Policy-level Improvement and Institutionalization of Field-level Trials: Achievement of Third Elementary Education Project in the Philippines

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Abstract: This paper introduces key devices to sustain impacts of development assistance by taking a case study on a Third Elementary Education Project (TEEP) in the Philippines. TEEP targeted twenty-three poverty-affected provinces to improve quality of elementary schools. Through TEEP's implementation, students' academic achievement and the completion rate of the target provinces were significantly improved. Department of Education recognized TEEP as a "nationwide laboratory," after its mid-term review, to improve the entire elementary education. Among TEEP's various trials in the field, some significant devices, such as School Based Management, were institutionalized at the policy level at the end of the project.

Key Words: East Asia, Philippines, elementary education, student achievement, development assistance, institution

1. Introduction

1.1 TEEP as a "Nationwide Laboratory"

Third Elementary Education Project (TEEP) is a nine-year public investment program (1998-2006) of the Department of Education (DepEd) in the Philippines with external financing from the World Bank and the Japan Bank for International Cooperation (JBIC) (Figure 1-1). TEEP targets twenty-three poverty-affected provinces[3], out of seventy-nine provinces in the country, with full participation of the Local Government Units (LGUs) (Figure 1-2). The main goal of TEEP is to improve the education quality through decentralization by providing multiple school inputs such as classroom facilities, textbooks, teacher training, and school management enhancement.

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[3] 20 target provinces of TEEP were the prioritized provinces under the Social Reform Agenda (SRA) set by the Ramoz Administration, and the rest were selected by TEEP taking into consideration the provincial socio-economic indicators. The number of target provinces was originally 26, but finally 23 provinces were covered since 3 WB-target provinces were excluded during the implementation.

Specifically, TEEP aimed to (i) improve learning achievements, completion rates, and access to quality elementary education; (ii) build institutional capacity of Department of Education (DepEd) to manage change; and (iii) actively involve the community and local government in a large-scale effort to attain quality education (DepEd, 2005).

Moreover, TEEP was intended to be a "nationwide laboratory" for reforms that involves planning by the stakeholders, social targeting, decentralization, and school focused and information-based decision making. In other words, DepEd tried to make institutional change by developing capacity of stakeholders through TEEP. In 2006, TEEP was completed with many development outcomes and rich implications on both policy and field practice. With such results, TEEP is considered not only as a "nationwide laboratory" but also as a "catalytic device" for elementary educational development.

It was from 2001 to 2005 that TEEP was accelerated much with strong ownership and leadership of the management of DepEd. In 2001, the mid-term review of TEEP was conducted. Based on the findings of the review, TEEP's design, in terms of project management, and some components were correctively restructured. The then Undersecretary of DepEd was the one who recognized TEEP as a "catalytic devics" as well as a "nationwide laboratory," considering TEEP's coverage and potential impact, and kept encouraging the staff to fully activate all the stakeholders through implementation of TEEP. Consequently, this paper picks up TEEP, mainly focusing on the period of 2001-2005, as a case study to examine effective devices to enhance and to sustain the impact of development by identifying some key aspects that contributed to the policy improvement and institutional change.

1.2 What Did TEEP Change?

TEEP's approach was to improve comprehensively the educational environment in the target provinces by providing various inputs. Aiming to improve quality, access, and management of elementary education, TEEP's inputs were categorized into three major components: (i) education development; (ii) civil works; and (iii) finance and administration. In concrete, each component had the following inputs:

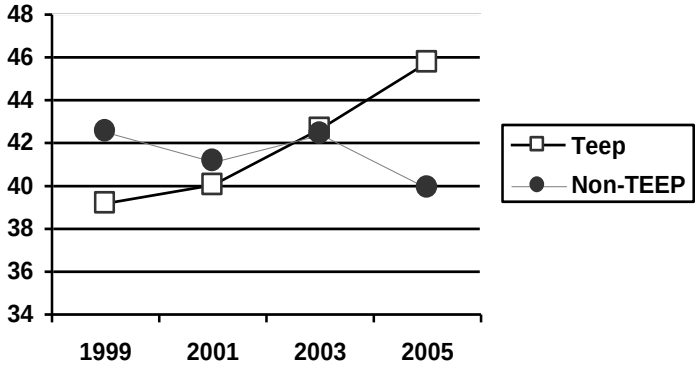
(i) Education Development Component: This component provided (a) in-service training of education staff (school head, teacher, DepEd administrative staff), (b) the School Improvement Innovation Facility (SIIF), a grant facility for funding specific school improvement initiatives, (c) textbooks and supplementary materials, (d) school kits, (e) equipment, (f) and furniture. After the mid-term review in 2001, School-Based Management (SBM) was added to this component.

(ii) Civil Works Component: This component provided classroom and DepEd administrative office facilities. Almost all schools in the target provinces were planned to have at least one classroom facility constructed or repaired by TEEP. TEEP required ten-percent of LGUs' equity for the school building program.

(iii) Finance and Administration Component: This component provided teachers and staff of DepEd and LGUs with technical assistance to improve their management of procurement, finance, and project monitoring. It also provided the Education Management Information System (EMIS) to strengthen the monitoring and evaluation function of DepEd.

