plans and budgets. With the support of the central office (and Program officers based in the regions), targeted regions/Divisions will also develop their work plans in close consultation with targeted Muslim and IP communities/schools.
- The Office of Planning Services (OPS), EDPITAF/and the Program management support office will appraise the quality of work plans, with input as appropriate from members of the TWG and or other 'specialists' (e.g. an expert 'Reference Group'). In the first year, the product of this initial appraisal will be the Program Implementation Plan for the first 9 months. It is anticipated the first plan will cover the period March – December 2011).
- OPS and EDPITAF/ Program management support office will subsequently organise and conduct annual review and planning workshops linked to the BESRA Review process. They will then prepare the next Program Annual Plan based on updated work plans and budgets submitted by DepED Bureaus and Regions, and taking into account lessons learned through implementation. The resulting Program annual plans are expected to focus on a judicious mix of national level strategic initiatives and local level implementation of initiatives that improve the access of disadvantaged Muslim and IP communities to quality basic education.
- Monitoring and reporting on work plan implementation, expenditure and the achievement of results will be undertaken by implementing agencies, primarily DepED OPS and contracted non-government service providers (e.g. for the implementation of Access programs). Ongoing support/release of Program funds will be dependent on adequate monitoring and reporting on progress and performance.
- DepED's Regional and Divisional 'Monitoring Teams' will help to validate field level implementation performance, and support further enquiry/analysis into what is working well and what is not. Their primary role will be to support learning and problem solving – not 'auditing' and 'control' functions. The Program will provide some resources, as appropriate, to support building the capacity of Monitoring Teams to undertake their work effectively. This will include helping to organise review workshops/learning events with concerned institutional as well as community stakeholders.

- The information collected through ongoing monitoring and reporting on work plan implementation, as well as from specific review workshops and learning events, will then be fed into an annual review and planning workshop(s).

## 4.2 Monitoring and Evaluation Arrangements

Details of the proposed M&E arrangements for the Program are provided in the M&E Framework at Annex 5. This section provides a summary of key points.

The program aims to ‘fast track’ the Muslim and IP outcomes, to identify value for money interventions and to ensure sustainability in the longer term. A robust M&E framework is essential. Considerable effort will be expended on obtaining baseline data, updating data and most importantly analysing the data.

### Key questions for the M&E framework

The collection and analysis of information from M&E activities should help Program stakeholders answer the following types of questions:

- Are learning outcomes and access to quality basic education improving in targeted IP and Muslim communities? Are they improving as fast as anticipated? What is the unit cost of improvement and is this a) viable for replication b) value for money (compared with non program targets – i.e. attribution)?
- What is not working well, why, and what needs to be changed/modified?
- Are successful initiatives being sustained and replicated (can they from a cost point of view)?
- Are the most disadvantaged communities and community members being effectively targeted (including the disabled), and are gender issues being effectively addressed?
- Is the Program effectively supporting DepED and other stakeholders to improve learning outcomes in targeted IP and Muslim communities?

These questions should therefore provide the focus for analysis and discussion during review and learning events, and the answers to these questions should help inform future planning.

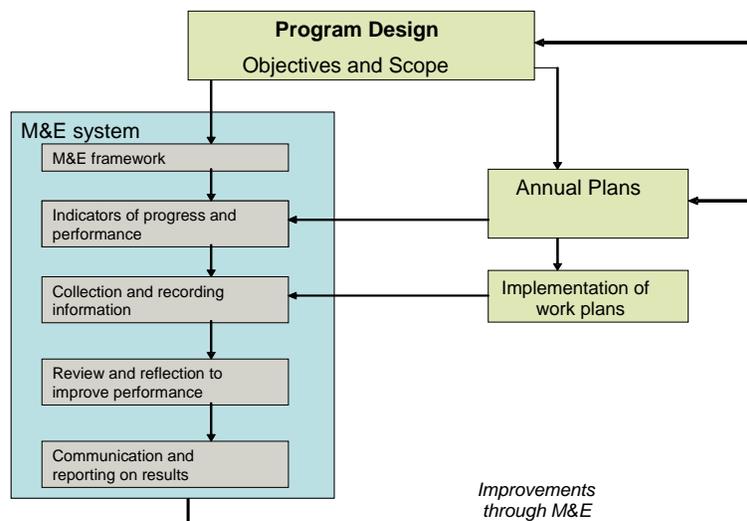
### Guiding principles

The principles guiding the approach to M&E are:

- Alignment. The monitoring and evaluation of the Program will build on and use DepED’s existing (and emerging) M&E systems and tools.
- Managing for results. Particular focus will be given to collecting and using information on ‘*Access to quality basic education for targeted IP and Muslim communities*’. The design will allow for analysis of the cost effectiveness of interventions and so the implications for sustainability and replication.
- Sustainability. How Program supported initiatives are sustained and/or being replicated in other areas by DepED will be monitored and evaluated.
- Balancing learning and accountability. The M&E framework has been designed to meet the information needs for outcome (result) and learning-oriented management, whilst also fulfilling accountability requirements for expenditures, activities and output delivery.
- Simplicity and practicality. The framework aims to be simple and practical to implement;

- Gender and poverty inclusive approach. The M&E Framework is designed to support the Program’s Gender and Poverty Inclusive (GPI) approach. All key indicators are sex disaggregated.
- Disability. The program will take full account of the GoP SPED policy framework and will include this in the M&E framework as well as working with the SPED policy framework.

**Figure 6. Link between Program design, implementation and M&E**



### Specific indicators

The results framework (Attachment 2 of the M&E Framework at Annex 5) provides details of proposed indicators and anticipated sources of information for monitoring and evaluating impact, outcomes and output delivery.

These include a mix of quantitative indicators as used (or to be used) by DepED, plus some additional qualitative indicators of target group satisfaction with the educational services being provided.

At the outcome level (Program purpose statement), the following indicators are proposed (drawn from DepED's sector M&E framework), namely:

- NAT Scores (Male/Female (M/F) – IP/Muslim); and
- Net intake ratios (M/F – IP/Muslim)
- Cohort survival rates (M/F – IP/Muslim)
- Repetition rates (M/F – IP/Muslim)
- Completion rates (M/F – IP/Muslim)
- Number of schools (by type and location) effectively implementing approved SIPs
- Number of schools (by type and location) receiving SBM grants

These indicators will be supplemented by some additional indicators (specific to the implementation of more relevant IP and Muslim curricula and the delivery of Access programs), such as:

- Number and percentage of IP children (M/F) enrolled in (i) DepED schools implementing indigenized curriculum; and (ii) other registered IP schools
- Number and percentage of Muslim children (M/F) enrolled in (i) DepED schools implementing the ALIVE program; (ii) registered Madaris implementing the National Standard Curriculum for Muslim Education ; and (iii) other registered Madaris
- Number and percentage of youth (M/F – IP/Muslim) enrolled and participating in Access programs
- Number and percentage of youth (M/F – IP/Muslim) who gain alternative certification for primary/secondary school
- Number and percentage of youth (M/F – IP/Muslim) who gain access to livelihood opportunities
- Qualitative information on target group satisfaction with access to and quality of basic education services

It is important to note that all these outcome indicators may help tell us what is happening, but may not adequately explain why. In such cases, this should prompt further investigation through case-studies, focus group interviews, sample surveys etc.

### **Baseline and targets**

There is a significant amount of baseline information already available concerning basic educational outcomes, access to education, poverty, location and number of IP and Muslim community members, etc. This is available from such sources as DepED's BEIS and the Regional EFA Assessment Reports, the National Statistics Coordination Board (NSCB), the NCIP, and from NSO/census data (including Family Income and Expenditure Surveys).<sup>10</sup>

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<sup>10</sup> It was not possible in the time available to the design mission to review all possible sources of baseline information or to identify all possible baseline information gaps.

Once target Regions, Districts and schools have been selected based on their relative disadvantage, more detailed baseline data profiles will be prepared. Location specific information gaps may include such things as:

- Number of schools with approved School Improvement Plans (SIPs) in place
- Number of IPs (particularly those of school age M/F), #'s in school, and IP participation rates
- Number of schools in IP areas using indigenized curriculum/learning materials
- Number of out of school youth (M/F – IP/Muslim)
- Number of private madaris and # of students attending (M/F)
- Number of madaris using ALIVE curriculum and learning materials
- Number of teachers trained in using IP indigenized curriculum and learning materials (M/F)
- Number of teachers trained in using ALIVE modules (M/F)
- Number of madaris interested in DepED mainstreaming
- Qualitative data on target group priorities and needs and satisfaction with basic education services

The OPS/ EDPITAF/ Program team will liaise with AusAID and other agencies to identify appropriate peace and security indicators, these will be qualitative and narrative in the first instance.

A specific baseline information set will be determined and confirmed by DepED and other agencies such as NCIP in the first six months of implementation. This set will be monitored and adjusted over the program to move towards an 'ideal' profiling.

Specific institution level performance targets (for output and outcome indicators) will also be established during the first six months of Program implementation, once target areas have been identified and baseline profiles established.

### **Information gathering and analysis**

In addition to using DepED's information gathering and analysis systems, the Program will also support DepED to:

- Collate, collect and analyse additional baseline data in target areas
- Mobilise its divisional M&E teams in target areas;
- Undertake further analysis of available data in target areas; and, as required
- Conduct additional information collection activities such as case-studies, focus group interviews, 'most significant change' stories, or sample surveys to help answer specific questions emerging during activity implementation;
- Identify and contract specific pieces of research.

The M&E plan (to be developed in the first six months of Program implementation) should provide further operational guidance on how to organise and implement these types of information collection and analysis activities. The plan will be developed in consultation with GoP and beneficiaries specifying accountability loops and providing capacity building as required. .

### **Communication and reporting**

A range of formal and informal communication measures are proposed in the M&E framework.

Formal reporting to GoP and AusAID will consist of:

- Annual Plans (including consolidated and cumulative review of performance)
- Six-monthly progress report to be provided 2 weeks prior to the BESRA Reviews

- Monthly financial statements (budget, commitments, expenditure, outstanding acquittals, etc)
- Issues based reports identified by the BESRA Review teams.

The specific formats for these reports, and due delivery dates, will be agreed between AusAID and DepED, keeping in mind the desire to use/build on DepED systems and processes as much as possible. For example, the need to feed information into DepED's annual planning and budgeting cycle should be born in mind.

### **Costs of M&E**

Implementing effective M&E requires time and money, as well as management commitment to the purpose and principles. The cost of supporting the range of M&E activities proposed is estimated at around A\$670,000. This figure represents about 3.4% of the total Program budget of A\$20m, and is considered to be a 'minimum' estimated cost of M&E. This estimate does not include the cost of DepED staff and Program management team member's time spent on M&E related tasks.

### **4.3 Sustainability Issues**

The Program design incorporates a number of strategies designed to enhance sustainability. These include:

- Ensuring all Program activity is firmly anchored in the core business of DepED and is assisting personnel to carry out their normal roles and responsibilities more effectively;
- The design places DepED at the forefront of all key decision making thus engendering commitment, accountability and ownership;
- Building capacity within key DepED Bureaus (Bureau of Elementary Education, Bureau of Secondary Education, and ALS) to implement BESRA nationwide as well as building the capacity of OPS to integrate the specific needs of marginal groups into the annual planning process and of EDPITAF to better function in its role of coordinator of all donor funded education activity;
- Building the capacity within DepED structures responsible for gender equality and disability inclusive monitoring and achievement through supporting with baseline database study disaggregated at local level and support through TA / Program technical adviser.
- The Program will not place DepED personnel on the Program payroll for their involvement in the Program implementation activities nor pay extra duty allowances;
- Making maximum use of partner agency structures, systems and procedures;
- Ensuring cost-effective solutions to implementation issues are found and that detailed capital and recurrent costs associated with an initiative are identified and communicated to DepED;
- Wherever possible and appropriate ensuring local procurement of goods to ensure local servicing, training and technical assistance is available;
- Maximising the use of Philippines expertise; and
- The requirement for an annual sustainability study/ report, which takes into account AusAID's sustainability guidelines. <sup>11</sup>Demand side sustainability particularly at the school/ community level will be generated over time as the community and school see the improvement in the

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<sup>11</sup> Australian Agency for International Development, 2005. AusAID General Guideline 6.4 "Promoting Practical Sustainability", Australia.

outcomes and so want to continue to improve education access and quality. The program will monitor the demand side mechanisms that work best and will seek to replicate these across the program and more broadly.

The Program will take account of recurrent cost implications of any intervention. The M&E framework has been designed to assist with analysis of unit costs and benefits. This will allow DepED to consider if and how activities can be scaled up. The M&E framework will be field tested in the first six months of Program implementation and continually monitored providing a feedback mechanism to improve the framework's sustainability.

The ideal scenario at the end of the Program life is where the educational needs of Muslim and IP are understood and catered for in DepED normal business and where the educational outcomes are the same (or better) than the national norms.

#### **4.4 Cross Cutting Design Issues**

Gender equality is integral to all Australian Government aid policies, programs and initiatives. The Australian Government Aid Policy Framework on the Australian Government's overseas aid program emphasizes the importance of gender equality in accelerating economic growth, fostering functioning and effective states, investing in people, and promoting regional stability and cooperation. The policy requires that women's and girls' views, needs, interests and rights shape the development agenda as much as men's and boys'. Women and men will participate in, and benefit equally from, the aid program, and development will support progress towards equality between women and men, boys and girls. In this Program, the disadvantaged groups are women and girls, the poor, IPs, Muslims, persons with disability, children in the conflict affected areas, out of schools youth, and those who are powerless and voiceless.

The Program will promote and support a **gender and poverty inclusive (GPI)** approach to pro-poor and gender equality that actively encourages and supports the identified disadvantaged groups within the context of the Philippines, to access, participate, make decisions, and gain benefits from the Program that aim at increasing access and quality of IP and Madrasah Basic Education. The Program will take into account gender issues identified in the gender analysis of Annex 4, in addition to the lessons learned gathered from the BEAM activities on the barriers faced by disadvantaged girls and boys, and women and men regarding access to, and quality of, education. The Program will be monitored for its approach to gender using the Harmonised GAD Guidelines checklists (for design and implementation), and through AusAID's Quality at Implementation processes. The MC will be involved in these processes at least annually. To implement the GPI framework, the MC will be required to prepare an operational Gender Equality Strategy, or an operational Gender and Poverty Inclusiveness and Disability Awareness Strategy.

The GPI is to be embodied throughout the Program's Components/Output Menus and within Program Management and Coordination mechanisms. The MC will ensure a gender balance in the representation on the Program Management and Coordination bodies. It is anticipated that benefits, for women and men, boys and girls, within the disadvantaged groups will be established and documented by implementers in their regular reporting at both the individual and organizational levels.

The Program will address the special needs of disabled children both in formal and non formal education settings. The Program hopes to contribute to the greater inclusion of all children and that

lessons will be fed to the DepED interventions. The increasing enrolment of learners with disabilities in special education (SPED) centres, special classes and regular class settings has signalled a real need to assist regular classroom teachers identify and support these learners. DepED mandates that all learners, including those with disabilities are accorded equal access to quality education. Article 11, Section 1 of the Policies and Guidelines for Special Education Handbook defines special education as ‘the education of persons who are gifted or talented and those who have physical, mental, social and sensory impairment and cultural differences so as to require modifications of the school curricula, programs and special services and physical facilities to develop them to their maximum capacity.’ In response to this, DepED has prepared (with the support of AusAID funded programs) a handbook entitled ‘No limits’ which is being used nationally. The program will use the current materials and guidelines and adjust them as necessary for specific groups.

Australia’s Child Protection Policy (March 2008) articulates a zero tolerance approach to child abuse and child pornography. It provides a framework for managing and reducing risks of child abuse by persons (and entities including contractors) engaged in delivering Australia’s aid program activities. The Program will follow this policy framework and will adhere to a zero tolerance approach on child abuse and child pornography in the delivery of activities.<sup>12</sup>

### **Anti Corruption**

Australia has consistently sought through its aid program to help partner governments strengthen governance and reduce corruption. Australia’s anti-corruption for development policy provides a framework for planning, resourcing, and reviewing anti-corruption activities on a country and regional basis with an overall goal to assist developing countries bring about a sustainable reduction in corrupt behavior for the purpose of improving economic and social development. Australia’s approach to anti-corruption focuses on three mutually reinforcing elements: building constituencies for anti-corruption reform; reducing opportunities for corruption; and changing incentives for corrupt behavior.

The Philippines-Australia Anti-Corruption Plan of Action 2008-11 aims to strengthen local efforts to combat public sector corruption and reduce corruption risks to Australia’s aid program. This will be achieved through working through, and strengthening where appropriate, relevant Philippine programs and agencies, such as The Office of the Ombudsman’s Integrity Development Review and the Presidential Anti-Graft Commission’s Integrity Development Action Plan processes.

AusAID is currently supporting the DepED through performance incentive grants to implement the BESRA. The aim is to improve service delivery through enhancing DepED’s internal financial management, ensuring transparency, fair and equitable resource allocation and minimizing/eliminating fund leakage. The use of Sectoral Performance Audit Reports and Agency Performance Reports of the Philippines Commission on Audit will be key strategies in the implementation of the anti-corruption action plan.

The Program will be managed using mechanisms that promote accountability and transparency of the fund flow. Learning from the financing modalities of other initiatives the Program will either transfer funds directly to accounts at the school, Division and Region levels or via the Treasury to the accounts. Transfer will be against work plans that are agreed during the normal review

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<sup>12</sup> [http://www.usaid.gov.au/publications/pdf/child\\_protection.pdf](http://www.usaid.gov.au/publications/pdf/child_protection.pdf)

processes. GoP audit and control procedures will be used. The Program will retain the right to carry out independent audits of the whole fund or of any elements. The Program also provides support to activities that focus on strengthening the quality of broader civil society organizations, universities, and private sector in the basic education sector and at the same time develops good internal accountability and transparency mechanisms. Selection of units within DepED, regions, schools, CSOs and multi-party organizations for direct funding under the Program will include an analysis of their accounting and reporting mechanisms and their degree of institutional transparency and accountability. Funding mechanisms of the Program will be inclusive and auditing mechanisms and accountability requirements will be embedded and strongly enforced in all grant agreements. The annual work plans will be reviewed against the Plan of Action.

#### **4.5 Critical Risks and Risk Management Strategies**

The risk management plan provided in Attachment 3 of Annex 5 shows a full profile of the main risks and the proposed risk management strategies.

Overall, the proposed investment through this Program is considered to be have a medium to low level risk rating. Following the BESRA September 2008 review, the fiduciary risk is downgraded to medium rating (WB). The Program aligns its risk management strategy with the BESRA review mechanism and Australia's overall education program engagement that are expected to continue efforts to pursue GoP fiduciary accountability and systems improvement. The design is aligned with GoP policies and strategies on basic education for IP and Muslim communities and is focused on supporting the delivery of clearly defined and high priority outputs. The design provides adequate flexibility to ensure responsiveness to need, builds on some existing initiatives that have already demonstrated successful results, and appears to have the active support of key stakeholders.

## **Annexes**

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## ANNEX 1. LINKING ACCESS PROGRAMS TO THE PROGRAM

The Access program designed by BEAM identifies, attracts and retains boys and girls from remote and disadvantaged communities in the education system. It has proved very successful. It will be very easy to ensure its continuance by linking its ongoing funding to the Program.

The Program identifies and supports special access interventions of local government units, schools and non-government organizations that improve access to education for girls and boys from disadvantaged groups and isolated communities. The Program is based on the fact that there is no one single factor which is keeping these children out of school but a combination of factors so that a carefully designed and integrated range of strategic responses is required if the current situation is to be turned around.

The range of strategic responses includes:

- **Early childhood education** – Organizing and conducting pre-school classes following standard DepED curriculum but using indigenized learning materials and teaching methods as well as employing qualified instructional managers from the locality.
- **Community learning center** – Constructing a building jointly with the community leaders and parents of learners in the early childhood classes. The building shall be used initially for the early childhood and functional literacy classes and eventually for the regular grades 1 or 2 classes
- **Functional literacy** – Targeting the parents of pupils enrolled in the early childhood classes as well as out-of-school youth in the same barangays, literacy classes are conducted with emphasis on functional skills related to the livelihood enterprises of the learners.
- **Livelihood enterprise development** – Small grants for the establishment of small scale and high-impact livelihood enterprises are supported by the project targeting the parents who are enrolled in the functional literacy classes and whose children are enrolled in the early childhood education program. Most of the enterprises are identified by the parents based on locally available resources and with the potential of providing income to support the continuing education of their children.
- **Nonformal Education Accreditation and Equivalency** – Out-of-school youth and school drop-outs in the same community and from nearby barangays are identified and given assistance to re-enroll and complete their education through the A&E program of DepED-BALS. The lessons in the A&E are delivered either through the regular classroom-based instruction and use of self-instructional modules or through the School on Air Program. DepED ALS Coordinators and Mobile Teachers organize the A&E classes.
- **Technical/Vocational Skills Training** – OSYs who prefer to acquire skills training certificates for employment either local or overseas instead of going back to school due to financial constraints are enrolled in with skills training in partnership with TESDA and the universities contracted as Service Providers.
- **Teacher training** – Instructional managers of pre-schools, non-formal education coordinators, mobile teachers, are given training on effective teaching-learning methods and in the use of indigenized learning materials.

Each of these strategic responses will apply a gender lens in planning, implementation and monitoring of progress.

The selection of the target municipalities and barangays to benefit from the implementation of this support program is guided by the following general criteria:

- **Low educational performance** - municipalities and barangays with the largest proportion of un-schooled population (6-16 years old with no schooling); low literacy rates of the general population; other educational indicators i.e. participation, drop-out, achievement rates, etc.
- **Indigenous cultural communities** – municipalities and barangays with the largest proportion of IPs, Muslim and tri-people communities
- **Poor communities** – high poverty incidence among the targeted groups
- **Disadvantaged groups** - (displaced groups, urban poor, etc)
- **Supportive LGUs** – LGUs that can commit to provide counterpart support during the implementation period and to sustain the project after input from BEAM is completed.

The implementation of this special support activities involves a number of specific steps / stages with some stages being undertaken by the Regional and Divisional Alternative Learning System (ALS) staff and others by contracted local service providers. The initial identification and design of the support activities as well as the on-going monitoring and evaluation is the responsibility of the ALS staff while the management of the implementation of the program resides with the local service provider through a carefully designed outputs contract where paid is made on the achievement of strategic milestones. The details of these steps are as follows:

- 1. Identification of the target area and design of the support activities (ALS Staff):**
  - Review secondary data to determine areas with least access to basic education and with high proportion of unschooled population.
  - Conduct a wide range of consultations with DepED Divisions, LGUs and NGOs to validate priority areas, obtain information on the range of priority education needs, obtain feedback on the range of potential activities to be supported, determine capacities of LGUs, communities and service institutions to support Access programs.
  - Develop package of strategies and scope the programs and activities for the priority areas in each of the three regions.
- 2. Selection and tendering of the local Service Provider (ALS Staff)**
  - Develop the procedural guidelines in the selection and contracting of institutions to manage the implementation of Access programs.
  - Advertise, screen/evaluate proposals and contract most appropriate service providers to implement the program.
- 3. Management of the implementation (Local Service Provider)**
  - Work closely with the community to implement the range of activities.
  - Submit for payment on the completion of the agreed milestones.
- 4. Monitoring and Evaluation (ALS Staff)**
  - Develop monitoring and evaluation system including tracer study of individual children in selected Barangays to determine impact and outcomes of Access programs (M&E system to consider use of appropriate gendered indicators/outcomes and to collect sex disaggregated data).
  - Conduct period monitoring visits to the program sites.
  - Evaluate the outcome of the support programs.

Given the ability of **Regional and Divisional ALS** staff to manage steps 1, 2 and 4 and the large number of available, capable and interested Service Providers this support program could be continued and even expanded and extended if funds to pay the Service Providers were available. If **Regional Access Trust Funds** were established with Donor and/or Corporate money then, under the

control of **Regional Access Advisory Council** (RAAC) comprising DepED, Business, Community and LGU members, then the Regional ALS staff could undertake the identification and design and propose certain support programs to the RAAC. On the endorsement of the RAAC, the ALS staff could advertise, select (together with RAAC representation) and contract appropriate service providers. The ALS staff could monitor the implementation of the program and recommend on satisfactory completion of the milestones to the RAAC so that they could pay the Service Provider. The ALS Staff could also undertake the evaluation and report to the RAAC.

Given that a support program for one community would run for about 18 months and cost approximately 700,000 pesos, maintaining a Regional Access Trust Fund of about 8m pesos or about AUD 250,000 would allow Regional ALS teams to maintain programs in about 12 different communities across their Divisions at any one time. These programs should be strategically staggered so that 4 programs conclude and 4 new ones commence every 6 months so that the ALS staff could manage the range of tasks involved in the process and assign staff to specific functions on a full time basis.

While the ultimate involvement of the business and corporate sector will give long term sustainability it may require things like a one for one incentives or matching grant system from the Government or Donor community to entice their participation. Targeted advocacy programs that highlight the impact of this approach on poverty alleviation, conflict resolution and peace and development might also encourage their participation.

## **ANNEX 2: WORKING PAPER ON INDIGENOUS PEOPLES EDUCATION**

The National Commission on Indigenous Peoples (NCIP) reported that there are 110 ethno linguistic Indigenous Peoples (IPs) groups distributed in the different regions of the Philippines except in Region VIII (Southern Leyte) where there are no established IP groups who originally inhabited the region. The historical injustices inflicted on them since time immemorial is tied up with the colonization process that took place in the country. Their exclusion over time started out with a mockery of their identity and character. The Spanish account, which made use of the cross as the instrument for annihilation and colonial power wielded by the friars, lumped the IPs under various names: *infielos*, *feroces*, *tribus independientes*, etc. The American regime, which centered on education as the instrumental legacy for benevolent assimilation, called them non-Christian tribes along with the Muslims. The Japanese occupation was relatively brief but they continued the oppression by colonial masters under a regime of cruelty and terror. The Philippine government labeled them “national minorities”, also together with the Muslims, which connoted cultural inferiority. The 1973 Constitution changed the label to “cultural communities” in response to the efforts of the affected ethno linguistic groups for recognition on equal footing with the rest of the mainstream society. Later, in the 1987 Philippine Constitution, the generic label was again changed to “indigenous cultural communities (ICCs)”, with emphasis on the word “indigenous” to connote native descent. Partly, this change was in keeping with the growing strength of indigenous groups/peoples/tribes worldwide who have started to be more assertive about their collective rights, as contextualized in the growing worldwide human rights movement. The all-important term “indigenous peoples” is used in the international sphere and in effect, considered the more “politically correct” term. As such, Republic Act No. 8371, otherwise known as “The Indigenous Peoples Rights Act of 1997”, makes use of the reference “Indigenous Cultural Communities/Indigenous Peoples (ICCs/IPs)”.

The term, however, is not without any problem. While self-ascription and recognition or ascription by others is an important qualifier, for purposes of policy making, it is the way they were differentiated from the dominant Philippine ethno linguistic groups. This was instrumental to their marginalization and exploitation, and as such, being disadvantaged in many respects. In the context of the IPs’ worldview, everything is interrelated so that people, land and the total natural environment, and their spirituality are one and inseparable. The view is holistic and there is no separation of secular and sacred knowledge and practice, which are shaped by the cultures, traditions, beliefs, indigenous institutions and ancestral territories of the people. These are the basic peculiarities of IPs that usually comes in conflict with mainstream thinking that is predominantly entrenched in Western-imposed concepts and that traces its present stereo-typed biases to the current educational system. A good working background on the Philippine IPs and their worldviews is a mandatory pre-requisite for any engagement with or initiative concerning them.

### **INDIGENOUS PEOPLES POPULATION AND AVAILABLE INDICATORS**

There is a dearth of basic IP data in the country. The lack of an official population count is a basic issue to their exclusion and heavily puts them in a disadvantaged position. In 2000, the National Statistics Office (NSO) conducted a national census but the statistical data generated for IP population was questioned by various IP groups. It was claimed that there were lapses in the enumeration process and that most of the hard-to-reach hinterlands, where many IPs are located, have not been reached by the undertaking. Tribal leaders contend that the 6.3 million population, which included Moro groups under the jurisdiction of the Office for Muslim Affairs (OMA) is understated and data were disaggregated merely in terms of ethno linguistic classification or

ethnicity by mother tongue. Information used in the latest census was not disaggregated by the parameters of ethnic affiliation in terms of consanguinity or ancestry.

