DepED
DEPARTMENT OF EDUCATION

bedp 2030
BASIC EDUCATION DEVELOPMENT PLAN

DepEd is the primary administrative agency of the Executive Branch of government, vested with authority, accountability, and responsibility for ensuring access to, promoting equity in, and improving the quality of basic education, which encompasses kindergarten, elementary and secondary education as well as alternative learning systems for out-of-school learners and those with special needs. DepEd formulated the Basic Education Development Plan 2030 to address pressing and emerging education issues and challenges

UNICEF is an agency of the United Nations devoted to serving the world's children. UNICEF began providing assistance to the Philippines in November 1948. Since then, UNICEF and the Philippine Government have been partners in protecting Filipino children. UNICEF Philippines works to promote and protect the rights of children and aims to provide the best quality of life for every Filipino child through programmes that help them survive and flourish. UNICEF served as Grant Agent for the GPE Education Sector Plan Development Grant (ESPG) for the formulation of the Basic Education Development Plan 2030.

Philippine Business for Education (PBEd) is an advocacy group founded and led by the Philippines' business leaders. PBEd drives conversations on key and systemic education reforms through innovative interventions and policy research to support building an education system that will enable every Filipino to lead a productive and meaningful life, and to contribute to national development. PBED served as the Coordinating Agent that led the coordination and communication between the GPE Secretariat, the Education Forum and the Department of Education.

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4Ps	Pantawid Pamilyang Pilipino Program
A&E	Accreditation and Equivalency
ACTRC	Assessment, Curriculum, and Technology Research Centre
ADM	Alternative Delivery Mode
AI	Artificial Intelligence
AIP	Annual Implementation Plan
AIR	Annual Implementation Review
ALIVE	Arabic Language and Islamic Values Education
ALS	Alternative Learning System
APIS	Annual Poverty Indicators Survey
ASEAN	Association of Southeast Asian Nations
BAEd	Bureau of Alternative Education
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BEA	Bureau of Education Assessment
BEDP	Basic Education Development Plan
BEEA	Basic Education Exit Assessment
BEFF	Basic Education Facilities Fund
BEIS	Basic Education Information System
BE-LCP	Basic Education- Learning Continuity Plan
BERA	Basic Education Research Agenda
BERDP	Bangsamoro Education Reform and Development Plan
BERF	Basic Education Research Fund

BESA	Basic Education Sector Analysis
BESRA	Basic Education Sector Reform Agenda
BHROD	Bureau of Human Resource and Organizational Development
BLEPT	Board Licensure Exam for Professional Teachers
BLGU	Barangay Local Government Unit
BLR	Bureau of Learning Resources
BLSS-SHD	Bureau of Learner Support Services- School Health Division
BMI	Body Mass Index
CAR	Cordillera Administrative Region
CBS	Cash-based Budgeting System
CCAM	Climate Change Adaptation and Mitigation
CHED	Commission on Higher Education
CID	Curriculum Implementation Division
CLC	Community Learning Center
CLMD	Curriculum and Learning Management Division
CO	Central Office
COA	Commission on Audit
CPD	Continuing Professional Development
CPU	Child Protection Unit
CR	Completion Rate
CRE	Child Rights Education
CREDe	Child Rights in Education Desk

CRRP	Comprehensive Rehabilitation and Recovery Plan
CSO	Civil Society Organizations
CSR	Cohort Survival Rate
CWC	Council for the Welfare of Children
CWD	Children with Disabilities
DAT	Division Achievement Tests
DBM	Department of Budget and Management
DECS	Department of Education, Culture, and Sports
DEDP	Division Education Development Plan
DepEd	Department of Education
DERPS	DepEd Enterprise Resource Planning System
DILG	Department of Interior and Local Government
DMS	Document Management System
DO	DepEd Order
DO	Division Office
DOF-BLGF	Department of Finance- Bureau of Local Government Finance
DOH	Department of Health
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DPRP	Disaster Preparedness and Response Program
DPWH	Department of Public Works and Highways

DR	Dropout Rate
DRRM	Disaster Risk Reduction and Management
DRRMO	Disaster Risk Reduction and Management Office
DRRMS	Disaster Risk Reduction and Management Service
DSWD	Department of Social Welfare and Development
DTFC-19	DepEd Task Force COVID-19
EBEIS	Enhanced Basic Education Information System
ECCD	Early Childhood Care and Development
ECE	Early Childhood Education
EiE	Education in Emergencies
ELLNA	Early Language, Literacy, and Numeracy Assessment
EMIS	Education Management and Information System
EOSY	End of School Year
ESC	Education Service Contracting
ESSD	Education Support Services Division
EWS	Early Warning Systems
ExeCom	Executive Committee
FLEMMS	Functional Literacy, Education, and Mass Media Survey
FLT	Functional Literacy Test
FTAD	Field Technical Assistance Division
FY	Fiscal Year
GAA	General Appropriations Act

GASTPE	Government Assistance to Students and Teachers in Private Education
GCRV	Grave Child Rights Violations
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GIDA	Geographically Isolated and Disadvantaged Areas
GIS	Geographic Information System
GPS	Global Positioning System
HDI	Human Development Index
HDPRC	Human Development and Poverty Reduction Cluster
HEI	Higher Education Institution
HRDD	Human Resources Development Division
HRIS	Human Resource Information System
IATF-EID	Inter-Agency Task Force for the Management of Emerging Infectious Diseases
ICT	Information and Communications Technologies
IEC	Information, Education, and Communication
IIEP	International Institute for Educational Planning (UNESCO)
ILSA	International Large-scale Assessment
IMF	International Monetary Fund
IP	Indigenous Peoples
IPCC	Intergovernmental Panel on Climate Change
IPEd	Indigenous Peoples Education
IPRA	Indigenous Peoples Rights' Act

IQR	Interquartile Ratio
IRR	Implementing Rules and Regulations
JHS	Junior High School
KPI	Key Performance Indicator
KSAV	Knowledge, Skills, Attitudes, and Values
LAC	Learning Action Cell
LAS	Learning Activity Sheets
LC	Learning Competency
LCSFC	Longitudinal Cohort Study on the Filipino Child
LDF	Local Development Fund
LGBT	Lesbian, Gay, Bisexual, and Transgender
LGU	Local Government Unit
LIS	Learner Information System
LMS	Last Mile Schools
LMS	Learning Management System
LR	Learning Resources
LRA	Land Registration Authority
LRN	Learner Reference Number
LRPC	Learning Resources and Platforms Committee
LSB	Local School Board
LTE	Learning Tools and Equipment
LUCs	Local Universities and Colleges

LWD	Learner with Disabilities
M&E	Monitoring and Evaluation
ManCom	Management Committee
MBHTE	Ministry of Basic, Higher, and Technical Education
MEA	Monitoring, Evaluation, and Adjustment
MELCs	Most Essential Learning Competencies
MEP	Madrasah Education Program
MFAT	Multi-factored Assessment Tool
MHPSS	Mental Health and Psychosocial Support Services
MOOE	Maintenance and Other Operating Expenses
MOA	Memorandum of Agreement
MOV	Means of Verification
MPPE	Multigrade Program in Philippine Education
MPS	Mean Percentage Score
MT	Mother Tongue
MTB-MLE	Mother Tongue-based Multilingual Education
MTR	Mid-term Review
NAT	National Achievement Test
NBDB	National Book Development Board
NC	National Certificate
NCAE	National Career Assessment Examination
NCCA	National Commission for Culture and the Arts

NCCT	National Council for Children's Television
NCIP	National Commission on Indigenous People
NCR	National Capital Region
NCS	National Competency Standards
NDRRMC	National Disaster Risk Reduction and Management Council
NDRRMF	National Disaster Risk Reduction and Management Fund
NEAP	National Educators Academy of the Philippines
NEDA	National Economic and Development Authority
NER	Net Enrollment Rate
NGO	Non-governmental Organization
NIR	Net Intake Rate
NNC	National Nutritional Council
NSA	National Sports Association
NSBI	National School Building Inventory
ODA	Official Development Assistance
OE	Outcome Evaluation
OECD	Organization for Economic Cooperation and Development
OPCRF	Office Performance Commitment and Review Form
OSA	Out-of-School Adults
OSC	Out-of-School Children
OSCY	Out-of-School Children and Youth
OSY	Out-of-School Youth

PAP	Programs, Activities, and Projects
PBEd	Philippine Business for Education
PBSP	Philippine Business for Social Progress
PCNA	Post-conflict Needs Assessment
PDNA	Post-disaster Needs Assessment
PDP	Philippine Development Plan
PEAC	Private Education Assistance Committee
PESM	Philippine Education Simulation Model
PHIVOLCS	Philippine Institute of Volcanology and Seismology
PHSA	Philippine High School for the Arts
PIDS	Philippine Institute for Development Studies
PIR	Program Implementation Review
PISA	Program for International Student Assessment
PMIS	Program Management Information System
POC	Persons of Concern
PPAs	Programs, Projects, and Activities
PPRD	Policy, Planning, and Research Division
PPSSH	Philippines Professional Standards for School Heads
PPST	Philippine Professional Standards for Teachers
PQF	Philippine Qualifications Framework
PRC	Professional Regulations Commission
PSA	Philippine Statistics Authority

PSC	Philippine Sports Commission
QAD	Quality Assurance Division
QPIR	Quarterly Program Implementation Review
QRF	Quick Response Fund
RA	Republic Act
RADaR	Rapid Assessment of Damages Report
RAT	Regional Achievement Tests
RBE-DepEd	Rights-based Education in DepEd
RBEP	Regional Basic Education Plan
RCTQ	Research Center for Teacher Quality
RDC	Regional Development Council
RO	Regional Office
RRS	Rights-Respecting Schools
SAAODB	Status of Appropriations, Allotments, Obligations, Disbursements, and Balances
SBFP	School-based Feeding Program
SBM	School-based Management
SDG	Sustainable Development Goal
SDO	Schools Division Office
SDS	Schools Division Superintendent
SEAMEO-Innotech	Southeast Asian Ministers of Education Organization- Regional Center for Educational Innovation and Technology
SEAMEO-SEARCA	Southeast Asian Ministers of Education Organization- Southeast Asian Regional Center for Graduate Study and Research in Agriculture
SEA-PLM	Southeast Asia- Primary Learning Metrics

SEF	Special Education Fund
SGC	School Governing Council
SGOD	Schools Governance and Operations Division
SHS	Senior High School
SIP	School Improvement Plan
SLM	Self-learning Module
SLR	Supplementary Learning Resources
SPED	Special Education
STEM	Science, Technology, Engineering, and Mathematics
SUCs	State Universities and Colleges
SY	School Year
TA	Technical Assistance
TALIS	Teaching and Learning International Survey
TEIs	Teacher Education Institutions
TESDA	Technical Education and Skills Development Authority
TIMSS	Trends in International Mathematics and Science Study
TLS	Temporary Learning Spaces
TM	Teachers' Manuals
TSS	Teacher Salary Subsidy
TVET	Technical and Vocational Education and Training
TVL	Technical-Vocational Laboratory
TVL	Technical-Vocational-Livelihood

TWG	Thematic Working Groups
TX	Textbook
TXPr	Textbook-to-Pupil Ratio
UN	United Nations
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VP	Voucher Program
WFP	Work and Financial Plan
WHO	World Health Organization
WinS	WASH in Schools
WinS-OMS	WASH in Schools- Online Monitoring System

FOREWORD

The last decade for basic education has been a mix of immense structural and curricular reforms, expansion of access to education, challenges in education quality, and immediate impacts of COVID-19 on learning and participation.

The road towards achieving the global agenda for education in 2030 is expectedly rough, characterized by disruptions and uncertainties. As we aim to achieve our *Sustainable Development Goals (SDG) 2030* commitments as well as the targets in the Philippine Development Plan and the country's national aspirations in the *Ambisyon Natin 2040*, we need to confront the bottom line and set a clear trajectory towards 2030. There is also a need for consistent enabling policies, relevant programs and projects, and clear targets.

This administration had ventured into developing a long-term plan for basic education to strategically address the immediate impact of the pandemic on learning and confront the challenge of education quality. After extensive iterative consultations with various education stakeholders, a new long-term plan for basic education dubbed as the **Basic Education Development Plan 2030 (BEDP 2030)** has been formulated. This will be the country's first-ever long-term plan for basic education and will be the first time that an outgoing administration will hand over a well-crafted education plan to the incoming administration.

The long-term plan has been designed to be transformative and seeks to address the root cause of the problems on quality, close the access gaps, sustain and enhance relevant programs, and introduce innovations in fostering resiliency and embedding the rights of children and the youth in education. The co-creation of new learning spaces will allow the system to be responsive to the needs of the new generation and the future, and cope with the fast-changing global education imperatives.

We believe our mission in basic education is to better prepare our youth to be globally competitive and resilient and become productive nation-loving citizens, and to provide a nurturing and joyful experience of basic education to children and youth. We have clearly defined in the plan the competencies that we want our learners to acquire and apply in real-life situations, the joy and fulfillment in education that we want our learners to experience, and the aspirations that we want our learners to reach for, achieve and apply in real-life situations.

We take this opportunity to extend our sincere gratitude to all those who have contributed to the various stages of the formulation of this BEDP 2030. We offer this education plan to every Filipino who shares the same hope of having a quality, accessible, relevant, and liberating basic education for all.

We call on the continued support of the entire DepEd family and our partners to make this long-term plan a success.

Mabuhay!

LEONOR MAGTOLIS BRIONES
Secretary of Education

Executive SUMMARY

Introduction

The Department of Education (DepEd) will be implementing the 2022–2030 Basic Education Development Plan (BEDP) to continue the goal of the Department that all Filipinos can realize their full potential and contribute meaningfully to a cohesive nation through the protection and promotion of the right to quality education. The BEDP anchors on the *Sulong Edukalidad* Framework, the Philippine Development Plan and Ambisyon 2040, and the commitments in the Sustainable Development Goals (SDG) 2030, and provides a strategic roadmap for the Department to follow to improve the delivery and quality of basic education and the experience of learners in the basic education learning environment.

Challenges Confronting Basic Education

The challenges that were identified in the Basic Education Sector Analysis (BESA) can be classified as issues in access and efficiency, quality, and governance. For access and efficiency, the issues were the incremental increase in participation that is yet to reach universal access, the prevalence of out-of-school children and youth, and the lack of data on the universe of groups in situations of disadvantage. Issues that involve the quality of education are highlighted by the tests conducted at various stages of K to 12, particularly on the results on reading and numeracy, the inadequate coverage of 21st century skills in teaching affecting test performance results, and girls outperforming boys in attendance and learning proficiency. Both access to education and quality of education are also affected by the learning environment and the learners' experience of joy in this environment. In the governance aspect, vertical and horizontal integration in program management at the different levels of DepEd (Central Office, Regional Office, Schools Division Office, Schools) need to be strengthened, including the need to build the capacity of DepEd field units on contextualization of program implementation and strategy execution involving quality assurance, technical assistance provision, education planning, monitoring and evaluation, and program management. There is also a need to strengthen the complementarity between public and private schools and strengthen support to the private sector.

Priority Development Areas

In response to the challenges and issues identified in the BESA, the BEDP puts forward four priority development areas:

1. Pivoting to quality, ensuring that all learners attain learning standards in every key stage in the K to 12 program;
2. Expanding access to education for groups in situations of disadvantage to ensure inclusive and equitable quality service delivery;
3. Empowering learners to be resilient and to acquire life skills; and
4. Strengthening the promotion of the overall well-being of learners in a positive learning environment where learners exercise their rights and experience joy, while being aware of their responsibilities as individuals and as members of society.

The Filipino Learner: Competencies and Aspirations

Defining what a Filipino learner is in terms of capabilities and aspirations was an integral part of the BEDP formulation process. The competencies of Filipino learners embody the qualities and capabilities that need to be developed to enable them to achieve their aspirations and contribute to building a progressive and cohesive nation.
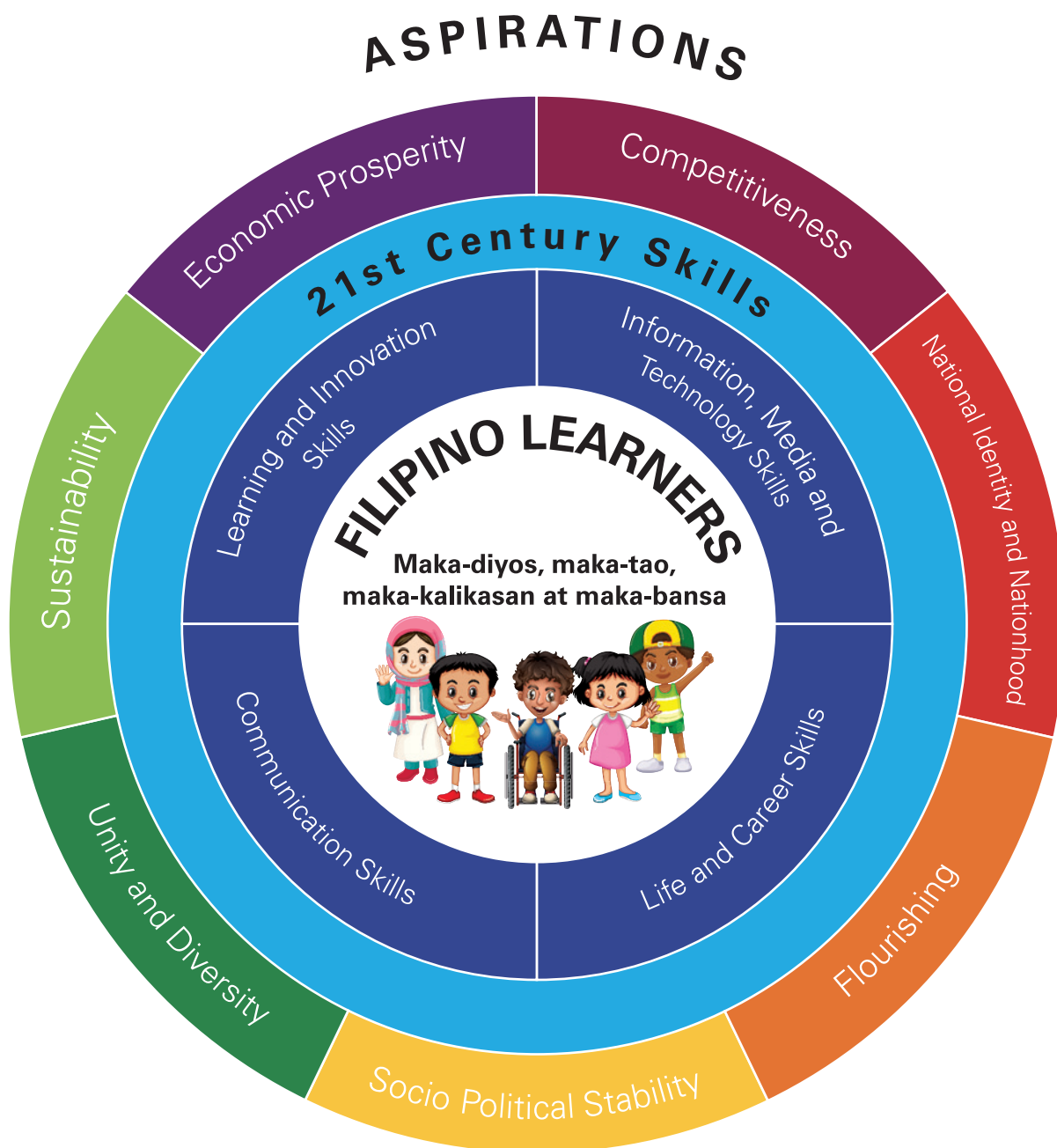
ASPIRATIONS

Economic Prosperity
Competitiveness
National Identity and Nationhood
Flourishing
Socio Political Stability
Unity and Diversity
Sustainability

21st Century Skills
Learning and Innovation Skills
Information, Media and Technology Skills
Communication Skills
Life and Career Skills

FILIPINO LEARNERS
Maka-diyos, maka-tao, maka-kalikasan at maka-bansa

Filipino learners are envisioned to be holistically developed in basic education, acquiring 21st century skills that will enable them to manage oneself, build connections, inquire, innovate, stay nimble, and serve beyond self. They must take pride in Filipino national identity and nationhood and aspire to flourish and have life skills, economic prosperity, socio-political stability, unity in diversity; be responsive, competitive; and live in a sustainable world by upholding the above-mentioned core values: *Maka-Diyos, Makatao, Makakalikasan,* at *Makabansa.*

Results Framework

The sector outcome is "Basic Education Filipino learners have the physical, cognitive, socio-emotional, and moral preparation for civic participation and engagement in post-secondary opportunities in their local, national, and global communities." The BEDP includes the four pillars of access, equity, quality, and resiliency, and enabling mechanisms for governance and management.

The intermediate outcomes for each pillar and enabling mechanisms are as follows:

GOAL

All Filipinos are able to realize their full potential and contribute meaningfully to a cohesive nation

SECTOR OUTCOME

Basic education Filipino learners have the physical, cognitive, socio-emotional, and moral preparation for civic participation and engagement in post-secondary opportunities in their local, national, and global communities.

INTERMEDIATE OUTCOMES

1. ACCESS

All school-age children, out-of-school youth and adults accessed relevant basic learning opportunities

2. EQUITY

Disadvantaged school-age children and youth, and adults benefited from appropriate equity initiatives

3. QUALITY

Learners complete K-12 basic education, having successfully attained all learning standards that equip them with the necessary skills and attributes to pursue their chosen paths

4. RESILIENCY & WELL-BEING

Learners are resilient and know their rights, and have the life skills to protect themselves and exercise their education related rights, while being aware of their responsibilities as individuals and as members of society

ENABLING MECHANISMS-GOVERNANCE

Modern, efficient, nimble, and resilient governance and management processes

The results framework outlines the priorities of DepEd in terms of addressing the immediate and long-term challenges confronting basic education. Pillar 1 on Access intends to address the remaining gaps in participation by expanding learning opportunities of school-age children and out-of-school youth and adults. Pillar 2 on Equity will focus on addressing the needs of learners in situations of disadvantage. Pillar 3 on Quality is designed to address the quality of education through various strategic means, particularly on curriculum, assessment, learning environment, and upskilling and reskilling of teachers and school leaders. Pillar 4 on Resiliency will focus on building resilience among learners and capacitating them to exercise their rights in a positive learning environment, while being aware of their responsibilities as individuals and as members of society. The Enabling Mechanisms will allow the agency to achieve the results through the right policies and standards, systems and processes, human resource professional development, and partnerships.

Implementation Strategy

The BEDP 2030 will be implemented from 2020 to 2030, fully aligned with the SDG 2030. It will have two major phases: **Phase 1** from 2022 to 2026 and **Phase 2** from 2026 to 2030.

Phase 1 – 2022–2026

Phase 1 includes the response to the immediate impacts of COVID-19 on learning and participation. Specifically, Phase 1 will primarily cover the following major areas: (i) post-COVID-19 recovery and transition: DepEd will focus on mitigating the negative impacts of the sudden shift from face-to-face to pure distance learning and bridging the learning gaps caused by the COVID-19 lockdown, while deepening the innovations and learning gains compelled by COVID-19; (ii) addressing the remaining access gaps, in particular for groups in situations of disadvantage; (iii) focus on quality with three focus areas: (a) strengthen programs on reading, numeracy, socio-emotional learning, 21st century skills, and reskilling teachers; (b) sharpen skillsets of teachers in contextualization to address the concerns of diverse learners; and (c) strengthen instructional leadership and supervision to improve teaching quality; and (iv) system-wide capacity development.

Phase 2 – 2026–2030

Phase 2 focuses on sustaining the gains and evaluating programs. The following are the priorities for Phase 2: (i) continuation of programs and projects on access, quality, equity, and learner's rights and resilience; (ii) operationalization of the innovations initiated under the Education Futures Programme; (iii) program and impact evaluation; (iv) development of new programs to address emerging education issues and opportunities; and (v) end of plan assessment.

Monitoring, Evaluation, and Adjustment Mechanisms

The BEDP Monitoring, Evaluation, and Adjustment (MEA) Framework outlines the scope (outcomes, intermediate outcomes, strategies, and enabling mechanisms) of monitoring and evaluation from 2022 to 2030. It also defines the indicators that will be used to measure performance and the processes that will be used to validate the achievements and accomplishments of DepEd. The strategies and outputs will be mainstreamed through the Regional Basic Education Development Plan, the Division Education Development Plan, and the School Improvement Plan.

All indicators of the BEDP will be disaggregated by sex, learners in situations of disadvantage, regions and provinces, and types of schools, whenever possible. The access indicators are expanded to cover school-age children, learners in school, out-of-school children (OSC), and out-of-school youth (OSY). For quality, the overall target is set at "learners attaining nearly proficient level or better." The indicators for learner's rights and resilience highlight the commitment of DepEd to advance the rights and well-being of learners through a rights-based approach to education, which recognizes learners as rights-holders and DepEd as duty-bearer. As for the enabling mechanism or governance, the criteria for measuring the success of the strategies will verify the six enabling mechanisms, which are: (i) participative and inclusive management processes; (ii) strategic human resource management; (iii) investments in basic education; (iv) internal systems and process; (v) stakeholders' participation, including the learners themselves as stakeholders; and (vi) public and private education complementarity.

The MEA Framework will be operationalized into six integrated strategies that were designed to validate the different levels of results and support the decision-making needs of the different levels of governance. The six strategies include: (i) establishment of baselines, (ii) quarterly program implementation review, (iii) annual implementation review, (iv) mid-term review, (v) results monitoring and evaluation, and (vi) impact evaluation. These strategies are designed to ensure a more systemic and systematic approach to monitoring and tracking, evaluating, and enhancing the BEDP implementation.

Policy and Research Agenda

The BEDP 2030 does not confine its reach within the 2030 timeframe—it looks at the future to anticipate future shocks and opportunities to better prepare the system. It laid down a two-pronged policy and research agenda: 1) looking at the future, and 2) evidence building.

Looking at the Future (1)

The Department of Education, through the Education Futures Programme, will initiate the thinking process that will allow it to undertake the following: (i) maximizing technologies for remote learning; (ii) reframing the curriculum to prioritize essential/cross-cutting knowledge, skills, and mindsets; (iii) anticipating educational opportunities from innovations; (iv) reinforcing learning sciences, assessments, analytics, and knowledge mobilization; and (v) co-creating learning spaces for the future.

Evidence Building (2)

There are many areas of research and studies that will allow the Department to build evidence to inform its policy decisions, both in the short-term and in the long-term. The following are the emerging research themes: (i) impacts of COVID-19 on learning, participation, and completion; (ii) supply and demand of human resources; (iii) language of instruction; (iv) academic achievement; (v) public finance; (vi) continuity and resiliency; (vii) teacher quality; and (viii) technology in education.

Financial Framework

All government agencies, including the Department of Education, follow a budget cycle in four stages— preparation, legislation, execution, and accountability. The budget is executed in a multi-step process that starts with the budget call, which sets the parameters to guide agencies in preparing their budgets in two tiers: Tier 1 for the forward estimates of existing programs and projects and Tier 2 for new programs and projects or the

expansion of existing ones. The proposed budgets of the agencies are consolidated into a national budget that is deliberated in Congress and in the Senate. Budget legislation ends when the President signs the General Appropriations Act (GAA) into law, and the law is published to take effect.

DepEd's budget for the construction and renovation of school facilities is transferred to the Department of Public Works and Highways (DPWH). This recognizes DPWH's expertise in construction projects. Likewise, DepEd provides assistance and subsidies to the private sector in the delivery of educational services through its Government Assistance to Students and Teachers in Private Education or GASTPE; in particular, the Education Service Contracting (ESC), the Senior High School Voucher Program (SHS VP), and the Teacher Salary Subsidy.

The basic education sector has revenue sources other than the DepEd budget. Local government units collect the Special Education Fund (SEF), a 1% tax on the assessed value of real properties in addition to the basic real property tax. This dedicated revenue source, while not transferred to DepEd, is nonetheless used to support certain expenditures in education according to the allocation made by the local school board where a DepEd official is co-chairperson. External partners and the private sector also provide material and financial support to strengthen the development of public education in the Philippines.

The appropriations for the Education sector increased from 2010 to 2018 because of the K to 12 reforms. However, its share of the total government appropriations for most years has been below the recommended benchmark of 15–20%. By constitutional fiat, education will get the highest budgetary priority.[1]

The cost of implementing the BEDP is a significant increase from current appropriations. By far, the major source of funding for education is the tax take on the economy and the subsequent national budget that may be developed in conjunction with macroeconomic forces.

The BEDP represents a material rise from historical spending patterns in education. Between 2010 and 2020, the Philippines has underspent on education. Devoting more of the national budget to education is a major challenge for the Philippine Government, yet also demonstrates its commitment to investing in education and future generations.

Apart from DepEd's appropriated budget, the following can help fund the BEDP: (a) the Special Education Fund (SEF) from local government units, (b) support from external partners and the private sector, and (c) community contributions. Adding the funds from these sources to the budget appropriated for basic education lessens the funding gap.

DepEd recommends that the Philippine Government commit to appropriate around 20% of its national budget to education, with 80% going to basic education. With this, the projected funding gap can be estimated.

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[1] The 1987 Constitution of the Republic of the Philippines. Article XIV, Section 5(5).

1.0
INTRODUCTION

The Basic Education Development Plan (BEDP) 2030 is the Philippines' first long-term plan for basic education, covering all formal education from Kindergarten (K), Elementary, Junior High School (JHS), to Senior High School (SHS), and non-formal education through the Alternative Learning System (ALS). Basic Education is one part of an education system that includes early childhood, higher, and technical and vocational education, so the BEDP also describes linkages to the relevant agencies in these sectors (Early Childhood Care and Development Council [ECCD Council], Technical Education Skills and Development Authority [TESDA], and the Commission on Higher Education [CHED]).

The 2030 Agenda for Sustainable Development was formally adopted by member states at the United Nations Sustainable Development Summit in September 2015. The Philippines was a signatory to the agenda, which contained a global education goal (SDG 4) requiring signatories to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. In order to meet this agreement, a blueprint for DepEd in the next decade is an imperative, with a clear plan to formulate, implement, coordinate, and supervise policies, plans, programs, and projects in the areas of formal and non-formal basic education and for both public and private schools.

The Philippine "AmBisyon Natin 2040" dreams of educated Filipinos. An education sector plan must outline the strategies to achieve that dream. A long-term education sector plan at the national level has not been formulated since the elaboration of the Basic Education Sector Reform Agenda (BESRA) in 2015. Under BESRA, each level of governance (regions, schools divisions, and schools) formulates strategic directions that guide all operating units in crafting their respective plans. A national plan[2] will provide the overall goals, objectives, and strategies for improving education across the whole country with the regional, schools division, and school plans aligned with the BEDP while indicating their own contextualized strategies to address local challenges and opportunities.

This BEDP has been developed through a highly participatory and consultative process that considered the views and priorities of all stakeholders in the education sector.

The development process was overseen by a Steering Committee[3] to provide overall direction and high-level advice on the scope and formulation of the essential components of the BEDP. UNICEF and PROMAN, a consulting company, provided technical assistance to DepEd in the preparation of the plan.

Five thematic working groups (TWG) were established to deal with each key pillar around which the BEDP was to be developed. These were 1) Education Governance, Management, and Operations; 2) Quality of Student Learning Outcomes; 3) Equity in Education; 4) Education Finance; and 5) Cross-cutting and Support Services.

Each TWG was led by a high-ranking DepEd officer at Assistant Secretary or Director level with the membership selected from different relevant strands and including various Directors, technical staff, and facilitated by UNICEF and PROMAN.Consultants from the Education Futures program also participated in the TWG. In addition to regular TWG meetings, at least 10 separate plenary and consultative meetings were held over a three- month period to prepare both the Results and the Monitoring and Evaluation Framework.

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[2] The analysis presented in the BEDP includes data from the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM); the BEDP will not be implemented in BARMM since there is a Ministry of Basic, Higher, and Technical Education in charge of delivering basic education in the region.

[3] DepEd Steering Committee composed of the Secretary of Education, Undersecretaries, and Assistant Secretaries for Education, and the Education Forum's Grant and Coordinating Agency.

Separate visioning exercises were conducted with the DepEd Executive Committee (ExeCom)[4], the DepEd Management Committee (ManCom) at the Central Office, as well as with Regional Directors, Schools Division Superintendents, and Development Partners. Two focus group discussions were conducted with children and youth to elicit learners' views about the future planning and direction for education.

The Planning Service of DepEd provided the Secretariat that supported the process by coordinating and preparing records of all meetings as well as providing inputs and obtaining a broad consensus among all the services and bureaus in DepEd at central, regional, and schools division offices.

All consultative work undertaken by UNICEF and PROMAN used Zoom, Google Meet, or Microsoft Teams technology because face-to-face meetings during the term of the BEDP preparation were not permitted by the Government of the Philippines because of the COVID-19 pandemic. This consultation created its own set of difficulties due to periodic erratic connectivity both within the Philippines and across international time zones but nevertheless, meetings proceeded mostly as planned and all views were able to be accommodated in the final document.

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[4] The Executive Committee is composed of the Secretary of Education, the Undersecretaries, and the Assistant Secretaries.

2.0
THE CONTEXT OF THE PHILIPPINE EDUCATION SECTOR

2.1. National Development Context

Geography and Population

The Philippines is an archipelago of 7,641 islands with a total land area of 300,000 km². Its archipelagic nature highlights some of the issues on access to education, particularly the challenge of reaching small islands. Moreover, within the major land masses are terrains that also pose barriers to education provision. Though road networks are improving, there are still many areas that are difficult to reach. The country is also prone to natural disasters such as typhoons, volcanic eruptions, floods, and earthquakes.

The country had a population of 100.98 million in 2015 (with a sex ratio of 104 males to 100 females) and its population was estimated to reach 108.77 million in 2020,[5] making the Philippines the 13th most populous country in the world. The Philippine Statistics Authority (PSA) estimates an average annual population growth of 1.16% until 2030.[6]

Filipino and English are both used as official languages. There are more than 170 indigenous languages in the Philippines, most of which have various dialects. The population of the Philippines is ethnically diverse, and there are estimated to be 14–17 million indigenous peoples (IP) across the Philippines, belonging to 110 ethno-linguistic groups.

Political, Administrative, and Institutional Context

The Philippines is a unitary presidential constitutional republic, with the President of the Philippines acting as both the head of state and the head of government. The country is run by three co-equal branches of government: Executive, Legislative and Judiciary. In addition to this, there is a hierarchy of local government units (LGUs) that exercises jurisdiction over specified territory. While administrative power is generally centralized, close coordination with LGUs exists as the result of the devolution process of 1991 brought about by the Local Government Code (Republic Act No. 7160). This affected all sectors, including some aspects of education.[7]

The country has 17 regions,[8] 81 provinces, 146 cities, 1,488 municipalities,[9] and 42,036 barangays, of which 7,437 are classified as urban barangays and 34,599 as rural barangays as of 2015. The Philippines is experiencing one of the fastest urbanization processes among the East Asia countries, with an overall 51.2% of the population living in urban areas (compared to 45.3% in 2010).[10]

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[5] Updated projected mid-year population for the Philippines based on the 2015 POPCEN Results: 2020–2025.
[6] Philippine Statistics Authority.
[7] Section 17 of Republic Act No. 7160.
[8] There are 16 administrative regions and one autonomous region, which is Bangsamoro Autonomous Region in Muslim Mindanao (BARMM).
[9] Department of the Interior and Local Government. Regional and Provincial Summary- Number of Provinces, Cities, Municipalities and Barangays as of 30 September 2020. https://www.dilg.gov.ph/facts-and-figures/Regional-and-Provincial-Summary-Number-of-Provinces Cities-Municipalities-and-Barangays-as-of-30-September-2020/32
[10] Philippine Statistics Authority. Urban Population in the Philippines. https://psa.gov.ph/population-and-housing/node/138311

Economy and Labor Market

The Philippines is a lower middle-income country[11] with a fast-growing economy before COVID-19. . Sound economic fundamentals and a globally recognized competitive workforce reinforced the growth momentum. Having sustained an average annual growth of 6.4% between 2010–2019 from an average of 4.6% between 2001–2009, the country was on its way from being a lower middle-income country with a gross national income per capita of USD3,830 in 2018 to an upper middle-income country in the near term.[12]

The Philippine economy is consumption-driven, fueled in part by the large domestic market and remittances. From 2000–2018, private consumption represented 73.7% of the total economy and contributed three-fourths of economic growth. Remittances from overseas Filipinos accounted for an average of 11% of the Gross Domestic Product (GDP) from 2000–2016, far outstripping other East Asia Pacific countries (0.4% over the same period) and other lower middle-income countries (4.4%).

The effects of the COVID-19 pandemic in the economy are evident: the employment rate fell from 94.6% in July 2019 to 91.3% in October 2020, while underemployment worsened from 13.6% to 14.4% over the same period.[13] In December 2020, the Government of the Philippines forecast an 8.5%–9.5% contraction of the GDP in 2020.[14]

The regional disparities in underemployment are significant, with rates in October 2020 from 8% in Central Luzon, 9.1% in CAR, and 11.1% in NCR, to 22.2% in Region IV-B and 29.1% in Bicol Region.[15] The disparity by gender is very significant for the Labor Force Participation Rate: 73% for males and 49% for females in 2019 and 2020. This points to the persisting traditional gender roles in Philippine society, despite being shown later in this plan that females have better education outcomes than males. The country, it seems, is not maximizing the potential of a significant portion of its human resources.

According to UNDP, the mean years of schooling completed was 9.4 in 2019.[16] According to UNESCO, the school life expectancy[17] in 2018 was 6.13 in elementary education (6.01 for females, 6.25 for males) and 5.06 in secondary education (5.33 females, 4.80 males).[18]

The access to communication technologies has proven to be a key element in the education system's ability to respond to crises such as that caused by the COVID-19 pandemic. Before the pandemic, there already was a high nationwide coverage of cell phones (87% of households) but despite a rapid increase in recent years, only 17% of Filipino adults have access to broadband internet.

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[11] World Bank. World Development Indicators. http://data.un.org/CountryProfile.aspx?crName=PHILIPPINES

[12] World Bank. The World Bank in the Philippines Overview. https://www.worldbank.org/en/country/philippines/overview#1

[13] Philippine Statistics Authority. Employment Situation in July 2020. https://psa.gov.ph/content/employment-situation-july-2020

[14] Lema, K. and Morales, N.J. 2020. UPDATE 1-Philippines sees deeper-than-expected economic contraction in 2020. Reuters. https://www.reuters.com/article/philippines-economy/update-1-philippines-sees-deeper-than-expected-economic-contraction-in-2020-idUSL1N2IJ0M8

[15] Philippine Statistics Authority. Philippine Labor and Employment Indicators. https://psa.gov.ph/system/files/LFS%20Oct%202020%20key%20employment%20rates%20by%20region_02Dec2020_final1.pdf?width=950& height=700&iframe=true

[16] UNDP. Human Development Report 2020. http://hdr.undp.org/sites/default/files/Country-Profiles/PHL.pdf

[17] UNESCO defines school life expectancy as the "Number of years a person of school entrance age can expect to spend within the specified level of education." http://uis.unesco.org/en/glossary-term/school-life-expectancy

[18] UNESCO. Other policy relevant indicators: Mean years of schooling. http://data.uis.unesco.org/index.aspx?queryid=3803

Social Development

The Human Development Index (HDI), for 2020, ranked the Philippines 107th out of 189 countries;[19] it is included in the group categorized as High Human Development. Over a span of 29 years, the country's index improved gradually by 0.125 points.

Figure 1: Philippines Human Development Index

Source: United Nations Development Program
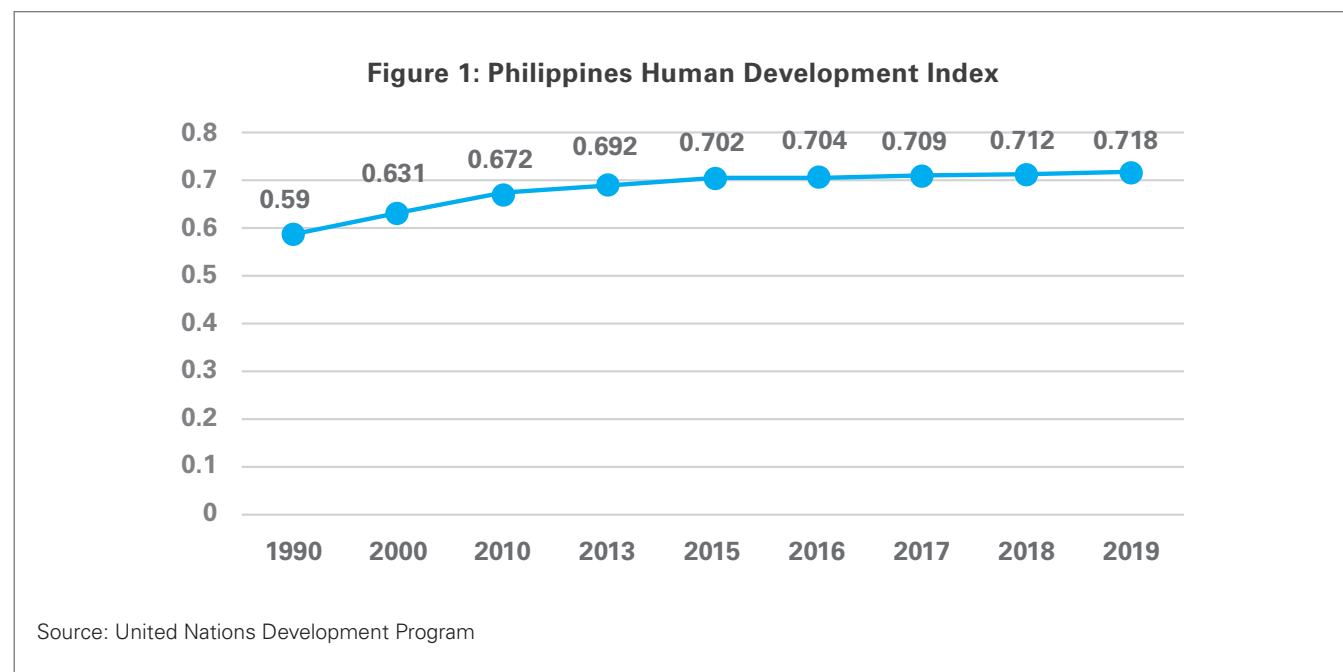
The nationwide poverty incidence fell to 16.6% in 2018 compared to 23.3% in 2015.[20] The nationwide poverty incidence fell to 16.6% in 2018 compared to 23.3% in 2015.20 However, an analysis of child poverty indicated that 31.4% of children are living below the poverty line.[21]

The World Bank's 2018 Poverty Assessment found a strong negative correlation between poverty risk and the level of education of the household head. Notably, high school education was cited as the key threshold: graduation reduces the risk of poverty to two-thirds of the average. Some three-quarters of poor Filipinos live in rural areas, and the rural poverty rate is three times higher than that of urban areas. Roughly two-fifths of the poor live in Mindanao, and over 50% of the population in the Autonomous Region in Muslim Mindanao (now subsumed in the BARMM) are poor. Urban poverty is also significant, with more than 1.5 million informal settler families, nearly 600,000 of whom live in Metro Manila.[22]

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[19] UNDP. Human Development Report 2020. http://hdr.undp.org/sites/default/files/Country-Profiles/PHL.pdf
[20] National Economic and Development Authority. As Delivered Statement on the Official Poverty Statistics of the Philippines for the Full-Year 2018. https://neda.gov.ph/as-delivered-statement-on-the-official-poverty-statistics-of-the-philippines-for-the-full-year-2018/
[21] UNICEF. 2018. Situational Analysis of Children.
[22] World Bank. Country Partnership Framework for the Republic of the Philippines for the Period July 2019- December 2023. http://documents1.worldbank.org/curated/en/891661574699296055/text/Philippines-Country-Partnership-Framework-for-the-Period-July-2019-December-2023.txt

COVID-19 is putting additional pressure on the country's anti-poverty efforts. A survey showed that 30.7% of the population experienced severe or moderate hunger in September 2020, the highest level in 22 years. Household consumption and private sector investment, which drove growth in the past, have significantly declined given the closure of businesses and the loss of income during the quarantine period.[23]

With the help of other government agencies, partners, and stakeholders, the School-Based Feeding Program (SBFP), which is one of the flagship programs of Oplan Kalusugan sa Department of Education (OK sa DepEd), continues to ensure the improvement in nutritional status and reduce micronutrient deficiencies of learners for the enhancement of their school participation and learning outcomes in spite of school closure due to the COVID-19 pandemic.

[23] National Economic and Development Authority. Statement of NEDA Acting Secretary Karl Kendrick T. Chua on the 2020 Q2 Performance of the Philippine Economy. https://neda.gov.ph/statement-of-neda-acting-secretary-karl-kendrick-t-chua-on-the-2020-q2-performance-of-the-philippine-economy/

2.2. Legal Framework

The 1987 Philippine Constitution lays down the foundation of the current Philippine education system and protects and promotes the right of all citizens to quality education at all levels. Since then, the country has shaped and reshaped the education sector through a series of laws and policies depicting the most pressing issues during each period. Most notable in the early years post-Martial Law was the "tri-focalization" of the education sector in the early '90s. This led to the creation of three agencies managing the sector: Department of Education, Culture, and Sports (DECS) for basic education, Technical Education and Skills Development Authority (TESDA) for Technical and Vocational Education and Training, and Commission on Higher Education (CHED) for tertiary education. The period of the '90s saw the gradual maturing of these agencies, especially CHED and TESDA, which slowly built their capacity after being separated from DECS.

DepEd has also been cognizant of the country's international obligations and commitments, particularly regarding the rights of children in the context of basic education, and considers in its policies and programs the Universal Declaration of Human Rights; United Nations Convention on the Rights of the Child; International Covenant on Economic, Social, and Cultural Rights; International Covenant on Civil and Political Rights; and Convention on the Rights of Persons with Disabilities; among others.

At the turn of the millennium, Republic Act No. 9155 or the Governance of Basic Education Act of 2001 was passed to strengthen the governance of basic education. The law renamed the Department of Education, Culture, and Sports as simply the Department of Education (DepEd). It vests DepEd with authority, accountability, and responsibility for ensuring access to, promoting equity in, and improving the quality of basic education. The cultural agencies were no longer attached to DepEd; the functions, programs, and activities of DepEd related to sports competition were transferred to the Philippine Sports Commission, and the Bureau of Physical Education and School Sports was abolished. Nonetheless, the program for school arts and culture and the program for school sports and physical fitness remained part of the basic education curriculum. Subsequently, however, Republic Act No. 10588 or the Palarong Pambansa Act of 2013 institutionalized Palarong Pambansa as a national sporting event under DepEd. The law also aims to improve the national sports program of DepEd and encourage the proactive role of the LGUs in the promotion of the Palarong Pambansa. Further, RA 9155 enshrined the principles of shared governance. The governance of basic education consists of the national level and the field offices, which are comprised of the regions, divisions, and schools and learning centers. DepEd started to strengthen responsibilities and capacities at the regional and division offices, as well as empower the schools and learning centers, to improve decision making and problem solving at the field level.

After another decade, two additional Republic Acts (RA) were passed one year apart. Republic Act No. 10157 or the Kindergarten Education Act of 2012, which made Kindergarten mandatory for all 5-year-old children, was enacted in consonance with the Millennium Development Goals on achieving Education for All by the year 2015. Republic Act No. 10533 or the Enhanced Basic Education Act of 2013 further restructured the sector to what it is today. The K to 12 programs embedded in this law not only further strengthened Kindergarten but also reorganized the secondary level of education into Junior High School (JHS) and Senior High School (SHS) by adding two years. This transformed basic education into 13 years of compulsory schooling: seven for Kindergarten to Grade 6, four for JHS (Grades 7 to 10), and two for SHS (Grades 11 and 12). Under RA 10533, basic education also encompasses the Alternative Learning System.

After almost another decade, Republic Act No. 11510 or the Alternative Learning System Act of 2020 was passed to highlight the need to support out-of-school children in special cases, as well as adults who were not able to complete their basic education. They were to be provided with opportunities to improve their knowledge, values, life skills, and readiness for higher education, work, or self-employment through a system of non-formal or indigenous education or both, which are tailored to respond to their learning needs and life circumstances. This is the natural continuation of the global and national push for *Education for All*, wherein most school-age children were able to attend school. Unfortunately, there still remain segments of society that face multiple barriers to education that need focused attention, including out-of-school youth and adults.

Some of the national laws warrant discussions here. Republic Act No. 11054 or the Organic Law for the Bangsamoro Autonomous Region in Muslim Mindanao was enacted in 2018. It established the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). Education and skills training are under the authority of the Bangsamoro Government, without prejudice to the general supervision of the President. The Bangsamoro Government is mandated to prioritize the establishment, maintenance, and support of a complete and integrated system of quality education, which is a subsystem of the national education system. The supervision and regulation of private schools in any level are also under the Bangsamoro Government. The vocational, technical, non-formal, and special education programs should conform to the minimum standards set by the National Government. The Bangsamoro Government is also directed to establish, maintain, and supervise Madaris education and to ensure the integration in basic education curricula of the teaching of Islamic and Arabic studies for Muslim pupils and students in public schools.

In addition, the country has long been advancing the rights and protection of vulnerable groups. Republic Act No. 7277, as amended, provides for the Magna Carta for Persons with Disabilities, while Republic Act No. 7610 and Republic Act No. 9262 aim to protect women and children against abuse. Additionally, Republic Act No. 9710 or the Magna Carta of Women, Rule IV, Section 16 seeks equal access and elimination of discrimination in education, scholarships, and training. Republic Act No. 10627 or the Anti-Bullying Act of 2013 was also enacted, requiring all elementary and secondary schools to adopt policies to prevent and address the acts of bullying in their institutions. DepEd has also issued child protection policies. DepEd Order No. 40, s. 2012, entitled "DepEd Child Protection Policy," enunciates the Department's zero tolerance against all forms of abuse, violence, exploitation, neglect, discrimination, and all other forms of maltreatment against learners. Other issuances include DepEd Order No. 55, s. 2013 or the Implementing Rules and Regulations (IRR) of RA 10627 or the Anti-Bullying Act of 2013; DepEd Order No. 18, s. 2015, entitled "DepEd Guidelines and Procedures on the Management of Children-at-Risk (CAR) and Children in Conflict with the Law (CICL)"; DepEd Order No. 57, s. 2017, entitled "DepEd Policy on the Protection of Children in Armed Conflict"; and DepEd Order No. 32, s. 2019, entitled "DepEd National Policy Framework on Learners and Schools as Zones of Peace," which was also issued pursuant to Republic Act No. 11188 or the Act Providing for the Special Protection of Children in Situations of Armed Conflict and Providing Penalties For Violations Thereof. Most recently, DepEd issued DepEd Order No. 3, s. 2021 in January 2021 creating the Child Rights in Education Desk (CREDe) and the Child Protection Unit (CPU). The CPU is the mechanism that will fully operationalize, implement, and coordinate programs, projects, and activities pertaining to child protection in DepEd. CREDe, on the other hand, was created to ensure that all basic education schools, learning centers, and offices of DepEd are child-centered and child-caring, and respect, protect, fulfill, and promote the dignity and rights of the child in the context of basic education.

The changes in the basic education subsector are not confined only to laws pertaining to DepEd operations. Over the past 30 years, numerous laws have been passed that both directly and indirectly affect the character of the education sector. These laws range in scope, including but not limited to the following: Technical and Vocational Education and Training (TVET), higher education, private sector development, child protection,

qualifications frameworks, sports, rights of persons with disabilities, young women and girls, data privacy, youth entrepreneurship, conditional cash transfers, and employment.

Republic Act No. 11310 institutionalized the *Pantawid Pamilyang Pilipino Program* (4Ps conditional cash transfer) while Republic Act No. 11037 established a national feeding program, further providing support to the poorest of the poor in the country. The legal environment also provides various groups the opportunities to improve their stations in life through their own efforts. Republic Act No. 10679 or the Youth Entrepreneurship Act and Republic Act No. 11230 or the *Tulong Trabaho* Act are laws that provide support for better employment and entrepreneurship through capacity building and administrative assistance.

A recent development that potentially affects national and local revenue generation, planning, budgeting, and coordination is the Supreme Court decision on the *Mandanas et al. v. Executive Secretary et al.* (G.R. Nos. 199802 and 208488) or the "Mandanas Ruling." Traditionally, the bulk of resources of LGUs for education is drawn from a Special Education Fund (SEF), which is an additional 1% of the real estate tax based on the Local Government Code of 1991. As the Supreme Court held that all collections of national taxes, except those accruing to special purpose funds and special allotments for the utilization and development of national wealth, must be included in the computation of the just share of LGUs, the new ruling meant that LGUs would have a significantly bigger stake in the national budget, which they could use to increase the provision of educational inputs and implementation of programs, projects, and activities consistent with their mandate under the Code.

2.3. Overview of the Structure of the Education Sector in the Philippines

The Philippine education system is organized into four levels under the following leadership:

- Early Childhood Care and Development (ECCD) under the Early Childhood Care and Development Council; [24]
- Basic Education under the Department of Education (DepEd);
- Technical and Vocational Education and Training (TVET) under the Technical Education and Skills Development Authority (TESDA); and
- Higher Education under the Commission on Higher Education (CHED).

Early Childhood Care and Development: The Early Years Act of 2013 mandated the ECCD Council to act as the primary agency supporting the government's programs on health, nutrition, early education, and social services for children aged 0–4 years. The ECCD system is designed to facilitate a smooth transition from early care and education provided at home to community- and school-based learning in Kindergarten. Within ECCD is ECE (Early Childhood Education), which covers pre-school education for children aged 3–4 years. Under the orientation of the ECCD Council, LGUs directly provide ECCD services, particularly on pre-school education for 3- to 4-year-old children to ensure they are ready for school.

Basic Education: Basic Education public and private schools are supervised by DepEd. They include Kindergarten, Elementary and Secondary Education (including technical-vocational high schools run by DepEd), as well as the Alternative Learning Systems (ALS).

Technical-Vocational Education: Technical-vocational schools not run by DepEd and offering certification are governed by TESDA.[25] TESDA was established through the enactment of Republic Act No. 7796 or the Technical Education and Skills Development Act of 1994. TESDA formulates human resources and skills plans, sets appropriate skills standards and tests, and coordinates and monitors human resources policies and programs.

Higher Education: The Commission on Higher Education (CHED) promotes relevant and quality higher education (tertiary level). CHED's mandate is ensuring access to quality higher education, guaranteeing and protecting academic freedom for continuing intellectual growth, the advancement of learning and research, the development of responsible and effective leadership, and the education of high-level professionals.

The heads of the three agencies are represented in the NEDA Social Development Committee, in the National Coordination Council of Philippine Qualification Framework, and in the Human Development and Poverty Reduction Cluster (HDPRC). Collaboration among all three is *ad hoc.*

Other Agencies Created: Two other agencies that focus on culture and sports are the National Commission for Culture and the Arts (NCCA) and the Philippine Sports Commission (PSC), respectively.

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[24] The ECCD Council is an attached agency to DepEd. The Secretary of Education is the Chair of the ECCD Council.
[25] DepEd, which operates technical-vocational programs, does not award certificates at the moment, unlike TESDA-run courses.

Figure 2: Levels of Philippine Education

ECCD Council	DepEd	TESDA	CHED
• Health, Nutrition, Early Education, and Social Services for children ages 0-4 years	• Kindergarten • Elementary • Junior High School • Senior High School • Alternative Learning System	• Post-Secondary Non Tertiary Education • Associate Degree / Short-Cycle Tertiary Education	• Associate Degree / Short-Cycle Tertiary Education • Bachelor level education • Advanced / Post Graduate level • Post-Baccalaureate • Master • Doctorate

CHED- Commission on Higher Education, DepEd- Department of Education, ECCD- Early Childhood Care and Development, TESDA- Technical Education and Skills Development Authority

The K to 12 Basic Education Program

Formal Education

The Basic Education program covers compulsory education consisting of one year of Kindergarten, six years of elementary education, four years of Junior High School (JHS), and two years of Senior High School (SHS). The government provides free public kindergarten, elementary, and secondary education.

Figure 3: The K to 12 reform

Kindergarten

Primary Education (6 years)

Junior High School (4 years)

Senior High School (2 years)

| K | G1 | G2 | G3 | G4 | G5 | G6 | G7 | G8 | G9 | G10 | G11 | G12 |
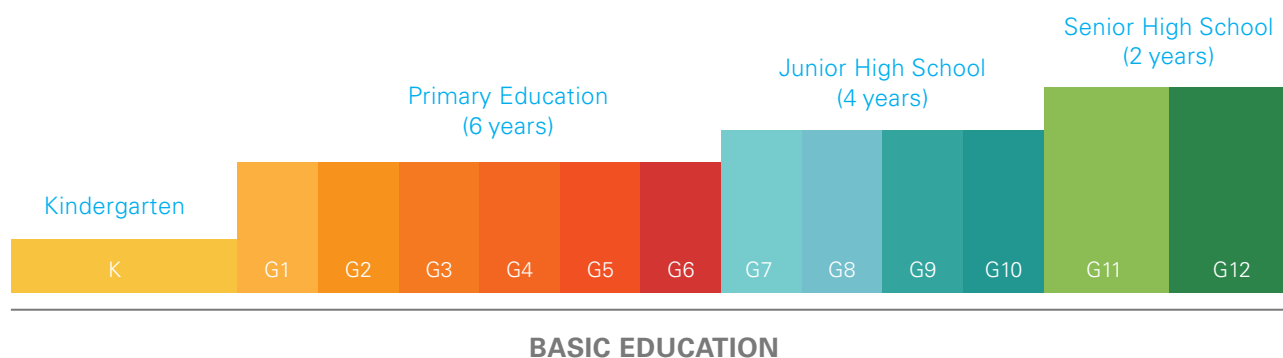
BASIC EDUCATION

Kindergarten to Grades 1–3 (Stage 1)

Kindergarten was made mandatory and added to the Basic Education curriculum in 2012. Children can start entering Kindergarten at age 5. Pursuant to RA 10533, mother tongue-based instruction is used in Kindergarten and elementary education levels so that children can learn in the language spoken at home. Grades 1–3 are lower primary.

Grades 4–6 (Stage 2)

The Upper Primary level is the continuation of Lower Primary, expanding simple literacy and numeracy to functional literacy and developing higher-order thinking. The basic learning areas include Filipino, English, Science, Mathematics, *Araling Panlipunan* (Social Studies), *Edukasyong Pantahanan* at *Pangkabuhayan* (Work Education), and Music and Art.

Junior High School, Grades 7–10 (Stage 3)

Junior High School is discipline-based. Subjects covered are Mathematics, Science and Technology, English, and Filipino. Other subjects are *Araling Panlipunan* (History, Economics); Technology and Livelihood; Music, Art, Physical Education, and Health; and Values Education.

Senior High School, Grades 11–12 (Stage 4)

Senior High School is two years of specialized upper secondary education during which learners master concepts and skills to prepare for tertiary education, middle-level skills development, or employment. SHS offers four tracks: Academic; Technical-Vocational-Livelihood (TVL); Arts and Design; and Sports. The Academic track includes three strands: Accountancy, Business, and Management (ABM); Humanities andSocial Sciences (HUMSS); and Science, Technology, Engineering, Mathematics (STEM). In the Technical-Vocational-Livelihood track, graduates may obtain an appropriate National Certification (NC) level should they pass the competency-based assessment of TESDA.

Alternative Learning System

The Alternative Learning System (ALS) is a parallel learning system to formal education that provides a viable alternative and a second chance education option for out-of-school youth and adults to complete basic education study. ALS learners are assessed through Functional Literacy Test (FLT), assessment of basic literacy (for basic literacy ALS learners), recognition of prior learning, formative assessments, accreditation and equivalency (A&E), readiness test, and portfolio assessment. The A&E Program provides an alternative pathway of learning for out-of-school children in special cases and adults who have not completed basic education. This program allows school dropouts and early school leavers to complete elementary and lower secondary education outside of the formal system and obtain certification as elementary and JHS completers through A&E tests for each level.

Private Education

Private schools are legally registered institutions under the supervision of DepEd but not operated by the government, offering education services to the public for a fee. Private schools offering education services are regulated by the above three agencies depending on their coverage and level of operations (Basic, Higher, or Technical-Vocational Education). DepEd issued the "Revised Manual of Regulations for Private Schools in Basic Education" in 2010 and amended it in 2011.[26] Private schools are funded by private sources (i.e., parents, individuals, religious orders, and the like) and public funds. At the junior high school level, an education service contracting (ESC) program was established and is being co-managed by the Private Education Assistance Committee (PEAC) and DepEd. Through ESC, the resources of certified private junior high schools are maximized through slots "contracted" for learners who choose to go to private schools and not to public schools. In addition, an annual subsidy is provided to qualified teachers in ESC-participating junior high schools, with the aim to improve the quality of junior high schools. At the senior high school level, learners may apply for and receive SHS vouchers to attend private senior high schools under the Senior High School Voucher Program (VP). The said programs are jointly managed by DepEd and the PEAC, as provided in the General Appropriations Act. In technical-vocational education, DepEd has introduced the Joint Delivery Voucher Program for Senior High School Technical Vocational and Livelihood Specializations that promotes partnerships between DepEd and qualified TVET institutions that offer the TVL track.[27]

[26]   Department of Education. DepEd Order No. 88, s. 2010, as amended by DepEd Order No. 11, s. 2011.
[27]   Department of Education. DepEd Order No. 35, s. 2020. https://www.deped.gov.ph/wp-content/uploads/2020/11/DO_s2020_035.pdf

Department of Education

The Department of Education (DepEd) has a Central Office, 16 Regional Offices (excluding BARMM, which is an autonomous region),[28] and 214 Schools Division Offices that comprise various school districts distributed throughout the 81 provinces in the country. In accordance with RA 9155, the reformed organizational structure of DepEd under DepEd Order No. 52, s. 2015 or the New Organizational Structures of the Central, Regional, and Schools Division Offices of the Department is outlined as follows:

Figure 4: Department of Education Organizational Structure Central Office [29]

ATTACHED AGENCIES:
- Early Childhood and Development Council
- National Book Development Board
- National Council for Children's Television
- National Museum
- Philippine High School for the Arts

COORDINATING COUNCILS:
- Teacher Education Council
- Literacy Coordinating Council
- Adopt-a-School Program Coordinating Council

OFFICE OF THE SECRETARY
Office of the Secretary Proper
Office of the Under Secretaries
Office of the Assistant Secretaries

Internal Audit Services

CURRICULUM AND INSTRUCTION
- BUREAU OF CURRICULUM DEVELOPMENT
- BUREAU OF LEARNING DELIVERY
- BUREAU OF EDUCATION ASSESSMENT
- BUREAU OF LEARNING RESOURCES
- BUREAU OF ALTERNATIVE EDUCATION

GOVERNANCE AND OPERATIONS
- BUREAU OF LEARNER SUPPORT SERVICES
- BUREAU OF HUMAN RESOURCE AND ORGANIZATIONAL DEVELOPMENT
- NATIONAL EDUCATORS ACADEMY OF THE PHILIPPINES
- PROJECT MANAGEMENT SERVICE

LEGAL AND LEGISLATIVE AFFAIRS
- LEGAL SERVICES

FINANCE AND ADMINISTRATION
- FINANCE SERVICE
- ADMINISTRATIVE SERVICE
- PROCUREMENT SERVICE

STRATEGIC MANAGEMENT
- PLANNING SERVICE
- PUBLIC AFFAIRS SERVICE
- INFORMATION AND COMMUNICATIONS TECHNOLOGY OFFICE
- EXTERNAL PARTNERSHIPS SERVICE
- DISASTER RISK REDUCTION AND MANAGEMENT SERVICE

FIELD OPERATIONS
- Regional Offices
- School Division Offices
- Schools and Learning Centers

Source: Bureau of Human Resource and Organizational Development, DepEd, March 2021.[30]

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[28] The BARMM Ministry of Basic, Higher, and Technical Education (MBTHE) is responsible for the education sector in that autonomous region. The MBTHE is elaborating the Bangsamoro Education Reform and Development Plan (BERDP) 2020–2035, which must be harmonized with the Basic Education Development Plan 2030.

[29] The new Alternative Learning System Act includes the creation of a Bureau of Alternative Learning System.

[30] The Bureau of Alternative Learning System was recently created but it was not added to the organizational chart as yet.

The **Central Office** (CO) is responsible for setting standards and translating direction and policy in accordance with these. The CO is organized into (a) Bureaus, which address education-related matters; and (b) Services (e.g., budget, accounting, administration, physical facilities, planning, legal, procurement, and others).

Regional Office (RO) roles and responsibilities include translating policy and standards for the operating units, such as organizational structure and regional contextualization. Major challenges include contextualizing programs given the differences from region to region.

Schools Division Office (SDO) roles and responsibilities include describing the accountabilities of the Curriculum Implementation Division and the Schools Governance and Operations Division, as well as the critical role of the School District Supervisors in providing technical assistance to schools.

Schools are the basic unit of governance in the system. Within schools are teachers and non-teaching staff. Schools are classified as elementary schools, junior high schools, senior high schools, and integrated schools. Schools are led by school heads—either principals, head teachers, or teachers-in-charge (for schools not having the minimum number of teachers to qualify for a principal). School heads are responsible for ensuring proper school-based management (SBM), stakeholder engagement, and LGU support/partnership.

Community Learning Centers (CLCs) are physical spaces to house learning resources and facilities of a learning program for out-of-school children in special cases and out-of-school adults. It is a venue for face-to-face learning activities and other learning opportunities for community development and improvement of the people's quality of life.[31] Major challenges include ensuring conducive learning environments for teaching and learning of K to 12 competencies in difficult areas with limited resources.

Number of Schools and Plantilla in DepEd (Public and Private, Formal Education)

There is a total of 47,421 schools in the public school system (37,496 elementary schools, 1,506 junior high schools, and 231 senior high schools [2021]). In addition, there are 13,256 schools that are privately run, 247 operated by state universities and colleges (SUCs) or local universities and colleges (LUCs). There are also 25,291 CLCs.

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[31] Government of the Philippines. 2012. Republic Act No. 11510, Alternative Learning System Act. Page 4.

Table 1: Classification of Schools in the Philippines

Classification	Public	Private	SUCs/LUCs	PSO	Total
Elementary School	37,496	6,263	6	-	43,765
Junior High School (JHS)	1,506	242	39	-	1,787
Senior High School (SHS)	231	1,099	73	-	1,403
JHS with SHS	6,491	906	93	-	7,400
Integrated School (Kindergarten to G10)	1,159	1,890	7	9	3,065
Integrated School (Kindergarten to G12)	538	2,856	29	24	3,447
Total Schools	**47,421**	**13,256**	**247**	**33**	**60,957**

LUCs- local universities and colleges, PSO- public schools overseas, SUCs- state universities and colleges
Source: Learner's Information System (LIS) SY 2020-2021

As of January 2021, DepEd has a total of 965,660 regular employees, making it the largest bureaucracy in the Philippine Government. Out of the total number of employees, 88% are teaching staff (46% occupy Teacher 1 positions in elementary and secondary schools) and 5% are teaching-related staff.

Table 2: Teaching and Non-teaching Personnel in DepEd

	Teaching Personnel (including ALS)	Teaching-related Personnel	Non-teaching Personnel
Central Office	-	-	1,297
Regional Offices	-	-	2,097
Division Offices	-	-	22,657
Senior High School	67,291	4,747	9,844
Junior High School	276,778	16,680	21,249
Elementary School	503,396	30,441	9,183
Subtotal	847,465 (88%)	51,868 (5%)	66,327 (7%)
Grand Total			**965,660**

ALS- Alternative Learning System
Source: Bureau of Human Resource and Organizational Development (January 2021)

In the private sector, in SY 2019–2020 there were 72,141 teachers in elementary, 55,512 in JHS, and 45,558 in SHS.

Education Stakeholders and Partners

The effective functioning of DepEd requires active participation from stakeholders and partners that can be categorized by type. These include, but are not limited to, the following:

- Local government units (local school boards) and parent-teacher community associations;
- Education agencies (ECCD Council, TESDA, CHED);
- National government agencies (DPWH, DSWD, DOH, NEDA, DBM, National Nutrition Council, National Commission for Indigenous People, Council for the Welfare of Children, Philippine Commission for Women);
- Philippine colleges and universities;
- Teacher education institutes;
- Academic think tanks (RCTQ [Research Center for Teacher Quality, Philippine Normal University], ACT-RC [Assessment Curriculum and Technology Research Center, University of the Philippines], SEAMEO-INNOTECH [Southeast Asian Ministers of Education Regional Center for Educational Innovation and Technology], SEAMEO-SEARCA [Southeast Asian Regional Center for Graduate Study and Research in Agriculture], PIDS [Philippine Institute of Development Studies]);
- Development community (World Bank, Asian Development Bank, DFAT [Australia], USAID [USA], JICA [Japan], GIZ [Germany], KOICA [Korea], UNICEF, UNESCO, UNFPA, other UN agencies, among others);
- nternational NGOs (Save the Children, World Vision, Oxfam, ChildFund, Innovations for Poverty Action, others); and
- Civil society, including members of the Philippine Forum for Inclusive Quality Basic Education or Educ Forum.

3.0
KEY FEATURES OF THE EDUCATION SITUATION ANALYSIS

3.1. Equitable Access and Participation

DepEd is responsible for the delivery of basic education through 60,957 schools across the country. In early 2020 and prior to COVID-19, it served nearly 28 million learners (out of 30 million school-age children and youth). The number of public schools has been stable over the past decade until the Senior High School Level was implemented in 2016.[32] This resulted in a significant increase in the number of schools offering secondary-level classes and particularly in private schools. State Universities and Colleges (SUCs), as well as Local Universities and Colleges (LUCs) were tapped to offer Senior High School (SHS). The increase in the size of the sector was facilitated by the implementation of a government-funded Voucher Program, which allowed a more diversified offer for all learners interested in SHS without putting undue pressure on the public school system.

Table 3: Gross Enrollment Rate and Net Enrollment Rate by Educational Level, SY 2017–2020

Level of Education	Gross Enrollment Rate (GER)			Net Enrollment Rate (NER)		
	SY 2017-2018	SY 2018-2019	SY 2019-2020	SY 2017-2018	SY 2018-2019	SY 2019-2020
Kindergarten	102%	107%	90%	84%	76%	63%
Grade 1 to 6	105%	102%	101%	94%	94%	94%
Junior High School	95%	100%	102%	76%	81%	83%
Senior High School	67%	74%	78%	46%	51%	48%

Source: LIS/BEIS SY 2017–2018, SY 2018–2019 and SY 2019–2020.[33]

The analysis of enrollment rates shows that the Kindergarten and Elementary sectors experienced a declining trend in recent years. While the Gross Enrollment Rate (GER) in Elementary declined by 4 percentage points (p.p.) and the Net Enrollment Rate (NER) remained stable, in Kindergarten the downward trend was more accentuated, with a reduction of 12 p.p. in the GER and 21 p.p. in the NER. This was in part because of the recent strict enforcement of the age cut-off for Kindergarten. Enrollment in secondary education has consistently grown in the last three years. In SHS, the GER rose by 11 p.p. in three years, while the NER rose by less than 2 p.p., which indicates that more learners are accessing SHS but not at the right age. The analysis by key stages will shed some light on the evolution of enrollment in basic education.

