Basic Education Assistance for Muslim Mindanao – Autonomous Region of Muslim Mindanao

End of Program Review – Final

Submitted to DFAT 21 June 2017

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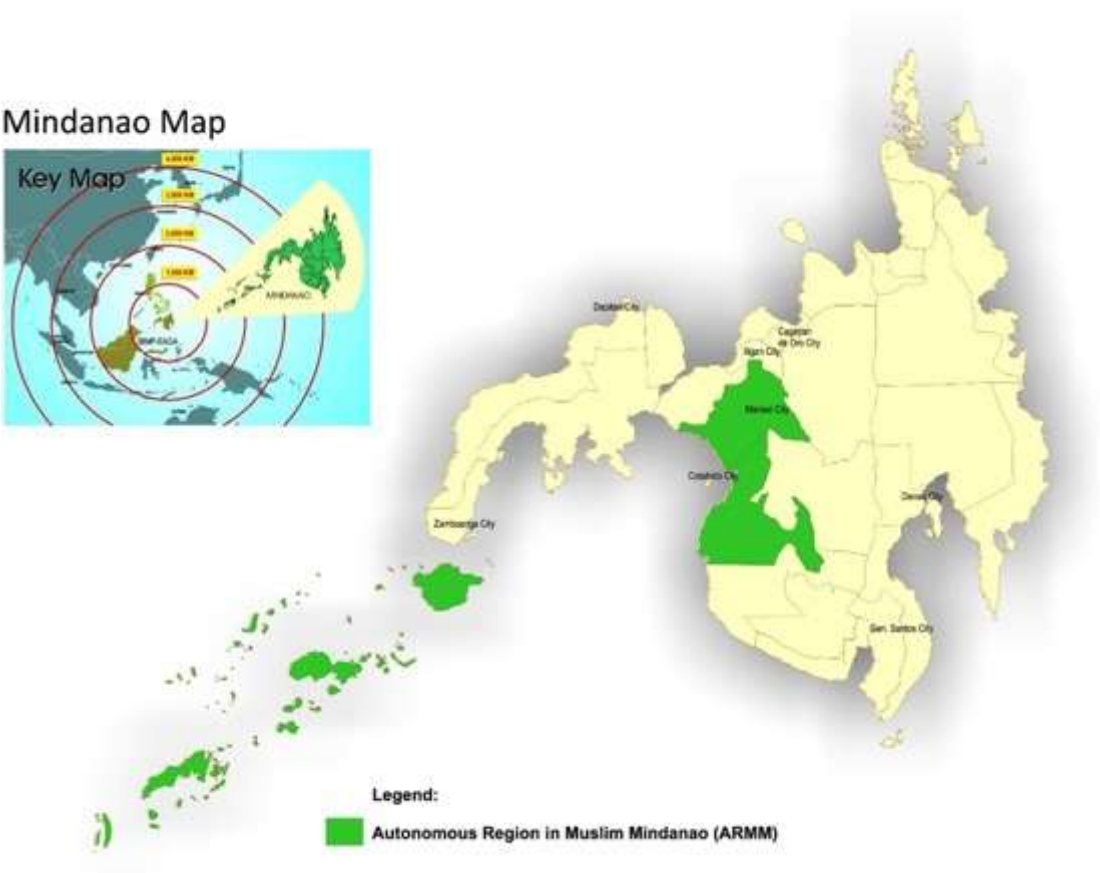Makati City, Philippines 1229

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Figure 1   Map of program location

Figure 1   Map of program location

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Acronyms

ADM	Alternative Delivery Model
AIR	Apparent Intake Rate
ALLL	Across all Learning Levels and Languages
ARMM	Autonomous Region in Muslim Mindanao
BDA	Bangsamoro Development Agency
BEAM–ARMM	Basic Education Assistance for Muslim Mindanao (Program)
BRAC	Building Resources across Communities
DepEd	Department of Education
DepEd–ARMM	Department of Education – Autonomous Region in Muslim Mindanao
DFAT	Department of Foreign Affairs and Trade
EBEIS	Enhanced Basic Education Information System
ECCD	Early Childhood Care and Development
ECD	Early Childhood Development
ECE	Early Childhood Education
EHCP	Essential Health Care Program
EOPO	End of Program Outcomes
GER	Gross Enrolment Rate
GIR	Gross Intake Rate
GIS	Geographic Information System
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPI	Gender Parity Index
LAPG	Language Assessment for Primary Grades
M&E	Monitoring and Evaluation
MOOE	Maintenance and Other Operating Expenses
MPS	Mean Percentage Scores
NAT	National Achievement Test
NC	National Certification
NER	Net Enrolment Rate
NIR	Net Intake Rate
OSY	Out of School Youth
SPED	Special Education
SY	School Year
TESDA	Technical Skills Development Authority
TVET	Technical Vocational Education Training
UMIS	Unified Management Information System
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WinS	WASH in Schools

Acknowledgements

This evaluation was prepared by the Monitoring and Evaluation (M&E) team of the Basic Education Assistance for Muslim Mindanao – Autonomous Region of Muslim Mindanao (BEAM–ARMM) program. As agreed with the Department of Foreign Affairs and Trade (DFAT), the evaluation process was semi-independent in nature with the involvement of existing short-term technical assistance through BEAM–ARMM providing an external lens to the findings. The evaluation also engaged program implementing partners who provided individual analysis of respective contributions to the end of program outcomes, overall institutionalisation of key program products and guidance for the future Pathways program.

The evaluation process was completed over a five-month period from December 2016-April 2017 with various evaluation approaches and methodologies employed to analyse, verify and confirm information and data. Technical staff of the BEAM–ARMM program were involved in the commentary and editing of the final evaluation report.

The M&E team would like to thank the Department of Education–ARMM (DepEd–ARMM) for their engagement, cooperation and support throughout the entire evaluation process. We would also like to make specific mention of DFAT Philippines for their willingness to accept the semi-independent nature of the review. Special acknowledgement is made of our implementation partners and for their patience, understanding and involvement in the process which has culminated in this final report product. Finally, we wish to extend our thanks to the people of ARMM who have been engaged across all aspects of program implementation. This report represents the benefits derived from your involvement and participation.

Cotabato City, Philippines
June 2017

Initiative Summary

Initiative Name	Basic Education Assistance for Muslim Mindanao – Autonomous Region of Muslim Mindanao (BEAM–ARMM)
Aid Works initiative number	INH947
Commencement date	1 September 2012
Completion date	30 June 2017
Phase 1	1 September 2012 – 30 June 2015[1]
Phase 2	1 July 2015 – 30 June 2017
Total Australian AU$	$89,600,126.82[2]
Delivery organisation(s)	Department of Education, Philippines
Implementing Partner(s)	Cardno Emerging Markets (Australia) Pty Ltd
	United Nations Children's Fund (UNICEF)
	Deutsche Gesellschaft für Internationale Zusammenarbeit
	GmbH (GIZ)
	BRAC Bangladesh
Country/Region	Philippines
Primary Sector	Education

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1 BEAM–ARMM officially started on 3 October 2012 for the Managing Contractor, Cardno, but some components (ECCD, School Health and ADM) commenced prior to this date. Components managed by GIZ and UNICEF were started in 2010/2011 while ADM with BRAC was started in 2011.
2 The above figure is based on annual expenses recorded in Aidworks (tracks disbursements/payments).

Executive Summary

The Basic Education Assistance for Muslim Mindanao (BEAM–ARMM) program was a major education and peace program of the Australian Government in ARMM in partnership with the Department of Education (DepEd). The program commenced in September 2012 and was finalised on 30 June 2017. It is to be succeeded by the new Pathways program from 1 July 2017. The Autonomous Region of Muslim Mindanao (ARMM) consists of nine DepEd divisions in five provinces spanning two geographical areas: Lanao del Sur 1 and 2, Marawi City and Maguindanao 1 and 2 (mainland divisions) in southwestern Mindanao, and Basilan, Lamitan City, Sulu and Tawi-Tawi in Sulu archipelago (island divisions). The ARMM comprises a total of 116 municipalities and two cities. It has a total of 2,490 barangays.

BEAM–ARMM comprised four components that were distinct but integral parts of the program. Components included: (i) Early Childhood and Basic Education, (ii) School Health and Water, Sanitation and Hygiene (WASH), (iii) Technical Vocational Education and Training (TVET) and (iv) Alternative Delivery Model (ADM). The components were implemented by a Managing Contractor (Cardno) and through grant agreements with UNICEF, GIZ and BRAC.

The End of Program Review was a semi-independent evaluation of the program's overall progress towards its defined end of program outcomes (EOPOs). The review also assessed contributions to DepEd–ARMM's institutional arrangements and considered program level implementation arrangements and coordination mechanisms amongst partners. The End of Program Review was grounded in three key evaluation questions:

- To what extent did the program achieve stated EOPOs?

- How appropriate were BEAM–ARMM's institutional and governance approaches with DepEd–ARMM and other partners?

- To what extent has the program demonstrated relevance, efficiency and effectiveness through a unified approach to implementation and management? What lessons can be learned?

Methodology and limitations

The End of Program Review process involved a mixed method approach from a variety of primary and secondary sources which were cross-referenced, assessed and validated. The methodology involved a review of relevant documentation, a series of workshops with program partners, interviews with selected stakeholders (for example: DFAT and DepEd–ARMM) and site visits to pre-determined locations to review specific interventions. Questions were based on the evaluation plan and approved by DFAT.

The evaluation also identified a number of limitations including: time and available resources, security issues, attribution and measurement of results, access to data, inconsistencies in the Enhanced Basic Education Information System (EBEIS) data and the overall availability of robust data.

Key findings by End of Program Review questions

End of Program Review Question 1: To what extent has the program achieved stated EOPOs?

Access and participation

Through BEAM–ARMM, the elementary completion rate increased by 15.3%[3] which exceeded the BEAM–ARMM target of 13%. Despite these gains, overall completion rates remained low with eight of nine divisions achieving below 55%.

The secondary completion rate increased throughout ARMM by 30.3% which exceeded the target of 7%. This was from 46.5% in SY 2012–2013 to 76.8% in SY 2015–2016. Four of nine divisions increased completion rates between SY 2012–2013 and SY 2015–2016. Most notable increases were Lanao del Sur (40.5%), Marawi City (19.3%) and Tawi-Tawi (52.2%). Almost all divisions had a greater proportion of girls than boys completing secondary education.

The completion rate of children enrolled in Tahderiyyah centres in ARMM improved by 7.9% overall from SY 2014–2015 to SY 2015–2016 from 73.9% to 81.8%. This was slightly below the 10% target. The BRAC-managed Alternative Delivery Model (ADM), provided another modality of support for children in ARMM. From SY 2012 to SY 2015, a total of 43,606 children (22,000 boys, 21,606 girls) completed Kindergarten education in ADM learning centres. Of these, 32,096 children (16,331 boys; 15,756 girls) or 73.6% of the total Kindergarten completers transitioned to Grade 1 in DepEd–ARMM schools. The remaining 26.4% transitioned to Grade 1 in the ADM system leading to a total transition rate of 100%.

BEAM–ARMM also sought to increase access to Early Childhood Education (ECE) of Grade 1 entrants from 48% to 55%. In applying the Net Intake Rate[4] BEAM-ARMM supported an increase in access in ARMM from 43.5% in SY 2012–2013 to 55.2% in SY 2015–2016 which exceeded the BEAM-ARMM target of 55%.Many more girls than boys are entering primary school as proportional to the population and bias to girls exists at all levels of the education system.

BEAM–ARMM also aimed to increase the participation rate in school by 7% for elementary and secondary. The increase exceeded the target with 22.1% increase in elementary Gross Enrolment Rate (GER)[5] in SY 2015–2016 against the baseline in SY 2012–2013 and 14.1% increase in elementary Net Enrolment Rate (NER)[6] for the same years.

The secondary enrolment rate also increased from 38.6% in SY 2011–2012 to 46.5% in SY 2015–2016 and NER increased from 26.5% to 32.4% during the same period. This indicates a marginal increase in NER of 5.9% which is below the anticipated the anticipated target of 7% but an increase of 9.9% in GER. It is unlikely that BEAM–ARMM would have had a large impact on secondary education participation rates given the duration of the program and its focus on elementary education.

BEAM–ARMM also sought to improve inclusion of marginalised and disadvantaged children. The Special Education (SPED) enrolment of children with special needs was a very significant achievement. SPED enrolment increased from 90 children in SY 2012–2013 to 187 in SY 2016–2017 in SPED centres. There were also 1,072 children with special needs enrolled in regular public schools in SY 2016–2017. The BRAC Alternative Delivery Model (ADM) implementation was able to serve a further 391 (235 boys and 156 girls) children with physical impairments. This was due to the advocacy and support of the program to find and assess children with special needs. This brought the total number of children with special needs identified and served by DepEd-ARMM as a result of BEAM-

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[3] Throughout this report, % increases / decreases are absolute rather than relative, unless stated otherwise.

[4] Net Intake Rate: Total number of students of official primary school entrance age who are enrolled in primary education, expressed as a percentage of the population of the same age. It is equivalent of the Age specific enrolment rate of official primary entrance age.

5 Gross enrolment rate (GER), converting the participation of the population is educated according to education levels. Gross enrolment rate (GER) is the percentage of the population who were at school at a level of education (regardless of age) to the number of school-age population corresponding to the level of education.

6 Net Enrolment rate (NER) is the percentage of school-age children in the group who were at school at a certain level of education in accordance with the age of the total number of children in the school age group When GER is used to determine how many school-age children who are able to take advantage of educational facilities at a given level of education regardless of how old it is, the enrolment rate (NER) measures the proportion of children who go to school on time.

ARMM intervention to 1,650 which is a 340% increase from the baseline year. This number includes children served in SPED centres, regular schools and ADM combined.

The ADM served a total of 6,344 (3,160 boys and 3,184 girls) children of indigenous people (IP). The indigenous children enrolled in ADM within their communities included Teduray in Upi, Maguindanao, Yakan in Basilan, and Sama in island provinces.

Data from the Enhanced Basic Education Information System (EBEIS) reported that there were 54,527 children of IPs in ARMM in the system in SY 2012–2013 which increased steadily to 358,730 children in SY 2016–2017. This more than six-fold increase is likely due to the change to individual pupil data through the Learner Information System.

BEAM–ARMM delivered Early Childhood Care and Development (ECCD) through Islamic day care centres or Tahderiyyah which is an education-focused program in conflict-affected communities. More than 52,000 children were served through the Tahderiyyah program which covered ARMM, Region 9, 10, 11 and 12. Of this total 29,825 children came from ARMM. In addition, 5,185 children were impacted with the program's support to 52 madaris.

Moreover, the program was expected to increase enrolment of children from poor families. Whilst most, if not all, communities served by BEAM–ARMM are considered poor, the ADM intervention provided access to the poorest of the poor communities. ADM learning centres were established in remote and isolated areas with limited access to basic services. Significantly, 53,736 (27,619 boys and 26,117 girls) were served by ADM learning centres.

It is important to note that BEAM–ARMM directly delivered ADM and early childhood educational services through the various learning centres that were established and supported. From SY 2012–2013 to SY 2016–2017, a total 730[7] elementary learning centres in 489 barangays and 1,378 pre-school learning centres in 704 barangays were established and 52 madaris supported in 52 barangays.

Overall, the total number of pupils impacted by BEAM–ARMM was approximately 110,764 and over 164,912 pupil years were taught by teachers or learning facilitators trained under BEAM-ARMM. These pupils who would have otherwise either been excluded from the education system or struggled to obtain Kindergarten and elementary education. With the adoption of ADM centres through DepEd–ARMM, registration of madaris and enhanced learning in Tahderiyyah, the efforts of BEAM–ARMM have likely contributed a sustainable 5.3% to both GER and NER throughout ARMM.

The following contributions to access have been made under BEAM–ARMM:

- Provision of basic education services (Kindergarten and/or elementary) in 445 (17%) barangays which previously had no access to education services. In total, ADM learning centres were established in 774 barangays, 293 Tahderiyyah centres were established in 266 barangays and 52 madaris supported in 52 barangays. This brought the total of serviced barangays to 2,146 (86%), including barangays with public schools. The total of underserviced barangays was reduced from 786 (32%) to 344 (13%).

- Enhanced access to pre-school services to 900 barangays through the provision of 1,378 learning centres in 704 barangays and strengthening 293 Tahderiyyah centres in 266 barangays to compliment government schools in 1,701 barangays. This raised the total number of barangays with pre-school services from 1,701 (68%) to 2,039 (82%).

- The provision of elementary education services to 531 barangays (of which 255 are school-less) to complement 1,701 barangays with government elementary schools. A total of 52 madaris in 52 barangays and 489 barangays with ADM learning centres were supported. This raised the number of barangays with access to elementary education from 1,701 (68%) to 1,956 (79%).

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7 Total number of elementary learning centres supported under Phase 2 of the program.

Quality

An important EOPO has been to improve student achievements in core learning areas specifically in science, mathematics, and English in government schools. Key findings include a 10.5% increase in the National Achievement Test (NAT) scores or 5.71 points increase in the mean percentage scores (MPS) of Grade 3 students in SY 2015–2016 compared with the NAT results for Grade 3 in SY 2011–2012. From a gender perspective girls performed better than boys. The scoring disparity between boys and girls remained above 5%.

A total of 12,325 teachers were trained in various teacher training activities of BEAM–ARMM from SY 2013–2016. A total of 64% of 2,272 teachers assessed have improved scores from the target of 50% of teachers trained with improved competencies. For reading, assessed teachers have improved in all areas although the average scores were still below 75%. It is important to note that reading comprehension among teachers is still below 50%.

For school readiness through ADM, independent studies have found that 100% of Kindergarten learners in SY 2013–2014 continued to Grade 1 in SY 2014–2015. Of these 60% proceeded and were accepted to public and other private schools.

To complement the quantitative tests, BEAM–ARMM researchers conducted fieldwork for this EOPO on the factors influencing teaching competencies and students' learning outcomes. For example, a qualitative study identified several key findings such as (i) less than 50% of teachers assessed themselves as having a high level of competence; (ii) the contextual environment, including socio-political events, plays a significant role; (iii) differing modalities for teaching and learning should be tested and often teachers are appointed to teach subjects they are not comfortable with.

BEAM–ARMM also aimed to improve the quality of learning environments. Through the course of the program, the percentage of schools with access to water increased from 50% to 87% and the pupil to toilet ratio decreased from 226 to 136.

Employability

The program's achievement for Component 3 exceeded the intended EOPO. The program trained 11,007[8] (6,004 male and 5,003 female) out of school youth (OSY) including training support provided to 51 (29 male and 22 female) senior secondary students from early implementers of Senior High Schools in ARMM. Of the total completers, 55% were male and 45% were female. The results of four tracer studies which followed up a sample of the OSY, showed that 56% of completers were employed which exceeded the outcome target of 50%. It is important to note that this employment rate was only a reflection of the 1,112 completers sampled in tracer studies or 10% of the total TVET completers. Based on tracer study results, more boys (64%) were employed than girls (36%).

The tracer studies also indicated that a majority of completers earned below PHP5,000 per month (i.e. 76% on average across the four tracers) prior to participation in training. Following training, completers with <PHP5,000 monthly income dropped by 31%. Significantly, those earning more than PHP7,000 increased from 3% in the baseline to 32% during the tracer studies.

Governance

In the last two years of the program, a greater emphasis was placed on improving governance in areas of education policy and planning, systems improvement and capacity building. These are considered an important source of support to underpin the achievements and gains derived across the program.

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8 The original target was 20,000 and was reduced to 11,000 following the Independent Program Review in 2014. This achievement is against a downwards reduced outcome target.

The evaluation of governance interventions and associated impacts was challenging. This was primarily due to the inability to undertake standardised baselines, as this outcome was inserted mid-way through the program, combined with the broad range of activities being implemented. The focus of evaluation work was on identifying the practices and processes that lead to change rather than making broad assessments that could not demonstrate the causal relationship. Nevertheless, BEAM–ARMM was able to identify achievements in the following areas:

▪ Improved School Based Management and School Improvement Planning with 1,974 school heads trained and more than 200 trainers developed and mobilised. The 1,204 School Improvement Plans that reached level 1, 2 or 3 demonstrated initial but concrete steps towards improved school-based management and are evidence of school compliance to the basic requirements of securing inputs and establishing structures to support the Maintenance and Other Operations Fund (MOOE). DepEd–ARMM earmarked budget in 2017 entitling all public elementary and secondary schools to MOOE.

▪ Improved systems and capacity in classroom construction, planning, management and training. DepEd–ARMM adopted the Quality Assurance Classroom Construction Manual, developed by BEAM–ARMM and built the capacity of the Divisions Program Facility Coordinators, school heads/principals and communities on the use of tools to manage and monitor construction activities. School heads and members of communities and Parent Teacher Associations are now able to contribute to the monitoring and reporting of progress and quality of classroom construction.

▪ Water, Sanitation and Hygiene (WASH) in Schools (WinS) monitoring and accreditation system by providing technical guidance for School Heads on WASH, providing the regional office with the needed information to strengthen WinS strategy and planning, and incentivising schools to make WASH improvements. The system guides school communities through a step wise approach to make low-cost, gradual WASH improvements towards achieving national standards

▪ Transparency Boards established by 69% of all school heads, far exceeding the target of 50%.

BEAM–ARMM also supported other governance initiatives such as: school health and nutrition policy and reporting templates, Tahderiyyah strategy paper; enhanced planning systems within DepEd–ARMM, improved school based teacher professional development program and community-led approaches to WASH construction.

Analysis of key findings

The program maintained a high degree of relevance throughout implementation. This was maintained through close interface with DepEd–ARMM and the Technical Skills Development Authority (TESDA) policies, strategies and national education strategies in addition to close alignment to DFAT's strategies.

BEAM–ARMM was an effective program in the delivery of key products and outputs. The evidence presented in this report does provide an indication that BEAM–ARMM has made a direct contribution towards the achievement of its defined outcomes. BEAM–ARMM has been effective specifically in increasing access and participation among cohorts and increasing employability of OSY.

Overall the program has maintained a high degree of efficiency. BEAM–ARMM was able to achieve most of its intended deliverables despite the difficult operating environment and complicated program management structure. The various components started at different times and operated in silos or as separate programs. The program structure was ambitious and complicated. It was beneficial for meeting component's targets but it devalued what the program was trying to achieve in terms of overall outcomes, synergy and comprehensive view of the program.

In considering sustainability for BEAM–ARMM it is challenging to provide an overarching comment on the level and viability of sustainability. The nature of program implementation, particularly when

implemented in a context specific and conflict affected area means that sustainability will always remain challenging. The application of a 'silo' type approach as indicated under the efficiency section also contributed to reducing opportunities for sustainability. The shift to a programmatic approach did provide some scope to promote sustainability through shared resources but in reality, partners remained focused on their own respective work areas.

Many interventions would cease to exist without adequate and appropriate levels of financial support. Scope does remain for targeted interventions in core areas and DFAT/DepEd–ARMM should include justifications for funding and implementation based around tangible sustainability plans.

Institutional and governance approaches

There is evidence available to show that some institutional and governance initiatives commenced and undertaken by BEAM–ARMM have been supported, acknowledged and applied by DepEd–ARMM. In capturing selected examples of key initiatives, the End of Program Review sought to prepare a series of cases studies and discussion papers as part of the overall evaluation process.

The evaluation prepared ten case studies/discussion papers identifying core areas where program interventions have had an influence on institutional arrangements within ARMM. The papers covered: the Tahderiyyah program; private madaris; school-based hygiene activities; school-based reading program; The Learning Partnership Program; ADM; capacity building program in classroom construction; educator professional development; school-based management and school improvement planning; and OSY and employability.

Key findings and results from case studies and discussion papers are included in Annex 2.

The unified approach

The unified system was a mechanism used to bring together various program components, implementation strategies and management structures through engagement and consultation, under one common approach with regards to implementation and management. The unified approach applied to a number of program elements namely: monitoring and evaluation (M&E) and including project planning and reporting, communications, gender and social inclusion as well as program governance. The intention of the unified approach was to harmonise and better coordinate key aspects of the overall BEAM–ARMM program, thereby improving the effectiveness of DFAT's investment in basic education in ARMM. Key findings here include:

- Monitoring and Evaluation: the unified approach was highly relevant in theory but problematic in practice. The system was primarily focused on program level reporting and struggled initially with the component approach but also increased in complexity with the adoption of a programmatic approach linked to end outcomes. Individual partner contracts and different contractual modalities combined with different commencement times also influenced effectiveness.

- Communication for Development: was embedded across all BEAM–ARMM core activities from its inception in 2012. Communications for Development incorporated a focus on the empowerment of stakeholders; increased participation of stakeholders to BEAM–ARMM activities; partnerships with internal and external stakeholders; and the creation of channels for the dissemination and utilisation of key information and data.

- Gender and Inclusive Education: formed an important cross-cutting theme for BEAM–ARMM. Gender and inclusive education issues were systematically tracked by all implementing partners which included not only reporting on men and women in terms of participation and roles but also on indigenous people, disability and children with special needs in schools.

- Governance Structures: BEAM–ARMM maintained a strong, robust governance structure throughout the implementation period. Areas for improvement do remain. DFAT recognises it needs to do more to promote higher level partnership and consultation with the regional

governance of ARMM and to involve and engage key stakeholders outside DepEd–ARMM who have significant influence over the direction of future programs.

Lessons learned and guidance for Pathways

The evaluation also documented key lessons learned based on experiences during the course of implementation. Key lessons were grouped into strategic, technical and operational aspects. These in turn informed the suggested guidance for consideration by Pathways. The guidance is not a formal recommendation but rather considerations based on experience that can be considered and possibly taken up by the new program.

Conclusion and key recommendations

BEAM–ARMM has played a significant role in the development and contribution of a range of initiatives in partnership with DepEd–ARMM and other key stakeholders within ARMM. The evidence presented in the report presents a mixed picture of BEAM–ARMM's achievements, recognising key successes but also highlighting areas for improvement. The initial concept and program design focused BEAM–ARMM's efforts across a range of components and expected outcomes which led initially to a complicated implementation and management arrangement. Key recommendations include:

- DepEd–ARMM and DFAT to recommit to an enhanced partnership agenda focused on strengthening communication and engagement with state and non-state actors (for example the Bangsamoro Development Agency (BDA), non-government organisations, local government units, the Department of Social Welfare and Development) for greater coordination, information sharing and overall sharing of data and information to promote effective and efficient decision-making.

- Program governance arrangements to be restructured to re-introduce a Program Steering Committee or a similar mechanism. The reactivation of high-level governance structures enables a strategic engagement with stakeholders outside of DepEd–ARMM and enables high-level strategic thinking and decision-making.

- To continue improving the enabling learning environment for children, DepEd–ARMM to consider the combination of curricular and co-curricular activities to provide variety and stimulation for learning.

- DepEd–ARMM to continue the on-going support to SPED classes in schools to support children with special needs and learning challenges. Continuing training for teachers teaching children with special needs as well as facilities for learning for these children should also be made available in selected schools.

- In an effort to continue promoting active participation (particularly for young boys), DepEd–ARMM to continue institutional support to implement and manage their School Based Feeding Program and deworming.

- Conduct of a separate class or ADM for education of Bangsamoro ethnic groups such as Badjao or Sama. The rationale for this is that these minority pupils are prone to bullying and many are over-age. If possible, recruit and hire a teacher from their own community. This will help assist to facilitate their participation in school.

- A concerted effort is required to improve the overall pupil to teacher ratio in classrooms. Combined with this is a need to invest in suitable and context-specific classroom infrastructure (furniture, water access, sanitation provision). A conducive learning environment also improves retention in school.

- To facilitate on-going improvements in learning outcomes, in-service teacher training should remain a capstone in the overall approach. Targeted professional development in English, science

and mathematics is necessary to meet basic requirements to enhance learning. This should be combined with parallel in-service training for school heads to ensure instructional supervision and support to teaching and learning in the school.

- To develop capacity and strengthen the Provincial Technical Education and Skills Development Committees and the Regional Technical Education and Skills Development Committee and the Public Employment Service Offices in the five ARMM provinces as instruments to develop policies relative to the improvement of quality and implementation of technical vocational skills training. They will also ensure targeted training that will provide employment opportunities for skilled youth and warrant processing of appropriate post-training support to techvoc skilled youth.

- Future programs should have defined governance and institutional outcomes incorporated as part of the design and activities should be strategically linked to defined outputs and products that have causal linkages to desired results. Effort should be maintained to prioritise governance interventions to build upon the work already established through BEAM–ARMM.

- DepEd–ARMM to invest appropriate resources to establish a centralised M&E Unit, drive information management, lead the routine collection of data and facilitate the implementation of appropriate evaluation studies in line with the overall DepEd–ARMM strategy

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1   Introduction

The BEAM–ARMM program was a major education and peace program of the Australian Government in the Autonomous Region of Muslim Mindanao (ARMM) in partnership with the Philippines Department of Education (DepEd). The program commenced in September 2012 and was finalised on 30 June 2017, and is to be succeeded by the Pathways program from 1 July 2017. The ARMM region consists of five provinces with nine DepEd divisions. The ARMM comprises a total of 116 municipalities and two cities. It has a total of 2,490 barangays.

The program was designed on a premise that a high incidence of poverty and prevalence of decades of conflict in ARMM contribute to diminished access to basic education, low performance of teachers and learners and high drop-out and low retention rates in both elementary and secondary levels. The low educational performance is also underpinned by an underinvestment in basic education.[9] The peace element was not an intended component of BEAM-ARMM however remained a significant contextual influence over the entire implementation and management process of the program. Considerable effort was placed in promoting interventions that not only increased access, participation and learning outcomes but also promoted a greater sense of security within the classroom and often within the surrounding communities.

The support of peace was an integral outcome that placed the program in a position to effectively engage communities, respond to changing contexts and channel resources through various measures to support DepEd-ARMM, BDA and other development stakeholders in achieving broader contextual results.

BEAM–ARMM comprised four components that were distinct but integral parts of the program. Components included: (i) Early Childhood and Basic Education, (ii) School Health and Water, Sanitation and Hygiene (WASH), (iii) Technical Vocational Education and Training (TVET) and (iv) Alternative Delivery Model (ADM). The components were implemented by a Managing Contractor (Cardno) and through grant agreements with UNICEF, GIZ and BRAC.

An Independent Program Review occurred in 2014 during the course of program implementation. The Independent Program Review was timely and significant as following this review the Scope of Services for the Managing Contractor were changed to provide more programmatic leadership with greater harmonisation across components and with all implementing partners, and adopting a more integrated 'programmatic approach' and less of a vertical silo approach as observed by the Independent Program Review team. The unified approach applied to (i) program M&E, annual planning and reporting, (ii) communications for development; (iii) gender and inclusive education; and (iv) program governance. These elements were then incorporated as cross-cutting components which strengthened coherence, collaboration and interactions of the whole package of program interventions.

The BEAM–ARMM extension phase (July 2015 – June 2017) was influenced by Independent Program Review recommendations as well as extensive consultations with DFAT, DepEd–ARMM and implementing partners. A key Independent Program Review recommendation was, due to quality concerns, to cease any additional classroom rehabilitation immediately, complete the 123 rehabilitations underway and focus on new classroom construction only. All this resulted in adjustments to the overall program design in 2014 with the program's theory of change altered into a more coherent and synergistic program and a revised results framework agreed that placed emphasis on the end of program outcomes along (i) access, (ii) education quality, (iii) employability of out of school youth (OSY) and (iv) an additional outcome on governance.

In light of the strategic shift to a programmatic approach the following indicators were agreed:

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9 ARMM has the lowest provision of budget for maintenance and other operating expenses (MOOE) compared to other regions of the country

- Improve access by increasing completion rates by 10% in early childhood education (ECE), 13% in elementary and 7% in secondary. The revised results framework aimed to increase access of ECD to Grade 1 by at least 48%. It also intended to lift the participation rate by 7% in elementary and secondary schools.

- Improve quality of education and learning environment aiming to increase mean National Achievement Test (NAT) scores in elementary by 5% and reduce disparity in performance of boys and girls.

- Improve employability of OSY completers aiming for 50% to have gained employment or engaged in livelihoods.

- Improve education governance to support ECD, basic education and OSY.

This report presents the findings, analysis and synthesis of the key results against BEAM–ARMM's End of Program Outcomes (EOPOs) contained in the revised results framework.

Background, purpose and scope of the evaluation

The evaluation was a semi-independent assessment of the program's overall progress towards its defined EOPOs. The review also assessed contributions to DepEd–ARMM's institutional arrangements and considered program level implementation arrangements and coordination mechanisms amongst partners. The End of Program Review was grounded in three key evaluation questions:

- To what extent did the program achieve its stated end of program outcomes?

- How appropriate were BEAM–ARMM's institutional and governance approaches with DepEd–ARMM and other partners?

- To what extent has the program demonstrated relevance, efficiency and effectiveness through a unified approach to implementation and management? What lessons can be learned?

The evaluation occurred over a five-month period following the approval of the evaluation plan (Annex 5) by DFAT and DepEd–ARMM approval. Additional data collection occurred from January–March 2017 with the preparation of the final report in April-May 2017. As required by DFAT this report also incorporates the final Six-Monthly Progress Report standard progress reporting table on intermediate outcomes and outputs. The complete results framework for BEAM–ARMM is provided as Annex 1 and includes brief narrative related to the achieved key results for intermediate outcomes and outputs.

2   Evaluation Methodology

The End of Program Review process involved a mixed method approach using a variety of primary and secondary sources which were cross-referenced, assessed and validated. The methodology involved a review of relevant documentation, a series of workshops with program partners, interviews with selected stakeholders (i.e. DFAT and DepEd–ARMM) and site visits to pre-determined locations to review specific interventions. Questions were based on the evaluation plan. The methodologies employed for the End of Program Review questions included both qualitative and quantitative data to inform progress towards EOPOs as follows:

Table 1 Summary of evaluation questions and associated methodologies

End of Program Review Questions	Methodology
To what extent has the program achieved stated end of program outcomes?	▪ Partner desk reviews ▪ Review and analysis of primary data (teacher training, tracer study on TVET and secondary data from the Unified Management Information System (UMIS) and Enhanced Basic Education and Information System (EBEIS) ▪ Focus group discussions and workshops ▪ Site visits to confirm and validate findings ▪ Study on factors influencing education learning outcomes and teachers' performance in selected public elementary schools in ARMM.
How appropriate were BEAM–ARMM's institutional and governance approaches with DepEd–ARMM and other partners?	▪ Case study methodologies ▪ Key informant interviews and group discussions and workshops
To what extent has the program demonstrated relevance, efficiency and effectiveness through a unified approach to implementation and management? What lessons can be learned?	▪ Key informant interviews. ▪ Document review

Source: End of Program Review Evaluation Plan (Annex 5)

An important feature of the evaluation was the use of case studies and discussion papers to provide in-depth analysis and insight, particularly in relation to End of Program Review Question 2. The papers focused on governance and institutional support provided to DepEd–ARMM through BEAM–ARMM and complemented the information and data contained in the analysis around progress towards EOPOs (End of Program Review Question 1).

Limitations of the evaluation

All evaluations and reviews have limitations. The End of Program Review team recognise that institutional reforms and changes are long-term in nature and that results derived at this stage may be initial and evolving. The engagement of a range of partners and scope of the review covering many implementation methods also presented challenges in terms of coordination and analysis of key findings. Flexibility was maintained to identify and apply approaches that were positive, proactive and added value in the ARMM development context. Other limitations included:

▪ **Time and available resources:** the rigour of the data gathering analysis was constrained to some degree by the time available. The End of Program Review team was not able to consider all relevant indicators in the results framework nor able to verify all relevant information through field visits.

