

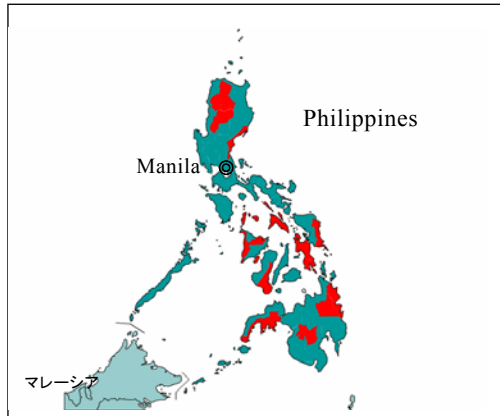
Republic of The Philippines

Third Elementary Education Project (TEEP)

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Field Survey: November, 2008

1. Project Profile and Japan's ODA Loan



Project site location map



School building constructed by the project

1.1 Background

Having overcome the political and economic disorder of 1980s, the Philippines, under the Ramos administration in the mid 1990s, addressed poverty and regional disparities alleviation as well as human resource development, aimed at reviving international competitiveness in Asia, as its national issues. Also, Philippine designated the improvement of elementary education environment as its national priority.

At the time of the project appraisal (1997), there were serious issues with the quantity and quality of elementary education in the Philippines. For example, the number of teachers and classrooms were not sufficient for the increasing number of students with large growth in population. This resulted in a learning environment where over 60 students had to study in one classroom. The completion rate was also lower than that in neighboring developing countries¹. The average results of the national exam (43%) were much lower than the set target of 75%². Concurrently, the government of the Philippines promoted a decentralization policy. In line with this policy, local empowerment from the Department of Education (DepED)³ and collaboration with local authorities had to be

¹ For instance, the completion rate at that time in Indonesia was 78% and thus the completion rate of 63% in the Philippines was lower than in neighboring developing countries.

² This is the Mean Percentage Score (MPS) of the national elementary assessment test implemented in 1993 to 1997. MPS indicates the ratio of the correct answers over all questions.

³ It was Department of Education, Culture and Sports (DECS) during the planning phase.

promoted in the education sector in order to improve their capacity of management.

Poverty and disparity were also serious issues to be solved. At the time of the project appraisal (1997), one third of all households in the Philippines and two thirds of all regional households remained in poverty. In response, the Social Reform Agenda (SRA)⁴ was formulated to eradicate poverty and to realize social equity in the targeted deprived areas. Coupled with poverty, the qualitative and quantitative problems of elementary education were more serious in the poverty areas. The completion rate in the poor areas⁵ was lower than the national average. This was because children could not afford to go to school or they were compelled to leave school due for economic reasons.

To solve these problems, the former Japan Bank of International Cooperation (JBIC) and the World Bank (WB) implemented a joint financing project to improve the elementary education in the poverty areas.

1.2 Plan Modification

A modification of the project plan was implemented to reflect the changes that were made in 2001. Under this modification, output target of each component were changed and a concept of management for schools was introduced. The first background factor was the financial crisis of the late 1990s, which affected the Philippines' economy. Tax revenues decreased as a result of the economic stagnation and therefore the 25% co-financing imposed on the local governments, which was to be contributed to the construction of school facilities, became difficult. This fiscal problem delayed the project. The second major factor was the country's rapid decentralization policy. The project was affected by this policy as well and the important role of the local governments in co-financing the construction of school facilities had to be taken into account. The basic education law adopted in 2001 (the Governance of Basic Education Act of 2001) promoted further decentralization of the education sector. Thus, divisional education offices (division/province offices) and the schools assumed educational administration and the concept of management was introduced for schools.

The mid-term review⁶ that was implemented in 2000 indicated such causes for the project delay as: excessive pressure on local governments regarding their co-financing obligation, frequent turnover of vice-administrators, excessively ambitious plans at the review, and a complex management structure, and so on. As a result, in order to keep within the initial scope of the project, and taking into account the delay issues as well as

⁴ As for the Social Reform Agenda (SRA), the reform is packaged in providing the key task that aims at economic and social development of the poverty areas under the Ramos administration.

⁵ The completion rate was about 54% in the poverty areas at that time.

⁶ The mid-term review was implemented by external experts delegated by DepED from June to September in 2000.

the country's trend for decentralization and the policies in the educational sector, the introduction of School-Based Management (SBM)⁷ and accompanying modifications to the project plan were suggested. Reduction of project costs, extension of time and reduction of the co-financing to 10 % by local governments which caused the project delay as well as introduction of SBM in line with the trend of national and education sector policies being implemented. These modifications were made based on the assumption that the project had to be changed in order to achieve the expected results, following the project concept adopted at its inception.

Along with these modifications, output targets were also adjusted as shown in Table 1. These modifications were considered essential in order to produce reasonable results and to keep in line with the trend toward decentralization. Therefore, it would be difficult and also inappropriate to evaluate the results of the project against the plan at the time of appraisal. Thus, the evaluation of effectiveness and efficiency that focuses on the changes (in numerical values) between the time of appraisal and completion was based on indicators after adjustment, taking into consideration the modifications and its background.

