
Annex H to K

Fred Brooker, Sourovi De, Maham Farhat, Dr. Shrochis Karki, Tanya Lone, and Jim Shoobridge

March 2017

Country of Project: Philippines

Commissioned by: UNICEF Philippines

Conducted by:

Oxford Policy Management Ltd
Level 3, Clarendon House,
52 Cornmarket Street,
Oxford OX1 3HJ

In association with
The Centre for Employment Initiatives Ltd
Bridge Street, Llangollen
Wales LL20 8PL
United Kingdom
# Table of contents

**Annex A**  Terms of reference  5  
**Annex B**  Theory of change and results framework  6  
**Annex C**  Object of the Evaluation (Details)  7  
**Annex D**  BE programme (Details)  8  
**Annex E**  Evaluation Purpose, Objectives and Scope (Details)  9  
**Annex F**  Evaluation Methodology (Details)  10  
**Annex G**  Data collection Instruments  11  
**Annex H**  ECCD Qualitative Data Analysis  12  
  H.1  Training and curriculum development  12  
  H.1.1  Training  12  
  H.1.2  Curriculum and teaching materials  14  
  H.2  Accreditation, recruitment and monitoring  15  
  H.2.1  Accreditation  15  
  H.2.2  Recruitment and remuneration  18  
  H.2.3  Monitoring and supervision  20  
  H.2.4  ECCD checklist  21  
  H.3  Day care  24  
  H.4  Supervised Neighbourhood Play  27  
  H.5  Kindergarten Catch-up Education Programme  31  
  H.6  Link initiative  32  
  H.7  Tahderiyyah  35  
  H.8  WASH (ECCD)  39  
**Annex I**  Basic Education Qualitative Data Analysis  42  
  I.1  General situation of basic education  42  
  I.2  Enhanced School Improvement Plans  45  
  I.2.1  Mapping exercise  46  
  I.2.2  Planning Process  49  
  I.2.3  Opportunities and challenges of the enhanced SIP  50  
  I.2.4  School Report Card  52  
  I.2.5  Enhanced SIP orientation  53  
  I.2.6  District Situational analysis  54  
  I.2.7  Barangay Annual plan  54  
  I.3  WASH  56  
  I.4  Learning Action Cells  57  
  I.4.1  UNICEF LAC training  59  
  I.5  Mother tongue based- Multilingual education  60  
**Annex J**  ECCD Quantitative Data Analysis  64  
  J.1  End of Project Outcome: School readiness of 3-5 year old children improved in 36 vulnerable areas  65  
  J.1.1  Analysis of Indicator 1: Proportion of 6-year old currently attending Grade 1  65  
  J.1.2  Analysis of Indicator 2: Percentage of children attending grade 1 who completed kindergarten  70  
  J.1.3  Indicator 3: Drop-out rate in Grade 1  74
J.1.4  Indicator 1: Drop-out rate in Grade 2  
J.1.5  Analysis of Indicator 2: Drop-out rate in Grade 3  
J.2  Intermediate Outcome 1: Quality of ECCD programmes for 3-5 year old children improved in 36 vulnerable LGUs  
J.2.1  Analysis of Indicator 1: Proportion of 6-year old who have completed kindergarten/ preparatory school  
J.3  Intermediate Outcome 2: Demand for ECCD services stimulated in 36 vulnerable LGUs  
J.3.1  Analysis of Indicator 1: Proportion of 3-5 year old children currently attending early childhood education  
J.3.2  Analysis of Indicator 2: Proportion of 5-year old children currently attending kindergarten/ preparatory school  
J.3.3  Analysis of Indicator 3: Percent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool”  
J.3.4  Analysis of Indicator 4: Percent of respondents who agreed that early childhood education prepares a child for school  
J.3.5  Analysis of Indicator 5: Percentage of respondents who agreed that it is the parents’ responsibility to ensure that child completes his/her education  
J.3.6  Intermediate Outcome 3. National policies, management and supervision of ECCD programme strengthens  
J.4  Additional Analysis undertaken to inform the evaluation  
J.4.1  Disabled Children  
J.4.2  Percentage enrolment of ethnic children by LGU  
J.4.3  Language spoken at home by % enrolment rates by LGU  
J.4.4  Percentage of parents who believe that children will learn better if taught in their mother tongue by ethnicity  
J.4.5  Percentage of parents of Children Aged 3-8 that read with their children  
J.4.6  Percentage of parents of children aged 3-5 who are aware of the Kinder Catch-Up Education programme of DepEd for 5 years old and above who are not able to enrol in kindergarten on time  
J.4.7  Percentage of parents who are aware that all 5-year-old children should attend kindergarten before entering Grade 1  

Annex K  Basic Education Quantitative Data Analysis  
K.1  End of Program Outcome: increase in 6–11 year old children participating in quality elementary education in 36 vulnerable LGUs  
K.1.1  Analysis of Indicator 1: Percent increase in the proportion of 6-11 years old children currently attending school, by sex (Existing RAM)  
K.1.2  Other Analysis to Inform the Progress of Basic Education Nationally during the UNICEF 7th Country  
Grade 1 NIR and AIR  
Survival Rate to Grade 1 to Grade 6  
Elementary Participation Rates Gross Enrolment Rate (GER) and Net Enrolment Rate (NER)  
Promotion Rate Elementary Education  
Elementary Repetition Rate  
Elementary Dropout Rate  
Elementary to Intermediate Level Transition Rate  
K.2  Objective 1: Enhanced policy and programme environment for achieving universal primary education (UPE) with equity and gender parity
K.2.1 Indicator 1: Schools with school development plans that explicitly address equity issues and that were developed (thanks to UNICEF support) (Global Indicator)  111
K.2.2 Indicator 2: Existence of a national education strategy/plan that promote equity in terms of access and learning (Global Indicator)  112
K.3 Objective 2: Strengthened capacity, systems, processes and structures for achieving UPE with equity and gender parity with focus on remote and disadvantaged areas  118
K.3.1 Indicator 1: Availability of a risk reduction strategy within education sector plan/policy (Global Indicator)  118
K.4 Objective 3: Strengthened evidence-based advocacy and resource leveraging for basic education through quality assurance, research and documentation  118
K.4.1 Indicator 1: Availability of research studies, advocacy materials on disadvantaged children  118
K.5 Objective 4: Strengthened education delivery for disadvantaged children in ARMM  118
K.5.1 Indicator 3: MILF Education Committee oriented on Education Sector Planning  118
Annex L ECCD additional tables for quantitative analysis  121
Annex M Efficiency analysis (details)  122
Annex A  Terms of reference

See separate document.
Annex B  Theory of change and results framework

See separate document.
Annex C  Object of the Evaluation (Details)

See separate document.
Annex D   BE programme (Details)

See separate document.
Annex E   Evaluation Purpose, Objectives and Scope (Details)

See separate document.
Annex F  Evaluation Methodology (Details)

See separate document.
Annex G  Data collection Instruments

See separate document.
Annex H  ECCD Qualitative Data Analysis

This section presents findings related to the ECCD-related activities conducted by UNICEF under the 7th CP. UNICEF has supported the Government of the Philippines in improving the implementation of numerous ECCD activities through training, curriculum development, provision of learning materials and development of advocacy materials at the national, regional and local level. Findings in this section focus on key areas of support provided by UNICEF in improving ECCD access and service delivery in focus municipalities.

This Section is structured as follows: findings related to training and curriculum development (Section H.1); accreditation of ECCD facilities and workers, as well as recruitment and reimbursement (Section H.2); and around support provided to day care centres (Section H.3), Supervised Neighbourhood Playgroups (SNP) (Section H.4), the kindergarten Catch up Programme (KCEP) (Section H.5), the ECCD-Kinder-Primary Link initiative (Section H.6) and the tahderiyyah programme (Section H.7) and WASH-related activities (Section H.8).

Data collection instruments (FGD and KII guides) are presented in a separate Annex.

H.1  Training and curriculum development

H.1.1 Training

UNICEF has supported or conducted ECCD-related training sessions across focus LGUs (see full list of activities in Annex B for details). Most of the training for child development workers and kinder teachers supported by UNICEF was Training of Trainers (TOT) at the national level and in focus LGUs. The only exception to this was ARMM where UNICEF supported the direct training of child development workers. In some LGUs, municipal governments or schools had taken the initiative to roll out these training sessions to child development workers and kinder teachers.

Respondents at the regional, municipal and barangay level all noted various ECCD0-related training activities since 2013, either conducted by UNICEF or with support from UNICEF. This was consistent across all seven Local Government Units (LGUs). Considering the large number of training sessions, numerous development partners (Government of the Philippines, WFP, UNICEF, World Bank) and use of implementing agencies (BDA, Plan International, Save the Children), attribution of training activities to UNICEF proved to be challenging in the field. Overall, municipal level respondents usually remembered and described the content of trainings better than barangay respondents such as teachers and school principals.

In Bobon, respondents noted that trainings were conducted on Understanding the Child and their Learning Environment in 2013 and Developmentally Appropriate and Learning Centred Curriculum in 2014. In Aroroy, respondents noted that an 11-day ECCD-related training was conducted in March, April and May 2016 by UNICEF. The training content included child development concepts, age-appropriate teaching methods, the use of the ECCD checklist and basic life support. Respondents from Bobon also recalled that a workshop on curriculum
development for SNP had been conducted in April 2016 in Catarman. This workshop was attended by several SNP workers and MSWDO staff.

In Mamasapano, respondents noted that UNICEF had conducted trainings for kinder teachers and day care workers on how to integrate play based system in the curriculum. One of these was the KG teacher training held in 2015 in Sultan Kudarat. It was unclear if this training was led by BEAM ARMM or UNICEF. Other trainings identified included training for ‘Revised manual for day care centre’ and ‘Approach for Early Years’, as well as training on technical/livelihoods skills led by the Technical Education and Skills Development Authority (TESDA) for parents in community.

Respondents in South Upi noted that three trainings were conducted by UNICEF: the first one covering Child Development and conducted in Gen Santos in 2013, the second one covering Child Early Development and conducted in 2014 in Davao City, and the third one covering Child Environment, conducted in 2015 in Davao City. In South Upi, a training of trainers on ECCD was also conducted in General Santos City in July 2014 in partnership with the University of the Philippines. The participants were mostly DSWD staff, who were trained on the significance of ECCD.

Those who had attended the trainings found them to be useful and integral to the professional development and learning of kindergarten teachers and child development workers. One day care worker noted how training sessions contributed to continuous learning for teachers:

> Trainings for day care workers are very important because the learning process continues and the teachers need to evolve their learning capacity.

Some respondents saw these trainings as opportunities to compensate for their limited educational experiences, as demonstrated by the response of one day care worker:

> Even though I’m just a high school graduate, my participation in different trainings made me who I am today, I can now easily understand [ECCD].

It was difficult to assess the effectiveness of these various training sessions without formal assessments or data and class observations. However, all respondents claimed that these training sessions were very useful in helping them learn new ECCD concepts and engaging with students, teachers and parents in their day-to-day role. A municipal level respondent noted that these trainings enhanced the skills of teachers:

> Having a subject on child development in college is really different with you actually watching the different activities which could help in child development.

Those who attended the training were expected to also teach their colleagues, especially in K-3. In contrast to the main training, roll out trainings were usually brief, lasting for a maximum of one day. This format resulted in weaker learning along the chain, as noted by a municipal official:
Participating in the training is really better. When you attend, you can really focus, you can learn the activities. Unlike with roll out, (where) everything seems hurried.

One of the municipal level respondents recalled a session on brain development during pregnancy that was particularly useful in his day-to-day job: he usually discussed this topic whenever he trained day care workers and conducted Family Development Sessions:

... teaching those (parents) on how the mind of the child develops during pregnancy greatly influenced their attitude towards pregnancy. It is common among IPs (Indigenous People) to have plenty of children, most of the times they gave birth consecutively. There were instances in which the parents could hardly take care of their children. Thus it is really important that [parents] will be aware of their roles.

Trainings conducted by UNICEF enhanced professional development amongst teachers and day care workers and improved their morale. One SNP worker commented on how attending training sessions provided them with motivation:

Before we used to be called SNP worker, but because of the trainings, we feel more like SNP teachers.

Another SNP worker highlighted how training sessions improved her personal and professional development:

…I learn so much from the training like understanding child behaviour, child protection and disaster preparedness. Another big impact for me is when the community calls me teacher even if I did not finish college, it makes me proud especially when I finish the training and I received a certificate of participation, it is like a diploma for me.

A respondent noted that although trainings sessions for day care workers improved interaction amongst the District Welfare Office, DepEd, and LGU, securing funding to conduct these trainings was a significant challenge. According to research conducted across seven LGUs, this issue was exacerbated by the rapid turnover of day care workers, who continue to leave jobs possibly owing to low rates of remuneration. This in turn serves as a disincentive to conduct future training, as it is expected that trainees will soon leave the system.

H.1.2 Curriculum and teaching materials

UNICEF has supported curriculum development and distribution activities at the national, regional and local level by providing technical assistance. At the national level, this has entailed refinement of the National kindergarten Curriculum Guide (NKCG); printing and distribution of the NKCG nationwide through division offices; development of standard training programmes for kindergarten; and development of the 20-Week Curriculum Guide and Guidelines for Implementation for the kindergarten Catch-Up Education Programme

1 Family development sessions are conducted with parents under the Pantawid Conditional Cash Transfer Programme.
UNICEF has also provided assistance in the alignment of Kinder curriculum with Grade 1 curriculum. At the local level, UNICEF has co-funded training of teachers on the National Curriculum (NKCG), as well as training on the kindergarten Catch up Programme (KCEP) curriculum.

Most barangay level respondents had little knowledge of UNICEF’s activities at the national level. However, respondents did note that the revised kindergarten curriculum, with a strong focus on play-based learning and age-appropriate teaching methods, was significantly different from the old curriculum. Respondents understood the reason for this change and appreciated the importance of play-based learning. Some kinder teachers noted that they faced difficulties in adjusting to the new style of pedagogy, and sometimes revert to their traditional way of teaching. This was particularly true in cases where kindergartens were taught by headmistresses or senior staff members due to a shortage of KG teachers.

Under the 7th CP, UNICEF has also provided support to DepEd ARMM in contextualising the eight week KG curriculum for the Teduray community (indigenous people) in ARMM. Due to the change in regional government and organisational changes in DepEd ARMM, this process was halted for some time. Reports indicated that efforts are now being made to re-design this curriculum and restart the contextualisation process. UNICEF has recently started a new partnership with the same implementing partner, Lingap Pangkabataan, to continue and expand the contextualization of curriculum for Tedurays under the Link initiative. This has now been expanded for the curriculum for 3-4 year olds (encompassing day care and SNP), 5 year olds (encompassing regular KG and KCEP) and above (Grade 1).

UNICEF’s support in contextualising the kinder curriculum for tahderiyyahs was acknowledged by some respondents. One district level respondent noted:

One of the tahderiyyah (programme’s) strengths is the integration of values and the contextualization of the curriculum. For example, in some of these materials there are some drawings that are haram for Muslims like using pig as an example. We [did not know this before] and have become more sensitive in these issues.

Many respondents stated that the instructional materials provided by UNICEF were very useful because they filled a gap in teaching resources. One KG teacher stated:

The support provided by UNICEF is very good and helpful because they conducted seminars with teachers and provided instructional materials. These instructional materials are needed by teachers because we don’t have these kinds of materials and activities that fit in to our curriculum.

H.2 Accreditation, recruitment and monitoring

H.2.1 Accreditation

Anchored on the Early Years Act of 2013, the ECCD Council adopted in 2015 the new Standards and Guidelines for Centre-based ECCD Programs for 0–4 Year-Old Filipino Children. These standards came with corresponding guidelines on registration and granting of permit and recognition to public and private child development centres (CDCs), and
learning centres (LCs) offering early childhood programmes for 0–4 year-old Filipino children. Following this adoption, DSWD was directed by the ECCD Council Governing Board to discontinue the accreditation using the old standards of the Department.

Under the 7th CP, UNICEF has supported accreditation processes by training of accreditors using the DSWD accreditation system (before 2016); and training of supervisors of child development workers. Some of this support has continued after the changes in 2016 (UNICEF 2016).

Interviews with respondents suggested that the knowledge of the process of accreditation for day care centres and SNPs existed mainly at the municipal level but not at the barangay level. For day care centres, this process was supervised by MSWDOs, and teacher appointments were also confirmed by MSWDO. In most places, accreditation had only been done once and respondents reported that trained accreditors had used a checklist with specific criteria during the process.

Private day care centres and SNPs can function without being accredited by the DSWD. This is in contrast to KGs located in elementary schools which undergo accreditation processes of DepEd. However, there are clear incentives for these centres to get accredited, as they receive an additional honorarium from the provincial or regional office upon getting recognition. For instance, in one barangay, six day care workers were accredited as Level 1 Child Developmental Workers, and they were all participants in the Training of day care Worker for Enhancement in 2015. These accredited Child Development Workers received an additional honorarium of PHP 3,000 per month from the Municipal Local Government Unit (MLGU). In addition to the honorarium, some respondents noted that accreditation can help improve the structural quality of facilities and also allow day care Workers to request for additional support from the Barangay Local Government Unit (BLGU). According to a municipal official,

Accreditation is very effective because they (day care workers) become diligent and hardworking. They are also challenged because they want to avail or pass the accreditation. Aside from the license, their centre will be improved...they have complete learning materials and then their records are updated. Also, it helps in communication with the barangay because they request assistance during the accreditation.

A respondent from Malungon suggested that although accreditation is not required for an operational day care centre, it is usually the day care owner and teacher who initiate this process. Accreditation can be done at the regional and provincial level, and each level of accreditation leads to the receipt of additional honorarium by regional and provincial governments respectively.

In Mamasapano, there was little awareness of accreditation for day care centres and one respondent suggested that there was no accreditation process for day care workers. In South Upi, DSWD-ARMM had conducted the accreditation of day care workers once in 2015. Most of the day care centres in barangay Pandan (South Upi) had been visited by the accreditation team, except for the day care centre in Embiro (which was the most remote.

---

2 It was unclear if accreditation was conducted at the centre level or staff level.
Interviews with day care staff revealed that accreditation teams looked into numerous aspects of school quality: availability of learning materials including visual aids and age-appropriate toys, teaching proficiency, and classroom management including records keeping. The team also observed how day care workers handled their classes, narrated stories, and engaged with students. The team also checked lesson logs, use of ECCD checklist, and data gathered through the student registry (that is, whether student profile had the complete information and necessary supporting documents like Birth Certificate). In addition to teaching methods, the accreditation team also checked for the structural suitability of the day care centres. The team assessed whether the centre had proper ventilation, age appropriate furniture, handwashing stations, comfort rooms, and kitchen utensils. They also considered durability of the structure and security of the children, and took into account child friendly spaces, that is the availability of an area where children could play safely.

A respondent in South Upi noted that day care workers also received feedback from the accreditation team on which aspects they performed well on and areas which required improvement. One of the common reasons why some day care centres did not get accredited was the condition of their centre as they would often be too small or in a cramped space, with less ventilation, or have no boundary walls for children. It was also reported that prior to the accreditation visit, parents provided substantial support to the day care workers in creating toys and furniture, and building handwashing stations.

In tahderiyyahs, none of the teachers interviewed had undergone any accreditation process conducted by DepEd or DSWD. As the implementing agency for the tahderiyyah programme, BDA does have a specific criteria for recruitment of tahderiyyah teachers: they need to have secondary school education in English as well as Arabic language education up till grade 10 in a madrassah. In practice, it is difficult for tahderiyyahs to recruit teachers fulfilling this exact criteria, especially given the fact that tahderiyyah teachers are considered as volunteers and only receive an honorarium. Official accreditation is clearly an area of concern for tahderiyyah principals. Although tahderiyyahs are supported and recognised officially by BDA, they are not accredited or officially recognised by DepEd ARMM. Most tahderiyyahs are associated with a bigger madrassah (Islamic school), some of which are accredited by the Bureau of Madrassah Education in DepEd ARMM. According to respondents in ARMM, the curriculum adopted by the tahderiyyahs is officially recognised by central DepEd and is supported by the Tarbiyyah Committee (education committee) of the MILF, but it is not officially recognised by DepEd ARMM. In addition, DepEd ARMM has their own system of accreditation, which requires a ‘permit to operate’ and this has often more stringent requirements around infrastructure quality which makes it difficult for small tahderiyyah centres to receive accreditation. Furthermore, some tahderiyyah graduates face challenges with transition to Grade I. DepEd’s current policy is to accept kinder completers from non-recognised service providers such as tahderiyyah in Grade 1, conditional on undertaking a validation assessment before they can be issued with the Learner’s Reference Number (LRN). This has resulted in some confusion at the barangay level, where some tahderiyyah students face problems in transitioning to regular (elementary) schools operating under DepEd ARMM. This was noted to be the case for tahderiyyahs which did not possess

---

3 Sitio is a territorial enclave within a barangay, often rural.
4 Madrassah is an Islamic school which typically provides lessons in Arabic.
the official permit to operate, without which they were unable to issue day care graduation certificates or LRNs required by elementary schools.

H.2.2 Recruitment and remuneration

The minimum qualification and process of recruitment for day care and SNP workers seemed to vary across municipalities. For instance, in South Upi, the day care worker needed to be at least a high school graduate who could speak the mother-tongue and was physically fit. In Pasay City, the reported minimum requirement was a college degree. In terms of recruitment, in some municipalities, the barangay captain recommended qualified and interested applicants for the day care worker vacancy and then the community members voted to make the final selection. According to one respondent in South Upi, although residents were advised by DSW officials to choose someone with high educational attainment, they mostly preferred someone who was a local or lived within their sitio. In some municipalities, the selection of the day care worker was almost entirely driven by the barangay captain, and this created tension in the community, as well as in the municipal offices, as noted by one municipal officer:

Sometimes there are cases when there are issues with other barangay captains in the city...they want their own people to be the day care workers and not the ones who have been trained by the PSWD.

Across all KGs, day care centres, SNPs and tahderiyyahs, recruitment of qualified teachers remains a serious difficulty. This is partly due to a shortage of qualified staff within communities, and also due to the low levels of remuneration in the job. For instance, KG teachers are required to have at least a college level degree and pass a Licensure Examination for teachers (LET). Some respondents noted that there was a shortage of qualified applicants so sometimes, KG teachers were recruited as volunteers. In this instance, recruits are provided additional training and are asked to be monitored closely by the head teachers. Whilst there is a clear shortage of child development workers, it is unclear if the issue in kindergarten is a shortage of qualified KG teachers or lack of official vacancies.

In one LGU, a shortage of college graduate applicants for day care worker positions meant that the LGU/barangay ended up recruiting child development workers who were only high school graduates\(^5\). In some LGUs, the dearth of qualified KG teachers meant that head teachers or senior grade teachers had to take up the task of teaching KG. These teachers often reported difficulties in adjusting to child-friendly teaching methods and had multiple teaching responsibilities leading to a high work-burden. For instance one school principal who also acted as a KG teacher explained her role in these words:

It’s okay and hard at the same time (to be a principal) but I’m trying my best for the children in school. It’s tiring because I have so much work to do especially that I’m also handling kindergarten. I started as an adviser of grade 5 and then I was transferred to kinder. We are 6 teachers here, 5 of us are regular and 1 volunteer. We still need one teacher for grade 5. I can no longer handle grade 5 since I’m also handling kindergarten and at the same being a principal I also

---

\(^5\) According to UNICEF respondents, college graduation is not a requirement for child development workers. However most respondents interviewed had the impression that this was a requirement,
have a lot of responsibilities. I have also work and reports to do as the school head.

One SNP worker noted the dearth of qualified applicants for her role:

“DSWD was actually looking for a High school graduate for the SNP centre. I was not interested in becoming SNP worker but seems like I was the only high school graduate in the area. There was someone else who was interested in the job but was not a high school graduate.”

In some municipalities, a lack of qualified SNP workers meant that existing day care workers also acted as SNP workers:

“We utilised the day care workers who have vacant (free) time. What I did was to instruct that all day care workers should create an SNP... because they are being paid to work from 8-5.”

The challenges in recruitment are more acute for day care workers, SNP workers and tahderiyyah teachers as they are not considered to be ‘regular’ staff, and are thus paid honorariums instead of salaries, either through the municipal government, BLGU or support of private donors. All of these teachers theoretically act as ‘volunteers’. Their honorariums are variable in amount and frequency, and are not considered to be a reliable source of income. In one LGU one of the day care centres visited had not been functional for a month because the day care worker had quit her job owing to the delay in payment of her modest honorarium of PHP 3000 per month. Another day care worker in a different LGU had also recently quit her job because she was demotivated and dissatisfied with the stipend of PhP 1000 per month, received every quarter. In one LGU, the low amount of remuneration received by the day care worker meant that parents had to contribute towards her honorarium by paying 20 pesos every month. Amongst tahderiyyah teachers, the amount of honorarium received through the BLGU or private donors varied from zero to PHP 1000 per month. There was a similar variation in honorariums received by SNP workers. Some LGUs supported the SNP Worker’s honorarium, which amounted to PHP 1000 per month. In another LGU, the SNP worker received PHP 600 per month, in addition to ad hoc contributions by parents.

The role of volunteer, together with a variable remuneration is clearly a disincentive for day care and SNP workers to continue in their role for a long duration. As one SNP worker explained:

The SNP programme is okay but from my side, I cannot promise how far I can go as a volunteer because I have to help my husband to help earn a living. I also have children and they are in school...but I will give my best (efforts) for as long as possible.

Another respondent noted how the very nature of the job, including remote locations and poor remuneration made it less attractive to applicants:

---

6 This should be compared with the starting salary of a qualified entry level KG teacher which is PHP 15,000 per month.
“Our problem is finding service providers or SNP volunteers because they will be assigned to far flung sitios and they have a limited provision of honorarium which is only 2,000 a month. Also, the volunteers should reside near the sitio or lives within the sitio”.

The lack of qualified KG teachers has been identified as a priority area for action by DepEd ARMM, which is aiming to increase KG teacher recruitment over the next year. However, this does not address the shortage of qualified staff for day care centres and SNPs, which are recruited through the DSWD.

Respondents in ARMM also noted that volunteers (working as KG teachers) work for very little pay, and turnover is high. As a result, DepEd ARMM is hesitant to provide training to volunteer staff who may leave and join private schools or work in other municipalities. DepED ARMM now has a policy that does not allow volunteer teachers to attend seminars or trainings. In practice, this often results in head teachers attending training sessions and retraining volunteer KG teachers. This adds to the workload of head teachers and reduces the effectiveness of trainings.

Field research also suggests that KG teachers, day care workers and SNP workers incur some out-of-pocket expenses in providing learning materials to children. For instance, in one LGU, an SNP worker noted that she sometimes provided pencils and colouring material to children because she could see that their bags were empty. In another LGU, a day care worker provided snacks to students when she observed that they were hungry. A tahderiyyah teacher mentioned how she sometimes provided food to students:

Sometimes I buy my students food. I give them food as long as they will study. I am happy with that.

Another worker noted how she sometimes spent money to overcome the shortage of teaching materials:

...sometimes I buy teaching materials because some children just go to school with empty bag, they don’t have even a piece of paper. Even sometimes we run out of pencils because not all of them bring pencils, so we have to wait for others to finish what they are writing so that the others can borrow and start writing.

**H.2.3 Monitoring and supervision**

The level of monitoring and supervision in day care centres, SNPs, Tahderiyyahs and KGs varied across communities. Many respondents were unable to distinguish between monitoring visits and guest visits such as those done by the research team or donors visiting facilities. Nevertheless, monitoring visits were reported in most LGUs. In Pasay City, day care workers were monitored by social workers who in turn reported to the District Welfare Officer. However, in Mamasasapano there were no reports of formal supervision or monitoring of day care workers. In South Upi, day care workers were supervised by the MSWDO, with whom they had regular monthly meetings in which they gave updates about their students, the centre and their activities. Considering the distance between barangays, day care centres or the respective workers were clustered and each cluster had identified a Zonal Leader. Zonal Leaders were tasked to supervise and monitor the member day care workers.
Part of their task was to roll out the attended trainings/seminars, share learning materials, encourage day care workers, monitor enrolment of students, and conduct class observations. These Zonal Leaders were encouraged to provide feedback to their member day care workers. They were also responsible for allocating and distributing the supply for the supplemental feeding. Two out of three tahderiyyah centres reported receiving monitoring visits from BDA officials although it was unclear if these were regular visits or if they included class observations.

Monitoring visits were clearly embedded in DepEd’s operations across LGUs. However, the responsibility of monitoring for KGs seemed to be different across municipalities. For instance, in Malungon, monitoring visits were sometimes conducted by the division superintendent and sometimes by district supervisors. In addition, the kindergarten Coordinator also monitored teachers who needed assistance. In remote elementary schools, monitoring visits were less frequent but still conducted by DepEd officials. Large distances and diversity in language were reported to be challenges in effective monitoring. There were some reports of KG teachers receiving feedback from monitoring sessions but this did not seem to be widespread.