After the completion of TEEP, it was reported by the World Bank (2007) that 5,397 classrooms were constructed, 17,110 classrooms were repaired, and 62,251 teachers, school heads, and district supervisors underwent various in-service training. Physical accomplishment of TEEP is visible everywhere in the target provinces, but more remarkable result was the impact on students' academic achievement and completion. TEEP schools performance in the learning areas tested (English, Math, Science, Filipino) in Grades 2, 4 & 6 improved significantly as measured in the National Sample-Based Assessment (NSBA) between its baseline year (1999) and final year of implementation (2005) (Figure 1-2). The completion rate likewise, improved significantly from baseline compared to the rate of the country as a whole (Table 1-1).

Figure 1-2. Mean Percentage Score (MPS)* in the National Sample-Based Assessment (NSBA) by Year of Administration, TEEP and non-TEEP Divisions



Source: Draft TEEP Project Completion Report, 2006

*MPS indicates the ratio between the number of correctly answered items and the total number of test questions or the percentage of correctly answered items in a test.

Table 1-1: Project Outcomes Indicators, by Province (Baseline to 2005)

TEEP Target Province	Completion Rate			Change in Completion Rate	Change in Rank on NAT* Achievement
	1994-95 (Public)	2002-03	2004-05	1995-2005	2003-2005
Abra	68	69	78	+10	Neg.
Agusan del Sur	62	47	50	-12	Pos.
Antigue	62	64	59	-3	Pos.
Aurora	61	78	76	+15	Neg.
Batanes	86	94	89	+3	Neg.
Bengeut	74	68	70	-4	Pos.
Biliran	61	67	73	+12	Pos.
Capiz	61	71	56	-5	Neg.

Eastern Samar	62	53	91	+29	Pos.
Guimaras	61	74	75	+14	Pos.
Ifugao	44	61	51	+7	Neg.
Kalinga-Apayao	48	73	49	+1	Kalinga–Pos.
Leyte	59	66	63	+4	Pos.
Masbate	50	51	54	+4	Neg.
Mt. Province	59	69	68	+9	Pos.
Negros Oriental	42	54	57	+15	Neg.
North Cotabato	60	52	57	-3	Pos.
Romblon	68	70	59	-9	Pos.
Southern Leyte	71	90	81	+10	Pos.
Surigao del Sur	57	66	60	+3	Pos.
Zamboanga del Sur	48	61	54	+6	Neg.

Source: 1994-1995 completion data are from the World Bank (1996) Staff Appraisal Report (RN 15888-PH); and 2002-03 and 2004-05 data from the Project Completion Report of the Government of the Philippines (DepEd, 2006).
Achievement change-in-rank data are from the JBIC report.
*NAT: National Achievement Test

Table 1-2: National Student Assessment Examinations Administered Between 1997-98 and 2004-05.

97-98	98-99	99-00	00-01	01-02	02-03	03-04	04-05
			NSBA Grade 2, 4, & 6		NSBA Grade 2, 4, & 6		NSBA Grade 2, 4, & 6
					NAT	NAT	NAT

Pupil performance on NSBA corroborated the NAT findings (TEEP MPS-61.06% and National MPS-58.73% in 2005 NAT). The MPS of 2005 NSBA of pupils in TEEP schools were higher than those in the non-TEEP sample across grade levels and subjects (Table 1-3). This is notable given the higher MPS of the non-TEEP sample in 1999.

Table 1-3: National Sample-Based Assessment 2005 Results

	English	Math	Science	Pilipino	Total Test
TEEP MPS	44.44	41.74	45.41	51.27	45.84
Non-TEEP MPS	37.97	35.13	38.71	46.92	39.92
Total Country MPS	43.26	40.53	44.19	50.47	44.76

The difference in the scores of TEEP and non-TEEP pupils was significant in favor of the latter until 2003 when the scale tipped, giving TEEP pupils an edge over their counterparts in non-TEEP schools by 2005. Even though the target divisions were in poorer environment in terms of socio-economic indicators, TEEP showed that the educational performance could be improved. With such achievement, DepEd recognized the efficiency and applicability of TEEP-type comprehensive and bottom-up approach, which motivate various concerned stakeholders to participate in, and started to institutionalize and replicate the same approach nationwide.

2. Basis Education Settings in the Philippines

2.1 Issues of Elementary Education

The World Education Forum in 2000 advocated a new strategy "(Quality) Education for All" together in the Millennium Development Goals and affirmed that qualitative improvement should be attempted equally with quantity expansion. In the Philippines, enrolment rates at all education levels were relatively higher compared to those of countries with equivalent and/or higher income levels. In basic education, universal access has been almost achieved at Grade 1, and net enrolment rate was 96.4% in 2004.

However, dropout and repetition rates were high, survival rate was still as low as 69.8%, and academic achievement was low. Overall academic scores did not reach 50% on average in 2004. Moreover, in the 2004 High School Readiness Test, only 0.64% attained the passing score of 75% or better. Therefore, the problems of education quality were very serious.

As for secondary school, since 1990 of free compulsory high school education, there has been a rapid increase in enrolment, and net enrolment rate is as high as 72.3%. However, dropout rate is still high, survival rate is as low as 66%, and completion rate of high school for children who entered grade 1 is below 50%. Compared to the rest of the East Asian countries, education outcomes in terms of quality in the Philippines are relatively low in 1999. The Philippines ranked nearly last in student performance on mathematics and science tests (Table 2-1).