[32] Republic Act No. 10533 or the Enhanced Basic Education Act of 2013.
[33] For SY 2019–2020 (with ALS and PSO), PSO data includes in all levels, while ALS data includes in Kindergarten to Grade 6 and JHS to SHS only.

3.1.1. Participation by Education Level in Basic Education

Kindergarten

RA 10157 or The Kindergarten Act passed in 2012 established one year of compulsory Kindergarten for children 5 years of age. However, many parents are not sending their 5-year-old children to Kindergarten, and current enrollment rates are actually lower than the figures obtained when the Act was approved. In SY 2012–2013, just before the 2013 Act was implemented, the GER for Kindergarten was 102.7% and the NER 77%. In the following three years, the GER fell by 25 p.p. and the NER by 10 p.p. The enrollment has been fluctuating greatly, with a high GER of 107% in SY 2013–2014 and a low of 82.5% in SY 2016–2017. In SY 2019–2020, the GER was 90% and the NER 63%.

The Kindergarten NER reflects the changes in the policy for eligible ages that can be enrolled in the level. This policy was established to ensure that the learner is capable of meeting the expectations of the grade level. In 2015, DepEd accepted children who will have turned 5 years old by June 1 but gave some allowance until October 31. However, in 2016, this policy was drastically changed, and the cut-off became August 31, helping to explain the drop in the indicator from 74% to 66% (see Figure 5). In 2017, the policy was retained and many of those children who were ineligible to enroll in 2016 were accepted in 2017, resulting in a significant increase in the indicator from 66% to 84%. In 2018, a new policy[34] set the age cut-off to June 1, driving the indicator downward. However, there was public pushback on this policy and DepEd amended it to account for different starting months for private schools (i.e., some start in June, others in July, and the rest in August), and so there was a more lenient implementation of the June cut-off. The net effect of this policy adjustment was a decline in the indicator, but not as large as what it would have been had the June cut-off been strictly observed. In 2019, the June cut-off was finally enforced, and the indicator decreased to 63%, as what had occurred in 2016 when a similar policy was implemented. Other factors that affects kindergarten enrollment/participation are the

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[34] Department of Education. DepEd Order No. 20.

Figure 5: Gross Enrollment Rates and Net Enrollment Rates in Kindergarten, SY 2010–2011 to SY 2019–2020

Source: DepEd EBEIS
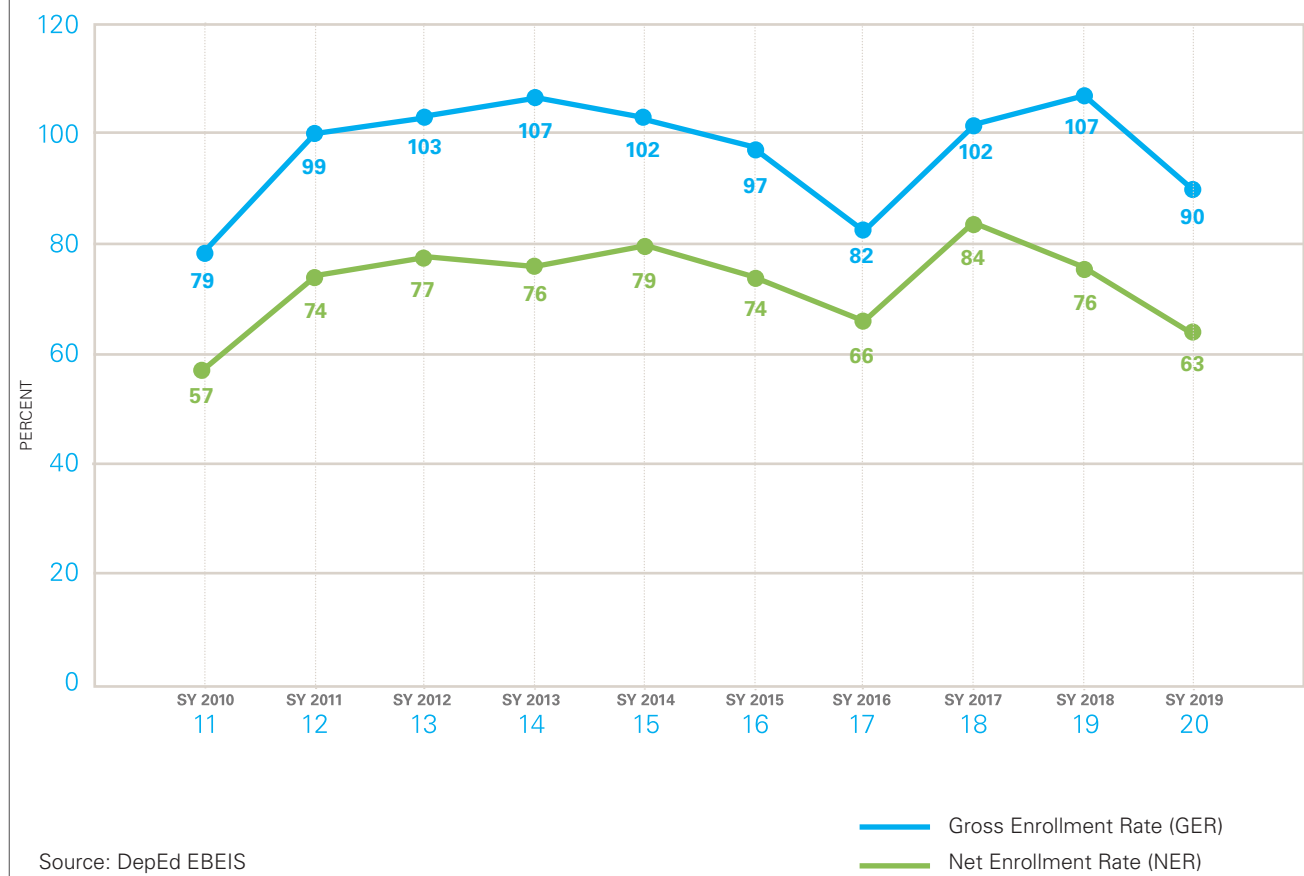
Elementary

The NER for Elementary shows DepEd's efforts to bring children into school at the right age (between 6 and 12 years old). In the last two years, the NER has been around 95%, which means that 5% of elementary school-age children are either not in school or not in the age-appropriate grade.

Figure 6: GER and NER for Elementary, SY 2009-2010 to SY 2019–2020

Source: DepEd EBEIS
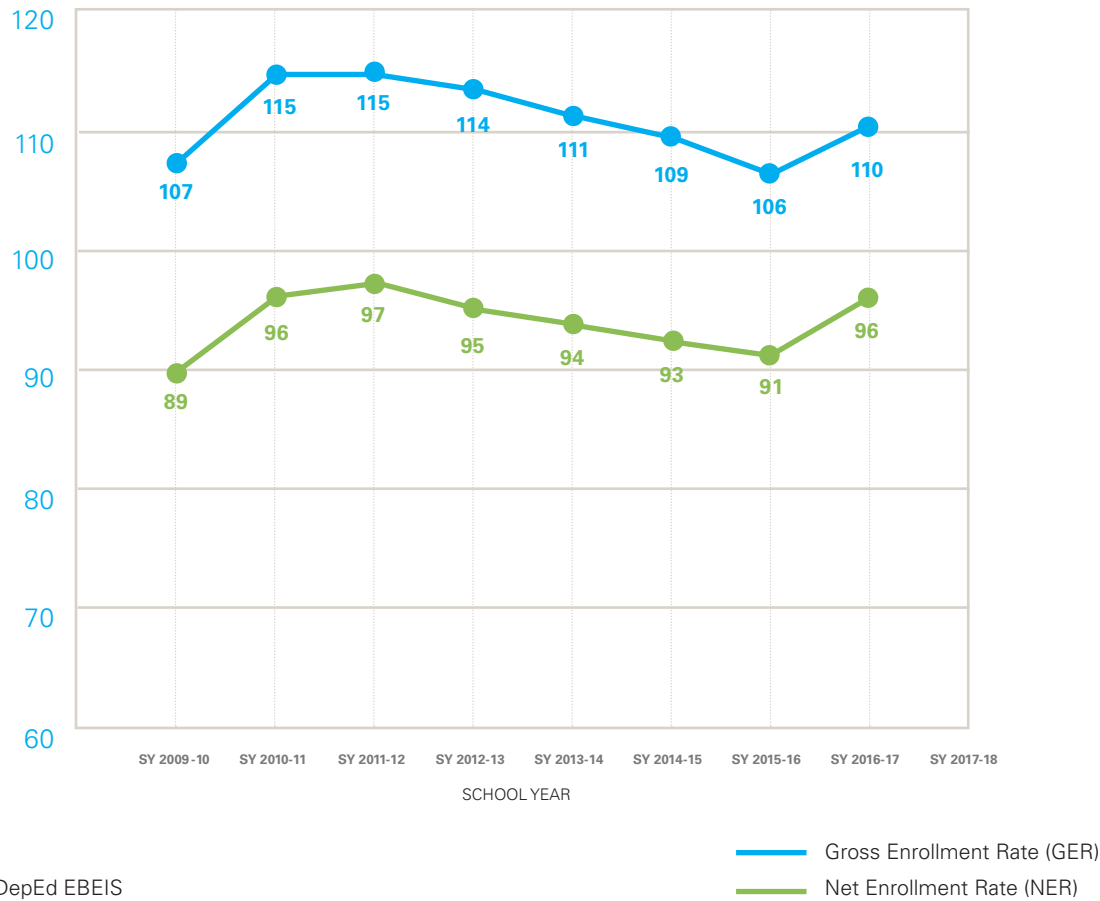
The GER and NER have changed from a difference of 18 p.p. in 2009 to 7 p.p. in 2020, which means that more children are in school at the right age. However, the current GER is lower than what it was 10 years ago. According to FLEMMS 2019, the reasons for children not attending elementary school are lack of personal interest, disability, and insufficient family income.[35]

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[35] Philippine Statistics Authority. 2019. 2019 FLEMMS, Functional Literacy, Education and Mass Media Survey, Final report.

Junior High School

For Junior High School (JHS), after a five-year period of stagnation between 2010 and 2015, both the GER and NER have been consistently growing in parallel in recent years, with a GER of 102% and a NER of 83% in SY 2019–2020. The variation in the NER for JHS between males and females is 8.4 p.p.

Figure 7: GER and NER for JHS, 2009–2020 to SY 2016–2017

Source: DepEd EBEIS
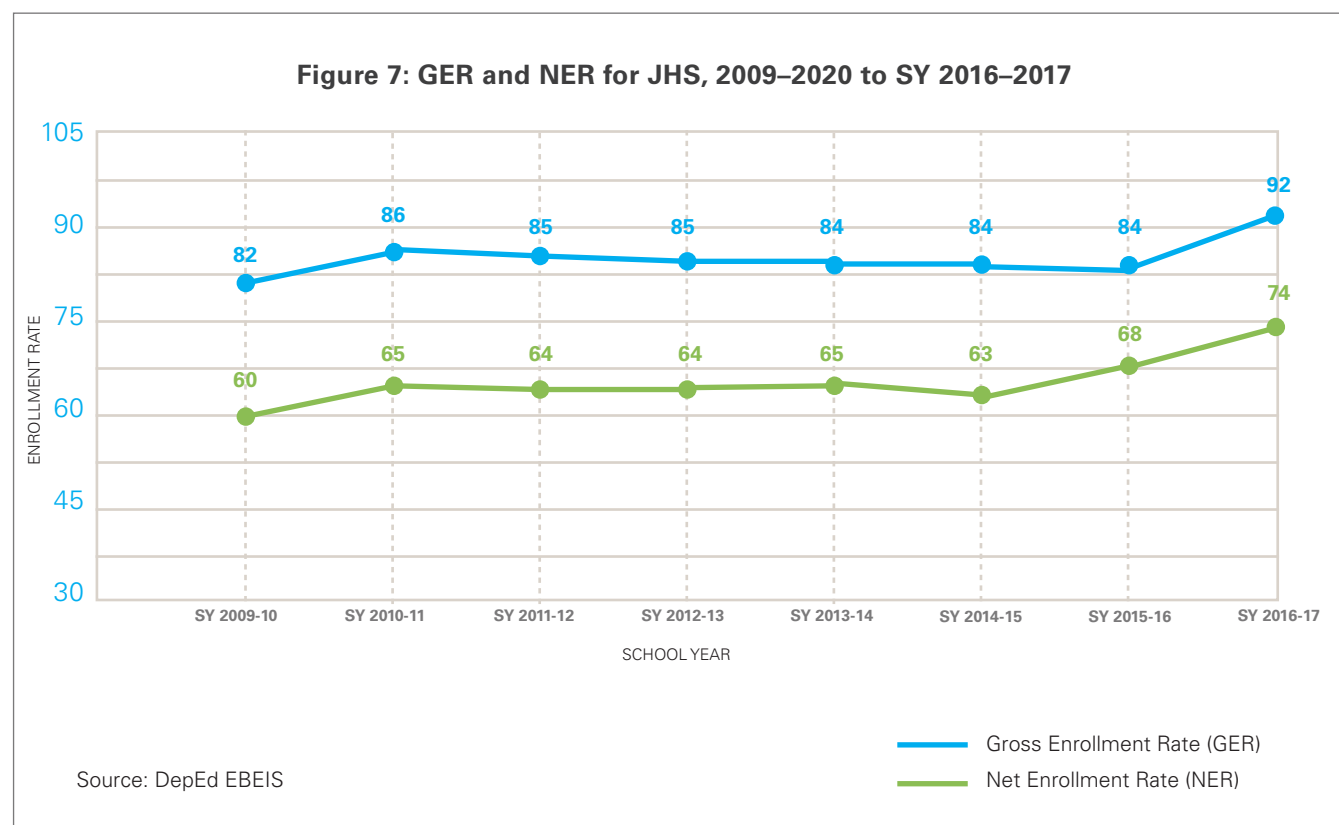
The United Nations Population Fund's (UNFPA) Longitudinal Cohort Study on the Filipino Child (LCSFC)[36] started in 2016 shows the significant effect of the early registration program on improving participation in JHS. About 71% of the households with incoming Grade 7 cohort reported to be aware of the program (significantly higher in Luzon [74.6%] and Visayas [72.7%] compared to Mindanao [61.6%]). Of those who were aware of the early registration, 59% actually availed of the program (Wave 3 data collection detailed in OPS, 2020).

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[36] LCSF is a 15-year study of the UNFPA that tracks the lives of a nationally representative sample (5,000) of Filipino children, along with their households and communities, which started in 2016 when they were 10 years old and will continue to follow them every year till 2030.

Senior High School

By SY 2019–2020, there was a total of 18,306 Senior High Schools (SHS) nationwide serving almost 3.2 million SHS learners. These figures have consistently grown since 2016 and this points to the gradual acceptance of society of the importance of SHS. A significant reason for this increased number is the vouchers provided by DepEd to SHS learners in private schools: 1,290,184 learners from private SHS and 58,808 learners from non-DepEd public SHS based on DepEd's budget report.[37]

Figure 8: GER and NER in SHS, 2016–2020

Source: DepEd EBEIS

[37] Cited in https://www.manilatimes.net/2020/09/17/campus-press/51-shs-schools-shut-down-despite-voucher-assistance/768848/
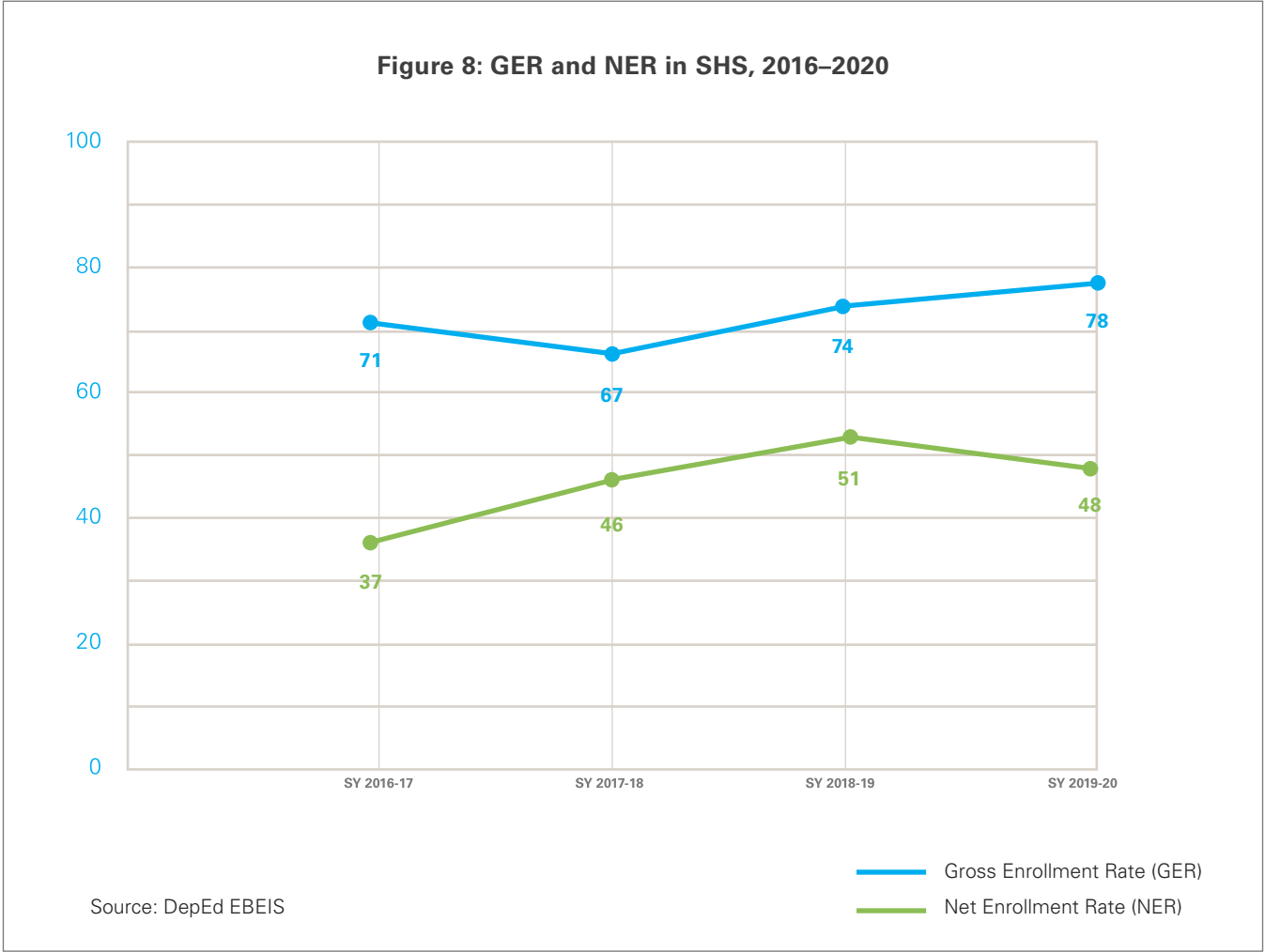
The continued increases in the SHS GER, even during a period when the corresponding NER is declining, can be partially explained by increased employment prospects after graduation. However, as the majority of SHS enrollment is in the Academic Track, one cannot discount the effect that the Universal Access to Quality Tertiary Education Act has had on basic education. The law made TVET and college virtually free in public institutions and provided substantial financial assistance for individuals wanting to gain TVET or college credentials in private institutions. The law was passed in 2017 and took effect in SY 2018–19, coinciding with the increases in the SHS GER while the NER was plateauing and eventually decreasing.

DepEd's internal monitoring points to increasing acceptance of SHS by the general public and the willingness of industry to hire SHS graduates.[38] Moreover, there is a high passing rate (90%) of SHS graduates in the National Certificate (NC) assessment administered by TESDA. The main driver of this improved reputation is the work immersion program included in the SHS curriculum. However, many stakeholders have expressed concern that the time allotment for work immersion is only enough for orientation/familiarization and not for actual skills acquisition. Business groups such as the Philippine Chamber of Commerce and Industry have been lobbying DepEd for increased and better-quality work immersion hours to improve the learner's employability immediately after completing SHS. In any case, the general positive response to SHS should also be viewed in relation to the labor surplus when considering college learners and graduates looking for work. It is important to ensure that SHS graduates will be competitive in a labor market in surplus.

Gender Gaps

There is gender-balanced participation in numbers of males and females in Kindergarten up to the end of Elementary (Grade 6). The gender gap becomes more evident in junior and senior high school wherein more females stay in the system. Male numbers slightly outweigh females in the early years (which is reflective of the population) but swing slightly in favor of females starting Grade 7, and the gap widens in senior education. DepEd data[39] show that there is a distinct shift of the gender ratio between Grades 8 to 9, from slightly favoring males to significantly favoring females by Grade 12. Grade 9 learners are around age 14, and since it is unlikely that a large number of female-majority enrollment occurs during high school, the shift in the gender ratio may mean the onset of significant male-specific pressures to drop out of school once they become teenagers.[40]

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[38] Brillantes, Karen et al. 2019. Status of Senior High School Implementation: A Process Evaluation. PIDS Discussion Paper Series No. 2019-13. p. 45.

[39] DepEd Planning Service. Q&A for 2020 budget.

[40] The Basic Education Sector Analysis 2021 explored some of the causes that could explain the lower number of males in basic education, including reasons related to 1) the lower academic performance of males compared to females during the first grades, 2) higher dependence of males on peer groups, and 3) frequent use of computer games during school hours by males.

Figure 9: Gender Ratios in Secondary Education, SY 2019–2020

	Grade 7 (˜Age 12)	Grade 8 (˜Age 13)	Grade 9 (˜Age 14)	Grade 10 (˜Age 15)	Grade 11 (˜Age 16)	Grade 12 (˜Age 17)
Male	51.95%	50.97%	50.77%	48.19%	48.24%	47.51%
Female	48.05%	49.03%	49.23%	51.81%	51.76%	52.49%

Source: DepEd EBEIS
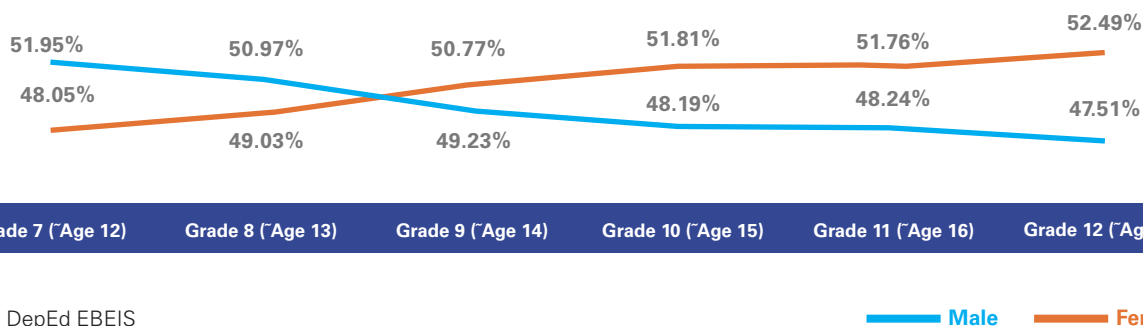
More males than females start secondary education but as they move to upper grades, the proportion is reversed.

Table 4:GER and NER for All Basic Education Levels, by Gender, SY 2019–2020

GER	Kindergarten	Grades 1-6	Grades 7-10 (JHS)	Grades 11-12 (SHS)
Male	92.04%	102.23%	100.03%	72.57%
Female	88.28%	99.98%	104.33%	84.16%
NER	**Kindergarten**	**Grades 1-6**	**Grades 7-10 (JHS)**	**Grades 11-12 (SHS)**
Male	62.59%	93.79%	78.80%	40.65%
Female	64.31%	94.15%	87.20%	55.34%

Source: DepEd SY 2019-2020 Performance Indicators

The NER for females is higher than for males in all basic education levels. However, the population and the enrollment in total amount is higher for males than females in all levels. As shown in Table 4, the GER is higher for males in Kindergarten and Grades 1 to 6. This means that more females are in the right age in every education level compared to males, who attend school in bigger numbers but less often at the right age.

When the figures are compared over time, Figure 10 shows that in JHS, the highest GER and NER for females is a constant in the last 10 years, with a difference of around 5 p.p. in favor of females in the GER and around 10 p.p. in the NER.

Figure 10: GER and NER for JHS, Disaggregated by Gender, SY 2009–2010 to SY 2019–2020
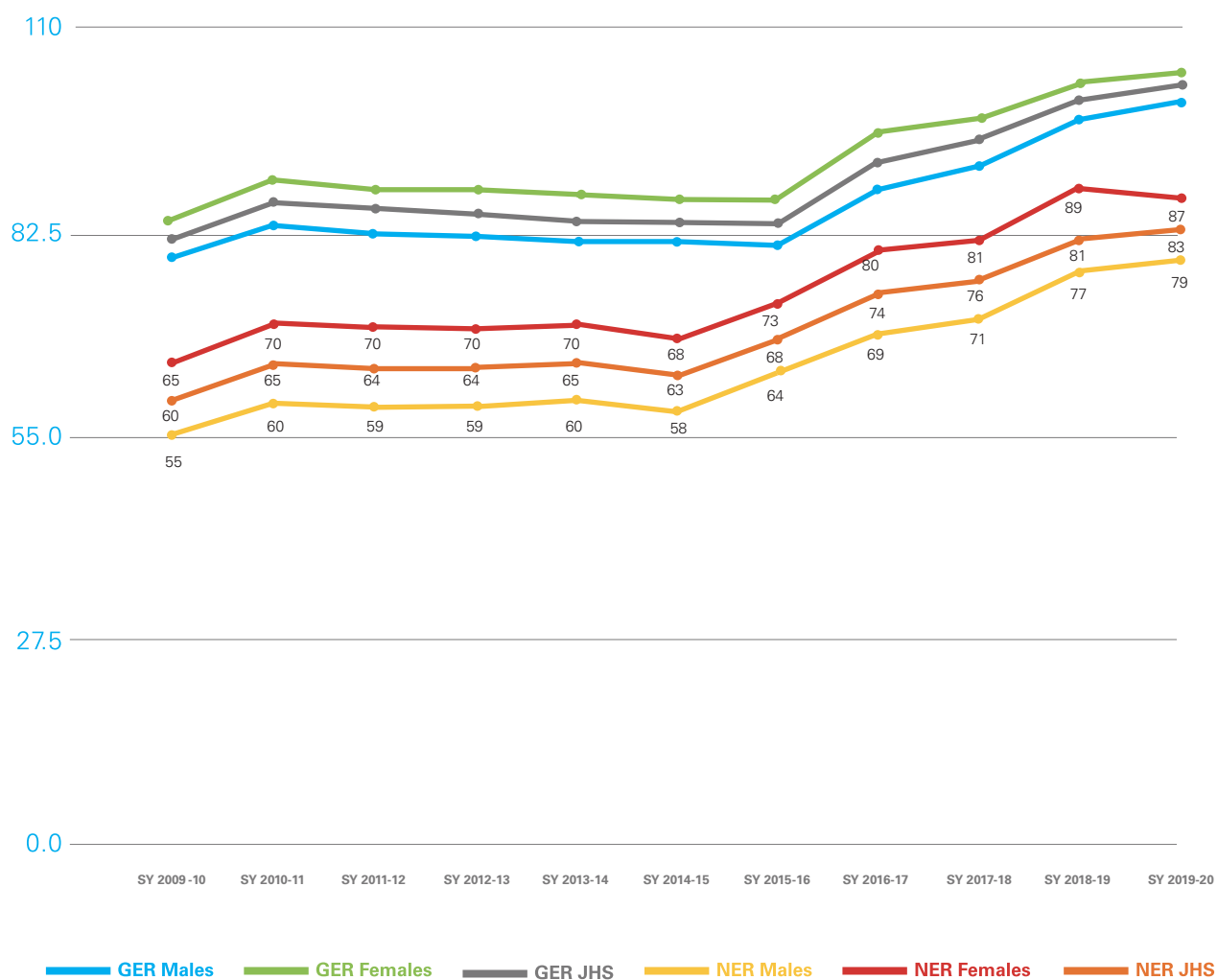
Source: DepEd SY 2019-2020 Performance Indicators

The disparities are not only among regions but also within regions when the NER is disaggregated by gender. The differences in elementary between the numbers of females and males go from almost none to around 10 p.p. in all regions. The national NER in SHS in SY 2019–2020 is 48%, but the disaggregated data show that the disparities between males and females are significant (see Table 5), with a gap of almost 15 p.p. in favor of females (NER is 40.65% for males, 55.34% for females). When the NER is disaggregated by region, the difference between males and females in SHS is above 13 p.p. in almost all the regions. In CAR, the gap is almost 19 p.p. (41.46% for males and 60.28% for females). In BARMM, the difference is just 6 p.p. but the NER is extremely low for both males (7.49%) and females (13.73%).

Transition rates are high in basic education. The transition rate from Grade 4 to Grade 5 was 99% in SY 2019–2020, and for Grade 6 to Grade 7 it was 95.5% (94% for males and 97% for females). It is high in all regions except in BARMM where it is 80%. The transition rate from JHS to SHS is very high at 97%, with almost parity for numbers of males and females. The majority of the regions have transition rates above 94%, except Regions IV-A and IV-B with 92%, and BARMM with 85%.

Table 5: NET Enrollment Rate per Key Stage by Region and Gender (SY 2019–2020)

Region		NET Enrollment Rate			
		SY 2019–2020			
		Kindergarten	Grades 1 to 6	Junior High School Grades 7 to 10	Senior High School Grades 11 to 12
Region I- Ilocos	Total (MF)	57.10%	89.99%	89.85%	61.54%
	Male (M)	57.08%	90.35%	87.06%	54.50%
	Female (F)	57.13%	89.61%	92.83%	69.23%
Region II- Cagayan Valley	Total (MF)	62.45%	97.17%	88.81%	56.46%
	Male (M)	62.67%	97.31%	84.75%	48.45%
	Female (F)	62.21%	97.02%	93.13%	65.20%
Region III- Central Luzon	Total (MF)	67.06%	100.03%	87.69%	58.03%
	Male (M)	66.76%	100.02%	84.04%	51.62%
	Female (F)	67.38%	100.03%	91.57%	64.94%
Region IV-A (Calabarzon)	Total (MF)	65.37%	98.23%	87.85%	54.79%
	Male (M)	64.27%	97.87%	84.29%	48.16%
	Female (F)	66.53%	98.61%	91.62%	61.84%
Region IV-B (Mimaropa)	Total (MF)	58.61%	90.26%	81.12%	46.00%
	Male (M)	57.95%	89.79%	77.19%	39.02%
	Female (F)	59.31%	90.75%	85.31%	53.52%
Region V- Bicol	Total (MF)	63.58%	92.68%	82.27%	42.31%
	Male (M)	62.91%	93.09%	78.18%	34.35%
	Female (F)	64.28%	92.25%	86.59%	50.91%
Region VI- Western Visayas	Total (MF)	66.82%	97.25%	85.68%	44.22%
	Male (M)	66.78%	97.74%	81.63%	36.34%
	Female (F)	66.87%	96.75%	89.96%	52.66%
Region VII- Central Visayas	Total (MF)	69.50%	98.07%	88.52%	47.81%
	Male (M)	68.85%	98.08%	83.37%	39.12%
	Female (F)	70.18%	98.05%	93.97%	57.12%

Region		NET Enrollment Rate			
		SY 2019–2020			
		Kindergarten	Grades 1 to 6	Junior High School Grades 7 to 10	Senior High School Grades 11 to 12
Region VII Eastern Visayas	Total (MF)	61.75%	91.60%	80.05%	42.08%
	Male (M)	61.20%	91.44%	75.50%	33.84%
	Female (F)	62.33%	91.76%	84.85%	50.92%
Region IX- Zamboanga Peninsula	Total (MF)	65.24%	91.70%	74.24%	34.43%
	Male (M)	63.92%	91.22%	69.13%	27.06%
	Female (F)	66.63%	92.20%	79.54%	42.28%
Region X- Northern Mindanao	Total (MF)	73.36%	99.23%	76.75%	38.05%
	Male (M)	72.73%	100.10%	72.47%	31.02%
	Female (F)	74.02%	98.33%	81.13%	45.48%
Region XI- Davao	Total (MF)	60.45%	93.87%	85.44%	41.53%
	Male (M)	59.19%	93.15%	80.15%	33.81%
	Female (F)	61.79%	94.63%	90.98%	49.67%
Region XII- SOCCSKSARGEN	Total (MF)	64.41%	92.24%	75.89%	37.45%
	Male (M)	63.17%	91.82%	70.70%	30.88%
	Female (F)	65.72%	92.68%	81.29%	44.41%
Caraga Region	Total (MF)	64.31%	94.84%	82.20%	40.77%
	Male (M)	64.30%	95.46%	78.54%	34.27%
	Female (F)	64.31%	94.20%	85.99%	47.70%
BARMM-Bangsamoro Autonomous Region in Muslim Mindanao	Total (MF)	53.65%	71.51%	36.48%	10.59%
	Male (M)	49.38%	68.42%	31.07%	7.49%
	Female (F)	58.16%	74.70%	41.96%	13.73%
CAR- Cordillera Administrative Region	Total (MF)	62.32%	91.40%	84.76%	50.53%
	Male (M)	62.78%	92.25%	80.81%	41.46%
	Female (F)	61.83%	90.51%	88.90%	60.28%

Region		NET Enrollment Rate			
		SY 2019–2020			
		Kindergarten	Grades 1 to 6	Junior High School Grades 7 to 10	Senior High School Grades 11 to 12
NCR- National Capital Region	Total (MF)	57.17%	89.91%	89.68%	62.28%
	Male (M)	56.11%	89.43%	86.06%	54.93%
	Female (F)	58.28%	90.42%	93.47%	70.00%
Total PHILIPPINES	**Total (MF)**	**63.43%**	**93.96%**	**82.89%**	**47.76%**
	Male (M)	**62.59%**	**93.79%**	**78.80%**	**40.65%**
	Female (F)	**64.31%**	**94.15%**	**87.20%**	**55.34%**

Source: DepEd SY 2019-2020 Performance Indicators

The gender gap in dropout rates over time, grade level progression (see graphs below), and school performance is among the key findings in the LCSFC.[41] There is a more pronounced decreasing trend in the percentage of enrolled males compared to females, widening the gender gap over time as the cohort grew older. It seems that the pandemic, with the consequent shift to remote learning and home confinement of children, has narrowed the gap as an increase in the proportion of males enrolled is observed in SY 2020–2021 (W4a). However, the graph following the grade level progression of Grade 5 students in SY 2016–2017 (W1) shows that the gender gap continues to widen for appropriate grade level progression, indicating that males continue to lag behind and those that came back to school during the pandemic are now in lower grade levels than their W1 peers.

[41] United Nations Population Fund. Longitudinal Cohort Study on the Filipino Child. 2019.

Figure 11: Proportion of Cohort Enrolled in School

Wave	Female	Male
W1 (2016 Q4) mean age 10.5	99.0	99.2
W2 (2018) mean age 11.8	99.8	98.1
W3 (2019) mean age 12.8	98.9	96.7
W4 (2020 Q1) mean age 13.7	98.5	94.3
W4a (2020 Q4) mean age 14.4	98.7	96.2
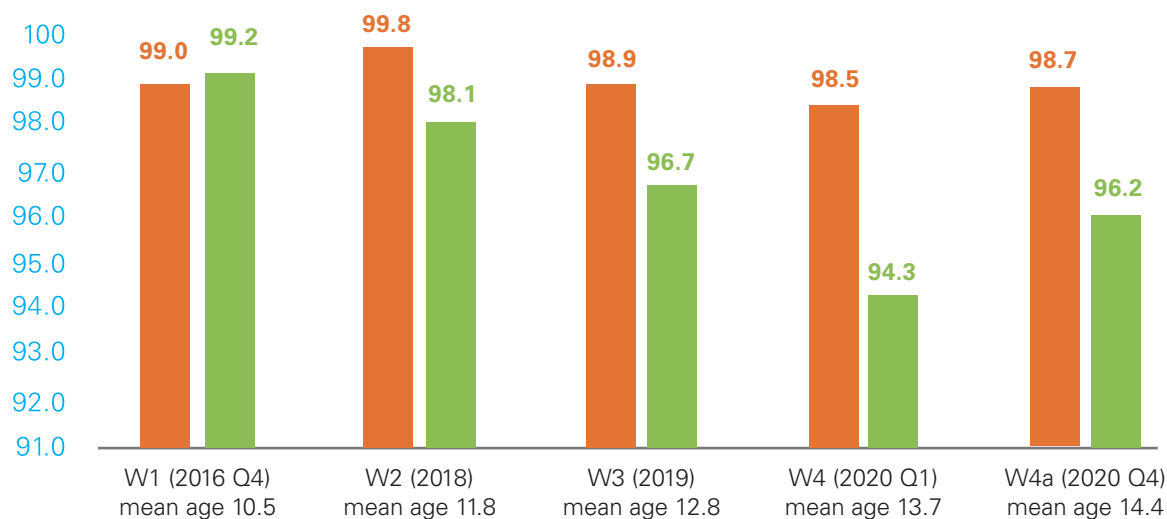
Source: Longitudinal Cohort Study on the Filipino Child

Figure 12: Grade Level Progression
Grade level progression among cohort in Grade 5 at W1 (Baseline)*

Grade	Female	Male
Gr 6 (W2) mean age 11.8	99.6	97.5
Gr 7 (W3) mean age 12.8	99.4	97.1
Gr 8 (W4) mean age 13.7	98.8	94.4
Gr 9 (W4A) mean age 14.4	97.7	92.0
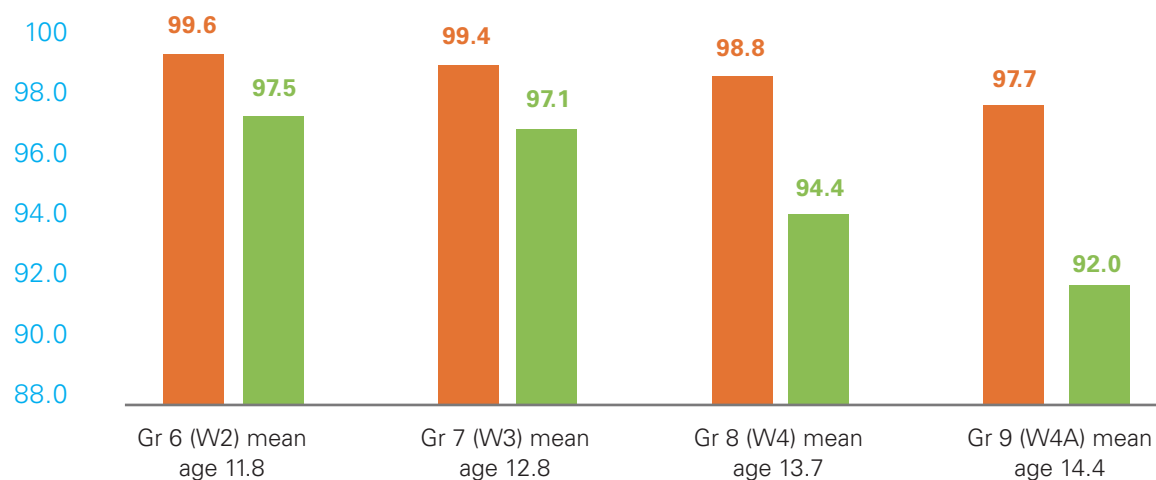
Source:UNFA- Longitudinal Cohort Study on the Filipino Child

A Policy Note on the gender disparity in school outcomes[42] showed that at ages 10 and 11, higher proportions of males than females repeated a grade level, had lower grades, and reported more absences. Of equal concern is the observation that, compared to the female cohort, a higher proportion of males did not aspire for college education and this negative aspiration was similarly echoed by their mothers.

Study findings on school competency, cognitive ability, engagement in risky behaviors, and child work provide possible underlying explanations to the gender disparity in school performance. Males scored lower than females in the school competency scale and cognitive testing instruments administered in the LCSFC (OPS,2019a; Alegado et al, 2020). Furthermore, between Waves 1 through 4 (OPS, 2021), at approximately ages 10 to 13, males were also shown to have a greater propensity to potential risky behaviors such as smoking, consuming alcoholic drinks, watching pornographic videos, having experienced more than kissing, chatting online with strangers, and experiencing being physically hurt by friends. A Policy Note on child work and labor (Largo et al, 2020) showed a significantly higher proportion of the male cohort being engaged in activities mostly (80%) classified as child labor by the age of 10 (31.68% males vs. 22.95% females). Significant associations were observed between engagement in child work/labor and school outcomes. For instance, at ages 10 and 11, children who did not aspire for college education had lower school competency scores and persistently reported school absences were most likely to be engaged in any form of child work/labor. Engagement in child work/labor appears to involve social skills given that children who reported any form of work before age 10 had higher social competency scores or were more involved in organizations and interact more with friends and family.

[42] Alegado, J.L.G., Largo, F.M., Borja, J.B., Mayol, N.L., Bechayda, S.A.,Bautista, C.A.P., Herrin, A.N. 2020. Closing the gender gap in schooling outcomes and cognitive ability among Filipino children. Longitudinal Cohort Study on the Filipino Child. UNFPA-OPS Policy Notes Series_ No.5. USC-Office of Population Studies Foundation, Inc. Retrieved from https://www.opsusc.org/paper_series.php.

Internal Efficiency

The internal efficiency of an education system is measured through the Cohort Survival Rate (CSR) and Completion Rate (CR). The CSR indicates the percentage of pupils or learners in a given cohort who started Grade 1 or Grade 7 and reached Grade 6 and Grade 10, respectively. The CR indicates how many persons in a given age group have completed the relevant level of education. Indicators on school leavers, dropouts, and repetition may help explain the CSR and CR. It must be noted that in the Philippines, there is only information on internal efficiency indicators for the formal basic education levels, not for non-formal education.

Table 6: Cohort Survival Rate and Completion Rate- SY 2009 to SY 2019

School Year	Cohort Survival Rate (%)		Completion Rate (%)	
	Elementary	JHS	Elementary	JHS
SY 2009–2010	74	78	72	74
SY 2010–2011	74	79	72	75
SY 2011–2012	74	79	71	74
SY 2012–2013	74	78	73	75
SY 2013–2014	79	79	78	76
SY 2014–2015	85	81	84	78
SY 2015–2016	88	82	84	74
SY 2016–2017	94	83	93	81
SY 2017–2018	94	86	92	84
SY 2018–2019	97	89	97	89
SY 2019–2020	97	87	97	86

Source: EMISD-EBEIS.

The CSR and CR reflect the success rates for DepEd to encourage learners to remain in the education system and complete their education. With a 97% CSR and 97% CR rate at the elementary level, almost all pupils who started Grade 1 reach Grade 6 and complete the elementary schooling requirements. Table 6 shows significant improvements in DepEd's ability to retain children in school in the last 10 years. The CSR increased from 74% to 97% in Elementary and from 78% to 87% in JHS. The CR improved from 72% to 97% in Elementary and from 74% to 86% in JHS.

Moving forward, elementary schools need to continue to address dropout issues at the primary level. Around 75% of dropouts in SY 2018–2019 and 2019–2020[43] are between Kindergarten and Grade 4, with Kindergarten and Grade 1 accounting for almost 60% of the dropouts in the primary level.[44] The readiness of kindergarten learners for elementary schooling and reading competencies should be strengthened and prioritized.

While the ability to retain learners in school at the secondary level is improving, it still needs major improvements. The CSR in JHS improved from 78% (SY 2009–2010) to 87% (SY 2019–2020) and the CR jumped from 74% CR to 86%. Recent data on dropouts are highest in JHS. Figure 11 shows that the highest number of dropouts is in Grades 7–9. The total number of dropouts for Grades 7–9 constitutes 45% of the total number of learners who dropped out of schooling in SY 2019–2020. Based on the FLEMMS report 2019, children aged 12–15 do not go to school because of lack of personal interest (41.9% of responses) and family income not being sufficient to send the child to school (14.4% of responses).

Figure 13: Dropouts – Kindergarten to Grade 12, SY 2019–2020
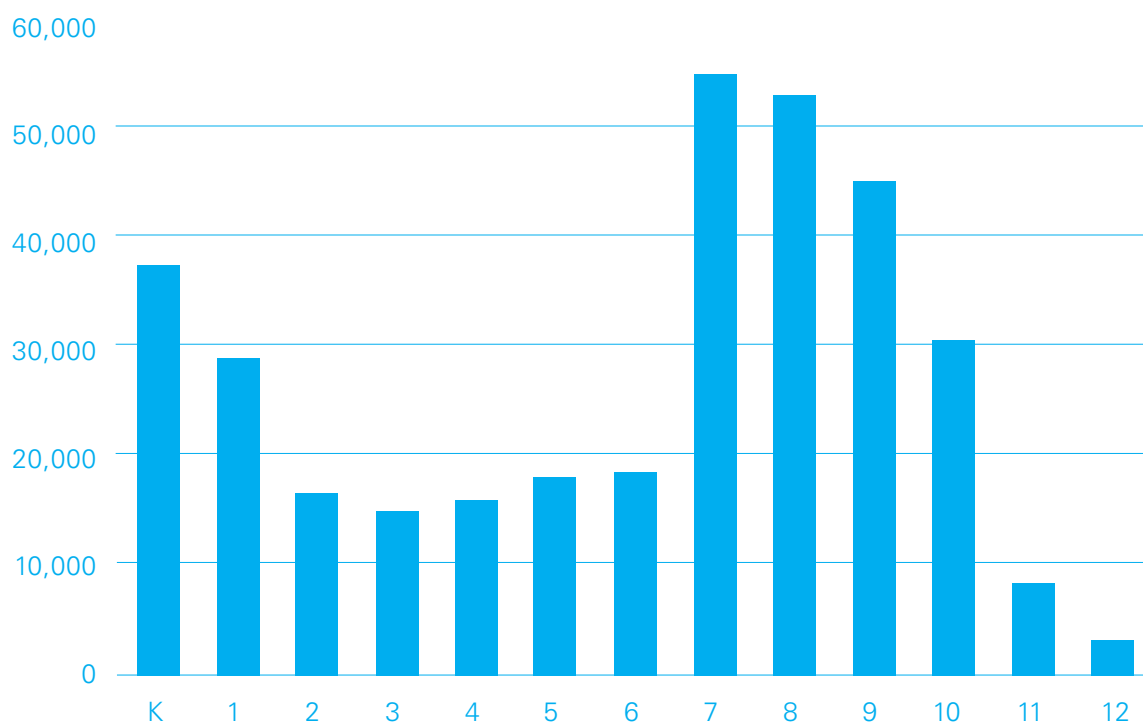
Source: DepEd-EBEIS

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[43] EMISD LIS SY 2018–2019, SY 2019–2020.
[44] Table 7 below in this section offers data on the reasons for not attending school.

When a cohort from Grade 1 to Grade 12 is followed, the completion rate is low with only 50% of Grade 1 cohorts completing Grade 12. The largest attrition may be happening in JHS, possibly pointing to quality or performance issues of learners. Only 5 out of 10 learners graduate from SHS, which may reflect both ineffective back-to-school programs or possibly the changing mindsets in society about the long-term benefits of education. Improving the completion rate is an important challenge for both DepEd and for society in general.

Figure 14: Cohort Survival of Grade 1 Learners in SY 2008–2009 to Grade 12 Graduates in SY 2019–2020, Public and Private

| 100 | 82.98 | 78.42 | 75.43 | 72.48 | 69.73 | 68.50 | 68.62 | 64.71 | 60.54 | 56.83 | 55.61 | 54.79 | 50.05 |

| 1 | 2 | 3 | 4 | 5 | 6 | 6 | 7 | 8 | 9 | 10 | 10 | 11 | 12 |
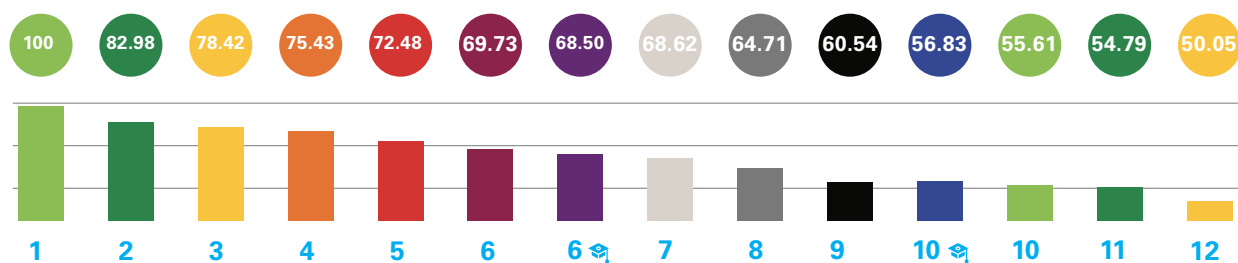
Source: DepEd-EBEIS

3.1.2. The Education of Groups in Situations of Disadvantage and Vulnerability in the Philippines

Pursuant to the 1987 Constitution and the governing law, every Filipino has a right to quality basic education and free public basic education. However, while DepEd is steadfast in bridging the gaps in access to education, there are still disadvantaged and vulnerable groups who are not in school or at risk of being left behind.

Out-of-School Children and Youth

The 2017 Annual Poverty Indicators Survey by the Philippine Statistics Authority estimates that 9.1% of 39 million population aged 6 to 24 years old were not attending school. However, this estimate covers children and youth in both basic education and college ages. A DepEd estimation disaggregating the out-of-school children and youth (OSCY) for the basic education age group of 6 to 17 years old places it at 1,430,000, of which 1,007,000 are males and 425,000 are females.

The COVID-19 pandemic might be aggravating this issue. There is a shift in gender distribution among out-of-school children and youth (OSCY), with more males than females (52%–48% for 6–24 years old, and 61%–39% if limited to 6–19 years old). There are strong incentives to encourage OSCY aged 6–15 to return to formal schooling but this becomes challenging the longer the children are away from school and they slip further behind their age group. A PIDS study[45] found that being overage is a major factor in dropping out. It finds that "when children are older than their cohorts, they lose interest and motivation because they are embarrassed and at risk of being bullied and of developing attitude issues as they progress to the higher grades."

Figure 15: Out-of-School Children and Youth (% distribution) by Per Capita Income Decile and Gender, 2017

Source: Philippine Statistics Authority, 2017 Annual Poverty Indicators Survey
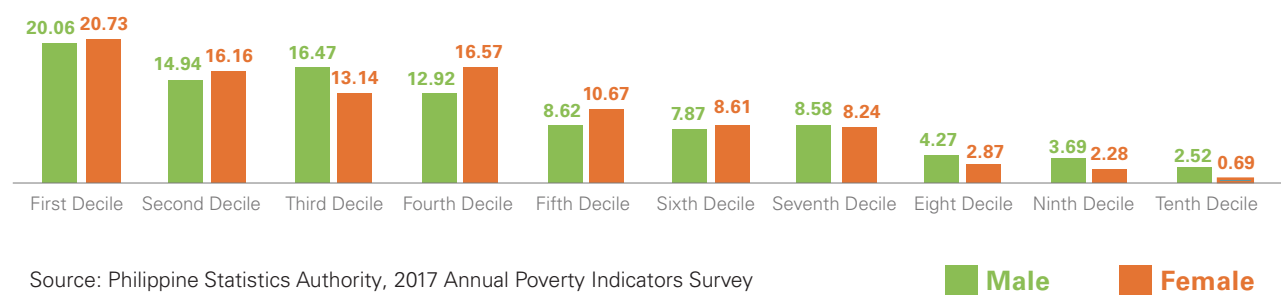
Figure 15 shows that the poor have a higher probability of being out of school. Two-thirds (66.6%) of female OSCY come from the bottom 40% of the population, while the corresponding figure for males is 64.4%.[46]

[45] PIDS Policy Notes No. 2018–17.
[46] Philippine Statistics Authority.

The major reason for not attending school is widely believed to be poverty and the associated costs of attending school. Data from the Philippine Statistics Authority (PSA) suggests that "marriage/family matters" is the major reason for not attending school for young women aged 16–24, which reiterates the earlier reasons given for low attendance in school. It may also be a lack of parental or spousal support for the schooling of females due to traditional gender-role beliefs, cultural norms, and perceptions.

Table 7: Reasons for Not Attending School by Gender and Age, 2017

Reason for not attending school	Male				Female				Both Sexes			
	Total	6 to 11	12 to 15	16 to 24	Total	6 to 11	12 to 15	16 to 24	Total	6 to 11	12 to 15	16 to 24
Accessibility of school	2.0	14.0	-	0.7	0.3	-	-	0.3	0.9	9.6	-	0.4
Illness / disability	11.9	27.0	9.2	10.4	5.4	32.5	17.9	3.8	7.8	28.8	11.8	5.8
Marriage / family matters	2.5	-	1.1	3.4	57.0	-	3.0	61.9	37.0	-	1.6	44.3
High cost of education / financial concern	24.0	13.7	14.7	28.6	14.3	6.4	18.6	14.4	17.9	11.4	15.8	18.6
Employment / looking for work	12.2	-	0.5	17.8	6.2	2.6	2.9	6.5	8.4	0.8	1.2	9.9
Finished schooling or finished post secondary or college	0.1	-	-	0.1	0.1	-	-	0.1	0.1	-	-	0.1
Lack of personal interest	43.8	31.4	71.3	37.0	13.6	27.8	51.5	11.02	24.7	30.2	65.5	18.8
Problem with school record / birth certificate	1.2	4.2	0.3	1.0	0.6	9.8	-	0.3	0.8	6.0	0.2	0.5
Too young to go to school	0.7	6.9	-	-	0.5	18.3	-	-	0.6	10.5	-	-
Others	1.6	2.8	3.0	0.9	2.1	2.6	6.1	1.8	1.9	2.7	3.9	1.6
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**
Number of OOSCYs ('000)	**1,311**	**140**	**281**	**890**	**2,262**	**65**	**117**	**2,080**	**3,573**	**205**	**398**	**2,970**

Note: " – " denotes zero count or less than 0.05%
Source: Philippine Statistics Authority, 2017 Annual Poverty Indicators Survey.[47]

Table 7 shows that the reasons for not attending school differ depending on the age and gender of the learners. Teenagers aged 12 to 15 are not in school largely because of lack of personal interest. Males are more prone to non-attendance, being more affected by peer pressure, risky behavior, or the pressure of needing to augment the family income by working. Males mentioned this 30% more than females. PIDS also found that children residing in regions where the learner-to-teacher ratio is high are likely to lack interest.[48] Males aged 6–11 seem to be the only group significantly affected by difficulty in accessing school. Proximity to a school has almost no bearing on the decision to pursue schooling for all other age groups, regardless of gender. This implies that in terms of

[47] This report is from 2017 but it included disaggregated data by sex. APIS 2019 and FLEMMS 2019 are more recent but did not have that disaggregated data.
[48] PIDS Discussion Paper Series No. 2016-39.

improving participation rates, special attention should be given to elementary-aged males. For all other groups, the economic issues discussed earlier are more pressing compared to simply building more schools in remote locations.

Remote Communities

The government has identified geographically isolated and disadvantaged areas (GIDA)[49] nationwide. This refers to communities with marginalized populations physically and socio-economically separated from the mainstream society and characterized by: 1) physical factors- isolated due to distance, weather conditions, and transportation difficulties (island, upland, lowland, landlocked, hard-to-reach, and unserved/underserved communities), and 2) socio-economic factors (high poverty incidence, presence of vulnerable sector, communities in or recovering from situation of crisis or armed conflict). Many of the Last Mile Schools identified by DepEd are within the GIDA.

There are 10,875 GIDA barangays nationwide, representing 25.87% of all barangays. Regions V, VIII, and IX have the most GIDA barangays, representing 31.23% of the total among the three regions. There are 8,013 barangays without elementary schools, most of them are in GIDA, and eight municipalities without secondary schools, mostly located in the conflict-affected areas of Basilan and Maguindanao in BARMM and in Palawan. There are 1,044 remote and 86 extremely remote schools nationwide based on the result of remoteness index analysis.

[49] GIDA is a classification that originated from the Department of Health and the analysis is conducted at the municipal level.

Children and Youth with Disabilities

Philippine and international laws guarantee the right of children and youth with disabilities to access quality education. The constitutional right to access quality education applies to all citizens, including persons with disabilities. The Education Act of 1982 and the Child and Youth Welfare Code also mandate that the right to quality education should be afforded to all without discrimination on the basis of physical and mental conditions, while such education should be commensurate to the abilities and special needs of certain learners. The Magna Carta for Persons with Disabilities also provides that persons with disabilities have the same rights as other people to take their proper place in society and their rights must never be perceived as welfare services by the government. The Magna Carta specifically provides for the right of persons with disabilities to the provision of adequate access to quality education and ample opportunities to develop their skills, and the corresponding duty of the State to ensure this right. It demands that special requirements of persons with disabilities be considered by the State in the formulation of education policies and programs. The Magna Carta obligates the national government to allocate funds that are necessary for the effective implementation of the special education program nationwide, while the local government units may likewise appropriate counterpart funds to supplement national funds. Recently, RA 11510 or the Alternative Learning System Act was enacted on December 23, 2020, aiming to, among others, design specialized programs for learners with disabilities, taking into consideration their different levels of learning needs and other functional difficulties in the development of instructional materials and learning resources in accessible formats (Sec. 3).

Internationally, the Convention on the Rights of the Child (1989) provides for the right of the child to education (Art. 28) and obligates State Parties to respect and ensure the rights set forth in the Convention to each child within their jurisdiction without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, color, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status (Art. 3). Under the Convention on the Rights of Persons with Disabilities (UNCRPD, 2006), State Parties, including the Philippines, have the duties to recognize the right of persons with disabilities to education, with a view to realizing this right without discrimination and on the basis of equal opportunity. State Parties should thus ensure an inclusive education system at all levels and lifelong learning directed to (a) the full development of human potential and sense of dignity and self-worth, and the strengthening of respect for human rights, fundamental freedoms, and human diversity; (b) the development by persons with disabilities of their personality, talents, and creativity, as well as their mental and physical abilities, to their fullest potential; and (c) enabling persons with disabilities to participate effectively in a free society (Art. 24). State Parties of the UNCRPD have the duty to, among others, ensure that persons with disabilities are not excluded from the general education system on the basis of disability and that "persons with disabilities can access inclusive, quality, and free primary and secondary education on an equal basis with others in the communities in which they live."

Pursuant to RA 7277, as amended, the State is mandated to ensure that persons with disabilities are provided with accessible and quality education, as well as opportunities to develop their skills, taking into consideration their special requirements. For the purpose of the establishment, maintenance, and support of a complete, adequate, and integrated system of special education for the visually impaired, hearing impaired, persons with mental health conditions, and other types of exceptional children, DepEd is directed to establish special education classes in public schools in cities or municipalities, as well as Braille and record libraries in provinces, cities, or municipalities. DepEd, with the other education agencies, should also provide vocational, technical, and other training programs, and non-formal education to persons with disabilities.[50]

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[50] Republic Act No. 7277, as amended, Sections 12 to 17, 32.

When compared to the country's compliance to UNCRPD commitments, the initial report finds that (a) there is still a lack of measures to provide for inclusive and mainstreamed education for persons with disabilities, (b) there is a low number of children with disabilities enrolled in elementary schools, and (c) the education of children, young persons, and adults with disabilities in regular educational facilities is hindered by the barriers to accessibility and the lack of a universal design for learning and reasonable accommodations in all academic and social aspects of student life. To address this, DepEd issued DepEd Order No. 44, s. 2021, entitled "Policy Guidelines on the Provision of Educational Programs and Services for Learners with Disabilities in the K to 12 Basic Education Program."

The DepEd program for children with disabilities (CWD) represents 1.34% of the total enrollment. However, according to the World Health Organization (WHO), about 15% of the world's population live with some form of disability, of whom 2–4% experience significant difficulties in functioning.[51] The same report predicts that the global estimate for disability is on the rise due to population ageing, the rapid spread of chronic diseases, and improvements in the methodologies to use to measure disability.

Muslim Children and Youth

BARMM has the lowest levels of performance indicators related to access. BARMM is an outlier compared to other regions: the difference in net enrollment between NCR and BARMM is 3.5 p.p. in Kindergarten, 18 p.p. in Elementary, and a staggering 53 p.p. in JHS and 52 p.p. in SHS. This disadvantage begins early in schooling: while gross enrollment is competitive at the kindergarten and elementary levels (96.01% and 86.62% compared to the national averages of 90.21% and 101.13%, respectively), in secondary education the figures are 58.38% for JHS and 31.64% for SHS, compared to 102.12% and 78.18%, respectively, at the national level. This lack of access

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51 World Health Organization. 10 Facts on disability. https://www.who.int/news-room/facts-in-pictures/detail/disabilities

is worse for males. In addition, BARMM is also an outlier in terms of Elementary School Leaver Rate (4.87%) and Completion Rate (72.94%) when the corresponding averages for other regions are 0.52% and 96.17%, respectively. In short, less learners are entering school, more are dropping out, and even less are completing elementary school. This sets the stage for continued poor indicators at the secondary school level.

Children and Youth of Indigenous Cultural Communities

The population of Indigenous Peoples (IP) in the Philippines is estimated to be between 12–17% of the national population. Using 2015 figures of the Philippine Statistics Authority,[52] which puts the national population of 5- to 19-year-old youth at 31,528,047, the IP population of the same age range would be between 3,783,366 to 4,413,926. With the population of IPs continuing to be an estimate at all governance levels (national to barangay), education data on IP learners relying on a total population with which to compare like Net Enrollment Rate (NER) remain to be estimates at best. This makes setting of program targets on IP learners a challenge for the IP Education Program.

Globally, IP communities still face some challenges such as limited access to formal education, absence of recognition of their identities and cultures, inadequate provision of supplies in schools, and absence of sufficient number of teachers who speak indigenous languages.[53] The quality of data gathering by field personnel is also crucial since a degree of trust is a prerequisite to self-disclosure of IP identity. Also, disaggregation of other data sets that may be useful for analysis (e.g., percentage of the literate population who are IPs, performance of IPs in the National Achievement Test [NAT]) still needs to be included in the system. These cumulative experiences, compounded by other socio-economic pressures and difficulties experienced by IP communities, bring about the observed higher dropouts, lower enrollment and poorer performance of IP learners compared to learners who belong to the ethnic populations considered dominant in the country[54] (e.g., Tagalog, Ilocano, Bisaya).

[52] Philippine Statistics Authority. 2019. 2019 Philippine Statistical Yearbook. Philippine Statistics Authority. Manila, Philippines.
[53] United Nations-Department of Economic and Social Affairs. 2017. State of the World's Indigenous Peoples: Education. New York, USA.
[54] Ibid.

3.1.3. A Rights-Based Education Through Inclusion Programs

According to the Inclusive Education Policy Framework for Basic Education, "inclusive education contributes to the realization of the Department's commitment to quality, equitable, culture-based, and complete basic education, which is premised on its mandate to protect and promote the right of every Filipino citizen to such education services."[55] In this context, the inclusiveness of K to 12 Education is expressed through DepEd's existing inclusion programs such as the following:

Special Education Program

Appropriate Special Education (SPED) programs and services are provided for learners with disabilities. These programs and services refer to early intervention programs, curriculum adaptations, learning resource support, guidance programs, and transition programs. To address the learners' health and medical needs, the schools' referral system to medical and allied medical-service providers is an essential part of services for learners with disabilities.

Figure 16: Children and Learners with Disabilities in Special Education Programs, SY 2019–2020

Source: DepEd EBEIS

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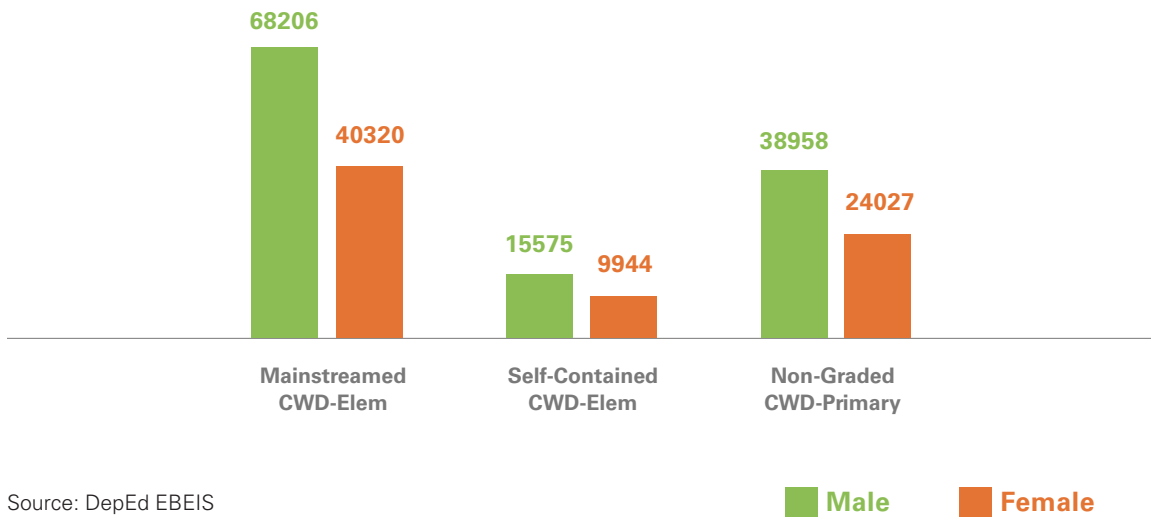
[55] Department of Education. DepEd Order No. 21, s. 2019, Annex 5. Inclusive Education Policy Framework for Basic Education.

There was a total of 360,879 learners with disabilities in SY 2019–2020. Males represent 57.76% of SPED enrollment, representing a 15.53 p.p. advantage over females. Statistically, there is no reason why more males should exhibit disabilities in any general population; therefore, the wide gender gap can be attributed to other factors that determine school participation of female children and youths with disabilities.

Findings from the LCSFC[56] 2016 baseline survey indicated that marginalized children (at age 10), specifically children with disabilities, those living in areas prone to armed conflict, in geographically isolated and disadvantaged areas (GIDA), or are classified as IP, were at increased risk of poor outcomes compared to the non-marginalized.

Table 8: Proportion of Index Children with Vulnerabilities by Marginalized Sector[a]

Characteristics	Children with disabilities	AC	GIDA	IP	NM	All
Ever repeated a grade***	35.5	12.5	18.1	16.9	10.5	11.8
Sick last 6 months**	42.3	17.4	40.9	29.4	29.1	29.1
Stunted ***(n=4925)	47.7	36.0	44.8	43.9	29.6	32.0
Low BMI-for-age(n=4925)	21.5	13.1	22.3	19.1	15.3	15.9
Low diet diversity scores**	60.0	56.0	46.5	63.9	54.6	55.4
Hungry but did not eat(n=4908)	54.9	51.4	39.0	46.8	42.0	43.0
Physically hurt by friends**(n=4823)	43.0	37.6	40.7	28.3	39.5	38.5
Physically hurt by parents(n=4817)	24.9	22.2	17.1	16.2	15.6	16.2
Physically hurt by adults**(n=4764)	33.3	26.8	23.1	16.3	22.6	22.4

AC- armed conflict, BMI- body mass index, GIDA- geographically isolated and disadvantaged areas, IP- indigenous peoples, NM- non-marginalized

[a] Weighted results are presented as percentages. Tests for significant differences in weighted proportions were based on Pearson's chi-squared test of independence. Significantly different across categories at ** $p < 0.05$, *** $p < 0.01$

Source: Longitudinal Study on the Filipino Child 2016.

[56] UNFPA. Longitudinal Cohort Study on the Filipino Child 2016.

The baseline survey was followed by a qualitative study in 2017 focusing on the different groups of marginalized children. In-depth interviews of 10-year-old children were conducted, aiming to provide a voice to these marginalized children and obtain context to their circumstances and vulnerabilities. While the baseline survey did not include gender identity questions, given that the sample was deemed too young for these, the qualitative study included focus group discussions among gay and lesbian adolescents aged 15–19 and inquired about their circumstances at age 10.

Among the marginalized children, those with disabilities appear the most in need of support, not just from their own households but from their communities as well. Very few of the children reported to be in any form of professional therapy. A common desire among their families was for these children to live as independently as possible. To achieve this, they require much support in terms of information, training, infrastructure, and rehabilitation measures. The data also showed a need to provide psychosocial and logistical support to the children's caretakers and families.

The qualitative data showed vivid descriptions of the many forms of bullying experienced by marginalized children. Having to deal with bullying, on top of their vulnerabilities, brings their suffering to a whole new level. None of the children interviewed reported getting any counseling or mental health support from the school or the community. Among caregivers and parents, marginalized female children who are approaching puberty raise additional worries that include concerns over the children's capacity to handle themselves in school and in high-risk sexual situations. These findings point out the need to empower both children and parents/caregivers on sexual reproductive health information and available services/support.

The Department of Education conducted the National Training of Trainers (NTOT) for Multi-factored Assessment Tools (MFAT) for the Luzon Cluster on November 6-10 in Puerto Princesa City. More than 200 Grade 1 and SPED teachers, school heads, and regional and division supervisors attended the training to acquire knowledge in assessing learners who may exhibit developmental advancement or delay.

Covering the five domains of learning—cognitive, communication, socio-emotional, motor, and daily living skills—the MFAT will help teachers provide appropriate intervention programs and proper placement to Learners with Disabilities (LWDs).

Indigenous Peoples Education Program

Republic Act No. 8371, also known as the Indigenous Peoples (IP) Rights Act of 1997, mandates all government agencies to recognize and promote the rights of Indigenous Cultural Communities/Indigenous Peoples within the framework of national unity and development. DepEd Order No. 62, s. 2011, entitled *Adopting the National Indigenous Peoples Education Policy Framework,* advocates for and fosters an educational system that is inclusive and respectful of IP learners and communities. This serves as an instrument for promoting shared accountability, continuous dialogue, engagement, and partnership among government, IP communities, civil society, and other education stakeholders in upholding the IPs learners' rights to culture-based education.[57] DO 62, s. 2011 was also further reinforced by the implementation of the K to 12 Program, which includes in its principles and standards the curriculums being learner-centered, inclusive, and culture-sensitive.

