# Evaluation Study

# On

# Japan's ODA to the Education Sector in the Philippines

Summary

March, 2006

# Preface

This report is the summary of the "Evaluation Study On Japan's ODA to the Education Sector in the Philippines" conducted as a joint evaluation by NGOs and the Ministry of Foreign Affairs (MOFA).

Japan has been one of the top donor countries of ODA (Official Development Assistance) and there have been domestic and international calls for more effective and efficient implementation of assistance. The Ministry of Foreign Affairs, as the responsible ministry of ODA, has been conducting ODA evaluation mainly at the policy and program level with two main objectives; to support the implementation and management of ODA and to ensure its accountability.

The objectives of this evaluation study are: to improve the effectiveness and efficiency of the Japanese assistance to the education sector in the Philippines by examining objectives, planning and implementation process and results, and to ensure accountability by announcing the results of the study.

Enormous contributions were made by the Government of the Philippines, stakeholders of recipient schools of Japanese assistance, international donors and NGOs working in the Philippines. Likewise, useful comments and opinions were received from the MOFA, Japan International Cooperation Agency (JICA), Japan Bank for International Cooperation (JBIC). We would like to take this opportunity to express our sincere gratitude to all those who were involved in this evaluation.

The Aid Planning Division of the Economic Cooperation Bureau of the MOFA was in charge of coordination. All other supportive work was carried out by Nomura Research Institute, Ltd. under the commission of the MOFA.

March 2006

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# List of Abbreviations

| | |
|---|---|
| ADB | Asian Development Bank |
| AFTA | ASEAN Free Trade Area |
| ARMM | Autonomous Region in Muslim Mindanao |
| AusAID | Australian Agency for International Development |
| BEAM | Philippine-Australian Basic Education Assistance for Mindanao |
| BEGIN | Basic Education for Growth Initiative |
| BESRA | Basic Education Sector Reform Agenda |
| BHN | Basic Human Needs |
| CHED | Commission on Higher Education |
| COD | Centers of Development |
| COE | Centers of Excellence |
| DepEd | Department of Education of the Philippines |
| ECD | Early Childhood Development |
| EFA | Education for All |
| EFIP | Educational Facilities Improvement Project |
| FTA | Free Trade Agreement (or Free Trade Area) |
| GER | Gross Enrollment Ratio |
| ICT | Information and Communication Technology |
| INSET | In-Service Training |
| JBIC | Japan Bank for International Cooperation |
| JICA | Japan International Cooperation Agency |
| JOCV | Japan Overseas Cooperation Volunteers |
| LGU | Local Government Unit |
| MCA | Millennium Challenge Account |
| MDBs | Multilateral Development Banks |
| MDGs | Millennium Development Goals |
| MLSD | Middle Level Skills Development |
| MPS | Mean Percentage Score |
| MTPDP | Medium-Term Philippine Development Plan |
| NAT | National Achievement Test |
| NCR | National Capital Region |
| NEAT | National Elementary Assessment Test |
| NEDA | National Economic and Development Authority |
| NER | Net Enrollment Ratio |
| NFE | Non-Formal Education |
| NGO | Non-Governmental Organization |
| NSAT | National Secondary Assessment Test |
| ODA | Official Development Assistance |
| PACAP | Philippines-Australia Community Assistance Program |
| PRESET | Pre-Service Training |

PROBE    Philippines-Australia Project in Basic Education
RSTC    Regional Science Teaching Center
SBM    School Based Management
SBTP    School-Based Training Program
SEDIP    Secondary Education Development and Improvement Project
SFI    Schools First Initiative
SIIF    School Improvement and Innovation Fund
SRA    Social Reform Agenda
SUC    State Universities and Colleges
TVET    Technical Vocational Education and Training
TEEP    Third Elementary Education Project
TESDA    Technical Education and Skills Development Authority
UNDP    United Nations Development Programme
UNICEF    United Nations Children's Fund
USAID    United States Agency for International Development
WB    World Bank

The currency used in this report is the Philippine Peso. 1 Philippine Peso was approximately ¥2.3, as of December 2005.

# Chapter 1    Overview of the Evaluation Study

This evaluation study is a program-level evaluation of the education sector in the Philippines, which was performed as a joint evaluation between the Ministry of Foreign Affairs (MOFA) and Non-Governmental Organizations (NGOs).

## 1-1    Purpose of the Evaluation Study

The Philippines has been a major recipient of Japan's foreign aid, even within the East Asia region which is Japan's traditional focus area of cooperation. As development aid has been increasingly focused on poverty reduction, the area of human resource development is an important area of cooperation. The Philippines is also the scene of abundant NGO activities supplementing public services, for which it is often called "NGO Superpower". Japanese NGOs have been also actively involved, particularly in the education sector, where they take important roles in projects such as school construction, technical vocational education and training.

Considering the above, the aim of this program-level evaluation study is to learn lessons and present recommendations for future Japanese aid policies for the Philippines education sector and for delivering aid through more solid cooperation and with NGOs. In addition, the results of the evaluation will be published to ensure accountability of Japan's Official Development Assistance (ODA).

## 1-2    Evaluation Study Methodology

<Evaluation objects>

The object of our study is an aggregate of the ODA projects as a whole implemented by Japan in the Philippines education sector over the period FY 2000-2004. The specific objects are the 37 projects listed in Table 1-1, plus Third Elementary Education Project (TEEP) and Secondary Education Development and Improvement Project (SEDIP). The loan agreements of TEEP and SEDIP had already been finalized by 1998, but they were actually implemented during the evaluation period. As described above, technical vocational education and training projects are included in the analysis, but such projects are treated as supplemental to formal (school) education up to a level equivalent to secondary education, rather than being handled as a separate technical vocational education and training subsector.

<Evaluation framework>

Japan's assistance for the education sector in the Philippines has not necessarily been implemented as a systematic program. However, it is possible to consider, in a retrospective manner, that Japan's assistance has been implemented with an assistance framework shown as an objective tree (Figure 5-1), when sorting out the actual aid policies and projects implemented according to the Japan's country assistance program for the Philippines. Therefore, this evaluation first tried to grasp the overall ODA projects implemented by Japan in the evaluated period using such objective tree. In this way, we examined the objectives of ODA projects and the relationships among them.

**Table 1-1   List of Projects Subject to Evaluation**

| Aid type | Project name | Name of recipient body | Nature of recipient body | Value (x¥1,000) |
|---|---|---|---|---|
| **FY2000** | | | | |
| Grant aid for grassroots projects | Occupational skill training and livelihood improvement projects for Filipino women returning from work overseas | Women's development action network | | 1,937 |
| | Occupational training aid plan for low-income women in | Paranaque Development Foundation | | 1,876 |
| | Multi-purpose training center construction plan for the poor of Infanta, Quezon province | Infanta Integrated Community Development Assistance Ccouncil | | 8,750 |
| | Plan for construction of a training center and equipment installation as an adjunct to the "Women's Literacy Education | Independent Development Foundation for Notre Dame Women | | 9,711 |
| | Aid plan for training centers for Filipinos of Japanese descent | Mutual Aid Foundation for Filipinos of Japanese Descent | | 2,675 |
| Japan Overseas Cooperation Volunteers teams | Science and Mathematics Education Enhancement Project | | | |
| **FY2001** | | | | |
| Grant aid for grassroots projects | Classroom construction plan for Surigao Junior High School for Marine Science and Fishing | Surigao | Regional public bodies | 3,793 |
| | Training center construction plan for community development in Koronadal, Southwestern Mindanao | Maguindanao Development Foundation | Local NGOs | 8,533 |
| | School building expansion plan for Bulihan branch campus, Dasmarinas Public Junior High School, Cavite province | Bulihan branch campus for Dasmarinas Public Junior High School, Cavite province | Educational agencies | 8,493 |
| | School building expansion plan for Dasmarinas district public junior high school, Cavite province | Dasmarinas District Junior High School, Cavite province | Educational agencies | 8,621 |
| **FY2002** | | | | |
| Grant aid | Sixth Educational Facilities Expansion Plan (first phase of two) | | | 711,000 |
| | Human Resources Development Scholarship Plan | | | 206,000 |
| Grant aid for grassroots projects | Computer Education Plan for Poor Muslims | The Late Senator Ninoy Aquino University Foundation | Local NGOs | 4,847 |
| | Elementary school building construction plan for the Autonomous Region of Muslim Mindanao | The Philippines Corporate Foundation for Social Progress | Local NGOs | 14,764 |
| | Textile occupational training aid plan for Malvar | Livelihood Improvement Aid Foundation | Local NGOs | 1,948 |
| | Library construction plan for minority peoples | Santa Cruz Mission School Corporation | Educational agencies | 2,554 |
| | Livelihood assistance plan for women returning from overseas | Batis Women's Center | Local NGOs | 2,057 |
| | Minalin district school construction plan | Minalin District | Regional public bodies | 9,575 |
| Technical cooperation projects | School-Based Training Program | | | |
| **FY2003** | | | | |
| Grant aid | Sixth Educational Facilities Expansion Plan | | | 947,000 |
| Grant Aid for Grassroots Human Security Projects | Malinta elementary school building construction plan | Malinta Elementary School | Educational agencies | 9,413 |
| | Philippine sign language text book production plan | Philippine resource center for the hearing impaired | Local NGOs | 7,608 |
| | Bagong Silang elementary school building construction plan | Bagong Silang Elementary School | Educational agencies | 8,469 |
| | Navotas public junior high school building construction plan | Navotas Public Junior High School | Educational agencies | 9,193 |
| Grant Aid through Japanese NGOs | Traditional handicraft workers' education plan | Global Voluntary Service (special campaign) | | 6,671 |
| Technical cooperation projects | School-Based Training Program (continued) | | | |
| **FY2004** | | | | |
| Grant aid | Human Resources Development Scholarship Plan (2004 package) | | | 221,000 |
| Grant Aid for Grassroots Human Security Projects | Community strengthening and development center construction plan for Central Mindanao | Cadotuntaya Foundation | Local NGOs | 9,981 |
| | San Isidro elementary school building construction plan | San Isidro Elementary School | Educational agencies | 9,995 |
| | Dominador Narido junior high school facilities improvement plan | Basdo municipal government | Regional public bodies | 9,975 |
| | Women's occupational training center construction plan in Zamboanga | Communities for progress | Local NGOs | 7,478 |
| | Cabuyao junior high school building construction plan | Cabuyao Junior High School | Educational agencies | 8,535 |
| | Women's training center construction plan in Lanao del Norte | Malandin multi-purpose union for female investors | Local NGOs | 8,688 |
| Grant Aid through Japanese NGOs | Occupational skill training school construction project for Malibao region, Negros Island | VIDES Shizuoka (special campaign) | | 8,488 |
| | Elementary school construction plan for Muntinlupa | Caspar (special campaign) | | 9,361 |
| Technical cooperation projects | School-Based Training Program (continued) | | | |
| Grassroots technical assistance | Amunay river basin literacy education promotion project | The 21st Century Association, specified nonprofit organization | | 5,146 |

Source) Prepared according to information from the MOFA homepage.

