

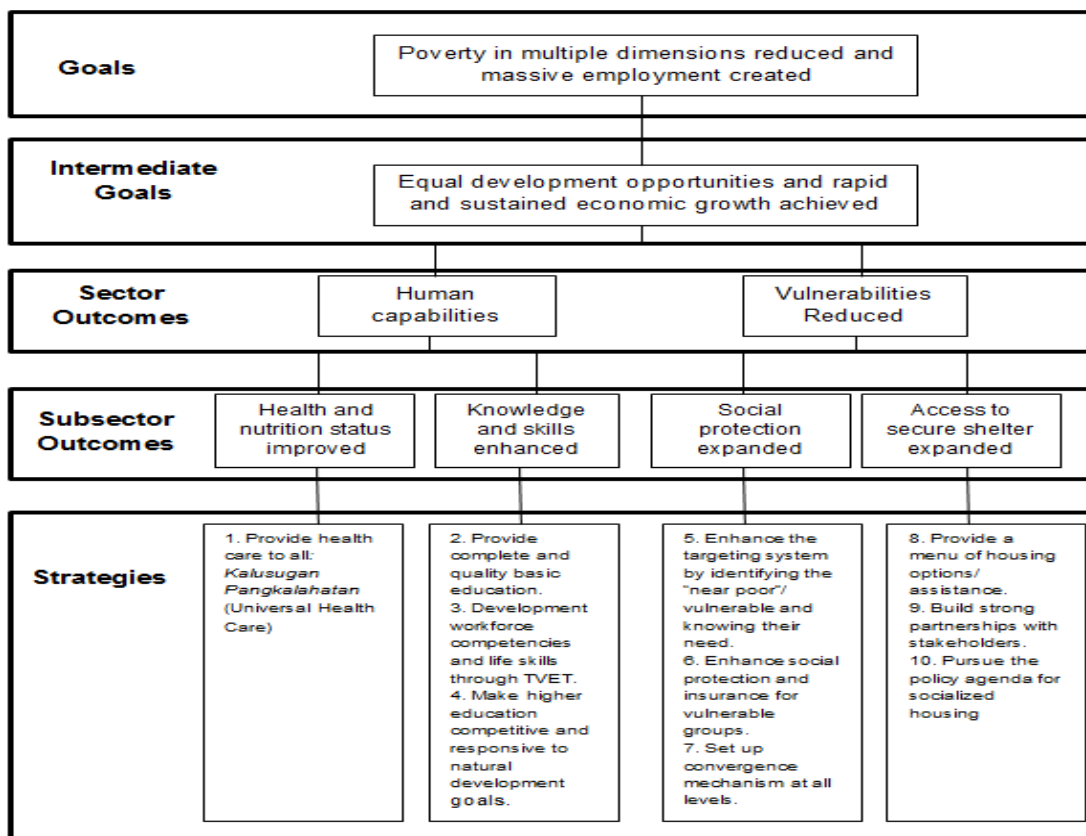
PROGRAM RESULTS ASSESSMENT

A. Program Results Framework

1. **Country Level.** The Philippine government uses a results-based management framework that has four main elements (i) a medium-term expenditure framework, which defines the resource envelope and minimum service standards; (ii) the Philippine Development Plan 2011–2016, which outlines government initiatives; (iii) the organizational performance indicator framework, which overlays the framework for budgeting and planning by defining major final outputs; and (iv) the Civil Service Commission’s strategic performance management system, which incentivizes individuals to increase productivity.

2. The central national development agenda under the current Philippine administration is inclusive growth. The Philippine Development Plan 2011–2016, prepared by the National Economic and Development Authority (NEDA), translates this agenda into strategies and programs that are subsequently integrated into results matrices. These matrices define specific goals and objectives, indicators, baselines, and targets for each strategy and are used for tracking gains and monitoring progress toward sector outcomes. Improving human capabilities is a sector outcome in the social development framework, and a key strategy to deliver it is the provision of complete and quality basic education. Figure 1 illustrates the connections between this strategy and the overarching goal of poverty reduction and quality employment.

Figure 1: Results and Strategic Framework on Social Development



Source: Government of the Philippines, National Economic and Development Authority. 2013. *Philippine Medium Term Development Plan 2011–2016 Midterm Update*. Manila.