Table 1. Modified Items of the Project Plan

Items	At appraisal	After modification
1. Output		
School construction		
1) Local government-led	2,276 school buildings	2,498 school buildings
2) School principal-led	-	2,899 school buildings
Repair & maintenance		5,015 school buildings
1) Local government-led	22,119 school buildings	12,095 school buildings
2) School principal-led	-	
Related facilities construction	14 division offices	13 division offices
Repair & Maintenance	23 division offices	Implementation Support Unit Office, National Education Assoc. Office
School Improvement and Innovation Fund (SIIF)	1,700 projects	2,623 projects
SBM	None	75% of the scope
School furniture	N/A	547,397
Textbooks and educational materials	4,300,000	10,164,625
Kits	N/A	67,131
Others	N/A	15,163

⁷ A model of improvement of the elementary school educational environment that develops from this Project into a nationwide system. Generally, it is known as a school based management model and used everywhere in the world. The main feature of SBM in the Philippines is that the school principal of each school takes a initiative and prepares the School Improvement Plan (SIP) in cooperation with the teachers, parents and the local populace, as well as prepares and executes the Annual Improvement Plan (AIP) derived from this SIP.

2. Project Period	March 1997 - June 2004	March 1997 - June 2006
3. Project Cost (Local Currency)	60,370 mil. yen (15,093 mil. peso)	31,395 mil. yen (12,726 mil. peso)
Exchange Rate	1 peso = 4.12 yen (1997)	1 peso=2.47 yen (2001)

1.3 Objectives

The project objectives were to improve academic performance, completion rates, access to elementary education, as well as to strengthen institutional capacity of DepED and participation of local governments and communities through construction and rehabilitation of school buildings, procurement of textbooks and instructional materials, in-service training and School-Based Management (SBM) in the provinces identified in the SRA, thereby contributing to the overall improvement of elementary education.

1.4 Borrower/Executing Agency

Government of the Philippines / the Department of Education, Culture and Sports (currently the Department of Education)

1.5 Outline of the Loan Agreement

Loan Amount/Loan Disbursed Amount	11,122 million yen / 9,561 million yen
Exchange of Notes/Loan Agreement	March 1997 / March 1997
Terms and Conditions	
- Interest Rate (Consulting Services)	2.7% (2.3%)
- Repayment Period (Grace Period)	30 years (10 years)
- Procurement	General untied
Final Disbursement Date	June 2006
Main Contractors	-
Consulting Services	INTEM Consulting, Inc. Mohri P.A. and Associates, Inc.
Feasibility Study (F/S), etc.	November 1991: L/A (Elementary Education Project) September 1995: WB Preliminary Survey February 1996: Joint Mission (JBIC, WB)

2. Evaluation Result (Rating: A)

2.1 Relevance (Rating: a)

The elementary education sector in the Philippines has consistently been a high priority area as stipulated in the last three Medium-Term Philippine Development Plans (MTPDPs) both at the time of the appraisal and at the time of the ex-post evaluation.

At the time of the project appraisal (1997), MTPDP(1993-98) supported Education For All (EFA) and aimed at increasing the enrollment rate for elementary education from 63% in 1993 to 72% by 1998. The latest MTPDP (2004-10) focused on education as an investment to break the vicious cycle of poverty and stated that all Philippine people had a right to be educated. In the elementary education sector, it aimed at improvement of quality and the budget or resource allocation leading to better school management in line with international trends as well as EFA and the Millennium Development Goals (MDG).

The project followed the Local Government Code, which served as a guideline for decentralization as of appraisal, and covered 23 provinces that were identified under the SRA program which aims at economic and social development of the poverty area. Furthermore, the current education sector policy, Basic Education Sector for Growth Initiative (BESRA)⁸, is now aiming to spread the SBM experience nationwide. Since SBM was initially introduced through TEEP activities in line with the trend of decentralization, it could be said that BESRA follows TEEP in terms of promotion of SBM as well as the community participation.

As mentioned above, this project has been highly relevant with the Philippine's national policies and development needs at the times of both appraisal and ex-post evaluation.

2.2 Efficiency (rating: a)

Both project period and costs were almost as planned: therefore, efficiency of the project is high.

2.2.1 Output

The output that was expected under the project comprised of the following items: civil works (schools, related office buildings and rehabilitation), in-service training, SIIF, SBM, Procurement of textbooks/ instructional materials and others.

⁸ Basic Education Sector Reform Agenda (BESRA) was formulated to achieve all EFA targets of the Philippines by 2015. Specifically, it focused on five important subjects such as: 1) Continuous efforts for school improvement, 2) Strengthening teachers' contribution to learning outcome, 3) Increased social support in order to achieve the desired learning outcome, 4) Pre-school education as a supplemental measure, 5) Changes in the organizational culture of DepED to move the reforms forward.

① Civil Works: School Building Programs (SBP)

Table 2 shows the planned and the actual output of the school building programs.

Table 2. Output of the School Building Programs

	Number of school buildings					
	Local government -led type		Principal -led type		Total	
	NC	R	NC	R	NC	R
Planned	2,498	5,015	2,899	12,095	5,397	17,110
Actual	2,387	3,267	3,070	12,137	5,457	15,404
Achievement rate	96 %	65%	106%	100%	101%	90%

NC: New Construction, R: Rehabilitation

Source: "Project Completion Report (PCR)", documents submitted by DepED.