**H.2.4 ECCD checklist**

The ECCD checklist is a summative and formative classroom based assessment tool for monitoring developmental milestones of children aged 3 to 5 years and was developed by DSWD with support from UNICEF, and later adopted by DepEd for KG in 2002. Since then, UNICEF has provided support in refining this checklist and promoting its use across, day care centres, SNPs and kindergartens. UNICEF has also supported training of teachers and distribution of the checklist in all 36 focus LGUs.

Most respondents (except for parents) were aware of the ECCD checklist and the support provided by UNICEF in training teachers on the use of this checklist. Field research teams observed numerous copies of ECCD checklists in KGs and day care centres during our field visits, and all of them had logos of UNICEF and DFAT on the front cover.

Some respondents noted that an ECCD checklist had existed for about four years. It was initially provided by the municipality, together with a training given by the provincial DSWD office. They noted that UNICEF had provided the ECCD checklist once, which was similar to the checklist provided by the municipality.

In most cases, KG teachers and day care workers reported that they were trying to use the checklist to monitor child performance in class. Teachers in tahderiyyahs were also using the ECCD checklist, and had received training on its use. Most respondents noted that they used the checklist at least three times a year. Teachers found the checklist to be very useful in identifying the strengths and weaknesses of their pupils, and often stated that they found it a helpful tool in assessing children’s performance. According to a day care worker,

(In the checklist) you can see the overall performance of the child. You can see the weaknesses of the child there...if the child is weak on the socialisation then I will prioritize her. For example, whenever I want to get the opinions of the children I will ask her first.
A KG teacher also noted the benefits of the ECCD checklist:

It’s really good and helpful because you can use the checklist to observe the development of children.

There was some evidence that the ECCD checklist was being used by day care workers to indicate child performance, and was then handed over to KG teachers when children joined kindergarten. According to a kindergarten teacher,

In day care, there is an ECCD (checklist). The day care worker will go to the kinder teacher and give the ECCD (checklist) of the child and we will talk with each other about the children. In kinder, I will go to the grade one teacher and give my checklist and then we will also talk about the children, on what areas he/she is lacking that needs development. We have different checklists that we are using. We also use a table of ages for the kids. The ECCD (checklist) of the day care is my basis for that particular child and for the grade one teacher, this would be my kinder checklist.

In some municipalities, though, the sharing of checklists was not a smooth process as described by a kindergarten teacher below:

Actually one of our difficulties during enrolment is that we ask parents about the child’s checklist from their previous day care centres because we need that for own evaluation of children. And then the parents will tell us that the day care workers will give it to them later but it is already November and we have not received all the checklists…(to add to this) my students come from different day care centres so it is more difficult to follow up.

Although the ECCD checklist aided teachers in assessing child performance, its implementation was sometimes challenging due to a number of factors. Given the detailed nature of the checklist, implementing the checklist in full imposed a significant time burden on often overworked, and poorly paid staff. Respondents noted that the ECCD checklist was long and required detailed observation of each student. One teacher noted:

The checklist is hard (to implement) because there are a lot of questions, and many forms that you need to answer and fill-in. You need to note all the actions of the child.

Furthermore, given the high rate of turnover in KG and day care staff, respondents had often attended only part of the ECCD checklist training conducted by UNICEF. A lack of systematic handover amongst school staff meant that the implementation of the checklist became problematic for newer teachers.

The ECCD checklist was also printed in English, and respondents in almost all municipalities noted that they sometimes found it difficult to understand the details, given the language constraints. In Siyayan, respondents noted that the ECCD Checklist had been translated into Bisaya but there were inconsistencies between the English and Bisaya versions, which confused parents and teachers. Teachers therefore ended up using the English version for the sake of consistency. This was confirmed by a respondent:
The new checklist from DepEd is in Bisaya but it does not coincide with the English one. Example, in the gross motor it has 13 items for assessment but in Bisaya it only has 9 items. In doing the scoring, I can’t do it because it has no data because of the lack of items.

Another key finding across all municipalities was the consistent demand of school staff for UNICEF to provide a sufficient number of hard copies of the ECCD checklist. One day care worker noted this to be a significant expense:

What is important to us, is that we have our own ECCD checklist because it’s expensive. The UNICEF provided us some copies of ECCD checklist which and I distributed 10 (of these) copies each to my other day care worker. But, it’s not enough because our children are more than 40 or 50. If you have to photocopy it, it will cost 24 pesos.

Given the expense of photocopying these checklists, teachers and parents had to contribute towards photocopying expenses. In some instances, this meant that students with irregular attendance did not benefit from the use of the checklist. According to another day care worker,

Not all children have the checklist…because I have to buy the checklist for 60 peso per checklist. Because I have to buy it, I only buy it for those children who are regular to the day care…so not all children have the checklist. I have to use money from my own pocket, as well as some from Barangay funds.

A respondent in one LGU stated that day care workers reproduced the checklist only for day care students promoted to KG. Moreover, the dearth of hard copied meant that resorted to making hand-written copies of the checklist for some children:

They (UNICEF) only sent me 120 pieces so we need to reproduce them. It’s also 35 pages long so we only reproduce the checklist for children who will be promoted in Elementary School, as they will need it to enrol in Kinder. For children that are still 3 years old, we just improvise and copy what’s in the checklist on a bond paper. We need to innovative because we cannot rely on the LGU for help.

The full implementation of the ECCD checklist requires support from parents on assessing child performance at home. In some day care centres and tahderiyyahs, the implementation of the checklist was challenging because of a lack of support from parents, as well as significant time cost imposed on teachers to communicate with parents. As noted by a tahderiyyah teacher:

After the (ECCD) seminar, I tried to administer the checklist and it was really hard especially as the parents also had a hard time understanding it. They were uncooperative as they mostly live far from here.
H.3 Day care

A network of public, private, and NGO-managed centres provide day care services in the Philippines. The Department of Social Welfare and Development (DSWD) used to undertake the establishment of public day care centres, but this programme was devolved to the Local Government Units (LGUs) after the enactment of the 1991 Local Government Code. Day care centres normally cater to children aged 2-4 years and attending day care is not compulsory for entrance to kindergarten.

State of day care centres

The research team visited a number of day care centres across the seven research LGUs, including those located in rural sitios or communities, as well as in urban areas. There was a large variation in the structural quality of these day care centres across research sites, with some centres such as those in rural Pandan (South Upi) not having any permanent structure or learning materials to the ones in Pasay City, which were well equipped with appropriate learning materials and facilities. Most day care centres had received learning materials and furniture through UNICEF support, although their use was not evident in all instances, especially in Mamasapano and South Upi.

UNICEF activities

Under the 7th CP, UNICEF has supported day care centres through the provision of learning materials, age-appropriate furniture, training of day care workers, and provision of the ECCD checklist. Most LGUs had very limited learning resources, and UNICEF’s support in terms of providing learning materials was both visible and used regularly by teachers. A majority of day care facilities visited by the research team were functioning in the most basic circumstances, so UNICEF’s provision of furniture, toys, books and tableware was critical in providing an appropriate learning space for children. This was illustrated by a day care worker in the following manner:

All the day care workers were happy… most of the people here are poor so, when the (UNICEF) support came everyone was happy. It is because, finally our children had their individual chairs, tables, toys, and storybooks.

In most instances, day care centres had received learning materials and toys in 2013, and respondents noted that many of these materials had worn out, so the centres needed more regular support from UNICEF or DSWD.

As noted earlier, most day care workers were able to recall the dates and sites of training, but struggled with remembering the content of the training. In some LGUs, the DSWD had conducted some community mapping exercises to identify children eligible for day care. For instance, UNICEF had conducted training of day care workers for mapping of children in inner sitios (villages) in Mamasapano in April 2015. After this, DSWD had partnered with the local elementary school to list and locate children aged 3-5 years for DepEd.

UNICEF’s training on the use of the ECCD checklist was attended by several day care workers, although rapid turnover meant that some new workers had not attended the training

7 http://unesdoc.unesco.org/images/0014/001472/147225e.pdf
but were still expected to use it. A majority of day care workers reported some difficulty in understanding the checklist, as it was printed in English.

Day care workers in general, seemed better trained than SNP workers (see Section H.4), and in some instances were providing considerable mentoring to SNP workers in implementing the ECCD checklist. For instance, in South Upi, a senior day care worker who also acted as a zonal leader was providing one week training to all new recruits. This included an on-the-job training where new recruits would observe her teach in her own day care centre.

**Day care operation**

There was some variation in day care timings and set up. Most day care centres reported admitting children aged 2-5 years and operated five days a week (Mon-Frid). In Pandan (South Upi), day care centres taught all age groups together, and only had one shift. In contrast to this, day care centre visited in Pasay city and Siyayan taught in two shifts where children were grouped by age. The process of enrolment in day care centres varied only slightly across LGUs. Most day care centres requested birth certificates from parents upon enrolment and some also required an immunisation record.

Across all municipalities, day care centres charge a minimum fee to parents, although administrative staff always emphasised that parents were not forced to pay it. In Aroroy for instance, the day care centre fee was 10 pesos at the district level and 60 pesos at the barangay level. In one day care centre parents paid a monthly fee which contributed towards school supply expenses and also had to purchase a set of school uniforms for 300 pesos. In one day care centre in Siyayan, parents paid 20 pesos per month as fees which was used to contribute towards the day care worker salary.

As noted in Section H.2, the recruitment and retention of day care workers posed a considerable challenge for DSWD across all municipalities. This problem was compounded by community dynamics, especially in areas where day care worker appointments were influenced heavily by the Barangay LGU. Given the current administrative system, day care workers are treated as volunteers who receive an honorarium from the municipal and/or regional government. The size of this honorarium and its regularity varies across municipalities. Although day care workers can receive higher honorariums upon accreditation, these amounts are still relatively small in comparison to regular KG teachers. Moreover, with increasing demands placed on day care worker’s time and skills, this level of remuneration does not incentivise them to continue with their jobs for long. In some LGUs, DepEd’s policy of not allowing volunteer teachers to attend trainings means a further disincentive for day care worker’s to undertake training and remain in their jobs.

**Supplemental feeding**

In most day care centres, a supplemental feeding programme was being implemented either through the support of DSWD or international donors. Respondents noted that this was an important factor in keeping the children in school, in addition to the attendance conditionality
required for parents enrolled in the 4Ps conditional cash transfer programme. One day care worker noted that:

I observe that whenever there is a feeding schedule, the number of students rises in number. However, we don't have enough food to serve and not everyone gets the chance to be served. When there is no feeding schedule, the student attendance also declines.

The ECCD checklist plays an important part in this process, as children’s weight and nutrition status is also recorded in the checklist.

**Community engagement**

Day care centres are increasingly getting more support from other administrative units.

Unlike elementary schools, day care centres appear to rely heavily on informal support from within the community. For instance, the land on which day care centres were built was donated by the Barangay Captain in one LGU and by the local councillor in another LGU. In Bobon, parents regularly help in repairs of the day care centre after it gets damaged by seasonal typhoons. Parents were also often noted to contribute towards day care worker remuneration – for instance in Siyayan, they were reported to contribute 20 pesos per month.

As a part of DSWD’s Supplementary Feeding Programme (SFP), parents contribute towards preparation of meals in all day care centres where the programme is operational. They volunteer in groups to prepare meals, feed the children and also assist them in handwashing. Food supplementation is usually in the form of hot meals being served during break/snack time in the morning session or during break/snack time in the afternoon session to children in day care centres, and SNP. The feeding programme is being managed by the parents based on a mean plan using available indigenous food supplies.

It was also apparent that in comparison to KGs, day care centres relied heavily on financial and logistical support from BLGUs. In areas where barangay captains were active and contributed towards social activities, day care centre workers were better motivated and the facilities were better equipped. In other areas where they were not active, some day care centres were either not functional or poorly equipped.

**Impact**

The provision of day care services was appreciated tremendously by all parents. Despite the short hours of instruction, parents noticed a visible change in the behaviour and learning of their children. Many parents also emphasised that sending children to day care meant preventing them from ‘bad influence’. The benefits of day care were summarised effectively by a parent:

Day care adds knowledge and learning in school, and children know how to deal with people. My child has now memorised alphabets, colours, and learned how to write.
Moreover, the provision of learning materials and toys was an area where UNICEF’s support had clearly made a significant contribution to the quality of instruction in day care, as noted by a municipal official:

The new objects in the UNICEF provided kits (with toys, music instruments and other learning objects) provide children the opportunity to access additional knowledge about these objects and their use. This is important because they don’t usually see these things in their municipality and these children usually don’t travel even to Dipolog city.

A day care worker emphasised how the provision of learning materials such as toys encouraged parents to send their children to day care:

Before (UNICEF’s support) parents wouldn’t send their children to school because it was costly but because of the support of UNICEF through the toys, musical instruments, and other materials they have become enthusiastic.

**H.4 Supervised Neighbourhood Play**

A key component of UNICEF’s support to ECCD in the 7th CP is the support provided to the DSWD’s Supervised Neighbourhood Playgroup (SNP) programme. SNPs are supported through The Early Learning for Life Project and implemented by Plan International, in partnership with LGUs. SNP is a regular programme of DSWD, and is a home based ECCD programme for children from 2 to 4 years of age. It utilises play as a developmentally appropriate early stimulation activity for the early childhood needs of children in the community. This can involve grouping 10 to 15 children together. The groups can participate in 2 hour sessions twice a week.

These sessions are conducted by SNP workers, supported by parent volunteers and Barangay Nutrition Scholars or Barangay Health Workers. The trained workers plan the activities in the session through administering the ECCD checklist to all children. In addition, Parental Education Service (PES) sessions under the 4Ps conditional cash transfer programme are conducted simultaneously. SNP is more suitable and cost-effective to implement in rural communities than centre-based programs, as it can be applied in areas with low population where resource intensive day care programmes cannot be implemented. It can also be implemented in areas where spaces (to build centres) are limited.

**State of SNP Centres**

In the research sites visited, SNPs were not operational in all the convergence barangays, but were usually available in neighbouring barangays. However, in two of the LGUs, SNPs were not available in any barangay: no SNPs were reported to be functional in Mamasapano or South Upi in ARMM. In South Upi, SNPs were regularly confused with mobile ECCD supported by UNICEF during the 6th CP. This involved using horses to reach far off communities to deliver ECCD services, and was reportedly discontinued in favour of centre-based ECCD programmes. According to one respondent in South Upi:

The programme has been there for some time already, the horses too. Even to date, the horses are still being used by the day care workers. UNICEF provided those horses as well as the ECCD kits, which were a really big help, especially in
remote areas, in IP communities. The outcome was a big help to the IPs, because they [day care workers] did not only focus on education but also on things like supplemental feeding.

In Malungon, Siyayan and Pasay City, respondents at the municipal and barangay level were largely unaware of the programme despite the existence of SNPs. In some instances, communities had learnt of SNPs through the Parent Development Sessions conducted under the 4Ps conditional cash transfer programme.

In terms of location, some SNP sites were extremely rural areas, whilst others were located more centrally and in close proximity to regular day care centres. In some instances, regular day care centres were used for SNP purposes with SNPs taught in a different shift in the same place, by the same day care workers. Therefore, not all SNPs observed were providing home-based services. A number of parents and community members thought of SNPs in their neighbourhoods as second day care centres. Enrolment in SNPs also varied significantly across sites: some centres reported 15 students whilst others reported up to 38 students per centre.

**UNICEF Activities**

UNICEF’s support to SNPs was visible across all municipalities. As detailed in the full list of ECCD activities UNICEF has supported Training of Trainers, provision of ECCD kits and ECCD Checklist to SNP sites in focus areas; advocacy materials on SNP in collaboration with Plan International. Field research verified that UNICEF had provided much needed learning materials and supplies provided to SNP centres. In addition, SNP workers benefitted from the use of the ECCD checklist which allowed them to monitor child performance in class, as well as monitor the physical development and nutrition levels (height and weight) of children.

Our field research confirmed that a door-to-door mapping exercise had been conducted by Plan International in collaboration with DSWD to identify children in communities eligible for the SNP programme. In addition, an 11 day training was conducted in several locations, and was phased over three shifts: on how the children should be taught, how to use pencils and colours, and how to identify colours and shapes. During this training, SNP workers received learning materials and the ECCD checklist to be used during their regular sessions. However, not all SNP workers had received this training, and this can be attributed to the high rates of turnover in the job.

As noted in Section 1.1, SNP workers were using the ECCD checklist to monitor child performance, and were sometimes mentored by day care workers in this process. SNP workers across all LGUs requested more training in the use of the ECCD checklist, as well as a curriculum specific to their needs.

**SNP operations**

The requirement for children to enrol in SNPs varied slightly across research sites. For instance, in Bobon, parents first registered their children with the SNP worker. They were charged 30 pesos as registration fees, which was used for cleaning materials. This was followed by enrolment, where parents were asked to present a copy of their child’s birth
certificate, together with the intake sheet received at registration. In Malungon, the only requirement for enrolment was presenting the child’s birth certificate, though parents were also asked to pay a fees of 10 pesos, which was used to repair the centre’s door.

There was some variation in the length of SNP sessions across municipalities. In most LGUs, the SNP class was from 8:30-10:00 am daily, for five days a week, and attendance of children was varied due to a host of factors: some children were also enrolled in kindergartens in nearby schools, and others had to walk long distances to reach the SNP centre. In some LGUs, the SNP sessions were from 8 to 10 am every day, and were followed by day care sessions in the same location from 10am to 12pm every day.

SNP workers were familiar with using play based teaching methods, and reported using different teaching methods and themes for children of different ages. For example, according to an SNP worker, four year olds were taught to practice writing their names so they would be ready when they entered kindergarten:

For me, SNP is about teaching these children more about the basics, like shapes, colours and alphabets, and with the use of play and games, any work can be done even if we are under the tree.

In most LGUs, the quality of infrastructure in SNPs was poor. In some municipalities, a lack of toilet facilities (comfort rooms) was a critical factor in poor attendance. For instance, in Bobon, children had to go home to use a comfort room, and would often not come back to the class given the distance they had to travel.

As noted earlier in Section H.2, the small and variable remuneration of SNP workers, who often worked as volunteers was found to be a serious constraint in recruitment and retention of staff.

Supplementary feeding

In some municipalities, DSWD was also running supplementary feeding programmes. For instance supplemental feeding had started in the second week of June 2016 in one of the LGUs. The Intake sheet filled out during enrolment was used by the SNP Worker to monitor the weight and height of the children. This information was supposed to target malnourished children. Across all SNPs, parents were found to be present, at the centre as they assisted in the preparation of the feeding.

Community Engagement

Across all municipalities, SNPs relied on financial and time contribution of parents and community members. For instance, in the same LGU, makeshift SNP Centre was constructed with the help of parents, and the LGU provided a fund of 2000 pesos for the materials needed for the construction. In addition, the MSWDO provided rice for parents who helped in building the SNP centre. Parents paid a small fee during registration to help buy

---

8 The intake sheet is a form to be given by the SNP worker to the parent during registration day and records the health, weight and medical history (if any) of the child.
materials or conduct repairs at the SNP centre. In another SNP, parents paid 20 pesos per month as a salary for the SNP worker and an additional 30 pesos to extend the SNP facility.

**Impact**

The SNP programme is designed to fill an important gap in the provision of ECCD services to remote areas. Parents and SNP workers across all municipalities where SNP existed appreciated the need for such a programme and emphasised its importance in improving access to remote communities. According to one SNP worker,

> SNP is very helpful for kids that live very far and have to walk at least 4 km to go to school (day care).

This was verified by another SNP worker in the following words:

> Having SNP here in our sitio is more helpful, especially for those (poor) parents who can't afford daily expenses on transportation... it is a great advantage for them.

Some parents are also benefitting from the expansion of the SNP programme, as noted by a municipal official:

> It (SNP) is a big help to the parents because while they are in the farm, they will not have to think to send their children in a far day care centre because there is SNP centre in their place.

Respondents noted that before enrolling in SNPs, young children used to stay at home and did not know how to interact with other children. Moreover, working parents found it difficult to leave such young children at home. The SNP allowed parents to leave children in an age-appropriate environment where they developed essential skills. Interviews with parents also suggested that they appreciated the services provided by SNP in remote areas. One parent noted the positive impact of SNP on her child:

> There is improvement in interacting with other kids, and even in our house she already enjoys colouring, and you can really see that she is enthusiastic to learn. She already knows how to hold a pencil, although she can only just write circles and lines.

Some respondents noted that this meant that they could leave their children in SNPs where they were learning useful skills instead of sitting at home and watching TV or working in the fields.

In some municipalities, respondents noted that initially parents had been sceptical of the SNP because they were worried about paying fees to educate very young children. However, when they realised that SNP was free and allowed their children to be looked after during their working hours, they became supportive of the programme, as noted by this quote from a municipal level respondent:

> Before, the parents just waited for the child to reach four years old to be able to enrol in day care, but now, you cannot see any children that are playing in the
street. Parents also think before that education for two year olds is expensive because you have to enrol them to a private school but now SNP programme can give it to them for free through UNICEF and Plan International.

H.5 Kindergarten Catch-up Education Programme

The Kindergarten Catch-up Education Programme (KCEP) provides remedial education for those children above the age of five years, who were unable to complete regular kindergarten because of various reasons, including chronic illness, displacement due to armed conflict, urban settlement, disasters, and child labour. This is based on the national kindergarten programme, which is a ten month programme for children who are at least five years old. The implementation of KCEP relies on identifying five year old children in the community using various data sources (DSWD programmes, 4Ps conditional cash transfer programme and school registers) who have not completed kindergarten. KCEP can be delivered in communities at elementary schools, day care centres or through home-based groups. For school-based KCEP and centre-based classes, there are two modified versions of the curriculum for KCEP: a twenty week curriculum intended for five months, and an eight week curriculum for two months.

Overall, there was limited knowledge of KCEP in most LGUs and, with the exception of some KG teachers, few respondents were aware of this programme. This is not surprising considering that KCEP has only been implemented in ten focus municipalities and six cities, and none of these include LGUs in ARMM. In ARMM, there was some confusion at the municipality level as to whether KCEP would be implemented by the DSWD or DepED ARMM. In other regions, some schools had implemented KCEP only three or four years ago (Siyayan and Pasay City) and were respondents noted that this programme was no longer being implemented. Recent policy change making kindergarten education compulsory has meant that recent cohorts of students have all attended kindergarten and cannot proceed to grade I without compulsory KG education. Therefore, there are is little demand for catch up programmes at the KG level.

UNICEF activities

In LGUs where KCEP had operated, respondents noted that UNICEF had conducted training of trainers for age profiling and community mapping to identify eligible children for KCEP. Division officers received tools such as checklists from UNICEF, and these activities were carried out in the first or last month of the year in at least one municipality. An SBM coordinator noted that they shared these tools with all schools, not just UNICEF supported schools.

KCEP operations

Given capacity constraints, including a lack of teaching space as well as KG teachers, most respondents noted that implementing the KCEP was only possible over the summer.
vacation, when kinder teachers have time. This meant that KCEP in practice was implemented as a two month course.

There were no reports of parents having to make any financial contribution to enrol children in KCEP and respondents appreciated the shorter duration of this programme. In terms of teaching, although KG teachers received service credit for implementing KCEP, a lack of additional incentives (especially honorarium) meant that there was less enthusiasm for implementing this programme given the existing strain on teachers’ time.

**Impact**

The KCEP programme, in areas where it had been implemented, received mixed reviews from parents and teachers. Parents noted that the programme was important because they all knew that under the K-12 programme, children cannot go to Grade I if they do not undertake KG. Since some children do not have access to kinder grade, KCEP allows such children to continue their education.

Teachers noted that the programme helped improve school attendance by improving children’s confidence and school readiness:

> It (KCEP) is really a big help because there are still children who are afraid to go in school. When they go to KCEP in summer, they will get used to the school environment and won’t be afraid anymore when they go to regular school.

However, there was no overall agreement on the optimal duration of the programme amongst respondents. In some LGUs, for instance, some parents questioned whether children undergoing KCEP for two months could really learn the same skills as a standard, ten month KG programme.

Some respondents were concerned that a successful KCEP could prevent parents from sending children to regular kinder classes although there was no substantial evidence found during fieldwork to support these fears. This was based on the assumption that a shorter duration of KCEP (two months) in comparison to regular KG (10 months), served as a greater incentive for parents to enrol their children in KCEP instead of regular KG. Some parents in Siyayan did note that KCEP was an advantage for children living in remote areas, because they were able to get kinder education in just 2 months and not a whole year. Given that the programme is no longer implemented in most LGUs, it was difficult to assess if KCEP had indeed resulted in changes in enrolment in kindergarten.

**H.6 Link initiative**

Household surveys show that the lack of elementary school facilities in close proximity to home can provide a hindrance for ECCD completers to transition to kindergarten, then to primary education. As a response to this issue, UNICEF, in collaboration with DSWD, ECCDCS, DepED and 36 focus LGUs, is currently supporting the establishment of ‘link’ in selected convergence barangays. Convergence barangays refer to focus barangays (one per focus LGU) where interventions for both ECCD-early learning and elementary education are provided under the GPH-UNICEF Seventh Country Program for Children. UNICEF’s link programme activities involves four components:

- ‘Ready Families’ To improve parental beliefs and attitudes towards ECCD and schooling
‘Ready Community’ Community-based planning and monitoring mechanisms are established and strengthened to ensure that 3–5 year-old children enrol, regularly attend and complete pre-school, and successfully transition to next grade levels.

‘Ready Centre/School’ Day care and kindergartens work with the community in establishing and strengthening the community-based planning and monitoring mechanisms.

‘Ready Children’ The interventions pursued in the earlier mentioned three dimensions are geared towards the holistic development of children for them to be ready for school and later for life.

Each of the three research teams visited a convergence barangay in each of the seven LGUs, barring South Upi. In these convergence barangays, the vast majority of respondents at the barangay and municipal level did not recognise ‘Link’ initiative as it is. Very few respondents, largely at the district and municipal level, were aware of UNICEF’s orientation on Link.

Nevertheless, several activities were identified in these barangays which fall under the Link initiative. The use of the ECCD checklist was recognised as the primary Link activity, in municipalities such as Malungon and San Jose. In convergence barangays, there was a clear emphasis on the preparing and updating of the ECCD checklist for each student by the day care or SNP worker. These checklists were tailored to assess the strengths and areas for improvement for each child, and in some cases they were even used to identify learning disorders in children.

Kinder teachers in elementary schools received ECCD checklists for incoming pupils from day care centres or SNPs. Using these checklists, kinder teachers were able to personalise the curriculum and focus on area children’s improvement areas. For example, if a child had been a slow reader in day care, then the kindergarten teacher could focus more time and effort on bringing that child to speed with reading. In this manner, the Link initiative helped create a smooth transition between day care and kindergarten education.

Another activity identified under the link initiative was parent advocacy through Parent Teacher (PT) meetings and Parent Enhancement Seminars (PES) conducted by DSWD, where parents are informed about the importance of sending children to day care and kindergarten.

More recently, UNICEF has supported the mapping of children eligible for the SNP programme as a part of the Link initiative. Table 1 lists the barangays where this mapping was conducted, and shows a rapid increase in enrolment in 2016.

---

10 The convergence barangay in South Upi was San Jose, which could not be visited due to accessibility issues. However interviews were conducted with some respondents from the barangay.
Table 1 SNP enrolment in selected barangays

<table>
<thead>
<tr>
<th>Name of LGU</th>
<th>Name of Barangay</th>
<th>Enrolment in SNP 2014</th>
<th>Enrolment in SNP 2015</th>
<th>Enrolment in SNP 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aroroy</td>
<td>Syndicate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bobon</td>
<td>Arellano</td>
<td></td>
<td></td>
<td>17</td>
</tr>
<tr>
<td>Siayan</td>
<td>Paranglumba</td>
<td>12</td>
<td></td>
<td>38</td>
</tr>
<tr>
<td>Malungon</td>
<td>Poblacion</td>
<td></td>
<td></td>
<td>55</td>
</tr>
<tr>
<td>South Upi</td>
<td>San Jose</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mamasapano</td>
<td>Pidsandawan</td>
<td></td>
<td></td>
<td>59</td>
</tr>
<tr>
<td>Pasay city</td>
<td></td>
<td>98</td>
<td></td>
<td>163</td>
</tr>
</tbody>
</table>

Some of these activities have been conducted more recently, which maybe one reason why awareness regarding this initiative is still limited. In Bobon, respondents verified that they had receive a training on ECCD link from day care to kindergarten, and this training was conducted in August 2016, in Manila. As a result of the training, school principals realised that they had to coordinate with the barangay on activities such as child mapping. In Malungon and Pasay City, respondents noted that the elementary school has a link programme which improves the connection from day care centre to kindergarten. UNICEF had provided a training related to this in 2014, which the principal, Kinder coordinator, and division supervisor attended.

Impact

In Malungon and Pasay city, respondents noted that the link initiative allowed for easy enrolment from ECCD to elementary school, and that the parents are now more aware of ECCD. In addition, mothers are better aware of ECCD development of the child from conception to eight years old. A head teacher noted that the Link programme ensures that day care pupils will go on to enrol in elementary school by improving parental awareness. This initiative had also helped clarify the proper age groups for day care versus KG to both parents and teachers. Another benefit of the link initiative noted by respondents was that school officials were better able to monitor overall enrolment in KG by monitoring students’ transition from day care to Kinder.

