APPENDIX 1

INDEPENDENT PROGRESS REVIEW (IPR)
SUPPORT TO PHILIPPINE BASIC EDUCATION REFORMS (SPHERE)

TERMS OF REFERENCE

I.   BACKGROUND

SPHERE has been designed as a parallel grant program building on and complementing the World Bank's National Program Support to Basic Education (NPSBE). Both SPHERE and NPSBE assist the Department of Education's (DepED) implementation of its Basic Education Sector Reform Agenda (BESRA) which aims to achieve improved quality and equity in learning outcomes among Filipino children. SPHERE is being delivered via a Trust Fund worth A$41.0 million managed by the World Bank. The Administration Agreement between AusAID as the donor and the World Bank as the Trust Fund Administrator was signed on 31 July 2007 while the Grant Agreement between the Government of the Philippines and the World Bank as Trust Fund Administrator was signed on 27 March 2008. SPHERE became effective on 20 June 2008. Grant closing date is on 30 June 2011.

SPHERE demonstrates AusAID's shift in program delivery from stand alone projects at sub-national levels to national level system wide reform initiatives. The partnership established with the World Bank illustrates Australia's commitment to the Paris Declaration and the Accra Agenda for Action on aid effectiveness. *SPHERE* has three components:

1.   <u>Translation of system-level policies into actions</u>
1.1   Funding for short to medium term technical assistance (TA), to translate policy ideas on reform into action plans and to build the capacity of key DepED managers to implement and manage change in line with DepED reforms;
1.2   Capacity building in regional offices by supporting them to undertake their quality assurance functions of monitoring progress in divisions and schools, delivering support as required, and enhancing feedback on their performance. Support includes training programs for regional managers to enhance their role as change agents and assisting them to put in place strategies for monitoring and supporting divisions and schools;
1.3   Funding the construction and/or refurbishment of teaching and learning resource centers across the country, including ICT support, managed by regions as part of their QA work to enhance monitoring and to improve teaching, learning and assessment, and with satellite hubs constructed at a division level.

2.   <u>Support for School-Based Management through grants for school improvement plan</u>
2.1   Provision of grants to public elementary schools which have installed the basic elements of School-Based Management (SBM) (with well-developed school improvement plans, established school-community partnerships, transparent reporting and accountability mechanisms at the school-level). The purpose of

the grants is to accelerate SBM even in the most difficult situations. The grants will be provided over 5 years to eligible schools with year 3 funding allocated on the basis of demonstrated performance.

3.   Classroom construction in high need locations in Southern Philippines
3.1   Construction of classrooms in identified priority schools under the DepED-managed School building Program in Southern Philippines.

The components complement those of NPSBE's:

- Strengthened School-Based Management;
- Improved teaching effectiveness;
- Enhanced quality and equity through standards, assessment and support;
- Effective resource mobilization.

This Independent Progress Review will focus on SPHERE and will examine its performance in contributing to achievement of BESRA's objectives.

Five joint semi-annual reviews have been undertaken on BESRA implementation since 2007. World Bank also conducted a mid-term review of the NPSBE in November 2009. The Review will revisit the findings of these previous reviews and examine how the recommendations for improvement and the lessons learnt influenced implementation of SPHERE.

Support to basic education is a key element of Australia's program of development cooperation with the Philippines; approximately 30% of the Program's fund is directed to initiatives in the sector. In view of this significant support, a "Resources Review" is being planned, simultaneous with the SPHERE IPR, to assess efficiency and effectiveness of the different funding modalities used in delivering assistance in the sector. Detailed findings of the "Resources Review" will feed into the SPHERE IPR. Aside from SPHERE, the "Resources Review" will also examine the –

(1) *Education Performance Incentives Partnership* (EPIP). Under *EPIP* provision of funds is performance-based where funding is subject to DepED's demonstrated ability in accelerating sustainable and timely progress in key reform areas as contained it BESRA. Total funding is A$20.0 million paid directly to DepED's special designated account and managed by DepED.

(2) *Flexible and Responsive Technical Assistance*. This involves AusAID's direct procurement of short term technical advisers to DepED to support the implementation of BESRA. Total funding isA$30.0 million, managed by AusAID.

(3) *Strengthening Implementation of Visayas Education* (STRIVE). *STRIVE* directly supports BESRA implementation with focus on development of regional system reforms in Regions VI, VII ad VIII. Total funding is A$20.0 million, managed by GRM International Pty Ltd, an Australian Managing Contractor.