According to Capones (2005), the total population of the Philippines in 2000 was 76.5 million. Making use of the 2000 census results that were officially published by the NSO, the 6.3 million or around 8% of the total population came from 85 ethno linguistic groups. Table 1 shows the top five regions with corresponding percentages of IP population and regional poverty incidence.

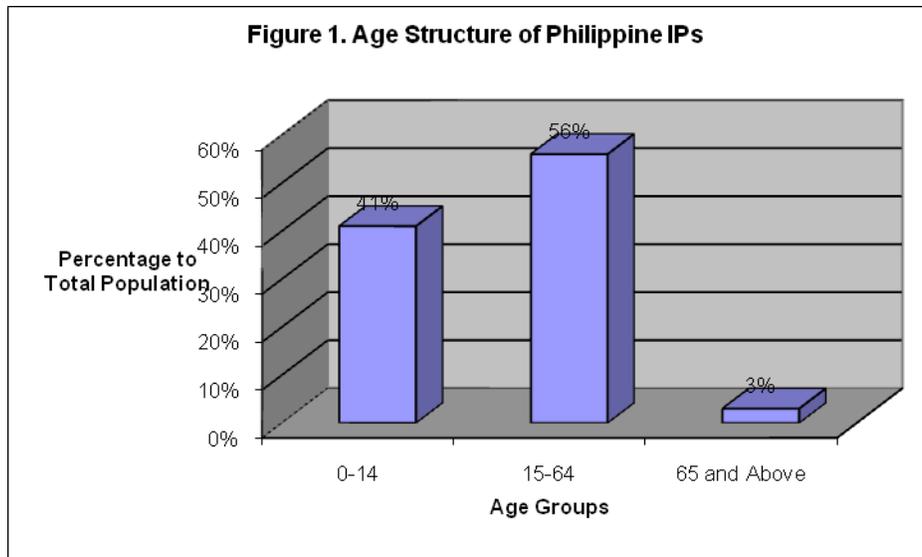
**Table 1. IP population and selected regional poverty incidence**

| <b>Regions</b> | <b>IP Population (in %)</b> | <b>Regional Poverty Incidence</b> |
|----------------|-----------------------------|-----------------------------------|
| <i>ARMM</i>    | 21.7                        | 59.8                              |
| Region XI      | 14.0                        | 33.1                              |
| Region XII     | 13.5                        | 46.8                              |
| CAR            | 11.9                        | 37.6                              |
| Region II      | 10.5                        | 30.4                              |

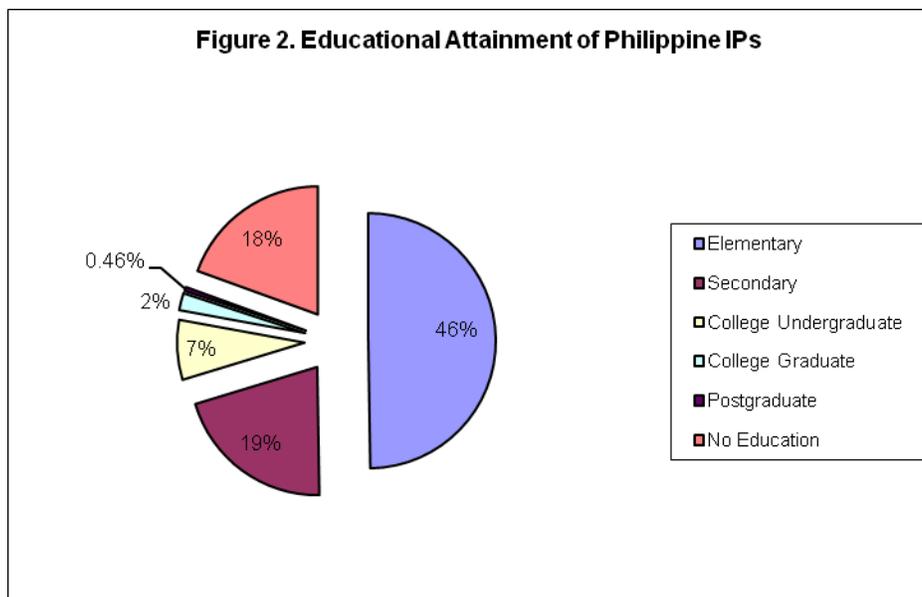
Sources: Census of Population and Housing 2000  
Family Income and Expenditure Survey 2000 (revised)

The plight of IPs reflects exclusion to availment of basic social services. Still with reference to Table 1, although it may not be as accurate as claimed by the IPs, the data shows that IP areas, especially ARMM and Region XII, have high concentration of IP population and levels of poverty incidence. Figure 1 indicates that IPs belonging to the 15-64 age bracket outnumber (56%) the 0-14 (41%) and over 65 (3%) age brackets. Capones further cites that based on the 2000 census, 7 out of 10 IPs were literate and males (71%) had a slight advantage over females (70%). The 2000 census also reveals in Figure 2 the educational attainment of IPs in that most (46%) are elementary graduates, followed by secondary (19%) and 18% with no education. A mere 0.46% attained post-graduate degrees.

In terms of population data and distribution, there is an apparent discrepancy of the NSO-generated data with estimates of the National Commission on Indigenous Peoples (NCIP) based on the consolidated report of the defunct Office for Northern Cultural Communities and Office for Southern Cultural Communities in 1996. As officially used by the NCIP and various stakeholders, there are 11,978,190 IPs or about 17% of the total population from 110 IP ethno linguistic groups and sub-groups. According to the data of the NCIP, as presented in *Annex A*, about 61% of the IP population are found in Mindanao with bulk of the IPs located in Region XI (Southern Mindanao or Davao area) followed by those in Region X (Northern Mindanao) and Region XII (Central Mindanao) in that order. It is striking to note that while



Source: Census on Population and Housing 2000



Source: Census on Population and Housing 2000

bulk (61%) of the IP population are in Mindanao, geographical distribution of IPs is thinly spread so this major island group poses worse case scenarios of IP groups being taken advantaged, cheated and usually underserved, and therefore, IP communities being disadvantaged.

Table 2 presents data on the literacy rate for the ten poorest provinces that were obtained by the NSO last year with CY 2003 as base year. With the exception of Biliran, in which no IP group is established to have originally inhabited the province, the other poorest provinces have IP groups

as reflected in the Table although the data refer to the entire populace of the subject provinces. A good glimpse on the comparative figures for 1990 and 2000 reveal that literacy rate practically went down in eight poorest provinces with IP population at an average of 2.39%. This is a big blow to the priority target to achieve universal access to primary education as per commitment of the Philippine Government to the Millennium Development Goals. The positive increase of 4.86% literacy rate in Mountain Province for the period 1990 to 2000 is quite remarkable.

**Table 2. Literacy Rate for the Ten Poorest Provinces in the Philippines** Sources: NSO Quickstat – September 2007 Reference Period: 2003; Provincial Quickstat – April 2007 Reference Period: 1990-2000

| Region | 2003                         |  |                      | Indigenous Peoples Groups  |
|--------|------------------------------|--|----------------------|--|
|        | Functional LR : <b>84.1%</b> | Male: <b>81.95%</b> Female: <b>86.3%</b> |                      |  |
|        | Simple LR : <b>93.4%</b>     | Male: <b>94%</b>                         | Female: <b>95.5%</b> |  |
|        | <b>Ten Poorest Provinces</b> | <b>1990</b>                              | <b>2000</b>          |  |
| IX     | 1. Zamboanga del Norte       | 87.00%                                   | 86.32%               | Subanen, Samal, Badjao   |
| ARMM   | 2. Maguindanao               | 69.28%                                   | 66.87%               | Teduray  |
| V      | 3. Masbate                   | 90.85%                                   | 87.23%               | Pullon   |
| XIII   | 4. Surigao del Norte         | 93.41%                                   | 92.57%               | <b>Manobo, Mandaya, Mamanua</b>                                      |
| XIII   | 5. Agusan del Sur            | 90.76%                                   | 88.21%               | Mandaya, Manobo, Higaonon, Umayamnon, Dibabawon, Tigwayanon, Mamanua |
| XIII   | 6. Surigao del Sur           | 93.74%                                   | 91.87%               | Mandaya  |
| X      | 7. Misamis Occidental        | 93.30%                                   | 91.99%               | Subanen, Higaonon, Tigwayanon  |
| CAR    | 8. Mountain Province         | 81.48%                                   | 86.34%               | Kankanaey, Applai, Bontok, Balangao, Barlig, Baliwen                 |
| VIII   | 9. Biliran                   | 90.45%                                   | 90.80%               |  |
| X      | 10. Lanao del Norte          | 90.88%                                   | 85.04%               | Ilianen, Higaonon, Subanen   |

In the headline of the July 15, 2008 issue of the Philippine Daily Inquirer, Remo and Natividad quoted the National Statistical Coordination Board (NSCB) report that, in the national scene, one in six school-age children is being deprived of education and the number is rising steadily. According to the report, the percentage of enrolled pupils in primary schools was down to 83 percent in school year 2006-2007 from 90 percent five years earlier and it is even worse in secondary education at 59 percent, though they have been steady over five years. The NSCB also said that the number of Filipino children who did not have access to primary education worsened to 16.8 percent of the school-age population in the school year ending 2007 from 15.6 percent the previous year primarily because of the rising cost of living. It was also revealed that the latest number of children who did not have access to elementary education was even worse compared with the 9.7 percent recorded in school year ending 2003. The DepED Secretary said that the latest survey for school year 2007-2008 showed a slight improvement with a participation rate of 85 percent. Making use of these as baseline information, it can be surmised that IPs are far no better off given that they are more marginalized and vulnerable.

Tebtebba Foundation and DepED undertook an exploratory study of indigenous education in 2002 called the “Indigenous Peoples’ Dialogues”. The study documented the schools attended by children of the Manobo of Agusan del Sur, the Dibabawon, Manguangan and Ata of Davao, the Subanen of Zamboanga del Sur, the Ati of Bukidnon, the Dumagat of Panay, the Aeta of Zambales and Bataan, and the Tingguian and Ifugao in the Cordillera. The study revealed an alarming 40-50 percent drop-out rate among indigenous children because they fail to assimilate with their classmates due to racism in textbooks as well as the government teachers’ biases against “minorities”. The Executive Director of Tebtebba Foundation, who is also the current Chairperson of the United Nations Permanent Forum on Indigenous Issues (UNPFII) based in New York, said the trend is more peculiar to southern Philippine tribes. Mindanao-based IPs are segregated from the mainstream communities, unlike the more homogenous Cordillera indigenous cultural communities. The Research Team Leader, on the other hand, also claimed that language is key to integrating indigenous children into mainstream society but formal education discourages indigenous school children from using their culture, languages and their customs in accessing rudimentary lessons in reading, writing and arithmetic.

There is, indeed, an evident need to conduct an updated census with appropriately disaggregated data and carefully analyzed indicators/variables that give high premium to gender, children and youth, and using instruments that puts heavy emphasis on the definition of Indigenous Peoples based on Republic Act No. 8371, otherwise known as “The Indigenous Peoples Rights Act of 1997”. Moreover, a cultural mapping is also necessary to establish the original inhabitants and migrant settlers of IP-inhabited areas in terms of their ancestral domains or geographical and political locations. An inventory of indigenous cultural communities (ICCs) with educational services and the typologies of educational intervention they have is also mandatory. It is also noteworthy to engage in the conduct of special surveys/studies to improve basic education for IP groups and IPs can be trained to do documentation themselves in terms of their own baseline data including indigenous knowledge systems and practices (IKSPs) and other culturally-sensitive data needed for education.

## **PERSISTENT ISSUES ON INDIGENOUS PEOPLES’ EDUCATION**

The multi-dimensional nature of historical injustices inflicted upon IPs is expressed by way of “social discrimination, economic marginalization, political disenfranchisement and cultural displacement”(NEDA, 2004). The highly Western-entrenched Philippine educational system has contributed to the further alienation of Indigenous Peoples from their cultural identities and

rootedness to their ancestral domains. The said system has stepped up the invisibility of vulnerable tribal groups and for some lucky ones, it has been producing graduates who are trained to become employees and not as entrepreneurs who can become employers. Many IPs do not want or could not finish their studies, and most of those who do finish do not return to their communities to be part of its development. Instead, they become anathema to the indigenous culture and tribal educational/learning system they have been brought up to and are instrumental in the exploitation of their own tribe. It is also an irony that IPs who are actively practicing their customs, traditions and belief systems are branded as pagans and anti-modernization which is to their detriment. Again, the current educational system that we came to know is heavily contributory to this mainstream label.

Some of the various forms of educational interventions done for IPs that contributed to the foregoing scenarios are one or a combination of the following:

| <b>Spectrum of needs</b>                     | <b>Form of intervention</b>  |
|--|--|
| Basic literacy-numeracy                      | Teach basic literacy-numeracy to children and adults based on mainstream approaches, methods and content                     |
| Periodic trainings (livelihood, health, etc) | Provide adult- based trainings based on mainstream approaches and content  |
| <b>Spectrum of needs</b>                     | <b>Form of intervention</b>  |
| Support to enter formal School               | School supplies, scholarships, tutorials   |
| Schools                                      | Infrastructure, personnel (usually “lowlanders”), curriculum evaluation tools, books and school calendar based on mainstream |

As summarized by the Episcopal Commission on Indigenous Peoples (ECIP), the afore-cited interventions were based on assessments done by Indigenous Peoples Apostolates in the different Catholic dioceses on the situation of the indigenous cultural communities. These efforts were heavily influenced by the colonial view that education is used to ‘civilize’ or assimilate the inhabitants of the Philippine islands, with education (schooling to be more accurate) as the main civilizing process (McCoy, 2006).

Very common interventions were basic literacy-numeracy and scholarships. In the later years, Victor (2008) claims that communities themselves started to request for education interventions because of the following commonly cited reasons:

- the need to understand the calculations in the marketplace (which were different from IP communities’ system of economic calculations and barter), with experiences of being cheated becoming rampant;

- the need to read street signs, newspapers, and legal documents, to vote, and to participate in events outside the community;
- the need for other livelihood options because the community's resource base (like their farmlands) has been exploited by others (logging, mining, plantations, etc); exploring other livelihood options means interacting with the enlarging national economy, thus the need for trainings to familiarize them with this arena; others found schooling necessary to be able to find employment;
- the need to access health services; and
- going to school has become equated with being 'educated', with education promising liberation from poverty.

The last point above has been one of the dominant views about education in Philippine society and this viewpoint has also permeated IP communities who have encountered mainstream education for several decades. Graduates of IP communities were viewed as success stories both by the communities and the service providers, and these graduates learned, as individuals, how to navigate their way in the wider social demands of mainstream society. The backdrop, however, of these few success stories was the reality of a much bigger number of drop-outs because of comprehension difficulties, adjustment difficulties, and discrimination (Victor, 2008).

In response to these situations, some interventions were modified, like contextualizing the content of the lessons (A for atis or avocado, instead of apple) and using non-formal methods to facilitate academic learning and achievement. There were also efforts in several interventions to build dormitories exclusive for IP students studying in the towns to ease adjustment difficulties and lessen discriminatory experiences. The main goals of these boarding schools, however, were still to inculcate mainstream competencies and learning processes to facilitate the assimilation of IP learners into mainstream society.

This mix of modified and mainstream education interventions went on for decades and is still the case in most education programs today. It was only in the early 90s that IP communities started to more vocally articulate misgivings to their service provider partners about their experiences with the mainstream education system. The Office on Education, Culture and Health of the National Commission on Indigenous Peoples (2006) consolidated results of various consultative workshops, tribal assemblies and informal surveys on the ground for the last five years. These reveal that many IPs are unable to finish formal education due to the high opportunity cost on money, time and effort invested in education with minimal relevance to their lives. Despite the absence of well-meaning national data, it is acknowledged that poor achievement and high percentage of drop-outs prevail and these are largely due to lack of resources, inaccessibility and hazards involved to educational centers/facilities, and difficulty in learning because of the prevalent use of a second language and perceived harsh disciplinary methods in classrooms. Worse, most of them go through the miserable experience of being subjected to countless discrimination and exclusion. Thus, some IPs disown tribal affiliation to escape being made use of as butt of ridicules, malicious jokes and derogatory labels. Cultural erosion brought about by stereo-typed thinking due to the influence of media, mainstream education, and commercialization is also something to reckon with. Hence, there is a strong clamor for the appreciation and integration of IP culture and heritage in the appropriate school curricula at all levels and areas of the educational ladder.

Several concerns about the plight of IPs as regards basic education have been raised and Botengan (2006) cited the experience in the Cordillera Administrative Region (CAR) based on available data in that predominantly IP-inhabited region. Considering the lack of data for

IPs nationwide, the situation of IP groups in CAR is briefly discussed herewith to illustrate a typical case of IPs and the more serious concerns are enumerated and discussed below:

**1. *Low survival and participation rates***

Many educators express concern to increase participation, survival and achievement rates while at the same time lower failure and dropout rates. One factor that affects the survival and participation rates is the presence of incomplete elementary schools. In SY 2000-2001, there were still 549 incomplete elementary schools in CAR or 40% of the total number of elementary schools in the region. Another cause is the inappropriate national planning standards applied in the regions specifically because of dispersed types of settlement and rugged terrain in IP-dominant areas. This situation greatly affects the participation of small children during rainy months of the school year. Closely related to survival and participation rates are the dropout and failure rates that are affected by the growing incidence of child labor and simple truancy especially for high school students.

**2. *“Low” achievement rates in National Elementary Achievement Test (NEAT) and National Secondary Achievement Test (NSAT)***

Achievement Rates in both tests are below fifty percent (50%) for CAR. Some factors that affect this poor performance are the lack of teachers in many schools and the inadequacy of physical facilities and instructional materials.

**3. *Inadequate competency and proficiency of teachers***

Basic Education requires that teachers have mastery of their subject matter, i.e., they are trained as ‘specialists’. However, the usual case is for teachers trained as ‘generalists’ to handle courses for which they are not prepared. This issue of the incompetence of ‘generalist’ teachers in elementary schools is now being addressed through Third Elementary Education Program (TEEP) and the more recent Secondary Education Development and Improvement Program but then again, the framework in IP context is limited to aspects of culture that can easily be documented and in which information is readily available.

**4. *Lack of commitment among teachers***

There are teachers found to have no lesson plans. Some are observed to be moonlighting and peddling goods while in school resulting to neglect of classroom duties. Further, some teachers assigned to far-flung schools make Mondays and Fridays their travel days for commuting between their school assignments and home, thereby reducing actual class days to only three days. Lastly, some teachers’ commitment decrease after availing permanent appointments.

**5. *The management of the educational process is highly politicized, particularly the creation of schools and the hiring of teachers***

The Education Master Plan for CAR cites the case of some politicians meddling in the hiring of teachers while others authored legislations creating new schools where there are already existing public secondary schools. The laws instituting these new schools, however, do not adequately provide for teacher items. Thus, the ability to pay for teacher salaries is an additional problem.

**6. Lack of resources in terms of textbooks, classrooms, desks/armchairs**

In CAR, the textbook–pupil ratio for elementary level is 1:2 while at the secondary level, it is 1:6. In SY 2001-2002, there was a lack of 1,438 classrooms for elementary schools and 780 classrooms for secondary schools. The region needed 16,065 desks. It also needed 34,354 armchairs for elementary, and 30,131 armchairs for secondary schools.

**7. Lack of teacher items**

Still based on CAR data, as of SY 2001-2002, the region needed 1,273 teachers for the elementary level and 1,369 for the secondary level. However, in 2000, only 116 items for both elementary and secondary levels were given. The region has a considerable number of teachers paid by the local government units. In some instances, teacher volunteers barely receive compensation for their services. The lack of resources is compounded by some Local Government Units who do not have sufficient funds for salaries.

For the Mindanao setting, an in-depth study of the situation of indigenous children, youth and women in Davao City and Maguindanao was conducted by the Indigenous Peoples Education Assistance, Inc. (IPEA) in partnership with the United Nations International Children’s Fund (UNICEF) in October 2006 to March 2007. The salient findings reveal that basic literacy and numeracy among indigenous children in the afore-stated provinces were very limited to means of counting, writing and reading. The participants were unable to deal with more complex forms of writing, reading and counting. Complicating the problem of basic education was its tendency to undermine indigenous knowledge and practices. The heavy emphasis on Western orientation and on other ways of life apart from the local indigenous context tend to alienate the children from their ancestral roots. In addition, the dropout trend is very high in the study areas. More than half of the Lumad youth who participated in the focused group discussions were forced to stop their studies by the time they completed elementary education. The authors claimed that it is very rare for a Lumad youth to get into college.

In 2004, the Education Research Program (ERP) of the University of the Philippines Center for Integrative Development Studies (UP-CIDS) endeavored to revisit the findings and recommendations of the Congressional Commission on Education (EDCOM) that was tasked to study the state of Philippine education in 1991 and came up with persistent concerns relevant to IPs as the following (EDCOM Book 1, 1993):

| <b>Area of Concern</b>            | <b>Finding/s</b>   | <b>Recommendation/s</b>   |
|-----------------------------------|--|---|
| Access and equity                 | Access is difficult since most public schools are in the lowlands                            | Government support should be given to DepED-accredited IP schools in areas inaccessible to government schools   |
| Curriculum and learning materials | Curriculum, learning/instructional materials, textbooks were not relevant to IP experiences, | <ul style="list-style-type: none"><li>▪ Promotion of non-traditional approaches in the teaching-learning process;</li><li>▪ Production of indigenous learning/instructional</li></ul> |

|                                    |  |   |
|------------------------------------|--|---|
|                                    | situations, needs and aspirations  | materials with the primary involvement of IPs and training of teachers in their use   |
| Teachers                           | <ul style="list-style-type: none"> <li>▪ Mostly from the lowlands and no knowledge about IPs;</li> <li>▪ Irregular attendance;</li> <li>▪ No special training for the education of tribal groups;</li> <li>▪ Some are prejudiced against indigenous culture</li> </ul> | <ul style="list-style-type: none"> <li>▪ Attract qualified resident teachers in rural areas;</li> <li>▪ Appointment of para-teachers;</li> <li>▪ Training of teachers serving ICCs</li> </ul> |
| <b>Area of Concern</b>             | <b>Finding/s</b>   | <b>Recommendation/s</b>   |
| Management structure of the system | Not flexible to accommodate the economic activities of the tribes resulting in high drop out rates   | <ul style="list-style-type: none"> <li>▪ School calendar should be flexible based on the way of life of IPs;</li> <li>▪ Introduction of health and nutrition programs</li> </ul>              |

### **INDIGENOUS PEOPLES' ASSERTIONS FOR THEIR OWN EDUCATION**

As manifested by IPs themselves, the purposes of an IP education must include reinforcing and ensuring strong belief in one's cultural identity and character; practice and protection of indigenous culture and all its manifestations; defense and care of ancestral domain and natural resources; promotion of self-determination; and development of one's self, the tribe and the community.

In various engagements facilitated by the ECIP, IPs who are assisted by them met in a Convention in 2006 and clarified what the characteristics of IP education should be for it to be appropriate to their communities. These include being rooted in history and culture; comes from the community, managed by the community and for the community; strengthens formation towards self-reliance and assertion of human rights; enables youth to defend and develop the ancestral domains; equips the youth to be active participants in mainstream society without being dominated by globalization; and deeply focuses on values creation.

NCIP-sponsored consultations on education (2005) across regions with IP-inhabited communities included documentation on the strong clamor for the recognition of indigenous learning systems and the culturally appropriate "indigenization" of education/learning and training. Thus, the ensuing action agenda identified by participating IP representatives are:

- a) Allow IP groups to take active role in identifying what their children should learn and to participate in designing and implementing the school curriculum;
- b) Use indigenous resources for teaching-learning process including tapping tribal elders/leaders as "living libraries" and resource persons;

- c) Adopt IP culture-based content and learning modes, including indigenous learning systems from the ICCs;
- d) Hire and train teachers from the ICCs;
- e) Use local or indigenous language in teaching;
- f) Facilitate provision of appropriate facilities, equipment and materials; Prepare indigenized curriculum guides/instructional materials for teachers use based on the peculiar context of IPs/ICC;
- h) Conduct continuing research and documentation as well as establish and maintain database on IKSPs;
- i) Adopt flexible schedule to provide for subjects that directly address IP content, and use sliding school calendar to address specific circumstances and socio-economic conditions in specific ICCs; and
- j) Maintain a separate line-item budget for IP Education to ensure sustainability of support

Reinforcing the afore-stated concerns on a more general note, Philippine IPs have adopted the following education concerns in the National Program of Action for the 2<sup>nd</sup> International Decade of the World's Indigenous Peoples that commenced on January 1, 2005:

1. Urge the DepED to integrate IP rights, histories, cultures and situations in the educational curricula in all levels, whether formal, non-formal and informal education
2. Promote bilingual and intercultural education
3. Strengthen and encourage the implementation of alternative and appropriate community-based pedagogical approaches
4. Ensure the proper training of teachers on the indigenous worldviews, culture, histories, and involve indigenous elders and parents in these processes
5. Institutionalize and encourage the teaching of indigenous cultures (songs, dances, practices), languages and scripts among the indigenous youth
6. Strengthen indigenous socio-political and cultural institutions that serve as stewards in preserving indigenous knowledge systems
7. Increase budget for education and implement, support and establish scholarship programs for indigenous youth and children which will be accountable and managed by indigenous institutions, with the end of training them to contribute their skills and expertise back to their communities
8. Set up documentation and learning centers, archives and living museums to reach out for raising awareness and as complementary institutions for delivering education

Aside from the above-mentioned concerns for IP education, multi-stakeholder delegates to the Mindanao Forum on Indigenous Peoples' Education and Learning Systems held in Tagum City, Davao del Norte on August 15-17, 2005 came up with the Tagum Declaration sporting a mandatory emphasis on advocacy efforts at different levels with different institutions toward promoting quality and culture-sensitive education at all levels in all circumstances as interlinked with other concerns of IPs (Lumads) primarily the protection and development of ancestral domain as material basis of their educational system. The Tagum Declaration called on the government to immediately ratify ILO Convention No. 169 as a critical law promoting education and land rights; recognize and accredit IP Education Programs; promote educational assistance program based on the situation of IPs founded on the principles of merit and fitness, not patronage; encourage IP participation in curriculum development; raise government commitment to IP education; resolve conflicting provisions of law and issuances for clarity of implementation

at the local level; reorient manpower working for ICCs/IPs at the national and local levels; train school administrators, teachers and para-teachers from among the IP group; set up network of schools, national agencies, NGOs and other groups to facilitate education programs; build linkages and networks; and promote viable income generating projects and enterprises that will redound to effective protection of natural resources within ancestral domains while stepping up research support initiatives as well as participatory monitoring and evaluation.

Given the foregoing challenges, what are some of the policy responses and programs on education initiated by stakeholders in the sector today?

### **RESPONSE INITIATIVES OF IP STAKEHOLDERS**

Bennagen (2000) pointed out in his pioneering study on IP education that all IP education programs started out in response to the negative experiences of indigenous communities attributed to the failure of the state educational system to respond adequately to the situation of IPs and that these programs had to modify existing DepED curricula with the roles of the community, especially the elders, being underscored and put to great advantage. He further argued that it is relatively easy to set up an indigenous school or indigenize an already existing one if based within ancestral domain and when the decision-makers involved are IPs themselves with support from outside people sharing the same vision. Except for adhering to the basic tenets of the existing DepED curricula, the experience of the IIPE under BEAM is a successful example that adhered to the afore-stated conditions. Given the gains and lessons from the BEAM example, it is one initiative that could be upscaled for national roll-out and replication where applicable. Various responses to the prevailing situation of the education of IPs in the field have been noted. One recourse has been the attempt to meet government and mainstream standards through basic and functional literacy for children and adults, scholarships, and enrolment in public and private schools recognized by the DepED. The second recourse has been accommodating indigenous cultural concerns but still using DepED standards through the employment of IP teachers, and setting up schools within IP communities. The third recourse has been the setting up of IP schools with activities of formulating a curriculum that is based on culture, history and the present situation of IPs; communities providing direction to the school's efforts and major involvement in managing the school; integrating in the content the needed competencies to adapt and participate within Philippine society; adapting methods of teaching from observed IP ways of knowledge management like thematic framework of teaching instead of being subject-based as well as holistic and integrated teaching style instead of compartmentalized approach.