Figure 17: Indigenous Peoples Learners, Public School Enrollment, 2008–2020

Source: DepEd EBEIS
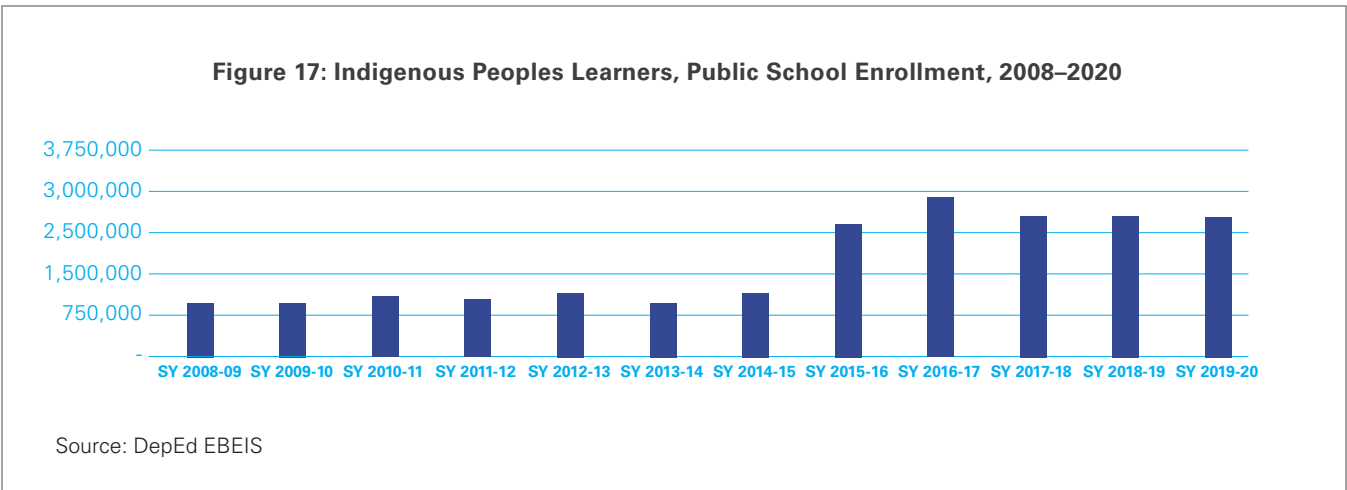
The nationally coordinated implementation of the IP Education Program started in 2013 and by SY 2015–2016, a 110% increase in IP learners' enrollment was noted. This is a result of the cumulative efforts of DepEd in partnership with IP communities to create, communicate, and institutionalize the respect for cultural integrity and dignity of IP communities as concretized by policies and practices that promote culture sensitivity and responsiveness towards IP communities and learners. This change in the relational dynamic has encouraged parents and learners to declare their IP ethnicity, which is then captured in enrollment data. The fluctuations in enrollment data from SY 2015–2016 onwards reveal that work still needs to be done to eliminate and/or correct sources of data inaccuracies. This also reflects the wider social factor of ongoing debates about how IP ethnicity is understood.

IP learners are in 41,731 public schools nationwide, or 79.19% of all public schools. IP learners represented 9.48% of enrollment in SY 2019–2020. Almost half of these (47.13%) come from just four regions: BARMM (15%), Region XI (12%), CAR (10%), and Region IX (9.5%). The gender ratio for this subset of the population observes the national pattern: more males in elementary then it shifts to reflect more females being retained in high school.

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[57] Department of Education. DepEd Order No. 62, s. 2011.

Madrasah Education Program

With the passage of RA 11054 or the Organic Law for the Bangsamoro Autonomous Region in Muslim Mindanao, the basic education system in BARMM is placed under the Bangsamoro Government, although remaining as a subsystem of the national education system. The mandate to establish, maintain, and supervise Madaris education, as well as to ensure the integration of the teaching of Islamic and Arabic studies into basic education curricula for Muslim pupils and students in public schools, is also lodged in the Bangsamoro Government.

Muslim learners have grown steadily since 2015, exhibiting the same patterns as the general population. This is a positive development in terms of integration and tolerance and highlights the fact that significant Muslim populations are found outside Mindanao. They represent around 5% of total enrollment and while being a Muslim is not automatically a disadvantage, there are significant segments of the Muslim population that suffer from poverty, discrimination, disability, and others that warrant focused attention from DepEd.

Figure 18: Muslim Learners Nationwide, by Gender and Level, 2015–2019

Source: DepEd EBEIS
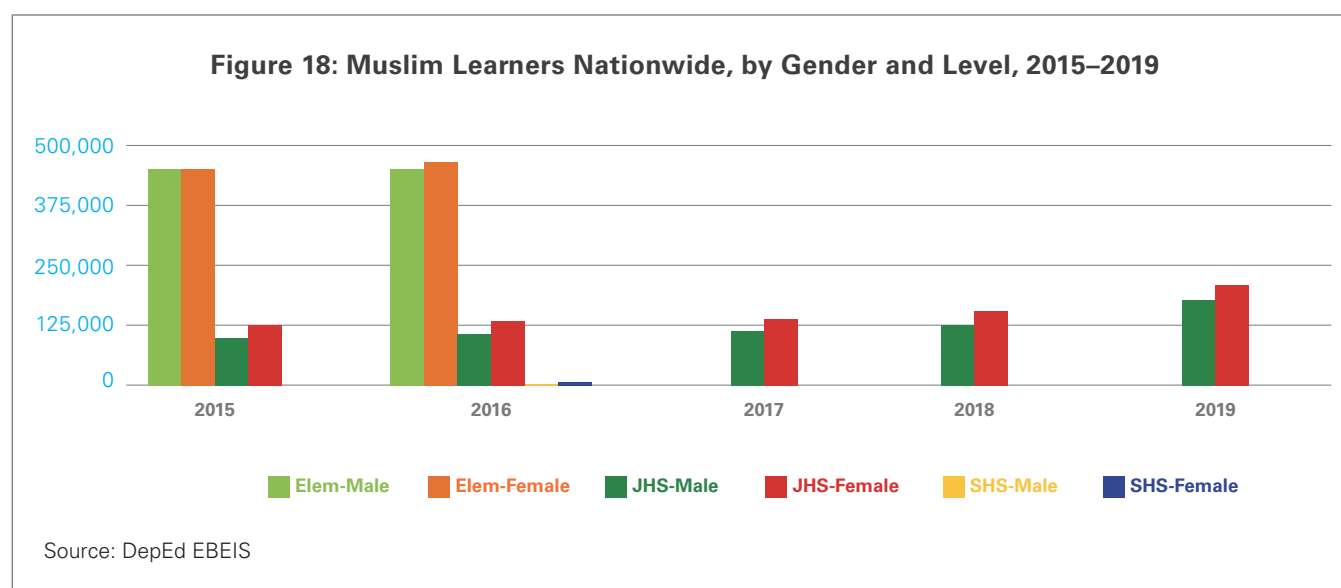
The Madrasah Education Program (MEP) is a comprehensive program that aims to provide Muslim learners with appropriate and relevant educational opportunities within the context of their cultures, customs, traditions, beliefs, and interests through the integration of the Arabic Language and Islamic Values Education (ALIVE) in the K to grade 6 curriculum in public schools and private *madaris* so that every Muslim Filipino will have the intellectual and educational capacity to participate in nation building.

There was a total of 168,497 learners enrolled under the ALIVE program in SY 2019–2020, with almost 89% of them in elementary school and 11% in secondary school. Four regions in Mindanao represent 87% of enrollment: BARMM (42%), Region XII (21%), Region IX (13%), and Region X (11%). This program has encountered various issues in the past, including lack of resources, teacher qualifications, and appropriateness of curriculum. The number of males and females is similar, with slightly more males in elementary and more females in secondary education. The BARMM Ministry of Basic, Higher and Technical Education (MBHTE) is currently preparing their own education sector analysis and education sector plan, which will address most of these issues in that region.

Multigrade Program in Philippine Education

In 1993, DepEd launched the Multigrade Program in Philippine Education (MPPE) with the objective of improving equitable access to quality elementary education, particularly in isolated and poor communities. It is anchored on the Basic Education Act of 2013. DepEd has defined standards, mechanisms, and processes in the organization of multigrade classes; adoption of multigrade teaching; the content of the specific curriculum; mode of instruction; provision of education resources, incentives, and benefits for teachers; creation of appropriate learning environments; and monitoring and supervision of schools. The program has a clear orientation to ensure inclusive and equitable quality education for all school-age children. There are multiple challenges as this program works in isolated communities that are difficult to reach and where management and supervision are also difficult.

According to a study conducted by SEAMEO INNOTECH for DepEd and UNICEF, the number of multigrade schools has been declining, from 12,799 in SY 2009–2010 (33.37% of the public elementary schools) to 12,282 in SY 2014–2015 (31.76%), and just 7,234 in SY 2017–2018 (18.6%). The regions with more multigrade schools are Eastern Visayas (19.41%), CAR (9.51%), and Cagayan Valley (7.64%).[58] The contributing factors to successful implementation were related to instructional delivery, traditional assessment, parental and community engagement, teacher motivation and commitment, and school leadership. According to the study, the main challenges are linked to the multiple roles of the teachers, the difficulties for school heads and supervisors to provide adequate instructional support, and the absence of a responsive M&E system.

Alternative Delivery Mode

Alternative Delivery Modes (ADM) are tried and tested alternative modalities of education delivery within the confines of the formal system that allows schools to deliver quality education to marginalized learners and those at risk of dropping out to help them overcome personal, social, and economic constraints in their schooling. ADM provides formal education options to learners enrolled in the formal school but who cannot regularly attend school for a number of reasons. The target learners are marginalized learners, children whose parents are always moving, sick children, children/youth working at daytime, late enrollees, and children at risk of dropping out. ADM is implemented in existing kindergarten, elementary, and secondary schools, and it uses the same K to 12 curriculum. As of SY 2018–2019, DepEd has recorded 15,512 learners undergoing the program. ADM is often confused with ALS, as they have similar aspects in terms of flexibility, use of modules, and time away from school. However, ADM enrollment is still counted within formal school enrollment, while ALS learners are individuals who are no longer enrolled in formal schools.

Last Mile Schools

The Last Mile Schools (LMS) is a comprehensive response for schools that do not fall under the usual planning parameters because of factors related to isolation and marginalization.[59] Most of these schools are in remote areas and GIDA. The communities where the schools are located also tend to lack other basic services. To help address this problem, the Department of Education identified 2,298 LMS that will be the focus of significant

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[58] Education Management Information Systems Division, DepEd (SY 2017–2018).

[59] According to DM 59, 2019, these are some characteristics used to identify Last Mile Schools: having less than four classrooms; having makeshift or nonstandard rooms; absence of electricity; have not been allocated funds for repairs or new construction projects in the last four years; with travel distance of more than one hour from town center, or with difficulty of terrain; having multigrade classes/rooms; with less than five teachers; having less than 100 learners; with more than 75% Indigenous People learners.

interventions over the next few years. These are mostly multi-grade schools that are in remote locations and do not have enough school-aged population to warrant more educational resources in the past. CAR and Regions VIII, IV-B, and VII represent 61.71% of identified LMS.

The program will build classrooms; replace makeshift or nonstandard classrooms with standard ones; provide furniture; and install solar panels, water supply, learning materials, and ICT equipment. These schools will also be the focus of a more holistic set of interventions that will include more operating expenses, more teachers and teacher training, and other important inputs.

Pantawid Pamilyang Pilipino Program (4Ps)

DepEd has a total of 8.2 million learners that come from the Pantawid Pamilyang Pilipino Program (4Ps) beneficiaries. The conditional cash transfer program, implemented by the Department of Social Welfare and Development (DSWD), provides financial incentives for poor families that enroll and keep their children in school, thus potentially having a significant effect on participation. Region V, BARMM, Region VI, and Region IV-A have the biggest share of 4Ps beneficiaries. The allocation of beneficiary slots does not appear to follow a distinct pattern, as the distribution does not appear to be influenced largely by the size of enrollment in the region, nor the poverty incidence in the region. Further study on this is desirable.

Alternative Learning System

DepEd created the Alternative Learning System (ALS) as a parallel learning system that provides a practical option to the existing formal instruction for those youth and adults who did not finish basic education. It offers a basic literacy program for those who never attended school, and elementary and secondary level programs for those who dropped out of the formal education system. The Governance Act for Basic Education (RA 9155) stipulates the establishment of the ALS to provide out-of-school children, youth, and adults with basic education. RA 11510 or the Alternative Learning System Act, signed into law in December 2020, provides that DepEd will strengthen the implementation of a range of priority non-formal education programs. This Act specifies which government agencies will assist DepEd in the implementation of ALS, e.g., CHED will promote among higher education institutions (HEIs) the admission of ALS Accreditation and Equivalency (A&E) test passers; TESDA will assist DepEd "in equipping ALS learners with technical-vocational skills and provide access to national certification, as applicable, to improve their work readiness." The coordination with the LGUs and local school boards is also regulated in that Act.

The ALS Act further strengthened other aspects such as 1) the expansion of ALS for learners with disabilities, 2) the creation of a Bureau of Alternative Education, 3) the provision of conducive teaching and learning environments for ALS including establishment of school based CLCs and mandating at least one CLC in every municipality and city, 4) enhancement of post-program options, and 5) expanded financing using the Local School Board Special Education Fund and tax credits for private sector investments.

There were 760,000 learners in ALS programs in 2019, with 75% of them in A&E Secondary. However, there was a significant decline in 2020, to almost 480,000 ALS learners. The reasons for such decline are related to 1) with 60% of ALS learners employed, the economic downturn due to COVID-19 lockdowns resulted in lower enrollment in ALS as learners and potential learners prioritized finding income and livelihood over pursuing education and training; 2) for ALS learners who are parents, they prioritized supporting their younger children in remote learning;

and 3) with majority of the ALS learners looking forward to being certified through the program, the uncertainty that they will get their diplomas/completion certificates amid COVID-19 resulted in the lower enrollment in A&E. The gender trend in formal schools is also reversed in ALS: two-thirds of ALS learners are male, providing hope that while more males do not complete high school compared to females, they try and make it up by enrolling in ALS if possible.

Child Rights and Child Protection

With the issuance of DO 3, s. 2021 in January 2021, two new units have been created in DepEd—the Child Protection Unit (CPU) and the Child Rights in Education Desk (CREDe). In recognition of the significance of the child's right to protection against all forms of violence and abuse, the CPU was created to fully implement DepEd's policy of zero tolerance of such violence and abuse. In pursuance of the holistic development of the child, the CREDe was created, envisioning child-centered and child-caring basic education schools, learning centers, and offices, which respect, protect, promote, and fulfill the dignity and rights of the child in basic education so they may lead productive and happy lives as they participate in nation-building. The CREDe, using a child rights and legal lens, will perform functions pertaining to policy formulation, monitoring, and reporting of the implementation of the rights of the child in basic education, and building awareness and advocacy of these rights to be infused into DepEd's work and mandate.

In DO 3, s. 2021, DepEd recognizes that the 1987 Constitution and other domestic and international laws, primarily the United Nations Convention on the Rights of the Child, guarantee a range of rights of children to promote their overall well-being. These rights of the child in basic education encompass not only the right to accessible and quality education, but also the rights in education such as the right against discrimination, right to health, right to participation or the right of a child capable of forming an opinion to have one's views heard and seriously considered in accordance with his/her age and maturity, right to religion, right to rest and play, and right to protection against all forms of violence, abuse, neglect, cruelty, exploitation, and maltreatment, as guaranteed in international and domestic laws.

DepEd embraces a rights-based approach to education. Its mandate under the Governance of Basic Education Act of 2001 to ensure access to, promote equity in, and improve the quality of basic education is based on the rights of the child and youth—the rights-holder—as enshrined in the 1987 Constitution and other domestic and international laws, which is a legal obligation of DepEd as a duty-bearer to uphold. The 1987 Constitution enshrines the right of all citizens to accessible and quality basic education and the corresponding duty of the State to protect and promote this right. It also prescribes the duty of all educational institutions to include the study of the Constitution as part of the curricula and to inculcate patriotism and nationalism; foster love of humanity, respect for human rights, and appreciation of the role of national heroes in the historical development of the country; teach the rights and duties of citizenship; strengthen ethical and spiritual values; develop moral character and personal discipline; encourage critical and creative thinking; broaden scientific and technological knowledge; and promote vocational efficiency.

DepEd performs its mandate because it respects, protects, fulfills, and promotes the rights of the child to accessible and quality basic education and the rights of the child in basic education. Basic education is a matter of right of the child and youth, the rights-holder, and not a matter of charity, benevolence, or mere provision of services to address needs without a duty. DepEd, as a duty-bearer, is legally obligated to uphold this right and perform its mandate.

With a rights-based education framework and approach, DepEd acknowledges that all the rights of the child to and in basic education are interdependent and indispensable, and must be realized. The enjoyment of the right to protection against bullying affects the exercise of the right to access to education as bullying can be a cause for learners dropping out of school. Bullying can also affect the exercise of the right to quality education as it causes bullied learners to be absent from class, which affects their performance and grades. Thus, it is necessary to uphold children's and learners' interdependent rights in three interrelated dimensions: the right to access to education, the right to quality education, and the right to respect in the learning environment, which includes the right to respect for identity and non-discrimination, the right to bodily and mental integrity and protection against physical and psychological violence, and the right to participation of children in matters affecting them.[60]

In DepEd's rights-based education (RBE-DepEd), children and their rights are at the center of policies, programs, projects, and activities pursuing the holistic development of the child and the vision of child-centered basic education institutions where happy, well-rounded, and smart children and learners enjoy their rights in schools, learning centers, and other learning environments served by a learner-centered and rights-upholding DepEd. Thus, in RBE-DepEd, programs pertaining to child protection, student governance and participation, health and nutrition, and gender sensitivity, for example, are not viewed as extra, disparate, or peripheral programs in basic education. Instead, these programs are cohesively and consistently treated as an integral part of RBE-DepEd, where the right to access to education, the right to quality education, and the right to respect in the learning environment are interdependent and indispensable and should all be realized with both the performance of obligations by duty- bearers and the active participation of children as rights-holders.

RBE-DepEd serves as a framework and lens. As a framework, RBE-DepEd brings together policies, programs, projects, and activities in a consistent, cohesive, and commonly embraced framework, which puts the broad range of the rights of the child to and in education at the center of these policies, programs, projects, and activities within the three dimensions of the right to access to education, the right to quality education, and the right to respect in the learning environment. As a lens, it provides a lens and guide to DepEd with other stakeholders in education, as duty-bearers, on how policies, programs, projects, and activities in DepEd are proposed, planned, implemented, monitored, and evaluated to respect, protect, fulfill, and actively promote children's interlinked and indispensable right to access to education, right to quality education, and right to respect in the learning environment. Thus, policies issued by DepEd and inputs to legislation have been anchored on, and infused with, education rights using RBE-DepEd.

In RBE-DepEd, children are acknowledged as active agents in their education and not merely passive recipients of education services. They should therefore be capacitated as rights-holders to claim their rights in a positive manner while duty-bearers are also capacitated and supported to respect, protect, fulfill, and promote them to build a positive climate, culture, and learning environment. While RBE-DepEd is largely supported by the rights of the child, it also applies to learners in basic education who are no longer children or below 18 years old through the use of legal bases that apply to persons who are no longer children, such as the constitutional rights to and in education and international human rights instruments like the International Covenant on Economic, Social, and Cultural Rights and the Convention on the Rights of Persons with Disabilities.

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[60] UNICEF, UNESCO. 2007. A Human Rights-Based Approach to Education for All: A framework for the realization of children's right to education and rights within education. p. 10.

Among the PISA-participating countries, the information reported by learners reveals that the Philippines has the highest incidence of bullying, with 65% of learners reporting that they were bullied at least a few times a month, compared to 23% on average across OECD countries. Around 29% of these learners reported to have skipped a day of school and 61% of learners had arrived late for school during that period. This is consistent with a study that reported that three in five respondents experienced bullying or peer violence during childhood. More females (70.5%) than males (59.8%) had experienced bullying.[61] In 2020, these forms of bullying might have carried over to the online space, as schools were closed and classes were held through a blended learning modality. Cyber bullying is also prevalent in the Philippines as 43.8% of young people between 13 and 18 years of age experienced cyber violence in 2016, in the form of verbal abuse over the internet or cellphone or sexual messages. The prevalence was slightly higher for males (45.3%) than for females (42.2%).[62] In the same report, 14.3% of the respondents who attended school declared having experienced physical violence in school. The prevalence of violence in children is similar regardless of socio-economic class. Some of this violence targets individuals or groups on the basis of their gender. According to a baseline study conducted by the Council for the Welfare of Children, 2 out of 3 children experienced physical violence, 1 out of 4 experienced sexual violence, 2 out of 5 experienced psychological violence, and 2 out of 3 experienced violence from their peers.[63] According to the 2017 National Demographic and Health Survey, in the Philippines, 1 in 20 females aged 15–49 have experienced sexual violence in their lifetime.[64] The lesbian, gay, bisexual, and transgender (LGBT) community is particularly at risk of sexual violence at school, often from peers.

The majority of the marginalized children who participated in the qualitative study (OPS 2019b) were enrolled in school and bullying was reported to be experienced while in school, particularly among children with disabilities. A Policy Note dedicated to bullying[65] (Largo et al, 2019) highlighted the consequences of bullying among 10-year-old baseline children (see table and figure below). In this cohort study, where 98% of the 10-year-old children were in school, about 38% have reported being physically hurt and 45% being emotionally hurt by friends/classmates. Multivariable models show that children who reported violence from their peers were less likely to have higher grades, more likely to miss classes, and less likely to aspire for a college education.

[61] UNICEF Philippines. 2017. National Analysis of the Situation Affecting Women and Children in the Philippines: Assessment Report.
[62] Council for the Welfare of Children and UNICEF. 2016. National Baseline Study on Violence Against Children in the Philippines, Executive Summary. p. 8.
[63] UNICEF-CWC Baseline Study. 2015.
[64] UNFPA. Gender-Based Violence Prevention and Response. https://philippines.unfpa.org/en/node/15307
[65] Largo, F.M., Bacungan, C.C., Alegado, J.L.G., Borja, J.B., Mayol, N.L., Bechayda, S.A.,Bautista, C.A.P., Herrin, A.N. 2019. Reducing the incidence of bullying and improving elementary school performance: Enhancing effectiveness of school programs. Longitudinal Cohort Study on the Filipino Child. UNFPA-OPS Policy Notes Series_No. 2. USC-Office of Population Studies Foundation, Inc. Retrieved from https://www.opsusc.org/paper_series.php.

Table 9: Types of Reported Violence on Children by Friends or Classmates by Island Group[1]

Type of Reported Violence	Luzon	Visayas	Mindanao	All
Reported that friends or classmates hurt their feelings[c] (n=4,820)	44.9	48.7	41.1	44.6
Reported being physically hurt by friends/classmates[a,c] (n=4,823)	37.2	44.1	36.8	38.5
Reported that parents hurt their feelings[a,b] (n=4,823)	17.1	24.3	27.8	21.4
Reported being forcefully hurt by parents[a,b] (n=4,817)	9.3	23.8	24.3	16.2
Reported being physically hurt by adults[a,b,c] (n=4,764)	18.8	30.7	23.6	22.4
Has witnessed any physical violence at home[a,b] (n=4,815)	22.2	38.1	36.0	29.0

[1] Test for significant differences in weighted proportions was based on Pearson chi-square test for independence
[a] Significantly different at $p<0.05$ between Luzon and Visayas; [b] Luzon and Mindanao; [c] Visayas and Mindanao

DepEd continues to strengthen its policies, programs, and structures to ensure child protection and address related issues in schools, including bullying, child abuse and exploitation, discrimination, and violence. DepEd's Child Protection Policy[66] enunciates its zero tolerance against all forms of abuse, violence, exploitation, neglect, discrimination, and all other forms of maltreatment against learners. DepEd also issued the Implementing Rules and Regulations of RA 10627 or the Anti-bullying Act of 2013,[67] and it also has a Department policy to address concerns of children-at-risk (CAR) and children in conflict with the law, among other policies aimed at the protection of children.

All schools are also mandated to have Child Protection Committees composed of school personnel and other stakeholders, including a representative of the learners themselves. All DepEd governance levels have roles and responsibilities towards child protection.

Under its capacity building programs, among other child protection programs, projects, and activities, DepEd has produced a pool of around 600 Child Protection Specialists trained to provide technical advice to the schools and their respective schools divisions on complex or serious child protection cases brought to their attention and recommend actions to address the same based on existing child protection-related laws and pertinent DepEd issuances. Thousands of DepEd personnel were trained on children's rights, including child protection, through a webinar series that was accredited by the National Educators Academy of the Philippines (NEAP) for the first time in 2020, thus mainstreaming child rights training. The accreditation makes it possible for the participation of personnel in capacity-building activities to be credited towards their professional development portfolio. DepEd has also been conducting the Cybersafety in Schools Training, a training program for DepEd personnel that covers the protection of children from online abuse, violence, exploitation, discrimination, and bullying. A National Summit on the Rights of the Child in Education is also conducted annually to bring together the whole of society, including the children and learners themselves, in strengthening the realization of child rights to and in basic education.

[66] Department of Education. DepEd Order No. 40, s. 2012. DepEd Child Protection.
[67] Department of Education. DepEd Order No. 55, s. 2013. Implementing Rules and Regulations of RA No. 10627, otherwise known as the Anti-Bullying Act of 2012.

3.1.4. Private Education

In SY 2019–2020, the share of private schools to total enrollment (K to 12) was 16%. The share of private elementary school enrollees as a share of total elementary school enrollees has been fairly steady over the past two decades. In 1998, private schools represented 7.6% of elementary enrollment nationwide. Before 1987, most of the high school enrollment was in the hands of private schools (65%). With the mandate to provide universal and free public high schooling, the government began a large-scale high school building program establishing thousands of high schools. The share of private high school enrollment started to fall steadily. In 1998, private high school enrollment was down to 28% of secondary enrollment. By 2015, the percentage was at 18.5% (40% in SHS in SY 2018–2019). In absolute numbers, however, the number of private high school learners has grown though at a much slower rate than public school enrollment.

The pattern in the country, pre-COVID-19, is as follows:

- In the elementary years, the vast majority of parents send their children to public schools (92% of enrollees);
- In the JHS years, more parents shift their children to private schools (around 18% of enrollees for any number of reasons: academics, discipline, religion, extra-curriculars);
- In SHS, closer to half the total enrollment are in private schools.

A similar shift was observed from public to private education in UNFPA's longitudinal study.[68] Data below shows the increasing percentage of students going to private schools over time. However, the increasing trend has been halted during the pandemic as a slight increase in public school enrollment was observed from W4 (SY 2019–2020) to W4a (SY 2020–2021).

Figure 19: Percentage of Students Going to Private Schools Over Time
Public vs private enrollment across waves

Source: UNFPA- Longitudinal Cohort Study of the Filipino Child

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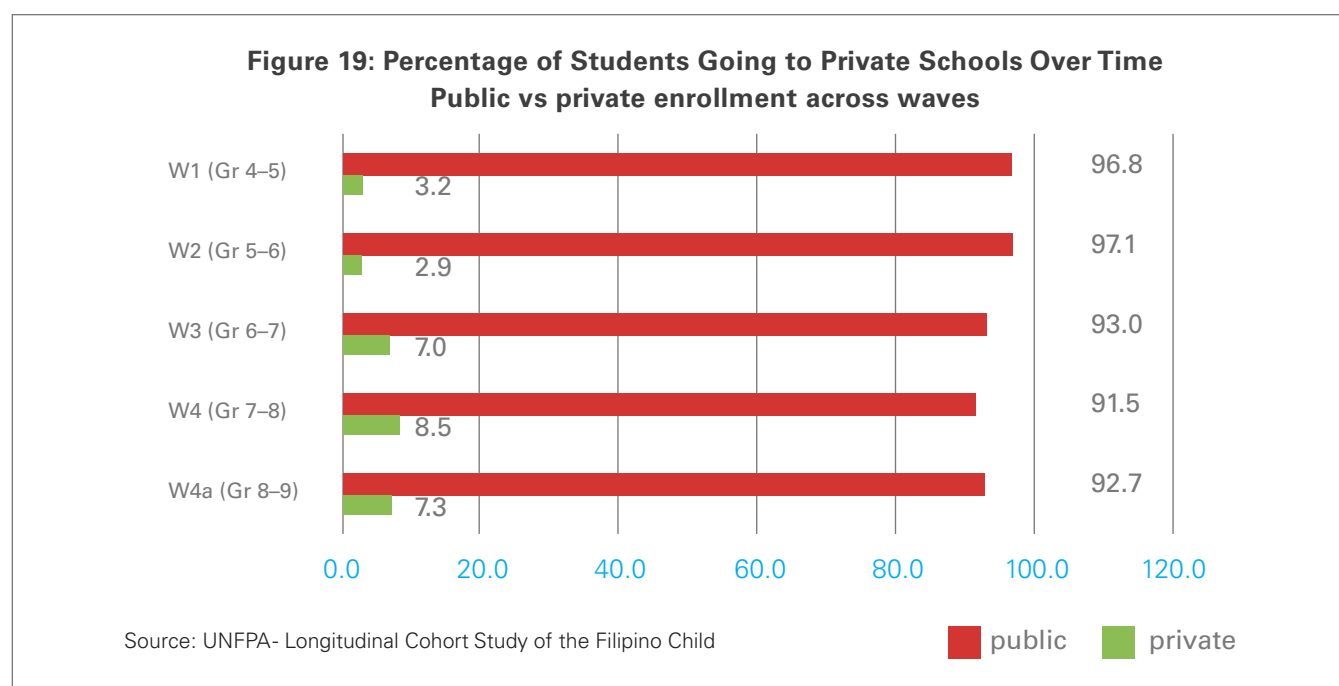
[68] Largo, F.M., Alegado, J.L.G., Borja, J.B., Mayol, N.L., Bechayda, S.A.,Bautista, C.A.P., Herrin, A.N. 2021. Ensuring the Safety and Welfare of Filipino Children in the Covid-19 Pandemic and the New Normal Longitudinal Cohort Study on the Filipino Child. UNFPA-OPS Policy Notes Series_No. 7. USC-Office of Population Studies Foundation, Inc. Retrieved from https://www.opsusc.org/paper_series.php.

Private education provides school choice and introduces alternative methods of education. Despite the diminishing share in JHS enrollment, the steady share in elementary school enrollment and the large share in SHS enrollment speak of private education's importance in helping relieve the pressure on the public school system. Without private schools, many of these learners would have to transfer to public schools, many of which are already overcrowded especially in urban areas—a challenging scenario with a negative impact on improving input ratios.

In the first year of the COVID-19 period, there has been a sharp reduction in private school enrollment. From a total private school enrollment (all levels) of 4.3 million learners in SY 2019–2020, only 3.4 million enrolled in private schools in 2020–2021, for a drop of 22%. DepEd reported that there were 398,881 learners who had transferred from private schools to public schools officially during this period.[69] DepEd has reported that 700 private schools have permanently shut down.[70]

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[69] Planning Service, Enrollment Analysis, November 6, 2020.
[70] Reported in the media in November 2020.

3.1.5. Health; Nutrition; and Water, Sanitation and Hygiene

In accordance with the mandate of DepEd, the Department has made its mission the protection and promotion of the "right of every Filipino to quality, equitable, culture-based, and complete basic education. DepEd ensures that learning takes place in a child-friendly, gender-sensitive, safe, and motivating environment." For such a learning environment to materialize, all possible forms of support are afforded to children in school, including programs and activities concerning their health and nutrition. Under RA 11037 or the Masustansyang Pagkain Para sa Pilipino Act, DepEd is mandated to implement a school-based feeding program for undernourished children in elementary education. It is also directed to implement other related programs, i.e., milk feeding programs; provision of micronutrient supplements; Gulayan sa Paaralan; health examinations, vaccinations, and deworming; and water, sanitation, and hygiene (WASH). As defined under the law, an undernourished child is "one who has been supplied with less than the minimum quantity of food essential for sound health and growth … children who are suffering from chronic hunger and malnutrition as well as those who are considered as severely wasted or stunted under the World Health Organization Child Growth Standards."[71]

The nutritional status of learners measured in Grades K–10 in SY 2018–19 is shown in Figure 20.

Figure 20: Nutritional Status of Children, SY 2018–2019

Source: DepEd Q&A, 2019

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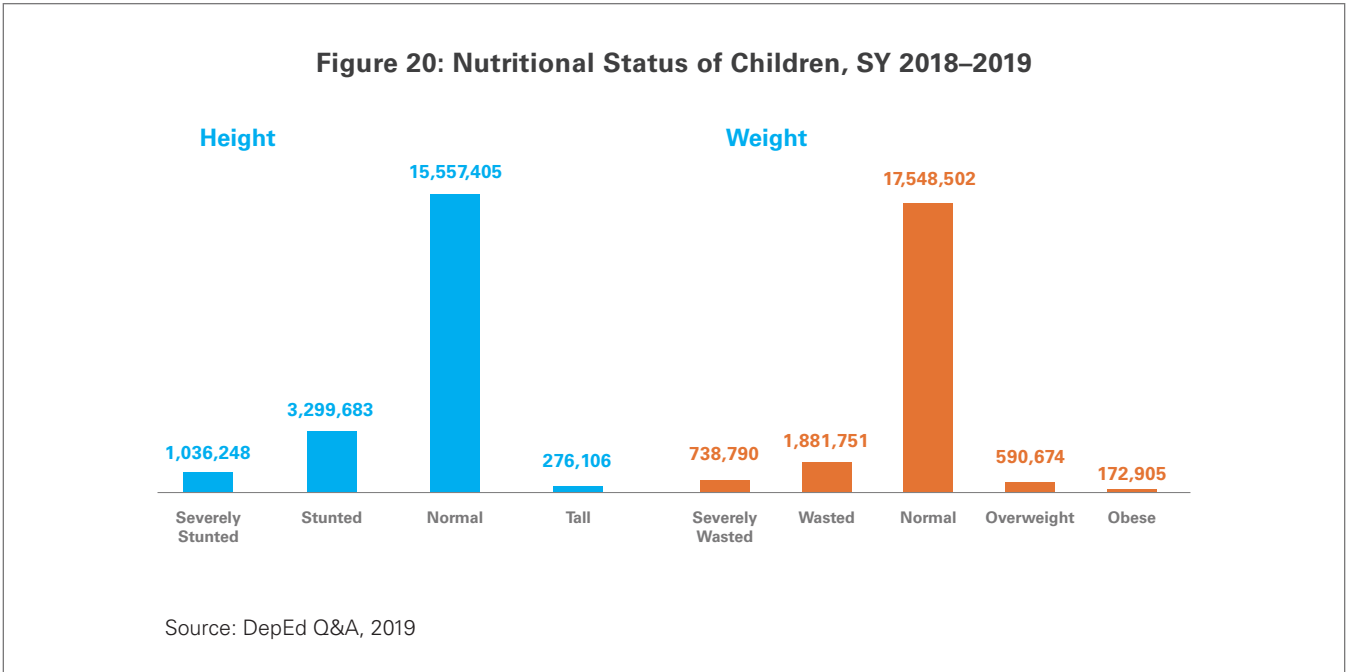
[71] Ibid.

There is evidence of severe wasting (underweight) and stunting, both of which are issues that relate to poverty and inadequate nutrition. Stunting is caused by inadequate nourishment in utero as well as the early years of growth. Paradoxically, an increasing number of overweight learners, particularly in urban areas, has now emerged as an issue along with evidence that many of the widely available and popular foods in society today are hindering children's abilities to learn. The prevalence of sugars, caffeine, chemicals, and sodium in many popular menu items both in schools and at home are leaving learners tired, unfocused, jittery, and sick, which not only impacts their grades and performance, but also influences their behavior and moods.[72] Apart from these side-effects of an inappropriate diet, learners who attend school in a hungry state will not be receptive to learning.

DepEd launched in 2018 (DepEd Order No. 28, s. 2018) the Oplan Kalusugan sa Department of Education (OK sa DepEd) to integrate all of DepEd's programs, plans, policies, and activities related to major school health and nutrition programs for their effective and efficient implementation at the school level, in partnership with various stakeholders. The general objective of this policy was established as "to promote and provide all learners and DepEd personnel with a sustainable holistic school health and nutrition program towards healthier behaviors and better learning outcomes."

In the UNFPA's first Policy Note in the LCSFC series focused on undernutrition and its consequences on schooling, results show that in a nationally representative cohort of 10-year-old children, 15.3% were categorized as thin (below normal BMI-for-age), about a third were stunted, and about 7% were both thin and stunted. As shown in the figure below, all forms of undernutrition were associated with poor schooling outcomes, whether individually or in combination.

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[72] Chen, Grace. 2020. How Diet and Nutrition Impact a Child's Learning Ability, Public School Review, New York.

Figure 21: School Related Outcomes and Forms of Undernutrition
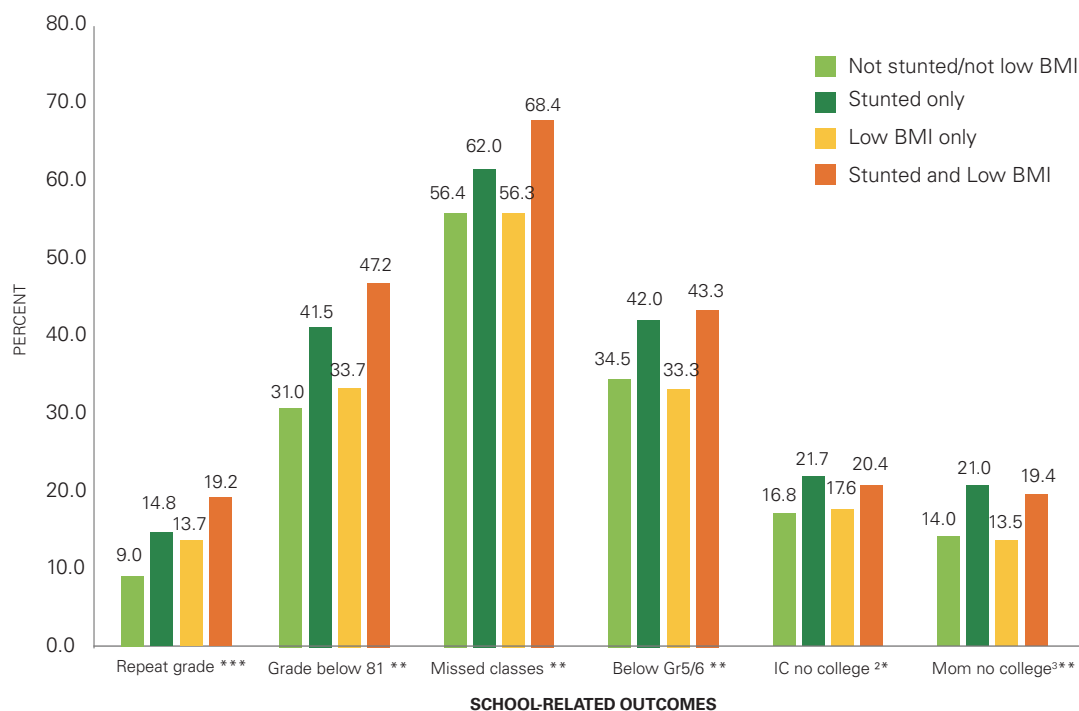
Source: UNFPA- Longitudinal Cohort Study of the Filipino Child

[1] Predicted rates adjusted for relevant child, household and community characteristics. Excluded in graph: being in school since about 98% were in school. Height-for age cut-off: Stunted= <-2SD; BMI-for-age cut-offs: Low BMI:<-2SD; Not low BMI: ≥-2SD

[2] IC does not aspire for nor believe he/she can attain college education

[3] Mother/caregiver does not aspire for college education for IC nor believes IC can attain such level
  Significantly different at p<0.05 *** in all categories ** between not stunted/low BMI and stunted only and stunted/lowBMI
  *between not stunted/low BMI and stunted only

Figure 21 highlights the importance of addressing the cognitive limitations of these undernourished children, independent of feeding and nutrient supplementation programs, particularly for a third of the children who are stunted.

Water, Sanitation, and Hygiene (WASH) – In addition to the school feeding program, both the DepEd and the DSWD, in coordination with the Department of Health (DOH) and LGUs, were required to establish and maintain water and sanitation facilities, and promote good hygiene and safe food preparation in all of its component units especially in areas designated for the preparation of fortified meals under the program described earlier.

This was mandated through a DepEd policy issued in 2016[73] through which all schools and learning centers nationwide were required to implement WASH practices according to standards that will enhance well-being of the children as well as their families. This meant that all schools must have available drinking water from a trusted source, usable and gender-segregated improved toilets, and handwashing facilities with water and soap.

[73] Department of Education. DepEd Order No. 10, s. 2016. Policy and Guidelines for the Comprehensive Water, Sanitation & Hygiene (WASH) in Schools (WinS) Program.

The policy also proposes the improvement of hygiene and sanitation practices of learners and ensures that schools are kept clean and safe through school-based solid waste management, proper drainage, the elimination of breeding grounds for mosquitoes to prevent vector-borne diseases, and food sanitation.

UNFPA'S latest policy note, which focuses on the challenges that confront children in the new normal, shows that children from ages 10–13 wash their hands with soap three times a day. At age 13, the most common reasons cited for handwashing with soap are associated with mealtimes—before (73%) and after (81%) eating. Of grave concern is the relatively low incidence of handwashing for the other important times, especially after toilet use (17%) and when hands are visibly dirty (20%). In light of the COVID-19 transmission modes, getting children to wash their hands after these come in contact with possibly contaminated surfaces or after these are used to cover coughs or sneezes, a practice that they may not normally do, poses an additional challenge in educating children on proper handwashing in the new normal.

DepEd policy situates WASH in Schools (WinS) within school-based management (SBM) responsibilities where the school is responsible for achieving these minimum requirements and for monitoring its progress. There have been major advances in the last three years, and the COVID-19 pandemic has further highlighted the importance of WinS as critical to the personal and environmental hygiene necessary for the safe operation of schools. Participation in WinS monitoring has increased substantially over the three-year monitoring period from SY 2017–2018 with a 10% increase (about 5,000 schools) each year to reach an 87.9% participation rate in the most recent monitoring carried out in SY 2019–2020. The three-star rating system used by DepEd allows a school to reach the national standards for WinS step-by-step by achieving the defined national priorities, setting benchmarks, and being incentivized and recognized by the achievements that are reported in the monitoring results.[74] Guidelines for the three-star approach are published in a brochure distributed to all schools.[75]

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[74] Department of Education. 2020. WASH in schools. WinS-Monitoring Results School Year 2017/18 to School Year 2019/20. Three-star approach. Booklet.
[75] Wash in Schools Three Star Approach National Guidelines. https://wins.deped.gov.ph/wp-content/uploads/2019/10/TSA-WinS-DepEd-Brochure-Memorandum-30-10-2017.pdf

3.2. Quality of Education Provision and Learning Outcomes

This section addresses the important links between the quality of teaching, the availability of learning resources designed specifically for learners at different stages, curriculum standards, and the methods used to assess the standards reached by learners at these designated stages.

3.2.1. Assessment of Student Learning Outcomes

Whether students are learning in school and how they are learning are essential determinants of the quality of an education system. Other associated factors such as the quality of the learning environment and the school's strategy for addressing the different forms of violence against children (bullying, discrimination, etc.) also have an effect on the quality of student learning. Assessment of classroom learning by teachers is an integral part of day-to-day lessons and classroom activities, with clear policy guidelines issued in 2016[76] for the K to 12 Basic Education program. In this context, assessment is defined as

> "the process of measuring learners' progress in the attainment of learning standards and 21st century skills. The results of the various forms of assessment shall be used to quantify judgement on learners' academic performance."[77]

The judgement on an individual learner's performance is currently school-based only, since there is no mechanism for testing learners' progress at schools division or regional level as per policy issued in 2012.[78] This is discussed further below.

DepEd also undertakes system assessments through large-scale national or international assessments administered to learners at specific times in the school year.[79] The results of the large-scale national assessments along with data gathered from the international large-scale assessments are used to feed into the system assessment of DepEd.

These various forms of assessment advocated by DepEd to measure student learning outcomes are described as follows:

- **School (classroom) assessment** refers to various forms of assessment used by teachers as formative assessment to gauge a learner's mastery in a subject and to inform the teacher about his/her teaching;

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[76] Department of Education. DepEd Order No. 08, s. 2015- Policy Guidelines on the Classroom Assessment for the K to 12 Basic Education Program.

[77] Department of Education. DepEd Order No. 55, s. 2016- Policy Guidelines on the National Assessment of Student Learning for the K to 12 Basic Education Program.

[78] Department of Education. DepEd Order No. 7, s. 2012- Discontinuing the Conduct of the Regional and Division Achievement Tests.

[79] Ibid.

- **National assessments.** These are administered annually by DepEd Central Office through the Bureau of Education Assessment (BEA) and are for system monitoring and evaluation only. The Early Language, Literacy, and Numeracy Assessment (ELLNA) test is administered to all Grade 3 learners at the end of Stage 1. The National Achievement Tests (NAT) are written tests conducted across a stratified sample of schools in selected divisions to gauge student learning standards across the country in Grade 6 (end of Stage 2), Grade 10 (end of Stage 3 or JHS), and Grade 12 (exit assessment at end of Stage 4 or SHS);

- **Accreditation and Equivalency Tests (A&E).** These tests are administered by BEA for learners who are studying within the Alternative Learning System (ALS). The tests measure the competencies and life skills of those who have not attended or finished formal elementary or secondary education.

- **International large-scale assessment (ILSAs).** DepEd has stipulated that the K to 12 curriculum and assessment strategies must be aligned with international benchmarks, so three ILSAs that provide standard measures of learning at different points in the learning cycle are administered to determine how Filipino students are performing relative to similar countries within the region or beyond. The benchmarks chosen to provide this data are included in the Southeast Asia- Primary Learning Metrics (SEA-PLM, for Grade 5), Trends in International Mathematics and Science Study (TIMSS, for Grade 4), and Program for International Student Assessment (PISA, for 15-year-old learners in various grades). Additional details are provided below;

- **Career assessment** refers to an aptitude test administered to all learners at Grade 9 to determine their aptitudes and occupational interests on any of the SHS tracks.

These different forms of assessment and the grade levels at which they are administered are summarized in Table 10 and discussed further below.

Table 10: Measures of Student Learning Outcomes for Basic Education

	GRADES													
	K	**1**	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	
National and School-Based Assessments														
Classroom Assessments	▩	▩	▩	▩	▩	▩	▩	▩	▩	▩	▩	▩	▩	
Early Language, Literacy and Numeracy Assessment (ELLNA)				▩										
National Achievement Test (NAT) Grade 6							▩							
National Career Assessment Examination (NCAE)										▩				
Accreditation & Equivalency Test (A&E) for Alternative Learning System							▩				▩			
National Achievement Test (NAT) Grade 10											▩			
Basic Education Exit Assessment- Grade 12													▩	
International Large-Scale Assessments														
Elementary														
Southeast Asia- Primary Learning Metrics (SEA-PLM)						▩								
Trends in International Mathematics and Science Study (TIMSS)					▩									
Secondary														
Program for International Student Assessment (PISA) (15-year-old learners)								▩	▩	▩	▩	▩		

Source: Compiled from various source documents

National and School-Based Assessments

(i) **Classroom Assessment:** This is a continuous school-based process of identifying, gathering, organizing, and interpreting qualitative and quantitative information about what learners know and can do. Such tests will measure both cognitive knowledge and the achievement of competencies by learners. Teachers are expected to use both formative and summative assessment methods.

Formative assessment is assessment *FOR learning* and is characteristically informal to help learners and teachers identify strengths and weaknesses before, during, or after lessons and units of work so that they can learn from the experience and make adjustments in the method of instruction. Summative assessment is *assessment OF learning* and is used to describe the standard reached by a learner towards the end of a unit, semester, or year of study. Learners from Grades 1 to 12 are graded on Written Work, Performance Tasks, and a Quarterly Assessment. For Kindergarten, the official ECCD checklist is completed, and anecdotal records are used instead of numerical grades. This evidence is then reflected in a class record and the grades achieved by learners can be presented in a report card to show learners' progress to parents and other stakeholders.

The most common form of classroom assessment is that of the written test administered periodically to not only assess an individual learner's progress but to provide feedback to the teacher about group progress as well. Another form of assessment is portfolio assessment, which is a developing strategy whereby projects are submitted individually or by small groups for assessment. The portfolios permit learners to show creativity as well as understanding of a topic and can be used across all subjects as well as a strategy for inter-disciplinary learning.

Collating these different forms of assessment data allows for a school-based reporting of results but there is no mechanism at present for consolidating schools division or regional performance data because Division Achievement Tests (DAT) and Regional Achievement Tests (RAT) are not currently permitted[80] to be conducted in DepEd schools because learners were being subjected to excessive testing that took time away from classroom instruction. Some divisions nevertheless have devised some small-scale assessment tests to ensure that some data about learning levels were available during the school closure period and in the absence of face-to-face teaching.

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(ii) **National Assessments:** These tests are administered at the end of the learning stages to determine whether learners are achieving the learning standards specified in the K to 12 curriculum. Stratified random sampling representing all types of schools in the division and regions sampled is used. For all reporting of national test scores for both elementary and secondary levels, the following assessment scale is used:

[82] Department of Education. DepEd Order No. 07, s. 2012. Discontinuing the Conduct of the Regional and Division Achievement Tests.

Table 11: Assessment Scale

Levels of Proficiency	Mean Percentage Score
Highly Proficient	90–100
Proficient	75–89
Nearly Proficient	50–74
Low Proficiency	25–49
Not Proficient	0–24

Source: National Achievement Test Results, Bureau of Education Assessment

The tests administered are as follows:

(a) **Early Language, Literacy, and Numeracy Assessment (ELLNA)** is administered to a stratified random sample of learners at the end of Grade 3 who are completing Stage 1 (K to 3). Mother Tongue-Based Multilingual Education (MTB-MLE) for 19 languages[81] is used in Stage 1. ELLNA assesses early language, literacy, and numeracy in the 19 languages covered by this program as well as competencies needed for academic success in later key stages. Unfortunately, the ELLNA results for SY 2017–2018 showed that learners were performing at a low proficiency in the subjects designated as English and Filipino despite the use of MTB-MLE in the early grades. When the ELLNA data were further analyzed in terms of each separate mother tongue, the proficiency levels did not change substantially to those found for English and Filipino. This outcome requires additional research data for better understanding of language effects.

(b) **National Achievement Test (NAT) for Grade 6 and Grade 10** is seen as an "exit assessment" to determine if learners are meeting the learning standards of Stage 2 (Grade 4 to Grade 6) and Stage 3 (Grade 7 to Grade 10 or JHS), respectively. A stratified random sample of learners in Grade 7 and Grade 11 is again used, representing all districts, divisions, and regions. Schools are sampled in each area, but all learners in the school to be sampled are required to take the test. Selected learners are viewed as country representatives and do not represent the academic performance of each region. Results are reported using the scales shown in Table 11 above. Census-based testing of all students in the ELLNA and NAT will be administered to the universal population every three years and with the ongoing pandemic, there is no current data available to assess the performance of schools, divisions, or regions with respect to relative achievement levels.

A new form of the NAT was introduced in SY 2017–2018, which replaced subject-based testing with assessing the 21st century skills of Problem Solving, Information Literacy, and Critical Thinking across the five subjects of Filipino, Mathematics, English, Science, and *Araling Panlipunan*. This means that the NAT results for SY 2017–2018 and SY 2018–2019 are not comparable to the previous NAT tests because of the change in test focus across the core subjects and the changed analysis based on proficiency levels. Test results for SY 2019–2020 are not available because of the banning of face-to-face interaction brought about by COVID-19, which meant that the

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[81] Akeanon/Akianon; Bikol; Chavacano/Cabacano; Hiligaynon; Ibanag/Ybanag; Ilokano/Iloko; Ivatan; Kapampangan; Kinaray-a; Maguindanaon; Maranao; Pangasinan/Pangasinense; Sambal; Sinugbuanng Binisaya/Cebuano; Surigaonon; Tagalog; Tausug; Waray and Yakan.

NAT testing usually conducted at the end of the school year was not possible. With only one year of testing data available since the tests were changed, it is not possible to discern trends across two or more tests, especially since there is no single scale currently used that would allow the reporting of changes in learner attainment over time and would facilitate the monitoring of the impact of major policy innovations across DepEd bureaus.

The limited results available for both NAT 6 and NAT 10 show that learners perform better in Filipino than in all other subjects and it is the only subject where the mean percentages approach "nearly proficient" (mean score range of 50–74). In both tests, disaggregated scores show that females outperform males in all areas. At NAT 10, the performance in Araling Panlipunan (Social Studies), English, Mathematics, and Science are all within the "low proficiency" range. Proficiency in spoken English has historically been a comparative advantage of the Filipino labor force but the results for English language proficiency are classified as "low".

(a) **Basic Education Exit Assessment (BEEA) for Grade 12** is an additional form of the NAT introduced with the addition of an SHS level. This test represents a summary assessment tool of the same three 21st century skills mentioned earlier across all K to 12 learning in seven grouped areas: Science, Philosophy, Humanities, Media and Information Literacy, Mathematics, Language and Communication, and Social Science. Proficiency levels are reported in the same way as for NAT 6 and NAT 10. The overall mean percentage scores disaggregated by gender show that, just as with NAT 6 and NAT 10, performance was again within the "low proficiency" range and that females outperformed males (except for Mathematics where the Mean Percentage Score [MPS] was the same).

(b) **National Career Assessment Examination** has been administered to Grade 9 learners since SY 2006–2007 to determine learners' aptitudes and occupational interests for career guidance. It was not administered in SY 2019–2020 and SY 2020–2021 due to COVID-19 regulations.

(c) **Accreditation and Equivalency Tests (A&E)** are administered to learners enrolled in the Alternative Learning System (ALS), including out-of-school children in special cases, youth and adults who are prepared for assessment. Certification is provided to accredit completion of Elementary or Junior High School requirements within the program. The tests cover 21st century skills across five strands—Communication Skills, Critical Thinking and Problem Solving, Sustainable Use of Resources and Productivity, Development of Self and a Sense of Community, and Expanding One's World Vision. In the A&E tests administered in 2019 prior to the onset of the pandemic, the results were remarkably similar for both Elementary and JHS, with the overall MPSs measured across all strands as 58.7 and 64.7, respectively, or "average mastery". Again, for both Elementary and JHS levels, the learners scored highest on Strand 4- Development of Self and a Sense of Community (moving towards mastery) and the lowest on Strand 2- Critical Thinking and Problem Solving (average mastery). An accreditation and equivalency test to accredit completion of Senior High School is also intended to be developed.

International Large-Scale Assessments (ILSAs)

At the beginning of her term in 2016, DepEd Secretary Leonor Magtolis Briones released an agenda document titled *Quality, Accessible, Relevant and Liberating Basic Education for All.* She noted that the data from the National Achievement Test or NAT show that the quality of education, in terms of effective attainment of learning standards, will continue to be the foremost education challenge for the current and longer term.

The thrust towards addressing the challenge of education quality was central to the Briones administration's decision to join international assessments, including the OECD Program for International Student Assessment (PISA), which the Philippines only joined for the first time in its 2018 round. DepEd regarded this as a step towards globalizing the quality of Philippine basic education.

Together with the changing landscape of education, global standards are also changing, and the country needs to have a complete view of the gaps and areas for improvement. By joining international assessments, DepEd takes advantage of assessments designed and constantly updated by education experts around the world to complement its own national assessment.

There are three international tests (ILSAs) for basic education that DepEd joined since 2016:

(i) **Southeast Asia - Primary Learning Metrics (SEA-PLM):** This assessment is administered to Grade 5 learners regardless of age to better understand the status of students' learning achievement in reading, writing, and mathematics, as well as students' knowledge and skills relating to global citizenship. SEA-PLM also gathers contextual data from students, teachers, school leaders, and parents to determine other factors that affect schooling. The language of assessment in SEA-PLM is English.

The band descriptions and range of scores in the Reading Literacy SEA-PLM Assessment 2019 are as follows:

Band	Description of What Students Can Typically Do
Band 6 and above (317 and above)	Understand texts with familiar structures and manage conflicting information
Band 5 (304 to less than 317)	Make connections to understand ideas
Band 4 (289 to less than 304)	Understand simple texts
Band 3 (274 to less than 289)	Read a range of everyday texts fluently and begin to engage with their meaning
Band 2 and below (less than 274)	Identify relationship between words and their meanings

The results of SEA-PLM 2019 were as follows:

Reading	A small percentage of Grade 5 children in the Philippines had achieved Band 6 and above or were progressing (Band 5) towards achieving the expected levels of reading proficiency at the end of primary education.
Writing	More than 70% of Grade 5 children were in the three lowest bands, but even the highest performers of this group can exhibit only low-level writing, with simple, insufficient ideas and limited vocabulary.
Mathematics	A modest percentage of Grade 5 Filipino children has achieved the mathematical literacy skills expected at the end of primary school (Band 6).
	Majority of Grade 5 children are still working towards mastering fundamental mathematical skills; learners had great difficulty writing an answer (constructed response) compared to needing to select an answer from given options (multiple choice).

Additional analysis of the data is provided later when literacy and numeracy challenges in the Philippines are discussed further. The questions on global citizenship revealed that children and teachers have significant interest in and concern on environmental issues, including climate change. Solving disagreements with classmates and solving problems in the community appeared to be among the most valued lessons learned at schools. At the same time, less than half of the children reported experience with speaking in an organized debate or discussing.

(ii) **Trends in International Mathematics and Science Study (TIMSS):** In the Philippines, TIMSS 2019 was administered to a sample of Grade 4 learners in the subjects of mathematics and science. TIMMS implements a two-stage random sampling where a sample of schools is drawn in the first stage and one or more intact classes of learners are selected from each sample school in the second stage. Overall achievement is reported across four international benchmarks (advanced, high, medium, and low); by major content domains (numbers, algebra, and geometry in mathematics; earth science, biology, and chemistry in science); and by cognitive domains (knowing, applying, and reasoning).

Mathematics	The Philippines obtained an average achievement of 297, which is significantly lower than the TIMSS Scale Center Point (500) and had the lowest average achievement (297) among 58 participating countries and 6 benchmarking countries.
Science	The Philippines obtained an average achievement of 249, which is significantly lower than the TIMSS Scale Center Point (500) and had the lowest average achievement (249) among 58 participating countries and 6 benchmarking countries.

These data reveal a serious shortfall in the standards achieved by Grade 4 learners in science and numeracy relative to learners in other countries. More focus will need to be given to aligning the areas being assessed in this ILSA with the NAT 6 with its focus on 21st century skills.

(iii) Program for International Student Assessment (PISA 2018) is an international assessment administered every three years by the Organization for Economic Cooperation and Development (OECD) to measure 15-year-olds' ability to apply their reading, mathematics, and science knowledge and skills to meet real-life situations and problems (rather than testing their knowledge recall as had been the focus of previous assessments). In PISA 2018 participated in by the Philippines, the focus was on Reading Literacy. Only 68% of 15-year-olds in the Philippines were deemed eligible to participate in PISA 2018, suggesting that a sizable proportion of Filipino learners have left school by the age of 15, which is a cause for concern. There was a noticeable grade-age mismatch due to late entry and grade level repetition, particularly among males and socio-economically disadvantaged learners. The additional concern is that the Philippines scored the lowest ranking of all countries.

The results for PISA 2018 were reported as follows:

Reading Literacy	This was the main subject in focus, the OECD average of the total scaled data was 487. The Philippines scored 340 and was ranked last of 79 countries that participated in in this subject assessment
Mathematics Literacy	The OECD average of the total scaled data was 489. The Philippines scored 353 and was ranked second to the last out of 79 countries that participated in this subject assessment.
Scientific Literacy	The OECD average of the scaled data was 489. The Philippines scored 357 and was again ranked second to the last out of 79 countries that participated in this subject assessment.

The Philippines' performance in the ILSAs generated the response of *Sulong Edukalidad* (discussed elsewhere in this document), which addresses the need for major reforms to be undertaken to improve the quality of education outcomes. Although the levels of proficiency as measured in the various ILSAs are not comparable with current national tests, it is essential that the Philippines NAT (at Grades 6, 10, and 12) is aligned more closely to the ILSAs if international benchmark levels are to be set. At present, Philippine learners are not meeting the challenges measured in the ILSAs.

3.2.2. Key Challenges Impacting the Quality of Teaching and Learning

This section describes the recent findings that have emerged from the tests described earlier and proposes solutions to some of the challenges in trying to reverse the trends that have become apparent in recent years. The onset of the pandemic has aggravated the impact of these challenges and needs to be factored into the plans for reforming learning in the next decade.

Poor Performance in Reading from Early Years into Secondary School

As shown earlier, Reading Literacy was the main subject assessed in PISA 2018, so it provides a benchmark topic against which to measure the learning attained across elementary and JHS levels. The PISA 2018 data shows that 15-year-old learners in Grades 9 and 10 who repeated a grade level at least once at the elementary level scored at least 52 points less in reading than non-repeaters, while those who repeated a grade level at least once at JHS level scored at least 71 points less in reading than non-repeaters. PISA 2018 data analysis also showed that 96% of learners who spent less than a year in early childhood programs fell below Level 2 (defined as the basic proficiency level). Learners who delay entering elementary school are more likely to encounter learning difficulties and hence score lower on reading than those who entered at the correct age.

The ELLNA program is designed for K to Grade 3 learners with specific objectives that all learners in those grades will be equipped with (i) fundamental literacy and numeracy skills, and (ii) competencies needed for academic success in later key stages. Mother Tongue-based Multilingual Education (MTB-MLE) is used in instructional practices. Unfortunately, the ELLNA results for SY 2017–2018 showed that learners were performing at a low proficiency in the subjects designated as English and Filipino despite the use of MTB-MLE in the early grades. When the ELLNA data were further analyzed in terms of each separate mother tongue, the proficiency levels did not change substantially to those found for English and Filipino (using the 19 different mother tongues reported earlier). There is a disappointing trend in the foundation levels of Oral Reading Fluency in English and Filipino as shown by data collected between 2013 to 2019.[82] The levels were already low for Grade 3 pupils when assessed in 2013, and by 2019 the national averages for English and Filipino had declined further by 10.5 and 8.3 percentage points, respectively. This reinforces the likelihood that reading fundamentals might not have been learned in the early grades.

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[82] USAID. 2019. National Grade 3 Early Grade Reading Assessment.

A longitudinal study[83] conducted over six years (2014–2020) that followed 4,500 students from the commencement of Kindergarten through to Grade 2 found that there was a strong relationship between learners' social and emotional skills and cognitive skills (achievement in literacy and mathematics) at the commencement of school. These results strongly support the emphasis placed on the development of social and emotional skills as an integral part of the early years of schooling. The study also found that reading skills at end of Grade 3 are critical predictors of future performance and achievement. The findings suggest that the Math Grade 4 curriculum was far too advanced for all learners.

Student perceptions about their performance in reading and their feelings towards school[84] were additional factors measured via a questionnaire as part of PISA 2018. Learners who reported feeling positive emotions tended to perform better, and a 1-unit increase in the positive feelings' index was associated with an 8-score point increase in reading (after accounting for the socio-economic profiles of learners and schools). Learners who reported sometimes or always feeling joyful at school scored at least 53 points higher in reading than other learners. By promoting a school climate where students feel safe and socially connected, educators can more effectively support learning for all students.

A troubling finding from PISA 2018 was that only 31% of learners in the Philippines (the OECD average was 63%) held a *growth mindset*, which is among the lowest proportions for all participating countries. A growth mindset is the belief that one's abilities and intelligence are malleable, and that intelligence can be developed over time. Sixty percent of Filipino learners tested at age 15 years old had a *fixed mindset*, a belief that "intelligence is an unchangeable trait that cannot be altered through experience."[85] Belief in a growth mindset was associated with better reading performance, particularly among females and advantaged learners, where a 76-score point gap was observed in favor of advantaged learners. Both females and males increased their scores when they endorsed a growth mindset, but the score-point difference was significantly higher in favor of females. Although this data represents a narrow band of 15-year-old learners on the cusp between JHS and SHS, it has implications for the teaching of reading across all age groups. For many Filipino learners, their fixed mindset is restricting their performance in reading, and it is likely that this may be extended across all subjects as well as years of schooling.

Data from this cohort, from ages 10 through 13, indicate poor reading behavior outside of required school reading, although we see an increasing trend in non-textbook reading after age 10 (Grades 4–5). Compared to females, a higher proportion of male children tend not to read materials other than textbooks. By Wave 4, at age 13, 65.7% among males versus 49.6% among females were non-textbook readers.

83 The Philippines Early Childhood Care and Development (ECCD) Longitudinal Study is a six-round study from October 2014 to April 2021, covering Kindergarten to Grade 4. Funded by UNICEF and the Australian Government through DFAT, the Study was implemented by ACER with SEAMEO through its Regional Centre for Educational Innovation and Technology (SEAMEO INNOTECH and the Assessment, Curriculum and Technology Research Centre (ACTRC) of the University of Melbourne and the University of the Philippines.
84 World Bank. 2020. PISA 2018, Philippines Country Report. Manila, Philippines.
85 World Bank. 2020. PISA 2018, Philippines Country Report. Manila, Philippines.

Figure 22. Increasing Trend of Non-Textbook Reading After Age 10

Reads materials other than textbooks?

Source: UNFPA- Longitudinal Cohort Study of the Filipino Child
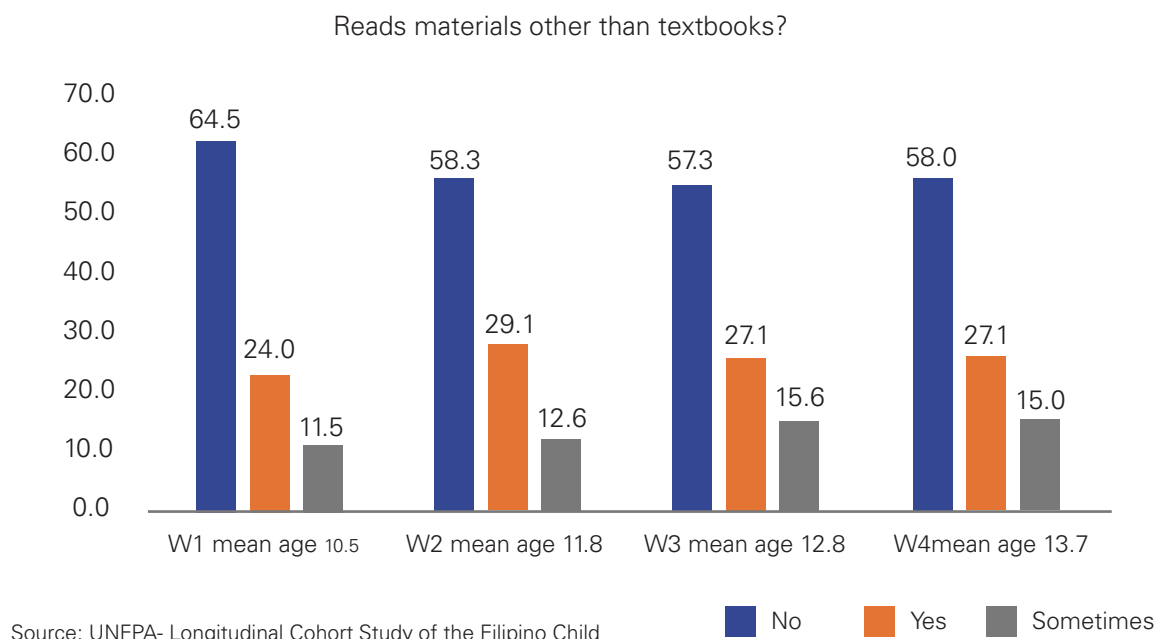
Language as a Key Element of Quality of Learning

(a) **Mother Tongue-Based Multilingual Education (MTB-MLE)**

Starting SY 2012–2013, DepEd introduced a Mother Tongue-Based Multilingual Education (MTB-MLE) program that was implemented in all public schools in Stage 1 (Kindergarten to Grade 3) as part of the K to 12 Basic Education Program. The use of mother tongue (MT) in kindergarten and elementary education levels was institutionalized by RA 10533. The law mandates the use of the regional or native language of the learners in Kindergarten and the first three years of elementary education, instruction, teaching materials, and assessment. DepEd is also directed to formulate a mother language transition program from Grade 4 to Grade 6 so that Filipino and English will be gradually introduced as languages of instruction until such time when these two languages can become the primary languages of instruction at the secondary level. A recent review[86] of the following aspects of the policy (choice of language instruction, teachers' training, learning materials, pedagogy, school leadership/governance, and stakeholder support) found that there are concerns over the provision of learning materials in the 19 different languages and disputes in communities over the MT chosen by the school in areas where there were multi-ethnic overlaps. A study undertaken by the Philippines Institute for Development Studies (PIDS)[87] found that there are schools that do not implement the MTB-MLE policy at all for various reasons that are detailed in the Basic Education Sector Analysis.[88]

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[86] Arzadon, M. 2020. Status Report on the MTB-MLE Implementation in the Philippines.

[87] Jennifer D. Monje, Aniceto C. Orbeta Jr., Kris A. Francisco-Abrigo, and Erlinda M. Capones. 2019. 'Starting Where the Children Are': A Process Evaluation of the Mother Tongue-Based Multilingual Education Implementation. PIDS. June.

[88] Department of Education. 2021. Basic Education Sector Analysis.

(b) **English as a Mandated Test Language**

The NATs designated for Grades 6, 10, and 12 are administered in English because although Filipino (or another local language) is often used in classrooms along with English, learners do not have an option to take the test in Filipino as it is not an official language of instruction after Grade 4 (as is English). PISA 2018 technical standards required participating countries to use their designated language of instruction as the language of testing. There is an assumption that those taking the tests have reached a sufficient level of understanding in English to attempt these tests without encountering linguistic problems. However, the Philippines' participation in the SEA-PLM at Grade 5 gathered important data about the inconsistency between the language of instruction in school and the language spoken at home. Learners sitting for the test were asked to state what language they most often used at home, and this was mapped against the language of the test.

The result for the Philippines (Figure 23) was in stark contrast to the results gained from the five other ASEAN nations that sat for the assessment.