The project initially had only the local government-led SBP, but after modification, the principal-led SBP was introduced to the project with SBM. Under the principal-led SBP, the needs of each school could be evaluated more adequately and effectively. Due to efficiency of the principal-led SBP, 3,070 school buildings were constructed even though the planned output was 2,899, whereas the number of the rehabilitated school buildings was the same as planned. On the other hand, the local government-led SBP achieved 96% of the target for construction and 65% for rehabilitation of school buildings due to delay to the initial stage of the project and the shift to the principal-led SBP. The major factor delaying the local government-led SBP was the initial requirement for local governments to co-finance 25% of the project. Later, this was reduced to 10% part way through the project in order to accelerate the progress on SBP. Due to this reduction of co-financing as well as the improvement in efficiency for the principal-led SBP, the total output of SBP increased dramatically after 2001⁹.

Meanwhile, 20 new division offices were eventually constructed, which exceeded the planned number. And 3 division offices and 2 related offices¹⁰ were rehabilitated while the construction or rehabilitation of 13 division offices and 2 related offices¹¹ was originally planned.

② In-Service Training (INSET)

While the intention was to train 63,252 staff of DepED, teachers and school principals,

⁹ The number of school buildings constructed or rehabilitated was nil in 1999 and 389 in 2000. On the other hand, after the project modification, this increased to 1,313 in 2001 and 2,677 in 2002.

¹⁰ Two related offices indicate National Educators Academy of the Philippines and central office data center respectively.

¹¹ Project Implementation Support Unit and National Educators Academy of the Philippines.

in the end 62,251 teachers, school principals and staff of DepED as well as non-teaching staff in each component and representatives of PTCA¹² in TEEP provinces were actually trained (98% achievement). The INSET consisted of two types of training, namely INSET I and INSET II. The aim of INSET I was to train the school principals and teachers in pedagogy and specific subjects, while INSET II was devoted to training for enhancement of the capacity of DepED staff as well as non-teaching staff in each component. At the beginning of the project, INSET started at the central and the division levels, however, it gradually shifted to the school-based or school cluster-based¹³ training in accordance with introducing SBM, which comprised more than 80% of the training offered through the later part of the project¹⁴.

③ School Improvement and Innovation Fund (SIIF)¹⁵

The SIIF had three parts: 1) a divisional window which supported printing and development of teaching aids etc., 2) a national-level window for conducting a research study on the education policy, and 3) projects conducted in the poverty areas supported the feeding program, etc.

The project successfully supported 3,328 SIIF projects, which exceeded the plan of 2,623, representing 127% achievement. The actual output at the divisional level exceeded the plan, while output in the deprived areas was less than planned. There were three main reasons

Table 3. Number of SIIF projects

Window	Plan	Actual	Achievement
Divisional	2,261	3,069	136%
National	8	7	117%
Poverty areas	356	275	77%
Total	2,623	3,328	127%

Source: "Project Completion Report"

for these differences: 1) more proposals than were considered necessary were submitted by schools to division offices, 2) the cost of each submitted project was smaller than the estimated amount and the differences were reallocated to a larger number of projects, 3) more funds were allocated from the fund for poverty area to the divisional level where there was a higher demand.

④ SBM

¹² PTCA stands for the Parents, Teachers and Communities Association. The feature is that there is C of community in the common phrase, PTA, in Japan.

¹³ A group of schools.

¹⁴ Between 2003 and 2006.

¹⁵ SIIF is a project that raises proposals for educational environment improvement from each school and provides assistance to the projects that are expected to have some effect. Under the Project, a number of proposals were supported such as procurement of the supplemental teaching aid that cannot be financed from the budget in a usual way, school activities regarding the school environment improvement, an introduction of school feeding and so on. SBM that was introduced into this project in 2001 is an example of this SIIF project and later it was introduced into the project officially.

The target for SBM was that 75% or 6,459 schools of the total TEEP schools (8,613) received SBM funds and implemented SBM. The project exceeded the target by involving 85% or 7,278 schools, and formulated and implemented SIP and AIP¹⁶ for pilot schools.

⑤ Procurement of school furniture, textbooks and teaching materials

The output for procurement of school furniture, textbooks and teaching materials is shown in Table 4. School furniture, kits and other items were procured almost as planned.

With regard to procurement of textbooks and materials, the actual output was 173% compared to the original plan. The reason for that was a saving in procurement of textbooks and teaching materials when bulk orders were placed under the Social Expenditure Management Project which was carried out by the WB. Other items included copy machines, computers and overhead projectors, etc.

Table 4. Procurement

Source: Project Completion Report

2.2.2 Project Period

In the original plan, the implementation period of the project was intended to be 111 months, from March 1997 to June 2006. The actual project period was the same as planned (from March 1997 to June 2006).

2.2.3 Project Cost

The planned cost of the project was 31,395 million yen, but the actual cost was 25,965 million yen, or approximately 83% of the plan. This was mainly due to significant fluctuations of exchange rates. For instance, the exchange rate was 4 yen/peso at the inception of the project, but decreased to 2.2 yen/peso at the completion. Accordingly, the achievement rate on a yen basis is 83% of the appraisal figure, whereas it is 92% on a peso basis.

2.3 Effectiveness (rating: a)

This project has largely achieved its objectives, and its effectiveness is high.

2.3.1 Operational and Effectiveness Indicators

¹⁶ SIP refers to the School Improvement Plan. AIP refers to the Annual Implementation Plan. Under SBM, SIP is formed every five years at each school to show their visions and challenges as well as its countermeasures in five years. AIP is also formed every year based on SIP.