<Basic perspective of the evaluation study>

In the Philippines, the net enrollment rate for primary education goes above 90%, which is relatively a high level considering the nation's development level. However, the economic disparities among regions and between rich and poor are large, and there are still many children and students who cannot continue their study due to their economic limitations. Efforts must be focused to bring the remaining 5-10% children to school to achieve 100% enrollment rate in the

elementary education. Those remaining 10% include children of vulnerable groups such as those of poor families and ethnic minorities. As issues of the Philippine education sector include poverty-related problems, they cannot be solved solely through efforts in that sector.

Therefore, while this survey makes the education sector its central axis, it will also consider community development and care of those who dropped out of school education. Technical vocational education and training is not assessed as a subsector as such, but rather, it is dealt as an adjunct to school education.

Lastly, we evaluated Japanese assistance assuming, as the objective tree shows (Figure 5-1), that Japanese assistance was given to achieve the development goals set by the Philippine government, and tried to find out issues of the Philippine education sector.

## 1-3    Constraints of the Evaluation Study

This evaluation study operates under the four constraints stated below.

- Due to the inconsistency of statistics and records on the Philippines education sector, and the limitations of the time available for the evaluation survey, there may be some inaccuracies in perceptions of the current situation.
- Information related to donors etc. was collected from existing literature, Internet sites and brief discussions and on-site interviews. We endeavored to gather the latest information, wherever possible, but recent situations may not be reflected in some details.
- The development situation in the education sector, particularly matters expressed as macroeconomic indicators, do not depend solely on factors within that sector. It is influenced by various other sectors of society, macroeconomics and other factors. Also, it normally takes a long time after implementation until such effects and results become visible, and that is particularly true of aid to the education sector. In this evaluation study, therefore, field interview surveys and similar means will be used to grasp and assess qualitative aspects, in addition to the quantitative content. However, as the direct effects of Japanese aid are not objectively and quantitatively isolated and measured, we cannot assert that effects and results can be attributed to Japanese aid.
- The Basic Education for Growth Initiative (BEGIN), announced by the Ministry of Foreign Affairs of Japan, was drafted in 2002 while the Country-Based ODA Task Force was set up and the ODA Charter was revised in 2003. Following those changes, new efforts and methods began to be applied to the Philippines education sector after 2003. As the end of the survey period is 2004, it may have failed to grasp the dynamics of those changes in these aid policies and systems.


# Chapter 2    The Socio-economic Environment of the Education Sector in the Philippines

The following aspects of social environment, politics, economy, etc., must be born in mind as they are behind the challenges of the Philippines education sector.

## 2-1 Consideration for Diverse Cultures and Languages, and Accommodation of Population Increase

The Philippines is an archipelago nation comprising over 7,000 islands. Until it was colonized by Spaniards, each region had its own independent culture and language. Even now, diverse cultures remain within the country's way of life.

As will be described in the next chapter, the net enrollment rate of elementary education in the Philippines is already over 90%. However, students of minority groups speaking regional languages need enormous efforts to catch up with classes in Filipino, a language mainly derived from Tagalog, or in English, a foreign language. This language barrier may influence on the level of their enrollment ratios and academic attainment. The quantitative expansion of education is still an important task, but at the same time, educational services that are more attentive and adapted to cultural diversity are needed

The rate of population growth in the Philippines remains high. The school-age population is expected to keep on growing until around 2025, demanding expansion in the capacity of the education system, in facilities, equipment, staff and other elements. As the expanding population is accommodated, care will be needed to ensure that quantitative expansion does not lead to qualitative decline.

## 2-2 Consideration for Regional Disparities

There are very large regional disparities in income in the Philippines. A survey of household incomes and expenditures in 2003 found the average household income to be 145,121 Pesos (1 Philippine Peso was approximately ¥2.3). Except for National Capital Region (NCR) and its surrounding regions (Region III (Cagayan Valley) and Region IV-A (CALABARZON)), most of the regions have incomes below the national average. Similarly, regional poverty incidences tend to be lower in NCR and its surrounding regions, and higher elsewhere, particularly in Region IV-B (Mimaropa), Region V (Bicol), Region IX (Central Visayas), Region XIII (Soccksargen), Autonomous Region in Muslim Mindanao (ARMM) and others, where poverty incidences are in the 40-50% range. Even within regions and cities, there are local disparities. There are slum districts within major cities that are apparently prosperous according to the average figures of the cities. As such, it is not appropriate to treat the country as homogenous when discussing the education sector. Policies must be tailored in detail to reflect those regional situations.

## 2-3 The Importance of Human Development to Contribute to Economy and Industry

The political and economic situation in the Philippines remains unstable, and there is concern that it could lose its footing in East Asia, which is growing rapidly and pushing for economic integration. The domestic economy has been on the way to recovery under the Arroyo administration, but the recovery in economic growth, coupled with the high price of crude oil, pushed inflation to approximately 6% in 2004 (GDP deflator growth rate). There are many jobless people, due to both the shortage of jobs and the growth of the workforce. The unemployment rate was 11.8% in 2004 (IMF 2005).

Under this situation, training is needed to educate qualified workers to attract direct foreign

investment. Another important task is to educate leaders for regional industries and economies, particularly in low-income regions, to assist in recovery from poverty.

## 2-4 Implementation of Efficient Aid Under Deficit-based Administration

Fiscal deficits are continuing in the Philippines, and Yen Loans and Grant Aid projects from Japan have been stopped since 2003. This situation demands efficient project design and implementation in foreign aid. For example, measures such as incorporating local specifications must be taken to adapt to local needs.

# Chapter 3 The State and Key Issues of the Philippine Education Sector

This chapter will begin with an overview of the broad direction and focus of policy in education administration, educational systems, administrative bodies and planning systems. On that basis, we will analyze the status of basic education, higher education and technical vocational education and training, and the key issues of each area.

## 3-1 Education Administration Promoting "Trifocalization"

Educational administration is taking a "trifocal" approach, focusing on basic education, higher education and technical vocational education and training. The Department of Education (DepEd), which is responsible for basic education, aims to realize its policy of Education For All (EFA). To that end, it augments formal school education with non-formal education, which targets people who have dropped out of formal school education at the basic education stage[1].

The Commission on Higher Education (CHED) was established as a monitoring agency for degree programs in further education. The Technical Education and Skills Development Authority (TESDA) was founded under the Ministry of Labor and Employment in 1995. It has jurisdiction over mid-level skills development after secondary education, and for technical vocational education and training programs that do not yield degree qualifications. Regional devolution is proceeding, and management ability in the regions must be improved in the education sector, paralleling more advanced devolution moves in other sectors.

## 3-2 Main Education Policy Direction

<Basic education>

At the basic education level, efforts are being devoted to realizing the Education For All (EFA) policy. The Basic Education Sector Reform Agenda (BESRA), which was drafted with the participation of major donors and other parties, also sets the goal of achieving EFA by 2015.

<Higher Education and Technical Vocational Education and Training>

In higher education, the aim is to maintain and enhance the quality of education through the

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[1] It has also taken on responsibility for culture and sports from its predecessor, the Department of Education, Culture and Sports (DECS).

establishment of Centers of Excellence and Centers of Development (COE/COD) to build R&D ability, accreditation (assessment and authorization of programs which qualify academic degrees) and other measures.

Technical vocational education and training is to take the position of augmenting formal school education, covering [1] people who have dropped out of formal school education, but have been qualified by a graduation-equivalent examination, and [2] people who have graduated from secondary education without going on to further education, and are in training for specialist occupational skills.

## 3-3    The State and Key Issues of the Education Sector

<Basic education>

Net enrollment ratios for basic education are 90.1% at elementary level (standard ages 6-11) and 58.1% at secondary level (standard ages 12-16). In the Philippines, the elementary education enrollment ratio had already reached 90% 30 years ago, but the remaining 5-10% still needs to be addressed.

As for the efficiency of education, 34.1% of school-attending children aged 12-15 are in elementary school, and 46.1% of school attendants aged 16-24 are in high school. This appears to be due to large numbers of children who have to repeat grades, and cases of children who have dropped out of school education at some stage before re-entering it. Dropout rates are around 7% at elementary level and 13% at secondary level. As there are relatively high rates of students dropping out of formal school education, and re-entering it, it is important to build links between formal school education and non-formal educational training, in addition to making formal school more efficient.

Academic attainment in terms of national averages shows a rising trend in elementary school point scores, but the mean percentage scores in both elementary and secondary education are only just above 50%, thus the overall achievement level is still low. So is the proportion of teaching staff holding degrees in the subjects they teach, particularly in sciences and mathematics. This implies that recurrent education is required where teachers get back to school to gain expertise on their teaching subjects.

<Higher education>

The number of students enrolling in higher education has been stable at around 2.4 million in recent years. Private universities account for 90% of all higher education institutions, and most private universities are clustered in the major cities, where it is easier to attract students. Therefore, it is difficult for students in the provinces to get access to university.