Figure 23: Percentage of Grade 5 Children, by Language of Instruction (and Testing) Spoken at Home

Cambodia 90%
LAO PDR 60%
Malaysia 82%
Myanmar 75%
Philippines 6%
Vietnam 90%
Ave

Source: SEA-PLM 2019 Main Regional Report
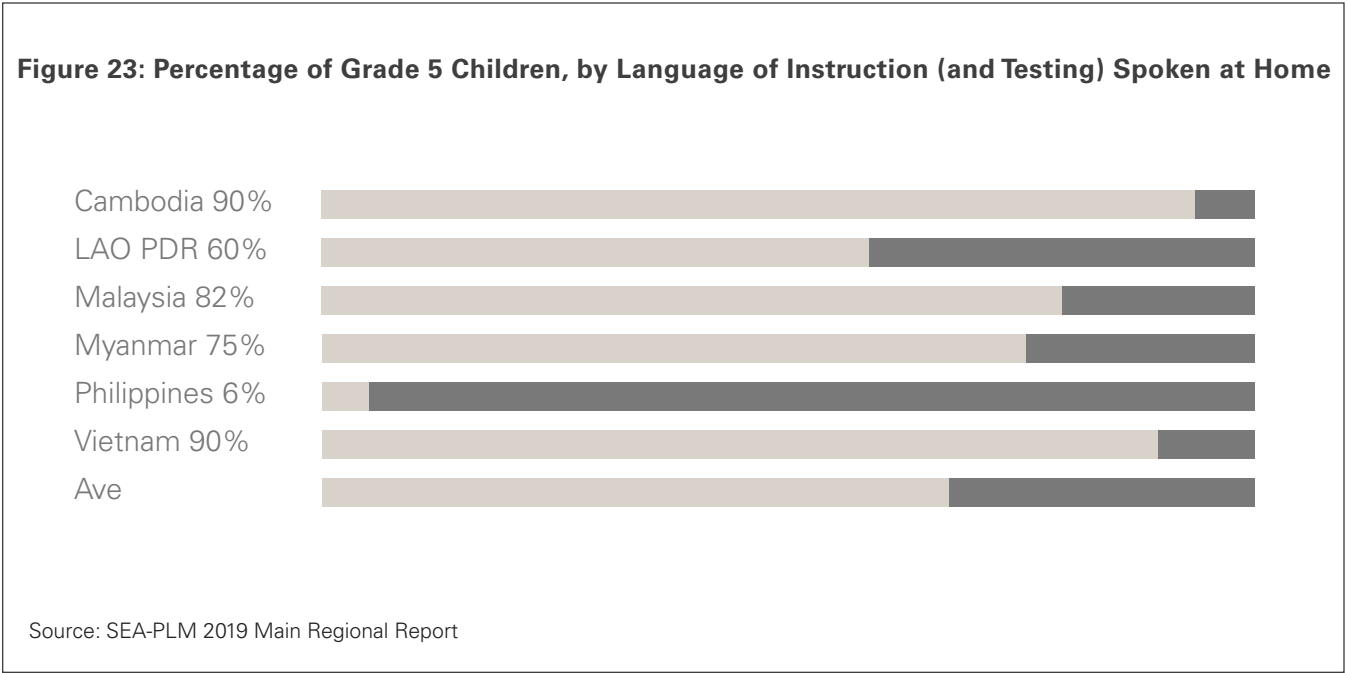
Only 6% of respondents in the Philippines indicated that they spoke English at home (the language of the test). All other countries administered the tests in their own respective languages (in Malaysia, the test was conducted in Chinese, Bahasa, and Tamil to take into account the ethnic diversity of the country).

A similar situation is shown by the PISA 2018 survey.

Transition Issues Between Learning Stages

There is no formal transition process whereby Grade 6 learners are evaluated as ready for Grade 7 study apart from school-based assessment tests that rely on the judgement of the school and individual teachers. Division Achievement Tests (DAT) or Regional Achievement Tests (RAT) are no longer permitted since January 2012[89] so there is no mechanism to moderate the standards across a division or region apart from the qualitative judgements of Schools Division Superintendents (SDS) or Regional Directors who have their own administrative arrangements for judging standards. The administration of the NAT for Grades 6, 10, and 12 establishes an overall snapshot of the national achievement levels but is based on a sampling strategy only and does not provide individual profiles for each region, division, school, or student. For transition from Stage 2 to Stage 3, the critical element is the written curriculum and the assumed continuity between Grade 6 and Grade 7.

A similar situation exists at the interface between Stage 3 (JHS) and Stage 4 (SHS) with the NAT for Grade 10.

The spiral progression approach for curriculum design used in the K to 12 program means that learners should gain proficiency at each stage of learning because concepts are built upon and deepened in succeeding grade levels. Decisions are taken at school level to promote learners to a higher grade level based on their school assessments, and it is likely that early detection and provision of support to struggling learners through interventions such as the provision of remedial programs and additional learning time for these learners rather than grade level repetition may be more cost-effective policies for schools.

Curriculum Issues Affecting Student Learning Outcomes

The K to 12 curriculum has been extensively revised and enhanced with a Kindergarten year and two SHS years added to the previous 10-year basic education program. Two key issues have been highlighted in the implementation of the restructured curriculum that directly affect the quality of student learning outcomes: high cognitive demand for learners in the K to 12 curriculum and weak pedagogical skills of teachers for addressing 21st century skills.

High cognitive demand of the K to 12 curriculum: There were 14,171 competencies listed in the K to 12 curriculum, and a comprehensive review by the Assessment, Curriculum and Technology Research Centre (ACTRC) in close coordination with the DepEd Bureau of Curriculum Development expressed concern over the high number of these essential learning competencies (LCs) along with issues with the sequencing and expression of the prerequisites of these learning competencies. The study found that the K to 12 curriculum was more demanding in terms of the number of LCs than the other countries in the comparison (Australia, Canada, and Singapore).[90] Some adjustments were proposed to reduce the number of learning competencies in each subject so that the remaining learning competencies could still be taught to the required cognitive depth within the school year. The onset of the COVID-19 pandemic gave urgency to this proposed revision of the LCs and it was undertaken as part of the Learning Continuity Plan proposed to deal with the pandemic.

[89] Department of Education. DepEd Order No. 07, s.2012 Discontinuing the Conduct of the Regional and Division Achievement Tests.
[90] Robertson, P., Bustos, T., Rickards, F., Ferido, M., Bagui, L., Dela Cruz, J. & Kheang, T. 2020. Review of the Intended Curriculum. Assessment Curriculum and Technology Research Centre (ACTRC).

The total number of competencies in all learning areas from Kindergarten to Grade 12 (excluding the TVET specializations in Senior High School) was reduced to the Most Essential Learning Competencies (MELCs) in 2020. The original 14,171 LCs were reduced to 5,689 (a reduction of around 60%), which gave greater focus to learning activities and resource provision for effective learning and allowed sufficient time for coverage and mastery[91] in the short term, but it must be examined whether there may be a loss of other important learning competencies.

Weak pedagogy skills of teachers for addressing 21st century skills: The requirement for teachers to embed the 21st century skills of Problem Solving, Information Literacy, and Critical Thinking within all subjects of the curriculum has been instituted without sufficient professional development of teachers or provision of resources to assist with teaching these essential learning skills. Addressing 21st century skills is a major component of the reskilling/upskilling of teachers in Sulong Edukalidad, which was formulated in December 2019 to address the poor student performances in PISA 2018. The ongoing transformation of the NEAP now includes a requirement for the provision of continuing professional development (CPD) programs to assist teachers to include these 21st century skills in the core subjects of Filipino, Mathematics, English, Science, and Araling Panlipunan, as well as teachers' mastery of content standards for the subjects, anchored on the Philippine Professional Standards of Teachers and School Leaders. Additional focus on the school-based CPD for these skills is also essential. A corresponding change in the pre-service teacher training curriculum is also required to complement the support available to teachers already in schools.

Importance of Time for Teaching and Learning: OECD research from Teaching and Learning International Survey (TALIS) and PISA studies[92] shows that the most effective schools (in terms of better student learning outcomes) have school leaders who spend more time working on "instructional leadership" with their teachers than they spend on "administrative leadership" demands. There is no data available that maps this time disaggregation in Philippine schools, but several regional directors agreed that the administrative load for Philippine school leaders is excessive. Research on school heads' time on various tasks will clarify this important role for them. DepEd Order No. 9, s. 2005 or Instituting Measures to Increase Engaged Time-on-Task and Ensuring Compliance Therewith instituted measures to increase engaged time-on-task and ensuring compliance therewith.[93]

In the time available for schooling in a regular school year (excluding COVID-19 effects), there are approximately 306 calendar days, which equates to around 204 weekdays available for classroom activities. This number is further reduced by class suspensions due to natural calamities (floods, typhoons, volcanic eruptions, etc.), national and local holidays proclaimed, and other disruptions as discussed elsewhere. The reduced number of formal school days puts significant pressure on teachers to cover the mandated curriculum and also on the learners to master the large number of competencies in the time remaining.

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[91] Department of Education. 2020. Basic Education Learning Continuity Plan. May.

[92] Schleicher, Andreas. 2020. Teaching and Learning International Survey (TALSI) Insights and Interpretations. OECD. Brussels. http://www.oecd.org/education/talis/TALIS2018_insights_and_interpretations.pdf

[93] "To arrest the deteriorating quality of education, one of the immediate tasks that need to be undertaken is to increase engaged time-on-task. The objective is to meet the required number of school days in every school year and the time allotment for the different subjects in every school day by lessening activities that take teachers and/or students away from the classroom, maximizing the use of the time allotment for every subject, and reducing the non-teaching duties of teachers" (DO No. 9, s. 2005).

3.3. Education Budget and Financing

Resources for Basic Education are provided from national level resources and from resources raised and managed by Local Government Units (LGUs) nationwide. National resources are appropriated to DepEd via the annual General Appropriations Act (GAA). The appropriation for new construction of school facilities included in the DepEd budget is directly released to the Department of Public Works and Highways (DPWH) for execution (Basic Education Facilities Fund or BEFF). The appropriation for DepEd also includes funding for five attached agencies: Early Childhood Care and Development Council (ECCD Council), National Book Development Board (NBDB), National Council for Children's Television (NCCT), National Museum, and Philippine High School for the Arts (PHSA).

Resources for supporting Basic Education are also generated at the local level. Pursuant to RA 7160, provinces, cities, and municipalities are authorized to levy and collect an annual tax of 1% on the assessed value of real property in addition to the basic real property tax. The proceeds of the said tax exclusively accrue to the Special Education Fund (SEF). The SEF is allocated for the operation and maintenance of public schools; construction and repair of school buildings, facilities, and equipment; educational research; purchase of books and periodicals; and sports development as determined and approved by the respective local school boards. As established under the law, a local school board is created in every province, city, or municipality whose functions include, among others, the determination of the annual supplementary budgetary needs for the operation and maintenance of public schools and the supplementary local cost of meeting such needs, as well as authorization for the disbursement of the SEF.[94]

Finally, financial resources for strengthening the development of education in the Philippines are provided via collaborative initiatives from development partners and the private sector. Below are selected data on official development assistance extended to the Philippines and Philippine education.

Table 12: Selected Official Development Assistance (ODA) Information for the Philippines, 2010–2019
(Million USD)

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Total ODA	1,181.2	722.7	770.6	872.7	1,331.9	1,150.4	867.6	725.1	1,024.5	1,373.9
ODA for education	54.9	68.3	91.2	56.4	83.2	100.1	67.4	71.1	52.3	49.9
% ODA for education / total ODA	4.6%	9.5%	11.8%	6.5%	6.2%	8.7%	7.8%	9.8%	5.1%	3.6%
ODA for basic education	33.1	19.5	32.4	21.7	41.2	71.7	30.7	31.4	21.9	15.0
% ODA for basic education / Total ODA	.8%	2.7%	4.2%	2.5%	3.1%	6.2%	3.5%	4.3%	2.1%	1.1%

Source: https://stats.oecd.org/index.aspx?DataSetCode=CRS1#

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[94] Government of the Philippines. Republic Act No. 7160. Section 98, 99, 100, 235, and 272.

Evolution of Public Investment in the Education Sector

One means of assessing the level of commitment to education is to examine the trends in investment over time (Figure 24). The composition of Education Sector appropriations has evolved to reflect the Philippine Government's priorities of increasing opportunities in skills development and post-secondary education with relatively increasing shares of appropriated resources being allocated to Higher Education (CHED) and Vocational Technical Education (TESDA). During that same period, the percentage of the appropriation for Basic Education fell from about 96% of central government appropriation in 2010 to 80% in 2020. The share of the Education Sector appropriation as a percentage of total government appropriations has been within the recommended Education Framework 2030 Agenda benchmark of 15–20% since 2013.[95]

Figure 24: Education Sector Appropriations FY 2010–2020

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
DepEd	174,966	207,271	238,766	293,401	309,415	367,122	433,383	568,436	580,632	531,565	554,213
CHED	2,539	1,695	2,207	3,604	8,012	3,402	9,657	19,576	50,534	52,436	47,907
TESDA	2,991	2,953	2,855	3,107	5,250	5,442	6,861	6,828	7,717	12,730	13,152
SUC	22,477	25,097	27,307	34,924	38,075	44,397	49,661	61,440	65,245	68,338	77,352

Percentages shown above bars: 2010: 13.2%, 2011: 14.4%, 2012: 14.9%, 2013: 16.7%, 2014: 15.9%, 2015: 16.1%, 2016: 16.6%, 2017: 19.6%, 2018: 18.7%, 2019: 18.2%, 2020: 16.9%

Source: General Appropriations Acts 2010-2020

CHED- Commission on Higher Education, DepEd- Department of Education, SUCs- State Universities and Colleges, TESDA- Technical Education and Skills Development Authority

95 SDG 4- Education 2030. Financing for SDG4: Making Global Education a Reality. https://www.sdg4education2030.org/financing-sdg4-making-global-education-reality-sdg-ed2030-sc-november-2017

While the appropriation for Basic Education (and the five attached agencies) stagnated or decreased between 2017 and 2020, the allotment received by DepEd and spending (obligations) continued to increase during that same period[96] —more than doubling between 2012 and 2019 (see Figure 25).[97] The growth in nominal spending corresponds to the rollout of the universalization of Kindergarten beginning in 2012[98] and the expansion of publicly funded secondary education from four to six years beginning in 2016.[99] In this period, more teachers had to be hired and classrooms built to deliver three more grade levels in basic education.

Figure 25: DepEd Allotment, Obligation, and Disbursement, FY 2012–2019
(Million Php)
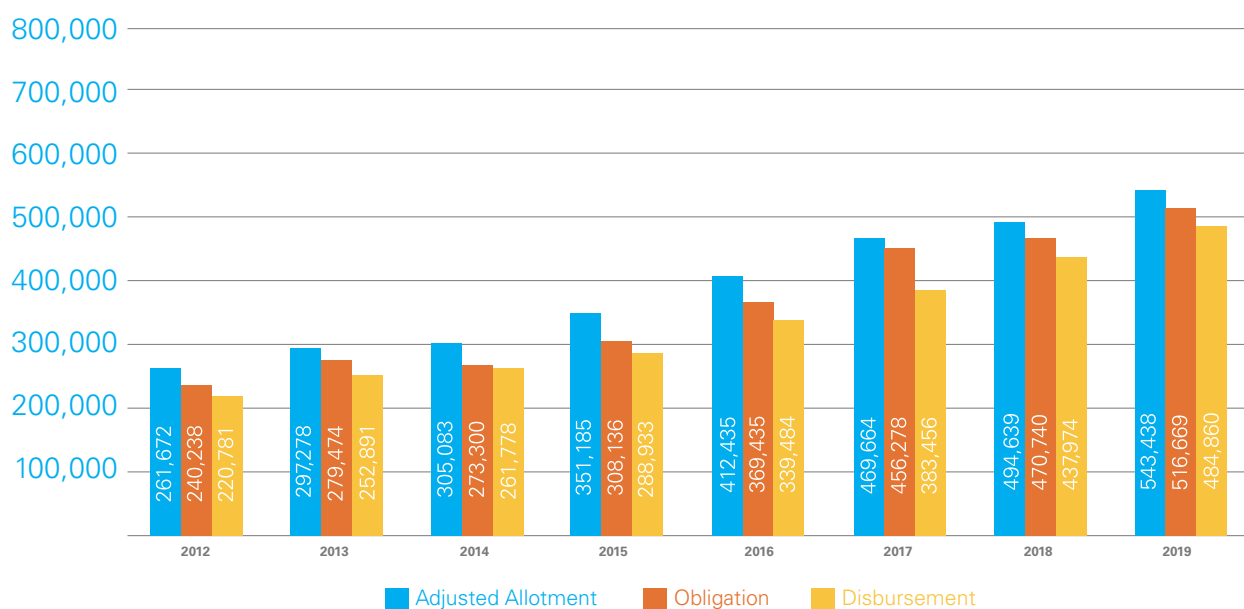
Source: Status of Appropriations, Allotments, Obligations, Disbursements and Balances (SAAODB) for DepEd 2012-2019

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[96]   It does not include Basic Education Facilities Funds resources managed by DPWH or Education spending by LGUs.

[97]   Continuing and Current Appropriations (Regular and Automatic).

[98]   Kindergarten Education Act (RA 10157) 2012.

[99]   The supporting law, the Enhanced Basic Education Act of 2013 (RA 10533), was enacted in 2013; however, the additional years in secondary education were added from 2016.

Table 13 presents total Basic Education spending from 2010 to 2019 incorporating Basic Education Facilities Fund (BEFF-DPWH) as well as LGU[100] spending. The table also presents total Basic Education spending as a percentage of GDP for each year. As with the trend in DepEd spending, total Basic Education spending increased consistently between 2010 and 2017 in nominal terms and as measured as a percentage of GDP.

Table 13. Total Basic Education Spending, 2010-2019

(Million Php)

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
National Government	191,118	218,817	240,238	291,030	284,606	365,202	430,048	577,924	567,092	500,272
Local Government	13,526	14,435	16,232	16,654	15,976	15,984	16,468	18,889	20,868	24,018
Total Government	204,644	233,252	256,470	307,684	300,582	381,186	446,516	596,813	587,960	524,290
As % of GDP	2.2%	2.3%	2.3%	2.6%	2.3%	2.7%	3.0%	3.6%	3.0%	2.8%

Source: World Bank. 2019 Philippines Basic Education Public Expenditure Review (SAAODB for DepEd and DPWH, DOF–BLGF LGU Fiscal Data Statement of Receipts and Expenditures and annual GDP from Philippine Statistics Bureau)

In 2017, appropriations increased significantly because additional facilities had to be built to accommodate more years in secondary education. Over P100 billion of the appropriations were transferred from DepEd to DPWH as BEFF because DPWH is responsible for constructing facilities. As a result, DepEd-managed spending represented about 77% of Basic Education spending in 2017—down from about 90% in 2013. On the other hand, BEFF spending as a share of all Basic Education spending increased from about 3% in 2013 to 20% in 2017. While LGU spending increased for most years in nominal terms, DepEd and BEFF spending increased at a faster rate and the share of total Basic Education spending financed by LGUs decreased from about 6% in 2010 to about 3% in 2017.

The national revenue projections for 2021 have been significantly impacted by the measures to address the consequences of the COVID-19 public health emergency. Initial information indicates that the appropriation for DepEd may be some P13 billion lower than the 2020 appropriation. The planned reductions have been concentrated on infrastructure projects and other capital spending.

International comparisons have demonstrated a clear relationship between government commitment, spending, and results. Analysis from the PISA spending and reading scores data highlights the challenges for the Philippine system in mobilizing sufficient resources to improve outcomes.

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[100] LGU general fund and Special Education Fund obligations.

Figure 26: Cumulative Spending per Student and Learning Outcomes from PISA[101]

Cumulative expenditure per student from age 6 to 15 (in US dollars)
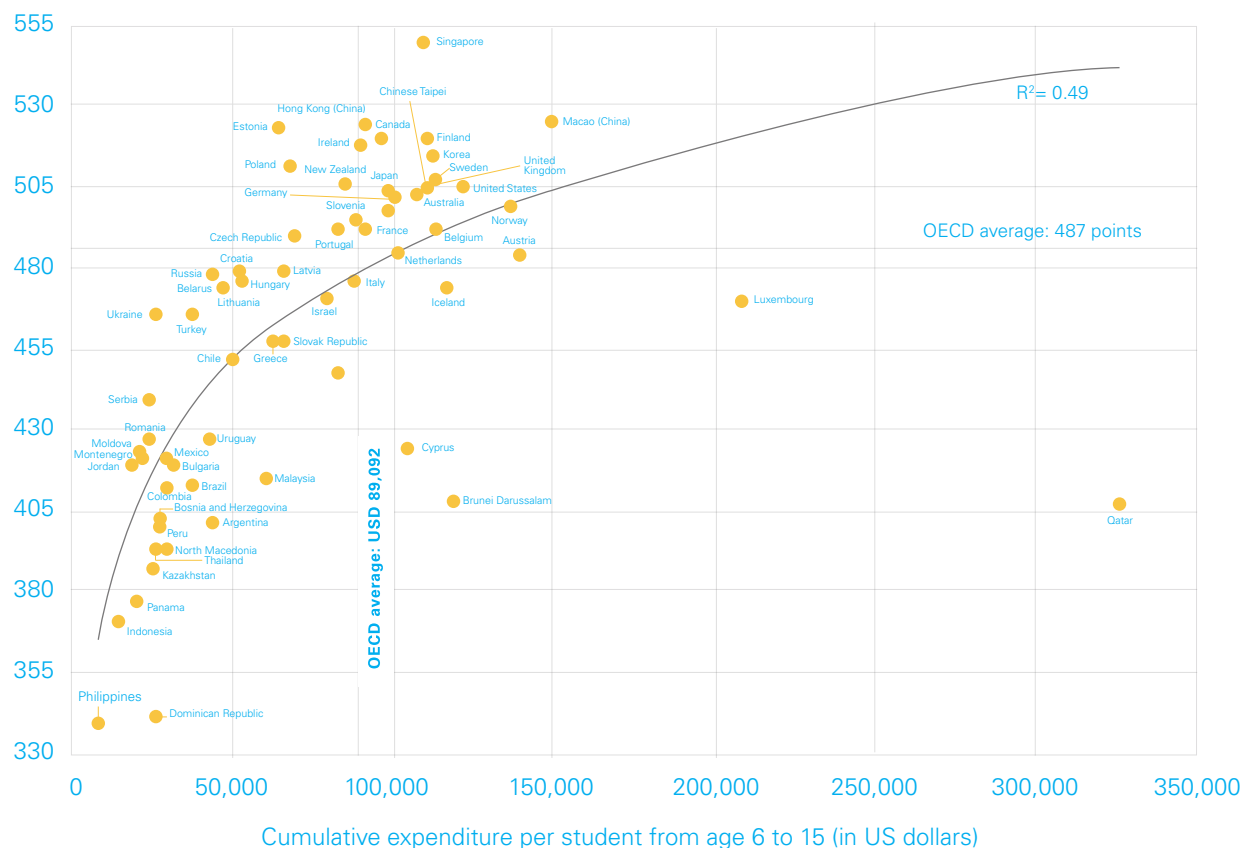
Source: OECD PISA 2018 database

In addition to assessing the adequacy of education investment for meeting policy goals in the Philippines, it will also be necessary to review the efficiency of education spending by examining the relationship between levels/types of spending and outcomes and how those relationships may differ by regions of the country.[102]

The structure of DepEd spending has evolved during the 2012–2019 period, reflecting policy and practice reforms. The expansion of publicly funded Secondary Education by two additional years has increased the share of school operations spending for Secondary Education from about 32% of school operations funding in 2015 to nearly 40% in 2019. The increased emphasis on providing school material inputs and improved learning environments has reduced the personnel services spending (salaries and benefits) to about 80% of total DepEd spending in 2019—down from 86% in 2015.

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[101] World Bank. 2020. PISA 2018 Report.
[102] For example, utilizing reconstructed cohort assessments of internal efficiency and wastage.

DepEd's obligation and disbursement rates are high compared to other government agencies as shown in Table 14 below. When considering these rates of budget execution, it is important to keep in mind that more than 80% of DepEd spending is on personnel services that can be routinely disbursed through regular monthly salary payments. On the other hand, improving spending efficiency on capital outlays remains challenging for the DepEd as transfers to DPWH mean it is not in full control of its appropriated funds. The shift to the cash budgeting system in late 2019 is meant to improve spending efficiency for all government agencies. For DepEd, however, the shift means grappling with differences in timing between the school year and the fiscal year. Further improvement in budget execution will require more concentrated effort in improving systems for planning, procurement, and taking delivery of "big ticket" goods like infrastructure and equipment as well as other capital goods.

Table 14: Obligation and Disbursement Rates, 2016–2020

	2016	2017	2018	2019	2020
Obligation rates	90.1%	98.3%	96.7%	95.8%	96.2%
Disbursement rates	94.9%	86.9%	95.2%	94.8%	93.4%

Source: Statement of Appropriations, Allotments, Obligations, Disbursements and Balances (SAAODB) for DepEd, 2016–2020

3.4. System Management

RA 9155 or the Basic Education Governance Act of 2001 provides the framework for the governance of basic education. This legislation sets the general directions for educational policies and standards and establishes authority, accountability, and responsibility for achieving higher learning outcomes. DepEd's Central Office outlines the national strategies that will protect and promote all Filipino children's right to access quality basic education services. These thrusts and priorities are translated into programs, projects, and services in all regions, divisions, schools, and learning centers. A decentralized basic education ensures education policies and programs are adapted and fit local needs.

The principle of shared governance is operationalized in the different levels of governance in DepEd. At the national level, the Central Office sets the national education standards, national education policies, and national basic education plan that serve as beacons for DepEd's field offices to ensure values, needs, and aspirations of a school community are reflected in the program of education for children, out-of-school children, youth, and adult learners. Operationally, DepEd's regional offices are mandated to develop their respective regional policy frameworks that reflect the values, needs, and expectations of the communities they serve. Regional thrusts and priorities are further operationalized by the Schools Division Offices (SDOs) to ensure effective, efficient, and equitable education resources for all schools and learning centers. The SDOs through the Schools District level provide timely professional and instructional advice and support to school heads, teachers, and facilitators of schools and learning centers. The schools and learning centers provide the platform for children, out-of-school youth, and adult learners to access basic quality education services.

Strengthening the capacity of DepEd to efficiently and effectively deliver education programs and projects continues to be a top priority in every reform agenda. In 2015, DepEd implemented the agency's Rationalization Plan. The reorganization led to new structures and the creation of new functional units. Internal systems and processes are being strengthened to ensure schools and learning centers receive the kind of focused attention they deserve. Educational programs, projects, and services take into account the interest of all learners.

While RA 9155 and other capacity-building efforts have laid down the policy framework for shared governance, the full implementation of the spirit of the law is yet to be realized. Translations of national education policies and standards into programs and projects that best address the requirements of school communities need to be continually fine-tuned.

Management of Teachers' Professional and Career Development

The quality of the teacher is the most crucial factor influencing or affecting the performance of students.[103] Teachers and learning facilitators must have the flexibility to serve the needs of all learners. Implementing the K to 12 curriculum raises the demand for more qualified teachers, and the emerging challenges (as experienced in the pandemic)[104] will make the capacity building of teachers and learning facilitators a top priority of DepEd. The following issues need to be addressed:

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[103] OECD. 2005. Teachers Matter: Attracting, Developing and Retaining Effective Teachers.

[104] The education sector reported a large decrease in the number of employed persons (-248,000). https://psa.gov.ph/statistics/survey/labor-and-employment/labor-force-survey/title/Employment%20Situation%20in%20March%202021

- **Quality of entry-level teachers.** The quality of entry-level teachers continues to be one of the major issues affecting teacher management in DepEd. Since 2009, the results of the Board Licensure Examination for Professional Teachers (BLEPT) (previously called the Licensure Examination for Teachers) show low numbers of candidates meeting the minimum qualifications for entry to teacher training programs. In 2019, the passing rate was 31% for the Elementary BLEPT and 40% for the Secondary BLEPT;

- **Unfilled teaching and teaching-related positions.** The number of teachers hired almost doubled in the 2000–2020 period. Over these 20 years, the teaching workforce grew by an average of 3.47% annually, representing 20,764 new hires per year. The most significant increases in new teacher items came in 2013 and 2017, after introducing Kindergarten in 2012 and Senior High School in 2016. Despite attempts to improve the hiring and deployment of teachers, a total of 39,557 teaching and teaching-related positions remained unfilled by the end of 2020;

- **Ancillary tasks.** Teachers should be able to focus on classroom teaching as this is the role to which they are assigned. However, teachers and other DepEd employees often are required to perform ancillary tasks assigned by higher authorities. These range from light administrative tasks (e.g., school assembly coordinator) to complicated tasks (e.g., coordinator of large-scale school test);

- **Unequal distribution of qualified teachers.** Newly recruited (and less experienced) teachers are often assigned in hard-to-reach areas (such as rural, remote, and island schools). Unequal distribution of qualified teachers is also found in secondary schools with insufficient qualified teachers to cover the range of subjects offered. Recently, a revised policy on the allocation of a Special Hardship Allowance for teachers in remote schools has been agreed by DepEd and DBM following the development of a "hardship index";

- **Teachers are not teaching their SHS specialization.** In SY 2017–2018, 7,343 teachers did not teach their SHS specializations in English, Filipino, Mathematics, and Science. These represent 10% of the total number of teachers in the four subject areas, often identified as "difficult to fill." Almost 65% or 4,765 non-major teachers received no special training that will prepare them for their assignment;

- **Teachers lacking training for teaching foundation skills.** The results from the early grade international tests and the Philippines ECCD Longitudinal Study described earlier reveal that teachers lack the capacity to develop foundational skills of literacy (reading) and numeracy in the early grades (Stage 1) and this hampers learning progress in the later stages;

- **Poor skills in analysis, synthesis, and evaluation.** In a Teacher Development Needs Study conducted by the Philippine National Research Centre for Teacher Quality (RCTQ), many Grade 6, 8, and 10 teachers of Filipino, English, Mathematics, and Science were revealed to be not well prepared to teach their subjects. The teachers also showed poor skills in analysis, synthesis, and evaluation. These are crucial components of higher-order thinking and are foundational elements of 21st century skills directly relevant to the Philippines' emerging high value, knowledge-based, manufacturing, and service industry economy;

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[107] Esguerra. 2018. As referenced in PIDS Policy Notes No. 2019-01.

- **Increasing demands for teachers handling inclusion programs.** The improvements in DepEd's inclusion programs' coverage also create increased demands for teachers to handle multigrade schools, ALS, SPED, and IP education. Teachers handling inclusion or specialized programs are often assigned to remote and hard-to-reach areas with limited training and growth opportunities. Usually saddled with heavy workloads, the turnover rate of teachers is about two to three years. They often transfer to central schools or more accessible schools with more training and more career growth opportunities. Teachers' training support in inclusion programs is program-specific (based on program target groups' unique needs);

- **Completion of a functioning Human Resource Information System (HRIS).** Almost 88% of DepEd's human resources are teachers. The absence of a fully functional HRIS system makes it difficult for DepEd's field units, such as the RO and SDOs, to organize and manage teacher-related information, which can be crucial in workforce planning, capacity development, capability building, staffing and deployment, performance appraisal, and reporting. The HRIS would provide easy and secured access to SDOs about teacher information and teachers' profiles. Information from the HRIS will help facilitate the SDOs' formulation of capability-building strategies and determine unique requirements in difficult grade levels and geographical areas.

Public School Autonomy

DepEd has implemented significant reforms and programs on governance at the school level in the last 20 years. These include school-level planning, stakeholders' participation, resource mobilization, and capability building for school heads. However, despite these efforts, desired learning outcomes resulting from school-based management initiatives are yet to be realized.

Major reforms have been achieved in the school planning process. Participation and involvement of community stakeholders increased the community's ownership of the plan and involvement in school management. However, most School Improvement Plans (SIP) unevenly focused on improving school facilities rather than directly addressing issues on teaching and learning, including highlighting the learning needs of learners with special learning requirements.

School-Based Management (SBM) had a positive impact on school operations. A vital aspect of these reforms' success has been the provision of increasing levels of operational funding to the school level coupled with the devolution to schools of greater autonomy over the use of these funds.[105] However, schools increasing access to financial resources are not matched by improvements in school outcomes. There is a need to review the focus and quality of programs and projects initiated by the schools. An appraisal process reviewing the quality and feasibility of proposals may need to be established to ensure additional resources address learning outcomes issues. The SDOs, through the Schools Governance and Operations Division (SGOD), may need to improve its process of tracking the efficiency of schools to deliver these programs and projects and evaluate the same for effectiveness.

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[105] World Bank. 2016. Assessing Basic Education Service Delivery in the Philippines. June.

Learning Resources

The Bureau of Learning Resources (BLR) manages the acquisition, allocation, procurement, and equitable distribution of learning resources, including textbooks and teacher manuals. The aim is to ensure every learner in all public schools is provided with a complete set of textbooks (TXs) per grade level and every teacher a complete set of teachers' manuals (TMs). It will ensure that the Textbook to Pupil Ratio (TXPr) in all public schools will remain at desirable levels (1:1 for core subjects and 1:2 for non-core subjects) throughout the five-year life span of the TXs and TMs.[106] However, the needed TXs and TMs do not reach the public schools on time due to the following operational issues: (i) low quality of manuscripts submitted by suppliers, (ii) high cost of materials (papers), (iii) suppliers' failure to meet the deadline in printing and delivery, and (iv) limited participating bidders (same publishers). These bottlenecks prolong both the procurement process and distribution of learning resources. These bottlenecks have had severe implications on the ability of the BLR to utilize the allotted budget for learning resources.

In the current scenario where DepEd uses a new curriculum, not all teachers may be thoroughly equipped to implement it; the quality of learning materials in all schools should be a key attribute in fostering improved learning outcomes. The costs and delays in procuring textbooks for schools should be evaluated against using digitally based learning materials, and a policy needs to be introduced about how blended learning can be effectively implemented using both modes.

Public-Private Complementation in Basic Education

Enrollment in private schools has been declining in the past years, causing school closures. Pursuant to RA 10533, DepEd fully implemented the K to 12 Basic Education Program, including SHS, in 2016. It actively engaged the participation of private schools, which helped increase the latter's enrollment. The implementation of Republic Act No. 8545 or the Expanded Government Assistance to Students and Teachers in Private Education Act (E-GASTPE law)—whose implementation coverage was extended, under RA 10533, to SHS under the K to 12 Basic Education Program— greatly benefited private schools. The complementary roles of private and public institutions in the education system is recognized by the Constitution.[107]

However, the implementation arrangements under the E-GASTPE law need to be revisited to address the voucher program's challenges and/or implementation issues. The discrepancy in teacher salaries between public and private schools is also a major issue and often leads to a constant exodus of teachers to public schools. On average, private school teachers in comparable positions only earn 60% of the basic salary of an entry-level teacher in public schools.[108] The regional discrepancies are significant.

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[106] Department of Education. DepEd Order No. 74, s. 2011. Policies and Guidelines on the FY 2011 Allocation of Textbooks and Teachers Manuals.
[107] 1987 Constitution. Article XIV, Section 5.
[108] Philippine Statistics Authority. 2018. Labor Force Survey.

Technical Assistance to Schools

The reorganized and strengthened SDOs play a critical role in providing timely, and sustainable support to all schools within the division. Currently, the provision of technical assistance is largely program- driven. The process is dictated by program owners from the Central (different bureaus and services) and Regional Offices (other functional units). Often, the strategies for implementing programs are customized according to the program's unique requirements, and in some cases, may conflict or compete with one another.

Shifting from curriculum implementation to technical assistance or provision of essential education support services is a major challenge. Both Curriculum Implementation Division (CID) and SGOD staff need to be equipped with the necessary skills to effectively provide technical assistance, prepare division education development plans and programs, implement a monitoring and evaluation system efficiently, and manage and maximize external stakeholders' support.

The ratio of SDO staff to schools (school heads, teachers, learning facilitators, and non-teaching staff) and the geographical dispersion of schools and learning centers (with unique challenges and requirements) make it difficult for SDOs to provide equitable education support services to all schools and learning centers. The number and type of schools require differentiated assistance to elementary (multigrade, monograde), junior high schools, integrated schools, and senior high schools. Unique and competing operational requirements of schools demand robust management systems and processes. At present, the primary modalities for technical assistance are workshops and school visits.

Implementation of Strategies and Programs

The implementation of national education policies and programs is the responsibility of the DepEd Regional Office (RO). Operationally, the RO must institutionalize systems and processes for implementation, review, and evaluation of national initiatives, including support programs and projects. The capacity of each of the 16 DepEd regions to define a regional educational policy framework that reflects the values, needs, and expectations of the communities to implement national policies and programs is a critical element for the effective delivery of basic education services in all communities. The RO's must improve its capability to provide mechanisms to integrate operations, do monitoring and technical assistance work, improve assessments tests in the regions, and counter the tendency for the excessive number of programs.

Assessment of Learning

The K to 12 curriculum's realignment into outcomes-based statements requires introducing changed methods of assessment tools that are better suited to criterion-referenced assessment. Assessment tools must no longer focus primarily on testing knowledge. They need to also assess the acquisition and application of the 21st century skills of problem-solving, information literacy, and critical thinking[109] across all subjects. Assessing these different outcomes requires new types of examinations and strategies. Continuous monitoring of learning progress by teachers using formative assessment in classrooms is an important element of effective teaching. CPD focused on formative assessment at all levels needs greater emphasis on training programs at both school and pre-service levels.

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[109] These three 21st century skills have been selected for inclusion in the K to 12 curriculum. They are also referred to as transverse competencies because they are applied across all subjects of the curriculum.

Planning, Budget Horizons, and Regulatory Environment

The system and practice of planning and budgeting in DepEd improved considerably by introducing critical changes such as integrating strategic education plans across governance levels, the participation of Civil Society Organizations (CSOs) and other stakeholders in planning and budgeting (institutionalized budget engagement of CSOs—e.g., the Alternative Budget Initiative), and linking operations planning with budgeting. While the mechanisms to ensure vertical and horizontal integration of education and operational plans have been set in place, the following issues must be addressed: (i) the quality of education plans needs to be improved, especially in reflecting curriculum management and implementation concerns in the school improvement plans (SIPs). Emphasis should be on improving teaching and learning, curriculum implementation and management, addressing least mastered competencies, and other quality-related concerns rather than physical improvements in school facilities; and (ii) DepEd has continuously struggled with the regulatory environment defined by oversight agencies like the Department of Budget and Management (DBM) and the COA. The DBM's cash-based budgeting created pressure to immediately utilize the budget allocation, making the implementation of various programs for the school year very challenging. Overall, this has led to under-investment in some programs, delays in others, and others' disallowances.

Timely Access and Utilization of Education Data and Information

Awareness of the importance of evidence-based decision making, education planning, and M&E work is very high in DepEd, as evidenced by the surge in planning- and monitoring-related activities across governance levels. There is also increased demand for education data and information for use in preparing School Improvement Plans, Division Education Development Plans, Regional Basic Education Plans, and national plans. The preparation of report cards and the conduct of quarterly program implementation reviews (PIR) are becoming the norms in DepEd. DepEd must match this awareness with improvements in the timely access to education data and information. While existing information systems have improved access to data on learners' information, enrollment, and school information, including learning facilities, information related to learners' performance and curriculum effectiveness is currently limited. Limited data on quality severely affects the ability of the RO and SDO to make timely corrective adjustments in education policies, programs, and projects. This is currently being addressed at the central office by moving to integrate data on large scale assessments with the main information systems.

3.5. Disaster Risk Reduction and Management

3.5.1 Natural and Human-Induced Hazards Over the Last Years

The Philippines is highly exposed to natural hazards, being at the junction of several tectonic plate boundaries, as well as being in an area of frequent tropical cyclones. The Philippines is ranked as the fourth most affected country in terms of extreme weather events (1998–2018), particularly tropical cyclones,[110] in Germanwatch's Global Climate Risk Index of 2020.[111] Reports from schools from SY 2014–2015 to SY 2018–2019 show that a total of 36,853 (78.09%) schools have experienced natural hazards at least once.[112]

A paper based on the LCSFC (Edwards, Gray, and Borja, 2021) examined vulnerabilities (other than disaster damage) linked to cumulative exposure to natural disasters. Higher levels of family violence, stunting in children, and food insecurity were associated with experiencing an increased number of natural disasters.

Tropical Cyclones

The Philippines is frequented by at least 20 tropical cyclones a year, nine of which make landfall on average every year,[113] making the country "the most storm-exposed country on earth."[114] Collected data from the Enhanced Basic Education Information System (EBEIS) show an increasing trend in the number of affected schools each year, from 8,230 (17.44%) in SY 2014–2015 to 14,365 (30.44%) in SY 2018–2019—a 13% increase overall. Most of these tropical cyclones affected Region IV-A (CALABARZON) in the southern portion of Luzon island (19,009 school incidents), followed by the regions on the eastern seaboard such as Region V (Bicol Region) and Region VIII (Eastern Visayas) with 17,790 and 17,442 school incidents, respectively (EBEIS reports). Regions on the western seaboard such as Region I (Ilocos Region) with 17,819 school incidents, Region III (Central Luzon) with 16,135 school incidents, and Region VI (Western Visayas) with 15,770 school incidents show that areas directly opposite the regions in the eastern seaboard also experience the intensity of this weather system. On average, a school experiences at least three tropical cyclones each year.Flooding and Sea Level Rise

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[110] The World Bank East Asia and Pacific Region Rural Development. "Natural Disaster Risk Management: Enhancing Poverty Alleviation Through Disaster Reduction". http://documents.worldbank.org/curated/en/975311468776739344/pdf/338220REPLACEM1aster0Report1combine.pdf

[111] Eckstein, David, Kuncel Vera, Laura Schafer, and Mark Winges. 2019. "Global Climate Risk Index 2020." Bonn: Germanwatch.

[112] DEPED-EMISD. Enhanced Basic Education Information System Consolidated Report, SY 2014-2015 to SY 2018-2019. Extracted End of School Year 2019-2020 through Educational Management Information System Division- Planning Service.

[113] DOST-PAGASA. "Frequently Asked Questions / Trivia". http://bagong.pagasa.dost.gov.ph/learnings/faqs-and-trivias

[114] Brown, Sophie. 2013. "The Philippines Is the Most Storm-Exposed Country on Earth". http://world.time.com/2013/11/11/the-philippines-is-the-most-storm-exposed-country-on-earth/ Time Magazine. 11 November.

Regions that are frequently affected by tropical cyclones are also exposed to flooding. Two of the regions most affected by tropical cyclones in the eastern seaboard, Eastern Visayas and Bicol Region, also have the highest frequency of reported flooding incidents in the EBEIS, having a total of 9,428 and 8,749 school incidents, respectively. Likewise, Western Visayas and Central Luzon also reported the most flooding incidents among the regions in the western seaboard, with a total frequency of 9,202 and 9,124 school incidents, respectively. The Philippines has more than P1.05 billion worth of land and structures at risk of damage from rising sea levels.[115] There are a total of 1,199 schools that are located on small islands, 4,975 schools are near the coastline, and 8,376 schools are near rivers or waterways. The Intergovernmental Panel on Climate Change (IPCC) estimated an increase in the country's sea level of around 30 to 60 cm even if global warming is within 2 degrees Celsius. However, at current projections, there is an expected 60 to 110 cm sea level rise due to uncurbed greenhouse gas emissions.[116] Climate Central's 2019 mapping predicts that a huge portion of the country's coastal area will be submerged in 30 years, threatening the lives of around 8.6 million Filipinos.[117]

Earthquakes

The Philippines is situated in the tectonically active region called the "Pacific Ring of Fire", where numerous earthquakes and volcanic eruptions occur. According to the Philippine Institute of Volcanology and Seismology (PHIVOLCS), most of the inland earthquakes are caused by movement along the Philippine Fault—a 1,300 km-long fault that traverses the Ilocos Region in the north to Eastern Mindanao in the south—which causes an average of 20 recorded earthquakes daily.[118] EBEIS data show an increasing trend in the number of schools affected by earthquakes from 1,559 in SY 2014–2015 to 8,859 in SY 2017–2018. The regions most affected by earthquakes are Eastern Visayas, Region XIII, and CALABARZON.

Volcanic Eruptions

PHIVOLCS monitors 22 active volcanoes, which may possibly bring several hazards, such as pyroclastic flows, lava flows, ashfall, lahar,[119] or volcanic gases from their eruptions.[120] There are four active volcanoes that have erupted from 2015 to 2020: Taal Volcano in CALABARZON, Mayon Volcano and the Bulusan Volcano in the Bicol Region, and Kanlaon Volcano in Western Visayas.[121] EBEIS data from SY 2014–2015 to SY 2018–2019 show that the most affected region from volcanic eruptions is Bicol Region with a total frequency of 2,362 reports across 675 schools. On January 12, 2020, Taal Volcano in Batangas erupted, affecting 5 million students in over 4,000 schools covering four DepEd regions (CALABARZON, MIMAROPA, Metro Manila, Central Luzon). The eruption and the ensuing ashfall damaged many schools in the areas surrounding the Taal Volcano. Schools in nearby areas were used as evacuation centers for displaced families.

[115] Bayani, J.K.E., Dorado, M.A., & Dorado, R.A. 2009. "Responding to Sea Level Rise- A Study of Options to Combat Coastal Erosion in The Philippines". EEPSEA Policy Brief pb2009082, Economy and Environment Program for Southeast Asia (EEPSEA). revised August.

[116] IPCC. 2019. Summary for Policymakers. In: IPCC Special Report on the Ocean and Cryosphere in a Changing Climate [H. O. Pörtner et al).

[117] Kulp, Scott and Benjamin Strauss. 2019. "New elevation data triple estimates of global vulnerability to sea-level rise and coastal flooding." Nature Commun 10, 4844 (2019). https://doi.org/10.1038/s41467-019-12808-z

[118] DOST-PHIVOLCS. "Earthquakes and its Hazards". https://www.phivolcs.dost.gov.ph/index.php/publications/general-information-products

[119] A rapidly flowing thick mixture of volcanic material and water, usually generated along river channels by extreme rainfall.

[120] DOST-PHIVOLCS. Volcanoes and Volcanic Hazards. https://www.phivolcs.dost.gov.ph/index.php/publications/general-information-products

[121] DOST-PHIVOLCS. "Eruption History". https://vmepd.phivolcs.dost.gov.ph/volcan/erupt-history

Armed Conflict

Armed conflicts continue to pose serious security threats to communities, with adverse impacts particularly on children's education. EBEIS data show that from SY 2014–2015 to SY 2018–2019, a total of 7,303 schools nationwide reported 27,131 violent incidents, including activities as a result of organized crimes and armed conflict. In these situations, learners, personnel, and parents suffer fear or trauma, or simply their own regard for personal safety and security prevents learners from going back to school. Moreover, armed conflicts create unsafe and unsecure environments where learners face the risk of being victims of grave child rights violations (GCRVs).

A total of 44 public school teachers and personnel form Marawi City were among the first to receive Psychological First Aid (PFA) conducted by the Department of Education and its partners from June 20–22, 2017 at the National Educators Academy of the Philippines (NEAP) Region 10 in Cagayan de Oro City. Led by the DepEd DRRMS, the series of PFA aims to help DepEd teachers and personnel who have experienced distressful and/or traumatic events in the war-torn city regain a sense of normalcy in their lives.

3.5.2. Impact of Natural and Human-Induced Hazards in Basic Education

From SY 2014–2015 to SY 2018–2019, a total of 36,853 schools have reported effects of natural hazards, while 7,009 schools have reported human-induced hazards. These hazards impede the provision of education, damage school infrastructure and non-infrastructure, and threaten and affect both the lives of students and personnel and other educational resources and investments.

Damage to Infrastructure (Natural Hazards)	From 2015–2020, a total of 9,854 schools in the Philippines incurred total or major classroom damages due to tropical cyclones. A total of 821 schools were reported to have incurred total or major classroom damages due to earthquakes. Among these schools, Davao Region had reported the greatest number of damaged classrooms at 2,184 across 221 schools; followed by SOCCSKSARGEN with 1,899 damaged classrooms across 337 schools.
Damage to Non-infrastructure	Data from the Rapid Assessment of Damages Report 2 (RADaR 2) show proportional values of damage to non-infrastructure items, namely, school furniture, learning resources, and computer sets. Bicol Region ranked first in non-infrastructure damages, followed by Eastern Visayas and Cagayan Valley. For damaged learning resources, Bicol Region ranked highest, followed by Eastern Visayas and MIMAROPA. From the 2015–2020 consolidated RADaR 2, the total cost of damages amounted to Php 105 billion.
Schools Used as Evacuation Centers	During and after a disaster, schools have been normally used as evacuation centers. In 2016, Republic Act No. 10821 was enacted, limiting the use of schools as evacuation centers. EBEIS data show that from SY 2014–2015 to SY 2018–2019, a total of 35,648 classrooms across 11,522 schools nationwide had been used as evacuation centers, averaging at 7,130 classrooms per school year. Bicol Region and Eastern Visayas had the highest number of classrooms used as evacuation centers.
School Days Lost	EBEIS data show that there is a cumulative total of 27,224 school days lost due to classrooms being used as evacuation centers across 4,252 schools, and 105,618 school days lost due to class suspensions brought about by natural hazards across 17,694 schools. Among the regions with school days lost due to classrooms being used as evacuation centers, the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) and Bicol Region rank highest with 3,914 and 6,330, respectively, school days lost (Data is between two school years .Among the regions with school days lost due to class suspensions brought about by natural hazards, the National Capital Region (NCR) ranks the highest with an average of 8 days, followed by the Cordillera Administrative Region (CAR), Central Luzon, and CALABARZON with 5 days each. Around 46% of learners are affected nationwide.

Psychosocial Impacts	Intensified weather conditions such as typhoons and droughts, together with adverse environmental conditions, impose risks to young people's physical, mental, psychosocial, and emotional development. UNICEF reported that "climate change exacerbates the many threats to children's wellbeing, survival, and access to services in the Philippines, including education, water and sanitation, nutrition, and health." These impacts are not only confined to disasters arising from natural hazards, but also human-induced hazards, including armed conflict.
Damage to Schools (Armed Conflict)	In May 2017, the Marawi siege broke out, much larger in scale and with greater impact than the Zamboanga siege in 2013. Lasting for nearly five months, the ensuing war affected 96 barangays, completely destroyed 20 schools in ground zero, and displaced thousands of learners. The total cost of damaged school infrastructure amounted to Php 1 billion, while the total cost of damaged non-infrastructure, which included school furniture, learning resources, and computer sets, amounted to Php 38 million. Other than these large-scale conflicts, sporadic small-scale clashes between the government's armed forces and armed groups also take their toll on the education sector. In the period from June 2018 to December 2019, the Disaster Risk Reduction and Management Service (DRRMS) received 23 reports from the field on schools affected by armed conflict. These reports involved schools, learners, and personnel caught in the crossfire between the military and armed groups such as the Abu Sayyaf and the New People's Army, which resulted in class suspensions ranging from 1 to 10 school days. The DRRMS also received reports on alleged child rights violations against learners and personnel.

3.5.3. The DepEd DRRM Responses

DepEd established the Disaster Risk Reduction and Management Office through DepEd Order No. 50, s. 2011 and elevated the office to a service (Disaster Risk Reduction and Management Service or DRRMS). The DRRMS is tasked to empower the DepEd personnel, offices, schools, and learners in ensuring safety and learning continuity; institutionalize Disaster Risk Reduction and Management (DRRM), Climate Change Adaptation and Mitigation (CCAM), and Education in Emergencies (EiE); and strengthen the resilience of basic education in the context of natural and human-induced hazards.

The DRRMS implements six major programs within the Comprehensive DRRM in Basic Education Framework:[122]

    1) Climate Change Adaptation and Mitigation;
    2) Education in Emergencies relating to Armed Conflict;
    3) Safe Learning Environment and Facilities;
    4) Preparedness;
    5) Mental Health and Psychosocial Support Services; and
    6) Response, Rehabilitation, and Recovery.

The DRRMS uses the Rapid Assessment of Damages Report (RADaR)[123] for large scale disasters, which are SMS reports sent by School DRRM Coordinators to the DRRMS within the first 48 to 72 hours after a disaster, covering infrastructure and non-infrastructure damages or incident reports for armed conflict, as well as small-scale disasters such as fire and landslide. These reports are submitted to the DRRMS by the concerned Schools Division Office.

The response is elaborated in coordination with the National Disaster Risk Reduction and Management Council (NDRRMC) inter-agency Post Disaster Needs Assessment (PDNA) or Post Conflict Needs Assessment (PCNA) led by the Office of Civil Defense. Results of the PDNA/PCNA are utilized for the formulation of DepEd's Comprehensive Rehabilitation and Recovery Plan for the disaster/emergency-affected areas. NEDA leads the NDRRMC Rehabilitation and Recovery Cluster. Reports of damages are also shared with the Education Cluster, which is activated in times of disasters, and to other partners for the planning and provision of response interventions. RADaR is used as the basis for allocation of interventions.

Based on the consolidated vetted RADaR, immediate interventions for affected schools are determined and funded by the Disaster Preparedness and Response Program (DPRP) Funds of the DRRMS. These include the following:

• Provision of Temporary Learning Spaces (TLS);
• School clean-up and minor repair;
• Mental Health and Psychological Support Services (MHPSS) and Psychological First Aid in Emergencies;
• Provision of learners', teachers', and hygiene kits;
• Emergency school feeding;
• Alternative delivery modes;
• Deployment of personnel;
• Fund support for response, rehabilitation, and recovery efforts.

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[122]   Department of Education. DepEd Order No. 37 s.2015.
[123]   Department of Education. DepEd Order No. 21 s.2015.

The Quick Response Fund (QRF) is an annual budget (about P2 billion) given to the Department of Education solely for the repair and reconstruction of disaster-affected schools. However, this amount has remained historically insufficient. From 2016 to 2020, the repair or reconstruction of only 20,233 out of at least 30,918 classrooms with validated disaster-induced damages has been funded. More than P30 billion would be needed to cover all damages. Despite the limited funds allocated annually, the DRRMS provided a total of 8,522 units of TLS amounting to P668 million to disaster and emergency-affected schools from 2015 to 2020. Other response interventions such as the provision of learners' kits, teachers' kits, and hygiene kits started in 2018, but were subject to available DRRMS funds. Another fund source is the National Disaster Risk Reduction and Management Fund (NDRRMF), which may be used for repair and reconstruction, replacement of non-infrastructure resources, and other rehabilitation and recovery needs. From 2017 to 2020, DepEd had been granted more than P1 billion to fund rehabilitation and recovery works for areas affected by Typhoons Karen, Lawin, and Nina (2017) and the Marawi Siege (releases made from 2017 to 2020).

The inadequacy of the said funds for repair and reconstruction has led to thousands of backlogs and billions of pesos needed for rehabilitation and recovery, coupled with the limited budget provided for in the General Appropriations Act (GAA) that could not meet all the annual demand for new construction to accommodate a growing student population.

3.5.4. The Impact of COVID-19 to the Education Sector

The economic impacts of the COVID-19 pandemic, such as the increase in the unemployment rate, the increase in the poverty incidence, and the GDP contraction of 8.5%, will have longer-term effects on household well-being and will impact education and schooling. The effects on the system are multi-layered with varying time frames. The COVID-19 period has brought severe disruption to the Education sector.

Immediate Effect of the Wholesale School Shutdown

In late March 2020, schools were shut down due to the quarantine restrictions imposed by the government. Some schools were able to finish the school year as scheduled, especially graduating classes where final examinations are traditionally administered earlier in preparation for graduation. Most schools, however, had to cut short their school year and arrange for ways to complete the requirements expected of students. Many schools worked out alternative ways of assessing students other than final examinations (i.e., projects, written work, presentations, video essays).

School opening originally scheduled in early June 2020 was postponed until early October for public schools. Private schools could open earlier. In both public and private schools, face-to-face in-class instruction was not allowed by the President to manage the COVID-19 crisis. As of May 2021, schools are still closed for face-to-face learning while DepEd is preparing the guidelines for face-to-face.

The shift to distance learning and the uncertainty of the pandemic led to a decline in total Basic Education enrollment. As shown in Table 15, the total enrollment fell by 4% across all grade levels and ALS. While public school enrollment surpassed the last SY enrollment, private school enrollment fell by 22%. In November 2020, DepEd reported that 398,981 students had transferred from private schools to public schools. Given that public school total enrollment was only slightly less than the year before, this meant that private school students had taken up the seats of public-school enrollees that had dropped out of the system or did not enroll this school year.

Table 15: Enrollment for SY 2020–2021, Kindergarten to Grade 12 including ALS (as of January 18, 2021)

Sectors	SY 2019–2020 Actual LIS Enrollment	SY 2020–2021 LIS Enrollment	% of SY 2019–2020 Enrollment
Public	22,572,923	22,712,409	101%
Private	4,304,676	3,375,748	78%
SUCs LUCs	131,006	118,755	91%
Alternative Learning System	759,723	478,672	63%
Philippine Schools Overseas	21,786	20,100	92%
Grand Total	**27,790,114**	**26,705,684**	**96%**

LIS- Learner's Information System, LUCs- Local Universities and Colleges, SUCs- State Universities and Colleges
Source: DepEd's LIS SY 2020–2021 final official enrollment count, as of January 15, 2021. ALS data is as of March 19, 2021

The LCSFC conducted a brief phone survey in November 2020 to check on how the cohort and their households were faring during the pandemic. As expected, the monthly median income of all households surveyed decreased by 40% between pre-pandemic and during the pandemic. About 76% of the households reported some level of difficulty in meeting expenses. The proportion of food-insecure households significantly increased during the pandemic compared to the last pre-pandemic survey.

About 97.5% of the cohort children were reported to be enrolled in school, noting a slight increase in public school enrollment compared to the prior survey. In terms of the mode of schooling, the majority (72.9%) opted for printed modules (either picked up from the school/barangay or delivered to the home). Despite 80.4% of the households having internet connections at home, a smaller proportion opted for the purely internet/online schooling mode (9%) or blended learning using both online and printed modules (17.3%). Only about 17.2% reported no difficulty in their chosen mode of schooling. The mothers and siblings mainly assisted the children in their school work, indicating that these household members may also require some form of training or assistance in handling modules.

IATF guidelines have restricted movements of children (below age 15) outside the home boundaries for safety reasons. The latest Policy Note (Largo et al, 2021) also discusses the potential risk of increased exposure to home violence as a result of prolonged home confinement of children, particularly among those living in crowded households.

Effect of the Pandemic on Learners, Teachers, and Parents

The immediate effects of the shift to distance education on learners, teachers, and parents have been in the adjustment to changed modes of learning and instruction. In terms of teaching and learning strategies, the pandemic has highlighted the need for various education technologies that can facilitate learning from home. Within the public school system, there are 1,042,575 devices (desktops, laptops, tablets) that are distributed across 44,155 or 93% of schools. Among these devices, 459,578 are laptops/tablets that 2% of the public-school learners may bring home on a scheduled basis. Some 22,645 or 48% of public schools have internet connections. Another 8,478 or 18% of public schools are located in areas with internet service providers but have not yet been connected. This administrative data was supplemented by a survey conducted by DepEd at the beginning of the quarantine period, which showed that 45% of the teacher respondents have laptops/desktops with Wi-Fi at home, while 36% have no internet connection; 8% of the teachers with laptops/desktops answered that an internet signal is not available in their area; and more than 77,000 or 11% of the teachers nationwide do not have laptops/desktops at home.[124]

[124] Department of Education. 2020. Basic Education Learning Continuity Plan.

At the country level, the National ICT Household Survey[125] found that 5% of households did not have electricity, 52.9% did not have radios, 17.3% did not have TVs, and 82.3% did not have access to the internet (with great regional disparities: 33% in NCR and 5% in BARMM).

In the first year of distance learning, it was still too early to determine how much learning loss there might be due to the cessation of face-to-face in-class learning. As of May 2021, the Philippine Government has not made a definite statement about when face-to-face learning will be allowed to happen.

Risk Management from COVID-19

The declaration of a state of public health emergency due to the COVID-19 pandemic necessitated major changes to how learning provision and public services are delivered. Central to DepEd's response to the pandemic is the creation of a DepEd Task Force COVID-19 (DTFC-19).[126] Chaired by the Undersecretary for Administration, the DTFC-19 is administered by the DepEd Central Office Quick Response and Recovery Team, which, due to the nature of the crisis, has been restructured to have the Bureau of Learner Support Services- School Health Division (BLSS-SHD) as the leading agency and the DRRMS as the co-leader. The DTFC-19 is tasked to mainly cooperate with the Department of Health (DOH) and the Inter-Agency Task Force for the Management of Emerging Infectious Diseases (IATF-EID) in the Philippines on overall Philippine government efforts on addressing COVID-19; promulgate policy directives, subject to the review and/or approval of the Secretary, containing standard protocols in response to COVID-19 in DepEd offices and schools; and oversee COVID-19 preventive, coordinative, monitoring, and response measures.

The biggest risk of an uncertain period of school closure will be learning loss in the absence of face-to-face classes. It is very likely that learners from low-income families will be more adversely affected by the current COVID-19 situation, compared to learners from middle- or upper-income families who have access to both digital and other resources, thereby rendering the attainment of inclusive and equitable quality education more difficult.

To mitigate the effects of schools' closure, DepEd elaborated the Basic Education- Learning Continuity Plan (BE-LCP) with the following principles, strategies, and interventions.

Principles:

> 1. Protect the health, safety, and well-being of learners, teachers, and personnel, and prevent the further transmission of COVID-19;
>
> 2. Ensure learning continuity through K to 12 curriculum adjustments, alignment of learning materials, deployment of multiple learning delivery modalities, provision of corresponding training for teachers and school leaders, and proper orientation of parents or guardians of learners;

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[125] Department of Information and Communications Technology. National ICT Household Survey Executive Summary. https://dict.gov.ph/ictstatistics/wp-content/uploads/2021/07/NICTHS-Executive-Summary_Updated_July-23.pdf

[126] Department of Education. DepEd Task Force on Covid-19, i.e., DM 11 s. 2020. "Creation of A Task Force for the Management of the Department of Education Response to Novel CoronaVirus Acute Respiratory Disease", as amended by as DM 19, s. 2020.

3. Facilitate the safe return of teaching and non-teaching personnel and learners to workplaces and schools, taking into consideration the scenarios projected by the Department of Health and the Inter-Agency Task Force for the Management of Emerging Infectious Diseases in the Philippines, complemented by other credible sources, and balanced with DepEd's own risk assessments;

4. Be sensitive to equity considerations and concerns, and endeavor to address them the best we can; and

5. Link and bridge the BE-LCP to DepEd's pivot to quality and into the future of education, under the framework of *Sulong EduKalidad* and Futures Thinking in Education.

Some of the strategies and interventions are as follows:

• The BE-LCP streamlines the K to 12 Curriculum into the Most Essential Learning Competencies (MELCs), to be delivered in multiple learning modalities and platforms. The MELCs will be used nationwide by field implementers for SY 2020–2021 only as an emergency measure to allow instruction amid challenging circumstances to focus on the most essential learning, and to ease the requirements for adapting classroom-based learning resources for distance learning;

• A Learning Resources and Platforms Committee (LRPC) was created to ensure that appropriate learning resources of good quality are made available (including self-learning materials, with inclusive interactive versions for learners with disabilities), and that the necessary platforms or technologies (printed, digital online and offline, television, and radio) are engaged or made available in a timely and efficient manner;

• Adoption of different learning modalities by schools: face-to-face modality (not allowed at that time), distance learning, blended learning, or homeschooling; and

• Training of teachers and school leaders on the multiple learning delivery modalities.

4.0
POLICY FRAMEWORKS OF THE BEDP

The BEDP is anchored in DepEd's current vision, mission, mandate, and core values.[127]

VISION

> We dream of Filipinos who passionately love their country and whose values and competencies enable
> them to realize their full potential and contribute meaningfully to building the nation.
> As a learner-centered public institution, the Department of Education continuously improves itself to better
> serve its stakeholders.

MISSION

To protect and promote the right of every Filipino to quality, equitable, culture-based, and complete basic
education where:
- **Students** learn in a child-friendly, gender-sensitive, safe, and motivating environment;
- **Teachers** facilitate learning and constantly nurture every learner;
- **Administrators and staff,** as stewards of the institution, ensure an enabling and supportive environment for
  effective learning to happen; and
- **Family, community, and other stakeholders** are actively engaged and share responsibility for developing
  life-long learners.

The Department of Education Mandate

Section 17 under Article II of the 1987 Philippine Constitution mandates the State to give priority to education,
science and technology, arts, culture, and sports to foster patriotism and nationalism, accelerate social progress,
human liberation, and development. Article XIV, Section 1 declares that "The State shall protect and promote
the right of all citizens to quality education at all levels and shall take appropriate steps to make such education
accessible to all." As declared in the Constitution, the State has the duty to respect, protect, fulfill, and promote
the right of every Filipino to accessible and quality education.

The Department of Education is the government agency that formulates, implements, and coordinates policies,
plans, programs, and projects in areas of formal and non-formal basic education. In all our decisions and actions,
we put the Filipino learner first. It supervises all elementary and secondary education institutions, including
alternative learning systems, both public and private; and provides for the establishment and maintenance of a
complete, adequate, and integrated system of basic education relevant to the goals of national development.

DepEd Core Values

Republic Act No. 8491 known as the Flag and Heraldic Code of the Philippines states that the national Motto shall
be "*MAKA-DIYOS, MAKATAO, MAKAKALIKASAN AT MAKABANSA.*" The Department of Education has taken this
a step further and formally adopted these as core values to help ensure that all DepEd initiatives are guided by
the said values. At the time of the articulation, the core values were also stated in the definition of a functionally
literate individual, which was part of the DepEd vision then. While the vision for the learners has been updated
in this plan, the Department as a whole saw that it is important to continue to advocate for the core values that
have guided the Department for many years.

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[127] Department of Education. Vision, Mission, Core Values, and Mandate. https://www.deped.gov.ph/about-deped/vision-mission-core-values-
and-mandate/

Core Values	Behavior Statements
Maka-Diyos	Expresses one's spiritual beliefs while respecting the spiritual beliefs of others
	Shows adherence to ethical principles by upholding truth
Makatao	Is sensitive to individual, social, and cultural differences
	Demonstrates contributions toward solidarity
Makakalikasan	Cares for the environment and utilizes resources wisely, judiciously, and economically
Makabansa	Demonstrates pride in being a Filipino; exercises the rights and responsibilities of a Filipino citizen
	Demonstrates appropriate behavior in carrying out activities in the school, community, and country

The BEDP is anchored in national development goals and the Agenda 2030.

The vision for Philippine society by 2040 is embodied in *AmBisyon* **Natin 2040.** This is a long-term strategy of the national government in fighting poverty, which represents the collective long-term vision and aspirations of the Filipinos for themselves and for the country in the next decades. It envisions that "By 2040, the Philippines shall be a prosperous, predominantly middle-class society where no one is poor; our peoples shall live long and healthy lives, be smart and innovative, and shall live in a high-trust society," translated in Filipino as having a "*Matatag, Maginhawa, at Panatag na Buhay.*"[128]

The current **Philippine Development Plan (PDP)** sets out the strategies to meet the long-term vision. The goals and strategies are grouped into the following pillars: 1) Enhancing the social fabric *(malasakit)*, 2) Reducing inequality *(pagbabago)*, and 3) Increasing growth potential *(patuloy na pag-unlad)*. To achieve these necessitates the provision of an enabling and supportive economic environment, solid foundations for sustainable development towards peace and security, balanced and strategic infrastructure development, and ecological integrity. Education is included in the Strategic Framework for Accelerating Human Capital Development and the PDP expects that lifelong learning opportunities for all will be ensured:

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[131] Section 1, EO 5, 11 October 2016.

- Strengthen early childhood care and development programs in order to adequately prepare for basic education;
- Pursue the full implementation of K to 12;
- Strengthen inclusion programs;
- Develop and improve interventions to keep children in school;
- Continue curricular reforms;
- Enhance teacher competencies;
- Integrate 21st century competencies;
- Strengthen quality assurance mechanisms.

In addition, the equity approach included in the BEDP is anchored in the statement proposed in the PDP: "To yield greater equity in human development outcomes, education will be made accessible to vulnerable groups and those not reached by formal education."

Sulong Edukalidad is a national effort designed to improve the quality of education, close the remaining access gaps, and address equity issues. It was issued in the middle of the administration of President Rodrigo Duterte and has four pillars that represent the priority areas. Each pillar has several core strategies that will catalyze the achievement of the overall goal of *Sulong EduKalidad*. Each strategy is supported by relevant programs, projects, and activities that will help achieve the objective of each strategy. The soul of the framework is the core values that should influence how the curriculum is delivered in every classroom. Governance and Management include cross-cutting processes that will support the implementation of each strategic objective. Research and Innovations, Policy Development, Planning and Monitoring & Evaluation, Legal Management, and Finance and Procurement Management are essential key management processes that will keep the system improving for the better.

Figure 27: Sulong EduKalidad Framework

Sulong EduKalidad:

We dream of Filipinos who passionately love their country and whose values and competencies enable them to realize their full potential and contribute meaningfully to building the nation. As a learner-centered public institution, the Department of Education continuously improves itself to better serve its stakeholders

By 2020, we will have nation-loving, and competent lifelong learners able to respond to challenge and opportunities through the delivery of quality accessible, relevant and liberating K to 12 program by a modern professional, pro-active, nimble, trusted and nurturing DepEd.

Strategic Objectives

- Review and enhance K-12 curriculum to make it more relevant, responsive and inclusive
- Ensure that every child attains a minimum reading proficiency appropriate for their level.
- Ensure SHS graduates are ready for further education, entrepreneurship and work

Strategic Objectives

- Transform the learning environment to be child-friendly, gender-sensitive, motivating, safe and inclusive
- Provide appropriate materials and technology for learning and administrative use
- Support the physical, mental and overall well being of learners

K-12 curriculum development for improved delivery and instruction, and assessment

Improving the Learning Environment to develop learner's full potential

Address Equality close ACCESS gaps improve QUALITY

Teachers' and School Leaders upskilling and reskilling to improve competencies

Engagement of stakeholders for support and collaboration

MAKA DIYOS

MAKA TAO

MAKA KALIKASAN

MAKA BANSA

Strategic Objectives

- Deliver an integrated, and aligned capacity development interventions
- Develop and implement career progression opportunities
- Support the welfare and well-being of teaching and non-teaching personnel

Strategic Objectives

- Institutionalize an inclusive, multi-sectoral education group for better engagement
- Provide responsive engagement platforms and mechanisms
- Advocate and localize SDG 2030
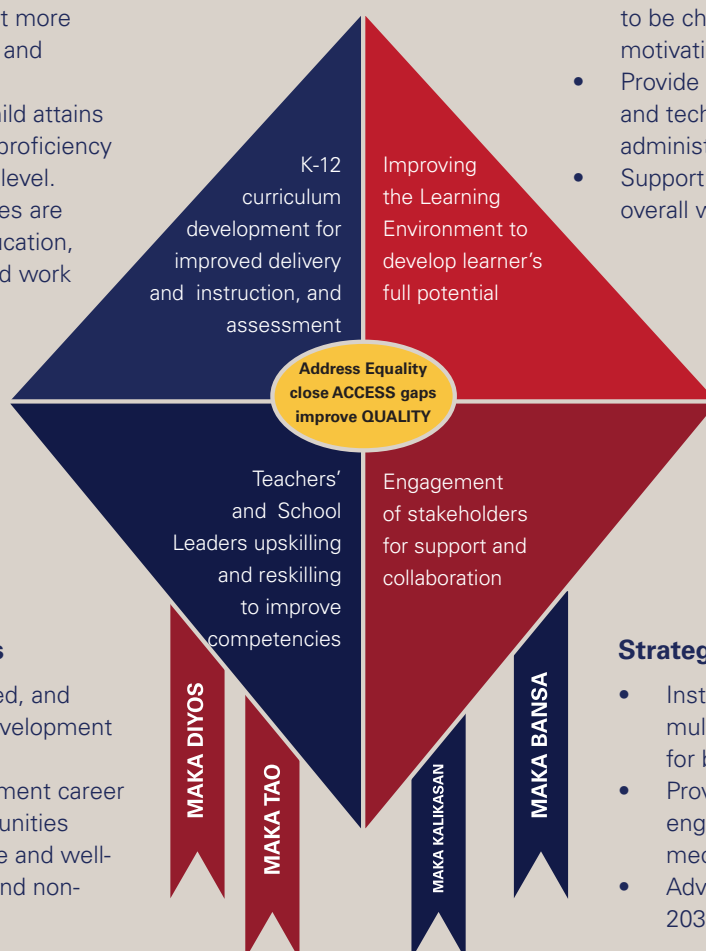
Governance and Management	Research and Innovation Legal Management	Policy Development Finance and Procurement Management	Planning and M&E

The four strategic objectives of this framework are highlighted as:

- K to 12 curriculum review and update with focus on foundational skills on reading and numeracy, especially at early grades;
- Improving the learning environment in terms of physical facilities, learning resources, and promoting safe and nurturing schools;
- Teachers' upskilling and reskilling to develop teaching proficiency alongside provision of incentives and better career progression; and
- Engagement of stakeholders for support and collaboration, not just on provision of facilities but more on deeper consultations, collaborative research and analysis, and high-level advice to strategic policy, planning, and programming for quality.