① Academic performance

The project set an aim to reduce the gap in academic performance between the national average and the TEEP provinces. Table 5 shows the Mean Percentage Score (MPS) of the national average and the TEEP provinces. Although the MPS of the National Sample Based Assessment (NSBA) in the TEEP provinces was lower than the national average in 1999, the MPS in the NSBA and the National Achievement Test (NAT) of the TEEP provinces was significantly higher than the national average in 2005. Currently, the TEEP provinces continue to maintain higher academic performance, compared to the national average.

Table 5: MPS gaps between TEEP and the national average

	1999	2005	2006	2007
NSBA				
1) Average of TEEP provinces	39.2	45.8		
2) National average	42.5	39.9		
3) Gap between 1) and 2)	-3.3	5.9		
NAT				
1) Average of TEEP provinces		61.1	62.8	67.5
2) National average		58.7	59.9	64.8
3) Gap between 1) and 2)		2.4	2.9	2.7

Sources) "Project Completion Report

② Completion rate, enrollment, net enrollment rate¹⁷

The completion rate increased from 54% in 1996 to 65% in 2006. Although it did not reach the 76% target as planned, it has been a definite improvement if compared to baseline data (54%). Also, the gap between the TEEP provinces and the national average narrowed by 8.3%.

The enrollment at the end of the project did not reach 2,000,000 million as intended but 88% compared to the planned number.

However, declining or slower increasing enrollment were observed in both the TEEP provinces and the country as a whole. Furthermore, the baseline (1,760,000) and the planned enrollment population (2,000,000) were calculated based on the 26 TEEP provinces as of the time of the appraisal¹⁸. The number of TEEP provinces decreased from 26 to 23. Therefore, it is more reasonable to calculate the baseline and the planned enrollment for these 23 provinces. Since the baseline of enrollment for 23 provinces is 1,550,000, it could be said that the project contributed to increasing enrollment, even

Table 6: Completion rate, enrollment, participation rate

	Completion rate (%)	Enrollment	Net enrollment rate rate (%)
Baseline (1996)	54 (64)	1,760,000	72-97
Plan	76	2,000,000	91-95
02-03	61.2 (64.8)	1,780,097	83.3 (82.9)
03-04	60.8 (62.1)	1,782,329	81.3 (81.7)
04-05	61.4 (63.3)	1,778,912	79.4 (76.1)
05-06	65.3 (67.0)	1,729,421	76.4 (77.3)
06-07	69.6 (70.1)	1,731,895	75.2 (76.1)
07-08	70.5 (71.5)	1,751,957	76.0 (77.4)
Achievement	92.8%	87.6%	82%

Note) National average is shown in parentheses.

¹⁷ Net enrollment rate is the ratio of enrollment of school-age children to the total population of children in that age range.

¹⁸ At the time of planning, the Project targeted 26 provinces. However, after the finding that 4 provinces of ARMM region were overlapped with the ones of the WB, they were excluded from the Project target area and thus 22 provinces left, which later increased to 23 (in 2004), as Zamboanga Sibugay (originally part of Zamboanga del Sur) was recognized as a separate province.

though it did not achieve the intended enrollment numbers.

The net enrollment rate is also decreasing in both the TEEP provinces and the country as a whole. One of the reasons is believed to be the effect of the change in the age for entering elementary school¹⁹.

③ Textbooks and student ratios

At the time of the project appraisal, the textbook to student ratio was 1:4. Under the project, textbooks were distributed for the targeted subjects, namely mathematics, science, English, Filipino and geography. The project achieved an overall textbook to student ratio of 1:1 in these subjects. However, the evaluation team observed that the 1:1 ratio is no longer sustained in some of the schools visited. In most cases, the textbooks distributed by the project were already dilapidated²⁰ because the textbook life is 3 to 4 years.

2.3.2 Internal Rate of Return (IRR)

Calculation of the IRR was not performed under the project due to the reasons explained below²¹. The investment effect from education projects is normally computed by comparing all the investment costs over the expected lifetime earnings of a student around the time of his/her degree confirmation. However, in the case of this project, the primary target period is the elementary stage of education and hence calculation of the IRR in terms of the investment on education is considered to be premature at this stage.

2.3.3 Qualitative Effects

① Awareness enhancement of teachers, PTCA and community

Improved educational awareness on the part of the principals, teachers, PTCA and community can be stated as one of the effects of the project's implementation. Based on interviews conducted during the ex-post-evaluation at schools, it was confirmed that there had been a change in awareness from before the project. For example, one answer was that awareness regarding their own role in the educational process, and the accompanying responsibilities, had improved through workshops, SBM and other measures²².

¹⁹ It is considered that although the entry age has been changed from 7 to 6 years old, there is still a large number of the 7-year-old entry. The net enrollment rate does not include any students who enter at the age of 7 (Refer to Footnote 14 about the definition of the net enrollment rate). (From the survey of the directors of the Elementary Education Bureau)

²⁰ Normally, textbooks are handed over to the succeeding students. As long as they are useable, they are handed over to the next students.

²¹ Similar to other support projects for the elementary and junior high education, assessment in principle centers on the changes in the school attendance rate and the achievement test results before and after the implementation and it follows various judgments on improvement of the management efficiency of the education organizations. Thus, it is common not to calculate the economic or financial IRR

²² This is from the hearing survey to interviews with the related departments of the Bureau of Elementary Education, division offices, school principals, teachers, PTCAs and concerned people parties from the communities.

② Level of involvement in the project

During the project, the Implementation Support Unit undertook beneficiaries' research in 2005 and 2006 as a part of the monitoring process²³. The project states that the involvement of school-related parties and the PTCA has contributed to improvement of the educational environment. Some results of the beneficiaries' research also point out deep involvement by related parties. Table 7 indicates the level of involvement of related parties during the project, cited from the results of the beneficiaries' research.