▪ **Security issues:** Travel to the field for case studies and discussion papers was at times impeded by security issues. Some areas[10] for fieldwork and data gathering were not included due to such concerns.

▪ **Attribution and measurement of results:** BEAM–ARMM worked in a fluid and dynamic environment and many factors influenced institutional performance and operational efficiency. There were no standardised indicators of measurement. This posed challenges in attempting to measure change and establish foundations upon which to draw conclusions.

▪ **Access to data:** According to DepEd–ARMM's Office of Planning Services, data prior to SY 2014–2015 in the EBEIS were not very reliable due to enrolment data tending to be

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10 Southern Basilan (Sumisip, Tipo-Tipo, Akbar, Al Barka, Tuburan, Mutamad Ajul and portions of Lamitan. All parts of Sulu (except Jolo). Tawi-Tawi. Lanao areas including Marawi City.

overstated. There were difficulties among schools in ARMM to upload their data entries to EBEIS (because of internet connectivity issues especially in the more remote areas as well as their limited skills in using EBEIS).

- **Inconsistencies in the EBEIS:** when a teacher had to correct a learner's record in the Learner Information System, it became another entry since the previous wrong entry had already been given a Learner's Reference Number. This provided a distorted enrolment rate as it inflated numbers but also increased drop-out rates as the earlier entries are deleted.[11]

- **Availability of data:** Most enrolment data for SY 2016–2017 was not available at the time of reporting comparisons and/or analyses were based mostly on data from SY 2012–2013 to SY 2015–2016. Where data were available for SY 2016–2017, these were referred to.

3   Key findings

BEAM–ARMM was a highly relevant program in supporting DFAT's long-standing partnership and commitment to the Philippines Government, DepEd-Central, DepEd–ARMM, and the broader leadership of ARMM. DFAT's response, through BEAM–ARMM, was grounded in DFATs Aid Investment Plan[12] and its precursor, the Philippines Aid Program Strategy (2012–2017). The program also aligned to ARMM's Basic Education Strategic Plan (2009–2014 and 2015–2019) which stipulated a focus on governance, learning and infrastructure provision. Relevant central government legislation, namely the *Muslim Mindanao Autonomy Act* No 279 on Basic Education also guided implementation. The program also maintained congruence with the current Philippine National Development Plan which provides a foundation for the engagement of Pathways post BEAM–ARMM.

The following sections outline high-level key findings on the extent of achievement against each of the four EOPOs and associated indicators in the BEAM–ARMM results framework. The findings were based on data and information collected, analysed and verified with relevant partners and stakeholders during the evaluation period. The results demonstrate the overall achievements of the program and touch on elements of relevance, effectiveness, efficiency and sustainability. Additional information and more detailed reports are made available in the annexes. Following the presentation of findings against the evaluation questions a short analysis is provided on relevance, effectiveness, efficiency and overall sustainability.

3.1   End of Program Review Question 1: To what extent has the program achieved stated EOPOs?

3.1.1   End of Program Outcome 1: Improved access and equitable provision of early childhood and basic education and OSY training support

Overview

BEAM–ARMM's major intervention to achieve this outcome was the provision of access to basic education to out-of-school children especially in remote and school-less barangays through the implementation of the ADM, the Tahderiyyah program and support to private madaris. Interventions to improve capacity for SPED to absorb children needing special education assistance were also supported. There were four major indicators to measure the program's achievement on improved access and equitable provision of early childhood and basic education. This section focuses on

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11 Meeting on Access and Participation with Mr. Lenito Tadle, Data Specialist of the OPS, DepEd–ARMM, on March 15, 2017, at the Program Management Office of the BEAM–ARMM program, Cotabato City.
12 http://dfat.gov.au/about-us/publications/Pages/aid-investment-plan-aip-the-philippines2015–2016-to2017-18.aspx

findings along these four key indicators: (i) percentage increase in school completion rates for boys and girls in elementary, secondary, Tahderiyyah and ADM; (ii) increase enrolment of IP learners and children with special needs; (iii) percentage increase in access to early childhood education of Grade 1 entrants for boys and girls; and (iv) percentage increase in school participation.

Some of the indicators established by BEAM–ARMM for determining the achievement of EOPO 1 were ambitious. In particular, the anticipated gains in secondary education.[13] Given the focus of BEAM–ARMM inputs, these would have been very difficult to achieve and attribute. Government data on enrolments through EBEIS improved in terms of quality, completeness and accuracy between 2012 and 2017, however this had the effect of reducing student numbers owing to overinflated enrolments which has posed challenges for M&E generally. It should be noted that, at the time of writing not all SY 2016–2017 figures are yet available.

Summary of key findings for EOPO 1 indicators

The program made an important contribution to EOPO 1 on improved access and equitable provision of early childhood and basic education in ARMM as measured through the achievement of the four indicators listed above and the following agreed targets: (i) percentage increase in school completion rates for boys and girls (elementary – 13% increase in school completion rates; secondary – 7% increase in school completion rates; Tahderiyyah – 10% increase in school completion[14] rates for boys and girls (from previous year); ADM – 90% of 36,000 Kindergarten completers will proceed to Grade 1 and ADM Elementary – 80% completers will proceed to DepEd secondary (assuming continuation of fund support to complete Grade 6 level); (ii) increase enrolment of indigenous people learners, children with special needs, children in conflict, children from poor families; (iii) increase from 48%–55% in access to ECE of Grade 1 entrants, boys and girls, and (iv) 7% increase in elementary and secondary school participation.

In 2011–2012 there were a total of 1,142 barangays (45%) which had no public elementary schools and 18 municipalities (16%) were without public secondary schools. From SY 2012–2013 to SY 2016–2017, a total of 730 elementary learning centres in 489 barangays and 1,378 pre-school learning centres in 704 barangays were established. The following contributions to access have been made under BEAM–ARMM:

- Establishment of basic education institutions (kindergarten and/or elementary) in 445 (17%) barangays which previously had no access to education services. In total, ADM learning centres were established in 774 barangays, 293 Tahderiyyah centres established in 266 barangays and 52 madaris supported in 52 barangays. This brought the total of serviced barangays to 2,146 (86%) including barangays with public schools. The total of underserviced barangays was reduced from 786 (32%) to 344 (13%).

- Enhanced access to pre-school services to 900 barangays through the provision of 1,378 learning centres in 704 barangays and 293 Tahderiyyah centres in 266 barangays to compliment government schools in 1,701 barangays. This raised the total barangays with pre-school services from 1,701 (68%) to 2,039 (82%).

- The provision of elementary education services to 531 (21%) barangays (where the 255 are without school) to complement 1,701 barangays with government elementary schools. A total of 52 madaris in 52 barangays were also supported. This raised the number of barangays with access to elementary education from 1,701 (68%) to 1,956 (79%).

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13 Given that the current cohort has not yet completed secondary schooling, it is difficult to quantify this result at present.
14 This indicator is defined as the percentage of enrollees who enrolled (ages 3 – 5 and above) at the beginning of the school year and completed one year or 40 weeks of Tahderiyyah Curriculum. The indicator was computed by comparing changes in completion rates between 2 consecutive school years.

In SY 2016–2017 1,701 (68%) barangays have public elementary or primary schools and only four municipalities (3%) do not have public secondary schools (Datu Salibo and Datu Anggal Midtimbang in Maguindanao and Al-barka and Ungkaya-Pukan in Basilan). DepEd–ARMM was able to decrease the school-less barangays by 31%, down to 789 from the 1,142 in SY 2011–2012 by providing access to 353 barangays with elementary or primary schools. However, it is noted that there were other ADM learning centres established in barangays that were not necessarily school-less. Similarly, most of the Tahderiyyah centres and the private madaris supported by the program were not necessarily always in school-less barangays.

The 52 supported private madaris are in 52 barangays, four of which are in barangays without public elementary schools. ADM learning centres offering elementary are in 489 barangays while Kindergarten ADM were established in 704 barangays. In total the program has provided access to pre-school, Kindergarten and elementary education to out-of-school children in 929 barangays of which 370 were school-less. The figure below shows the un-serviced barangay throughout ARMM by division.

Figure 2   BEAM–ARMM contribution to barangay level access to basic education services

	Lamitan City	Basilan	Marawi City	Lanao del Sur I	Lanao del Sur II	Maguind anao I	Maguind anao II	Sulu	Tawi-Tawi
■ Barangay without services in 2017	6	15	30	167	94	28	11	46	22
■ BEAM Provisioned to School-less Barangay	5	10	18	93	114	44	10	53	23
■ With Government Serviced Barangay	34	140	48	310	285	224	191	311	158
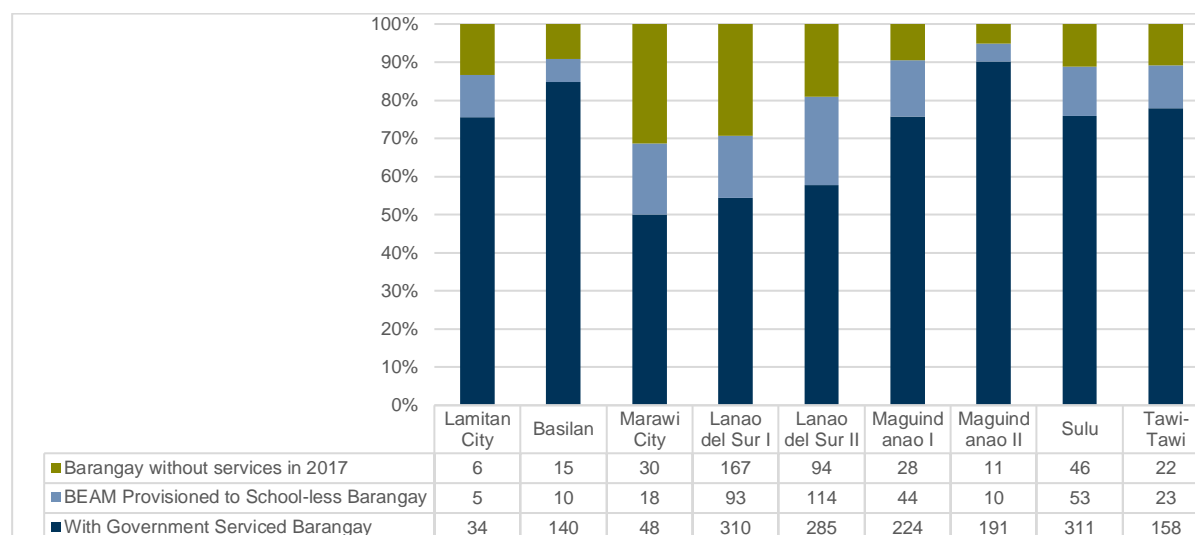
Source: UMIS 2016

Key achievements for EOPO 1 included:

- Increase in elementary completion rate by 15.3% from 24.6% in SY 2012–2013 to 39.9% in SY 2015–2016 from a target of 13%.

- A significant increase by 30.3% in school completion rate for secondary, from a baseline figure of 46.5% in SY 2012–2013 to 76.8% in SY 2015–2016.

- An increase in Tahderiyyah completion rate for ARMM and non-ARMM regions of 6.6% from 73.9% in SY 2014–2015 to 80.5% in SY 2015–2016. This is 3.4% lower than the 10% target completion rate. Specific to ARMM, the completion rate was 7.9% increase from 73.9% to 81.8% for same periods which is 2.1% lower than the target.

- A total of 43,606 children completed Kindergarten education in ADM supported learning centres of which 73.4% transitioned to DepEd Grade 1 and 26.6% moved up to Grade 1 in ADM centres. This indicates that more than 32,000 ADM Kindergarten transitioned to DepEd Grade 1 which is slightly lower than the target of 90% of 36,000 Kindergarten completers who should transition to DepEd-Grade 1. The other 26.6% moved up to Grade 1 within same ADM learning centre which resulted in 100% of children who completed Kindergarten proceeding to Grade 1.

- An outcome objective of BEAM–ARMM was to achieve a transition rate of 80% of completers from the ADM elementary to secondary education. It should be noted that ADM learners only completed Grade 5 in SY 2016–2017. These learners would only be able to transition to DepEd secondary schools once they complete Grade 6 in SY 2018–2019. It was not possible to meet this target within the life of the program.

- Increase in access to ECE of Grade 1 entrants by 11.7% based on the net intake rate from baseline. This is more than 3% higher that the target of 7%. That was to increase net intake rate from 48% to 55%.

- There was a six-fold increase in the number of indigenous children recorded in DepEd–ARMM from the EBEIS data in SY 2012–2013 (54,527) as compared with data in SY 2016–2017 (358,730). The ADM served the children of marginalised families, including those from indigenous people. From SY 2012–2013, a total of 6,344 indigenous children enrolled in ADM.

- There was an increase of children with special needs enrolled in DepEd–ARMM schools by 962 from 110 children in SY 2012–2013 to 1,072 children in SY 2016–2017. DepEd–ARMM's 'Child-Find' program aims to seek those children with disabilities to bring them to school as part of the national goal of universal education. This strategy was supported by BEAM–ARMM. This has helped to increase enrolment of children with disabilities. Further, the ADM enrolled 391 children with disabilities (235 boys and 156 girls).

- 52,692 children were served through the Tahderiyyah program covering ARMM, Region 9, 10, 11 and 12. Of this total, 29,825 children have been served in ARMM from the 293 Tahderiyyah centres. BEAM–ARMM delivered ECCD services through Islamic day care centres or 'Tahderiyyah' which provide an education-focused program in conflict-affected communities and include child protection as a major element.

- A significant number of the 53,736 children served by the ADM came from the poorest of poor families. ADM learning centres were established in remote, isolated and underserved/unserved communities. These barangays are considered poor and have limited access to basic services.

- It was anticipated that during the program elementary and secondary net enrolment rates would increase by 7%. This would indicate that a proportion of correctly aged children go to school. Overall, the net enrolment rate for elementary increased by 14.1% from 55.5% in SY 2012–2013 to 69.6% in SY 2015–2016. The increase in net enrolment rate for the secondary was 5.9% from 26.5% to 32.4% for the same period. The program achieved its target for participation rate in the elementary but not in the secondary level. This is to be anticipated given that elementary repetition rates are still high in ARMM which would result in age distortions in secondary education.

Analysis of EOPO 1 indicators

The first outcome indicator of BEAM–ARMM, completion rates, measures four separate indicators. Progress towards each is analysed below. Further detail is provided in the Access and Participation Report in Annex 3.

Indicator target	Achievement
Increase School completion[15] rates for boys and girls by 13% for elementary	15.3%

The BEAM–ARMM target for increasing elementary school completion rate was 13% during the course of the program. Elementary completion rate increased throughout ARMM by 15.3% from 24.6% in SY 2012–2013 to 39.9% in SY 2015–2016. A total of four of nine divisions met the BEAM–ARMM target of 13% (see Figure 3). Basilan, in which BEAM–ARMM had lower contributions to access and participation, decreased 27.3% from 68.7% in SY 2012–2013 to 41.4% in SY 2015–2016.

Figure 3   Change in elementary completion rate by division between SY 2012–2013 to SY 2015–2016
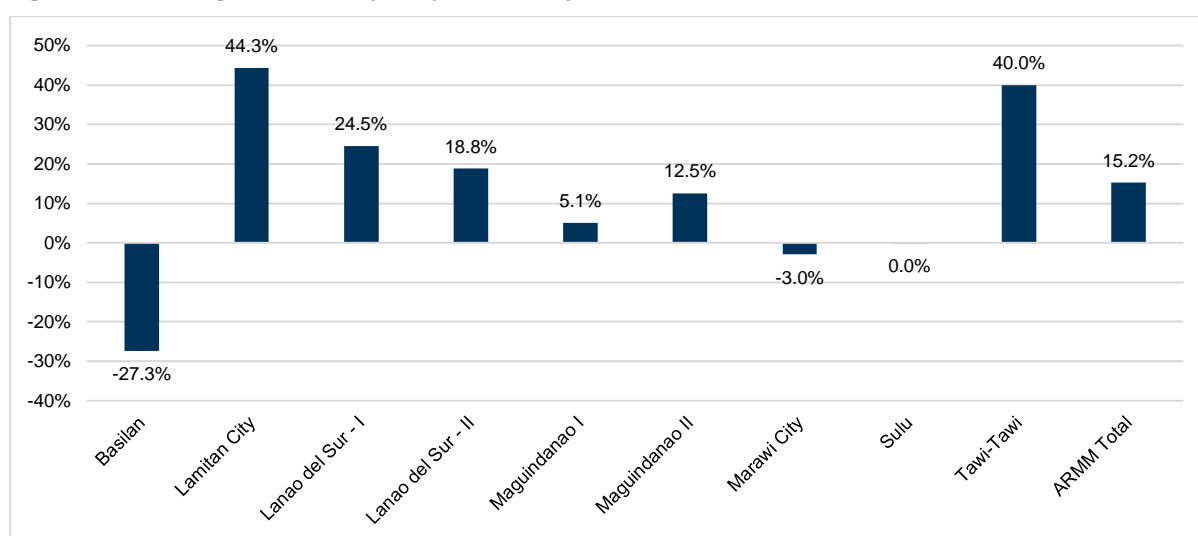
Source: EBEIS, Access and Participation Report

Completion rates remain very low with eight of nine divisions being below 55%. Only Lamitan City (82.3%) exceeded the target. Completion rates favour girls in all divisions except Lanao del Sur-1 (1.01) and Marawi City (0.98) indicating that retention of boys is generally poor.[16]

Indicator target	Achievement
Increase school completion rates for boys and girls by 7% for secondary	30.3%

Secondary completion rates increased throughout ARMM by 30.3% from 46.5% in SY 2012–2013 to 76.8% in SY 2015–2016 (see Figure 4). Four of nine divisions increased completion rates between SY 2012–2013 and SY 2015–2016. Most notable increases were Lanao del Sur-1 (40.5%), Marawi

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15 Completion rate under BEAM–ARMM is defined as the percentage of first grade/year entrants in a level of education who complete/finish the level in accordance with the required number of years of study. This definition is problematic as the denominator is not clearly defined.

16 In BEAM–ARMM focal group discussions with officials conducted in 2017 school officials noted that based on the observed population in some areas, there are more girls than boys. Girls are more interested in school, and are more diligent compared to boys. On the other hand, because of poverty, boys are requested by parents to help them in their work, such as in the farm, construction or quarry. More boys also preferred to quit school and find work to help the family. Once they started to earn, they lost interest in school.

City (19.3%) and Tawi-Tawi (52.2%). Almost all divisions had greater proportion of girls than boys completing secondary education.

Figure 4   **Change in secondary completion rate by division between SY 2012–2013 to SY 2015–2016**
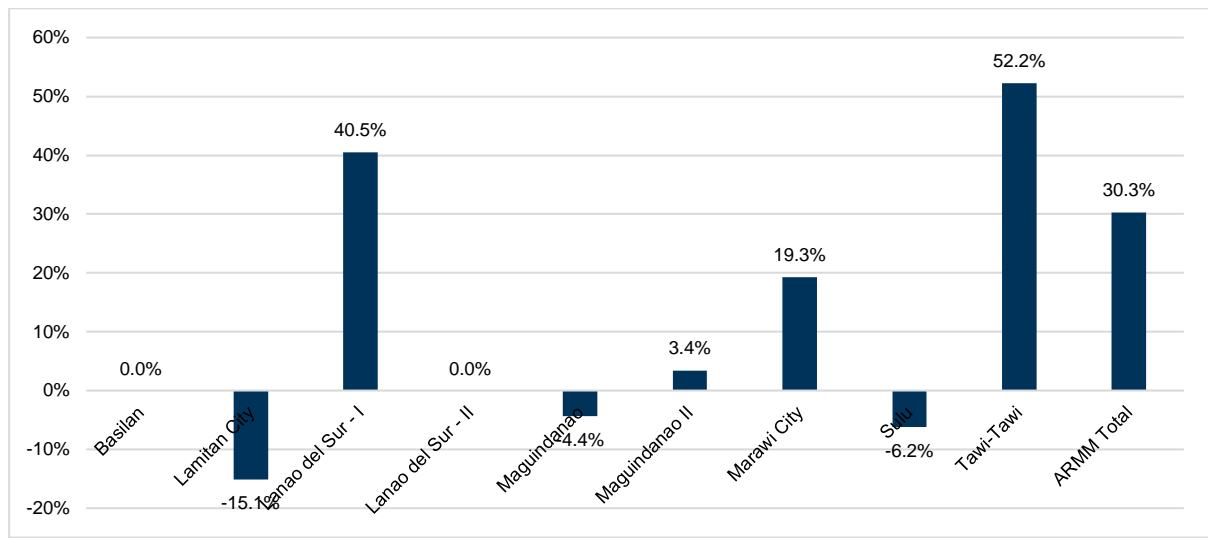
Source: EBEIS 2016, Access and Participation Report

In terms of gender parity index for secondary completion, only Lanao del Sur 1 (GPI 1.00), Lanao del Sur II (GPI 1.01) and Maguindanao (0.99) had similar completion rates for boys and girls (see Figure 5).

Figure 5   **GPI secondary completion rate for SY 2015–2016 by division**
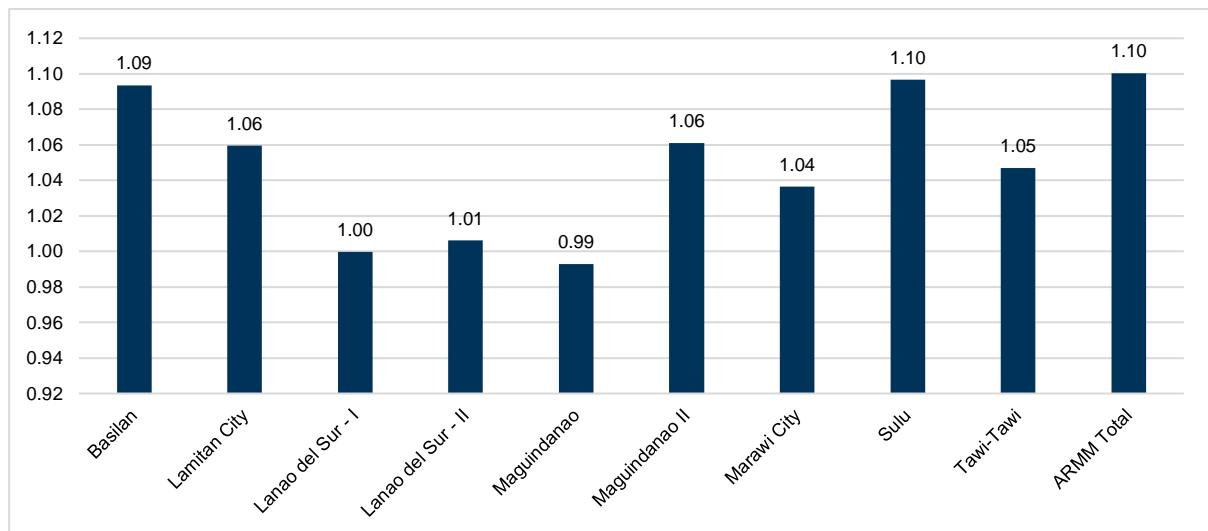
Source: EBEIS 2016, Access and Participation Report

Indicator target	Achievement
Elementary transition rate of 80% of ADM completers to DepEd–ARMM secondary	**Not achieved**

This indicator was based on the assumption that BRAC would take their cohorts to Grade 6 completion and then be high-school ready. However, it is evident that this has not occurred as planned. From 2012–2017, ADM served children from Kindergarten through to Grade 5 only. Thus, it is not possible to meet this indicator within BEAM–ARMM's timeframe. However, all ADM learning centres and learners, as part of the transition process, will be under the DepEd–ARMM system starting SY 2017–2018. For SY 2017–2018, there will be 3,557 ADM learners who are expected to enrol in Grade 6 and eventually will move to the secondary school in SY 2018–2019. These learners include 706 from ADM Group 2, 2,392 for Group 3 and 459 for Group 4.[17]

In terms of the general trend of transition from elementary to secondary from a review of EBEIS data of ARMM, in the baseline year of SY 2012–2013, the transition rate was 91%. The rate varied throughout the BEAM–ARMM program and the final rate in SY 2015–2016 was 70.3%. This was a significant drop from the baseline year. A slightly greater proportion of girls transitioned than boys with a GPI from 1.05 in SY 2012–2013 to 1.04 in SY 2015–2016. Significant variations were evident between divisions which could be indicative of issues in terms of access to secondary education. The transition rate varied considerably between divisions from 58.1% in Sulu to 102.3% in Lanao del Sur II. This indicates that there is still a poor transition rate to secondary education in all divisions except in Lanao del Sur II (102.3%) and Marawi City (88.9%) (see Annex 3 for further discussion on findings).

Indicator target	Achievement
Increase Tahderiyyah completion rate by 10%	**7.9%**

The completion rate in Tahderiyyah centres improved by 6.6%% overall in ARMM and non–ARMM from SY 2014–2015 to SY 2015–2016, from 72.4% to 80.5%. In ARMM, the completion rate increased by 7.9% for the same school years. The increase in ARMM was 8.1% in boys from 73.4% to 81.5% and 7.9% in girls from 74.2% to 82.1%.

In SY 2015–2016, the Tahderiyyah program reached enrolment aggregate numbers of 8,518 children (4,233 boys, 4,285 girls). Of these, 4,950 (58%) are from ARMM. In SY 2016–2017, the Tahderiyyah program enrolled 9,121 children of which 5,749 were in ARMM. This brings the total number of children served by the Tahderiyyah program to 17,639 (10,699 in ARMM) in the past two school years.

Of the total enrollees in SY 2015–2016, 80% or 6,853 (3,377 boys, 3,476 girls) completed the Tahderiyyah program. Total completers in ARMM were 4,050 (2,005 boys and 2,045 girls) which was 82% of total enrolled children in ARMM for the said period. There was 79% completion rate in SY 2016–2017.

In terms of transition from Kindergarten to Grade 1 for SY 2016–2017, for the whole of Mindanao, 1,968 out of 4,322 completers or 45.5% transitioned to Grade 1. For ARMM, 45.5% or 1,347 out of 2,958 completers transitioned to Grade 1.

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17 A transition plan of ADM learners to DepEd system was prepared. Starting SY 2017–2018, all BRAC managed ADM centres and all learners will now be under the responsibility of DepEd. ADM centres are categorised into 3: Group 2 means learners can be absorbed in nearby schools and receiving schools have available classrooms. Group 3 means learners cannot be absorbed by nearby schools due to lack of classrooms and ADM learning centres will continue to be used and learners will continue to go to these learning centres. And Group 4 means ADM learning centres are very far from DepEd schools or for cultural reasons, learners cannot be integrated into regular schools. Refer to Annex 2 ADM discussion paper for additional details.

In previous years, the transition of Tahderiyyah Kindergarten completers was not tracked. Available data from 198 out of 304 Tahderiyyah centres in the ARMM for SY 2015–2016 shows a 45.5% transition rate from the Tahderiyyah centres mostly to DepEd–ARMM schools and to a few private madaris. For SY 2016–2017, BEAM–ARMM was unable to validate how many will transition to Grade 1. Asatidz, however, identified 4,709 children (3,331 in ARMM) ready to transition to Kindergarten and Grade 1 for SY 2017–2018. DepEd Central Office issued a memorandum on June 1, 2017 to receiving schools to accept transitioning children from the Tahderiyyah.

Indicator target	Achievement
% increase access to ECE of Grade 1 entrants, boys and girls from 48% – 55%	55.2%

The program aimed to increase access to ECE of Grade 1 entrants, boys and girls from 48% to 55% measured as Grade 1 Net Intake Rate (NIR).[18] Overall NIR increased between SY 2012–2013 and SY 2015–2016 from 43.5% to 55.2% indicating a greater percentage of correctly aged children enrolled and also perhaps that the data is gradually becoming more accurate. Total Apparent Intake Rate (AIR) declined from 132.4% in SY 2012–2013 to 110.2% in SY 2015–2016. Figure 6 graphs Grade 1 AIR and NIR over the life of BEAM-ARMM. The percentage of pupils incorrectly aged for Grade 1 decreased from 67.1% in SY 2012–2013 to 49.9% in SY 2015–2016.

Figure 6   **Grade 1 AIR and NIR SY 2010–2011 to SY 2015–2016 in ARMM**
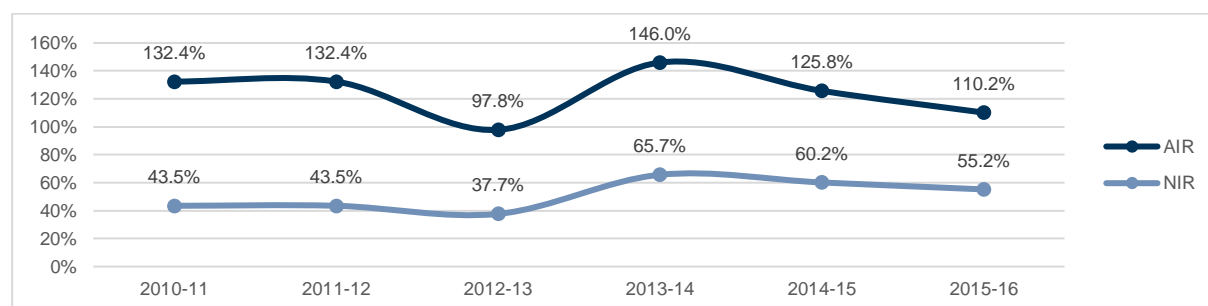
Source: EBEIS 2016

In terms of equity, gross (apparent) in-take proportionally favours girls (SY 2015–2016 GPI GIR 1.15) but the correctly aged children have increased the proportion of boys from GPI NIR 1.08 in SY 2012–2013 to GPI NIR 1.03 in SY 2015–2016 (see Figure 7). Significant disparities in intake rate persist between divisions and range from a GIR of 85.1% (NIR 42.4%) in Basilan to 181.1% (NIR 90.4%) in Lanao Del Sur-1 in SY 2015–2016. These disparities also highlight potential issues concerning the completeness and reliability of the EBEIS data.

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18 Net Intake Rate is the percentage of correctly aged new entrants enrolled in Grade 1 as a proportion of the population of six year old children in the region. Apparent Intake Rate, also called Gross Intake Rate which is the total number of new pupils in Grade 1 divided by the population of six year olds in the region.

Figure 7   **GPI Grade 1 AIR and NIR SY 2010–2011 to SY 2015–2016 in ARMM**
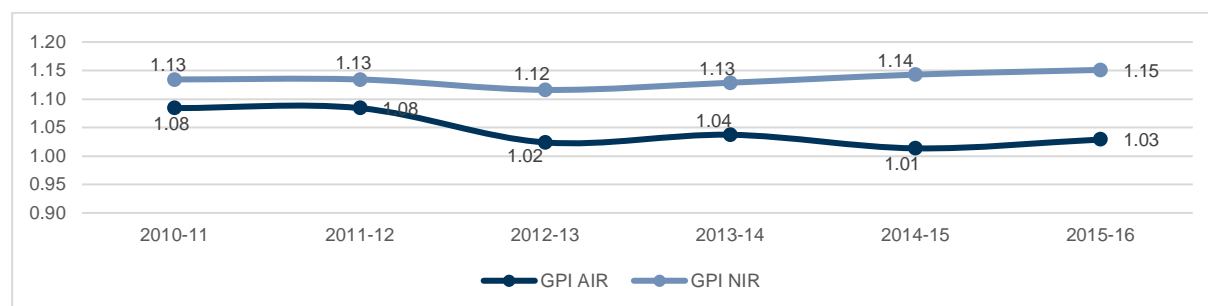
Source: EBEIS 2016

Gender equity also remains a substantial issue in all divisions with exclusion being more predominant for boys than for girls. Boys exclusion from intake is very pronounced in five divisions having a GPI GIR of more than 1.20.

Six of nine recorded divisions achieved the BEAM–ARMM outcome to increase NIR by at least 7%. Lamitan City (34.5%), Lanao del Sur 2B (36.0%) and Maguindanao 1 (33.2%) all recorded increases in NIR of over 30%. Two of nine divisions recorded a decline in GIR with Marawi City having a decline of 78.9%. This means that enrolment data implies an increase in the number of 6 year-old children enrolled in Grade 1. At the same time, the decline of GIR or AIR in seven divisions out of nine implies that there is a reduction in the number of over-aged children enrolling in Grade 1.

Total ECD and Elementary Students Impacted under BEAM–ARMM

The BEAM–ARMM program impacted a great number of pupils throughout its course (2012–2017) as indicated in Annex 1. The total number of pupils impacted by BEAM–ARMM was approximately 110,764. These were children served by the Tahderiyyah, ADM and madaris (see Figure 8). These are likely pupils who would have otherwise either been excluded from the education system or who would have struggled to obtain Kindergarten and elementary education.

Figure 8   **Number of students taught by program and year 2012–2017**

	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017
Madaris	-	-	812	663	775	2,086
Tahderiyyah	1,643	3,336	4,528	8,876	5,601	5,841
BRAC ADM	-	11,865	31,522	38,192	25,438	21,640
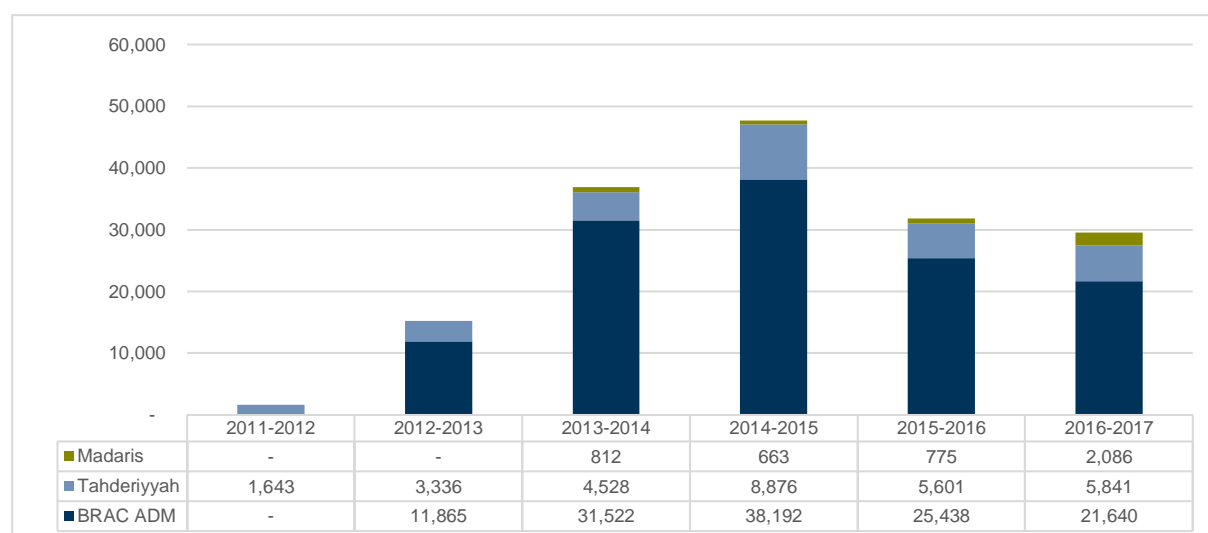
Source: UMIS 2016

The bulk of the pupils benefiting directly from BEAM–ARMM were in Lanao Del Sur and Maguindanao. These provinces contained 74% of pupils impacted under BEAM–ARMM. Refer Figure 9 for details.