Currently, schools in indigenous cultural communities are classified into five types:

1. Public schools serving in IP areas, whether inside or outside ancestral domains
2. Schools operating on a BOT (build-operate-transfer) scheme
3. IP-run, non-graded formal private schools under the umbrella of the church
4. IP-run, culture-based curriculum such as the Schools for Indigenous Knowledge and Traditions and Pamulaan Learning Center started by non-government organizations or Foundations, and
5. IP-run, non-formal schools with A & E (Accreditation and Equivalency) or PEPT (Philippine Equivalency Placement Test) components under the Alternative Learning System (ALS)

Given the urgent needs and fast turn-out of events, it is evident that the Philippine government has to muster enough support and engage in synergistic partnership with civil society, the academe, faith-based organizations and the private sector in the formulation of appropriate policy

position to be worked out with the Department of Education in the multi-stakeholder coordination of programs. The on-going efforts to develop a National Policy Framework for IP Education and a Roadmap for IP Basic Education with due regard to a culturally-sensitive, appropriate, holistic and relevant education that also incorporates thematic focus on gender, poverty and peace building is a laudable move spearheaded by the DepED Technical Working Group on Muslim and Indigenous Peoples Education. This stems from the need for a culturally appropriate integrated system of education for IPs relevant to their needs, conditions and aspirations in which there is the strong clamor for the recognition and support to indigenous learning systems to complement basic education as well as the development of an IP curriculum framework.

In the Draft Action Plan for 2008-2011 of the Technical Working Group on Muslim and IP Education under the Department of Education, the goals that were set focus on mainstreaming IP concerns and preservation of IP cultures. An exhaustive presentation of programs and activities that were identified for implementation according to components include the following:

- A. **Development of a National Policy Framework on IP Education** with strategies that include conducting a workshop to review all existing and past initiatives on IP education, conducting public consultation/validation to different stakeholders, issuance of DepED Order, and conducting advocacy/dissemination activities
- B. **Access to and equity in education** with strategies that include conducting a workshop to prioritize and implement activities; initiating preliminary work on engaging technical support; establishing database including mapping in 7 ethnographic regions, doing inventory for educational services in IP communities, upgrading the BEIS to include IPs and Muslims, and formulating policies for school planning with communities as well as policies with local government units; and providing services for pre-school IP and Muslim children including training of teachers as a priority
- C. Ensuring **quality** through the development of:
  1. a **National IP Curriculum Framework** that will involve undertaking an inventory of all IP curriculum, approaches, co-curricular programs, and teacher education programs, conducting workshops on curriculum design, preparing policy recommendations on IP education; and introducing IP curriculum to private schools
  2. **culturally-appropriate instructional materials and learning strategies** with activities of conducting an inventory and workshop on the review of teaching and learning materials and strategies, training of teachers in development of resource materials for IPs, reviewing and proposing changes if necessary on language policies, gathering research and related documents on IPs to support the development of learning materials, conducting workshop on the development of learning materials as well as on learning strategies
  3. **teacher education and capability-building programs** for IP teachers and non-IP teachers who serve in IP communities with activities of conducting training needs analysis (TNA) and teacher competency assessment for teachers in IP schools, preparing inventory of on-going capacity-building programs for teachers and administrators, developing a support to program for teacher education, developing pre-service training for teachers in IP schools, offering IP curriculum courses in the general education courses at the tertiary level and inclusion in the Licensure Examination for Teachers (LET),

- developing and ensuring that resources are available to support a training program for teachers in IP schools, providing teacher items and financial incentives for teachers in IP schools, providing opportunities for IP teachers to develop skills to become successful school principals, conducting review and/or training programs for IPs in preparation for national eligibility examinations, and reviewing/revising existing recruitment, hiring and deployment procedures
4. **physical resources** with activities of conducting inventory of IP schools in the country including existing physical resources, reviewing physical resources needed by IP schools, proposing budget support allocation for improving physical resources, and reviewing policies on physical facilities design appropriate to IPs such as on arrangement of facilities and space, use of symbols, repository of materials and artifacts
  5. a **monitoring and evaluation system** for IP education that calls for conducting inventory of monitoring and evaluation tools for IP teachers, developing performance assessment tools for IP pupils/students, conducting impact evaluation of on-going IP and Madrasah education programs, and providing technical assistance after monitoring
  6. a **research agenda** that include conducting an inventory of existing and on-going research on IP indigenous knowledge, systems, practices and pedagogy mindful of the community intellectual property rights, preparing research agenda based on what can be learned from IPs, the preservation and transmission of positive traditional cultural expressions and indigenous knowledge with strong spirituality and authenticity, and conducting workshop on the preparation of the research agenda
- D. **Networking** by strengthening partnership at the community, division, region and central levels with all IP education stakeholders including private schools with activities of identifying stakeholders, defining roles and establishing linkages
- E. Facilitating **participation of private schools** on IP education by proposing standards for recognition and accreditation of private schools, proposing provision of incentives to private schools which provide educational services to IPs, revisiting existing implementing guidelines of GASTPE to include IPs, proposing direct education assistance to IP children, and proposing for pilot implementation of IP curriculum in private schools and providing scholarship to IP children for documentation
- F. Ensuring **sustainability** of programs by proposing the provision of school-based management (SBM) funds to IP schools, and proposing fund allocation for IP education as line budget item in DepED's annual budget for FY 2009 and beyond under the General Appropriations Act (GAA)
- G. Formulating **policies** that would serve as basis to continue existing programs for IPs with support from the national office; and
- H. Providing necessary **technical assistance** through the chronology of activities

## **IMPLICATIONS FOR ENGAGEMENTS BY THE PROGRAM**

A close scrutiny of the objectives, conceptual and operational frameworks, and intervention methodologies/strategies of different IP programs and projects on IP education vis-à-vis the contents of this paper reveal slight differences in priority focus and approaches. Given a collective recognition of specific problems and issues on the education of IPs, the need to systematically evolve support policies and guideposts for an educational framework that would encapsulate community-based details is inevitable. The lessons to be learned must be properly packaged as valuable inputs for policy-formulation and for establishing core parameters for educational interventions that could lend to nationwide implementation. Some key result areas where the Philippines-Australia Program can come in as a complementary support may be on the following:

### ***On baseline data/information and indicator system for IP education, including sex disaggregated data and analysis***

1. *Assistance to the field validation and improvement of IP-based tools and instrumentation for Census 2010 and training of IPs as enumerators*
2. Support to upgrading and full operationalization of DepED's BEIS

### ***On culturally appropriate integrated system of education for IPs:***

1. *Support to the formulation and implementation of policies, strategies and plans for the basic education of IPs*
2. *Sustaining and mainstreaming the IIPE-BEAM experience as a model*
3. *Support to awareness and learning activities on IP Education issues*
4. *Support to initiatives for strengthening DepED management capacity for IP Education programs*

### ***On basic education opportunities:***

1. *Establishment of Access programs in selected IP communities, including for out-of-school youth*
2. *Support mechanisms for IP learner/communities (scholarships, school feeding, conditional cash transfer, etc.)*
3. Help put in place a workable Basic Education Service Contracting Scheme for IP Education

### ***On teachers, classrooms and other educational facilities and material support, including books and references, for IP education:***

1. *Assistance in the pre-service and in-service training/orientation of teachers on ICCs/IPs and Republic Act No. 8371, the IP curriculum and learning materials*

2. *Support to the conduct of review classes for prospective IP teachers from hard-to-reach areas and non-passers of the Licensure Examination for Teachers in strategic venues*
3. Establishment/Strengthening of Regional IP education institutes and community-based learning centers

***On the need to recognize/accredit and support schools for IPs established and managed by Indigenous Peoples Organizations, NGOs/Foundations, Faith-based institutions or Private Companies:***

1. *Support to field consultations for the review or formulation of appropriate recognition/accreditation policy for IP schools*
2. *Support literacy cum livelihood programs of IP-based community schools to ensure sustainability*
3. Help establish an IP Education Network that could serve as a coordinating body for all stakeholders

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## ANNEX 3: WORKING PAPER ON MADRASAH EDUCATION

### 1. MADRASAH EDUCATION

#### 1.1 THE PHILIPPINE EDUCATIONAL SYSTEM: FACTS AND FIGURES

In school year 2006-2007, there were 42,152 elementary schools 37,352 of which are public. Enrolment data in the same year was recorded at 13,145,210 for both public and private schools. In school year 2005-2006, the total enrolment for public elementary school was 11,990,686 with 341,809 teachers or a teacher pupil ratio of 1:35.

The latest data in DepED on participation and cohort survival rates (CSR) was in school year 2005-2006. Participation Rate (PR) was recorded at 84.44% about 10 % lower than five years earlier, while the CSR was 70.02%. Functional Literacy Rate (10-64 years old) in School Year 2003-2004 was 84.10%. In computing these data, the population used are based on the 2000 census of population and households, National Statistics Office.

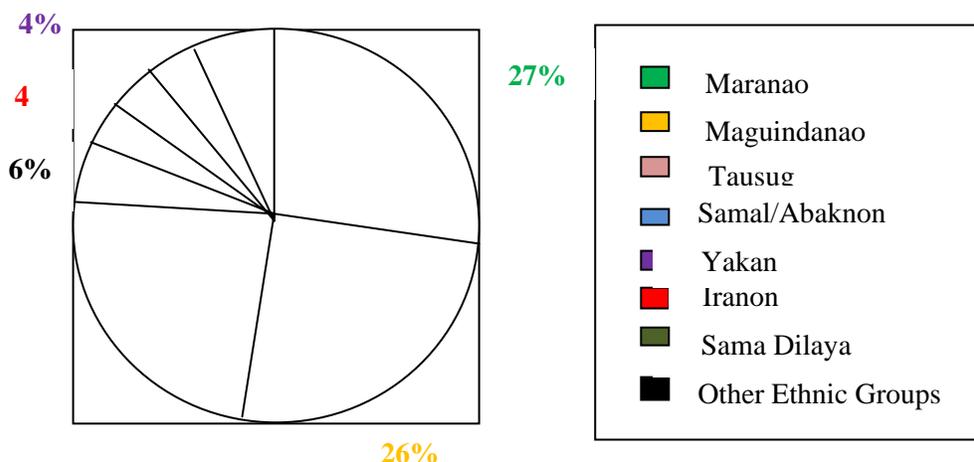
#### 1.2 MUSLIMS IN THE PHILIPPINES: BRIEF SITUATION

##### Muslim Population (Source: 2000 NSO Population Survey)

Based on the 2000 NSO data, there are about 3,825,204 Muslim Filipinos in the country which is about 5% of the total population where 37% (1,415,326) belong to school-aged population (6-15 y/o). Approximately 93% (1,319,737) of these school-aged children is in the public school system while 6.8% (95,589) are in Madaris. Per information, however, from the office of Muslim Affairs (or OMA) it pegs the population at 12 million at present. This number is a result of using the scientific guess estimate (SGE) using the growth rate of the national population and the growth rate of Muslim population, highlighting among others marriage practices and extended family culture.

Gowing (1974) classified the Muslims in the Philippines into 13 ethno-linguistic groups, whom Hussin (1973) referred to collectively as “Moros”. But in the NSO survey of 2000, the classification totaled eight (8) major ethnic tribes and eight (8) other minor groups. The eight major tribes are Maranao, Maguindanao, Tausug, Samal, Yakan, Kalagan, Irauon, and Balik Islam. The eight minor groups are the Badjao, Samal Bangegeh, Sama Dilaya, Sangils, Palawanauons, Malbogs, Kalibogans, and Jama Mapun.

The graph over-page shows the distribution of population by ethnicity:



|               |           |                     |         |
|---------------|-----------|---------------------|---------|
| Maranao       | 1,035,964 | Yakan               | 155,088 |
| Maguindanao   | 1,008,419 | Iranon              | 153,916 |
| Tausug        | 918,064   | Sama Dilaya         | 116,175 |
| Samal/Abaknon | 226,415   | Other Ethnic Groups | 240,274 |
| <b>TOTAL</b>  |           | <b>3,854,315</b>    |         |

As of year 2000, Table I below gives data of Muslim population by ethnicity and by region

**Table 1: Muslim Population by Ethnicity and Region**

| REGION       | ETHNICITY      |                  |                |                |                |                |               |                | Total           |
|--------------|----------------|------------------|----------------|----------------|----------------|----------------|---------------|----------------|-----------------|
|              | Maranao        | Maguindanao      | Tausug         | Samal Abaknon  | Yakan          | Iranon         | Sama Dilaya   | Other Ethnic   |                 |
| NCR          | 23,891         | 11,837           | 8,672          | 5,114          | 356            | 1,382          | 19            | 3,993          | 55,264          |
| CAR          | 1,017          | 107              | 159            | 95             | 2              | 90             | 7             | 126            | 1,603           |
| 1            | 2,094          | 129              | 283            | 328            | 14             | 13             | 0             | 50             | 2,911           |
| 2            | 1,629          | 128              | 138            | 386            | 9              | 19             | 1             | 99             | 2,409           |
| 3            | 3,462          | 462              | 1,144          | 759            | 40             | 94             | 0             | 740            | 6,701           |
| 4            | 11,666         | 1,410            | 9,520          | 9,668          | 56             | 211            | 2             | 85,589         | 118,122         |
| 5            | 2,175          | 123              | 203            | 367            | 2              | 8              | 0             | 176            | 3,054           |
| 6            | 1,954          | 245              | 185            | 312            | 7              | 41             | 1             | 1,649          | 4,394           |
| 7            | 2,729          | 157              | 447            | 348            | 12             | 8              | 1             | 1,179          | 4,881           |
| 8            | 1,555          | 22               | 740            | 10,852         | 9              | 2              | 0             | 330            | 13,510          |
| 9            | 5,846          | 35,955           | 221,512        | 88,167         | 154,127        | 5,112          | 667           | 46,151         | 557,537         |
| 10           | 13,413         | 1,144            | 670            | 335            | 12             | 81             | 0             | 3802           | 19,457          |
| 11           | 22,069         | 70,807           | 24,223         | 9,029          | 51             | 668            | 70            | 54,815         | 181,732         |
| 12           | 321,494        | 376,243          | 4,272          | 804            | 25             | 23,669         | 9             | 574            | 727,090         |
| 13           | 6,680          | 469              | 782            | 410            | 6              | 14             | 29            | 298            | 8,688           |
| ARMM         | 614,290        | 509,145          | 645,114        | 99,441         | 360            | 122,504        | 115,36        | 40,753         | 2,146,97        |
| <b>TOTAL</b> | <b>1035964</b> | <b>1,008,383</b> | <b>918,064</b> | <b>226,415</b> | <b>155,088</b> | <b>153,916</b> | <b>116,17</b> | <b>240,324</b> | <b>3,854,32</b> |

\*Based on 2000 NSO Population Survey

\*\*Other ethnic groups included Palawanon, Kalagan, Badjao, Java Mapun, Kolibogan, Sangil, Molbog & Sama Bangengeh

Before the migration of Muslims from Mindanao in the last several decades due to economic, peace and order and other reasons, the larger number of Muslim tribes were concentrated in specific areas as shown in the following table. It also indicates the languages spoken.

**Table 2: Muslim Ethnic Tribes, Their Location and Language Spoken**

| Ethnic Tribe   | Location  | Language Spoken  |
|--|---|--|
| Maranao  | Lanao del Norte<br>Lanao del Sur<br>Marawi City   | Maranao  |
| Maguindanao  | Cotabato Region   | Maguindanao  |
| Tausug   | Sulu Province   | Bahasa Sug   |
| Samal  | Tawi-Tawi   | Sinama   |
| Yakan  | Basilan<br>Isabela City   | Yakan  |
| Kalagan  | Davao Provinces and<br>Davao Gulf   |  |
| Irananon   | Buldon, Parang, Maguindanao   | Iranun   |
| Balik-Islam  | (converts)  |  |
| Other Ethnic Tribes:   |   |  |
| <ul style="list-style-type: none"> <li>• Badjao</li> <li>• Samal Bangegeh</li> <li>• Samal Dalaya</li> <li>• Sangils</li> <li>• Palawanons (Muslim Pinalawan)</li> <li>• Molbag</li> <br/> <li>• Kalibogans</li> <li>• Jawa Mapun</li> </ul> | Tawi-Tawi, Sulu<br>Taluksangay, Zambo City<br>Sarangani Province<br>Southern Palawan<br><br>Balabac Island<br>Southern Palawan<br>Zambo del Sur<br>Mapun de Tawi-Tawi | Sinama<br>Samal<br><br>Sangil<br>Palawani<br><br><br><br>Mapun |

Source: 2000 National Statistics Office Population Survey

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## **Participation and Survival Rates in Public Schools**

From the data on population above, it could be seen that majority of Muslims are concentrated in Mindanao, in Regions 9, 10, 11, 12, and the Autonomous Region in Muslim Mindanao (ARMM), with 2.1 million or 59% in the ARMM.

In the absence of reliable data on education indicators specifically on the Muslim Population as a whole, the data from the ARMM – Regional Basic Education Development Plan, 2007 shall be used as the basis here.

The overall Participation Rate (PR) of Mindanao schools is recorded at 94% for the elementary and 54% for the secondary level. In the Autonomous Region particularly where majority of the population are Muslims as mentioned above, the PR is 78% and 42%, respectively. Anecdotal evidence suggests that these figures may even be lower with only 75% of all children of elementary school age in ARMM attending school (ARMM – RBEDP 2007). Although available census data is either incomplete or out of date, it has been estimated that the remaining 25% equates to approximately 0.5 million children. This can be considered as the percentage of the population of Muslim Out-of-School Youths (OSY).

The cohort survival rate (CSR) is even more alarming. In ARMM, from Grades 1-6, CSR is only 31.5% compared to the Philippines as a whole at 71.84% (School Year 2003-2004). At the secondary school levels, figures from ARMM 13% of Grade I pupils reach 4<sup>th</sup> year high school compared to the national figure of 41%.

The simple literacy rate in ARMM was the lowest in the country in 2003. It was recorded at 70.2% of the population in contrast to the national rate of 84.10%. In 1998, the literacy rate was 70% in ARMM compared with 96% in the rest of Mindanao and 98% elsewhere in the Philippines. The Functional Literacy, Education and Mass Media Survey (FLEMMS) estimate that functional non-literates make up 37.1% of the ARMM population.

In 2002, out-of-school Filipino children and youth were 14.7% or 4.84 million of the 36.96 million population aged 6 to 24 years. Among the 16 regions, the percentage was highest in the ARMM at 23.1% followed by Central Vizayas at 18.3% and the National Capital Region (NCR) at 17.2%. (Abubakar and Morados 2006)

## **Key Factors Inhibiting Muslim Children's Education**

The 2003 FLEMMS cited the following as the key factors affecting the attendance of Muslim children in schools:

- High Cost of Education. With the economic situation of the Philippines, more so with the Muslim population, education becomes an expensive commodity.
- Lack of Interest. Because the public schools are not Islamic-friendly many Muslim children lack interest in going to school.
- Lack of support from parents. The high poverty incidence in Mindanao (Abubakar & Morados, 2006) necessitates parents, more time on livelihood pursuits rather than on the education of their children
- Low Quality of Schools. Congested classrooms and inadequate school facilities contribute much to quality of schools.
- Distance of schools. Schools are usually located in the “poblacion” or in the major sitio of a barangay. Families living in remote areas have to walk three to seven kilometers to reach the nearest school.

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- Demands of community life. Abject poverty is predominantly found among families in Muslim regions and the average family income falls below the average poverty line (Abubakar and Morados, 2006). Hence, the demands of community life prevent Muslim children from acquiring basic education.

### 1.3 GOVERNMENT THRUST ON MUSLIM EDUCATION

In the Medium Term Philippine Development Plan (MTPDP) for the period 2004-2010, under the theme for education (Chap. 18) the government policy echoes the inalienable, universal right of each child to education. Within the education bureaucracy, the MTPDP prescribes greater attention and support to the level where actual teaching-learning process takes place, which may either be the formal school, the learning centre, the Madrasah or the School for Indigenous Peoples (IPs). It calls for the strengthening of the Madrasah Education by:

- Formulating and implementing a standard curriculum for madaris that is culturally-sensitive, gender-responsive and rights-based and appropriate for the Muslim population based not only in Mindanao, but also in other areas in the country where there are a significant Muslim population.
- Developing and producing instructional materials to support the implementation of the standard curriculum.
- Training madaris teachers and supervisors on the delivery and assessment of the standard curriculum, especially with regards to improving their English language skills.
- In collaboration with all key stakeholders, preparing and implementing a catch up plan for madaris students that will enable them to actively participate in societal development.

Essentially, what the MTPDP looks at the Madrasah Education is not only in terms of affirmative action for Muslim Filipinos but as a peace-building strategy towards national unity along the philosophy of unity in diversity.

DepED support to the MTPDP is the BESRA. This reform package expects to create critical changes necessary to further accelerate, broaden, deepen, and sustain the improved education effort. It has four (4) objectives which addresses functional literacy, school completion and satisfactory achievement levels. It has also five(5) key reform thrust that focuses on schools, teachers, social support to learning, complementary interventions and DepED's institutional culture.

To realize the five (5) core key reform thrust, DepED organized technical working groups (TWG's) across the hierarchy one of which is on indigenous peoples and Muslim education.

#### **The Madrasah Education Program**

To help achieve the MTPDP goals on education and the President's Mindanao Natin Agenda, plus some relevant provisions of the GRP-MNLF Peace Agreement, DepED drafted the Roadmap for Upgrading Muslim Basic Education: A Comprehensive Program for the Educational Development of Filipino Muslims. Basically, the purpose of this plan is to address the needs of Muslim children for quality basic education and to make public schools in the country more Muslim-friendly. Below are its program components:

1. Development and Institutionalization of Madrasah Education;
2. Upgrading Quality Secular Basic Education in the formal elementary and secondary schools serving Muslim children;

3. Developing and Implementing an Alternative Learning System for Filipino Muslim Out-Of-School Youths (OSY);
4. Developing and Implementing Appropriate Livelihood Skills Education and Training for Present Day Students of Private Madaris, and Out-Of-School Youths (OSY);
5. Supporting Government Efforts to Provide Quality Early Childhood Care and Development (ECCD) Programs for Filipino Muslim School Children;
6. Creation of a Special Fund for Assistance to Muslim Education (FAME) by an Act of Congress; and
7. Improvement of the Health and Nutritional Status of Filipino Muslim Learners particularly in the Public Elementary Schools.

The Roadmap has three major components:

a. Madrasah Education Program for the Public Schools

Madrasah Education Program for Public Schools is implemented through the Arabic Language and Islamic Education (ALIVE) program. This was implemented in SY 2005-2006 through the issuance of DepED order no. 51, S. 2004, (Standard Curriculum for Elementary Public Schools and Private Madaris ) on August 28, 2004. Subjects such as Arabic Language and Islamic Values are taught in public schools with substantive number of Muslim pupils enrolled, while secular subjects are taught in private madaris. Through this curriculum, the transfer of students from the private madrasah to the public schools and vice versa will be facilitated. (A paper presented by Sec. Lapus).

b. Assistance to Private Madaris

In a survey administered in 2004 under Project Madrasah Education, there were about 673 Madaris in the Philippines which participated in the survey where 568 are situated in ARMM and 105 are in areas outside ARMM. **Table 3** shows the number of Madaris and its type of operation. The figures below show that most of Madaris in the Philippines are either not registered or not recognized by DepED. Out of 673 Madaris, only 28 (4%) are operating with permit from DepED.

**Table 3: Type of operation of Madaris**

| Type of operation                | Frequency  | Percentage  |
|----------------------------------|------------|-------------|
| 1. Recognized by foreign Madaris | 63         | 9%          |
| 2. Registered with SEC           | 154        | 23%         |
| 3. With Permit from DepED        | 28         | 4%          |
| 4. Not Recognized                | 195        | 29%         |
| 5. Not Registered                | 233        | 35%         |
| <b>Total</b>                     | <b>673</b> | <b>100%</b> |

In terms of enrolment and numbers of Ustadz (teachers), the survey revealed that a total of 97,926 morits (students) are served by 4,404 teachers. **Table 4** shows the frequency and percentage of teachers and students in terms of level of education. On the average, the statistics show that every teacher will have to handle 2,223 students.

**Table 4: frequency and percentage of teachers and students**

| Level        | No. of Students | Frequency | No. of Teachers | Frequency |
|--------------|-----------------|-----------|-----------------|-----------|
| Kinder       | 34,945          | 36%       | 1,404           | 40%       |
| Primary      | 38,743          | 40%       | 1,540           | 34%       |
| Elementary   | 17,379          | 18%       | 1,019           | 22%       |
| Secondary    | 4,522           | 5%        | 353             | 8%        |
| College      | 1,306           | 1%        | 88              | 2%        |
| <b>Total</b> | <b>97,926</b>   |           | <b>4,404</b>    |           |

Aside from the chronic shortage of quality teachers, Madaris Schools suffer from serious inadequacy of instructional materials, classrooms, chairs, table and basic facilities of a school particularly water and sanitation. While there are available Madaris teachers that can sustain the existence of private Madaris, but the major issue rests on the qualification of these teachers and the quality of the graduates they are producing. Basically, Madaris teachers do not possess the minimum competencies required for a professional teacher that would allow them acquire professional teacher's license from the PRC. As a result, students who graduated from private Madaris are experiencing difficulties in pursuing further education simply because they lack the proper the required competencies and skills being taught in secular schools based on the standard national curriculum. It is almost impossible for a student from a private Madaris to transfer to the Philippine education system to pursue secular education because of curriculum mismatch. Likewise, the employability of the graduates of private Madaris is very slim in a very competitive labor market. Labor market requires skilled and articulate applicants who are globally competitive.

In terms of curriculum, Madrasah system offers a purely Arabic curriculum designed for Islamic propagation. Almost 552 out of 673 or 82% of the total Madaris who participated in the survey are offering this kind of curriculum. Only 53 or 10% are offering integrated and Qur'an reading respectively. Integrated curriculum is a combination of the learning areas in Madrasah and English in the public schools. A purely Qur'an curriculum teaches the Qur'an, its pronunciation, memorization and interpretation. **Table 5** shows the frequency and percentage of type of curriculum based on the number of schools implementing each type of curriculum.

**Table 5: frequency and percentage of type of curriculum based on the number of schools**

| Type of curriculum     | Frequency  | Percentage  |
|------------------------|------------|-------------|
| 1. Integrated          | 53         | 8%          |
| 2. Purely Arabic       | 552        | 82%         |
| 3. Qur'an Reading Only | 68         | 10%         |
| <b>Total</b>           | <b>643</b> | <b>100%</b> |

The current Basic Education Curriculum of the public school system provides the schoolchildren with minimum competencies in order to achieve functional literacy for all. However, acquiring the basic competencies is not the only concern of the Filipino Muslims but also nurture their Muslim Values and beliefs in the public school system. In response to this, DepED through the Basic Education Curriculum (BEC) has provided enough flexibility in terms of the content and the use of instructional materials in recognition of the cultural diversity of the country through its localization policy. The schools are mandated to indigenize the curriculum and instructional materials.

To address the above-mentioned problem of the learners it requires holistic strategy to improve the situation and enable the Muslim population acquire the kind of education that will nurture both their faith as Muslim and as responsible and productive citizen. This situation has prompted the government to support reforms in Muslim Education. The policy and planning framework of the government and the Department of Education include the strengthening of Muslim education as one of its key strategies.

In an effort by DepED to mainstream Muslim Basic Education into the national system two major projects for the private madrasah were designed. They are financial assistance to private madaris and the implementation of BEC in the private madaris.