3. **Sector level.** The Philippine president's 10-point basic education reform agenda includes (i) expanding from a 10-year to a 12-year basic education cycle, (ii) reintroducing technical and vocational education and training (TVET) in Department of Education (DepEd) high schools, (iii) expanding government assistance to non-DepEd schools; and (iv) improving science and mathematics instruction. The overall reform is known as the kindergarten to Grade 12 (K to 12) reform. With the passage of the Enhanced Basic Education Act of 2013, the basic education system will (i) expand by 2 years by adding senior high school (SHS)—grades 11 and 12, (ii) start TVET in Grade 7 and offer technical-vocational and livelihood (TVL) studies as one of four SHS tracks, (iii) ensure that all students demonstrate competencies in science and mathematics, and (iv) offer eligible SHS students subsidies to enroll in non-DepEd schools should they choose to do so.

4. **Program level.** The K to 12 results framework includes strategies for a broad and comprehensive reform, including: (i) program revision of curriculum, teaching methods, materials, and assessment, (ii) teacher and principal engagement and training, (iii) infrastructure improvement, and (iv) further decentralization of sector and school management. Operationally, these reforms have been rolling out at the school level since 2012, beginning with Grade 1 and Grade 7 and progressing in steps to the introduction of Grade 11 in SY2016/17 and Grade 12 in SY2017/18. The program, sector, and country results frameworks some results indicators in common. Their indicators are specific, measurable, achievable, relevant, time-bound, and transparent.

5. In DepEd's SHS results framework, each results area has a results chain that links outputs to intermediate and final outcomes. Results during 2014 to 2016 focus on preparation for SHS, while those during 2017 to 2019 focus on SHS implementation and performance improvement. The majority of results in the overall results framework meet the criteria of being specific, measurable, achievable, relevant, time-bound, and transparent.

6. **Results area 1: Quality of Department of Education senior high school program upgraded.** SHS is not currently offered in the Philippines. To provide a new level of education, DepEd must prepare content, mobilize teachers, and provide facilities. Results area 1 concerns content and teachers for the core curriculum and electives in the four tracks that will be offered. The three outcome indicators under this results area are relate to improved learning outcomes in three DepEd SHS subjects: (i) mathematics, (ii) science, and (iii) TVL. The targets set in the results framework are achievable if outcomes and outputs in the results chain are achieved as planned. The results chain begins with finalization of a curriculum that defines content, skills, and learning competencies for each SHS course. Two critical paths branch out from the curriculum: the first includes preparation and provision of learning materials and assessment tools; and the second focuses on achieving the minimum service standard (MSS) for the student-to-qualified teacher ratio for SHS mathematics, science, and TVL subjects.

7. **Results area 2: Minimum service standard for school facilities in Department of Education senior high schools achieved.** No capacity currently exist for the SHS program because there are no SHSs. Results area 2 focuses on providing sufficient appropriate facilities for students who study the SHS curriculum in DepEd schools. The main output is to achieve the MSS for the student-classroom ratio (SCR) in DepEd SHSs, and to ensure sufficient space to accommodate expected enrolments at the SHS level. It is estimated that DepEd will need to construct about 40,000 classrooms by SY2016/17. The results chain begins with a DepEd order defining (i) the SCR MSS in instructional and specialized classrooms by track, and (ii) the criteria and process for determining the number and location of DepEd SHSs. The chain continues with incremental achievement of the MSS in DepEd SHSs. The results chain will also

include assessment of public-private partnerships (PPPs) as a mechanism for school infrastructure delivery.

8. The main challenge facing the MSS for student–classroom ratio is for DepEd to deliver sufficient DepEd SHSs in the right locations to meet local, while avoiding overbuilding. Clear criteria and guidelines for determining school locations would help DepEd to address this challenge. Other challenges include the need to ensure that the amount the government will pay for classroom delivery is sufficient to ensure high quality buildings. This issue can be resolved by reassessing the cost of classroom delivery. Finally, the number of SHSs needed depends on the demand for non-DepEd schools, which will be promoted by the SHS voucher program.

9. Results area 3: Senior high school voucher program developed and implemented.

The use of PPPs for education service provision is a long-established practice in the Philippines and is supported by both the Enhanced Basic Education Act of 2013 and the Government Assistance to Students and Teachers in Private Education law. At the junior high school (JHS) level, the main purpose of the Education Service Contracting program—a type of education PPP—is to decrease overcrowding in DepEd schools by partially subsidizing some students' enrollment in nearby non-DepEd schools. The SHS voucher program will help to diversify the supply of SHSs and enable DepEd JHS school graduates and some non-DepEd JHS school graduates to defray the all or part of the cost of attending non-DepEd schools. The value of the SHS voucher will differ by geographic area to recognize that tuition costs vary across the country. It is expected that about 40% of all SHS students will be enrolled in non-DepEd schools.¹

10. The results chain begins with clarifying and promulgating the policy to prospective SHS providers, students, and their families. Two critical paths diverge. One outputs chain focuses on stimulating supply and demand. The second deals with establishing voucher operations, management, and oversight systems. One area of focus in stimulating supply is providing a regulatory framework that encourages new SHS providers to enter the market. Although the SHS program is ambitious, the government is committed to it and the legal framework is in place. That said, many of the success factors lie outside the control of DepEd, such as the proportion of students who will take up the voucher and the number and location of non-DepEd providers available to accept SHS voucher students.