Table 2-1: Student Performance on Mathematics and Science Tests in East Asia

Country	Math Score & Rank		Science Score & Rank	
Singapore	604	(1)	568	(2)
Korea	587	(2)	549	(5)
Taiwan	585	(3)	569	(1)
Hong Kong	N.A.	-	530	(15)
Japan	579	(5)	550	(4)
Malaysia	519	(16)	492	(22)
Thailand	467	(27)	482	(24)
Indonesia	403	(34)	435	(32)
Philippines	348	(36)	345	(36)

Source: Trends in International Mathematics and Science Study (from 1999); Institute of Education Statistics, US Department of Statistics (2003)

Furthermore, population growth rate was 2.36% on average from 1995 to 2000. The growth rates of enrolment were 1% for primary and around 5% for secondary education, and the increase in enrolment was more than 100 thousand and 300 thousand respectively on average every year. Therefore, in order to accommodate the increasing number of enrollees, classroom construction and textbook provision were implemented, especially in disadvantaged areas of Social Reform Agenda.

In dealing with the problems of educational access including dropout and repetition issues and those of education quality, it is crucial for all the levels of education administration units (central, region, division, district and school), to work together in analyzing current conditions, setting objectives, planning concrete measures to achieve those objectives, setting indicators to measure the degree of achievement, and carrying out activities. Since these series of analysis processes currently lack in a decision-making process at all levels, it was necessary to improve education management including teacher deployment, teacher development planning and budget allocation.

At both primary and secondary levels, there exist regional disparities and public-private disparities in student- classroom and student- teacher ratios, teachers' teaching quality and students' academic performance.

Accordingly, it is considered that the issues to be addressed in primary and secondary education in the Philippines are how to improve (i) education access including dropout and repetition issues, (ii) education quality including teachers' teaching capability and (iii) education management, in consideration of regional disparities. Table 2-2 shows the summary of the status and issues of basic education in the Philippines.

2.2 Decentralization: Opportunity or Threat

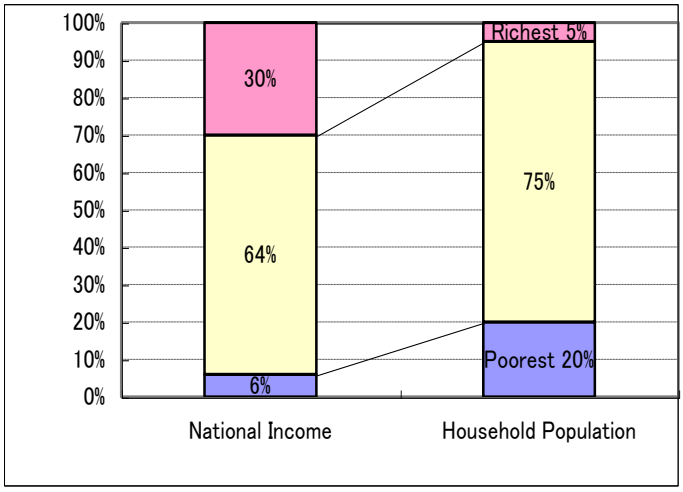
Decentralization policy gave strong impact on the basic education in the Philippines. In line with the "Local Government Code 1990", the government of the Philippines have made gradual shift of major responsibilities of basic education from the central Department of Education (DepEd) to the Local Government Units (LGUs) (GOP, 1990). The Code devolved service responsibilities and revenue authority to LGUs, placing them at the forefront of development and poverty alleviation (Nolledo, 1991). The Code stipulated that the Local School Boards shall be established in every province, city and municipality. The provincial school board shall be composed of the provincial governor and the division superintendent of DepEd as co-chairmen. The municipal school board shall be composed of the municipal mayor and the district supervisor of schools as co-chairmen. In this way, the structure of the school board was organized to constantly involve both the local political leader and the local administrative head of DepEd, and the Code requires to have the Local School Board meeting at least once a month or as often as may be necessary.

This decentralization policy made some significant change in LGUs. Remarkable outcome of the Code has been the emergence of good models of LGUs performance and service delivery under dynamic local leadership. Successful and well-managed LGUs have become a visible example of good governance. These LGUs not only inspired neighboring LGUs, but in a few cases they also achieved a track-record of performance across several administrations, thus showing some signs of institutionalization of good governance. Successful LGUs serve as replicable models for an emerging culture of service delivery and a stronger social contract. TEEP helped streamline and structure the government's broader policy approach towards all LGUs,

including relatively weaker ones, in order to create conditions for them to join the ranks of the stronger and well-managed LGUs. (World Bank, 2005)

On the other hand, lack of social inclusion was a serious obstacle to development, one that is closely linked to the country's economic and social challenges. Inequality certainly remained high in the Philippines. Coupled with low growth over the longer term, this translated into slow progress on poverty reduction. The richest five percent of households account for nearly one third of national income, while the poorest twenty percent accounts for only six percent (Figure 2-1).

Figure 2-1: Distribution of Income



Source: Philippines Statistical Yearbook 2003

As a result of unequal distribution of incomes and opportunities, many people in the Philippines, especially the poor, are skeptical of economic reforms since they are unable to reap the benefits of growth. School enrollment rates are twenty-eight percent lower in the poorest group compared to the richest; similarly, female literacy rates (age 15-49) are nine percent lower for the poorest group compared to the richest. Geographic disparities in health and education outcomes also remain high. Moreover, they are not involved in the decision-making process. Thus the ability of the central government to take collective decisions and to provide public goods and services is impaired (World Bank, 2005).

Based upon the understanding of major issues of basic education, considering not only elementary but also secondary education, and taking into account the difficult transition period of decentralization, TEEP was implemented to tackle the relevant bottlenecks.

