

ASIAN DEVELOPMENT BANK

TAR: PHI 36677

TECHNICAL ASSISTANCE
(Financed by the Government of Australia)

TO THE

REPUBLIC OF THE PHILIPPINES

FOR

DEVELOPMENT OF BASIC EDUCATION

IN THE AUTONOMOUS REGION IN MUSLIM MINDANAO

December 2004

CURRENCY EQUIVALENTS

(as of 15 December 2004)

Currency Unit	–	peso (P)
P1.00	=	\$0.0178
\$1.00	=	P56.28

ABBREVIATIONS

ADB	–	Asian Development Bank
ARMM	–	Autonomous Region in Muslim Mindanao
BEDP	–	basic education development plan
DEDP	–	division education development plan
DepEd	–	Department of Education
JBIC	–	Japan Bank for International Cooperation
NGO	–	nongovernment organization
TA	–	technical assistance

TECHNICAL ASSISTANCE CLASSIFICATION

Targeting Classification	–	Targeted intervention
Sector	–	Education
Subsector	–	Education sector development
Theme	–	Inclusive social development

GLOSSARY

madrasah	–	Privately operated Islamic school
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NOTES

- (i) The fiscal year (FY) of the Government and its agencies ends on 31 December. FY before a calendar year denotes the year in which the fiscal year ends, e.g., FY2000 ends on 31 December 2000.
- (ii) In this report, "\$" refers to US dollars.

This report was prepared by W. Duncan.

I. INTRODUCTION

1. The Asian Development Bank (ADB) has been supporting the improvement of basic education in Mindanao since the mid-1990s through the ongoing Secondary Education Development and Improvement Project, and studies and other activities to prepare for the proposed Mindanao Basic Education Development Project.¹ The Government of the Philippines places high priority on the development of Mindanao, and recently launched the Mindanao National Initiative that aims to foster equity, stability, and uplifting of the Mindanao people. Mindanao is one of ADB's priority geographic areas in the Philippines, given its high poverty incidence and low levels of social development. The poorest part of Mindanao is the Autonomous Region in Muslim Mindanao (ARMM).

2. To prepare a solid foundation for improving the ARMM education system, the Government has requested advisory technical assistance (TA) from ADB to help the ARMM Department of Education (DepEd-ARMM) prepare a comprehensive plan for basic education development to respond to the specific educational needs of children. The Government has concurred with the goals, purpose, outputs, scope, implementation arrangements, costs and financing of the TA, and the terms of reference of the consultants.² The TA framework is in Appendix 1.

II. ISSUES

3. ARMM was created in 1991 and covers the five provinces of Basilan, Lanao del Sur, Maguindanao, Sulu, and Tawi Tawi; and the city of Marawi. The population in 2000 was 2.87 million or 3.8% of the national population. Muslims are the dominant social group (76%), followed by Christians (11%), and indigenous people (13%). The poverty incidence, at 71% in 2000, is the highest in the country, and almost doubles the national average of 40%. Average household income is about 57% of the national average; life expectancy is 10 years less, and infant mortality is 30% higher. These disturbing figures are reflected in the net enrolment rates in basic education, which are the lowest in the country. The initial poverty and social analysis is in Appendix 2.

4. Education in ARMM is marked by a long history of deprivation and underfunding, resulting in levels of educational development far below the Millennium Development Goals for education, and well below national achievements. The elementary net enrollment rate in 2001 was 82% compared with the national average of 96%, and the secondary school participation rate was the lowest in the country (39% in 2001, compared with the national average of 72%). The cohort survival rate of 40% at the elementary level is only half of the country's, while a maximum of only 20% of children who begin elementary school complete secondary schooling.³

5. Most children in ARMM are enrolled in public schools, but many also attend madrasah on weekends for religious education. Madrasah are privately operated Islamic schools covering mainly primary education. There are 440 madrasah, of which only 44 are accredited, with a pupil population of almost 90,000. Most concentrate on Islamic religious and cultural teachings, with Arabic as the medium of instruction. The graduates of madrasah have difficulty finding employment because they are weak in Filipino, English, and numeracy. A small number of

¹ The project preparatory TA for the Mindanao Basic Education Development Project was conducted during 1996–1997, with follow-up work carried out in 2000. Further development of the project has been postponed.