Table 7. Involvement level

	Principals	Teachers	PTCA
Level	3.7	3.4	3.4

1: No Involvement 2: Not so involved
3: Involved 4: Deeply involved

(Results from beneficiaries' Research in 2005-2006)

Based on the results of the beneficiaries' research, the average score of the school principals is 3.7, and that of the teachers and PTCA is 3.4, a relatively high involvement level. During the ex-post-evaluation, some interviews were also conducted regarding involvement in the project. While the relationship between the PTCA and the schools was good even before the project commenced, through SBM measures such as SIP/AIP preparation and involvement in SBP led by the school principals, the level of understanding regarding the project deepened along with the increased rate of participation. It is confirmed that there are currently several schools that require the involvement of the PTCA and the community as an integral part of school management and all school events.

③ Project satisfaction level

According to the results of the beneficiaries' research, and as indicated in Table 8, the satisfaction level of the school principals, teachers and PTCA is quite high, similar to their level of involvement. Interview with the school principals and teachers at the ex-post evaluation indicated that satisfaction was also quite high.

Table 8: Satisfaction level of the project

Satisfaction Level			
	Principal	Teacher	PTCA
Involvement	3.47	3.25	3.29

1: Not satisfied 2: Somewhat satisfied
3: Satisfied 4: Very Satisfied

(Results from Beneficiaries' Research in 2005-06)

²³ A beneficiaries' survey was conducted in 485 elementary schools for 440 school principals, 1,784 teachers, 1,603 PTCA representatives, Bangarai (the smallest local government units which include cities and towns)/the local government staff and 5,080 students from target states.

④ Impact at school sites

Representatives of principals and teachers of six schools from Leyte province and principals, teachers and PTCA of five schools from Negros Oriental province were invited, and focus group discussions (FGD)²⁴ were held to confirm the qualitative effects/impact of the project at the school sites. An activity was held during these FGDs to introduce and describe the process of changes caused by the project and observed at each school, and it was noted that school management had changed significantly as a result of the project. According to the participants, the experience gained through the project has changed their day-to-day work, and had led to improvement of policy and of the entire school system. Table 9 indicates some of the changes. Furthermore, many participants drew “a bud of the flower,” “a school building which was old and not environmentally in order” and “a small bird that could not fly” to represent the state of the school prior to project implementation. “A full-blown flower,” “a bird that grew up and flew away,” “a beautiful school building and a school yard” and so on were drawn to represent the current state. Based on these descriptions, one can observe that support of the project has led to improvement of the schools’ educational environment (refer to Figure 1).

Table 9. Impacts observed at schools

Topics	Observation
Training implementation and improvement of school environment	Management training for school principals led to improvement of school managerial/administrative capability. Enhanced leadership on the part of school principals and the promotion of cooperation between the PTCA and Barangai through training for participatory approach and seminars led to sustained establishment of the new system, and to improvement of the school environment.
Increased involvement in school management by external concerned parties	Before implementation, involvement of the PTCA was limited to project implementation and orientation. Currently, their involvement including SBM is beyond their usual level of participation. PTCA is now an integral part of school management and program planning.
Visible effects ↓ Expansion of cooperation by local governments	Visible effects such as new school buildings and a remarkable improvement in students’ academic performance were major incentives for the governors, mayors and education officials, resulting in deepened understanding of the improvement in the educational environment. This has led to local government support of school building and rehabilitation.
Teachers’ desire and self esteem lifted ↓ Students’ school	New school buildings and teaching materials led to an improvement of the teachers’ desire to teach. The new materials and participation in the training contributed to a promotion of self-esteem, aspiration and initiative in teaching. Participation in the formulation of SIP/AIP, which was a part of SBM activities,

²⁴ Focus group discussion refers to a discussion among people who belong to a common society or share a common interest.

performance improved	involved participation in the school management process, leading to an enhanced sense of responsibility.
Improvement of students' learning environment ↓ Improved school performance	School building and rehabilitation and the distribution of textbooks and teaching materials had a strong impact on the students. Before the project, one classroom was shared by two or more classes. The absentee rate has since decreased, as students are drawn by the new school buildings and increased number of classrooms. The established environment allows students to concentrate on their classes and has led to an improvement of their school performance.
Introduction of SBM ↓ Formulation of SIP/AIP ↓ Monitoring in place	Following the introduction of SBM, the school principals, teachers, PTCA, Barangai and students' representatives form SIP and AIP in each school. The parties who participated in this formulation implement regular monitoring, resulting in a cycle of planning → implementation/operation → monitoring → feedback → planning.

Figure 1. Drawings by FGD participants to describe the results of the project



Leyte FGD (left), Negros Oriental FGD (right)

2.4 Impact (Rating: a)

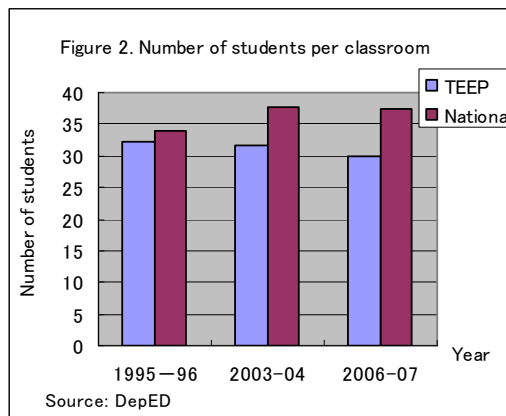
Certain indicators at the beginning of the project, such as the rise of income level and contributions securing further investments from abroad and for the development of the Philippine economy, were deemed important. However, because the subject of the project is elementary education, it is too early to measure the contribution accurately at the time of the ex-post evaluation, which was performed only two years after the project was completed. Therefore, the number of students per classroom, enrollment rates at junior high schools, and re-energizing of the local economy are factors considered in this evaluation.