3. Key Devices to Maximize the Impact

In spite of hard socio-economic conditions, TEEP target provinces could significantly improve their elementary education environment, as is indicated in the student academic

achievement and completion rate. Based on the practical experiences of TEEP's implementation, DepEd, relevant external donors, and scholars have been conducting TEEP's impact survey with the question: Why did TEEP's approach work, and what kind of devices were installed in the field through TEEP?

Though there is no comprehensive quantitative analysis to prove the relationship between TEEP's various inputs and student performance except for a sample-based case study[4], reality is eloquent and persuasive. DepEd, the World Bank and JBIC have conducted review study respectively and found the qualitative characteristics of the high performing schools and teachers in the TEEP target provinces. Quijano (2008) says, "TEEP has developed leaders at all levels of the organization and across functions with the capacity to manage changes in the educational system specifically in empowering school heads and teachers for making schools effective. It mobilized parents, local officials and communities to invest time, energy and resources in achieving the school's vision, mission, goals and objectives." The successful schools and divisions could be attributed to the following characteristics and strategies pursued by the school heads (DepEd 2005):

- The high performing school heads have a dynamic leadership.
-The high performing schools have strong community partnership.
-The high performing schools have a clear mission and high expectations for pupils and teachers.
-The high performing schools ensure optimal utilization of resources and provide facilities for increasing academic achievement.
-The high performing schools practice meaningful assessment and reporting of pupil progress.
-The high performing schools have a strong sense of accountability.

Followings are the key devices that various sources of TEEP review raised as important factors that contributed to TEEP's achievement.

3.1 Project Design (1): Involvement of Stakeholders

The implementation scheme of TEEP was designed to involve various concerned people/groups to schools so that field-level demand can be reflected in the development policy and actual implementation. TEEP implemented decentralization of public education management at the division and at the school levels in terms of administrative authority and financial management. This was undertaken with active participation of the Local Government Units (LGUs), parents and other community stakeholders. The process succeeded in instilling sense of ownership and greater accountability to school clients and parents. School-Based Management (SBM) was implemented in the Philippine schools for the first time and served as the central integrating framework that operationalized the implementation of specific project components like (i) Principal-led School

[4] Kobayashi (2005, not-for publication) showed interesting statistical result that the teacher training and school facilities provided by TEEP have significant impact on the improvement of NSBA test scores, based on the multiple regression analysis.

Building Program, (ii) School-Based Procurement of Furniture, and (iii) School Innovation and Improvement Facility, or School Grant with equity or fund counterpart from several stakeholders. Local Government Units at the provincial, municipal and barangay (village) levels, congressmen, parents, non-government organizations and people in the community all acted as key agents to improve educational environment through implementing TEEP.

Likewise, TEEP empowered the divisions and schools together with their stakeholders to make them key agents in creating and supporting effective schools that focus on learning and teaching. It was significant that DepEd documented and published the best practices of schools in a book *"Transforming Schools on the Ground, Fifty Studies of School-Based Management under TEEP*," in 2005 (DepEd, 2005).

3.2 Project Design (2): Decentralized Local-Oriented Management

TEEP's strategies and interventions to improve key performance indicators of schools were always selected based on the needs identified by the school staff together with the community, the LGUs and other stakeholders. In this process, all stakeholders ensured active support to achieve the needed results.

Roles and functions of the central, regional and division offices of DepEd were clearly identified to have simple delineations in terms of training, material development, procurement, monitoring and technical assistance, and assessment and evaluation for quality assurance, to avoid duplication of functions and instead maximize the technical assistance or expertise that are provided to schools.

Resource allocation varied from division to division or school to school but most favored the depressed, disadvantaged and underserved. In pursuance of the decentralization policy, divisions and schools were allowed to manage their own funds based on their development plans.

Several in-service activities had already been conducted at the school level. Clusters of schools with the same training needs conducted their own training. Peer coaching and mentoring usually followed the formal in-service training. This strategy ensured that in-service trainings respond to needs of teachers and students, and were conducted with minimal cost.

3.3 Added Value (1): Making Achievement Visible for Further Understanding

Advocacy and information campaigns and activities were undertaken in offices, schools and communities nationwide to achieve awareness and common understanding of the educational innovations. They brought about positive changes in the way the schools delivered the services. This kind of advocacy was done through various media: print and non-print. Distribution of "TEEPstar" was one of the successful examples. DepEd central office collected information of good practices under TEEP schools, made it into a monthly newsletter and distributed to all the school heads including non-TEEP provinces.

The award of "Brigada Eskwela (School Obligation)" also worked. This was an award system to encourage school-community partnership which required no cost. When a school

improved its educational environment with mobilizing local resources, DepEd division office recommended the school to DepEd central, and the honor was provided by the Secretary. Then the panel of acknowledgement was displayed in the school so that the community members could keep supporting the educational environment.