#### **Financial Assistance to Private Madaris**

Mechanics on the financial assistance is stipulated in DepED Order 81, s- 2007.(Assistance to Private Madrasah) and the corresponding implementing rules and regulations under DepED Order No. 18, s-2008. In this set-up pupil-recipients are entitled to an amount of PhP5,000.00 each. The lump sum for each participating school will be fund transferred directly to the madrasah to be used for the payment of salaries of teachers and for the improvement of school facilities.

#### **Basic Education Curriculum in Private Madaris**

This is the second major project which hope to ensure that Muslim students will not only be taught Islamic Theology but secular subjects, as well, and the graduates shall have equal opportunities to compete in job markets.

Supporting DepED in these two (2) activities is the Philippine Australia – Basic Education Assistance for Mindanao (or PA-BEAM) in terms of financial and technical assistance. The Muslim Education Component of BEAM helped in the development of the ALIVE Program, design and development of training programs and modules on Learning Enhancement and Pedagogy (LeAP) and ATEP, Preparation and development of the qualifying examinations, conduct of teacher trainings and preparation of projects for Private Madaris.

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BEAM also has extended support to the implementation of the standard Madrasah Curriculum in Private Madaris. It has identified and supported pilot madaris in Regions 11, 12, and ARMM. It assisted the pilot madaris in the preparation of their Madrasah Improvement Plan, Administrators and Teachers (Asatidz) trainings, and soft assistance for school facilities.

c. ALIVE (Arabic Language and Islamic Values) for Muslim Out-of-School Youth (OSY) and Adults

As was earlier pointed out, there are many factors affecting the attendance of Muslim school-age population from enrolling in schools, hence, the increased number of Muslim OSYs is of serious concern and needs to be addressed. DepED has developed three (3) programs along this line;

- ALIVE in ALS (Alternative Learning System). This was developed through DepED's Bureau of Alternative Learning System. Its main objective is to provide basic literacy programs with ALIVE to Muslim illiterates and continuing education to drop-outs.
- ALIVE in TVET. This was developed in collaboration with TESDA with the aim of providing skills training programs with ALIVE to Muslim OSYs and adults.
- ALIVE with Entrepreneurship. This program has still to be developed with partner organizations.

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## **ANNEX 4: WORKING PAPER ON GENDER AND BROADER EQUITY ISSUES**

### **GENDER AND POVERTY ANALYSIS<sup>13</sup> UNDERLYING**

#### **THE IP AND MADRASAH BASIC EDUCATION WITH A FOCUS ON MINDANAO**

##### **1. GENDER AND DEVELOPMENT POLICY FRAMEWORKS**

As a result of its strong commitments to implement the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), ratified in 1981, the action plans of the Women's World Conferences in Nairobi (1985), and Beijing Platform for Actions (1995), the Philippines has made significant progress in improving the welfare of its citizens and empowering women and advancing gender equality. The country has initiated serious efforts to mainstream gender concerns in government policies and programs, affirmed within the Philippines's Constitution, in regard to equality between women and men. The National Commission on the Role of Filipino Women (NCRFW) coordinated the release of the Philippine Plan for Gender-Responsive Development 1995–2025 and also developed a Framework Plan for Women<sup>14</sup>. A recent study that was carried out by the World Economic Forum, 2006, ranked the Philippines as the top Asia-Pacific country and sixth in the world in achieving gender balance. The Philippines is the only country in the region to perform progressively on its Gender and Development Index (GDI) and Gender Empowerment Measures (GEM).

The Arroyo administration has produced a 12-point agenda to improve the status and welfare of Filipino women, focusing to the most disadvantageous groups of the Filipino, among others:

- Upholding the rights and self determination of Indigenous and Moslem women;
- Establishing education programs that foster a culture of peace and justice, stress tolerance and unity in diversity and equality in gender relationships, implement the comprehensive Mindanao Education Program which includes the scholarship for Muslim and indigenous women, accelerate the literacy of Moslem and Indigenous women, revise the Department of Education and CHED, approved textbooks especially history to reflect the contribution of Muslim and indigenous women in nation-building;
- Protecting women in armed conflict situation; find immediate solutions to the needs of these women and their families, pursue peace efforts and greater participation of women in negotiations and conflict resolution; and
- Promoting economic self-sufficiency through micro-finance or lending to the poor women

##### **2. POPULATION AND DEMOGRAPHY**

In 2007, the population of the Philippines was estimated around 88.57 million, with 49% of them were women, and around 8 % of them were Indigenous People (IPs), both women and men. The country is the 13th most populous in the world. By religious affiliation, the majority (over 80%) of the Filipino is Roman Catholic and about 5% is Islam, leaving about 14% of the population with other seven religious affiliations<sup>15</sup>. There are about 110 ethno-linguistic groups who collectively call themselves Indigenous Peoples (IPs) of the Philippines. The 2000 census data showed that about 6.3 million of the population

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<sup>13</sup> This analysis

<sup>14</sup> Asian Development Bank, Country Gender Assessment - Philippines, South East Asia Department, 2004

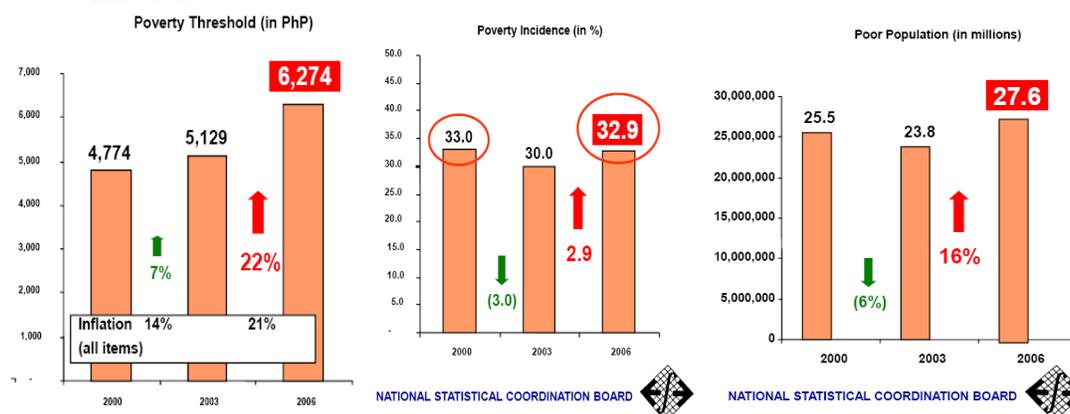
<sup>15</sup> National Statistic Office, The Philippines in Figure – 2008, Republic of the Philippines, Data of 2000

constitute from 85 ethno-linguistic groups. It was registered that Tagalog was the main language spoken by about 28% of the population and followed by Cebuano (13% of the population). The other 7 major mother tongues were spoken by the residual 59% population, including 1% of population whom their languages are not reported. About 34% of the population was between 0 and 14 years of age; about 64% was between 15 and 60 years of age, and about 4 % of population above 65 years of age. The demographic shift of average sex ratio was from 1.1 (2000) to 98 (2005) due to the traditional gendered roles perceived by the community. With a steadily high annual population growth, 2.36% on average (meaning more than 5,000 people are born every day), the population is projected to reach 102 million by 2015<sup>16</sup>. This population growth becomes a major issue, in terms of job creation and reducing poverty<sup>17</sup>. The larger the average household size, the lower the family would be able to provide financial resources, and, thus, reduce women’s opportunities to participate fully in the job market. Children in large families perform less well in school, have poorer health, lower survival probabilities, and are less developed physically.

### 3. POVERTY

#### 3.1. ECONOMIC DIMENSIONS OF POVERTY

The definition of poor (Republic Act No.8425 – Social Reform and Poverty Alleviation Act) refers to individuals and families whose incomes fall below the official poverty threshold as defined by the government (National Statistics Coordination Board) and cannot afford to provide in a sustained manner for their minimum basic needs for food, health, education, housing, and other social amenities of life<sup>18</sup>. This suggests that every person is entitled to a minimum level of well being, both in economic and social terms, regardless of how affluent others may be. Using this poverty definition and indicator, the 2006 poverty data showed worsening of the poverty level in the country, from 33.3 in 2000, 30.0 in 2003, and rose to 32.9 in 2006. This made the total number of poor Filipinos increased from 25.5 millions in 2000, to 23.8 millions in 2003, and 27.6 million in 2006. These data counted the increased poverty threshold due to inflation rates.



Tawi-Tawi (ARMM) ranked as the poorest province in 2006 with almost 80% of the families classified as poor, followed by Zamboanga del Norte (R IX), with over 60% families classified as poor. In terms of economic indicator, however, gender is not a key factor in determining economic poverty as the incidence

<sup>16</sup> National Census Office’s Website, the Republic of Philippines, 2007

<sup>17</sup> Asian Development Bank, 2004, ADB *Asian Development Outlook 2004*.

<sup>18</sup> NSCB, 2006 Official Poverty Statistics National Statistical Coordination Board, March 2008

and severity of poverty among female household head are lower than that among male household head. Even in conflict affected area such as Mindanao, it was found that higher proportion of poor households headed by men (30.7%) compared to those headed by women (17.7%).

In the 1990s, female labour participation rate increased significantly due to the adoption of more open trade policies, contributing to the growth of the service sectors and manufacturing sectors and female employment. Most women within these sectors, however, were employed as home-based workers with no social benefits. They also shouldered the cost of work space and utilities and lacked access to resources. While the country survived during the Asian financial crisis in 1998, the political and security concerns that have occurred in 2001 reduced its Gross Domestic Product (GDP) growth, leading some gender issues in the access of women to economic opportunities<sup>19</sup>. More women entered the formal<sup>20</sup> and informal sectors of the labour force and others chose to work overseas, left their families behind. These women are increasingly seeking alternative employment opportunities overseas<sup>21</sup> as they tend to be unemployed more than men<sup>22</sup>. Female migrant workers are more vulnerable to economic and social exploitation<sup>23</sup>.

| Poverty Incidence and Rank of the Ten Poorest Provinces in 2000, 2003, and 2006 |        |                   |      |                   |      |                   |      |
|---|--------|-------------------|------|-------------------|------|-------------------|------|
| Province  | Region | 2000              |      | 2003              |      | 2006              |      |
|   |        | Poverty Incidence | Rank | Poverty Incidence | Rank | Poverty Incidence | Rank |
| Tawi-tawi   | ARMM   | 52.4              | 8    | 34.6              | 31   | 78.9              | 1    |
| Zamboanga del Norte   | IX     | 47                | 17   | 64.6              | 1    | 63                | 2    |
| Maguindanao   | ARMM   | 59.3              | 2    | 60.4              | 2    | 62                | 3    |
| Apayao  | CAR    | 26.5              | 59   | 16.8              | 69   | 57.5              | 4    |
| Surigao Del Norte   | CARAGA | 42.6              | 23   | 54.5              | 4    | 53.2              | 5    |
| Lanao del Sur   | ARMM   | 54.7              | 5    | 37.6              | 25   | 52.5              | 6    |
| Northern Samar  | VIII   | 39.8              | 31   | 33.8              | 38   | 52.2              | 7    |
| Masbate   | V      | 61.3              | 1    | 55.9              | 3    | 51                | 8    |
| Abra  | CAR    | 47.6              | 16   | 41                | 19   | 50.1              | 9    |
| Misamis Occidental  | X      | 46.8              | 18   | 48.1              | 7    | 48.8              | 10   |
| Agusan del Sur  | CARAGA | 52.3              | 9    | 52.8              | 5    | 48.7              | 11   |
| Surigao Del Sur   | CARAGA | 38.4              | 35   | 48.6              | 6    | 45.4              | 16   |
| Mt. Province  | CAR    | 48.4              | 15   | 46.7              | 8    | 45                | 17   |
| Biliran*  | VIII   | 33.3              | 44   | 46.5              | 9    | 31.4              | 49   |
| Lanao Del Norte   | X      | 49.3              | 12   | 46.5              | 10   | 44.1              | 19   |
| Camarines Norte   | V      | 52.7              | 7    | 46.1              | 11   | 38.4              | 37   |
| Sulu  | ARMM   | 58.9              | 3    | 45.1              | 13   | 46.5              | 14   |
| Romblon   | IV-B   | 52.2              | 10   | 37.5              | 26   | 41.9              | 25   |
| Leyte   | VIII   | 34.9              | 39   | 34.6              | 32   | 40.5              | 31   |
| Camiguin  | X      | 54.2              | 6    | 34.5              | 33   | 39.3              | 34   |
| Eastern Samar   | VIII   | 45.9              | 19   | 33.9              | 37   | 42.7              | 23   |
| Ifugao  | CAR    | 55.7              | 4    | 28.1              | 54   | 30.9              | 50   |

\* Coefficient of Variation (CV) of 2006 poverty incidence among families is greater than 20%

Source : NSCB's Poverty Data, 2006

<sup>19</sup> USAID, Gender Assessment for USAID's Country Strategy 2005 – 2009, 2004.

<sup>20</sup> In 2005, at least 6 million home-based workers, faced hazardous, unprotected, and unregulated. Female working in private households : 1.5 millions, about 20% are girls aged 13-17. <sup>20</sup> OFWs, April- September 2007:registered at 1.75 million (49.1%)

<sup>21</sup> Center for Migrant Advocacy Philippines (CMA) and Mujeres Inc, "A Report on Irregular Migration and Human Trafficking", the 2007

<sup>22</sup> National Statistic Office, 2007 Survey on OFWs, 2008

<sup>23</sup> OFW from Mindanao : about 150,000 female migrants (2006), 20% of them were between 15-24 years.

Because of its proximity to the Southern Philippines, in terms of culture, religion, food, and manner of dressing, it is estimated that over three hundred thousand OFW, more than half of them were irregular, mostly entered Sabah, took the backdoor route in Mindanao. While thousands are in prison for various offenses, due mostly for immigration violations, the unstable peace and order situation in Mindanao has pushed to a rapid increase in OFW from Mindanao going to Malaysia with no legal documents, making them vulnerable to trafficking.

### 3.2. NON-ECONOMIC DIMENSIONS OF POVERTY

Poverty is beyond the income dimension. In terms of human development, the Human Development Index (HDI<sup>24</sup>) ranked the country at 84th among 177 countries in 2005, placing it in the upper half of countries with middle human development. The education index is high but with a low GDP per capita income relative to other countries. With life expectancy only 4.8 percent better than the average for the same group of countries, adult literacy, combined with enrolment rates, continued to be higher than the group average at 16.6 percent and 24.2 percent higher, respectively, enabling the country to rank much better in HDI (84th ) than it does in terms of per capita GDP (103rd ). The country's Gender-related Development Index (GDI), the HDI adjusted for gender inequality, ranked 63rd among the 177 countries in 2003. While the GDI improved, there are some variations across provinces. The below table indicates how provinces compare to other countries in terms of gender-related human development. The relative positions of the top provinces are around the level of other emerging countries such as Malaysia and Thailand. However the bottom provinces such as Tawi-Tawi and Maguindanao rank around the level of some African countries - Ghana and Sudan. Due to stereotyping, female labor participation rate of all provinces was lower than that of males.

**Selected internationally-comparable provincial GDI  
(Province GDI-2 figures for 2003, country figures for 2003)**

|                        |        |                   |       |                    |       |
|------------------------|--------|-------------------|-------|--------------------|-------|
| Hong Kong, China (SAR) | 0.912  | Viet Nam          | 0.702 | Occidental Mindoro | 0.645 |
| Mexico                 | 0.804  | Indonesia         | 0.691 | Camarines Norte    | 0.639 |
| Malaysia               | 0.791  | Abra              | 0.689 | Agusan del Sur     | 0.617 |
| Metro Manila           | 0.775  | Mongolia          | 0.677 | Morocco            | 0.616 |
| Thailand               | 0.7744 | Leyte             | 0.675 | Eastern Samar      | 0.615 |
| Rizal                  | 0.764  | Capiz             | 0.674 | Lanao del Sur      | 0.597 |
| Ukraine                | 0.763  | Surigao del Sur   | 0.674 | India              | 0.586 |
| Cavite                 | 0.756  | Zamboanga del Sur | 0.671 | Western Samar      | 0.585 |
| China                  | 0.754  | Mt. Province      | 0.671 | Cambodia           | 0.567 |
| Batangas               | 0.749  | Quirino           | 0.668 | Basilan            | 0.562 |
| Saudi Arabia           | 0.749  | Moldova           | 0.668 | Lao PDR.           | 0.540 |
| Bataan                 | 0.746  | Romblon           | 0.665 | Sulu               | 0.540 |
| Benguet                | 0.745  | Aklan             | 0.662 | Tawi-Tawi          | 0.539 |
| Lebanon                | 0.745  | Davao Norte       | 0.660 | Maguindanao        | 0.536 |
| Cebu                   | 0.730  | South Africa      | 0.652 | Ghana              | 0.517 |
| Ilocos Norte           | 0.707  | Tajikistan        | 0.650 | Sudan              | 0.495 |

Source: Statistical Annex 4 and (Global) Human Development Report 2005

The country considerably improved its scores in the Gender Development Index and the Gender Empowerment Measure, which could be the main reason why the World Economic Forum ranked the Philippines as number six in the Global Gender Gap index, making it the only Asian country in the top

<sup>24</sup> UNDP, Human Development Report 2005

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ten nations where women are given their rightful place and roles in society<sup>25</sup>. However, the country has to work very hard to meet the off-track MDG targets on access to primary education, reduction in maternal mortality ratio, and access to reproductive health care<sup>26</sup>, which also address disparities across areas, population groups and sectors. Poor women in the Philippines have faced challenges that are distinct from those faced by poor men. When families are poor, women suffer disproportionately as they would be the last person to eat after everyone else has eaten –leaving them without enough to eat. Violence against women is widespread in the forms of sexual harassment in schools and at work, domestic violence, human trafficking and forced prostitution.

### **3.3. DISADVANTAGED GROUPS**

Gender is an integral part of universal human rights and an important development goal in itself. In basic education, AusAID programs aim to increase access to, and improve quality and relevance of, education for the most vulnerable and disadvantaged groups in the developing countries<sup>27</sup>. Equity issues underlie projects to expand access, addressing the needs of particular groups of children – girls, ethnic minorities, children from poor families, rural children, working children, and children with special needs and those that are especially vulnerable. However within the disadvantageous groups, gender concerns cross cut, form gendered differential dimensions of impoverishments, which many times affect females more severely than that of males. In the Philippine’s context, the most disadvantageous groups are the poor, IPs, the Muslims, women and children who are in conflict-affected area, child labor, female migrant workers, rural people, and persons with special needs<sup>28</sup>.

#### **3.3.1. IPs and Muslims**

A study that was carried out by Asian Development Bank (ADB) “IPs, ethnic minorities, and poverty reduction in the Philippines”, focused particularly in the CAR and Mindanao, estimated that the total IP population was estimated between 12 and 15 million people in 1998<sup>29</sup>. This figure is consistent with one that used by the National Commission of IP (NCIP) of 11.7 million in 1996<sup>30</sup>. In terms of age, 56% of IPs was in 15-64 age group, 41% in 0-14 and about 3% for over 65 years. The 2005 Philippine Human Development Report noted that eight of the 10 poorest provinces with large populations of IPs - Apayao, Ifugao and Batanes in Luzon; and Basilan, Sulu, Maguindanao, Tawi-tawi and Sarangani have the high incidence of nutritional deficiency among women and children<sup>31</sup>. Low levels of education, homelessness and limited income opportunities were found in these areas. These findings were consistent with a study using the 2000 data<sup>32</sup>, where ARMM, Region XI, XII, CAR, and Region II were indicated having strong correlation between the high percentage of IP population and poverty incidence. The mentioned ADB study revealed that IP are not necessarily the poorest of the poor in the Philippines since their regions are relatively wealthy, but the extreme inequality, poor infrastructure, and massive exploitation contribute to a worsening poverty situation for these communities. IPs has distinctive perspectives on poverty. They are powerlessness, a lack of access to land and resources, a lack of knowledge (e.g., poor education), insufficient income, and alienation from kin/clan and their traditional culture. Access to and control over

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<sup>25</sup> Speech of the [Permanent Mission of the Republic of the Philippines to the United Nations](#), April 2008

<sup>26</sup> Young marriages continue to be the norm for the poor - the median marriage age of the poor is 19.7 years.

<sup>27</sup> AusAID/Canberra’s website on policies

<sup>28</sup> The Australian government adopts a non-discrimination: on race, ethnicity, religion, minority, disability.

<sup>29</sup> ADB, 2002, indigenous people (IP), ethnic minorities, and poverty reduction in the Philippines, 2002

<sup>30</sup> ONCC and OSCC, 1996 Accomplishment Report of both ONCC and OSCC

<sup>31</sup> UNDP, Philippines’ Human Development Report 2005 -Peace, Human Security and Human Development

<sup>32</sup> Census of Population and Housing and the Family Income and Expenditure Survey, 2000

ancestral land and domain is crucial for the well being of IP, as is ensuring delivery of basic services such as education. A study that was carried out by the National Commission on Indigenous People, NCIP)<sup>33</sup> indicated that their impoverishments are due to lack of recognition by the government on their presence and inappropriate government policies.

**Distribution of Muslim population by ethnic group and by region, 2000 (in percent)**

| Region                               | Maranao | Maguindanao | Tausug | Yakan | Iranon | Others | Total |
|--------------------------------------|---------|-------------|--------|-------|--------|--------|-------|
| 1                                    | 1.39    | 0.62        | 1.35   | 3.14  | 0.00   | 3.55   | 1.66  |
| 2                                    | 1.67    | 1.34        | 1.22   | 0.65  | 1.08   | 2.12   | 1.47  |
| 3                                    | 1.80    | 1.88        | 1.28   | 0.94  | 2.26   | 3.32   | 1.93  |
| NCR                                  | 5.86    | 3.78        | 4.29   | 5.71  | 1.28   | 3.98   | 4.55  |
| 4                                    | 3.59    | 3.20        | 3.28   | 6.40  | 9.56   | 14.76  | 5.83  |
| 5                                    | 2.04    | 1.24        | 2.07   | 1.93  | 5.81   | 4.88   | 2.48  |
| 6                                    | 2.17    | 1.58        | 1.10   | 1.36  | 0.00   | 2.97   | 1.81  |
| 7                                    | 3.78    | 2.76        | 2.60   | 5.03  | 8.25   | 5.50   | 3.91  |
| 8                                    | 1.50    | 2.63        | 0.37   | 6.85  | 1.56   | 4.84   | 2.61  |
| Non-Mindanao                         | 23.82   | 19.02       | 17.58  | 32.01 | 29.75  | 45.93  | 26.25 |
| Mindanao                             | 76.18   | 80.98       | 82.33  | 67.99 | 70.25  | 54.07  | 73.74 |
| 9                                    | 3.15    | 11.50       | 78.28  | 61.35 | 23.60  | 31.42  | 29.46 |
| 10                                   | 15.53   | 3.85        | 1.23   | 0.80  | 4.77   | 1.55   | 6.02  |
| 11                                   | 3.31    | 8.87        | 2.05   | 4.71  | 5.87   | 20.14  | 7.50  |
| 12                                   | 54.19   | 56.76       | 0.77   | 1.12  | 36.01  | 0.96   | 30.75 |
| Total                                | 100     | 100         | 100    | 100   | 100    | 100    | 100   |
| Memorandum:<br>Number<br>(thousands) | 2,334   | 2,011       | 1,504  | 732   | 357    | 1,411  | 8,349 |

Source: Office of Muslim Affairs

IPs are heterogeneous, and it is, thus, improper to generalize their culture and behavior. Some differences need to be looked, including matrilineal or patrilineal system, from low land or high land, religions, and other things. In many tribes, women have been further marginalized, particularly with regard to land titling. While nationally, there were 31% females among holders of land titling, it was recorded that the percentage was much less among female Muslims in regions such as IX, X, and XI<sup>34</sup>. While the Philippines Constitution guarantees female Moslem to have the same rights as the rest of Filipinos, they are tend to be bounded by the Code of Muslim Personal Laws, which in some cases being interpreted to accept sub-ordinations such as polygamous, early and arranged marriages, absence from decision making process, and entitled only half of the inheritance of the male's. These occurrences are due to existence of gender biases within the religious perspectives among Muslims as well as due to their low level of education. Increasing education opportunities for Moslem girls would gradually discourage those biases. Below are data on the distribution of Moslem Population by Ethnic Group and by Region, where the majority (over 73%) of IPs and Muslims are in Mindanao - in Regions IX, X, XI, and XII. The absence of sufficient sex-disaggregated data on IPs and Muslims in Mindanao limits this assessment to study the social and economic situation of IPs and Moslem women and men<sup>35</sup>.

<sup>33</sup> NCIP, 2007, The Road to Empowerment – Strengthening Indigenous People Rights Act ( published by ILO in partnership with UNDP, NZAID, 2007) .

<sup>34</sup> USAID, Gender Assessment for USAID's Country Strategy 2005 - 2007

<sup>35</sup> While IPs are scattered, not many Muslims registered their births.

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### **3.3.2. Conflicts**

The causal relationship between conflict and poverty is in two directions - conflict causes poverty, and poverty can be one of the causes of conflict. Poverty as a cause of conflict is also indirect. Uneven development processes lead to inequality, exclusion and poverty, which contribute to growing grievances, especially when poverty coincides with ethnic, religious, language or regional boundaries, as in the case of Mindanao. Women and children are most vulnerable to sexual abuse, hunger, and physical dislocation in these cases<sup>36</sup>. Women participation in peace processes and during reintegration processes is minimal. They have limited access to the funds provided to the ex-combatants due to the different types of households – extended families or polygamous. Accuracy is one of the issues regarding the total number of people currently displaced. It was estimated that about 330,000 people, thousands of them are children, could remain displaced in Southern Mindanao, due to the lingering conflict up to August 2008. Some schools have been used as army barracks, while others as evacuation centers, which have stopped children from going to school<sup>37</sup>. The latter situation has been unavoidable in many instances, as schools are often the only buildings that are possible to shelter large numbers of people. In Quezon province, more than 9,000 children were displaced. Two thirds of the poorest 40% of the ARMM population have little to no education -a far higher proportion than anywhere else in the Philippines.

### **3.3.3. Persons with Different Ability**

Statistics on persons with disabilities (PWD) in the Philippines are not particularly reliable. The 2000 NSO Census registered the number of a broad definition of PWD at 942,000 (1.2% of the total population), and the split between men and women<sup>38</sup>. Data showed that there were more disabled males than females. In terms of type, the highest rate was partial blindness (8.1%) for each female and male groups. It was found out, however, that there are more females with low vision (41%) than that of their male counterparts (32.9%). The WHO estimates that the figure of PWD make up about 10% of any given population. Legislations in promoting the inclusion of PWD is the Republic Act 7277, known as the Magna Carta for Disabled Persons, passed in 1992. The act creates a national mandate for the elimination of discrimination against PWD to bring them into the social and economic mainstream of the Philippines' society. Its implementation and enforcement, however, remain weak.

## **4. EDUCATION FOR ALL AND PEACE BUILDING**

### **4.1. ACCESS AND QUALITY OF BASIC EDUCATION**

The 2003 Functional Literacy, Education and Mass Media Survey released by the National Statistics Office (NSO) showed that females registered higher functional literacy rate (86.3%) than males (81.9%). Functionally literate persons are those persons between 10 to 64 years old who can at least read, write and compute. Nationally, no significant gender difference in literacy was found. While the general population enjoyed a 95.1% rate in literacy in 2001, some regions experience gender disparities and low literacy rates. ARMM, for instance, has the country's lowest functional literacy rate for women and men, at 50% and 63%, respectively.