(4) *Basic Education Assistance to Mindanao (*BEAM*).* Completed in November 2009, *BEAM* contributed to improvements in the quality of and access to basic education in Regions XI, XII and ARMM. Total is A$54.0 million, managed by SKM Pty Ltd, an Australian Managing Contractor.

II.   OBJECTIVES OF THE SPHERE IPR

The IPR will assess the progress of SPHERE against the following eight evaluation criteria and provide recommendations on areas for improvement during the remainder of the program.

- **Relevance**: extent to which the program contributes to higher level objectives of the aid program (outlined in country and thematic strategies) including how it has been responsive to changes in objectives to maintain its relevance over its program life.
    - *Is the program's objective in supporting DepED improve the quality and equity in learning outcomes through institutional and systems reform relevant to Australian Government and partner government priorities?*
    - *If not, what changes should have been made to the program or its objectives to ensure continued relevance?*
    - *How has the program been able to maintain relevance in the light of shifting policy orientation from Canberra, Post and from GoP?*

- **Effectiveness:** whether the program is achieving its stated objectives.
    - *What progress has been observed in achieving the development objectives of the program?*
    - *Have objectives changed in the light of other changes and how was "effectiveness" monitored and adjusted over the life of the project?*
    - *To what extent is the program contributing to achievement of objectives of the DAS?*

- **Efficiency**: whether the program is efficiently managed to get value for money from inputs (funds, staff and other resources) and to continually manage risks.
    - *Has the program suffered from delays in implementation? If so, why and what was done about it?*
    - *Has the program suffered from delays in implementation? If so, why and what was done about it?*
    - *Has the implementation of the program made effective use of time and resources to achieve the outcomes?*
    - *Was the program designed for optimal value for money? (analyse opportunity cost versus financial flow to GoP)*
    - *Have there been any financial variations to the program? If so, was value for money considered in making these amendments?*
    - *Has management of the program been responsive to changing needs?*

- *Does the program have sufficient and appropriate staffing resources?*
- *Has a risk management approach applied to management of the activity (including anti-corruption)?*
- *What have been the risks to achievement of objectives? Were the risks managed appropriately?*

- **Impact:** short term impacts against indicators in the Performance Assessment Framework of the Country Strategy.
  - *Has the program made intended or unintended changes in assisting DepED improve its institutional capacity for more a more effective and efficient service delivery?*
  - *Have there been positive or negative impacts from external factors?*

- **Sustainability**: whether the program appropriately addresses sustainability so that the benefits will continue after funding has ceased, with due account of partner government systems, stakeholder ownership and the phase-out strategy.
  - *Do DepED and/or stakeholders have sufficient ownership, capacity and resources to maintain the program outcomes after Australian Government funding has ceased?*
  - *Are there any areas of the program that are clearly not sustainable? What lessons can be learned from this?*

- **Monitoring & Evaluation**: whether the monitoring and evaluation framework effectively measures progress towards meeting objectives, whether it has been adjusted over the life of program to take account of changes to objectives; to country strategy and directions of the Philippine Government;

  - *Is the M&E system meeting AusAID's requirements? Does evidence exist to show that objectives have been achieved?*
  - *Does the M&E system collect useful information including on cross-cutting issues in a timely manner to inform program management?*
  - *How well is the program using and building the capacity of DepED's M&E system?*
  - *Has data been gender-disaggregated to measure the outcomes of the activity on men, women, boys and girls?*

- **Gender Equality:** whether the program has progressed the recommendations of the gender specialist resulting from the July 2009 consultations with DepED which aimed at increasing their awareness and strengthening their analysis skills in monitoring and reporting on gender equality issues (based on the Harmonised Gender and Development Guidelines and Checklist).

- **Analysis & Learning**: whether the program is based on sound technical analysis and continuous learning. The assessment should also look at how SPHERE is supporting Australian commitment to Paris Declaration and Accra Agenda on aid effectiveness.

    o   *How has the program responded to the recommendations of the joint implementation reviews to improve the program's performance?*

III.   DURATION AND PHASING

The IPR will be undertaken on 8 February – 5 April 2010. The following are the indicative activities and corresponding input days:

- Review of documents (3 days)
- Preparation of Evaluation Plan[1] (1 day).
- Entry meetings and pre-mission planning in Canberra (1 day, if necessary)
- Travel to the Philippines by international team members (2 days)
- Entry and pre-mission planning in Manila (1)
- Field work including travel outside Metro Manila and de-brief workshop in Manila (11 days, 15 – 26 February 2010)
- Writing of draft IPR report (5 days)
- Writing of the final IPR report (2 days)