Figure 9   Total number of student years taught by program by province 2012–2017

	BASILAN	LANAO DEL SUR	MAGUINDANAO	SULU	TAWI-TAWI
■ Madaris	2042	1715	1440	734	499
■ Taherdariyya	4,819	12,273	8,048	3,795	890
■ BRAC ADM	11,987	65,768	31,157	8,468	11,277
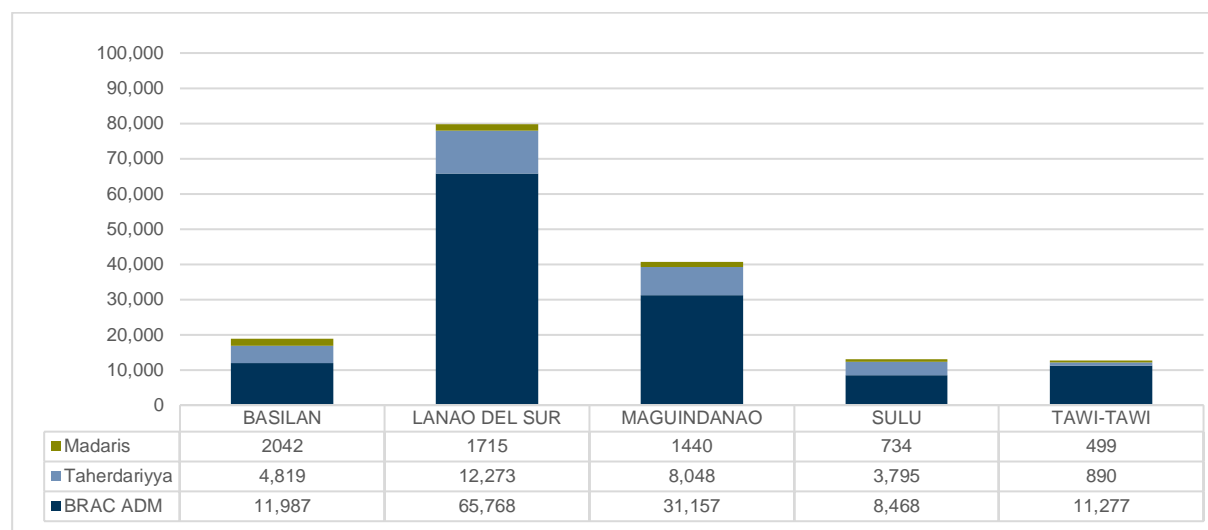
Source: UMIS 2016

A total of 48.5% of the pupils impacted were under BRAC ADM (53,736 of 110,764)[19], 47.6% (or 52,692) with the support provided through UNICEF for the Tahderiyyah and 3.9% (4,336) with support provided to madaris.

Indicator target	Achievement
7% increase in school participation in elementary	**22.1%**

BEAM–ARMM was involved in activities which enabled and advocated for increased participation in elementary education. Therefore, it would be anticipated that the elementary Gross Enrolment Rate (GER) and Net Enrolment Rate (NER) would increase notionally during the duration of the program or that GER would decrease and NER would increase as more students of the correct age participate in elementary education. Further evidence of increase in elementary participation rates and an estimation of BEAM–ARMM contribution is discussed in below.

ARMM has increased GER and NER throughout the BEAM–ARMM program. Overall GER increased from 66.8% in SY 2012–2013 to 88.9% in SY 2015–2016 and NER increased from 55.5% to 69.6% during the same period. This indicates an increase in NER of 14.1% which is above the anticipated target of 7%.[20] GER increased 22.1%. The proportion of incorrectly aged children for elementary increased from 14.1% to 21.6% of children enrolled however this is to be anticipated given that BEAM–ARMM was designed to target those children most likely to be out-of-school children and therefore likely to have been left behind.

As noted above, the trends indicate that data is not accurate. The change to individual pupils was made in SY 2013–2014 and the impact on the data is evident.[21] Participation rates then decrease again from SY 2013–2014 through to SY 2015–2016 likely as a result of DepEd–ARMM's efforts to correct duplicate, poor and inaccurate data.[22] There were large variations in the change in NER and

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19 Estimated using the Cohort model (refer Annex 3).

20 However, the program is scheduled to be completed in 2017 and may achieve the target during the final year.

21 Even in a conflict environment the levels of data variation shown in ARMM would be unusual.

22 DepEd ARMM undertook a 'ghost busting' program commencing in SY 2013–2014 as detailed by ASec Marjuni Maddi, the Assistant Secretary for Academics of DepEd–ARMM during the meeting of the Program Coordinating Committee in February 2017. The term 'Ghost' refers to ghost pupils which are either pupils who enrol at a school but do not attend or pupils who do

GER between divisions between SY 2012–2013 and SY 2015–2016 (see Figure 10). Eight of nine divisions met the BEAM–ARMM target of a 7% increase in NER whilst one of nine divisions declined during the period.[23]

Figure 10   Change in elementary GER and NER (labelled) by division between SY 2012–2013 and SY 2015–2016

	Basilan	Lamitan	Sulu	Tawi-Tawi	Mag 1	Mag 2	LDS 1	LDS 2	Marawi
GER	31.86%	37.69%	11.84%	19.38%	27.27%	37.75%	25.16%	23.18%	-41.45%
NER	19.62%	27.41%	8.11%	10.34%	17.41%	27.31%	16.02%	16.46%	-41.74%
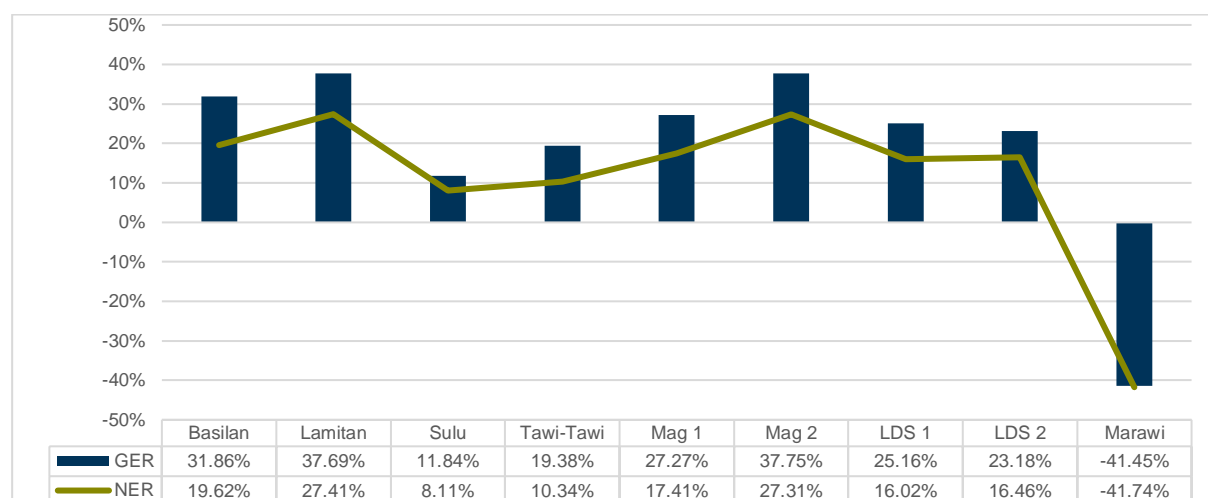
Source: DepEd–ARMM 2016[24]

In ARMM equity in elementary enrolment has improved since SY 2012–SY 2013 from GPI GER 1.09 to GPI GER 1.07 in SY 2015–2016, indicating that there are still issues of low boy's enrolment in elementary education. There are also marked differences in different divisions with many divisions having proportionally poor participation of boys in elementary education, most notably Lanao del Sur - 1B (GPI GER 1.16), Maguindanao 1 (GPI GER 1.13), and Lanao del Sur – II (GPI GER 1.12). GPI NER are higher than GPI GER indicating more boys incorrectly aged in primary school than girls. Elementary participation rates in ARMM remain well below national averages of GER 106.3% and NER 91.1% indicating that more work needs to be done.

The quantitative study on Access and Participation (Annex 3) indicates that BEAM–ARMM has contributed to the increase in school participation in elementary. BEAM–ARMM contribution to Grade 1 entrant was considered a significant achievement through the ADM, madaris and ECCD i.e. around 45.5% of Tahderiyyah completers participated in elementary schools and more than 40,000 children who came from ADM and madaris also attended elementary schools.

BEAM–ARMM contribution to participation in elementary education and challenges

While the program contributed to providing access to basic education in school-less barangays, the learning centres, Tahderiyyah centres and the supported private madaris were not 'complete' elementary schools. For example, the ADM learning centres, employed the cohort strategy, starting

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not exist. Ghost pupils are sometimes a means to increase funding to schools, particularly in environments where per capita funding mechanisms are used but they can also be used to apply for more resources such as teachers, classrooms and pedagogical materials.

23 In BEAM–ARMM Focal Group Discussions conducted in 2017, officials reported that increase in enrolment in Lamitan Division was because of transfer in from conflict affected areas in nearby areas. One school cited an increase in enrolment during the occurrence of Zamboanga siege in 2013, primarily because of transfers in. When the conflict was settled, school enrolments reduced because the transferees went back home. In Marawi, when there was a problem in administration, some schools closed down resulting in decreased enrolment. Although some students transferred to another school in the same division, other children were not able to attend school. These issues were endemic to many areas and resulted in large fluctuations in enrolment.

24 Note that Lanao del Sur – I, Lanao del Sur – IIB and Sulu are using 2014–2015 data as 2015–2016 was not available at the time of drafting of the EPR.

with Kindergarten and Grade 1 from year 1. Most of the Kindergarten learners have transitioned to public schools while the remainder continued with the cohort system as Grade 1 and every year onwards transition to the next grade level with the same learning facilitator. The remaining cohorts are now only in Grades 3, 4 and 5.

The Tahderiyyah centres only provide pre-school for children age 3-4, and Kindergarten for children aged 5 (in some cases 5 and above). The madaris are only from Kindergarten to Grade 3 as of SY 2016–2017 and moving up to next levels in succeeding years. Given the support across multiple years and multiple grades analysis of the data has been applied to determine the likely contribution BEAM–ARMM has made to each level of education.

Contribution through Tahderiyyah program

BEAM–ARMM undertook support to 293 of 811 Tahderiyyah centres through UNICEF's Tahderiyyah program located in ARMM. A total of 29,825 children (50%) had progressed through the Tahderiyyah program in divisions of ARMM by end 2017 and a further 29,803 pupils (50%) had passed through the Tahderiyyah program in other regions of Mindanao for a total of 59,628 pupils. In SY 2015–2016, the Tahderiyyah program reached in terms of enrolment an aggregate number of 8,518 children (4,233 boys, 4,285 girls). Of these, 4,950 (58%) are from ARMM. Of the total enrollees, 80% or 6,853 (3,377 boys, 3,476 girls) completed the Tahderiyyah program.

There was a large difference regionally in the number of children supported with 41% (12,273 of 29,825) of children enrolled in Lanao Del Sur which also had some of the lowest participation rates in early childhood education (ECD) (see Figure 11). Almost all provinces enrolled more girls than boys with the exception of Tawi-Tawi which also had the fewest children (890) enrolled (see Figure 12).

Figure 11   Total number of children enrolled in Tahderiyyah between 2012–2016 in ARMM
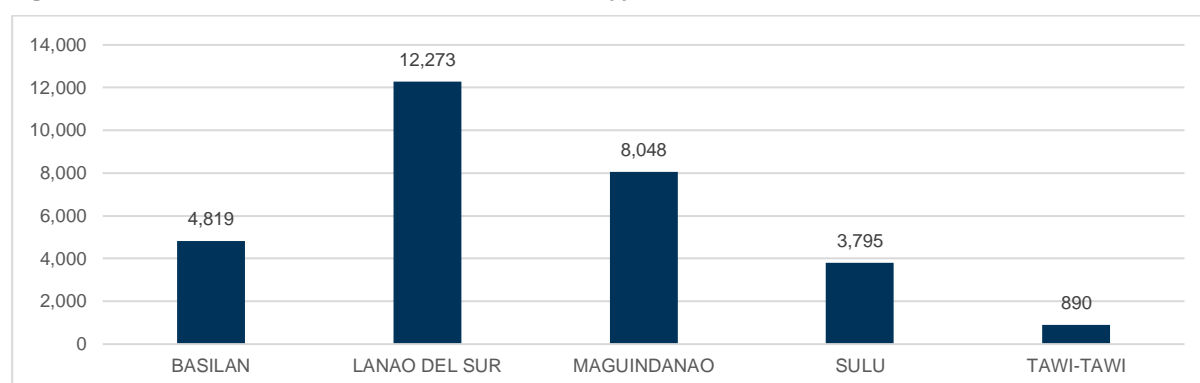
Source: UMIS 2016

Figure 12   GPI of total number of children enrolled in Tahderiyyah between 2012–2016 in ARMM
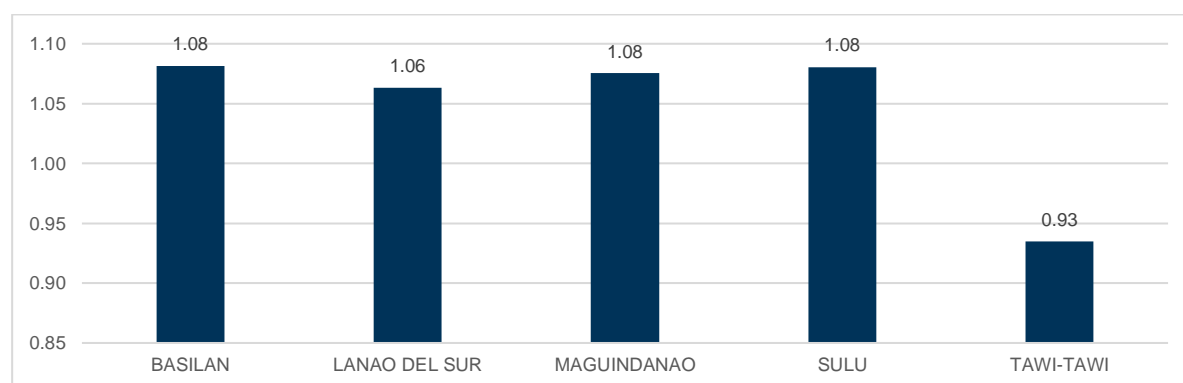
Source: UMIS 2016

Tahderiyyah – advantages and challenges

Tahderiyyah outputs have contributed to overall education participation through quality ECD services to 3–5 year old Bangsamoro children. Quality and sustainability are emphasised because policies and guidelines are considered important in the program in the areas of school management, child protection, integration of WASH and M&E system. The overall aim is to better institutionalise the modality as a formal means of supporting access to education.

Accreditation for Madrasah and Tahderiyyah through DepEd–ARMM's Bureau of Madaris Education is a key policy direction for the BDA going forward. The current accreditation process requires private providers to meet all criteria to be granted an accredited Permit to Operate. However, meeting all the Permit to Operate criteria has proven difficult. Further consultations are required with DepEd–ARMM to progress this aspect of work.

Security concerns around some Tahderiyyah locations means that geo-tagging of centres and identification of students was in some cases problematic. This has implications for data analysis and also assessing effectiveness and planning of transition to government schools.

Adopting the DepEd academic calendar year was a noteworthy contributory factor to the enrolment rate of Tahderiyyah centres. At the onset, when there was no standard academic year, it was observed that parents were not consistent in enrolling their children in Tahderiyyah centres. Around 80% of Tahderiyyah centres did not follow the DepEd academic calendar at the beginning of the program, this is now down to 40% or around 130 Tahderiyyah centres. The recognition of the Tahderiyyah curriculum through the DepEd memo reinforced the advocacy conducted by the program. The advocacy is now more focused with a clear message of its purpose and rationale.

The integration of the different components such as WASH and child protection increased community awareness of the programs that the Tahderiyyah centres offer. They are now seen as an integrated school where students can develop into well-rounded children, learning values and good hygiene, among other skills.

Honorariums given to Tahderiyyah centres for their Asatidz became a motivation for teachers to implement the program (5-day classes). In Davao, approximately fifteen Tahderiyyah centres receive honorariums from local governments through the BDA Davao Regional Office's lobbying efforts. The Mati Muslim Affairs assist Asatidz with honorariums as well. The capacity building for Asatidz has successfully translated to their students being more equipped as they transition to the public school system. Public school teachers have observed that students from Tahderiyyah centres also excel in higher grade levels.

Strong collaboration with the Department of Social Work and Development ensured continued support to the Tahderiyyah program, particularly for the feeding programs conducted in Tahderiyyah centres.

There has been preference in some areas for the Tahderiyyah centres over the day care and public schools attributable to the asatidz's conduct of classes, available materials and WASH facilities. In Marantao, Matanog, Maguindanao, the Day care teacher has transferred to the Tahderiyyah centre because most parents are sending their children there. In Basilan (Linuan and Bass) students from public schools were sent to Tahderiyyah centres as kindergartens.

Internal assessment with BDA noted the following issues with asatidz: (i) Instead of seeing the importance and relevance of data collection, it is considered as an additional task; (ii) Asatidz feel that the ECCD checklist takes too long to accomplish; (iii) Asatidz do not receive any compensation for their work; and (iv) some accept other opportunities such as offers to be Arabic Language Islamic Values Education (ALIVE) teachers. These issues are seen to affect the implementation and sustainability of the Tahderiyyah program.

There was also a concern regarding children's transition from Tahderiyyah to public elementary schools. Some parents were discouraged to bring their children to Tahderiyyah centres. The presence of conflict in the area and launching of Armed Forces of the Philippines Law Enforcement Operations

against lawless elements / terrorist groups – Abu Sayyaf Group, Maute Groups and Bangsamoro Islamic Freedom Fighter – in the provinces of Basilan, Sulu, Lanao Del Sur and Maguindanao impeded implementation of some community-based activities and trainings (e.g. Sulu teachers were not able to participate in the ECCD training, classes in Tahderiyyah centres were suspended, positive parenting and personal safety lessons sessions were delayed in some parts of Lanao and Maguindanao).

Contribution through ADM learning centres

The BRAC ADM program operated learning centres delivering Kindergarten through to Grade 5 education to children throughout ARMM, principally in regions of low access. In total the program gave 53,736 (27,619 boys and 26,117 girls) pupils 110,257 pupil years of education through 1,724 learning centres throughout ARMM. These centres were principally established in barangays which lacked Kindergarten to elementary education. The centres were heavily engaged with the local community and worked to mobilise parents to send their children to school.

Over 28,508 children (53%) received only one year's education under the ADM system whilst most of the remaining 21,640 children received 4 or 5 years of education. Two divisions, Lanao Del Sur and Maguindanao had the majority of enrolments and these two divisions also have very low overall participation rates in elementary education. In SY 2014–2015 which was the largest year of enrolment in the ADM program, Lanao Del Sur had 50% (19,147 of 38,192) pupils enrolled through ADM.

Figure 13   **Number and percentage of children receiving schooling through ADM learning centres by number of years of schooling**
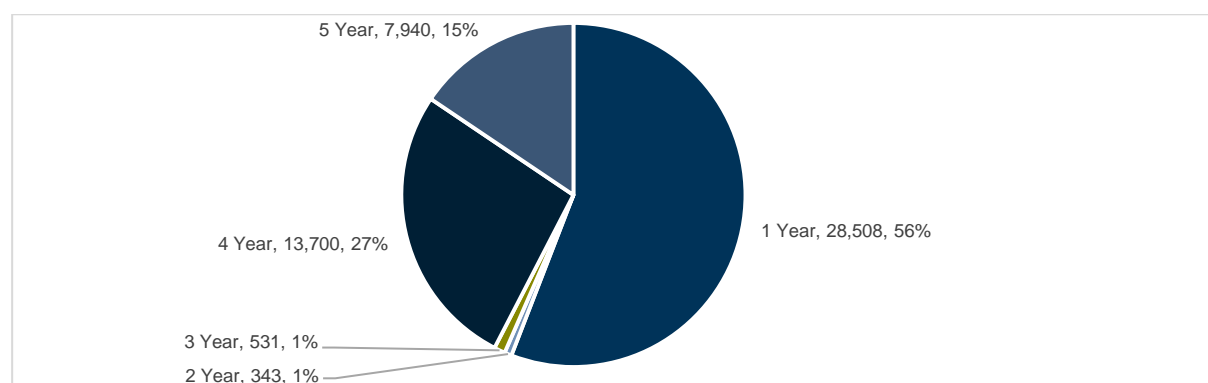
Source: BRAC 2016

There were five cohorts through the ADM program. Most pupils enrolled for the full five-year elementary education cycle with cohort 1 commencing in SY 2012–2013 in Grade 1 (the smallest cohort) and cohort 2 (the largest cohort) commencing in SY 2012–2013 in Kindergarten through to Grade 4 in SY 2016–2017. As indicated in Figure 14, the program had its greatest enrolment in SY 2014–2015 (38,192 pupils) and gradually reduced participation in SY 2015–2016 and SY 2016–2017 as students were transitioned to the formal education system. The program consistently enrolled more boys than girls each year with a strong bias towards enrolment of boys in the final year SY 2016–2017 (GPI 0.92) (see Figure 15).

Figure 14   Number of students in BRAC learning centres by year 2012–2017
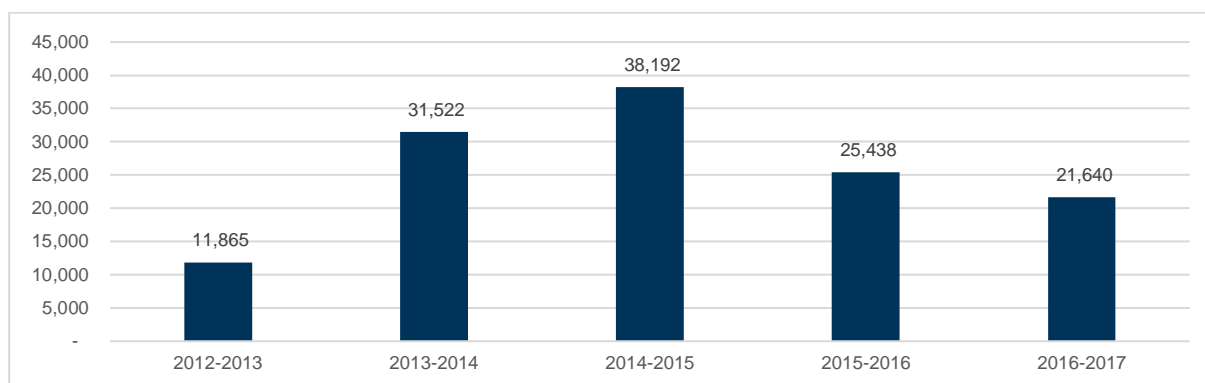
Source: BRAC 2016

Figure 15   GPI number of students in BRAC learning centres by year 2012–2017
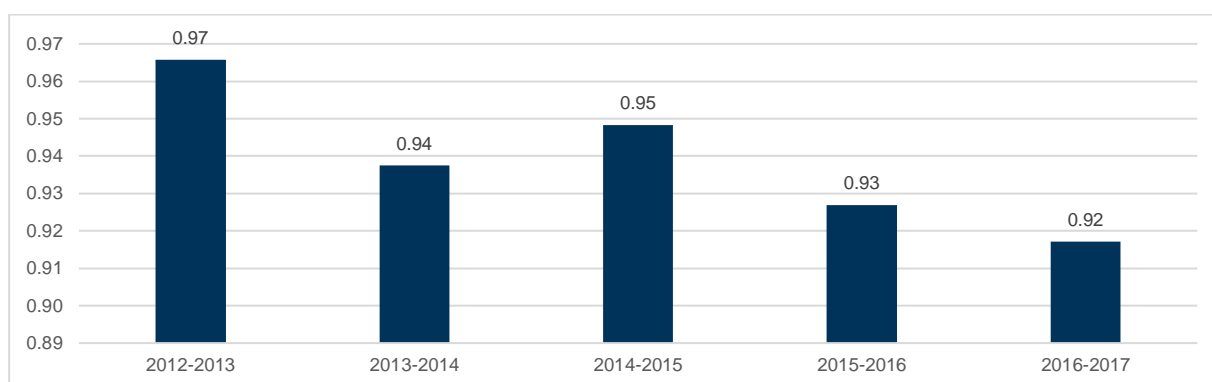
Source: BRAC 2016

ADM transition to DepEd–ARMM schools

As agreed by DFAT, DepEd–ARMM and BRAC in February 2017, the transition of learners to DepEd–ARMM schools will commence in SY 2017–2018. This means that all children will be officially enrolled as DepEd–ARMM students at the commencement of the school year. Recognising the challenges that this will pose on DepEd–ARMM and children and parents, a strategy was developed to facilitate the process. A transition team comprising members from DepEd–ARMM and BRAC was formed and has commenced work to execute the agreed plan. Being under the jurisdiction of a school means that the learning centre will function either as an extension classroom or as an annex to the school where teachers are qualified and recognised by DepEd–ARMM and the children are considered as enrollees of the school to which they are attached. This will also mean that they will be governed by the policies of DepEd–ARMM and the enrolling school.

The early registration of ADM learners was done in February 2017 with over 21,000 learners registering. A total of 473 out of 730 learning facilitators participated in the selection process of teachers who will be transitioned under DepEd–ARMM. This was completed in March 2017. Those qualified learning facilitators will be accepted to the DepEd system for SY 2017–2018. They will undergo a training on K–12 in May which will be conducted by DepEd–ARMM and BRAC Training Unit. DFAT will continue to continue provide support through BRAC but technical leadership and responsibilities will now rest on DepEd–ARMM.

ADM – advantages and challenges

ADM has succeeded to increase access to basic education among out-of-school children who have limited or no access to public schools. The project however, has not been able to provide the complete

basic education for the three cohorts of learners due to a change in the education design – from the Revised Basic Education Curriculum to the K–12 curriculum. The grade levels of learners who will transition to DepEd–ARMM in SY 2017–2018 are Grades 4, 5 and 6 respectively. Hence, the impact of the ADM in terms of quality of education could not be ascertained. The National Assessment Test (NAT) which is given to Grade 3 learners can be a good yardstick to assess the level of competencies of learners gained through the ADM education but it did not eventuate.

However a Longitudinal Study of Learning Achievement of Students in ARMM (Learn-ARMM) did support the findings and indicate that BRAC learners reported improved scoring and test results within the ADM model.[25] Therefore, there was a high chance of effective transition to DepEd-ARMM schools.

It was viewed by BRAC that ADM has brought the learning centres closer to children at a lower cost compared to DepEd–ARMM operated schools but this needs further study and dialogue with DepEd–ARMM. Local communities (leaders, and parents) are empowered, capacitated and actively involved to manage and operate schools in their respective communities. The challenge of this modality is the selection of learning facilitators. Despite the monthly training received by learning facilitators, the teaching and learning tasks are a challenge for them, particularly in teaching higher grade levels. Some learning facilitators do not hold an education degree or have an education background, thus have difficulty in handling subjects in the higher grades.

ADM is a one-cohort system of basic education which has limited interaction on the part of the learners unlike those learners in a DepEd–ARMM multi-class setting. The transition of learners to DepEd–ARMM may result in issues such as: (i) qualified learning facilitators whose learners are mainstreamed to DepEd–ARMM schools SY 2013–2015 have to be assigned in other barangays at considerable distance from their homes; (ii) attendance of learners in DepEd–ARMM schools may be affected due to distance of the catchment schools; (iii) learners may have difficulty in adapting to a new set-up – from BRAC ADM learning centres to DepEd–ARMM schools; and (iv) K–12 curriculum is more focused on performance tasks which require resources from parents who may not be able to comply, thus affecting the learning performance of children.

Indicator target	Achievement
7% increase in participation rate in secondary education	22% NER

As noted, it is unlikely that BEAM–ARMM would have had a large impact on secondary education participation rates given the duration of the program and its focus on elementary education. The following analysis was undertaken to help validate gains.

Overall secondary GER increased from 38.6% in SY 2012–2013 to 46.5% in SY 2015–2016 and NER increased from 26.5% to 32.4% during the same period. This indicates an increase in NER of 22% from the baseline which is much higher than the anticipated target of 7%. GER increased 20% from the baseline. The proportion of incorrectly aged children for elementary increased from 28.5% to 30.2% of children enrolled however this is to be anticipated given that primary repetition rates are still high in ARMM which would result in age distortions in secondary education.

BEAM–ARMM estimated cumulative contribution to total enrolment SY 2016–2017

Both the UNICEF Tahderiyyah program and the BRAC ADM contributed significantly to Grade 1 intake in the formal education system. An estimate of the contribution to ARMM GER is presented in the figures below. The contribution early in the program was minor however by SY 2015–2016 the

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[25] The Learn-ARMM indicated that ADM learners' achievement on mean scaled scores in mathematics and literacy is 66.52 and 65.69 respectively which is comparable to DepEd with 65.62 in mathematics and 65.05 in literacy.

estimated annual contribution from both programs was 7.4% of GER which achieved the program's target of 7%.

Figure 16   **Percentage contribution to GER for BEAM–ARMM[26]**

	1	2	3	4
GER	97.8%	146.0%	125.8%	110.2%
%GER BEAM	0.7%	2.5%	3.6%	7.4%
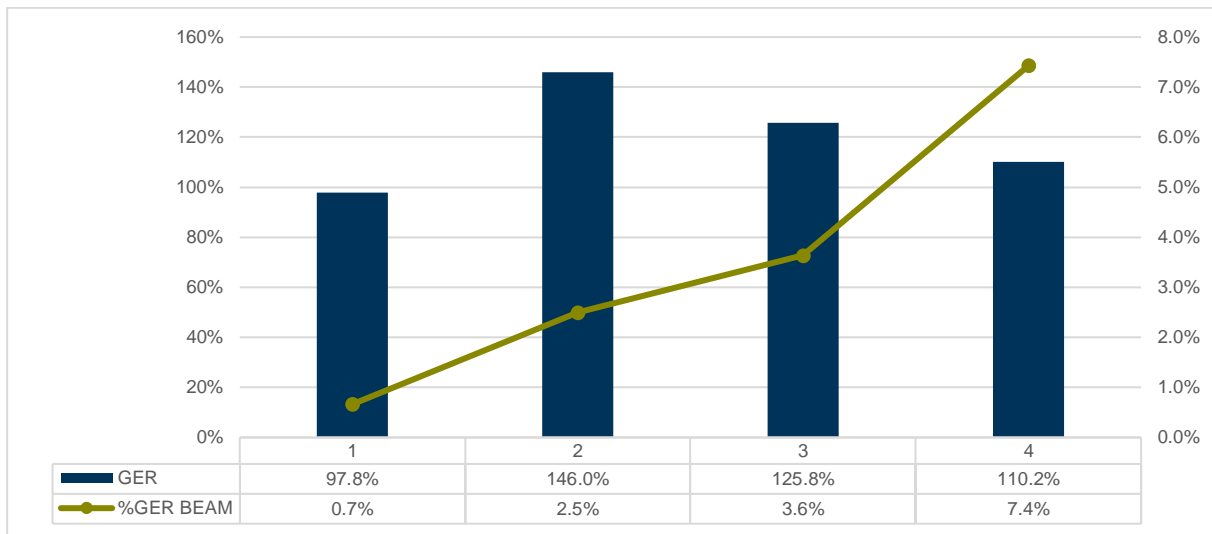
Source: BEAM–ARMM UMIS, 2017

Figures 17 and 18 below show the BEAM–ARMM program's contribution to DepEd–ARMM's GER and NER, where the program's contribution increased from 2% from the baseline in SY 2012–2013 to 5% in SY 2015–2016 despite decreases in ARMM's enrolment rates. This is however 2% below the target of 7% in the results framework.

Figure 17   **BEAM–ARMM's contribution to DepEd–ARMM's GER**

	2012-13	2013-14	2014-15	2015-16
GER (DepEd ARMM)	112%	106%	97%	89%
GER (DepEd + BEAM ARMM)	114%	110%	101%	94%
% increase contribution of BEAM ARMM to GER	2.12%	3.53%	4.08%	5.17%
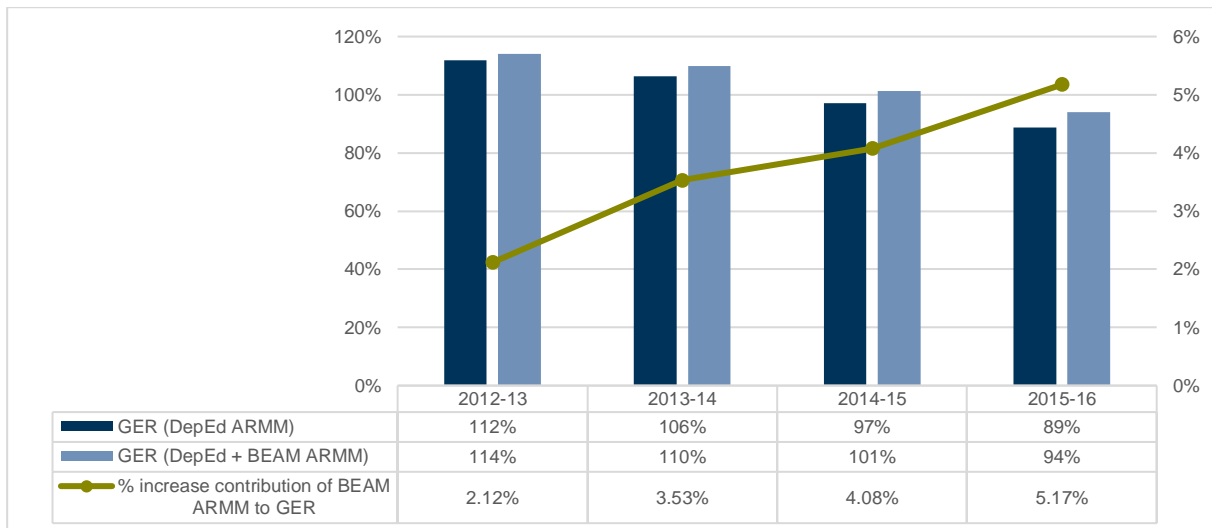
Source: BEAM–ARMM UMIS, 2017

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26 This calculation assumes 80.5% completion rate and 84% transition rate to Grade 1 ARMM children enrolled in the Tahderiyyah program and 100% transition for children enrolled in the BRAC ADM. It also assumes that students in Grade 1 BRAC are included in EBEIS enrolment data which was not the case until SY 2015–2016. For these reasons the calculation presents an estimate only.