As an indicator of the quality of education, the pass rate in qualification exams on graduation is just over 40%, falling to only 30% for teaching examinations. Only one third of all the teaching staff has graduate school diplomas.

<Technical vocational education and training>

Technical vocational education and training is provided by schools and training centers, and also by skills development services provided by communities and private companies, which may

also be certified by TESDA. The number of such students varies from year to year, but in 2003-2004, there were approximately 410,000 students in formal programs and 1.43 million in non-formal programs. A high proportion of technical vocational education and training services are provided by the private sector, and such services tend to be clustered in major cities, in the same way as the universities.

<Regional disparities in highest academic levels>

Approximately 20% of the population (six years of age or older) advance to education beyond secondary level, and 70% reach secondary level. The proportion of students who have enrolled but not graduated even from elementary school is high. The tendency is for people's highest academic levels to be lower in provinces with lower average incomes.

# Chapter 4　Trends in Aid From Japan and Other Major Donors

## 4-1　Japanese Aid Policies and Systems in the Education Sector

In the education sector, the World Declaration on Education For All prompted a worldwide emphasis on basic education in the 1990s. Until the 1990s, Japanese aid centered on higher education and vocational training, but it then shifted to emphasize quantitative expansion and basic education. This is notably seen in the announcement by the Japanese government of the Basic Education for Growth Initiative (BEGIN) at the Kananaskis Summit in 2002.

On the systematic side of aid, a Country-Based ODA Task Force was set up, with Japanese embassies, JICA and JBIC as its main members. The Task Force is building policy and plan-drafting systems based on Japan's knowledge and experience in the field.

## 4-2　Characteristics of Japanese Aid in the Philippines

<An important recipient country for Japanese aid>

In 2000-2004, the Philippines received 3-4% of the total value of Japan's foreign aid directed to developing countries, and 8-12% of the share directed to East Asia (shares were 8.8% and 12.1% respectively for 2003 due to expansion of lending).

<Major contribution to the construction of school buildings>

The Philippine government is making a range of efforts to universalize mandatory education. However, the increase in the school-age population implicates a shortage of classrooms, making the goal unattainable. In that context, Japan is making an enormous contribution, implementing the Third Elementary Education Project (TEEP), the Secondary Education Development and Improvement Project (SEDIP) and the Sixth Education Facilities Expansion Plan, together with Grant Assistance for Grass-roots Human Security projects and Grant Assistance for Japanese NGO projects. In total, these efforts have assisted the building of many thousands of classrooms and toilets.

<"Soft" assistance together with "physical" assistance>

Under TEEP and SEDIP, aid for physical improvements such as classrooms, toilets, educational equipment and materials is coupled with aid for "soft" aspects, such as training for teachers and education managers. There is a division of labor with the World Bank and the Asian Development Bank in these tasks. The School-Based Training Program (SBTP) is an independent technical cooperation project that aids the qualitative improvement of science and mathematics teachers. Aid that combines physical and soft aspects in this way is believed to make schools run more smoothly and help to raise the academic ability of schoolchildren.

<Tailored aid delivered through Grant Assistance for Grass-roots Human Security projects and Grant Assistance for Japanese NGO projects>

Aid delivered through the "Grant Assistance for Grass-roots Human Security projects" and "Grant Assistance for Japanese NGO projects", in cooperation with local educational agencies and NGOs and Japanese NGOs, is smaller per project than Yen Loan and Grant Aid projects. However, it is characteristically able to deliver aid that is tailored in detail to local needs and crosses sector boundaries. These projects implemented through these aid modalities include construction of facilities to shelter street children, projects aimed at poverty reduction through occupational training and the like, in addition to construction of classrooms itself. In this way, they seem to be effective in helping children with problems to attend school.

Projects implemented by the government and aid agencies that mainly target formal school education, and non-formal education and training projects implemented primarily by NGOs, should be delivered together in the key regions. It can be said that division of labour between the governmental and non-governmental organizations focusing on their respective comparative advantages would be effective.

## 4-3    Characteristics of Aid From Major Donors and Multilateral Development Banks

<Trends on aid cooperation>

In recent years, donor conferences have been held under the Australian Agency for International Development (AusAID) initiative in the Philippines. Initially the conferences did not go beyond exchange of information and drawing up aid matrices, but by now the Philippine Department of Education participates, and the conferences have become a forum for aid coordination.

The Basic Education Sector Reform Agenda (BESRA), as mentioned earlier, is a package of policies related to basic education. The possibility of establishing a pool fund to supply funding for BESRA implementation is now under consideration.

<Trends in main donors etc.>

The World Bank is widely involved in co-financing, and it has provided its finance in cooperation with Japan's JBIC for the Elementary Education Program (EEP) and the Third Elementary Education Program (TEEP). It has done the same with the Asian Development Bank for other non-formal education projects.

Since the mid-1980s, the Asian Development Bank (ADB) has financed nine projects in the
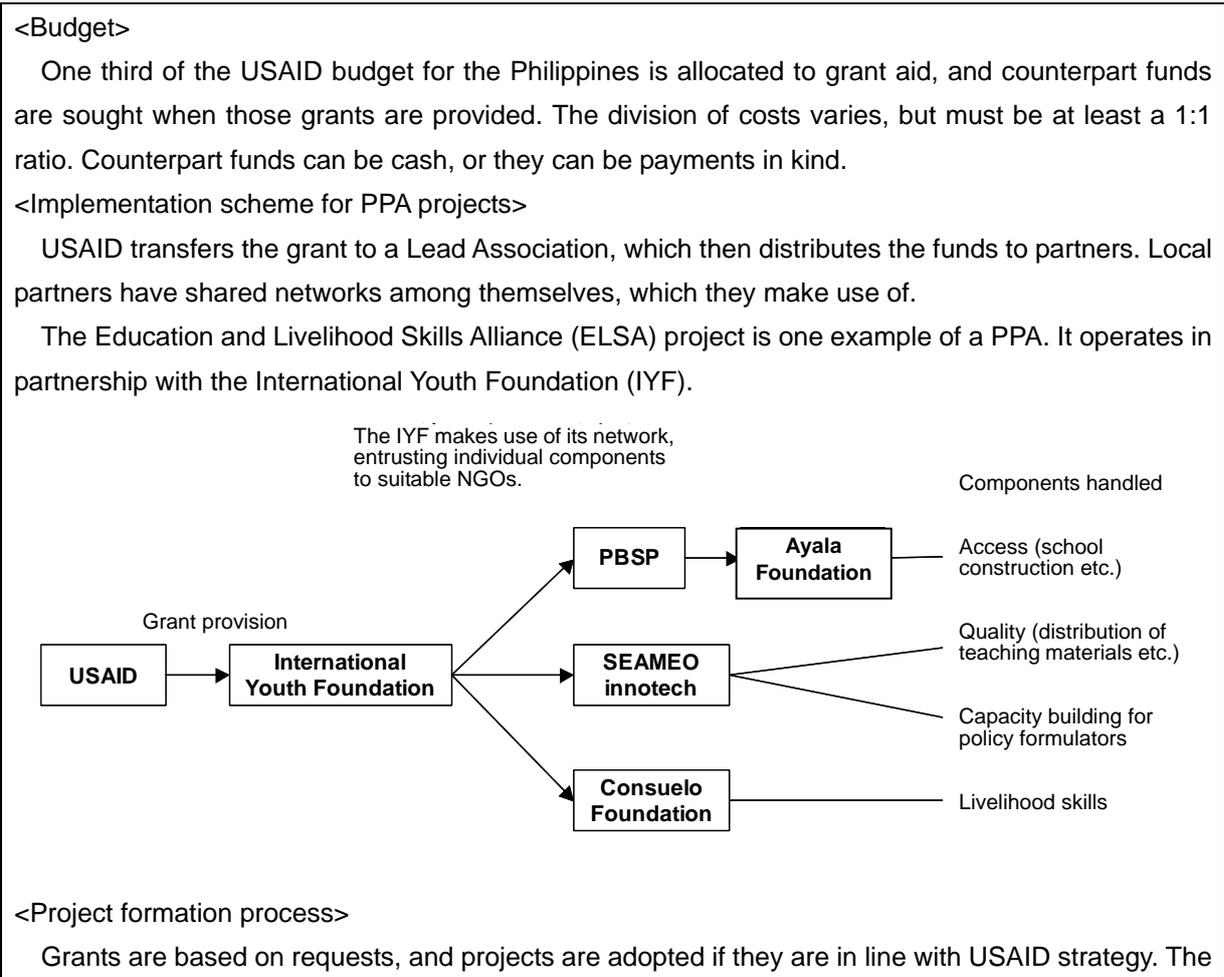
education sector, ranging from pre-school to higher education. Recently, it has been focusing on higher education, including non-formal education and devolution of education. The World Bank and the Asian Development Bank provide co-financing with Japan for TEEP and SEDIP, respectively, handling implementation of "soft" aspects, such as textbook distribution and training of local government administrators.

United States Agency for International Development (USAID) has been concentrating its development aid on the ARMM region and regions IX and XII. In these regions, nearly 63% of the population is living below the poverty level, and there are frequent incidents of military and religious conflict.

To aid these regions, USAID spent US$30.1 million to establish Education Quality and Access for Learning and Livelihood Skills (EQuALLS), a new education program intended to improve access to good-quality education and livelihood skills in areas of Mindanao afflicted by civil war and poverty.

For implementation of the program, USAID is cooperating with the Philippine government, the ARMM government, the US Peace Corps, Asia America Initiative, Creative Associates International and a private-sector consortium[2].

Reference example: USAID's Public-Private Alliance (PPA ) System

One third of the USAID budget for the Philippines is allocated to grant aid, and counterpart funds are sought when those grants are provided. The division of costs varies, but must be at least a 1:1 ratio. Counterpart funds can be cash, or they can be payments in kind.