2.4.1 Benefits to Target Areas and People

① Number of students per classroom²⁵

²⁵ According to the DepED, it is considered that the number of students per classroom should be under 35.

Figure 2 shows a comparison of the average number of students per classroom for the target areas and for the entire country. Although the figure indicates that the average number of students per classroom was 32 at the time of the appraisal, in reality the number of classrooms was insufficient, and it was observed that in some cases classrooms held over 60 students. At present, the national average is still increasing, while in the target areas there is a tendency toward a slight decrease. After the project was completed, it was observed that many provinces were continuously dealing with the construction and rehabilitation of school buildings and increases number of classrooms by themselves (refer to the Column below). Such activities can be considered a benefit to the target areas as a result of SBP.



Column

[School Building Program – Own Program by the Province of Negros Oriental]

The project’s SBP produced clear results, and as such generated good publicity. The construction of new school buildings increased children’s motivation to go to school and the contribution to the improvement of the children’s academic performance had a positive impact on the region. Many of the supported school buildings were implemented via groundbreaking methodology, such as having the local government bear a part of the construction costs, and having the PTCA and Barangai cooperate under the leadership of a school principal and community such as local construction companies participate. This approach increased the involvement of PTCA and the community to the school events and most of the schools still receive contributions for the school maintenance.



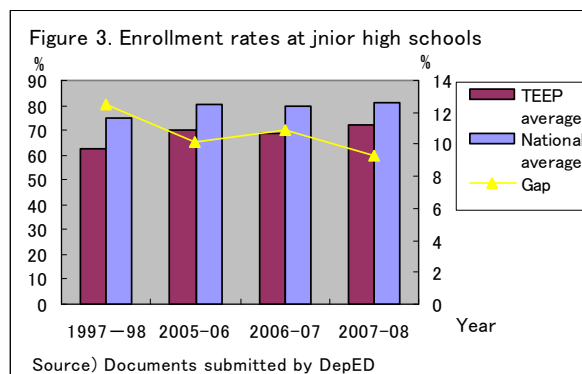
At present, two years following completion of the project, the governor of Negros Oriental highly commended the effects of SBP. A local school construction program, “BastaNegOr,” was implemented adopting methodology from the project. Similar to the way in which the project had the local government bear part of the costs of construction, BastaNegOr

manages to raise construction costs from the local government budget. Additionally, through community cooperation headed by the school principal, the project presently aims to construct 120 schools. The effort has been highly commended by the Minister of Education, and when he visited

the site, he promised to fill the gap in the required number of school teachers by the time the new schools were completed²⁶.

② Enrollment rates at junior high schools

Figure 3 indicates a gap in the average enrollment rate at junior high schools in the target provinces under the project in comparison to the national average. Although there are fluctuations in the school enrollment rate at junior high schools in the target provinces, it has increased by about 10% compared to immediately after the start of the project. Moreover, the gap may be narrowing even though the enrollment rate is lower than the national average.



is lower than the national average.

③ Re-energizing of the local economy

This project implemented local procurement for the building and rehabilitation of principal-led type school buildings as well as division offices, and procurement of the accompanying equipment and necessities, leading to a re-energizing of the local economy. According to PCR, contribution to the regional economy by SBP is assessed as approximately 6 billion pesos, and contribution by the procurement of school equipment as approximately 350 million pesos. Hence, even after completion of the project, procurement for rehabilitation, construction and accompanying equipment for division offices is made at the local level by each province or division rather than at the national level.

2.4.2 Other Impact

No negative impact to the natural environment was noted under the project. In addition, school and office construction made use of existing school premises and land owned by DepED; thus, there are no reports of residents' relocation or land acquisition.

2.5 Sustainability (Rating: b)

²⁶ From hearing at Negros Oriental province and a press release of the Philippine Information Bureau "Governor Initiates School Building Program in Negros Oriental", May 2008.

The evaluation of sustainability was conducted from the following perspectives: organizational (system), technical and financial. As a result, although sustainability of the project was generally evaluated as excellent, some problems were observed in terms of the budget and technical aspect that were required on the school sites in order to sustain the project's impact. Therefore, sustainability of this project is fair.

2.5.1 Executing Agency

2.5.1.1 Management and Operation System

The project was completed in 2006, and as such the management and maintenance organization is no longer in place. As shown in Table 10, these functions are carried out by the respective bureaus, centers and units of the DepED. Meanwhile, influenced by the trend toward decentralization, the core of the executing system that handles the project and follows up with tasks such as SBP, maintenance management, implementation of training, and promotion of SBM has been transferred from the central to the local governments. The management of school maintenance aims for a school-based management approach, with the schools themselves taking on various roles in the management and maintenance system.