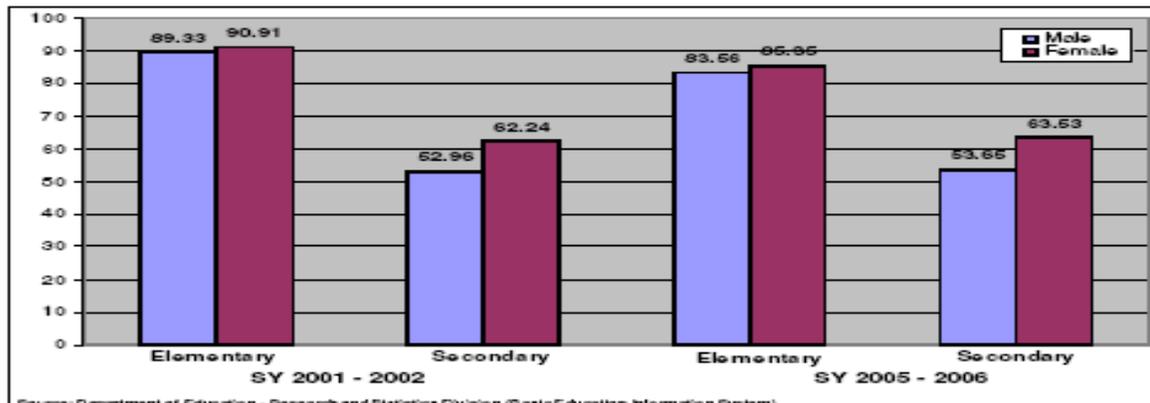
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<sup>36</sup>Internal Displacement Monitoring Center, Philippines: Displacement increases as Mindanao's peace process stumbles on - A profile of the internal displacement situation 19 August, 2008.

<sup>37</sup> INQUIRER, Philippine Daily, 26 August, 2008

<sup>38</sup> The 1st census (1990) counted 637,000 people covered some types of PWD. The 1995 census counted 919,292 PWD (poor vision was the most common, 34%, type of disability. The National Council for the Welfare of PWD established a data resource center on disability in 2004, include sosial economic dimensions.

### Elementary and Secondary Participation Rates by Sex SY 2001-2002 and SY 2005-2006



The participation of girls in elementary education was 90.1% while boys' participation rate was 89.33% in 2001-2002.<sup>39</sup> In addition, as female cohort survival rate exceeded that of males, consequently, female participation rate in high school also exceeded that of males (63.53% vs. 53.65%). There was also a gender gap in achievement levels in favor of girls as shown by the performance of a cohort of children in the National Achievement Test (NAT). Test results, disaggregated by sex, show that the female advantage widened as the children moved up to higher grades in primary school. The only regions with participation rates in elementary education equal or above the national average in 2005-2006 were the NCR, Ilocos Region, Central Luzon, Bicol Region Calabarzon, and the ARMM. Females have a higher participation rate in elementary (85.35%) and in high school (63.53%) than males (83.56% and 53.65% respectively) in school year 2005-2006. These clarify the very high levels of disparity, associated to poverty. About 10% of the population group, 1.2 million disadvantaged children, is still missing out on basic education.

Typically, children from the poorest communities (both rural and urban), working children<sup>40</sup>, disabled children, children in conflict-affected area, children from minority groups (Moslem in the case of the Philippines), and children from IP communities are relatively disadvantaged. In some parts of Mindanao, where poverty is compounded by a long term complex conflict situation, school completion rates are as low as 30%<sup>41</sup>. Literacy and school enrolment rates in the ARMM are significantly lower than the national average, and drop-out rates are high, as children's education has consistently been interrupted by the fighting<sup>42</sup>. Also, only one out of ten children is likely to complete high school on time and most of them will probably manage to complete only Grades 1 and 2. Out-of-school youth as a percentage of the 6-24 year old population (23.1 percent) is also the highest in Mindanao<sup>43</sup>. Some young IPs tend to be favored for education. Early marriage of girls is still common in some rural Muslim and IP communities. Pregnant girls are excluded from school.

In conflict-affected areas, access to education is showed in various forms, including direct cost, indirect costs ('embarrassment for not having uniforms when families can't afford it'). High opportunity costs are showed in some form - early marriage of girls to get bride prize, boys dropped out to support their

<sup>39</sup> UNDP, Second MDG Midterm progress report, 2007.

<sup>40</sup> Among IPs, children do their work as part of social and cultural activities, and not considered violation.

<sup>41</sup> UNDP, Human Development Report 2005

<sup>42</sup> Internal Displacement Monitoring Center, opcit.p 9

<sup>43</sup> World Bank, 2006, The Impact of Armed Conflict on Male Youth in Mindanao, Philippines

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families through work, and girls dropped out taking care of care domestic work. Other factors influencing the accessibility, among others, lack of understanding on the benefits of education, distance of the school, and security issues. However, it is interesting to note an ILO's study that found child soldiers in Mindanao, about 80% of them are boys, where half of them speak both English and Arabic (meaning they have never studied in Madrasah), although they come from the poor and economically marginalized families, where 60% of them still enrolled at school<sup>44</sup>.

For parents of PWD, it is even more discouraging for them to think about sending their children to school. Some children felt inferior of their physical differences. These access questions go beyond the physical aspects. Many schools also do not know how to include these children. Some schools, hospitals, public transport systems, buildings and other infrastructure introduced barrier free features for people with different ability. A WHO's study reported that more than 90% of disabled people in the Philippines are unable to complete basic schooling. The plan to decentralize the delivery of basic services in the Philippines means that heavy financial burdens and decision making in terms of improving the services to include PWD now rest with the LGUs.

#### 4.2. BASIC EDUCATION'S POLICY REFORMS

The Philippines development and poverty reduction strategy, articulated in the Government's MTPDP for 2004-2010, gives high priority to achieving universal basic education. The country's education strategy is anchored on the National EFA, with a vision that all Filipinos will acquire basic competencies. The 2015 Plan and attainment of the *Millennium Development Goals* (MDGs) sets out two broad goals in the area of primary and secondary education: the attainment of universal primary education and the elimination of gender disparity at the primary and secondary levels. Important initiatives on rationalization were introduced by DepED administration following the passage of the *Governance of Basic Education Act (Republic Act RA 9155)* in 2001 with its emphasis on decentralization that "*the school shall be the heart of the formal education system.*" The reform proposals were progressively refined and by 2005, there was widespread consensus on the need for urgent sector-wide strategies that would place schools first ***The Schools First Initiatives (SFI)*** was launched and empower local communities to take initiatives to achieve school improvement. Assessment whether this approach was implemented effectively and whether the community empowerment approach has been implemented to include women and men be also interesting. Then, SFI was replaced by Basic Education Sector Reform Agenda (***BESRA***) with its five Key Reform Thrusts (KRTs). Rationales behind the replacement of the SFI and the birth of BESRA need to be studied and understood in order to gather lessons learned from the earlier policy. With respect to BESRA that comprises 5 KRTs where some further assessment need to be carried out.

Some gender considerations are : (a) While gender equality is one among cross cutting theme within the work of TWG, how gender equality is assured at the implementation level. (b) Sex disaggregated data are also within the TWG's M&E framework. However, no complete information could be gathered regarding the accountability mechanism within the BESRA and how DepED assured that gender concerns will be included in the reform process and in monitoring the progress. (c) Effectiveness of the TWG as a policy advisory group also has not been tested, let alone of how this group promoting gendered equitable access and quality to basic education for the IPs and the Muslims who live in relatively remote area. (d) While there is a gender focal point within social and welfare unit of DepED and there is a Gender and Development Plan in the department, no one is able to identify who has the responsibility to facilitate and monitor the progress of gender mainstreaming. (e) While the DepED identifies budget as one of key

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<sup>44</sup> ILO, International Programme on the Elimination of Child Labour (IPEC) - Child Soldiers in Central and Western Mindanao: A Rapid Assessment, Rufa Cagoco-Guiam, 2002

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constraints in improving access and quality basic education in the Philippines, this should not only be seen as efforts to increase the quantitative allocation of budget for education sector but also to respond to gaps within the basic education sector – to direct interventions on teaching-learning improvements, to upgrade the quality of basic education, to solve the high drop out and completion rates and poor transition between primary and secondary education, to use better targeting, reaching the most disadvantaged groups and the poor. The targeting should balance the supply side by expanding access to basic education in areas where there are the poor and the demand side by allocating social security or subsidy. It should focus on the pro-poor budget, where gender concerns are taken into consideration, and clarify on the division of roles between the national and sub-national government to break the complex issues around service delivery within BESRA policy reforms<sup>45</sup>.

### 4.3. ISLAM EDUCATION

A Standard Curriculum in private Madrasah (meaning school, in Arabic), prescribed under DepED order 51-series of 2004 (see the box below) has been established through an approach called *mainstreaming* the Arabic Language and Islamic Values Education (ALIVE) into the public school and to integrate secular courses into the private Madrasah. This policy is meant to improve the quality of Madaris (plural of Madrasah) and to assist them to look for funding to cover the improvements of their facilities and capability building as long as they obtained a Permit to Operate from the DepED Regional Office, and passed the standard requirements to access the matching grant. While the system considers accommodating dual systems<sup>46</sup> and it raised resources concerns, consulted Moslem communities in Davao are pleased that this policy has helped the “*bridging of dialogue*” between Muslims and non-Muslim students. This also considers the Government’s recognition of private Madrasah in increasing access of Muslim students to education in Mindanao. Work is ongoing for standardizing Madrasah curriculum and in processing the recognition of private Madaris to operate as other private schools in the country.

The curriculum development helps in improving access and quality education, which is considered the most effective instrument to improve quality of life, and through education, the society can attempt to break the cycle of poverty and conflict in Southern Philippines. Madaris play a significant role in the education of the Muslim Mindanao population, yet they are one of the neglected sectors in Mindanao. DepED carries out an advocacy and awareness regarding the program to all stakeholders<sup>47</sup>. As budget for the Asatidz is one of the issues in this program (currently shouldered by the local government school boards), the DepED needs to introduce various fund raising strategies to the schools. Another aspect would be how to assure ALIVE and the education system to be able to provide a learning environment that promotes democracy, equality, including gender equality, self governance, as well as improve cohesiveness and peace among members of the society. It was noted from consultative meetings at BEAM’s office in Davao, that BEAM has focused its current work more on the technical implementation and management of ALIVE.

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<sup>45</sup> The World Bank, Report for the Philippines Development Forum 2008 - Accelerating Inclusive Growth and Deepening Fiscal Stability, March 2008

<sup>46</sup> There are two modes are in operation. Integration model – the mainstreaming of Madrasah education as a subsystem of the Philippine educational system – with an idea to integrate the teaching of Islamic Values and Arabic Language in the public education’s curriculum. The accreditation mode - Sectarian integrated Madrasah which incorporates basic education subjects of the DepEd in the curriculum and makes English as the medium of instruction, gets recognized and are accredited by the DepEd.

<sup>47</sup> This includes LGU, congress, NGOs, Donor Community and the Media. DepEd also conducts consultation with the Muslim communities, Muslim countries and International Islamic Organization.

| <b>DepED Order No. 51, s. 2004</b>  |                        |
|---|------------------------|
| <b>A. Standard Curriculum for Elementary Public Schools and Private Madaris</b>   |                        |
| <b>Public School</b>  | <b>Private Madaris</b> |
| English   | Quran                  |
| Math  | Aqeeda and Figh        |
| Science   | Seraah and Hadisth     |
| Filipino  | Arabic Language        |
| Makabayan   |                        |
| <b>Add</b>  | <b>Add</b>             |
| Arabic Language   | English                |
| Islamic Value   | Math                   |
|   | Filipino               |
|   | Makabayan              |
| <b>B. Professional Teacher:</b> The ATEP will qualify the Asatidz to take the Licensure Examination for teacher (LET), and if they pass, they shall be professional teachers at DepED with permanent teacher items. |                        |
| <b>C. Program for Teacher Education</b> with additional majors in Arabic Language & Islamic Studies   |                        |
| <b>D. Establishment of an Islamic Institute for Teacher Education</b>   |                        |

Source : *Status of Madrasah Education In the Philippines and Its Development and Institutionalization as a Component of the Philippines System Of Education*

There is exploration on the need to assess and improve gender sensitivity of the material and class delivery, and to develop models for ALIVE's teachers to prepare their lesson plan. In principle, Islam and other religions, particularly Jews and Christian, are categorized as the *Abrahamic* or *Semitic Religions*, teach humanity, equality, and equity. In practice, however, men were given a higher status in the origin society of the Bible and *Al quran*. While verses in the Bible and Al Qur'an consider providing understanding of their readers to implement equality and equity, interpretation of the verses are sometime translated into patriarchal tones<sup>48</sup>. It is, therefore needed that efforts to review and to map gender bias in common people's perspectives on the Islam tradition through a review on the interpretation documents, 'hadist', and classical jurisprudences from various groups are carried out.

In addition, the objective of having *maqasid-syar'i* have great values, including on (a) Belief/faith, (b) Equity ('*adalah*'), (c) Equality (*musawa*), (d) Brotherhood and Sisterhood (*ukhuwwah*), (e) Moderate (*tawasut*), (f) Tolerant (*tasamuh*), and (g) Welfare (*maslahah*).. These efforts may be built from the learning plan models that have been introduced by BEAM through ALIVE's exercises. It is expected that these exercises, by gradually reforming Islam's perspectives lead to entry points in promoting civilized governance and gender equality. Below are some examples of a model of reference for teachers on how to handle common gender biases and resistances that are raised by students or parents, as part of preparing lesson plans of ALIVE.

<sup>48</sup> Indonesia Australia Partnership for Basic Education, 2007, Gender Modules "How to Plan a Gender Workshop in an Islamic Society", AusAID Jakarta, Editor : Leya Cattleya

### Gender, Islam, and the Status of Woman

#### Gender bias

An-Nisa'(4) :1.....*Faith to your God who create you from one kind and create partner of him.*

The classical ulema (based on Hadist Abu Hairah) stated that *A woman was created from the left rib of a man*. This was supported by a hadits that declared by Bukhari, ... *"Remember, I state to you for treating women nicely because they are made of banded ribs"*. This Hadits often understood or viewed that when there is no men. Also an-Nisa': 34 *Men are leaders of women with what Allah provided more for men and what men feed women*, suggests that men as superior creators. Another hadist is (Bukhari dari Abi Bakrah). This Hadits is understood as a justification to bend women being leaders. It is, then, women are treated as sub-ordinate of men's, on the perspective of many Moslems.

#### Gender Sensitive Arguments:

Al-Qur'an reconfirms that women and men were created from the same material and ingredient *nafs wahidah*. (Syafiq Hasyim, *Understanding Women in Islam*, Singapore: Solstice, 2006).

Women and men were created from soil and no single verses were found illustrating the rib's case. Ribs were illustrated only by one Hadits that originated from the pre-Islamic era ((Nasaruddin Umar Nasaruddin Umar, *Argumen Kesetaraan Gender*, 1999) and the ribs arguments were against the biological facts. Ribs of women and men are the same, in terms of numbers. The verse should be read as symbolic message to put women very close to the heart of men, as heart is protected by ribs. This Hadist should be read in its complete context. The last statement regarding men are leaders was created in the context of Kisra Princess, whom did not have certain capacities while she controlled Persia. It was a hadits that was released for certain situation *al ibratu bi khusus al sabab la bi umum al kafahi* (Islamic Women Study Center, Syarif Hidayatullah and CIDA).

#### 4.4. GENDER, ALTERNATIVE AND IP EDUCATION

Through Executive Order No. 356 issued in 2004, the DepED established the ALS as a parallel learning approach, providing a viable alternative to the existing formal educational structure. It was targeted for four million Filipinos judged to be illiterate according to a 2003 Functional Literacy and Mass Media Survey of 10 to 64 year-olds and also 16 million Filipinos aged 16 and older have not finished basic education comprising elementary and high school. In total, they constitute one fifth of the Country's entire population<sup>49</sup>. A curriculum for adults and children was developed by DepED. While only recently established, the approaches and processes used in the development of ALS education material are considered good practice. The Bureau of Non-Formal Education received the NOMA Literacy Prize for the Accreditation and Equivalency (NFE A&E) System, for pioneering non-formal alternative learning system to formal schooling. The design was appreciated by various donor organizations due to proper targeting of out-of-school youth and adults and ensuring nation-wide coverage, placing specific emphasis on the poorest and most hard-to-reach communities currently under-served by public service. The program also considers having a built-in M&E system. Rights based and gender sensitive approaches are adopted.

In addition to the basic literacy program, a draft of IP education is being prepared, which will build an Indigenous Peoples (IP) Education Program that aims to develop an IP culture-sensitive core curriculum, learning materials and assessment tools. As the policy framework draft for IP education encompass seven key elements among others, access and equity, curriculum, instruction and delivery mode, teacher education development, learning resources, assessment of learning and equivalency, networking with stakeholders, and governance, an M&E mechanism may need to be established to assure that gender sensitivity is implemented in learning practices. As many IPs and Muslims live in conflict-affected areas, attention to the material delivery that promote peace is needed. As pilots to add up ALIVE to ALS, it is

<sup>49</sup> Government of the Republic of the Philippines (2003), "The Functional Literacy, Education and Mass Media Survey", National Statistical Office, Manila, Philippines.

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important to assure that the package is communicated in a practical and way and maintain the good principles that built in ALS. The budget limitation is a challenge to the Bureau's ability to scale up the implementation of ALS. Partnerships with stakeholders (NGOs, donor organizations, and private sector) should be explored in order to expand it. One of the foremost reasons why IPs do not send their children to formal schools is because the curriculum does not respond to their cultural needs.

The Gender and Poverty Inclusive and disability approach requires that all Program supported initiatives include gender equity objectives and are appropriately targeted at meeting the needs of the poorest and most disadvantaged members of the community including those with different abilities. This requires that sex and poverty disaggregated data be collected, analysed and used.

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**ANNEX 5**

**Muslim & Indigenous People's Education  
Program**

**Monitoring & Evaluation Framework**

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## Abbreviations

|         |  |
|---------|--|
| ALIVE   | Arabic Language and Islamic Values                       |
| AusAID  | Australian Agency for International Development          |
| BALS    | Bureau of Alternative Learning Systems                   |
| BEAM    | Basic Education Assistance for Mindanao                  |
| BEE     | Bureau of Elementary Education                           |
| BEIS    | Basic Education Information System                       |
| BESRA   | Basic Education Sector Reform Agenda                     |
| BSE     | Bureau of Secondary Education                            |
| DAC     | Development Assistance Committee (of the OECD)           |
| DepED   | Department of Education                                  |
| EDPITAF | Educational Development Projects Implementing Task Force |
| GoA     | Government of Australia                                  |
| GoP     | Government of Philippines                                |
| GPI     | Gender and Poverty Inclusive                             |
| IP      | Indigenous People  |
| KPI     | Key Performance Indicator                                |
| KTA     | Key Thrust Area  |
| M&E     | Monitoring and Evaluation                                |
| M/F     | Male/Female  |
| NCIP    | National Council for Indigenous People                   |
| OECD    | Organisation for Economic Cooperation and Development    |
| OMA     | Office of Muslim Affairs                                 |
| NCMF    | National Commission on Muslim Filipinos                  |
| SIP     | School Improvement Plan                                  |
| SPHERE  | Support for Philippine Basic Education Reforms           |
| STRIVE  | Strengthening implementation of Visayas Education        |
| TWG     | Technical Working Group                                  |

## 1. INTRODUCTION

### 1.1 Scope and status of this document

This document provides a guiding framework for subsequent more detailed design and implementation of a monitoring and evaluation plan for the Philippines Muslim and Indigenous Peoples Education Program. This is a 3.4 years program of Australian support valued at some A\$20m, which is expected to commence in March 2011.

This Monitoring & Evaluation (M&E) framework has been developed following a brief in-country visit by the design team (August 18<sup>th</sup> to September 1<sup>st</sup> 2008), and updated following initial appraisal comments from AusAID. The focus of much of the design team's work during the in-country visit was on defining the scope and management arrangements for the proposed Program. The contents of this framework document have therefore not been developed or validated through a process of progressive participatory engagement with all stakeholders, but rather through a process of document review, rapid assessment and brief consultation.<sup>50</sup>

This M&E framework therefore still needs to be appraised and validated by key stakeholders, and more detailed design work then undertaken to operationalise M&E systems and tools once Program funding is made available.

### 1.2 What is M&E

Monitoring and evaluation is primarily about collecting, analyzing and using information to support informed decision making, learning and accountability.

According to accepted DAC terminology:

- **Monitoring** is 'a continuing function that uses systematic collection and analysis of data on specified indicators to provide management and main stakeholders of a development intervention with indications of progress and achievement of objectives and an understanding of progress in the use of allocated funds'.
- **Evaluation** is 'the systematic and objective assessment on an ongoing or completed activity, program or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, efficiency, effectiveness, impact and sustainability'.

There are three reasons for monitoring and evaluating any activity, namely: management, learning and accountability:

- **Management:** To help program managers and partners focus on results and improve quality by collecting reliable performance information. It will help managers to deliver against targeted results, promptly address what is not working well and inform programming and budget allocation decisions.
- **Learning:** To provide a knowledge base for stakeholders to learn more about what is working well and what is not, through regularly reviewing the effectiveness of program/project support.
- **Accountability:** To ensure that program/project resources are effectively and appropriately applied in line with public expenditure management, procurement and audit requirements.

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<sup>50</sup> A list of key reference documents is provided at Attachment 1.

### **1.3 What is an M&E Framework**

An M&E framework provides a guiding structure for undertaking all M&E activities associated with a program or project. An M&E framework should specify:

- the purpose and scope of the M&E system
- the objectives to be achieved (impact, outcomes, outputs, etc – sourced from the design)
- key stakeholders, responsibilities for M&E and the type of information they need
- performance indicators
- the sources of information and methods used to collect and record it
- critical reflection processes and events; and
- how M&E information is to be reported and used.

An M&E framework should also identify the key risks to be monitored and managed, particularly in the context of promoting the prospects for sustainability of benefits.

The level of detail contained in an M&E framework will depend on a number of factors, including the scope and scale of the program/project, the resources available for M&E and the time available for its preparation. This framework does not include detailed description of all data collection tools, recording formats, analytical processes or report formats. These will be further specified in the Program's M&E plan, which will be prepared through a participatory process with implementing partners during the first 6 months of Program implementation.

### **1.4 What is the basis for M&E**

The primary basis on which M&E is carried out is an activity design/plan. The plan provides the basis on which performance can be monitored and evaluated, as it allows a comparison to be made between planned and actual achievements.

A design/plan must clearly describe:

- the outcomes that are to be supported/achieved
- the outputs to be delivered
- the type of activities to be undertaken to achieve the outputs
- the anticipated schedule for implementing activities and delivering outputs
- the resources and inputs required to implement activities (and the schedule of when they will be needed); and
- a budget for implementation.

A design also needs to specify management structures and responsibilities, as this will determine 'whose' monitoring and evaluation systems will be used and who will take primary responsibility for collecting and using information. The risks inherent in the design must also be specified, as these provide the basis for monitoring and managing risk.

It is nevertheless important to emphasise that with the Program, not all the details of planned outputs, activities, inputs and resources have been specified in advance in the design document. Rather, these details will be specified on an ongoing basis (primarily during the first 6 months of implementation) based on work-programs prepared by DepED implementing agencies at regional and national levels. Plans will be reviewed and updated on a regular basis.

The guiding principles and approach to monitoring the Program are profiled below.

## **2. GUIDING PRINCIPLES AND APPROACH**

### **Alignment and capacity building**

The monitoring and evaluation of the Program will primarily build on and use DepED's existing (and emerging) M&E systems and tools. For example, it will align with DepED's 'Validated Basic Education Sector Monitoring and Evaluation Framework' in term of selecting key performance indicators, will use data collected through the established 'Basic Education Information System' and will support DepED regional and divisional monitoring teams to help validate results on the ground. Alignment with and use of partner systems will support institutional capacity building and reduce 'transaction costs' associated with establishing parallel systems.

The Program will nevertheless support the DepED to fill key information gaps with respect to monitoring the access to quality basic education for IPs and Muslim communities (e.g. through specific baseline and follow-up surveys/studies), will establish some Program specific monitoring systems necessary for accountability purposes (e.g. financial management systems), and will meet specific AusAID monitoring and evaluation requirements (e.g. annual performance reports and an Independent Progress/ Completion Reports).

The Program is expected to effectively contribute to the collection, analysis and utilization of adequate baseline data disaggregated according to gender and poverty.

### **Managing for results**

Monitoring and evaluation will focus on whether or not results are being achieved. This means that particular focus will be given to collecting and using information on access to quality basic education for targeted IP and Muslim communities, rather than just monitoring inputs, activities and delivery of outputs (e.g. learning materials provided and teachers trained).

However, it is important to be realistic and pragmatic. Changes in access to quality basic education are influenced by many factors and can take many years of concerted effort to achieve. During the (initial) 5 year duration of Program funding some key learning outcome indicators may not change, even though important ground work is effectively undertaken. Monitoring the quality of outputs delivered and the satisfaction of target groups with progress is therefore equally important. Also, the Program itself is providing relatively modest financial/resource inputs in relation to total resource allocations to basic education. Nevertheless, through careful targeting of Program resources in specific geographic locations and at specific disadvantaged Muslim and IP groups, the Program's contribution to outcomes should be demonstrable. Assessment of contribution will be primarily assessed through qualitative enquiry with targeted stakeholders.

### **Sustainability**

Promoting sustainability of benefits is critical. The M&E framework therefore includes: (i) a focus on working through and supporting existing (and emerging) DepED monitoring and evaluation systems; and (ii) monitoring and evaluating whether or not Program supported initiatives are sustained and have the potential for replication by DepED.

### **Balancing learning and accountability**

Typically many aid activities have focused on developing monitoring and evaluation systems primarily to meet reporting and financial accountability requirements back to the donor, and have invested little time in developing learning processes focused on the needs of local stakeholders. In order to maximize the impact of an activity, it is critical that effective learning processes and systems are nurtured so that successful innovations can be shared and applied. To this end the M&E framework has been designed to meet the information needs for outcome (result) and learning-oriented management, whilst also fulfilling the responsibility for being accountable to stakeholders for expenditures, activities and output delivery.

### **Simplicity and practicality**

The M&E framework aims to be simple and practical to implement. This is important given that complex M&E systems are unlikely to be understood or used by key stakeholders, and the resources available from the Program for specific M&E activities are limited. For this reason, it is imperative that indicators and data collection methods be simple and clear, and the number of indicators used be kept to an absolute minimum.

The framework therefore focuses on three main elements, namely:

- tracking changes in outcomes (using key indicators on access to quality basic education for target groups)
- tracking inputs/activities and output delivery (based on workplans, budgets and implementing agency progress reports)
- organizing regular discussions with key stakeholders on progress and problems with implementation, including an annual review on critical performance questions as the basis for subsequent annual plan preparation

The monitoring and evaluation framework itself should also be reviewed and modified as insights for improvement are gained from experience. The M&E plan will be developed during the first six months of the Program implementation. It will involve consultation with GoP and beneficiaries and will specify the accountability network, the capacity needed for implementing this. The M&E framework will be field tested in the initial implementation stage providing a feedback mechanism to address its sustainability.

### **Gender and poverty inclusive approach**

The M&E Framework is designed to support the Program's Gender and Poverty Inclusive (GPI) approach. This approach requires that all Program supported initiatives include gender equity objectives and are appropriately targeted at meeting the needs of the poorest members of the community. This requires that gender and poverty disaggregated data be collected, analysed and used.