In Malungon, respondents noted that the link initiative had helped create a smooth transition between day care and kindergarten because there was no longer any competition among enrollees. According to one respondent:

Before, this (link programme) happened, there was a conflict with the day care worker and the DepEd (KG). There was a competition for children because the policy was not yet clear. But then the policy came out that all the 5 years old must be in the DepEd and 4 years and below must be in the day care.

Another respondent noted how clarifying the age brackets helped during enrolment:
It (link) is important because (now) during mapping, the teachers and parents identify where we will enrol our children unlike before we had confusion to where we will enrol, day care or in kinder. Now there is a clear age bracket.

Although parents were largely unaware of the link initiative per se, they appreciated how it would help their children in transitioning through day care, KG and elementary school. In Malungon, parent awareness sessions had clearly resulted in a clear understanding of appropriate age brackets for day care versus KG. For instance, one parent asserted that:

It (link) is important because there will be no confusion anymore, like the children aged 2 to 4 will be in day care and 5 years old will be kinder.

It was also noted that through the link initiative activities, it was easier to advocate with parents and help them understand the logic of why they should enrol children in day care, kindergarten and subsequently Grade I. By emphasising the linkage amongst day care and elementary school, it also helped parents understand the requirement of children attending kindergarten before enrolling in Grade I.

Another impact of the link initiative has been improved coordination between DepEd and DSWD. For instance, one respondent noted that before the link initiative, there were times when children were already eligible for KG but they would stay in day care and the teacher would not send them forward. The link programme has therefore enabled clear communication of DepEd enrolment policies to day care centres. One respondent noted:

It (link) is also important for the teachers because the transition of children from day care to kinder to elementary is easy.

Another respondent in a different LGU noted that the link initiative was beneficial because ECCD teachers could get guidance from kinder teachers, as they were in the same area. It also allowed the school head teachers to better assess the needs of the teachers and children.

### H.7 Tahderiyyah

Endorsed by the Department of Education, the tahderiyyah is one of the peace and development programmes in Mindanao that is supported by the Government of Australia and UNICEF. The programme enables children in targeted Bangsamoro communities to enjoy their right to culturally responsive ECCD, complemented by water, sanitation and hygiene (WASH) and child protection programmes.

The programme grew out of Days of Peace, a mass service delivery campaign launched in 2007 with the support of UNICEF, the Moro Islamic Liberation Front (MILF), the Bangsamoro Development Agency (BDA) and the Government of the Philippines. The campaign aimed to provide services to children in communities not commonly reached due to conflict, with an initial focus on micronutrients and immunization, and later expanded to the distribution of ECCD materials.

---

11 Tahderiyyah is the general name for an Islamic pre-school.
Following the campaign, UNICEF and the MILF signed a joint Action Plan that called for deliberate and sustainable efforts to increase ECCD services in conflict-affected communities through the tahderiyyah classes. A culturally sensitive curriculum that supported quality early learning was then developed and piloted in 13 sites. Continuous improvements ensured that the programme is in line with child development principles and practices, and aligned with universal human rights.

With the support of the Government of Australia and UNICEF, the pilot programme was expanded to 300 tahderiyyah in 2010-2012, and is now on its third phase. The programme has reached a total of at least 20,482 children, from the 811 targeted tahderiyyah sites. Hundreds of teachers and administrators have been trained on the curriculum, child development, classroom and school management, child protection and WASH. Basic teaching and learning materials and child-sized furniture have also been distributed to 500 tahderiyyah. In addition, 16 Community-Based Child Protection Networks have been established and reached nearly 6,800 community members.

**UNICEF activities**

All tahderiyyahs reported receiving learning materials, furniture, and copies of the ECCD checklist from BDA (which is supported by UNICEF). Tahderiyyah teachers had received trainings from BDA on the use of ECCD checklist, child management and the tahderiyyah curriculum. During the last training (in 2016), teachers were also given tablets with an installed software that allowed the teachers to record the profile of students and status of handwashing facilities. This information was to be sent to BDA online and in hard copy.

Tahderiyyah teachers had also attended a seminar on Disaster Risk Reduction (DRR) in September 2016, which was facilitated by BDA and supported by UNICEF. This training allowed teachers to train children on how to identify risks and manage them. One tahderiyyah teacher showed great initiative by using self-bought toys in demonstrating these risks to children.

**State of Tahderiyyahs**

The research team visited three tahderiyyahs, one in Mamasapano, South Upi and Malungon each. These visits were facilitated by the BDA and UNICEF Cotabato staff. In terms of location, the tahderiyyahs were located in close proximity to kindergartens in the same community.

The tahderiyyah visited in Mamasapano was part of the local madrassah and unlike the elementary school and day care centre, it was not prone to flooding. The tahderiyyah classroom was well decorated, with age appropriate furniture and play materials. There was an outdoor space for play but it did not have swings or sand pits etc. There were hand washing stations but these were not functional as the tahderiyyah administration did not have enough money to finish their construction. In the same tahderiyyah, latrines had been constructed with the support of the Saudi government and although these were functional, they were in a poor condition. The tahderiyyah classroom had toothbrushes and toothpaste (polypaste) (distributed by UNICEF) in the classroom, although it was unclear if these were being used regularly.
The tahderiyyah visited in South Upi was in an urban area and was started in 2013. This tahderiyyah shifted buildings in September 2016 from a proper building (next to a mosque) to a small space situated next to a shop on the main road. This posed significant danger to young children as there was no fencing around the centre. There were some drawings and posters on the wall of the new location, and one basic cupboard with learning materials and toys. The space was sufficient to host no more than 5 children. This location was significantly different from the previous location where the madrassah had sufficient space, handwashing stations, and age-appropriate furniture.

In Sarangani, the evaluation team visited a tahderiyyah in Malapatan, a municipality near the selected LGU of Malungon. The tahderiyyah in Malapatan was located in a room which formed an extension of a local mosque in a rural community. The tahderiyyah was located in the centre of a Muslim community of Malapatan, thereby increasing its accessibility to that community. Before the tahderiyyah was established in 2014, the tahderiyyah teacher taught at a madrassah. The tahderiyyah teacher was not a local of Malapatan and travelled long distances to teach. Similar to the tahderiyyah in Mamasapano, the tahderiyyah classroom in Malapatan was well decorated, with age appropriate furniture and had outdoor space for play albeit without swings. The classroom also had a functioning hand washing station and latrine. UNICEF had also provided WASH material such as soap, and toothbrush, along with WASH informational material which was displayed on the wall.

In general, there was little awareness of the tahderiyyah programme at the district and municipal level. Some respondents in Malungon for instance, confused tahderiyyahs with the ALIVE programme for Basic Education, a nation-wide project for Muslim communities which integrates Arabic and Muslim values education into basic education for Grade I onwards. Most respondents at the BLGU and district level could not differentiate between the tahderiyyah programme and regular madrassahs.

**Tahderiyyah operations**

There was a large variation in school timings and attendance days across the tahderiyyahs visited by research teams. These differences were largely a result of teacher availability and class capacity. In some instances, the tahderiyyah acted as an alternative to day care and kinder whilst in other cases, it was a complementary programme. For instance, the tahderiyyah in Mamasapano operated on 3 days (Friday -Sunday), and classes lasted for 3-4 hours. It taught children aged 3-6 years. For the remaining days, children attended the madrassah or regular elementary school. In Romangyob poblacion, the tahderiyyah operated only on Saturdays and Sundays, and classes were scheduled from 7.30-3pm (with a break in the schedule). The age of children ranged from 3 to 6 years old, and children were grouped by age but taught in the same shift. In Malungon, the tahderiyyah operated from 8-11am from Wednesdays to Sundays, and children were taught in one shift. Children were aged 3-5 years old. The same teacher provided madrassah lessons to older children (6-7 years) in evening shifts, which were sometimes joined by the tahderiyyah students.

The tahderiyyah curriculum includes four thematic areas, three of which are from the general kindergarten curriculum (creator, myself, my family and my community). This curriculum was

---

12 The reasons for this shift were unclear and community members were also not forthcoming in their responses. The reasons presented included noise created by young children and consequent disturbance for the mosque; issues with furniture and issues with the community.
seen by BDA and community members as balanced education, including aspects of both secular and Islamic knowledge. It was reported that DepEd ARMM, which has its own Bureau of Madrassah education, was not involved in the design of this curriculum, which was designed by UNICEF and BDA.

As noted in Section H.2.4 all tahderiyyah teachers were familiar with the ECCD checklist, had received some training on its use and were using it to assess the performance of children attending class.

The qualification of tahderiyyah teachers also varied across research sites. The official requirement from BDA is that the tahderiyyah teacher has a college degree in English and has passed Grade 10 in a madrassah (taught in Arabic). In the LGUs visited, one teacher had a college degree but was qualified in only grade II level Arabic. Another teacher had Grade 10 Arabic education through a madrassah but was still enrolled in a college degree. The third teacher had both, a college degree and Grade 10 madrassah education.

All tahderiyyahs visited mentioned the scarcity of funds and difficulty in coping with operational costs. In one LGU, the tahderiyyah relied on receiving funding from a private benefactor, which included an honorarium of PHP 2000 per month for two teachers. In addition to this, some community members provided one-off support to feed children. Although there was no regular financial support provided by the BDA or UNICEF, this tahderiyyah had received PHP 1,200 pesos in July and PHP 3000 pesos for handwashing and oral hygiene from UNICEF. As with day care centres, tahderiyyahs benefited greatly from support provided by community members: for instance, in one case, the PTA provided funding for children’s feeding and four groups of parents volunteered to cook in rotation.

In contrast to day care centres, most tahderiyyahs did not receive much financial or operational support from the barangay. Tahderiyyah principals complained of a lack of cooperation from barangay captains, and alleged that mayors were not very interested in engaging with this programme. This was illustrated in the case of all municipalities, as there were no honorariums being paid by the BLGUs to tahderiyyah teachers. Tahderiyyah principals emphasised the need for BLGUs to support and recognise the programme, and suggested that UNICEF could help them in this regard.

Tahderiyyah administrators charged parents varying fees. One centre was charging PHP100 per year, and this was used largely to pay for children’s identification card and registration fees for Tarbiyyah (MILF education committee) In addition to this, parents had to purchase uniforms for children. However, in another tahderiyyah, parents paid PHP 20 annually, and were sometimes asked to pay PHP100 to contribute towards major repairs to the building when needed.

A key issue raised during this research with the difficulty faced by tahderiyyahs in getting accreditation from DepEd ARMM (see Section H.2). Although the central government acknowledges this programme and its curriculum, DepEd ARMM has their own system of accreditation, with often more stringent requirements around infrastructure, which makes it difficult for these tahderiyyah centres to receive accreditation. In contrast to this, parents who were beneficiaries of the 4Ps conditional cash transfer programme could claim their children’s attendance at the tahderiyyah to receive conditional cash transfers.
Impact

The operationalisation and impact of the tahderiyyah programme must be viewed with the lens of conflict sensitivity (see Box 2), and an understanding of long-running differences in the development of the region versus other parts of the Philippines. The learning materials provided by UNICEF were being used effectively in classrooms and, as with the day care centres, it would not have been possible for tahderiyyahs to obtain these on their own. The provision of tablets also appeared to have resulted in some innovative methods of teaching: for instance, in one tahderiyyah, the teacher was using the tablet provided by BDA to show Indonesian educational songs to children. It should be noted though that there is lack of evidence on benefits of tablet-based programmes, with tablet based teaching replacing valuable one-to-one child-teacher interactions. Further training should be provided to child development workers on the appropriate use of tablets as aids in teaching young children.

The tahderiyyah programme provides an alternative for parents in Bangsamoro communities to educate their children in a system that helps retain their Islamic values and improves their school readiness. Parents stated that they had enrolled their children in tahderiyyahs because they wanted their children to receive balanced education, including a sound grasp of English and Arabic. They reasoned that education in Arabic was essential for their religion and would be an advantage for someone who would work abroad, especially in the Middle East. At the same time, learning English was also important as they wanted their children to be ‘world wary’ when they grew up. One parent described English as international language and Arabic as eternal language in the following words:

– The good thing about learning two languages is that English is International. Arabic is from this world up to another dimension. In short, at all times we have a weapon. You have to prepare yourself. For example, in Islam we believe that we have our permanent life there. That's what we called enlightenment in our lives.

Some graduates of tahderiyyahs transitioned to KG in elementary schools whilst others moved to the madrassah system. In one LGU, parents were also supportive of the tahderiyyah because this meant their children did not have to travel far to visit the nearest day care centre, and there were no school fees. Parents noted that their children now knew how to greet visitors properly because of being in the tahderiyyah. Their children had also become friendlier and were not shy in socialising with other children and community members.

H.8 WASH (ECCD)

UNICEF has provided support to improving WASH facilities and hygiene promotion across several municipalities through its 7th CP. This has included financial support in constructing handwashing stations in day care centres, Tahderiyyahs, KGs and SNPs, as well as providing hygiene kits (toothbrushes, toothpaste, and soap) to several communities and technical support to construction of group handwashing facilities in 1,455 day care centers. UNICEF has also supported orientation sessions on WASH in several municipalities. The demonstration and regular practice of handwashing and tooth brushing in schools is also expected to change behaviour at school and at home: children are expected to learn best practice around personal hygiene, communicate with parents and also continue these habits out of school.
Across day care centres, SNPs and tahderiyyahs, the availability and quality of WASH facilities varied greatly. In some remote, rural day care centres, there were no toilets or handwashing stations. Within the same barangay, the urban day care centre in poblacion had much better facilities. Despite the lack of running water, the administration had constructed an innovative handwashing station using a catch basin and dispensers made out of plastic bottles (to reduce water wastage).

In general, as with most WASH interventions, the availability of WASH related infrastructure (handwashing stations, latrines etc.) was not a good measure of implementation. A lack of maintenance or simply a lack of access to clean water were important constraints in the use of WASH facilities. For instance, a day care centre in Siyayan had received a water tank from UNICEF but a breakdown in the water supply had meant that the facility was not in use. Although UNICEF support did not specifically target sanitation, field research across all KGs, day care centres and Tahderiyyahs revealed the general state of sanitation to be very poor. In Bobon, children had to go back to their homes to use comfort rooms, which was adversely affecting their attendance. In many rural areas, there was a shortage of clean water even in schools with clear WASH programmes. For instance in Malungon, one SNP had no access to water so parents had to fetch water from their homes. In South Upi, KG children had to carry water from their home (often walking for over 2 hours) in order to participate in the handwashing and oral hygiene activities.

UNICEF had provided oral hygiene kits to kindergarten children in elementary schools and day care centres once to demonstrate the type of WASH related support that DepEd and DSWD could provide to learning centres in the future. In practice, almost all respondents demanded continued support from UNICEF in the provision of these materials, and stated that without forthcoming supplies, it would be difficult to continue oral hygiene practices at school. School staff reiterated that a vast majority of parents were unable to afford hygiene materials. A day care worker noted the particular challenge of sustaining oral hygiene activities:

> We just finished the two days of training on handwashing, I told them (UNICEF) that our handwashing (stations) were destroyed and we don’t have budget for the toothbrush. You will teach tooth brushing but you don’t have a budget for the toothbrush so how can you implement the tooth brushing? In handwashing, it is okay because even if the handwashing was destroyed, I will just fetch water.

Another teacher noted how children were now being asked to bring their own brushes:

> Right now there is no tooth brushing although there are a lot of tooth paste and soap but no more tooth brushes so I individually let them bring a tooth brush.

Nevertheless, respondents noted that the emphasis on handwashing meant that teachers were looking for innovative ways of overcoming a shortage of supplies. For instance, some teachers had modified the big box from UNICEF and installed a faucet in the front, using it as a handwashing station.

It was difficult to verify if handwashing and tooth brushing activities were being carried out regularly across all sites visited. The research team did not observe handwashing or tooth
brushing activities during field visits. In most KGs, teachers suggested that students would wash their hands at least twice a day, before and after recess.

Discussions with parents suggested that these WASH activities at school had resulted in some change of behaviour for children at school and at home. Children had learnt handwashing songs at school, which they would enjoy reciting at home, whilst at the same time demonstrating handwashing to their parents. One parent noted:

My child tells me how to properly wash one’s hands while singing. They were also taught by their teacher on how to brush their teeth before going to bed.

A tahderiyyah teacher noted that now children did not need to be told to wash their hands because they would do it at their own initiative. Another KG teacher reported that children enjoyed handwashing in class, and were very eager to participate in it:

“During our WASH activity, they get so excited that they even don’t finish their food and hide the food so that they can do the tooth brushing and handwashing.”

The inclusion of WASH activities in day care centres and schools was welcomed by parents who appreciated the extra skills their children picked up during these activities. One parent explained this in the following manner:

Before the children eats, the teacher makes sure that they wash their hands. After that, they would pray. When you look at them, you would be really happy to see them improve. I thought to myself, it’s really a good decision to send my kid to day care.

In one LGU, parents noted that as a result of the WASH activities at school, children were becoming more independent. At home, they were normally ‘treated like babies’ as mothers would do everything for them, participating in WASH activities at school meant that children could now independently wash their hands and brush their teeth.
Annex I  Basic Education Qualitative Data Analysis

This section presents findings related to the Basic Education activities conducted by UNICEF under the 7th CP. UNICEF has supported the Government of the Philippines in improving the implementation of numerous basic education activities through the provision of technical assistance, training, funding, temporary learning spaces, learning materials, facilitating mentorship set-up, and support in development of planning and advocacy tools at the national, regional and local level. Findings in this section focus on key areas of support provided by UNICEF in improving access to quality education in focus municipalities.

This Section is structured as follows: we will first provide an overview of the general assessment of basic education (I.1), followed by a discussion on the main findings on enhanced School Improvement Plans (eSIPs) (I.2), WASH activities (I.3), and LAC orientation and subsequent peer to peer sessions (I.4). We will end by elaborating on the formative assessment of implementation of the mother tongue based-multilingual education (MTB-MLE) policy in elementary schools (I.5). Note that UNICEF has provided support in curriculum contextualization for selected IP communities, however, this was not the focus of this research, instead this research focused on conducting a formative assessment of implementation of the mother tongue based-multilingual education (MTB-MLE) policy in elementary schools in general.

Data collection instruments (FGD and KII guides) are presented in a separate Annex.

I.1  General situation of basic education

While most children are enrolled in school, there is still a small percentage of the school aged population (aged 6 to 11) that is not enrolled in school being 1.4% (boys 1.8%, girls 0.9%) in the 36 focal LGU. Programmes have been developed and implemented at the local, provincial, and central levels, by DepEd as well as other stakeholders, such as DSWD, to address some of the key challenges associated with education access. Our respondents noted a number of these challenges, as discussed below.

Several respondents mentioned that children are unable to attend school because schools were not near their homes. This was particularly the case in remote or rural locations, where the walk to school could take up to an hour each way. School accessibility is aggravated by bad weather, particularly rain, leading to higher rates of absenteeism. According to a parent,

There are others (children) who have to cross the river and have to walk on muddy roads. It’s really difficult for the students when there’s flood because they can’t go to school.

According to a mother from another LGU, parents are highly concerned about their children’s wellbeing, to the extent that they reconsider sending their children to school, as the quote below demonstrates:
Even though we need rain, I really get scared if it rains here because of the flood, which comes with the rain. Even if I don’t want my child to be absent, I tell my child ‘It doesn’t matter if your father gets mad, or if you have to dropout. Do not go to school.’

In one location, parents and barangay officials attributed the paving of roads to the increase in attendance and enrolment because children do not have to use muddy paths to walk to school any more.

Typhoon Nona has also led to fluctuating enrolment in certain areas, as a respondent noted:

As of now, in terms of access, enrolment is increasing. However, in general, in some schools, there is really a fluctuating enrolment because of various factors. Some are transferring from one school to another, while the devastation of Typhoon Nona has caused some of the students to transfer to Manila. Some tried to drop out as well.

The education situation in some LGUs was affected further by the devastation caused by the typhoon, as this quote shows.

Actually, the devastation of the typhoon Nona affected the level of basic education system of our division, because some of the school buildings were damaged. Even our children now are using TLS (temporary learning spaces), and I think UNICEF donated some of the TLS.

The additional stress caused by Typhoon Nona demonstrates the challenging circumstances within which UNICEF operates its programmes.

Several respondents also mentioned that some children are not enrolled in school because their families can not cover the additional costs of schooling, including the cost of lunch. This includes children from the urban poor and from households involved in subsistence farming. Some children do not have access to sufficient food, which is why they do not want to go to school. The school feeding programme for the malnourished, mentioned by several respondents, has helped keep children in school. According to a school principal,

There is a feeding program, which is for 120 days, to sustain the attendance of children. This will also ensure that children will not be hungry in the classroom and (they can) absorb more learnings in school, while their stomach is also full. Some children are absent because their stomach is aching as they don’t eat meals or their parents cannot afford food. They have free lunch here every day.

According to school principals, not all children have access to this programme, as it targets only malnourished children from kinder to grade 6. However, a number of children who are undernourished are not included in the programme, even though they are at a high risk of getting malnourished. As such, the current feeding programme does not have a strong preventive element, focusing instead only on already malnourished children. In addition, the limited nature of the programme (for 120 days) does not provide enough resources for these children throughout the year, leaving them at risk when the supplements are not provided.

Migration and relocation pose major hindrances to the completion of education in the Philippines. Commonly mentioned reasons for relocation include: search for alternative
livelihood options, inability of tenants to pay rent, or even demolition of informal settlements. Particularly in urban locations, there are large fluctuations in enrolment due to relocation of families.

**Parental attitude is not always conducive towards education.** As a result, some children drop out because parents are disinterested in education and do not encourage their children to attend school. This is also of concern in some indigenous population (IP) tribes in remote locations. Moreover, some parents are not aware of the appropriate age for elementary education, and some still consider five year olds to be too young to go to school.

In many schools, the eSIP mapping, described below in greater detail, has been associated with existing community outreach efforts focused towards parents who have not enrolled their children in school at the right age. One such initiative, called the Quest Programme, was developed in Malungon to address the concern of parental attitudes identified here. The Quest programme was used to mentor parents about their child’s educational welfare. Similarly, the 4Ps (Pantawid Pamilyang Pilipino Program) has helped address this concern to some extent, but continued advocacy is needed to encourage parents to send their children to school at the right age. According to a school principal,

> The participation (in school has) now increased compared to the last five years, maybe because of the 4Ps programme. Before, we couldn’t force parents to send their children to go to school because of poverty, but because of 4P’s, someone from municipality monitors the children that are 4P beneficiaries, so parents are now sending their children, as their monthly benefits will be deducted otherwise.

The expansion of the 4Ps has not meant that all problems related to enrolment and attendance have been addressed, however. As with any similar programme of this scale, the implementation of 4Ps is also not ideal, and some problems have arisen as a result. A school official noted this thus:

> …Before, during the first few months of the programme, parents were so active but later on, the budget for the students were realigned. We found out that after receiving the money, some parents were using the money to buy liquor and in videoke…There was also an incident of pawning their 4Ps card to businessmen and during the releasing of the money from 4Ps, they pay that businessman with interest, so the money intended for the children will be realigned again.

While early marriage and child labour are not particularly common, they have been identified by several respondents as reasons for children to drop out of school. Early marriage is found to be more common among a few traditional IP tribes in remote locations, and child labour has been linked to absenteeism, especially during the harvest season as well as when families are in search of livelihood options. In conflict prone areas, parents identify lack of security as a key reason to not let their children walk to school alone, in which case children often drop out. Some school principals are using government programmes, such as the Alternative Learning System (ALS), to address these challenges.

To a large extent, these challenges are also being addressed at the local level. According to a division official,
Since we have school based management, we do empower our school heads. We tell them that if you have challenges or problems in your school, know how to manage, handle it because you are empowered. There might be some cases (where there are) personal issues, but we don’t have challenges in terms of those in most cases.

If these problems cannot be addressed directly by the principal, they have the opportunity to raise them further to the district or even forward them to the division.

In terms of quality of teaching, respondents reported that the increase in quality of teaching was linked to improvement in teaching practices over the years. In a majority of schools, local stakeholders highlighted the importance of the shift in pedagogical practices. Classroom practices have become more participatory, where teachers encourage participation from students in classrooms, rather than following the traditional style of teaching, which was commonly described as ‘chalk-talk’ by respondents. Others have claimed that the quality of teaching has improved because school heads are now being empowered, who in turn empower their teachers. When asked about the quality of education in their school or region, several respondents referred to their high, and improving, National Achievement Test (NAT) results to indicate that the quality of education is high.

### 1.2 Enhanced School Improvement Plans

A major component of UNICEF’s BE programme involves the provision of technical support to Department of Education (DepEd) and selected Local Government Units (LGUs) to develop enhanced School Improvement Plans (eSIPs), and harmonize it with other school based management (SBM) and planning approaches. The enhanced SIP guidelines developed with UNICEF’s support were finalized and adopted through the DepEd Order No.44, issued in September 2015. UNICEF – in close partnership with Plan International - has funded and conducted orientation sessions geared towards informing local stakeholders about developing these enhanced SIPs. Orientation participants primarily include selected head teachers, school based management coordinators, and school district supervisors. UNICEF also provided enhanced SIP guidebooks in several LGUs. These nationally implemented SIP guidelines help schools prepare for the development of quality school improvement plans with a focus on reducing out of school children. The revised guidelines support school empowerment by encouraging child-centred and child-friendly approaches in its planning principles. The SIP Guidebook is tailored for Autonomous Region for Muslim Mindanao (ARMM).

In some LGUs, UNICEF provided funds to elementary schools to develop eSIPs. These funds were used to carry out various administrative activities, which facilitated the speedy implementation of the eSIPs. According to a head teacher, they used the funds for ‘encoding, printing, and soft-binding’. Further, the amount was used to facilitate regular meetings and conferences of the School Planning Team. The additional funds from UNICEF enabled the school to develop the eSIPs in a timely manner, such that it became one of the few schools in the locality to fully develop and submit the eSIP on time.

In most sampled schools, the development of the district situational analysis was led by MSWDO, and other participants included the district supervisor, Kinder Coordinator, school
officials, and Barangay captains. In some cases, UNICEF also directly participated in the development of the district situational analysis.

In ARMM, school heads and DepEd officials (such as SBM coordinators and division supervisors) underwent a series of training on the development of eSIPs. These trainings were conducted annually by UNICEF and DepEd ARMM. In addition to the trainings on eSIP, UNICEF has also helped pair local stakeholders with mentors. According to a regional official,

We have coaching and training of trainers. For (one) Division, our coaches were from Notre Dame University.

The mentorship arrangement mentioned here was identified as a pivotal factor in enabling the development of eSIPs in schools in ARMM.

In this section, we will discuss some of the key findings that emerge from the local level research on mapping, eSIPs and School Report Cards (SRCs). We will start by providing a review of the mapping and planning process that was adopted by schools. We will then present the opportunities and challenges that arise from the implementation of SRC and eSIP in the schools we visited. This will be followed by a discussion on the eSIP orientation sessions, conducted by DepEd and UNICEF. We will end our discussion by evaluating the level of integration between eSIPs and Barangay annual plans.

The eSIPs provide schools and communities with the opportunity to develop together a plan to address the needs of the school. They are primarily concerned with three elements of education: access, quality, and school governance. In our experience, all schools in our sample had prepared these SIPs, which were valid for a period of three years. The details about the SIPs will be provided further in the upcoming section, but these SIPs were meant to be a collaborative exercise to allow for the development of the school and its children. These SIPs were then operationalised through annual improvement plans (AIPs), which were updated regularly to reflect the exact circumstances of the school regularly. The performance of schools against these AIPs then informed the preparation and updating of the SIPs. Moreover, mapping results and eSIP are meant to be submitted to the district and division office, where they may be used to develop District Situational Analysis. This section of the report elaborates on this process.

I.2.1 Mapping exercise

There is evidence of multiple mapping exercises being carried out in the Philippines: respondents noted, for instance, the Community based Monitoring System (CBMS), literacy mapping conducted by the Alternative Learning System (ALS), and surveys conducted by DSWD, division office and other government offices. The focus of this sub-section, however, will be on the mapping exercise that is led by schools to inform the SRCs and eSIPs.

In a majority of schools, the mapping exercise is conducted annually during school holidays. When explicitly asked about the purpose of the mapping exercise, most head teachers state that mapping is conducted to determine the number of new enrollees in the upcoming year so that the school management can plan resource allocation accordingly. A school principal articulated this succinctly:
The purpose of the community mapping is to know the number of potential enrollees for the next early enrolment in January. We will stabilize the number of students so that we can prepare things like the number of classrooms and teachers needed.

Some head teachers mentioned that the mapping exercise is linked to DepEd’s ‘no child left behind’ policy, and to encourage enrolment in certain households. Some respondents recognised that the information collected could be used to target programmes towards out of school children.

The mapping is driven by DepEd, and led by schools at the local level. The school principal is responsible for spearheading the mapping, and the exercise is implemented by the School Planning Team, which consists of teachers (including day care workers), parent teacher associations (PTAs), Disaster Reduction Committee members, barangay officials representing LGUs, and DepEd representatives. The specific stakeholders involved can vary across school depending on local circumstances and interests. For instance, in some cases, the SBM Coordinator was personally involved in house to house mapping, and in others they only monitored the process. Schools also tried to get parents involved in the process, but this was not always possible because parents did not volunteer everywhere, so teachers had to do a bulk of the work.