Table 10. Maintenance & Operation System

Responsible Personnel & Activities	Maintenance & Operation in Charge Personnel / Department
Project Manager	Director of Elementary Education Bureau, Local Office Head, Responsible in school district
Associate Project Manager	Associate Director of Elementary Education Bureau, Sub-head of Local Office, Sub-resp. in school district
<i>Construction Project</i>	
SBP	Facilities & Engineering (BEE)
<i>Education Related</i>	
SBM	Planning Instruction Bureau (OPS), Elementary Education Bureau (BEE)
Training	Human Resource Development Bureau, Staff Education Unit, BEE
SIIF	Financial Administration Bureau (Accounting Unit)
Academic performance Survey	National Education Test Center
PRSP	OPS / Research Unit
<i>Support Service Related</i>	
Budget / Accounting	Financial Administration Bureau (Accounting Unit)
Monitoring & Evaluation	OPS
Procurement	Procurement Bureau
Administration	Administration Bureau (BEE)
Human Resource Service	BEE, BESRA, Technical Working Group

The project became a pioneer of SBM implementation, and currently its nationwide development has been adopted by and implemented into the framework of BESRA, which is considered as a national education policy.

Several members of the project implementation support unit are currently members of the technical working group of BESRA. To sustain continuity of the project's effects under the BESRA, it is considered desirable to develop a system for the effective use of all experiences obtained from the project.

2.5.1.2 Techniques in Management, Operation and Maintenance

① Improving teacher capability and ensuring quality

The improvement of teachers' capability and the maintenance of teaching quality were

sustained through training under the project, and is currently adopted and implemented by each school and cluster. This training is planned under the leadership of the principal of each school, with training plans submitted by each elementary school to the division offices every year. Training is particularly conducted when new teachers arrive and when teachers make requests for training. The necessary support, monitoring and evaluation of training implementation is provided by the division offices. However, even though school-based training has been institutionalized, some concerns were raised during the evaluation about the sustainability of quality. For instance, some schools had planned training, but did not implement it or could not have opportunities to update the training contents.

② Use of manuals

Several manuals were developed in order to sustain the effects and methodology of the project. Five kinds of manuals²⁷ for the component relating to SMB and an operations manual²⁸ on SBM and its support system were redeveloped in 2006. These manuals were introduced to some schools in the target provinces where SMB was implemented, and it was planned to distribute these to elementary schools in each area based on the progress of SBM. Furthermore, a book of good practices²⁹, which addresses SBM efforts by 50 schools, was developed and distributed so that the experiences and good practices of the project could be shared. While SBM is currently promoted under BESRA, there tends to be a backlog regarding manuals and booklets produced by the project due to budget deficiencies for mailing and distribution. Therefore, improvement is required to disseminate information regarding the project, including its strategy and methodology.

2.5.1.3 Finance in Management, Operation and Maintenance

The budget for the education sector has a tendency to increase. Though its share in the GDP has been on the decline, the budget of 137 billion pesos allocated to the elementary education in 2007 was the highest-ever amount. This is a large amount compared to other sectors, and it reflects the attitude of the government to the educational sector (refer to Figure 4).

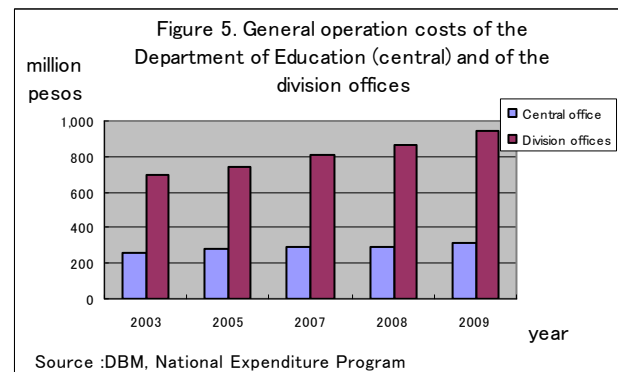
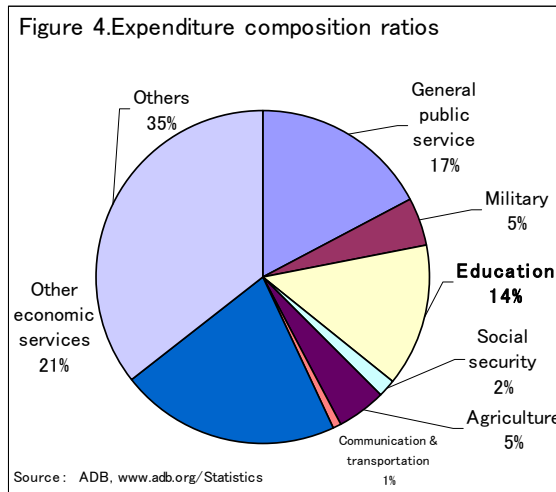
In addition, decentralization was promoted by DepED, and operational authorization and implementation was delegated from central to the local government. Accordingly, the budget allocated to the local governments has increased. Figure 5 indicates the

²⁷ ①Simple School-Based Maintenance Manual, ②Operations Manual- The Principal-led School Building Program, ③School Based Procurement of Furniture, ④Construction of School Building in 60 days, and ⑤A Primer on School Based Management and Its Support System

²⁸ “Operations Manual on School-Based Management and Its Support Systems”

²⁹ DepED TEEP (2005), “Transforming Education on the Ground- Fifty Studies of School Based Management under the Third Elementary Education Project (TEEP)”

movements of the operating budget allocated to the central government and the division offices, and operation and maintenance costs allocated to the division offices. It can be noted that the operating budget of the central government remains stable while that of the divisions increases every year.