Figure 18   BEAM–ARMM's contribution to DepEd–ARMM's NER

	2012-13	2013-14	2014-15	2015-16
NER (DepEd ARMM)	93.00%	87.73%	75.64%	69.64%
NER (w/ BEAM ARMM)	95.12%	91.26%	79.72%	74.81%
% increase contribution of BEAM ARMM to NER	2.12%	3.53%	4.08%	5.17%
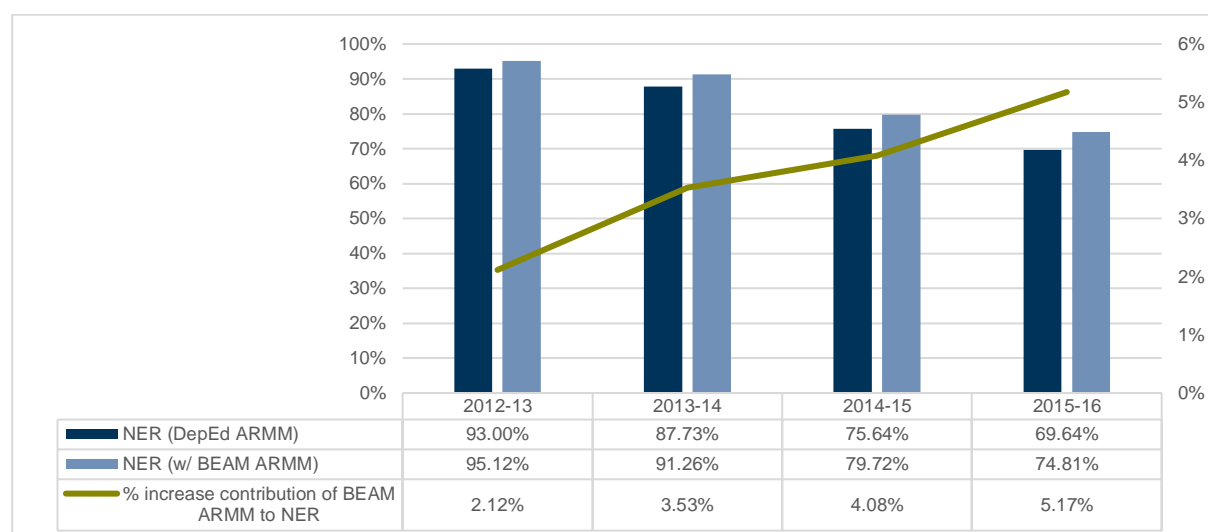
Source UMIS 2017, EBEIS

Indicator target	Achievement
Increase enrolment of indigenous learners, children with special needs, children in conflict, children from poor families	340% increase in enrolment of children with special needs

BEAM–ARMM inclusion of marginalised and disadvantaged children[27]

The program's priority is to reach out to children with special needs, children in conflict and children from poor families. The program reached significant numbers of such marginalised children.

ADM adhered to the values of inclusiveness by accommodating children of indigenous families and children with physical disabilities. All children enrolled in ADM belonged to marginalised families. The learning facilitators were given training on how to educate indigenous children. The ADM served the children of marginalised families in the target communities where parents have a strong desire for education for their children. They took advantage of the ADM learning centres established in their local community. The ADM project offered free books, bags, and school supplies. In the four years of BRAC implementation from 2012–2016, a total of 6,344 (GPI 1.00) indigenous people and ethnic group children enrolled in ADM; and 391 (235 boys and 156 girls) children with physical impairments. The ADM enrolled indigenous children from communities such as the Teduray in Upi, Maguindanao, Yakan in Basilan, and Sama in island provinces.

The data from EBEIS for children of IPs in ARMM is likely flawed but improving. There were 54,527 children identified as IP in ARMM in SY 2012–2013 which increased steadily to 358,730 children in 2016–2017, more than a six-fold increase. The increase is likely due to the change to individual pupil data through the Learner Information System. It can be assumed that teachers who provided information on learners have belatedly recorded ethnic affiliation of learners into the Learner Information System.

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27 The Philippines does not employ a standardised method for identification of children with disabilities such as the Washington Method. This presents a significant barrier in identifying, including and properly caring for children with disabilities. Further there may be stigmas attached to certain disabilities which further limits the capacity for children with disabilities to be properly included in the education system (reference: From the various focus group discussions with Schools Division Superintendents in November 2017 related to the End-of-Program Review)

Chronic poverty and episodic conflicts serve as disincentives for families to send their children to school or to have them continue in school. Occasional conflicts between the military and armed groups such as the Abu Sayyaf Group, the Bangsamoro Islamic Freedom Fighters and other armed elements, including the recent emergence of the Maute group, cause displacement and disrupt classes. The BEAM–ARMM Program Design Document also proposed that the issue of 'rido' (clan warfare) would need to be seriously examined and addressed not only by DepEd–ARMM but by the Regional Government itself. These challenges were also cited in the baseline study on access and participation that was conducted by the program.[28] Parents would prioritise the livelihood of their family so there was a tendency to get children out of school to help in seasonal livelihood activities.

Together the SPED, regular schools and ADM interventions served 1,650 children with special needs, mostly due to physical impairment. Aside from equipping five SPED centres (in each of the five provinces), an important intervention of the program was building the capacity of teachers to identify and teach these children. The program sent 20 SPED teachers to the University of Southeastern Philippines in Davao City to specialise in educating children with special needs. It also facilitated the conduct of training for schools with large numbers of children with disabilities, based on EBEIS data. It is important to note that the program only equipped five SPED centres and consistent support needs to be provided to the centres to ensure transfer and application of skills developed and strategic use of the centres. There is also a need for continuing advocacy and training for teachers and school heads.

Significantly at the regional level, DepEd–ARMM's 'Child-Find' program or strategy aims to seek those children with disabilities to bring them to school as part of the national goal of universal education. This has helped to increase enrolment of children with disabilities. In SY 2012–2013 there were only 90 reported children with disabilities in the SPED program for children with special needs. With assistance to SPED from BEAM–ARMM this has increased to 187, while enrolment data in regular schools showed a 286% increase in children being served under SPED from 375 in SY 2012–2013 to 1,072 in SY 2016–2017. Total children with disabilities enrolment in ARMM, including SPED data, increased by 355% from 465 in SY 2012–2013 to 1,650 in SY 2016–2017. This includes the 391 children with disabilities (235 boys and 156 girls) from the ADM LCs.

In working with conflict-affected communities and in Bangsamoro communities, BEAM–ARMM delivered ECCD services through Islamic day care centres or 'Tahderiyyah' covering ARMM, Region 9, 10, 11 and 12 in Mindanao, particularly in communities that were hard-to-reach and conflict-affected. The Tahderiyyah program is education-focused toward peacebuilding. It creates a platform for non-state institutions such as the Bangsamoro Development Agency (BDA) to work with state actors i.e. DepEd–ARMM, Department of Social Welfare and Development, Department of Health towards the common goal of providing Bangsamoro children the right to education. UNICEF, a partner of BDA, was instrumental in BDA becoming a member of the Regional sub-committee on the welfare of children. This engagement has been considered important to address broader issues of children in conflict-affected communities. The Tahderiyyah program has served a total of 52,692 children through 822 Tahderiyyah centres across Mindanao, with 29,825 children having been served in ARMM through 293 Tahderiyyah centres. It is important to note that 33%[29] of Tahderiyyah target areas do not have an elementary school nearby, thus, Tahderiyyah centres provided necessary access to early childhood education. It was estimated that 45.5% of Tahderiyyah Kindergarten completers transitioned to Grade 1, with the majority going to public schools.

A significant number of children, 53,736, were served through 1,724[30] ADM learning centres which delivered Kindergarten through to Grade 5 education throughout areas of ARMM considered remote, isolated and poorest of the poor. These children came from communities in ARMM where there are

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28 Baseline Study on Access and Participation, May 2015, BEAM–ARMM.
29 UNICEF's report in March 2017 for its input to EPR
30 Of the 1,724 ADM learning centres, 845 continued to be supported in Phase 2 (which included 730 learning centres that catered to elementary grades and 115 Kindergarten learning centres). For the number of learning centres supported in the final year of Phase 2 i.e. 730 learning centres, 126 (17%) learning centres were established in school less communities.

either no public schools or, if so, they are unable to fully serve the number of children in the community.

3.1.2 End of Program Outcome 2: Improved quality of education and education environment of learners, teachers and managers

Overview

An important EOPO for this outcome is to improve student achievements in core learning areas specifically in science, mathematics, and English in government schools. BEAM–ARMM also built in quality measures in other partner programs even though they primarily are designed to address access. Specific indicators include: (i) improved school readiness of Grade 1 intakes with 90% of 36,000 ADM Kindergarten completers proceeding to Grade 1; (ii) 50% of ADM Grade 3 learners receiving a pass rate in the LAPG or NAT; (iii) 5% improvement in achievement rates in elementary and secondary; (iv) reduction in disparity in performance of boys and girls; and (v) 5% improvement in the performance of madaris learners and teaching in private madaris supported by the program.

Summary of key findings for EOPO 2 indicators

Overall key findings include: 10.5% increase in the NAT scores or 5.71 points increase in the MPS of Grade 3 students in SY 2015–2016 compared with the NAT results for Grade 3 in SY 2011–2012. A total of 12,325 teachers were trained in various teacher training activities of BEAM–ARMM from 2013–2016. Of the teachers trained, 64% of 2,272 teachers assessed have improved scores in the parallel post-test against the pre-test scores from the target of 50% of teachers trained with improved competencies. The following sections provide a brief discussion on contextualisation and a more in-depth analysis and discussion by EOPO indicators for quality.

Contextualising the targets in the basic education component

At the start of BEAM–ARMM in 2012, the DepEd Central Office had commenced rollout of the new K–12 curriculum and corresponding training. To complement this national training, BEAM–ARMM provided supplemental training in science and mathematics beginning with Grades 1 and 7 in late SY 2013 – 2014 and then Grades 2 and 8 in SY 2014–2015. Other training that focused on piloting school-based professional development activities including a reading program for both teachers and students commenced in late 2015. This supplemental training was targeted to cover the least learned competencies of students using NAT results from previous years. While NAT results were not yet constructed to the new K–12 curriculum, University of the Philippines – National Institute for Science and Mathematics Education Development was consulted on the analysis of the competencies in the previous NAT that aligned with the new curriculum to design the supplemental training for BEAM–ARMM. The following table shows the representation of BEAM–ARMM interventions that supplemented the roll out of national K–12 training.

Table 2   Training activities for teachers conducted by DepEd–ARMM and BEAM–ARMM, 2012–2016

DepEd- ARMM/Central	BEAM–ARMM
2012 National K–12 Grades 1 and 7	
2013 National K–12 Grades 2 and 8	2013 Supplemental training on K–12 science, math Grades 1 and 7. Training for administrators on K–12
2014 National K–12 Grades 3 and 9	2014 Supplemental training on K–12 science and math grades 2 and 8. Instructional practices training for grades 2 and 8
2015 National K–12 Grades 4 and 10	2015 Reading training grades 1,7,8. Training on ReadALLL for 45 schools. Training on Learning Partnership Program for 217 schools. Training for Kindergarten teachers

DepEd- ARMM/Central	BEAM–ARMM
2016 National K–12 Grades 5 and 11. Training on developmentally appropriate practices	2016 Training on reading grades 2,3,4,5,6. Training on instructional leadership
2017 National K–12 Grades 6 and 12	

Source: BEAM–ARMM UMIS, 2017

Analysis by EOPO2 indicators

The following sections provide more in-depth discussion regarding the achievement of EOPO indicators for quality.

Indicator target	Achievement
Improved school readiness assessment of Grade 1 intakes Target: ADM – 90% of 36,000 Kindergarten completers proceed to Grade 1	**134%%**

The ADM provides access to and equitable provision of basic education in ARMM, targeting out-of-school children in remote, poor and conflict-affected communities. The ADM learning centres offer Kindergarten and elementary education using the K–12 curriculum and BRAC education model approaches. From SY 2012 to SY 2016, a total of 43,606 children (22,000 boys, 21,606 girls) completed Kindergarten education in ADM. Of these, 32,180 children (16,334 boys; 15,846 girls) or 73.8% of the total Kindergarten completers transitioned to Grade 1 in DepEd-ARMM schools. The remaining 26.2% transitioned to Grade 1 in the ADM system leading to a total transition rate of 100%. A study by the University of the Philippines in Los Banos Foundation, Inc. completed in April 2016 found that 99% of the learning centre Kindergarten learners in SY 2013–2014 continued on to Grade 1 in SY 2014–2015. Of these, more than 60% proceeded to Grade 1 in public and other private schools whereas the rest continued on in the ADM learning centres.

The ECD checklist serves as a readiness assessment tool for Kindergarten pupils preparing for Grade 1. The checklist results categorises children into groups according to their responses to the assessment. The University of the Philippines in Los Banos Foundation reported that while the results varied from the previous year, there was a general improvement in the scores. For SY 2013–2014, the results showed that at the start of the school year, 33% of the students were at lower levels of development (significant delay and slight delay in development). At post-test, 100% of the children had moved to 'average overall development'.

The results of the School Readiness Year-End Assessment administered to Kindergarten students over three years revealed that the most common learned skills across all learning centres are: fine motor development, socio-emotional development, language development and numeracy, and perceptual development.

These assessment tools were used both to guide the teaching and learning processes and to assess the readiness of children to transition at the end of the school year. DepEd Central has recently revised the school readiness assessment tool to integrate the ECD checklist and the School Readiness Year-End Assessment.

Indicator Target	Achievement[31]
% improvement in elementary LAPG results. Target: 50% of ADM G3 learners receive pass rate (75% and above) in Language Assessment for Primary Grades	45.5% in English 60.2% in Filipino 36.4% in Maguindanaon 0% in Tausug 45.1% in Meranao

A total of 93 ADM learning centres (or 13% of 730 learning centres) participated in the 2015 Language Assessment for Primary Grades (LAPG). As shown in Table 3, participating learning centres came from the provinces of Lanao del Sur, Maguindanao, and Tawi-Tawi. A total of 2,555 learning centre students were assessed in English (L3) and Filipino (L2); 727 in Maguindanaon (L1); 1,033 in Meranaw (L1); and 112 in Tausug (L1).

Table 3   **Number of participating ADM learning centres and learning centre students in the 2015 LAPG, by language, and by province**

Province	Languages Assessed	No of learning centres	No of Students
Lanao del Sur	Meranaw	43	1,025
	Maguindanaon	5	9
	Filipino	43	1,160
	English	43	1,160
Maguindanao	Meranaw	8	8
	Maguindanaon	28	718
	Filipino	33	897
	English	33	897
Tawi-Tawi	Tausug	4	112
	Filipino	17	498
	English	17	498

Source: BRAC, LAPG Report

The national target set by the DepEd in terms of achievement level is 75%. A MPS below 75 means that the examinees' test performance does not belong to the upper average of the total number of test-takers. Overall, the MPS of students from ADM learning centres (M=72.62) was higher than their counterparts from DepEd–ARMM schools (M=69.67) from Lanao del Sur, Maguindanao, and Tawi-Tawi, and from all DepEd–ARMM schools (M=68.00). Table 4 below summarises the MPS scores for learning centres and regular schools.

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31 See Table 5 Percentage of BRAC learning centres with LAPG average of 75% and above.

Table 4   LAPG mean percentage score, by language

MPS by Language	BRAC learning centres[32] (Lanao del Sur, Tawi-Tawi, and Maguindanao)	DepEd Schools[33] (Lanao del Sur, Tawi-Tawi, and Maguindanao)	DepEd schools[34] (all provinces)
English	71.62	69.81	68.22
Maguindanaon	68.46	65.47	65.47
Meranaw	71.87	69.20	69.40
Tausug	58.97	56.33	57.97
Filipino	76.11	71.99	70.42
Chavacano			77.70
Hiligaynon			62.20
Binisaya			63.78
Yakan			71.84
Overall	72.62	69.67	68.00

Source: BRAC, LAPG Report

In the absence of scores on individual learners the average scores per learning centre is used to respond to this indicator. Overall, the percentage of learners passing with scores of 75% and above was greater than the percentage of learners gaining scores of 75% from government schools within the same province, and as compared to the whole of ARMM. The highest number of ADM passers were in Filipino, where 60% of the test takers got scores of 75% and above. The percentage of passers gaining scores of 75% and above in English, Maguindanaon, and Meranaw is below 50%. Nevertheless, the percentage of passers is still above those of their counterparts in same provinces and as compared to the whole of ARMM. None from the Tausug-speaking learning centres gained scores of 75% or above. Table 5 below compares the LAPG results of learning centres and DepEd-ARMM schools.

Table 5   Percentage of learning centres with LAPG average of 75% and above

	BRAC Learning Centres		DepEd ARMM School (Lanao del Sur, Tawi-Tawi, and Maguindanao)		DepEd ARMM Schools (All Provinces)	
	No of learning centres	Distribution	No of ES	Distribution	No of ES	Distribution
Language: English						
No of learning centres/Elementary Schools (ES)	93		1,179		1,693	
National Target (75% and up)	42	45.16%	481	40.80%	639	38%
Language: Filipino						
No of learning centres/ Elementary Schools	93		1,179		1,694	
National Target (75% and up)	56	60.22%	561	47.58%	753	44.45%

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32 93 BRAC learning centres in Lanao del Sur, Tawi-Tawi, and Maguindanao
33 1,179 elementary schools in Lanao del Sur, Tawi-Tawi and Maguindanao assessed in English, Filipino, Maguindanaon, Meranaw, and Tausug.
34 1,694 elementary schools in ARMM assessed in the identified languages.

	BRAC Learning Centres		DepEd ARMM School (Lanao del Sur, Tawi-Tawi, and Maguindanao)		DepEd ARMM Schools (All Provinces)	
	No of learning centres	Distribution	No of ES	Distribution	No of ES	Distribution
Language: Tausug						
No of learning centres/ Elementary Schools	4		96		486	
National Target (75% and up)	0	0.00%	16	17%	73	15%
Language: Maguindanaon						
No of learning centres/ Elementary Schools	33		318		318	
National Target (75% and up)	12	36.36%	101	32%	101	32%
Language: Meranaw						
No of learning centres/ Elementary Schools	51		563		563	
National Target (75% and up)	23	45.10%	225	40%	225	40%

Source: BRAC LAPG Report

BRAC developed materials based on the K–12 curriculum competencies, initially in English and then translated into Filipino. In teaching the subjects using the mother tongue as the medium of instruction, learning facilitators translated the materials from Filipino into the local language of their learners. As designed, each ADM learning facilitator is recruited from the community where the learning centre is established so they speak the same language.

Indicator target	Achievement
Improved achievement rate in elementary and secondary from a baseline in selected schools. Target: 5% improved achievement rate of students in NAT	**10.5%**

The NAT in SY 2011–2012 was used as the baseline for the program to assess this indicator. Since the program only provided support for Kindergarten, Grades 1, 2, 7, and 8 teachers, it was decided at that time that NAT Grade 3 and NAT Grade 8 would be used as the measures of student achievements. In 2016, NAT Grade 8 was discontinued as a result of the reconfiguration for K–12. Thus only NAT Grade 3 was administered and used as the end-line data. Figure 19 provides an overall summary of NAT results for Grade 3 between 2012 and 2016 for ARMM's nine divisions. Figure 20 provides a breakdown by division.

Figure 19   National Achievement Test for Grade 3, 2012 and 2016

	Overall	English Reading	Science	Math
2012	54.36	52.55	52.61	57.63
2016	60.07	54.54	64.62	61.58
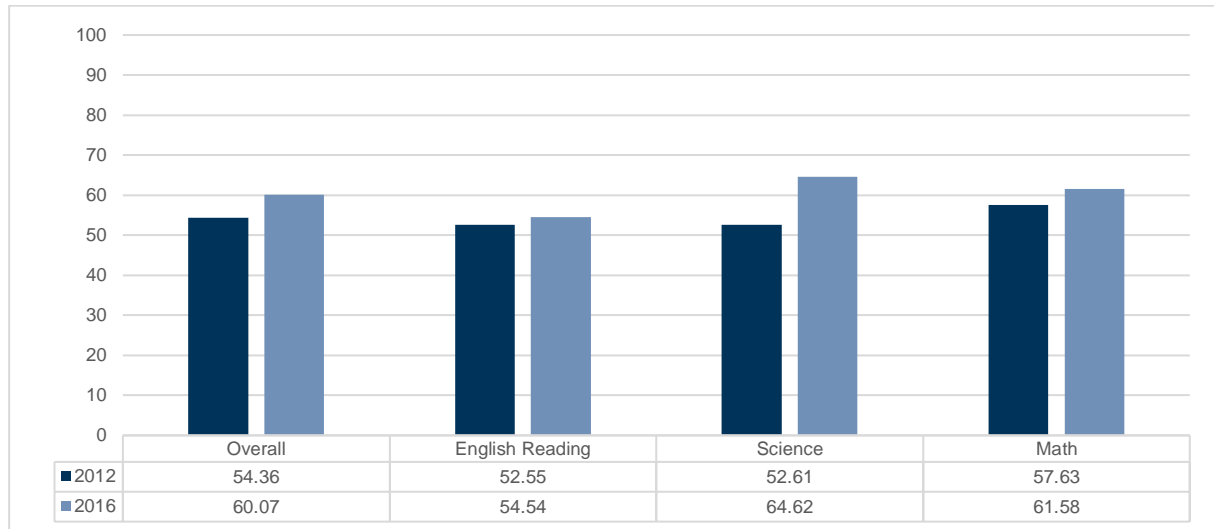
Source: NAT Report, BEAM–ARMM

Figure 20   Mean percentage scores comparison group and intervention group, SY 2015–2016, NAT G3

	Sulu	Tawi-Tawi	Lanao Del Sur	Lanao Del Sur II	Maguindanao I	Basilan	Marawi City	Maguindanao II	Lamitan
Comparison	47.89	56.16	62.68	55.77	50.08	58.63	64.12	42.81	62.14
Intervention	60.57	53.36	66.96	61.93	62.23	62.36	71.98	47.47	59.36
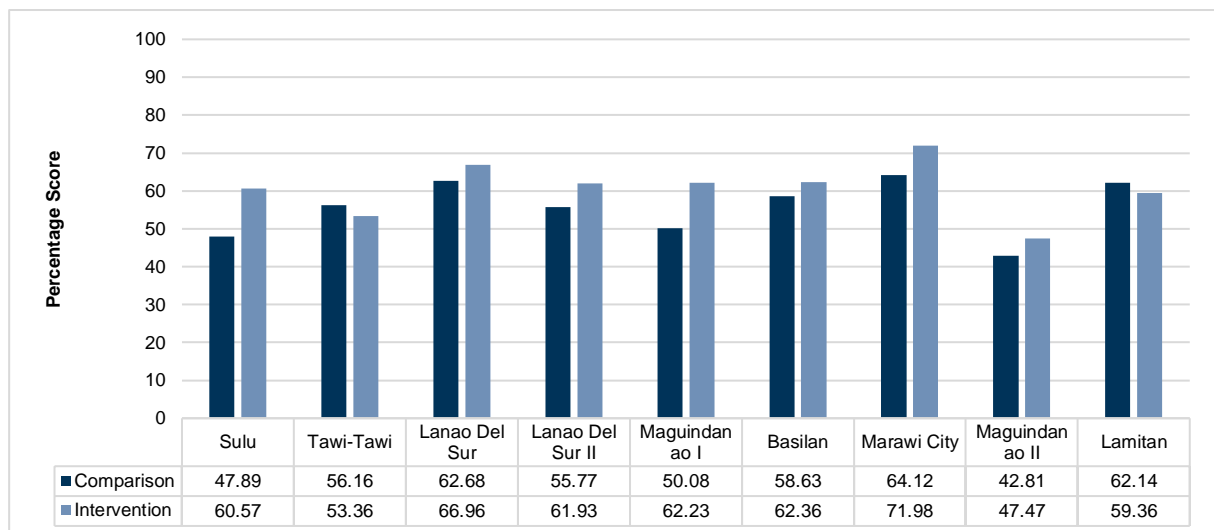
Source: 2012 and 2016 NAT Report, BEAM–ARMM

Overall, there was a significant 10.5% increase in the NAT overall scores or 5.71 points increase in the mean percentage scores compared with the NAT results for Grade 3 in SY 2011–2012. Seven of the nine divisions performed significantly higher than the baseline. Although ARMM registered an improvement, the overall MPS is still way below the 75% minimum expected level of mastery.[35]

The greatest improvement in NAT score was in science at 12.01 percentage points higher than the NAT mean score in 2012. The cohort of students assessed in 2016 had significantly higher mean percentage score (M = 64.62) than the cohort of students assessed in 2012 (M = 52.61) in science. It is also important to note that while students in Grade 3 in ARMM have always scored the lowest in science in the past, in this latest NAT result, ARMM scored the highest in this learning area. For ARMM, this could be attributed to the fact that BEAM–ARMM supported the training of Grades 1 and 2

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[35] Mean Percentage Scores indicate the ratio between the number of correctly answered items in a test and the total number of item in terms of quartile distribution. 75–100% are the mastery level, 50–74% near mastery, and 25–49% low mastery and 0–24% no mastery.

teachers in science to enable them to effectively integrate foundation science concepts in other learning areas as prescribed in the curriculum.

Improved teacher competencies in science, mathematics, and English

Mathematics and science

All teachers who have been part of BEAM–ARMM's teacher training, undertook a pre-test before the commencement of training from 2013–2015. The program engaged the University of Philippines National Institute for Science and Mathematics Education Development (UP NISMED) for the development of the assessment tools for both the pre-test and the parallel post-training test. A randomly selected group of 1,903 individual teachers made up the sample who took the post-test, all at the same time in August 2016. Some of them took a combination of science, maths, and reading assessments depending on which training they had been part of. The total assessment units (single tests) taken by these 1,903 teachers was 2,243. Figure 21 graphs their pre- and parallel post-test scores.

Figure 21   **Pre- and parallel post-test scores of science and math teachers**

	Science Grade 1	Science Grade 2	Science Grade 7	Science Grade 8	Math Grade 1	Math Grade 2	Math Grade 7	Math Grade 8
■ Pretest	33.81	41.45	50.2	40.14	26.42	28.2	26.89	6.72
■ Parallel Posttest	42.35	49.95	55	44.19	34.03	36.18	27.84	13.66
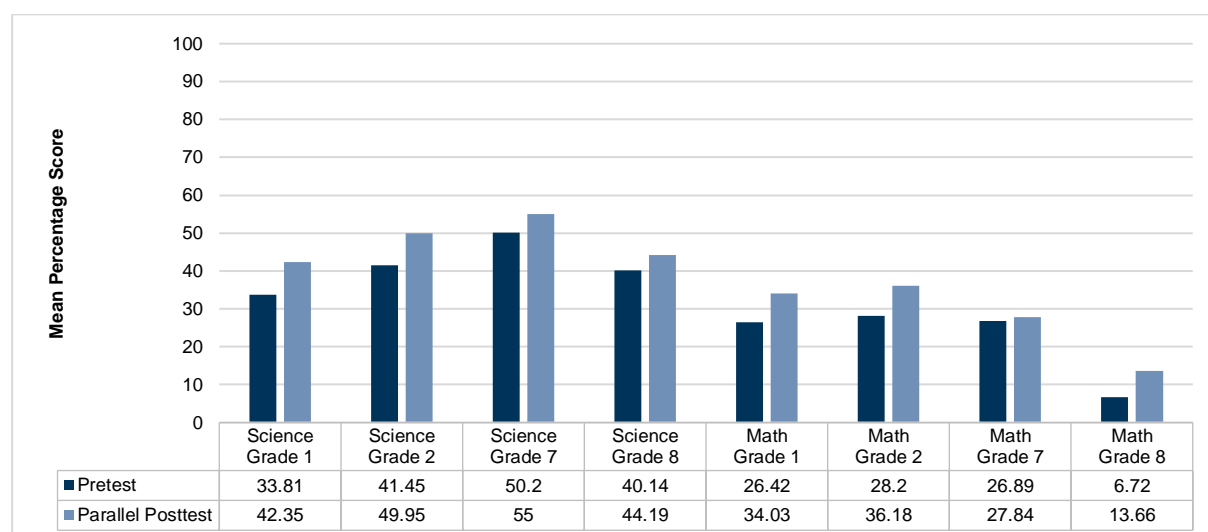
Source: Teacher's Competency Assessment Report, BEAM–ARMM

In general, the teachers demonstrated a significant increase in their post- test scores when compared to their pre- training scores. Overall, Grade 1 teachers recorded the highest improvement and this was in science. Grade 7 science teachers continued to show better performance than the rest of the teachers although their MPS of 55% is still below the 75% minimum standard expected. It is also critical for the DepEd to focus on addressing the challenges of teachers in teaching mathematics especially in the secondary school level where Grade 8 teachers were able to answer only 14% of the items in the test correctly.

The program had a target of 50% of teachers trained improving in their competencies. The results of the post-test against the pre-test scores showed that 64% of the teachers or 1,429 of the 2,243 teacher scores had improved.

Reading

BEAM–ARMM's reading program was two-pronged. It aimed to improve teachers' competencies in reading instruction but at the same time, it also aimed to improve teachers' own reading proficiencies.

The pre-tests were conducted in April–July 2015. Post-tests were conducted in August 2016. A group of 223 teachers who have been a part of the Read ALLL Program took the assessments. Their results are graphed in Figure 22.

Figure 22   Reading proficiency of teachers

	Letter Sound	Phonetic Awareness	Word Reading and Stress	Reading Comprehension
■Pre-test	65.10%	53.60%	53.60%	47.80%
■Posttest	81.30%	70.00%	62.00%	49.70%
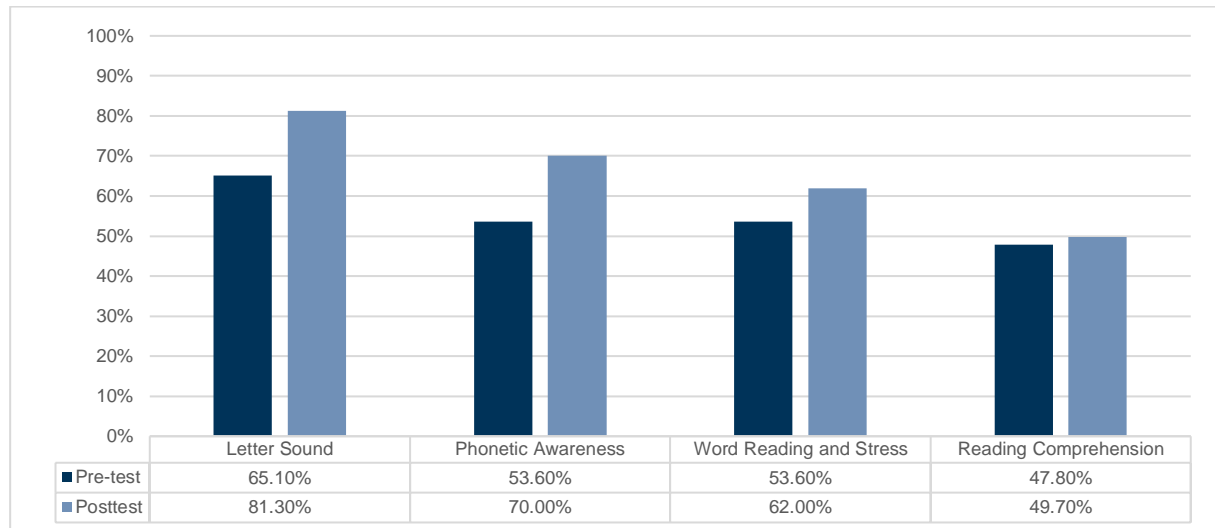
Source: Teachers Competency Assessment, BEAM–ARMM

The assessments involved the basic skills needed to be able to read well. The results show that teachers were doing well in the first basic skill: getting the sound of the letter right. Assessed teachers improved in all areas although the average scores were still below 75%. It is important to note that reading comprehension among teachers is still below 50% and follow up training should include opportunities to improve in this area.

An internationally standardised fluency[36] test was also used to assess the reading fluency of teachers. As shown in the graph below (Figure 23), 74.2% of the teachers were at the somewhat proficient level and below and only 25% were proficient at pre-test. At post-test a year later, the percentage of proficient and advanced readers increased to 35% and the percentage of below basic and basic readers reduced by 9.8%.

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36 **Fluency** is the ability to read text accurately and quickly. **Fluency** bridges word decoding and comprehension. Comprehension is a cognitive process of construing meaning from what has been read. **Fluency** is a set of **skills** that allows readers to rapidly decode text while maintaining high comprehension.

Figure 23   **Comparative assessment of reading fluency of teachers, pre- and post-test**

	Below Basic	Basic Reader	Somewhat Proficient Reader	Proficient Reader	Advanced Reader
■ Pre-test	25.3	19.7	29.2	17.2	8.6
■ Posttest	18	17.2	29.6	23.6	11.6
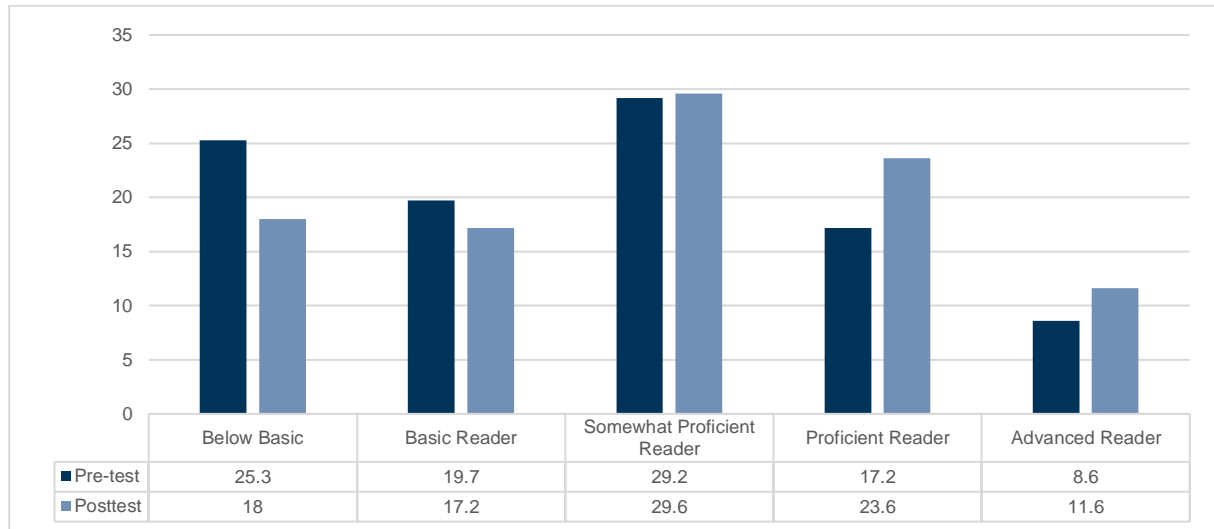
Source: Teachers' Competency Assessment, BEAM–ARMM

The impact of teacher training on student learning

The program undertook analysis to determine whether teachers who have been trained by the BEAM –ARMM program have achieved significantly better results in terms of student achievement in the subjects they have been trained on. The analysis attempts to correlate student achievement to other factors relating to the school and environment to help contextualise the findings of the relationship between teacher training and student achievement.

Have students that have been taught by BEAM–ARMM trained teachers performed better?

The analysis determined that the longer students were taught by trained teachers the better they performed. Students taught by BEAM–ARMM trained teachers for a full three years performed as well as students who were identified to have recently transferred from private schools or from schools in other regions (those having not been taught at all by a BEAM–ARMM trained teacher). Hence, those taught for only one year by a BEAM–ARMM trained teacher scored lower than students who received multiple years of teaching and compared to students who just transferred from private schools or other schools outside the region. Students who came from private schools often perform better due to a number of factors such as: (i) students and teachers have more days in school as most private schools are located at town centres and more accessible; (ii) teacher:student ratio is close to standard if not at par whilst many classes in public schools are crowded; (iii) private schools have better learning facilities.

Figure 24 below provides a summary of student scores in key competencies of English, science and maths.