In locations with high IP and Muslim communities, respondents – such as head teachers and SBM Coordinators – expressed interest in including leaders from these groups in the mapping exercise. As an example, according to a school principal,

I think we should have asked the Timu-ay and Saliling to participate in the mapping. Timu-ay is the tribal leader and Saliling are the councillors of the Subanen tribe.

Often it was felt that their inclusion would help establish contact with and elicit response from these populations in hard to reach and isolated areas.

Across all sampled schools, mapping was conducted at a time that suited the enrolment cycle of the school. In schools where mapping was conducted in the summer, the enrolment cycle for the next academic year followed thereafter, and for schools that conducted mapping during winter, it was followed by national enrolment early registration of students. In some locations, particularly where mapping was conducted in the Christmas holiday season, the school mapping exercise was followed by a separate division mapping conducted later in the year.

In instances where division mapping was carried out, the results were tallied with the national enrolment early registration. This additional division mapping in the summer was often utilized by schools to update their database; this is found to be particularly useful when the population fluctuation and migration rates were found to be high. Nevertheless, there are still residents whose mapping could not be carried out because they relocated to the community after completion of the mapping.

Evidence suggests that mapping was conducted through a house to house survey of the school’s catchment areas. In most schools, the head teacher would start the process by notifying the Barangay Captain or the Councillor who leads the education committee in the Barangay. This helped formulate the team that would conduct the house to house survey.
Often, the boundaries of small rural territories within the barangay, called sitios, are identified with the help of sitio leaders, and the areas are divided and assigned to smaller teams of barangay and school officials. As a senior local official noted,

> Our mapping takes a month to complete. Our team mapped the number of learners, those who are enrolled, and the number of out of school youth. We visited from house to house and conducted interviews with the parent and usually, I went home around 7. Started 7am and ended 7 in the evening because we need to meet our schedule. But then, it was really a great help to the school. Because through it we were able to know the number of learners, including those who are not really in school.

The quote demonstrates that the mapping exercise was extensive but it placed a high burden on school and local officials. Nonetheless, it was seen as a helpful exercise to note school age children, including learners who are not yet in school.

On a related note, **several respondents (including head teachers and district supervisors) stated that teacher motivation was low during mapping.** Teachers conduct the mapping during school holiday period and often have to cover long distances to reach households in remote sitios. According to a district official, ‘Mapping is easy, but what makes it harder is to reach the target area’. Teachers receive service credit from DepEd for the additional responsibility of conducting the survey, but they do not receive additional remuneration. Service credits can be exchanged for additional holidays over the course of the academic year. Several stakeholders still felt that teachers are not appropriately compensated for this additional mandate, and therefore feel demotivated when conducting this strenuous task. School principals, such as the one below, try to motivate their staff by example, but the lack of funds hinder this to some extent.

> I just motivate the teachers, I told them that this is part of our job, this is the only job we have so we should do our best. This is where we get our everyday living, but of course I set myself as an example, I did not just do the talking and stay here in the office, I also go to field.

In some cases, **the schools had a starting point, or a database that it could refer to, before contacting the households.** The Barangay database for instance was a starting point in some cases. The barangay database consists a basic enumeration of all residents in the barangay. This is maintained by the office of the barangay captain and typically collected continually by the Barangay Nutrition Scholars. The barangay database contains information on newly born children in existing households and newly relocated residents. A district level official explained the process thus:

> First, teachers coordinate with the barangay chairman. They will ask if they (barangay officials) have a list of residents (barangay list), which provides teachers a list of school-aged children. Then teachers ask them (barangay officials) if the barangay has new residents. The new residents will be visited immediately (by teachers).
However, the mapping exercise was found to be challenging when no existing database was available for reference. For instance, some respondents mentioned that CBMS did not exist in their barangay, which made the mapping exercise challenging.

### 1.2.2 Planning Process

In looking at the planning process, we look beyond the initial house-to-house mapping, by looking at the process of developing School Report Cards and eSIPs. Much of the process is a continuation of the mapping process and involves similar roles and responsibilities, however, the description in thus sub-section apply only to the eSIP and SRC development process. All seven schools sampled in our evaluation were active in the development of eSIPs, but schools were at different stages of the process.

There is clear evidence indicating that the results of the mapping exercise were used to develop both eSIPs and SRCs. **Evidence across all the sampled schools suggests that the school head teacher is responsible for leading the development of the enhanced SIPs; they can seek support from the district government officials when needed.**

The eSIPs appeared to be the primary tool utilized by schools upon which ‘all of the school plans are anchored’, as noted by a divisional official. In most cases, head teachers saw the eSIPs as guides for the schools, which help each school set its own direction. A divisional official described this relationship thus:

> All of the priority projects of the school, all programmes and projects of the school, are stipulated in the eSIP, because the eSIP serves as the bible of the school.

In fact, several respondents including head teachers, district supervisors, and SBM coordinators described the eSIP as the bible of the school.

**Similar to the mapping exercise, the enhanced SIP is developed through a collaborative process with multiple local, district, and divisional level stakeholders.** In most schools visited, participants have included the School Planning Team (SPT), Parent Teacher Associations (PTA), barangay officials, and community stakeholders. In some cases, participants have included district officials, tribal leaders and women federations.

In Magindanao, the development of the enhanced SIPs is also supported by mentors from the Notre Dame University of Cotabato. This mentorship has been developed with the support of UNICEF. Additionally, UNICEF’s direct support on the enhanced SIP in Magindanao influenced positive changes to the process. Particularly, UNICEF’s support was associated with an increase in parental ownership of the enhanced SIP process.

> The good thing now with the (enhanced) SIP is the parents become our partners in doing it. Before approving the SIP it should be ratified by the assembly of the parents. Yearly targets are evaluated whether there’s a need to change or not. They can say are the data the problems, what will be the solutions. The parents are the ones who identify the problems and solutions, the school will just mediate/ facilitate.’ (South Upi SBM, Divisional level respondent)
Nevertheless, several community level stakeholders were not aware of the development of the eSIPs in their communities. Particularly, a clear majority of parents and pupils were not aware of the enhanced SIP.

Evidence suggests that the eSIPs, and in many cases the SRCs, are submitted to the district office. It is difficult to establish a clear pattern of events after the submission to the District Office. In some instances, the eSIPs are then forwarded to the District Planning Office, while in other instances they remain with the District Office. There is sufficient evidence to suggest that the eSIPs and SRCs undergo a process of endorsement and approvals from various stakeholders, like the district supervisor and SBM Coordinator, ultimately reaching completion upon the approval of the School Division Superintendent. For instance, one locality with an existing system defined their endorsements as follows:

The members of the SPT put their signatures in the eSIP, in the endorsement page, and then, the signatures of the appraisal team, with the location from the district supervisor and of course, with the countersign of the SEPs and with (SBM official) countersign and that with the signature of our School Division Superintendent along with the acceptance.

As the quote above alludes, the eSIPs and SRCs are approved following a host of checks and appraisals. While in most cases it appeared to be the SBM Coordinator or Division Supervisor who checked them after being submitted for approval, some references were made to a team of appraisers who support the division and district officials in this role in some cases. According to a divisional official, appraises are selected from an extensive list of school and DepEd officials:

These appraisers are combination of school heads, district supervisors, and the personnel of the division, education program supervisors, the senior education program specialists, and the education program specialists of the division and among other personnel.

If the submission is reviewed by an additional team of appraisers, then the SBM Coordinator or District Supervisor take on the role of reviewing the appraisal only. This task of checking submissions is delegated due to the high work load of district and divisional staff members, particularly in regions where all schools of the locality submit eSIPs and SRCs.

The district and divisional officials – including District Supervisors and SBM Coordinators – are also responsible for monitoring the implementation of programmes identified in the enhanced SIPs, and providing technical assistance when needed. However, as noted by a divisional official monitoring of schools is a challenge faced by some SBM Coordinators because covering a large number of schools in the district can be time consuming, particularly when they also have a host of other responsibilities attached to their role.

I.2.3 Opportunities and challenges of the enhanced SIP

School Improvement Plans have been in operation for many years, but respondents identified clear differences between past SIPs and the current eSIPs. This section identifies some of
these differences and also highlights some of the opportunities and challenges of using the eSIP.

Several respondents reported that the enhanced SIPs were more collaborative, participatory, and transparent, compared to the previously used SIP process. This is corroborated by the fact that PTAs and SPTs were closely involved with the mapping exercise and other activities associated with developing the eSIPs.

A division level DepEd staff member narrated the challenges of implementing the previous SIPs by noting that they were produced by copy pasting SIPs developed by other schools, and that ‘sometimes, in a rush, even the name of school was not changed, since you are not the one who made it’.

Some respondents mentioned that the eSIPs were simpler to draft and, therefore, easier to implement. In this regard, some district and divisional level respondents noted that ‘it’s now thinner and the contents of enhanced SIP are now made simpler’. When referring to the previously used SIPs, some respondents indicated the difficulty in understanding ‘when are we going to use and how are we going to use’ the SIPs, in comparison to the enhanced SIPs.

At the same time, a few district level stakeholders mentioned that the enhanced SIPs were harder to implement for some users who ‘cannot easily accept change’. Some of the challenges of drafting the eSIPs identified include issues of grammar, completeness of data, and difficulty in collaborating. A district supervisor noted:

Crafting the enhanced SIP is not that easy. It’s a combination of efforts of the schools, of the teaching and non-teaching, the community stakeholders or the stakeholder themselves.

The quote above implies the collaboration required for the development of eSIP is challenging, however, the same district supervisor mentioned that the eSIP would not be as effective without the collaboration of the different members of the community.

The eSIPs also have the additional advantage of containing tools that enable school management to produce detailed project designs and budgets through the development of the AIPs. The SIPs thus give schools three years to meet their goals, as articulated by a school principal:

If we cannot fulfil it (Projects identified through enhanced SIP) in the first year, then we will continue in the second year (and so on) until we finish all the planned activities in the third year and then make another SIP for the next three years.

This flexibility of using a rolling system allows school principals and district officials to review performance against the AIPs on an annual basis so that they can adjust plans and revise SIPs accordingly.

**Fund allocation**

AIPs also allow schools to keep track of the budget and sources of funding for projects identified through eSIPs. An essential component of the enhanced SIP is the planning
worksheet, which contains details of the priority improvement areas identified under access, quality, and governance. In this case, a ‘project budgetary matrix’ is developed from the problems identified in the planning worksheet. The budget from the matrix is transferred to the AIP, where the source and value of the budget is identified – for instance from LGU, MOOE, DepEd or from other stakeholders.

**In practice, policies related to the utilization of funds for eSIPs vary across divisions.** In most sampled divisions, the eSIPs were not closely tied to the budgetary expenditure through Maintenance and Other Operating Expenses (MOOE) of schools. A District Supervisor cautioned that projects that are not on the enhanced SIP should not be implemented by schools because the Commission on Audit (COA) – an independent commission established by the constitution to examine and audit funds in the Philippines – would not approve of the cost incurred.

**In some LGUs, the claim and release of school funds through MOOE are directly linked to the submission of enhanced eSIPs.** According to a divisional official, this policy has been adopted to

> Have a ‘mechanism to encourage school principals to submit their enhanced SIPs … because we know for a fact that, with this mechanism, the school heads will be encouraged to submit, to comply with the eSIP, which is very significant in giving direction to the school

This policy appears to have been effective in achieving said objectives, as all schools in the division have completed their eSIPs. In regions where this policy is not in place, a few respondents expressed interest in adopting similar policies in the coming years in order to achieve the same objective.

**I.2.4 School Report Card**

The findings from the mapping exercise allow schools to prepare annual School Report Cards to provide a health-check for each school. Several respondents reported that the **SRC is composed of 19 school related indicators prescribed by DepEd’s Central office.**

Multiple stakeholders corroborate that the SRCs are primarily developed by school officials under the leadership of the school head teacher, and with community and teacher participation. Some of the information included in the SRC is mentioned by a head teacher as follows:

> The principal is the one who consolidates the data but the data is from the teachers, because it includes the number of master teachers in a school, male and female students, and buildings that needs major and minor repair.

**Several community level stakeholders were not aware of the development of the SRCs in their communities.** When asked about SRCs, most parents and several head teachers confused the School Report Cards with pupil report cards.

Nonetheless, the **SRC is an important tool that allows a school to take stock of its performance and report to the community and other stakeholders to improve communication, awareness, and transparency.** Respondents mentioned that SRC helps develop deeper partnerships and keeps stakeholders informed. **The SRC is also a useful**
tool to inform the preparation of eSIP in each school. Respondents mentioned that the enhanced SIP is a plan, while the School Report Card is the related school database. Therefore, eSIPs are dependent upon the interpretation of the database. One respondent described it as a familial relationship: ‘SIP and SBM are a couple which cannot be separated. Their child is a school report card.’

A school principal mapped this relationship further, arguing that the value of SIPs depend entirely on using the SRCs.

Their relation is big. Because the SIP cannot move or proceed without the base line and the base line information is found on SRC. So if they (a school) make an SIP without using the SRC that plan would be useless because you do not have the base line, you do not have where to start, how to start and definitely the planning will be affected.

I.2.5 Enhanced SIP orientation

It is difficult to establish a clear pattern regarding the trainings conducted for the enhanced SIPs. Several different types of trainings were mentioned by respondents when talking about the enhanced SIPs. In most locations, the DepEd division office conducted the eSIP training. The participants selected for the training vary by district, as each district office could choose the specifics of the delivery of the training. As a head teacher mentioned, the trainings were primarily regarding ‘the mission, vision, and core values of the school’ and included content on ‘how to gather data and how to develop enhanced SIP’.

In some sampled LGUs, all school head teachers of the district were trained. These head teachers would then be responsible for training the teachers in their respective schools. In this case, the school head teacher mentioned feeling stressed because they had very limited time to train others in the school and develop the eSIP. The teacher mentioned having ‘so much paper work’ during this time and having ‘slept (only) 5 hours a day.’

In some sampled districts, DepEd district office used a training of trainers model. The DepEd district office would train selected school principals and SBM coordinators. These SBM Coordinators and principals from selected schools would then train principals and teachers from other schools in their municipality. The training conducted by principals and SBMs was ‘divided by topic’ such that each trainer would be responsible for a specific portion of the training content.

UNICEF has been directly involved in providing trainings in the sampled LGUs of Armed Region of Muslim Mindanao (ARMM). School head teachers received training to learn to develop eSIPs effectively. This training was conducted annually by UNICEF and DepEd ARMM. Notre Dame University provided mentorship through the training, and in the development of eSIPs. Higher level officials, such as school division supervisors, were mentored by UNICEF and BEAM on the development of the basic education development plan (BEDP) to complement the district synthesis.

In the ARMM region, few schools have been able to submit the eSIP due to the complexity of the development process, lack of funds and security threats. The repeated UNICEF
trainings and the continuous mentorship arrangement mentioned here was identified as a pivotal factor in enabling the development of eSIPs in the schools involved.

The training consists of simulation exercises which involve the development of a mock report during the training. Participants then present and defend the mock report produced by their team. A head teacher mentioned that this made the training challenging, as teachers had difficulty in preparing the mock report because they were not used to such situations and 'were only used to talking in front of the children’. This teacher’s experience implies that the training content may be difficult and stressful for a few respondents.

It is interesting to note that it was difficult for some respondents to identify whether UNICEF had been involved in the training they had attended. Respondents noted that they had forgotten whether UNICEF had been involved. This could be either because they attend numerous trainings or because the training was some time ago. In such circumstances, respondents would infer UNICEF’s involvement through guesswork. For instance, in one case, the District Supervisor thought that UNICEF had not been involved in the training, but in the training there was mention of UNICEF programmes such as the DRR programme.

I.2.6 District Situational analysis

When asked about the District Situational Analysis or District Synthesis, several stakeholders – particularly head teachers but also a few district/division respondents – appeared to describe a school level synthesis or other analysis that did not entirely match the description of a District Situational Analysis.

This confusion can be explored through some of the responses below. A school principal reported:

"We consolidated all the reports from the teachers and from principal’s office but the analysis is in school level only, because we only pass all the reports, compile all, and the division are doing their own analysis."

According to this principal, then, the analysis was being carried out at the school level, and at most being compiled at the district level. At the same time, school principals seemed to expect the district to be carrying out their own analysis, although they were not able to articulate what this entailed.

While respondents were mostly clear about eSIPs, very few respondents were fully aware of the District Situation Analysis. Only one district official reported a District Situational Analysis related orientation. This orientation was conducted by Plan International and UNICEF. However, the respondent couldn’t recall the details of the orientation or UNICEF’s role was in the orientation.

In another instance, respondents developed District Situational Analysis, without any guidelines, by consolidating eSIPs and their priority improvement areas.

I.2.7 Barangay Annual plan

As mentioned above, Barangay officials participate actively in the development of enhanced SIP. The Barangay captain or Barangay Councillor responsible for education
often support the mapping and School Improvement planning process. According to a divisional officer,

When we discuss SIPs, there is participation from barangay and parents. The principal asks for assistance from the barangay, like tapping of electricity and water for the school, so the barangay considers some assistance for the school when they prepare barangay annual plans.

There is a clear recognition that the eSIPs should be integrated with the Barangay Annual Plans and budgets because they are inter-related to each other – if the barangay budget is not in line with the school’s plans, the barangay would not be able to cater to the school’s needs and plans. A divisional official noted:

The eSIP should be included in the barangay annual budget because the barangay should provide for the needs of the school (which would be easier to do if the eSIP and Barangay plans are integrated). As such, the barangay should provide basic facilities like the water system and electricity, because those are basic needs of the children from the same Barangay.

As such, barangays provide support to schools in many ways, and this was stressed by school officials, teachers, parents, and barangay officials in all the elementary schools we visited. However, when it comes to the planning tools (Barangay Annual Plans and enhanced SIP) available to the barangay and school, integration is limited. Various respondents who are involved in eSIPs– including head teachers, district supervisors and SBM Coordinators – mentioned that the eSIPs were not included in the Barangay planning process and mentioned having little involvement in the Barangay planning process itself. Many Barangay officials who had been part of the mapping were often not involved in the final development of the eSIPs and report that they do not use the eSIP to develop their plans. In some cases where there are signs of integration, it does not happen in a systematic manner. In one LGU, the SBM Coordinator mentioned that the Barangay official is closely involved in the school level planning because their children were enrolled in the school and they were part of the PTA. A head teacher described this non-systematic integration in the following way:

Every now and then, I attend Barangay session. In the session, I state the problems in our school and the barangay will include those school problems on their BIP or Barangay Improvement Plan.

In one sampled school, the head teacher and kinder teacher also mentioned the difficult relationship between the school and barangay captain, which was an added difficulty in integrating the two planning processes.

The reduced integration mentioned above implied that it can be difficult for schools to receive funds from the Barangay office in a systematic and planned manner. Schools do receive funds through the barangay office, however, it requires continual coordination and often a longer time to process if it is not planned in the budget.
I.3 WASH

UNICEF have demonstrated interest in supporting WASH activities in schools, but several sampled schools did not have access to running water yet. In some cases, when a water source was available, it was provided through international NGOs such as Save the Children. When water is not available at the school, children are often asked to fetch water from a nearby water source or to bring water from their homes. This is not ideal, and can get tiring for children.

This lack of a clean water source has been attributed to influence academic achievement, as water availability, along with electricity, is seen as a crucial infrastructure to support children.

Multiple WASH interventions are currently being implemented in schools. Stakeholders implementing these interventions include UNICEF, Save the Children, ACF, the Municipal health office, and ARMM Department of Public Works and Highways (DPWH), among others. Interventions include construction of gender sensitive comfort rooms, deworming, provision of WASH material, and trainings.

Attributing an activity to UNICEF and the resulting outcomes can be challenging, particularly when several stakeholders can be conducting similar activities and multiple actors involved with delivering some key programmes. Often respondents also misattribute activities to the stakeholder in question. As discussed in the chapter on Research Methodology, we found a water tank had been installed in a sampled elementary school by Save the Children. The water tank had the logo of Save the Children visible on the front as well. However, when asked about key UNICEF activities in WASH in their school, parents attributed the water tank to UNICEF.

In a few sampled schools, UNICEF had provided a package containing soap, toothpaste gel, and toothbrush to children. Some schools had also received washing stations, and some school teachers had also been trained by ACF and UNICEF.

Head teachers observed some changes in children’s behaviour as they incorporated hand washing into their daily routine. For instance, they noted that they had seen children had been washing their hands before eating without being prompted. In a few cases, this was also believed to be associated with reduction in sickness. Additionally, parents report that children were the ones to inform them about appropriate hand washing practices in some cases.

Handwashing was also prescribed in UNICEF’s programme, but schools with limited water accessibility conducted these activities with reduced frequency. Some respondents brought into question the sustainability of the health kits, and wanted to receive them on a more regular basis. A school principal articulated this point in this way:

I want this handwashing and tooth-brushing to be implemented regularly. One thing I regret is the sustainability of the toothbrush because the UNICEF and ACF has provided us but only for a few months. I want that to be improved, if possible, school year round.
School teachers as well as parents reported that the children in their school are very poor, and so cannot afford to buy these hygiene products without external support. Even when they get used to the practices, then, they are unable to continue them when supplies finish. Our research teams observed this as well, as some classrooms had specially designed wooden cupboards to hold pupil toothbrushes, but the students did not actually use them as the toothpaste had already been used months ago.

As such, while WASH activities were normally well appreciated by stakeholders, their sustainability, and hence suitability in the context of poverty remained a serious challenge in the vulnerable LGUs that are the target of UNICEF’s current programmes.

I.4 Learning Action Cells

This section discusses the key findings that emerge from our research on Learning Action Cells. LAC is implemented through an initial LAC orientation – often split into 2 modules – which is to be followed by in-school LAC sessions on a regular basis. In this section we will discuss the LAC orientation and in-school session separately. In doing so, for each, we will discuss the purpose identified by respondents, the different modes of implementation– including an identification of who conducted the orientation session, and how it was conducted, and conclude by discussing the opportunities and challenges that arise. We specifically discuss our findings on the UNICEF LAC orientation sessions separately.

Learning Action Cells are a peer-to-peer approach adopted to increase teacher competency. LACs are implemented through an orientation session followed by regular peer to peer sessions at the school. **Respondents suggest that the purpose of LAC is to develop, enhance, and improve teachers’ pedagogical strategies, subsequently improving the quality of teaching and learning performance of children.** LACs are focussed on teaching skills and are also used as avenues to identify needs and gaps in teaching skills. As one respondent indicated:

> The purpose of the LAC session is professional engagement and professional development. It is a venue for the exchange of ideas among teachers to improve the delivery of education to our students.

**Most schools we visited were aware of learning action cells, and had participated in LAC activities in the last year.** We encountered only one school head who was not aware of Learning Action Cells during our evaluation visits. In most cases, parents were also aware that school teachers meet on a certain day as there are no classes at the time when LAC sessions are scheduled. Even in such cases, parents were not aware of the specific content of LAC sessions. Nonetheless, they claimed to have a positive opinion about the sessions, and believed it was important for teachers to support each other. In other cases, parents were unaware of LAC sessions, even if classes were cancelled and children were sent home during this time.

LAC orientation sessions have been held by DepEd in some cases and UNICEF in others. At least three of the sampled schools received LAC orientation sessions from DepEd. The orientation session is conducted through a training of trainers. DepEd trains the regional office, which then trains the divisional office on the LAC orientation session. In most cases the DepEd divisional office conducts the LAC orientation session of school principals and
teachers. The orientation attendees also vary across the divisions. In some cases, one teacher is trained from each school, and he/she is the one to conduct sessions for other teachers. In other cases, all K-3 school teachers are invited to attend the LAC session.

Respondents mentioned that the orientation session provides guidelines regarding the frequency, timing, and content of the in-school LAC sessions. It addresses questions such as: how and when to hold LAC sessions, how long to discuss and the topics to be discussed in the LAC session.

In a majority of the sampled schools, in-school LAC sessions were held at a regular schedule with the teachers and the head teacher in attendance. The frequency and timing of the meeting varied across schools, with some conducting it on a fortnightly basis, while others conducting them once a quarter. Respondents noted that the schedule of the meetings is determined by the school. In highly populated schools, in-school LAC sessions are held separately for teachers for each grade. The school has to get approval of scheduled activities and submit accomplishment reports to the School District Superintendent. There is some evidence to suggest that the attendance in in-school LAC sessions was mandated by the DepEd (division office), and implemented with the help of the Curriculum Implementation Department of DepEd. It is the role of the District Supervisor to monitor and provide technical assistance. A school principal noted:

We have order from division that we do it (LAC) every Friday afternoon from 1pm to 4pm. We cannot escape because we have biometrics here.

However, several stakeholders reported that teachers find it challenging to allocate time for these sessions because of various reasons. For instance, students have to be sent home during LAC sessions, teachers have multiple responsibilities, and LAC can be an additional burden due to conflicting schedules of attendees or personal commitments. For instance, a principal noted:

I think time is the challenge here because right now we have LAC sessions during 3rd and 4th Friday afternoon of the month for kinder to grade 3 teachers, so the children in kinder up to grade 3 have to go home because there is no class. We still have to attend though because it is DepEd order (to do so).

There were variations in the implementation of LACs in the sampled schools. For example, in one locality, they were being implemented as formal and informal learning action cells, while in another the LAC sessions were addressed by a different name – called the Teachers’ Quality Circle (TQC). The head teacher and SBM Coordinator of the division clearly referred to LAC as TQC, stating that ‘here our LAC session is also called Teachers’ Quality Circle’, and the basic mechanism appears to be similar.

In practice, the in-school LAC sessions are being used for a mix of purposes identified below. Some respondents suggest that in-school LAC sessions are utilized to discuss problems of child learning in classrooms and to collectively find appropriate solutions to those problems. Stakeholders external to the school can also be invited to address concerns that are harder to solve. A school principal provided this explanation:
For example we found out that this particular group of students is having difficulties in reading English. During LAC session, we will discuss it and talk about possible solutions. If we cannot find solution, we will conduct school based workshop and invite English master from district office or division office.

Some suggested that in-school LAC sessions are used for a discussion among teachers on the basics of teaching and how they are going to improve the performance of the child in the classroom. It also helps teachers strategize their teaching methods. Others suggested that LAC sessions are held to discuss early language literacy and numeracy or new DepEd policies. It is interesting to note that some school administrators focussed on ICT skills as an important area of improvement for teachers in their schools.

Some respondents suggest that the LAC sessions play an instrumental role in increasing the use of participatory teaching styles, thereby resulting in performance based and hands-on teaching. According to a divisional official:

There are changes in teaching strategy, like they have new approach for teaching, because they share ideas among themselves like what are the new interactive materials or what are the new trend for teaching.

A district level official from another LGU corroborated this view:

The result of the LAC session was to come up with performance based teaching skills. They've tried to be more hand-on in classrooms, for example, in a class if there are 5 excellent students, then the others would need to catch up, so teachers can use different approaches for different groups of students so she can be more hands on and be able to cater to all needs to her students to perform well.

LAC sessions were thus seen as being very beneficial to the teachers, helping them manage their classrooms and teach their students more effectively.

Several stakeholders were of the opinion that LAC sessions are sustainable and will continue in the future because they strengthen teachers’ competencies and help teachers to improve their capacity to teach.

I.4.1 UNICEF LAC training

LAC orientation sessions were sponsored by UNICEF and conducted by COLF in at least three sampled schools. Respondents mentioned that two such orientation sessions were held a few months apart. These were thematically split into module 1 and 2. Kinder teachers noted that module 2 was a continuation of module 1. Respondents were appropriately able to identify that the training was about developmentally appropriate learning materials for kinder to grade 3 (children) and noted that the modules were about the ‘development of children’, particularly through play based learning. As a result of the orientation sessions, teachers emphasized that they were able to incorporate play based learning practices by developing their own games. A kinder teacher noted that the children play bingo or memory game' in classes to practice children's memory in picture and colour.
The main attendees of the training included school teachers from kinder to Grade 3, head teachers, kinder coordinators and district supervisors, though not all stakeholders were able to attend each orientation. The orientation attendees were expected to inform and teach other teachers at the local level as well. However, in some cases, some of the attendees had been transferred from the initial school, so the learning from the training could not be passed effectively to others in the school. A head teacher mentioned that they were not able to attend the UNICEF LAC orientation session because they were not informed about the session in a timely manner. The teacher further requested that UNICEF should not only coordinate with division and district officials but also explore avenues to contact potential beneficiary schools and head teachers directly, so that they do not miss out on any of the opportunities available to them. This was especially crucial for rural schools that are not easily accessible, as communication and contact with even the division could be constrained under such circumstances.

Several respondents noted that the LAC orientation sessions conducted through the partnership between UNICEF and COLF were successful. Success of the LAC sessions is mainly measured by the change it has produced in the pedagogical approaches adopted in classrooms. A district supervisor noted that due to the UNICEF LAC orientation session, 'the teaching strategies adopted are cooperative and not traditional. It is an activity-based teaching, which we call hands-on.' A head teacher reported that, as a result of the orientation session, teachers moved away from rote-learning practices:

> We are applying the child centred strategies, where the learning is through class activities. Teachers mainly play the role of facilitators. Now instead of focusing on memorization, we focus on activities or interactions.