Maintenance and Other Operating Expenses (MOOE) is governed by the General Expenditure Regulation. The budgets for maintenance of school facilities and school management are allocated by the Department of Budget and Management (DBM) based on requests from DepED. The budget is calculated as 100 pesos per month per student, and in principle each school receives the budget allowance through their respective division office. However, in reality there are some cases wherein division offices make blanket purchases of the necessary teaching materials and equipment and distribute them to the elementary schools. Because of this, some cases were noted where the amounts initially planned were not actually allocated. Also, the budget, which is based on the number of students and ignores differences in household income, is distributed in a single, uniform way. It seems that there is room for improvement in this area.

2.5.1.4 Facilities and Equipment for Management and Maintenance

Repair and maintenance of schools (buildings) is financed by the school repair and maintenance funds from MOOE, which are requested from DepED through the division offices. However, visits revealed cases where broken roofs remained unrepaired at some schools and facilities due to budget shortages.

In addition to the school repair and maintenance funds, resources were also contributed by the PTCA and Barangai to deal with one or more damaged buildings. Such cooperation of local communities was essential; even now, some provinces continue this cooperation

and expand the cooperative system to use the contributed funds for educational materials, textbooks and the maintenance of school facilities. Visible results (newly constructed school buildings and improvement of student academic performance) and dissemination activities that convey the importance of improving the educational environment to communities, governors, mayors and the like formed the background of the cooperative system. This significant contribution led to the cooperation and sustainability of the project. However, at present (two years following completion of the project), the number of people who do not participate in project activities has increased. In order to maintain continuous positive support, there is a constant necessity for communities and concerned parties to recognize and inform others of the importance of cooperation and the improving the standard of education.

3. Conclusion, Lessons Learned and Recommendations

3.1 Conclusion

In light of the above, this project is evaluated to be highly satisfactory.

3.2 Lessons Learned

The project supported all concerned parties, such as the central government (DepED staff), local governments (division offices), school sites (principals and teachers) and even communities (Barangai/PTCA), and made efforts to improve the capacity of central and local organizations (as well as individuals) at the school sites. Furthermore, such support at various levels led to the enhancement of each individual knowledge and capacity, and fostered their own responsibilities and initiative to implement related activities. In addition to support for school buildings and related facilities, it is believed that soft support that included training for teachers and staff has also led to high achievements. As mentioned above, a holistic approach for support implementation to multi-level targets with a good balance between hard and soft components has brought substantial results.

3.3 Recommendations

[To the Executing Agency (DepED)]

Though no serious problems relating to the impact or sustainability of the project have been found since its completion, some concerns have been observed in regard to sustainability. Therefore, in order to continuously maintain and even improve the quality of future educational environments, the following points can be recommended for consideration:

- Sustainability and enhancement of quality of the educational environment at schools

The school or cluster-based training that was institutionalized under the project with the objective of enhancing and maintaining the quality of teachers must be effective in order to meet the needs of the teachers. For this reason, it is desirable for the DepED to ensure, as soon as possible, a support system that will implement training effectively and continuously. At the same time, to maintain the quality of education at the school sites, it is necessary to allocate a sufficient and continual budget. For instance, for MOOE (which is allocated in a single uniform way) to be efficiently used at the school sites, it is desirable to consider a computation method that takes into consideration such factors as the financial situation in each province.

- Strengthening the system to ensure sustainability of the project

After the project was completed, management and maintenance of each component was handed over to the related bureaus, centers and units of the DepED, as well as the local governments and schools. On the other hand, BESRA, which is a guideline for the educational sector in the Philippines, follows many of the components that were introduced through the project, such as training implementation and the nationwide extension of SBM. Thus, to sustain the effects of the project, it is desirable that required activities should also be incorporated into BESRA. For example, (e.g., activities to ensure the continual participation of local governments, further utilization of manuals, and the best practice book developed under the project).

Comparison of the Original and Actual Scope

Item	Plan	Actual
① Outputs		
School Building	Local govt.-led - 2,498	Local govt.-led - 2,387
New Construction	Principal-led - 2,899	Principal-led - 3,070
Renovation/repair	Local govt.-led - 5,015 Principal-led - 12,095	Local govt.-led - 3,267 Principal-led - 12,137
Related facilities		Division offices (20)
New buildings	Division offices (13)	Data Center, DepED office
Renovation	CPIUS office, NEAP office	(3), NEAP office
Training	63,252 persons (principals, teachers, staff)	62,251 persons (principals, teachers, staff)
SIIF	2,623 projects	3,328 projects
SBM	75% of schools under the scope (6,459 units)	84% of schools under the scope (7,278 units)
School equipment	547,397 units	520,388 units
Textbooks/Educ. materials	10,164,625 units	17,596,652 units
Kits	67,131 units	75,721 units
Others	15,163 units	16,222 units
② Project period	1997/3-2006/6 (111 months)	1997/3-2006/6 (111 months)
③ Project cost	(million)	(million)
Foreign currency	21,909 yen	19,083 yen
Local currency	9,486 yen (12,726 pesos)	6,882 yen (11,617 pesos)
Total	31,395 yen	25,965 yen
ODA loan portion	11,122 yen	9,561 yen
Exchange rate	1 peso = 4.12 yen (as of 1997)	1 peso = 2.45 yen (1997 - 2006)

Note: The project was modified in 2001. As described in Section 1.2 of this report, the evaluation uses the indicators after adjustment; thus, the above table also uses these modified indicators.