² The TA first appeared in *ADB Business Opportunities* (Internet edition) on 28 October 2003.

³ Data from World Bank. November 2003. Human Development for Peace and Prosperity in the Autonomous Region in Muslim Mindanao. Manila.

madrasah (around 35) offer the national basic education curriculum along with religious education, and are accredited by the Government. The sector is diverse, as each madrasah operates independently and curricula vary considerably according to the background and country of training of the operators and teachers.

6. The Organic Law (Republic Act 6734) that created ARMM in 1991 identifies, as a top priority, the establishment of “a complete and integrated system of quality education” and the adoption of “an educational framework that is relevant and responsive to the needs, ideals, and aspirations of the people in the region.” The ARMM government faces many difficulties in meeting this mandate. The long-running conflict situation, widespread poverty, large number of poorly educated youth and adults, diversity of the population including indigenous groups, lack of decentralization in education management, a curriculum that is seen by many as not relevant for ARMM in many respects, and a serious lack of funding for education present severe challenges. A perceived conflict between preparing students for citizenship in the Filipino nation and preparing them for membership in the ARMM Islamic community has resulted in a two-tier system of public schools and madrasah. Pressure is growing now for schools and madrasah to be put on a more even footing, as reflected in the goal for basic education recently formulated by DepEd-ARMM “to achieve good quality, relevant basic education for pupils in both public schools and madrasah, and contribute meaningfully to peace and nation building.”⁴ Divisions are unresolved over the goals of basic education in relation to nation building, and finding a balance between preparing students for their future lives as Muslim residents of ARMM and as citizens of the Philippines. Related to this is the ongoing discussion on the future role of madrasah education. The challenge is to build an education system that is relevant to ARMM and sensitive to religious values and diversity, but also prepares students to take part in the life of the nation.

7. These overarching issues are compounded in schools by a set of resource-related issues including a lack of classrooms and teachers, especially at the secondary level; continuing deterioration of school buildings; a shortage of teaching and learning materials; limited funding for school operations and professional development of principals and teachers; poor quality teaching; and frequent disruptions to schooling caused by the conflict. Improved local level planning and management through implementation of the new law on decentralized basic education management could help alleviate some of these problems.

8. Several ongoing foreign-assisted projects support education in ARMM.⁵ The involvement of different aid organizations is welcomed by DepEd-ARMM, while recognizing that a clear framework is needed to coordinate these efforts, and ensure consistency and relevance. DepEd-ARMM therefore wishes to prepare a comprehensive basic education development plan that will address ARMM’s diverse educational needs and provide a framework to guide education development. The Government has requested assistance to develop, operationalize, and cost a comprehensive but feasible basic education development plan; and to improve the capacity of the region to implement such a plan.

⁴ As a first step in the development of an education plan specifically for ARMM, DepEd-ARMM has produced a schematic outline of a 10-year education master plan with the assistance of the Australian Agency for International Development.

⁵ Those currently providing support to ARMM include the Secondary Education Development Project (ADB and Japan Bank for International Cooperation); the Basic Education Assistance in Mindanao Project (Australian Agency for International Development); the ARMM Social Fund (World Bank); and the Growth with Equity in Mindanao Project II (United States Agency for International Development).

III. THE TECHNICAL ASSISTANCE

A. Purpose and Output

9. The long-term goal of the TA is to improve access to, and the quality of, education in the ARMM. The main purpose is to improve the capacity of DepEd-ARMM to plan and manage the development of basic education effectively, in a new decentralized context. The output of the TA will be the ARMM 10-year basic education development plan, 2005–2015 (BEDP). The BEDP will focus on strategies for closing the education gap between ARMM and the rest of the country. Specific proposals to meet future investment needs, based on the BEDP, will also be developed.