Figure 24   **Summary of overall student scores, English, science and maths**
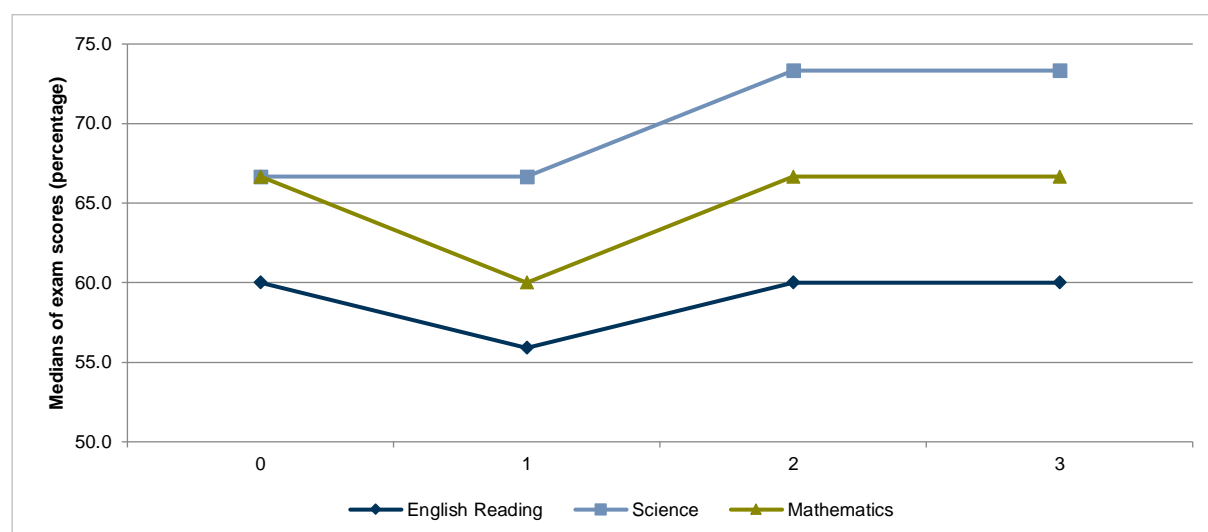
Source: The Impact of Teacher Professional Development on Student Learning, BEAM–ARMM

However, some students did not respond to enhanced teaching. The lowest performing students (bottom quartile) continued to perform poorly even after being taught by a BEAM–ARMM trained teacher for three years. Training of teachers seemed to have little impact on this group. This indicates that there are some students who do not respond to enhanced teaching and for whom issues other than teaching quality may be resulting in poor performance. This may include truancy or issues at home resulting in poor support for learning.

Of note, students examined in English Reading performed better if they were taught for longer by a BEAM–ARMM trained teacher despite that teacher having not been trained yet in English Reading at the time the student was taught. This indicates that possibly the generic skills taught through BEAM–ARMM training such as classroom participation and how to motivate students, which are applicable to and help improve student learning in all subjects, were transferred in teaching other subjects.

If a teacher performs well on BEAM–ARMM tests, does the student perform well?

There was no relationship between teacher performance on teacher exams and student performance in student exams. However, it should be noted that one student would have been taught by as many as three different teachers. Therefore, it is difficult with the data available to determine whether a single teacher has a larger impact on a student's capacity to learn in early years.

Are there other factors that determine (correlate) successful learning outcomes?

There were strong correlations between student achievement and other factors relating to the socio economic and learning environment. However, it should be emphasised that correlation should not be confused with causation.

There was a very large difference in student achievement between divisions. Urban centres did better than rural poor areas. This is likely owing to many reasons from varying quality of education provision in each division to differences in household income and parental literacy. Students learning in multi-grade schools underperformed students learning in monograde schools. This is in line with findings from other countries. Table 6 shows the proportion of students whose NAT results were above median, by division and in total.

Table 6 **Percentage of students above the median for Grade 3 results for English reading, science and mathematics by division**

	Division										Overall
Subject	Basilan	Lamitan City	Lanao del Sur – I	Lanao del Sur – II	Maguindanao I	Maguindanao II	Marawi City	Sulu	Tawi-Tawi	#N/A	
English Reading	55.0%	52.4%	65.2%	53.9%	54.5%	29.0%	76.4%	56.8%	39.1%	0.0%	51.3%
Science	53.9%	55.2%	62.1%	48.3%	55.2%	29.7%	77.7%	54.6%	37.1%	3.6%	50.0%
Mathematics	47.5%	52.4%	58.0%	40.5%	52.8%	19.9%	70.4%	42.6%	31.6%	0.0%	43.0%

Source: Teachers' Competency Assessment Report, BEAM–ARMM

Student results were lower for schools located in the highest (1st) income classification municipalities compared to students in other income brackets. The likely explanation is that the data masks the disparities and practices within the highest income LGUs. The Philippines has a very high Gini Coefficient (46) indicating a large disparity between rich and poor. It is likely that high income families send their children to study in other regions or at private schools. There are likely many very poor people residing in high income areas who struggle with higher costs of living and send their children to public schools. This may help explain the findings however further research would be required.

Students in schools with large class sizes (>42 PTR) underperformed students in schools with smaller class sizes in line with other studies. Likewise students in small schools (<210 pupils) underperformed students in larger schools, particularly in mathematics. This may be because small schools are more likely to be in poorer, rural areas, however this is not conclusive.

Factors affecting teaching competencies and student learning outcomes – a qualitative study

From February–March 2017, a study was conducted on the factors influencing teaching competencies and students' learning outcomes. The study aimed to provide a description and explanation of factors influencing learning outcomes, as shown in the 2016 NAT scores, and in teachers' performance in delivering quality instruction to the region's elementary school pupils (Grades 1 and 2), as shown in the teachers' scores in the parallel post-tests in mathematics, science, and reading.

The research team used a teacher-student tandem approach[37] to determine some possible influencing factors on their performance after the training and other program support from BEAM–ARMM.

Using a highly participatory approach, the study gathered a small team of field researchers from divisions of DepEd–ARMM and trained them in doing qualitative research. A sample of 63 Key Informants (teachers, principals or school heads, district and division supervisors and Division superintendents) and 226 focus group discussion participants (teachers, parents, students) was drawn up from the list of teachers and students in each of the six selected divisions. The names of teacher informants and focus group discussion participants matched with the names of their students in Grades 1 and 2. Key findings from the qualitative analysis [38] included:

- Teaching competencies can be classified as low, medium and high, based on characteristics identified to be indicative of these three categories. Less than half of the total number of teachers interviewed as key informants and as focus group discussion participants assessed themselves as

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37 The approach means student learning scores are compared and correlated with individual teachers to provide a more focused result for analysis.

38 A summary of the results from Qualitative Study on the Factors influencing basic education learning outcomes and teachers' performance in selected public elementary schools in the ARMM can be found in Annex 4.

having a 'high' level of teaching competencies, based on their own assessment of their performance in the parallel post-tests, and in their teaching experience.

- All informants and focus group discussion participants expressed in various ways their appreciation and gratitude to BEAM–ARMM program interventions. They said that without these interventions, learning outcomes would have been worse, and teachers would not have the levels of confidence they now have in their teaching.

- Many of the factors that contribute to enhancing or constraining teacher performance are context-bound or extrinsic in nature. These are factors that teachers have very little control of, or are quite powerless to change as they occupy the lowest rung in the education hierarchy in the region. They include: their working environment (perennial lack of supplies and teaching materials; dilapidated classrooms and inadequate facilities for teaching); and the varying levels of support they get from their school heads, principals, supervisors at both the district and division levels, and from the regional office of DepEd–ARMM). The lower the place in the hierarchy, the more limited is its support for teachers.

- Some teachers showed evidence that they are qualified, have long years of experience as teachers, and are committed in their tasks. However, they face socio-political dynamics that dampen their interest and motivation to do their best in their jobs. Among these are indicators of what they perceive as weak governance and poor leadership. Weak governance, according to them, permeates through the educational hierarchy in the region in the form of policies and decisions that demotivate and demoralise education front liners – the teachers – to perform at their optimum levels. These include protracted promotion processes; hiring of teachers and other education specialists on the basis of close family ties or 'kinship' with appointing officers; lack of transparency in the disbursement of the MOOE funds and limited vacancies for upward mobility of teachers, including criteria on the promotion, transfer and movement of teachers as well as the lack of regulation regarding the number of times classes can be suspended. They claim poor leadership is evidenced by infrequent classroom observations by direct supervisors (some school heads). This problem is also related to the status of school heads being lower than the teachers they are supervising (For example, a Teacher 1 holder may be appointed Teacher in Charge of a school where teachers hold higher ranks).

- Suspension of classes for extended periods hampers the accomplishment of specific learning targets within each grade. The data on class suspensions from each division showed that in addition to the 15 government-mandated holidays, classes are suspended for from 12 up to 59 days. On 21 April 2016, the national Department of Education issued DepEd Memorandum Order 23, Series of 2016, on the required or 'non-negotiable' number of contact days that teachers must observe with their students. Of the maximum of 202 days per school year, teachers need to spend at least 180 contact days with their students. But the six divisions covered in this study showed that the most number of contact days of classes in the ARMM is 165. Lamitan division had the most number of days when classes were suspended: 34 to 44 days. Although there are attempts to make up for lost days, teachers admit that this is not common practice and if it does happen, it lacks the rigor and quality of instruction of a regular school day.

- Exacerbating the influence of the above context-bound factors are some dire socio-economic and political realities in the region. These are exposure to sporadic and intermittent violent conflict, climatic vulnerabilities (owing to unfavourable topography), and abject poverty. In Lamitan, Sulu, and Basilan, teachers feel that they are always at risk of getting kidnapped on their way to school. These combine to aggravate negative development outcomes, especially in education.

- Among the teaching strategies that students feel they learn more from are those that allow for collaborative type of group work, and application of activities where pupils do tasks with their classmates. Students also noted that they learn and understand lessons better if they are taught first in the mother tongue, then in Filipino.
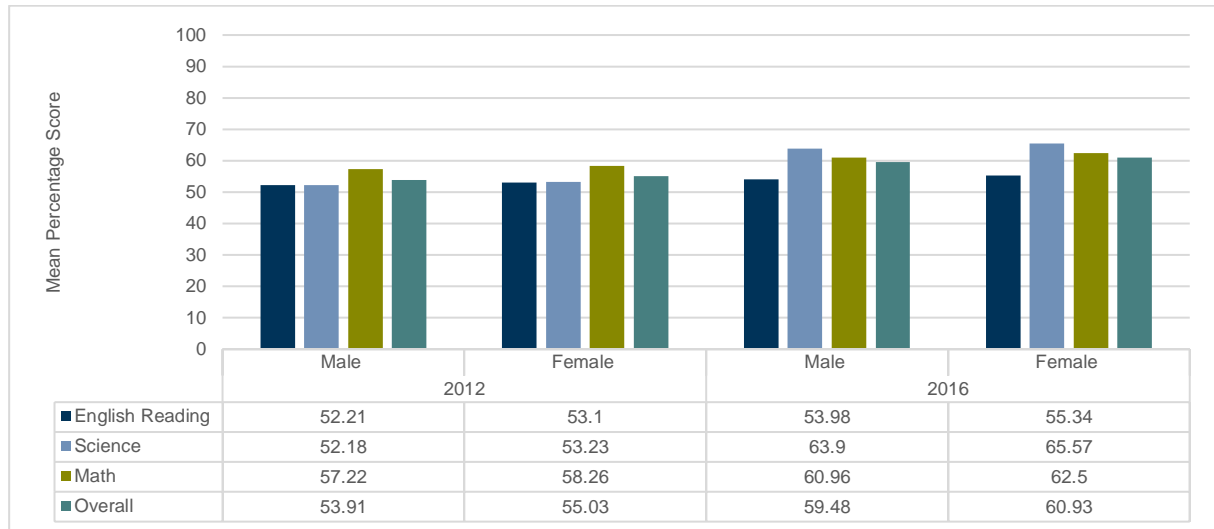
▪ There are cases of mismatch between teachers and the subject areas they are teaching after training and mismatch between teachers assigned to areas where students speak a different mother tongue. Again, these problems can be attributed to political dynamics, from the school heads, district and division supervisors, to the division superintendent. Choosing participants for certain training does not necessarily depend on the teachers' field of specialisation nor on their present assignment. It depends largely on the decision of the principal, the division supervisor and ultimately the division superintendent. The politics of patronage applies even at the lower levels in the education hierarchy.

▪ Community support is moderate to high, in many areas in the six divisions covered in this study. The support is coursed through the Parent-Teacher-Associations and the Local School Boards. However, their support is largely focused on funding small building projects, like perimeter fences of schools, 'simple' toilets, minor repairs of classrooms, building makeshift classrooms for Kindergarten, building of a school stage. Both Parent Teacher Associations and Local School Boards have provided for the honoraria of volunteer teachers, especially for remedial classes in reading. The greatest support of many Local School Boards, however, is in the provision of uniforms for athletes and travel funds for them to participate in regional meets. The Lamitan Local School Boards support in hosting the previous ARMMAA stands out as the largest at PHP1.5 million from the Local Government Unit of Lamitan, coursed through the office of the mayor. The Assistant Schools Division Superintendent there says that Lamitan Division has always been in the top three places in regional athletic meets, and they want to maintain that.

In conclusion, the BEAM–ARMM training of teachers has had a large impact on student learning outcomes. However there remain students who are not impacted by improved teacher quality. There were also many other factors which influenced learning outcomes including multi-grade teaching and regional income classification and the division where they are located. This emphasises the limitations of supply driven approaches and indicates more needs to be done to reach these students and implement more demand-driven interventions. There are factors that influence teachers' motivation to perform well in the classrooms and factors that impede their ability to deliver the curriculum in full. Boys generally underperform girls and BEAM–ARMM training of teachers results in girls further outperforming boys. More emphasis needs to be applied to also ensuring boys perform well in school.

Indicator target	Achievement
Reduced disparity in performance of boys and girls. Target: 5% decrease in disparity in performance of boys and girls	1.12% to 1.45%

Overall, female students who participated in the NAT in 2012 and 2016 achieved a higher MPS than their male counterparts. Female students assessed in 2012 had significantly higher mean percentage score (M=55.03) than male students (M=53.91). Likewise, female students assessed in 2016 had significantly higher mean percentage score (M=60.93) than male students (M=59.48). The disparity in mean percentage scores between male and female students increased in 2016 compared to their male and female student counterparts in 2012.

The data shows that girls who were taught for longer by BEAM–ARMM trained teachers also outperformed boys who were taught for the same duration. The longer students were taught by a BEAM–ARMM trained teacher the more girls outperformed boys as opposed to students taught for shorter durations by BEAM–ARMM trained teachers. Figure 25 compares the NAT results of male and female Grade 3 students in 2012 and 2016.

Figure 25   NAT performance of Grade 3 students, disaggregated, 2012 and 2016

	Male	Female	Male	Female
		2012		2016
■ English Reading	52.21	53.1	53.98	55.34
■ Science	52.18	53.23	63.9	65.57
■ Math	57.22	58.26	60.96	62.5
■ Overall	53.91	55.03	59.48	60.93

Source: NAT Performance Report, BEAM–ARMM

From the qualitative study mentioned previously, a majority of teacher key informants concurred that female students excel in all the three core subject areas, but more so in English reading. Their explanations were largely based on observations about student responses to the teachers' teaching, and on student participation in class activities. The most prevalent explanations for the differences of female and male students revolve around females being 'more attentive' and 'more studious' and 'obedient' than boys.

Girls were perceived to be better behaved, more 'easily manageable,' and more focused on their lessons, thus the tendency for them to get higher scores in the tests, and also in being able to participate actively in class discussions. On the other hand, boys are perceived to be 'more playful,' 'less serious' and 'naughty and irresponsible,' at times compared to girls. Teachers also believe that boys have a higher tendency to misbehave than girls.

Notably, the first set of explanations about behavioural differences among girls and boys is a manifestation of prevailing stereotypical images of girls that have been accepted as the norm in many Philippine communities. The second view about the 'mental' differences between boys and girls in learning and cognition, for example, that boys tend to be better in maths and science represents another predominant stereotype – that 'hard' disciplines like maths and science are the domain of males. Girls, on the other hand, are better in verbal and linguistic skills, like English reading than boys. However, this stereotypical observation is challenged by the NAT results analysis where female students outshone the males in science and also in mathematics.

BEAM–ARMM provided training for Grades 2 and 8 teachers on instructional practices that included sessions on learning styles and on multiple intelligences but it would seem that the interventions have not been learned sufficiently to influence the way the teachers have been managing learning across all children in their classes.

This indicates the need for an intervention that trains teachers on strategies to equally engage both boys and girls in the class regardless of the perceptions on how boys normally behave. The issue of more boys going and staying in school should be reviewed more closely. The GER in SY 2015–2016 for boys is very low at 86% as compared to girls at 92%. The issue therefore is not just about keeping and getting boys to perform better in school but also getting them to school in the first place.

Indicator target	Achievement
Improved Access to Water and Sanitation **Number of divisions conducting WinS and target of 5 using school health and work plans**	**100% on number of divisions conducting WinS and 8 divisions using school health and work plans**

BEAM–ARMM has contributed to improvement in access to water and sanitation in ARMM through the work of GIZ in public schools, learning centres, and madaris and UNICEF in Tahderiyyahs. Based on EBEIS data, in SY 2010–2011 50% of schools had access to water. By SY 2015–2016, 87% of schools had access to water. In SY 2010–2011, the pupil-toilet ratio was 226 in all schools which was reduced to 136 by SY 2015–2016. While there are several factors which contribute to these improvements, progress on WinS has made a significant contribution to improving WASH infrastructure on school grounds. Through technical assistance from GIZ, 400 schools and 550 learning centres were provided with washing facilities and toilets were rehabilitated or constructed in 255 schools. DepEd–ARMM has also made strides to improve the way schools are supported by health personnel to improve WASH.

Poor health is the main reason for school absenteeism and dropouts in the Philippines.[39,40,41] In a study conducted in Camiguin, Mindanao, schoolchildren benefiting from the Essential Health Care Program (EHCP) had higher increases in mean Body Mass Index and lower prevalence of moderate to heavy soil-transmitted helminths infection than the control group.[42] In the case of ARMM, although research was not conducted on dropout rates in relation to EHCP implementation as part of the BEAM–ARMM program, the same EHCP interventions are implemented on the assumption that better WASH improves children's health, making them more able to attend school regularly and stay in school. It has been acknowledged in key informant interviews and focus group discussions that improvement in children's health and cognitive abilities could lead to improved learning,

Through strengthened advocacy, improved logistical management and capacity development of school nurses, DepEd–ARMM has also increased deworming coverage from 17% to 65% since the start of the program, based on DepEd–ARMM's figures. Under the BEAM–ARMM program, between SY 2010–2011 and SY 2015–2016 the retention rate in schools which implemented EHCP improved by nearly 9% whereas the improvement in non-target schools was 5% across that period, based on EBEIS data. In addition, component 2 developed a simplified school feeding pilot which has shown promise in improving attendance, particularly for boys.

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39 Maligalig D, Caoli-Rodriguez A, Martinez A, Cuevas S: Education outcomes in the Philippines. ADB Economic Working Papers Series. 2010, Manila: Asian Development Bank, No. 199

40 Nava F: Factor in school leaving: Variations across gender groups, school levels and locations. Education Quarterly. 2009, 67: 62-78.

41 Araojo JR: Philippine country report on school health promotion program. 2nd Asian Conference on Oral Health Promotion for School Children, Prospects for our Future Generation. 2003, Ayutthaya, Thailand: Thammasat University, 103-110.

42 Monse B, Benzian H, Naliponguit E, Belizario V, Schratz A, van Palenstein Helderman W. 'The Fit for School Health Outcome Study – a longitudinal survey to assess health impacts of an integrated school health program in the Philippines.' BMC Public Health. 2013 Mar 21;13:256. doi: 10.1186/1471–2458–2013–256.

Indicator target	Achievement
% improved performance of madaris learners and teaching in private madaris. Target: 5% improvement in the performance of madaris teachers	**12% in science and 11.29% in math**

Thirty-one madaris teachers participated in the science and mathematics Grade 1 training from May–June 2014. They were assessed using the science and maths assessments for Grade 1 teachers developed by UP NISMED. They took pre and post-test assessments. Unlike teachers from the government schools, this madaris sample were only able to take a pre- and post-test immediately prior and following training. At the time that the program conducted the parallel post-test in August 2016, 80% had resigned and were replaced by new teachers. The results of the pre- and post-tests are presented here.

The assessment tools measured teachers' Pedagogical Content Knowledge[43] in numbers and number sense, geometry, patterns and algebra, measurement, and statistics and probability (in maths), life science, physical science, and earth science. Tests comprised multiple choice items, and constructed response items. In summary, overall achievements were: a 12% increase in science, 11.29% in math in teachers' performance. This exceeded the overall 5% target. No appropriate assessment was undertaken for students.

In science, the MPS of Grade 1 madaris teachers increased from 38% in the pre-tests to 50% in the post-test. Their score increased by 32% or 12 percentage points at post-test. The increase was significant (t=3.98, p<.001). In math, the MPS of madaris teachers increased from 19.06% in the pre-test to 30.35% in the post-test. Teachers' score increased by 59% or 11.29 percentage points at post-test. The increased was significant (t=9.41, p<.001). Figure 26 below summarises the results.

Figure 26   Science and math test scores, 2014

	Science	Math
Pretest	38	19.06
Posttest	50	30.35
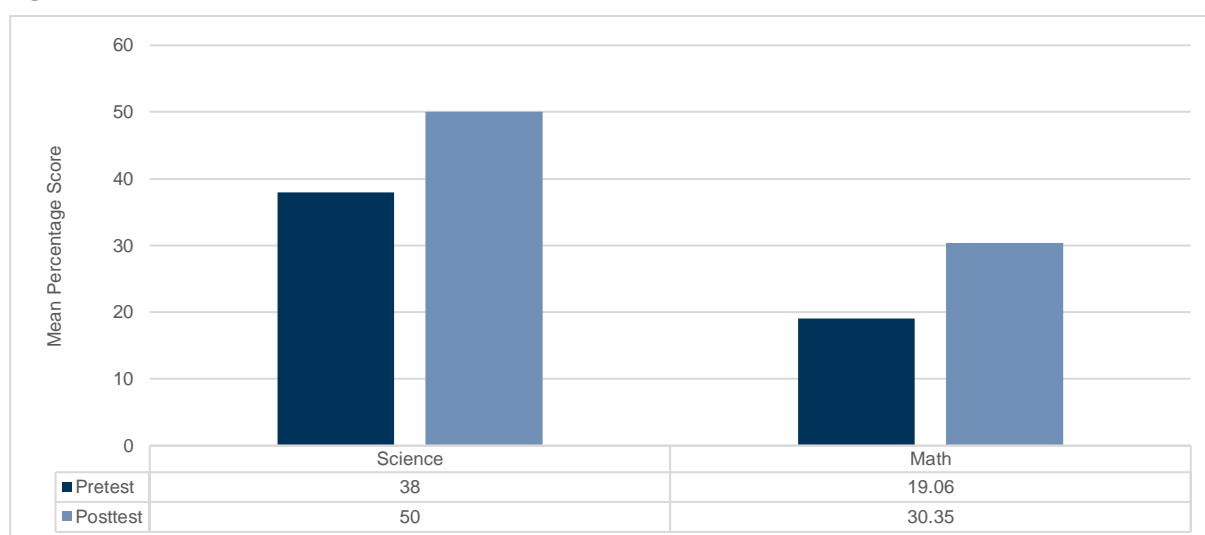
Source: Competency Assessment report of Madaris Teachers, BEAM–ARMM

Teachers teaching the core K–12 subjects in the assisted madaris have been trained using the same training program as their counterparts in the government schools. There were, however, greater

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43 Pedagogic Content Knowledge refers to the overlap of information about subject knowledge, that is knowledge of the subject being taught, and pedagogic knowledge, that is knowledge of how to teach. The tests were not just on content knowledge. the tests administered for baseline and end line was trying to determine if teachers knew what they were teaching and if they knew how to teach the items.

efforts to contextualise the materials, activities, and examples in the training. Teachers took the baseline tests at the start of the training programs in 2013. Because teachers in madaris are paid a very low allowance and are not paid regularly, there is a very high turnover among teachers in madaris. As a result, the program had to conduct the same set of training twice for this group of teachers. The program also found that it could not conduct a post-test for teachers of madaris because most of those who had taken the baseline tests had already transferred out.

Teacher turnover is one of the biggest challenges in establishing a school, particularly for madaris and for the Tahderiyyah centres. Without a regular and reasonable level of salary, teachers tend to either skip some days during the week to attend to other sources of income, or to leave the school altogether and often after they have been trained.

> BDA and the Tarbiyyah strongly recommends that teacher allowances be included in the Program budgets to allow for the madaris to mature and get established before full funding for salaries are transferred to the school.

The results of the baseline test conducted at the start of madaris teachers' training highlighted their very low starting points. This is tied to the ability of the madaris to attract good teachers. It is important for Pathways to help develop a mechanism or a set of incentives to motivate teachers to take on the job and to stay in madaris and Tahderiyyah centres. If this is resolved, both the BDA and the Tarbiyyah have decided as a matter of policy to accept only college graduates with a Bachelor degree in Elementary Education, preferably board passes, and with some education from a madrasah to teach K–12 subjects.

The program started its support to madaris in SY 2013–2014, beginning with a cohort of Kindergarten level children. These children were not eligible to take NAT Grade 3 when the program supported the conduct of the test in the ARMM in August 2016 because the cohort had just started in Grade 3 at that time. Thus, no baseline and end-line assessments have been taken to measure the performance of students in the madaris. It is recommended that a sample if not all children who are in the 52 madaris be given the opportunity to participate either in the LAPG or NAT when these are administered this year.

Contribution through madaris

BEAM–ARMM supported 52 madaris between 2013 and SY 2016–2017 for children studying Kindergarten through Grade 3. A total 4,336 individual pupils from 52 barangays benefited. Support was greatest in Basilan, Lanao del Sur and Maguindanao which had the largest number of pupils enrolled in the program. In SY 2015–2016 these three divisions comprised 81% of pupils enrolled in the madaris. Figure 27 shows enrolment numbers in BEAM-ARMM supported madaris, by province.

Figure 27   Number of children enrolled in madaris assisted 2015–2017 by year and province

	Basilan	Lanao del Sur	Maguindanao	Sulu	Tawi-tawi
2015-2016	1276	634	618	386	198
2016-2017	766	1081	822	348	301
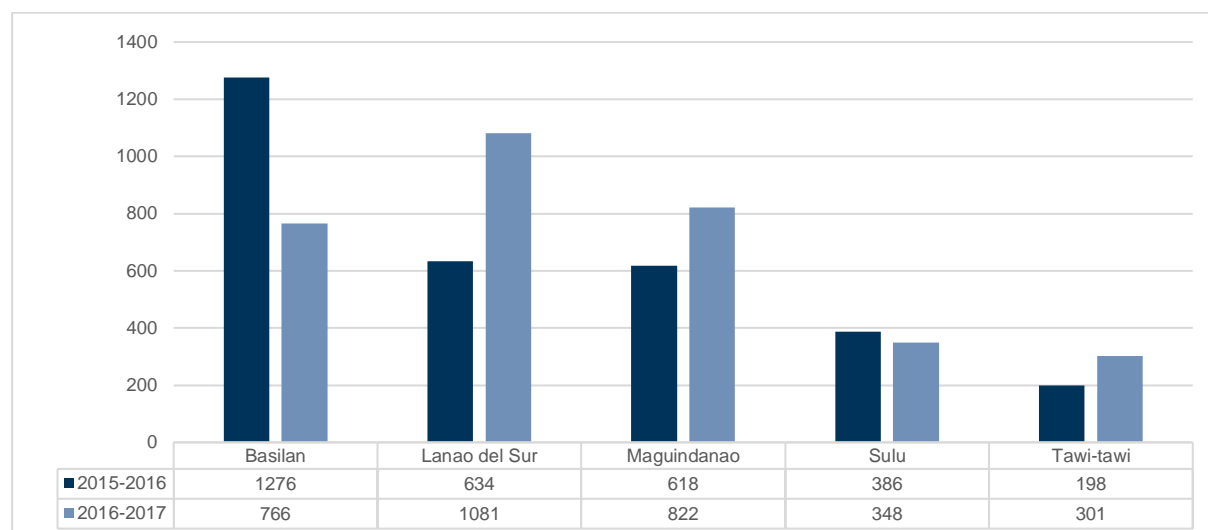
Source: UMIS 2017

Intake for the first year had equal gender enrolment (GPI 1.00) but the second year's enrolment had a bias towards boys (0.92). The first years intake had a strong gender bias towards boys in Basilan (GPI 0.82) and Sulu (GPI 0.72) however the disparity had reduced significantly to GPI 0.95 for Basilan and GPI 1.03 for Sulu by second year which is a likely tesament to the teacher training and gender sensitivity work under BEAM–ARMM.

The survival rate from Kindergarten to Grade 3 was 47% in the madaris indicating that less than half of the children that commence Kindergarten in the madaris remain to start Grade 3, largely as a result of the large drop in students from Kindergarten to Grade 1 (33%). If survival rate from Grade 1 to Grade 3 is considered, the survival rate improves to 80% indicating that 1 in 5 students is dropping out of the madaris system, possibly transitioning to the public sector.

Challenges on madaris

Pursuant to the mandate of *R.A 9054 known as the Organic Act for the Autonomous Region in Muslim Mindanao* the ARMM government shall promote and strengthen the madrasah system as an essential part of the regional education system and a relevant Standard Madrasah Education shall be taught to the Bangsamoro children. The *Muslim Mindanao Autonomy Act No.303* strengthening the basic education system in the autonomous region in Muslim Mindanao, and for other purposes, passed by Regional Legislative Assembly on June 20, 2013 also provides guidance on the functioning and operation of the madari system. The objective of madaris education is not to transition pupils to the public sector although by virtue of the fact that madaris education is recognised as an essential part of the regional educational system, children may transfer and transition to any school provided that the madrasah is implementing the standard curriculum. Children progress through the grade levels in the madrasah. In SY 2016–2017, the first cohort of children that started in SY 2013–2014 finished Grade 3. Madrasah education was officially adopted as part of the education system in the ARMM through *Muslim Mindanao Autonomy Act 279* of 2009 and *Muslim Mindanao Autonomy Act 303* of 2012.

There is a considerable potential to establish and operate private madaris in ARMM especially in the cultural context where a high value is attached to preserving the Filipino Muslim heritage, with DepEd–ARMM providing the enabling environment to mainstream private madaris in the country's educational system. However, establishing, operating and sustaining private madaris has proved to be challenging. These challenges include the cumbersome process for getting Permits to Operate that requires Securities and Exchange Commission registration and proof of land ownership. There is also

an opportunity for the Bureau of Madaris Education to subsidise madaris but it is not an entitlement. Madaris need to qualify for the support and an initial requirement is the Permit to Operate.

Local governments are regarded by BDA and communities to have the capacity to support private madaris but few local governments, especially at the barangay level, provide assistance to these private madaris (refer to Annex 2, case study on madaris). The BDA, Tarbiyyah and the Bureau of Madaris Education have been promoting the balanced education among madaris. Future interventions should continue to support madaris education by strengthening institutional capacities in private madaris.

Priority support has targeted those madaris that are willing to implement or mainstream the general education (K–12) on top of their traditional curriculum. BEAM–ARMM worked with the Tarbiyyah, the BDA, and the Bureau of Madaris Education which also engaged with the Regional Darul Ifta (a group of Ulamas in the region). These important regional structures are working to support madaris education and would need to be engaged for any future madaris improvement program.

3.1.3   End of Program Outcome 3: improved employability of OSY and high school graduates

Overview

The program was designed to provide access and opportunity for OSYs and senior high school students to improve their work-related skills and increase their chance for employment. Analysis from the 2014 Independent Program Review indicated that pushing to achieve the original target of 20,000 OSYs may undermine quality outcomes and would raise issues on value for money e.g. low pass rate for National Certification 2 (NC2) or low percentage of completers who would be able to gain employment. It was recommended that the program needed to improve training quality for OSY by reducing OSY output targets from 20,000 to 12,000. Consequently, the target was further reduced to 11,000. The focus was to train OSYs for NC2, the minimum qualification for employment. TVET support was facilitated in phases which included a labour market assessment, four cycles of training and post-training support services. An industry-focused approach was a key TVET strategy to achieve OSY employment targets. Social protection, and gender equality messages were incorporated in training for OSY.

The TVET approach evolved mid-stream which demonstrated positive changes between training cycles. The first two cycles from 2014 to 2015 were outsourced to non-government organisations (NGOs) and Technical Vocational Institutes (TVIs). NGOs and TVIs managed the training programs including selection and recruitment of OSYs, procurement of tools and equipment that were used by their trainees during and after the training (as post-training support) and overall logistics and administrative control. But this approach proved to be counterproductive as the program had to deal with issues on procurement as well as the quality of the training, tools, and equipment.

After two training cycles, the program decided to directly implement the remaining two training cycles from 2016 to 2017 in order to take control over the delivery and quality of the training. The services of the TVIs were limited to providing trainers and facilitating the assessment of the trainees after their training. The program directly managed the procurement, logistics and administrative requirements. The direct implementation modality proved demanding on the project team but resulted in improved efficiency, quality of training and value for money. This approach had the additional benefit of engaging accredited TVIs and industry players who participated in the identification of course offerings and pledged to hire completers following their training.

Summary of key findings for EOPO 3 indicators

The program's achievement for this outcome exceeded the intended EOPO in the revised output target.[44] The program trained 10,956 (5,975 male and 4,981 female) out of school youth (OSY). In addition, 51 (29 male and 22 female) senior secondary students graduated from the 22 senior high schools early implementers of the K–12 TechVoc strand in ARMM that were supported by BEAM–ARMM. This brings the total number of OSY completers and senior high school graduates assisted by the Program to 11,007. Of the total completers, 55% were male and 45% were female. The result of the four tracer studies showed that 56% of completers were employed which exceeded the outcome target of 50%. This significant achievement was underpinned by the program's efforts to continually refine the training for OSYs over four cycles and the support provided to senior high schools.

The program also achieved the following:

- equipped 23 technical and vocational school workshops with TVET tools and equipment through the Bureau of Secondary Education of DepEd–ARMM. The TVET workshops are being utilised for Technical and Vocational livelihood subjects;

- established baseline information with profiles of OSYs. The baseline data was used in TVET planning and monitoring and will be useful for TESDA, Bureau of Secondary Education and local governments as they implement TVET programs;

- trained 447 teachers on TVET, of which 69% were female and 31% male. The teachers trained included 18 teachers from the 23-assisted senior high schools who were trained on Training Methodology;

- trained and engaged 642 parents and community members, of which 57% were female and 43% were male to support OSY training and employment promotion;

- established and developed a manual for post-training support. The post-training support included pre-employment services and life skills training to prepare TVET completers for work and provide an important bridge from training to employment;

- completed four tracer studies that provided a process and mechanism to track and find-out where the completers were and whether they were employed or engaged in self-employment; and

- reactivated five Provincial Technical Skills Education and Development Committees in partnership with TESDA regional office.