<Implementation scheme for PPA projects>

USAID transfers the grant to a Lead Association, which then distributes the funds to partners. Local partners have shared networks among themselves, which they make use of.

The Education and Livelihood Skills Alliance (ELSA) project is one example of a PPA. It operates in partnership with the International Youth Foundation (IYF).



<Project formation process>

Grants are based on requests, and projects are adopted if they are in line with USAID strategy. The

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[2] It consists of International Youth Foundation, Save the Children Philippines, Knowledge Channel Foundation, Synergia Foundation, Real World Productions and Brother's Brother Foundation.

Source)   USAID interviews, EQuALLS brochure, http://www.equalls.org.


(3) Australian Agency for International Development (AusAID)

   Aid projects for the Philippine education sector by AusAID include Mindanao Elementary Education Assistance (phases 1 and 2), Philippines-Australia Project in Basic Education (PROBE) and other efforts to promote the efficacy of school facilities for indigenous peoples and others in disadvantaged circumstances.

   PROBE, in particular, provides English language, mathematics and science teachers with training in the Philippines and abroad, and helps to improve the equipment of the teacher training agencies as centers for regional study materials. Its content resembles that of Japan's SBTP. Projects targeted at indigenous people involve those people themselves in the projects as participants, which sets a good example as an approach of cooperation with NGOs worth learning from.


# Chapter 5    Overall Evaluation

   In this chapter, we will examine Japan's overall official development assistance (ODA) to the Philippines' education sector, and present the findings from the perspectives of objectives, results and process according to the framework indicated in Chapter 1.


## 5-1    Objective Tree

   As described in Chapter 1, this evaluation study is a sector-level evaluation. In practice, aid is not delivered with a sector approach, but there is a need to grasp ODA projects for the education sector in the entirety. For that reason, this evaluation took an overview of the object of projects, and verified the goals of those projects and how they are related to each other. As a result, we organized the goals of Japan's ODA projects as shown in Figure 5-1.

   Japan's main ODA projects for the Philippines' education sector are as shown in the column "Projects Implemented" in the objective tree. Examining the goals and activities of these projects revealed that they can be grouped into those concerned with basic education ("Goal 1"~ "Goal 3"); those concerned with developing human resources in administration etc, ("Goal 4" and "Goal 5"); and those concerned with technical vocational education and training ("Goal 6").

   Of these, the three goals concerning basic education largely correspond to the basic education goals from the Medium-Term Philippine Development Plan, while the goals for technical vocational education and training largely correspond to those for Middle Level Skills Development in the same plan.

   These projects have been implemented individually, but consistent in that these focused on

basic education, mathematics and science, and thought to be implemented under the medium-term goals of achieving poverty reduction and developing human resources as the foundation for economic growth.

Thus, while Japan's ODA has not been implemented systematically as a program approach, it seems, on analysis, to have been implemented in line with the objective tree in Figure 5-1. In what follows, the objective tree is used as the basis of the evaluation.
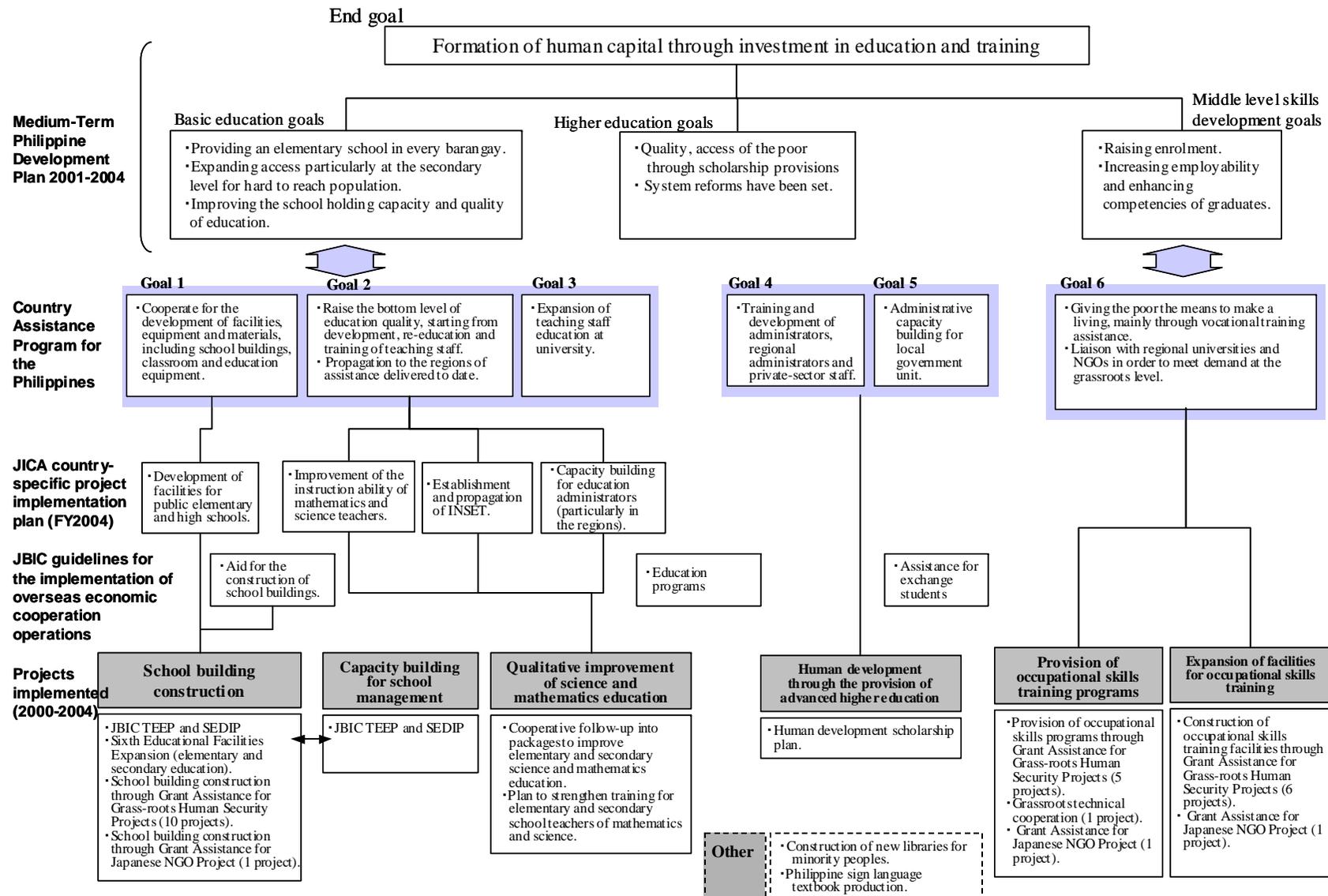
## 5-2    Relevance of the objective

When cross-referenced to the objectives of Japanese aid policies and charters (new and old Official Development Assistance Charters, Mid-term policies on ODA, Country Assistance Program for the Philippines and BEGIN), and to those of the Philippines' development policies (Medium-Term Philippine Development Plan, Basic Education Sector Reform Agenda (BESRA)), the objective of the Japan's aid was relevant particularly in its key elements such as poverty reduction, improvement of basic standard of living, development of educational infrastructure, encouraging public participation in school management, and broad human development.

In particular, by combining physical and "soft" elements, the introduction of school-based management and community involvement has delivered positive results. In terms of "application of Japan's knowledge and experience", they seem to have been put into major projects in areas such as teacher training in mathematics and science fields where Japan has a comparative advantage, implementation of policy research for project plan formulation and Japan's infrastructure development expertise[3], and the acceptance of scholarship students into Japanese universities and graduate schools.

On the other hand, the provision of educational services to people who have dropped out of school education, or who live in poor areas, should not be limited to a narrow perspective of the education sector alone, but should take wider aspects such as poverty reduction. Non-formal education and training is delivered through Grant Assistance for Grass-roots Human Security projects and Grant Assistance for Japanese NGO projects, but aid could be implemented more effectively in a collaborative manner, for instance, operating in schools and regions where Yen Loan and Grant Aid projects are implemented. For the training and development of teaching staff, which is mentioned in the Country Assistance Program, it is important to provide specialist teacher education, in addition to training in teaching methodologies that are already in use.

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[3]  In an interview, the World Bank official responsible for co-financing with Japan for the Third Elementary Education Project (TEEP) indicated these as areas of Japanese contribution and relative superiority.

## Figure 5-1 Objective Tree

**End goal**

Formation of human capital through investment in education and training

**Medium-Term Philippine Development Plan 2001-2004**

Basic education goals
- Providing an elementary school in every barangay.
- Expanding access particularly at the secondary level for hard to reach population.
- Improving the school holding capacity and quality of education.

Higher education goals
- Quality, access of the poor through scholarship provisions
- System reforms have been set.

Middle level skills development goals
- Raising enrolment.
- Increasing employability and enhancing competencies of graduates.

**Country Assistance Program for the Philippines**

Goal 1
- Cooperate for the development of facilities, equipment and materials, including school buildings, classroom and education equipment.

Goal 2
- Raise the bottom level of education quality, starting from development, re-education and training of teaching staff.
- Propagation to the regions of assistance delivered to date.

Goal 3
- Expansion of teaching staff education at university.

Goal 4
- Training and development of administrators, regional administrators and private-sector staff.

Goal 5
- Administrative capacity building for local government unit.

Goal 6
- Giving the poor the means to make a living, mainly through vocational training assistance.
- Liaison with regional universities and NGOs in order to meet demand at the grassroots level.

**JICA country-specific project implementation plan (FY2004)**

- Development of facilities for public elementary and high schools.
- Improvement of the instruction ability of mathematics and science teachers.
- Establishment and propagation of INSET.
- Capacity building for education administrators (particularly in the regions).

**JBIC guidelines for the implementation of overseas economic cooperation operations**

- Aid for the construction of school buildings.
- Education programs
- Assistance for exchange students

**Projects implemented (2000-2004)**

School building construction
- JBIC TEEP and SEDIP
- Sixth Educational Facilities Expansion (elementary and secondary education).
- School building construction through Grant Assistance for Grass-roots Human Security Projects (10 projects).
- School building construction through Grant Assistance for Japanese NGO Project (1 project).