B. Methodology, Approach, and Key Activities

10. The BEDP will be based on the Organic Act for the Republic Act 9054, which states that Muslim culture, mores, customs, and traditions will be integrated and preserved in the curriculum of public schools. The BEDP will also be anchored on the vision and goals of the national Education for All Plan 2015. In formulating the Plan, DepEd-ARMM will consult widely with local education managers, local government units, the madrasah education sector, businesses, and communities. This will help ensure ownership of the BEDP among various sections of the community.

11. The BEDP will cover the needs of the entire basic education system: preschool education, elementary and secondary education, nonformal education, and madrasah education. A central theme will be the integration of public schools and madrasah into one cohesive, regional education system. Strategies for upgrading teacher education and for raising education quality through the involvement of reputable regional universities will be identified. For each of these areas, the BEDP will outline basic goals; determine priorities; and identify minimum standards, key result areas, and targets. Action plans for each area will be developed, and the resource requirements specified. Separate division education development plans (DEDPs) will be formulated on the basis of the plan, as well as a system for monitoring BEDP implementation.

12. A key feature of the BEDP will be the identification of empirical targets and estimates of the associated budgetary requirements. The setting of targets will be based upon a realistic assessment of what can be implemented given current human resources, the ongoing conflict situation, and the financial resources likely to be available. The BEDP will project future budgetary needs based on different scenarios, covering what would be required to close the education gap between ARMM and the rest of the country and to reach Education for All goals. One important aspect of this exercise will be the improvement of policy decision-making, by introducing resource requirements and resource availability as a critical element.

13. Cross-sector issues identified by the ARMM Government as key to upgrading the quality and relevance of basic education will also be addressed, including the decentralization of education management, and improved resource management. Two other areas the ARMM Government regards as critical, the development of a nationally accredited curriculum for madrasah, and the establishment of a regional information management system, are being supported by the Basic Education Assistance in Mindanao Project funded by the Australian Agency for International Development.

14. The TA will support a training program for key personnel on BEDP and project implementation, funds management and reporting, and monitoring and evaluation. To ensure the relevance, credibility, and acceptance of the BEDP, the formulation process will involve all relevant stakeholders including regional and division education officials, principals and teachers, madrasah operators and teachers, local government, students, parents, and the community. The national DepEd will remain involved throughout the process to help ensure that national standards are met, and that lessons learned are spread to other areas of Mindanao.

15. The major activities required to accomplish these objectives include (i) reviewing the education data currently available; (ii) developing a survey to validate or gather additional school data, if necessary; (iii) identifying key issues in ARMM education; (iv) clarifying outstanding policy issues; (v) helping the Government to identify the roles and responsibilities of the different levels of the ARMM education system within a decentralized environment (region, divisions and schools); (vi) developing guidelines and handbooks to guide the decentralization of education management and an associated capacity-building program; (vii) developing DEDPs for each division; (viii) training DepEd-ARMM personnel in education planning and project management; (ix) reviewing ARMM education financing and consulting with national and local government agencies, the private sector, and civil society to identify possible new funding sources; (x) developing a draft 10-year BEDP covering basic education and teacher education; (xi) conducting extensive workshops to develop consensus on plan priorities, including major external agencies active in ARMM; (xii) preparing a costed, prioritized plan.

C. Cost and Financing

16. The total cost of the TA is estimated at \$535,000 equivalent, of which \$185,000 is the foreign exchange cost and \$350,000 equivalent the local currency cost. The Government has requested financing of \$375,000 equivalent to cover the entire foreign exchange cost and \$190,000 equivalent of the local currency cost. The TA will be financed on a grant basis by the Government of Australia. The Australian funds will be administered by ADB. The Government will finance the balance of the local currency cost, equivalent to \$160,000, through the provision of counterpart staff; local travel for staff; office accommodation; administrative and secretarial support; and use of printers, photocopiers, and telephones. Details of the cost estimates are in Appendix 3.