Overall, the evidence suggests that the LAC orientation and in-school sessions are beneficial in improving pedagogical practices in classrooms. Through informal observation, researchers noted that there was still room for improvement, as teachers had not completely incorporated play-based learning in schools; however, evidence does suggest an increasing awareness of and changes in the pedagogical practices.

### I.5 Mother tongue based- Multilingual education

This section discusses some of the key findings that emerge based on the implementation of the MTB-MLE policy. The findings in this section are mainly formative, and are meant to inform UNICEF’s priorities in this area. Therefore, this section does not explicitly evaluate any related UNICEF activity. In this section, we will primarily provide an overview of the opportunities and challenges that emerge from the implementation of MTB-MLE. In particular, we will discuss issues of contextualization of language, its implications on math and science subject content, literal translation of words, misalignment of language policies, and opinions on transition.

Some schools adopted a mother tongue that was not the language of the predominantly present IP community was different. There are plans to shift to the language of the IP community once it is full developed. According to a head teacher,
This (choice of language) is because the Cebuano language has complete set of alphabet while the Subanen does not. Last month, I attended a seminar about the proposal from Dep-Ed that Siayan should use the Subanen language as mother tongue, so we talked about the Subanen alphabet, but it is not yet finished.

Other schools adopted an IP language for MTB-MLE, however, the community has a mix of several IP tribes with different mother tongues. In a majority of schools, there are mixed opinions regarding the most appropriate language to adopt for MTB-MLE due to the mixed composition of all communities.

Some kinder teachers reported that they were not fluent in the language being used in MTB-MLE; this makes it difficult for them to understand and teach in the assigned mother tongue. This has led to difficulties in adopting the assigned mother tongue in classrooms, where we note that teachers often teach in the language of their own comfort and at times seeking help from students to translate terms to the MTB-MLE language. A school principal described the situation well:

…the teachers assigned in a specific place were not native speakers of the mother tongue in that place. Naturally, they won’t be able to understand the children when they talk through their mother tongue. So the assignment of teachers should also be based on their mother tongue.

Some parents mentioned that they do not speak the alleged ‘mother tongue’ language used in the school because it is not their mother tongue. Parents also have to learn new terms and words due to their children.

Several respondents (including head teachers, teachers, and parents) suggested that the implementation of the MTB-MLE policy still needs to be refined as certain aspects of the adopted language cause children difficulty in comprehending the language. The complications with using a local language that was not the mother tongue language for all the students raised concerns about the accuracy of the curriculum as well. A school principal noted that, since the curriculum was not translated to all the mother tongue languages, the onus fell on school teachers to translate these texts themselves. This posed a serious challenge, because the principal worried that she could not verify that each teacher could translate accurately, correctly, or uniformly, so children might not be learning the same thing even if they are learning from the same books in the same school.

The appropriateness of language was also of particularly concern in Mindanao, where school administration and teachers noted that the MTB-MLE language adopted was not fully contextualized, which meant that the dialect used did not apply to the local context. This is particularly problematic in the learning material used. A teacher illustrates this for Hiligaynon as follows:

We are using the Mindanao Hiligaynon and not the Visayas Hiligaynon which is used in the MTB curriculum. It’s really hard for me to translate the words to Hiligaynon for our charts (material) inside the classroom.

In some cases, the language adopted as the MTB-MLE used deep words that were not common in daily use of the language. Deep words are words that were traditionally used in a
language but have now fallen out of common use. This caused problems in teachers’ and children’s understanding of the MTB-MLE language.

In Mindanao, parents also note that the use of non-contextualized words in MTB-MLE was said to lead to learning difficulties in K-3 students, as some parents explained:

They (students) are having a hard time, because they can’t understand. My kid would ask me, ‘Ma, what is next of ‘Pulo’ (10) in Bisaya?

The case of Mindanao has highlighted the need to contextualize learning materials more appropriately. Respondents suggested that translated books had ‘a lot of mistakes’, and that there is a need to ‘change the books based on the community’s language’.

A majority of respondents mentioned that technical subjects such as math and science were more difficult to teach and learn because teachers, parents, and children were used to using English or Tagalog for technical terms used in these subjects. Respondents recommended that certain mathematical terms and numbers should be taught in English or Tagalog, while the rest of the subjects could be taught in mother tongue. A kinder teacher illustrated this problem:

I am having difficulty teaching them (children) numbers. It is because they are used to one, two, three, not ‘isa, duha, tulo…’ But we still have to follow the DepEd (guidelines), that we should teach them the MTB… They are doing well on other subjects but when it comes to numbers, all of them are having a hard time because they have to adjust from counting in English to MTB.’

Most of these respondents stated that the literal translation of terms such as numbers to Cebuano was problematic in teaching mathematics.

In terms of the teacher’s approach, some of them find difficult in Math subject because the translation of number words from English to Cebuano is somewhat literal, like the word eleven. In Cebuano, they will say ‘napulo og isa’ (literally meaning ten and one)… the word is so long that even the teachers find difficult to state.’

A school principal noted that the use of English and Tagalog in the national exams and MTB locally creates a troubling dichotomy because the teaching methods and the examinations are not aligned properly.

We have an examination for grade 3, but it is in English and Tagalog, but they (grade 3 children) are using mother tongue, so there is a conflict. Why don’t the teachers then use mother tongue but also national language? The purpose is good, but sometimes the impact on the assessment is difficult.

The principal noted that they had been asked explicitly to teach in the local language till 3rd grade, but the national assessment test in grade 3 is conducted in English and Tagalog, so the students from this school were unlikely to perform well because of the change in language. As such, it will be important to translate the competency exams to the local
languages as well, so that children are assessed in the same language in which they are prepared in school at that level.

The language policy will need to encourage mother tongue based education, but find ways to integrate the national and international languages into the curriculum so that children could both learn better and be competitive beyond the local level. According to the same school principal,

> If mother tongue will be used as a vehicle to let the children learn, then it is good. However, if you only use it, then you prevent children the right to learn in a language that will allow them to contribute globally and unlock themselves. I am not trying to patronize their local language, but I want them to go out of their shell.

The quote demonstrates the complexity of integrating MTB-MLE into the curriculum, while being mindful of the desire to learn national and international languages through the schooling system. The language policy will thus have to both be mindful of the immediate language requirements of children to assess them appropriately as well as providing a meaningful platform to graduate successfully to ultimately be comfortable with national and international languages.

To address some of the concerns identified above, a district level respondent explained that there was a need for licensed IP teachers who could teach in the mother tongue, however, few IP community members had teaching licenses and therefore would not meet the qualifications. Furthermore, respondents felt a clear need for trainings for MTB-MLE, but this was not currently implemented adequately. According to a district official,

> I suggested in the regional office that, if possible, they should recommend higher education institutes or the colleges to teach local languages as subjects. For example, if the university is located in a B'laan area, the university should offer a B'laan language course.

Overall, some respondents note that children are more engaged and participatory in classrooms due to the use of mother tongue at school. Children find it easier to understand the MTB-MLE language than English and Tagalog. Some respondents noted that at first both students and teachers have difficulty adjusting, however, this is expected to improve with time. The contextualization of the MTB-MLE language was stated to be an essential element in eradicating these challenges.

In Grade 4, students transition from mother tongue to English or Tagalog as the medium of instruction. We find that there is mixed evidence regarding the ease of transitioning from mother tongue to English or Tagalog. Some respondents – including head teachers and parents - note that teachers start using Talagog or English in Grade 3 which helps the transition towards these languages as the medium of instruction. Others were of the opinion that the transition would be difficult even if Tagalog and English are incorporated incrementally in earlier grades. Grade 3 students corroborate that they have started moving towards Tagalog or English, however, they find it difficult to understand English and Tagalog when it is used in classes.
Annex J  
ECCD Quantitative Data Analysis

The following sections present the quantitative analysis of key outcome indicators relevant to the ECCD evaluation framework. This analysis has been undertaken largely on Multiple Indicator Survey (MIS) 2016 data only owing to time constraints, the need to look at differences and not relative growths, changes in the questionnaires, and the time constraints. The indicators analysed in this section include:

1. School readiness of 3-5 year old children improved in 36 vulnerable areas
   i. Proportion of 6-year old currently attending Grade 1
   ii. Percentage of children attending grade 1 who completed kindergarten
   iii. Drop-out rate in Grade 1
   iv. Drop-out rate in Grade 2
   v. Drop-out rate in Grade 3

2. Quality of ECCD programmes for 3-5 year old children improved in 36 vulnerable LGUs
   i. Proportion of 6-year old who have completed kindergarten/ preparatory school

3. Demand for ECCD services stimulated in 36 vulnerable LGUs
   i. Proportion of 3-5 year old children currently attending early childhood education
   ii. Proportion of 5-year old children currently attending kindergarten/ preparatory school
   iii. Percent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool”
   iv. Percent of respondents who agreed that early childhood education prepares a child for school
   v. Percentage of respondents who agreed that it is the parents’ responsibility to ensure that child completes his/her education

In addition to indicators considered relevant by UNICEF in the framework, the evaluation team also undertook the following analysis of closely related indicators to help inform ECD and Primary adoption throughout the 36 LGU as well as to help support conclusions concerning UNICEF attribution and contribution. These indicators include:

1) Percentage enrolment of disabled children by LGU
2) Percentage enrolment of ethnic children by LGU
3) Language spoken at home by % enrolment rates by LGU
4) Percentage of parents who believe that children will learn better if taught in their mother tongue by ethnicity
5) Percentage of parents of children aged 3-8 that read with their children
6) Percentage of parents of children aged 3-5 who are aware of the Kinder Catch-Up Education programme of DepEd for 5 years old and above who are not able to enrol in kindergarten on time
7) Percentage of parents who are aware that all 5-year-old children should attend kindergarten before entering Grade 1

The analysis presented below is augmented by analytical tables presented in 0

**J.1 End of Project Outcome: School readiness of 3-5 year old children improved in 36 vulnerable areas**

**J.1.1 Analysis of Indicator 1: Proportion of 6-year old currently attending Grade 1**

Attendance in grade 1 for children aged 6 years old is crucial to the longer term success of a child in the education system. Studies show that children that attend school at the correct age are less likely to drop out or repeat and more likely to successfully graduate (Jimerson and Kaufman, 2003).

UNICEF has established a minimum target of 65.2% for the proportion of 6-year old children currently attending Grade 1. The target participation rate for boys is 65.0% and for girls, 65.4%. The baseline in 2012 conducted in 18 LGUs established an average participation rate of 59.0% for boys and 57.9% for girls.

In 2016 the average population weighted proportion of 6-year old children currently attending Grade 1 was 65.0%, comprised of a participation rate for boys of 62.0% and 67.0% for girls. The participation rate for the total population and for boys failed to meet the targets of 65.2% and 65.0% respectively, however girls achieved the target of 65.4% participation in grade 1. As noted a higher percentage of girls were attending grade 1 than boys (GPI 1.07). The LGUs average participation rate was 67.4% comprised of a participation rate for boys of 66.7% and for girls 67.1%. The LGUs average ratio of girls to boys is almost even (GPI 1.01).

26 (72%) LGUs met or exceeded the target for the proportion of 6-year old children currently attending grade 1. 22 (61%) met or exceeded the target for boys and 24 (67%) for girls. The graph below shows the total proportion of 6-year old children currently attending Grade 1 school 2016 for each LGUs. The red line represents the UNICEF target of 65.2% participation rate. LGUs which fall below the line achieved the target.

**Figure 1. Total proportion of 6-year old children currently attending Grade 1 school 2016 (UNICEF 2016)**

---

13 GPI is not weighted for representation of gender. The bias of grade 1 education towards girls is largely due to the population weighting of Quezon which is approximately 37% of the total population within the target LGUs.
The table below includes LGUs which failed to meet the target for either boys or girls or both. Values which failed to meet the target are highlighted in red.

**Table 1. LGUs that failed to meet target of proportion of 6-year old children currently attending grade 1**

<table>
<thead>
<tr>
<th>Province</th>
<th>City/ Municipality</th>
<th>Boys 2016</th>
<th>Girls 2016</th>
<th>Total 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>NCR</td>
<td>Pasay City</td>
<td>None</td>
<td>38.1</td>
<td>45.8</td>
</tr>
<tr>
<td>NCR</td>
<td>Quezon City</td>
<td>None</td>
<td>55.0</td>
<td>65.2</td>
</tr>
<tr>
<td>Northern Samar</td>
<td>Bobon</td>
<td>2012</td>
<td>55.6</td>
<td>45.2</td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Sindangan</td>
<td>2014</td>
<td>66.7</td>
<td>60.0</td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Tampilisan</td>
<td>2012</td>
<td>61.5</td>
<td>64.0</td>
</tr>
<tr>
<td>Cotabato City</td>
<td>Cotabato City</td>
<td>None</td>
<td>48.5</td>
<td>50.0</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Arakan</td>
<td>2012</td>
<td>66.7</td>
<td>57.7</td>
</tr>
<tr>
<td>Maguindanao</td>
<td>Mamasapano</td>
<td>2014</td>
<td>44.4</td>
<td>40.0</td>
</tr>
<tr>
<td>Sulu</td>
<td>Siasi</td>
<td>2014</td>
<td>52.0</td>
<td>70.0</td>
</tr>
<tr>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>2014</td>
<td>44.4</td>
<td>59.5</td>
</tr>
<tr>
<td>Camarines Norte</td>
<td>Labo</td>
<td>2012</td>
<td>56.4</td>
<td>81.8</td>
</tr>
<tr>
<td>Camarines Norte</td>
<td>Mercedes</td>
<td>2012</td>
<td>63.2</td>
<td>82.5</td>
</tr>
<tr>
<td>Masbate</td>
<td>Monreal</td>
<td>2012</td>
<td>71.4</td>
<td>52.9</td>
</tr>
<tr>
<td>Masbate</td>
<td>Milagros</td>
<td>2012</td>
<td>64.0</td>
<td>70.4</td>
</tr>
<tr>
<td>Northern Samar</td>
<td>Mapanas</td>
<td>2012</td>
<td>78.6</td>
<td>50.0</td>
</tr>
<tr>
<td>Zamboanga del Sur</td>
<td>Zamboanga City</td>
<td>None</td>
<td>55.0</td>
<td>77.1</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Midsayap</td>
<td>2014</td>
<td>64.5</td>
<td>81.3</td>
</tr>
<tr>
<td>Maguindanao</td>
<td>Upi</td>
<td>2014</td>
<td>80.0</td>
<td>45.5</td>
</tr>
<tr>
<td>Sulu</td>
<td>Parang</td>
<td>2014</td>
<td>51.9</td>
<td>76.5</td>
</tr>
</tbody>
</table>

The figure below shows the gender parity index of the proportion of 6-year old children currently attending Grade 1 school 2016 for each LGUs. A gender parity of 1 indicates equal proportional participation of boys and girls and is highlighted in green. There remains considerable variation in access to education for both boys and girls in LGUs in which UNICEF operated programmes throughout 2012 to 2016. Gender Parity Index (GPI) for the proportion of 6-year old children currently attending Grade 1 school 2016 (UNICEF 2016)
LGUs with extreme GPI 6-year old children currently attending Grade 1 school 2016 of greater than 1.20 and less than 0.80 are shown in in the table below. These are LGUs where either boys (GPI less than 0.80) or girls (GPI greater than 1.20) have significant barriers towards participating in grade 1 education at the correct age of 6 years old. Girls have significant barriers to participation in grade 1 in Upi, Mapanas, Monreal and Lebak, however boys have significant barriers to participation in almost twice as many LGUs (7). Upi is located in ARMM and local cultural / religious practices may result in girls being excluded from education. Lebak also has a high proportion of Muslim population (48%) which may lead to boys being favoured over girls. Mapanas and Bobon are both located in Northern Samar and local cultural practices may exclude girls from early education.

Figure 2. LGUs with extreme GPI 6-year old children currently attending Grade 1 school 2016 of greater than 1.20 and less than 0.80 (UNICEF 2016)

<table>
<thead>
<tr>
<th>Province</th>
<th>City/ Municipality</th>
<th>Baseline</th>
<th>Male</th>
<th>Female</th>
<th>2016</th>
<th>GPI</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maguindanao</td>
<td>Upi</td>
<td>2014</td>
<td>80.0</td>
<td>45.5</td>
<td>66.7</td>
<td>0.57</td>
</tr>
<tr>
<td>Northern Samar</td>
<td>Mapanas</td>
<td>2012</td>
<td>78.6</td>
<td>50.0</td>
<td>68.2</td>
<td>0.64</td>
</tr>
<tr>
<td>Masbate</td>
<td>Monreal</td>
<td>2012</td>
<td>71.4</td>
<td>52.9</td>
<td>65.4</td>
<td>0.74</td>
</tr>
<tr>
<td>Sultan Kudarat</td>
<td>Lebak</td>
<td>2014</td>
<td>90.5</td>
<td>68.0</td>
<td>82.1</td>
<td>0.75</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Midsayap</td>
<td>2014</td>
<td>64.5</td>
<td>81.3</td>
<td>73</td>
<td>1.26</td>
</tr>
<tr>
<td>Camarines Norte</td>
<td>Mercedes</td>
<td>2012</td>
<td>63.2</td>
<td>82.5</td>
<td>73.1</td>
<td>1.31</td>
</tr>
<tr>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>2014</td>
<td>44.4</td>
<td>59.5</td>
<td>53.1</td>
<td>1.34</td>
</tr>
<tr>
<td>Sulu</td>
<td>Siasi</td>
<td>2014</td>
<td>52.0</td>
<td>70.0</td>
<td>61</td>
<td>1.35</td>
</tr>
<tr>
<td>Zamboanga del Sur</td>
<td>Zamboanga City</td>
<td>None</td>
<td>55.0</td>
<td>77.1</td>
<td>65.3</td>
<td>1.40</td>
</tr>
<tr>
<td>Camarines Norte</td>
<td>Labo</td>
<td>2012</td>
<td>56.4</td>
<td>81.8</td>
<td>68.1</td>
<td>1.45</td>
</tr>
<tr>
<td>Sulu</td>
<td>Parang</td>
<td>2014</td>
<td>51.9</td>
<td>76.5</td>
<td>65.6</td>
<td>1.47</td>
</tr>
</tbody>
</table>

In 2015 a target was agreed that LGUs should increase the participation rate of 6 year olds in grade 1 by 2% (percentage points) annual increase for males and 2.5% for females from the baseline.

As noted there are two baseline groups of LGUs which were Group 2012 which included 18 LGUs and group 2014 which included 12 LGUs from Mindanao. The average total increase in participation rate for both groups was 23.5% (boys 22.7%, girls 24.4%). This resulted in an average annual increase of 1.5% which was below the target of 2%. The annual
increase in the percentage of boys aged 6 attending Grade 1 was 2.4% which exceeded the target of 2% however girls had an annual average increase of 2.1% which was below the target. 20 LGUs (67%) met or exceeded the target of 2% for boys and 15 LGUs (30%) met the target of 2.5% for girls.

The total average LGUs net increase was 4.6% (boys 8.1% and girls 8.1%). However, as highlighted in the graph below, there was significant variation in the total increase for each LGUs during the period of the UNICEF programmes (2012 to 2016).

Figure 3. Total increase in the attendance of 6 year olds attending grade 1 highest to lowest between 2012 and 2016 (UNICEF 2016)

The table below shows LGUs in which UNICEF operated programmes which showed a decrease in attendance of 6 year olds for either boys or girls between 2012 and 2016 depending on the baseline year. Decreases are highlighted by red cells. 13 LGUs (43%) had a decrease in either boys or girls during the period. 8 LGUs (27%) decreased attendance of boys and 10 LGUs (33%) decreased attendance of girls. There are some unusual results which may be questionable data or may be indicative of other events. For example, Camarines Norte Labo decreased attendance of boys by 23% but increased girls by 22%. Maguindanao Upi decreased attendance of girls by 32% and boys by only 1%. There are almost proportionally twice as many boys studying in Upi than girls. These cases should be investigated to determine the validity of the data and also to help determine what may have caused such pronounced gender barriers.

Table 2. LGUs that had a decrease in the attendance of 6 year olds attending grade 1 between 2012 and 2016 (UNICEF 2016)
Northern Samar | Bobon | 56.8 | 55.6 | -1.2 | 51.3 | 45.2 | -6.1
Maguindanao | Upi | 81.1 | 80.0 | -1 | 77.1 | 45.5 | -32
Sarangani | Malungon | 75.0 | 75.0 | 0 | 87.9 | 76.3 | -12
Sultan Kudarat | Kalamansig | 69.0 | 73.9 | 5 | 75.0 | 66.7 | -8
Camarines Norte | Capalonga | 59.6 | 67.6 | 8.0 | 72.4 | 69.0 | -3.4
Maguindanao | South Upi | 66.7 | 75.0 | 8 | 77.3 | 69.6 | -8
Sultan Kudarat | Lebak | 81.8 | 90.5 | 9 | 78.3 | 68.0 | -8
Masbate | Cawayan | 55.6 | 68.2 | 12.6 | 73.7 | 65.6 | -8.1

However there were a substantial proportion of 6 year olds enrolled in ECD. The proportion of six year olds enrolled in ECD in 2016 was 14.3% (boys 15.1%, girls 13.5%). This analysis was only run for 2016 data owing to time limitations. The percentage of 6 year olds in ECD for each LGU is shown in the figure below. This explains why Mamasapano and Languyan have such a low percentage of 6 year olds in grade 1. The situation is not ideal because part of the KG efforts should be to normalise enrolments to the correct age groups. Research indicates that older children in younger grades are less likely to complete the education cycle and to dropout.

**Figure 4. Percentage of 6 year olds in ECD by LGU in 2016 (MIS 2016)**

This makes the total enrolment of 6 year olds in grade 1 or ECD 79.3%. The figure below shows the LGU breakdown with both ECD and Grade 1 stacked together.

**Figure 5. Percentage of 6 year olds in ECD by LGU in 2016 (MIS 2016)**
Data derived from the MIS survey can be compared against data derived from EBEIS however caution should be exercised as EBEIS data has notable issues as detailed at the start of this report. Nationally, grade 1 national Apparent Intake Rate (AIR) decreased from 131.2% in 2011 to 101.1% in 2012 (GPI 0.99) to (GPI 0.93) in 2016. A decrease of 30.1%. Grade 1 national Net Intake Rate (NIR) increased from 74.8% (GPI 0.93) in 2012 to 79.8% (GPI 1.05) in 2016. An increase of 5.0%. This does not compare favourably with the attendance rates of 6-year old children currently attending Grade 1 identified in the MIS. Discrepancies are likely due to errors in EBEIS, the difference between enrolment and attendance, and UNICEF LGUs being difficult and disadvantaged regions as noted in the table below.

**Figure 6. Apparent Intake Rate (AIR) by division 2015 (EBEIS 2015)**

<table>
<thead>
<tr>
<th>Division</th>
<th>Average AIR</th>
<th>Grade 1</th>
</tr>
</thead>
<tbody>
<tr>
<td>PASAY CITY</td>
<td>95%</td>
<td>95%</td>
</tr>
<tr>
<td>BOBON</td>
<td>95%</td>
<td>95%</td>
</tr>
<tr>
<td>QUEZON CITY</td>
<td>96%</td>
<td>96%</td>
</tr>
<tr>
<td>COTABATO CITY</td>
<td>97%</td>
<td>97%</td>
</tr>
<tr>
<td>TAMPAKRISI</td>
<td>98%</td>
<td>100%</td>
</tr>
<tr>
<td>MONREAL</td>
<td>99%</td>
<td>101%</td>
</tr>
<tr>
<td>PARANG-SULU</td>
<td>99%</td>
<td>104%</td>
</tr>
<tr>
<td>ZAMBOANGA CITY</td>
<td>100%</td>
<td>104%</td>
</tr>
<tr>
<td>ARAKAN</td>
<td>101%</td>
<td>105%</td>
</tr>
<tr>
<td>ARCAROY</td>
<td>101%</td>
<td>106%</td>
</tr>
<tr>
<td>SINDANGAN</td>
<td>102%</td>
<td>108%</td>
</tr>
<tr>
<td>LABO</td>
<td>103%</td>
<td>110%</td>
</tr>
<tr>
<td>KALAMANSING</td>
<td>104%</td>
<td>109%</td>
</tr>
<tr>
<td>MALUNGON</td>
<td>104%</td>
<td>110%</td>
</tr>
<tr>
<td>MARAPASAN</td>
<td>104%</td>
<td>110%</td>
</tr>
<tr>
<td>CAWAYAN</td>
<td>104%</td>
<td>110%</td>
</tr>
<tr>
<td>CARAPAYA</td>
<td>104%</td>
<td>110%</td>
</tr>
<tr>
<td>CARAPAYA</td>
<td>104%</td>
<td>110%</td>
</tr>
<tr>
<td>UPID</td>
<td>105%</td>
<td>110%</td>
</tr>
<tr>
<td>MAMASAPANO</td>
<td>105%</td>
<td>110%</td>
</tr>
<tr>
<td>BASUD</td>
<td>106%</td>
<td>110%</td>
</tr>
<tr>
<td>PARACALE</td>
<td>107%</td>
<td>110%</td>
</tr>
<tr>
<td>SIASI</td>
<td>107%</td>
<td>110%</td>
</tr>
<tr>
<td>MERCEDES</td>
<td>108%</td>
<td>110%</td>
</tr>
<tr>
<td>PRESIDENT ROYALS</td>
<td>108%</td>
<td>110%</td>
</tr>
<tr>
<td>LEBAK</td>
<td>109%</td>
<td>110%</td>
</tr>
<tr>
<td>SOUTH UPID</td>
<td>109%</td>
<td>110%</td>
</tr>
<tr>
<td>ALEGOSAN</td>
<td>109%</td>
<td>110%</td>
</tr>
<tr>
<td>MIDSAYAP</td>
<td>109%</td>
<td>110%</td>
</tr>
<tr>
<td>DAVAO CITY</td>
<td>110%</td>
<td>110%</td>
</tr>
<tr>
<td>SIATAN</td>
<td>110%</td>
<td>110%</td>
</tr>
<tr>
<td>VINZONS</td>
<td>110%</td>
<td>110%</td>
</tr>
<tr>
<td>PARANG-SULU</td>
<td>110%</td>
<td>110%</td>
</tr>
</tbody>
</table>

J.1.2 Analysis of Indicator 2: Percentage of children attending grade 1 who completed kindergarten

Research suggests that attending ECE and in particularly kindergarten, increases the likelihood of attending and successful later years of education. Therefore, it would be expected that children that successfully completed kindergarten would be more likely to enter and attend grade 1 primary.
UNICEF have established a target that 94.6% of children aged 6 who completed kindergarten should be attending grade 1. The 2012 baseline of 18 LGUs established that 91.6% of children who completed kindergarten should be attending grade 1.

The population weighted proportion of children aged 6 attending grade 1 who have completed kindergarten was 79.8% in 2016. The low figure was primarily due to the low proportion of children in Quezon City (64.5%) which accounts for over 37% of the total population under UNICEF programmes. The LGUs average was higher at 87.6%. 9 (25%) LGUs met the target of 94.6%.

The figure below shows the percentage of children aged 6 attending grade 1 who completed kindergarten in 2016 by LGUs. The red line indicates the UNICEF target of 94.6%. LGUs which fall below the line did not meet the target.

Figure 7. Percentage of children aged 6 attending grade 1 who completed kindergarten in 2016 by LGUs (UNICEF 2016)

In 2015 a target was established to increase annually by 1% (percentage point) the proportion of children aged 6 attending grade 1 who completed kindergarten. Only 10 (33%) LGUs met the target increase and 18 (60%) LGUs had a decrease in the proportion between 2012 and 2014. There was an average LGUs decrease in the proportion of children of -3.1% and an annual decrease of -1.6%.

The 2012 baseline group of 18 LGUs had an increase of 0.6 overall while the 2014 baseline group of 12 LGUs had a decrease of -8.5% being -4.3% per year. This indicated that the 2012 baseline group of LGUs remained constant overall whilst the 2014 baseline group of LGUs decreased substantially.

The graph below shows the net increase/decrease in each LGUs in the percentage of 6 year olds attending grade 1 who had undertaken kindergarten during the period of the programme (2012-2016).