The Provincial Technical Skills Education and Development Committee is an institutional structure with legal mandates - a local special committee that is supported by TESDA and composed of key TVET stakeholders such as the provincial local government, national government agencies (TESDA, Department of Trade and Industry, the Department of Labour and Employment), and private sector (sector representatives from the labour, dominant industry, business and Technical and Vocational Institutes).

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44 The original target was 20,000 but was changed in 2014 to 11,000. Therefore this achievement is against a downward revised target.

Analysis for EOPO 3 indicator

Indicator target	Achievement
11,000 OSY and senior HS trained with 50% of employed or engaged in livelihood	11,007 OSY and senior HS graduates trained with 56% employed

Labour market assessment

In 2013–2014, BEAM–ARMM completed and rolled-out the Labour Market Assessment which highlighted the challenges that confronted the program to respond to training needs for OSY. It also presented a contextual reality – that more than 200,600 OSY of employable age were unemployed and current job requirements in ARMM were low, only totalling 7,891[45] in 2014. The Labour Market Assessment findings strongly recommended skills development in agriculture and fisheries to increase the chances of livelihood opportunities and self-employment. It also recommended the programming of TVET courses based on the findings and influencing policy and planning for TVET within the region and DepEd–ARMM for senior high schools. The Labour Market Assessment influenced priority courses delivered in the last three cycles of OSY TVET training, moving away from traditional and low-demand courses to agriculture-fishery and courses that were linked to industry-demand such as carpentry, welding, security services, electrical installation. The Labour Market Assessment also informed the program's definition and measure of employment and livelihood as well as the criteria[46] for OSY to participate in BEAM–ARMM's TVET program. The Labour Market Assessment will continue to be relevant as a baseline study for TVET in ARMM.

OSY training and results

Tracer studies were conducted immediately following the four training cycles. The evidence derived across the four studies revealed that 56% of completers were employed compared to the 30.7%[47] in the baseline. Table 7 below provides a summary of the results across the studies.

Table 7   Employment rates of BEAM–ARMM TVET training cycles

Year	Cycle	Employment Rate %	Total OSY Trained	Girls	Boys	Total No. of Completers who Took TESDA National Assessment	Total Pass Rate %
2014	1	59	5,223	2,217	3,006	3,661 (70%)	79
2015	2	47	4,680	2,499	2,181	1,108 (24%)	69
2016	3	68	846	281	565	737 (87%)	99
2017	4	50	295	22	273	OSY: 244 (100%) SHS: 18 (35%)	OSY: 99 SHS: 11
Average		**56**	**11,044**	**5,019**	**6,025**	**5,177 or 47%**	**71.4**

Source: BEAM–ARMM UMIS and Tracer Study Reports. SHS: Senior High School

The average employment rate in the last four years for completers through BEAM–ARMM is twice as high as the TESDA–ARMM rate but lower compared to TESDA (nationwide) as shown in Table 8 below. BEAM–ARMM, in partnership with TESDA, decided to offer only NC2 courses for the last two

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45 Labour Market Research for Youth TVET Skills Demands in ARMM (BEAM–ARMM, 2014)

46 The BEAM–ARMM TVET technical guidance notes cited definition of employment as ' ' and livelihood as ' ' and eligibility criteria for prioritising OSY for TVET training.

47 ARMM TVET graduates employment rate in 2010 based on the Study of Employability of TVET Graduates in ARMM

training cycles to increase the likelihood of completers obtaining jobs. These NC2 courses were considered 'in demand' and jobs were readily available based on the demands of partner industries. Courses included welding, carpentry, security services, agricultural crop production and electrical installation and management.

Table 8　　　　Comparison of employment rates, BEAM–ARMM, TESDA–ARMM and TESDA national, 2014–2017

Year	BEAM–ARMM %	TESDA–ARMM %	Nationwide %
2014	59	32	65
2015	47	26	66
2016	68	26	68
2017	50	24	69
Average	56	27	67

Source: BEAM–ARMM tracer study, Study of Employability of TVET Graduates in ARMM

The program's employment rate peaked in Cycle 3 at 68% due to the program's partnerships with industry players such as Hanjin Heavy Industries and Construction Philippines, a Korean shipbuilding company based in Subic, Zambales; Unifrutti, a banana-exporting company that recently expanded operations in Maguindanao; local shopping malls in Cotabato City, KCC Mall in South Cotabato; Frey-Fill Corporation; Pax Libera Mining and in other local shops.

The employment rate is expected to increase further as partnerships expand. Metro Stonerich Corporation and Frey-Fil Corporation have commenced employment of completers and have committed to continue employing completers in batches for their projects in Mindanao.

Table 9 shows the breakdown of cycle 4 completers directly employed by the program's industry partners, by course and gender.

Table 9　　　　Number of completers directly employed by industry partners and by course during the 4th Cycle

Employer	No. of OSY completers employed	Girls	Boys	SMAW	Carpentry	Security Services	EIM	EO	ACP
Hanjin Heavy Industries and Construction Philippines	121		121	96			25		
Unifrutti	58		58						58
Local Malls in Cotabato City	3		3			3			
KCC Mall	1		1				1		
Frey-Fill Corporation	12		12		12				
Metro Stone Rich Corporation	20		20	10	10				
Pax Libera Mining	21		21					21	
Welding shop in Sitangkai	2		2	2					

Source: BEAM–ARMM Tracer Study Reports

Income of OSY before and after the training

BEAM–ARMM completed four tracer studies that involved a sample of 1,112 (10%) of 11,007 completers. The evidence from the studies reveals BEAM–ARMM not only contributed positively to support and facilitate the employment of OSY but enhanced their income as well. The tracer studies showed that a majority of completers earned below PHP5,000 (i.e. 76% on average across the four tracers) prior to participation in training. It also indicated that after the training, completers with <PHP5,000 income dropped by 31%. Significantly, those earning more than PHP7,000 per month increased from 3% in the baseline to 32%. More males had income below PHP5,000 before the training compared to female. The trend is the same after the training (see Figure 28). However, after the training, a significant proportion (29%) of male completers with income of <Php5,000 indicated increased income as opposed to female completers at 2%.

Figure 28   Comparison on income between male and female OSY completers

	Baseline Men	Baseline Women	Tracer Men	Tracer Women
Below P5,000	58%	18%	29%	16%
5000 - 7000	14%	6%	13%	7%
More than P7,000	2%	1%	27%	5%
No data	1%	0%	2%	1%
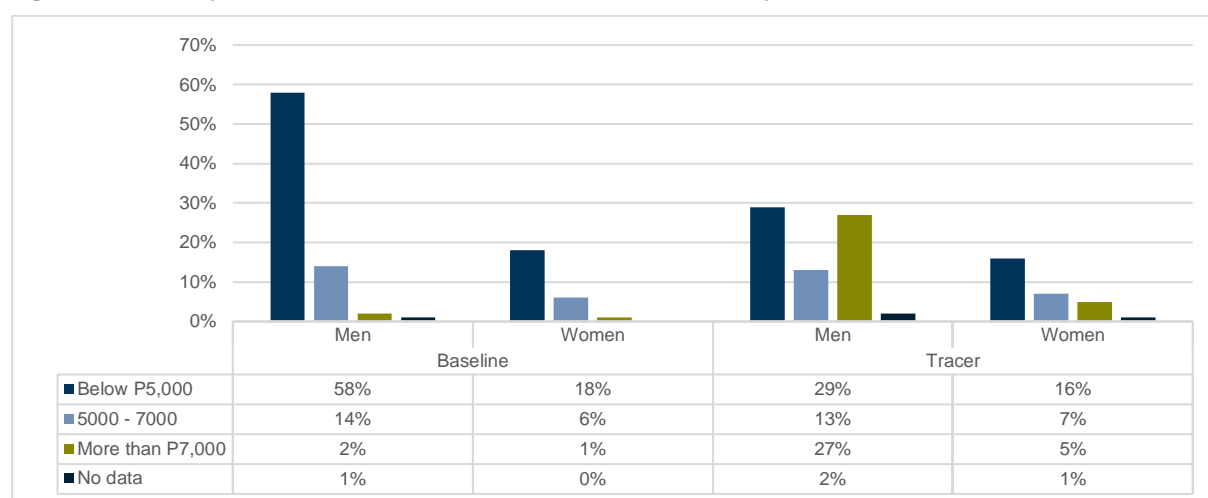
Source: BEAM–ARMM Tracer Study Reports

Even though respective tracers followed different cohorts, it is evident that the training does provide long-term support to increase employment and income (see Table 10 below). The last two tracers occurred following changes in the modality of delivery (i.e. in-sourcing of training) which also resulted in a shift in the type of training provided and the focus of employment support (i.e. machinery and heavy industries). The personal and social benefits of full employment are also evident based on the feedback of participants, albeit challenging to quantify.

Table 10   Changes in income of OSY completers, by cycle

Income range	Cycle 1 Baseline %	Cycle 1 Tracer %	Cycle 2 Baseline %	Cycle 2 Tracer %	Cycle 3 Baseline %	Cycle 3 Tracer %	Cycle 4 Baseline %	Cycle 4 Tracer %	Average Baseline %	Average Tracer %
Below P5,000	68	70	86	78	64	18	84	12	76	45
5,000–7,000	32	10	9	18	28	36	10	16	20	20
More than 7,000	0	20	5	4	6	37	2	68	3	32
No Data					2	9	4	4	1	3
Total	**100**	**100**	**100**	**100**	**100**	**100**	**100**	**100**	**100**	**100**

Source: BEAM–ARMM Tracer Study Reports

Livelihood improvement among OSY TVET completers was an important outcome of the program. This is different from gaining jobs or employment because of a different set of challenges i.e. the cash requirement to set-up a business, the need to establish or create a market for products or services and, for some, to obtain permits to establish a business. But as TVET completers developed and applied their skills, it was possible for them to venture into livelihood or self-employment. Based on the tracer study reports, 148 of completers (73 female and 75 male) became self-employed.

Senior high school completers equipped with market responsive skills

BEAM–ARMM support to secondary senior students was to equip them to access quality vocational and livelihood skills. The program assisted 51 (29 boys and 22 girls) secondary senior students from the five early implementers of senior or technical vocational high schools.[48] Eighteen completers from the Bread and Pastry Production course took NC2 assessment but only two completers passed. This low turn-out reflected the lack of readiness and capacity of the technical vocational senior high schools to roll-out quality training to senior secondary students. Because of this, BEAM–ARMM conducted institutional assessments in collaboration with Bureau of Secondary Education DepEd–ARMM and TESDA regional office to determine the gaps and to inform future course offerings. Findings from the institutional assessment revealed that three courses have already migrated (Computer Hardware Servicing NC2 to Computer Systems Servicing, Horticulture NC2 to Agricultural Crops Production NC2 and Fish Processing NC2 to Food Processing NC2), and completers could not take the assessment for certification because they need to update their skills to be able to pass. The assessment also showed that the course taken by senior students in Bread and Pastry Production NC2 was inadequate as per TESDA training standards. Another finding was the limited competency of teachers coupled with the lack of tools and equipment in schools that were necessary for the training.

Whilst the program recommended to trace all the 51 completers of senior high school and retool them, the result of the institutional assessment posed fundamental issues on the capacity of technical and vocational schools to provide quality training for senior high school students. This issue was also validated during the senior high school convention initiated by Bureau of Secondary Education in March 2017 and attended by at least 90% of senior high schools in ARMM. Under the Philippines new education system (K–12), senior high school (Grade 11–12[49]), is a new level. Challenges regarding curriculum, teacher competency, facilities and standards are viewed as start-up issues with the new system. DepEd–ARMM acknowledged that the demands are huge and greater focus will be given to address the gaps and build the capacity of senior high schools to produce quality graduates.

TechVoc High Schools equipped

BEAM–ARMM equipped 23 technical vocational high school with tools and equipment in accordance with TESDA standards. Table 11 below shows the 23 schools and the courses supported which were informed by the initial results of the Labour Market Assessment and aligned with TESDA regulations. The training needs of teachers were also identified in line with the schools' identified specialisation.

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48 Jolo Agricultural School in Sulu with 12 completers on horticulture; Lamitan National High School in Basilan with three completers on computer hardware servicing; Tawi-Tawi School of Fisheries with 10 completers on food processing).
49 Senior high commenced in SY 2016–2017 with four tracks i.e. (i) Academics; (ii) Technical Vocational and Livelihood; (iii) Sports; and (iv) Arts and Culture. Under the Technical Vocational and Livelihood track, a senior student needs to complete at least 360 hours of training plus 80 hours of immersion. Grades 11 and 12 will have 31 subjects divided into 15 core and 16 track subjects. The required hour per subject is 80 hours. The track subjects are divided into 7 contextualised subjects and 9 specialised subjects. A core subject is a subject for all with same content and competencies. Contextualised subjects in the tracks offer different content but same competencies. And specialisation subjects in the tracks offer different content and different competencies.

Table 11 **Assistance to 23 TechVoc secondary schools in ARMM**

Province	Title of Courses	No. of Schools	NC 2 Training	Teaching Methodology Training
Sulu, Basilan and Tawi-Tawi	Food Processing NC 2	7	14	13
Lanao del Sur, Maguindanao, Tawi-Tawi, Sulu	Dress Making NC 2	8	14	14
Sulu and Maguindanao	Agricultural Crops Production NC 2	2	2	4
Tawi-Tawi, Basilan and Maguindanao	Computer Systems Servicing NC 2	3	4	7
Maguindanao	Computer Programming (Visual Graphic Design NC III)	1	2	0
Maguindanao	Bread and Pastry NC 2	1	0	2
Lanao del Sur	Furniture Making NC 2	1	2	2
Total		**23**	**38**	**42**

Source: UMIS 2017 and Tracer Study Report

As a result, 48 individual teachers were trained in TESDA NC2 and Teaching Methodology Level 1. The support to TechVoc High Schools was considered timely and highly appreciated. In SY 2016–2017 DepEd–ARMM had 119 out of 156 secondary schools offering the senior high school Technical Vocational and Livelihood track. The program support to TechVoc secondary schools appeared to be highly valued because many of these secondary schools lacked teachers with NC2 and TM1 qualifications as well as equipment to support practical lessons.

Challenges and opportunities

One of the identified problems in ARMM is a large number of OSY in ARMM. This was indicated in the low participation rate and high drop-out rate for secondary school-aged youth. Many senior students did not complete secondary grades. The consequence was high percentage of young people with low level of skills, low level of learning achievement in school, low self-esteem and confidence, lack of interest in school and low prospects and opportunities for employment and livelihood.

A major challenge for youth employment in ARMM is the lack of industries to absorb skilled workers. A recent study indicated that overall employment in the region stands at 27%.[50] This was a major consideration in shifting the program strategy in Phase 2, from merely providing skills training to the OSY, to also linking them with industries for paid employment both within ARMM and outside the region. However, industries within ARMM are generally limited to agriculture and mining. Within ARMM the daily wage for non-agriculture industries is PHP265 per day or between PHP6,500 to PHP7,500 per month and PHP255 per day for agricultural based.[51] This explains the increase in those earning within the range of PHP5,000 to PHP7,000 as these are the OSYs who found employment within the region, while those whose incomes are more than PHP7,000 are those who found employment outside ARMM where wages are higher. The scarcity of employment opportunities, job-skills mismatch, competition among completers and with college graduates and lack of job-matching facility are other practical challenges that need to be looked into for further study and TVET programming.

The industry-based approach to identifying course offerings is ideal but does have adverse implications in terms of educational qualification and gender preferences. Many industry players

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50 Study of Employability of TVET Graduates in ARMM
51 Retrieved at http://www.nwpc.dole.gov.ph/pages/armm/cmwr.html on March 15, 2017

upgraded their minimum educational attainment requirement from elementary level to high school level. Some preferred high school graduates only. Others preferred male applicants especially for traditionally male dominated trades such as welding, carpentry, and electrical installation. In the case of security services, employers required a minimum height to the dismay of completers who did not qualify. These preferences of partner-industries resulted in the exclusion of some TVET graduates – especially women – in the last two training cycles. Although some female OSY were trained in welding, they were assigned to office work jobs by their employer. Thus, it is necessary to continue the advocacy on inclusion, non-stereotyping and equal opportunity for both men and women in the workplace.

Most recently, the regional government has announced the implementation of a TVET scholarship program in 2017 allocating PHP450 million for the 60,000 scholarship slots including 3,000 slots for indigenous people in ARMM. The region has also promoted its employment priorities to address the requirement to develop TVET trainers especially in the field of agriculture and fisheries, halal and Islamic Finance, development of programs and qualification offerings and construction of basic TVET infrastructure. This is expected to provide huge potential for OSY training and work opportunities. However, TESDA region recognised that this is a huge challenge since they currently average 27,476 graduates annually.

Moreover, with K–12 senior high schools only beginning their Technical Vocational and Livelihood track in 2016, there remain challenges regarding policy and quality issues, standardised Technical Vocational and Livelihood curriculum, teacher competency, TechVoc facilities and assessment so that senior completers will be able to pass the TESDA assessment or be well placed to gain employment when they decide not to continue to college.

3.1.4 End of Program Outcome 4: governance – improved education governance of early childhood and basic education and OSY

Overview

Both the Program Design Document and Independent Program Review recognised that the context in which the program was implemented is unique and complex factors affect low education performance in ARMM. In defence of the program, BEAM–ARMM was not established as an institutional strengthening or governance program. Instead, partners sought to identify possible areas of influence where governance interventions could occur as the program was being implemented organically.

The need for improved governance is evident through the educational hierarchy in ARMM. Governance interventions have been considered as integrating elements that support and promote an enabling learning environment (EOPO 1&2) and also contribute towards enhanced employability (EOPO3). In the past two years, BEAM–ARMM has placed greater emphasis on improving governance in areas of education policy and planning, systems improvement and capacity building thus providing an important source of support to underpin the achievements and gains derived across the program.

The impact of BEAM–ARMM's investment in governance for education may not be felt in the short-term. The evaluation of governance interventions and associated impact have been challenging. This is primarily due to the inability to undertake standardised baselines and the broad range of activities being implemented. The focus of evaluation work was on identifying the practices and processes that lead to change rather than making broad assessments that could not demonstrate the causal relationship. That said, a number of positive results have emerged that provide a foundation for the implementation of improved governance mechanisms within DepEd–ARMM.

Summary of key findings for EOPO 4 indicators

The program did make progress in some key areas, notably with support around School Based Management. Additional support was provided to institutionalise school based construction and

management; WinS monitoring and accreditation progressed; ADM also received on-going support through DepEd–ARMM with permits to operate paving the way for the establishment of learner identification numbers.

Most notable however was the inclusion of additional governance support which was not envisaged in the original results framework. Such work included: health policy and reporting templates; strategy paper in the support of the Tahderiyyah program sustainability plan; planning systems in DepEd–ARMM; improved practices to school based teacher professional program; provincial technical education and skills development committee and post training support established for TVET; participatory M&E in classroom construction; community-led approach to WASH construction in schools; and addressing maintenance and operation of WASH Facilities.

Analysis by EOPO 4 indicators

Indicator Target	Achievement
Improved school head capacities on School Based Management. Target: 1,000 public schools	Achieved 1,361 schools

BEAM–ARMM facilitated three activities through DepEd–ARMM with regards to improving the capacities of School Based Management. Each activity is presented below.

Improved school heads capacity on School Based Management and School Improvement Planning systems

BEAM–ARMM provided opportunities for the practical application of School Based Management practices to school heads. The approach taken in various interventions has been towards the strengthening of management and instructional supervision skills. Through training on School Improvement Planning, school heads improved planning in drawing on the practical applications provided through BEAM–ARMM.

Thus far, there has been low motivation to practice School Based Management principles primarily due to the lack of MOOE. To date, only central schools and national high schools have been granted MOOE (114 elementary and 302 secondary out of the 2,450 public schools or 17%). Support to School Based Management and School Improvement Planning with 1,974 school heads trained and more than 200 School Based Management / School Improvement Planning trainers developed and mobilised, has resulted in the build-up of skills and the institutionalisation of the School Based Management / School Improvement Planning systems. The 1,361 School Improvement Plans that reached level[52] 1, 2 or 3 demonstrate initial but concrete steps towards improved School Based Management and the school's compliance against the basic requirements of securing inputs and establishing structures to support MOOE. More than 250 School Improvement Plans reached level 3 indicating maturity in: (i) maximising efforts to mobilise resources; (ii) using the government's prescribed financial management system; and (iii) engaging community/stakeholders.

DepEd–ARMM earmarked budget in 2017 entitling public elementary and secondary schools to MOOE.[53] This is an encouraging development outcome. The budget allocation is a positive indication that schools' operational requirements are considered important. More than 250 elementary schools now have bank accounts and financial management systems in place and are ready to receive

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52 The School Improvement Plans were graded into three levels: Level 1 data gathering; Level 2 – all data was collected and the planning process commenced and Level 3, the three year School Improvement Plan was complete or formulated.
53 On 12 October 2016, Bureau of Public Information in ARMM, published that all public schools in ARMM will receive operating expenses in 2017.

MOOE. The 150 piloted for fund support by BEAM–ARMM to simulate the MOOE system will model use of the systems for replication by other schools.

Improved systems and capacity in construction planning, management and monitoring

BEAM–ARMM delivered 50 new classrooms, 123 classrooms[54] repaired, 300 libraries refurbished, five material development and five SPED centres established. However, these are not sufficient to address the deficit with the demand for classroom increasing annually to meet K–12 requirements.

A comprehensive School Facilities Inventory System that used geotags and GIS is now working and complementing EBEIS data to inform infrastructure planning. DepEd–ARMM has now adopted the Quality Assurance Classroom Construction Manual and built the capacity of the Division Program Facility Coordinators, school heads / principals and communities on the use of tools to manage and monitor construction activities. School heads and members of communities / Parent Teacher Associations are now able to monitor and contribute to the monitoring of and reporting of progress and quality of construction. The Office of the Assistant Secretary for Special Programs of DepEd–ARMM and the Division Physical Facilities Coordinators are now equipped with appropriate technology and tools to plan and monitor progress of classroom construction.

There is now evidence of institutionalised practices that promote community participation, accountability and transparency through pre-construction meetings, progress reporting and punch listing.

Another promising development is that the system and tool are now being shared with other line agencies by DepEd–ARMM. This is a positive indication that the system, tools and monitoring process will be adapted by these agencies which are mostly members of the Regional Program Monitoring Committee and will be rolled-out to support demand-driven and quality education infrastructures.

WinS monitoring and accreditation

The WinS monitoring and accreditation system was developed and used as a means to bring together all DepEd–ARMM's efforts on WinS under one system, thereby providing a platform for integration of WASH into School Based Management. The system is now providing technical guidance for School Heads on WASH, providing the regional office with the needed information to strengthen WinS strategy and planning, and incentivising schools to make WASH improvements. The system guides school communities through a step wise approach to make low-cost, gradual WASH improvements towards achieving national standards.

An essential part of the appeal of the system for School Heads is the provision of in-kind WASH-related incentives by the Regional Office that are provided to schools which were accredited as one, two or three stars based on their survey responses. Since DepEd–ARMM has only conducted two rounds of WinS monitoring (one round for piloting and one round covering all of Maguindanao), additional monitoring cycles will need to be conducted before a smooth annual monitoring routine is established.

A stronger linkage is needed between submitting the monitoring survey and the provision of incentives from the Regional Office, so that school communities can more readily see the tangible benefits of instigating improvements to their WASH environment. Both divisions in Maguindanao have participated in the use of the system, with 402 schools submitting data, and 99 accredited with star status.

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54 Program Design Document target for classroom rehabilitation and repair was 1,500 but reduced to 173 (new build and rehabilitation) when targets were adjusted under Phase 2.

Indicator target	Achievement
% of ADM learning centres receiving direct management support from DepEd–ARMM Target: 100% ADM learners included in the Learner Information System	**100% ADM learners included in the Learner Information System**

The ADM model[55] is viewed by communities as a good model of providing basic education to out-of-school children in school-less barangays or areas without access to public schools. learning centres now have permits to operate which paved the way for the provision and release of school identification and Learners Reference Numbers to 21,221 (11,074 boys and 10,147 girls) as well as inclusion of student's individual profile into the Learner Information System of DepEd. On-going support through DFAT will continue as all ADM learners transition to the DepEd–ARMM system. From SY 2017–2018 all ADM learning centres will be considered under the DepEd–ARMM system. DepEd–ARMM will allocate resources to absorb the requirement for teachers, classrooms and maintenance of the learning centres.

Indicator target	Achievement
% of School Heads which involve the community in resource management Target: 50% of 2011 school heads involved in the community in resource management (transparency boards).	**Achieved 69%**

A total of 69% of school heads in target schools have established transparency boards, far exceeding the target. The development of the concept required significant discussion with the Regional Office as well as feedback from division and school-level. Based on this feedback, the transparency boards were framed positively, emphasising the opportunity for school heads to demonstrate their transparency and ability to engage stakeholders, with less emphasis on using the boards to hold school heads accountable and reporting non-transparent management of funds.

The piloting of transparency boards in ten schools in Maguindanao and Basilan proved an effective approach to facilitating the openness of school heads to establish and improve their boards in collaboration with the school community. Following the piloting, DepEd–ARMM oversaw a rapid upscaling within one school year.

Divisions reported that 1,328 boards were established. While feedback from the Regional and Division Offices has been very positive, some schools reported that the boards were more established to comply with the Regional memo for their establishment but they did not sufficiently engage the school community. There is a need to strengthen the orientation and monitoring on the actual process of establishing and updating the transparency boards, rather than monitoring the presence of the board alone.

The value of transparency boards is not in the existence of the boards, but rather in the way they are established and updated which is intended to prompt discussions and interest within school communities regarding the use of funds.

The installation of transparency boards on such a large scale in ARMM is an indication of the openness of school communities to improve transparency at the school level. With the expansion of

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55 DepEd Order No. 19, s 2014. Recognition of the Bangladesh Rural Advancement Committee (BRAC) Learning Centres – '…as an alternative model in the delivery of formal education targeting disadvantaged children from all socio cultural groups; …As an alternative model in the delivery of formal education, existing and future BRAC Learning Centres shall be included in the Enhanced Basic Education Information System (EBEIS) and shall be issued correspondingly with School ID's. The students shall be issued Learner Reference numbers'

MOOE funds to all schools and increasing funds being dispersed for the School Based Feeding Program, management of school-level funds will become increasingly important. School heads will need the right tools to manage these funds. Transparency boards can serve to build trust in communities and improve confidence in the ability of school heads to manage funds responsibly.

Additional governance achievements

The following examples of work fell outside the defined results framework for end of program outcomes but demonstrate additional governance support provided to DepEd–ARMM. Brief commentary is provided as to the level of assistance and key achievements of each intervention.

Health policy and reporting templates

DepEd–ARMM has created a conducive policy environment and strong ownership for WinS and EHCP. The release of the School Health and Nutrition policy is a key outcome as it aligned DepEd–ARMM's efforts on school health away from treatment and towards an evidence-based, low cost comprehensive approach focused on creating healthy learning environments.

The results of the ARMM Scale Up Study in Maguindanao II indicated that, while the principles of the policy were in practice at the regional and division levels, there was a need for stronger operationalisation of the policy at school level. Each level of the education sector needs to engage so that this policy can be realised in practice. DepEd–ARMM's Health and Nutrition Unit continues to advocate to strengthen implementation at the ground level. While health personnel are aware of and strongly support the policy, its implementation by school heads, and the wider integration of WASH into School Based Management, needs to be further strengthened.

The new school health reporting templates for DepEd–ARMM health personnel were developed to guide the daily work of DepEd–ARMM nurses in line with the policy to ensure the operationalisation of the policy at school level. The templates have been used widely across divisions and feedback from division-level health personnel gathered after the first year of implementation.

Some divisions are very pleased with the new system, as it provides them with an overview of the health status of learning environments, shows concrete agreements on improvements between school nurses and school heads, improves the transparency in monitoring the activity of district and school level health personnel and allows them to clearly identify less active personnel. However, some divisions have responded that the information reported at the school level is too detailed for the division level, making it difficult to compile into meaningful information for the division and region.

Strategy paper in the support of the tahderiyyah program – sustainability plan

The Tahderiyyah Strategy and Sustainability Paper was a product of an inclusive and intensive process of consultation among stakeholders. It considered the sustainability of elements such as (i) five-day school week; (ii) qualification of teachers; (iii) implementation of applicable parts of the K–12 curriculum; (iv) inclusion of learners and centres into Learner Information System / EBEIS; and (v) moving forward, how these learning modalities fit into the education system in the ARMM. The plan will serve as a strategy paper that UNICEF and BDA will submit to DFAT. The paper has also provided a foundation for BDA to prepare an independent policy paper on the institutionalisation of Tahderiyyah that can be rolled out once the Bangsamoro Basic Law is in place.

Planning systems in DepEd–ARMM

BEAM–ARMM also provided direct support to DepEd–ARMM in a number of policy and planning areas during the life of the program. Specific support included:

- The Regional Education Development Plan 2009–2014[56] was used as basis for targeting education interventions in ARMM. With support from BEAM–ARMM, a new strategic plan 2016–2021 was developed and adjusted to align with the ARMM government's Roadmap 2016–2022.

- The program's planning support through School Based Management and School Improvement Plans enhanced the planning mechanisms at the school level in preparation for integration to the division level and expectedly up to the regional level. Overall, the program supported 1,196 of the 2,153 public elementary schools in developing and enhancing their School Improvement Plans.

- The regional planning process has improved DepEd–ARMM's analytical ability through use of more accurate data. BEAM–ARMM support included engaging in 'data cleans' and the establishment of a school buildings and facilities inventory system.

- Geo-tagging of schools is another positive strategy underpinning data management. The policy and planning division of DepEd–ARMM that is leading the process of geotagging, assessment of school infrastructure and School Based Management grants, staff remarked that through the data banking and analysis, they aim to 'increase accountability and transparency and ensure that resources are invested efficiently in areas where support are really needed'.

Supporting Bangsamoro development planning for the education sector

The development of the Bangsamoro Development Plan for the Education Sector was supported by the program through the Tarbiyyah. The plan aims to provide a platform for BDA and Tarbiyyah in implementing education services and support to Bangsamoro children. The plan also aims to establish a strong foundation supportive of the strategic direction of ARMM for the education sector.

Improved practices to school based teacher professional program

BEAM–ARMM piloted a school-based professional development program – Learning Partnership Program – in 207 elementary and secondary schools in ARMM. DepEd administrators have developed a strong sense of ownership of the Learning Partnership Program particularly in schools, districts, and divisions where it was integrated in their school, district, and division training and development system. Following BEAM–ARMM's initial training inputs on establishing a school-based teacher professional development program, DepEd administrators have initiated local policies to solve implementation concerns of teachers and school heads on mentors and Learning Partner (mentee) matching, and Learning Partnership Program schedules and venues. Schools, districts, and divisions where Learning Partnership Program was well established have demonstrated positive teacher and student learning achievements.

Provincial Technical Education and Skills Development Committee and post-training support established for TVET

Five Provincial Technical Education and Skills Development Committees of Maguindanao, Lanao del Sur, Basilan, Sulu, and Tawi-Tawi have been reactivated. The committees are mechanisms designed to strengthen the TVET sector at the provincial level. TVET forums were organised per province before the reactivation of Provincial Technical Education and Skills Development Committees.

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56 The ARMM Basic Education Act of 2010 supported the Regional Basic Education Development Plan prioritised governance, learning environment and infrastructure.

Participatory M&E in classroom construction

Part of the capacity-building for school heads and division physical facilities coordinators is a robust monitoring system where school heads and the community can identify the steps in the construction of classrooms, including the appropriate materials that should be used so that the contractor does not short-change DepEd–ARMM and the community with sub-standard outputs. The community, through Parents-Teachers and Community Associations, actively participated in the monitoring of classroom construction to support the school heads. To support infrastructure investment planning, the program developed a School Facilities Inventory System to assess and record school facilities or the lack of, which should be useful for School Improvement Planning and will be a basis for investments by the MOOE. The division physical facilities coordinators were trained on the School Facilities Inventory System which is now being used in DepEd–ARMM.

Community-led approach to WASH construction in schools

Component 2 piloted the community-led sanitation construction approach to harness the skills and resources of school communities to repair or construct toilets and install rainwater catchment systems in schools where access is limited due to security conditions. Anchored in School Based Management, the school community is equipped with the skills and materials needed to empower its officials and community stakeholders to localise sanitation construction based on their unique needs. Community skilled workers are now capacitated on WASH construction and the school can mobilise the necessary labour to improve their WASH infrastructure in their own timeframe without depending on external construction teams.

Addressing maintenance and operation of WASH facilities

The operation and maintenance of WASH infrastructure to ensure sustainability of functionality in ARMM remains somewhat challenging. Through the BEAM–ARMM program, there has been significant progress to establish WASH infrastructure, however, regular wear and tear leading to functionality issues needs to be addressed, particularly for school toilets, rain water collectors and group washing facilities. It is in this context that component 2 has developed the capacity of DepEd–ARMM focal persons to conduct a series of workshops funded by DepEd–ARMM and establish a mentoring system on operation and maintenance on WASH facilities for each division, which will later cascade down to districts and schools.

WASH in Tahderiyyah has demonstrated how WASH can be integrated in the Tahderiyyah centres. WASH in Tahderiyyah was able to improve the overall learning environment and experience of the young learners by providing convenient access to water and sanitation facilities when young learners need to use a toilet. Thus, learning is not unduly interrupted. Further, its advocacy on deworming resulted to the young learners' access to deworming pills. Hence, WASH in Tahderiyyah has greatly contributed to making access to basic and quality education possible in ARMM.

Child protection involving parents, communities and local governments

Child Protection is an important component of the Tahderiyyah program. Child protection increased the involvement of parents and community, including LGUs, to support Tahderiyyah centres as well as strengthened the protective environment within the school and home environments. This was achieved through the capacity development of teachers, administrators and parents on the reporting and referral of child protection cases in Tahderiyyah centres. The program facilitated registration services for children without birth certificates. Support was provided to 359 Tahderiyyah children identified being without birth registration with 57% or 204 children (103 boys, 101 girls) provided with Certificate of Live Birth through the advocacy and facilitation of BDA.

3.1.5 Analysis of key assessment criteria

Relevance

The program maintained a high degree of relevance throughout implementation. This was maintained through close relevance to DepEd–ARMM policies, strategies and education strategies nationally in addition to close alignment to DFAT's strategies.

BEAM–ARMM also maintained relevance by focusing on core areas of educational support (access, participation, learning and employment). Relevance was somewhat limited, particularly in areas where there was not a direct correlation between the target and what was implemented. For example, improvement in student learning outcomes cannot solely be directly attributed to improvements in teacher professional development. A crucial factor influencing learning outcomes is an enabling learning environment that allows teachers to perform at their best. In addition, access and participation rates were primarily enhanced through specific models of delivery as opposed to region wide enhancements. These causal 'un-linkages' meant that the program often focused on the production and achievements of relatively unrealistic high level results as opposed to a focus on the production of quality outputs and short-term outcomes that could be prioritised and supported to drive greater effectiveness and efficiencies.

In addition, a program without a defined focus on institutional strengthening and governance does limit relevance somewhat. Development activities often need to contribute to the strengthening of systems and processes either directly or through the enabling environment. Programs that do not define and clarify governance roles initially tend to fall into ad-hoc institutional arrangements. BEAM–ARMM was often drawn into the provision of support and service-delivery that were not otherwise available or supported through existing ARMM or DepEd funding mechanisms. In effect, BEAM–ARMM maintained institutional relevance by 'filling a gap' in DepEd–ARMM's ability to meet basic services including training of teachers, infrastructure support, employment provision. This is not necessarily a bad approach or result, but does raise questions around the on-going relevance of such a program and its ability to generate effective products and results. Anecdotal evidence does suggest Pathways will seek to strategically engage and prioritise support thus reducing the likelihood of this situation continuing.