D. Implementation Arrangements

17. The TA will be implemented by DepEd-ARMM, and will be located in the Planning Office. The TA will strengthen the capacity of the Planning Office by involving staff in development of the BEDP, on-the-job training with the consultants, and formal training workshops. A program steering committee will provide policy guidance to the TA, to be chaired by the secretary, DepEd-ARMM and vice-chaired by the director of the ARMM Regional Planning and Development Office with membership from national DepEd, other involved agencies, and the madrasah sector. The responsibilities of the steering committee are defined in Appendix 4. The Bureau of Madaris⁶ will be involved in developing the BEDP with the active participation of madrasah operators and teachers.

18. The TA will be implemented over 12 months (April 2005–March 2006), with frequent workshops and consultation meetings. Technical working groups will work with the consultants

⁶ Madaris is commonly used as the plural form of madrasah in ARMM.

on the BEDP, the decentralization guidelines and handbooks, and preparation of the training programs.

19. The TA will require 5 person-months of international and 10 person-months of domestic consulting services in education planning and education management. Using ADB's quality- and cost-based selection method, international and domestic consultants will be recruited through a consulting firm using a simplified technical proposal in accordance with ADB's *Guidelines on the Use of Consultants*. The consulting firm will be responsible for organizing and facilitating all workshops and procuring equipment. Procurement under the TA will be in accordance with ADB's *Guidelines for Procurement*. Outline terms of reference for the consultants, including reporting requirements, are in Appendix 4.