Figure 8. net increase/decrease in each LGUs in the percentage of 6 year olds attending grade 1 who had undertaken kindergarten during the period of the programme (2012-2016) (UNICEF 2016)
The following LGUs decreased the percentage of 6 year olds attending grade 1 who had undertaken kindergarten during the period of the programme (2012-2016)

### Table 3. LGUs which decreased the percentage of 6 year olds attending grade 1 who had undertaken kindergarten during the period of the programme (2012-2016)

<table>
<thead>
<tr>
<th>Region</th>
<th>Province</th>
<th>City/ Municipality</th>
<th>2012</th>
<th>2014</th>
<th>2016</th>
<th>Weighted 2016</th>
<th>Met Target 2016</th>
<th>net Increase</th>
<th>Annual Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Upi</td>
<td>96.4</td>
<td>63.6</td>
<td>0.39</td>
<td>0</td>
<td>-32.8</td>
<td>-16.4</td>
<td></td>
</tr>
<tr>
<td>IX</td>
<td>Zamboanga del Norte</td>
<td>Tampilisan</td>
<td>95.3</td>
<td>72.7</td>
<td>0.23</td>
<td>0</td>
<td>-22.6</td>
<td>-5.7</td>
<td></td>
</tr>
<tr>
<td>XII</td>
<td>Sultan Kudarat</td>
<td>Kalamansig</td>
<td>99</td>
<td>80.2</td>
<td>0.50</td>
<td>0</td>
<td>-18.8</td>
<td>-9.4</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>South Upi</td>
<td>90.6</td>
<td>76.5</td>
<td>0.37</td>
<td>0</td>
<td>-14.1</td>
<td>-7.1</td>
<td></td>
</tr>
<tr>
<td>SOCCSKSARGEN</td>
<td>North Cotabato</td>
<td>President Roxas</td>
<td>97</td>
<td>84.6</td>
<td>0.50</td>
<td>0</td>
<td>-12.4</td>
<td>-3.1</td>
<td></td>
</tr>
<tr>
<td>XII</td>
<td>North Cotabato</td>
<td>Midsayap</td>
<td>98.8</td>
<td>86.6</td>
<td>1.56</td>
<td>0</td>
<td>-12.2</td>
<td>-6.1</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Tawi-Tawi</td>
<td>Langyuan</td>
<td>89.5</td>
<td>77.4</td>
<td>0.44</td>
<td>0</td>
<td>-12.1</td>
<td>-6.1</td>
<td></td>
</tr>
<tr>
<td>SOCCSKSARGEN</td>
<td>North Cotabato</td>
<td>Arakan</td>
<td>96.8</td>
<td>86.1</td>
<td>0.50</td>
<td>0</td>
<td>-10.7</td>
<td>-2.7</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Masbate</td>
<td>Milagros</td>
<td>96.3</td>
<td>87.1</td>
<td>0.61</td>
<td>0</td>
<td>-9.2</td>
<td>-2.3</td>
<td></td>
</tr>
<tr>
<td>IX</td>
<td>Zamboanga del Norte</td>
<td>Bacungan (Leon T Postigo)</td>
<td>90.8</td>
<td>82.3</td>
<td>0.27</td>
<td>0</td>
<td>-8.5</td>
<td>-2.1</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Sulu</td>
<td>Parang</td>
<td>100</td>
<td>92.5</td>
<td>0.72</td>
<td>0</td>
<td>-7.5</td>
<td>-3.8</td>
<td></td>
</tr>
<tr>
<td>SOCCSKSARGEN</td>
<td>North Cotabato</td>
<td>Aleosan</td>
<td>97.5</td>
<td>91.4</td>
<td>0.44</td>
<td>0</td>
<td>-6.1</td>
<td>-1.5</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Capalonga</td>
<td>88</td>
<td>82.4</td>
<td>0.42</td>
<td>0</td>
<td>-5.6</td>
<td>-1.4</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Mamasapano</td>
<td>82.8</td>
<td>78.4</td>
<td>0.24</td>
<td>0</td>
<td>-4.4</td>
<td>-2.2</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Masbate</td>
<td>Cawayan</td>
<td>99.2</td>
<td>94.9</td>
<td>0.32</td>
<td>1</td>
<td>-4.3</td>
<td>-1.1</td>
<td></td>
</tr>
<tr>
<td>XII</td>
<td>Sultan Kudarat</td>
<td>Lebak</td>
<td>97.3</td>
<td>93.2</td>
<td>1.04</td>
<td>0</td>
<td>-4.1</td>
<td>-2.1</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Sulu</td>
<td>Siasi</td>
<td>73.9</td>
<td>70.2</td>
<td>0.61</td>
<td>0</td>
<td>-3.7</td>
<td>-1.9</td>
<td></td>
</tr>
<tr>
<td>XII</td>
<td>Sarangani</td>
<td>Malungon</td>
<td>95.6</td>
<td>92.1</td>
<td>1.18</td>
<td>0</td>
<td>-3.5</td>
<td>-1.8</td>
<td></td>
</tr>
</tbody>
</table>

In order to contextualise the findings a comparison was made to increases in the participation rate of 6 year olds in grade 1 during the same period in the LGUs. The figure below shows the comparison between the % increase in the attendance rate of children aged 6 in Grade 1 to the % increase in children aged 6 in grade 1 who attended kindergarten. There appears to be no strong relationship between LGUs which increased participation.
rates of 6 year olds in grade 1 and increases in the percentage of grade 1 students aged 6 who attended kindergarten.

This challenges the notion that participation on KG increases the likelihood of children to participate in grade 1. One theory may be that more and more schools are strictly implementing universal kinder law and when 6 y/o children and thus children without kinder experience may be sent to kinder instead of grade 1. Further investigation is required.

**Figure 9. Comparison between the % increase in the attendance rate of children aged 6 in Grade 1 to the % increase in children aged 6 in grade 1 who attended kindergarten (UNICEF 2016)**

Data derived from the MIS survey can be compared against data derived from EBEIS however caution should be exercised as EBEIS data has notable issues as detailed at the start of this report. The latest data available from EBEIS for Grade 1 students without ECD is for the year 2014. Nationally the percentage of children in grade 1 with ECD decreased by 8.9% from 82.4% (GPI 1.03) in 2012 to 73.5% (GPI 1.05) in 2014. This does not compare favourably with the rate of 65.0% in UNICEF LGU however the discrepancy is likely due to errors in the EBEIS data, and that UNICEF are operating in difficult regions.

**Figure 10. % of pupils in grade 1 who have attended ECD by division 2014 (EBEIS 2014)**

14 The graph did not show a linear relationship between the % increase in NER in Grade 1 and the % increase in children in Grade 1 which had completed kindergarten or preparatory school. This was confirmed by the non-significant Pearson's Correlation Coefficient and the non-significant Spearman's Correlation Coefficient.
J.1.3  **Indicator 3: Drop-out rate in Grade 1**

EBEIS data was available to assess grade 1 dropout rates between 2012 and 2014. 2015 data was not made available. The 2015 target was set to decrease dropout rate by 0.1% annually for a total of 0.3% by 2015.

Grade 1 dropout increased from 1.78% in 2012 to 3.83% in 2014, an increase of 2.75%. In 2016, boys (4.41%) were more likely than girls (3.18%) to drop out. There was large variation between LGU as indicated in the graph below. As noted Grade 1 dropout rate ranged from just 0.4% in Aleosan to 6.09% in Quezon City. This goes against the theory that increasing ECCD leads to reductions in dropouts however given that these are from the 2014 year it may be too early for the full impact of ECCD to be evident in reduction of dropout rates.

**Figure 11. Grade 1 dropout rate by LGU 2014 year (EBEIS)**

J.1.4  **Indicator 1: Drop-out rate in Grade 2**

EBEIS data was available to assess grade 2 dropout rates between 2012 and 2014. 2015 data was not made available. The 2015 target was set to decrease dropout rate by 0.1% annually for a total of 0.3% by 2015.
Grade 2 dropout increased from 0.63% (boys 0.74%, girls 0.51%) in 2012 to 2.22% (boys 2.58%, girls 1.81%) in 2014, an increase of 1.59%. In 2016, boys (2.59%) were more likely than girls (1.81%) to drop out. There was large variation between LGU as indicated in the graph below. As noted Grade 2 dropout rate ranged from just 0.00% in Languyan to 4.52% in Quezon City. This goes against the theory that increasing ECCD leads to reductions in dropouts however given that these are from the 2014 year it may be too early for the full impact of ECCD to be evident in reduction of dropout rates.

**Figure 12. Grade 2 dropout rate by LGU 2014 year (EBEIS)**

### J.1.5 Analysis of Indicator 2: Drop-out rate in Grade 3

This indicator was dropped because the project has no direct interventions affecting grade 3 pupils. Day care and kindergarten pupils at the start of the project in 2013 will be at grade 1 and grade 2 at the end of the project in mid-2016.

### J.2 Intermediate Outcome 1: Quality of ECCD programmes for 3-5 year old children improved in 36 vulnerable LGUs

Intermediate outcome 1 states that the quality of ECCD programmes for 3-5 year old children improved in 36 vulnerable LGUs. However, as noted earlier, quality of the provision of ECCD services is not assessed as part of the monitoring framework. The outcome is assessed using measures of participation.

### J.2.1 Analysis of Indicator 1: Proportion of 6-year old who have completed kindergarten/preparatory school

The 2012, 2014 and 2016 MIS surveys were analysed to determine the percentage of children 6 years old who have completed kindergarten/preparatory school by sex. Kindergarten/preparatory school includes day care Service, Mother Mentor Program, Home-based/Supervised Neighbourhood Play, tahderiyyah, and other ECCD.

Not all regions could be analysed in accordance with the limitations of the baseline data capture. The six city regions Pasay City, Quezon City, Puerto Princesa City, Zamboanga City, Davao City and Cotabato City could not be analysed.
The target by 2016 was to have 68% of 6-year old's having completed kindergarten/preparatory school. The baseline was recorded at 62.4% for boys and 62.6% for girls. The regional LGUs average at baseline was slightly higher 64.8% for boys and 63.0% for girls. The results of this analysis are presented in 0.

The proportion of 6-year old children having completed kindergarten/preparatory school in all LGUs combined (36) in which UNICEF had interventions was 74.5% having achieved the target of 68%, boys having 69.1% of children and girls having 79.1% having completed kindergarten/preparatory school in all LGUs combined (GPI 1.14). However, the average of all LGUs was higher at 75.9% of children having completed kindergarten/preparatory school of which boys were 73.1% and girls 78.2%.

29 (81%) of LGUs achieved the target of 68% of 6-year old children having completed kindergarten/preparatory school, 26 (72%) met the target for boys and 31 (86%) met the target for girls. The following table lists LGUs that did not meet the target of 68% of 6-year old children having completed kindergarten/preparatory school by end of programme for either boys or girls. Cells coloured red indicate that the UNICEF target was not met.

### Table 4. LGUs that did not meet the target of 68% of 6-year old children having completed kindergarten/preparatory school by end of programme for either boys or girls

<table>
<thead>
<tr>
<th>Region</th>
<th>Province</th>
<th>City/Municipality</th>
<th>Male Baseline</th>
<th>Male Endline</th>
<th>Female Baseline</th>
<th>Female Endline</th>
</tr>
</thead>
<tbody>
<tr>
<td>NCR</td>
<td>NCR</td>
<td>Pasay City</td>
<td>57.1</td>
<td>88.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>NCR</td>
<td>NCR</td>
<td>Quezon City</td>
<td>55.0</td>
<td>75.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Vinzons</td>
<td>41.7</td>
<td>65.1</td>
<td>49.8</td>
<td>77.8</td>
</tr>
<tr>
<td>XII</td>
<td>Sultan Kudarat</td>
<td>Kalamansig</td>
<td>82.8</td>
<td>64.3</td>
<td>83.3</td>
<td>71.4</td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Mamasapano</td>
<td>53.8</td>
<td>40.0</td>
<td>64.6</td>
<td>30.4</td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Parang</td>
<td>56.4</td>
<td>66.7</td>
<td>58.1</td>
<td>74.2</td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>South Upi</td>
<td>57.1</td>
<td>58.8</td>
<td>69.6</td>
<td>83.3</td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Upi</td>
<td>78.9</td>
<td>58.3</td>
<td>85.7</td>
<td>50.0</td>
</tr>
<tr>
<td>ARMM</td>
<td>Sulu</td>
<td>Siasi</td>
<td>68.6</td>
<td>42.1</td>
<td>54.8</td>
<td>46.3</td>
</tr>
<tr>
<td>ARMM</td>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>72.2</td>
<td>31.0</td>
<td>72.9</td>
<td>38.2</td>
</tr>
<tr>
<td>SOCCSKSARGEN</td>
<td>Cotabato City</td>
<td>Cotabato City</td>
<td>74.4</td>
<td>59.5</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The results frameworks specifies that regions where UNICEF were actively promoting ECCD should increase the proportion of 6 year old children who complete preparatory school by 2% annually. For LGUs for which the baseline took place in 2012 this represents an 8% increase whilst for LGUs whose baseline was captured in 2014 this represents a 4% increase. The annual LGUs average change between 2012 and 2016 was 1.12% (0.5% boys, 1.6% for girls) which was below the annual increase of 2%. The figure below shows

---

15 As noted above, these figures are population weighted. Quezon has a very large population and a very low participation rate for boys (55%) and therefore has lowered the average boys participation rate.

16 Cells highlighted in green met the target of 68% of 6-year old children having completed kindergarten/preparatory school by end of programme for either boys or girls.
the average annual increase or decrease in the proportion of children 6 years old who have completed kindergarten / preparatory school in each LGUs by gender.

**Figure 13. Average annual increase or decrease in the proportion of children 6 years old who have completed kindergarten / preparatory school in each LGUs by gender (UNICEF 2016)**

11 LGUs of 30 (36%) declined the percentage of either boys and girls during the period, 9 of which (30%) decreased both boys and girls. These LGUs are shown in the table below.

**Table 5. LGUs which declined the percentage of either boys or girls between 2012 and 2016 who have completed kindergarten / preparatory school (UNICEF 2016)**

<table>
<thead>
<tr>
<th>Province</th>
<th>City/ Municipality</th>
<th>Boys Annual Increase</th>
<th>Girls Annual Increase</th>
<th>Baseline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>-20.6</td>
<td>-17.4</td>
<td>2014</td>
</tr>
<tr>
<td>Sulu</td>
<td>Siasi</td>
<td>-13.2</td>
<td>-4.2</td>
<td>2014</td>
</tr>
<tr>
<td>Maguindanao</td>
<td>Upi</td>
<td>-10.3</td>
<td>-17.9</td>
<td>2014</td>
</tr>
<tr>
<td>Sultan Kudarat</td>
<td>Kalamansig</td>
<td>-9.2</td>
<td>-6.0</td>
<td>2014</td>
</tr>
<tr>
<td>Maguindanao</td>
<td>Mamasapano</td>
<td>-6.9</td>
<td>-17.1</td>
<td>2014</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Midsayap</td>
<td>-2.6</td>
<td>-0.6</td>
<td>2014</td>
</tr>
<tr>
<td>Sultan Kudarat</td>
<td>Lebak</td>
<td>-1.7</td>
<td>-3.8</td>
<td>2014</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Aleosan</td>
<td>-0.7</td>
<td>1.0</td>
<td>2012</td>
</tr>
<tr>
<td>Masbate</td>
<td>Cawayan</td>
<td>-0.4</td>
<td>0.0</td>
<td>2012</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>President Roxas</td>
<td>0.8</td>
<td>-1.1</td>
<td>2012</td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Sindangan</td>
<td>1.3</td>
<td>-9.0</td>
<td>2014</td>
</tr>
</tbody>
</table>

14 (47%) LGUs achieved the target of an annual increase of 2% or greater for boys and 16 (53%) for girls. Overall 15 (50%) of districts achieved the UNICEF target of a 2% annual increase.
The table below shows the LGUs with the greatest changes during the period of UNICEF intervention.

**Table 6. LGUs with the largest changes in the percentage of 6-year old children having completed kindergarten/preparatory school during UNICEF intervention by gender**

<table>
<thead>
<tr>
<th>Region</th>
<th>Province</th>
<th>City/ Municipality</th>
<th>Baseline</th>
<th>Total Change</th>
<th>M</th>
<th>F</th>
<th>Total</th>
<th>M</th>
<th>F</th>
</tr>
</thead>
<tbody>
<tr>
<td>ARMM</td>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>2014</td>
<td>-41.3</td>
<td>-34.7</td>
<td>-37.6</td>
<td>31.0</td>
<td>38.2</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Upi</td>
<td>2014</td>
<td>-20.6</td>
<td>-35.7</td>
<td>-27.0</td>
<td>58.3</td>
<td>50.0</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Mamasapano</td>
<td>2014</td>
<td>-13.8</td>
<td>-34.1</td>
<td>-24.6</td>
<td>40.0</td>
<td>30.4</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Sulu</td>
<td>Siasi</td>
<td>2014</td>
<td>-26.5</td>
<td>-8.5</td>
<td>-16.7</td>
<td>42.1</td>
<td>46.3</td>
<td></td>
</tr>
<tr>
<td>XII</td>
<td>Sultan Kudarat</td>
<td>Kalamansig</td>
<td>2014</td>
<td>-18.5</td>
<td>-11.9</td>
<td>-15.7</td>
<td>64.3</td>
<td>71.4</td>
<td></td>
</tr>
<tr>
<td>IX</td>
<td>Zamboanga del Norte</td>
<td>Sindangan</td>
<td>2014</td>
<td>2.6</td>
<td>-18.1</td>
<td>-7.5</td>
<td>78.8</td>
<td>70.0</td>
<td></td>
</tr>
<tr>
<td>IX</td>
<td>Zamboanga del Norte</td>
<td>Bacungan (Leon T Postigo)</td>
<td>2012</td>
<td>0.6</td>
<td>35.9</td>
<td>19.5</td>
<td>73.5</td>
<td>89.7</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Masbate</td>
<td>Aroroy</td>
<td>2012</td>
<td>5.7</td>
<td>33.2</td>
<td>20.2</td>
<td>74.5</td>
<td>96.5</td>
<td></td>
</tr>
<tr>
<td>VII</td>
<td>Northern Samar</td>
<td>Mapanas</td>
<td>2012</td>
<td>15.6</td>
<td>30.2</td>
<td>21.0</td>
<td>92.6</td>
<td>93.8</td>
<td></td>
</tr>
<tr>
<td>ARMM</td>
<td>Sulu</td>
<td>Parang</td>
<td>2014</td>
<td>21.0</td>
<td>25.5</td>
<td>23.5</td>
<td>71.9</td>
<td>80.0</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Capalonga</td>
<td>2012</td>
<td>26.5</td>
<td>23.0</td>
<td>24.9</td>
<td>80.0</td>
<td>82.8</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Vinzons</td>
<td>2012</td>
<td>23.4</td>
<td>28.0</td>
<td>25.5</td>
<td>65.1</td>
<td>77.8</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Paracale</td>
<td>2012</td>
<td>9.5</td>
<td>37.8</td>
<td>27.9</td>
<td>70.0</td>
<td>89.2</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Mercedes</td>
<td>2012</td>
<td>22.8</td>
<td>34.9</td>
<td>28.9</td>
<td>76.9</td>
<td>92.5</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Basud</td>
<td>2012</td>
<td>33.2</td>
<td>47.0</td>
<td>39.4</td>
<td>72.7</td>
<td>85.2</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Camarines Norte</td>
<td>Labo</td>
<td>2012</td>
<td>36.0</td>
<td>48.9</td>
<td>41.9</td>
<td>82.1</td>
<td>93.9</td>
<td></td>
</tr>
</tbody>
</table>

The largest drops in the percentage of 6 year old children having completed kindergarten/preparatory school have been since 2014 in the region of ARMM which was to be anticipated given the conflict in the region. Tawi-Tawi Languyan (-37.6%) had the largest drop followed by Maguindanao Upi (-27.0%) and Maguindanao Mamasapano (-24.6%) both of which notably had a large drop in the percentage of girls by 35.7% in Maguindanao Upi and -34.1% in Maguindanao Mamasapano. Only Sulu Parang in ARMM had a large increase of 23.5%. Of note, two provinces increased the percentage of girls to a much greater extent than boys. These were Camarines Norte Paracale (boys 9.5%, girls 37.8%) and Zamboanga del Norte Bacungan (Leon T Postigo) (boys 0.6%, girls 35.9%). The greatest gains overall were evident in region V, the province of Camarines Norte which had the top 6 LGUs showing positive change.

---

17 Cells highlighted in green have a large change and cells highlighted in red have a small change.
J.3 Intermediate Outcome 2. Demand for ECCD services stimulated in 36 vulnerable LGUs

J.3.1 Analysis of Indicator 1: Proportion of 3-5 year old children currently attending early childhood education

Children attend preschool and day care centres or other ECD modalities at age 3-4 followed by age 5 when the child is expected to be in kindergarten, a prerequisite for entry into grade 1.

The baseline established that the percentage of 3-5 year old children attending early childhood education was 50.8% for all students assessed in the 2012 baseline MIS. UNICEF have established targets of a percentage increase in the proportion of 3-5 year olds attending ECE of 1% increase per year to achieve a final participation rate of 58% for boys and for girls.

In 2016, the average population weighted percentage of 3-5 year olds attending ECE in the 36 LGUs in which UNICEF operated their programme was 61.5%, which was 58.9% of boys surveyed and 64.9% of girls. Both boys and girls met the target of 58%. The LGUs unweighted average participation rate was 67.6% which was 65.9% for boys and 69.4% of girls.

The UNICEF MIS survey indicates that attendance rates for kindergarten in UNICEF focal LGU are below national averages as derived from EBEIS. Nationally the Gross Enrolment Rate (GER) for elementary decreased by 7.3% from 101.9% (GPI 1.02) in 2012 to 94.3% (GPI 1.02) in 2015. The Net Enrolment Rate (NER) for elementary decreased by 1.4% from 75.5% (GPI 1.03) in 2012 to 74.1% (GPI 1.05) in 2015. The national EBEIS figure is 12.6% higher than the 61.5% attendance rate determined by the Survey.

The ECD GER for pupils aged 3-4 for each division as determined through EBEIS is shown in the figure below.

Figure 14. ECD Gross Enrolment Rate (GER) by division 2014 for pupils aged 3-4 (EBEIS 2014)

18 These are population weighted totals. This is much lower than the average owing to the weighting of Davao and Quezon which had low participation rates.
The graph below shows the percentage of 3-5 year’s old children attending ECE from lowest to highest overall participation rate for each LGUs which participated in the UNICEF programme as determined through the MIS. The green line highlights the UNICEF target for participation of 58%.

**Figure 15. The percentage of 3-5 year’s old children attending ECE from lowest to highest overall participation rate by gender and LGUs (UNICEF 2016)**

26 of 36 LGUs (72%) achieved the target of 58% of 3-5 year’s boy attending ECE and 31 LGUs (86%) achieved the target of 58% for girls. 28 LGUs (78%) met the target for total students of 58%. The table below shows LGUs that failed met the target for either boys or girls or for total students. Red cells indicate that the target was not reached for the highlighted gender and LGUs.

**Table 7. LGUs that met the target for the percentage of 3-5 year’s children attending ECE for 70.5% for boys and 73.6% for girls (UNICEF 2016)**

<table>
<thead>
<tr>
<th>Province</th>
<th>City/Municipality</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Camarines N</td>
<td>Paracale</td>
<td>38.7</td>
<td>54.3</td>
<td>45.5</td>
</tr>
<tr>
<td>Cotabato City</td>
<td>Cotabato City</td>
<td>39</td>
<td>46.7</td>
<td>43.1</td>
</tr>
<tr>
<td>NCR</td>
<td>Quezon City</td>
<td>46.4</td>
<td>66.6</td>
<td>54.5</td>
</tr>
</tbody>
</table>
Evaluating the Basic Education and ECCD components of the 7th GPH-UNICEF Country Programme: Annex Document

Zamboanga City | Zamboanga City | 53.5 | 61.4 | 57.2
Maguindanao | Mamasapano | 41.8 | 35.9 | 38.8
Maguindanao | Parang | 45.1 | 51.4 | 48.2
Sulu | Siiasi | 41.3 | 37.7 | 39.3
Tawi-Tawi | Languyan | 53.5 | 61.3 | 57.6
Camarines N | Mercedes | 56.6 | 64.9 | 61.0
N Cotabato | Pres. Roxas | 52.2 | 72.4 | 62.0

The graph below shows the percentage increase in 3-5 year old children attending ECCD from baseline in 2012 to endline in 2016. UNICEF have established a goal of 1% annual increase during the programme's intervention.

Figure 16. Increase in the percentage of 3-5 year's old children attending ECE from lowest to highest overall participation rate by LGUs (UNICEF 2016)

The LGUs average increase in attendance of children aged 3-5 years old was 20.7% during the course of UNICEF programme (2012 to 2016). The LGUs average annual increase was 7.0%. All LGUs (30) achieved the target of 1% increase annually with the exception of Maguindanao Mamasapano which achieved a 0.3% increase annually. The 10 LGUs with the lowest increases are shown in the table below indicating their baseline year and baseline (2012 or 2014) and endline (2016) participation rate.

Table 8. 10 lowest increases in the percentage of 3-5 year’s old children attending ECE from lowest to highest overall participation rate by LGUs (UNICEF 2016)
There was a strong relationship between the percentage of 3-5 years old children attending early childhood education and the percentage of children 6 years old who have completed kindergarten / preparatory school.\(^1\) The figure below highlights the relationship between the attendance rate of 3-5 year old children in ECCD and of 6 year olds who have completed KG/Preparatory school. This analysis confirms the data.

\textbf{Figure 17. The relationship between the attendance rate of 3-5 year old children in ECCD and of 6 year olds who have completed KG/Preparatory school}

\begin{center}
\includegraphics[width=\textwidth]{figure17.png}
\end{center}

\textbf{J.3.2 Analysis of Indicator 2: Proportion of 5-year old children currently attending kindergarten/ preparatory school}

Attendance to pre-school education in an organized learning or child education programme is important to prepare children for life at school. One of the World Fit for Children goals is the promotion of early childhood education. The cut-off age is less than six since primary school age begins at 6 years old.

UNICEF has established a minimum target of 65.9\% for the proportion of 5-year old children currently attending kindergarten/ preparatory school. The target participation rate for boys is 64.2\% and for girls, 65.6\%. The baseline in 2012 conducted in 18 LGUs established an average participation rate of 58.2\% for boys and 59.6\% for girls. The baseline conducted in

\(^1\) The graph appeared to have a linear relationship with the percentages of six year olds completing kindergarten / preparatory school increasing as the percentage of 3-5 year old children attending early childhood education increased. However, this linear relationship may appear to be there due to the unusual observations for Mamasapano (38.8, 36.2) and Siasi (39.3, 44.4). Other unusual observations were found for Languyan (57.6, 35.1) and Upi in Maguindanao (78.8, 55.2). This graph is redone below with the unusual observations removed. When correlations are carried out with the reduced data set, the Pearson’s Correlation Coefficient is significant (r = 0.399, p = 0.024) and the Spearman’s Correlation Coefficient was not significant (r = 0.322, p = 0.072). This indicates that the unusual observations which were removed had a strong influence on improving the correlation.
2014 on 12 LGUs established an average participation rate of 81.9% comprised of 79.8% for boys and 84.3% for girls.

In 2016 the average proportion of 5-year old children currently attending kindergarten/ preparatory school was 90.5%, comprised of a participation rate for boys of 92.8% and 88.6% for girls, thus achieving the UNICEF targets for the total participation rate and that of boys and girls (GPI 1.05). The LGUs average participation rate was 90.7% comprised of a participation rate for boys of 90.0% and for girls 91.5%.

34 (94%) LGUs met or exceeded the target for the proportion of 5-year old children currently attending kindergarten/ preparatory school. 35 (97%) met or exceeded the target for boys and 34 (94%) for girls. Sulu, Siassi failed to meet the target with a participation rate of 58% (53.7% boys, 61.0% of girls) as did Maguindanao, Mamasapano with 58.7% (boys 64.5%, girls 53.1%).

**Figure 18. Total proportion of 5-year old children currently attending kindergarten/ preparatory school 2016 (UNICEF 2016)**

In 2015 the target was set at 2% (percentage point) annual increase in the proportion of 5-year old children currently attending kindergarten/ preparatory school from baseline. As noted there are two baseline groups of LGUs which were Group 2012 which included 18 LGUs and group 2014 which included 12 LGUs from Mindanao. The average total increase in participation rate for both groups was 23.5% (boys 22.7%, girls 24.4%). This resulted in an average annual increase of 6% (boys 6%, girls 6%) which exceeded the target of 2%. However, as highlighted in the graph below, there was significant variation in the total increase and annual increase of both groups of LGUs.

**Figure 19. Comparison of increase in the proportion of 5-year old children currently attending kindergarten/ preparatory school between baseline LGUs group 2012 and 2014 between the years 2012 and 2016 A) Total Increase and B) Average Annual Increase**
As indicated in the graph above, baseline group 2012 had a total average increase of 37.3% (boys 34.8%, girls 40.2%) and an annual average increase of 9.3% (boys 8.7%, girls 10.1%) over the four year period. By comparison baseline group 2014 had a total increase of 1.6% (boys 3.5%, girls -0.8%) and an annual average increase of 0.8% (boys 1.7%, girls -0.4%) over the two year period. As noted for the baseline group 2014, the percentage of 5-year old girls currently attending kindergarten/ preparatory school decreased by 0.8% over the two year period compared to a 10.1% increase for baseline group 2012 over four years. There are two likely possibilities that may be occurring.

- Baseline group 2014 was from Mindanao with six of the twelve selected LGUs from the conflict region of ARMM. The conflict may have impacted the development of ECE. The region is also known as the poorest region with poor governance (DFAT 2016) which may have resulted in a low development of ECE.

- Baseline group 2012 was recorded two years earlier than baseline group 2014. In 2012 the Universal kindergarten Act (2012) institutionalizing KG was approved by the GoP and in 2013 K2 Reforms adding extra year to KG 2013 was approved as well as the Early Years Act (EYA) recognizing 0 to 8 as key years. Thus it is possible that the main gains in ECE participation occurred in the years 2012 to 2013.