4.   SCOPE OF SERVICES

The IPR Team will jointly address the following scope of services, and will draw on their collective skills to produce the best possible outputs. The team will

(a)   Become familiar with relevant guiding policies, strategic plans of both Governments (DepED and AusAID) and the World Bank through the review the following documents and others as needed

- Philippines Development Assistance Strategy and Performance Assessment Framework
- DepED's BESRA Document
- SPHERE Project Appraisal Document
- NPSBE Appraisal Document
- Joint Implementation Review Reports on BESRA
- NPSBE Mid Term Review Report of November 2009
- SPHERE Administrative Agreement between AusAID and World Bank
- SPHERE Grant Agreement between Department of Finance and World Bank
- AusAID Policy, Guidelines and Instructions on Completion and Evaluation of an Aid Activity.
- Education Quality Reports

(b)   Attend entry meeting in AusAID Canberra (including with Education Thematic Group, Philippines Desk, Gender Unit, Performance Systems and Support, Development Banks and DAC) on 10 February 2010, if necessary. A virtual/telecom is an option

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[1] An evaluation design that describes a logical model for assessing the program, a process for information collection and analysis, an outline of the roles and responsibilities of team members and may include an evaluation framework.

(c) Attend separate entry Meetings in AusAID Manila, DepED EDPITAF and World Bank on 15 February 2010

(d) Attend pre-mission team planning in Manila on 14 February 2010

(e) Undertake field visits within and outside Metro Manila on 17 – 24 February 2010
  - consult with AusAID, World Bank, relevant officials of DepED, NEDA, DBM, DOF, BTr, BESRA TWGs, STRIVE project team and other key stakeholders
  - Evaluate SPHERE using the 8 evaluation criteria identified in the AusAID Guidelines and in 2 above.

(f) Present initial findings, their significance to program implementation and lessons learnt at Learning and Feedback workshop with AusAID and other relevant stakeholders.

(g) Undertake a thorough analysis of findings and rate the program against each of the evaluation criterion outlined in 2 above.

5. REPORTING REQUIREMENTS

The Team will submit the following to the AusAID Manila Education Portfolio Manager:

(a) A Draft IPR Report of approximately 25 pages (excluding preliminary pages, executive summary, annexes, and schedules) based on AusAID Guidelines by 8 March 2010.

(b) A final draft of the IP Report within one week of receiving comments from AusAID, no later than 5 April 2010.

6. TEAM COMPOSITION

The Team will consist of:
  - Performance, Quality and Evaluation Specialist/Team Leader
  - Basic Education Evaluation Specialist
  - Gender Specialist
  - Physical Facilities Specialist
  - AusAID Senior Program Officer, Performance and Quality
  - AusAID Manila Senior Education Adviser (Observer)
  - Department of Education Representative
  - National Economic Development Authority Representative
  - World Bank Representative

The Team should have an appreciation of:
  - the Philippine education policy context, in particular BESRA and recent government and development policies and particular policies relating to education and poverty alleviation programs in the Visayas
  - Philippines-Australia Development Cooperation Program;
  - Project evaluation principles and AusAID requirements;
  - Relevant AusAID policies, including gender, anti-corruption, peace and conflict, and education;

- AusAID's reporting and accountability requirements.

The team members should have experience in consultative and participatory research methods, have appropriate analytical, research and report writing skills.

The **Performance, Quality and Evaluation Specialist / Team Leader** should have strong M&E expertise particularly in relation to efficacy of policy, planning and operational management systems and effectiveness of TA support. He/She should have substantial experience in the in conduct of project implementation reviews or appraisals and experience in being a Team Leader for review missions.

The **Basic Education Evaluation Specialist** should have expertise in basic education, including education planning and operational management at all levels, school based management, content analysis of teaching and learning materials, assessment of teaching and learning materials production and distribution systems, assessment of effectiveness of teaching and learning materials. He/She must have experience in the conduct of project implementation reviews, or project appraisals.

The **Gender Specialist** should have strong expertise in the principles of gender equality, have substantial experience in gender analysis including as part of project implementation reviews and have strong familiarity with the Philippine Harmonised Gender and Development Guidelines.

The **Physical Facilities Specialist** should have extensive experience in infrastructure activities, specifically in classroom and other school facilities construction

The **Public Finance Specialist** should have strong expertise in public finance management and familiarity with both international and Philippine standards in public sector financial planning, budgeting, transaction tracking, and auditing and procurement management.