The rights-based education framework and lens provide the legal institutional framework. DepEd's mandate under the Governance of Basic Education Act of 2001 to ensure access to, promote equity in, and improve the quality of basic education is based on the rights of the child and youth—the rights-holder—as enshrined in the 1987 Constitution and other domestic and international legislation, which is a legal obligation of DepEd as a duty-bearer to respect, protect, fulfill, and promote. The BEDP is anchored on these rights and duties in relation to the basic education sector.

- The 1987 Constitution:

- Enshrines the right of all citizens to accessible and quality basic education and the corresponding duty of the State to protect and promote this right;

- Prescribes the duty of the State to establish, maintain, and support a complete, adequate, and integrated system of education relevant to the needs of the people and society and to establish and maintain a system of free public education in the elementary and high school levels;

- Prescribes the duty of all educational institutions to include the study of the Constitution as part of the curricula and to inculcate patriotism and nationalism; foster love of humanity, respect for human rights, and appreciation of the role of national heroes in the historical development of the country; teach the rights and duties of citizenship; strengthen ethical and spiritual values; develop moral character and personal discipline; encourage critical and creative thinking; broaden scientific and technological knowledge; and promote vocational efficiency.

- RA 9155 (Governance of Basic Education Act of 2001):

- Declared the policy of the State to protect and promote the right of all citizens to quality basic education and to make such education accessible to all by providing all Filipino children a free and compulsory education in the elementary level and free education in the high school level;

- The following *Declaration of Policy* is included in RA 9155: "It is hereby declared the policy of the State to protect and promote the right of all citizens to quality basic education and to make such education accessible to all by providing all Filipino children a free and compulsory education in the elementary level and free education in the high school level. Such education shall also include alternative learning systems for out-of-school youth and adult learners. It shall be the goal of basic education to provide them with the skills, knowledge and values they need to become caring, self- reliant, productive, and patriotic citizens";

- The law stressed the importance of shared governance between and among the national/central, regional, and division offices.

• RA 10533 (Enhanced Basic Education Act of 2013):

- Defined Enhanced Basic Education Programs as encompassing the following number of years in education:
> o At least 1 year of Kindergarten;
> o 6 years of Elementary;
> o 6 years of Secondary, which includes 4 years of Junior High School and 2 years of Senior High School.

• RA 11510 (Alternative Learning System Act):

- Provides out-of-school children in special cases and adults with opportunities to improve their knowledge, values, life skills, and readiness for higher education, work, or self-employment through a system of non-formal or indigenous education or both, which are tailored to respond to their learning needs and life circumstances.

• Convention on the Rights of the Child:

- Guarantees the right of children to education that develops their personality, talents, and mental and physical abilities to their fullest potential, and develops respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations;

- Guarantees a wide range of children's rights in relation to basic education including, but not limited to, the right to non-discrimination,[129] right to health,[130] right to participation or the right of a child capable of forming an opinion to have one's views heard and seriously considered in accordance with his/her age and maturity,[131] right to religion,[132] right to rest and play,[133] and right to protection against all forms of violence.[134]

• International Covenant on Economic, Social, and Cultural Rights:

- Enshrines the right of everyone to education that is directed to the full development of the human personality and the sense of its dignity and strengthening of respect for human rights and fundamental freedoms.

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[129]   Convention on the Rights of the Child. Article 2.
[130]   Id. at Article 24.
[131]   Id. at Article 12.
[132]   Id. at Article 14.
[133]   Id. at Article 31.
[134]   1987 Constitution. Article XV, Section 3.; Convention on the Rights of the Child. Article 19(1).

The 2030 Agenda and Sustainable Development Goal #4

The 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDG)[135] are the blueprint to achieve a better and more sustainable future for all. They address global challenges like poverty, inequality, climate change, environmental degradation, peace, and justice. The 2030 Agenda is a universal set of goals, targets, and indicators agreed upon by the United Nations member states in 2015, which guides their respective development agendas and policies until 2030. The Philippines affirms its commitment to achieve the SDGs by 2030, if not sooner, especially as the Global Goals are in sync with the country's development plans and long-term aspirations for 2040. In particular, DepEd supports and focuses its efforts on the attainment of the education goal (SDG 4), which aims to "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all."

SDG 4 is made up of 10 targets:

1. Target 4.1: By 2030, ensure that all girls and boys complete free, equitable, and quality primary and secondary education leading to relevant and effective learning outcomes;

2. Target4.2: By 2030, ensure that all girls and boys have access to quality early childhood development, care, and pre-primary education so that they are ready for primary education;

3. Target 4.3: By 2030, ensure equal access for all women and men to affordable and quality technical, vocational, and tertiary education, including university;

4. Target 4.4: By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs, and entrepreneurship;

5. Target 4.5: By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations;

6. Target 4.6: By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy;

7. Target 4.7: By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and nonviolence, global citizenship, and appreciation of cultural diversity and of culture's contribution to sustainable development;

8. Target 4.a: Build and upgrade education facilities that are child, disability, and gender sensitive and provide safe, non-violent, inclusive, and effective learning environments for all;

9. Target 4.b: By 2030, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States, and African countries, for enrollment in higher education, including vocational training and information and communications technology, technical, engineering, and scientific programs, in developed countries and other developing countries;

[135]   United Nations. Sustainable Development Goals. https://www.un.org/sustainabledevelopment/sustainable-development-goals/

10. Target 4.c: By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.

A voluntary national review[136] of the SDGs noted the achievements of the Philippines to date and the work that needs to be accomplished for the country to meet its commitment.

The 17 SDGs are interrelated and therefore the BEDP should also contribute to the achievement of other SDGs in the Philippines, in particular SDG 3 (Ensure healthy lives and promote well-being for all at all ages), SDG 5 (Achieve gender equality and empower all women and girls), SDG 6 (Ensure availability and sustainable management of water and sanitation for all), and SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels).

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[136]   Reyes, Celia et al. 2019. The Philippines' voluntary national review on the sustainable development goals. PIDS Discussion Paper Series No. 2019-10.

5.0
STRATEGIC FRAMEWORK OF THE BEDP

Goal

All Filipinos are able to realize their full potential and contribute meaningfully in building a cohesive nation.

Sector Outcome

Filipino basic education learners have the physical, cognitive, socio-emotional, and moral preparation for civic participation and engagement in post-secondary opportunities in their local, national, and global communities.

21st Century Skills and Aspirations for Filipino Learners

Filipino learners are envisioned to be holistically developed in basic education, acquiring 21st century skills that will enable them to manage oneself, build connections, inquire, innovate, stay nimble, and serve beyond self. They must take pride in Filipino national identity and nationhood and aspire for life skills and responsiveness, competitiveness, economic prosperity, socio-political stability, unity in diversity, flourishing, and sustainability by upholding the above-mentioned core values: *Maka-Diyos, Makatao, Makakalikasan,* at *Makabansa.*

Figure 28: Competencies and Aspirations for Filipino Learners
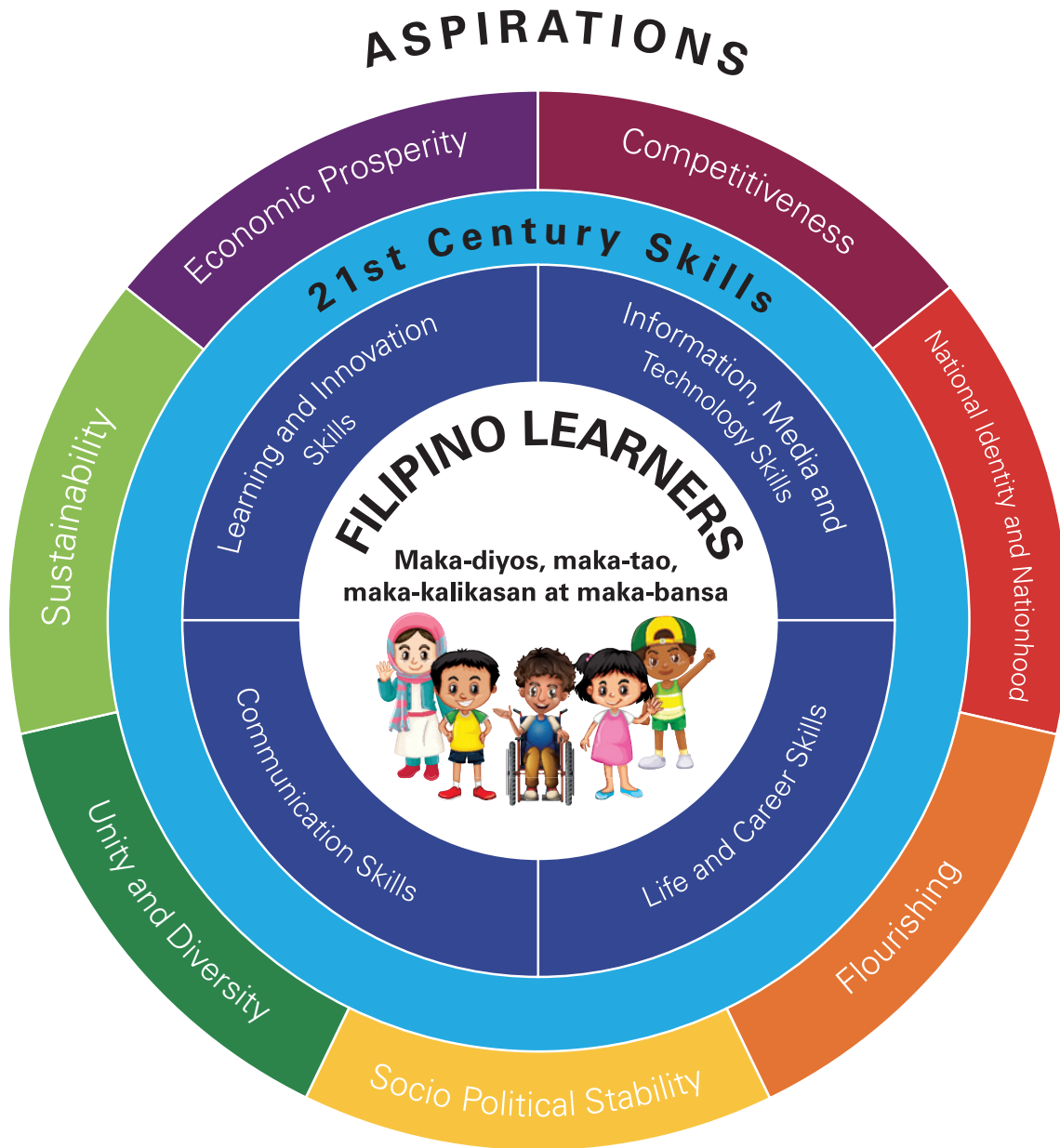
The 21ˢᵗ Century Skills

The 21ˢᵗ Century Skills are the knowledge, skills, attitudes, and competencies that learners need to develop so that they can prepare for and succeed in work and life in the 21ˢᵗ century (DepEd Order No. 21, s. 2019). The attainment of these skills will assist learners to meet the vision of and aspirations for a Filipino learner and to thrive in a complex and uncertain world.

The 21ˢᵗ Century Skills in the K to 12 Conceptual Framework comprise the four domains as stipulated in DepEd Order No. 21, s. 2019:

- Information, media, and technology skills
- Learning and innovation skills
- Communication skills
- Life and career skills

Information, Media, and Technology Skills

This multifaceted domain refers to the ability to effectively, efficiently, and responsibly gather, manage, use, synthesize, evaluate, and create information through media and technology .

It allows learners to navigate the fluid and dynamic environment of today's technologically and information-driven society and empower them to use a plurality of information sources (i.e., private, government, community) and plurality of voices (i.e., from people of all levels of society) for problem-solving, decision-making, and ideation in personal, social, economic, and political life.

This domain encompasses the contributory and significant skills applied and required in all academic subjects, thus challenging learners to sift through, communicate ideas, and utilize this information through ICT, media, libraries, and archives in a critical, creative, and ethical manner.

This domain also supports and promotes the development of globally competitive Filipinos who can effectively evaluate materials, information, representations, and perspectives considering the vast amount of information accessible nowadays.

Learning and Innovation Skills

This is a set of abilities where learners think critically, reflectively, and creatively; analyze and solve problems; create and implement innovations using a variety of techniques or methods; and generate functional knowledge that supports varying degrees of thinking skills and metacognition, thereby allowing them to easily navigate and respond to dynamic, fluid, and complex forces (both internal and external) that significantly affect their well-being.

Communication Skills

This domain puts a premium on communication skills in all forms and contexts including, but not limited to, verbal and non-verbal communication, active listening, as well as the ability to express feelings and provide feedback. This domain also covers negotiation skills that directly affect one's ability to manage conflict.

This domain is considered as the gateway to developing soft skills that are highly valued in the workplace and public life, and are also shaped by current and emerging technologies. Cognizant of the current educational paradigm, everyone is expected to engage in highly networked collaborations that enable them to demonstrate communicative competence and multiliteracies.

The knowledge, skills, and competencies that embody communication and collaboration, which include skilled oral and written communication in the mother tongue and foreign languages; teamwork especially in heterogeneous environments, open-mindedness, conflict management; cultural awareness and global awareness (ability to appreciate the value of the varied cultures and to intentionally construct cross-cultural relationships and networks); and leadership (self-motivation, initiative taking, entrepreneurship, leading by influence), are accounted for in this domain.

Life and Career Skills

Life and career skills prepare learners to make informed life and career decisions to enable them to become citizens that engage in a dynamic global community and to successfully adapt to meet the challenges and opportunities to lead in the global workforce. These are critical for our learners to become active responsible citizens who hold meaningful and productive jobs and businesses that will contribute to the sustainability and welfare of the community beyond adversity.

Each of the domains has skills, competencies, values, and attributes that learners are expected to develop as shown below.

21st Century Skills			
Information, Media and Technology Skills	**Learning and Innovation Skills**	**Communication Skills**	**Life and Career Skills**
• Visual literacy • Information literacy • Media literacy • Technology literacy • Digital literacy	• Creativity • Openness • Critical thinking • Problem solving • Reflective thinking	• Teamwork • Collaboration • Interpersonal skills • Intrapersonal skills • Interactive communication • Non-verbal communication • Communicating in diverse environments	• Informed decision-making • Adaptive leadership • Intercultural understanding • Self-discipline • Future orientation • Resilience and adversity management

It is expected that throughout their education, Filipino learners develop these 21st Century Skills, in addition to foundational literacy and numeracy skills, and discipline-specific skills/competencies (e.g., scientific literacy). Together, the 21st Century Skills, foundational skills, and discipline-specific skills/competencies equip Filipino learners to succeed in the future.

The 21st Century Skills in the K to 12 Conceptual Framework satisfy the following requirements:

- They are transversal in nature, that is, they can be taught and learned within a range of learning areas.
- They are additional to the foundational literacy and numeracy skills and discipline-specific skills/competencies that are also included in the curriculum.
- They minimize overlap between skills. They are defined in a way that minimizes overlap between the domains but encompasses similar and related constructs.
- They are skills/competencies rather than outcomes; for example, the outcome of being an entrepreneur can be attained by drawing on the skills of future orientation/thinking, problem solving, reliance, critical thinking, etc.
- The skills/competencies were benchmarked against other 21st Century Skill frameworks, including the UNESCO transversal skills, P21 framework, and ATC21S.
- They are aligned with the Philippines' core educational goals and the UN Sustainable Development Goals.

Aspirations for Filipino Learners

Filipino learners will realize their aspirations that represent their ideals and ambitions if they acquire the 21st Century Skills that will make them thrive in the 21st century and beyond. For every aspiration, there is a domain of 21st century skills envisioned to contribute to its attainment. Such aspiration may also relate to the other domains of the 21st century skills. These redefine the future of education, skills development, and training in light of the evolving society and economy.

21st Century Skills	Aspirations
Information, Media and Technology Skills (Visual literacy, Information literacy, Media literacy, Technology literacy, Digital literacy)	**Competitiveness** *Combined knowledge, skills, and attitudes that make an individual productive and highly employable in a competitive labor market*
Learning and Innovation Skills (Creativity, Openness, Critical thinking, Problem solving, Reflective thinking)	**Economic Prosperity** *Access to decent work opportunities as well as enjoyment of a comfortable standard of living with basic services made available by the government due to its sustained and inclusive economic growth*

Communication Skills (Teamwork, Collaboration, Interpersonal skills, Intrapersonal skills, Interactive communication, Non-verbal communication, Communicating in diverse environments)	**Unity in Diversity** *Cooperating, collaborating, and developing shared goals with people from diverse backgrounds and perspectives*
Life and Career Skills (Informed decision-making, Adaptive leadership, Intercultural understanding, Self-discipline, Future orientation, Resilience and adversity management)	**National Identity and Nationhood** *A collective sense of pride, belonging, and obligation towards the nation that is derived from a shared culture, history, traditions, language, symbols, and territory* **Flourishing** *Highest state of well-being wherein the potentials of an individual are realized to the fullest, which is characterized by a sense of meaning and purpose, having supportive relationships, and contributing to the welfare of the community* **Socio-Political Stability** *Strong and peaceful state of social and political structures* **Sustainability** *Actions and decisions that meet the needs of the present while securing the ability of future generations to meet their own needs*

Skills/Competency Clusters

The key competencies of Filipino learners and other related competencies are also organized into clusters that represent major processes that learners engage in all throughout life, whether for school, work, business, or beyond. These processes include 1) inquiring and innovating, 2) building connections, 3) staying nimble, 4) managing oneself, and 5) serving beyond self. The "inquiring and innovating" cluster sums up the cognitive competencies necessary to develop solutions for improving life conditions and creating economic value. On the other hand, the cluster for "building connections" represents interpersonal competencies for relating to people, learning with peers, and working with others. The "staying nimble" cluster is about technological competencies, nimble mindset, as well as foresight for adapting to challenges, seizing opportunities, and anticipating trends. The "managing oneself" cluster emphasizes intrapersonal competencies that are critical for reaching individual potential to the fullest. Lastly, the "serving beyond self" cluster sums up the competencies for rising above oneself to serve the Filipino nation and humanity.

The priority development areas in the BEDP are:

1. Pivoting to quality, ensuring that all learners attain learning standards in every key stage in the K to 12 program.

2. Expanding access to education for groups in situations of disadvantage to ensure inclusive and equitable quality service delivery.

3. Empowering learners to be resilient and to acquire life skills.

4. Strengthening the promotion of the overall well-being of learners in a positive learning environment where learners exercise their rights and experience joy, while being aware of their responsibilities as individuals and as members of society.

Intermediate Outcomes

In order to achieve the Sector outcome, the BEDP includes four pillars of Access, Equity, Quality, and Resilience, and enabling mechanisms for governance and management. The intermediate outcomes for each pillar and enabling mechanisms are as follows:[137]

Pillars	Intermediate Outcomes
Pillar 1: Access	All school-age children, out-of-school youth, and adults accessed relevant basic learning opportunities.
Pillar 2: Equity	Disadvantaged school-age children and youth, and adults benefited from appropriate equity initiatives.
Pillar 3: Quality	Learners complete K to 12 basic education, having successfully attained all learning standards that equip them with the necessary skills and attributes to pursue their chosen paths.
Pillar 4: Resiliency and Well-Being	Learners are resilient, know their rights, and have the life skills to protect themselves and claim their education-related rights from DepEd and other duty-bearers to promote learners' well-being, while being aware of their responsibilities as individuals and as members of society.
Enabling Mechanisms: Governance	Modern, efficient, nimble, and resilient governance and management processes.

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[137] The order of the intermediate outcomes follows a logical sequencing and does not imply prioritization. DepEd will prioritize the implementation sequence of the plan according to the budget and country context at the appropriate time

Figure 29: Mainstreaming BEDP Strategies in DepEd

GOAL

All Filipinos are able to realize their full potential and contribute meaningfully to a cohesive nation

BEDP Results Framework Overview

SECTOR OUTCOME

Basic education Filipino learners have the physical, cognitive, socio-emotional and moral preparation for civic participation and engagement in post-secondary opportunities in their local, national and global communities

INTERMEDIATE OUTCOMES

1. ACCESS	2. EQUITY	3. QUALITY	4. RESILIENCY & WELL-BEING
All school-age children, out-of-school-youth, and adults accessed relevant basic learning opportunities	School-age children and youth, and adults in situations of disadvantage benefited from appropriate equity initiatives	Learners complete K-12 basic education, having successfully attained all learning standards that equip them with the necessary skills and attributes to pursue their chosen paths	Learners are resilient and know their rights, and have the life skills to protect themselves and their rights
SIO#1.1. All five-year-old children attend school	SIO#2.1. All school-age children and youth, and adults in situations of disadvantage are participating in inclusive basic learning opportunities and receiving appropriate quality education	SIO#3.1. Learners attain Stage 1 (K-Grade 3) learning standards of fundamental reading & numeracy skills	SIO#4.1. Learners are served by a department that adheres to a rights-based education framework at all levels
SIO#1.2. All learners stay in school and finish key stages		SIO#3.2. Learners attain Stage 2 (Grades 4-6) learning standards in required literacy and numeracy skills and apply 21st century skills to various real-life situations	SIO#4.2. Learners are safe and protected, and can protect themselves, from risks and impacts from natural and human-induced hazards
SIO#1.3. All learners transition to the next key stage		SIO#3.3. Learners attain Stage 3 (Grades 7-10) learning standards of literacy numeracy skills and apply 21st century skills to various real-life situations	SIO#4.3. Learners have the basic physical, mental, and emotional fortitude to cope with various challenges in life and to manage risks
SIO#1.4. All out-of-school children and youth participate and complete in formal or non-formal basic education learning opportunities		SIO#3.4. Learners attain Stage 4 (Grades 11-12) learning standards equipped with knowledge and 21st century skills developed in chosen core, applied and specialized SHS tracks	
		SIO#3.5. Learners in the Alternative Learning System attain certification as Elementary or Junior High School completers	

ENABLING MECHANISMS- GOVERNANCE

Modern, efficient, nimble, and resilient governance and management processes

EM#1- Education leaders and managers practice participative, ethical, and inclusive management processes	EM#2- All personnel are resilient, competent, and continuously improving	EM#3- Ideal learning environment and adequate learning resources for learners improved	EM#4- Internal systems, and processes are efficient, responsive modern, and continuously improving	EM#5- Key stakeholders actively collaborate to serve learners better	EM#6- Public and private education operate under a dynamic and responsive complementarity framework

5.1. Access to Quality Basic Education for All

One of the mandates of DepEd is to ensure access to quality basic education for all Filipino children through compulsory education at the kindergarten, elementary, and secondary levels and free public education in all these levels. Such education also includes the alternative learning system (ALS) for out-of-school youth and adult learners. The goal of basic education is to provide them with the skills, knowledge, and values they need to become caring, self-reliant, productive, and patriotic citizens.

Coverage of basic education is measured by net enrollment rate or participation rate, expressed as the ratio of enrollment at the right age over the school-age population. The elementary participation rate for the school year 2019–2020 (baseline year) is 94%, indicating that only 6% of children ages 6–11 are not in school at the right age. In contrast, at the secondary level, the current coverage of basic education for the school year 2019–2020 is only 83%. Participation at the secondary education level has increased from 75.33% in 2016 to 83% in 2019. While there is still a big gap in the participation rate between elementary and secondary, access to basic education in the Philippines has improved in the last five years. As a result, more children and youth can avail themselves of basic education services.

Despite the gains in participation in the last five years, barriers to quality basic education persist. Social and economic factors such as community and social support, income and employment, and physical resources can significantly affect participation in basic education. These factors may immediately impact the gains in making basic education accessible to all school-age children, out-of-school youth, and adults. In addition, in 2020, the suspension of traditional face-to-face learning because of the COVID-19 pandemic affected learners' access to basic education. Notwithstanding this, DepEd will continue to ensure all mechanisms necessary to sustain learners' participation are in place and that strategies that will continuously engage learners in the learning process are strengthened, adapted, and reinvented amidst the pandemic and as we transition to the new normal.

The Intermediate Outcome of the BEDP has been defined as "All school-age children, out-of-school youth, and adults accessed relevant basic learning opportunities." To achieve universal coverage in basic education, critical milestones in access should be fulfilled, which include:

Sub-Intermediate Outcome 1.1: All 5-year-old children attend school

The entry level for basic education in the Philippines is at 5 years old. All 5-year-old children, particularly those in the poorest households, situations of disadvantage, and underserved areas, are compelled to attend the kindergarten program. The program promotes physical, social, intellectual, emotional, and skills stimulation and values formation to sufficiently prepare them for formal elementary schooling. As of SY 2019–2020, the participation rate of 5-year-old children was at 64%. This indicates that 4 out of 10 5-year-old children are still not in school or not in school at the right age. One of the main contributors to very low intake in kindergarten is the unrecognized and undocumented schools offering the kindergarten program. In addition, there is a proliferation of groups or individuals providing kindergarten services in the urban areas, especially in subdivisions (private villages) that DepEd does not recognize. In the rural setting, access to the kindergarten program is provided by faith-based and NGO-run schools. Faith-based and NGO-run schools operate in hard-to-reach areas

or in areas not reached by public schools. However, most kindergarten completers in these schools are having difficulty transitioning to Grade 1 because these schools do not have the permit to operate. A low intake rate at the kindergarten level will impact participation at the elementary level. At the end of 2030, DepEd aims to achieve universal coverage of all 5-year-old children in the Philippines and to ensure a smooth transition to Grade 1.

Strategy #1: Improve access to universal kindergarten education

The strategic entry point for addressing universal coverage of learners includes the kindergarten program, public and private school complementarity, and making schools and CLCs more accessible. As the entry point of basic education, DepEd's strategies on access will address the bottlenecks resulting from the changing policy on the cut-off age and enrollment deadlines, and issues affecting DepEd's operations concerning Kindergarten including better transition from pre-school/child development centers and stronger coordination with LGUs to support the transition in consonance with the ECCD Strategic Plan 2021 approved by the ECCD Council. DepEd Central Office will capacitate DepEd field units to improve their ability to quality assure public and private kindergarten programs and facilities, including faith-based and NGO-run kindergarten schools, to map 5-year old children and to advocate for universal kindergarten in five years.

Outputs:
- Standards on kindergarten facilities developed and implemented (include facilities, LR, teachers and other components);
- Operational Guidelines on parental engagement in Kindergarten developed and implemented;
- Tripartite partnership with Barangay LGUs, pre-school centers, and public schools strengthened;
- DepEd's acceleration policy developed and implemented;
- Existing Catchup program for five-year-old children or above not attending kindergarten reviewed and reformulated;
- Strategy for mapping whereabouts of 5-year-old children developed and implemented in schools; and
- Research studies on the effectivity of stakeholders' involvement in strengthening the kindergarten program completed.

Sub-Intermediate Outcome 1.2: All learners stay in school and finish key stages

One of the important milestones to achieve universal coverage is to ensure all learners in school will continue to stay in school and participate actively in the teaching and learning process. Operationally, DepEd schools will aim for zero dropouts and zero school leavers. DepEd aims to provide a nurturing environment where the eight capabilities of the learners (as stated in Section 5: Strategic framework) are developed so children and youth can achieve their full potential and become well-rounded and happy learners. However, the suspension of face-to-face learning (SY 2020–2021) due to the COVID-19 pandemic makes it particularly difficult for learners to stay and participate meaningfully in the teaching and learning process. This means DepEd needs to exert extra effort to facilitate learners' continuing education and ability to stay in school and finish key stages despite the challenges in the past 12 months. Moreover, children consulted in the BEDP elaboration have expressed their strong desire to have a bully-free school, as many dropouts were due to discrimination and bullying.

Strategy #2: Improve learners' access to quality and rights-upholding learning environment

Learners' access to a quality and child-friendly and rights-upholding environment continues to be a priority of DepEd. While the suspension of in-person schooling adversely affected enrollment especially in the private sector, learning modality shifted to distance education using modular and digital platforms. Specifically, DepEd implemented the Basic Education- Learning Continuity Plan (BE-LCP) to continue providing learners access to quality learning through the use of learning modules in digital and printed form, radio, television, and the internet. DepEd's experience in delivering online and blended learning resulting from the lockdowns will be revisited and designed as a viable alternative for making basic education accessible to all learners.

With the eventual return to face-to-face learning, DepEd will continue to improve learners' access to quality and child-friendly and rights-upholding learning environments, possibly in a blended approach. The focus will be on improving classroom shortages in NCR and Region IV-A (Elementary) and NCR, Region IV-A, Region XI, and Region IV (Junior High School), with high shortages, and as well as improving access to online platforms and other distance learning modalities. To sustain learners' participation in school, access to learning materials, laboratories, and health and sanitation facilities will continue to be improved. Programs capacitating teachers to promote learners' physical and emotional development will also be enhanced, including capability building of region and division supervisors on materials development. To ensure operational efficiency, critical support systems including quality assurance of manuscripts, tracking or monitoring the utilization of learning materials, and quality control mechanisms for minimizing errors in the learning materials will be prioritized.

Outputs:
- Digital materials for all learning areas developed and made accessible to target learners;
- All schools provided with library and science laboratories;
- Schools implemented feeding program for targeted learners;
- Health and teaching personnel trained on appropriate school health and nutrition standards;
- More schools with health and sanitation facilities;
- More schools implementing learners' mental health and psychosocial programs; and
- More schools with ideal classroom to student ratio at the Elementary and Secondary levels.

Strategy #3: Improve capacity to retain learners in schools

Dropouts in Kindergarten and Grade 1 represent 50% of the dropouts in elementary, while Grades 7 to 9 account for 75% of the dropouts in secondary. Current retention strategies especially addressing these grade levels will be revisited to address the challenges or difficulties faced by learners to stay in school. Making schools available, especially at the JHS and SHS levels, are very important in improving the transition of elementary learners to secondary. DepEd will improve its capacities to overcome the limitations revealed by the COVID-19 pandemic to do online learning and showcase the potential of online and blended learning.

Outputs:
- Teachers and learning facilitators capacitated to implement remediation programs and management of learners at risk of dropping out;
- More schools implementing school-initiated interventions using flexible learning options;
- Schools implementing remediation programs for struggling learners; and
- Counseling services for all students to address individual concerns provided in all schools.

Sub-Intermediate Outcome 1.3: All learners transition to the next key stage

The transition from one key stage to a higher key stage represents a major milestone for learners. From a learners' perspective, transition represents changes in the learning environment and uncertainty. As observed, around 10% of Grade 6 completers failed to transition to Grade 7. Learners who could not transition to the next level often come from areas where there is no nearby Junior High School (JHS) or Secondary High School (SHS). Low turnout or transition from Grade 6 to 7 and Grade 10 to 11 affects universal coverage of basic education.

Strategy #4: Strengthen schools' capacity to ensure learners' continuity to next stage

The low ratio between public elementary and public secondary schools is a major bottleneck for elementary completers transitioning to the next stage. In most cases, there is only one national high school in every municipality in the Philippines. Incoming Grade 7 learners may come from three to four elementary schools. Private schools that are operated by religious organizations and non-government organizations provide educational services to learners in hard-to-reach areas. At the JHS and SHS level, additional efforts to strengthen public-private school complementarity will be put in place, especially in providing access to more modern and equipped facilities for learners in public schools. The establishment of integrated schools and new schools and CLCs, particularly in hard-to-reach areas, will be considered.

In 2016, the government relied heavily on private schools to ensure the continuity of JHS completers from public schools. Support to private schools continues to be a viable strategy in providing access to quality basic education for learners in the secondary level. Assistance to private schools will be reviewed and improved, particularly the process of disbursements and communications campaigns. DepEd will strengthen coordination in SHS offerings to avoid unnecessary competition of learners in many locations. DepEd will also review the issues on transferees (to public schools) with unpaid fees.

Outputs:
- Integrated public schools established in areas where access to JHS and SHS is difficult;
- Incomplete primary schools converted into complete multigrade schools;
- New secondary schools established in areas with less access to secondary education;
- More private schools participating in the Education Service Contracting scheme;
- SHS course offerings are within standards;
- SHS facilities provided are within standards; and
- Tool for tracing learners' completing basic education including ALS learners is developed and operational.

Capacities of schools to facilitate learners' transition to new learning environments involve strengthening the academic and guidance and support skills of teachers in the higher level. Secondary teachers' understanding of the competencies of incoming learners and how they are taught will play a critical role in the process of transition. The ability of teachers to bridge the learning gaps, including adjusting teachers' teaching and assessment styles, is critical to helping the Grade 7/Grade 11 learners. In addition, schools must be able to implement bridging strategies for JHS and SHS learners with reading comprehension difficulties as these will affect their ability to comprehend and apply critical concepts and principles. Recent data show dropouts are highest in Grade 7 and Grade 8.

Transition is also affected by the learners' backgrounds and situations. The guidance and support skills of schools and teachers to help Grade 7 and Grade 8 learners adjust to their new situation will also facilitate the bridging process.

Learners in JHS are in the adolescent years and are undergoing physical, social, and mental changes. Creating a conducive social school environment improves retention and may help improve the mental health of learners.

Outputs:
- Coordination mechanism between elementary and secondary schools established;
- Mechanism for strengthening the curriculum link between elementary and secondary established and operational;
- Secondary schools implemented bridging strategies to address learning gaps;
- Teachers trained on identifying learning gaps and remediation strategies; and
- Improved counselling services of schools to address learners' concerns implemented.

Sub-Intermediate Outcome 1.4: All out-of-school children and youth participate in formal or non-formal basic education learning opportunities

The last critical milestone for universal coverage focuses on OSC, OSY, and out-of-school adults (OSA). The COVID-19 lockdown, volcanic eruption, and series of destructive typhoons may have forced many learners to drop out of school. Amidst the challenges to participation of OSC and OSY, DepEd aims to ensure all OSC, OSY, and OSA are able to participate in relevant basic learning opportunities. Purposive efforts will be undertaken to address these target groups and bring them back to formal schools or through the Alternative Learning System (ALS), as addressing the unique needs and challenges of OSC, OSY, and OSA requires deliberate programming.

Strategy #5: Strengthen mechanisms for providing access to relevant basic opportunities for OSC and OSY, and OSA

DepEd will provide a platform for OSC, OSY, and OSA to participate in the teaching and learning process. Priority initiatives include capacity building of schools and learning centers to locate the whereabouts of OSC, OSY, and OSA; expanding access through online teaching platforms; strategic placement of learning centers in areas with a high incidence of OSC, OSY, and OSA; deployment of more ALS teachers and non-DepEd service contracts; and strengthening the ability to do monitoring and evaluation work including managing databases and M&E processes and techniques. Alternative Deliver Modes (ADM) will also be available in all grade levels using the K to 12 curriculum.

DepEd's capacity to locate, monitor, and trace OSC, OSY, and OSA will be enhanced. Strategies include strengthening ALS' capability to conduct literacy mapping; implementing a unified M&E system specific to addressing OSC, OSY, and OSA; engaging stakeholders and service providers; and tracing ALS learners' whereabouts after successfully completing ALS requirements.

Outputs:

- Literacy mapping strategy for identifying OSC, OSY and OSA developed and implemented in divisions and districts;
- ALS teachers, community ALS implementors, and learning facilitators trained to use online teaching platforms;
- ALS teachers are deployed in high demand areas;
- New community learning centers (CLCs) are operational in high demand areas;
- Access to print and non-print learning resources in the CLCs improved;
- Selected CLCs are equipped with appropriate learning facilities;
- Service contracting and engagement of non-DepEd ALS providers are expanded;
- ALS internal stakeholders' access to training on ALS program implementation improved;
- ALS external stakeholders on ALS program implementation improved; and
- ALS M&E system and processes aligned with Basic Education Monitoring and Evaluation Framework developed and operational in all governance levels.

5.2. Equity for Children, Youth, and Adults in Situations of Disadvantage

By law, every Filipino has a right to accessible quality basic education and free public basic education. The Philippines committed to the 2030 Agenda, in which document SDG4 aims to achieve education for all by 2030, with a strong emphasis on equity. This is further highlighted by DepEd's commitment to the principle of inclusion as stated in DepEd Order No. 21, s. 2019, Annex 5, where DepEd recognizes the diversity of the country's learners, schools, and communities.

"The principle of inclusion promotes institutional sensitivity and responsiveness to the nature, situation, and realities of our country's learners and directs the Department to proactively address these through the curriculum and other interventions" (DO 21, s. 2019, Annex 5, page 141).

However, as shown in section 3.1, in the Philippines there are still children and youth in situations of disadvantage,[138] who are not in school or are at risk of being left behind; who may be overlooked by policymakers; and in many cases, even if they are in school, whose rights and specific needs are not adequately considered by the education system. Moreover, the unexpected COVID-19 pandemic could be exacerbating disparities among children and youth.

The Philippines has long been advancing the rights and protection for persons or groups in situations of disadvantage in terms of the legal environment. DepEd has established affirmative action initiatives in response to the existing inequalities, recognizing that there are children, youth, and adults who have experienced societal exclusion and/or may be in particular circumstances that put them in situations of disadvantage in terms of education services compared to others. This Plan is evidence of DepEd's more profound commitment to improving the education situation of those left behind in previous years. To realize the right to education without discrimination and based on equal opportunity, DepEd, embracing a rights-based approach to education, will ensure a more inclusive education system. To achieve the national and international commitments in favor of a more equitable education system, DepEd will ensure that the right to education is guaranteed for all school-age Filipinos. In particular, it will emphasize the protection and fulfillment of the rights of those in circumstances of disadvantage.

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[138] In the BEDP, the term "situations of disadvantage" refers to the following circumstances that children, youth, and adults encounter or are in:
- They live in geographically isolated and disadvantaged areas (GIDA), or/and
- They attend (or could attend) a school included in Last Mile Schools, or/and
- They have disabilities, or/and
- They are asylum seekers, refugees, stateless persons, or/and,
- They are persons of concern (POC), or/and
- They belong to groups that continue to experience various forms of collective exclusion or marginalization because of their identity (for instance, indigenous peoples and some Muslim communities), or/and
- They are at risk of dropping out (considering the categories established by the ADM programs), or/and.
- They are below the poverty line, beneficiaries of the 4Ps program.

The Intermediate Outcome #2 of the BEDP has been defined as "School-age children and youth and adults in situations of disadvantage benefited from appropriate equity initiatives." Adding a specific intermediate outcome on Equity[139] in the strategic framework of the BEDP is one of the added values of this Plan and emphasizes DepEd's commitment to put into practice an inclusive approach and to ensure that in the next decade, decisive efforts will be undertaken to fulfill the right to quality education of all children and youth in the Philippines, including those living in situations of disadvantage. This intermediate outcome on Equity will promote DepEd's thrust of equitable and inclusive education in the Philippines and will allow DepEd to be provided with new tools, new data, and human and financial resources to make sure no child nor youth is left behind in the education system.

The pillar on Equity focuses on one sub-intermediate outcome:

1. Sub-Intermediate Outcome #2.1- All school-age children and youth and adults in situations of disadvantage are participating in inclusive basic learning opportunities and receiving appropriate quality education.

Through these outcomes, DepEd undertakes initiatives to provide schooling to many more children and youth in situations of disadvantage, regardless of gender, abilities, psycho-emotional and physical conditions, cultural and religious identity, and socio-economic standing. DepEd also commits to providing appropriate quality education to those learners in situations of disadvantage to reach their full potential as active members of their communities and the Philippine society.

To achieve these outcomes, DepEd will implement the following strategies:

Strategy #1: Improve program management and service delivery

The centrality of Equity in the BEDP, as one of its four pillars, requires that DepEd carry out in-depth situation analyses of the contexts of school-age children and youth in situations of disadvantage and those not in such situations, particularly the dynamics of and nature of exclusion. A better understanding of the barriers they face to access education, their struggle to get an inclusive and contextualized education, and their claims in terms of their rights and underserved needs, will allow DepEd to elaborate more adapted plans, programs, and projects.

Undertaken and generated through dialogue with the children, youth, and communities who are directly affected, these situation analyses serve as basis for the co-creation of long-term directions, standards, policies, and other key equity milestones, thereby concretizing inclusive education and the practice of the rights-based approach.

As this is a collective effort of DepEd, the policies, guidelines, standards, and planning documents elaborated at the central, region, division, and school level will be aligned with the BEDP and therefore will incorporate an equity approach to respond to the rights and needs of school-age children and youth and adults in situations of disadvantage. This equity approach implies that all levels of governance in DepEd will make additional efforts to bring out-of-school children and youth who are in situations of disadvantage to schools and CLCs, and to make them rights-upholding schools and CLCs that are sensitive towards the rights of children and youth in situations of disadvantage.

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[142] Following DO 21, s. 2019, "Equity refers to the value of securing the right to education of all learners, and their rights within and through education to realize their potentials and aspirations."

The "Child Find program" will be strengthened to help identify out-of-school children and youth with disabilities so they can be integrated in the education system.[140]

The development of equity approaches can only be effectively undertaken by DepEd personnel who are themselves advocates of inclusion as an institutional obligation of DepEd as duty-bearer, principle, and perspective and are capable of translating this into policies and practices, thereby concretizing inclusive education. These equity-promoting program management competencies need to be incorporated in the Learning and Development plans of all DepEd offices, especially in schools and CLCs. The instructional supervision of inclusion programs will be strengthened with a coaching and mentoring approach.

In order to implement evidence-based policies, DepEd will reinforce the Enhanced Basic Education Information System (EBEIS) so data related to groups in situations of disadvantage can be further collected and enhanced. The M&E Framework in Section 8 includes new indicators to measure progress in the participation and learning outcomes of groups in situations of disadvantage.

Outputs:
- ***On improving the situation analysis of school-age children and youth and adults in situations of disadvantage, including barriers to education:***
  - Coordination with LGUs and barangay officials on data gathering and analysis towards explicit solutions to identified barriers to education implemented;
  - Mechanism for the enrollment of pre-identified children with disabilities in Kindergarten between and among ECCD, DSWD, NGOs, and DepEd implemented;
  - 10-year Program Assessment of IPEd completed; and
  - Baseline information on the needs of all types of learners in disadvantage completed.

- ***On formulating policies and standards to promote responsiveness of DepEd systems and processes to learners in situations of disadvantage:***
  - Policies, standards, and program management on programs responsive to the needs of all types of learners are developed and implemented; and
  - Learning and Development Plan for the capacity development of personnel involved in IPEd implemented.

- ***On developing evidence-based regional policies, guidelines, and standards with an equity approach:***
  - Rights-based and culture-sensitive planning and M&E at various governance levels for IPEd formulated and implemented;
  - Governance framework and partnership mechanisms for IPEd across governance levels developed and implemented; and
  - Program approaches and strategies for various typologies of IPEd-implementing schools formulated and implemented.

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[140] According to DepEd Order No. 72, s. 2009, Child Find allows to locate CWD "through the family mapping survey, advocacy campaigns and networking with local health workers."

- ***On training school personnel and community learning facilitators on inclusive practices adapted to learners in situations of disadvantage;***
  - Teaching, non-teaching, and stakeholders trained on inclusive education; and
  - Program approaches and strategies for various typologies of IPEd-implementing schools formulated and implemented.

- ***On strengthening instructional supervision of inclusion initiatives:***
  - Monitoring and Evaluation policy and mechanism on inclusive education developed and implemented.

Strategy #2: Provide an inclusive, effective, culturally responsive, gender-sensitive, and safe learning environment to respond to the situations of disadvantage

As stated in DO 21, s. 2019, "K to 12 [curriculum] recognizes and values the diverse contexts of learners, schools, and communities, and this diversity guides the design of delivery of basic education programs and interventions." To respond to that diversity, DepEd will set mechanisms to provide learning environments that recognize and promote the diverse contexts of the learners. DepEd adopts an approach of inclusive education in which all children learn together in the same schools and CLCs and this implies that additional standards and policies will set the foundations to promote inclusion, safety, and respect for diversity in schools and CLCs. Physical infrastructures and facilities will be adapted to make them fully accessible to learners with disabilities and congruent with the ecological and cultural context of the communities where these are located. Appropriate learners' support services including, but not limited to, health, WASH, and nutrition facilities; and youth formation initiatives will be designed or adapted to respect the rights and address particular needs and contexts of school-age children and youth and adults in situations of disadvantage.

Outputs:
- ***On developing and enhancing standards and policies on inclusive and safe learning environments:***
  - Policies and standards for safe and accessible learning environments for learners with different learning needs implemented; and
  - Contextualized rural farm schools established.

- ***On improving the physical infrastructure and facilities of schools and CLCs to make them accessible to learners with disabilities and appropriate to the ecological and socio-cultural context of the community:***
  - One Community Learning Center (CLC) per barangay established.

- ***On customizing learner support services as appropriate to school-age children and youth and adults in situations of disadvantage, including customized health, WASH, and nutrition facilities:***
  - Inclusive Learning Resource Center established; and
  - Learner support services appropriate for learners with different learning needs implemented.

Strategy #3: Improve gender-sensitive contextualized curriculum and learning delivery

The current pandemic has shown the importance of making blended learning modalities available to all learners. The design of these modalities will consider the particular context of children and youth who, for instance, do not have access to computers, internet connectivity, or devices adapted to their situation. DepEd personnel will need to be better prepared to respond to these challenges.

The curriculum at all key stages will be contextualized to better respond to the diverse situations of disadvantage experienced by children, youth, and adults. Accordingly, teaching personnel in formal and non-formal education will improve their professional standards.

Some programs to address the concerns of school-age children and youth and adults in situations of disadvantage are still pending institutionalization and will be regulated in the first years of implementation of the BEDP. The recent approval of the ALS Act will allow the various ALS programs to be institutionalized so more out-of-school youth can be enrolled in non-formal education secondary programs.

Outputs:
- ***On customizing learning delivery modalities appropriate to the contexts of school-age children and youth and adults in situations of disadvantage:***
  - Standards, processes, and protocols for the contextualization of the curriculum, and learning delivery for inclusive education developed and implemented; and
  - Programs to address gender-disparities among children are developed and implemented.

Strategy #4: Enhance DepEd platforms for learning resources

Learning resources for all platforms will be contextualized to respond to the different situations in which children and youth access education. DepEd will adapt teaching and learning resources to be made available for learners with disabilities and will also ensure that these are respectful of and responsive to the country's cultural diversity, mindful of avoiding stereotypes that could undermine the rights of the school-age children and youth and adults in situations of disadvantage.

To ensure systematized implementation of these equity considerations, standards and protocols in the production of learning resources will be put in place. Limitations and exceptions to copyright, as provided by laws and rules to produce assessable format learning resources to benefit learners and personnel with disabilities, will be availed and maximized.[141] Resources will also be appropriately allocated to ensure provision of these to targeted learners. The use of available resources within the community will also be maximized, especially the resources to enhance daily life skills like communication development, self-care skills, and socio-emotional skills.

Outputs:
- ***On enhancing learning resource standards for all platforms and types of learning resources responsive to the context of each group in situations of disadvantage:***

  - Standards, processes, and protocols for the contextualization of learning resources for inclusive education implemented.

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[141] See RA 8293, otherwise known as the Intellectual Property Code of the Philippines, as amended by RA 10372.

- *On strengthening and improving ICT platforms:*
  - DepEd ICT platforms and facilities with accessibility features for inclusive education are provided.

- *On increasing the number of teachers and learners with a complete set of inclusive education teaching and learning resources:*
  - Standard, processes and protocols for the contextualization of the curriculum, learning delivery, and learning resources for IPEd (for both formal and ALS) formulated.

Strategy #5: Promote partnerships to benefit education for learners in situations of disadvantage

Consistent with the rights-based approach, DepEd will put in place dialogue mechanisms and platforms of partnership with the rights-holders themselves—communities and individuals who are in situations of disadvantage—and ensure their participation in direction setting, formulation of standards, planning and implementation, and monitoring and evaluation of DepEd's initiatives related to them. This will include responsive feedback mechanisms to address concerns and grievances that may arise in implementation of initiatives.

Complementing this partnership with rights-holders and in addition to the interventions directly implemented by DepEd offices (at central and decentralized levels), a wide range of stakeholders will be involved in improving the education provided to disadvantaged children and youth. A holistic and rights-based approach to partnership among DepEd, rights-holders, and other stakeholders will be formulated and will translate to the above-mentioned improvements in pedagogic aspects, as well as in health, nutrition, psycho-social support, and other interventions to ensure that children and youth in situations of disadvantage receive an appropriate and inclusive education.

Outputs:
- *On developing a communication and advocacy plan for programs addressing concerns of learners in situations of disadvantage:*
  - Communication and advocacy plans for inclusive education are implemented.

- *On engaging non-DepEd providers of education for groups in situations of disadvantage:*
  - Partnership with external providers of inclusive education forged;
  - Standards and protocols for the engagement of stakeholders in support of inclusive education formulated; and
  - Involvement of the community in the implementation of the different learning modalities.

5.3. Quality of Education Provision and Learning Outcomes

Section 3.2 discussed the strategies used by DepEd for monitoring and evaluating the learning that takes place in Philippine schools. The learning outcomes defined as having been met by the end of Grade 12 determine the quality of an education system as shown by the following intermediate outcome:

Intermediate Outcome: Learners complete K to 12 basic education, having attained all learning standards that equip them with the necessary skills and attributes and are confident to pursue their chosen paths.

Each of the four key learning stages within the K to 12 program has its own set of learning standards that align with the maturity and expected capacities of learners, and the knowledge and skills achieved at each stage accumulate as defined in the following sub-intermediate outcomes:

- Sub-Intermediate Outcome #3.1: Learners attain Stage 1 (K to Grade 3) learning standards of fundamental reading and numeracy skills to provide a basis for success in the remaining learning stages;
- Sub-Intermediate Outcome #3.2: Learners attain Stage 2 (Grades 4–6) learning standards in required literacy and numeracy skills and apply 21st century skills to various real-life situations;
- Sub-Intermediate Outcome #3.3: Learners attain Stage 3 (Grades 7–10) learning standards of literacy and numeracy skills and apply 21st century skills to various real-life situations;
- Sub-Intermediate Outcome #3.4: Learners attain Stage 4 (Grades 11–12) learning standards equipped with knowledge and 21st century skills developed in chosen core, applied, and specialized SHS tracks;
- Sub-Intermediate Outcome #3.5: Learners in the Alternative Learning System attain certification as Elementary or Junior High School and Senior High School completers.

The following five strategies are intended to achieve the outcomes of schooling as shown above.

Strategy #1: Ensure alignment of the curriculum, instruction, and classroom assessment methods in all learning areas

Student learning outcomes are statements of what a learner is expected to know, understand, and be able to demonstrate after completion of a process of learning, so it is essential that all syllabus standards are written in this form. It has important implications for student-based learning, especially in remote learning contexts, because learning outcomes expressed in this way allow learners to monitor their own progress and determine for themselves the standard that they hope to achieve. Learning outcomes expressed in this way are especially relevant for the inclusion of the 21st century skills of problem-solving, information literacy, and critical thinking in all key subjects of the curriculum. However, there are still many challenges for teachers in developing technical competencies to integrate 21st century skills across all learning areas,[142] as well as changing the framework of curriculum, pedagogy, and assessment. Pre-service teacher education must link closely to the practices being followed in schools, so it is essential that regular consultation between teacher education institutions (TEIs) and curriculum planners takes place and new teachers are prepared accordingly. DepEd will provide a sufficiently challenging curriculum in all domains, including cognitive, affective, and psychomotor for gifted and talented learners.

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[145]   UNESCO. Assessment of Transversal Competencies: Policy and Practice in the Asia-Pacific region.
https://unesdoc.unesco.org/ark:/48223/pf0000368479

Outputs:

- Curriculum guides reflecting the socio-emotional and 21ˢᵗ century skills including the appropriate learning approaches and assessment are developed, disseminated, and implemented;
- Sustainable Development Goals and human rights, including but not limited to children's rights, integrated in relevant subjects as early as Stage 1 and until Stage 4;
- Policies and standards on Good Manners and Right Conduct (GMRC) and Values Education issued and implemented; and
- Policies, standards, and program management on curricular, co-curricular, and extra-curricular developed and implemented.

Strategy #2: : Align resource provision with key stage learning standards

The COVID-19 pandemic in early 2020, which prevented all face-to-face teaching in all Philippine public and private schools for a period of time, required both systems to make a rapid transition to distance learning modalities through the use of print (photocopied modular materials), audio-visual media (radio and television), and online delivery through the internet. Strategies for providing computer hardware and software, supportive digital devices, and both electric power and sufficient internet bandwidth connectivity, especially in rural and remote schools, became essential to support a successful shift to digital education, particularly for those learners lacking resources at home. A priority for DepEd is to undertake a mapping of both onsite and offsite learning resources of schools, teachers, and learners across all divisions so that a framework for a flexible learning future can be developed that includes facilities for all learners whether at school or some other remote site. Subsidizing the high costs of both internet connection for users along with other remote learning arrangements (photocopying costs for printed materials) has become an additional priority. It is essential that resources for Stage 1 learners are provided as a priority since these learners lack the self-learning capacity and require direct support from teachers and parents to ensure that basic knowledge and skills are provided for them so that they do not slip behind. Accompanying all shifts to digital learning is the provision of programs for teachers and learners on digital risk management and enhanced capacity on safe and responsible digital use to minimize cyber threats to learners' and teachers' needs.

Outputs:

- Learning resources for learning standards reflecting the socio-emotional and 21st century skills provided;
- System for the management of learning resources developed and implemented;
- System for quality assurance of learning resources developed and implemented;
- Researches on curriculum standards, learning management, and learning resources and services completed and disseminated; and
- Guidelines on safe use of technology in the teaching and learning process formulated and implemented.

Strategy #3: Assess learning outcomes at each key stage transition and for learners in situations of disadvantage

The Early Language, Literacy and Numeracy Assessment (ELLNA) to be administered at end of Grade 3 (Stage 1) is the first of three key national achievement tests (NAT) to be administered at the transition points between Stages 1 and 2, Stages 2 and 3, and Stages 3 and 4. ELLNA and the three NAT tests provide system assessment snapshots for DepEd through the Bureau of Education Assessment (BEA) to monitor the national achievement of learning competencies. ELLNA measures Reading and Listening Comprehension at Grade 3 and is the only test that can be taken in any of the 20 separate mother tongues (including Tagalog) that are currently offered as part of the MTB-MLE program. Additional MTs may be offered in future years. The 4th NAT or Basic Education Exit Assessment (BEEA) administered near the end of Stage 4 provides a measure of the learning outcomes over the whole of the K to 12 program and before graduates move on to post-secondary options of higher education, TVET, employment, entrepreneurial, or other activity. DepEd is considering replacing the stratified sampling coverage of the NAT tests with census-based national tests that provide school-based data on students' learning progress along with data that can be disaggregated to show gender, class, school, division, and regional differences so that centers of high performance or under-performance can be more readily identified. Once census-based national tests are reintroduced, the results will be disseminated to all schools in a timely manner so that feedback about test performance is provided for schools.

All assessments at Grades 6, 10, and 12 are inclusive for all learners and are adapted for learners with special needs. The International Large-Scale Assessments (ILSAs) of TIMMS, SEA-PLM, and PISA are administered at periodic intervals to designated stratified samples of learners and provide an independent benchmark of the Philippines' learning proficiency that can be compared to other countries in the ASEAN network and beyond. DepEd will determine which of the ILSAs it will consistently participate in.

An important additional testing protocol used in the education sector is a psychometric test in Grade 9 that provides career aptitude assessment for learners. A new and systematic tracking of Grade 12 graduates to gather data about their post-secondary destinations is proposed as an important marker of how successful the K to 12 program is in preparing graduates for future options. The tracking option should also be extended to learners who exit at Grade 9, 10, or 11.

The Accreditation and Equivalency (A&E) tests for out-of-school learners who complete the Elementary and Secondary Level ALS programs provide certification of completion of studies, and these credentials can be used to reenter formal schooling or for accredited entry to TVET or other career pathways. In addition to the A&E tests, DepEd will continue to explore innovative assessment methods for ALS learners, including authentic assessments such as portfolio-based assessment, project-based assessment and performance-based assessment (e.g., writing essay), along with the micro-certification of acquired competencies to help them gain better employment opportunities.

Having a national census-based pool of student assessment data obtained at the end of each of the 4 stages of learning will permit the creation of predictive models of student readiness, achievement, and literacy levels for elementary and JHS as well as work readiness for SHS graduates. These predictive models will make use of innovations in artificial intelligence, machine learning, and analytics to provide useful models for future planning approaches.

Outputs:

- Revised National Assessment Framework developed and implemented;
- Revised assessment programs with design, tools, administration procedures and guidelines developed and implemented;
- Mechanisms for aggregation of classroom assessment for division-wide learning assessments in place and operational;
- Tools and mechanism on use of artificial intelligence, machine learning, and analytics for creating predictive models of student readiness, achievement, literacy level, SHS track, and work readiness developed and implemented;
- System for monitoring Philippine Qualifications Framework (PQF) level 1 (JHS certificates) and Level 2 (SHS diploma) in the qualifications registry (including the National Competency Standards) presented for consideration by the PQF National Coordinating Council; and
- Analytical reports on the results of national and international assessments completed and disseminated.

Strategy #4: Strengthen competence of teachers and instructional leaders in areas such as content knowledge and pedagogy/instruction, curriculum and planning, responding to learner diversity, and assessment and reporting

The assessment of student learning is now a greater focus than before for CPD because of the shift away from content-based teaching and learning in the classroom towards the acquisition of the 21st century skills of problem- solving, information literacy, and critical thinking. This CPD may take many forms including school-based professional development using the learning action cell (LAC) approach within each school where the school staff meets together to reflect on current strategies, plan for better sharing of resources and ideas, and focus CPD in areas of need identified by the group. Teachers need additional capacity building in using classroom-based formative assessment of learners since this is a critical strategy for monitoring learning and assessing understanding. Teachers also need strengthened capacity to use authentic assessments (portfolio, performance-based, project-based) as well as test instruments. Robust teachers' needs analysis conducted by school principals can be identified and targeted by teacher mentoring programs conducted by key school-based mentors or by division officers whose role is to support school improvement in their divisions and regions. Schools division offices can also mentor elementary schools in the use of the multi-factored assessment tool (MFAT) so that designated teachers are able to administer the tool to Grade 1 learners soon after the start of the school year.

Outputs:

- Professional development programs for teachers developed and implemented in identified priority areas such as, but not limited to:
  - Socio-emotional and 21st century skills
  - Learning approaches and learning modalities
  - Assessment
  - Program management on curricular, co-curricular, and extracurricular; and
- Professional development programs for instructional leaders (MTs, SHs, PSDS, EPS) to support teacher PD in various priority areas.

Strategy #5: Ensure alignment of curriculum, instruction and assessment with current and emerging industry and global standards

The roles for both regional and schools division offices in assessing student learning have been reduced since SY 2012–2013 because of the national regulation discontinuing the conduct of regional (RAT) and division (DAT) achievement tests. However, the Learning Continuity Plan (LCP) initiated following the school closures has provided the opportunity for the restoration of both regional and schools division tests and the introduction of the Learning Management System (LMS) that has been enhanced in response to the COVID-19 pandemic. This offers an important role for the Quality Assurance Division (QAD) at regional level to monitor both the extent of usage of the LMS and moderate assessment procedures across all divisions.

The LMS is a software that allows teachers and school heads to create virtual classes where they can assign the activities that the learners need to go through, monitor whether activities have been completed, submit grades, and conduct online quizzes to assess comprehension where face-to-face classes are not allowed. Unfortunately, the LMS is applicable only to learners who have access to laptops or desktops and the internet. Since it is not feasible to expect all public-school learners to have such access, the LMS has been adjusted to permit access to web-based learning through smartphones, which have a much higher usage rate among public school learners. Through this means, DepEd can make web-based learning as widely available as possible. An additional important role for the LMS is to expose learners to computer-based tests with type questions that resemble those encountered in the ILSAs.

The effective use of the LMS demands a capacity of both regional and schools division field offices to administer the systematic measuring of learning outcomes across all schools and to consolidate this data for reporting it within the framework of an effective M&E system. The ability of all SDOs to track schools' implementation of the curriculum will be strengthened. Leading indicators such as competencies covered, contact time, and competencies mastered will provide SDOs with predictive data on learners performance. A system for monitoring curriculum implementation will be developed and operationalized at the SDO level. The system will provide the Curriculum Implementation Division (CID) with a platform for systematically tracking schools' implementation of the curriculum and a venue to immediately respond to school heads' need for technical support on instructional supervision.

Outputs:
- Policy, platforms, and mechanism for consultations on curriculum, instruction, and assessment developed and implemented;
- Policy on alignment between TEI curriculum and school curriculum issued and implemented; and
- Policy and mechanism for tertiary schools on providing the results of college readiness assessment of SHS graduates established.

5.4. Learners' Resiliency and Well-Being

The Intermediate Outcome #4, for the Pillar on Learners' Resiliency and Well-Being, is defined as "Learners are resilient and know their rights and have the life skills to protect themselves and claim their education-related rights from DepEd and other duty-bearers to promote learners' well-being, even as they are aware of their responsibilities as individuals and as members of society."

DepEd as a duty-bearer, has a legal obligation, under the Philippine Constitution,[143] national laws,[144] national commitments,[145] international law,[146] and international commitments[147] to respect, protect, fulfill, and promote the broad range of inter-dependent children's[148] and learners' rights not only to accessible and quality education but also the rights in education including, but not limited to, the right against discrimination,[149] right to health,[150] right to participation or the right of a child capable of forming an opinion to have one's views heard and seriously considered in accordance with his/her age and maturity,[151] right to religion,[152] right to rest and play,[153] and right to protection against all forms of violence,[154] which are categorized within the three inter-dependent dimensions of rights-based education: the right to access to education, the right to quality education, and the right to respect in the learning environment, which encompasses the right to respect for identity, right to respect for integrity, and right to respect for participation.[155]

With a rights-based education framework and approach, DepEd acknowledges that all the rights of the child to and in basic education are interdependent and indispensable and must be realized. Thus, it is necessary to uphold children's and learner's interdependent rights in three inter-related dimensions: the right to access to education, the right to quality education, and the right to respect in the learning environment, which includes the right to respect for identity and non-discrimination, the right to bodily and mental integrity and protection against physical and psychological violence, and the right to participation of children in matters affecting them.[156]

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[143] The 1987 Constitution of the Republic of the Philippines. Article XIV, Sec. 2(2), Article XV Sec. 3(2).

[144] RA 9155, "Governance of Basic Education Act of 2001" Sec. 2; RA 10533, "Enhanced Basic Education Act of 2013".

[145] National documents like the Philippine Plan for Action to End Violence Against Children commit DepEd to key result areas under a multisectoral framework.

[146] United Nations. 1989. Convention on the Rights of the Child, Article 2(1).

[147] The Philippines is committed to achieving the Sustainable Development Goals.

[148] The mandate of DepEd covers not only the rights of children who are persons below 18 years old, but the rights of all learners, including adult learners or those who are 18 years old and above such as those in the Alternative Learning System program and Senior High School students, considering that under RA 10533, the required age for enrollment in Kindergarten is 5 years old. Under RA 9155, Sec. 2, the term "learners" refers to children, youth, and even enrollees who are 18 years old and above. Nonetheless, rights of children are referred to as most learners are children and there are rights specifically of children that consider their evolving capacity and maturity.

[149] United Nations. 1989. Convention on the Rights of the Child. Article 2.

[150] Id. at Article 24.

[151] Id. at Article 12.

[152] Id. at Article 14.

[153] Id. at Article 31.

[154] The 1987 Constitution of the Republic of the Philippines. Article XV, Section 3.; United Nations. 1989. Convention on the Rights of the Child. Article 19(1).

[155] DepEd is currently developing a policy on child rights.

[156] UNICEF, UNESCO. 2007. A Human Rights-Based Approach to Education for All: A framework for the realization of children's right to education and rights within education. p. 10.

Child protection, which covers bullying and child abuse and exploitation, is one of the rights of children and learners falling under the right to protection[157] and under the right to respect in the learning environment under the three dimensions of rights-based education. The physical and mental health of children are also paramount concerns for the Department. Child participation, through student governance and consultations with learners, is also important. Inclusiveness and non-discrimination are also indispensable in education. All these rights to and in education are inalienable, inter-related, and indivisible and should thus permeate throughout basic education in the Philippines. As one of the government agencies that mainly cater to children and youth, the Department is in a prime position to advance the rights of children and youth not only in basic education but also in government by advocating a more child- and youth-centered approach in governance, in which the best interest of the child and youth is the paramount consideration in matters affecting them. Learner's rights will be unabashedly front and center in the planning, development, implementation, monitoring, and evaluation of all projects, programs, and activities of the Department of Education.

According to the United Nations Office for Disaster Risk Reduction (UNDRR), resilience means the ability of a system, community, or society exposed to hazards to resist, absorb, accommodate, adapt to, transform, and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management. At the personal level, resilience is the ability to thrive in a pressing situation. First, policies, programs, and projects must be in place to protect DepEd learners and personnel from various natural and human-induced hazards. Addressing these issues cannot be expected from individuals alone, as systems, facilities, and services are needed to provide the environment for positive and effective response. Second, individuals need to be in the proper physical, emotional, and mental state to be able to respond favorably to these hazards. The Department provides all the necessary protection and opportunities and empowers individuals to reduce risks and build their resilience. Third, Education for Sustainable Development (ESD) should also be a framework whereby principles, values and practices of sustainable development are integrated into all aspects of education and learning, encouraging changes in behavior towards a more sustainable future in terms of environmental integrity, economic viability and a just society.

Sub-Intermediate Outcome 4.1: Learners are served by a Department that adheres to a rights-based education framework at all levels

DepEd embraces rights-based education (RBE) but is still in the process of fully implementing it. In rights-based education, as the term denotes, the performance of the mandate of DepEd, as a duty-bearer, to deliver basic education services, is based on the inter-dependent rights of the children and learners anchored on the 1987 Constitution and other domestic and international laws. The duty of DepEd and its officials and personnel is a matter of legal obligation corresponding to the rights of children and learners as rights-holders, and not a matter of charity or benevolence or addressing needs through delivery of goods and services without a legal obligation.

On the constitutional level, the education right is enshrined in Article XIV, Section 1: "The State shall protect and promote the right of all citizens to quality education at all levels, and shall take appropriate steps to make such education accessible to all."

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[157]   DepEd issued a Child Protection Policy and is in the process of further refining its Child Protection environment.

Worthy of emphasis is that the right is not only to any kind of education but to quality education for all. Not all constitutions of the world enshrine a right to education, much less quality education. The constitutional stature of the right to quality education in the Philippines, reinforced by the constitutional prescription that the "State shall assign the highest budgetary priority to education,"[158] no doubt reflects the collective sentiment and ethos among the Filipino people to give primacy to education in Philippine society.

The rights in relation to education, however, are not merely confined to the rights to access to and quality education but also refer to the broad range of rights in education that should be inculcated among learners. The 1987 Constitution prescribes in Article XIV, Section 3 that "(a)ll educational institutions … shall… foster love of humanity [and] **respect for human rights**"[159] in its broad sense. The Convention on the Rights of the Child (CRC), enshrining human rights of children specifically, also guarantees the right of the child to an education[160] that aims at, among others, the "development of respect for human rights and fundamental freedoms."[161]

RBE is in line with the rights-based approach to the development of the Philippines. It is differentiated from a needs-based or service-delivery approach that views needs as valid claims and whose emphasis is on meeting needs through delivery of services and attaining outcome goals. In the rights-based approach, the emphasis is on the realization of rights, which implies obligations of the government, with work being geared towards both outcome and process goals;[162] thus, participation and empowerment—which are rights in themselves—as process goals are integral to the rights-based approach. To fulfill rights, needs must be met; however, needs can be met without fulfillment of rights.[163] Needs can be met without empowerment, but rights can only be realized with empowerment.[164] While human rights are need-based claims, a human rights approach to development differs sharply from the basic needs approach, as the latter does not imply the existence of a "duty-bearer" and rights may therefore be at risk of being neglected or violated.[165] Necessarily, in RBE, the active participation and empowerment of children and learners as rights-holders in their education are key elements. Children and learners are treated as subjects who are human beings with dignity and rights at every age, and not merely as objects needing assistance and passively receiving education until they "become" human beings when they reach 18 years old and become rights-holders.[166]

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[158] The 1987 Constitution of the Republic of the Philippines. Article XIV, Section 5(5).

[159] The 1987 Constitution of the Republic of the Philippines. Article XIV, Section 3(2).

[160] United Nations. 1989. Convention on the Rights of the Child. Article 28(1). Article 26(1) of the Universal Declaration of Human Rights (UDHR). (Universal Declaration of Human Rights art. 26(1), December 10, 1948, UN GA Res. 217 A). Similarly, the said right is also recognized under the International Covenant on Economic, Social and Cultural Rights (International Covenant on Economic, Social and Cultural Rights art. 2(1), January 3, 1976, 993 UNTS 3[ICESCR], which provides that primary education "shall be compulsory and available free to all" (ICESCR art. 13(2)(a)) and secondary education "shall be made generally available and accessible to all by every appropriate means." (ICESCR art. 13(2)(b)) Notably, the Philippine Constitution and its relevant laws take the right to education one step further than under international law as secondary education, and not just primary education, is also compulsory and free to all in the Philippines.

[161] United Nations. 1989. Convention on the Rights of the Child. Article 29(b).

[162] UNFPA, UNFPA/CM/04/7. 2004. A Human Rights-Based Approach to Programming: Practical Implementation Manual and Training Materials p. 90.

[163] UK Interagency Group on Human Rights Based Approaches, The Impact of Rights-Based Approaches to Development, 19. 2007. p. 21.

[164] *Id.*

[165] A Human Rights-Based Approach to Programming: Practical Implementation Manual and Training Materials, p. 90, citing T. Obaid, Policy Note on Implementing a HRBA to Programming in UNFPA, UNFPA/CM/04/7 (2004).