IV. THE PRESIDENT'S DECISION

20. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance not exceeding the equivalent of \$375,000 to the Government of the Philippines to be financed on a grant basis by the Government of Australia for the Development of Basic Education in the Autonomous Region in Muslim Mindanao, and hereby reports this action to the Board.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>Goal Improve access and quality in Autonomous Region in Muslim Mindanao (ARMM) for basic education.</p>	<ul style="list-style-type: none"> ▪ Narrowed gaps between ARMM and the rest of the country in participation rates and academic performance 	<ul style="list-style-type: none"> ▪ Review of ARMM and national education statistics 	
<p>Purpose Improve capacity in the Department of Education (DepEd) in the ARMM to plan and manage the development of basic education effectively, in a new decentralized context.</p>	<ul style="list-style-type: none"> ▪ Ten-year basic education development plan (BEDP) updated at least every 5 years, based on realistic projections and assessments ▪ DepEd-ARMM staff able to develop appropriate and costed education plans independently 	<ul style="list-style-type: none"> ▪ Review of updated plans prepared by DepEd-ARMM staff ▪ Review of annual education management information system statistics covering public and private sector. 	<p>Assumption DepEd-ARMM staff trained under the technical assistance (TA) will remain in ARMM. Risk The regional government will not support the importance of realistic education plans in guiding investment and development.</p>
<p>Outputs</p> <ol style="list-style-type: none"> 1. ARMM 10-year basic education development plan, 2005–2015 formulated 2. Distinct proposals for future funding identified 3. Guidelines for the decentralization of education management in ARMM developed 4. Education managers and school heads trained on the new decentralized structure and responsibilities 	<ul style="list-style-type: none"> ▪ Education development plan completed and published; and identifying clear policies, priorities, measurable outputs, and investment requirements for basic education ▪ Set of proposals or outlines developed, that ARMM-DepEd can use to seek funding support for BEDP implementation ▪ Guidelines completed and approved by DepEd-ARMM and national DepEd ▪ Capacity-building program conducted satisfactorily 	<ul style="list-style-type: none"> ▪ Review of completed BEDP ▪ Review of completed proposals ▪ Published implementation guidelines and written approval from national DepEd ▪ Report on program from consultants including evaluation of participants 	<p>Risk Stakeholders will fail to reach a consensus on the goals of basic education and priorities.</p> <p>Assumption DepEd-ARMM will support meaningful decentralization of education management. Risk Consensus will not be reached on a model for decentralization. Assumption All education managers will participate fully.</p>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>5. Division education managers trained on development of division education development plans (DEDPs)</p> <p>6. DEDPs developed for all divisions</p> <p>7. Education managers and planners trained in education planning and project management</p>	<ul style="list-style-type: none"> ▪ Capacity-building program conducted satisfactorily for at least 110 managers. ▪ Seven DEDPs developed ▪ At least 50 managers and planners trained 	<ul style="list-style-type: none"> ▪ Report on program from consultants including evaluation of participants ▪ Review of DEDPs by DepEd-ARMM, and Asian Development Bank ▪ Participant lists and evaluations of the training program 	<p>Assumption All education managers will participate fully.</p> <p>Risk Accurate data and projection will not be available for districts.</p> <p>Assumption All education managers will participate fully.</p>
<p>Major Activities</p> <p>1. Review draft 10-year education master plan.</p> <p>2. Review and analyze available education data.</p> <p>3. Develop guidelines for decentralization of basic education management.</p> <p>4. Develop decentralization handbooks for schools, divisions and the region.</p> <p>5. Deliver capacity-building program for decentralizing basic education management.</p> <p>6. Deliver capacity-building program for DEDPs</p> <p>7. Develop seven DEDPs.</p>	<ul style="list-style-type: none"> ▪ Written review of draft plan ▪ Report on data available. ▪ Stakeholders consulted ▪ Guidelines developed and issued by DepEd-ARMM ▪ Three decentralization handbooks developed, printed and distributed ▪ Training program conducted ▪ Training program conducted ▪ Necessary data defined and collected ▪ Consultations carried out within districts ▪ DEDPs developed for each division in conjunction with DepEd-ARMM and the consultants ▪ DEDPs validated in divisions 	<ul style="list-style-type: none"> ▪ Review of published guidelines ▪ Review of published handbooks ▪ Program evaluation and outputs ▪ Program evaluation and outputs ▪ Consultant reports ▪ DEDPs 	<p>Risk Agreement cannot be reached on how to decentralize responsibilities.</p> <p>Assumption Appropriate participants are selected.</p> <p>Assumption Appropriate participants are selected.</p> <p>Assumption DEDPs will be databased and consultations carried out with all stakeholders.</p>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
8. Complete 10-year basic education development plan.	<ul style="list-style-type: none"> ▪ Clarification of outstanding policy issues ▪ Review of current and potential new sources of funding ▪ Costing scenarios developed against estimated education revenues ▪ BEDP accepted by major stakeholders 	<ul style="list-style-type: none"> ▪ Consultant reports ▪ Review of BEDP and costing scenarios 	<p>Risk Consensus on policy issues cannot be reached. BEDP is acceptable to all major stakeholders.</p>
9. Develop a list of actions required to ensure effective implementation of the education development plan.	<ul style="list-style-type: none"> ▪ Major steps and actions needed are identified ▪ Actions are packaged into funding proposals to implement the BEDP 	<ul style="list-style-type: none"> ▪ Written proposals 	
<p>Inputs</p> <p>Consulting services for education planning</p> <p>Consulting services for education management</p> <p>Training programs</p> <p>Printing</p>	<ul style="list-style-type: none"> ▪ International consultant (1 for 5 person-months) ▪ Domestic consultant (1 for 5 person-months) ▪ Domestic consultant (1 for 5 person-months) ▪ Capacity-building programs for school heads and principals, division officials, and regional staff ▪ BEDP ▪ Decentralization guidelines ▪ Decentralization handbooks for schools, divisions and the region 		