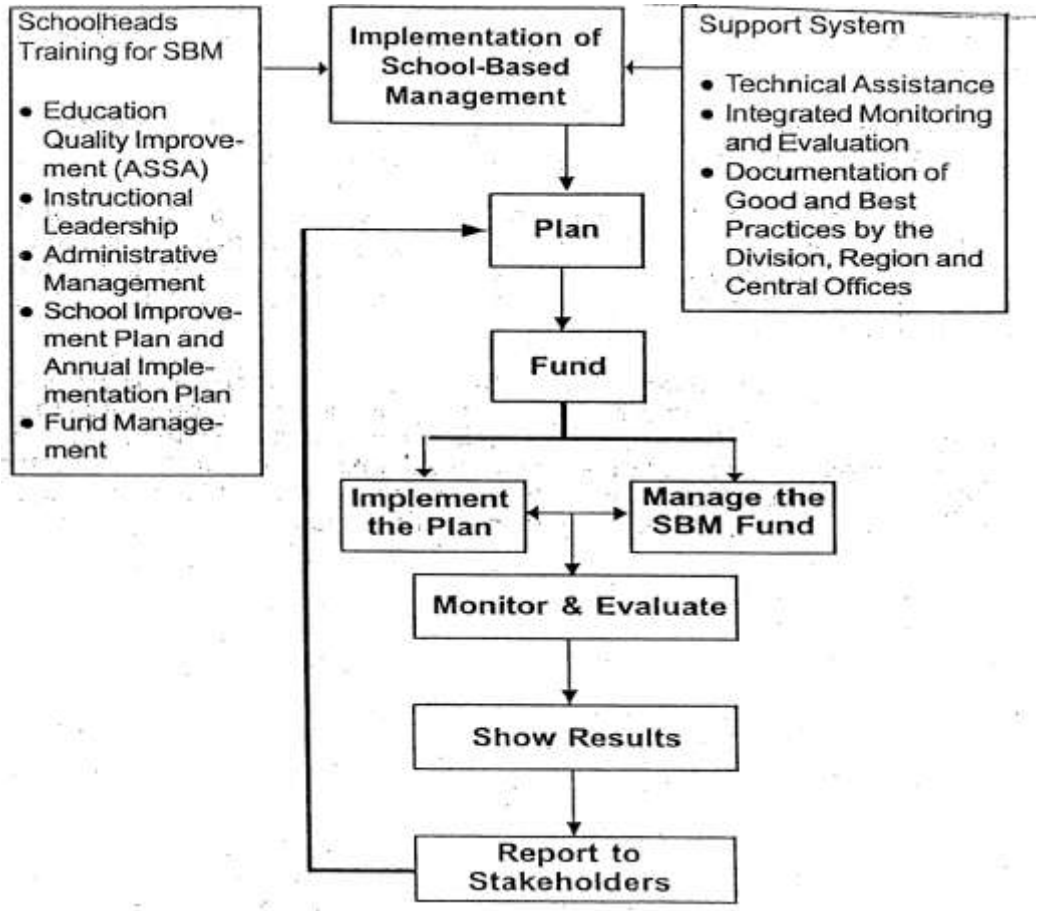
The unique color of classrooms constructed or repaired by TEEP unexpectedly worked to show the progress. In 2000, the then Education Secretary decided to differentiate the color of classrooms between the normal ones and TEEP contributed ones. TEEP classrooms were colored in blue for the roofs and in yellow for the walls, while the national standard classrooms had green roof and white wall. Since almost all the schools had at least one classroom constructed or repaired by TEEP, the color strongly appealed to the local people as well as the congressmen, and this contributed to increase the social awareness.

3.4 Added Value (2): School-Based Management

After the mid-term review of TEEP in 2001, School-Based Mangement (SBM) was added to the project component. TEEP had defined SBM as the decentralization of decision-making authority from central, regional, and division levels to individual school sites, uniting school heads, teachers, students as well as parents, the LGUs and the community in promoting effective schools. Its main goal is to improve school performance and student achievement, where decision-making is made by all those who are closely involved with resolving the challenges of the individual schools so that the specific needs of the students could be served more effectively.

The objectives of SBM are to (i) empower the school heads to lead their teachers and students through reforms which lead to higher learning outcomes; (ii) bring resources, including funds, down to the control of schools to spur change; (iii) strengthen partnership with communities as well as local government units to invest time, money and effort in making the school a better place to learn and (iv) integrate school management and instructional reform for making the school effective (Figure 3-1) (DepEd, 2006).

Figure 3-1: School-Based Management Milestones



Source: DepEd 2005

Introduction and development of SBM under TEEP became a milestone to replicate and to sustain the impact by institutionalizing the well practiced model. The enactment of Republic Act (RA) 9155, otherwise known as Governance of Basic Education Act of 2001, gave added impetus to the earlier efforts of DepEd to decentralize the governance and management of basic education. The Act provides the legal framework for the formal institution of the systems and procedures that would govern the exercise of SBM in public elementary and secondary schools nationwide.

Even before the passage of the Act, DepEd had already identified the modeling of SBM and the development of its human resource capacity as two of the major objectives of TEEP in order to achieve its goal of improving the quality of elementary education. During the period of conceptualizing SBM under TEEP, a confluence of events occurred, marked by the passage of the Act in year 2001 and the promulgation of its Implementing Rules and Regulations (IRR) in January 2003.

In 2005, Education Secretary (DepEd 2005) embarked "Schools First Initiative (SFI)," which aimed to strengthen SBM capacity in order for a school to solve its problems and improve their school on its own, along with the former Secretary's "Road Map for Philippine Education" (De

Jesus, 2004). The SBM model developed under TEEP was an integral part of SFI, providing major inputs to the institutionalization process of SBM in compliance with the letter and spirit of RA 9155.

Since the SBM model was institutionalized, the ASSA (Assessment, Setting of Standards, Strategies, and Accountability) Model (Figure 3-2) was applied to all the elementary schools in the Philippines. It had components like stakeholders' participation in running schools; school/cluster-based training, fund management, and school improvement and innovation activities. Under the Basic Education Sector Reform Agenda (BESRA), the current mid-term development agenda of the Philippines, SBM was recognized one of the identified key reform thrusts to make continuously improvement to schools (Quijano, 2008).