It is difficult to generalise relevance as well across the implementing partners. A program focused on covering a wide range of activities does ensure some interventions are of higher relevance (and quality) than others. Teacher training is certainly of high relevance, however the implementation of some proposed institutional arrangements (for example M&E) are less so given the inability to field adequate capacity and resources to implement such arrangements. This did place some pressures on the ability of the program to maintain a unified approach.

As a result of the evidence presented, BEAM–ARMM was only able to support DepEd–ARMM in selected areas of institutional development and despite best efforts and intentions, there was limited opportunity to influence significant change. However, BEAM–ARMM did maintain high relevance in areas where it had a direct influence and in which products and deliverables could be assessed, measured and ultimately utilised.

The program is viewed to have contributed to peace in the region. Access to education and training provided to children and OSYs addresses several needs and rights. These include the right to education, the right to work, the right to a dignified human life, the need to respond to one's basic needs and those of one's family's. The deprivation of these rights and needs can lead to restlessness and conflict as has been proven in the past. Specifically, the Tahderiyyah program and madaris support have been considered peace-building programs. They create opportunities for state and non-state institutions (DepEd–ARMM, BDA and Tarbiyyah of the MILF) to have a common education agenda to serve the Bangsamoro children. The program has facilitated dialogue and interaction between Tarbiyyah, BDA and DepEd-ARMM. This interaction has been well received by the Tarbiyyah and BDA which stated that prior to BEAM-ARMM this interaction was non-existent.

Effectiveness

BEAM–ARMM was an effective program in the delivery of key products and outputs. The evidence presented in this report does provide an indication that BEAM–ARMM has made a direct contribution towards the achievement of defined outcomes. BEAM–ARMM has been effective specifically in increasing access and participation and increasing employability among OSY cohorts. Learning outcomes in the region which have improved on a selected sample basis through BEAM–ARMM, continue lag national averages. That said, BEAM–ARMM has made considerable progress in raising the quality of teaching approaches and practices. The evidence does suggest targeted teachers continue to develop and perform in relation to a range of standardised metrics.

All partners have made considerable progress in their respective areas of work. Reviews of the Six Monthly Progress Reports indicate that progress has been steady over an extended period of time. One continuing factor to possible ineffectiveness has been the broad and varied scope of work that has been implemented through BEAM–ARMM. As indicated earlier, the drawing of multiple activities under the banner of four EOPOs is somewhat challenging and does not always reflect the causal nature of the work.

The various models for the delivery of education have all contributed to improving access and participation. Whilst there is limited question on the importance of providing access, the transition of students from one modality to another requires further investigation. The lack of accurate and available data in these areas reduces effectiveness as DepEd–ARMM is unable to ascertain the number and transition / completion rates expected to ensure schools are resourced and capable to accept transitioning students.

BEAM–ARMM has been successful and effective where it has aligned its implementation and management in accordance with the desires of DepEd–ARMM (and other key stakeholders). For example, in TVET, poor training outcomes were reported initially as substandard and poorly designed training occurred because courses were not aligned with TESDA requirements. The shift in focus has resulted in significant improvements in the targeting, scheduling and ultimate employment of beneficiaries.

Where efforts have focused on strengthening DepEd–ARMM systems, effectiveness has been heightened. In the case of WASH, it was successful in meeting its objective to capacitate DepEd–ARMM to create healthy learning environments. Overall, the capacity of DepEd–ARMM to manage WASH in schools has been strengthened and there are systems in place to support the continued improvement of WASH (e.g. WinS monitoring and accreditation system, regional to division WASH O&M support system, regional WinS Technical Working Group). Improvements in healthy learning environments can be seen through the significant increase in water and sanitation access in schools over the past five years of implementation, as discussed above. However, the regularity of daily hygiene activities has varied among schools and divisions throughout the program.

The evidence from teacher training indicates a highly effective training program targeting specific interventions aligned to national standards and associated learning outcomes. The assessment of students from trained teacher classes provides further evidence that learning results have improved as a direct result of enhancing teacher performance. The improvement of teaching approaches is a key result from BEAM–ARMM.

Efficiency

Overall the program has maintained a high degree of efficiency. BEAM–ARMM was able to achieve most of its intended deliverables despite the difficult operating environment and complicated program management structure. The various components started at different times and operated in silos or as separate programs. The program structure was ambitious and complicated. It was beneficial for meeting component's targets but it devalued what the program was trying to achieve in terms of

overall outcomes, synergy and comprehensive view of the program. It also raised a question on value for money as service delivering became external to DepEd–ARMM.

The program originally envisaged that DepEd–ARMM would have greater ownership of the program structure and be in a position to internalise a number of support functions, particularly in support of schools divisions. The silo effect created a separate structure external to DepEd and coordination emerged as an important concern. A programmatic approach attempted to improve coordination and cohesion. The Managing Contractor was central to this. But whilst improvements were made on coordination and unified reporting, the retro-fitted programmatic approach had some limitations. A lesson on coordination is also one of efficiency. For BEAM–ARMM, a key lesson was to ensure that a rationalised and cohesive structure was built from commencement and that the Managing Contractor was vested with authority to deliver coordinative and programmatic roles. It is also important to establish a common platform for planning and reporting across all program components from the outset.

For other implementing partners, each has sought to utilise cost-efficient approaches, methodologies and materials. For example, the group washing facilities now being produced by DepEd ARMM were designed to be 'low-tech' and to minimise production costs, while also minimising water usage. The toilet design used in the sanitation rehabilitation component was designed to use simpler material, making it easier for schools to maintain, and it is lower cost than the standard model. Above all, the Fit for School approach aims to leverage the existing structures within the DepEd system and the resources already available to schools to improve WinS, rather than providing additional resources. Schools are encouraged to make gradual low-cost improvements on WASH to avoid dependence on external resources. The use of local materials and reliance on community contributions to maintain Tahderiyyah and ADM classrooms in additional to bulk procurement and purchasing of supplies have enabled partners to maintain efficient cost structures.

The Managing Contractor was tasked to implement components for basic education, TVET and cross-cutting components of the program. The Managing Contractor with significant commitments to ramp up deliverables in the first three years struggled to spend the budget for various reasons. This resulted in a huge underspend prior to program extension. Efficiencies were attained in the extension phase through direct service delivery and tapping into external providers which was not the original intention of the program.

The Program Design Document assumed that ARMM regional government would provide through DepEd–ARMM budget, funds to hire full time Program Management Office staff that were to be managed by a Program Management Office Program Director. This assumption was notional and not actualised. Instead, the Managing Contractor worked outside the institutional structure whilst trying to ensure that specific DepEd–ARMM personnel were involved in program implementation. This scenario created some setbacks to implementation. The Managing Contractor's original resourcing was lean because of that assumption with only 18 personnel (including four long-term advisers, 11 technical staff, one finance and two drivers). Consequently, the Managing Contractor's personnel complement increased. However the Managing Contractor demonstrated efficiency by employing predominantly national advisers (long- and short-term) who could conduct field work more readily, despite security concerns, and could foster close working relationships with key counterparts.

Target and cost assumptions in the Program Design Document were found to be questionable e.g. end-of-program target of 1,500 for classrooms construction and rehabilitation but it was unclear how this target and costings were determined. This made assessment of efficiency difficult because in reality the indicated outputs could only be achieved partly given the operating environment in ARMM

(isolated provinces, conflict-affected areas, limited number, capacity of external service providers, unit cost requirement to build the new classrooms[57]).

This context affected the service delivery modality and risk management of components. As opposed to direct implementation approach, the Managing Contractor engaged external service providers, explored partnership arrangements and modelled community led rehabilitation of classrooms to improve efficiency. Tapping into partnership arrangements for classroom construction (Habitat for Humanity) and external providers for TVET (NGOs and TVIs) proved to be difficult because of capacity issues and often refusals to work in ARMM. Factors including flawed cost assumption, underperformance of service providers, and limited capacity influenced the reduction of targets for classroom construction and TVET OSYs.

Security incidents and issues at times delayed implementation progress.[58] But the continued analysis and management of actual risks was done not only in terms of managing security issues and risks to personnel and program resources but also on implications and impact of security issues to achieving the overall outcomes of the program.

In terms of efficiency of implementation on the DepEd–ARMM side, the multiple partners took a toll on their time and resources because often the same people, especially school heads, were called to training one after the other by different partners when these could have been consolidated into one activity, e.g. classroom construction and toilet construction. The biggest complaint of DepEd–ARMM relates to the competition for their time by different partners. At the operational level, there is room for improving coordination to optimise logistical arrangements among partners, e.g. travel in the same location, delivery of materials in the same area, sharing of information on procurement matters, standards and protocols in working with stakeholders in relation to entitlements (transport and meal allowances).

Sustainability

It is challenging to provide an overarching comment on level and viability of sustainability. The nature of program implementation, particularly when implemented in a context specific and conflict affected area means that sustainability will always remain challenging. The application of a 'silo' type approach as indicated under the efficiency section also contributed to reducing opportunities for sustainability. The shift to a programmatic approach did provide some scope to promote sustainability through shared resources but in reality, partners remained focused on their own respective work areas.

The strategic intent of the program was also to increase access and participation, learning, and employment which are ambitious and appropriate, but without an appropriate level of institutional strengthening and support then long-term results will be difficult to maintain and sustain. In achieving the EOPOs certain elements of BEAM–ARMM focused on service delivery and capacity substitution, in effect, establishing a parallel system for implementation and management.

The lack of a focus on institutional reform has meant that many program initiatives are likely to discontinue with the removal of funding. This is not to suggest that the program is a failure but a recognition that in the contextual environment of ARMM, it is hard to sustain such a broad range of outputs and deliverables. DepEd–ARMM remains significantly under-resourced to carry out the broad range of activities and components implemented through BEAM–ARMM. There is a real need to focus on core areas of support that have a higher probably of being maintained and sustained. The work done through the case studies in addressing EOPO 2 provide some guidance as to possible interventions that can continue.

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57 Base figure per classroom constructions is PHP735,000 and for rehabilitation is PHP 250,000. The estimated cost combined would be around AUD18 million for classroom construction and rehabilitation alone.
58 The Zamboanga siege in 2013 affected program delivery to the island provinces for several months

For implementing partners, it is a similar situation. Many interventions would cease to exist without adequate and appropriate levels of financial support. Scope does remain for targeted interventions in core areas and DFAT / DepEd–ARMM should include justifications for funding and implementation based around tangible sustainability plans. School delivery models can only be sustained if resources are provided. The implementation of parallel systems is not efficient and ultimately absorbs resources away from the government. The transition of students in theory should reduce the need for alternative models but increased resource constraints underpin the government.

For TVET, there was little activity directed to establish sustainable structures post-program support except towards the latter part of the program through the reactivation of the five Provincial Technical Skills Education and Development Committee. These committees have been inactive for more than five years and it is too early to tell whether they will be a sustainable structure to coordinate local level planning and policy development for skills development linking it with trade or employment. However, from a positive point of view, TESDA has been mobilised to conduct an industry-wide forum in association with LGUs and other agencies based on the work and results derived through BEAM–ARMM.

3.2 End of Program Review Question 2: How appropriate were institutional and governance approaches with key stakeholders?

As outlined in the previous section, governance and institutional reforms within any government system are challenging. BEAM–ARMM was primarily a service delivery program that sought to fill gaps within core elements of DepEd–ARMM's overall strategy. Much of BEAM–ARMM's institutional work was focused at the school and district level. While it is acknowledged that BEAM–ARMM has made significant contributions to school level and district level reforms, achievements at the central level have been less apparent.

This is not necessarily a bad result nor does it reflect a lack of partner engagement but rather it suggests that governance and institutional support and reform were really an 'add-on' feature as a means to link and correlate achievements in core areas with some form of institutional change. In addition, the governance interventions by implementing partners were many and varied. It is difficult to establish an appropriate and consistent governance baseline when the level and type of support provided varies and ultimately results are differentiated.

BEAM–ARMM's M&E team's experience from education programs through the Asia–Pacific region suggests that if governance and institutional arrangements are not clearly defined and articulated prior to the design phase then results and overall influence and impact will be difficult to achieve.

In light of this observation, there is available evidence to show that some institutional and governance initiatives commenced and undertaken by BEAM–ARMM have been supported, acknowledged and applied by DepEd–ARMM. In capturing selected examples of key initiatives, the End of Program Review sought to prepare a series of cases studies and discussion papers as part of the overall evaluation process.

The intention of the case study approach as agreed with DFAT was to identify a number of key interventions from the past five years that have been recognised, adopted and institutionalised within DepEd–ARMM. The case studies were also identified around topics that formed an important component of DepEd–ARMM's implementation strategy moving forward. The case study methodology provides short, impactful insights into key achievements and challenges and, where appropriate, presents a quick story of the evolution of the intervention and how it has been embedded within DepEd–ARMM.

Ten studies were prepared and developed by individual authors representing different program partners. They outline achievements, challenges and lessons from key initiatives and propose suggestions for continuation or refinement that DepEd-ARMM, DFAT and the Pathways program may

wish to consider. The summaries below highlight the key interventions adopted by DepEd–ARMM as outlined in the more detailed case studies and discussion papers included as Annex 2.

Case Study 1: The Tahderiyyah Program as a model to support education in conflict and post-conflict areas in ARMM

The purpose of the case study was to assess the contribution of the Tahderiyyah program on access and participation and to basic education in ARMM. In areas where communities have no access to day care centres, UNICEF and BDA have assisted in establishing Tahderiyyah centres. UNICEF has supported 811 from 2011 to 2015 mostly in ARMM, and BDA 340 Tahderiyyah centres from 2015 to 2017. Together, they have catered to some 50,000 children, particularly in conflict areas as part of the Tahderiyyah program's contribution to access to ECD in the region. A summary of key findings includes:

- In terms of learners transitioning from Tahderiyyah centres to the next grade level, i.e. Kindergarten to Grade 1, DepEd–ARMM schools are ready to accept Tahderiyyah program completers and receive the ECCD checklist from the Asatidz to guide DepEd–ARMM teachers on the performance of the Tahderiyyah centre learners. This was made possible through two DepEd-Central memoranda on transition from the Tahderiyyah centres to regular public schools.

- There are considerable challenges in Tahderiyyah's applying and receiving formal accreditation or Permit to Operate. Permits to Operate are often unable to be provided because the Tahderiyyah may not own the land upon which it is established. Once given a Permit to Operate, the madrasah is entitled to apply for a subsidy from DepEd–ARMM of PHP5,000 per learner per annum which is allocated for teacher salaries (80%), and physical development of the school (20%).

Case Study 2: Prospects for Madaris in Enhancing Access and Participation in ARMM

Madaris education provided a venue for BDA, the Moro Islamic Liberation Front's Tarbiyyah Committee, and madaris operators to engage with each other and more importantly to engage with the government as stakeholders and partners through the Bureau of Madaris Education. The program also served as a platform for continuing discussions to clarify what 'balanced education for Bangsamoro' really means. The main focus of the case study was on the extent to which madaris were viable in promoting access and participation in the education system. Key findings from the study included:

- There are challenges in obtaining relevant Permits to Operate and accreditation.

- A policy on application for Permit to Operate for madaris and Tahderiyyah centres will be issued before June 2017.

- An internal policy guideline will be issued by the Tarbiyyah and the BDA on assistance to madaris and Tahderiyyah centres to include accreditation by the Tarbiyyah and the BDA, curriculum, learning delivery, and application for Permits to Operate and eventual accreditation by DepEd.

- Quality of teaching is an issue as some teachers are not fully qualified to teach classes in madaris.

- Some madaris have closed due to parents being unable to afford fees.

Case Study 3: School-based hygiene activities in Maguindanao II: The scaling up of the Essential Health Care Program (EHCP)

There are many good practices on WinS but the greater challenge is often to sustain improvements and implement them on a large scale using existing government structures. significant investments can be made to improve WASH in a few schools but these prove too expensive to scale up and tend to have lower government ownership and poor sustainability once funding ceases. EHCP consists of daily group handwashing with soap, daily group tooth brushing with fluoride toothpaste, and bi-annual

deworming. DepEd–ARMM has scaled up the EHCP to nearly 500 schools. In the division of Maguindanao II EHCP has been scaled up to 75 schools supported by BEAM–ARMM and an additional 10 schools which were not targeted by the program. The division has been a strong advocate for EHCP and was awarded best EHCP implementing division by the DepEd–ARMM Regional Office. The case study analysed the facilitating factors that enabled the scale up at division and school levels. Key findings included:

- A conducive policy environment was created by DepEd–ARMM. At the regional level, the School Health and Nutrition policy identified EHCP as its flagship program and promoted preventative health interventions. At division level, the Schools Division Superintendent released a memo instructing all schools to implement EHCP, regardless is they were targeted by the BEAM ARMM program.

- School communities mobilised funds and maximised existing resources to initiate the program. The Bayanihan spirit leveraged support from school communities. With minimal external funds, the division used existing meetings and events were used to orient staff and report on EHCP.

- Strong support from DepEd–ARMM leadership contributed to the sustained success of the program. 'Ambassadors from within' advocated for the program within DepEd–ARMM and ensured continued support through changes in leadership. The Schools Division Superintendent took a strong role in leading by example, through maintaining high WASH standards in the division office.

- Strong ownership for the program was developed. At the regional level, materials initially funded by GIZ were taken on by DepEd–ARMM. Close alignment of the program's key message with Islamic values of hygiene and cleanliness helped develop support at school level. Advocacy from division health personnel resulted in additional funding for the program from the Provincial Governor's Office.

- Gradual simple steps were encouraged so that schools could tangibly see what they could do on their own to implement the program using materials readily available to them.

Despite these enabling factors, challenges remain to ensure the continued implementation. Many schools still lack sufficient access to water, which is needed for regular hygiene activities. The operationalisation of the School Health and Nutrition policy needs to be strengthened at school level to better integrate WASH into School Based Management. Without MOOE, schools continue to struggle to fund basic materials like soap, toothpaste and toothbrushes.

Case Study 4: A school-based reading program model in ARMM – Reading Across Levels, Languages, and Learning Areas

This case study focuses on the results of the BEAM–ARMM introduced reading program to address one of the most prevalent issues among children in ARMM schools. Students are not reading at their grade levels, with a significant number of students not reading well – or at all – when they reach the end of their elementary years.

The study shows that:

- Teaching reading in the ARMM is as challenging as the varied socio-political, economic and cultural contexts of the region.

- Contextual factors have stronger influence on students' abilities to read and understand what they read than person-bound factors (like teachers' own attitudes and commitment to teach).

- A statistical review and analysis of the of the scores of Grade 3 students from Dangkalan Elementary School in the Lamitan City Division in the 2016 NAT showed that those who underwent instruction in grades 2 and 3 from Read ALLL trained teachers performed significantly

better in Filipino and English reading, science, and math than their counterparts in 2012 who did not receive Read ALLL interventions.

- These results can be attributed to the changes in teachers' skills in reading instruction as a result of BEAM–ARMM Read ALLL interventions. More importantly, some crucial factors have also contributed to improved NAT scores among the school's students. These include teachers' improved reading proficiencies; favourable student and teacher attitudes toward reading and writing; leadership and instructional supervision performed by the Principal and all out support from community stakeholders.

Case Study 5: The Learning Partnership Program in Wao District 1 Schools: school based professional development of teachers toward improving learning outcomes in the ARMM

The Learning Partnership Program is an emerging option for school-based professional development for teachers to help each other to improve teaching competencies, and consequently improve learning outcomes among their students. BEAM–ARMM introduced Learning Partnership Program in November 2015. This case study looks at the program's strengths and weaknesses, as shown in the results of the assessments at baseline and in December 2016. In particular, the study focuses on the results among elementary schools in Wao 1 District, Lanao del Sur 1 Division. It also looked at the results of the self-assessments of teachers in terms of the eight components of the program, namely: collaborative planning, learning facilitator selection, key players' roles and functions, time allocation and venue, learning partnership activities, program support, policy and technical support, and program assessment and evaluation.

Quantitative analysis showed significant increases in the results of students' NAT in 2016 compared to their 2014 scores and to the scores of students under schools that did not implement Learning Partnership Program. Moreover, an assessment in December 2016 of teachers' self-ratings showed increases in at least three of the eight components of the program namely: learning facilitator selection, key player roles and functions, and learning facilitator activities. On the other hand, qualitative approaches identified factors that influenced students' learning outcomes, many of which are more context-bound (extrinsic) than person-bound (intrinsic).

Discussion Paper 1: Alternative Delivery Models in the Philippines Autonomous Region of Muslim Mindanao

This study sought to review the applicability of the ADM model (in a similar manner to the Tahderiyyah and Madari case studies) to the education context in ARMM. The stated objective of BRAC was to 'improve access to and quality of pre-school and elementary education particularly in communities without government schools or have difficulty in access'. In addition, learning centres in communities of one classroom were to be established considering the following criteria: barangays without schools, number of out of school children, distance to public schools, security and risks. The focus of the study was to consider the extent to which the ADM model promotes access and participation and effectively transitions students into formal education streams. Key findings from the study include:

- ADM approaches are relevant to ensure universal access and participation; however these need to be considered in a contextual manner thus avoiding future standardised approaches.

- In light of the importance of context, varied approaches should be considered to ensure the ongoing relevance and viability of the ADM model.

- ADM approaches need to be compliant with current DepEd policy with regards to 'education for all' and the need for universal education systems that cover all children as well as existing ADM approaches in the Philippines and then contextualised.

The overall implementation is out-sourced to local non-governmental organisations (NGOs) which also assume responsibility for recruiting and training the learning facilitators and provide them with monthly

updates. The learning facilitators are from the community where the learning centre is located and rarely qualified teachers (11%). This system of using non- qualified teachers being trained by NGOs, who were also not teachers was challenged by DepEd and future use of learning facilitators needs to be linked into the DepEd–ARMM system and carefully monitored to ensure quality and the maintenance of acceptable levels of education and support to children.

Further work is required to ensure on-going transition of students from ADM to formal DepEd curriculum and classes.

Discussion Paper 2: Capacity Building on Governance Improvements in Classroom Construction in the ARMM

This discussion paper assesses the extent to which school facility improvement guidance was accepted and adopted by DepEd–ARMM and to present various issues and recommendations moving forward to further strengthen facilities management in the region. The engagement of BEAM–ARMM to institutionalise the process has become critical given that from 2010–2012 alone, ARMM had an allocation of 2,178 classrooms with a budget of PHP1.68 billion for construction. In the years 2013–2015, this increased to 3,304 classrooms with an allocation of PHP3.18 billion. Key findings from the discussion paper include:

- BEAM–ARMM worked with the Office of the Assistant Secretaries to organise teams and networks that will collectively support School Facilities Improvement.

- A Regional Memorandum No. 288 Series of 2016 was issued to officially create teams and to define their roles and responsibilities. A Project Management Team headed by the Assistant Secretary for Special Projects was organised, composed of the Division Physical Facilities Coordinators, and the Regional Physical Facilities Coordinator.

These arrangements have boosted the capacity of the region in the supervision and monitoring of classroom construction. School head and Construction Management Team / Project Management Team members have been empowered to engage with contractors in efforts to ensure completion of construction within required standards.

Contractors also engage with school heads and the Construction Management Team, with school heads submitting reports on progress of construction to the division and to the region.

In moving forward, there is a need to strengthen the linking procurement, implementation, and payments to ensure effectiveness and efficiency in the whole process. In addition, it is still necessary for DepEd–ARMM to include in their permanent plantilla positions civil engineers who will look into classroom construction as well as buildings maintenance including repair and rehabilitation.

Discussion Paper 3: Strengthening Institutional Capacities in DepEd–ARMM through BEAM–ARMM's Interventions for Educator Professional Development

BEAM–ARMM implemented a series of teacher training programs intended to deepen teachers' content knowledge and instructional skills in science, mathematics, and reading to carry out the Enhanced Basic Education Program (K–12 Program). Improving teacher competencies is ultimately aimed to improve student learning outcomes, the strategic objective of BEAM–ARMM. This paper discusses how BEAM–ARMM contributed to strengthening capacities within DepEd–ARMM in the professional development of its corps of educators across different levels of basic education – early childhood, elementary and secondary. It describes briefly each of the strategies in teacher training programming and phasing, and the milestones within each phase, noting incremental gains within the four and a half years of project implementation.

Educator Professional Development is an opportunity for doing development with the stakeholders and not for them. Doing development with stakeholders means that project implementers had deep

understanding of the region's complex contexts, and were able to design interventions that led to achieving project outcomes (effectiveness).

The process of developing educators is a recognition of the important partnership between external donors and key stakeholders in the region's education hierarchy. Where the partnership is based on building internal capacities and on the acknowledgment of local capacities, it is bound to accrue important incremental gains.

When partners have a strong sense of ownership of the project, they will make sure that it will be sustained even beyond BEAM–ARMM closure.

Discussion Paper 4: School Based Management and School Improvement Planning

School Based Management is a key component of the Basic Education Sector Reform Agenda. It provides a framework where the school as key provider of education is equipped to empower its key officials to make informed and localised decisions based on their unique needs towards improving the educational system. School Based Management supports the implementation of RA 9155, more commonly called Governance in Education Act. BEAM–ARMM started its engagement with schools and school heads with a view to improving their capacities for school-based management through the practical application and practice of the School Based Management dimensions: (i) leadership and governance; (ii) curriculum and learning; (iii) accountability and continuous improvement; and (iv) management of resources.

The case study focuses on the extent to which School Based Management and School Improvement Plans contributed to better managed and functioning schools. Key findings included:

- Management of Resources: BEAM–ARMM used the School Improvement Plan and the school facilities improvement activities to strengthen school heads' capacities in these areas.

- Working with School Improvement Plan: BEAM–ARMM supported the development of a training package on School Improvement Planning for ARMM. It includes a mentoring and coaching process to reach Level 3 – a complete School Improvement Plan with budgets. To date, more than 1,200 schools have improved their School Improvement Plan.

- Financial incentives: schools that reached Level 3 were given School Improvement Plan support funds to implement some of the identified priorities in their School Improvement Plans. This process served as a pilot for the eventual rollout of the MOOE funds. The School Improvement Plan support fund also gave them an opportunity to manage and report utilisation of funds.

- Training: was provided by BEAM–ARMM on MOOE use and liquidation processes. This is now serving as a study to make recommendations to DepEd on potential modalities that could be used for MOOE downloading. Training also provided on classroom construction that has empowered school heads to monitor the progress of construction and negotiate with contractors when they see a process or material that do not comply with the standards.

Further work is required to support devolution, particularly when less than 5% of elementary schools received MOOE.

Looking forward, there is a need to strengthen leadership on School Based Management at the division and regional levels to ensure focused support and assistance to schools. In addition, there is a need for resources to enable the division and regional coordinators to monitor and support the school heads. For School Based Management and School Improvement Planning to be sustained, school heads need to understand where the funds could come from and be given the right to exercise their level of authority mandated by law.

Discussion Paper 5: Factors that influence the employability of OSY in the ARMM

BEAM–ARMM introduced a complete and comprehensive package for TVET to ensure a continuum of support to OSY and TechVoc secondary seniors from pre to post training support. The study focused on the extent to which BEAM–ARMM's TVET intervention contributed to overall improvements in employability. Key findings included:

- The conduct and use of the results of the Labour Market Assessment guided the selection of courses. The Labour Market Assessment informed DepEd–ARMM, TESDA and Technical and Vocational Institutes on levels of demand for particular courses to inform programming.

- Based on the evidence of the first two cycles, BEAM–ARMM directly implemented the training during the last two cycles. This decision proved to be a more efficient and effective option and was assisted by the provincial advisory committee. The provincial advisory committee helped the program in the recruitment of OSY, monitoring the training and providing post-training support during cycles 3 and 4.

- The industry-based partnership for the identification of courses was viewed as an important attribution to the increased employability of TVET completers.

- The provision of post-training support was also seen as critical in increasing the chances of TVET graduates to secure jobs.

- Local government units play a critical role in providing the enabling environment for investments to flourish.

3.3 End of Program Review Question 3: To what extent has the program demonstrated relevance, effectiveness and efficiency though a unified approach?

The unified approach – an overview

The unified system was a mechanism used to bring together various program components, implementation strategies and management structures through engagement and consultation, under one common approach with regards to implementation and management. The unified approach applied to a number of program elements namely: M&E, communications, gender and social inclusion, program governance as well as project planning and reporting. The intention of the approach was to harmonise and better coordinate key aspects of the overall BEAM–ARMM program, thereby improving the effectiveness of DFAT's investment in basic education in ARMM.

From a relevance point of view, the unified approach sought to address stakeholder needs and priorities and present a 'united-front' with regards to information sharing and dissemination and associated management decision-making. The most prominent unified approach was through the Unified M&E System. Whilst the intention of the unified approach sought to represent stakeholder needs, the program did struggle to meet expectations and priorities for DepEd–ARMM with regards to timely, effective and efficient information. The program did achieve slightly more success aligning more coherently to DFAT's reporting and strategic objectives needs.

Unified M&E

The unified approach to M&E evolved out of a system whereby at the outset of BEAM–ARMM, DFAT had pre-existing contractual relationships with each of the four implementing partners. Moreover, implementing partners had in some cases already stablished associated M&E systems to implement, monitor and evaluate their respective scopes of work. In short, the establishment of a unified M&E system in theory sounded ideal and appropriate but was actually more complex and challenging in terms of its implementation and management.

Context played a significant role in influencing the relevance, effectiveness and efficiency of the Unified M&E System. Both DFAT, DepEd–ARMM, and implementing partners have increasingly realised the difficult operating context in which the program was working in terms of conflict, poor development indicators and capacity constraints across government and within schools. From a M&E perspective it has been challenging to also obtain a focus on shared outcomes with individual partners already focused on key deliverables. In effect, BEAM–ARMM had to retrofit M&E structures to ensure alignment and present an image of unification. This is generally not good practice.

Relevance

The concept of a unified approach to M&E is highly relevant in theory but problematic in practice. The relevance of the approach needs to be considered in light of the amount of resources and time required to implement an approach when there are considerable pressures to implement a system to 'inform or tell a story'. Also challenging is the identification of appropriate and relevant synergies between partners with quite differing program expectations and implementation methods.

Relevance also needs to be considered in the ability of the system to support DepEd–ARMM. Again a unified approach would support DepEd–ARMM's efforts but the BEAM–ARMM system was geared primarily towards program level (and component level initially) reporting as opposed to developing or supporting a system for DepEd–ARMM to continue with post-BEAM–ARMM. Institutional efforts were attempted with DepEd–ARMM but, without a formally designated focal point or work unit within the Department, it became very difficult to effectively institutionalise efforts from a M&E perspective.

For BEAM–ARMM the programmatic approach (as opposed to the original vertical component level approach) certainly increased the relevance of the unified approach as partners were aligned to specific outcomes. However, the legacy of the previous approach of individual contributions and 'vertical silos', combined with an on-going focus on program systems rather than government systems meant the overall Unified M&E System struggled to maintain institutional relevance and in some cases, clear outcome relevance, particularly with the assessment of EOPOs.

Effectiveness

The Unified M&E System emerged out of a desire to present a consistent approach among implementing partners towards achievement of shared end outcomes. The process was challenging to begin with due to the fact that implementing partners were unwilling or hesitant to commit to an additional layer of reporting and accountability. The first 12 months of BEAM–ARMM was spent attempting to develop a shared Theory of Change which appeared overtly complex and academic for the type of simplified process required for M&E. Many partners struggled with the initial concepts articulated in the Theory of Change and there was general pushback around what was required. Effectiveness was somewhat diluted because intentions around the unified approach had not really been clearly articulated.

The initial year was also spent coordinating among M&E managers and seeking to find common ground and agreed definitions – upon which to base a results framework. BEAM–ARMM also under-estimated the general level of distrust amongst partners, particularly around the sharing and agreement on access to data. General perceptions of the Managing Contractor arriving to take control of the data and 'evaluate' partner performance overshadowed what could have been a positive working experience.

Although EOPOs were defined, there was limited agreement on the steps and processes to reach these. Initial indicators and targets provided little clarity and were often structured in an ill-defined or even un-defined term. This means causal relationships were not explicit and in some cases, implementing partners did not have a clear desired end state. However, the flourishing of outputs and simple counting indicators emerged as a preferred operational approach. This meant that while

progress could be somewhat monitored, the progression towards a shared end of program result was not entirely consistent or agreed.

Once basic agreement and shared understanding was reached, the combination of targets was relatively simple (albeit with considerable edits and editions of the results framework). The ability to implement shared reporting as well as possible evaluation studies was more problematic. Compounding the situation was the structure of the BEAM–ARMM program itself which divided partners into separate components. The result was that while EOPOs remained constant, implementation strategies often changed and many partners were not directly contributing in a direct manner to shared outcomes.

Elements of evaluation and assessment were primarily left to the Managing Contractor. Baselines for access and participation, learning and employability were prepared by the Managing Contractor with little or no input from partners. Implementing partners at times provided ad hoc evaluation studies but there was limited coordination, structure and consideration of resources. This meant that evaluation studies were often under-utilised by the program and often only supported specific interventions (i.e. TVET tracer studies).

In 2015, BEAM–ARMM was extended for another two-years with a more integrated 'programmatic approach' to implementation and management. There was also a concerted effort, based on the lessons learned and experiences from the previous three years to shift M&E away from component based reporting to that based on shared outcomes (both end of program and intermediate). The approach enabled all partners to identify where respective work was aligned (to respective outcomes) but also linked to the work of other implementing partners (e.g. WASH). This was a positive step in the right direction and enabled some form of planning, prior to the implementation of work. However, the system has continued to struggle as additional indicators have again emerged through various editions of the results framework, leading to more complex and process type approaches to reporting.

There was some concern shared by DepEd–ARMM as to the functionality of the M&E system given the perception of exclusivity of data. In some instances, DepEd–ARMM perceived they were not provided with adequate data, particularly around the alternate education models that would have assisted them play a greater role in setting strategic direction and policy. The combination of different data collection processes coupled with individual partner systems reduced the effectiveness of the M&E system overall.

Key findings on effectiveness from interviews with partners and stakeholders include:

- The BEAM–ARMM program had a very complicated structure which did not facilitate effective coordination and communication in terms of M&E. The initial contracting approach for individual partners meant that the introduction of a unified approach caused some initial confusion and misunderstanding. Partners were unclear initially on roles and expectations around data and information collection, management and dissemination.

- Different commencement times for the partners means implementation schedules were different and targets and strategic intent to engage with partners and plan accordingly were not aligned.

- The unified approach was initially quite fragmented. The original program was designed as components with individual approaches to M&E. A shared programmatic approach from the beginning based on shared outcomes would have better served cohesion and engagement.

- DepEd–ARMM was not really engaged in the design and development of the Unified M&E System. This was a missed opportunity as the focus was always initially on reporting for the 'program' rather than developing a shared approach and focus. This was an oversight on the part of all key stakeholders. The situation was exacerbated by DepEd–ARMM's reluctance to establish a formalised M&E counterpart unit to drive institutional M&E.

- Initial steps have been taken to identify and support designated M&E officers in school divisions.