Capacity building for school management
- JBIC TEEP and SEDIP

Qualitative improvement of science and mathematics education
- Cooperative follow-up into packages to improve elementary and secondary science and mathematics education.
- Plan to strengthen training for elementary and secondary school teachers of mathematics and science.

Human development through the provision of advanced higher education
- Human development scholarship plan.

Provision of occupational skills training programs
- Provision of occupational skills programs through Grant Assistance for Grass-roots Human Security Projects (5 projects).
- Grassroots technical cooperation (1 project).
- Grant Assistance for Japanese NGO Project (1 project).

Expansion of facilities for occupational skills training
- Construction of occupational skills training facilities through Grant Assistance for Grass-roots Human Security Projects (6 projects).
- Grant Assistance for Japanese NGO Project (1 project).

Other
- Construction of new libraries for minority peoples.
- Philippine sign language textbook production.

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## 5-3　Effectiveness of Results

### 5-3-1　Evaluation Framework

This is a program-level evaluation study, and does not set out to evaluate individual projects. Therefore, this evaluation categorizes the various efforts that fall under basic education into two types, "Development and expansion of education facilities and equipment" and "Efforts to enhance the quality of education" treating as groups. For higher education, or for projects that have begun recently and thus would not yield their effects yet, we basically conducted an input evaluation. For middle level skills development (technical vocational education and training), a large number of relatively small projects have been implemented, so individual cases will be sampled for analysis and study, mainly using input evaluation.

Overall, these efforts are basically directed towards the end goal of Education for All (EFA), and they are expected to raise the quality and efficiency of education, as can be measured by academic attainment, gross enrollment ratios, employment rates, dropout rates, survival rates, transition rates and other parameters. Therefore, these are used as indices for the overarching goal. However, various external conditions must be overcome in order to attain these overarching goals. It also takes time for the results of individual projects to be manifested. Therefore, these indices are used as reference indices, which are mainly used in examining the future direction for aid.

For higher education and middle level skills development, it is still too early to gauge their effects as mentioned above, therefore their evaluation will be limited to input evaluation and the use of examples to examine effectiveness.

### 5-3-2　Basic Education

(1) Development and expansion of facilities and equipment for basic education

　1) Inputs to these measures

　　Projects for development of school buildings and classrooms for elementary and high schools during the evaluation period consisted of the grant-based Sixth Educational Facilities Expansion Plan, and the loan-based Third Elementary Education Project (TEEP) and Secondary Education Development and Improvement Project (SEDIP), as well as construction of ten schools through Grant Assistance for Grass-roots Human Security projects and one school through Grant Assistance for Japanese NGO projects.

**Table 5-1  Framework for Evaluating the Validity of Results (Evaluation Indices)**

| Evaluation Subjects | Inputs | Outputs | Overarching Goals |
|---|---|---|---|
| **Basic Education** | | | |
| Development and expansion of education facilities and equipment | No. of classrooms etc. developed. "Soft" assistance for school management etc. School building development from the perspective of social problems. | (1)Direct effects of policies<br>　Reduction of the number of barangays without elementary schools.<br>　Improvement of access to basic education.<br>　　Increase in no. of schools<br>　　Increase in no. of students<br>　　Enrollment rate<br>　Example of school building construction through grassroots participation (effects)<br>(2)Impact on policy<br>　Policies and measures adopted by the Philippine government, other countries and other donors.<br>(3)Potential for independent development<br>　Evaluation of issues such as the sustainability of operations after the implementation of aid.<br>(4)Japan's level of contribution<br>　Japan's share of investment in all applicable measures. | Academic attainment Enrollment rate Completion rate Dropout rate Retention rate Transition rate, etc. |
| Efforts to enhance the quality of education | Number of trainee teaching staff | (1)Direct effects of policies<br>　Improvement in teaching methodology.<br>(2)Impact on policy<br>　Application to other fields.<br>(3)Potential for independent development<br>　Evaluation of issues such as the sustainability of operations after the implementation of aid.<br>(4)Japan's level of contribution<br>　Japan's share of investment in all applicable measures. | |
| **Higher Education** | | | |
| Human Resources Development Scholarship Plan | Number invited to Japan | Direct effects of policies<br>(Results will be manifested in the future). | (Results will be manifested in the future). |
| **Middle Level Skills Development** | | | |
| Development of vocational skills training facilities. Development of programs | No. of classrooms etc. developed. (Based on no. of cases) | Direct effects of policies (based on examples)<br>　No. of beneficiaries<br>　Range of beneficiaries<br>　Effects as seen from the education sector | (Results will be manifested in the future). |

2）Effectiveness of results from policies

[1] Direct effects of policies

(Index 1: *Barangays* with no elementary school)

As a macro-scale number for the Philippines as a whole, the number of *barangays* (the basic municipal unit, equivalent to the village) with no elementary school is falling. Taking only the period 2001-2002, after the index was changed, the number of *barangays* that have not been provided with any elementary school, either public or private, fell steadily, and the figure was 445 in FY 2003-2004.

Figure 5-2 Number of *Barangays* with No Elementary School
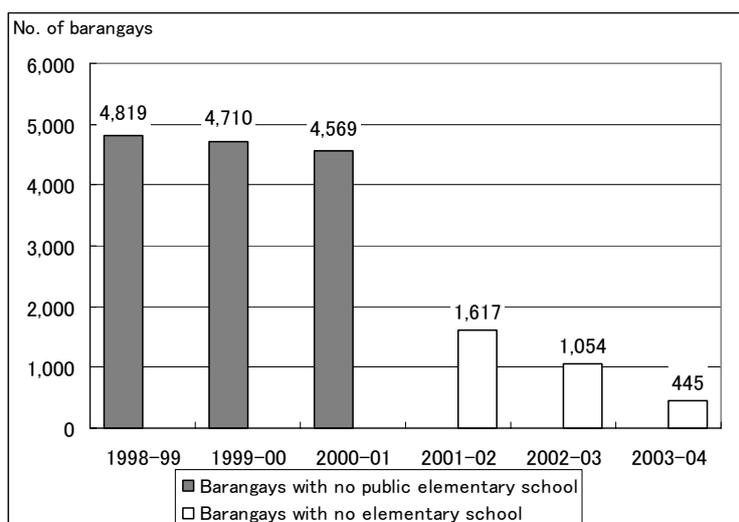


Note) Up to 2000-01, the number was of *barangays* with no public elementary school, while from 2001-02 onward, the figure was of *barangays* with no elementary school, either public or private[4].

Source) Department of Education, Fact Sheet – Basic Education Statistics.

(Index 2: Increase in elementary schools and classrooms).

Up to 2001, private elementary schools were also increasing by 200-500 schools a year, but in 2002 and 2003 there was no increase. During this period, the number of public schools rose steadily, with particularly large rises during the period of the Sixth Educational Facilities Expansion Plan. According to JICA, the average number of students per class in schools targeted by the plan was 59 in 2002 but improved to 52 by 2005.

(Index 3: Number of children in elementary education)

In terms of number of students, private schools had slight declines in 1999 and 2001. A significant number of students moved from private to public schools following the impact of the Asian Currency Crisis[5]. During this period, the public schools absorbed the influx from private schools, with increases of 100,000 or 200,000 in some years.

(Index 4: Net enrollment ratio in elementary education)

Net enrollment ratio to elementary education has stayed at a high level of 95% or more, but in 2001-02 and 2002-03, the rate slipped below 95%. As the age of elementary school entry was lowered from seven to six, the index changed to reflect the 6-11 age range, dropping the enrollment ratio to around 90%, a drop of around five points from the time when the index covered only the 7-12 range. This situation suggests that while aid for the development of school buildings and classrooms has delivered results, the school-age population is growing

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[4]   In the original texts, the former was "Barangays without public elementary schools", and the latter was "Barangays not being served by an elementary school".
[5]   From an interview with local office of the World Bank.

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at a rate that outstrips the improvement, that less children enter school at six than at seven, and that the grade repetition rate is high.

While the indices related to education access may not have improved, it appears that maintaining a certain level against the pressure of population growth is the result of aid for school building construction, including that from Japan.

(Index 5: Number of children in secondary education)

The number of students entering secondary education is now rising rapidly, due to the surging population and the ongoing increase in numbers enrolled to elementary school. The rate of increase in enrolled students is actually higher in secondary education than in elementary education.

(Index 6: Increase in high schools)

In secondary education, the increase in enrollment over the past five years has been almost entirely absorbed by public schools. (Enrollment to private schools actually fell in some years. Particularly after the Asian Currency Crisis, increasing numbers switched from private schools to public schools to reduce the burden of school fees.) In terms of the number of schools, private schools increased sharply in 1999, but in 2002 and 2003 only public schools increased, as was the case for elementary education.

According to JICA documents, the average number of students per school in schools targeted by the plan fell from 88 in 2002 to 74 by 2005. It has been confirmed that schools have an average class size of over 80, and that the number of schools that are able to provide practical science classes with experiments has increased.

(Index 7: Net enrollment ratio in secondary education)

Net enrollment ratio has stayed at around 65%, but it fell to 61.1% in 2001 and rebounded somewhat to 63.9% in 2002. When the index is calculated for the 12-15 age range, however, it falls below 60%. Gross enrollment ratio has stayed in the 75-80% range. The gross ratio is higher than the net ratio by about ten points.

[2] Impact on policy in the Philippines

The Educational Facilities Expansion Plan has yielded effects such as reducing the number of *barangays* without elementary schools. In the Philippines, population growth makes the lack of classrooms an ongoing problem. The Arroyo Administration has set school building construction as one of its ten-point agenda, and the aid that is being delivered is having a substantial impact on policy of the Philippines.

Under TEEP, the combination of physical development and soft components, and particularly the introduction of school-based management, has been successful. The Secretary of the Department of Education has named TEEP as a model project for basic school development,

and calls for replication to other regions that were not previously covered by TEEP[6].