The abovementioned aspects were major examples of key devices that TEEP had instilled during its implementation. There were some unexpected outcomes, such as concluding partnership with Coca-Cola Cooperation, Inc. for the textbook distribution, taking advantage of the corporation's logistics network.

4. Implications: Institutional Change for Sustainability

4.1 Drivers of Change

Education is arguably the most important of wealth-sharing and opportunity-creating mechanisms (World Bank 1993.p.160). The provision of universal primary education and wide access to secondary and higher education contributed substantially to opportunities for upward mobility. This mobility in turn mitigated the feeling of non-elites that society is unjust and made them more accepting of the market-oriented policies needed to foster growth (Bray & Lee, 1997).

Some studies of the World Bank projects illustrated interesting elements necessary for successful development (World Bank, 2000)[5]. These studies showed that government's ownership of projects is essential and that measures of government credibility are closely correlated with returns on the projects. "The role of social capital in project success has also been highlighted-indeed, it is hard to overemphasize the importance of networks of trust and association for sustainable development (World Bank, 2000, p. 18)."

Reviewing the abovementioned key devices instilled under TEEP, it could be said that all these devices were initiated by the stakeholders, with the strong ownership of DepEd, with practical trials and errors during TEEP's implementation. Ultimately, implementing TEEP itself was the opportunity of capacity development for all the stakeholders. In other words, TEEP provided various opportunities of "on-the-job training" for the stakeholders, especially for the school heads, teachers, and DepEd staff. They gradually became the "drivers for change" which led to institutional change or policy improvement.

TEEP covered about one-third of all the provinces in the Philippines, but like the case of

[5] Evans and Bataille (1997); Isham, Narayan, and Pritchett (1994); and World Bank (1991 and 1997)

School-Based Management, its impact was replicated to non-TEEP provinces, and it was sustained by institutionalization as a policy. Looking back the nine-year implementation period, an implication is left that the stakeholders' capacity gradually developed mainly through their own struggles to participate in the project and to move things forward practically. Such field–level trials made the grounded successful practices which led to the institutional change, and the bundle of institutions lead to policy-level improvement.

In each development project, this kind of positive spiral should be considered carefully, with medium- to long-term perspectives, to replicate and to sustain the valuable outcomes.

4.2 Philosophical Meaning

Philosophical implication is reminded from the case study of TEEP. Among various philosophers who left profound thoughts on the roles of education, TEEP's case reminds Paulo Freire. The generative themes of Freire (2000) are liberation and literacy. According to Freire's philosophy, education is the key to revolution, to reversing relations between the oppressed and the oppressors, and to creating a radically new philosophy. Freire puts importance on literacy in his philosophy of education. He explains that reading the word is a reading of the world, and it can raise individual consciousness followed by revolution against the oppressed social structure.

His philosophy reflects his personal background. He experienced poverty as a youth in a poor region of Northern Brazil, and grew up in depression. He was influenced by critical and dialectical humanism such as the thoughts of Helgel, Marx, Che, and Fromm. Freire (2000) introduces the class structure as well as politics in thinking about pedagogy. Freire considers a pedagogy and politics of the oppressed, revolution, and transformation of the world. Freire's contribution is to provide the distinction between being a "subject" and an "object." He explains how to become a "subject" in order to participate in one's own development and social transformation and thus to realize the full humanity. The keys are to grasp and to overcome the contradictions, and to gain *conscientizacao*. A "subject" is an actor and has consciousness. On the other hand, an "object" is capital and is used or oppressed.

In this distinction, teacher-student structure is denied and equal dialect and form of emancipation are recommended. "Consistent with the liberating purpose of dialogical education, the object of the investigation is not persons, but rather the thought-language with which men and women refer to reality (pp. 77-78)." The characteristic of Freire's proposal is wholly dialectical so that his pedagogy allows a range of interpretation and application.

In the context of TEEP, significant achievement could be seen in the "unit of subject." TEEP does not focus only on students and schools, but also on communities surrounding elementary schools, recognizing that communities should have consciousness and act as a "subject" with its own will for development. This approach worked for improving the awareness of education among community members, and for sustainable model of school management, even without external donors' assistance.

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Figure 1-1: TEEP Outline

1. Objectives: To contribute to the overall improvement of access and quality of elementary education by improving the effectiveness of school in the poorest communities in the Provinces related to the Social Reform Agenda (SRA) and by improving the institutional capacity of the education administrative machinery and assist decentralization to manage change.

2. Location: 23 Priority Provinces related to the Social Reform Agenda (SRA) Program of the Government of the Republic of the Philippines. 23 Target Provinces are divided into the following 3 batches.

Batch	Provinces	Region	JBIC/WB Target
1	Benguet	CAR	JBIC
	Guimaras	Region 6	
	Surigao del Sur	CARAGA	
	Antique	Region 6	WB
	Agusan del Sur	CARAGA	
	Ifugao	CAR	
2	Biliran	Region 8	JBIC
	Leyte	Region 8	
	Masbate	Region 5	
	Negros Oriental	Region 7	
	Romblon	Region 4	
	North Cotabato	Region 12	WB
	Southern Leyte	Region 8	
	Zamboanga del Sur	Region 9	
	Zamboanga Sibugay	Region 9	
3	Abra	Region 1	JBIC
	Apayao	CAR	
	Aurora	Region 1	
	Capiz	Region 6	
	Eastern Samar	Region 8	
	Kalinga	CAR	
	Mountain Province	CAR	
	Batanes	Region 2	