INITIAL POVERTY AND SOCIAL ANALYSIS

A. Linkages to the Country Poverty Analysis

Is the sector identified as a national priority in country poverty analysis?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Is the sector identified as a national priority in country poverty partnership agreement?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Contribution of the sector or subsector to reducing poverty in the Philippines:			
<p>Inadequate education is one of the most powerful determinants of poverty, and unequal access to educational opportunity is a strong correlate of income inequality.</p> <p>The basic education indicators for the Autonomous Region of Muslim Mindanao (ARMM) are the lowest in the Philippines. Net enrollment rates in primary and secondary education are just 82% and 39% respectively, while the primary school completion rate of 40% is just over half that of the rest of the country. Low levels of education lead to joblessness, poverty, and alienation from mainstream Philippine society.</p> <p>The education system in ARMM receives only low levels of government funding, but has recently begun to attract funding from external sources. To ensure that government and aid resources are used efficiently and effectively, for both public schools and madrasah, a basic education development plan (BEDP) is needed to plan the development of basic education in ARMM. This will help ensure quality education for poor children and achievement of the millennium development goal of ensuring that all children complete a full course of primary education by 2015.</p>			

B. Poverty Analysis

Targeting Classification: Targeted intervention

<p>The incidence of poverty in ARMM is among the highest in the Philippines, with 71% of the population living in poverty in 2000 (national incidence 40%). This is linked to the long-standing armed conflict led by Muslim groups fighting for an independent Mindanao, with consequent upheaval of the population, fear and insecurity among people living in affected areas, and low levels of investment and economic development.</p> <p>Improving levels of basic education attainment will help fight poverty. In ARMM, the challenge is to ensure that children complete the education cycle while receiving a good quality education. Strategies for improving completion rates will form an important part of the BEDP, and may include programs for identifying and supporting children at risk of dropout, flexible school schedules or special programs for children who are often absent from school, remedial programs, and school health clinics or school feeding programs.</p> <p>By giving children a stronger educational foundation, transition rates to post-basic education will increase. Higher educational levels are positively associated with better incomes and lower poverty levels, as well as better life skills.</p> <p>Special attention will be paid to the needs of girls who are slightly outnumbered by boys in schools, unlike in the rest of the Philippines.</p>

C. Participation Process

Is there a stakeholder analysis?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
<p>A stakeholder analysis will be conducted during implementation of the technical assistance (TA)</p>		
Is there a participation strategy?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
<p>A participation strategy will be developed during implementation of the TA. The TA design includes extensive consultations and workshops with DepEd-ARMM, madrasah operators and the Bureau of Madari Education, local governments, public school and madrasah principals, teachers and parents, as well as local communities.</p>		

D. Gender Development

<p>Strategy to maximize impacts on women: A gender strategy will be incorporated into the BEDP. In schools, fewer girls than boys are enrolled (49% versus 51%). A similar situation exists for madrasah. At the level of school principals, men also dominate. The TA will pay special attention to how to address the needs of girls in schools and madrasah, including community advocacy campaigns, and how to increase the number of female teachers and principals. The plan will incorporate strategies to ensure that teacher-training programs build in incentives that maximize the participation of women teachers.</p>		
Has an output been prepared?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

E. Social Safeguards and other Social Risks

Item	Significant/ Not Significant/ None	Strategy to Address Issues	Plan Required
Resettlement	<input type="checkbox"/> Significant <input type="checkbox"/> Not significant <input checked="" type="checkbox"/> None		<input type="checkbox"/> Full <input checked="" type="checkbox"/> None
Affordability	<input type="checkbox"/> Significant <input checked="" type="checkbox"/> Not significant <input type="checkbox"/> None	The BEDP will design strategies to help ensure the continued affordability of education for children from lower income families.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Labor	<input type="checkbox"/> Significant <input checked="" type="checkbox"/> Not significant <input type="checkbox"/> None		<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Indigenous Peoples	<input type="checkbox"/> Significant <input checked="" type="checkbox"/> Not significant <input type="checkbox"/> None	The BEDP will design strategies to increase the access of indigenous people to good quality, relevant education.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Other Risks and/or Vulnerabilities	<input type="checkbox"/> Significant <input type="checkbox"/> Not significant <input checked="" type="checkbox"/> None	No negative impacts to be mitigated	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