Monitoring and evaluation of the GPI approach will be undertaken at 3 main 'levels', namely:

- Appraisal of the content/focus of work programs included in the Program's annual plan using a GPI checklist
- Monitoring the implementation of work programs (activity and output delivery) to assess if GPI principles are applied
- Review/evaluation of outcomes in terms of GPI objectives

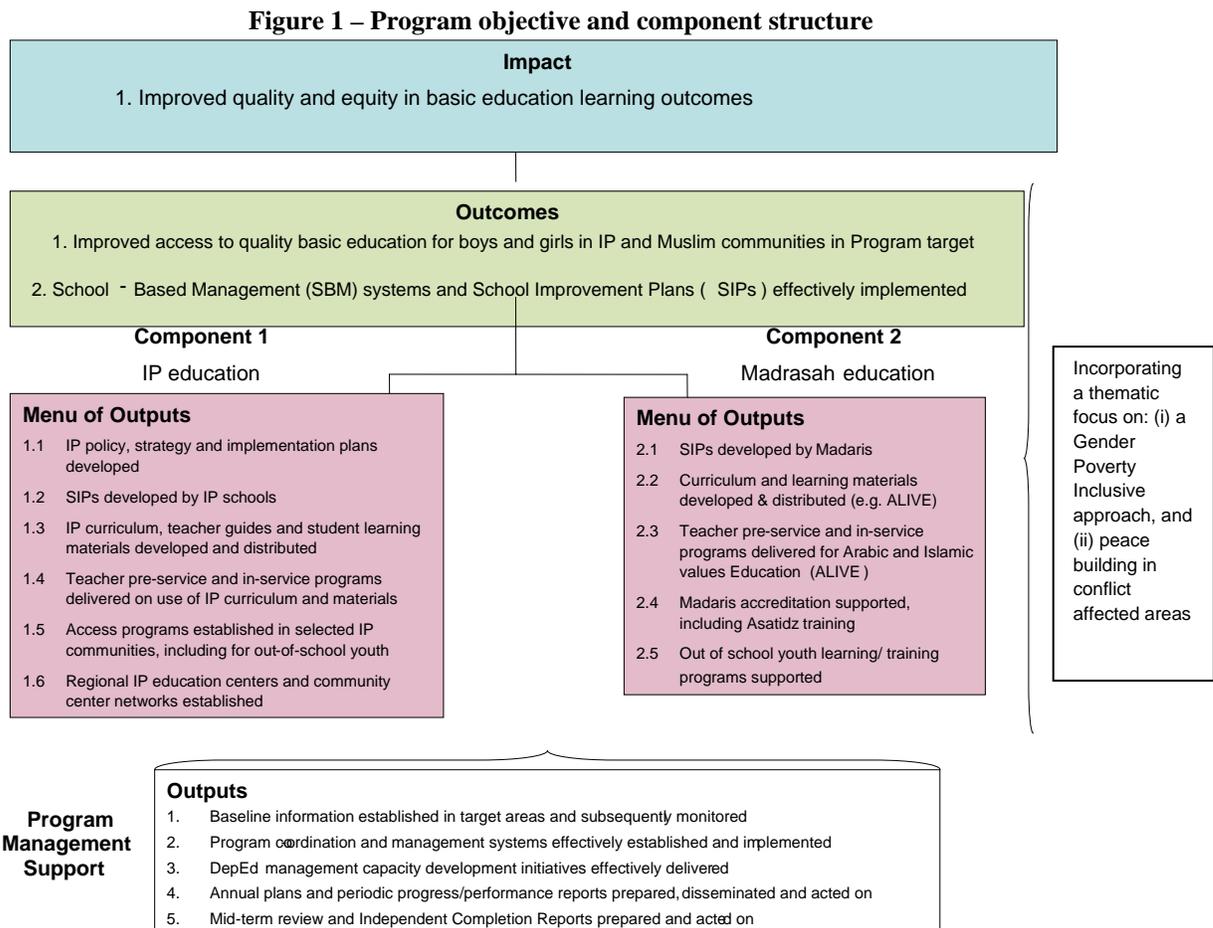
The following section on the Program’s M&E Framework provides further detail of proposed indicators and sources of information.

### 3. THE M&E FRAMEWORK

#### 3.1 Program design and link to M&E

The Program M&E framework is based on the Program design, namely its objectives, scope and institutional arrangements.

The objective structure is summarized in Figure 1 below.

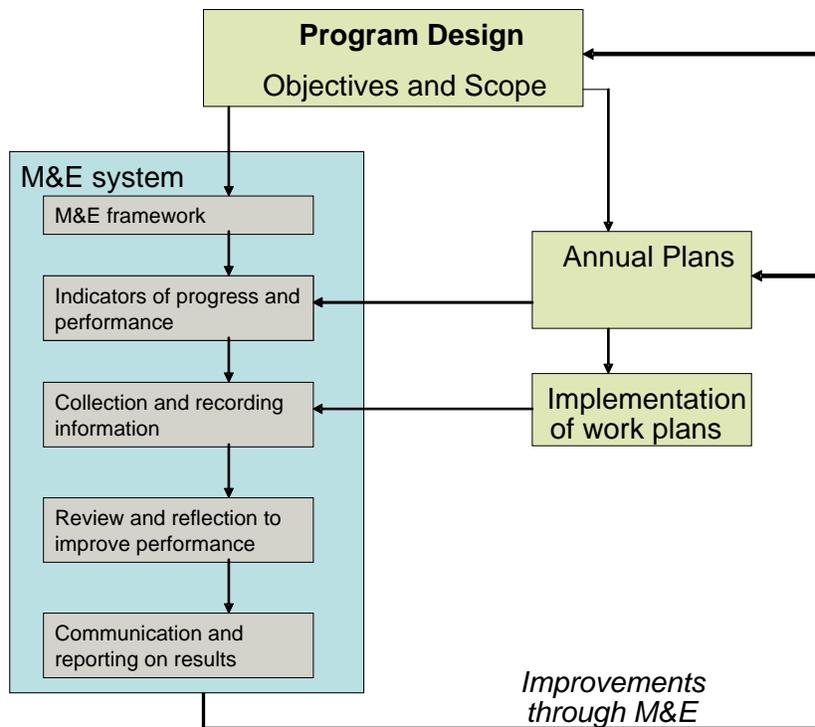


As shown, the design is based on a ‘results hierarchy’ of desired impact, outcome and outputs. The details of all activities, input requirements and costs are not included in the design document, as these will be identified and specified by regional implementing agencies and the central office during the preparation of annual work plans (for Program funding). The Program design thus provides the guiding strategy for implementation. Annual plans will then translate the strategy into more detailed plans of action for implementation on the ground.

The ‘menu’ of outputs provides the focus for the development of the regional and central office annual work plans. The menu concept takes account of the fact that not all regions will have the same priorities/needs, as well as the fact that the Program will not be able to support all areas of work in all targeted regions within its limited resource envelope. It is therefore expected that targeted provinces will identify outputs that are a particular priority for them, and based on these selected outputs, develop proposed work plans (output targets, activity and input schedules/budgets) for possible funding through the Program.

With a focus on managing for results, M&E provides the basis on which lessons can be learned about what is working and what is not, so that improvements can be made to strategy formulation and implementation planning. These relationships between the Program design, M&E system, and the process of continuous learning and improvement are illustrated in Figure 2 below.<sup>51</sup>

**Figure 2 –Link between Program design, implementation and M&E**



The Program’s contribution to educational outcomes (the Program ‘impact’ statement) will be difficult to attribute, given the many other factors that influence education outcomes. Nevertheless, some qualitative enquiry (survey of stakeholder opinions) will be periodically conducted (e.g. as part of the mid-term and completion reviews) to help to confirm whether or not target beneficiaries consider the Program to have directly contributed to any observed change in education outcomes.

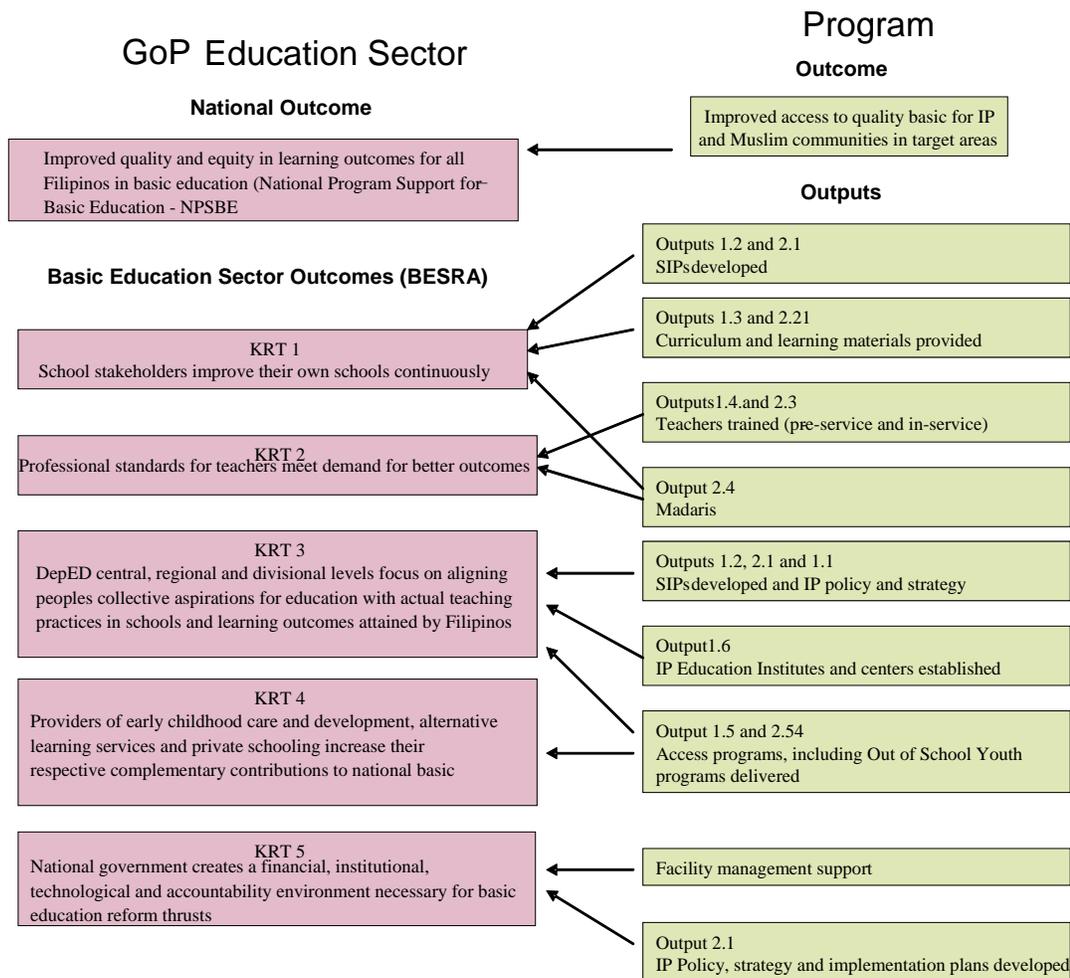
<sup>51</sup> Adapted from a figure in the BEAM M&E framework document, November 2004

### 3.2 Link to sector outcomes and AusAID’s performance framework

The Program is designed to support established priorities of the GoP and DepED.

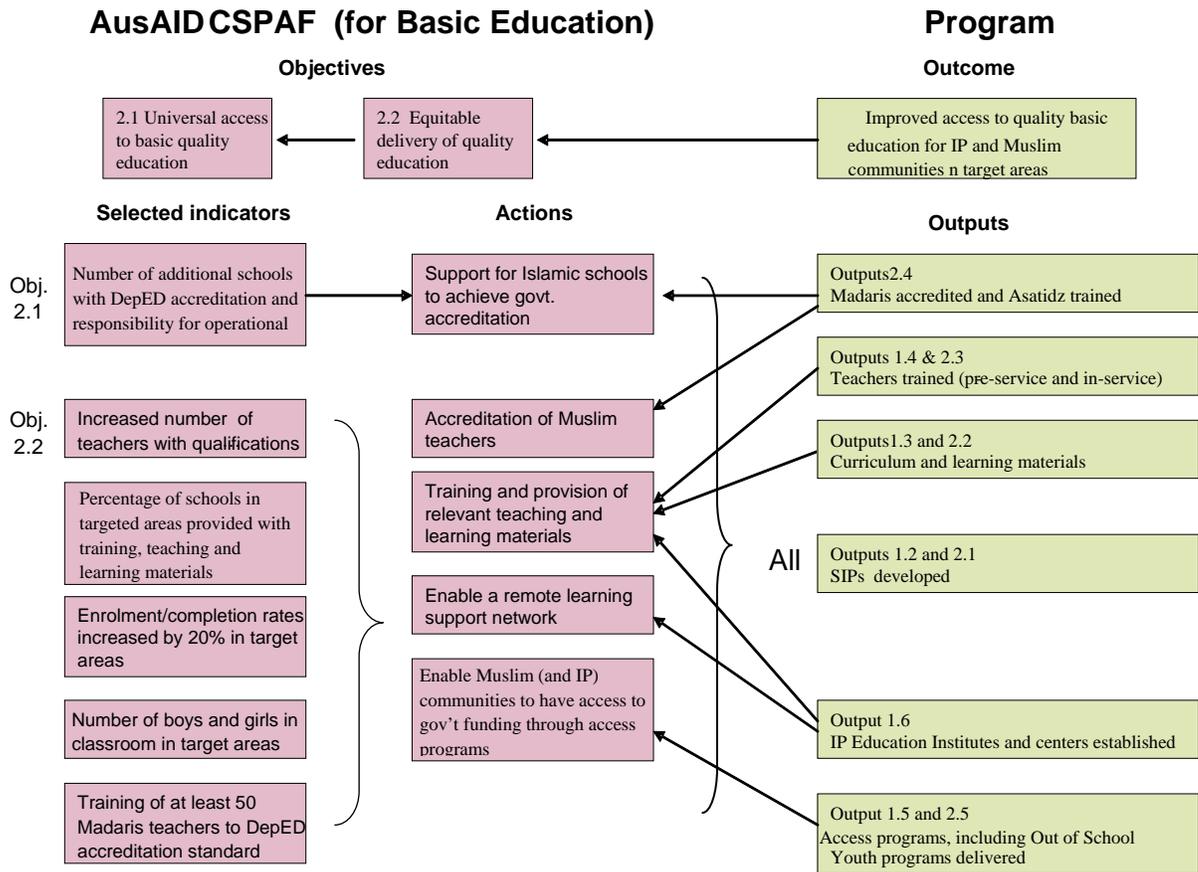
Figure 3 below therefore highlights the links between agreed GoP education sector outcomes (including the Key Thrust Areas of the Basic Education Sector Reform Agenda – BESRA) and the Program objective structure. The diagram does not show all links between each Program output and every BESRA KRT as it is provided for illustrative purposes only.

**Figure 3 – Link between sector outcomes and Program objectives**



It is also important that the Program demonstrate that it is clearly aligned with and supportive of Australia’s Country Strategy Performance Assessment Framework for the Philippines. These linkages are therefore shown in Figure 4 below:

**Figure 4 – Link between Australia’s CSPAF and Program objectives**

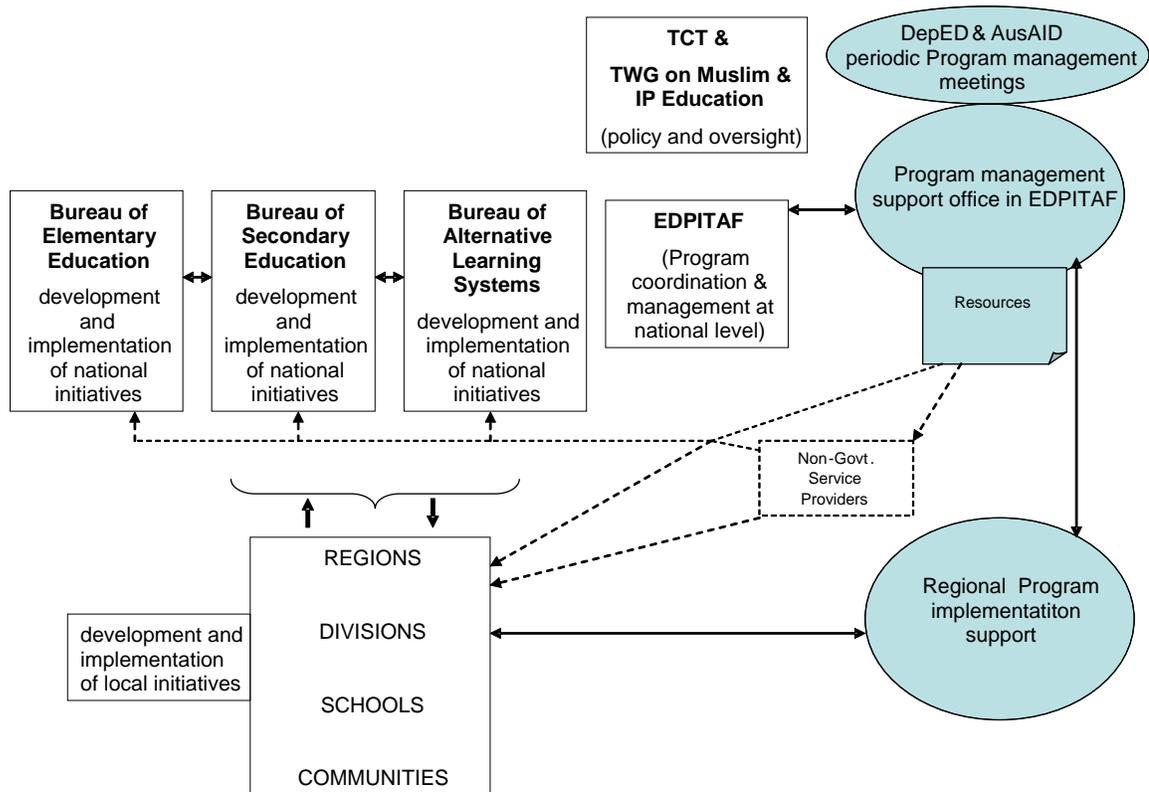


### 3.3 Key stakeholders, responsibilities and information needs

A summary profile of the Program coordination and management structure and is provided in Figure 5 over-page.

Based on these coordination and management arrangements, the table over-page provides a summary profile of stakeholder responsibilities (for supporting effective M&E) and their primary information needs.

**Figure 5 – Muslim and IP Education Program coordination and management structure**



| Stakeholder  | M&E responsibilities   | Information needs  |
|--|--|--|
| TWG on IP and Muslim Education<br>AusAID and DepED management meetings | <ul style="list-style-type: none"> <li>• Provide advice on institutional M&amp;E frameworks, systems and information requirements</li> <li>• Support harmonization and coordination with other programs and projects</li> <li>• Approve funding to support M&amp;E (within annual plans and budgets)</li> <li>• Use information collected to support informed decision making, accountability and learning</li> </ul>                                    | <ul style="list-style-type: none"> <li>• Results being achieved (access to quality basic education for disadvantaged groups, disaggregated by group and sex)</li> <li>• Key constraints that may require high-level support to resolve (e.g. on policy or budget)</li> <li>• Lessons learned and opportunities for replication and scale-up</li> <li>• Budget and expenditure summaries</li> </ul>   |
| OPS/ EDPITAF & Program management office(s)                            | <ul style="list-style-type: none"> <li>• Operationalise the M&amp;E Framework in partnership with DepED Bureaus</li> <li>• Provide technical support and other resources for M&amp;E in line with workplans and budgets</li> <li>• Collect, record and analyse data on progress and performance</li> <li>• Use information collected to support informed decision making, accountability and learning</li> <li>• Prepare summary progress and</li> </ul> | <ul style="list-style-type: none"> <li>• Results being achieved (access to quality basic education for disadvantaged groups)</li> <li>• Outputs delivered, activities undertaken and input/budget used</li> <li>• Audit information on special accounts</li> <li>• Constraints to implementation that require management action</li> <li>• Lessons learned and opportunities for replication and scale-up</li> <li>• Activities of other related programs and</li> </ul> |

***Muslim & IP Education Program - Monitoring & Evaluation Framework***

| <b>Stakeholder</b>   | <b>M&amp;E responsibilities</b>  | <b>Information needs</b>  |
|--|--|---|
|  | performance reports  | projects  |
| DepED at Regional & Divisional levels                          | <ul style="list-style-type: none"> <li>Operationalise the M&amp;E Framework in partnership with stakeholders</li> <li>Allocate time and resources for M&amp;E from own budget, including for divisional M&amp;E 'teams'</li> <li>Collect, record and analyse data on progress and performance</li> <li>Use information collected to support informed decision making, accountability and learning</li> <li>Prepare summary progress and performance reports</li> </ul> | <ul style="list-style-type: none"> <li>Scope of approved workplans and budgets</li> <li>Results being achieved (access to quality basic education for disadvantaged groups)</li> <li>Outputs delivered, activities undertaken and input/budget used</li> <li>Community satisfaction with services provided</li> <li>Constraints to implementation that require management action</li> <li>Lessons learned and opportunities for replication and scale-up</li> </ul> |
| Schools  | <ul style="list-style-type: none"> <li>Prepare and implement school improvement plans, including activities that support improved M&amp;E</li> <li>Collect, record and analyse data in line with DepED requirements (including M/F)</li> <li>Use information collected to support informed decision making, accountability and learning</li> <li>Report performance data in line with DepED requirements</li> </ul>  | <ul style="list-style-type: none"> <li>Basic education reform agenda priorities and targets</li> <li>'External' resources available for implementation of SIPs and related initiatives</li> <li>Feedback from DepED on school 'performance' and priorities for action / follow-up</li> <li>Community satisfaction with services provided (including M/F)</li> <li>Lessons learned from other areas/schools that can support continuous improvement</li> </ul>       |
| Targeted IP and Muslim communities                             | <ul style="list-style-type: none"> <li>Support schools to develop and implement school improvement plans</li> <li>Provide feedback to schools/DepED on satisfaction with educational services</li> </ul>   | <ul style="list-style-type: none"> <li>Basic education reform agenda priorities and targets</li> <li>'External' resources available for implementation of SIPs and related initiatives</li> <li>Feedback from DepED on school 'performance' and priorities for action / follow-up</li> <li>Lessons learned from other areas/schools that can support continuous improvement</li> </ul>  |
| LGUs, non-govt. service providers and other local stakeholders | <ul style="list-style-type: none"> <li>As appropriate, provide own resources to support improved M&amp;E of basic education service delivery</li> <li>Use information collected to support informed decision making, accountability and learning</li> <li>As appropriate, provide progress/performance reports on use of Program resources</li> </ul>  | <ul style="list-style-type: none"> <li>Basic education reform agenda priorities and targets</li> <li>'External' resources available for implementation of SIPs and related initiatives</li> <li>Community satisfaction with services provided</li> <li>Lessons learned from other areas/schools that can support improvements in basic education</li> </ul>   |

### **3.4 Performance questions and indicators**

#### *List of key questions*

The collection and analysis of information from M&E activities should help Program stakeholders answer the following types of questions:

- Are learning outcomes and access to quality basic education improving in targeted IP and Muslim communities?
- Are the most disadvantaged communities and community members being effectively targeted?
- Is the Program effectively supporting DepED and other stakeholders to improve learning outcomes in targeted IP and Muslim communities?
- Which initiatives (inputs/activities and outputs) are having the most positive impact, and why?
- What is not working well, why, and what needs to be changed/modified?
- Are initiatives cost effective?
- Are successful initiatives being sustained and replicated?

These questions should therefore provide the focus for analysis and discussion during review and learning events, and the answers to these questions should help inform future planning.

#### *Specific indicators*

The results framework at Attachment 2 provides details of proposed indicators and anticipated sources of information for monitoring and evaluating outcomes and output delivery.

These include a mix of quantitative indicators as used (or to be used) by DepED, plus some additional qualitative indicators of target group satisfaction with the educational services being provided.

At the impact level (Program goal statement), there are two sets of indicators to be tracked, namely

- NAT Scores (M/F – IP/Muslim); and
- Evidence in DepED workplans and budgets of replication of successfully piloted initiatives for Muslim and IP education

At the outcome level (Program purpose statement), the following indicators are proposed (drawn from DepED's sector M&E framework), namely:

- Net intake ratios (M/F – IP/Muslim)
- Cohort survival rates (M/F – IP/Muslim)
- Repetition rates (M/F – IP/Muslim)
- Completion rates (M/F – IP/Muslim)
- Number of schools (by type and location) effectively implementing approved SIPs
- Number of schools (by type and location) receiving SBM grants

These indicators will be supplemented by some additional indicators specific to the implementation of more relevant IP and Muslim curricula and the delivery of Access programs, such as:

- Number and percentage of IP children (M/F) enrolled in (i) DepED schools implementing indigenized curriculum; and (ii) other registered IP schools

- Number and percentage of Muslim children (M/F) enrolled in (i) DepED schools implementing the ALIVE program; (ii) registered Madaris implementing the National Standard Curriculum for Muslim Education ; and (iii) other registered Madaris
- Number and percentage of youth (M/F – IP/Muslim) enrolled and participating in Access programs
- Number and percentage of youth (M/F – IP/Muslim) who gain alternative certification for primary/secondary school
- Number and percentage of youth (M/F – IP/Muslim) who gain access to livelihood opportunities
- Qualitative information on target group satisfaction with access to and quality of basic education services

It is important to note that all these outcome indicators may help tell us what is happening, but may not adequately explain why. In such cases, this may prompt the need to undertake further investigation through such methods as case-studies, focus group interviews or sample surveys.

### ***Baseline and targets***

There is a significant amount of baseline information already available concerning basic educational outcomes, access to education, poverty, location and number of IP and Muslim community members, though the data still need some further level of disaggregation. This is available from such sources as DepED's BEIS and the Regional EFA Assessment Reports, the National Statistics Coordination Board (NSCB), the National Council for Indigenous People (NCIP), and from NSO/census data (including Family Income and Expenditure Surveys).

Nevertheless, once target provinces have been selected based on their relative disadvantage, more detailed baseline data profiles will need to be prepared, and some information gaps filled.

Location specific information gaps may include such things as:

- Number of schools with School Improvement Plans (SIPs) in place
- Number of IPs (particularly those of school age M/F), numbers in school, and IP participation rates
- Number of schools in IP areas using indigenized curriculum/learning materials and numbers of students attending (M/F)
- Number of out of school youth (M/F – IP/Muslim)
- Number of private madaris and number of students attending (M/F)
- Number of madaris using ALIVE curriculum and learning materials
- Number of teachers trained in using IP indigenized curriculum and learning materials (M/F)
- Number of teachers trained in using ALIVE modules (M/F)
- Number of madaris interested in DepED accreditation, and the status of accreditation
- Qualitative data on target group priorities and needs and satisfaction with basic education services

The specific baseline information needs will be determined and confirmed by DepED and other agencies such as NCIP in the first six months of Program implementation. The Program management team will then support the collection and collation of the required information into baseline profiles. These profiles will also draw on information from the 2010 census.

Performance targets (for output and outcome indicators) will also be established during the first 6 months of Program implementation, once target areas have been identified and baseline profiles established. Targets will then be included in annual workplans, based on context specific information as well as any established national and/or regional level education targets.

***Note on GPI and sustainability indicators***

Examples of indicators that could be used to monitor progress and performance in delivering GPI outcomes and outputs include:

- Gender analysis undertaken and HGDG checklists used during planning / design of component activities
- Increased functional literacy rates in remote/poor IP and Muslim communities (M/F)
- Increased net enrolment ratios, completion rates, cohort survival and NAT achievements in remote/poor IP and Muslim communities (M/F)
- GPI is reflected in School Improvement Plans (e.g. strategies/actions to meet the needs of disadvantaged/poor children)
- GPI is reflected in Access programs (e.g. strategies/actions to meet the needs of disadvantaged/poor families, including out of school youth)
- Gender sensitive ALIVE models developed and implemented in target areas
- Gender sensitive IP (indigenized) curriculum developed and implemented in target areas;
- Qualitative data from target group surveys (M/F) on their satisfaction with service delivery, including GPI issues; and
- Evidence that this data is being analysed and used by DepED stakeholders to inform decision making on improving access to quality education for disadvantaged IP and Muslim groups.

Prospects for sustainability will be determined through periodic assessment of such things as:

- Budget allocations by DepED and other stakeholders to IP and Madrasah education
- Revenue raising initiatives included in SIPs
- Qualitative evidence of implementing partner ownership of and commitment to sustaining improved IP and Madrasah education services

**3.5 Information gathering and analysis – methods and tools**

The primary focus will be on using DepED's existing (and emerging) information collection systems (methods and tools), particularly the BEIS. Other GoP data sources will also be used as appropriate, such as the results of the forthcoming 2010 census (as baseline data) and data collected by such agencies as the NCIP. This is an important part of the Program's sustainable capacity development strategy, namely working with and through partner systems.

The Program will also support DepED to:

- Collate, collect and analyse additional baseline data in target areas
- Mobilise its divisional M&E teams in target areas
- Undertake some further analysis of available data in target areas; and, as required
- Conduct additional information collection activities such as case-studies, focus group interviews, 'most significant change' stories, or sample surveys to help answer specific questions emerging during activity implementation.

The M&E plan (to be developed in the first six months of Program implementation) should provide some further operational guidance on how to organise and implement these types of information collection and analysis activities. The methodology for these needs to be sensitive to

gender issues (e.g. women interviewed/ focus groups separate from men) and cultural issues (e.g. use of local interviewers, male and female, use of translators, etc.). The development of the M&E plan will involve consultation with GoP and beneficiaries that will take their capacity and accountability into consideration.