3. Executing Agency: Department of Education (DepEd)

4. Scope of Work:

(a) Construction and improvement of school buildings and procurement of furniture
(b) Teacher training and procurement of equipment and instructional materials
(c) Development of education management information system
(d) School improvement and innovation fund (SIIF)
(e) Consulting Services

5. Background and Concept of TEEP:

The Third Elementary Education Project (TEEP) is co-financed with the World Bank (WB). It has

2 major components as follows:

(1) ***Component 1***: Capacity-building of DepEd to provide managerial and policy-oriented professional support for elementary education at two (2) levels:

(a) ***Central Level***: Capacity-Building of DepEd Central Office for:

(i) Preparation, appraisal and overall monitoring/evaluation of divisional education development plan (DEDP) in TEEP provinces

(ii) Planning and management of student assessment, advocacy/information, programs, research programs, school improvement and innovation fund (SIIF), etc.

(b) ***Divisional Level***: Capacity-Building of DepEd TEEP Divisional Offices for:

(i) Preparation and implementation of DEDPs

(ii) Student assessment, advocacy/information programs, SIIF management

Component 1 addresses TEEP's objective of strengthening the institutional capacities and initiating decentralization of the Department through the Provinces covered by the Project.

(2) ***Component 2***: Divisional Educational Development Plans (DEDPs) which involves quality improvement of public elementary education through:

(i) ***Teacher training programs*** (in-service training: INSET): target about 60,000 teachers, especially in multigrade approach

(ii) ***Equipment***: facilitation of pedagogical equipment, pilot distance education

(iii) ***Instructional materials***: target textbook to pupil ratio from 1:4 to 1:2

(iv) ***School building/furniture***: construction/rehabilitation of classrooms in about 8,900 schools, additional 10% new school

Target: pupil to teacher ratio of 36 pupil/enrolment class ratio from 40

Component 2, on the other hand, addresses TEEP's objective of improving the quality and access to elementary education through the provision of the inputs cited above.

Figure 1-2: TEEP Project Map

Source: World Bank, 2006

Table 2-2. Current Status and Issues of Basic Education in the Philippines

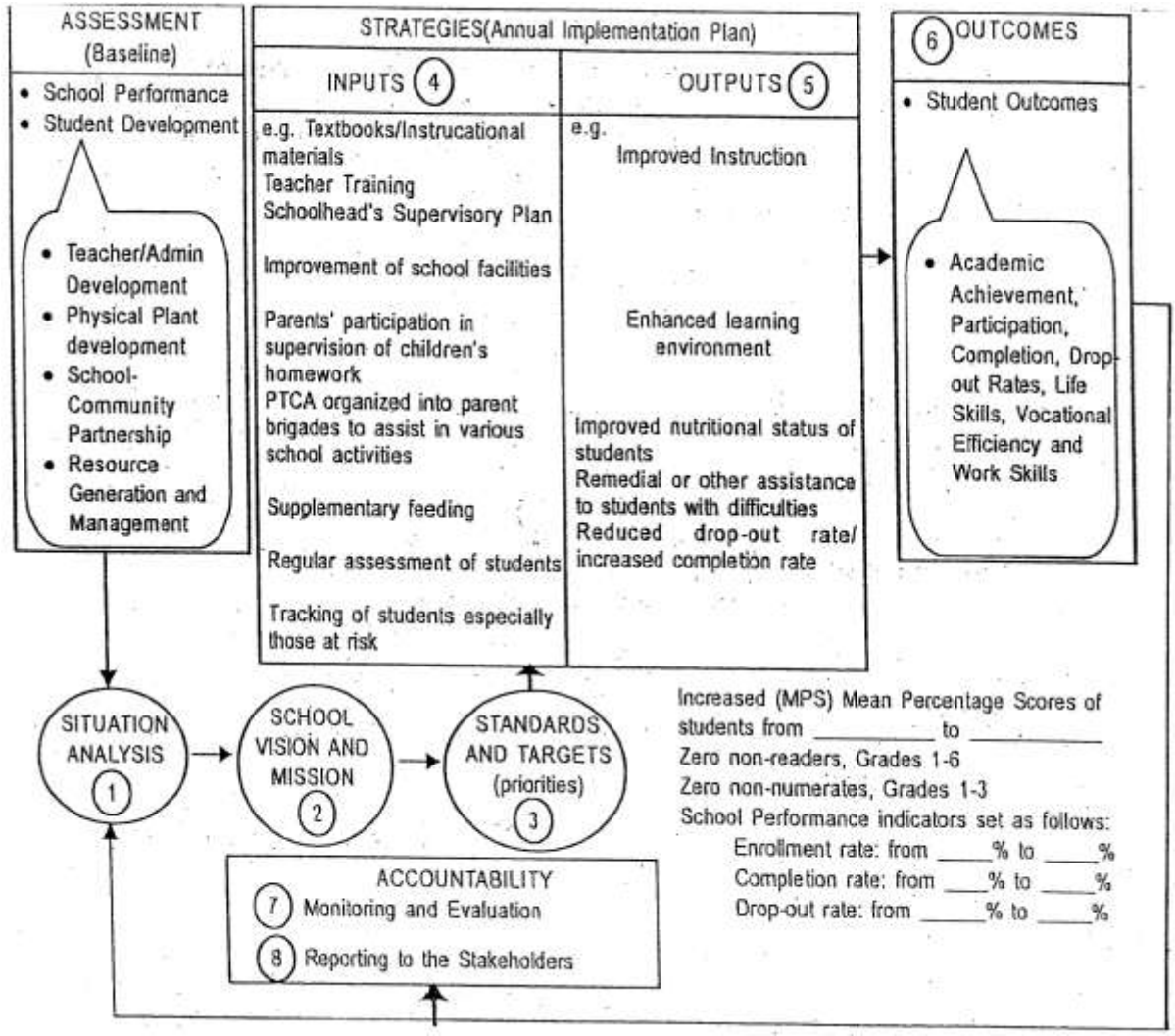
Status and Issues	Factors Affecting Problems
1) Access to Education Opportunity	
(1) Survival rate improvement	
Net enrolment rates for elementary and secondary education are as high as 96.4% and 72.3% respectively; however, survival rates are as low as 69.8% and 66% in 2000-01.	There exist compound factors both from supply side (access, quality, management) and demand side (household's economic hardship, values toward education).
(2) Quantitative expansion of facilities, desks and chairs	
There lack in 13,527 classrooms and 2,241,643 desks and chairs for elementary schools, 38,420 classrooms and 2,319,906 desks and chairs for high schools, 109 barangays without elementary schools, especially in Central and Southern Luzon including NCR and in Mindanao including ARMM. On the other hand, there exist excesses of 75,682 classrooms and 684,340 desks and chairs for elementary schools, and 3,999 classrooms and 48,377 desks and chairs for high schools. In big cities, an average student-classroom ratio is more than 60, and classes are operated in two/three shifts from early in the morning to late at night.	Construction and distribution are not carried out based on accurate data and statistics. Education budget is not enough for construction and purchase.
2) Education Quality **Quality of teachers, teaching skills and curriculum, etc**	
(1) Quality improvement of teaching skills	
Eighty percent of questions asked by teachers during lessons and of lesson objectives are related to confirmation of simple knowledge. Teachers tend to conduct lessons in transmissive approach due to lack of basic knowledge on subject matter and teaching skills, although they realize the necessities of student-centered inquiry approach.	Training with highly economic dependency on assistance from international organizations and training which participants need to shoulder own expenses are prevalent, and a nationwide training system which teachers continuously attend (such as induction training and training for functional development) has not been established. Training sessions tend to focus on review of subject matter contents rather than on teaching skills to facilitate students to acquire subject contents. In pre-service teacher education curriculum, only 24 units and 40 units are allocated for knowledge on subject content and teaching skills (especially for science and mathematics) respectively for primary and secondary teacher education curricula (around 70 units in Japan).
(2) Analysis and improvement of curriculum	