COST ESTIMATES AND FINANCING PLAN
(\$)

Item	Foreign Exchange	Local Currency	Total Cost
A. Government of Australia Financing ^a			
1. Consultants			
a. Remuneration and Per Diem			
i. International Consultants	110,000	0	110,000
ii. Domestic Consultants	60,500	0	60,500
b. International and Local Travel ^b Reports and Communications	3,000 0	17,000 1,000	20,000 1,000
2. Training, Workshops, and Meetings, Resource Persons and Materials ^c	0	127,000	127,000
3. Printing ^d	0	3,000	3,000
4. Field Work and Studies ^e	0	9,000	9,000
5. Miscellaneous Administration and Support Costs			
a. Office Supplies	0	1,000	1,000
b. Local Assistants	0	2,500	2,500
6. Equipment ^f	1,500	0	1,500
6. Representatives for Contract Negotiations ^g	0	1,500	1,500
5. Contingency	10,000	28,000	38,000
Subtotal (A)	185,000	190,000	375,000
B. Government of the Philippines Financing			
1. Office Accommodation and Local Transport ^h	0	50,000	50,000
2. Remuneration and Per Diem of Counterpart Staff			
a. DepEd-ARMM Staff	0	55,000	55,000
b. Technical Working Groups	0	30,000	30,000
3. Other ⁱ	0	35,000	35,000
4. Contingency	0	40,000	40,000
Subtotal (B)	0	160,000	160,000
Total	185,000	350,000	535,000

DepEd-ARMM = Department of Education-Autonomous Region in Muslim Mindanao.

^a Administered by the Asian Development Bank.

^b Includes car rental.

^c Training programs in education planning, decentralized education management, district plan development, education development plan implementation and monitoring, financial management and reporting, project management; workshops for development and validation of the education plan, development of decentralization guidelines and handbooks, and steering committee meetings.

^d Printing of education development plan, guidelines and handbooks.

^e Data collection for education development plan, including payment of field workers.

^f Includes two computers and a laser jet printer.

^g Includes cost of travel and per-diem for two government observers invited for contract negotiations.

^h Includes office space, workshop locales, use of computers and photocopiers, and domestic travel for staff.

ⁱ Includes hosting of seminars and meetings, utilities and telephone, supplies, interpreting services, courier services and other support costs.

Source: Asian Development Bank and Government estimates.

OUTLINE TERMS OF REFERENCE

A. Implementing Units

1. Program Steering Committee (PSC)

1. The steering committee will be primarily responsible for providing policy guidance on the implementation of the technical assistance and the basic education development plan (BEDP) and in reporting to the Autonomous Region in Muslim Mindanao (ARMM) regional governor, the secretary of the Department of Education (DepEd), the Office of the President, and oversight agencies on the status of implementation of the ARMM 10-year BEDP and the specific projects indicated therein. The steering committee will be headed by DepEd-ARMM and vice-chaired by the director of Regional Planning and Development Office. Members will include

- (i) a representative from the national office of DepEd;
- (ii) a representative from the national office of the National Economic and Development Authority;
- (iii) a representative from the Office of the Regional Governor;
- (iv) a representative from a teacher education institution;
- (v) regional director for the Commission on Higher Education;
- (vi) director, Office of Muslim Affairs;
- (vii) representatives from Muslim, madrasah, and indigenous peoples' organizations; and
- (viii) representatives from local government units.

2. The steering committee will meet on a quarterly basis, but convene at any time as needed by the chair, or at the request of members of the committee.

B. Consultants

3. Three consultants (for a total of 15 person-months) will be required in the areas of education planning and curriculum development and planning.