Insufficient information is available to draw a conclusion on either explanation and the real reasons may be a combination of both as well as other factors.

The figure below shows the total increase in the proportion of 5-year old children currently attending kindergarten/ preparatory school between the years 2012 and 2016 by LGUs (UNICEF 2016). As noted there is considerable disparity between gains and losses in LGUs who took part in UNICEF programmes. Mapanas has the greatest total gain of 70% compared to Mamasapano with a loss of 22.7%. Mamasapano also had the greatest proportion of 5 year old boys compared to girls participating in ECE (see below). 4 LGUs (13%) declined the proportion while all others gained.

**Figure 20. Increase in the proportion of 5-year old children currently attending kindergarten/ preparatory school between the years 2012 and 2016 by LGUs (UNICEF 2016)**
The gender parity index of the proportion of 5-year old children currently attending kindergarten/preparatory school 2016 by LGUs (UNICEF 2016) is shown in the figure below. A GPI of one is highlighted by the red line. LGUs with proportionally more boys than girls fall below the line whilst those with more girls than boys fall above the line.

Figure 21. Gender Parity Index (GPI) proportion of 5-year old children currently attending kindergarten/preparatory school 2016 by LGUs (UNICEF 2016)

There is a large disparity in the ratio of girls and boys studying in some provinces. 13 (36%) LGUs have a greater proportion of 5 year old boys attending ECE than girls compared to 17 (47%) with a greater proportion of girls than boys. The extreme LGUs, those with GPI greater than 1.10 or less than 0.90, are shown in the table below. Those with a greater proportion of girls than boys are highlighted in red whilst those with a greater proportion of boys than girls are highlighted in blue.

Table 9. LGUs with the most extreme ratios of 5 year old girls participating in ECE compared to boys

<table>
<thead>
<tr>
<th>Year Baseline</th>
<th>Male 2016</th>
<th>Female 2016</th>
<th>Total 2016</th>
<th>GPI 2016</th>
<th>Net Increase</th>
<th>Increase per year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maguindanao</td>
<td>Mamasapano 2014</td>
<td>64.5</td>
<td>53.1</td>
<td>58.7</td>
<td>0.82</td>
<td>-22.7</td>
</tr>
<tr>
<td>Camarines N</td>
<td>Vinzons 2012</td>
<td>100</td>
<td>85</td>
<td>94.9</td>
<td>0.85</td>
<td>49.3</td>
</tr>
<tr>
<td>NCR</td>
<td>Quezon City 2016</td>
<td>95</td>
<td>84</td>
<td>88.9</td>
<td>0.88</td>
<td>69.6</td>
</tr>
</tbody>
</table>
The figure below plots the proportion of 5 year olds attending ECE compared with the percentage of children 6 years old who have completed kindergarten/preparatory school in each LGUs. There is a weak linear relationship between the two participation rates. This means that LGUs which have high proportions of 5 year olds attending ECE also have high proportions of children aged 6 completing ECE.

**Figure 22. Comparing the proportion of 5 year olds attending ECE compared with the percentage of children 6 years old who have completed kindergarten/preparatory school in 2016 (UNICEF 2016)**

However, when subtracting the percentage of 5 year old children who are attending ECE with the percentage of children 6 years old who have completed kindergarten/preparatory school in 2016, significant gaps emerge as indicated by the figure below.

**Figure 23. The difference between the percentage of 5 year old children who are attending ECE and the percentage of children 6 years old who have completed kindergarten/preparatory school in 2016 by LGUs (UNICEF 2016)**

20 p < 0.05. The plot of the data showed a cluster of points between 80% and 100% for ECE participation of 5 year olds. There were two unusual values for 5 year olds which were less than 60% (5 year olds for 58.7% and 6 year olds for 36.2%). There were two other unusual values for 5 year olds (76.6, 35.1 and 98.7, 55.2). The participation for 5 year olds is usually higher than that for 6 year olds who had attended ECE.
The figure above may give an indication of the rate of growth of ECE services in each of the LGUs. LGUs such as Languyan (42%) and Upi (44%) which have a large difference between the proportion of 6 year olds who have completed ECE and the proportion of 5 year olds attending ECE, are likely reflective of a rapid growth of ECE services.

J.3.3 Analysis of Indicator 3: Percent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool”

UNICEF programmes have attempted to change parental perceptions of early years of schooling to help ensure that all parents send children to school. In 2012 the baseline on 18 LGUs determined that 76.6% of parents of children aged 3-5 who were not attending school believed their child was too young to be enrolled in grade 1 or pre-school. UNICEF established a goal of reducing the percentage by 6% to 70.6% by 2016, the end of the programme and establishing a 2% annual decline from the base line. The dominant reason for not sending a 3-5 year old to attend ECD programmes is that the child is too young. The second most common reason is financial problems (10 percent at baseline vs 7 percent at end line) and the third is that the school is too far (8 percent at baseline vs. 5 percent at end line).

In 2016 the average percentage of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool” was 81.2%, comprised of a participation rate for boys of 78.0% and 85.0% for girls. This was well above the UNICEF target of 70.6% and indicates a decline since the start of the programme. There is a greater proportion of parents of girls who feel that the child is too young to be enrolled in grade 1 or preschool at age 3-5 (GPI 1.08). The LGUs average was marginally better at 79.5% comprised of 78.5% for boys and 80.8% for girls. As indicated below, this contradicts the large increases in ECD enrolment of 3-5 year old’s since 2012. There could be several reasons to explain the discrepancy between parental attitudes to a child's age and the child’s enrolment status. Among the possible reasons why the enrolment increased are: parents now believe that attending ECCD is very important; Policy changes since 2012 ensure that ECCD attendance is a requirement; Access to ECCD has improved via the increased provision of new centres. This analysis cannot draw further conclusions.

5 (14%) LGUs met or exceeded the target of 70.6% for the proportion of 5-year old children currently attending kindergarten/preparatory school. 9 (25%) met or exceeded the target for
boys and 4 (11%) for girls further reinforcing the negative bias towards girls participating in ECE or grade 1.

The graph below shows the per cent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool” for each LGUs for 2016. The red line highlights the UNICEF target. LGUs which fall above the line failed to meet the target. As noted there are several LGUs where almost all parents of children aged 3-5 not attending ECCD believe the child is too young to attend such as Capalonga with 95.2% (boys 91.7%, girls 100%) and Pasay City with 94.6% (boys 97.1%, girls 92.3%).

**Figure 24. Per cent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool” by LGUs for 2016 (UNICEF 2016)**

The graph below shows the Gender Parity Index (GPI) for per cent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool” for each LGUs for 2016. This gives a strong indication of gender bias in each of the LGUs. There is an even distribution of LGUs with 15 (42%) LGUs having a bias towards boys not attending ECCD due to being too young and 20 (58%) LGUs a bias towards girls. However, there are also outliers evident which have a strong bias towards either girls or boys education.

**Figure 25. GPI Per cent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool” by LGUs for 2016 (UNICEF 2016)**
In 2015, UNICEF established a target of 2% annual decline in the per cent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool” from the baseline. Of the 18 LGUs which participated in the 2012 baseline, only 3 (17%) LGUs (met or exceeded the target reduction. The LGUs which met or exceeded the target decline are shown in the table below. Of the 18 LGUs surveyed in 2012, 7 LGUs (39%) demonstrated regressed attitude towards ECCD. These were Bacungan (Leon T Postigo) (-37.7%), Cawayan (-33.9), President Roxas (-12.0%), Tampilisan (-7.1%), Aleosan (-6.8%), Labo (-3.8%) and Milagros (-1.1%).

Table 10. 2012 baseline LGUs which met or exceeded the target decline in the per cent of 3-5 children not attending school because their “parents think child is too young to be enrolled in grade 1/preschool” of 2% from the baseline

<table>
<thead>
<tr>
<th>Province</th>
<th>City/ Municipality</th>
<th>M</th>
<th>F</th>
<th>Total</th>
<th>GPI</th>
<th>net Increase</th>
<th>Annual Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Masbate</td>
<td>Cawayan</td>
<td>44.8</td>
<td>57.1</td>
<td>50.9</td>
<td>1.27</td>
<td>-33.9</td>
<td>-8.5</td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Bacungan (Leon T Postigo)</td>
<td>57.8</td>
<td>43.6</td>
<td>51.2</td>
<td>0.75</td>
<td>-37.7</td>
<td>-9.4</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>President Roxas</td>
<td>61.1</td>
<td>75.0</td>
<td>67.6</td>
<td>1.23</td>
<td>-12.0</td>
<td>-3.0</td>
</tr>
</tbody>
</table>

The figure below shows a comparison between the percentage of children aged 3-5 not attending grade 1 or ECE (out of school), and the percentage of parents not attending because their parents believe their children are too young to attend for 2016. The analysis indicates that there is a poor relationship between the rate of children not attending grade 1 or ECE and the negative attitude of parents towards education for young children. For example, in Zamboanga del Norte Siayan only 10.0% of children aged 3-5 are not attending school and 90.5% of parents believe the children are too young. In Masbate Cawayan the percentage of children non attending grade 1/ECE was near the average at 34.8% but a comparatively low 50.9% of parents with children out of school believed children aged 3-5 were too young to attend. This indicates that reasons for attending ECD vary widely in different LGU. In some the reasons may be related to access, in others because of parental attitudes. Having a high proportion of parents with children out of school in a region does not necessarily equate to a high proportion of children out of school.

Figure 26. Comparison between the percentage of children aged 3-5 not attending grade 1 or ECE (out of school), and the percentage of parents who believe their children are too young to attend for 2016 by LGUs (UNICEF 2016)

---

21 The graph did not show a linear relationship between the % increase in NER in Grade 1 and the % increase in children in Grade 1 which had completed kindergarten or preparatory school. This was confirmed by the non-significant Pearson's Correlation Coefficient and the non-significant Spearman's Correlation Coefficient.
J.3.4 Analysis of Indicator 4: Percent of respondents who agreed that early childhood education prepares a child for school

UNICEF MIS report (UNICEF 2016), that ‘Early childhood education prepares a child for school’ and ‘It is the responsibility of parents to ensure that a child finishes his/her education’ are ‘motherhood’ statements that few parents are likely to disagree with. These indicators are quite similar and thus seems superfluous or redundant as an indicator and not measurable of the success or outcome of the UNICEF initiatives and is only marginally indicative of changing attitudes. A more in-depth study would perhaps have been useful in gauging changing attitudes.

Not surprisingly therefore there is almost universal agreement in all 36 areas with both statements, at both baseline and end line for the 30 municipalities and this is reflected by the indicator which states that 95.8% of respondents should affirm that agreed that early childhood education prepares a child for school.

The average percentage of respondents who agreed that early childhood education prepares a child for school was 97.6% weighted by population. This met the UNICEF target of 95.8%. The LGUs average was 96.9% which also meet the target. However, the 2012 baseline had a population weighted average of 92.8%.

28 (78%) LGUs achieved the target of 95.8% of respondents who agreed that it is the parents’ responsibility to ensure that child completes his/her education. LGUs that failed to meet the target are listed in the table below. Red cells indicate a negative change in attitudes since the baseline was conducted.

Table 11. 8 (22%) LGUs that failed to achieved the target of 95.8% of respondents who agreed in 2016 that early childhood education prepares a child for school (UNICEF 2016)

<table>
<thead>
<tr>
<th>Province</th>
<th>City/ Municipality</th>
<th>2012</th>
<th>2014</th>
<th>2016</th>
<th>Change</th>
<th>Annual Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zamboanga del Norte</td>
<td>Sindangan</td>
<td>99</td>
<td>91.0</td>
<td>-4.0</td>
<td>-2.0</td>
<td></td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Siayan</td>
<td>91.6</td>
<td>91.2</td>
<td>-0.4</td>
<td>-0.1</td>
<td></td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Tampilisan</td>
<td>95.6</td>
<td>94.5</td>
<td>-1.1</td>
<td>-0.3</td>
<td></td>
</tr>
<tr>
<td>Sarangani</td>
<td>Malungon</td>
<td>98.2</td>
<td>94.6</td>
<td>-1.8</td>
<td>-0.9</td>
<td></td>
</tr>
</tbody>
</table>


UNICEF, in 2015, also established a target of an annual increase of 1% (percentage point) from baseline. Only 10 (33%) LGUs met or exceeded the target of 1% annual increase in the percentage of respondents that agreed in 2016 that early childhood education prepares a child for school. 14 (47%) LGUs declined the percentage of people who agreed that early childhood education prepares a child for school. LGUs which failed to meet the target of 95.8%, declined over the period and also did not achieve the target of 1% increase per year are shown in the table below. With the exception of Sarangani Malungon, the six other LGUs which did not meet expectations are in region IX, Zamboanga del Norte and in ARMM being Maguindanao Mamasapano and Sulu Parang.

Figure 27. 7 (23%) LGUs that failed to achieved the target of 95.8% of respondents who agreed in 2016 that early childhood education prepares a child for school and that failed to meet the expectation of a 1% annual increase in the percentage by 2016 (UNICEF 2016)

<table>
<thead>
<tr>
<th>Region</th>
<th>Province</th>
<th>City/ Municipality</th>
<th>2012</th>
<th>2014</th>
<th>2016</th>
<th>Change</th>
<th>Annual Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>IX</td>
<td>Zamboanga del Norte</td>
<td>Sindangan</td>
<td>99</td>
<td>91.0</td>
<td></td>
<td>-4.0</td>
<td>-2.0</td>
</tr>
<tr>
<td>IX</td>
<td>Zamboanga del Norte</td>
<td>Siayan</td>
<td>91.6</td>
<td>91.2</td>
<td></td>
<td>-0.4</td>
<td>-0.1</td>
</tr>
<tr>
<td>IX</td>
<td>Zamboanga del Norte</td>
<td>Tampilisan</td>
<td>95.6</td>
<td>94.5</td>
<td></td>
<td>-1.1</td>
<td>-0.3</td>
</tr>
<tr>
<td>XII</td>
<td>Sarangani</td>
<td>Malungon</td>
<td>98.2</td>
<td>94.6</td>
<td></td>
<td>-1.8</td>
<td>-0.9</td>
</tr>
<tr>
<td>ARMM</td>
<td>Maguindanao</td>
<td>Mamasapano</td>
<td>96.9</td>
<td>93.9</td>
<td></td>
<td>-1.5</td>
<td>-0.7</td>
</tr>
<tr>
<td>ARMM</td>
<td>Sulu</td>
<td>Parang</td>
<td>97.1</td>
<td>95.1</td>
<td></td>
<td>-1.0</td>
<td>-0.5</td>
</tr>
<tr>
<td>ARMM</td>
<td>Sulu</td>
<td>Siasi</td>
<td>96.2</td>
<td>93.2</td>
<td></td>
<td>-1.5</td>
<td>-0.7</td>
</tr>
<tr>
<td>ARMM</td>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>88.9</td>
<td>88.1</td>
<td></td>
<td>-0.4</td>
<td>-0.2</td>
</tr>
</tbody>
</table>

J.3.5 Analysis of Indicator 5: Percentage of respondents who agreed that it is the parents’ responsibility to ensure that child completes his/her education

Not surprisingly therefore there is almost universal agreement in all 36 areas with both statements, at both baseline and end line for the 30 municipalities and this is reflected by the indicator which states that 98.9% of respondents should affirm that it is the parents’ responsibility to ensure that child completes his/her education.

The average percentage of respondents who agreed that it is the parents’ responsibility to ensure that child completes his/her education was 98.8% weighted by population. This failed to meet the UNICEF target of 98.9%. The LGUs average was 98.7% which also failed to meet the target.
20 (56%) LGUs achieved the target of 98.9% of respondents who agreed that it is the parents’ responsibility to ensure that child completes his/her education. LGUs that failed to meet the target are listed in the table below:

Table 12. 16 (44%) LGUs that failed to achieved the target of 98.9% of respondents who agreed in 2016 that it is the parents’ responsibility to ensure that child completes his/her education (UNICEF 2016)

<table>
<thead>
<tr>
<th>Province</th>
<th>City/Municipality</th>
<th>2012</th>
<th>2014</th>
<th>2016</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northern Samar</td>
<td>Bobon</td>
<td>98.3</td>
<td></td>
<td>95.2</td>
<td>-3.1</td>
</tr>
<tr>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td></td>
<td>87.6</td>
<td>96.4</td>
<td>8.8</td>
</tr>
<tr>
<td>Sulu</td>
<td>Siasi</td>
<td>97.6</td>
<td></td>
<td>96.5</td>
<td>-1.1</td>
</tr>
<tr>
<td>Sarangani</td>
<td>Malungon</td>
<td>95.8</td>
<td></td>
<td>96.9</td>
<td>1.1</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Midsayap</td>
<td>97.1</td>
<td></td>
<td>97.2</td>
<td>0.6</td>
</tr>
<tr>
<td>Sultan Kudarat</td>
<td>Lebak</td>
<td>96.5</td>
<td></td>
<td>97.2</td>
<td>0.6</td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Siayan</td>
<td>96.6</td>
<td></td>
<td>97.6</td>
<td>1.0</td>
</tr>
<tr>
<td>Davao del Sur</td>
<td>Davao City</td>
<td></td>
<td></td>
<td>97.7</td>
<td></td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Sindangan</td>
<td>98.9</td>
<td></td>
<td>98.2</td>
<td>-0.7</td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Arakan</td>
<td>98.6</td>
<td></td>
<td>98.2</td>
<td>-0.4</td>
</tr>
<tr>
<td>Maguindanao</td>
<td>Upi</td>
<td>99.3</td>
<td></td>
<td>98.3</td>
<td>-1.0</td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Bacungan (Leon T Postigo)</td>
<td>98.4</td>
<td></td>
<td>98.4</td>
<td>0.0</td>
</tr>
<tr>
<td>Zamboanga del Sur</td>
<td>Zamboanga City</td>
<td></td>
<td></td>
<td>98.4</td>
<td></td>
</tr>
<tr>
<td>Camarines Norte</td>
<td>Mercedes</td>
<td>98.3</td>
<td></td>
<td>98.5</td>
<td>0.2</td>
</tr>
<tr>
<td>Maguindanao</td>
<td>South Upi</td>
<td>96.0</td>
<td></td>
<td>98.7</td>
<td>2.8</td>
</tr>
</tbody>
</table>

9 (30%) LGUs declined the percentage of respondents who agreed that it is the parents’ responsibility to ensure that child completes his/her education. These include: Northern Samar Bobon (-3.1%); Sulu Siasi (-1.1%); Maguindanao Upi (-1.0%); Zamboanga del Norte Sindangan (-0.7%); Maguindanao Mamasapano (-0.4%); Camarines Norte Capalonga (-0.4%); North Cotabato Arakan (-0.4%); Masbate Milagros (-0.3%); North Cotabato President Roxas (-0.2%).

J.3.6 Intermediate Outcome 3. National policies, management and supervision of ECCD programme strengthens

There were no intermediate outcome Indicators Identified for outcome 3, however output indicators were identified.

J.4 Additional Analysis undertaken to inform the evaluation

The following draws on analysis of MIS 2016 data to compare relevant indicators that can help inform the progress of UNICEF ECCD programmes towards achieving their goals.
J.4.1 Disabled Children

The MIS forms request parents to identify whether their child is disabled or not. However, it should be noted that there is no clear metric for evaluating disability such as the Washington Standards and therefore it would be expected that there are significant margins of error in evaluating the results of this question. Often there are barriers to obtaining reliable information on disabled children. There may be social stigmas which must be overcome and can lead to exclusion. Children with disabilities are more likely to miss out on schooling if difficult choices need to be made in households about children’s education because it is not often believed that they can learn. Social norms and perceptions may also influence a family deciding to enrol a disabled child in school. A disabled child may be viewed as a ‘shame on the family’ and family members may not be aware of how to provide them with the necessary care and support (SPSL 2015). There may also be significant costs associated with sending a child to school and as already noted households with disabled children are likely to be financially disadvantaged.

The numbers of disabled children aged 3-5 identified through the survey are very small, typically ranging between 1 and 2 children in each LGU, the highest being Paracale with 5 children. In total 58 children were identified (Boys 30, Girls 28) which represents 0.8% of the total number of children aged 3-5 in surveyed households (7028 children). This is likely to be lower than expected if proper metrics were applied.

Of the disabled children identified, only 38% (total 22, boys 10, girls 12) were attending ECCD centres. There was a slight gender bias in favour of girls but given the issues of identification and recording this is within a margin of error. This is much lower than the average in all LGU of 61.5% for all children (population weighted). This indicates that there is significant work remaining in ensuring that disabled children are properly included in ECCD education both in terms of properly identifying those children who are disabled and ensuring their inclusion.

J.4.2 Percentage enrolment of ethnic children by LGU

Inclusion of ethnic minorities in ECCD education is important to ensure that all children are receiving equal opportunities for education. Ethnicity is often linked to socio economic factors which can influence education. In addition children of certain ethnic groups may face barriers to participating in education such as discrimination or language.

Data for ethnicity in the MIS was showed many diverse ethnic groupings. 58 ethnic groupings were identified. To simplify analysis and highlight issues of greatest impact, results were filtered to eliminate ethnic groups with fewer than 40 children (0.05%). Attendance of 3-5 year olds of each ethnic minority were then calculated and are shown in the figure below.

There are large variations in access to ECCD dependent on ethnicity of the child. Waray children have a 90% attendance rate in ECCD compared to Maguindanao children with just 46%. This will also be related to factors such as local access to education and poverty and highlights the gaps that remain to achieve equity.

The figure below highlights the disparities between the attendance rates of girls and boys for each ethnic group. Disparities range from Samal for which more proportionally more boys than girls are attending ECCD (GPI 0.88) to Tausug where more girls than boys are attending ECCD (GPI 1.16).

There are large variations in access to ECCD dependent on ethnicity of the child. Waray children have a 90% attendance rate in ECCD compared to Maguindanao children with just 46%. This will also be related to factors such as local access to education and poverty and highlights the gaps that remain to achieve equity.

The figure below highlights the disparities between the attendance rates of girls and boys for each ethnic group. Disparities range from Samal for which more proportionally more boys than girls are attending ECCD (GPI 0.88) to Tausug where more girls than boys are attending ECCD (GPI 1.16).
J.4.3 Language spoken at home by % enrolment rates by LGU

Closely related to ethnicity is the language spoken at home. Although the Philippines has a policy of teaching curriculum in the local dialect of the children, this policy is not always feasible. Sometimes there are insufficient teachers fluent in the language locally available and sometimes there will be many different ethnic and language groups attending a school. Language spoken at home can therefore be a barrier to attendance and achievement.

Data for language spoken at home in the MIS was diverse. 37 language groupings were identified. Results were filtered to eliminate ethnic groups with fewer than 30 children (0.5%). Attendance of 3-5 year olds of each language grouping were then calculated and are shown in the figure below.

**Figure 30. % attendance of 3-5 year olds by language spoken at home 2016 year (MIS 2016)**

There are large variations in access to ECCD dependent on language spoken at home of the child. Children that speak Waray have a 91% attendance rate in ECCD compared to those that speak Iranon with just 47%. This closely reflects the enrolment rates of the different ethnic groups associated with the languages. This will also be related to factors such as local access to education and poverty and highlights the gaps that remain to achieve equity.

The figure below highlights the disparities between the attendance rates of girls and boys for each language group. Disparities range from those children speaking Sama for which more proportionally more boys than girls are attending ECCD (GPI 0.81) to those speaking Tausog for which more than twice as many girls as boys are attending ECCD (GPI 1.17).

**Figure 31. GPI % attendance of 3-5 year olds in ECCD by language spoken at home 2016 year (MIS 2016)**
J.4.4 Percentage of parents who believe that children will learn better if taught in their mother tongue by ethnicity

Philippines has a policy of teaching curriculum in the local dialect of the children, this policy is not always feasible. Sometimes there are insufficient teachers fluent in the language locally available and sometimes there will be many different ethnic and language groups attending a school. Language spoken at home can therefore be a barrier to attendance and achievement. It is important that parents understand that children will learn better if taught in their mother tongue so as parents can help ensure that schools provide proper instruction, teachers capable of delivering curriculum in the mother tongue of the children and curriculum in the mother tongue.

80% of parents surveyed believed their children will learn better if taught in their mother tongue. However opinions varied depending on the ethnicity of the respondent. The percentage of parents for each major ethnic group in the 36 LGU under UNICEF programmes who believe that children will learn better if taught in their mother tongue is shown in the figure below. As noted there is large variation in opinions depending on the ethnic group. 75% of parents of Iranon children disagree that children should be taught in their mother tongue (only 25% agree) whilst at the other extreme almost all parents of Bikol (94%) agree. The variations may be related to socio economic conditions and attitudes predominant to each ethnic group.

**Figure 32. Percentage of parents for each major ethnic group who believe that children will learn better if taught in their mother tongue in 2016 (MIS 2016)**
The percentage of parents in each LGU that believed their children will learn better if taught in their mother tongue is shown in the figure below. LGU in ARMM had the lowest percentage of parents agreeing with this statement including parang (27.3%), Cotabato City (41.7%) followed by Maguindanao including South Upi (45.9%) and Upi (53.5%).

Figure 1. Percentage of parents who believe that children will learn better if taught in their mother tongue by LGU in 2016 (MIS 2016)

J.4.5 Percentage of parents of Children Aged 3-8 that read with their children

The MIS asks parents of children aged 3-8 whether they read to their children. Children who are read to at home may have higher rates of attendance at school. Further this is also a sign of literacy at home which has also been linked to higher rates of attendance in global studies. There are likely various dimensions through which participation in reading at home can be analysed including ethnicity, poverty, location and gender. The analysis presented here is via LGU which often reflects many of the factors that relate to the practice and engagement of literacy with the child in the home.
In total, 72% of parents read with their children (aged 3-8) at home. The figure below shows the % parents who read with their child at home by LGU. As shown, there is large variation between LGU with only 40% of parents reading to their children at home in Siasi compared to almost all (96%) in Aroroy.

**Figure 2. % parents who read with their child at home by LGU in 2016 (MIS 2016)**

J.4.6 Percentage of parents of children aged 3-5 who are aware of the Kinder Catch-Up Education programme of DepEd for 5 years old and above who are not able to enrol in kindergarten on time

One of the main aspects of UNICEF programmes in ECCD has been to raise awareness of parents towards the benefits of ECCD. KG catch-up programmes can help ensure a child is ready for KG and for Grade 1 and so it is important that all parents are aware they exist.

Less than half of parents (45%) of children aged 3-5 were aware of the Kinder Catch-Up Education Programme of DepEd for 5 years old and above who are not able to enrol in kindergarten on time. The figure below shows the percentage of parents for each LGU. There is a large variation in awareness between LGU. In one third of LGU (12, 33%), less than 40% of parents are aware of the catch up programmes.

**Figure 3. % parents of children aged 3-5 who are aware of the Kinder Catch-Up Education programme of DepEd for 5 years old and above who are not able to enrol in kindergarten on time by LGU 2016 (MIS 2016)**
J.4.7 Percentage of parents who are aware that all 5-year-old children should attend kindergarten before entering Grade 1

As noted above, one of the main aspects of UNICEF programmes in ECCD has been to raise awareness of parents towards the benefits of ECCD. An important factor towards participation is that parents are aware that their child should attend KG before Grade 1 and that KG will help prepare a child for Elementary School.

The percentage of parents who are aware that all 5-year-old children should attend kindergarten before entering Grade 1 for each LGU is shown in the figure below. Most LGU have a high percentage of parents who are aware however 33% (11 of 36) have a high percentage of parents who are not aware including Kalamansig (74.7%), Siasi (75.9%), Mamasapano (83.1%) and Parang (83.2%).

Figure 4. Percentage of parents who are aware that all 5-year-old children should attend kindergarten before entering Grade 1 in 2016 by LGU (MIS 2016)
Annex K  Basic Education Quantitative Data Analysis

The following sections present quantitative analysis of secondary data relating to the Basic Education work stream. This analysis has been undertaken largely on Multiple Indicator Survey (MIS) 2016 data only owing to time constraints, the need to look at differences and not relative growths, changes in the questionnaires, and the time constraints.

K.1  End of Program Outcome: increase in 6–11 year old children participating in quality elementary education in 36 vulnerable LGUs

K.1.1  Analysis of Indicator 1: Percent increase in the proportion of 6-11 years old children currently attending school, by sex (Existing RAM)

UNICEF established a main indicator for the Basic Education that by the end of Country Programme, the proportion of 6–11 year old children participating in quality elementary education is increased by 5% in 36 vulnerable Local Government Units, focusing on disadvantaged children, with gender parity. UNICEF reported that they derived the baseline from EBEIS however this is not feasible for a number of reasons:

- Using EBEIS data lacks consistency with the monitoring strategy employed for ECCD which utilised the MIS survey.
- EBEIS is known to be unreliable, there is little consistency between years (see below) and there are potentially disincentives to report accurate data such as per capita funding.
- Administrative data is rarely as accurate as household survey. Administrative data rely on a complete and absolute registry of all education institutions which is rarely the case. In fragile and conflict environments it is often difficult to obtain reliable data. There are many barriers.
- By comparison household surveys rely on trained enumerators visiting households and accurately recording complete data within survey population sample sizes. More so a survey will record attendance as opposed to enrolment. Often a child will be enrolled but not attend.
- EBEIS report data late. The evaluation team accessed the EBEIS online database and only division level data was available for most indicators as of 2015. 2016 data was not yet available.
- EBEIS calculations for participation rates are based on population data as the numerator. Population data can face the same problems administration data has which can be compounded by errors resulting from projection. In the case of Philippines population data, the 2012 to 2015 figures are based on projections of the 2010 population census.
For these reasons, household survey data should be considered a more reliable source. However, EBEIS is reported for comparative purposes as well as to demonstrate the inconsistencies in the data.