- There were limited standardised approaches to support DepEd–ARMM, namely capacity development and support. There is a recognition from participants in the interviews that there could have been more alignment and relationship with DepEd–ARMM. DFAT have also acknowledged a need to have stronger connection and engagement with partners to provide more strategic guidance and support and not just to act as gate-keepers on the collection and use of information.

Geographic information system

One positive feature of the Unified M&E System was the establishment of a Geographic Information System (GIS) to support data generation which was mainly responsible for establishing and validating location of schools and other infrastructure in the map, including Barangay and municipal boundaries, through geotagging and determining coordinates. It was also helpful in providing thematic analysis across the region, e.g. proximity maps to identify feeder schools for secondary schools or feeder ADM learning centres for elementary schools as well as school-age population density by municipality.

The M&E focal points of the implementing partners, DepEd–ARMM Regional Office, Schools Divisions (usually the Division Planning Officers), including district supervisors, were provided training on geotagging. By the end of SY 2015–2016, the program has geotagged 99% of public schools in ARMM both elementary and secondary. With DepEd–ARMM opening new schools, the accomplishment for the geotagging of schools as of SY 2016–2017 is 97%. The program has also trained a focal point at DepEd–ARMM for GIS.

Efficiency of Unified M&E

A positive outcome of the unified approach was the eventual development of a single Six-Monthly Progress Report format. Coordination among M&E officers and staff was a key highlight of the Unified M&E System and did generate some efficiencies in terms of sharing information, experiences and key lessons learned. However broader engagement at the senior management level was often limited to important events or information sessions. Some findings from interviews with partners included:

- The quarterly meetings and engagement among the M&E team were positive, however many components or implementation streams did not actually meet or engage – for example, communications, management meetings etc.

- Costs in attending meetings in terms of travel and time were not always factored into planning. Costs of bringing in field staff to attend meetings sometimes placed a strain on operating budgets.

- A stronger relationship with DepEd Central would also assist with better facilitation and engagement. Sole engagement with DepEd–ARMM is not conducive to broader stakeholder engagement at the central level, particularly when DFAT is providing high-level support through DepEd central with the *Basic Education Sector Transformation* program.

- A shared understanding on evaluation could have saved considerable time and resources. The ad hoc nature of evaluations meant that considerable resources were spent commissioning, implementing and disseminating results.

- Communication flow between BEAM–ARMM and DFAT was generally positive (after a challenging start to the program).

Each of the program's implementing partners had an M&E system or a system of collecting data and reporting information. BRAC for the ADM had a dedicated M&E team and data management system under its research department. The Tahderiyyah program implemented by UNICEF and BDA has a simplified M&E system to monitor learners' and teachers' performance. BDA has assigned M&E officers for all the provinces who were assisted by an M&E Officer at UNICEF. Both the BDA M&E officers and the Tahderiyyah teachers have been trained on the use of a mobile data collection system

called 'Datashare' to gather data offline and online. GIZ has a monitoring system not only at the component level but has institutionalised a monitoring system in selected Schools Division to monitor schools on WinS (WASH-in-School) and which WASH indicators have been complied with. GIZ has trained selected school heads in the use of a mobile data collection system called Open Data Kit. GIZ also instituted the use of transparency boards in schools as a monitoring and information system. A sharing of lessons on field data collection was conducted in February 2017 among implementing partners to look into the experiences on the use of Datashare, Open Data Kit and the traditional paper-based data collection method.[59]

Sustainability of Unified M&E

The major downside of the BEAM–ARMM Unified M&E approach was the inability to further institutionalise M&E arrangements within DepEd–ARMM. All M&E systems are different and each needs to be geared towards the achievement of specific interventions while recognising individual contexts and specific elements in the enabling environment. Even the opportunity to provide M&E training and capacity development support was limited. In 2014, capacity assessments were completed which resulted in the prioritisation of key M&E functions including: results framework development, theory of change, data collection and analysis and quantitative and qualitative research. DepEd–ARMM committed to establishing a M&E unit however this did not eventuate.

Communications for development

Communication is indispensable in any development undertaking. BEAM–ARMM's Communications for Development approach contributed positively towards the achievement of program end outcomes. Communications for Development was embedded across BEAM–ARMM core activities. While the program had already developed, and implemented a strategic communications plan starting in 2014, the Program-based Communications unit deemed it necessary to implement a communication's strategy that would not only promote the program, but also help the components reach their targets. The strategy incorporated a focus on the empowerment of stakeholders; increased participation of stakeholders in BEAM–ARMM activities; partnerships with internal and external stakeholders; and the creation of channels for the dissemination and utilisation of key information and data. This included providing information for the Australian Ambassador to promote initiatives supported by Australia in the ARMM.

The Communications for Development strategy employed a number of communication tools, including both traditional (flyers, radio and news posts) and emerging technologies such as social media. Core messages were developed in accordance with the context of Muslim Mindanao using a gender and inclusive education lens. But while the program has benefited from implementing Communications for Development, there were lessons that future development programs of DFAT or the Philippine government can heed.

- BEAM–ARMM's Program-based Communications Unit was only established in the last quarter of 2013, which resulted in the delay of the development of a communication strategy, inconsistent brand, and misconceptions due to the absence of key messages. Program-based communications must be embedded in the development stage of any program, especially for a program as huge as BEAM–ARMM.

- Communications for Development entails cost for the development and production of communication materials. It is very important for any program to consider communication cost during its inception stage. The School Health team was not able to mass-produce their deworming campaign (print) materials due to lack of budget.

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59 A Brief Report on the workshop on 'Lessons Learned on Field Data Collection Experiences' was written in February 2017.

- DepEd–ARMM should recruit permanent information officers who will take on the what BEAM–ARMM and the Regional Information Office have started. Many of the DepEd–ARMM information officers are only designates. If DepEd–ARMM wants to strengthen its communications arm, it could use permanent information officers who will implement and monitor its communication plan. It is recommended that the upcoming Pathways program support Communications for Development from its inception.

Gender and inclusive education

Gender and inclusive education formed an important cross-cutting theme for BEAM–ARMM. The program's gender and inclusion study informed an overall strategy and implementation for gender and inclusion that was integrated into the program's annual plan and results framework with indicator based progress and reporting.

Gender and inclusive education issues were systematically tracked by all implementing partners. This included not only reporting on male and female participation and roles but also on indigenous people, disability and children with special needs in school. In addition to on-going monitoring, BEAM–ARMM's gender team developed and undertook training on gender equity. Importantly this was not solely focused on awareness raising but rather the promotion of regional gender focal persons who are to remain embedded within DepEd–ARMM. This achievement has meant that gender and culturally-sensitive messages are now being included and distributed through DepEd–ARMM's formal communications channels through leaflets, posters and radio programs.

In looking forward from an institutional context, gender and inclusive principles should take into context not only training focal persons but further integration of gender and inclusive education practices into the core mandate of DepEd–ARMM. This would ensure that inclusive education systems, plans and strategies are promoted that focus on non-discrimination, culture, and do no harm principles. It is recommended that the upcoming Pathways program support the further integration of gender and inclusive education practices into the core mandate of DepEd–ARMM.

Governance structures

BEAM–ARMM maintained a strong, robust governance structure throughout the implementation period. An important aspect of the overall governance structure has been the proactive engagement with and between key stakeholders. The Project Coordination Committee meetings have been held regularly and represent a joint approach to decision-making, transparency and accountability. Project Coordination Committee meetings were co-chaired between DepEd–ARMM and DFAT, representing a full partnership. Meetings were well attended and engaging in their nature, providing an opportunity for reflection on previous achievements as well as a planning mechanism for the future.

The Program Design Document also called for a Project Steering Committee, however for various reasons the Program Steering Committee never reached its full potential. A Program Steering Committee meeting was held in 2012 and another in 2015 but the mechanism was not utilised again. Many DFAT programs face similar challenges with the establishment of Program Steering Committees. Based on the consultations with DFAT, there is a recognition that DFAT needs to do more to promote higher level partnership and consultation with the government of ARMM and to involve and engage key stakeholders outside of the DepEd–ARMM who have significant influence over the direction of the program. For future programming a Program Steering Committee could be considered, however the efficient and effective functioning of the Project Coordination Committee has meant that the Program Steering Committee may not be required as a means for governance in the longer-term. This consideration needs to be discussed with relevant stakeholders.

Underpinning the Project Coordination Committee were the implementation of Project Management Committee meetings that presented, refined and consolidated relevant information to be presented and discussed in Project Coordination Committee meetings. The Project Management Committee

meetings enabled partners to update, discuss and prepare key technical elements for presentation as well as discuss implementation and management challenges to share experiences and develop appropriate mitigation strategies. At an operational level, BEAM–ARMM established sound reporting structures through the engagement of partners as part of quarterly M&E meetings. The workshops, involving M&E representatives from each partner met to discuss and provide input into the preparation of six-monthly progress reports and to discuss M&E arrangements and in some cases undertake formalised training in aspects related to M&E implementation and management. The process of the M&E as indicated in the earlier section faced several challenges at the commencement of the program. One key area was the development of a shared understanding of the program and also the ability to share information (mainly potentially negative information). Over time, the M&E team has developed trust, understanding and importantly a shared commitment which has worked effectively in supporting the other governance structures of the program.

▪ At the field level, the Managing Contractor attempted to hold quarterly meetings at the Division levels to discuss accomplishments and to plan for succeeding activities bringing field staff from all components who are working in the division face-to-face with DepEd–ARMM division staff. This was not sustained because of the inability of other components' field staff to attend such meetings due to scheduling and security issues. Despite the generally positive system of governance for BEAM–ARMM, the key informant interviews and focus group discussions also highlighted a number of areas for further enhancement and engagement. In consultations with partners, the following observations were made:

▪ DepEd–ARMM appears a little detached from the program at stages and only appeared to be fully involved at Project Coordination Committee meetings. Mechanisms are required to ensure DepEd–ARMM is involved in daily implementation and management.

▪ DepEd–ARMM should be supported to provide more strategic direction through existing governance structures.

▪ DepEd–ARMM should have a formalised M&E Unit established to work with future programs to provide relevant data and information to support decision-making and provide a direct link to DepEd–ARMM management to further engage.

▪ There is a need to operationalise DepEd–ARMM's leadership in various components and activities.

▪ DepEd-Central need to play a role in future governance arrangements and ensure ARMM is aligned to national development and departmental strategies and policies.

From DFAT's perspective the following observations were made to strengthen governance within the current program:

▪ Strong communication and a commitment to partnership are essential features in strengthening and enhancing governance. This is of particularly importance given DFAT's inability to spend extended periods of time in the region.

▪ Lack of clarity around roles and responsibilities and the management of relationships with key government stakeholders is key. However much of the focus from DFAT's perspective was 'reactionary' to situations which could have been avoided through a stronger presence and commitment to engage.

▪ DFAT need to consider the program as a whole and the focus on components initially did not help build a programmatic approach nor inspire confidence of DepEd–ARMM in building a sound base for institutional strengthening and reform.

▪ DFAT need to engage with stakeholder's external to DepEd–ARMM (e.g. BDA). It is important for DFAT to have partners who can talk openly and candidly about challenges, program priorities and possible strategic directions.

4   Introduction to Lessons Learned and Guidance for Pathways

A sub-question for the Evaluation Question 3 was a presentation and analysis of the key lessons learned through implementation and management and guidance for future possible DFAT interventions. The following sections provide an outline of the key lessons learned for BEAM–ARMM. The lessons were derived through a series of consultations with key partners and cover the past five years of the program. In preparing the lessons learned, implementing partners also discussed and prioritised proposed guidance for consideration by Pathways. Rather than formal recommendations the guidance provides options to consider and apply based on the experience of the BEAM–ARMM program in implementing and managing a program of this scope within the ARMM-specific context.

Key lessons learned

The following lessons learned are presented following a series of consultations with partners in reviewing key lessons across the past five years of program implementation and management. A final lessons learned workshop was held in February 2017 with implementing partners to discuss key lessons that could feed into specific guidance for Pathways. The lessons were prepared, refined and grouped based on both the lessons learned group workshop and individual interviews and consultations with each partner and are presented below.

Key Lesson Learned	Strategy to Address or Guidance Moving Forward
Strategic	
Adopting and implementing the Philippines' K to12 curriculum was a positive strategy by the ADM which contributed to easier acceptance and support to the ADM learning centres from key stakeholders. In general, parents are confident that their children in the BRAC learning centres receive the same competencies as those enrolled in the public schools. In the same manner, transitioning the learning centre learners to public schools will be less challenging considering that the government standards in terms of competencies, student records, and assessments have been complied with in the learning centres.	ADMs need to be linked to DepEd–ARMM policies and practice going forward.
Identifying a specific technical focal person from DepEd Central as a regular member of the Project Management Committee would improve consistency and technical collaboration on WinS between the regional and national level.	GIZ attempted to consistently invite the same focal person to Project Management Committee meetings but it was difficult to maintain continuity throughout the program.
Allowing more time for development of models in new contexts before scaling up allows programs to adapt to the context and ensure interventions are responsive.	In future, more time could be taken to develop model interventions before setting targets for further scale up, based on learnings from piloting and recognition of what is feasible given the context.
Strengthening convergence between all project components (Education, WASH, Child Protection and Monitoring and Evaluation) enhances management and maximises resources at the level of the program and the Tahderiyyah.	UNICEF and BDA will continue to implement the program through a multi-sector program agreement and work plan, with UNICEF providing technical assistance on programs and operations and management oversight, including through the technical working group, which brings together all components.
Primary GER would be a far more suitable indicator on which to measure the successful outcome of the program (based on issues of conflict, late enrolment, lack of proper birth registration in challenging and conflict environments, high repetition rates and the need to capture late pupils through ADM) The issues in using other indicators make measuring the success of BEAM–ARMM based on the above criteria challenging. This challenge is further compounded by the accuracy of the regional data.	Pathways to consider the application of Primary GER as opposed to other enrolment measures.

Key Lesson Learned	Strategy to Address or Guidance Moving Forward
Technical	
Community participation is important for the sustainability of the learning centre. The formation of Parents Teachers and Community Association and the regular conduct of Parent's Forum enabled the community to participate in school management thereby contributing to smooth operation of the learning centres and positive academic performance of learners.	The strategy was initiated in the first phase of the ADM and was sustained in the extension phase. Research/studies on the ADM have highlighted the effectiveness of this specific element of the model.
Learning Facilitators, despite their limitations in terms of educational attainment, professional teacher's license and teaching experience could be effective teachers in the learning centre provided that they are given relevant and sustained technical support such as training, instructional supervision and learning resources	In the transition of learners to DepEd–ARMM after project completion in 2017, the ADM Project Management Committee recognised the importance of Learning Facilitators. Hence it was proposed that current Learning Facilitators, particularly those with higher qualification and skills, will still be engaged to manage the learning centres that will continue.
Culturally relevant learning resources influence quality learning. The development and use of mother-tongue-based instructional materials contributes to the mastery of early literacy skills among the young learners. The ADM developed story books and other instructional materials in at least 7 dialects in ARMM. Similarly, the boat schools that were designed and established as classrooms for the cultural minority Bajao and Isama resulted in strong school participation, attendance and academic performance of these IP groups.	BEAM–ARMM reproduced and distributed to DepEd–ARMM schools the Mother Tongue Based Multi-Lingual Education and other instructional materials developed in the ADM.
Modelling interventions in ARMM mainland and encouraging DepEd–ARMM to take responsibility for upscaling in island provinces maximises resources and expertise of both actors.	Community-led sanitation construction and EHCP were initially developed in mainland divisions with support from GIZ. In island provinces, where GIZ has limited mobility, DepEd–ARMM should continue to take on the responsibility to oversee scale up.
Creating simple templates and instructional manuals (especially videos) to guide schools through WASH improvements improves consistency of implementation across divisions and allows for replication across the region.	Templates for toilet cleaning schedules, videos for group washing facility installation, deworming advocacy video and EHCP manuals have served to provide technical support to schools in areas not reached by district or division offices. Non-target schools can also use these materials to initiate the program themselves. Videos are particularly effective as they can be easily shared via social media and provide easy to follow visual guidance.
Increasing the number of stakeholders engaged in implementation strengthens buy-in, ownership and sustainability of community-based activities. For example, mobilisation of some members of the Social Welfare Committee to support BDA to facilitate positive parenting sessions across six regional offices.	Ensure sustainability and support quality ECD program from community and key leaders managing the Tahderiyyah centres.
The involvement of parents and the community through coordination meetings conducted during the onset of the project implementation is very essential to the implementation success, especially pertaining to decision-making on how to address child protection issues; with counter parting as well as commitment on sustainability of the program.	These practices should be carried out for the next phase of implementation to ensure smooth running of the program.
Operational	
The ADM project targets children of disadvantaged families in remote communities where access to education is difficult. Many learning centres are likewise established in challenging and unsafe locations. By engaging locally-based NGOs, challenges in project implementation were	The strategy was a lesson learned in the Access Component of the initial BEAM program (2008–2010) hence the same criteria and processes were employed.

Key Lesson Learned	Strategy to Address or Guidance Moving Forward
manageable due to the NGOs' knowledge and experience working in these fragile communities.	
Coordination and joint planning between components prior to development and submission of funding proposals to DFAT could improve collaboration between components and better identify opportunities for joint activities.	This process could be facilitated by the managing contractor in the future.
Increasing the understanding of the BDA team that quality assurance activities related to audit compliance impacts quality of work and overall program management results.	Continue advocacy and involvement of BDA's Finance and procurement management team in discussions over implications of budget planning and cash transfer decisions on audits findings.
The involvement of the provincial local government units and the provincial TESDA offices through an advisory committee in the planning and implementation of the TVET program is essential. It ensured the smooth execution of the program through timely decision-making. In particular, the LGUs assisted with identification of prospective training areas, creation of local employment opportunities and security issues. TESDA provided smooth networking with local Technical and vocational Institutes and oversight of the conduct of skills training and national assessment. DepEd Alternative Learning System provided essential assistance to the recruitment process, identifying target OSY and to regular monitoring during the training period.	DepEd–ARMM continues to ensure ownership of the LGUs and the community and their contribution towards providing employment to their constituents.

5 Guidance for Pathways

An important component of the evaluation is the provision of guidance for consideration by Pathways. The guidance is based upon the findings and analysis provided in the End of Program Review as well as information derived through engagement with partners and stakeholders. Following on from the structure outlined for the lessons learned, the guidance provided is structured into strategic considerations, specific technical guidance and finally more general guidance based on operational aspects. The guidance responds to issues that BEAM-ARMM has identified through its own implementation and management over the past five-years. The intention is to provide guidance rather than formal recommendations.

Pathways Guidance
Strategic
The maintenance of a flexible approach to programming is essential. BEAM–ARMM was initially quite rigid in its approach. The program was defined along initial component and then programmatic lines with limited scope to change focus and address emerging priorities and issues. In conflict-affected regions, programs need to be agile and responsive while maintaining a broader strategic focus.
High level-coordination is an integral factor in the success and sustainability of a program. For this to occur, DepEd-Central needs to be better engaged. DepEd–ARMM does not operate in isolation and there is a real need to ensure systems and processes align to national priorities while also maintaining a context specific responses.
Relationships with key government partners need to be fostered, cultivated and maintained. This is of particular importance within ARMM and relationships need to extend beyond DepEd–ARMM to consider broader stakeholders such as the Regional Governor and key development partners (e.g. BDA).
It is essential to undertake ongoing assessments and reviews of the social, political, cultural, economic and conflict dynamics of ARMM, to understand continuing and emerging contexts in educational development. This should include: (i) in-depth studies on the drivers of socio-political dynamics, (ii) understanding stakeholder power and influence and; (iii) identifying key stakeholders or gatekeepers who hold sway over their constituencies to create favourable conditions for basic social and political reforms. Additional work could include: ▪ An in-depth conflict analysis that can lead to a better grasp of operational challenges that confront international donor agencies implementing programs in ARMM. This means tapping on previous repositories of research and conflict

Pathways Guidance

monitoring systems already put in place by other players (e.g. Bangsamoro Conflict Monitoring System supported by The World Bank and implemented by International Alert).

▪ Review of lessons learned in dealing with conflict-affected areas – and how the challenges associated in this work have been managed through previous interventions. Such a review could lead to a more nuanced understanding of the range of problems and issues that confront externally funded programs and associated pitfalls if appropriate strategies are not identified.

▪ The results of these in-depth studies (largely review of existing literature and documents) should be an input in conceptualising specific activities to address the context-bound factors in educational development in ARMM.

The creation of an 'education in emergencies or conflict' unit within Pathways in partnership with the DepEd–ARMM and DepEd-Central should be considered. The Unit would focus on addressing immediate and pressing problems and issues that develop and reoccur in regional 'hotspots'. Such a unit can also benefit from existing studies and assessments (e.g. reports of the Transitional Justice and Reconciliation Commission) and also hold responsibility to develop new studies and reports.

Support towards the development of formal legislation for a regional enabling law under which the educational system of ARMM will be designed incorporating appropriate cultural, social, and political dynamics from Bangsamoro.

Abject poverty is a perennial and persistent problem in many areas in the region. This is more pronounced in areas that are also experiencing serious challenges due to armed conflict. As shown in this report, some children are prevented to go to school due to the need to contribute to the family income or to ensure food security for their families. To address these problems, a well-thought out social amelioration program that considers all these factors plus in-depth understanding of the contexts of poverty alleviation programs could be conducted. This means a review of past conditional cash transfer programs for impoverished families in the region, to create a better alternative than the one currently being implemented on a national scale (4 Ps). The program should be designed especially for the needs of the families in the region, and it should be informed by policies that will not burden impoverished families further, like the provision of school needs (uniforms, school supplies, and possibly school meals or feeding program).

Technical

The on-going institutional strengthening of partners is an essential component and should form a core function of the Pathways program. Specific support is required to strengthen capacity in core areas of DepEd–ARMM and also BDA, initially commencing with an organisational capacity assessment and associated analysis. To complement the proposed study, there is also a need to consider extending the assessment to the regional level so key responsibilities are defined and associated functions are clarified. This can then shift to include divisions in overall program planning.

Continue support to BDA for madrasah and Tahderiyyah to achieve relevant Permit to Operate licenses and accreditation. This would involve a review of the criteria to obtain a Permit to Operate. BDA have also requested support to complete an inventory of all Tahderiyyah and Madrasah in ARMM. This includes geotags, teacher and student profiles and condition reports on all infrastructure.

Assess contextualised learning materials, including teacher and learner materials developed for K–5 competencies in math, science, social studies, English and values education. The assessment can also consider the relevance and effectiveness of the Kindergarten story books prepared in local languages.

Continue professional development and support for on-going in-service teacher training/school based teacher professionals. Current work under BEAM–ARMM has involved 217 schools and 584 teachers.

A comprehensive and holistic system for the reconstruction of schools and educational buildings. The focus should not only be on physical construction or reconstruction but accompanied by a highly contextualised recovery program of complementary socio-economic programs. Education systems in conflict-affected areas need to match both supply-side efforts and demand-side initiatives.

Operational

Important to focus on the process of implementation, engagement and management not just solely focus on end results and/or products. Beneficiaries and stakeholders can learn a significant amount from the process of 'doing things' and how results are achieved. It is necessary to promote active engagement in lessons learned and the use of information to inform decision-making.

A capabilities and needs assessment of all the key stakeholders in education, especially teachers from ECCD to secondary education. This will help address problems related the current mismatch of teachers and job placements.

For M&E there needs to be a streamlined a coordinated approach built along DepEd–ARMM's information needs. Under BEAM–ARMM, there were too many targets and focus on output related achievements as opposed to identifying key outcome indicators and targets and aligning support to achieve those ends.

The importance of policy influence and the subsequent measuring of influence, change and broader institutional strengthening should be a core focus. BEAM–ARMM tended to focus on output level reporting with less consideration of the broader institutional changes that were derived from the implementation and result of work.

Pathways Guidance
A review is required of current policies and decisions surrounding the hiring, firing, promotion and deployment of teachers throughout ARMM. This review could be part of the series of strategic thinking workshops or could be done independently, or in tandem with strategic planning workshops.

6   Key Conclusions

BEAM–ARMM has played a significant role in the development and contribution of a range of initiatives in partnership with DepEd–ARMM and other key stakeholders within ARMM. The evidence presented in the report presents a mixed picture of BEAM–ARMM's achievements, recognising key successes but also highlighting areas for improvement. The initial concept and program design focused BEAM–ARMM's efforts across a range of components and expected outcomes which led initially to a complicated implementation and management arrangement.

It is very difficult to compare the impact and influence of education programs, often because of the differing contextual environments in which programs take place. BEAM–ARMM operates in a complex socio-economic and political environment. Core national measures for education reveal that ARMM does lag the national average in key areas of access, participation and learning outcomes. Economically, lack of formal employment means that many workers often seek employment outside the formal sector or remain under-employed often with depressed earning potential.

Despite key achievements outlined in the report, BEAM–ARMM struggled to establish long-term institutional change. However, results were achieved in key areas such as access and participation, teacher training and learning, WiNs, employability and the introduction and/or on-going support of a range of institutional development mechanisms. The context within ARMM played a significant role in influencing key results. ARMM does tend to lag national averages across a range of indicators. Security and access continue to impede implementation and the overall lower levels of household income, literacy and health has meant significant changes in school and student performance remain elusive in the short-term.

The relevance of BEAM–ARMM remains. DFAT has a significant role to play in the stabilisation and development of ARMM. Significant investments have been made and education provides a vehicle through which long-term sustainable outcomes can be realised. The new Pathways program represents Australia's on-going commitment to the region and aligns Australia's interests with those of the Philippine Government broadly and with ARMM Regional Government specifically. The structure of the program was challenging initially. The modalities and scope of work for each implementing partner were in some cases difficult to integrate and synergise.

BEAM–ARMM sought to continually evolve and respond to emerging needs, issues and priorities over the past five-years. One positive example of the evolution process has been the transition from component level implementation towards a model of shared outcomes and results. This effort to integrate represented a significant commitment of implementing partners to present a united front and adopt deeper partnership arrangements. The last two years have witnessed a renewed effort by all implementing partners to derive shared ownership, responsibility and accountability across all program deliverables.

The establishment of high-level end of program outcomes in the initial design and consolidated through subsequent agreements with implementing partners presented several challenges to BEAM–ARMM in that interventions were not always aligned in a causal manner to the achievement of certain results. For example, in access and participation, the promotion of classroom construction and alternative education models do not automatically lead to increases in access and participation. Contextual elements involving issues outside the scope of the program (family income, parent literacy etc.) play a significant role in access and participation. The same can be said for learning outcomes.

With a focus on teacher training, BEAM–ARMM did struggle to demonstrate region wide influence on learning, given the number of variables that impact upon a child's ability to learn.

BEAM–ARMM's efforts did result in significant products and results at the output level. It is evident that through the results framework implementing partners made considerable progress and established strong foundations for further engagement and influence. In summarising key results, BEAM–ARMM contributed to:

Access and participation: For access, BEAM–ARMM did contribute to the provision of serviced barangays through direct support and also through alternative modalities with partners. From SY 2012–2013 to SY 2016–2017, a total 730 elementary learning centres in 489 barangays and 1,378 pre-school learning centres in 704 barangays were established. Overall, BEAM–ARMM was able to reduce non-serviced barangays down below 15%.

Participation in the elementary and secondary has increased significantly as evidenced by completion rates in ARMM from baseline. This improvement may not be solely attributed to BEAM-ARMM.

The ADM and Tahderiyyah and Madari models provide a significant level of contribution to access and participation. The models do fill a gap in the education system. Further work is required to ensure that appropriate levels of transition occur and that stronger partnerships are established between partners and DepEd–ARMM, particularly in relation to the sharing and utilisation of study data. It remains challenging for DepEd–ARMM to adequately plan and resource schools without accurate indications of enrolment, transition and completion rates.

Learning outcomes: The initial challenge with assessing learning outcomes is not just defining tools and standards of measurement but rather the challenge of claiming success when there are numerous variables that influence the learning outcomes of a child. BEAM–ARMM's focus was on teacher training professional development. Correlations between teacher capacity and learning outcomes are also variable. However, the approach taken through BEAM–ARMM was an attempt to demonstrate the important of supporting the enabling environment to enable both teachers and students to performance flourish. The result was that the program supported a 10.5% increase in NAT scores against the baseline year of SY 2011–2012.

The training of teachers in a variety of approaches and methods, maintained BEAM–ARMM's context-specific approach to development. In this context specific environment, there was an effort accords implementation partners. A total of 12,325 teachers have received support through BEAM–ARMM and 64% of the teachers have improved competencies.

Employability: BEAM–ARMM was able to achieve a 56% employment rate among participants. Importantly, BEAM–ARMM has established a model for future application by TESDA. The continual assessment of labour conditions and demand-driven training means that courses aligned to real work employment prospects will continue. Income levels of participants have also increased and evidence suggests these continue to be sustained through different cohort studies.

Governance: aspects were challenging. BEAM–ARMM has provided varying levels of support to DepEd–ARMM over the past two years. Long-term institutional change and reform has remained somewhat elusive. However, through the case studies, there is evidence to suggest that the work undertaken in the past five-years has established with DepEd–ARMM some focused and targeted interventions that can continue to evolve and develop with on-going support and resourcing.

In assessing the program overall, BEAM–ARMM did maintain a high degree of relevance. It was also effective, particularly at the output level in reaching targets. This is turn drove efficiency gains with a number of strategies employed to promote low-costs approaches to implementation and management. Sustainability is somewhat of a concern given the reliance of many on-going activities on further financial support. Evidence from the review does indicate many interventions would not remain viable unless there was on-going support. This is evident also in the transition strategies of modalities and

the need for DepEd–ARMM to undertake further planning around resource allocations given the possible influx of more children into the formal government system.

M&E arrangements were also challenging initially but through hard work and commitment of all partners, the development of a shared framework was a defining result. In reviewing progress, M&E could have focused earlier on in the focus on institutional reform and development. Efforts were made to establish an M&E Unit within DepEd–ARMM but resourcing and commitment were not prioritised. The development of baseline and tracer studies were positive, however there was scope for more prioritised areas of research in shared areas of interest. Considerable time was spent in the monitoring and tracking of progress and attention to the final outcomes were often not prioritised. However, the unified approach to M&E is a potential model for implementation, but is less suited to the ARMM context.

The governance structure for BEAM–ARMM was robust and engaging. DepEd–ARMM continued to play an engaging role in the implementation and management of BEAM–ARMM. Project Management Committee and Project Coordination Committee meetings were well attended and engaged and provided a basis for reporting and strategic decision-making. DFAT have acknowledged their need to strengthen partnership arrangements and engagement with senior regional stakeholders (i.e. governor). These are areas for further improvement. A high-level Program Steering Committee would also present an opportunity for strategic engagement and consultation at the very senior level. The transition from components to shared outcomes allowed DepEd–ARMM to engage at a more strategic level to set direction. However, DepEd–ARMM's role was somewhat limited due to the rigid structure of the program in terms of its pre-determined results and targets

For Pathways, BEAM–ARMM has established a strong foundation. The guidance provided in this report based on lessons learned and practical experience positions Pathways to continue the partnership with DepEd–ARMM to continue initiatives that promote access and participation, increase learning outcomes and strengthen institutional and policy frameworks that will serve the ARMM region for the years to come.

7   Recommendations

In light of these conclusions the following recommendations are provided based on the data, information and analysis completed in the End of Program Review. Key recommendations are initially focused at a strategic level and then align themselves to specific EOPOs. Key recommendations include:

7.1   Strategic recommendations

Recommendation 1: DepEd–ARMM and DFAT recommit to an enhanced partnership agenda focused on straighten communication and engagement, greater coordination, information sharing and overall sharing of data and information to promote effective and efficient decision-making

Recommendation 2: Program governance arrangements should be restructured to introduce a Program Steering Committee (or a similar mechanism). The reactivation of high-level governance structures enables a broader engagement with stakeholders outside of DepEd–ARMM and facilitates high-level strategic planning and decision-making.

Recommendation 3: A stringent conflict analysis should be undertaken that can lead to a better grasp of operational challenges that confront international donor agencies implementing programs in the region. This means tapping on previous repositories of research and conflict monitoring systems already put in place by other players, e.g. Bangsamoro Conflict Monitoring System supported by the World Bank and implemented by International Alert, among others.

Recommendation 4: Review of lessons learned in dealing with conflict-affected areas – and how the challenges associated in this work have been managed in past donor interventions. (This includes a review of reports from all internationally funded projects and programs). A sedulous review can lead to a more nuanced understanding of the range of problems and issues that confront externally funded programs, and the pitfalls that can happen if not considered in project or program design. The results of these in-depth studies (largely review of existing literature, documents) should be an input in conceptualising specific projects or programs addressing the context-bound factors in educational development in the region. Development of a common template for all education stakeholders and development actors in the region to base their interventions on is recommended. Such a template should be informed by the results of the in-depth studies as described above.

7.2   Access and participation

Recommendation 5: To continue improving the enabling learning environment for children, DepEd–ARMM should consider the combination of curricular and co-curricular activities to provide variety and stimulation for learning.

Recommendation 6: DepEd–ARMM should continue the on-going support SPED classes in schools to support children with special needs and learning challenges. Training for teachers teaching children with special needs as well as facilities for learning for these children should also be made available in selected schools.

Recommendation 7: In an effort to continue promoting active participation (particularly for young boys), DepEd–ARMM should continue institutional support to implement and manage their School Based Feeding Program and deworming

Recommendation 8: DepEd–ARMM should consider the conduct of separate class or ADM of education for Bangsamoro ethnic groups such as Badjao or Samal. The rationale for this is that these minority group of pupils are prone to bullying by some children due to lack of hygiene and many are overage. If possible, hire a teacher for them from their own tribe or community. This will help ensure their participation in school.

Recommendation 9: A concerted effort is required to improve the overall classroom pupil to teacher ratio. Combined with this is a need to invest and suitable and context-specific classroom *and* WASH infrastructure (furniture, water access, sanitation provision). A conducive learning environment also improves retention in school.

7.3   Quality

Recommendation 10: To facilitate on-going improvements in learning outcomes, teacher training should remain a capstone in the overall approach. Targeted training in the areas of English, science and maths are foundational components that meet basic requirements to enhance learning.

7.4   Employability

Recommendation 11: DepEd–ARMM should capacitate and strengthen the Provincial Technical Education and Skills Development Committees and Regional Technical Education and Skills Development Committee as instruments to develop policies relative to the improvement of quality and implementation of technical vocational skills training. This will also ensure targeted trainings that will provide employment opportunities for skilled youth.

Recommendation 12: DepEd–ARMM should organise and capacitate Public Employment Service Offices in the five provinces and the two cities per *Republic Act No. 8759* otherwise known as the

PESO Act 1999. This will ensure that employment opportunities for skilled and non-skilled youth are addressed. Also, this will warrant processing of appropriate post-training support to technical-vocational skilled youth.

7.5   Governance

Recommendation 13: Future programs should have defined governance and institutional outcomes incorporated as part of the design. Activities should be strategically linked to defined outputs and products that have causal linkages to desired results. Effort should be maintained to prioritise governance interventions to build upon the work already established through BEAM–ARMM.

7.6   Supporting recommendations

Recommendation 14: DepEd–ARMM should invest appropriate resources to establish a centralised M&E Unit and drive information management and lead the routine collection of data and facilitate the implementation of appropriate evaluation studies in line with DepEd–ARMM's overall strategy.