Curriculum is so congested that a heavy burden is put on teachers and students. Curriculum does not respond to actual education situation. An array of subject units (organization and sequence of primary and secondary education) and correlation among subjects are not well considered. Academic performance on science and mathematics is badly scored (39 and 38 for elementary and 28 and 27 for secondary in Diagnostic Test 2002-03).	An enrolment period for elementary and secondary education in the Philippines is 10 years (elementary for 6 years and secondary for 4 years), which is two-year shorter than that of neighboring countries; however, the volume of curriculum content is equivalent to that of neighboring countries. Curriculum development is commissioned to researchers and professors who are not familiar with actual education conditions, and there is no established system to grasp education needs in the field. Medium of instruction for science and mathematics is English. (Other subjects are taught in Filipino.)
(3) Quantity expansion and quality improvement of textbooks and materials	
Although an average student-textbook ratio is one to one at national procurement level, textbooks and materials lack in the field. Textbooks contain misconceptions, especially for science and mathematics and too much content with few charts.	Education budget is chronically insufficient. A delivery system is not transparent. A process for textbook authorization is not systematized.
3) Education Management **Administrative and financial capacity of education administration units**	
(1) Administrative capacity improvement	
The Department of Education implements various programs for education development based on the national development plan, "Medium-Term Philippine Development Plan," and no specific plan for the education sector exists. Although Basic Education Information System (BEIS) has been almost established, monitoring and evaluation capacity is not sufficient at central, region, division, district and school levels. Basic administrative capacity (budget utilization) lacks such as in teacher deployment and teacher development planning, in consideration of the fact that a student-teacher ratio varies to a large extent among and within regions. A national average ratio is appropriate, 35.73 for elementary and 41.65 for high school; however, in calculating an appropriate student-teacher ratio of 50, 17,962 teachers in total (8,254 elementary and 9,708 high school teachers) are in shortage, especially in Southern Luzon and ARMM. The duplication of project components occurs, and various kinds of projects do not seem to be implemented effectively.	A decision-making system is centralized, not reflected with education needs in the field. There is lack of training opportunities for education administrators and school administrators (school principals). Coordination of projects led by external agencies is not done effectively.
(2) Insufficient budget and improvement of budget allocation	

Although education budget (Php. 112 billion) is allocated for the biggest share of national budget (Php. 907.6 billion in 2005), personnel costs amount to 90% of share and little development expenses. The Local Government Code of 1991 defined to allocate one percent of real estate tax for Special Education Fund (SEF), but in reality, many municipalities do not allocate that amount. Budget allocation for primary education is too small in consideration of the number of beneficiaries. Department of Education Regional Offices are far from school sites, but spend 30% of development budget.	The total amount of national budget is small. Budget allocation to education sector in local government units has low priority. Budget is not allocated based on statistics and workloads.

Source: Philippines ODA Task Force (Education Sector) (2005)

Figure 3-2: Education Quality Improvement Model: Assessment, Standards, Strategies, and Accountability (ASSA)



Source: DepEd 2005