[166] United Nations. 1989. Convention on the Rights of the Child. General Comment No. 13, para. 59; UNICEF Private Fundraising and Partnerships Division. 2014. Child Rights Education Toolkit: Rooting Child Rights in Early Education, Primary and Secondary Schools, First Edition. Geneva. p. 23.

The needs-based or service delivery approaches are implemented more commonly but have been found to have failed in meeting many global development targets.[167] The issuance of DO 3, s. 2021, creating the Child Rights in Education Desk and the Child Protection Unit as well as elevating the RBE framework and approach into its own pillar in the BEDP 2030, is a step in the right direction towards the realization of a fully-implemented and genuine rights-based approach to education in the country. A rights-based approach to education can complement the current needs-based or service delivery approach as the Department transforms to fully embrace RBE, so long as the priorities of the Department with respect to children's rights in education are firmly in place, and legal standards in fulfilling these rights are a primary consideration in the planning, implementation, and evaluation of the delivery of services of the Department.

The 2018 PISA results pointed to the relationship between the learning environment and how the learners feel towards school on the one hand, and access to education as well as the quality of education, on the other hand. Among the countries that participated in PISA 2018, the information reported by learners shows that the Philippines has the highest incidence of bullying. A study of the Philippine Institute for Development Studies (PIDS)[168] revealed that bullying in relation to being overage affects access to education. As mentioned previously, the study showed that when children are older than their cohorts, they lose interest and motivation because they are embarrassed and at risk of being bullied and of developing attitude issues as they progress to the higher grades. It is acknowledged that the quality of the learning environment and strategy for addressing different forms of violence against children affect the quality of student learning. Moreover, PISA 2018 also measured the students' perceptions about their performance in reading and their feelings towards school.[169] It found that learners who reported sometimes or always feeling joyful at school scored at least 53 points higher in reading than other learners. Thus, by creating a school climate or learning environment where students feel safe and socially connected, educators can more effectively support learning for all students.

In RBE, in addition to the two dimensions of **the right to access to and the right to quality** education, there is a third dimension of education, which covers the learning environment—**the right to respect in the learning environment** that upholds other rights of the child in basic education. These three dimensions are interlinked and indispensable.[170] RBE necessitates that the broad range of rights of the child in these three dimensions in the context of basic education is respected, protected, fulfilled, and actively promoted by the duty-bearer.

The third dimension of RBE, the right to respect in the learning environment, includes the right to respect for identity, which promotes the right to equality and non-discrimination, the *right to respect for integrity*—both mental and physical—which prohibits violence and harm against children, and the *right to respect for participation* or the right of learners capable of forming an opinion to be heard on matters affecting them and to have their views taken seriously, in accordance with their age and maturity. Such views can largely contribute to learning and the learning environment being designed to be more relevant and suitable to their circumstances, which could, in turn, address another factor for dropping out in school—lack of interest. Realizing the right to respect in the learning environment helps create the school climate where students feel joyful, safe, and socially connected, which could, in turn, more effectively support the learning of students and the teaching of teachers.

[167]   UNICEF, UNESCO. 2007. A Human Rights-Based Approach to Education for All: A framework for the realization of children's right to education and rights within education.
[168]   PIDS Policy Notes No. 2018-17.
[169]   World Bank. 2020. PISA 2018, Philippines Country Report. Manila, Philippines.
[170]   UNICEF, UNESCO. 2007. A Human Rights-Based Approach to Education for All: A framework for the realization of children's right to education and rights within education. p. 10.

Evidence-based studies suggest that in Rights-Respecting Schools (RRS),[171] such as some schools in the United Kingdom, a positive school climate or learning environment is promoted.[172] RRS in the United Kingdom have an impact in these main areas: "improved self-esteem and well-being"; "improved behavior and relationships (reductions in bullying and exclusions, and improved attendance)" and "positive attitudes towards diversity"; "improved engagement in learning"; "children's support for global justice"; "children become more engaged in discussing, planning and reviewing their own learning"; "teacher developing a greater degree of satisfaction in their work"; and "parents reporting support for the values and principles of the CRC – this is based on the beneficial impact they see when their children adopt rights-respecting language and behavior."[173]

An articulated framework for Rights-Based Education in DepEd (RBE-DepEd) is not intended to be an "add-on" or "new program", but is meant to bring together policies, programs, projects, and activities in a consistent, cohesive, and commonly embraced framework, which puts the broad range of the rights of the child to and in education at the center of these policies, programs, projects, and activities, within the three dimensions of the **right to access to education, the right to quality education, and the right to respect in the learning environment.**

Thus, in RBE-DepEd, programs pertaining to child protection, student governance and participation, and gender sensitivity, for example, are not viewed as extra, disparate, or peripheral programs in basic education. Instead, these programs are cohesively and consistently treated as an integral part of RBE-DepEd where the right to access to education, the right to quality education, and the right to respect in the learning environment are interlinked and indispensable and should all be realized with both the performance of obligations by duty-bearers and the active participation of children as rights-holders.

The active participation of children as rights-holders in their education is a key element in RBE-DepEd, in line with the child rights approach. The child rights approach, as defined by the United Nations Committee on the Rights of the Child, "requires a paradigm shift away from…approaches in which children are perceived and treated as 'objects' in need of assistance rather than as rights-holders entitled to non-negotiable rights."[174] In the child rights approach, children are viewed as rights-holders at every age by virtue of being human beings, and they do not suddenly become human beings when they reach 18 years old and become rights-holders.[175]

At the same time that RBE-DepEd provides a cohesive framework, it also provides a lens and guide to DepEd with other stakeholders in education, as duty-bearers, on how policies, programs, projects, and activities in DepEd are proposed, planned, implemented, monitored, and evaluated to respect, protect, fulfill, and actively

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[171] The RRS finds its roots in 2000 in Canada when a collaboration was forged between the Children's Rights Centre (Cape Breton University) and the Cape-Breton-Victoria Regional School Board to encourage integration of child rights education into social studies and health core curricula, and to promote awareness of child rights among professionals working with children. Taking lessons from this experience, the Hampshire Rights, Respect and Responsibility Initiative was formed with the Hampshire Education Authority in England in 2004. UNICEF UK then expanded its Rights Respecting Schools Award in 2005–2006, which is the largest and most well-developed RRS model. In September 2008, the UNICEF Canada RRS initiative was piloted. Other National Committees of UNICEF have also adopted the RRS in Spain, Slovakia, Germany, and Sweden. (UNICEF Private Fundraising and Partnerships Division. 2014. Child Rights Education Toolkit: Rooting Child Rights in Early Education, Primary and Secondary Schools, First Edition. Geneva. p. 15).
[172] UNICEF Private Fundraising and Partnerships Division. 2014. Child Rights Education Toolkit: Rooting Child Rights in Early Education, Primary and Secondary Schools, First Edition. Geneva. p. 73.
[173] *Id.* at p. 74.
[174] United Nations. 1989. Convention on the Rights of the Child. General Comment No. 13, para. 59.
[175] UNICEF Private Fundraising and Partnerships Division. 2014. Child Rights Education Toolkit: Rooting Child Rights in Early Education, Primary and Secondary Schools, First Edition. Geneva. p. 23.

promote children's interlinked and indispensable right to access to education, right to quality education, and right to respect in the learning environment. As a lens and guide, RBE-DepEd may also urge the formulation and implementation of new or modified policies, programs, projects, and activities that can more effectively respect, protect, fulfill, and promote the three dimensions of RBE-DepEd. Using the language in DO 3, s. 2021, RBE-DepEd puts a "child rights and legal lens" to all that DepEd does in fulfillment of its mandate to ensure access to, promote equity in, and improve the quality of basic education.[176]

Embedding RBE-DepEd as a framework and lens in DepEd necessitates building the capacity of both the rights-holder and the duty-bearer. Building the capacity of children as rights-holders to claim and exercise their rights and the capacity of duty-bearers to fulfill their obligations entails a whole-school approach where children experience and enjoy their rights in schools and learning centers through learning as a right by accessing education, learning about rights through the curriculum, learning through rights by experiencing the right to be heard for example, and learning for rights by becoming an advocate of rights.[177] These schools can only succeed if supported by a whole-of-DepEd, whole-of-government, and whole-of-society approach that respects, protects, fulfills, and promotes the rights of the child.

RBE-DepEd may be summarized as follows: Rights-based education in DepEd (RBE-DepEd) is a framework that provides a lens and guide to DepEd with other stakeholders in education, as duty-bearers, to educate and nurture happy, well-rounded, and smart children enjoying their rights in schools, learning centers, and other learning environments served by a learner-centered and rights-upholding Department of Education. RBE-DepEd guides DepEd on how to formulate, implement, monitor, evaluate, review, and organize policies, programs, plans, and activities to respect, protect, fulfill, and promote the inter-related right of the child to access to basic education, right to quality basic education, and right to respect in the learning environment as the three dimensions of rights in basic education. These rights cover not only the rights to education itself but also the broad range of rights in education, or collectively, all the rights in the context of basic education. RBE-DepEd employs the child rights approach, which recognizes children as active participants in their education who are capacitated to claim their rights in the context of basic education in a positive manner. RBE-DepEd also aims to support all personnel and stakeholders in DepEd offices, schools, and learning centers to be constructive and to respect, protect, fulfill, and promote the rights of the child; foster positive relationships between and among learners, teachers, other DepEd personnel and stakeholders of basic education; and build a positive school climate, culture, and learning environment. Nonetheless, it is emphasized that DepEd will work to balance RBE with learners' awareness of their responsibilities as individuals and as members of society."

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[176] As explained above, the right to respect in the learning environment is interlinked with and indispensable to the right to access to education and right to quality education. Section 6 of RA 9155 or the Governance of Basic Education Act provides for the mandate of DepEd, *viz*: "Sec. 6. *Governance.* – The Department of Education, Culture and Sports shall henceforth be called the Department of Education. It shall be vested with authority, accountability and responsibility for ensuring access to, promoting equity in, and improving the quality of basic education. Arts, culture and sports shall be as provided for in Sections 8 and 9 hereof."

[177] UNICEF Private Fundraising and Partnerships Division. 2014. Child Rights Education Toolkit: Rooting Child Rights in Early Education, Primary and Secondary Schools, First Edition. Geneva. p. 86.

Strategy #1: Integrate children's and learners' rights in the design of all DepEd policies, plans, programs, projects, processes, and systems

To strengthen full adherence of the Department to a rights-based approach to education, it is necessary to ensure that all policies, programs, projects, and systems include children's and learner's rights in their design. This implies that aside from focusing on the achievement of physical and fiscal targets in every office at all levels of the organization, an additional layer of analysis that ensures a rights-based approach must be conducted by all stakeholders. This is expected to take some time before taking root, but it will definitely be a progressive process.

Outputs:
- Laws, policies, plans, rules, and regulations, contracts, programs, projects, and activities containing commitments towards children's rights according to rights-based education framework implemented;
- Rights-based education (RBE) framework adopted and implemented;
- Standards and mechanisms on child protection developed and implemented;
- M&E mechanism on rights-based education framework and legal obligations and commitments on children's rights implemented;
- Child Rights in Education Desk (CREDe) institutionalized;
- DepEd personnel and stakeholders trained on child rights/RBE;
- Positive discipline measures implemented in schools and community;
- Child Protection Unit and Child Protection Committee structures are established; and
- Child protection policies implemented.

Strategy #2: Ensure that learners know their rights and have the life skills to claim their education-related rights from DepEd and other duty-bearers to promote learners' well-being, while also being aware of their responsibilities as individuals and as members of society

A strong manifestation that the Department adheres to a rights-based approach to education is when learners know and can freely claim their inalienable rights from duty-bearers—whether an office or person in DepEd—in a respectful and positive manner. This requires three things: first, that learners know their rights; second, that the positive climate in the school or other learning environment is conducive for learners to freely express and claim their rights; and third, that DepEd personnel and processes facilitate the exercise of the rights claimed by the learner. While claiming these rights does not depend on the performance by children and learners of responsibilities, it is also important for learners to understand the complex relationship between their own rights and their respect for the rights of others.

Outputs:
- Child rights education (CRE) integrated in the enhanced K-12 curriculum, extra and co-curricular programs, learning environment and culture of the school, learning center and other learning modalities;
- Learning resources on children's and learners' rights in education utilized;
- School-based guidelines on RBE and CRE implementation developed, with consideration of school-based management, school improvement plan, and school governance council;
- School personnel and parents trained on child rights education and child protection;
- Mechanism on learners' participation on education and children's rights developed and implemented; and
- Child protection committee in schools established.

Sub-Intermediate Outcome 4.2: Learners are safe and protected, and can protect themselves from risks and impacts from natural and human-induced hazards

The first dimension of resilience under this pillar is from external factors. The Department commits to promoting the appropriate policies, programs, and projects that will protect learners and personnel from natural and human induced hazards.

Hazard, as defined by the UNDRR, is a process, phenomenon, or human activity that may cause loss of life, injury, or other health impacts, property damage, social and economic disruption, or environmental degradation. Hazards can be classified as natural or human-induced. Natural hazards are predominantly associated with natural processes and phenomena. It includes hydrometeorological hazards such as tropical cyclones, flooding, storm surges; and geological hazards such as earthquakes, tsunamis, volcanic eruptions, landslides. On the other hand, human-induced hazard is defined by UNDRR as induced entirely or predominantly by human activities and choices. Fire can be a natural or human-induced hazard, depending on the source. Climate change and environmental degradation are a combination of natural and human-induced hazards. Disaster Risk Reduction and Management (DRRM) also covers biological, chemical, and technological hazards.

Climate change intensifies extreme weather events like tropical cyclones and floods. Also, it is a major driving force in slow onset hazards like sea level rise and drought. As climate change affects the environment, the education sector should brace for the risks and impacts of these hazards to educational investments and effects to conditions of life, which will lead to increased migration, food and water insecurity, and health outbreaks, among others. The Department of Education reaffirms its commitment to reduce the contribution of its schools to greenhouse gasses, equip schools with the adaptation strategies for their specific climate scenario, and empower learners and personnel for climate action.

Human-induced incidents pertaining to occurrence of armed conflict in the communities affecting schools are anchored on the Philippine Disaster Risk Reduction and Management Act of 2010 (Republic Act No. 10121). Human-induced hazards include negligence, abuse, child labor, and exploitation of learners during or in the aftermath of a disaster or emergency.

The safety and protection of learners and DepEd personnel from the risks and impacts from natural and human-induced hazards arising from disasters or emergencies are aimed to be promoted through implementing various programs, projects, and activities anchored under the four thematic areas of DRRM of RA 10121, namely Prevention and Mitigation, Preparedness, Response, and Rehabilitation and Recovery, and cross-cutting the three pillars of the Comprehensive School Safety Framework, namely Safe Learning Facilities, School Disaster Management, and Risk Reduction and Resilience Education.

Strategy #3: Protect learners and personnel from death, injury, and harm brought by natural and human-induced hazards

Once personnel and learners perform their function in DepEd offices, schools, and/or CLCs, they become the responsibility of the Department. As such, it is important that the environments they enter and stay in are safe and protect them from natural and human-induced hazards. Their complete safety cannot be guaranteed by DepEd, but dangers and risks can be minimized with proper preparedness and prevention and mitigation measures focusing on risk-informed policy and planning, integration of education for sustainable development

(ESD) in the curriculum, increasing awareness, capacity building, establishing risk reduction structures and mechanisms—including social accountability, and equipping offices and schools with safety equipment. Equally important is the cultivation of a culture of vigilance, acceptance, and peace in all of these facilities.

Outputs:
- DepEd personnel and learners capacitated on providing MHPSS;
- ESD, DRRM, CCAM, and peacebuilding competencies in the K to 12 curriculum integrated;
- Personnel and stakeholders equipped on DRRM, CCAM, and peacebuilding;
- Safety and emergency supplies and equipment provided to DepEd offices and schools; and
- Early Warning Systems (EWS) in DepEd offices and schools established.

Strategy #4: Ensure learning continuity in the aftermath of a disaster or emergency

An established referral mechanism is provided for learners and personnel affected by disasters who might need specialized care. The State has the duty to protect the fundamental rights of children before, during, and after disasters and other emergency situations where children are endangered by circumstances that affect their survival and normal development. There are also specific laws that aim to protect children in cases of natural and human-induced hazards.[178] Relative to this duty of ensuring child protection against all hazards, the government, through its instrumentalities, recognizes the responsibility to provide learners the access to learning continuity. Anchored on this responsibility, DepEd ensures the prompt resumption of educational services for children in the aftermath of a disaster or emergency.

In recognizing the value of returning to normalcy after disasters or emergencies, DepEd established and will strengthen programs, support services, interventions, and mechanisms to ensure learning continuity. Disaster response, rehabilitation, and recovery initiatives, including those for Education in Emergencies (EiE) in armed conflict situations are part of DepEd's resilience interventions to ensure learning continuity in the aftermath of a disaster. Responses to pandemics that tend to last for longer periods compared to other emergencies will be continuously refined based on the experience in implementing the COVID-19 Basic Education Learning Continuity Plan and on other emerging information on future hazards.

Outputs:
- Internal and external partners for response, rehabilitation, and recovery mobilized;
- Access to relevant responses, rehabilitation, and recovery-related datasets from school enhanced;
- Information, education, and communication (IEC) materials in the aftermath of a disaster or emergency developed and disseminated;
- Guidelines on immediate response interventions for learning continuity developed;
- MPHSS interventions, including referral mechanisms, for learners and personnel affected by disasters and emergencies are provided;
- DepEd inter-agency Comprehensive Rehabilitation and Recovery Plan (CRRP) for disaster and emergency developed;
- Regions, divisions, and schools equipped in leading multi-stakeholder groups for the implementation of response, rehabilitation, and recovery;
- Major repair and reconstruction of infrastructure and replacement of non-infrastructure damages due to disasters/ emergencies for rehabilitation and recovery completed; and
- Feedback and accountability mechanisms for learners on emergency interventions established.

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[178] RA 10821 and RA 11188, to list a few.

Strategy #5: Protect education investments from the impacts of natural and human-induced hazards

In ensuring the protection of learners and personnel from risks and impacts of natural and human-induced hazards, providing safe learning environments and facilities is necessary. A safe learning environment leads to a more conducive environment and quality learning. Education investments, both infrastructure and non-infrastructure, must be protected from the impacts of natural and human-induced hazards. This would ensure that these facilities are available during and even after a disaster or emergency, which supports learning continuity.

The construction of safe school buildings and facilities needs to consider the historical disasters' topography, location, and vulnerabilities of the school, personnel, and learners in order to design appropriate prevention and mitigation measures. This risk assessment necessitates proper consultation with the community and coordination with the appropriate government agencies and LGUs before any establishment of a school and/or CLC, or any construction of facilities in the existing school.

Outputs:
- Risk assessment data for DDRM, CCAM, and peacebuiliding established;
- DRRM, CCAM, and peacebuilding plans; contingency plans; and public service continuity plans in all governance levels developed;
- DRRM, Peacebuilding, and Climate change-related programs, projects, and activities (PPAs), and budget in DepEd offices and schools annual plans developed;
- Functional DRRM Team organized in all governance levels;
- DRRM, CCAM, and peacebuilding researches published; and
- Regular programs for structural and non-structural hazard prevention and mitigation measures implemented.

Sub-Intermediate Outcome 4.3: Learners have the basic physical, mental, and emotional fortitude to cope with various challenges in life and to manage risks

The second dimension of resilience is personal. No matter the gravity of the external hazards that threaten the learners, their personal capabilities have a significant effect on the quality of their response to these hazards. These include being physically healthy, having a positive mindset, and developing additional skills that will allow them to survive, and even thrive, in the face of these hazards.

Strategy #6: Provide learners with basic health and nutrition services

The prolonged school closures disrupt essential school-based services such as immunization, school feedings, and mental health and psychosocial support. To minimize the impact of the two-year suspension of face-to-face learning to enrollment and learners' performance, DepEd will implement a plan to gradually reopen schools for face-to-face learning safely when allowed by the government. DepEd will initially implement a pilot run for a limited face-to-face learning modality based on agreed health protocols with the Department of Health (DOH). The joint DepEd and DOH guidelines are centered on four key elements: 1) safe operations, 2) teaching and learning, 3) including the most marginalized, and 4) well-being and protection.[179] The results of the pilot will inform the expanded reopening and subsequently the full reopening of all schools in the country, in consideration of

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[179] DepEd-DOH Joint Memorandum Circular No. 3, s. 2021 dated September 27, 2021.

the COVID-19 risk levels and readiness of schools. Thus, health, WASH, and nutrition services for children will be critical concerns for the new normal for face-to-face or blended learning delivery in the next five years.

Health, WASH, and nutrition services will also consider the health impacts of climate change, particularly on increased cases of heat stroke, dehydration, cardiovascular and respiratory illnesses, water-borne illnesses, allergy-related illnesses, and vector-borne diseases brought by rising temperatures, extreme weather, increased air pollution, changes in precipitation, duration of warm season, and median temperature (APHA and Climate Nexus, 2016). In addition, school-based programs on improving nutrition accounts for the possible food insecurity arising due to climate change. The OK sa DepEd Program will serve as a reference for a more comprehensive discussion of health and nutrition and the WASH in Schools Online Monitoring System (WinS-OMS) will be the main source of data for this strategy.

Outputs
- Guidelines on health and safety of learners and school personnel, including prevention of COVID-19 developed and implemented;
- Post COVID-19 tracking of learners' health and nutrition conditions in schools implemented;
- Health personnel and program coordinators trained on management of risky behavior and child protection issues;
- Schools' health facilities including WASH and clinics provided;
- School-community coordination mechanisms for health and safety of learners in schools established; and
- Policies, guidelines and standards on prevention of COVID-19, health & nutrition, and adolescent health and development implemented.

Strategy #7: Nurture and protect learners' mental and psychosocial health

Aside from physical well-being, management of emotions and mental challenges also define the quality of responses of individuals to various hazards. Different people have different tendencies regarding these, which are shaped by numerous factors unique to every individual. It is important that DepEd recognizes these and adopts a two-pronged approach: first, avoid creating situations where learners will be unnecessarily stressed, and second, ensure that appropriate interventions are available to learners who need help. DepEd will promote the presence of guidance counselors/mental health professionals in all schools.

The prolonged lockdown and suspension of face-to-face classes also contributed to incidences of mental health issues among learners. The closure of schools aggravated the stress and anxiety due to loss of peer interaction and disrupted routines in schools. Schools should be prepared to provide enhanced psychosocial support to learners as they return to in-person learning.

Outputs:
- Study on effects of student workloads, deadlines and other learning activities completed;
- Teachers trained in handling students experiencing mental and psychosocial health issues; and
- DepEd personnel and learners capacitated on providing MHPSS.

Strategy #8: Promote learners' physical and socio-emotional skills development

Aside from all the preemptive and reactive services that should be available to learners, there is intrinsic value in the developmental aspect of physical, socio-emotional, and mental health. These aspects of life should be strengthened and enhanced for all individuals. These can be done through intelligently designed physical activities, competitions, and talent enhancement in clubs/organizations as co- and extra-curricular activities.

These additional skills also provide certain advantages in the face of natural and human-induced hazards. If learners are free from physical and mental sickness, and have also developed advanced physical, mental, and emotional capabilities through intelligently designed competitions and activities appropriate for different kinds of learners, the probability of them being capable of the correct responses to these disasters is higher. These incremental skills are not always properly developed in everyday life for all learners, yet these could mean the difference between a good and a bad response to natural or man-made hazards.

Outputs:
- School sports and fitness development program framework developed;
- Standards for school sports and competition programs developed and implemented; and
- Teaching and non-teaching DepEd personnel trained on after-school sports programs.

6.0
ENABLING MECHANISMS: GOVERNANCE AND MANAGEMENT

Governance focuses on the structures and processes that are designed to ensure accountability, transparency, efficiency, responsiveness, rule of law, stability, equity, inclusiveness, empowerment, and broad-based participation.

Governance is also a state of mind that encourages and promotes these behaviors. Management is the manifestation of these behaviors in the proper running or operating of an organization. An organization needs both Governance and Management to be well-run and sustainable.

Enabling mechanisms define the necessary governance structures in terms of leadership, people, investments, management systems, partnerships, and external relations that will ensure the efficient delivery of basic education services. These factors working together will create the enabling conditions needed to successfully achieve the targets set in the four Intermediate Outcomes in Section 5.

The Intermediate Outcome for Governance and Management is stated as "efficient, nimble, and resilient governance and management processes."

Efficient means not wasting resources on non-essential processes or activities. *Nimble* means being able to pivot quickly to respond to external or internal circumstances. *Resilient* refers to an ability to withstand or recover quickly from difficult conditions. The achievement of the four intermediate outcomes is highly dependent on the quality and responsiveness of management processes, policies, and standards to enable all operating units to work together to undertake their functions towards achieving a common goal. The enabling mechanisms ensure that necessary policies and standards are in place, systems and processes are highly efficient and automated, and clear horizontal and vertical alignment of functions and program management and implementation are working together.

DepEd, as a key government bureaucracy, requires a set of efficient, nimble, and resilient governance and management processes to support the implementation of the BEDP.

Enabling Mechanism 1: Education leaders and managers practice participative, ethical, and inclusive management processes

The changing roles of DepEd's education leaders and managers means that their capacity to implement participative and inclusive management processes needs to be strengthened through professional development programs that are relevant and appropriate to enhance the required skills and competencies.

Within the school system, the Philippine Professional Standards for Teachers (PPST) provides the criteria for the recruitment, hiring, and development of teachers, school heads, and supervisors for each level in the system by defining the competencies required for each position. In the short term (2021–2022), there will be three methods to review, rebuild, and strengthen the human resource corps of DepEd:
- Reclassification (allows for teachers to be moved more than one level higher in classification without violating rules);
- Promotion; and
- Scrap-and-build (to reallocate the budget of positions no longer needed to fund the creation of new required positions).

School-Based Management (SBM) is the overarching governance model for the implementation of school-level policies, programs, and processes to ensure transparency, boost accountability, and promote partnerships. SBM transfers significant responsibilities for governance and management to the school, the most basic unit in the bureaucracy. Every school is expected to practice SBM starting with a School Improvement Plan (SIP), which ensures that each school then becomes responsible for its own outcomes in defining quality education. The consolidation of SIPs
by divisions provides input to the Division Basic Education Plans which are, in turn, consolidated into a Regional Basic Education Plan.

The SBM rating system for schools is still being finalized, with a plan to rate them in their application of SBM that will then determine a package of interventions to help schools reach the next higher level. Every school is also required to have a School Governing Council (SGC), a body of key internal (teachers and parents) and external (LGU and other community members) stakeholders. The SGC meets regularly to discuss school management issues and to promote stronger school-community links. DepEd has a major stake in defining the priorities, strategies, and initiatives on education at the LGU level because it is a co-chair with the local chief executive on the local school board at all levels (municipality, city, and province).

Programs, activities, and projects (PAPs) are the key elements describing the functions of the different units. PAPs are seen as the responsibility of the CO as far as reporting is concerned, while the field units are responsible for the delivery of the PAPs. However, there is no clear division of labor across the levels of governance. The Planning Unit is drafting a paper outlining a new division of work between the Central Office, Regions, and Divisions regarding the PAPs, which will resolve the respective roles of the CO, RO, and SDO.

Efficient operations of all functional units in the organization are critical in achieving organizational and sectoral outputs and outcomes. Confusions in the scope of work and the existence of functional overlaps between and among units are source of organizational stress, which will lead to inefficiency. Fixing all forms of organizational and functional issues will allow the DepEd to be more efficient.

Local Government Units (LGUs) have a complex but essential relationship with DepEd through the local school boards that are not part of DepEd and function in varying degrees of effectiveness depending on the LGUs' appreciation, prioritization, strategy, and initiatives on education. It is essential that DepEd fosters better functioning local school boards since this will ensure more compliance with the Special Education Fund (SEF) rules and more investment from the Local Development Fund (LDF) of LGUs.

Outputs:
- Competency-based hiring and promotion system adopted and implemented;
- SBM policy revised and implemented;
- Policy guidelines for the decentralization of PAPs formulated and implemented;
- Basic education situation analysis and plans submitted to LSBs/RDC and other stakeholders;
- Policy on synchronized planning and budgeting issued and implemented;
- Revised SIP policy developed and implemented; and
- Policy on M&E framework and system issued and implemented.

Enabling Mechanism 2: Ensure human resources in all governance levels are sufficient, resilient, competent, and continuously improving

The priority for professional learning is now shifted from curriculum-related support to raising teachers' capacity across the teaching areas and strands of the Philippine Professional Standards for Teachers (PPST). Although the PPST maintains a focus on strong content and pedagogic knowledge, the standards are also designed to strengthen and expand teachers' career progression across the designated career stages.

NEAP is responsible for coordinating the multiplicity of training programs that flow from the CO to the regions, divisions, and schools. The institutionalization of the NEAP transformation encompassing its organizational development, program integration, and upgrading of its training facilities will continue to ensure a fully integrated, responsive and effective Learning and Development plan. The impact of the Learning and Development plan will be assessed based on improvements in learners' quality outcomes.

Additional support to teachers in schools is the provision of non-teaching personnel who can assist with administrative tasks and provide ancillary services so that teachers can focus on their core role of teaching. The non-teaching personnel will receive capacity building and professionalization training so that they can be integrated into the full school complement as valued support staff.

An important issue is the need to review and modernize the Magna Carta Law for Public School Teachers for teachers and other educators. This review includes reconsidering the welfare benefits available to teachers since they are often directly affected by disturbances in communities caused by conflicts and natural disasters and are called upon to provide service above and beyond their role as education providers. The capacity building and professional development of DepEd personnel that was mentioned earlier must include functional and leadership competency training to keep them abreast of the rapid changes in both global and local education landscapes, particularly the required skills set to keep them nimble and resilient to serve learners and their local community more effectively.

Outputs:
- NEAP transformation deepened and further institutionalized;
- Professional standards linked to employee assessment, development, rewarding, and recognition;
- Employee welfare and benefits standards are developed and implemented;
- DepEd personnel trained on responsive management processes that uphold inclusive and rights-based education; and
- Learning and Development plan developed and implemented under NEAP leadership.

Enabling Mechanism 3: Ideal learning environment and adequate learning resources for learners ensured

The pandemic has highlighted the gaps in educational resource provision between schools, divisions, and even regions. The period of recovery post-pandemic must identify the gaps through an urgent inventory of standards. This will then be followed by the equitable distribution of essential education resources, which includes additional teachers in areas where the teacher-learner ratio is high; enhanced nutritional support for learners in situations of disadvantage; and provision of WASH and WinS services to all schools so that viral transmission routes can be minimized. The wide discrepancy in access to effective digital learning devices between and within the major cities as well as in the rural and remote marginalized areas demands a management response that restores

equity in the provision of such essential services. This will require a transparent and robust national audit of resources against both quantity and quality in all schools followed by a prioritization of support so that at least the minimum standards can be reached in every school. The ideal learning environment takes into account not only of the availability of facilities, equipment, and learning resources, but should also ensure that the culture, practices, processes, and systems in the school or learning center uphold quality, inclusive, learner-centered, and rights-upholding climate and environment promoting the well-being of learners.

Outputs:
- Standards for a quality and inclusive learning environment for different learner groups for the new normal post COVID-19 adopted and implemented;
- Standards for the integration of educational technology in teaching and learning developed and implemented;
- Standards for learning resource development accessible to all types of learners formulated and implemented; and
- System for granting access to learning resources developed and implemented.

Enabling Mechanism 4: Improve and modernize internal systems and processes for a responsive and efficient delivery of basic education services

The efficient, internal financial and procurement, legal, asset, and human resource management systems and processes of DepEd are essential components of a large functioning bureaucracy, but they must be responsive, automated, and continuously improving. The decentralization of services to the divisions and schools as mandated in RA 9155 requires that field offices are closely linked and integrated with the CO through a robust Basic Education Information System (BEIS) that enables all units to deliver basic education services efficiently and effectively. This means that M&E systems, performance management, and quality assurance units in the field are properly equipped and trained to generate and record accurate data that can be shared vertically and horizontally within the system. Having these units equipped to provide responsive and nimble responses means that the units responsible for disaster risk reduction whether the disturbances are natural or human-induced are able to activate their response mechanisms more quickly and effectively.

A critical element of the widely accepted need for evidence-based decision making for policymakers requires robust data collection by field units. Such data collection is best driven by a research group with trained and competent researchers who can anticipate issues in advance and can plan research projects to gather data to inform strategies for solving such issues in a timely manner. This also means that research papers that influence policy should be widely disseminated and shared in a manner that allows stakeholder access so that the issue can be discussed in a practical but informed way.

Outputs:
- Guidelines on modern financial management systems and processes developed and implemented;
- Major management processes (planning, budgeting, procurement, M&E, human resource) are integrated, synchronized, and coordinated in all governance levels;
- Guidelines for performance management and quality assurance systems developed and implemented;
- Disaster risk reduction and response mechanisms established;
- Policy and research agenda formulated and implemented;

- Human Resource Information System (HRIS) in all governance levels developed and implemented;
- Internal Control System (ICS) framework, guidelines and standards adopted and implemented;
- Guidelines for QMS developed and implemented;
- Asset Management System implemented;
- Helpdesk support system for field procurement operations created;
- DepEd integrated logistics management system implemented; Organic procurement units and plantilla positions for procurement officers created;
- Contract management system developed and implemented;
- Standards on procurement processes, forms, and documents developed and implemented;
- Supplier's Registry established;
- Transparency mechanism developed and implemented;
- Guidelines on third-party participation in procurement developed and implemented; and
- Guidelines on customized procurement for selected major programs developed and implemented.

Enabling Mechanism 5: Strengthen active collaboration with key stakeholders

There are a number of key stakeholders for every school, the most important being learners, parents, the LGU, and local businesses. These stakeholders can add resources to a school, either financially, in kind, or through voluntary service. It is essential that there is strong collaborative engagement of DepEd with these groups to ensure that their activities are aligned with DepEd priorities.

The SEF and LSB of the LGU are important because DepEd can specify how additional resources can be released through these funds for school-based and/or division-based projects and programs. There are ongoing efforts and initiatives to reexamine the operationalization of the SEF in light of the observations that the use of SEF may have been vulnerable to misuse. These efforts will feed into policy and strategies toward enhanced efficient and effective utilization of the SEF.

Other key stakeholders that interact with DepEd through specific channels are line agencies (DSWD, DOH, DILG). They provide specific resources in support of education. DSWD, through the 4Ps conditional cash transfer program, provides an incentive to families to keep children in school. DepEd needs to ensure the continued effectiveness and efficiency of such assistance keeping track of the value added to direct education services.

Three education agencies have a relationship with DepEd that should be nurtured: Early Childhood Care and Development Council (ECCD Council), Technical and Skills Development Authority (TESDA), and the Commission on Higher Education (CHED).[180]

ECCD is a critical level as it is the entry point in the education system. DepEd and the ECCD Council will coordinate their efforts to ensure the readiness of children entering Kindergarten, emphasizing the interrelated and indivisible components of nurturing care: good health, adequate nutrition, safety and security, responsive caregiving, and opportunities for learning. Continuous advocacy and support to LGUs will be pursued to increase access of 3- to 4-year-old children to quality ECE and ensure that these children smoothly transition to kindergarten.

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[180] The linkages between BEDP and ECCD Council's, TESDA's, and CHED's strategic plans can be found in Annex 2.

The relationship with TESDA is focused on certification. The SHS track on technical-vocational study allows SHS graduates to receive the first level of National Certification (NC), which makes this track more attractive to learners. A joint consultative committee has been created for the TVL track to ensure adequate resources are provided.

CHED has a central role in ensuring the success of teacher development, and a strong link and alignment between pre-service education and in-service education is critical. Closer linkage and alignment between CHED and DepEd may address the concern on teacher quality notwithstanding the current efforts to reexamine the impacts of the trifocalization in the context of further reform to tighten the gap between the "producer" (CHED) and the "consumer" (DepEd) of teacher education graduates. The relationship with the Professional Regulation Commission (PRC) needs more professional courtesy and transparency. The Board Licensure Exam for Professional Teachers (BLEPT) needs to be improved in terms of content and assessment methodology. The BLEPT needs to be reconsidered in terms of content and the importance of 21st century skills with regard to coherence with the pre-service teacher education program designed by DepEd.

Regarding the engagement of the stakeholders in basic education, the Philippine Forum for Inclusive Quality Basic Education (Educ Forum) convened through DepEd Order No. 010, s. 2021 will be the privileged platform.

Outputs:
- Framework for stakeholder engagement developed and implemented;
- Guidelines on the use of SEF revised and implemented;
- School Governing Council policy revised and implemented;
- Policy on the use of partnership information system issued and implemented;
- Multisectoral youth development alliances established and operationalized in support of ALS implementation; and
- Educ Forum actively engaged as multi-stakeholder platform for consultation, collaborative research and analysis, and high-level advice on strategic basic education policy.

Enabling Mechanism 6: Enhance and strengthen public and private education complementarity

Section 4 of the Constitution stipulates that "the State recognizes the complementary roles of public and private institutions in the educational system and shall exercise reasonable supervision and regulation of all educational institutions."

It is important that private education is viewed as a partner and not a competitor of public education. Private education provides an element of choice and offers an alternative set of additional subjects that learners and their parents seek, but which are not available in public education. The idea of private education complementing public education supports the notion of a complete, adequate, and integrated system of education under the 1987 Constitution.

Public and private education systems should work more collaboratively under a dynamic and responsive complementarity framework. This should include small non-government schools such as faith-based and NGO-run schools, some of which are still not registered or licensed to operate by DepEd but that serve a social good in such far-flung and remote areas of the country, that should be registered under the supervision of DepEd as basic education institutions.

DepEd will consider a strategy to help these small non-government schools become recognized through more responsive requirements in applying for Permits to Operate such as the ones granted to private schools catering to indigenous peoples (DO 21, s. 2014) and providing support so that they will be able to provide quality basic education services, especially in areas that are difficult to reach by the public school system.

The Government Assistance to Students and Teachers in Private Education (GASTPE) provides government assistance to private schools through an education contracting scheme and voucher system that currently targets JHS and SHS. There is scope for it to be expanded to the Kindergarten and Elementary years, particularly for vulnerable groups. The GASTPE law (Republic Act No. 6728, s. 1989) also has a subsidy provision for private school teachers—an annual salary subsidy is provided to qualified teachers in ESC-participating schools with the aim to improve the quality of private JHSs. Qualified teachers are called teachers' salary subsidy (TSS) recipients.

RA 10533[181] further expanded the coverage of E-GASTPE. The said law provides for additional forms of assistance and additional beneficiaries and allows the Department to develop other forms of financial arrangements consistent with the principles of public-private partnership.

The increasing gap between private and public school teacher salaries invites DepEd to continue to study these provisions to ensure that private education remains viable.

The existing SHS Voucher program provides eligible SHS students with a funding voucher to allow them to choose their preferred SHS school (private or public) and its continuation serves as an incentive for JHS students to continue to SHS study.

Outputs:
- Public-private complementarity framework is developed and implemented;
- Manual of regulations for private schools enhanced and implemented; and
- Organizational and human resource support to qualified personnel in private schools are in place.

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[181] The Enhanced Basic Education Act of 2013.

7.0
BEDP IMPLEMENTATION MONITORING AND EVALUATION

7.1. BEDP Implementation Plan

7.1.1. Implementation Strategy

The implementation of the whole BEDP from 2022 to 2030 will be divided into two major phases. The scope of Phase 1 is from 2022 to 2026 and Phase 2 covers 2027 to 2030.

Phase 1 includes the response to the immediate challenges of COVID-19 and lays the necessary foundation:

- Post COVID-19 Recovery and Transition. DepEd will focus on mitigating the negative impacts of the sudden shift from face-to-face to pure distance learning and bridging the learning gaps caused by the COVID-19 lockdown, while deepening the gains compelled by the COVID-19 response;
- Improving Access, in particular for groups in situations of disadvantage;
- Focus on Quality as a priority:
  - Strengthen programs on reading, numeracy, socio-emotional learning, and 21st century skills, reskilling teachers;
  - Sharpen skillsets of teachers in contextualization to address the concerns of diverse learners; and
  - Strengthen instructional leadership and supervision to improve teaching quality.
  - Increase alignment with international literacy standards.
- Partnership Building: Focus on strengthening partnerships and collaboration with community-based partners, the private sector, and cross-sector government services for children, and sustaining the Educ Forum as a national multi-stakeholder platform;
- Co-creation of an integrated concept of learning spaces for the future;
- Review of programs and updating of situation analysis;
- Formulation of enabling policies, standards, processes, and systems;
- Ensure internet connectivity of all schools;
- Strengthen DepEd's schools division capability on assessment with focus on classroom-level assessment;
- Strengthen or establish mechanisms on equity, learner's rights, and resilience;
- Capacity building on planning, education futures, M&E, research, and technical assistance;
- Develop a legislative agenda to implement the strategies identified in the BEDP; and
- Mid-term review and analysis of Phase 1 results to inform refinements in BEDP strategies.

Phase 2 focuses on sustaining and evaluating programs:

- Continuation of programs and projects on access, quality, equity, learner's rights, resilience, and Rights-Based Education;
- Operationalization of the strategies initiated under the Education Futures Programme;
- Maintenance and enhancement of existing information systems;
- Evaluation of programs and projects;
- Impact Evaluation;
- Development of new programs to address emerging education issues and opportunities; and
- End of Plan assessment and evaluation.

7.1.2. Operationalizing BEDP

Each governance level will formulate their respective basic education plans that should all lead towards achieving the common goals and outcomes of DepEd articulated in the BEDP. While each Region, Schools Division, and School contextualizes its plan based on its actual situation, strategies must all contribute or complement the national directions, targets, and strategies outlined in the BEDP. The intermediate outcomes in the BEDP will be operationalized at each governance level, specific to their mandates and accountabilities.

Figure 30: Mainstreaming BEDP Strategies in DepEd

International

SDG Goals 2030

National

AmBisyon Natin 2040

BEDP 2022-2030

Region

Regional Development Plan

RBEP 2022-2028

Division

DEDP 2022-2028

School/CLC

SIP 2022-2025

SIP 2025-2028

BEDP- Basic Education Development Plan,
CLC- Community Learning Center,
DEDP- Division Education Development Plan,
RBEP- Regional Basic Education Plan, SDG- Sustainable Development Goal,
SIP- School Improvement Plan
Source: DepEd.

Achievement of intermediate outcomes serves as critical progress markers towards ensuring Filipino learners are holistically developed in basic education, acquire 21st century skills that will enable them to manage oneself, build connections, inquire and innovate, stay nimble, and serve beyond self.

Efficient implementation of plans and policies is a function of clear roles and responsibilities of each governance level to avoid duplication of efforts and ensure synchronicity and fully aligned implementation. It is important to go back to the real intent of RA 9155 otherwise known as Governance of Basic Education Act, which clearly outlines the roles and responsibilities of each level and will have an impact on how each governance level will interplay in the implementation of the BEDP 2030.

Central Office. Will primarily focus on formulating national policies, plans, education standards; assessment of learning outcomes; conducting studies and research; program development; human resource management; monitoring and evaluation; and alignment and synchronicity of policy, programs, standards, and partnership building.

Regional Office. Consistent with the national educational policies, plans, and standards, the region will focus on policy implementation; monitoring and evaluation; conduct of regional studies and research; human resource management; development of education projects that will resolve unique education issues in the region; quality assurance; ensuring synchronicity of programs, projects, and activity implementation; and building partnerships.

Schools Division Office. Consistent with the national educational policies, plans and standards, the schools division office will focus on efficient policy and plan implementation, equitable and efficient deployment and utilization of resources, human resource management, progress monitoring, providing targeted technical support to schools and learning centers, ensure synchronicity of activities, and building partnerships.

District Supervisors. Will focus on providing professional and instructional advice and support to the school heads and teachers/facilitators of schools and learning centers and curriculum and instructional supervision.

Schools / CLCs. Will focus on school plan implementation, curriculum implementation, creation of ideal learning environment, resource management, teacher professional development, improvement of instruction, classroom assessment, and building local partnerships.

The Office of the Regional Director and School Division Superintendent will rationalize the technical assistance (TA), administrative report requirements, and other activities being provided and cascaded to schools. Education supervisors including district supervisors will ensure alignment and relevance of any activity or TA that will be given to schools in any given time. It is important to maintain an optimal contact time of teachers on teaching and learning engagement and less of non-essential activities to allow schools to focus on the delivery of curriculum. Central, Regional, and Schools Division Offices will endeavor to minimize the administrative tasks being imposed on schools through streamlining requirements for administrative reporting, automation of submission, and providing non-teaching personnel.

DepEd will mainstream and operationalize the BEDP strategies and outputs through the following (Figure 30):

- **Regional Education Development Plan (REDP)** – A six-year education development plan developed at the Regional level that contains strategies on how priority directions, policies, programs, quality assurance measures, and equity-driven systems will be implemented in their respective regions, considering the unique learning situation of learners. The REDP will also be used to influence the education priorities of the Regional Development Council (RDC). Priorities and strategies set forth in the BEDP will be articulated in the Region's REDP 2022–2028;

- **Division Education Development Plan (DEDP)** – A six-year plan developed at the Division level that contains strategies on how assistance to schools and learning centers will be implemented. As an example, one of the crucial mandates of the SDOs is to manage effective and efficient use of all resources, including human resources. Operationally, teacher deployment and appointment of school heads, as well as professional development, are within the responsibility of the Division. It is within their mandate to: 1) build the capacity of the school head so that the school heads can provide instructional supervision and implement school-based management, and 2) ensure that teachers and learning facilitators are better qualified to deliver the curriculum. These will be included in the intermediate outcomes of the SDO. The DEDP will also show disaggregation of school data and key performance indicators at the levels of legislative district, province, city, and municipality so that it can influence the education priorities of provincial and city/municipal development plan. In the current set up, the learning centers for Alternative Learning System (ALS) is part of district planning. Since the districts are lodged under the Schools Division Office (SDO), planning for learning centers, including those set up and operated by external partners, will be part of the DEDP. It will also establish the complementation of public-private school services. DEDP 2022–2028 will operationalize the strategies and outputs outlined in the BEDP; and

- **School Improvement Plan (SIP)** provides a roadmap that lays down specific interventions that a school, with the help of community and other stakeholders, will undertake within the period of three consecutive years. At the school level, the SIPs must be able to articulate the school's strategies on making the teaching and learning process more effective and inclusive and strengthening the learning environment to uphold the rights of children and learners. It should also contain strategies on participative management, stakeholders' collaboration, School Governance Councils, and SBM. The schools and learning centers are the front liners—directly contributing to the intermediate outcomes. Given the COVID-19 experience, the SIPs will strengthen its focus on cross-sector collaborations for health, WASH, and social protection support for children. In 2022, the schools will prepare their SIP 2022–2025. CLCs are also expected to develop their respective ALS implementation plan as a compliment to School Improvement Plan (SIP).

7.1.3. BEDP Implementation Arrangements

The Planning Service will lead the operationalization of BEDP. At the CO, the Planning Service will provide technical support to bureaus' and services' preparation of annual plans including their programs, activities, and projects (PAP). Each ExeCom lead will ensure policies, programs, projects, standards, and activities are consistent with the priorities in the BEDP and adhere to the planning parameters set internally and by oversight agencies. The BEDP will be cascaded through the Region's Policy, Planning, and Research Division (PPRD), and the SDO's School Governance and Operations Division (SGOD). DepEd's planning offices will ensure all education plans, programs, and projects are consistent with the priorities and strategies in the BEDP. The Planning Service will ensure that annual budget priorities are consistent with the priorities in the BEDP and adhere to the planning parameters set by oversight agencies. DepEd's planning offices will ensure all education plans, programs, and projects are consistent with the priorities and strategies in the BEDP and informed by evidence-based research on program effectiveness as they become available to support the annual budget process. The Planning Service will also coordinate with the DepEd Offices responsible for fund sourcing from local and international bilateral and multilateral development organizations to ensure complementation and relevance of external support with BEDP priorities.

7.1.4. Capacity Building Plan

DepEd will continue to build the capability of DepEd management and staff on strategic planning and program management to ensure vertical and horizontal integration of BEDP strategies. In the first year of implementation of the BEDP, DepEd will elaborate a capacity building plan. It will include, among others, the following components:

• Strengthen the capability of all planning units in DepEd on managing the strategic planning anoperational planning processes including research, data analysis, policy analysis, and use of a rights-based framework and lens. The planning units' ability to facilitate and provide technical assistance to DepEd staff on education planning is critical to ensuring the mainstreaming of BEDP targets and strategies in the bureaus, regions, divisions, and schools;

• Strengthen the capability of DepEd technical staff on rights-based and inclusive program management. This includes designing programs that are learner-responsive and uphold their rights, demand-driven, equity-focused, and consistent with the BEDP strategies and targets. More specifically, DepEd technical staff need to be trained on situation analysis, stakeholder relations, advocacy work, formulating results frameworks, formulating indicators, targeting setting, forecasting, costing and budgeting, and preparing operational plans consistent with the results framework;

• Strengthen the capability at CO level on external partnerships and resource mobilization. This will have to be linked with evidence-based program design preparation, monitoring, and evaluation to ensure that external funding will have the greatest impact towards the target outcomes;

- Strengthen the capacity of DepEd CO and RO on program and policy level collaborations with TESDA, CHED, DSWD, DILG, and DBM for stronger cross-sector support for skills development, teacher pre-service, children's protection, use of local funds, and increasing overall investments for basic education, respectively;

- Strengthen the capability of the RO on contextualizing regional plans to address unique or local contexts and demands of communities in the region. Skills on planning should not be limited to planning officers but to all staff in the region, particularly managers or coordinators of national programs and projects, including the conduct of quality assurance measures;

- Strengthen the capability of SDO staff on providing technical assistance to schools on SIP preparation with a rights-based approach to education. The SIP is the most important plan in DepEd as its content directly targets and affects learners' performance. SDO staff including district supervisors must have the necessary technical competencies in synthesizing division/district issues, setting priorities, and assisting schools to prepare strategic education plans and annual plans. The SDO staff must be able to quality assure the schools' SIPs; and

- Strengthen the capability of the school heads and school planning team on the education plan, particularly in articulating learners' performance and curriculum concerns in the SIP. Schools' SIPs need to evolve from focusing on improving physical facilities to improving learners' and teachers' performance and creating and strengthening a school climate and learning environment that upholds the learners' rights and well-being in adherence to rights-based education. Given the COVID-19 experience, the role of communities, LGUs, parents, and cross-sector government agencies for children's health, safety, and well-being will be strengthened.

7.2. BEDP Monitoring, Evaluation and Adjustment Strategies

DepEd will implement a system-wide monitoring, evaluation, and adjustment (MEA) strategy to ensure timely decisions and improvements or adjustments in the BEDP are undertaken, and to facilitate immediate response to operational bottlenecks and external issues that may affect the efficient and effective implementation of BEDP strategies. The BEDP MEA will serve as the platform for integration and collaboration between and among DepEd offices and stakeholders. The BEDP MEA puts into operation a systematic process for collection, collation, and analysis of key education data and information that will allow DepEd's decision makers, implementers at each DepEd governance level, and other stakeholders to collectively appreciate both achievement and challenges in the basic education sector. The main objective of the BEDP MEA is to facilitate decision making for a more relevant and responsive delivery of basic education services.

7.2.1. Objectives of the BEDP MEA

M&E is a critical element of successfully implemented plans and programs. The ability of DepEd to efficiently implement and at the same time make important and necessary adjustments in the BEDP strategies during implementation will ensure more relevant, responsive, and sustainable basic education services of DepEd. The ability to adjust and respond quickly effectively hinges on the operationalization of a robust M&E system.

The BEDP MEA will allow DepEd and its stakeholders to:

- track all learners' access to quality basic education. The BEDP MEA is an inclusion strategy designed to ensure all children of school age and out-of-school youth (OSY) including learners from groups in situations of disadvantage are able to access basic learning opportunities. DepEd will track learners in school as well as out-of-school children and youth, monitor performance standards in school, and ensure programs and support programs that address the different and unique learning needs of all learners are sufficiently implemented;

- ensure continuing relevance and responsiveness of strategies and education programs outlined in the BEDP. The BEDP MEA will provide the necessary infrastructure for different DepEd offices and implementers to receive up-to-date data and information on learners' performance; the progress and status of education programs; the efficiency of different DepEd offices; and the respect, protection, fulfilment, and promotion of the rights of the child and youth in basic education;

- facilitate integration of education programs and projects. The BEDP MEA will serve as the venue for different program managers, field implementers, and stakeholders to collectively appreciate and understand the scope and objectives, implementation requirements, and accomplishments of different programs, and understand the difficulties or operational bottlenecks of each program;

- identify and locate problems and implementation issues. One of the main objectives of the BEDP MEA is to help DepEd offices identify both operational and strategic concerns influencing or affecting the delivery of basic education services using lead and lag indicators (sub-intermediate outcomes and intermediate outcomes) for guidance;

- determine areas of strengths and weaknesses in DepEd. Effective implementation of BEDP strategies relies on the efficiency of the different levels of governance in DepEd—schools and community learning centers (CLCs), Schools Division Offices (SDOs), Regional Offices (ROs), and the Central Office (CO). Different governance units operate under different but complementing mandates, so limitations or weaknesses in one governance level will affect the efficiency of the other levels. The BEDP MEA will help CO decision makers to detect and locate operational issues in the field and proactively address concerns affecting education policies and strategies; and

- prepare education plans and programs. All outputs of the BEDP MEA will be used as inputs to education plans. Results of the monitoring or evaluation work will be used to improve annual implementation plans (AIPs), school improvement plans (SIPs), division education development plans (DEDPs), and regional basic education plans (RBEPs). M&E results will also be used to inform adjustments to existing policies, formulation of new policies, and provides a basis for designing the next cycle of the BEDP.

7.2.2. Guiding Principles

The following principles are adopted and considered in the design of the BEDP MEA:

- **Inclusiveness.** To be effective, DepEd's M&E should be equity-focused, able to determine (i) how many learners (total number), (ii) diversity of learners, (iii) their level of performance, and (iv) where learners are located;

- **Outcome-driven.** Focus will be on DepEd's key performance indicators (KPIs) as articulated in the four pillars (intermediate outcomes) of the BEDP, which include access, equity, quality, and empowerment and resilience. All M&E strategies will be designed around these pillars;

- **Rights-upholding.** DepEd through the MEA will ensure the rights of all learners to access to education, quality basic education, and respect in the learning environment are addressed. M&E will track learners' empowerment including their access to quality facilities; safe, secure, and nurturing learning environments that uphold learners' rights and well-being; consultation mechanisms with children and learners; redress mechanisms for violations of their rights; and access to physical, emotional, and social support.

- **Utilization-focused.** The main purpose for M&E work is to inform planning. All activities, reporting requirements, and M&E outputs will be used to improve the scope and quality of education plans, develop demand-responsive basic education policies, improve the design of programs and projects, and recalibrate DepEd's enabling mechanisms as needed;

- **Participatory.** The M&E system must serve as the platform for bringing internal and external stakeholders together to collectively appreciate performance and collaboratively address issues or mitigate threats systemically and systematically;

- **Timely response.** The time or timing of decisions is key to successful M&E initiatives. DepEd's KPIs are time- or period-specific. This must be tracked, analyzed, and (when necessary) addressed as they occur. M&E strategies should be designed to "catch" the issues as these occur to prevent escalation; and

- **Decentralized.** While M&E is decentralized, it is integrated into one system and uses common standards. The design of the M&E system must be adapted to the requirements of the organization, or more specifically to the accountabilities of the major units in the organization. Accountabilities for each governance level are different and unique. The M&E system must be able to address the accountabilities of the schools and CLCs (teaching and learning), SDOs (equitable provisions of technical services), ROs (adoption or customization of policies), and CO (direction setting through policies and programs).

7.2.3. BEDP MEA Framework

The BEDP MEA Framework outlines the scope (outcomes, intermediate outcomes, strategies, and enabling mechanisms) of the M&E from 2022–2030 and defines the indicators that will be used to verify performance and the processes that will be used to validate the achievements and accomplishments of DepEd. The BEDP MEA Framework is aligned with the Results Framework presented in Section 5.

Figure 31: Upper Levels of the Results Framework

GOAL

All Filipinos are able to realize their full potential and contribute meaningfully to a cohesive nation

SECTOR OUTCOME

Basic education Filipino learners have the physical, cognitive, socio-emotional and moral preparation for civic participation and engagement in post-secondary opportunities in their local, national and global communities

INTERMEDIATE OUTCOMES

1. ACCESS

All school-age children, out-of-school-youth, and adults accessed relevant basic learning opportunities

2. EQUITY

School-age children and youth, and adults in situations of disadvantage benefited from appropriate equity initiatives

3. QUALITY

Learners complete K-12 basic education, having successfully attained all learning standards that equip them with the necessary skills and attributes to pursue their chosen paths

4. RESILIENCE

Learners are resilient and aware of their rights, and have the life skills to protect themselves and their rights while being aware of their responsibilities as individuals and as members of society

ENABLING MECHANISMS- GOVERNANCE
Modern, efficient, nimble, and resilient governance and management processes

Tables 16–20 outline the scope of the BEDP MEA Framework.

a. Pillar 1 – Access

Table 16 below highlights the key performance indicators (KPIs) on access including DepEd's targets in 2026 and 2030. Access indicators are expanded to cover school-age children, learners in school, out-of-school children (OSC), and out-of-school youth (OSY). Most KPIs are currently verifiable in the Enhanced Basic Education Information System (EBEIS) except indicators pertaining to incidences of OSC and OSY. Targets pertaining to OSC and OSY will be set when mechanisms for determining baseline information are established and operational.

Table 16: MEA Framework for Pillar 1 – Access

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
Intermediate Outcome (IO) #1 All school-age children, out-of-school youth, and adults accessed relevant basic learning opportunities							
1. Percentage of school-age children in school - Net Enrollment Rate (NER)							
ELEMENTARY - NER	93.87%	94.66%	99%	EBEIS	Annually	Planning Service	Annual Implementation Review (AIR) Mid-Term Review (MTR)
SECONDARY – NER	83.27%	91.13%	98%	EBEIS	Annually	Planning Service	Outcome Evaluation (OE)

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
2. Incidence of OOSC & OSY							
ELEMENTARY Out-of-school rate	2.10%	2.00%	1.50%	EBEIS	Annually	Planning Service	Annual Implementation Review (AIR)
JUNIOR HIGH SCHOOL Out-of-school rate	4.70%	4.00%	3.00%	EBEIS	Annually	Planning Service	Mid-Term Review (MTR)
SENIOR HIGH SCHOOL Out-of-school rate	9.10%	6.00%	4.00%	EBEIS	Annually	Planning Service	Outcome Evaluation (OE)
IO1.1- All five-year-old children in school							
3. Percentage of five-year-olds in school - Net Intake Rate (NIR)	63.43%	99%	100%	EBEIS	Annually	Planning Service	Quarterly Program Implementation Review (QPR) Annual Implementation Review (AIR)
IO1.2 - All learners will stay in school and finish key stages							
4. Percentage of enrollees (Elem, JHS, SHS) in a given school year who continue to be in school the following school year- *Retention Rate*							
ELEMENTARY - Retention Rate	98.94%	98%	98.50%	EBEIS	Annually	Planning Service	Quarterly Program Implementation Review (QPR) Annual Implementation Review (AIR)
JUNIOR HIGH SCHOOL - Retention Rate	94.63%	96%	97%	EBEIS	Annually	Planning Service	
SENIOR HIGH SCHOOL - Retention Rate	94.53%	TBD	100%	EBEIS	Annually	Planning Service	

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
5. Percentage of currently enrolled learners but did not finish/complete the school year – Dropout Rate (DR)							
ELEMENTARY - Dropout Rate	1.07%	0%	0%	EBEIS	Annually	Planning Service	Quarterly Program Implementation Review (QPR)
JUNIOR HIGH SCHOOL -Dropout Rate	2.42%	0.63%	0%	EBEIS	Annually	Planning Service	
SENIOR HIGH SCHOOL Dropout Rate	0.66%	0%	0%	EBEIS	Annually	Planning Service	Annual Implementation Review (AIR)
IO1.3 - All learners transition to the next key stage							
6. Percentage of K/G6/G10 completers proceeded to next key stage - Transition Rate							
KINDERGARTEN - Transition Rate (K to Grade1)	98.12%	99%	100%	EBEIS	Annually	Planning Service	
ELEMENTARY - Transition Rate (Grade 3 to Grade 4)	97.37%	98%	100%	EBEIS	Annually	Planning Service	Quarterly Program Implementation Review (QPR)
ELEMENTARY - Transition Rate (Grade 6 to Grade 7)	95.53%	97%	99%	EBEIS	Annually	Planning Service	Annual Implementation Review (AIR)
JUNIOR HIGH SCHOOL - Transition Rate (Grade 10 to Grade 11)	96.91%	98%	99%	EBEIS	Annually	Planning Service	

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
IO1.4- All out-of-school children and youth participate in and complete formal or non-formal basic education learning opportunities							
7. Percentage of OSC and OSY who returned to school or participated in ALS – Participation Rate of OSC and OSY							
OUT-OF-SCHOOL CHILDREN - Participation Rate	*Baseline to be established	TBD	TBD	*to be developed	Annually	Planning Service	Quarterly Program Implementation Review (QPR)
OUT-OF-SCHOOL YOUTH- Participation Rate	*Baseline to be established	TBD	TBD	*to be developed	Annually	Planning Service	Annual Implementation Review (AIR)
8. Percentage of completers in ALS- completed session -ALS							
OUT-OF-SCHOOL CHILDREN - Completed Sessions - *ALS*	*Baseline to be established	TBD	TBD	*to be developed	Annually	Bureau of Alternative Education (BAEd)	Quarterly Program Implementation Review (QPR)
OUT-OF-SCHOOL YOUTH - Completed Sessions - *ALS*	*Baseline to be established	TBD	TBD	*to be developed	Annually	Bureau of Alternative Education (BAEd)	Annual Implementation Review (AIR)
OUT-OF-SCHOOL CHILDREN - Completed Sessions - *ALS*	*Baseline to be established	TBD	TBD	*to be developed	Annually	Bureau of Alternative Education (BAEd)	

All indicators of the BEDP will be disaggregated by gender, learners in situation of disadvantage, regions and provinces, and types of schools, whenever possible.

b. Pillar 2 – Equity

The MEA Framework of Pillar 2 highlights DepEd's commitment on inclusion. Table 17 contains the KPIs that will be used to measure involvements and performance of learners or groups in situations of disadvantage. Table 17 also outlines the indicators, proposed means of verification (MOV), and the M&E strategies to be used in validating the outcomes under Equity. To date, no targets on Equity are committed pending the completion of baseline information on learners in situations of disadvantage and development of systems that will "tag" learners in situation of disadvantage.

Table 17: MEA Framework for Pillar 2 - Equity

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
Intermediate Outcome (IO) #2. School-age children and youth, and adults in situations of disadvantage benefited from appropriate equity initiatives							
1. Proportion of learners in situation of disadvantage transition to next key stage							
ELEMENTARY - % Disparity in transition rate	*Baseline to be established	TBD	TBD	**to be incorporated in EBEIS	Annually	Planning Service	Annual Implementation Review (AIR)
SECONDARY - % Disparity in transition rate	*Baseline to be established	TBD	TBD	**to be incorporated in EBEIS	Annually	Planning Service	Mid-Term Review (MTR) Outcome Evaluation (OE)
2. Gender participation-disparity in completion							
ELEMENTARY Gender Parity Index Completion	1.03	1.0	1.0	EBEIS	Annually	Planning Service	Annual Implementation Review (AIR)
SECONDARY - Gender Parity Index Completion	1.03	1.0	1.0	EBEIS	Annually	Planning Service	Mid-Term Review (MTR) Outcome Evaluation (OE)

Results Statement / Key Performance Indicator	Baseline (SY 2019- 2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
IO2.1 - All school-age children and youth and adults in situations of disadvantage are participating in basic learning opportunities and receiving appropriate quality education							
3. Percentage of learners in situation of disadvantage continue to participate in basic education							
ELEMENTARY - Retention Rate	*Baseline to be established	TBD	TBD	EBEIS (for tagging)	Annually	Planning Service	Quarterly Program Implementation Review (QPR)
SECONDARY - Retention Rate	*Baseline to be established	TBD	TBD	EBEIS (for tagging)	Annually	Planning Service	Annual Implementation Review (AIR)
4. Percentage of learners in situations of disadvantage (disaggregated by group) achieved at least a fixed level of proficiency/mastery in (a) functional literacy, (b) numeracy, and (c) 21st century skills							
Functional Literacy- % of learners at with at least proficient level or better	*Baseline to be established	TBD	TBD	NAT (for tagging)	Annually	Bureau of Education Assessment (BEA)	Quarterly Program Implementation Review (QPR) Annual Implementation Review (AIR)
Numeracy- % of learners at with at least proficient level or better	*Baseline to be established	TBD	TBD	NAT (for tagging)	Annually	Bureau of Education Assessment (BEA)	
21st century skills- % of learners at with at least proficient level or better	*Baseline to be established	TBD	TBD	NAT (for tagging)	Annually	Bureau of Education Assessment (BEA)	

c. Pillar 3 – Quality

The MEA Framework for Pillar 3 outlines the KPIs on quality. The overall target on quality is set at "learners attaining nearly proficient level or better." The national achievement test (NAT) administered by DepEd's Bureau of Education Assessment (BEA) will be used to verify learners' attainment. The Accreditation and Equivalency Test (A&E) will be used to verify performance of learners in the Alternative Learning System (ALS).

Table 18: MEA Framework for Pillar 3 - Quality of Learning

Results Statement / Key Performance Indicator	Baseline (SY 2019- 2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022- 2026)	Phase 02 (2026- 2030)				
Intermediate Outcome (IO) #3. Learners complete K-12 basic education having attained all learning standards that equip them with the necessary skills and attributes to pursue their chosen paths							
1. Percentage of learners pursued their chosen paths							
% proceeded to college	*Baseline to be established	TBD	TBD	**Tracer Study (to be developed)	Annually	To be developed	Outcome Evaluation (OE)
% proceeded to employment	*Baseline to be established	TBD	TBD	**Tracer Study (to be developed)	Annually	To be developed	
% proceeded to entrepreneurship	*Baseline to be established	TBD	TBD	**Tracer Study (to be developed)	Annually	To be developed	
% proceeded to middle level skills training	*Baseline to be established	TBD	TBD	**Tracer Study (to be developed)	Annually	To be developed	
2. Percentage of learners in a cohort who completed Grade 6 / Grade 12- Completion Rate - (CR)							
ELEMENTARY- CR	96.56%	95%	97%	EBEIS	Annually	Planning Service	Annual Implementation Review (AIR)
SECONDARY – CR	76.71%	86%	90%	EBEIS	Annually	Planning Service	Mid-Term Review (MTR) Outcome Evaluation (OE)

IO3.1 - Learners attained Stage 1 learning standards of fundamental reading and numeracy skills

3. Percentage of learners attaining nearly proficient level or better in Reading and Listening Comprehension increased

Percentage of learners achieving nearly proficient or better in English	56.03%	68.91%	82.71%	NAT 3	Frequency to be determined	Bureau of Education Assessment (BEA)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
Percentage of learners achieving nearly proficient or better in Mother Tongue (excluding Tagalog speakers)	35%	50%	65%	NAT 3	Frequency to be determined	Bureau of Education Assessment (BEA)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
Percentage of learners achieving nearly proficient or better in numeracy	27.07%	47.95%	77.95%	NAT 3	Frequency to be determined	Bureau of Education Assessment (BEA)	

IO3.2 - Learners attain Stage 2 (Grade 6) learning standards of literacy & numeracy skills and apply 21st century skills to various situations

4. Percentage of learners attaining proficient level or better in Stage 2 literacy standards (increase: 4 pp/yr)	17.69%	47.55%	84.15%	NAT 6	Frequency to be determined	Bureau of Education Assessment (BEA)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
5. Percentage of learners attaining proficient level or better in Stage 2 numeracy standards (increase: 4 pp/yr)	17.57%	45.43%	80.43%	NAT 6	Frequency to be determined	Bureau of Education Assessment (BEA)	

IO3.3 - Learners attain Stage 3 (Grades 7-10) learning standards of literacy & numeracy skills and apply 21st century skills to various situations

6. Percentage of G10 learners attaining nearly proficient level or better in Stage 3 literacy (4 pp/yr)	36.37%	55.24%	85.24%	NAT 10	Frequency to be determined	Bureau of Education Assessment (BEA)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
7. Percentage of G10 learners attaining nearly proficient level or better in Stage 3 numeracy standards (4 pp/yr)	13.05%	46.30%	85.05%	NAT 10	Frequency to be determined	Bureau of Education Assessment (BEA)	

IO3.4 - Learners attain Stage 4 (Grades 11-12) learning standards equipped with knowledge and 21st century competencies developed in their chosen core, applied and specialized SHS tracks

8. Percentage of Grade 12 learners attaining nearly proficient level or better in Stage 4 core SHS areas (6 pp/yr)	10% (2018 BEEA)	28%	70%	NAT 12	Frequency to be determined	Bureau of Education Assessment (BEA)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)

IO3.5 - Learners in the Alternative Learning System attain certification as Elementary or Junior High School completers

9. Percentage of ALS learners pass the A&E test

ALS A&E Passing Rate	*Baseline to be established	TBD	TBD	A&E Test	Annually	Bureau of Education Assessment (BEA)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)

d. Pillar 4 – Learners' Resiliency and Well-Being

The MEA Framework for Pillar 4 shows the KPIs to be used in planning learners' resiliency and well-being. Together with Equity, Pillar 4 highlights DepEd's commitments to advance the rights and well-being of learners. Currently, the mechanisms for verifying KPIs under Pillar 4 will need to be established and set up. As of this period, no targets are set for most KPIs.