[3] Sustainability

The soft components of TEEP have built capacity for school operation and management, and encouraged community participation. In fact, proactive community participation was observed at schools where we visited during the on-site investigation. It is still early to evaluate at this stage, however, sustainability of these projects are expected to improve in the future.

There has been a great deal of rehabilitation and construction of school buildings, but according to discussions with the National Economic and Development Authority (NEDA), the recipient of ODA, awareness of future maintenance costs was not necessarily seen. It is important to consider, in longer terms, where to find funding sources for recurrent costs of maintenance and rehabilitation, and by what mechanism such funding is spent.

[4] Japan's level of contribution

The three projects for development of school buildings and classrooms in the Philippines, - Sixth Educational Facilities Expansion Plan, TEEP and SEDIP- , are large in scale, and there is also school construction at the grass-roots level by NGOs and others. The three big projects all receive Japanese aid. In particular, the physical components of the Sixth Educational Facilities Expansion Plan and SEDIP are entirely financed by Japan, and 16 of 23 provinces under TEEP are also financed by Japan. In this way, Japan's contribution in this field is outstanding.

(2) Efforts to enhance the quality of education

1) Policy input

During the evaluation period, the School-Based Training Program (SBTP) was implemented in three pilot regions, targeting science and mathematics teachers on a cluster basis, as follow-up for the Science and Mathematics Education Development Cooperative Package (1994-1999). Since 2002, the project has been run as a technical assistance project in regions V, VI, VII and XI.

2) Direct effects of policies

It is difficult to measure objectively the direct effect in improvement of teachers' teaching methods, one of the goals of the program. According to an interview survey, lesson formats that encourage spontaneous student participation, ways of asking questions, development of unique teaching materials by individual teachers, and other techniques are spreading, and there is visible improvement[7].

3) Impact on policy in the Philippines

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[6] The Department of Education homepage also states that the department intends to extend the success of TEEP to other regions.   http://www.deped.gov.ph/posts.asp?dp=47

[7] From interviews at Calinog Central Elementary School.

In the Interviews with the Japanese embassy in the Philippines and with the local JICA office, it was found that the SBTP approach goes beyond methodology for mathematics and sciences, serving as a logical way of thinking that is being considered for extension to other subjects. In the field, for example at the Calinog Central Elementary School which was visited by the mission, it was found that the same approach is actually being extended to other subjects, including English, Filipino and *Makabayan* (social studies). It seems to have a major impact on the methods employed for training in-service teachers.

4) Sustainability

The costs of participating in SBTP are basically paid by the teachers themselves[8]. While highly motivated teachers build up their skills, there is the risk of widening gap in teaching ability between those who are motivated and those not.

It is the teaching methodology that SBTP provides as the aid content, and the content of instruction is considered by the teachers, working together with the lead course instructors. That is the first step towards "creating teachers who go on learning for themselves", which is a core concept of the training. Japan Overseas Cooperation Volunteers (JOCV) members are working and visiting the area until 2008, monitoring the situation in order to ensure sustainability[9].

5) Japan's level of contribution

Another example similar to Japanese assistance is The Philippines-Australia Project in Basic Education (PROBE) by Australia (AusAID). Compared to physical development of educational facilities and equipment, it is difficult to quantitatively measure contributions made in soft aspects. Both these efforts are producing important progress in improving teaching methods in basic education in the Philippines[10].

(3) The results of policies, and related issues

Individual projects are implemented to achieve their own goals, which are linked to a higher-level objective of providing high-quality basic education to all. In fact, such linkage between individual projects and their higher goals is not always possible as there are diverse and combined factors. Also, aid for the education sector manifests its effects gradually, as it goes through a process in which new methods take hold, students develop and advance through grades and move on to higher levels. Immediate results after implementation are hard to identify. However, in this evaluation, in addition to evaluate the past projects, we try to cover overall results affecting the quality and efficiency of basic education, in order to obtain lessons learned that can be applied to future assistance.

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[8] Since SBTP is an expanded version of a teacher training system previously introduced in the Philippines, no new fund for training was created. One example for reference is SMASSE in Kenya, in which around 1% of tuition fees is paid into a dedicated fund for training, ensuring the development potential of the system (JICA, 2003).
[9] From interviews with the JICA local office.
[10] In an interview at the Department of Education, the contribution of the SBTP in maintaining and improving the quality of education received this evaluation: "Without the SBTP project, I think the quality of education in mathematics and science could have declined even further".

[1] Main indices for elementary education

The various indices for efficiency in elementary education show that there has been a trend of slight improvement in cohort survival rate and transition rate (from 4th to 5th grade) since 2000. Nevertheless, completion rates and dropout rates have remained largely static. The efficiency of education is improving, but that has yet to translate into a rising completion rate. The lack of improvement in dropout rate also poses an issue.

In the field investigation, we heard at every site visited that economic situation of the family is the largest factor behind dropouts of children in general. The supply side of education including Japanese aid, is making steady progress, but improvement in these education indices will require solutions on the demand side.

Nationwide academic tests to measure attainment in the three major subjects (mathematics, science and English) found a major increase in mathematics scores in 2002-03, reaching 59.5%. English scores, on the other hand, were low, with the fourth-grade average falling short of 50%.

[2] Main indices for secondary education

Referring to the various indices for internal efficiency in secondary education, the transition rate (from elementary to secondary) and the completion rate relative to first-grade numbers are rising, but the completion rate relative to the number of students beginning high school is falling, with declining cohort survival rate and rising dropout rate. Student numbers in elementary schools are rising with population growth, and transition rates have increased, thus the numbers in secondary education are also rising. However, there has not necessarily been an adequate improvement in internal efficiency within secondary education.

[3] Results in project implementation regions

For the TEEP target regions, the indices are only taken for the target provinces. According to those indices, academic attainment (in the form of examination results) in the TEEP target region jumped sharply in all subjects after the project implementation.

In schools where the SBTP was implemented, the total attainment level across 15 schools in the area we visited (Calinog district, Iloilo Province, Region VI) rose from the 50% range to the 60% and then to the 70% range.

**Figure 5-3　Movements in Academic Attainment in the TEEP Target Region**
**(Examination results, before and after project implementation)**
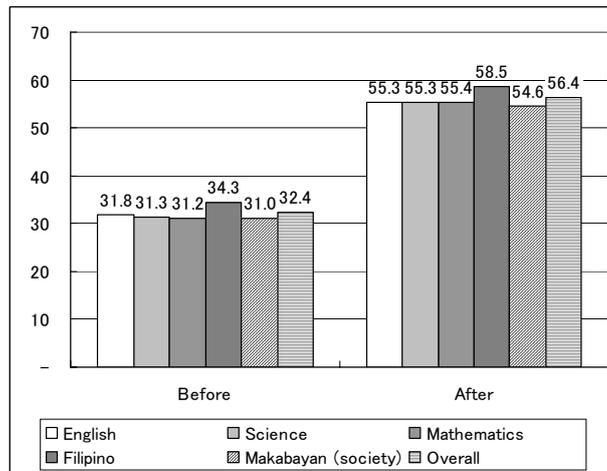
[4] Issues for improving the results

Indices for results in the education sector can fluctuate in their levels under the influence of various factors, and there is a possibility that the improvements made with Japanese aid will not, in themselves, lead to immediate results. Nevertheless, it is required to continue the effort to raise the practical efficacy of aid.

i) Setting target zones for developing educational facilities

Student-classroom ratio and the state of school building and classroom development vary depending on provinces. Elementary education in the Metro Manila (NCR) in particular, and secondary education nationwide, are falling short of the targeted levels. TEEP and SEDIP were implemented in poor provinces, but slum zones within provinces including wealthy cities were not covered. Districts that have been left out in that way, and those which have high rates of population growth and a grave lack of facilities should be the focus of strategic aid delivery to raise their efficacy.

Until now, large-scale projects have been used to develop provincial areas, but in the future there must be a narrower focus than the province unit, looking at community units and developing facilities in communities that are poor or have high population growth rates.

ii) Training of teaching staff

SBTP provided training to improve teaching methods, yielding good results in project target areas. However, while nationwide attainment levels have risen slightly at the elementary education level, the overall standard is still low, and there is a downward trend at the secondary education level.

As adequately qualified teaching staff is lacking, it is necessary to train and hire teachers with university-level education in the subjects they teach. Some observers take the view that it is

more important to give in-service teachers updated knowledge of the content of their subjects, rather than to improve their teaching methods[11].

Science and mathematics are taught in English, and therefore, it can be said that training in science and mathematics will not deliver results if the English language skills of the teachers and students are not improved[12]. If students at the high school level are not adequately functional in English, it will be difficult for them to attain high levels in science and mathematics, which are taught in English.

Some take the view that a more effective way to expand and diffuse the success of SBTP training would be to train all teachers in a target region or school, to raise the level of the weakest teachers[13]. It means the approach of training some of the teachers still has a strong tendency that such performance is limited to the teachers who actually received the training without propagating further. Incentives for participating in training, and for sharing the benefits of that training, must be considered[14].

iii) Solving problems on the demand side

We conducted interviews at targeted schools of TEEP and SBTP, discussing the level of improvement in problems. It was found that there was still a lack of progress in aspects such as dropout rates and survival rates. It was pointed out that the main factor in these problems is poverty which prevents students from continuing their studies. There are also cases where students could not continue their studies as their parents moved to other areas searcing for job opportunities[15].

Japanese aid to date has focused on aid to the supply side of education, but there is also scope for considering aid to the demand side in future. Such assistance includes the donation and operation of school buses, scholarship and poverty reduction through community development.

### 5-3-3    Higher Education

(1) Policy Impact

Every year Japan accepts about 20 students from the Philippines to attend Japanese universities and graduate schools as part of the Human Resource Development Scholarship Plan, which aims to develop future leaders for the Philippines. The accepted students are mainly government officials and university / school teachers. Japan's Ministry of Education, Culture, Sports, Science and Technology also has a publicly-funded foreign student system.