1. Education Planner/Team Leader (international, 5 person-months)

4. A specialist in education planning will be recruited for 5 person-months to help prepare the ARMM 10-year BEDP and act as the team leader. Specifically, the consultant will

- (i) review existing documents on ARMM and any existing plans;
- (ii) review the education data currently available in the database of DepEd-ARMM for public schools;
- (iii) review the education data currently available for madrasah;
- (iv) design and carry out a survey to fill in the gaps in the available data and validate existing data;
- (v) hold consultation meetings with stakeholders to clarify outstanding policy issues;
- (vi) hold training workshops with divisions to develop division education development plans (DEDPs) based on Education for All targets;
- (vii) set realistic division targets based upon the division plans and detail the specific needs of preschool education, formal elementary and secondary education, alternative learning system, and madrasah education;
- (viii) develop a detailed BEDP in collaboration with the technical working group;
- (ix) indicate potential areas for investment based upon the priorities and funding requirements identified in the BEDP;

- (x) formulate a mechanism and structure to allow DepEd-ARMM to take the lead in implementing programs and projects, in close coordination with the ARMM Office of Overseas Development Assistance;
- (xi) develop a set of proposals or outlines that can be used by DepEd-ARMM to seek funding to implement the BEDP; and
- (xii) produce three joint reports: an inception report, a short midterm report on progress to date, and a short final report that assesses the overall contribution made by the TA in strengthening ARMM's capacity to prepare and implement an education plan. The major output of the technical assistance (TA) will be an agreed education plan.

2. Education Planner/Economist (domestic, 5 person-months)

5. A specialist in education planning, with experience in education economics or financial analysis, will be recruited for 5 person-months to help prepare the ARMM 10-year BEDP, focusing particularly on finance issues. The consultant will

- (i) review all financial data available relating to ARMM education funding from the national government and local government units, and school finances at the local level;
- (ii) review all data available relating to funding of madrasah and design inputs for the madrasah survey;
- (iii) assess the financial sustainability of madrasah based on an analysis of the data collected in the survey;
- (iv) identify possible new sources of education funding and likely annual amounts;
- (v) make projections of the total resources realistically likely to be available to ARMM education over the coming 10 years;
- (vi) cost all components of the BEDP and assist in the selection of priorities for funding based on three different scenarios: (a) a base scenario of resources judged likely to be available from government with little or no additional funding, (b) a medium-level scenario that includes possible future aid-funded projects and (c) a high-level scenario that would allow ARMM to meet the Education for All targets;
- (vii) hold consultation and training workshops that raise awareness of education costs and the cost implications of choosing different strategies;
- (viii) in collaboration with the team leader, indicate potential areas for a future project based upon the priorities and funding requirements identified in the BEDP;
- (ix) help the team leader to develop a set of funding proposals; and
- (x) help the team leader formulate a mechanism and structure to help DepEd-ARMM implement foreign-funded projects effectively, particularly in the areas of funds management.

3. Education Management (domestic, 5 person-months)

5. A specialist in education management will be recruited for 5 person-months to help prepare the ARMM 10-year BEDP, focusing particularly on decentralization issues. The consultant will

- (i) hold consultation meetings with education managers at all levels to determine a workable decentralized structure for education management;

- (ii) assist DepEd-ARMM to develop official guidelines for the decentralization of education in ARMM, as reflected in Republic Act 9155, the national Governance of Basic Education Act;
- (iii) design and carry out a training program for the region, division, and school personnel to explain the new guidelines;
- (iv) on the basis of these guidelines, develop three decentralization handbooks that will guide the implementation of decentralization at the regional, division, and school level after consultation with the relevant groups;
- (v) design and carry out a training program for the regional and division staff on the new handbook and the development of division education development plans (DEDPs);
- (vi) help division staff prepare a DEDP for their respective divisions, based on a consultative process at the division level embracing schools, madrasah, parents, and communities;
- (vii) develop a detailed implementation plan for the decentralization of education management, including timelines and financial and other resource implications; and
- (viii) prepare inputs for the BEDP covering the implementation of decentralized management and other inputs requested by the team leader.