Table 19: MEA Framework for Pillar 4 – Learners' Resiliency and Well-Being

Results Statement / Key Performance Indicator	Baseline (SY 2019- 2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
Intermediate Outcome (IO) #4. Learners are resilient and know their rights and have the life skills to protect themselves and claim their education rights from DepEd and other duty-bearers to promote learners' well-being							
1. Percentage of affected and displaced learners retained	*Baseline to be established	TBD	100%	**EBEIS (for tagging)	Annually	Planning Service	
2. Percentage of learners who reported violence committed against them by other learners (bullying) or adults (child abuse) based on intake sheets of schools	*Baseline to be established	TBD	100%	** to be developed- Survey (random sampling)	Annually	Child Protection Unit - Office of the Undersecretary for Field Operations	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
3. Percentage of learners who are happy and satisfied with their basic education experience in relation to the enjoyment of their specific rights in school and learning centers	*Baseline to be established	95%	98%	Learner Satisfaction Rating (LSR)	Annually	Child Rights in Education Desk – Legal Affairs	
4. Percentage of learners who know their rights TO and IN education, and how to claim them positively	*Baseline to be established	95%	98%	Learner Satisfaction Rating (LSR)	Annually	Child Rights in Education Desk – Legal Affairs	
5. Percentage of schools and learning centers significantly manifesting indicators of RBE in the learning environment	*Baseline to be established	95%	98%	Learner Satisfaction Rating (LSR)	Annually	Child Rights in Education Desk – Legal Affairs	

Results Statement / Key Performance Indicator	Baseline (SY 2019- 2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
6. Learners Satisfaction Rating on Rights-based Education	*Baseline to be established	TBD	100%	**to be developed	Annually	Child Rights in Education Desk – Legal Affairs	
IO4.1 Learners are served by a Department that adheres to a rights-based education framework at all levels							
7. Percentage of CO offices, ROs, and SDOs significantly manifesting indicators of RBE	*Baseline to be established	95%	98%	Diagnostic Tool on RBE for DepEd offices	Annually	Child Rights in Education Desk – Legal Affairs	
8. Percentage of DepEd personnel in CO, RO, SDO, and schools/learning centers who know the rights of children and learners in relation to RBE, and are able to infuse them in their respective jobs/ duties	*Baseline to be established	95%	98%	Diagnostic Tool on RBE for DepEd Offices and Schools, Reports of training on RBE completed	Annually	Child Rights in Education Desk – Legal Affairs	
IO4.2 Learners are safe and protected, and can protect themselves from risks and impacts from natural and human-induced hazards							
9. Percentage of learners equipped with capacities on what to do before, during, and after a disaster/ emergency	*Baseline to be established	50%	100%	CSS Monitoring Tool and EBEIS	Annually	DRRMS	Annual Implementation Review (AIR) Mid-Term Review (MTR)
10. Percentage of learners in safe schools	*Baseline to be established	30%	100%	CSS Monitoring Tool and EBEIS	Annually	DRRMS	
IO4.3 Learners have the basic physical, mental, and emotional fortitude to cope with various challenges in life							
11. Percentage of students with improved health statistics	*Baseline to be established	TBD	TBD	** to be developed	Annually	Bureau of Learners Support Services (BLSS)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
12. Percentage of learners with improved physical fitness level	*Baseline to be established	TBD	TBD	** to be developed	Annually	Bureau of Learners Support Services (BLSS)	

e. Enabling Mechanisms – Governance and Management

To ensure more inclusive and complete enabling mechanisms, DepEd expanded the criteria for measuring success of governance and management strategies. Table 20 enumerates the KPIs to be used in verifying the six mechanisms under governance. These include: (i) participative and inclusive management processes, (ii) strategic human resource management, (iii) investments in basic education, (iv) internal systems and processes, (v) stakeholders' participation, and (vi) public and private education complementarity.

Table 20: MEA Framework for Enabling Mechanisms – Governance and Management

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
Enabling Mechanism #1. Education leaders and managers practice participative and inclusive management processes							
1. Proportion of schools achieving higher levels of SBM practice							
Elementary	*For verification	TBD	TBD	SBM Level of Practice	Annually	Bureau of Human Resource & Organization Development (BHROD)	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
Secondary	*For verification	TBD	TBD	SBM Level of Practice	Annually	BHROD	
Enabling Mechanism #2. Strategic human resource management enhanced for continuing professional development and opportunities							
2. Proportion of offices across governance levels with very satisfactory and higher rating in the Office Performance Commitment and Review Form (OPCRF)							
Elementary	*For verification	TBD	TBD	OPCRF	Annually	BHROD	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
Secondary	*For verification	TBD	TBD	OPCRF	Annually	BHROD	

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
Schools Division Office	*For verification	TBD	TBD	OPCRF	Annually	BHROD	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
Regional Office	*For verification	TBD	TBD	OPCRF	Annually	BHROD	
Central Office	*For verification	TBD	TBD	OPCRF	Annually	BHROD	

Enabling Mechanism #3. Investments in basic education provide learners with the ideal learning environment

3. Proportion of schools achieving ideal ratio on:

Classroom	*For verification	TBD	TBD		Annually	Physical Facilities	Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
Teachers	*For verification	TBD	TBD		Annually	Planning Service	
Textbooks	*For verification	TBD	TBD		Annually	Bureau of Learning Resources	
Seats	*For verification	TBD	TBD		Annually	Procurement	
Science and Math equipment	*For verification	TBD	TBD		Annually	Procurement	
ICT Package /E-classroom	*For verification	TBD	TBD		Annually	ICTS	

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target [145]		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
4. Proportion of elementary schools with:							
Functional library	*For verification	TBD	100%		Annually		Annual Implementation Review (AIR)
Connection to electricity	*For verification	TBD	100%		Annually	Physical Facilities	Mid-Term Review (MTR)
Connection to internet functional library	*For verification	TBD	100%		Annually	ICTS	Outcome Evaluation (OE)
5. Proportion of secondary schools with:							
Functional library	*For verification	100% schools with electricity	100%		Annually		Annual Implementation Review (AIR)
Connection to electricity	*For verification	TBD	100%		Annually		Mid-Term Review (MTR)
Connection to internet functional library	*For verification	100%	100%		Annually	ICTS	Outcome Evaluation (OE)
6. Proportion of SDOs achieving ideal interquartile ratio (IQR) *on teacher deployment							
% SDOs achieving ideal interquartile ratio (IQR)	*For verification	TBD	TBD		Annually	Planning Service	
Enabling Mechanism #4. Improve and modernize internal systems and processes for a responsive and efficient financial resource management							
7. Client satisfactory rating of DepEd offices' respective stakeholders (internal & external)							
School	*Baseline to be established	TBD	TBD	***To be developed Survey Results	Annually	OUF, OASF-FS, ICTS, Planning Service, Usec for Field Operations, ROs, SDOs, and schools	Annual Implementation Review (AIR)

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target [145]		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
SDO	*Baseline to be established	TBD	TBD	***To be developed Survey Results	Annually	OUF, OASF-FS, ICTS, Planning Service, Usec for Field Operations, ROs, SDOs, and schools	Mid-Term Review (MTR) Outcome Evaluation (OE)
RO	*Baseline to be established	TBD	TBD	***To be developed Survey Results	Annually		
CO	*Baseline to be established	TBD	TBD	***To be developed Survey Results	Annually		

Enabling Mechanism #5. Key stakeholders actively collaborate to serve learners better

8. Percentage of financial contribution of international and local grant development partners vis-a-vis national education budget (including adopt a school, brigada eskwela)

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
Local- % contribution	*Baseline to be established	TBD	TBD	**To be developed	Annually		Annual Implementation Review (AIR) Mid-Term Review (MTR) Outcome Evaluation (OE)
International- % contribution	*Baseline to be established	TBD	TBD	**To be developed	Annually		
Special Education Fund Utilization rate	69.8%	TBD	TBD		Annually		

Results Statement / Key Performance Indicator	Baseline (SY 2019-2020)	Physical Target [145]		Means of Verification	Frequency of Data Collection	Responsible Body	M&E Strategy
		Phase 01 (2022-2026)	Phase 02 (2026-2030)				
9. Proportion of schools with functional SGC							
Elementary	*For verification				Annually	BHROD	Annual Implementation Review (AIR)
Secondary	*For verification				Annually	BHROD	Mid-Term Review (MTR) Outcome Evaluation (OE)
Enabling Mechanism #6. Public and private education operate under a dynamic and responsive complementarity framework							
10. Proportion of private schools receiving government assistance	*Baseline to be established	TBD	TBD	**To be developed	Annually		Annual Implementation Review (AIR)
11. Proportion of teachers in private schools receiving teacher subsidy	*Baseline to be established	TBD	TBD	**To be developed	Annually		Mid-Term Review (MTR) Outcome Evaluation (OE

7.2.4. Operationalizing BEDP MEA Framework

The BEDP MEA Framework will be operationalized into six distinct but integrated strategies. These are stand-alone processes designed to validate the achievement of different levels of results (outputs, intermediate outcomes, and outcomes) in the BEDP, and designed to support the decision-making needs of different levels of governance that will allow them to efficiently and effectively manage the implementation of the BEDP. The six strategies are integrated by design. The findings or outputs of one M&E strategy will be used as input to the other M&E strategies. The six include: (i) establishments of baseline, (ii) quarterly program implementation review, (iii) annual implementation review, (iv) mid-term review, (v) results monitoring and evaluation, and (vi) impact evaluation. These strategies are designed to ensure a more systemic and systematic approach to monitoring and tracking, evaluating, and enhancing the BEDP implementation. Figure 32 presents an overview of the BEDP MEA Strategies.

Figure 32: BEDP MEA Strategies
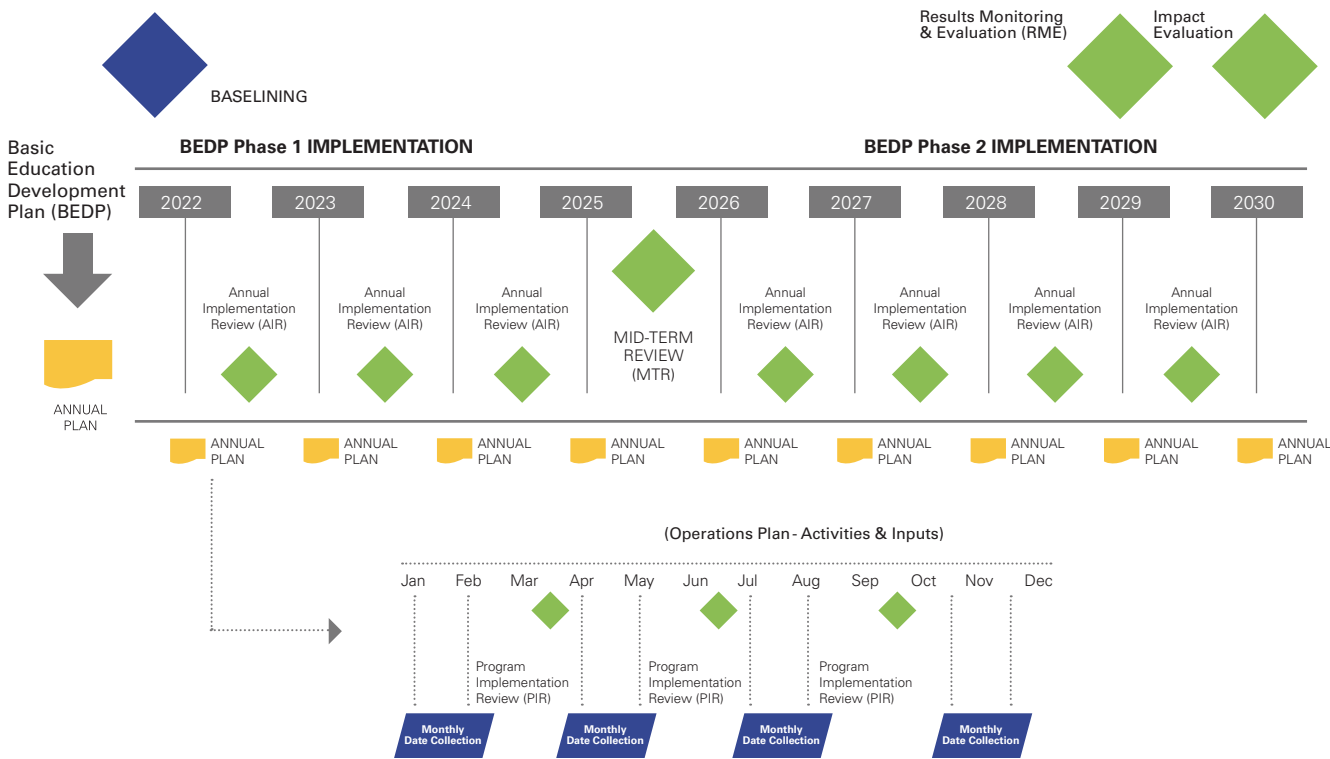
a. Establishment of Baselines and Verification Mechanisms

M&E will be playing an important role in implementing the BEDP. The ability of DepEd to readily set up and operationalize M&E will provide immediate benefits to DepEd management and stakeholders with early indications of progress (or lack thereof) and manifestations that strategies and programs are delivering the desired results as intended. In this regard, important requisites for implementing a systemwide M&E must be in place in the early phase of BEDP implementation.

In this regard, immediate mobilization of DepEd to do MEA work and operationalize verification processes must be prioritized. The capability and capacity of DepEd to do M&E work takes priority before full-blown implementation of BEDP strategies. The following BEDP MEA startup activities will be implemented:

- **Capacity building of DepEd staff assigned to do M&E work**. M&E process owners in different governance levels will be trained on how to setup M&E, how to perform M&E work, and how to manage the M&E system and its processes;

- **Establish baseline information on learners**. M&E is an important element of inclusion. DepEd's ability to respond to varying needs of all children and all learners will depend on its capability to do M&E. To be able to do this, DepEd needs to immediately have an estimate of its target groups including location and learning needs, gender, and socio-economic profile. Baseline information on the number of learners in a disadvantaged setting will immediately benefit both the planning and M&E processes. Failure to establish these mechanisms compromises DepEd's ability to track, monitor, and evaluate DepEd's initiatives in these areas. Therefore, to "mainstream" these learners in the indicators and M&E reports of DepEd, the following five strategies for setting up baseline information will be explored and considered:

  - Mapping strategy. The practices of schools and CLCs on mapping learners will be reviewed. Currently, the process involves teachers going house-to-house to count and document target learners. This process is tedious and is an additional responsibility imposed on teachers. The strategy should be simplified, and coverage be expanded;

  - Participation of stakeholders. This includes partnering with local government units (LGUs), day care centers, and barangay health workers at the field level. Partnering with Early Childhood Care and Development (ECCD), Department of Social Welfare and Development (DSWD), Department of Health (DOH), National Disaster Risk Reduction and Management Council (NDRRMC), and National Commission on Indigenous People (NCIP) at the national level and with parents' associations and learners themselves will help triangulate, develop a precise estimate of learners and learning needs, and frame the provision of basic education services in light of upholding the rights of learners as children and youth;

  - Early registration of learners. Access to reaching schools should be enhanced. This includes improving access to schools using the internet, social media, and other non-conventional means for targeting learners;

  - Information sharing and collaboration of information dissemination especially with national agencies like the Philippine Statistics Authority (PSA); and

  - Database buildup on learners.

The following baseline will be conducted: (i) estimated number OSC and OSY; (ii) 5-year-olds in the community; (iii) estimated number of LWDs, IP learners, and Muslim learners in a disadvantaged situation; (iv) learners from GIDA; (v) estimated number of learners in conflict and disaster affected areas; and (vi) others. Establishment of baseline information will be completed by the end of 2023. This will allow DepEd to set targets for indicators without baseline data by SY 2025–2026.

- **Formulate M&E processes and M&E tools and techniques**. With different accountabilities and operational requirements from each governance level, DepEd will develop M&E processes that are mandate-appropriate. This means customizing M&E processes for schools, divisions, regions, and the CO. Different M&E processes will be integrated (vertically) DepEd-wide and horizontally across units;

- **Information campaign on the scope and benefits of the BEDP MEA System**. To minimize resistance and encourage utilization of the BEDP MEA facility, DepEd will conduct a nationwide campaign on the scope of the BEDP and the importance of M&E in sustaining an efficient and effective implementation of the BEDP.

b. Quarterly Program Implementation Review (QPIR)

The QPIR will serve as a platform for documenting the learners' situation at the field-level, giving schools and SDOs immediate feedback on the effects of programs and projects in terms of learners' access to education, learners' performance in school, and how learners' rights are enforced. Field-level review will also highlight the needs or performance of groups in situations of disadvantage. The quarterly review will enable the schools and SDOs to assess performance and "catch issues" as they happen, and to immediately make corrective actions on bottlenecks affecting the implementation of the curriculum and respond to barriers hindering learner's performance.

At the SDO level, the QPIR will be used as an integrating mechanism by both the Schools Governance and Operations Division (SGOD) and Curriculum Implementation Division (CID) to synchronize technical support to schools and CLCs. It will also identify or locate schools and CLCs needing immediate and substantive assistance. This will allow the SDO to restrategize assistance and refocus resources to communities and schools with the utmost needs.

The QPIR will focus on verifying outcomes at the sub-intermediate level. Operational issues raised in the QPIR should be immediately resolved by the schools, CLCs, and SDOs. Policy- or program-level concerns will be forwarded by the SDOs to the ROs to be used as inputs to their own quarterly reviews.

c. Annual Implementation Review

Annual or end-of-year review will focus on verifying the achievement of Intermediate Outcomes. The review will provide schools and SDOs with overall feedback on the effectiveness of strategies, outputs, and activities as contained in the Annual Plan. It will also show the efficiency of the schools and SDOs in delivering their commitments outlined in the annual plans. DepEd at all levels, development partners, and other education stakeholders will participate in the AIR.

The review findings will be used to refocus scope and targets based on emerging needs and recalibrate proposed strategies or programs for the next implementation period. The annual review will be used to highlight areas for improvements in policies and national level programs at the RO and CO level. The annual review results can also be used as the basis in reprioritizing targets for the following year. Intermediate outcomes will be assessed and compared (year to year) to determine progress towards achieving the desired intermediate outcomes.

d. Mid-Term Review

The mid-term review will be undertaken by the ROs and the CO in 2026. The mid-term review aims to determine if the critical milestones or targets set for 2026 are realized or achieved nationally and per region and if 2030 targets are still feasible. The review will determine the performance of the 16 DepEd regions, identify regions where policies and programs are working, determine disparities in regional performance, and identify major adjustments in the implementation of policies or in the content or scope of existing policies.

The results of the mid-term review will be used to review 2030 targets, and to recalibrate BEDP strategies from 2026 to 2030. DepEd stakeholders will participate in the conduct of mid-term review.

e. Outcome Evaluation

Outcome evaluation is the final review and will be undertaken in or before 2030. The focus of the evaluation will be on two aspects: (i) documenting stories about Filipino learners, and (ii) evaluation of the BEDP results framework to determine strategies to continue, strategies to stop, and new strategies to undertake for the next cycle of the BEDP.

f. Impact Evaluation of Policy and Programs

The conduct of impact evaluation will be policy- or program-specific. DepEd will undertake evaluation of programs that have been completed or when there is a need (trend, new situation, or challenges) to review education policies. The implementation will be based on demand, especially when there is a need to review the effectiveness of DepEd policies and programs and determine the effects of new policies and programs to existing DepEd policies and to DepEd operations. The conduct of impact evaluation will provide flexibility for DepEd to immediately address the intended and unintended effects. The results of the evaluation will be used as inputs to improve designs of ongoing programs, identify new programs, enhance existing policies, and develop new policies. The CO and RO will initiate impact evaluation of programs as needed.

7.2.5. Decentralized M&E System

The Governance of Basic Education Act of 2001 (RA 9155) establishes the accountabilities and responsibilities for ensuring access to, promoting equity of, and improving the quality of basic education. The powers, duties, and functions of the CO, RO, SDO, and school were defined with clear boundaries and accountabilities. In addition, the mechanism for a decentralized approach to basic education was established to ensure relevant, efficient, and effective provision of quality basic education services to all learners. DepEd will strengthen its monitoring, evaluation, and adjustment work to ensure each governance level can efficiently and effectively perform its mandated roles and responsibilities.

An integrated M&E system composed of four M&E sub-systems will be operationalized. These include:

School M&E System

A school-level system for doing M&E work will be established for use by the school head, teachers, community stakeholders, and learners to manage the learning process inside the classroom and school. The school M&E system will be designed to address the school's decision-making needs and information requirements and those of its stakeholders. M&E processes, tools and templates, and reports will be designed based on school needs and mandates. A customized school M&E system will allow the school managers, teachers, learners, and stakeholders to:

- Track and evaluate the progress and achievement of all learners;
- Improve and enhance the curriculum delivery, school programs, and projects based on learners' needs and according to demands in the community. Timely information and feedback will allow school managers and teachers to make the necessary and responsive adjustments or improvements in the school programs and projects;
- Manage school resources and external resource mobilization more efficiently and effectively;
- Track and proactively respond to issues in the school's environment that may affect learners' participation, rights, health, and safety. The school M&E system can be a mechanism for mobilizing community support to address issues like disasters, social and health issues, and threats to learners' rights; and
- Meet the information, reporting, and documentation requirements of DepEd. A functioning school M&E system will provide important information needed by SDOs in providing needs-based technical assistance to schools.

All sub-intermediate outcome indicators in the BEDP MEA Framework will be tracked and evaluated by the school every quarter (QPIR) and end-of-school year (EOSY) through the AIR. These will be used as inputs to evaluate the schools' curriculum implementation, and inputs to the preparation of the annual improvement plan.

ALS M&E System

Recognizing the critical role of the ALS in addressing access and learning needs of OSC and OSY, DepEd will establish and operationalize a monitoring system specifically devoted to ALS concerns and its target groups. To be established at the District level, the ALS M&E system will be used to:

- Track learners, through the CLCs, who have dropped out of the formal system. These include OSC and OSY;
- Improve and enhance the curriculum delivery, and capacity of the learning facilitators in managing and facilitating the teaching and learning process in the community;
- Track the effectiveness of ALS learning modalities and explore other modalities to expand OSC's and OSY's access to learning;
- Manage the participation of community stakeholders and the Barangay LGU (BLGU) especially in tracking OSC and OSY. The M&E system will be used for generating needed learning resources for OSC and OSY in the community, and to ensure efficient and effective resource mobilization;
- Track and proactively respond to issues in the learners' environment that may affect learners' participation, rights, health, and safety. The ALS M&E system can be a mechanism for mobilizing community support to address issues like disasters, social and health issues, and threats to empowerment; and
- Meet the information, reporting, and documentation requirements of DepEd. A functioning ALS M&E system will provide important information needed by SDOs in providing needs-based technical assistance to community learning centers.

All sub-intermediate outcome indicators pertaining to ALS will be tracked and evaluated by the district supervisors every quarter (QPIR) and end-of-school year (EOSY) through the AIR. These will be used as inputs to evaluate the CLCs' implementation of the curriculum, and inputs to the district supervisors' technical assistance plan.

Division M&E System

SDOs are mandated to provide timely and demand-responsive technical support to all schools and CLCs. To effectively perform its mandated tasks in the governance of basic education, it will require a functioning division-level M&E system. The system, including processes, tools and templates, and reporting requirements, will be designed to address the accountabilities of the SDO management and technical staff.

The Division M&E system will be used to integrate SDOs' operations with schools and CLCs. It will provide timely data, information, and insights on the technical support requirements of schools and timely feedback on the effectiveness of support programs of the SDOs to schools and CLCs. It sets in motion a series of managerial responses, adjustments, and realignments to create a sustained impact to schools' and CLCs' performance. The system will allow the SDOs to:

- Prioritize schools and CLCs needing immediate technical assistance. The Division M&E system will be able to identify and locate schools and CLCs that are affecting the overall performance of the SDO on access, equity, quality, learner's rights and resilience, and implementation of RBE;
- Identify and provide immediate support to schools and CLCs having issues implementing the curriculum and experiencing bottlenecks in managing the curriculum support systems;
- Provide demand-responsive technical support on SBM based on enrollment, retention, completion, and learners' achievements. This will facilitate profiling of schools based on needs, performance, and resources;
- Improve training support to school heads on instruction support and school-based management, and deployment and training of teachers and learning facilitators;
- Facilitate stakeholders' support to areas or schools needing technical and logistical support. The M&E can be used as a mechanism for managing, directing, and maximizing external support to areas with greater needs or performance issues;

- Ensure schools' compliance to and implementation of the School M&E system. Through the Division M&E system, the SDO will provide technical assistance to schools to properly apply and implement the application of M&E principles, tools, and techniques;
- Track and proactively respond to issues affecting the health, safety, and security of all learners and school personnel. This includes identifying and tracking schools located in calamity- and disaster-prone areas, groups of all learners, and school personnel that may threaten learners' health and safety in times of calamities and disasters;
- Manage the Division Education Development Plan (DEDP) implementation. The M&E system will be used to assess the internal efficiency of the SDOs, especially in the delivery of support programs and projects; and
- Provide timely feedback to the RO on the appropriateness and impact to field operations and performance of national education policies and DepEd programs and projects.

In collaboration with schools and district supervisors, the sub-intermediate outcome indicators in the BEDP MEA Framework will be tracked and evaluated quarterly and annually. The indicators will be used by the SDO to calibrate and prioritize its technical assistance to schools and CLCs.

Region M&E System

The responsibility for ensuring national policies, programs, and systems conform to and reflect the communities' values, needs, and expectations is with the DepEd ROs. The regions provide the necessary link between DepEd's operational capabilities in the field level with the policy and system environment in the agency. Tracking the appropriateness and responsiveness of policies and programs should be undertaken regularly. This means evaluating the demand-responsiveness of existing policies and programs and assessing the intended and unintended effects of new policies and programs to current DepEd efforts and to learners' performance. The Region M&E system must provide the RO management and technical staff with timely information and insight on the efficacy of education policies and programs and how these impact learners in the region.

The Region M&E system addresses the management requirements of the RO in policymaking and program implementation. It will serve as a venue to discuss and improve programs and provisions in existing policies between and among the different functional units in the RO. Specifically, this will facilitate the ROs to:

- Identify areas (divisions or geographical areas) where policies and programs are working and not working. The system will enable the RO to sustain benefits from areas where performance is good, and address limitations in the policies or programs in areas where these are not making an impact;
- Ensure assessment results and regional evaluation results are utilized by the different RO functional units and SDOs as inputs to improving curriculum implementation and improving the design of education plans and programs;
- Determine SDOs' efficiency and effectiveness in providing technical support to schools and CLCs. The M&E system will help identify and prioritize SDOs requiring policy, system, and capacity building support from the different units in the RO;
- Ensure SDOs' compliance to and implementation of the SDOs' M&E system. Through the Region M&E system, the RO will quality assure the SDOs' application of M&E principles, tools, and techniques;
- Track and proactively respond to issues affecting all learners' and school personnel's health, safety, security, and exercise of learners' rights. This includes ensuring related national and regional policies on health, safety, security, and learners' rights are enforced and customized to the unique needs of learners in the region;

- Ensure efficient management of the RBEP implementation. The M&E system will be used to assess the internal efficiency of the ROs, especially in the customization of policies, the conduct of research and evaluation of policies and programs, and ensuring the capabilities of the SDOs on technical assistance; and
- Provide timely feedback to the CO on the appropriateness and effectiveness of national education policies and DepEd programs and projects.

Using the Region M&E system, the RO will track all intermediate outcome indicators every year, mid-term, and impact evaluation. Indicators or results will be used to enhance regional policies and programs and develop new programs and projects appropriate to the situation in the region.

CO M&E System

The central-level M&E system will serve as the integrating mechanism for the different M&E sub-systems. The CO will ensure the vertical integration of the different M&E sub-systems and the horizontal integration of the M&E processes with planning, program management, technical assistance, and other processes in the Department. The CO M&E system will draw heavily from the reports and inputs coming from the Region M&E system.

The CO M&E system will supply the decision-making and information needs of the Secretary, Executive Committee Members, Management Committee, and key external stakeholders with feedback on the effectiveness of national policies and programs. In addition, technical staff from CO units (bureaus and services) can draw heavily from the findings and results of the CO M&E system of DepEd and use the same for improvements in provisions or designs of the program.

The main focus of the CO M&E system is on validating results—learners' participation, performance, and observance of their rights. The CO M&E system will allow the central policymakers, program designers, and technical staff to:
- Identify information and insights on policies, programs, or interventions that worked or didn't work, and determine the environment or situation to which these policies are most appropriate and relevant;
- Make immediate adjustments in policy or program implementation. Feedback and experiences shared by program managers and implementers will be used to draw lessons and inputs for other programs;
- Track and monitor the efficient implementation of all national programs and projects;
- Pinpoint or locate bottlenecks in DepEd's management systems or operations. This will help identify duplication or overlaps in CO initiatives; and
- Ensure efficient management of the BEDP implementation. The M&E system will be used to assess the internal efficiency of the CO units, especially in policy formulation, the conduct of research and evaluation of policies and programs, and building the capabilities of the ROs on policy formulation and implementation, research and evaluation, assessment, and development of human resources.

The CO M&E system will draw heavily from the results of evaluation activities conducted by the ROs and the evaluation of programs and projects by the CO bureaus and units.

7.2.6. BEDP MEA Scope and Responsibilities

Primary stakeholders involved in the implementation and management of the BEDP MEA are: (i) Planning Service, (ii) Quality Assurance Division (QAD) in the region, (iii) SGOD in the division, and (iv) Lead M&E staff (to be assigned), representing each CO bureau and service unit. As primary stakeholders, the units mentioned above will lead the conduct of MEA strategies and manage the BEDP MEA strategies.

Planning Service

The Planning Service will handle the overall management of the BEDP MEA Framework. As lead unit, the Planning Service will manage the BEDP MEA Framework, particularly the indicators and targets and the verification of actual accomplishments. More specifically, the Planning Service will be responsible for the following:

- Manage the scope of the BEDP MEA. This includes updating the intermediate outcome indicators and targets set for 2026 and 2030. All changes or updates will be handled by the Planning Service;
- Quality assure the verification of accomplishments including technical correctness of reports and supporting documents;
- Mobilize DepEd in monitoring the BEDP implementation. This includes engaging M&E lead persons from bureaus and services in the CO, the Quality Assurance Division (QAD) in the regions, and SGOD in the divisions. These individuals and functional units will manage the implementation of the BEDP MEA in their respective units;
- Oversee the implementation of the different BEDP MEA strategies in the CO, RO, SDO, and school;
- Prepare and implement a capability building plan on planning, monitoring, evaluation, and decision making. Focus will be on understanding DepEd's KPIs, knowledge and understanding of the scope of the different education plans in DepEd, improving competencies on how to do M&E, how to manage the M&E system, and how to conduct evaluation;
- Manage the implementation of the mid-term review, including overseeing adjustments in the BEDP resulting from the review. The Planning Service will oversee the QAD's implementation of the mid-term review in the region;
- Conduct or manage the implementation of the outcome evaluation. The work includes formulation of evaluation design, request for proposals, selection of service providers, managing service providers, and quality assurance of outputs; and
- Implement impact evaluation of policies and national programs as needed.

Schools Governance and Operations Division (SGOD)

- Overall implementation of MEA in the SDO will be handled by the SGOD; and
- As lead unit in the SDO, the SGOD will oversee the conduct of monitoring at the SDO level and the school's implementation of quarterly monitoring. The SGOD will also train and provide technical support to schools in doing M&E in schools.

Schools and their School M&E Team

- Schools will conduct quarterly program implementation review focusing on school-level performance indicators.

7.2.7. Capacity Building on M&E

Customized training programs on M&E will be delivered for designated process owners; program implementers from the CO, RO, and SDOs; and for the school M&E team.

BEDP MEA Process Owners

The Planning Service, Lead M&E Coordinators of CO Bureaus and Services, QAD, and SGOD will be trained on how to do monitoring and evaluation work, and how to manage the BEDP MEA Strategies. Specifically, the process owners will be trained and equipped on the following:

- Implementing planning and M&E in a decentralized setting. This will provide participants with a system understanding of the requirements to operationalize M&E in a decentralized setting. The participants will be able to explain the scope and boundaries of M&E per governance level, common pitfalls and mistakes in integrating M&E with the planning process, and the operational requirements needed to sustain M&E in DepEd;
- Understanding key performance indicators in basic education. This will provide participants with basic understanding of lead and lag indicators in basic education, and how to interpret and use KPIs in making adjustments and decisions;
- Basic concepts and principles of M&E. This will equip the participants with key concepts and principles in implementing and managing M&E. These include preparing M&E framework, formulating objectively verifiable indicators, identifying means of verification, and formulating and using verification and validation tools;
- Managing a MEA session, including quarterly reviews, annual reviews, and mid-term reviews. The participants will be taught how to manage and facilitate the conduct of reviews; and
- Preparing performance dashboards and management reports. The process owners will be taught visualization techniques to prepare education performance dashboards. They will also be taught how to write management reports.

Program Implementers from CO, RO, SDO

To prepare program implementers for M&E work, the following sessions will be provided:

- Formulating M&E framework. Program implementers from the CO, RO, and SDO will be trained on how to develop M&E frameworks for their respective programs, and how to use the same in evaluating program results. Participants will be oriented on different M&E framework tools including logframe, results-based framework, and theory of change;
- Understanding key performance indicators in basic education. This will provide participants with basic understanding of lead and lag indicators in basic education, and how to interpret and use KPIs in making program adjustments and decisions;
- Basic concepts and principles of M&E. This will equip the participants with key concepts and principles in implementing and managing M&E. These include preparing M&E framework, formulating objectively verifiable indicators, identifying means of verification, and formulating and using verification and validation tools;

- Data analysis and data collection. This will enhance the capacities of program implementers on data collection, analysis, and utilization of education data and information on improving policies, design of programs, and adjusting technical assistance; and
- Developing a research agenda. This will equip the participants with the consciousness to seek evidence-based results of the various innovations, programs, or new policies.

School M&E Team

School heads and members of the School M&E Team will be trained on the following:

- Understanding key performance indicators in basic education. This will provide participants with basic understanding of lead and lag indicators in basic education, and how to interpret and use KPIs in making adjustments in the SIP and making school-level decisions;
- Basic concepts and principles of M&E. This will equip the participants with key concepts and principles in implementing and managing M&E. These include preparing M&E framework, formulating objectively verifiable indicators, identifying means of verification, and formulating and using verification and validation tools;
- Data analysis and data collection. This will enhance the capacities of schools on data collection, analysis, and utilization of education data and information to ensure the effectiveness of DepEd programs, and schools' initiated interventions; and
- Preparing performance dashboards and management reports. The process owners will be taught visualization techniques to prepare education performance dashboards. They will also be taught how to write management reports.

ALS M&E Team

Capability building of ALS personnel (teachers, District ALS Coordinators, District Supervisors, ALS Education Program Specialists for ALS-EPSAs, ALS Division/Region Focal Persons) on M&E will also be addressed. ALS personnel will be trained on the following:

- Understanding Key Performance Indicators in basic education. This will provide participants with basic understanding of lead and lag indicators in basic education, and how to interpret and use KPIs in making adjustments in the SIP and making school-level decisions;
- Basic concepts and principles of M&E. This will equip the participants with key concepts and principles in implementing and managing M&E. These include preparing M&E framework, formulating objectively verifiable indicators, identifying means of verification, and formulating and using verification and validation tools;
- Data analysis and data collection. This will enhance the capacities of schools on data collection, analysis, and utilization of education data and information to ensure the effectiveness of DepEd programs, and schools' initiated interventions; and
- Preparing performance dashboards and management reports. The process owners will be taught visualization techniques to prepare education performance dashboards. They will also be taught how to write management reports.

7.2.8. Information Systems and Databases

Critical components to functional and responsive M&E systems are the information systems and databases that will facilitate access to key data and information to analyze performance, prioritize concerns, and make decisions, with due consideration of the requirements on data privacy under Republic Act No. 10173 or the Data Privacy Act.

To ensure timely and relevant provision of data and information, the following mechanisms will be enhanced:

- **Basic Education Information System (BEIS).** The BEIS contains the master list of schools. It is used to establish new schools and update the profile of existing schools. It is also used to gather the annual school survey, which collects data on enrollment demographics, personnel, utilities, budget utilization, equipment, school site information, disaster incidence, health and nutrition data, school sports data, travel details, and school location. These data are used to prepare the budget proposal, compute performance indicators, and guide policy formulation and program implementation;
- **DepEd Commons.** The DepEd Commons is a repository of Open Educational Resources that learners can use to learn independently. The platform contains resources in multiple formats, including pdf files, interactive e-books, and videos from DepEd TV. In addition, it allows users to rate the resources, so over time, users are guided on the best resources to look at;
- **DepEd Enterprise Resource Planning System (DERPS).** The DERPS is an integrated system that will be used to automate the core business processes of DepEd. It will cover the following business processes: 1) Asset Management, 2) Issue Management, 3) Procurement, 4) Project Management, 5) Payroll, 6) Human Resources, and 7) Finance.
Information gathered from these processes will eventually replace the classroom and equipment data gathered in the annual survey of the BEIS and provide real-time data that will be used for planning and budgeting the required investments in physical and human resources. This system will monitor the budget utilization of the Department and will address the commitment to put in financial management reforms that would hasten budget utilization and eliminate underspending;
- **Document Management System (DMS).** The DMS will be used to track, manage, and store a digitized copy of all the documents in the Department. It will allow users to search for a document using key words and pattern matching, and it will also be used to define workflows that will dictate how documents will flow throughout the organization;
- **Geographic Information System (GIS).** The GIS will be used to manage geographical information of schools and offices, including digital parcel maps based on land titling information from the Land Registration Authority (LRA). It will be used to overlay information onto the maps and provide visual information that decision makers can use to plan and implement education programs. The system will be used to assess areas that need new schools as well as facilitate the logistics of delivering materials needed by the schools. It will monitor the status of classroom construction as well as rapidly assess the effect of typhoons and other disasters using satellite images that would be overlaid in the school maps;
- **Learner Information System (LIS).** The LIS maintains the registry of learners enrolled in formal and non-formal systems of basic education. It is used to issue the unique Learner Reference Number (LRN) for all learners. It currently contains a personal profile of each learner and is envisioned to cover educational and health information. The LIS also generates the school forms that are regularly submitted by schools. It will be expanded to cover registration, class scheduling, and a facility that will allow public school graduates to apply for their permanent record online;

- **Learning Management System (LMS).** This LMS will be used to provide the following requirements needed to provide better education services: 1) Lesson Planning and Delivery, 2) Education Assessment, 3) Curriculum Mapping, and 4) Learning Resources. It will be the primary system that DepEd will use to implement ICT-assisted teaching by allowing teachers to access e-learning resources that are mapped against the curriculum and ICT-assisted learning by allowing students to know about competencies they need to strengthen and recommending e-learning resources that would help them understand the concepts;
- **Learning Resources (LR) Portal.** The LR Portal is used by teachers to access e-learning resources to enhance the teaching-learning process. It is also used to quality assure the learning resources that are being uploaded into the system and to map these against the curriculum so that users who are looking for a reference material for a particular competency will automatically be provided the recommended e-learning resources for the said competency; and
- **Monitoring Apps.**[182] The Monitoring Apps will be used as the primary platform for implementing systems that will run on mobile devices. It will be used to deploy short surveys that can be used for client feedback as well as monitoring instruments that will be used to track deliveries and monitor the implementation of various DepEd programs. The Monitoring Apps project will allow DepEd the flexibility to deploy systems that can use mobile devices in locations with limited internet connection rather than being fully dependent on web-based systems.

[182] For procurement.

Table 21: Existing DepEd Information Systems

Source	Data and Information	Process Owner
Learner Information System (LIS)	Enrollment by region, SDO by school, by grade level, by section, by special program; school forms Personal Information: • First Name, Last Name, Middle Name • Birthdate, Address • Father's Name, Mother's Name • Religion, Ethnicity, Mother Tongue • Date of First Attendance	CO – Planning Service RO – PPRD (Planning) SDO – SGOD (P&R) School – School Head
Basic Education Information system (BEIS)	• School Profile: School Name, School ID, Address, School District, Legislative District • Contact Number, Website, E-Mail Address, Date of Establishment • Annex/Extension, Curricular Offering Classification • Human Resources Data (Number of Teachers, Specialization of Teachers, Plantilla Positions, etc.) • Learner with Disabilities Data (Number of Adaptive and Assistive Devices, Number of Functional Equipment, etc.) • Disaster Risk Reduction Management Data (Disaster/Calamities, Disaster Incidences, School Disaster Management, etc.) • School Health and Nutrition Data (Mental Health, Oral Health, BMI, Availability of Water Supply, Number of Wash Facilities, etc.) • Youth Formation Data (School Government Program, Supreme Student Government, etc.)	CO – Planning Service RO – PPRD (Planning) SDO – SGOD (P&R) School – School Head
National School Building Inventory (NSBI)	• Existing Building/Structure • Existing Rooms per Building • Temporary Learning Structure (TLS) and Makeshift Rooms • Existing Number of Water and Sanitation Facilities • Existing Furnitures • Other Facilities (Gymnasium, Covered Court, Entrance Gate, Perimeter Fence, Playground, School Garden)	CO – Planning Service RO – PPRD (Planning) SDO – SGOD (P&R) School – School Head
Program Management Information System (PMIS)	Work and Financial Plan (budget, activities, physical and financial targets, program profile), obligation, disbursements, available balance	CO – Planning Service RO – PPRD (Planning) SDO – SGOD (P&R) School – School Head

Source: Planning Service/DepEd

Continuing build-up of the following database:

- The Assessment Database will contain an item bank that will be used to generate test questions for the conduct of National Achievement Tests, quizzes, and periodical exams. It will also contain all the results from tests taken by learners from public and private schools as well as tests taken by DepEd employees;

- The Assets Database will contain records of all the information coming from the stock card, property card, inspection and acceptance report, among others. It will cover the inventories of fixed assets, equipment, and small value items;

- The Curriculum Database will contain all the competencies found in the curriculum mapped against the appropriate grade level and subject area. It will also contain the date/s when a particular teacher has delivered the said competency to his/her classes;

- The Documents Database will contain all the documents received by the organization as well as the workflows that dictate the flow of documents through the organization;

- The Employee Database contains all the records of both permanent and contractual personnel, including the personal information, family background, educational background, civil service eligibility, work experience, voluntary work, training programs attended, and other personal information;

- The Financial Database contains all the financial transactions of the organization, including allotments, obligations, journal entries, and cash disbursements;

- The Learner Database contains the master list of learners in all public and private schools including the basic profile, education, and health records. The database will also contain data for the permanent record;

- The Learning Management Database contains lesson plans that include the activities and e-learning resources assigned for a particular date, tagged against the competency that is being taught;

- The Learning Resources Database contains all the e-learning resources that teachers and students can use in the teaching-learning process. It will also contain usage statistics as well as satisfaction ratings for each e-learning resource; and

- The School Database maintains the master list of schools. It contains all information regarding the school including its enrollment demographics, personnel, utilities, budget utilization, equipment, school site information, disaster incidence, health and nutrition data, school sports data, travel details, titling, and GPS data.

All DepEd information systems will be expanded and modified to address information and data in the ALS. This includes integration of ALS enrollment and A&E examination data.

Table 22 below lists the information systems for development:

Table 22: Information Systems for Development

System	Data and Information	Process Owner
Human Resource Information System	Envisioned to capture all HR-related information including training and development provision, welfare, and benefits.	CO: BHROD RO: HRDD SDO: SGOD
Professional Development Information System	The system will capture the professional development and career progression record of all teachers and school leaders.	CO: NEAP RO: NEAP in the Regions
Asset Management System	The system will capture all assets of DepEd including tools and equipment and semi-expendable items.	CO: Admin Service RO: Admin Division SDO: Admin Services School: School Head
Financial Management Information System	The system will connect all operating units that will provide management with real-time data on financial matters. This will be linked to the financial system of oversight agencies.	CO: Finance Service RO: Finance Division SDO: Finance Services School: School Head
Other Systems	The need for a modern information system will continue to evolve as global technology continues to advance. The need for other systems will be identified when BEDP implementation is underway.	Development of new systems will be proposed by strands concerned, approved by Execom, and coordinated with ICTS at the CO

7.3. Policy and Research Agenda

Evidence-based decision making for policymakers requires that the data collection activity of the field units is given importance. Such data collection is best driven by a research group in the Central Office with trained and competent researchers who can identify and plan research projects to address issues that occur in the field. However, it is important that the entire DepEd develop an awareness of the importance of gathering data about an issue so that there is evidence to support any changes in policy that might be made.

Recognizing this, DepEd adopted the Basic Education Research Agenda (BERA),[183] which provides guidance to DepEd and its stakeholders in the conduct of education research and in the utilization of research results to inform the Department's planning, policy, and program development aligned with its vision, mission, and core values. The Research Agenda is expected to build on gains from existing research, generate new knowledge on priority research areas, focus DepEd's attention on relevant education issues, and maximize available resources for research within and outside the Department.

Research can be carried out at any level and can vary greatly in complexity. Teachers in classrooms can conduct small-scale research into their own teaching and into the way that the learners respond to it, especially if they can enlist the assistance of a mentor-colleague who can observe a lesson and make targeted observations. This "paired research" is a powerful tool for improvement, especially when there is a bond of trust between the two or three colleagues who collaborate to improve their teaching. School leaders who already have higher degrees in research should be prime movers of such action-research projects at school level.

A second level of research can be done as collaborative projects between CHED and DepEd where the teacher-as-researcher gains credits towards a higher degree by working closely with TEI academic staff to design, carry out, and analyze a research topic of mutual interest. Such research should also be accredited as contributing towards professional development requirements for DepEd staff.

A third level is when external researchers (from TEIs, DepEd, or international organizations such as OECD or UN agencies) propose research topics into broad issues concerning learners in various contexts. Such research must be carefully planned to ensure all ethical and privacy issues are controlled and that participants are fully aware of their involvement in such research.

It is essential that the results of any form of research in schools or the system are shared with the participants and are widely disseminated, especially when policy changes are implemented as a result of the research findings. The publication of the research must also be accessible to all education stakeholders, and in particular to teachers, so that they have a rapid and easy access to the data and are more likely to apply the findings in their own classrooms.

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[183] Department of Education. 2016. Adoption of the Basic Education Research Agenda, DO 39 s. 2016.

The BERA described above is funded through the Basic Education Research Fund (BERF), which currently allocates around P2 million to each region to conduct studies of various scales and scopes. National and regional research committees have been set up within the Policy, Planning, and Research Divisions at each level, and they will lead the local research management and monitor the progress of the Agenda to ensure the efficiency and effectiveness of the process. Specific criteria (including timetables and financial guidelines) for accessing the funds are set out in the BERA/BERF for DepEd personnel and for external institutions. It is expected that external partners collaborating with DepEd in research projects will work within the research agenda guidelines.

The initial BERA was designed for a period of six years (2017–2022) and was based on four themes and three cross-cutting areas that dovetail closely with the structure of the BEDP 2030. The four themes in the BERA are Teaching and Learning, Child Protection, Human Resource Development, and Governance, with the three cross-cutting concerns of Disaster Risk Reduction and Management, Inclusive Education, and Gender and Development. The BERA is undertaking some research topics that have not yet been completed. Initial analysis of the research produced under the BERA shows that more attention was given to the teaching and learning aspect than the other themes. The positive trend that emerged from the analysis was a strong focus on literacy and problem-solving, which are both fundamental skills that cut across disciplines. Hence, the nature of research in DepEd is about knowledge creation in schools, for schools. Teachers based in schools initiate research that subsequently benefits the school. Moving forward, DepEd needs to broaden its research scope and explore the following topics further:

- System-level research;
- Programmatic approaches more than piecemeal interventions;
- Scalability of best practices; and
- Longitudinal patterns and trajectories.

In addition, the Basic Education Sector Analysis (BESA) conducted prior to the preparation of the BEDP contains references to a number of topics and areas of interest that lacked data and might provide some focus areas for further research in order to fully understand their impact on the education sector.

Some of these topics are listed below:

- Learning loss and learning gains in the time of COVID-19;
- Effectiveness of distance learning modalities;
- Teachers' needs analysis conducted at school level;
- Analyzing supply and demand of teachers;
- Tracking of Senior High School graduates;
- Why students lose interest in education;[184]
- Why are lower numbers of males enrolling?;
- Why are males underperforming in learning standards?;
- In-depth review of the adequacy of the current language policy;
- Effectiveness of MTB-MLE on improving learning outcomes, including a longitudinal analysis of learners' performance (i.e., NAT Grade 6 and Grade 10) by the language of instruction at the early grades;

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[184] Philippine Statistics Authority. 2019. 2019 FLEMMS, Functional Literacy, Education and Mass Media Survey, Final report.

- Comparison of performance on the language of testing (English) against the language of instruction (Filipino) in high stakes NAT-type tests;
- Do School Improvement Plans have any impact on learning outcomes?;
- Mapping and analysis of the integration of socio-emotional learning in classroom activities/lessons;
- Effectiveness analysis on integration of 21st century skills in classroom activities/lessons;
- Study on bullying in schools to understand why it is higher in the Philippines in comparison with all the rest of PISA 2018 countries;
- Public Expenditure Review – to determine efficiency and effectiveness of education delivery;
- Analysis of the SHS tracks – to determine effectiveness to support learner's success in next level of engagement;
- Analysis of the education system's resilience to environmental changes and shocks;
- Investment case analysis for scale-up of digital learning and other education futures programs;
- Analysis of parental engagement to support access and quality learning outcomes – includes addressing smooth transition of young children from pre-school/Child Development Center to kindergarten and low enrollment in kindergarten;
- Evaluation of the quality of learning resources; and
- Others.

To encourage greater participation in research activity, the procedures in accessing the BERF will be simplified to encourage more researchers to apply for funding. Allowing larger grant amounts might also facilitate studies with wider scale and scope, which could potentially improve the external validity of the findings. This requires a larger allocation for research, but this may prove to be effective in evidence-gathering in the longer term. At present, the BERF is governed by national financial rules that restrict the creativity and innovation in utilizing the grant for educational purposes. Alternative and more flexible funding arrangements could incentivize researchers to engage in projects if there was provision available for them to be compensated for the additional work required to undertake research outside of their regular duties.

7.4. Education Futures

The initiation of Secretary Leonor Magtolis Briones of the Education Futures Programme (Educ Futures) to bring futures thinking to the fore of the Department's policy and research agenda is a response to the need for readiness to confront the rapid changes, challenges, and opportunities of the future. Futures Thinking, "a method for informed reflection on the major changes that will occur in the next 10, 20, or more years in all areas of social life",1[185] allows planners and policymakers to respond effectively to opportunities and challenges faced by society without discounting present concerns. It "offers ways of addressing, even helping to shape the future" by illuminating "the ways that policy, strategies, and actions can promote desirable futures and help prevent those…" that are considered undesirable.[186]

Educ Futures seeks to serve as an innovation center. It will produce outputs founded on strong research and consideration of global trends and best practices while staying grounded in the work of other DepEd offices, bureaus, services, and other relevant government agencies. It will mainstream futures and multidisciplinary approaches to education policy and research. It will engage experts but will consult and collaborate with various education stakeholders.

Guided by the future goals of education,[187] Educ Futures intends to work on the following key areas, to evolve the education perennials[188] in the next 10 years under this plan:

- Maximizing technologies for remote learning. The urgency of maximizing a multitude of technologies for remote learning has been highlighted by COVID-19. Technologies will not be limited to high-tech devices. It will be contextualized in the circumstances of schools and learners to ensure equitable access;
- Reframing the curriculum, to prioritize essential/cross-cutting knowledge, skills, and mindsets, including 21st century skills, durable skills, and capacities that can help confront the future;
- Anticipating educational opportunities from innovations to identify relevant knowledge, skills, and dispositions/mindsets in preparation for the adoption of different technologies and design capacity-building programs and materials;
- Reinforcing learning sciences, assessments, analytics, and knowledge mobilization. Reinforcing the science of learning will provide insights on how learners develop competencies, expertise, and dispositions in either physical or remote learning spaces. On the other hand, progressive forms of assessments will be explored, diverging from traditional pencil and paper and venturing into micro-credentialing and ladderized/stackable approaches. The potential of Artificial Intelligence (AI) in
- assessing student readiness, achievement, literacy level, career track, and work readiness will also be studied. Using analytics in education will introduce techniques and tools for collecting, interpreting, and communicating data to ensure evidence-driven decision making. Its structure, approaches, supportive

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[185] OECD "Futures Thinking in Brief"

[186] Ibid.

[187] Educ Futures identified the future goals of education as the visions of education for every learner to achieve human flourishing, proactive citizenship, work readiness, and agency

[188] Education perennials refer to the perpetual components that make up education: curriculum and instruction; learning sciences and assessment; new literacies, multiliteracies, and fluencies; professional and leadership development; educational leadership and governance; knowledge mobilization and analytics; and education resources

environment, ethical considerations, and applications in specialized fields, policies, and programswill also be unpacked. Knowledge mobilization will facilitate the translation of actionable knowledge and making it available to a broader audience. It may include useful knowledge products or portals/platforms; and

• Co-creating learning spaces for the future. The COVID-19 constraints have compelled us to look again at the broader learning ecosystem beyond the confines of physical classrooms. The ecosystem consists of the community of individuals, organizations, and institutions, both public and private, that interact to support learning, alongside the resources, tools, and technology for learning. The co-creation process will consult multidisciplinary experts and stakeholders in coming up with an integrated concept or design of future learning spaces.

In maximizing its contribution to policy and research in the Department, a roadmap for the Education Futures Program will be further developed.

7.5. Communication Strategy

The BEDP reflects DepEd´s commitment to its vision, mission, and values, and serves as the blueprint for the next 10 years in the basic education sector. An effective communication of the proposed results framework, M&E framework, and financial framework is crucial for a successful implementation of the Plan. A communication and information strategy will be developed in the first two years of implementation of the BEDP that will connect all stakeholders in the education sector and provide updated information about the progress of the plan's implementation.

The communication strategy will include:
1. marketing of the BEDP, especially Equity (to groups in situations of disadvantage), Quality (to all publics), and Access outcomes (to LGUs);
2. public information (key messages, infomercials); and
3. public events (such as young readers month, science week, etc.) to get the messages across to different publics.

The BEDP's initial presentation by the Secretary of Education in a national release will be accompanied by an advocacy campaign to highlight the importance of basic education for all Filipinos. The BEDP will be disseminated across all social media platforms and TV/radio networks in Filipino, other major local languages, and English, as well as formats for those persons with disabilities.

The BEDP will be disseminated to all schools, regional and schools division offices, and the key linked education agencies of the ECCD Council, TESDA, and CHED to ensure that its key elements can be incorporated in their strategic plans. The BEDP will be widely disseminated to NEDA and all relevant government ministries, as well as with development partners. The BEDP will be central to the policy dialogue with development partners when proposals for funding support are being considered.

A key component of the BEDP will be the strategies for monitoring and evaluating the progress of implementation, as well as the short- and long-term effects on the key indicators that define educational success. Communicating the results achieved each year should be a focus of the annual implementation review.

8.0
FINANCIAL FRAMEWORK

8.1. Funding Education in the Philippines

A. The Budget Process in the Philippines

The Department of Education, along with all other agencies of government, follow a budget cycle that has four stages—preparation, legislation, execution, and accountability. The process starts with the budget call, which sets the parameters to guide agencies in preparing their proposed budgets. Budgets are prepared in two tiers: Tier 1 for forward estimates of existing programs and projects and Tier 2 for new programs and projects or the expansion of existing ones. The budget is also categorized into personnel services, maintenance and other operating expenses (MOOE), and capital outlays. The proposed budgets of the agencies are consolidated into a national budget that is deliberated in Congress and the Senate. Budget legislation ends when the President signs the General Appropriations Act (GAA) into law. The budget is executed in a multi-step process whereby the Department of Budget and Management (DBM) allots the budget to the agencies, the agencies obligate the government as they enter into contracts, the DBM authorizes the agencies to pay, and payments are disbursed by the Treasury. Accountability consists of performance targets, public disclosure, internal monitoring, periodic reports and reviews, and formal audits. The findings in the accountability mechanisms feed into the next budget cycle.

Because agency budgets involve many stakeholders, the final allotments can be quite different from what the agencies prepared. Macroeconomic conditions, historical capacities to utilize funds, political interests, and fiscal space all influence the final allotment. For example, the DBM can still revise budgets already enacted into law as the GAA as it balances the need for resources against fiscal space.

In 2019, the Philippines shifted to a cash-based budgeting system or CBS. CBS requires that projects be obligated and completed within the budget year with payments also made in the year or shortly thereafter. CBS helps ensure the efficient and timely delivery of public services. Previously, disbursement for obligated funds could extend for longer periods of time, leading to lower utilization rates and a spike in contracts towards the end of the year. Still, differences in timing between the school year and the fiscal year creates execution challenges for DepEd.

DepEd's own budgeting process has its own particulars that are worth noting. First, the appropriation for new construction and renovation of school facilities are transferred from DepEd to the Department of Public Works and Highways (DPWH) for execution. The transfers are done in recognition of DPWH's expertise in construction and related activities. These transfers can be significant and erratic, depending on the need for school infrastructure. DepEd also provides assistance and subsidies to the private sector in the delivery of educational services through its Government Assistance to Students and Teachers in Private Education or GASTPE, in particular, the Education Service Contracting (ESC), the Senior High School Voucher Program (SHS VP), and the Teacher Salary Subsidy (TSS).

The basic education sector has revenue sources other than the DepEd budget. Local government units collect the Special Education Fund (SEF), a 1% tax on the assessed value of real properties in addition to the basic real property tax. This dedicated revenue source, while not transferred to DepEd, is nonetheless used to support certain expenditures in education. RA 7160 specifies that the SEF will be allocated for the operation and maintenance of public schools; construction and repair of school buildings, facilities, and equipment; educational research; purchase of books and periodicals; and sports development as determined and approved by the local school board.[189] Republic Act No. 10410 further provides that LGUs will include allocations from their SEF for the ECCD Program.[190] Finally, a recent joint circular of DBM, DepEd, and DILG further provided that the SEF may be used for feeding and dental health programs.[191]

SEF collections vary greatly across LGUs, leading to questions on inequity and how these may be resolved.

External partners and the private sector also provide material and financial support to strengthen the development of public education in the Philippines. For example, DepEd's Adopt-a-School Program allows private entities to assist and provide support to public schools in various forms. While DepEd gets its schools improved, the adopting private entity in return may obtain tax incentives, strengthened corporate image, and goodwill within the school community. Finally, the immediate community, through its parents, teachers, and community associations, contributes to basic education through donations and such programs as Brigada Eskwela and the senior high school work immersion.

B. Trends in Education Spending in the Philippines

Appropriations for the education sector increased consistently in nominal terms from 2010 to 2018 and as a percentage of national government appropriations from 2010 to 2017. Even so, the share of education as a percentage of total government appropriations has for most years been below the recommended Education Framework 2030 Agenda benchmark of 15–20%.[192] K to 12 reforms accounted for a large portion of this increase. It is also lower than that of several of the Philippines' neighboring countries based on the latest years where information is available.

The composition of education sector appropriations has evolved to reflect the priorities of the Government of the Philippines of increasing opportunities in skills development and post-secondary education with relatively greater shares of appropriated resources being allocated to Higher Education (CHED) and Vocational/Technical Education (TESDA). During that same period, the percentage of the appropriation for basic education fell from about 96% of national government appropriation in 2010 to 80% in 2020.

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189 Official Gazette of the Republic of the Philippines. Republic Act No. 7160. https://www.officialgazette.gov.ph/1991/10/10/republic-act-no-7160/

190 Official Gazette of the Republic of the Philippines. Republic Act No. 10410. https://www.officialgazette.gov.ph/2013/03/26/republic-act-no-10410/

191 Department of Budget and Management. Joint Memorandum Circular No. 2020-001 (DepEd-DBM-DILG). https://www.dbm.gov.ph/index.php/issuances/dbm-issuances/joint-memorandum-circular/265-latest-issuances/joint-memorandum-circular/joint-memorandum-circular-2020/1715-joint-memorandum-circular-no-2020-001-deped-dbm-dilg

192 SDG 4- Education 2030. Financing for SDG4: Making Global Education a Reality. https://www.sdg4Education2030.org/financing-sdg4-making-global-Education-reality-sdg-ed2030-sc-november-2017

Table 23: Appropriations to the Education Sector
(in Php billions and as a percentage to GDP)

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
GDP in Php billions	9,399	10,145	11,061	12,051	13,207	13,944	15,132	16,557	18,265	19516.39	17975.98
Total appropriation to education in Php billions	203	237	271	335	361	420	500	656	704	66	693
Education appropriation / GDP in %	2.2%	2.3%	2.5%	2.8%	2.7%	3.0%	3.3%	4.0%	3.9%	3.4%	3.9%

Source: General Appropriations Act(s) 2010–2020, International Monetary Fund
(https://www.imf.org/external/datamapper/profile/PHL), and Bangko Sentral ng Pilipinas (https://www.bsp.gov.ph/SitePages Statistics/ExchangeRate.
aspx)

The Mandanas ruling provides that, from 2022, LGUs will be entitled to 40% of the national internal revenue taxes and this allotment will be automatically released to them. Attendant to this larger share of revenue is the devolution of functions for essential public services to LGUs. The ruling transfers the locus of spending yet is silent on the amount of spending.

The DBM prefers full devolution to mitigate the fiscal impact of the ruling. It foresees that devolved functions are permanently taken out from national agencies to empower the LGUs to assume them. The role of national agencies is envisioned as setting national policy and service delivery standards and assisting, overseeing, and monitoring LGUs.[193] In the national budget call for fiscal year 2022, only local infrastructure services—which include school buildings and other facilities for public elementary and secondary schools—were devolved from DepEd to the LGUs.[194]

[193] Implementation of the Supreme Court Decision in the Mandanas Case. https://dbm.gov.ph/wp-content/uploads/Our%20Budget/2021/
mplementation-of-the-Supreme-Court-Decision-in-the-Mandanas-Case.pptx
[194] Department of Budget and Management. 2021. National Budget Memorandum No.138. https://www.dbm.gov.ph/wp-content/uploads/
Issuances/2021/National-Budget-Memorandum/NATIONAL-BUDGET-MEMORANDUM-NO-138.pdf

8.2. Forward Estimates of Resource Requirements and Budgetary Impact

Several considerations need to be discussed at the outset in estimating the resource requirements and budgetary impact of the BEDP. First, the obtained estimates are only for public expenditures in basic education. It includes spending on basic education regardless of the government unit that disburses the funds. As mentioned, DepEd transfers its appropriation for school infrastructure to the DPWH for execution and LGUs spend for education from the SEF. Also included are the government assistance and subsidies for private schools, which include ESC, SHS VP, TSS, and provision for in-service training.

The estimates do not include spending for private schooling. Neither do they include household spending on other costs of schooling such as transport, food, or the opportunity cost of staying in school over gainful employment. These costs are significant; thus, the total investment in basic education is much higher than the estimates obtained for public expenditures.

Second, the estimates are obtained only at the national or systems level. It does not address concerns at the more granular levels of region, division, or school.

Third, the estimates did not consider the impact of COVID-19 save for its known effect on GDP. This is because the effects of the pandemic on basic education are largely indeterminate at the time of writing this report. For example, the dip in enrollment was much less than anticipated and it is unclear whether the migration to public schools and the dropout rates in SY 2020–21 are permanent. With this caveat in mind, the parameters of 2019 are brought forward to 2021 as the baseline for the BEDP.

Fourth, projections of the budgetary impact of the BEDP include only cost drivers that affect spending levels. There are some strategies and outputs in the results framework that are not expected to have significant impact on the budget as they may only reflect changes in practice or priorities and thus can be accommodated with current spending. For example, the strategy of "aligning curriculum and instruction methods in all subjects" under the Quality pillar represents a significant change in priorities. However, the structure, manpower, and processes to achieve the strategy may already exist in the different bureaus of the Curriculum and Instruction strand.

A. Methodology – The Philippine Education Simulation Model

The Philippine Education Simulation Model (PESM) is a customized costing model based on UNESCO's Education Policy and Strategy Simulation Model. This model is a result of collaborative partnerships among the Department of Education (DepEd), UNESCO Bangkok, UNESCO International Institute for Educational Planning (IIEP), and UNICEF.

The PESM is divided into four levels—Kindergarten and Elementary, Junior High School, Senior High School, and alternative education and education for learners with disabilities. Each level is divided into three sections. Section 1 projects enrollments from the population, given targets on intake and flow rates (e.g., gross intake, transition, promotion, repetition rates). Section 2 translates enrollment into resource requirements given standards or averages of resource utilization (e.g., pupils per classroom, pupil to teacher ratio, textbooks per pupil, etc.).

Section 3 translates the resource requirements into their financial effects using cost-related data and other budgetary parameters. The cost of programs, interventions, and supervision that are not captured in the first two sections are also included here as cross-cutting expenditures.

The schematic below illustrates the process just described.

Figure 33: Structure of the Philippine Education Simulation Model
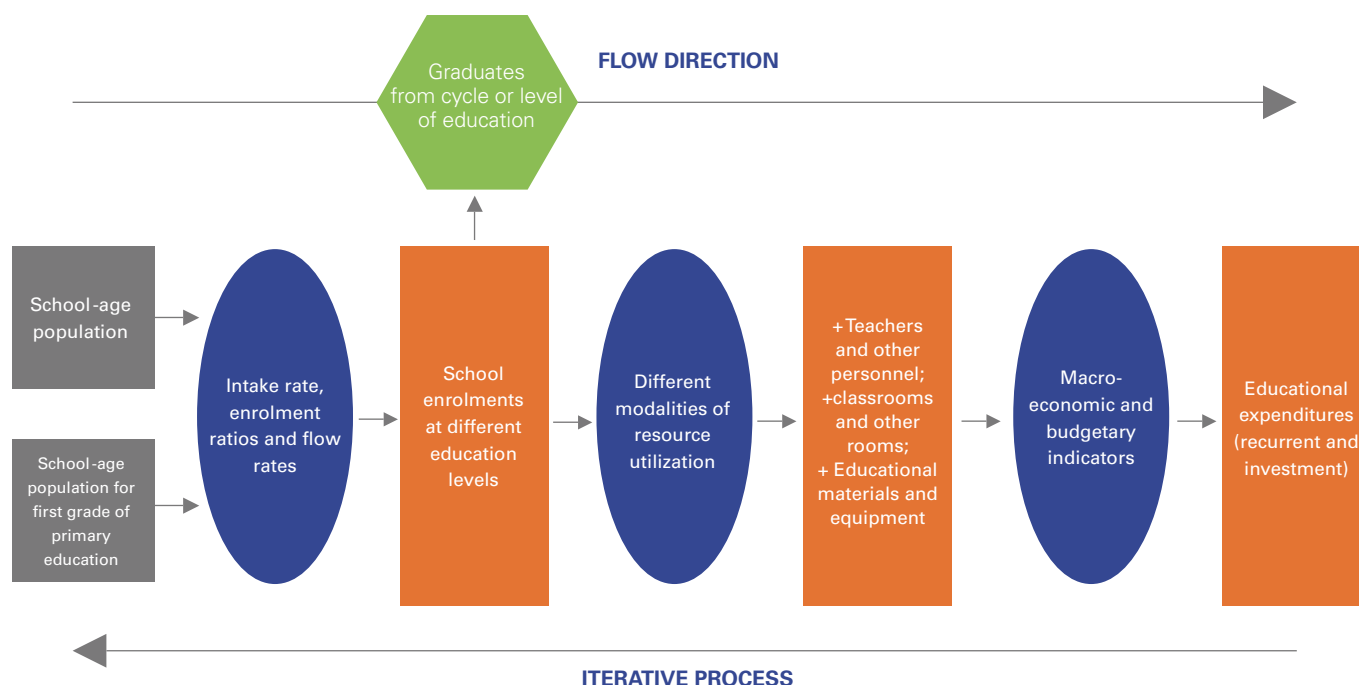
Source: UNESCO, Education Policy and Strategy Simulation Model (EPSSim) Version 2.1 User's Guide

In sum, when certain parameters are specified, the model works out the numbers through to their financial effects.

B. Key Macroeconomic Parameters

Different scenarios are constructed by changing the parameters of the PESM. To isolate the effects of the interventions (or lack thereof), the following macroeconomic parameters are held constant for all scenarios.

- Real GDP growth is held at 6.5% from 2022 onwards. The IMF forecast this growth rate for the Philippines up to 2026 and this growth rate is extended through to 2030 in the PESM;
- National government spending in 2022 and 2023 are kept at the same amount as 2021 as government balances efforts to pump-prime the economy with limited fiscal space. National government spending is kept at 21.7% of GDP for 2024 to 2030, which is the average spending in 2018 to 2021; and

- Spending for education other than basic education grows along with GDP at 6.5% per year. As noted in Section 3, more resources are now poured into higher education in the form of free tuition in state universities and colleges and the Tertiary Education Subsidy. The formulation ensures a just share of spending for levels other than basic education. At the same time, it decouples spending in other education levels from spending in basic education.

C. Estimating the Annual Cost of the BEDP

a) Financial Scenario Development – Steady-State Scenario

A steady-state scenario using the PESM was developed by DepEd with support from UNESCO in 2019. During the BEDP development process, the steady-state parameters were reviewed and updated. The "steady-state" scenario merely allows the sector to continue under its current policies and operational approaches with no improvements or deterioration in the coverage of education services, the quality of education services, or equity of this service provision. It represents the "budget floor" for sector requirements as they were in 2019 projected forward to 2030.

Presented below are two tables on the steady-state scenario. The first shows cost estimates by cost type over the covered period and the second compares the cost to projections of GDP and national government spending. Because there is no change in indicators of participation and internal efficiency, variations in the annual cost estimates in 2022–2030 are the result of demographic changes in that period. For example, the gradual decline in total costs from 2027 to 2030 is the result of declining 5-year-old populations, the targeted intake for Kindergarten. These declining cohorts worked their way up the different grades until their cumulative effect lowered total costs.

Table 24. Projected Cost Estimates by Cost Type, Steady-State Scenario
(in Php millions)

	SCHOOL YEAR								
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031
TOTAL COST	598,534	597,071	598,518	602,301	607,242	580,173	577,345	573,717	573,203
RECURRENT COSTS	569,792	569,344	569,697	572,254	577,920	577,661	574,169	568,868	568,631
CAPITAL COSTS	28,742	27,727	28,821	30,047	29,322	2,513	3,176	4,849	4,571

Source: General Appropriations Act(s) 2018–2021, International Monetary Fund (https://www.imf.org/external/datamapper/profile/PHL), and Bangko Sentral ng Pilipinas (https://www.bsp.gov.ph/SitePages/Statistics/ExchangeRate.aspx)

**Table 25. Projected Spending in Education and Basic Education as a Percentage of GDP
and Total Government Spending, Steady-state Scenario**

	SCHOOL YEAR								
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031
GDP (in Php billions)	18,635	19,846	21,136	22,510	23,973	25,531	27,191	28,958	30,840
Education as % of GDP	4.1%	3.9%	3.8%	3.6%	3.5%	3.2%	3.0%	2.9%	2.8%
Basic Education as % of GDP	3.2%	3.0%	2.8%	2.7%	2.5%	2.3%	2.1%	2.0%	1.9%
Government Budget (in Php billions)	4,506	4,506	4,594	4,893	5,211	5,550	5,910	6,294	6,704
Government budget as % of GDP	24.2%	22.7%	21.7%	21.7%	21.7%	21.7%	21.7%	21.7%	21.7%
Education as % of Total Government Budget	17.1%	17.3%	17.3%	16.6%	15.9%	14.7%	14.0%	13.4%	12.8%
Basic Education as % of Total Government Budget	13.3%	13.3%	13.3%	12.3%	11.7%	10.5%	9.8%	9.1%	8.6%

Source: General Appropriations Act(s) 2018–2021, International Monetary Fund (https://www.imf.org/external/datamapper/profile/PHL),
and Bangko Sentral ng Pilipinas (https://www.bsp.gov.ph/SitePages/Statistics/ExchangeRate.aspx)

As one may expect, recurrent costs make up the bulk of spending in the steady-state scenario as no interventions other than what already exists are added. More importantly, the proportion of spending for education in general, and for basic education in particular, follows a general path of steady decline in proportion to both the GDP and national government budget. While there is some reduction in education spending under this scenario, the greater cause is the increase in the GDP. Clearly, there is fiscal space for increased investment in education if the discussed key macroeconomic parameters hold.

b) Projecting the Budgetary Requirements of the Basic Education Development Plan (BEDP)

The steady-state scenario is contrasted with a new scenario incorporating the strategies in the results framework and the targets in the monitoring and evaluation framework of the BEDP. The strategies and targets reflect the pivot from access to improvements in equity, quality, resilience, and well-being as the country aspires to make all Filipinos realize their full potential and contribute meaningfully to a cohesive nation.