### **3.6 Review and learning events**

Collecting and recording information is one thing. Reviewing this information with concerned stakeholders, sharing different perspectives on what the information means, and agreeing on possible follow-up actions is also required.

To this end, the Program will support a number of ongoing review and learning events (more or less formal), including those shown in the following table:

| <b>Event</b>                                | <b>Purpose</b>   | <b>Key stakeholders</b>   | <b>Timing/frequency</b>  |
|---|--|---|--|
| Review of Design Document and M&E framework | To ensure stakeholders understand, support and can take on ownership of Program implementation and monitoring  | TWG on IP & M education, DepED regional representatives, DepED central office including EDPITAF   | In first 2 months of Program establishment                                     |
| First annual planning workshops             | To ensure the first annual plan is based on target group and implementing agency needs and has their support   | DepED staff in targeted areas, IP and Muslim school reps in target areas, other service providers, DepED central office including EDPITAF | In first 6 months of Program establishment                                     |
| Bi-annual review workshops                  | To review available information on progress, seek perspectives of different stakeholders, reflect on implications and update forward plans as required             | DepED staff in targeted areas, IP and Muslim school reps in target areas, other service providers, DepED central office including EDPITAF | Once per year – roughly six-months into implementation of each annual plan     |
| Annual review and planning workshops        | To review available information on progress and performance, seek perspectives of different stakeholders, reflect on implications and prepare the next annual plan | DepED staff in targeted areas, IP and Muslim school reps in target areas, other service providers, DepED central office including EDPITAF | Once per year – during the 3 months prior to the due date for each annual plan |
| Program management team meetings            | To share information among team members on operational matters, ensure tasks are clear, priorities are being addressed and problems solved                         | Program management team members, including EDPITAF staff  | At least 2 times per month   |
| Regional and divisional DepED               | To keep key DepED managers informed of Program activities  | EDPITAF/Program management team, regional   | At least six-monthly in the  |

| <b>Event</b>                                | <b>Purpose</b>   | <b>Key stakeholders</b>  | <b>Timing/frequency</b>   |
|---|--|--|---|
| management committee meetings               | and help ensure Program supported programs are consistent with other DepED initiatives   | and divisional DepED managers  | areas targeted by the Program   |
| Target group satisfaction / feedback forums | To ensure the perspectives of target groups (e.g. teachers, students and parents) are captured, reflected on and used as input to performance assessments and forward planning                             | Target groups (namely teachers, students and parents)<br><br>Service providers (who may be conducting surveys / focus group studies, etc)<br><br>Program management team | At least annually, through a structured process of qualitative data collection    |
| AusAID / DepED Program management meetings  | To ensure the key GoA and GoP stakeholders are adequately informed of Program performance issues, can provide strategic direction, help solve problems, and make informed decisions on resource allocation | DepED and AusAID and Program management team   | Six-monthly   |
| Mid-term and completion review workshops    | To share perspectives on what is working well and what is not, and to make recommendations regarding a possible future phase of GoA support  | DepED staff in targeted areas, IP and Muslim school reps in target areas, other service providers, DepED central office including EDPITAF, Program management team       | End of year 3 of Program implementation (mid-term) and end of year 5 (completion) |

Reviews of the technical quality of Program supported initiatives could also be supported through the use of a Program Reference Group, contracted directly by AusAID. It is proposed that this group consist of 3 or 4 highly experienced and respected Philippine professionals who can collectively help assess the technical quality of Program work plans, progress/performance reports and output delivery. They would thus play a quality support and assurance role, and help AusAID (in particular) to assess the performance of the contractor in supporting Program objectives.

### **3.7 Communication and reporting**

There are two main reasons for communicating and reporting: (i) for accountability purposes, and (ii) to maximize impact by sharing information on successes, failures and lessons learned.

It is expected that the Program will undertake and/or support the following main communication measures:

- Ongoing face to face informal briefings/communication
- Ongoing e-mail communication, letters, phone calls etc to stakeholders on planned and implemented activities
- Program Newsletter to communicate a summary of activities and achievements to key stakeholders at least 2 times per year. This will be distributed to DepED central offices, TWG members, AusAID, all DepED regional and divisional offices and schools in target areas, and to other donor/development agencies working on related issues
- Key documents and reports posted on DepED website, including results of feedback from schools/communities on their satisfaction with services and their issues/concerns
- Regular Program management team meetings (including EDPITAF + Program recruited staff)
- DepED management committee briefings (at national, regional, divisional levels as appropriate) to report on Program activities and coordinate with other DepED initiatives
- Periodic Program Management Group briefings; and
- As appropriate, providing information/presentations at other national or regional fora that are concerned with IP and Muslim education issues.

Formal reporting to GoP and AusAID will consist of:

- An Annual Plan (including consolidated and cumulative review of performance)
- Six-monthly progress report (once per year, in-between annual plans)
- Monthly financial statements (budget, commitments, expenditure, outstanding acquittals, etc)
- Issues based reports as requested by DepED and AusAID or as deemed useful by EDPITAF/the Program management team

The specific formats for these reports, and due delivery dates, will be agreed between AusAID and DepED, keeping in mind the desire to use/build on DepED systems and processes as much as possible and timing and format ideally to complement AusAID's quality reporting requirements.

For example, the need to feed information into DepED's annual planning and budgeting cycle should be born in mind. This is key to supporting sustainability and replication objectives.

### **3.8 IT issues**

It is not anticipated that the Program will develop and establish any new IT platforms for DepED, as this work is better undertaken through other programs/projects which are addressing sector-wide institutional capacity building initiatives (e.g. STRIVE and SPHERE).

The Program will nevertheless need to ensure that there is capacity within EDPITAF/the Program management support office to efficiently and effectively capture, analyse and report basic physical and financial data on Program supported initiatives (e.g. activities implemented, outputs delivered, and financial resources used) including capacity to generate, present and analyse disaggregated data (by sex, geographical focus, IP groups, Muslim). Some IT equipment and software will therefore be procured for Program management purposes.

The Program could also procure some IT equipment for such things as the regional/divisional IP education centers to support such things as material production, information storage and processing, and information dissemination/communication.

### 3.9 Resource and cost implications

Implementing effective M&E requires time and money, as well as management commitment to the purpose and principles.

The indicative resource and cost implications for supporting the range of M&E activities profiled in this framework are shown in the following table:

| <b>M&amp;E Activity</b>  | <b>Resources</b>   | <b>Indicative cost<br/>(A\$ '000)</b> |
|--|--|---------------------------------------|
| Validation of M&E Framework and preparation of M&E operational plan  | Workshop materials<br>Travel costs<br>Venue hire   | 20                                    |
| Filling baseline information gaps and preparing baseline profiles in target areas                          | Travel/field visit support for DepED staff at regional/divisional level<br>Field visits by EDPITAF/Program management team<br>Specially commissioned studies/surveys<br>TA for data analysis and profile preparation | 120                                   |
| Case studies / surveys to collect qualitative data from target groups (for ongoing monitoring and review)  | Specially commissioned studies/surveys   | 150                                   |
| Supporting divisional DepED monitoring teams in target areas   | Travel support costs (vehicle hire, fuel, accommodation, etc)<br>M&E training workshops  | 80                                    |
| Supporting planning and review workshops on a six monthly basis  | Travel support costs for participants, including accommodation<br>Venue hire<br>Workshop materials   | 120                                   |
| Newsletter, email and other communication  | Stationery, equipment, utility, printing costs, etc  | 20                                    |
| Preparation/production of formal progress and performance reports & servicing AusAID/DepED formal meetings | IT equipment<br>Venue hire   | 60                                    |
| Field visits by Program management team members and GoP counterparts                                       | Travel and accommodation costs   | 100                                   |
|  | <b>Total</b>   | <b>670</b>                            |

This figure of A\$670,000 represents about 3.4% of the total Program budget of A\$20m, and is considered to be a 'minimum' estimated cost of M&E.

This estimate does not include the cost of DepED staff and Program management team member's time spent on M&E related tasks. It is estimated that such tasks should take up to 20% of any 'managers' time. It also does not include the costs of the proposed Mid-Term Review or Independent Completion Report.

#### **4. NEXT STEPS**

Following formal approval of the Program design document by GoA and GoP authorities and once Program resources are mobilised, immediate next steps should include:

- ***Validate and refine the framework.*** The M&E framework should be further validated and refined with a broad group of stakeholders, specifically those who will play a key role in its operationalisation on the ground. This should be undertaken as part of a series of Program inception workshops, at which the Program design would also be explained and feedback sought on practical implementation issues.
- ***Prepare M&E operational work plan.*** Once the M&E Framework is validated, a more detailed M&E operational work plan should be prepared. This should include detail of who will do what and when, particularly for the first year of Program implementation. This would form an integral part of the first Annual Plan for the overall Program.
- ***Prepare baseline profiles for target areas.*** Once target areas have been selected, the exact scope of the baseline profiles will need to be agreed. This should be based on the selection of key indicators, an assessment of what information is already available and what can be realistically collected within time and resource constraints, and what information gaps might be filled in the future (e.g. using data from the 2010 census). The profiles should be kept focused and relatively simple, based on a minimum set of key indicators relevant to the outcomes and outputs that the Program will support.
- ***Provide training on M&E.*** The Program should help ensure that key implementing agency staff (primarily DepED staff, including members of the divisional monitoring teams) have the basic knowledge and skills to undertake effective information collection, analysis and reporting. It is therefore anticipated that divisional level workshop/training activities on M&E will be organized and delivered early on in the life of the Program. This should include a 'training of trainers' element.

**Attachments**

|    |                           |     |
|----|---------------------------|-----|
| A1 | Reference Documents       | 104 |
| A2 | Program Results Framework | 105 |
| A3 | Risk Management Plan      | 109 |

**A1 - Reference documents**

1. AusAID's Philippines Country Strategy Performance Assessment Framework
2. Performance Assessment and Evaluation, AusAID policy document
3. Activity-level Monitoring & Evaluation, AusAID guidance document
4. Philippines Education Sector M&E Framework, as of April 2007
5. Strengthening Sector (Education for all) Monitoring and Evaluation Implementation Plan, BESRA M&E Technical Working Group
6. Various spreadsheets of data from DepED's Basic Education Information System
7. Questions and Answers (August 2007), Research and Statistics Division, Department of Education
8. Quality assurance and accountability framework, BESRA Technical Working Group paper
9. Monitoring & Evaluation and Sustainability Framework, STRIVE project stage 2, March 2008
10. BEAM Monitoring and Evaluation Framework, November 2004
11. BEAM Logframe (modified June 2008)
12. 2008 External Evaluation Report on the BEAM project's impact on the quality of teaching and learning in schools
13. Regional Assessment in Mathematics, Science and English (RAMSE) Report 2007, Regions XI, XII and ARMM, April 2008

## A2 – Program results framework

NOTE: The component out puts are tentative and will depend on the demand/ supply equation. They will be provided in each of the annual plans. The National and Regional outcome values have been given in the design document.

| Results hierarchy   | Performance Indicators  | Source of information  |
|---|---|--|
| <p><b>Outcome</b><br/>Improved quality and equity in basic education learning outcomes for IP and Muslim communities</p>    | <ul style="list-style-type: none"> <li>- NAT Scores (M/F – IP/Muslim) by location</li> <li>- DepED budget allocation for Muslim and IP education initiatives</li> <li>- LGU and community financial commitments to Muslim and IP education initiatives</li> <li>- Evidence in DepED workplans of replication of successfully piloted initiatives</li> </ul>   | <ul style="list-style-type: none"> <li>- Baseline data profiles in targeted areas</li> <li>- Basic Education Information System (BEIS), with data further analysed specifically for targeted provinces</li> <li>- Analysis of DepED budgets and workplans</li> <li>- Case studies and/or qualitative sample surveys of local initiatives</li> </ul>  |
| <p><b>Outcomes</b><br/>Improved access to quality basic education for IP and Muslim communities in Program target areas</p> | <ul style="list-style-type: none"> <li>- Net intake ratios (M/F – IP/Muslim)</li> <li>- Net enrolment ratios (M/F – IP/Muslim)</li> <li>- Cohort survival rates (M/F – IP/Muslim)</li> <li>- Repetition rates (M/F – IP/Muslim)</li> <li>- Completion rates (M/F – IP/Muslim)</li> <li>- Functional literacy rates (M/F – IP/Muslim)</li> <li>- Number and percentage of IP children (M/F) enrolled in (i) DepED schools implementing indigenized curriculum; and (ii) other registered IP schools</li> <li>- Number and percentage of Muslim children (M/F) enrolled in (i) DepED schools implementing the ALIVE program; (ii) registered Madaris implementing the National Standard Curriculum for Muslim Education ; and (iii) other registered Madaris</li> <li>- Number and percentage of youth (M/F – IP/Muslim) enrolled and participating in Access programs</li> </ul> | <p><i>The sources of information in this box can be applied to most if not all of the outcome indicators profiled to the left</i></p> <ul style="list-style-type: none"> <li>- Baseline data profiles in targeted areas</li> <li>- Basic Education Information System (BEIS), with data further analysed specifically for targeted provinces</li> <li>- Data from Bureau of ALS</li> <li>- Other relevant studies and reports from other agencies (including GoP, NCIP, NGOs, donors)</li> <li>- Special studies (e.g. most significant change stories and case studies) undertaken/commissioned by the Program</li> </ul> |

| <b>Results hierarchy</b>  | <b>Performance Indicators</b>   | <b>Source of information</b>  |
|---|---|---|
| SBM systems and SIPs effectively implemented  | <ul style="list-style-type: none"> <li>- Number and percentage of youth (M/F – IP/Muslim) who gain alternative certification for primary/secondary school</li> <li>- Number and percentage of youth (M/F) who gain access to livelihood opportunities</li> <li>- Number of IP &amp; Muslim schools in target areas with SIPs in place (which also address GPI issues)</li> <li>- Quality of these SIPs and degree of effective implementation</li> <li>- Number of IP and Muslim schools in target areas with SIPs funded thru SBM Grant</li> </ul> |   |
| <b>Component 1 – IP Education – Potential output</b>  |   |   |
| 1.1 IP education policy, strategy and implementation plans developed and implemented            | <ul style="list-style-type: none"> <li>- Quality of policy/strategy documents and timely production</li> <li>- Amount of DepED (government) budget allocated for IP education and amounts spent</li> </ul>  | <ul style="list-style-type: none"> <li>- Quality assessment by DepED Bureaus &amp; Program Reference Group</li> <li>- DepED budget documents and expenditure summaries</li> </ul> |
| 1.2 SIPs developed by IP schools  | <ul style="list-style-type: none"> <li>- Number and location of schools with SIPs in place</li> <li>- Percentage and location of schools with SIPs of adequate quality (against agreed criteria)</li> <li>- Number and location of schools with SIPs funded thru SBM Grant</li> </ul>   | <ul style="list-style-type: none"> <li>- BEIS</li> <li>- Sample surveys, undertaken by divisional monitoring teams</li> </ul>   |
| 1.3 IP curriculum, teacher guides and student learning materials developed and distributed      | <ul style="list-style-type: none"> <li>- Number and location of schools with access to and using IP curriculum and learning materials</li> <li>- Number of IP students enrolled in schools using indigenized learning materials (M/F)</li> <li>- Satisfaction with and quality of materials (including gender sensitivity)</li> </ul>   | <ul style="list-style-type: none"> <li>- Implementing agency reports</li> <li>- Divisional monitoring team reports</li> </ul>   |
| 1.4 Teacher pre-service and in-service training delivered on use of IP curriculum and materials | <ul style="list-style-type: none"> <li>- Number of teachers trained in use of IP curriculum and materials and their work location (M/F – IP)</li> <li>- Quality of/satisfaction with training delivered</li> </ul>  | <ul style="list-style-type: none"> <li>- Implementing agency training records, including training evaluation data</li> </ul>  |
| 1.5 Access programs established in targeted IP  | <ul style="list-style-type: none"> <li>- Number of access programs established, their scope and</li> </ul>  | <ul style="list-style-type: none"> <li>- Implementing agency/service provider records and</li> </ul>  |

| <b>Results hierarchy</b>   | <b>Performance Indicators</b>   | <b>Source of information</b>   |
|--|---|--|
| communities, including for out-of-school youth (males and females)           | location<br>- Number of children and youth involved (M/F – IP/Muslim)<br>- Community satisfaction with Access programs (using rating criteria)<br>- Prospects for sustainability of Access programs (using rating criteria)   | reports<br>- Community/stakeholder surveys and case studies  |
| 1.6 Regional IP education centers and community centre networks established  | - Number and location of IP centers established<br>- Scope of the services provided by each centre<br>- Community (M/F) satisfaction with services provided<br>- Prospects for sustainability of centers (e.g. revenue sources, income & expenditure)                               | - Implementing agency/service provider records and reports<br>- Community/stakeholder surveys and case studies                         |
| <b>Component 2 – Madrasah Education – Potential Output</b>                   |   |  |
| 2.1 SIPs developed by Madaris  | - Number and location of schools with SIPs in place<br>- Percentage and location of schools with SIPs of adequate quality (against agreed criteria)<br>- Number and location of schools with SIPs funded thru SBM Grant   | - Implementing agency/service provider records<br>- BEIS<br>- Sample surveys, undertaken by divisional monitoring teams                |
| 2.2 Curriculum and learning materials developed and distributed (e.g. ALIVE) | - Number and location of schools with Access to and using ALIVE curriculum and learning materials<br>- Number and percentage of Muslim children (M/F) enrolled in schools using the ALIVE curriculum<br>- Satisfaction with and quality of materials (including gender sensitivity) | - Implementing agency records and reports<br>- Quality assessment of materials by Reference Group<br>- Sample surveys and case studies |
| 2.3 Teacher pre-service and in-service programs for ALIVE delivered          | - Number of teachers trained in use of ALIVE curriculum and materials (M/F)<br>- Quality of/satisfaction with training delivered  | - Implementing agency training records, including training evaluation data   |
| 2.4 Madaris accreditation supported, including Asatidz training              | - Number and location of Madaris supported<br>- Number of location of Madaris accredited<br>- Number of Asatidz trained (M/F) and completion rates  | - Implementing agency/service provider records and reports<br>- Training records   |

| <b>Results hierarchy</b>  | <b>Performance Indicators</b>  | <b>Source of information</b>   |
|---|--|--|
|   | Quality of training delivered  |  |
| 2.5 Out of school youth learning/training programs supported                            | <ul style="list-style-type: none"> <li>- Number of youths receiving training/learning support by type (M/F)</li> <li>- Satisfaction with training/learning support</li> </ul>  | <ul style="list-style-type: none"> <li>- Implementing agency/service provider records and reports</li> <li>- Follow up surveys and case studies</li> </ul>   |
| <b>Program management – Potential Output</b>  |  |  |
| i) Baseline information established in target areas and subsequently monitored          | <ul style="list-style-type: none"> <li>- Quality, coverage and accessibility to stakeholders of baseline data</li> </ul>   | <ul style="list-style-type: none"> <li>- DepED and Program management records</li> <li>- Qualitative assessment by Reference Group</li> </ul>  |
| ii) Program coordination and management systems effectively established and implemented | <ul style="list-style-type: none"> <li>- Operational guidelines produced and disseminated</li> <li>- Financial management systems established including DepED special accounts in targeted regions/divisions</li> <li>- Cost effectiveness of Program output delivery</li> <li>- Accounts audited</li> </ul> | <ul style="list-style-type: none"> <li>- Program management office records</li> <li>- Reference group quality assessment</li> <li>- Financial records</li> <li>- Cost-effectiveness analysis</li> <li>- Audit reports</li> </ul>                                       |
| iii) DepED management capacity development initiatives effectively delivered            | <ul style="list-style-type: none"> <li>- Number, M/F, level and location of staff provided with training / learning opportunities</li> <li>- quality of learning outcomes</li> </ul>   | <ul style="list-style-type: none"> <li>- Program management office records</li> <li>- Training evaluation reports</li> </ul>   |
| iv) Annual plans and periodic performance reports prepared, disseminated and acted on   | <ul style="list-style-type: none"> <li>- Quality of plans including stakeholder access to and understanding of information contained</li> <li>- Quality of performance reports including stakeholder Access to and understanding of information contained</li> </ul>   | <ul style="list-style-type: none"> <li>- Program plan and report documents</li> <li>- Program reference group appraisal records</li> <li>- DepED &amp; AusAID satisfaction with plans and reports</li> <li>- Interviews with and feedback from stakeholders</li> </ul> |
| v) Mid-term review and Independent Completion Reports prepared and acted on             | <ul style="list-style-type: none"> <li>- Mid-term review conducted end of year 3, and results effectively fed into forward planning decisions</li> <li>ICR prepared end of year 5</li> </ul>   | <ul style="list-style-type: none"> <li>- AusAID records</li> </ul>   |

### A3: RISK MANAGEMENT PLAN

| RISK  | Risk likelihood rating (H/M/L) | RISK MANAGEMENT STRATEGY   | RESPONSIBILITY  |
|---|--------------------------------|--|---|
| <p><b>Political / security</b><br/>Unstable political situation and armed conflicts in Mindanao make it impossible to effectively implement Program supported activities in some target areas</p>   | H                              | <ul style="list-style-type: none"> <li>• Focus initial implementation in zones of relative peace and stability</li> <li>• Maintain flexibility in work plans and resource allocation decisions to allow for periods of interrupted engagement</li> <li>• Work primarily through established local institutions and agencies, rather than ‘external’ agents. Minimise use of expatriate TA.</li> <li>• Program management office to develop a security plan and implement it as appropriate</li> </ul>  | DepED<br>EDPITAF / Program management support office        |
| <p>Political interference in the implementation of programs on basic education (including Program supported activities) lead to poor implementation performance</p>   | M                              | <ul style="list-style-type: none"> <li>• Program implementation arrangements will be clearly established in the design framework and operational guidelines and firmly asserted with proper dissemination to stakeholders</li> <li>• Local officials will be informed and involved from the start of the initiative to help ensure their active support</li> <li>• Community beneficiaries will be informed and involved from the start of the initiative and act as a lobby group against political interference</li> </ul>   | DepED<br>EDPITAF / Program management support office        |
| <p><b>Coordination, management &amp; financing</b><br/>Bureaus of Elementary Education, Secondary Education and Alternative Learning Systems are inadequately engaged in decision making on allocation and management of Program resources due to ‘control’ by TWG and/or EDPITAF, and are therefore not fully committed to</p> | M                              | <ul style="list-style-type: none"> <li>• Clearly define respective roles, making it clear that the implementing Bureaus are responsible for priority setting/targeting decisions on the ground, work program development and subsequent implementation - <u>within the scope of the Program design</u>. TWG will be responsible for national policy and strategic framework development, while EDPITAF’s role is to ensure coordination with other donor initiatives, consistency of bureaus’ work programs with the scope of the Program design framework, balancing demand for support with available resources, timely release of funds for implementation, supporting effective</li> </ul> | TWG<br>DepED<br>EDPITAF / Program management support office |

| <b>RISK</b>   | <b>Risk likelihood rating (H/M/L)</b> | <b>RISK MANAGEMENT STRATEGY</b>  | <b>RESPONSIBILITY</b>  |
|---|---------------------------------------|--|--|
| supporting implementation   |                                       | monitoring and reporting by implementing agencies, and that accountability requirements are met.   |  |
| EDPITAF does not have the capacity to effectively coordinate with other donor funded activities, leading to duplication of efforts and wasted resources                         | M                                     | <ul style="list-style-type: none"> <li>• DepED to supplement EDPITAF resources (more staff and associated office equipment etc)</li> <li>• Program to provide additional resources to EDPITAF to manage the Program and to support broader management capacity development activities within EDPITAF</li> </ul>  | DepED<br>Program management support office   |
| Persistence of highly centralized decision-making in DepED resulting in top-down decision making, slow release of funds to regions/divisions and delayed implementation         | M                                     | <ul style="list-style-type: none"> <li>• Promote understanding of and adherence to Sections 5, 6 and 7, Chapter 2, as well as to Chapter 4, of Republic Act No. 9155, otherwise known as the “Governance of Basic Education Act of 2001”</li> <li>• Clearly specify roles and responsibilities of national and regional/divisional levels</li> <li>• Establish agreed resource allocation parameters between national and regional levels</li> <li>• Establish financial management arrangements that allow swift allocation of resources to regional/divisional level implementers</li> </ul> | DepED<br>EDPITAF / Program management support office                                     |
| The Program tries to solve all DepED issues and spreads itself too thinly resulting in poor outcomes  | H                                     | <ul style="list-style-type: none"> <li>• All implementing parties should agree to abide by the parameters set in the Design Document with a clear focus only on the most disadvantaged provinces in the geographic areas suggested by the Design.</li> </ul>   | TWG<br>DepED<br>EDPITAF / Program management support office                              |
| It is difficult to reach consensus on target areas, target groups and appropriate intervention activities for each group, resulting in lack of focus and delayed implementation | M                                     | <ul style="list-style-type: none"> <li>• Design document will provide clear targeting criteria</li> <li>• Baseline data will be collected to inform effective targeting</li> <li>• Decisions on appropriate interventions for target areas/communities will be driven by ‘bottom-up’ identification of priorities and needs</li> <li>• Target groups will be directly engaged in priority setting</li> </ul>   | EDPITAF / Program management support office<br>Implementing agencies / service providers |
| Limited DepED management capacity to ‘drive’ new initiatives at regional/divisional levels results in   | M                                     | <ul style="list-style-type: none"> <li>• DepED will investigate and support opportunities to transfer/second experienced DepED staff from regions X1 and X11 (e.g. those who have been involved in BEAM supported activities) to support</li> </ul>  | DepED<br>EDPITAF / Program management support  |

| RISK  | Risk likelihood rating (H/M/L) | RISK MANAGEMENT STRATEGY  | RESPONSIBILITY                                       |
|---|--------------------------------|---|--|
| slow implementation   |                                | <ul style="list-style-type: none"> <li>planning and implementation of initiatives in ‘new’ regions</li> <li>Management capacity building and learning activities will be supported in new regions/divisions early on in Program implementation</li> </ul>   | office   |
| Use of GoP procurement system for funds provided through accountable cash grants to DepED/service providers are not adequately or appropriately accounted for   | M                              | <ul style="list-style-type: none"> <li>Establish clear procedures for the use and acquittal of funds</li> <li>Establish special accounts at divisional/regional levels for management/use of Program resources by DepED</li> <li>Provide training for fund recipients</li> <li>Undertake regular audits of accounts</li> <li>Take legal action to re-coup monies if required</li> </ul>                   | EDPITAF / Program management support office          |
| Successful BEAM initiatives, including the use of existing teaching guides and learning materials, are not effectively capitalised on, therefore resulting in wasted time and resources ‘re-inventing the wheel’  | L                              | <ul style="list-style-type: none"> <li>Design Document will clearly indicate that this is part of the strategy and DepED and AusAID will monitor</li> </ul>   | DepED<br>EDPITAF / Program management support office |
| Quality of monitoring and evaluation information from DepED systems is inadequate to inform focused or timely decision making   | M                              | <ul style="list-style-type: none"> <li>Provide capacity building resources for M&amp;E activities, including for improved baseline data in targeted areas, for the operations of divisional M&amp;E teams, for the conduct of rapid qualitative surveys of stakeholder opinions (e.g. using local universities) and for review and learning events at divisional, regional and national levels</li> </ul> | EDPITAF / Program management support office          |
| Personnel recruited to the Program management support team are not adequately skilled or effective  | M                              | <ul style="list-style-type: none"> <li>Drafting of clear Terms of Reference for all new staff, rigorous interview and selection processes that include DepED input, ongoing personnel performance appraisals, and timely termination of contracts for personnel who are not performing.</li> </ul>  | Managing contractor and DepED                        |
| <b>Specific IP &amp; Muslim education &amp; stakeholder ‘engagement’ issues</b><br>TWG on Muslim and IP education does not respond to IP and other stakeholder priorities, including desire for no additional subjects in the IP curriculum (but rather contextualising | M                              | <ul style="list-style-type: none"> <li>Concerned DepED Bureaus, NCIP, and other stakeholders to clearly and forcefully present their case and lobby at the highest levels</li> </ul>  | All concerned stakeholders                           |