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[11] From interviews with USAID.
[12] From interviews with USAID.
[13] This view was expressed in interviews with USAID. This is one opinion or hypothesis, and is not a criticism or evaluation of Japanese projects. Future analysis and verification of efficacy and efficiency are required.
[14] Some argue that teacher salaries should reflect whether each individual has received INSET training, and the attainment of the students he or she teaches (from interview with the World Bank).
[15] From interviews at Calinog Central Elementary School in Calinog, Iloilo province, and at Hoskins elementary school, Guimaras Island.

(2) Results

When the goal is to develop future leaders for a country, some time is required before the results becomes visible after intervention. One of the short-term issues to be addressed, as the Philippine government has indicated[16], is the level of the programs provided by the Japanese universities in English which are lower than the same programs provided in Japanese. In order to raise the efficiency of the aid, a system such as a "twinning programs" could be adopted. Here, intensive Japanese training could be provided while the students receive their basic courses in the Philippines, and then, students can come to Japan to take specialized courses, the subjects which Japan is particularly at the forefront, or some programme of English-based courses. It is believed that this could reduce the amount of time that needs to be spent in Japan and improve the efficiency of the provided aid.

**5-3-4     Middle Level Skills Development**

The policy adopted in the Philippines for technical vocational education and training focuses on the development of intermediate level technical skills. However, aid from Japan has not provided support for a wide range of technical vocational education and training, but has mainly supported aid to be channeled through NGO's such as Grant Assistance for Grass-roots Human Security projects, Grassroots Technical Assistance projects and Grant Assistance for Japanese NGO projects. These projects have focused mainly on literacy campaigns and other efforts to provide education to those who dropped out of school and those who cannot attend school due to poverty or other conditions. For this reason, aid for vocational skill development was evaluated as a complementary to normal education in this evaluation study.

(1) Policy Impact

The technical vocational education and training *programs* that have been provided during the evaluation period are five Grant Assistance for Grass-roots Human Security projects, one Grant Assistance for Japanese NGO project and one Grassroots Grant for Technical Assistance project. In terms of technical vocational education and training *facilities*, there are six Grant Assistance for Grass-roots Human Security projects and one for Grant Assistance for Japanese NGO project.

(2) Results

Most of the technical vocational education and training programs were implemented through Grant Assistance for Grass-roots Human Security projects and Grant Assistance for Japanese NGO projects. Generally, the scale of each project is limited and the number of beneficiaries is also small.

In the case of Negros Island where we visited in the field investigation, there were approximately 60 students. However, this project was provided to a region without any other nearby training facilities and thus it has attracted many students from afar and has become a training center for a

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[16]  Based on the NEDA interview.

broader region. Courses are provided so that excellent students who are expected to become regional leaders can obtain practical technical skills. There are expectations that this will lead to the creation of a positive cycle in which these students eventually return to this region to contribute to regional development and the continuation and development of the center[17].

(3) Sustainability

In the Negros Island case, operations are possible without any school fees thanks to contributions from Japan's Salesio Monastic Order and the Salesio High school. It is assumed that in the future, graduates will become successful members of society and will then be able to make the contributions needed to operate the school. There are also expectations that some of the graduates going on to college will come back to work as teachers at this school.

If this model proves to be successful, it is believed that a suitable degree of sustainability will be maintained. Results will need to be examined in four or five years.

## 5-4    Appropriateness of Process
### 5-4-1    Policy Dialogue, Coordination and Cooperation
(1) Policy Dialogue

There have been policy dialogues with the Philippine government, and the policy dialogues become much easier after the Country-Based ODA Task Force was formed, Specifically, the Task Force drafts position papers on the education field, in which major issues of the sector are pointed out, and discussions are held with the Philippine government[18].

The governmental bodies involved with education on the Philippine side are dispersed to the Department of Education, Commission on Higher Education and Technical Education and Skills Development Authority. We examined and confirmed the way they balance among sub-sectors within the overall education sector. The view of the Philippine government on this point is that external aid has focused on elementary and secondary education considering the country's financial difficulties and rapidly rising population[19]. In the interviews with the Commission on Higher Education, it was confirmed that it intends to rely on the private sector as much as possible for higher education and that the government has given top priority to basic education[20].

The Basic Education for Growth Initiative (BEGIN) places importance on commitment from the government of the developing country and support for self-help efforts. In particular, it was promoted in TEEP and SEDIP that local government units and communities were encouraged to participate and to provide their counterpart funds.

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[17] In the Negros Island example this refers to students going on to college or finding employment after one year of training. Roughly 45% of the students found employment. However, it is important to note that this project started on November 30, 2004 and there has only been a little more than one year since the completion of the project to examine its results.

[18] Based on interviews with the Japanese Embassy in the Philippines and the JBIC representative office.

[19] Based on interviews with the Japanese Embassy in the Philippines.

[20] The Commission on Higher Education is open to the idea of aid in IT fields if allowable by the prevailing conditions. However, the consensus is that the current conditions still dictate that the priority be placed on basic education.

(2) Cooperation and Coordination

Japan has coordinated it efforts among the Embassy, JICA and JBIC, while maintaining Japan's overall position [21]. Particularly in the case of school construction, there have been opportunities to discuss the significance and scope of each project among the Embassy, JICA and JBIC. However, the addressing approaches are not necessarily shared as to a program-type assistance. Therefore, there has not always been a particular awareness of cooperation between individual projects[22]. However, there have been efforts to take a program-type approach and the demarcation of work between aid executing agencies after the Country-Based ODA Task Force was established [23].

It seems that until recently most donors implemented the projects they desired on their own. However, one year ago, AusAID took the lead in organizing a conference for donors to exchange information. Initially, each donor introduced the projects they were developing, which allowed the participants to recognize some of the similar and overlapping areas. Later the Department of Education leads the donor conference, which raises the possibility of a further acceleration of aid cooperation.

During an interview regarding aid coordination, the World Bank indicated that the Basic Education Sector Reform Agenda (BESRA) is a policy package that has financial support using a pool fund approach. Furthermore, during an interview with the National Economic and Development Authority, it was suggested that, although project-type aid will continue, there is a possibility of the acceptance of aid with a sector-wide approach.

There has been some co-financing at the project level. For example, JBIC's TEEP has cooperated with WB, while SEDIP has cooperated with the ADB. However, Australia (AusAID) has been providing science and mathematics training for teachers without any particular coordination with other organizations.

### 5-4-2    Process for Selecting Schemes and Projects

We examined whether project formation and aid modalities are selected strategically or through a process in which the most efficient project is selected from multiple candidate projects.

(1) Strategic Characteristics of Project Configuration and Adoption

In terms of preparing and expanding educational facilities by the Grant Assistance for Grass-roots Human Security projects and Grant Assistance for Japanese NGO projects, it was clear that these projects have been formulated and implemented separately from Grant Aid or Yen Loan projects, and each project was not necessarily included in the whole strategy of Japanese projects. The reasons are outlined below.[24]

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[21] Based on interviews with the Japanese Embassy in the Philippines.
[22] From the interview with the JBIC representative office, it was learned that even if SBTP were being implemented for a TEEP target school, TEEP would still be implemented without thought given to SBTP. It has also been indicated that consideration is needed regarding whether or not the results would justify the coordination costs in the event that an actual cooperation between the two became necessary.
[23] The Japan International Cooperation Agency (2003) established issues for the overall education sector and studied an assumed division of roles among the executing agencies.
[24] Based on interviews with the Japanese Embassy in the Philippines.

The amount of financing for each project is limited. For instance, there is an upper limit on the financing of these projects. It means that, in the case of school building construction, usually only one or two schools can be built. This makes coordination with large-scale grant / loan projects difficult.

Appraisals are conducted upon receipt of an application from an NGOs. Many grassroots proposals are based on specific local needs and thus are not always consistent with issues defined in terms of the overall Japan's aid strategy. Therefore, it is difficult to position these proposals within the entire strategic approach of Japan[25]

The budget is determined on a fiscal-year basis, and there is no continuity beyond such fiscal-year circle.

Considering the above, it is expected to form strategic, cooperative relationships through reworking of process and aid modalities. For instance, the government needs to clearly explain to the main NGOs its thoughts on priority issues, and create opportunities for NGOs to participate in the strategy drafting process.

(2) Cooperation with other Development Sectors

The approaches taken until now have focused mainly on the supply side within the education sector. Poverty alleviation and other comprehensive community development approaches are needed to improve the demand side conditions in areas where many children cannot attend schools due to the poverty.

### 5-4-3  Participation by Stakeholders

Examples of community participation can be seen in TEEP and SBTP where it was designed to place an emphasis on the involvement of local communities and resources from the beginning. Consideration of cultural diversity has not been a pressing issue for aid projects so far. However, in order to realize EFA, greater importance is needed to be placed on cultural diversity as efforts are made to raise school enrollment for minorities and those living in remote regions.

In terms of NGO participation, cooperation with NGOs on Grant / Yen Loan projects is still limited. It is because the emphasis of the aid does not always require cooperation, and there are only limited opportunities for NGOs to participate in the policy drafting and project formation process. In addition, Japanese government is lagging behind compared to other donors in terms of selecting NGOs that have capability, track records, financial resource and are willing to cooperate, as suitable cooperation partners [26].

However, in order to achieve EFA, there are sub-sectors that cannot be directly handled by the government and aid executing agencies (Ex.: non-formal education, scholarships, etc.) and NGOs are expected to cover many of these sectors. Therefore, a system allowing for easier participation by NGOs must be prepared while utilizing opportunities for joint evaluations and regular

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[25] The embassy also held a briefing for local government unit regarding grant assistance for grassroots human security schemes in order to apply strategic schemes.

[26] It was learned from the interview with the JBIC representative office that JBIC make inquiries of prominent NGOs to the World Bank, ADB and other donors when they need to involve NGOs.

consultations between the Ministry of Foreign Affairs and NGOs.