The BEDP was developed through a highly participatory approach that involved numerous rounds of consultations. The collective effort brought about a sea change in targets, resource utilization parameters, unit costs, and interventions. Nonetheless and as previously discussed, not all changes are expected to affect financial requirements at the systems level. Presented below is a high-level view of the costs to implement the BEDP by cost type.

Table 26. Projected Cost Estimates by Cost Type, BEDP
(in Php millions)

	SCHOOL YEAR								
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031
TOTAL COST	737,370	792,155	822,059	845,036	894,799	924,209	921,201	927,250	940,594
RECURRENT COSTS	637,362	656,067	676,648	694,864	721,503	739,065	745,700	750,452	761,437
CAPITAL COSTS	100,008	136,088	145,411	150,172	173,296	185,143	175,502	176,798	179,157

Source: General Appropriations Act(s) 2018–2021, International Monetary Fund (https://www.imf.org/external/datamapper/profile/PHL), and Bangko Sentral ng Pilipinas (https://www.bsp.gov.ph/SitePages/Statistics/ExchangeRate.aspx)

A number of observations may be gleaned from the table above and a closer inspection of its components. First and foremost, the magnitudes are much higher than the budgetary requirements in the steady-state scenario. Recurrent costs still account for the bulk of the total cost. However, a significant portion of the BEDP interventions is developmental in nature and this is reflected in the huge increase in capital outlay, both in absolute terms and as a proportion of the total costs of implementing the BEDP. The chart below illustrates the increasing role of capital outlays in the overall cost structure.

Figure 34: Projected Cost Estimates by Cost Type, BEDP (in Php millions)
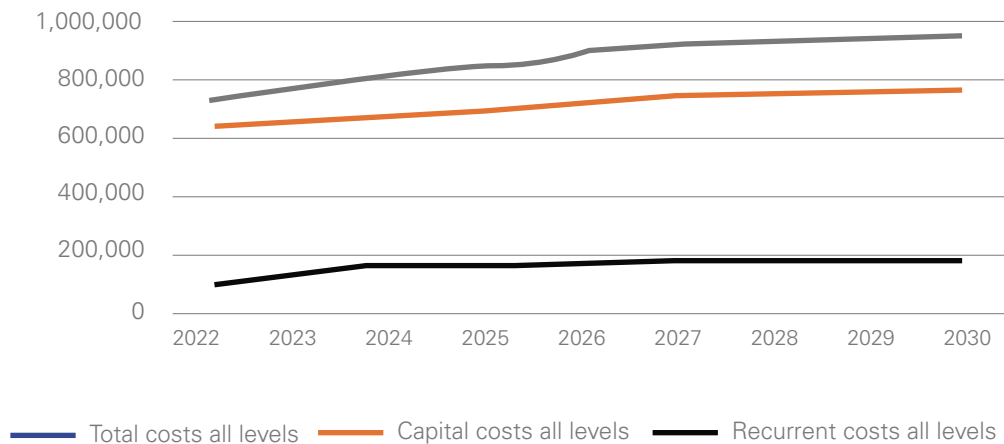
Source: PESM

The tables that follow further disaggregate recurrent and capital costs at each key level, in amounts and in percentages. These breakdowns reflect the priorities and targets of the BEDP. As examples, the accelerated construction of school facilities for senior high school and community learning centers for alternative education are evidenced by the ramp up in capital spending at these levels. Projected spending in alternative education is 2–2.5% of a much larger budget compared to 0.75% or less before the BEDP. Finally, we draw attention to the high capital spending in education for learners from disadvantaged groups as DepEd works towards greater inclusion in education.

Table 27. Projected Cost Estimates by Key Level and Cost Type, BEDP
(in Php millions)

BEDP costs by level and cost type school year	SCHOOL YEAR								
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031
Kindergarten and Elementary									
Recurrent	300,043	317,721	328,821	337,714	354,570	363,225	367,071	370,768	374,328
Capital	39,335	68,213	54,698	44,149	79,881	112,103	113,298	112,475	111,738
Junior High School									
Recurrent	178,177	172,137	173,822	180,033	181,385	186,799	185,203	181,759	184,604
Capital	22,665	21,838	44,975	61,581	45,496	48,023	34,206	34,206	34,206
Senior High School									
Recurrent	69,055	72,286	75,974	80,239	86,324	86,882	88,171	89,407	90,514
Capital	23,694	24,343	24,126	23,914	26,308	9,,823	11,601	11,626	11,306
Alternative Education									
Recurrent	6,776	8,304	9,796	9,894	10,022	10,164	10,325	10,510	10,730
Capital	7,908	10,914	10,914	7,380	7,380				
Education for learners in disadvantaged groups									
Recurrent	3,140	3,611	4,334	4,618	4,699	5,207	5,716	6,225	6,737
Capital	2,286	4,274	4,604	4,041	4,640	5,752	7,016	9,020	12,475
Cross-cutting Expenditure									
Recurrent	76,638	78,475	80,368	82,367	84,503	86,789	89,215	91,783	94,524
Capital	7,653	10,040	9,628	9,107	9,592	9,442	9,380	9,472	9,432
TOTALS	**737,370**	**792,155**	**822,059**	**845,036**	**894,799**	**924,209**	**921,201**	**927,250**	**940,594**

Source: PESM

Table 28. Projected Cost Estimates by Key Level and Cost Type as a Percentage of Total for Each Key Level

BEDP costs by level and cost type	SCHOOL YEAR								
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031
Kindergarten and Elementary									
Recurrent	88.4%	82.3%	85.7%	88.4%	81.6%	76.4%	76.4%	76.7%	77.0%
Capital	11.6%	17.7%	14.3%	11.6%	18.4%	23.6%	23.6%	23.3%	23.0%
Junior High School									
Recurrent	88.7%	88.7%	79.4%	74.5%	79.9%	79.5%	84.4%	84.2%	84.4%
Capital	11.3%	11.3%	20.6%	25.5%	20.1%	20.5%	15.6%	15.8%	15.6%
Senior High School									
Recurrent	74.5%	74.8%	75.9%	77.0%	76.6%	89.8%	88.4%	88.5%	88.9%
Capital	25.5%	25.2%	24.1%	23.0%	23.4%	10.2%	11.6%	11.5%	11.1.%
Alternative Education									
Recurrent	46.1%	43.2%	47.3%	57.3%	57.6%	100.0%	100.0%	100.0%	
Capital	53.9%	56.8%	52.7%	42.7%	42.4%				
Education for learners in disadvantaged groups									
Recurrent	57.9%	45.8%	48.5%	53.3%	50.3%	47.5%	44.9%	40.8%	35.1%
Capital	42.1%	54.2%	51.5%	46.7%	49.7%	52.5%	55.1%	59.2%	64.9%
Cross-cutting Expenditure									
Recurrent	90.9%	88.7%	89.3%	90.0%	89.8%	90.2%	90.5%	90.6%	90.9%
Capital	9.1%	11.3%	10.7	10.0%	10.2%	9.8%	9.5%	9.4%	9.1%

Source: PESM

Second, a closer inspection of the costs per key level reveals that the main driver is enrollment. As can be seen from the chart below, Kindergarten and Elementary with its seven grade levels account for the bulk of spending followed by Junior High School with its four grade levels and Senior High School with its two grade levels. Nonetheless, the BEDP's drive for more inclusion and equity has seen greater spending in alternative education and education for learners in disadvantaged groups. Annual spending in these groups, for example, increased almost fourfold in the period.

Figure 35: Projected Costs by Key Level, BEDP (in Php millions)

Source: PESM
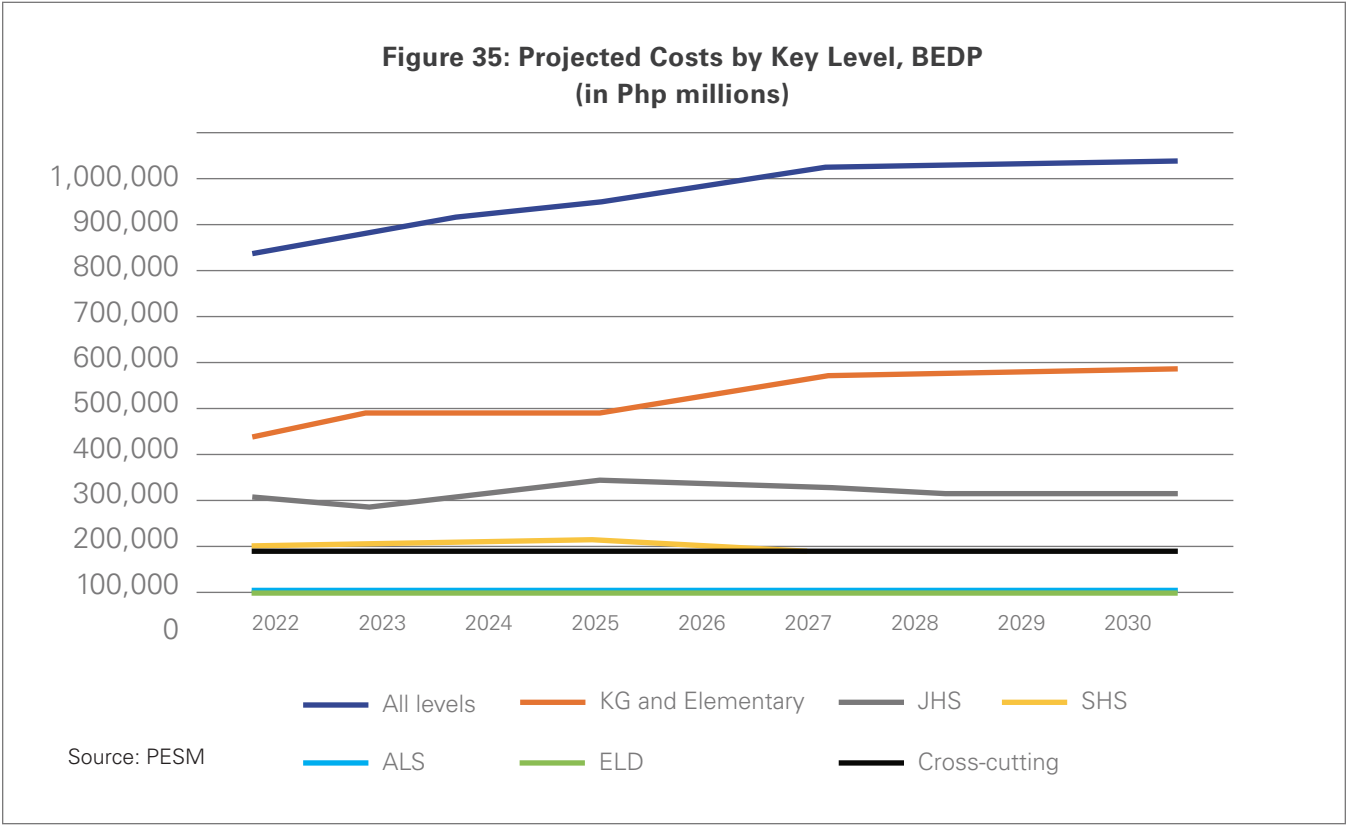
This section ends with the resources and interventions that are the major cost drivers in the BEDP. What is the money spent on? An incremental approach is taken to answer the question, that is, only the added resources and their costs as compared to SY 2021–22 are considered. It turns out that only four cost drivers account for the bulk of spending in the BEDP. While few, they reflect the four pillars in the BEDP results framework. The table below provides details on these cost drivers.

Table 29. Incremental Quantities and Costs of Major Cost Drivers, BEDP (cost in Php millions)

Major cost drivers (in incremental units)	SCHOOL YEAR									Total incremental cost (in Php millions)
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031	
Teachers (cumulative)	15,775	39,150	63,278	91,080	128,301	140,166	144,999	146,391	157,376	750,073
New classrooms built	4,213	14,567	17,491	19,164	27,232	10,178	7,143	7,558	8,431	289,944
E-classroom packages installed	19,000	22,115	24,012	26,524	29,044	19,716	19,205	19,280	19,347	235,777
Classrooms retrofitted	42,576	42,576	42,576	42,576	42,576	124,180	124,180	124,180	124,180	816,040
							Total incremental cost of drivers			2,091,835
							Total incremental cost of BEDP			2,409,469

Source: PESM

Teachers and classrooms are expected major cost drivers.[195] In the BEDP framework, these costs reflect not only inputs required to improve access, they also reflect inputs required to increase quality as standards for class sizes, learner-to-teacher ratio, and classroom-to-classes ratio are met. Installing e-classroom packages in all levels is evidence of a determined drive to instill 21st century skills and narrow the technological divide. The cost of e-classroom packages is significant not only because of their high unit costs but also because they need to be replaced more often. Finally, classrooms are retrofitted to address hygiene requirements, be more inclusive to disadvantaged groups, and withstand natural disasters.

In summary, the cost of implementing the BEDP is substantial, adding some 45% to the cost of the steady-state scenario. A significant portion of the BEDP interventions is developmental in nature and this is reflected in the huge increase in capital outlay. Enrollment is the main determinant on the need for resources and, therefore, cost. Nonetheless, the BEDP's drive for more inclusion and equity has seen greater spending in alternative education and education for learners in disadvantaged groups than has been true in the past.

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[195] Unlike the other cost drivers, the quantities of teachers are measured cumulatively because of the recurrent nature of their salaries and benefits.

In terms of resources, teachers and classrooms continue to account for a large portion of the cost. Yet e-classroom packages and retrofitting classrooms account for an equally large portion of the cost of the BEDP to reflect the increasing importance of quality, equity, and resilience. These requirements for non-traditional resources suggest new mechanisms for implementation and monitoring.

c) Financial Scenario Development – Next Normal Scenario

The declaration of a state of public health emergency due to the COVID-19 pandemic necessitated significant changes to how learning provision and public services are delivered. Face-to-face classes were suspended in SY 2020–21 and remain suspended for SY 2021–22. To mitigate the effects of schools' closure, DepEd implemented the Basic Education-Learning Continuity Plan (BE-LCP). The suspension of classes contributed to the acceleration of blended learning, highlighting the potential of combining online knowledge as a critical strategy for access.

The government's vaccination drive is an essential requisite to going back to normal. However, the limited supply of vaccines may lengthen the return to face-to-face classes. Back to classroom sessions may be implemented in phases to ensure the safe return of learners and teachers. Necessary health protocols need to be established and observed to prevent breakthrough cases. Priorities will strengthen schools' capacity to manage and provide health and sanitation services, including improving school infrastructures such as clinics, water systems, toilets, and handwashing facilities.

DepEd is implementing the pilot face-to-face classes in areas with minimal risk for COVID-19. Operational guidelines on the pilot implementation provide health and safety standards in terms of personal protective equipment, sanitation, detection and referral, ventilation, contact tracing and quarantine, coordination, and contingency measures. The pilot implementation will provide DepEd with important details on the requirements to sustainably implement face-to-face classes in the next normal.

DepEd will also sustain schools' experience with blended learning and especially with the use of online modality. DepEd will continue to strengthen its capacity and capability to maximize returns from blended and online learning. Investments in ICT will be a priority, including computers for teachers, software and applications, internet connectivity, and other gadgets useful in teaching learnings. Teachers' digital literacy and their ability to integrate ICT with teaching and knowledge will be a priority.

Health and sanitation facilities and ICT capability will play a critical role in the new normal scenario. Investment requirements in the short term may shift from classroom facilities to establishing infrastructure related to health, sanitation, and ICT.

8.3. Funding the BEDP and Calculating the Funding Gap

The cost of implementing the BEDP is a significant increase from current appropriations. By far the major source of funding for education is the tax take on the economy and the subsequent national budget that may be developed in conjunction with macroeconomic forces. This section compares the cost of the BEDP to projections on the economy as measured by the GDP and on national government spending. The table below provides forward-looking proportions of prospective education spending to the GDP and national government spending.

Table 30. Projected Spending in Education and Basic Education as a Percentage of GDP and Total Government Spending, BEDP

	SCHOOL YEAR								
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031
GDP (in Php billions)	18,635	19,846	21,136	22,510	23,973	25,531	27,191	28,958	30,840
Education as % of GDP	4.9%	4.9%	4.8%	4.7%	4.7%	4.5%	4.3%	4.1%	4.0%
Basic Education as % of GDP	4.0%	4.0%	3.9%	3.8%	3.7%	3.6%	3.4%	3.2%	3.0%
Government Budget (in Php billions)	4,506	4,506	4,594	4,893	5,211	5,549	5,910	6,294	6,703
Government budget as % of GDP	24.2%	22.7%	21.7%	21.7%	21.7%	21.7%	21.7%	21.7%	21.7%
Education as % of total Government Budget	20.2%	21.7%	22.2%	21.5%	21.4%	20.9%	20.9%	19.0%	18.3%
Basic Education as % of total Government Budget	16.4%	17.6%	17.9%	17.3%	17.2%	16.7%	16.7%	14.7%	14.0%

Source: General Appropriations Act(s) 2018–2021, International Monetary Fund (https://www.imf.org/external/datamapper/profile/PHL), and Bangko Sentral ng Pilipinas (https://www.bsp.gov.ph/SitePages/Statistics/ExchangeRate.aspx)

The Education 2030 Framework for Action is specific in its recommendation on education spending. To quote, "Governments must allocate 4–6% of their gross domestic product and/or 15–20% of total public expenditure to education, ensuring efficient spending and prioritizing the most marginalized groups."[196] In this light, the BEDP results in education spending that is well within the recommended GDP allocation band. The BEDP results in education spending that is above the allocation band for total public expenditure for some years. However, this looks to be the investment necessary for the country to achieve the desired outcomes in education.

The BEDP represents a material rise from historical spending patterns in education. Between 2010 and 2020, the Philippines has underspent on education. As shown in Table 23, education spending as a percentage of GDP has been below the recommended allocation band in all but one year. In like manner, education spending as a percentage of total public expenditure has been below the recommended allocation band in all but two years with the government allocating an average of 13.55% of the national budget to education in 2010 to 2020. Devoting more of the national budget to education is a major challenge for the Government of the Philippines yet also demonstrates its commitment to investing in education and future generations.

Apart from DepEd's appropriated budget, the following can help fund the BEDP: (a) Special Education Fund (SEF) from local government units; (b) support from external partners and the private sector; and (c) community contributions. Adding these sources to the budget appropriated for basic education lessens the funding gap.

DepEd recommends that the Government of the Philippines commit to appropriate around 20% of its national budget to education, with 80% going to basic education. With this, the projected funding gap can be estimated.

Table 31. Projected Estimates of the funding gap, BEDP
(in PhP billions)

Calculating the funding gap (in Php billions)	SCHOOL YEAR								
	2022 2023	2023 2024	2024 2025	2025 2026	2026 2027	2027 2028	2028 2029	2029 2030	2030 2031
National government budget	4,506	4,506	4,594	4,893	5,211	5,549	5,910	6,294	6,703
Government spending in basic education (est)	613	613	625	665	709	755	804	856	912
LGU contribution (Special Education Fund)	26	28	30	32	34	36	39	41	44
External partners	4	4	4	4	4				
Grants	3								
Total Funding	646	645	659	701	747	791	842	897	955
Cost of BEDP	737	792	822	845	895	924	921	927	941
Funding gap	-91	-147	-163	-144	-148	-133	-79	-30	14

Source: Calculations made for the BEDP

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[196] SDG 4- Education 2030. Financing for SDG4: Making Global Education a Reality. https://www.sdg4Education2030.org/financing-sdg4-making-global-Education-reality-sdg-ed2030-sc-november-2017

It is important that the funding gap is addressed; otherwise, some targets in the BEDP may not be met. DepEd will do its part by doing more with less, substituting resources with less expensive options, or by being creative and innovative. Alternatively, certain programs can be prioritized over others in view of what looks to be some fiscal space towards the end of the BEDP period. The national government is likewise enjoined to spend more on education. Raising the appropriation to 18% or 19% of national spending is within the recommended allocation band of SDG4 and is more at par with the education spending of Malaysia, Thailand, and Indonesia. The Government of the Philippines may have to source external financing beyond these options.

The GDP growing less than projected looks to be the key risk in funding the BEDP. At the time of writing this Plan, the Philippine Statistics Authority announced that the country's GDP shrank 4.2% in the first quarter of 2021, confirming experts' fears that the economy will recover much slower than expected.[197] It is unclear how quickly and how much the economy can rebound from this point.

Another risk is a lower propensity of government to spend on education. The pandemic has increased the need for government support in many areas and the education sector will have to compete more aggressively for scarce funds. This risk is mitigated by the constitutional provision that education is assigned the highest budgetary priority.

Even when the risks identified above do not materialize or are mitigated, the funding gap remains. Thus, the third risk is a lower appetite to fund basic education in the Philippines. While official development assistance and funding from multilateral financial institutions have been forthcoming in the past, the risk nonetheless exists. It is hoped that the BEDP's pivot from access to quality, equity, and resilience will warrant external funding support. It is further desired that external funding be structured as program loans released directly to DepEd to fund BEDP interventions. This ensures that funds are used for their intended purposes.

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[197] Philippine Statistics Authority. 2021. GDP posted a growth of 7.1 percent in the third quarter of 2021. https://psa.gov.ph/national-accounts

9.0
COSTED
OPERATIONAL PLAN
2022-2026 [198]

In the previous section on the financial framework, the cost of the BEDP was disaggregated into their cost types—whether recurrent or capital—and the cost at each key level. In this section, the costed operational plan disaggregates the cost of the BEDP into the strategies of the results framework for the first five years of the Plan. These different ways of examining costs provide a holistic view of the investment required in the BEDP.

The costed operational plan is developed along the lines adopted in the financial framework where an incremental approach is taken. It starts out with a steady-state scenario, which merely allows the sector to continue under its current policies and operational approaches. Variations in the annual cost estimates are the result of demographic changes in that period. The incremental cost of the strategies itemized in the results framework add to the steady-state scenario and result in the fully costed operational plan.

The incremental approach draws parallels on how budgets are prepared by the agencies of the Government of the Philippines. All instrumentalities of the national government prepare their budgets in two tiers. Tier 1 is for forward estimates of existing programs and projects and as such are no longer fully elaborated. Tier 2 is for new programs and projects or the expansion of existing ones. In this light, the steady-state scenario can be thought of as Tier 1 and the added cost of BEDP interventions as Tier 2. Thus, strategies and outputs in the results framework that are not expected to have significant impact on the budget and can be accommodated by the steady-state scenario are no longer costed.

The costed operational plan details the cost of the strategies for the first five years of the BEDP or the 2022–2026 period. The strategies emanate from four pillars or intermediate outcomes of the results framework, which are access, equity, quality, and empowerment and resilience. These are supported by the enabling mechanisms of governance and management. Presented below is a macro view of the costed operational plan at the pillar level.

Table 32. Costed Operational Plan, Pillar Level
(in PhP millions)

	Year 1	Year 2	Year 3	Year 4	Year 5	Pillar totals
Access	52,604	86,911	97,620	104,821	130,806	472,762
Equity	19,070	21,986	23,489	23,676	24,826	113,048
Quality	37,643	53,822	70,061	81,956	98,711	342,192
Learners' Resilience and Well-Being	22,025	22,410	22,789	23,195	23,613	114,032
Enabling Mechanisms	7,496	9,961	9,591	9,101	9,619	45,768
Annual Incremental Totals	138,838	195,091	223,550	242,749	287,574	1,087,802
Add: Steady-state scenario	598,534	597,071	598,518	602,301	607,242	3,003,666
Annual total cost of BEDP	**737,372**	**792,161**	**822,068**	**845,050**	**894,816**	**4,091,468**

Source: BEDP Operational Plan (Annex 3)

Figure 36: Percentage of a Pillar's Incremental Cost to Total Incremental Cost, 2022–2026

4.2%

10.5%

43.5%

31.5%

10.4%

Access   Equity   Quality   Resilience   Enabling Mechanisms
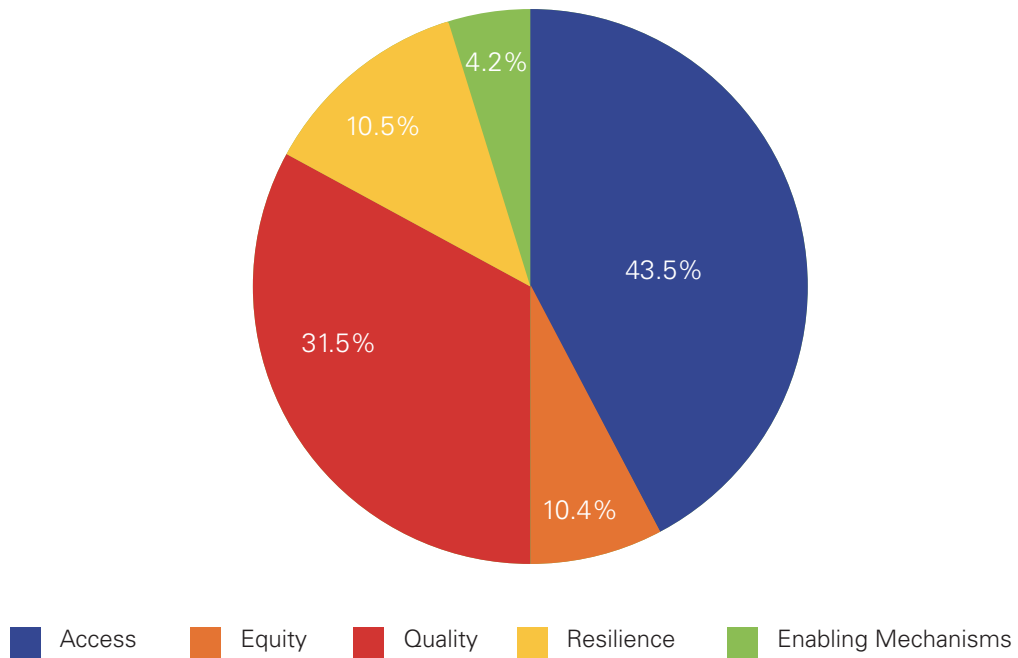
Source: BEDP Operational Plan (Annex 3)

Access still dominates as may be expected from the millions of learners for which DepEd must deliver educational services. However, the growing importance of the other pillars, in particular in Quality, are reflected in the non-negligible amounts devoted to implementing their strategies. The costed operational plan in Annex 3 provides the details.

10.0
RISK
MANAGEMENT

The implementation of any strategic plan entails a number of risks that are external factors beyond the control of DepEd and that could impact the development of the BEDP. The following matrix identifies the major risks in achieving the outcomes proposed in the Results Framework, and the strategies to mitigate their impact.

Figure 37. Risk Analysis Matrix on Impact and Probability

		Low	Medium	High
IMPACT	High	3	4	5
	Medium	2	3	4
	Low	1	2	3

PROBABILITY
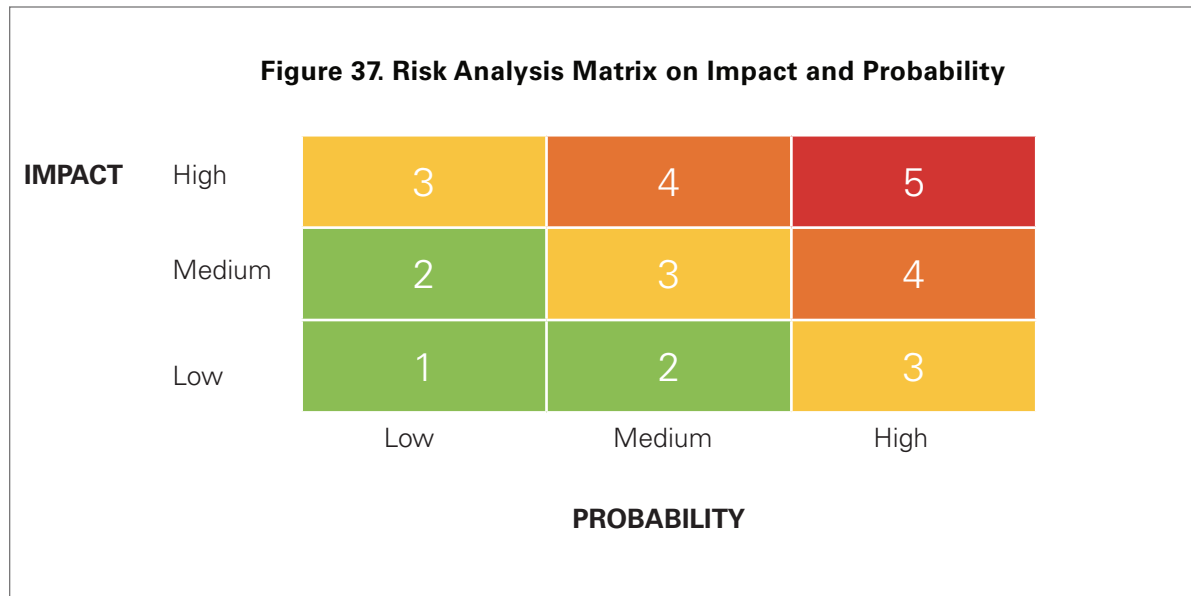
Table 33: Risk Analysis Matrix on Risk Severity

Identified Risk	Severity			Mitigation Strategies
	Probability High/Medium/Low	Impact High/Medium/Low	Overall Rate	
Institutional Risks				
Schools remain closed in the new school year 2021–2022	Medium	High	4	Prioritize additional distance learning strategies for implementation at regional, schools division, and school levels
The new administration in 2022 decides not to implement the BEDP	Medium	High	4	Validate the BEDP in Congress as a non-partisan national policy
Lack of support from stakeholders to implement the BEDP	Low	Medium	2	Provide advocacy programs to mobilize members of the Education Forum
Limited coordination between DepEd and other agencies for interventions related to equity, empowerment, and resilience	Medium	Medium	3	Activate existing joint committees and memoranda of agreement, and create more as needed
BEDP monitoring is not given prominence in official DepEd documents	Medium	Medium	3	Once the BEDP is approved, all indicators and targets need to be included in the annual Q&A document and other official reports to ensure they are being monitored
Reading and Listening Comprehension and Numeracy proficiency continue to decline at Stage 1 assessment	Low	High	3	Intensive foundational instruction delivered across K to Grade 3 to ensure that basic reading and numeracy skills are in place as a basis for future learning
The Philippines decides to withdraw from International Large-Scale Assessments	Low	High	3	Strong advocacy to ensure that the need for international benchmarks for student achievement are a strong incentive for improvement

Identified Risk	Severity			Mitigation Strategies
	Probability High/Medium/Low	Impact High/Medium/Low	Overal Rate	
Operational Risks				
Inadequate digital learning options available to support continued school closures	High	Medium	4	Seek LGU and private support for provision of additional digital devices
Teachers and support staff who are already coping with new initiatives have low morale and confidence to implement BEDP 2030 priorities	Medium	High	4	Enhance provision of non-digital modes for areas and schools without sufficient connectivity
Twenty-first century skills training is not sufficiently implemented to quickly impact on student learning outcome standards in NAT and ILSAs.	Medium	High	2	Develop and implement a sector capacity development plan (CPD)
Financial Risks				
Reduction of the education budget at the central level due to the pandemic (GDP contraction and/or reduced Government of the Philippines financial commitment to the BEDP due to a change of priorities)	Medium	High	4	Reprioritize activities and budget according to available funds
Local governments have competing priorities in spending the Special Education Fund	Medium	High	4	Work towards issuing an updated joint circular from DepEd, DILG, and DBM (and others as needed) to define education priorities and eligible expenses based on BEDP 2030 Institute mechanisms for greater equity so that schools in poorer LGUs get more funding

Identified Risk	Severity			Mitigation Strategies
	Probability High/Medium/Low	Impact High/Medium/Low	Overal Rate	
Reduced funding and in-kind assistance from development partners	Low	Medium	2	Establish regular roundtable meetings with development partners
Capacity Risks				
Procurement performance continues to languish	Medium	High	4	Increase capabilities of financial managers per office and advance procurement timelines and release of program guidelines
Environmental factors provide barriers to continuing CPD for teachers in hazard-prone areas	Medium	High	4	Select training venues for teachers in hazardous areas on the basis of ease of access and reliable power sources
Environmental Risks				
Natural disasters exacerbated by climate change destroy educational buildings, equipment, and materials	High	Medium	4	Develop and implement a disaster risk resilience strategy; Invest in proper construction, reconstruction, and retrofitting of buildings, as laid out in Pillar 4
Natural disasters cause a breakdown in telecommunication access	Medium	High	4	Make special provisions to ensure that remote and isolated communities are well-resourced with reliable IT access

11
ANNEXES

11.1

RESULTS
FRAMEWORK

Pillar No. 1 Access

IO#1- All school-age children, out-of-school youth, and adults have access to relevant basic learning opportunities

IO#1.1- All five-year-old children attend school

Strategy #1
Improve access to universal kindergarten education

- Standard on kindergarten facilities developed and implemented (include facilities, LR, Teachers and other components)
- Operational Guidelines on parental engagement in Kindergarten developed and implemented
- Tripartite partnership with Barangay LGUs, pre-school centers, and public schools strengthened
- DepEd's acceleration policy developed and implemented
- Existing Catchup program for five-year-old children or above not attending kindergarten reviewed and reformulated
- Strategy for mapping whereabouts of five-year-old children developed and implemented in schools
- Research studies on the effectivity of stakeholders' involvement in strengthening kindergarten program completed

IO#1.2- All learners stay in school

Strategy#2
Improve learners' access to quality and rights-upholding environment

- Digital materials for all learning areas developed and made accessible to target learners
- All schools provided with library and science laboratories
- Schools implemented feeding program
- Health and teaching personnel trained on appropriate school health and nutrition standards
- More schools with health and sanitation facilities
- More schools implementing learners' mental health and psychosocial program

Strategy #3.
Improve capacity to retain learners in schools

- Teachers and learning facilitators capacitated to implement remediation programs and management of learners at risk of dropping out
- More schools implementing school-initiated interventions using flexible learning options
- Schools implemented remediation programs for struggling learners
- Counseling services for all students to address individual concerns provided in all schools.

IO#1.3- All learners transition to the next key stage

Strategy#4
Strengthen schools' capacity to ensure learners' continuity to next stage

- Integrated public schools established in areas where access to JHS and SHS is difficult
- Incomplete primary schools converted into complete multigrade schools
- New secondary schools established in areas with less access to secondary education
- More private schools participating in the Education Service Contracting scheme
- SHS course offerings within standards
- SHS facilities provided are within standards
- Tool for tracing learners' completing basic education including ALS learners is developed and operational
- Coordination mechanism between elementary and secondary schools established;
- Mechanism for strengthening the curriculum link between elementary and secondary established and operational;
- Secondary schools implemented bridging strategies to address learning gaps
- Teachers trained on identifying learning gaps and remediation strategies; and,
- Improved counselling services of schools to address learner's concerns implemented

IO#1.4- All out-of-school children & youth participate in formal or non-formal basic education learning opportunities

Strategy#5
Strengthen mechanism for providing access to basic learning opportunities for OOSC, OSY and OSA

- Literacy mapping strategy for identifying OSC, OSY, and OSA developed and implemented in divisions and districts
- ALS teachers, community ALS implementors and learning facilitators trained to use online teaching platforms
- ALS teachers are deployed in high demand areas
- New community learning centers (CLCs) are operational in high demand areas
- Access to Print and Non-Print Learning Resources in the CLCs Improved
- Selected CLCs are equipped with appropriate learning facilities
- Service contracting and engagement of non-DepEd ALS providers expanded
- ALS Internal stakeholders' access to training on ALS program implementation Improved
- ALS external stakeholders' on ALS program implementation improved
- ALS M&E system and processes aligned with Basic Education Monitoring and Evaluation Framework developed and operational in all governance levels

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Pillar No. 2 Equity

School-age children and youth, and adults in situations of disadvantage benefited from appropriate equity initiatives

SIO#2.1- All school-age children and youth and adults in situations of disadvantage are participating in inclusive basic learning opportunities and receiving appropriate quality education

Strategy #1
Improve program management and service delivery

- Coordination with LGUs and barangay officials on data gathering and analysis towards explicit solutions to identified barriers to education implemented
- Mechanism for the enrollment of pre-identified children with disabilities in Kindergarten between and among ECCD, DSWD, NGOs, and DepEd implemented
- Ten-year Program Assessment of IPEd completed
- Baseline information on the needs of all types of learners in disadvantage completed
- Policies, standards and program management on programs responsive to the needs of all types of learners are developed and implemented
- Learning and Development Plan for the capacity development of personnel involved in IPEd implemented
- Rights-based and culture-sensitive planning and M&E at various governance levels for IPEd formulated and implemented
- Governance Framework and partnership mechanisms for IPEd across governance levels developed and implemented
- Program approaches and strategies for various typologies of IPEd implementing schools formulated and implemented
- Teaching, non-teaching, implementers and stakeholders trained on inclusive education
- Program approaches and strategies for various typologies of IPEd-implementing schools formulated and implemented
- M&E policy and mechanism on inclusive education developed and implemented

Strategy #2
Provide an inclusive, effective, culturally responsive, gender-sensitive and safe learning environment to respond to the situations of disadvantage

- Policies and standards for safe and accessible learning environments for learners with different learning needs are implemented
- Contextualized rural farm schools established
- One Community Learning Center (CLC) per barangay established
- Inclusive Learning Resource Center established
- Learner support services appropriate for learners with different learning needs implemented

Strategy #3
Improve gender-sensitive contextualized curriculum and learning delivery

- Standards, processes and protocols for the contextualization of the curriculum, and learning delivery for inclusive education developed and implemented
- Programs to address gender-disparities among children are developed and implemented

Strategy #4
Enhance DepEd platforms for learning resources

- Standards, processes, and protocols for the contextualization of learning resources for inclusive education implemented
- DepEd ICT platforms and facilities with accessibility features for inclusive education are provided
- Standards, processes, and protocols for the contextualization of the curriculum, learning delivery, and learning resources for IPEd (for both formal and ALS) formulated

Strategy #5
Promoted partnerships to benefit education for learners in situations of disadvantage

- Communication and advocacy plans for inclusive education are implemented
- Partnership with external providers of inclusive education forged
- Standards and protocols for the engagement of stakeholders in support of inclusive education formulated
- Involvement of the community in the implementation of the different learning modalities

Pillar No. 3 Quality

Learners complete K-12 basic education having attained all learning standards that equip them with necessary skills and attributes and are confident to pursue their chosen paths

IO#3.1-Learners attain Stage 1 (K-Grade 3) learning standards of fundamental reading & numeracy skills to provide basis for success in the remaining learning stages

Strategy #1
Ensure alignment of the curriculum, instruction, and classroom assessment methods in all learning areas

- Curriculum guides reflecting the socio-emotional and 21st century skills including the appropriate learning approaches and assessment are developed, disseminated and implemented
- Sustainable Development Goals and human rights, including but not limited to children's rights, integrated in relevant subjects as early as Stage 1 and until Stage 4
- Policies and curriculum standards on Good Manners and Right Conduct (GMRC) and Values Education issued and implemented
- Policies, standards, and program management on curricular, co-curricular and extra curricular activities developed and implemented

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• IO#3.2- Learners attain Stage 2 (Grades 4-6) learning standards in required literacy & numeracy skills apply 21st century skills to various real-life situations

Stage #2
Align resource provision with key stage learning standards

- Learning resources for learning standards reflecting the socio-emotional and 21st century skills provided
- System for the management of learning resources developed and implemented
- System for quality assurance of learning resources developed and implemented
- Researches on curriculum standards, learning management, and learning resources and services completed and disseminated
- Guidelines on safe use of technology in the teaching and learning process formulated and implemented

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IO#3.3- Learners attain Stage 3 (Grades 7-10) learning standards of literacy, numeracy skills and apply 21st century skills to various real-life situations

Stage #3
Assess learning outcomes at each key stage transition and for learners in situations of disadvantage

- Revised National Assessment Framework developed and implemented
- Revised assessment programs with design, tools, administration procedures, and guidelines developed and implemented
- Mechanisms for aggregation of classroom assessment for division-wide-learning assessments in place and operational
- Predictive models using assessment results developed and appropriate trainings implemented
- System for monitoring Philippine Qualifications Framework (PQF) level 1(JHS Certificates) and Level 2 (SHS Diploma) in the qualifications registry (including the National Comptency Standards) established
- Analytical reports on the results of national and international assessments completed and disseminated

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IO#3.4- Learners attain Stage 4 (Grades 11-12) learning standards equipped with knowledge and 21st century skills developed in chosen core, applied and specialized SHS tracks

Stage #4
Strengthen the competence of teachers and instructional leaders in areas such as content knowledge and pedagogy/ instructrion, curriculum and planning, responding to learner diversity, and assessment and reporting

- Professional development programs for teachers developed and implemented in identified priority areas such as but not limited to:
  - Socio-emotional and 21st century skills
  - Learning approaches and learning modalities
  - Assessment
- Program management on curricular, co-curricular and extra curricular
- Professional development programs for instructional leaders (MTs, SHs, PSDS, EPS) to support teacher PD on various priority areas

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• IO#3.5- Learners in the Alternative Learning System attain certification as Elementary or Junior High School completers

Strategy #5
Ensure alignment of curriculum, instruction, and assessment with current and emerging industry and global standards

- Policy, platforms, and mechanism for consultations on curriculum, instruction, and assessment developed and implemented
- Policy on alignment of TEI curriculum and school curriculum issued and implemented
- Policies and mechanisms for tertiary schools on providing the results of college readiness assessments of SHS graduates established

Pillar No. 4 Learners' Empowerment and Resilience

Learners are resilient and aware of their rights to and in education are respected, protected, fulfilled and promoted while being aware of their responsibilities as individuals and as members of society

IO#4.1-Learners are served by a Department that adheres to a rights-based education framework at all levels

IO#4.2-Learners are safe and protected, and can protect themselves, from risks and impacts from natural and human induced hazards

IO#4.3- Learners have the basic physical, mental, and emotional fortitude to cope with various challenges in life

Strategies & Outputs

Strategy #1
Integrate children's and learners' rights in the design of all DepEd policies, plans, programs, projects, processes and systems
- Laws, policies, plans, rules and regulations, contracts, programs, projects and activities containing commitments towards children's rights according to rights-based education framework implemented
- Rights-based education (RBE) framework adopted and implemented
- Standards and mechanisms on child protection developed and implemented
- M&E mechanism on rights-based education framework and legal obligations & commitments on children's rights implemented
- Child Rights in Education Desk (CREDe) institutionalized
- DepEd personnel and stakeholders trained on child rights/RBE
- Positive discipline measures implemented in schools and community
- CPU and CPC structures are established
- Child protection policies implemented

Strategy #2
Ensure that learners know their rights and have the life skills to claim their education-related rights from DepEd and other duty-bearers to promote learners' well-being, while also being aware of their responsibilities as individuals and as members of society
- Child rights education (CRE) in the enhanced K to 12 curriculum, extra- or co-curricular programs, learning environment and culture of the school, learning center, and other learning modalities integrated
- Learning resources on children's and learners' rights in education utilized
- Mechanisms on learners' participation on education and children's rights developed and implemented
- Child protection committee in schools established

Strategy #3
Protecting learners and personnel from death injury, and harm brought by natural and human-induced hazards
- DepEd personnel and learners capacitated on providing MHPSS
- ESD, DRRM, CCAM, and peacebuilding competencies in the K to 12 curriculum integrated
- Personnel and stakeholders capacitated on DRRM, CCAM, and peacebuilding
- Safety and emergency supplies and equipment provided to DepEd offices and schools

Strategy #4
Ensure learning continuity in the aftermath of a disaster or emergency
- Internal and external partners for response, rehabilitation, and recovery mobilized
- Access to relevant responses, rehabilitation, and recovery-related datasets from schools enhanced
- Information, education, and communication (IEC) materials in the aftermath of a disaster or emergency developed and disseminated
- Guidelines on immediate response interventions for learning continuity developed
- MHPSS interventions, including referral mechanisms, for learners and personnel affected by disasters and emergencies are provided
- DepEd inter-agency Comprehensive Rehabilitation and Recovery Plan (CRRP) for disaster and emergency developed
- Regions, divisions, and schools equipped in leading multi-stakeholder groups for the implementation of response, rehabilitation, and recovery
- Major repair and reconstruction of infrastructure and replacement of non-infrastructure damages due to disasters/ and emergencies for rehabilitation and recovery
- Feedback and accountability mechanisms for learners on emergency interventions established

Strategy #5
Protect education investments from the impacts of natural and human-induced hazards
- Risk assessment data for DRRM, CCAM, and peacebuilding established
- DRRM, Peacebuilding, and Climate change-related programs, projects, and activities (PPAs) and budget in DepEd offices and schools annual plans developed
- DRRM, CCAM, and peacebuilding policies implemented in DepEd offices and schools
- Functional DRRM Teams organized in all governance levels
- DRRM, CCAM, and peacebuilding researches published
- Regular programs for structural and non-structural hazard prevention and mitigation measures implemented

Strategy #6
Provide learners with basic health and nutritional services
- Guidelines on health and safety of learners and school personnel, including prevention of COVID-19 developed and implemented
- Post COVID-19 tracking of learners' health and nutrition conditions in schools implemented
- Health personnel and program coordinators trained on management of risky behavior and child protection issues
- Schools' health facilities including WASH and clinics provided
- School-community coordination mechanisms for health and safety of learners in schools established
- Policies, guidelines, and standards on prevention of COVID-19, health & nutrition, and adolescent health & development implemented

Strategy #7
Nurturing and protecting learners' mental and psychosocial health
- Study on effects of student workloads, deadlines and other learning activities completed
- Teachers trained in handling learners experiencing mental and psychosocial health issues
- DepEd personnel and learners capacitated on providing MHPSS

Strategy #8
Promoting learners' physical and emotional development
- School sports and fitness development program framework developed
- Standards for school sports and competition programs developed and implemented
- Teaching and non-teaching DepEd personnel trained on after school sports program
- Partnership on schools sports programs established

Enabling Mechanism: Governance and Management

Efficient, agile, and resilient governance and management processes

EM#1- Ensure all education leaders and managers practice participative, ethical, and inclusive management processes

- Competency-based hiring and promotion system adopted and implemented
- SBM policy revised and implemented
- Policy guidelines for the decentralization of PAPs formulated and implemented
- Basic Education situation analysis and plans submitted to LSBs/RDC and other stakeholders
- Policy on synchronized planning and budgeting issued and implemented
- Revised SIP policy developed and implemented
- Policy on M&E framework and system issued and implemented

EM#2- All personnel are resilient, competent, and continuously improving

- NEAP Transformation deepened and further institutionalized
- Professional standards linked to employee assessment, development, rewarding and recognition
- Employee welfare and benefits standards are developed and implemented;
- DepEd personnel trained on responsive management processes that uphold inclusive and right-based education
- Learning and Development plan developed and implemented under NEAP leadership

EM#3- Ideal learning environment and adequate learning resources for learners ensured

- Standards for a quality and inclusive learning environment for different learner groups for the new normal post covid-19 adopted and implemented
- Standards for the integration of educational technology in teaching and learning developed and implemented
- Standards for learning resource development accessible to all types of learners formulated and implemented

EM#4- Improve and modernize internal systems and processes for a responsive and efficient financial resource management

- Guidelines on modern financial management systems and processes developed and implemented
- Guidelines for performance management and quality assurance systems developed and implemented
- Disaster risk reduction and response mechanisms established
- Policy and research agenda formulated and implemented
- Human Resource Information System (HRIS) in all governance levels developed and implemented
- Internal Control Systems (ICS) framework, guidelines, and standards adopted and implemented
- Guidelines for QMS developed and implemented
- Asset Management System implemented
- Help-Desk Support System for field procurement operations created
- DepEd Integrated Logistics Management System implemented
- Organic procurement units and plantilla positions for procurement officers created
- Personnel trained in procurement
- Contract Management System developed and implemented
- Standards on procurement processes, forms and documents developed and implemented
- Supplier's registry system developed and implemented
- Transparency mechanism developed and implemented
- Guidelines on 3rd party participation in procurement developed and implemented
- Guidelines on customized procurement for selected major programs developed and implemented

EM#5- Strengthen active collaboration with key stakeholders

- Framework for stakeholder engagement developed and implemented
- Guidelines on the use of SEF revised and implemented
- School Governing Council policy revised and implemented
- Policy on the use of partnership information system issued and implemented
- Multisectoral youth development alliances established and operationalized in support of ALS implementation
- Educ Forum actively engaged as multi-stakeholder platform for consultation collaborative research and analysis, and high-level advice on strategic basic education policy

EM#6- Strengthen the public-private complementarity

- Public-Private complementarity framework developed and implemented;
- Manual of regulations for private schools enhanced and implemented
- Organizational and human resource support to qualified personnel in private schools are in place

11.2

LINKAGES OF DEPED AND BEDP TO OTHER EDUCATION AGENCIES

The BEDP sets out a plan for basic education for the next decade until 2030, and integral to the success of the plan are the links between the DepEd and the three other agencies that have major responsibilities for associated educational provision. These links are described below:

Linkages of DepEd/BEDP to the Early Childhood Care and Development Council

The Early Childhood Care and Development Council is an attached agency of DepEd mandated by Republic Act No. 10410 (the Early Years Act of 2013) to act as the primary agency supporting the government's ECCD programs that cover the full range of health, nutrition, early education and social services development programs. The program objectives are to provide for the basic holistic needs of young children from age zero (0) to four (4) years; and to promote their optimum growth and mental development and to prepare them for schooling with the right attitudes and habits..

The ECCD Council also undertakes many complementary functions that interface with the kindergarten curriculum of the DepEd. These functions can be summarized as follows:
- Prepare policies and guidelines for ECCD programs across the country, including the regional level;
- Establish ECCD program standards that reflect developmentally appropriate practices;
- Develop a national system for the recruitment, registration, accreditation, continuing education and equivalency, and credential system of ECCD service providers, supervisors and administrators to improve and professionalize the ECCD sector and upgrade quality standards of public and private ECCD programs;
- Develop a national system of awards and recognition to deserving ECCD program implementers and service providers;
- Promote, encourage and coordinate the various ECCD programs of the DepEd, the DSWD, the DOH and the NNC, and monitor the delivery of services to the ECCD program beneficiaries nationwide;
- Evaluate and assess the impact and outcome of various ECCD programs nationwide through an effective information system;
- Develop a national system for early identification, screening and surveillance of young children from age zero (0) to four (4) years;
- Develop various support mechanisms that maximize public and private resources for implementing ECCD programs, giving priority to the needy and high-risk children from poor communities;
- Provide funds to poor and disadvantaged communities for the establishment and expansion of public ECCD programs, improvement of physical facilities and for hiring of ECCD service providers; and
- Promote and encourage private sector initiatives for the establishment of ECCD programs.

The ECCD Council also helped to introduce the international Nurturing Care Framework for Early Childhood Development (NCFECD) that was developed by WHO, UNICEF, the World Bank Group and other partners to provide a roadmap for ensuring attainment of the Sustainable Development Goals in the Philippines.

The NCFECD outlines:
- Why efforts to improve health and wellbeing must begin in the earliest years, from pregnancy to age 3;
- The major threats to early childhood development;
- How nurturing care protects young children from the worst effects of adversity and promotes physical, emotional and cognitive development; and
- What families and caregivers need to provide nurturing care for young children.

These roles and functions illustrate the importance of the ECCD Council to the successful interface with the basic education K to 12 program because it emphasizes the five interrelated and indivisible components of nurturing care: good health, adequate nutrition, safety and security, responsive caregiving and opportunities for learning so that children can enter Kindergarten ready and excited to reach their full potential in this important year.

Linkages of DepEd/BEDP to the Technical and Skills Development Authority (TESDA)

Under Section 7 of RA 7796, otherwise known as the TESDA Act of 1994, the DepEd Secretary is the co-chairperson of the TESDA Board.
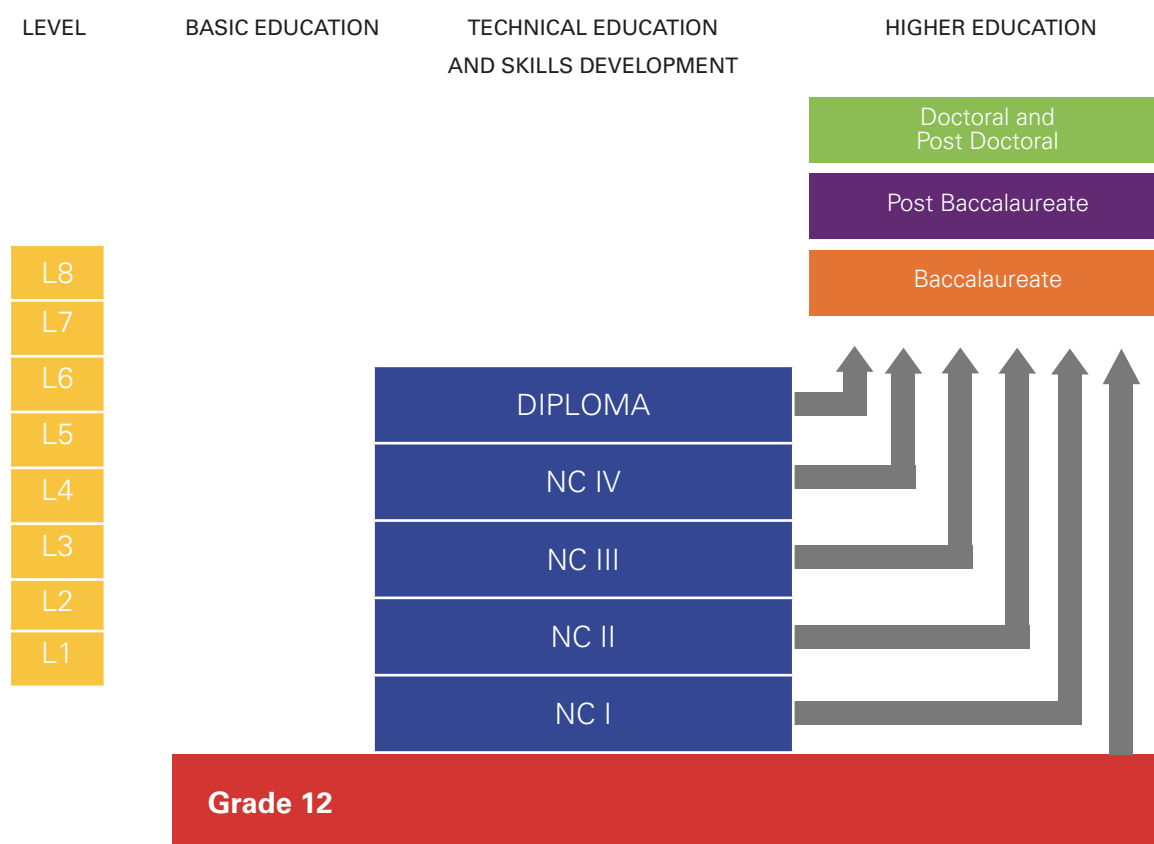
DepEd has included a Technical, Vocational and Livelihood (TVL) track in Senior High School (SHS) and collaborates closely with TESDA, the national agency that oversees technical and vocational education in the country. DepEd observes standards set by TESDA in the implementation of the SHS program, and graduates are able to obtain TESDA certification on successful completion of the secondary track.

TESDA's National Technical Education and Skills Development Plan (NTESDP) 2018–2022 envisions a "vibrant quality TVET for decent work and sustainable inclusive growth." This overarching theme is the rallying cry that primes TESDA and its partners to achieve the NTESDP's primary objective of galvanizing and strengthening the TVET sector through a "two-pronged strategic thrust": 1) Global Competitiveness and Workforce Readiness, and 2) Social Equity for Workforce Inclusion and Poverty Reduction.

Regarding the second strategy, TESDA works on ensuring the social inclusion of youth in situations of disadvantage. TESDA has a scholarship program at the barangay level and promotes the collaboration of all agencies in this endeavor. This results in DepEd and TESDA having common partners for the implementation of programs in technical and vocational education (for example, LGUs, DSWD, and some NGOs).

DepEd and TESDA have several mechanisms for collaboration. A Memorandum of Agreement was signed in 2020 between DepEd and TESDA and there is a consultative committee for the Technical-Vocational-Livelihood (TVL) track. The main point at which significant collaboration occurs between DepEd and TESDA is the Philippine Qualification Framework (PQF). The PQF is a collaborative program governed by the PQF National Coordinating Council composed of DepEd, TESDA, the Commission on Higher Education (CHED), the Professional Regulation Commission (PRC), and the Department of Labor and Employment (DOLE).

Figure 38. Philippines Qualifications Framework

LEVEL	BASIC EDUCATION	TECHNICAL EDUCATION AND SKILLS DEVELOPMENT	HIGHER EDUCATION

Doctoral and Post Doctoral

Post Baccalaureate

Baccalaureate

L8
L7
L6
L5
L4
L3
L2
L1

DIPLOMA

NC IV

NC III

NC II

NC I

Grade 12

Source: Philippine Qualifications Framework website

The establishment of the PQF was a recognition of the need to address major gaps in the education, training, professional, and industry sectors and to align the national training programs with international standards. The PQF establishes the levels of educational qualifications and sets the standards for qualification outcomes. It is a quality-assured national system for the development, recognition, and award of qualifications based on standards of knowledge, skills and values acquired in different ways and methods by learners and workers of the country.[199] The PQF considers Senior High School as the foundation of the 8 levels in the framework and provides eligible SHS graduates the opportunity to obtain qualifications up to Level 5 as well as admission to degree programs in Level 6.

As shown in the Figure 31 above, the PQF has eight Levels of qualifications differentiated by descriptors of expected learning outcomes along three domains: knowledge, skills and values; application; and degree of independence. It has sub-frameworks corresponding to the subsystems of the education and training system. For example, the Technical Education and Skills Development Authority (TESDA) subsystem covers National Certificates (NC) I through IV corresponding to the first four levels, while the Commission on Higher Education Subsystem covers Baccalaureate, Postgraduate Diploma, Masters, and Doctorate that correspond to Levels 6 to 8. The two sub-systems interface in the provision of qualifications at level V.

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[199] Government of the Philippines. Philippine Qualifications Framework. www.pqf.gov.ph

There has been some concern about the fact that Grade 12 graduation is considered as only a foundational level in the PQF because it is believed that the Grade 12 diploma should be rated higher in terms of personal credentials or qualifications given the opportunity cost for undertaking it. Another concern is that students in the TVL Senior High School Track are able to gain National Certificates I and II through TESDA accreditation over the course of SHS, but this is inconsistent with the fact that Grade 12 graduation does not gain even a PQF Level 1 qualification.

More comprehensive advocacy programs are required because very few stakeholders are aware of all the components and advantages of the PQF, making its institutionalization and effectiveness more difficult.

Linkages of DepEd/BEDP to the Commission on Higher Education (CHED)

Under Section 7 of RA 7722, otherwise known as the Higher Education Act of 1994, the DepEd Secretary is the chairperson of the Board of Advisers of CHED, which is mandated to assist CHED in aligning its policies and plans with the cultural, political, and socioeconomic development needs of the nation and with the demands of world-class scholarship.

The Commission on Higher Education aims to improve the tertiary education sector on four fronts:[200] First, it plans to expand access to quality education and training. Second, it wants to enhance the capacity or competencies of graduates and faculty. Third, it plans to develop and foster excellence in colleges and universities. Lastly, it aims to enshrine ethical and innovative governance in the higher education system and institutions. As such, basic education and higher education are inevitably intertwined and are in a mutually reinforcing cyclical relationship.

College education is one of the main exits for the K to 12 program. Grade 12 graduates are expected to possess the competencies to be accepted into college, regardless of their SHS track. However, based on 2018-2019 SHS enrollment and the eventual 2019-2020 college enrollment, only a little more than half of SHS graduates entered college. During the same period, almost two thirds of Grade 12 enrollment was in the academic track, and the majority of college freshmen probably came from this group of students.

More than the capability of students to access higher education opportunities, the quality of the graduates from basic education is also a point of discussion between CHED and DepEd. Institutional entrance exams usually try to filter and attract only the best students. If the graduates from Grade 12 do not have all the requisite competencies, they may end up in lower tier institutions, in a different / secondary course, or forgo college altogether. There is then more pressure for the accepting institutions to ensure that such students catch up over the duration of their higher education.

CHED also has a program for determining priority programs at the national and regional levels. Depending on the overall national priorities and regional contexts, CHED selects the disciplines that will receive more resources by way of student financial assistance and other special programs. This prioritization happens every few years and there is no direct link between this list and the guidance initiatives towards enrollment in the different SHS tracks. The worst-case scenario in this situation is that a SHS graduate will not be able to go to college because his/her SHS specialization has a lot of competency deficiencies for his/her intended college course. CHED has anticipated this problem and through the Free Tertiary Education Law, they endeavor to provide free bridging programs for students in such situations. However, the competency mismatch can serve as a deterrent to

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[200] CHED budget proposal 2017. More recent CHED strategic plan is not available.

enrollment, and some deficiencies can go as high as 30 academic units, making the bridging program effectively another year in college.

The last major interface between DepEd and CHED is in teacher education. As the biggest employer of teachers in the country, DepEd has some power in the market by dictating the characteristics it requires from prospective employees. However, DepEd's tool of choice, the Philippine Professional Standards for Teachers, has been weak in influencing the formal teacher education curriculum in colleges and universities. If the higher education system cannot produce the kinds of teachers the ever-changing environment of basic education needs, some DepEd programs and projects might fail to produce their intended outcomes.

All of these point to the challenges of the current structure of the education sector even after over two decades of implementation. There is a need for more informed and more effective coordination mechanism other than just the existing Teacher Education Council, or other *ad hoc* government committees where education agencies are members. The transition to higher education should be seamless and this can only be achieved if both agencies genuinely try to understand each other's contexts.

11.3
OPERATIONAL PLAN

At level of strategy

	Y1	Y2	Y3	Y4	Y5	Total
Cost of steady-state scenario (in Php millions)	598	597	598	602	607	3,003
	534	071	518	301	242	666

Incremental cost of the Basic Education Development Plan
(in Php millions)

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
Pillar #1 Access	IO#1 - All school-age children, out-of-school youth, and adults have access to relevant basic learning opportunities	IO#1.1 - All 5-year old children attend school IO#1.2 - All learners stay in school and finish key stages IO#1.3 - All learners transition to the next key stage IO#1.4 - All out-of-school children and youth participate in formal or non-formal basic education learning opportunities	Strategy #1 - Improve access to quality and learner-friendly learning environment	50,295	94,259	117,203	136,830	176,346	574,933
			Strategy #2 - Improve capacity to bring and retain learners in school and CLCs	7,432	7,425	7,410	7,398	7,385	37,050
			Strategy #3 - Strengthen mechanisms for providing access to basic learning opportunities for OSC and OSY	7,620	11,099	11,679	11,722	11,952	54,072

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
Pillar #2 Equity	IO#2- School-age children and youth, and adults in situations of disadvantage benefited from appropriate equity initiatives	IO#2.1- All school-age children and youth, and adults in situations of disadvantage are participating in inclusive basic learning opportunities	Strategy #1- Improve program management and service delivery	2,408	3,387	3,435	2,592	2,911	14,733
			Strategy #2- Provide an inclusive, effective, culturally responsive, gender-sensitive, and safe learning environment to respond to the situations of disadvantage	14,996	15,970	16,230	16,460	16,488	80,143
			Strategy #3- Improve contextualized curriculum and learning delivery	10	15	320	325	330	1,000
		IO#2.2- All learners in situations of disadvantage receive appropriate quality education	Strategy #4 - Enhance DepEd platforms for learning resources	1,274	1,783	2,292	2,701	3,111	11,162
			Strategy #5 - Promote partnerships to benefit education for learners in situations of disadvantage	18	93	93	93	93	391

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
Pillar #3 Quality	IO#3- Learners complete K to 12 basic education, having attained all learning standards that equip them with the necessary skills and attributes to pursue their chosen paths	IO#3.1 - Learners attain Stage 1 (K–Grade 3) learning standards of fundamental reading and numeracy skills to provide a basis for success in the remaining learning stages	Strategy #1- Align curriculum and instruction methods in all subjects	3,526	3,490	3,468	3,463	3,479	17,427
		IO#3.2 - Learners attain Stage 2 (Grades 4–6) learning standards in required literacy and numeracy skills and apply 21st century skills to various real-life situations	Strategy #2- Build capacity for assessment through professional development	54	54	54	54	54	270

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
		IO#3.3 - Learners attain Stage 3 (Grades 7-10) learning standards of literacy, numeracy skills and apply 21st century skills to various real-life situations	Strategy #3 Assess learning outcomes at each key stage transition and for learners in situations of disadvantage	78	87	88	76	73	402
		IO#3.4 - Learners attain Stage 4 (Grades 11-12) learning standards equipped with knowledge and 21st century skills developed in chosen core, applied and specialized SHS tracks	Strategy #4 Align resource provision with key stage learning standards	19,903	23,323	27,131	26,941	30,292	127,589
		IO#3.5 - Learners in the Alternative Learning System attain certification as Elementary or Junior High School completers	Strategy #5 Enhance planning, monitoring and evaluation capacities in field offices (region, division and schools)	1,704	1,734	1,766	1,797	1,830	8,830

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
Pillar #4 Resilience and Well-Being	IO#4- Learners are resilient and know their rights, and have the life skills to protect themselves and claim their education-related rights from DepEd and other duty-bearers to promote learners' well-being	IO#4.1- Learners are served by a Department that adheres to a rights-based education framework at all levels	Strategy #1 - Integrate children's and learners' rights in the design of all DepEd policies, plans, programs, projects, processes, and systems	2,213	2,311	2,409	2,514	2,622	12,069
			Strategy #2 - Ensure that learners know their rights and have the life skills to claim their education-related rights from DepEd and other duty-bearers to promote learners' well-being	1,107	1,156	1,205	1,257	1,311	6,035
		IO#4.2 - Learners are safe and protected, and can protect themselves, from risks and impacts of natural and human-induced hazards	Strategy #1 – Protect learners and personnel from death, injury, and harm brought by natural and human-induced hazard	6,967	6,960	6,945	6,933	6,920	34,725
			Strategy #2 – Provide learners with access to emergency learning interventions in the aftermath of a disaster	472	472	472	472	472	2,360

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
			Strategy #3– Ensure that education facilities are safe and protected from the impacts of natural and human-induced hazards	1,697	1,697	1,697	1,697	1,697	8,485
		IO#4.3- Learners have the basic physical, mental, and emotional fortitude to cope with various challenges in life	Strategy #1 – Provide learners with basic health and nutritional services	3,320	3,467	3,614	3,771	3,933	18,104
			Strategy #2 – Nurture and protecting learners' mental and psychosocial health	-	-	-	-	-	-
			Strategy #3 - Promote learners' physical and emotional development	6,250	6,348	6,446	6,551	6,659	32,254

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
Pillar #5 Enabling Mechanisms – Governance and Management	Efficient, agile, and resilient governance and management processes		EM#1- Education leaders and managers practice participative, ethical, and inclusive management processes	1,136	1,156	1,177	1,198	1,220	5,887
			EM#2- Strategic human resource management enhanced for continuing professional development and opportunities	305	310	315	321	326	1,578
			EM#3- Standards in basic education are set, disseminated and implemented to provide learners with a quality and inclusive learning environment	284	289	294	300	305	1,472

Pillar	Intermediate Outcomes	Sub-Intermediate Outcomes	Strategies	Y1	Y2	Y3	Y4	Y5	Total
			EM#4- Improve and modernize internal systems and processes for a responsive and efficient financial resource management	5,747	8,134	7,722	7,201	7,686	36,490
			EM#5- Key stakeholders actively collaborate to serve learners better	16	16	26	26	26	108
			EM#6- Public and private education work more collaboratively under a dynamic and responsive complementarity framework	9	56	56	56	56	234

N. B. Tallies may not reconcile due to rounding error

	Y1	Y2	Y3	Y4	Y5	Total
Incremental annual cost of the BEDP (in Php millions)	138 838	195 091	223 550	242 749	287 574	1,087 802
Add: steady-state scenario (in PhP millions)	598 534	597 071	598 518	602 301	607 242	3,003 666
Total annual cost of the BEDP (in PhP millions)	**737 372**	**792 161**	**822 068**	**845 050**	**894 816**	**4,091 468**

11.4
STEERING COMMITTEE AND THEMATIC WORKING GROUP MEMBERS

Name	Position
Leonor Magtolis Briones	Secretary of Education
Nepomuceno A. Malaluan	Undersecretary- Chief of Staff
Jesus L.R. Mateo	Undersecretary for Planning, Human Resources, and Organizational Development
Diosdado M. San Antonio	Undersecretary for Curriculum and Instruction
Alain Del B. Pascua	Undersecretary for Procurement and Administration
Annalyn M. Sevilla	Undersecretary for Finance
Tonisito M.C. Umali	Undersecretary for Legislative Affairs
Josephine G. Maribojoc	Undersecretary for Legal Service
G.H. Ambat	Assistant Secretary for Alternative Learning System Program and Taskforce
Alma Ruby C. Torio	Assistant Secretary for Curriculum and Instruction
Ramon Fiel G. Abcede	Assistant Secretary for Finance
Alberto T. Escobarte	Assistant Secretary for Legal Service
Estela L. Carino	Regional Director, CAR
Wilfredo E. Cabral	Regional Director, Region IVA
Malcolm S. Garma	Regional Director, NCR
Salustiano T. Jimenez	Regional Director, Region VII
Arturo B. Bayocot	Regional Director, Region X
Francis Cesar B. Bringas	Regional Director, Region XII
Roger Masapol	Director of Planning
Armando Ruiz	Director, Budget Office
Leila Areola	Director, Bureau of Learning Delivery
Joyce Andaya	Director, Bureau of Curriculum Development
Raul La Rosa	Director, Bureau of Learning Resources
Nelia Benito	Director, Bureau of Education Assessment

Name	Position
John Siena	Director, National Educators Academy of the Philippines
Marilette Almayda	Director, Alternative Learning System
Ronilda Co	Director, Disaster Risk Reduction and Management Service
Abram Abanil	Director, Information and Communications Technology Service
Rhoan Orebia	Director, Legal Service
Jennifer Lopez	Director, Bureau of Human Resource and Organizational Development
Anne Rachel Miguel	Director, Bureau of Human Resource and Organizational Development
Leilani Galvez	Director, Internal Audit Service
Runvi Manguerra	Director, Teacher Education Council
John Joshua M. Duldulao	Coordinator, Education Futures Programme

11.5
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