| <b>RISK</b>  | <b>Risk likelihood rating (H/M/L)</b> | <b>RISK MANAGEMENT STRATEGY</b>   | <b>RESPONSIBILITY</b>  |
|--|---------------------------------------|---|--|
| existing curriculum)   |                                       |   |  |
| Regional and provincial stakeholders are unfamiliar with (and/or suspicious of) the objectives of the Program and are reluctant to participate.  | L                                     | <ul style="list-style-type: none"> <li>Conduct workshops in target areas to explain what is being offered. Carry out broader community advocacy/awareness raising to ‘sell’ the potential of the Program in terms of what it could achieve for them.</li> </ul>   | EDPITAF / Program management support office<br>Implementing agencies / service providers                   |
| Specific targeting of some areas / communities and not others results in enmities and divisiveness among tribal groups/communities   | M                                     | <ul style="list-style-type: none"> <li>Criteria for selection of specific areas and particular IP and Muslim groups will be well-defined and supported by hard data</li> <li>Target groups themselves will be actively engaged in the key decision making processes regarding their needs and the strategies to address them.</li> <li>Focused targeting of the most disadvantaged IP and Muslim groups/communities within provinces will be undertaken at the Division rather than the Regional level</li> <li>Service providers who have worked with the indigenous cultural communities should be engaged in the identification process, not only in actual delivery of the education program</li> </ul>               | EDPITAF / Program management support office<br>Implementing agencies / service providers                   |
| The protocols of proper community consultations and public disclosure of any education project or activity in IP communities are not followed or respected, resulting in lack of effective IP engagement and participation | M                                     | <ul style="list-style-type: none"> <li>Respect for the provisions of Republic Act No. 8371 (The Indigenous Peoples Rights Act of 1997) and its Implementing Rules and Regulations on the entry of development projects in IP areas</li> <li>Adherence to the guidelines for Free, Prior and Informed Consent (FPIC) process issued by the National Commission on Indigenous Peoples (NCIP)</li> <li>Transactions with IP communities must be in accordance with their Ancestral Domain Sustainable Development and Protection Plan (ADSDPP) for those who have the said community plan.</li> <li>Deal only with service providers who have a good record and reputation in working with the tribal communities</li> </ul> | NCIP oversight<br>EDPITAF / Program management support office<br>Implementing agencies / service providers |
| Danger of dealing with IPs who are more exposed and educated and turn out to be fake tribal leaders (called  | M                                     | <ul style="list-style-type: none"> <li>Coordinate with NCIP on the list of recognized tribal leaders since the usual entry point of dealing with IP communities is through the duly acknowledged Datu, Timuay or Tribal Chieftain who introduces visitors and initiatives to the Council of Elders for their</li> </ul>   | NCIP<br>EDPITAF / Program management support   |

| <b>RISK</b>  | <b>Risk likelihood rating (H/M/L)</b> | <b>RISK MANAGEMENT STRATEGY</b>  | <b>RESPONSIBILITY</b>   |
|--|---------------------------------------|--|---|
| “tribal dealers”) considering the proliferation of these in Mindanao   |                                       | imprimatur, after which consultations can start  | office<br>Implementing agencies / service providers   |
| Resistance of some private madaris to support and engage in the program  | M                                     | <ul style="list-style-type: none"> <li>• Develop advocacy at the national, sub-national and school level, about the ALIVE program, its benefits and the process of Madrasah certification</li> <li>• Support direct engagement with Islamic women and men as well as groups/CSOs to increase awareness of Madaris’ teachers and principals about the benefits of participating in ALIVE.</li> <li>• Support Madaris that have already participated in ALIVE and demonstrated improvements in the quality of education outcomes, to share their experiences with other Madaris</li> </ul> | EDPITAF / Program management support office<br>Implementing agencies / service providers                      |
| <b>Gender and other cross-cutting issues</b>   |                                       |  |   |
| ALIVE programs and the available learning materials do not adequately promote gender equality messages                     | L                                     | <ul style="list-style-type: none"> <li>• Support strategic media outreach to create awareness of how Islam can be a religion that promotes peace, equality, and democracy.</li> <li>• Develop and further disseminate practical gender tools and models for school teachers., i.e. lessons plan, etc</li> <li>• Identify and use existing ALIVE materials (developed through BEAM support) that are case studies of good practice on how gender sensitivity can be integrated within course materials</li> </ul>   | EDPITAF / Program management support office<br>Implementing agencies / service providers                      |
| Integration of gender and poverty inclusive concerns in the Program supported initiatives are not implemented consistently | M                                     | <ul style="list-style-type: none"> <li>• Revitalise the Gender Focal Unit/team to work closely with EDPITAF, TWG, and the Program manager to help ensure gender issues are adequately addressed in Program supported activities</li> <li>• Organize a Program workshop to launch the Program and to create awareness among partner organization on how to implement gender and poverty inclusive approaches ‘on the ground’</li> <li>• Develop and use a GPI ‘quality’ checklist for appraising all proposed work programs to be supported through the Program</li> </ul>                | Gender Focal Unit<br>EDPITAF / Program management support office<br>Implementing agencies / service providers |
| <b>Sustainability and replication</b><br>Demonstrated successful initiatives are   | H                                     | <ul style="list-style-type: none"> <li>• All Program interventions to be fully costed for both capital and</li> </ul>  | EDPITAF / Program   |

| <b>RISK</b>                                    | <b>Risk likelihood rating (H/M/L)</b> | <b>RISK MANAGEMENT STRATEGY</b>   | <b>RESPONSIBILITY</b>              |
|--|---------------------------------------|---|------------------------------------|
| not sustained or replicated elsewhere by DepED |                                       | <p>recurrent costs and replication strategies developed. This will help DepED to program needed resources.</p> <ul style="list-style-type: none"> <li>• Actively promote reflection and learning activities and information dissemination (specifically on lessons learned, identified successes and sustainability/replication strategies)</li> <li>• Actively engage senior policy makers and managers (at regional and national level) in these learning activities</li> </ul> | management support office<br>DepED |

## ANNEX 6: POSITION DESCRIPTIONS

### A. PROGRAM DIRECTOR

#### Position Description

- Reports to relevant DepED Undersecretary
- Primary counterpart: Senior Manager within EDPITAF
- Other counterpart staff: Senior managers in BEE, BSE & BALS
- Other key stakeholders: TWG on IP & Muslim Education, National Commission on Indigenous Peoples , Office of Muslim Affairs, Regional & Divisional DepED Offices and Local Government Units in targeted provinces, other service providers (e.g. Non-Government Organizations and universities)
- Duration: 40 months
- Location: EDPITAF Office, DepED, Manila
- Languages: High level proficiency in written and spoken English essential

#### Overall purpose of the position

- The Program Director will have overall responsibility for ensuring the resources from the Government of Australia (GoA) are efficiently and effectively used to improve equitable access to quality basic education for targeted IP and Muslim communities. He/she will do so in line with the scope of the Program design document and subsequent Annual Plans and Budgets as approved by the DepED and AusAID.

#### Roles and Responsibilities

1. Ensure that DepED is appropriately supported in taking on its lead role in developing work plans for Program funding, implementing them on the ground, and then monitoring and reporting on progress, results achieved and lessons learned
2. Develop and document clear operational guidelines for Program management.
3. Ensure all key stakeholders are kept fully informed of the scope and operations of the Program, including through ongoing informal communication, workshops, a Program newsletter and other appropriate media.
4. Ensure the Program's Gender and Poverty Inclusive (GPI) and Disability approach is understood by key stakeholders and is implemented on the ground.
5. Ensure the Program DepED and AusAID parties are effectively serviced and their decisions are acted upon.
6. Facilitate and coordinate the preparation of the Program's Annual Plans and budgets, ensure these are of good quality through an appropriate appraisal process, and submit these to the DepED and AusAID for approval.

## **A. PROGRAM DIRECTOR**

7. Ensure the timely release of Program funds to implement approved work plans.
8. Keep clear and up to date financial records of Program expenditure and commitments, outstanding acquittals, etc and ensure annual audits are carried out on all accounts.
9. Monitor progress in implementing Program work plans, output delivery and the Program's contribution to improving basic education service delivery for targeted groups.
10. Prepare and submit physical progress and financial reports as required by the DepED and AusAID, with a clear focus on results and lessons learned.
11. Support the identification of successful initiatives, the implementation of sustainable financing strategies, and the replication of successful initiatives by DepED.
12. Effectively monitor and manage risks to effective Program implementation, and keep DepED and AusAID informed of what these risks are and what risk management strategies are required.
13. Mobilise short-term TA as required (in-line with Program budget allocations for TA), in-particular to support effective monitoring and evaluation of the Program.
14. Promote a culture of team work, learning and results-based management among colleagues and counterparts.
15. Ensure Program recruited staff are appropriately supported in undertaking their work, that their performance is regularly appraised, and that appropriate disciplinary action is taken if required.
16. Ensure the field-based Program Officers are fully briefed regarding the scope and operations of the Program and support them in the effective communication of the scope and operations of the Program to regional/divisional stakeholders, particularly the target IP and Muslim communities.
17. Support the field-based Program Officers in the preparation of contracts/agreements with identified service providers (such as universities / NGOs involved in designing and delivering access programs).
18. Help ensure annual audits are carried out on all special accounts.
19. Report cases of fraud to the AusAID Activity Manager in a judicious and timely manner.

### **Knowledge and Skills Required**

1. Demonstrated experience in project/ program planning and management, particularly of development assistance projects/ programs.
2. Demonstrated knowledge of the Philippines basic education sector and its reform agenda, including issues associated with IP and Muslim education.
3. Demonstrated knowledge of AusAID policies and procedures, particularly with respect to the Philippines country program and the education sector.
4. Demonstrated knowledge of how to effectively promote gender and poverty inclusive and disability approaches.

## **A. PROGRAM DIRECTOR**

5. Excellent analytical and communication skills, including report writing.
6. Excellent inter-personal skills, including the ability to effectively support senior managers and policy makers within government.
7. Demonstrated problem solving skills.
8. Knowledge and skills in capacity building methodologies, team building, mentoring and coaching.
9. High level computing skills (word processing, spreadsheets, powerpoint presentations, etc.).

### **Personal attributes**

- The job-holder must be able to demonstrate the following personal attributes:
- A clear commitment to promoting social justice for disadvantaged groups
- Respect for cultural and religious diversity
- Flexibility, responsiveness, discipline and patience
- Honesty and integrity
- Excellent leadership qualities

## **B. MONITORING AND EVALUATION ADVISER**

- Reports to Program Director
- Primary counterparts: Senior DepED Officer responsible for M&E of basic education (in policy and planning division)
- Other counterpart staff: National, Regional and Divisional managers in BEE, BSE & BALS
- Other key stakeholders: IP and Muslim schools and community members, LGUs and other service providers (e.g. NGOs and universities)
- Duration: 40 months
- Location: EDPITAF Office, DepED, Manila
- Languages: High level proficiency in written and spoken English essential

### **Purpose of the position**

- The M&E Adviser will support the development of M&E capacity within DepED, with a particular focus on collecting and using information relevant to the improvement of access to quality basic education for Muslim and IP communities. He/she will specifically support the collection, recording, analysis and use of baseline information in Program targeted regions/districts, and then monitoring and evaluating progress towards achieving improved access to quality education in these areas.

## **Roles and responsibilities**

Support DepED and the Program Director to:

1. Clarify baseline information requirement in the selected target areas, based on the objectives and indicators contained in the Program's results and monitoring framework and ensuring consistency with DepED's M&E framework for basic education.
2. Establish a cost effective approach to collecting and recording the required baseline information.
3. Prepare a baseline information collection work plan and budget and have this approved by DepED and the Program Director.
4. Coordinate and supervise the collection, recording, storage and analysis of baseline information in line with the approved plan.
5. Ensure baseline information is presented in a clear and accessible format for use by DepED and other stakeholders.
6. Clarify, and as required help design and establish, the procedures, methods and formats to be used for ongoing monitoring and reporting on progress in delivering improved basic education services for Muslim and IP communities.
7. Support the documentation of monitoring operational guidelines.
8. Design and support the delivery of a capacity building program for DepED's regional/divisional M&E teams in targeted areas, including through design and delivery of appropriate training activities.
9. Support the analysis of monitoring data collected and reported by DepED in targeted areas including monitoring and analysis of achievement of gender equality.
10. Identify the need for additional studies/research to help answer questions/concerns arising from the analysis of monitoring data.
11. Support the preparation of summary reports on the results being achieved, lessons learned and implications for forward planning, in targeted areas supported with Program resources.
12. Support the identification of successful initiatives, the implementation of sustainable financing strategies, and the replication of successful initiatives by DepED.
13. Support the monitoring of risks to effective Program implementation, and keep the Program Director and DepED counterparts informed of what these risks are and what risk management strategies might be required.
14. Mobilise short-term TA as required (in-line with Program budget allocations for TA), to support effective monitoring and evaluation of the Program.

## **Knowledge and skills required**

1. Substantial demonstrated experience in design and implementation of M&E systems.
2. Ability to design and implement quantitative and qualitative surveys / data collection activities.

3. Knowledge of M&E information requirements and systems in the education sector.
4. Ability to design and implement skill development/training activities in M&E.
5. Excellent inter-personal and facilitation skills, including the ability to effectively work with and support a wide range of stakeholders (including education managers, local government staff and community members).
6. Excellent analytical and communication skills, including report writing.
7. Demonstrated problem solving skills
8. Knowledge and skills in capacity building methodologies, team building, mentoring and coaching.
9. Knowledge and skills in gender and development strategy implementation and/or monitoring.
10. High level computing skills (word processing, spreadsheets, databases, etc) .

### **Personal attributes**

The job-holder must be able to demonstrate the following personal attributes:

- A clear commitment to promoting social justice for disadvantaged groups
- Ability to travel to, and work in, remote rural locations with few amenities
- Respect for cultural, gender and religious diversity
- Flexibility, responsiveness, discipline and patience
- Honesty and integrity

### **C. ACCOUNTS MANAGER**

- Reports to Planning and Coordination Manager
- Duration: 40 months
- Based in EDPITAF, DepED, Manila

### **Roles and Responsibilities**

1. Control of financial systems
2. Audit of financial systems in use
3. Maintenance of appropriate insurances
4. Cost monitoring and transfer of funds and salaries
5. Ensure that Australian funds are effectively used and activities reflect value for money.
6. Review requests for funds and ensure that they are spent on activities which they are requested for.
7. Review acquittals and ensure that these are up to required standard
8. Keep clear and up to date financial records of Program expenditure and commitments,

outstanding acquittals, etc and ensure annual audits are carried out on all accounts.

9. Report cases of fraud to the Project Director in a timely and judicious manner.
10. Assist the Project Director in investigating fraud cases.

### **Personal attributes**

The job-holder must be able to demonstrate the following personal attributes:

- A clear commitment to promoting social justice for disadvantaged groups
- Respect for cultural, gender and religious diversity
- Flexibility, responsiveness, discipline and patience
- Honesty and integrity
- Ability to work under pressure
- Attention to detail

## **D. FIELD-BASED PROGRAM OFFICERS (6)**

### **Position Description**

- Reports to Planning and Coordination Manager
- Primary counterparts: Regional/ Divisional DepED Senior Managers
- Other key stakeholders: IP and Muslim schools and community members, LGUs and other service providers (e.g. NGOs and universities)
- Duration: 38 months
- Location: DepED Regional / Divisional Offices
- Languages: High level proficiency in written and spoken English essential

### **Overall purpose of the position**

- The field-based Program Officers will consult and work with regional and divisional DepED senior managers, IP and Muslim communities, and schools in the Program target areas to identify priority needs consistent with the requirements of BESRA. They will play a major role in ensuring that DepED staff and other service providers in the targeted provinces are clear about the purpose and scope of the Program, that they have timely access to Program resources in line with approved work plans and budgets, and that implementation is effectively monitored and evaluated.

### **Roles and responsibilities**

1. Ensure all key regional/divisional stakeholders are kept fully informed of the scope and operations of the Program, including through ongoing informal communication, workshops, community meetings and other appropriate media.
2. Ensure the Program's Gender and Poverty Inclusive (GPI) and Disability approach is

understood by key stakeholders and is implemented on the ground.

3. Support the development and implementation of activities for local community engagement and participation.
4. Facilitate the preparation of regional/divisional Annual Plans and budgets in target areas, and help ensure these are of good quality.
5. Support the preparation of contracts/agreements with identified service providers (such as universities / NGOs involved in designing and delivering access programs).
6. Support the timely release of Program funds to implement approved work plans.
7. Help ensure annual audits are carried out on all special accounts.
8. Monitor progress in implementing Program work plans, output delivery and the Program's contribution to improving basic education service delivery for targeted groups.
9. Prepare and submit physical progress and financial reports as required by the Program Director, with a clear focus on results and lessons learned.
10. Support the identification of successful initiatives, the implementation of sustainable financing strategies, and the replication of successful initiatives by DepED.
11. Effectively monitor and manage risks to effective Program implementation, and keep the Program Director and DepED counterparts informed of what these risks are and what risk management strategies are required.
12. Mobilise short-term TA as required (in-line with Program budget allocations for TA), in-particular to support effective monitoring and evaluation of the Program.
13. Promote a culture of team work, learning and results-based management among colleagues and counterparts.

#### **Knowledge and Skills required**

1. Demonstrated experience in project planning and management (including monitoring and evaluation), particularly of development assistance projects
2. Demonstrated knowledge of the Philippines basic education sector and its reform agenda, including issues associated with IP and Muslim education
3. Demonstrated knowledge of how to effectively promote gender and poverty inclusive and disability approaches
4. Excellent inter-personal and facilitation skills, including the ability to effectively work with and support a wide range of stakeholders (including education managers, local government staff and community members)
5. Excellent analytical and communication skills, including report writing
6. Demonstrated problem solving skills
7. Knowledge and skills in capacity building methodologies, team building, mentoring and coaching
8. High level computing skills (word processing, spreadsheets, power-point presentations,

etc.)

### **Personal attributes**

The job holder must be able to demonstrate the following personal attributes:

- A clear commitment to promoting social justice for disadvantaged groups
- Ability to travel to, and work in, remote rural locations with few amenities
- Respect for cultural, gender and religious diversity
- Flexibility, responsiveness, discipline and patience
- Excellent leadership qualities
- Honesty and integrity

## **E. ADMINISTRATIVE SUPPORT OFFICER**

- Reports to Planning and Coordination Manager
- Duration: 40 months
- Based in EDPITAF, DepED, Manila

### **Roles and Responsibilities**

1. Mobilisation and Demobilization
2. Evacuation and insurance matters, housing and education
3. Documentation control and report production
4. Administrative support to Program Director and Planning and Coordination Manager
5. Provide support to the Accounts Manager in reviewing fund request and acquittals.

### **Personal attributes**

The job holder must be able to demonstrate the following personal attributes:

- A clear commitment to promoting social justice for disadvantaged groups
- Ability to travel to, and work in, remote rural locations with few amenities
- Respect for cultural, gender and religious diversity
- Flexibility, responsiveness, discipline and patience
- Honesty and integrity
- An ability to juggle multiple and often competing tasks with professionalism and courtesy.
- Attention to detail

## Annex 7: TABLES

Annex Table 1. Poverty Incidence and Location of poorest Provinces from 2000 - 2006.

| Poverty Incidence and Rank of the Ten Poorest Provinces in 2000, 2003, and 2006 |        |                   |      |                   |      |                   |      |
|---|--------|-------------------|------|-------------------|------|-------------------|------|
| Province  | Region | 2000              |      | 2003              |      | 2006              |      |
|   |        | Poverty Incidence | Rank | Poverty Incidence | Rank | Poverty Incidence | Rank |
| Tawi-tawi   | ARMM   | 52.4              | 8    | 34.6              | 31   | 78.9              | 1    |
| Zamboanga del Norte   | IX     | 47                | 17   | 64.6              | 1    | 63                | 2    |
| Maguindanao   | ARMM   | 59.3              | 2    | 60.4              | 2    | 62                | 3    |
| Apayao  | CAR    | 26.5              | 59   | 16.8              | 69   | 57.5              | 4    |
| Surigao Del Norte   | CARAGA | 42.6              | 23   | 54.5              | 4    | 53.2              | 5    |
| Lanao del Sur   | ARMM   | 54.7              | 5    | 37.6              | 25   | 52.5              | 6    |
| Northern Samar  | VIII   | 39.8              | 31   | 33.8              | 38   | 52.2              | 7    |
| Masbate   | V      | 61.3              | 1    | 55.9              | 3    | 51                | 8    |
| Abra  | CAR    | 47.6              | 16   | 41                | 19   | 50.1              | 9    |
| Misamis Occidental  | X      | 46.8              | 18   | 48.1              | 7    | 48.8              | 10   |
| Agusan del Sur  | CARAGA | 52.3              | 9    | 52.8              | 5    | 48.7              | 11   |
| Surigao Del Sur   | CARAGA | 38.4              | 35   | 48.6              | 6    | 45.4              | 16   |
| Mt. Province  | CAR    | 48.4              | 15   | 46.7              | 8    | 45                | 17   |
| Biliran*  | VIII   | 33.3              | 44   | 46.5              | 9    | 31.4              | 49   |
| Lanao Del Norte   | X      | 49.3              | 12   | 46.5              | 10   | 44.1              | 19   |
| Camarines Norte   | V      | 52.7              | 7    | 46.1              | 11   | 38.4              | 37   |
| Sulu  | ARMM   | 58.9              | 3    | 45.1              | 13   | 46.5              | 14   |
| Romblon   | IV-B   | 52.2              | 10   | 37.5              | 26   | 41.9              | 25   |
| Leyte   | VIII   | 34.9              | 39   | 34.6              | 32   | 40.5              | 31   |
| Cariguan  | X      | 54.2              | 6    | 34.5              | 33   | 39.3              | 34   |
| Eastern Samar   | VIII   | 45.9              | 19   | 33.9              | 37   | 42.7              | 23   |
| Ifigao  | CAR    | 55.7              | 4    | 28.1              | 54   | 30.9              | 50   |

\* Coefficient of Variation (CV) of 2006 poverty incidence among families is greater than 20%

**Annex Table 2. Elementary Education Performance Indicators for the Philippines with Mindanao Regions Highlighted**  
(Source BEIS)

**ELEMENTARY LEVEL**

| Region                                      | Net Enrolment Rate       |               | Cohort Survival Rate |               | Completion Rate |               | Transition Rate |               | NAT          |              |
|---|--------------------------|---------------|----------------------|---------------|-----------------|---------------|-----------------|---------------|--------------|--------------|
|   | 2002-2003                | 2007-2008     | 2002-2003            | 2007-2008     | 2002-2003       | 2007-2008     | 2002-2003       | 2007-2008     | 2002-2003    | 2007-2008    |
|   | Region I - Ilocos Region | 89.64%        | 74.87%               | 86.80%        | 79.07%          | 86.74%        | 78.52%          | 98.96%        | 99.31%       | 44.34        |
| Region II - Cagayan Valley                  | 86.71%                   | 71.69%        | 73.07%               | 70.64%        | 72.60%          | 69.99%        | 96.54%          | 97.13%        | 40.84        | 58.04        |
| Region III - Central Luzon                  | 93.58%                   | 78.06%        | 81.52%               | 73.69%        | 81.14%          | 72.87%        | 97.47%          | 99.04%        | 43.59        | 63.43        |
| Region IV-A (CALABARZON)                    | 95.97%                   | 78.43%        | 77.91%               | 67.02%        | 77.91%          | 66.30%        | 97.92%          | 99.54%        | 45.41        | 63.32        |
| Region IV-B (MIMAROPA)                      | 91.52%                   | 78.90%        | 69.45%               | 62.08%        | 69.19%          | 61.00%        | 93.56%          | 96.64%        | 44.35        | 67.10        |
| Region V - Bicol Region                     | 90.95%                   | 80.57%        | 76.53%               | 67.29%        | 76.10%          | 65.97%        | 89.99%          | 96.80%        | 42.89        | 54.65        |
| Region VI - Western Visayas                 | 85.95%                   | 69.96%        | 62.84%               | 64.72%        | 60.21%          | 62.51%        | 98.03%          | 96.56%        | 40.70        | 53.75        |
| Region VII - Central Visayas                | 88.09%                   | 72.65%        | 82.01%               | 69.52%        | 79.66%          | 67.17%        | 100.71%         | 96.77%        | 42.28        | 58.92        |
| Region VIII - Eastern Visayas               | 85.91%                   | 75.51%        | 65.61%               | 65.17%        | 64.43%          | 63.77%        | 93.14%          | 95.50%        | 48.95        | 74.07        |
| Region IX - Zamboanga Peninsula             | 89.74%                   | 74.96%        | 47.62%               | 61.92%        | 47.47%          | 60.04%        | 112.78%         | 96.29%        | 44.18        | 61.81        |
| Region X - Northern Mindanao                | 89.04%                   | 73.99%        | 67.06%               | 60.94%        | 66.28%          | 58.83%        | 97.71%          | 97.26%        | 40.70        | 56.11        |
| Region XI - Davao Region                    | 84.96%                   | 69.78%        | 69.67%               | 60.54%        | 68.51%          | 59.71%        | 97.38%          | 97.11%        | 46.80        | 58.80        |
| Region XII - SOCCSKSARGEN                   | 82.01%                   | 72.99%        | 63.97%               | 51.69%        | 62.25%          | 50.00%        | 102.36%         | 95.10%        | 42.95        | 51.32        |
| CARAGA Region                               | 80.73%                   | 74.80%        | 69.38%               | 66.46%        | 69.33%          | 65.57%        | 96.61%          | 98.39%        | 53.86        | 71.93        |
| ARMM - Autonomous Region in Muslim Mindanao | 92.72%                   | 91.94%        | 49.27%               | 43.17%        | 46.60%          | 39.65%        | 69.95%          | 86.41%        | 42.65        | 45.08        |
| CAR - Cordillera Administrative Region      | 91.52%                   | 71.20%        | 80.42%               | 63.67%        | 77.61%          | 62.26%        | 101.92%         | 96.28%        | 40.50        | 57.90        |
| NCR - National Capital Region               | 97.38%                   | 72.53%        | 84.35%               | 75.50%        | 84.35%          | 75.02%        | 102.16%         | 101.19%       | 40.00        | 60.18        |
| <b>TOTAL</b>                                | <b>90.29%</b>            | <b>75.52%</b> | <b>72.44%</b>        | <b>65.65%</b> | <b>71.55%</b>   | <b>64.30%</b> | <b>97.64%</b>   | <b>97.39%</b> | <b>43.82</b> | <b>59.94</b> |

**Annex Table 3. Secondary Education Performance Indicator for the Philippines (Source: BEIS)**

|             | Net Enrolment Rate |           | Cohort Survival Rate |           | Completion Rate |           | School Leavers Rate |           |
|-------------|--------------------|-----------|----------------------|-----------|-----------------|-----------|---------------------|-----------|
|             | 2002-2003          | 2007-2008 | 2002-2003            | 2007-2008 | 2002-2003       | 2007-2008 | 2002-2003           | 2007-2008 |
| PHILIPPINES | 59.00%             | 45.28%    | 76.99%               | 61.50%    | 74.81%          | 56.91%    | 8.45%               | 15.06%    |
| REGION IX   | 49.24%             | 40.35%    | 75.94%               | 58.44%    | 73.22%          | 52.51%    | 8.66%               | 16.44%    |
| REGION X    | 53.40%             | 36.72%    | 81.58%               | 55.12%    | 79.56%          | 51.45%    | 6.79%               | 18.17%    |
| REGION XI   | 52.28%             | 38.37%    | 75.65%               | 53.52%    | 73.08%          | 47.51%    | 8.91%               | 18.85%    |
| REGION XII  | 53.38%             | 39.86%    | 81.28%               | 56.98%    | 76.79%          | 52.58%    | 7.06%               | 17.28%    |
| REGION XIII | 49.77%             | 40.66%    | 80.49%               | 67.26%    | 79.63%          | 64.60%    | 7.08%               | NA        |
| ARMM        | 23.69%             | 28.82%    | 65.72%               | 44.86%    | 60.94%          | 31.05%    | 13.07%              | 22.53%    |

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