# Chapter 6　Lessons Learned and Recommendations

The lessons learned and recommendations for Japanese ODA should be oriented towards the realization of the Education for All (EFA) Philippine Action Plan by 2015. EFA focuses not only on regular school education, but also emphasizes the importance of providing alternative educational training and opportunities for those who are unable to attend school. This is also very important from the viewpoint of "human security", which has been incorporated into the Japan's new ODA charter. Based on this consideration, the following five recommendations can be drawn.


(1) Support Sub-sectors Complementing Formal School Education

Japanese ODA projects, The Third Elementary Education Program (TEEP) for example, encourages participation of the local society in school management in addition to expanding school buildings and facilities, which leads to successful school operations in step with the local characteristics. Such efforts should be further strengthened to provide alternative educational training for the children in those communities who cannot attend school or dropped-out of the formal school system in order to help to develop human resources and bolster capabilities for the local society.

Sub-sectors in the area of education such as early childhood development, literacy education and technical vocational education and training, are closely related to formal school education and can serve as good complements to formal education. For instance, those who received pre-school education have lower drop-out rate in the elementary school. Likewise, those who dropped out of the formal school education system can return to school after taking a graduation equivalency test. After completion of their secondary education, some students can also receive technical vocational education and training as a bridge-education before moving on to higher education.

In this way, it can be more effective to bolster functional ties between basic education and the related educational sub-sectors to achieve human security and the realization of EFA. For example, support for better early childhood development, if requested by the Philippine government, can be an effective approach as part of the assistance for improving the efficiency of basic education. Furthermore, in addition to supporting formal school education, educational opportunities can also be provided to children who are unable to attend school by offering alternative educational means such as school buses, mobile classrooms and scholarship.


(2) Support for Raising the Quality of Education and Improving Management

Japan's conventional aid has focused mainly on physical inputs (buildings, facilities etc.). Nowadays, soft components are also incorporated to raise the quality of education and improve management. Such approach should be further strengthened.

<Providing Physical Components Combining Soft Components>

As increasing population has caused a shortage of educational facilities in the Philippines, it can be said that Japanese assistance for school building and facility expansion has been highly relevant especially for the regions where such shortage is observed. Provision of high-quality physical inputs, such as providing science classrooms for experiments or more class rooms for those schools where 70-80 students must be accommodated in one room, can be effective to bring about both quantitative and qualitative improvement of education in the long run.

Japanese aid projects such as TEEP and SEDIP have been very successful in promoting community participation in school operations and management, improving management transparency and achieving school management in step with local conditions.

The provision of physical inputs with an emphasis of soft components such as improvement of the quality of education and bolster management capabilities will lead to higher performances. In addition to the existing assistance projects, provision of alternative educational training by NGOs and others (as explained below) will result in capacity building of the overall target region, which is important from the viewpoint of human security.

<Better Teacher Training to Raise Quality of Education>

In order to improve the quality of elementary and secondary education, classes will need to be improved in the manner used by SBTP, which shifts the teaching method from one that focuses on memorization to one that cultivates the ability to think. In addition, recurrent education for teachers to obtain specialized knowledge for the subjects that they teach is also important. This is particularly true for the subjects of science and mathematics where only about 40% of the teachers have obtained a science and mathematics degree from a university. Therefore, it will be necessary to have retraining covering specialized knowledge and to develop teachers with degrees. Another problem that has been pointed out is the attitude taken by teachers toward their students (being coercive, etc.).

For this reason, it will be important to improve teacher development programs through cooperation between the Department of Education and Commission on Higher Education. In particular, it will be important to provide programs and opportunities so that in-service teachers can obtain specialized educations at the college level for the subjects they teach. Japan's role in helping to strengthen Pre-Service Training (PRESET) programs linked to In-Service Training and recurrent education programs at universities is to improve the humanistic qualities of teachers such as understanding and empathy for the children.

Specifically, one pressing issue for INSET is the establishment of a system so that problems recognized by education supervisors and Japan Overseas Cooperation Volunteers can be fed back to the higher education organizations providing PRESET and recurrent education. In the near future, it will be worthwhile to conduct a study of the methodology and effectiveness of program development support for teacher training programs.

(3) Approaches for Establishing System for Strategic Cooperation with NGOs

In order to realize the goals of EFA, especially in terms of providing universal education at the elementary school level, approaches that can focus on more precise targets will be needed. This will include the elimination of *Barangays* without elementary schools, preparing of schools and facilities in urban slums and other areas where providing aid has been difficult (such as the Autonomous Region of Muslim Mindanao [ARMM]) and targeting ethnic minorities, disabled children and students attending schools with insufficient curriculum. Each of these subdivided targets has their own unique situations and problems and, therefore, detailed responses and support in areas other than education will be needed in accordance with each of the conditions. As will be explained later, this implies that it is necessary to consider the possibilities to work with NGOs and others to provide such tailored assistance.

In the future, particular support will be needed for targeted beneficiaries with diverse needs that cannot be completely covered by government projects. Also from the human security point of view, there is a need to provide, in addition to formal schools, alternative learning opportunities for children who cannot attend school due to poverty, Out-of-School youth and adult illiteracy.

ODA projects have brought about many positive results, especially in terms of providing support from the supply side of education (improving educational facilities, teacher training, etc. ). However, construction of schools does not necessarily mean that children will automatically come to those schools. In order to further raise the effectiveness of this kind of assistance, it is needed to address problems on the demand side (children who are unable to go to school due to poverty, little interest in education among families, etc.). It is needed to consider greater cooperation with NGOs in light of efficiency when taking an approach from the demand side. For instance, NGOs can handle micro-financing, scholarship and foster parent and other approaches that cut across various fields in addition to education. These NGOs are more familiar with the target communities and can provide these approaches from the viewpoint of "community development by the community", and higher effectiveness can be expected through those kinds of assistance with NGOs.

However, NGOs cannot be responsible for all of the fields that cannot be covered by government assistance. Likewise, positive cooperation will be difficult among ODA and NGOs when the government simply awaits for project applications from the NGOs. Therefore, cooperation with major NGOs can be strategically positioned within the assistance program by presenting a wish list (list of activities that can be effective in cooperation with NGOs) to NGOs and by participation of NGOs in the policy drafting and project formation processes. Activities should include consultations with local and Japanese NGOs in the education sector, particularly through the Country-Based　ODA Task Forces.

Currently the government and aid executing agencies have not gained a full understanding of the specific fields where NGOs have strength, their capacity limits, and the list of prominent NGOs that could serve as partners in providing aid to the Philippine education sector. Therefore, it will be important to exchange information with other donors to obtain information on prominent NGOs, and then study the possibility of working with NGOs in complimenting each other's activities.

It can be also possible that NGO will be in charge of support for operation of schools after they

are built with assistance of Japan's Yen Loan and/or Grant Assistance projects, or that NGO will follow up school-based training program on-site when JOCV volunteers have left the site after their term of dispatch. To materialize this kind of assistance, under the current aid modality systems, terms of Grant Assistance for NGO is too short; one year for Grant Assistance for Grass-roots Human Security and Grant Assistance for Japanese NGO, and three years for Grassroots Technical Assistance. Consideration of modification of aid modalities is needed to make it possible to offer assistance for longer period of activities by NGOs.

(4) Approaches for Establishing System for Strategic Cooperation with other Donors

Donor meetings are already being held to map out the major donor projects in order to eliminate overlap and obtain a good overall balance. Also, the Basic Education Sector Reform Agenda (BESRA) has adopted a comprehensive approach to basic education and there is the possibility of establishing a pool fund for implementing BESRA. Japan has been involved in the drafting of BESRA, however, Japan's participation in the pool fund should be determined only when it is necessary, and complementary effects for existing and future Japanese projects, efficiency in the BESRA approach and sufficient monitoring and assessment methods for progress and results are guaranteed.

The TEEP and SEDIP have been implemented through co-financing between JBIC, WB and ADB. JBIC has provided expertise on infrastructure development and has contributed to project design through policy research, while WB and ADB have carried out components that have been difficult to implement through Japanese aid such as the distribution of textbooks. In this manner, they have been able to create a system of mutually complementing their activities. This kind of mutual complementing with other donors is to be further strengthened to enhance the performance of assistance.

To cite a case, support for science and mathematics education will become more effective to attain higher learning achievement when it is complemented by support for improvement of students' understanding of English, an instructional language. It will be possible and effective to cooperation with the implementation of SBTP at the schools in the ARMM region where Australian Agency for International Development (AusAID) and United States Agency for International Development (USAID) are providing support for English education.

More specifically, the formation and planning of projects through donor meetings, policy consultations with the Philippine government and the implementation of comprehensive support for basic education through BESRA is considered to be the most realistic approach.

(5) Promotion of Active Information Disclosure and Public Relations

The new ODA Charter calls for "expanded citizen participation" in the drafting and implementation of aid policies, and the promotion of "information disclosure and public relations". The Japanese government is expected to fulfill its responsibility of accountability to domestic tax payers, to help to expand the range of activities for Japanese NGOs and to make the international community more aware of the contributions made by Japan. When providing aid to the Philippine

education sector, it will be important to cooperate with NGOs as explained above. In order to ensure smooth dialogue with NGOs, it is important to ensure broad dissemination of information to Japan, the Philippines and the international community on the issues of the educational sector in the Philippines and the approaches being taken by Japan's ODA.

USAID conducts aid activities through a partnership between the public and private sectors. This involves Philippine media corporations that work to proactively convey the details of the U.S.aid through various media outlets. There are businesses and financial groups that cooperate with ODA as part of their social responsibilities. Thus, it is believed that such efforts can help to solicit support from these and other corporations to cooperate with ODA.

Public relations activities, in addition to simply provide explanations to the Japanese citizens and the global community, also transmit the problems that occur in the Philippines to Japanese citizens as well as Philippine society. It is expected in this way to raise awareness among citizens and help to promote greater participation by the citizens in NGOs supporting education in the Philippines.