

“Improvement of the Implementation Procedures and Management Systems for the Teacher Deployment and New Classroom Construction Programs of the Department of Education”

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(Executive Summary)

Over the years, the Department of Education (DepEd) has been provided budgets to hire new teachers and construct new classrooms across the country. Teacher deployment analysis and classroom shortage analysis is conducted using information from the Basic Education Information System (BEIS), particularly a “color coding” of the pupil-to-teacher ratios (PTR) and room ratios of schools across the country (using a geographic information system). An analysis of teacher and classroom shortages leads DepEd to request the Department of Budget and Management (DBM) for more resources, paying attention to where needs are most pressing as per BEIS data, validated by DepEd field staff.

While visual evidence provided for by BEIS teacher deployment analysis and the instructional room analysis should improve the targeting of new teaching positions and new classroom construction to shortage divisions and schools, there is also some anecdotal evidence that the allocation of new teacher items and new classrooms has not always been entirely consistent with such analyses. In addition, there are suggestions that guidance provided by the color coding scheme in prioritizing schools that will receive new teaching positions and new classroom construction can be further improved. Guided by a desk review and key informant interviews of DepEd and DBM staff, this paper reviews the current processes governing the deployment of new teacher positions and the construction of new classrooms for the purpose of identifying what the bottlenecks are and proposing ways of addressing these. It also aims to assess the existing procedures and guidelines for allocating the aggregate number of new teachers, and new classrooms to be built to the various DepEd ROs and from the various DepEd ROs to the various SDOs within each RO in terms of allocative efficiency.

Teacher and classroom shortage appears to be perennial, in part because while resources have been made available for the creation of new teacher items and the construction of new classrooms, the resources are deemed insufficient to fully address school requirements, especially with the ever-growing population in the country. As far as teacher deployment, of those teaching items that are approved by the DBM for creation, some of these new teaching items do not always get created, or if they are created, they are not necessarily deployed within a reasonable amount of time. The World Bank Budget Execution Study (2008) estimates the budget execution ratio for the allocation for newly created teacher items in 2006-2008 at 30%, 40% and 56%, respectively of total appropriations for this line item in 2006, 2007 and 2008. The same study suggests bottlenecks at both DepEd and DBM, with delays in the issuances of allotments and cash releases by DBM, as well as low absorptive capacity of the DepEd.

The paper noted that lag time from the creation of a new teacher item to the appointment of a teacher may take more than a year. Monitoring reports of DepEd suggest that filling in of new teacher positions varies across the regions. For 2009 new teacher items, some regions, such as

Regions 8, 9, 12, and ARMM, managed to have a good record for filling new teacher positions, but other regions such as Region 7 and CAR, did not do as well in filling the new teacher items. For the total of 2010 new teacher items (which came through three batches), the rate of filled positions for the first batch of 5,000 item stands only at around 80%, with the rates varying considerably across regions. For Region 5, the extremely low rate of appointment (of 2%) was attributed to the delay in the Notice of Salary Compensation Action (NOSCA) release by the DBM Regional Office (RO). For other regions with low rates Region 7 (30%) and Region 6 (60%), no explanations were provided in the monitoring reports. Evidently, delays are resulting both at DBM and DBM. As of this writing, it was reported by DepEd that some DBM offices (such as NCR and Marikina) still have not yet released the NOSCA for the Batch 2 and Batch 3 teacher items for FY 2010.

For 2011, a flow chart in teacher deployment processes was developed in DepEd Order No. 9, Series 2011 that assumed that DepEd CO would issue a deployment report to DBM Central Office (CO) by the third week of February, and that DBM CO would then issue the NOSCA by end of February, so that teacher hiring, particularly advertisements for new posts, could be initiated in March, and hiring could be done before the schoolyear starts. However, these schedules were not carried out: the DepEd CO sent a request for approval of the 10,000 new items by end of February, but as of end of March, DepEd did not receive from DBM any approval notice. It would be important for the DepEd and DBM to come up with a Memorandum of Understanding (MOU) regarding streamlining teacher hiring and deployment, as well as setting up accountabilities so that institutional bottlenecks can be addressed. Currently, the monitoring scheme for the teacher hiring is very weak. Even if monitoring reports are being carried out, they are done without a detailed time line, and without any specific action plan for addressing the bottlenecks.

As regards new classrooms, the World Bank Budget Execution Study (2008) also pointed to delays in implementation of new classrooms due to procedural lapses in start-ups within DepEd, especially as building new classrooms and other physical facilities were not part of the DepEd's task in the past. The issuance of DepEd Order No. 1, S. 2011 suggests the level of priority given by the DepEd management to classroom construction. However, as in previous years, there have been changing implementation priorities in these school building and new classroom projects, and such changed priorities (for instance, for this year, there is preference for LGU counterparting) can clearly affect processes behind classroom construction. Current tracking of new classroom construction projects suggest that nearly two thirds of divisions have not provided any feedback for their projects. Accountabilities and incentives for the submission of timely reports will need to be looked into.

The paper also looked into actual changes in BEIS indicators, such as number of teachers and number of classrooms, at the school level, in order to examine how effective has teacher deployment analysis and instructional room analysis been conducted. While the BEIS data suggests that most of the new teacher items and new classrooms appear to have been given to those who need the resources, there have also been a few schools that seem to have been provided new teacher items and new classrooms even if they do not need these resources. The DepEd will need to regularly examine such panel data of school level data, and monitor the

changes in these indicators as another means of looking into BEIS data quality since DepEd plans are contingent on the availability of reliable and meaningful information.