Analysis using MIS Data

The MIS 2012 baseline survey (UNICEF 2016) had an average net attendance rate for 6-11 year olds of 97.8% (Male 97.0%, Female 98.2%, GPI 1.01). An increase of 5% would therefore place the net attendance rate of more than 100% which is not possible. There were only four LGU that would allow for a 5% increase for either gender as shown in the table below.

Table 1: LGU which allow for a 5% increase in the net attendance rate of 6 to 11 year olds from baseline (UNICEF 2016)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Sulu</td>
<td>Parang</td>
<td>71.9</td>
<td>83.7</td>
<td>80.6</td>
<td>91.5</td>
<td>77.9</td>
<td>87.4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sulu</td>
<td>Siasi</td>
<td>87.5</td>
<td>87.7</td>
<td>89.0</td>
<td>86.3</td>
<td>88.2</td>
<td>87.0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>88.5</td>
<td>88.0</td>
<td>86.5</td>
<td>84.6</td>
<td>87.6</td>
<td>86.1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Zamboanga del Norte</td>
<td>Siayan</td>
<td>92.4</td>
<td>94.7</td>
<td>98.0</td>
<td>98.1</td>
<td>95.2</td>
<td>96.4</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Therefore, as anticipated, when assessed using MIS data, UNICEF did not meet the target of an increase of 5% in net attendance rate of 6 to 11 year olds. The population weighted average net attendance rate of 6 to 11 year olds attending school was 98.6% (Male 98.2%, female 99.1%, GPI 1.01). The LGU average was 97.3% (male 96.5%, female 98.1%, GPI 1.01). The graph below shows the male and female net attendance rate for 6 to 11 year olds by gender and LGU from highest to lowest.

Figure 1: Net attendance rate for 6 to 11 year olds by gender and LGU from highest to lowest (UNICEF 2016)
The overall gain in school net attendance rate of 6 to 11 year olds was 0.9% (male 1.2%, female 0.6%) and the average LGU gain 1.2% (male 1.3%, female 1.0%). Only one LGU (3%) Sulu Parang, met the target increase of 5% increasing from 75.9% (boys 71.9%, girls 80.6%) in 2014 to 87.4% (boys 83.7%, girls 91.5%) in 2015. This being the LGU with by far the greatest increase of 11.5% overall increase. The next highest increase was in Upi with 3.5% as indicated in the figure below.

**Figure 2: Increase in net school attendance rate of 6 to 11 year olds between 2012 and 2016 in target LGU (UNICEF 2016)**

11 LGU (33%) encountered a decline in either boys or girls school net attendance rate for children aged 6 to 11. 8 LGU (27%) declined the overall participation rate. Maguindanao Mamasapano had by far the greatest decline of 5.0%. Maguindanao Mamasapano declined from 96.3% (boys 96.4%, girls 96.2%) in 2014 to 91.3% (boys 85.4%, girls 97.6%) in 2016.
Table 2: LGU that decreased school net attendance rate for students aged 6 to 11 between 2012 and 2016 (UNICEF 2016)

<table>
<thead>
<tr>
<th>Province</th>
<th>City/ Municipality</th>
<th>Male 2012</th>
<th>Male 2014</th>
<th>Male 2016</th>
<th>Male net Increase</th>
<th>Female 2012</th>
<th>Female 2014</th>
<th>Female 2016</th>
<th>Female net Increase</th>
<th>Total 2012</th>
<th>Total 2014</th>
<th>Total 2016</th>
<th>Total net Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maguindanao</td>
<td>Mamasapano</td>
<td>96.4</td>
<td>85.4</td>
<td>85.4</td>
<td>-11.0</td>
<td>96.2</td>
<td>97.6</td>
<td>97.6</td>
<td>1.4</td>
<td>96.3</td>
<td>91.3</td>
<td>-5.0</td>
<td></td>
</tr>
<tr>
<td>Camarines Norte</td>
<td>Paracale</td>
<td>98.5</td>
<td>96.1</td>
<td>96.1</td>
<td>-2.4</td>
<td>99.1</td>
<td>98.1</td>
<td>98.1</td>
<td>-1.0</td>
<td>98.8</td>
<td>97.2</td>
<td>-1.6</td>
<td></td>
</tr>
<tr>
<td>Tawi-Tawi</td>
<td>Languyan</td>
<td>88.5</td>
<td>88</td>
<td>88</td>
<td>-0.5</td>
<td>86.5</td>
<td>84.6</td>
<td>84.6</td>
<td>-1.9</td>
<td>87.6</td>
<td>86.1</td>
<td>-1.5</td>
<td></td>
</tr>
<tr>
<td>Sulu</td>
<td>Siasi</td>
<td>87.5</td>
<td>87.7</td>
<td>87.7</td>
<td>0.2</td>
<td>89</td>
<td>86.3</td>
<td>86.3</td>
<td>-2.7</td>
<td>88.2</td>
<td>87</td>
<td>-1.2</td>
<td></td>
</tr>
<tr>
<td>Maguindanao</td>
<td>Parang</td>
<td>93.7</td>
<td>88.9</td>
<td>88.9</td>
<td>-4.8</td>
<td>96.6</td>
<td>99.1</td>
<td>99.1</td>
<td>2.5</td>
<td>95.1</td>
<td>94.3</td>
<td>-0.8</td>
<td></td>
</tr>
<tr>
<td>North Cotabato</td>
<td>President Roxas</td>
<td>96.9</td>
<td>96.1</td>
<td>96.1</td>
<td>-0.8</td>
<td>99.5</td>
<td>99.1</td>
<td>99.1</td>
<td>-0.4</td>
<td>98.1</td>
<td>97.5</td>
<td>-0.6</td>
<td></td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Aleosan</td>
<td>97.8</td>
<td>97.2</td>
<td>97.2</td>
<td>-0.6</td>
<td>98.4</td>
<td>98.8</td>
<td>98.8</td>
<td>0.4</td>
<td>98.1</td>
<td>97.9</td>
<td>-0.2</td>
<td></td>
</tr>
<tr>
<td>Masbate</td>
<td>Aroroy</td>
<td>98</td>
<td>97.7</td>
<td>97.7</td>
<td>-0.3</td>
<td>99.3</td>
<td>99.3</td>
<td>99.3</td>
<td>0.0</td>
<td>98.7</td>
<td>98.6</td>
<td>-0.1</td>
<td></td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Arakan</td>
<td>97.3</td>
<td>95.7</td>
<td>95.7</td>
<td>-1.6</td>
<td>98</td>
<td>99.5</td>
<td>99.5</td>
<td>1.5</td>
<td>97.6</td>
<td>97.6</td>
<td>0.0</td>
<td></td>
</tr>
<tr>
<td>Northern Samar</td>
<td>Mapanas</td>
<td>96.6</td>
<td>99.3</td>
<td>99.3</td>
<td>2.7</td>
<td>99.5</td>
<td>96.8</td>
<td>96.8</td>
<td>-2.7</td>
<td>97.9</td>
<td>98.2</td>
<td>0.3</td>
<td></td>
</tr>
<tr>
<td>North Cotabato</td>
<td>Midsayap</td>
<td>96.2</td>
<td>98.4</td>
<td>98.4</td>
<td>2.2</td>
<td>98.8</td>
<td>98.7</td>
<td>98.7</td>
<td>-0.1</td>
<td>97.5</td>
<td>98.6</td>
<td>1.1</td>
<td></td>
</tr>
</tbody>
</table>
Another objective was to achieve gender parity. The baseline of 2012 on 18 LGU had a GPI of 1.02 (boys 97.0%, girls 98.5%) indicating that gender parity was not an issue. For the 2012 and 2014 baselines, only 1 LGU had proportionally more boys than girls aged 6-11 attending school which was Masbate Monreal with GPI 0.99. Several LGU had more significantly more girls than boys including Zamboanga del Norte Siayan (GPI 1.06), Sultan Kudarat Kalamansig (GPI 1.08) and Sulu Parang (GPI 1.12). This indicates that there was not an issue of gender parity at the start of the program. In 2016 there were also almost equal proportions of girls and boys aged 6 to 11 attending school (GPI 1.01). The gap had widened significantly in favor of girls in two LGU, Maguindanao Mamasapano (GPI 1.14) and Maguindanao Parang (GPI 1.11). In all other cases the final GPI was within 5 points of parity.

**Analysis Using EBEIS**

EBEIS indicators were not available at individual LGU level. Given that some of UNICEF’s basic education work has been country wide it is informative to review the countries progress during the programme along several key indicators relevant to the work being undertaken by UNICEF.

**K.1.2 Other Analysis to Inform the Progress of Basic Education Nationally during the UNICEF 7th Country**

The local UNICEF interventions were specific to a small number of schools and also to 9 divisions in ARMM. The main specific interventions include:

- 36 elementary schools in convergence communities have equity-driven SIPs (ECCD-ES Link pilot schools)
- 222 elementary schools in CPC7 areas in ARMM (or 100%) with child-friendly SIPs
- Schools Divisions in ARMM capacitated on conflict sensitive DRRM

Individual school data is not available for the schools benefiting from child friendly and equity driven schools. Therefore data on these schools cannot be reviewed.

However it is informative to investigate how elementary education has changed throughout the Philippines, possibly as a result of UNICEF assistance in drafting national policies. Further it is relevant to review the progress of Elementary Education in ARMM during the 7th country program given the focus on 9 school divisions and conflict reduction.

Therefore the following education indicators, generated from EBEIS, were analysed for change during the 7th Country Programme and in particular the progress in ARMM was further examined using the following indicators of participation and efficiency.

- Grade 1 NIR and AIR
- Survival Rate to Grade 1 to Grade 6
- Elementary Participation Rates Gross Enrolment Rate (GER) and Net Enrolment Rate (NER)
- Promotion Rate Elementary Education
- Elementary Repetition Rate
- Elementary Dropout Rate
- Elementary to Intermediate Level Transition Rate

Grade 1 NIR and AIR

UNICEF has been involved in the drafting of policies which facilitate and advocate for increased participation in elementary education. It would be anticipated that Grade 1 national Apparent Intake Rate (AIR) and Net Intake Rate (NIR) would increase between 2012 and 2015 or that AIR may decrease but NIR would increase as more correctly aged children are enrolled in education. EBEIS reports that grade 1 national Apparent Intake Rate (AIR) decreased from 131.2% in 2011 to 101.1% in 2012 (GPI 0.99) to (GPI 0.93) in 2015. A decrease of 30.1%. At the same time, grade 1 national Net Intake Rate (NIR) increased from in 74.8% (GPI 0.93) in 2012 to 79.8% (GPI 1.05) in 2015. An increase of 5.0%. Therefore, a greater percentage of children are correctly aged going into Grade 1.

Of note ARMM decreased AIR 58.2% from 168.4% (GPI 1.03) in 2012 to 110.2% (GPI 1.03) in 2015 and also decreased NIR 10.7% from 66.0% (GPI 1.12) in 2012 to 55.2% (GPI 1.15) in 2015. This demonstrates the problems with relying on the consistency of EBEIS data in conflict and difficult regions, and may also indicates that the 6 LGU located in ARMM may still have serious problems of child participation in elementary school.

As indicated below, in 2016 ARMM region had the largest AIR of all regions in Philippines.

**Figure 3:** Apparent Intake Rate (AIR) by division 2015 (EBEIS 2015)
Survival Rate to Grade 1 to Grade 6

National improvements to the quality of elementary education as well as advocacy towards the full basic education cycle for all children, should result in improved survival rates in elementary education.

Nationally elementary survival rate (G1 to G6) increased 13.1% from 74.24% (GPI 1.11) in 2012 to 87.30% (GPI 1.07) in 2015 demonstrating large improvements in efficiency and participation. ARMM, in which 6 of the most difficult LGU are located, increased Elementary survival rate by 13.4% from 27.5% (GPI 1.17) in 2012 to 40.9% (GPI 1.16) in 2015. However, despite having the largest gross intake rates in grade 1 and having made large improvements in survival rates, ARMM presently has the lowest survival rates in the Philippines.

As a result, ARMM has one of the coefficient of efficiency at 48.4% with 12.4 years being invested into the average grade 6 completion rate being 46% below the national average of 84.8%. Nationally 7.1 years were invested in the average Grade 6 graduate in 2015.

Elementary Participation Rates Gross Enrolment Rate (GER) and Net Enrolment Rate (NER)

UNICEF has been involved in the drafting of policies which facilitate and advocate for increased participation in elementary education. Therefore, it would be anticipated that the Gross Enrolment Rate (GER) and Net Enrolment Rate (NER) would increase nationally during the duration of the programme or that GER would decrease and NER would increase as more students of the correct age participate in elementary education.

Nationally the Gross Enrolment Rate (GER) for elementary decreased by 7.2% from 113.5% (GPI 0.98) in 2012 to 106.3% (GPI 0.98) in 2015. In addition, the Net Enrolment Rate (NER) for elementary decreased by 4.1% from 95.1% (GPI 0.1.02) in 2012 to 91.1% (GPI 1.02) in 2015. This represents a notable loss. NER decreased which was of course below UNICEF target of 5% however figures are only available to 2015.
By comparison, the ARMM region, in which UNICEF operated programmes in 6 LGU, decreased the GER for elementary by 23.0% from 111.9% (GPI 1.10) in 2012 to 88.8% (GPI 1.07) in 2015. ARMM also decreased the NER for elementary decreased by 23.4% from 93.0% (GPI 1.11) in 2012 to 69.6% (GPI 1.11) in 2015. This may have resulted from an improvement in the accuracy of reporting of enrolments. EBEIS changed from collecting data on aggregate pupils in 2012 to individual pupils in 2013 onwards. Such changes usually result in drops in student enrolment numbers as schools are forced to account for each student.

**Promotion Rate Elementary Education**

UNICEF aims to assist the national government to improve the quality of elementary education as well as advocate towards the full basic education cycle for all children. This should result in increased promotion rates in elementary education.

Nationally, the average elementary promotion rate (G1 to G6) increased 1.15% from 95.1% (GPI 1.03) in 2012 to 97.2% (GPI 1.02) in 2015 demonstrating large improvements in efficiency and participation. ARMM, in which 6 of the most difficult LGU are located, decreased average Elementary promotion rate by 2.5% from 97.6% (GPI 1.00) in 2012 to 95.2% (GPI 1.02) in 2015. However, despite having the largest gross intake rates in grade 1 and having made large improvements in survival rates, ARMM presently has the lowest promotion rates in the Philippines as indicated in the figure below.
Elementary Repetition Rate

UNICEF aims to assist the national government to improve the quality of elementary education as well as advocate towards the full basic education cycle for all children. This should result in reduced repetition rates in elementary education.

Nationally the average elementary repetition rate (G1 to G6) decreased 1.85% from 2.47% (GPI 0.51) in 2012 to 0.62% (GPI 0.45) in 2015 demonstrating large improvements in efficiency and participation. ARMM, in which 6 of the most difficult LGU are located, decreased average Elementary repetition rate by 0.25% from 0.93% (GPI 0.76) in 2012 to 0.68% (GPI 0.62) in 2015. This is well below the national average.
The figures below show A) the repetition rate for ARMM for the year 2015 and B) the Gender Parity Index (GPI) for grade repetition rate for the 2015 year. Grade 1 repetition rate is much higher than other grade years at 1.28%. This may be because some schools are enrolling young children under 6 in grade 1 as a proxy kindergarten.

As noted in the graph concerning gender parity index for grade elementary repetition rate, boys are more likely to repeat each grade and far more likely repeat final two grades 5 and 6.

**Figure 4. ARMM A) Grade Repetition Rate and B) GPI Grade Elementary Repetition Rate for 2015 year (EBEIS 2015)**
Elementary Dropout Rate

UNICEF aims to assist the national government to improve the quality of elementary education as well as advocate towards the full basic education cycle for all children. This should result in reduced dropout rates in elementary education.

Nationally the average elementary Dropout rate (G1 to G6) increased 0.22% from 0.95% (GPI 0.55) in 2012 to 1.18% (GPI 0.57) in 2015 demonstrating large improvements in efficiency and participation. ARMM, in which 6 of the most difficult LGU are located, increased average Elementary dropout rate by 0.21% from 1.46% (GPI 0.95) in 2012 to 1.68% (GPI 0.63) in 2015. This is well above the national average.

Figure 5. Average Grade Dropout Rate by region for 2015 year (EBEIS 2015)

Elementary to Intermediate Level Transition Rate

UNICEF aims to assist the national government to improve the quality of elementary education as well as advocate towards the full basic education cycle for all children. This should result in increased transition rates from elementary education to intermediate level.

Nationally the average elementary transition rate to intermediate increased 1.69% from 95.8% (GPI 1.02) in 2012 to 97.5% (GPI 1.02) in 2015 demonstrating improvements in efficiency and beneficial outcomes. ARMM, in which 6 of the most difficult LGU are located, increased average Elementary transition rate to intermediate level by 3.4% from 79.3% (GPI 1.05) in 2012 to 82.6% (GPI 1.04) in 2015. This increase is well above the national average. However the transition rate in ARMM, at 82.6%, still remains well below the national average and below all other regions, the lowest of which is Region IX with 96.4%

Figure 6. Primary to Intermediate Transition Rate 2015 (EBEIS 2015)
K.2 Objective 1: Enhanced policy and programme environment for achieving universal primary education (UPE) with equity and gender parity

Objective 1 aims to achieve enhanced policy and programme environment for UPE with equity and gender parity. However, this is not assessed as part of the monitoring framework. Here, we measure equity and gender parity across various indicators. The qualitative research informs this indicator in a more detailed manner.

K.2.1 Indicator 1: Schools with school development plans that explicitly address equity issues and that were developed (thanks to UNICEF support) (Global Indicator)

We note that:

- 36 elementary schools in convergence communities have equity-driven SIPs (ECCD-ES Link pilot schools)

- 222 elementary schools in CPC7 areas in ARMM (or 100%) with child-friendly SIPs

The MIS survey asked parents whether it was more important for girls to be in school than boys. This question is possibly flawed because as a parent, it would be incorrect to prioritise one child over another because of gender. A better question may have been whether parents believe it is equally important that girls be in school as well as boys. However, the MIS asks parents whether they have a bias towards girls education.
Only 20% of parents believed it was more important for girls to be in school than boys. As noted, this does not mean that 80% of parents believe it's more important for boys to be in school than girls. Response rates varied between LGU from 8% of parents in Mapanas to 37% of parents in Mamasapano as shown in the figure below.

![Figure 6: Percentage of parents that believe it is more important for girls to be in school than boys in 2016 (MIS 2016)](image)

K.2.2 Indicator 2: Existence of a national education strategy/plan that promote equity in terms of access and learning (Global Indicator)

Inclusion of ethnic minorities in Elementary Education is important to ensure that all children are receiving equal opportunities for education. Ethnicity is often linked to socio economic factors which can influence education. In addition children of certain ethnic groups may face barriers to participating in education such as discrimination or language.

Data for ethnicity in the MIS was diverse. 64 ethnic groupings were identified. To simplify analysis and highlight issues of greatest impact, results were filtered to eliminate ethnic groups with fewer than 300 children (2%). Attendance of 6-11 year olds of each ethnic minority were then calculated and are shown in the figure below.

![Figure 7: % attendance of 6-11 year olds in Elementary School by ethnic group 2016 year (MIS 2016)](image)
There are small variations in access to Elementary Education dependent on ethnicity as most groups have a very high participation rate. However, Sama children only have a 83% attendance rate and Tausug 92%. This will also be related to factors such as local access to education and poverty and highlights the gaps that remain to achieve equity.

The figure below highlights the disparities between the attendance rates of girls and boys for each ethnic group. Disparities range from Samal for which more proportionally more boys than girls are attending elementary education (GPI 0.96) to Iranon where more girls than boys are attending (1.11). Given the high attendance rates, most fall within an acceptable range of equity.

Figure 8: GPI % attendance of 6-11 year olds in Elementary Education by ethnic group 2016 year (MIS 2016)

Language spoken at home by % enrolment rates by LGU
Closely related to ethnicity is the language spoken at home. Although the Philippines has a policy of teaching curriculum in the local dialect of the children, this policy is not always feasible. Sometimes there are insufficient teachers fluent in the language locally available and sometimes there will be many different ethnic and language groups attending a school. Language spoken at home can therefore be a barrier to attendance and achievement.

Data for language spoken at home in the MIS was diverse. 42 language groupings were identified. Results were filtered to eliminate ethnic groups with fewer than 60 children (0.5%). Attendance of 6-11 year olds of each language were then calculated and are shown in the figure below.

**Figure 9:** % attendance of 6-11 year olds by language spoken at home 2016 year (MIS 2016)

There are large variations in access to Elementary Education dependent on language spoken at home of the child. Many language groupings have almost 100% enrolment but there are a number that have low enrolments. Most notable are the low attendance rates of children from homes where the languages Sama (Samal)/Abaknon 82.6%, Tausog 91.5%, Iranon 94.4%, Subanen (Sicon,Zambo.Norte)/Subaben (Zambo. Norte & Sur) 94.8% and Maguindanao 95.1% are spoken. This closely reflects the enrolment rates of the different ethnic groups associated with the languages. This will also be related to factors such as local access to education and poverty and highlights the gaps that remain to achieve equity.

The figure below highlights the disparities between the attendance rates of girls and boys for each language group spoken at home. Most language groups have a balanced representation of girls and boys enrolled in elementary schools. The exceptions are Sama (Sama Bangengeh) (GPI 0.67) with more boys proportional to girls enrolled, and Subanen (GPI 1.10), Iranon (GPI 1.13) and Tagakaolo (1.15) with more girls than boys.
Figure 10: GPI % attendance of 6-11 year olds in ECCD by language spoken at home 2016 year (MIS 2016)

% parents who believe that children will learn better if taught in their mother tongue by ethnicity

Philippines has a policy of teaching curriculum in the local dialect of the children, this policy is not always feasible. Sometimes there are insufficient teachers fluent in the language locally available and sometimes there will be many different ethnic and language groups attending a school. Language spoken at home can therefore be a barrier to attendance and achievement. It is important that parents understand that children will learn better if taught in their mother tongue so as parents can help ensure that schools provide proper instruction, teachers capable of delivering curriculum in the mother tongue of the children and curriculum in the mother tongue.

80% of parents surveyed believed their children will learn better if taught in their mother tongue. However opinions varied depending on the ethnicity of the respondent. The percentage of parents for each major ethnic group in the 36 LGU under UNICEF programmes who believe that children will learn better if taught in their mother tongue is shown in the figure below. As noted there is large variation in opinions depending on the ethnic group. 75% of parents of Iranon children disagree that children should be taught in their mother tongue (only 25% agree) whilst at the other extreme almost all parents of Bikol (94%) agree. The variations may be related to socio economic conditions and attitudes predominant to each ethnic group.

Figure 11: Percentage of parents for each major ethnic group who believe that children will learn better if taught in their mother tongue in 2016 (MIS 2016)
The percentage of parents in each LGU that believed their children will learn better if taught in their mother tongue is shown in the figure below. LGU in ARMM had the lowest percentage of parents agreeing with this statement including parang (27.3%), Cotabato City (41.7%) followed by Maguindanao including South Upi (45.9%) and Upi (53.5%).

**Figure 12:** Percentage of parents who believe that children will learn better if taught in their mother tongue by LGU in 2016 (MIS 2016)

% children with fair access to textbooks ages 5-11 by LGU

Having fair access to one textbook per child is an indication of equity as well as the provision of quality education. The MIS asks parents of children aged 5-11:

- Whether the child has access to textbooks in class
- Whether the child has to share textbooks with other classmates while in class?
The percentage of children attending school who have access to textbooks in class aged 5-11 in 2016 is shown in the figure below. In total 82% of children have access to textbooks in class (boys 81%, girls 82%, GPI 1.01). However as shown below, there is significant variation between regions in terms of access to textbooks. For example, in Cotabato only 64% of pupils attending school have access to textbooks compared to 93% in Cawayan. This indicates that students in some regions are not receiving equitable access. In addition there still remains a gap within regions with 18% of pupils not having access to textbooks.

Likely as a result of the shortage of textbooks, 29% of parents reported their children had to share a textbook with others in the class (boys 28%, girls 30%, GPI 1.05)\(^{23}\). As show below there are very large variations in the percentage of pupils sharing textbooks from 9% in Kalamansig to over half of pupils (53%) in Labo.

\(^{23}\) Excludes data where school information and sharing textbooks with classmates is missing

© Oxford Policy Management
K.3 **Objective 2: Strengthened capacity, systems, processes and structures for achieving UPE with equity and gender parity with focus on remote and disadvantaged areas**

K.3.1 **Indicator 1: Availability of a risk reduction strategy within education sector plan/policy (Global Indicator)**

Objective 2 is about strengthening capacity, systems, processes and structures to achieve UPE. However, this is not assessed as part of the monitoring framework. The qualitative research informs this indicator in a more detailed manner.

K.4 **Objective 3: Strengthened evidence-based advocacy and resource leveraging for basic education through quality assurance, research and documentation**

K.4.1 **Indicator 1: Availability of research studies, advocacy materials on disadvantaged children**

Objective 3 is not assessed as part of the monitoring framework.

K.5 **Objective 4: Strengthened education delivery for disadvantaged children in ARMM**

K.5.1 **Indicator 3: MILF Education Committee oriented on Education Sector Planning**

The MIS forms request parents to identify whether their child is disabled or not. However, it should be noted that there is no clear metric for evaluating disability such as the Washington Standards and therefore it would be expected that there are significant margins of error in evaluating the results of this question. Often there are barriers to obtaining reliable information on disabled children. There may be social stigmas which must be overcome and can lead to exclusion. Children with disabilities are more likely to miss out on schooling if difficult choices need to be made in households about children’s education because it is not often believed that they can learn. Social norms and perceptions may also influence a family deciding to enrol a disabled child in school. A disabled child may be viewed as a ‘shame on the family’ and family members may not be aware of how to provide them with the necessary care and support (SPSL 2015). There may also be significant costs associated with sending a child to school and as already noted households with disabled children are likely to be financially disadvantaged.
The numbers of disabled children aged 6-11 identified through the survey are very small, typically ranging from 1 to 13 children in each LGU, the highest being Arakan. In total 133 children were identified (Boys 83, Girls 50) which represents 1.0% of the total number of children aged 6-11 in surveyed households (13835 children). This is likely to be lower than expected if proper metrics were applied.

Of the children identified, only 60% (total 80, boys 51, girls 29, GPI 0.95) were attending ECCD centres. This is much lower than the average in all LGU of 98.6% for all children (population weighted). There was a slight gender bias in favour of boys but given the issues of identification and recording this is within a margin of error. This indicates that there is significant work remaining in ensuring that disabled children are properly included in ECCD education both in terms of properly identifying those children who are disabled and ensuring their inclusion.

% parents of Children Aged 3-8 that read with their children vs % enrolment

The MIS asks parents of children aged 3-8 whether they read to their children. Children who are read to at home may have higher rates of attendance at school. Further this is also a sign of literacy at home which has also been linked to higher rates of attendance in global studies. There are likely various dimensions through which participation in reading at home can be analysed including ethnicity, poverty, location and gender. The analysis presented here is via LGU which often reflects many of the factors that relate to the practice and engagement of literacy with the child in the home.

In total, 72% of parents read with their children (aged 3-8) at home. The figure below shows the % parents who read with their child at home by LGU. As shown, there is large variation between LGU with only 40% of parents reading to their children at home in Siasi compared to almost all (96%) in Aroroy.

**Figure 15: % parents who read with their child at home by LGU in 2016 (MIS 2016)**
% parents that help their children aged 5-11 with their homework or in difficulties in their studies

Assisting children at home with studies also helps to encourage participation in school. The MIS survey asks parents of children aged 5-11 whether they assist their children with homework or difficulties in their studies.

87% of parents of children aged 5-11 assisted their children with homework or in difficulties with their studies. However, there were large variations by LGU as shown in the figure below. In Siasi, where only half (50%) of parents assist their children with studies, there is also a comparatively low enrolment in elementary education of 87.0%. This is also the case in Parang where 63% of parents assist children and enrolment in elementary education is 97% and also Languyan where 56% of parents assist children and enrolment is 86%. The findings support the theory that parental involvement in education facilitates students participating in education. It also highlights the disparity in parental involvement in regions under the program as of 2016.

**Figure 16:** % of parents of children aged 5-11 assisted their children with homework or in difficulties with their studies in 2016 (MIS 2016)
Annex L  ECCD additional tables for quantitative analysis

See separate document.
Annex M  Efficiency analysis (details)

See separate document.