11. Results area 4: Basic education management, fiduciary, and safeguard systems strengthened.

Results area 4 focuses on strengthening basic education management systems for procurement. It has one intermediate outcome, which sets targets for the proportion of divisions and regions submitting their procurement monitoring documents on time. This intermediate outcome is achievable, and it is monitored by the DepEd central office. The results chain begins with clarifying key performance standards at the division and regional levels and formulating an action plan to achieve those standards. The chain continues with incremental achievement of those actions leading to an output of improved performance in one key area. All four results areas allow for flexibility in achieving outcomes, particularly at field levels. In general, the central level sets policy and provides guidelines, while division and regional offices are given latitude to define how best to arrive at desired results. Other development partners are engaged in activities that will benefit SHS, such as improving the DepEd management information system; strengthening financial management; and overhauling the entire national assessment system, including end-of-levels assessments for SHS.

¹ Non-DepEd schools are private SHSs, and public and private higher education institutions that offer SHS programs.

12. The long-term sustainability of the SHS program is assured in part by the incorporation of SHS into basic education under the Enhanced Basic Education Act of 2013. Government-wide reforms in fiduciary and safeguard matters will help sustain progress in financial management, procurement, anti-corruption measures, and environmental and social safeguards.

A. Disbursement-Linked Indicators

13. The Disbursement-Linked Indicators (DLIs) are a mix of outputs, intermediate outcomes, and outcomes carved out of the overall results framework. They balance access, quality, and equity in the context of a well-managed and transparent education system. Of the six DLIs, two focus directly on outcomes for SHS students, the main beneficiaries of the program. DLIs were selected using two criteria. The first was that each be critical to mainstreaming the new level of education. The second was that, as a set, they address both the preparation and implementation phases of the ADB program. Overall, the DLIs measure progress toward establishing a good quality SHS that has sufficient physical and human resource capacity.

14. **Focus.** The critical factors to achieve the overall program results are in Table 2.

Table 2: Disbursement-Linked Indicators

Number	Indicators
Outcome	
DLI 1	Learning outcomes in Department of Education senior high school mathematics and science subjects improved
DLI 2	Learning outcomes in Department of Education senior high school technical-vocational and livelihood subjects improved
Outputs	
DLI 3	Minimum service standard for student–classroom ratio in Department of Education senior high schools achieved
DLI 4	Use of public-private partnership modality considered for a portion of SHS infrastructure delivery
DLI 5	Department of Education targets for senior high school enrolments in non-Department of Education schools achieved
DLI 6	Performance targets in procurement monitoring achieved

Source: Department of Education.

15. **Flexibility.** The DLIs incentivize the government to achieve desired results but are not prescriptive of the best way to accomplish them. DLI 1, for example, motivates improvements in learning outcomes in mathematics and science without prescribing a particular type of assessment tool or teaching method.

B. Managing Risks and Improving Capacity

16. The SHS program is a significant reform, with many innovative aspects. Introducing the new level of education has inherent risks, since it requires greenfield development of content, a teaching staff, physical facilities, and the SHS voucher program. In addition, implementation must be coordinated and sequenced. Planning for the SHS program started in 2011, and the legal framework has been in place since 2013. The curriculum was prepared in 2014, the SHS voucher policy is ready for promulgation, and regulations for establishing non-DepEd SHSs are

under development. Planning at the school division level for the placement of DepEd SHSs began in 2013, and classroom infrastructure delivery will begin in 2015.

17. One risk is that the inefficient placement and/or capacity of newly constructed SHSs would reduce quality and raise the cost of delivery, thus putting SHS program outcomes at risk. A further risk is that the SHS system will be unable to meet the demand for SHS due to a number of possible shortfalls: an inability to engage enough qualified SHS teachers to meet the MSS student–teacher ratio, a lack of instructional materials, and/or not enough school infrastructure provided or available to achieve the MSS for the student–classroom ratio. To address this risk, the DepEd is engaging the private and higher education sectors as potential SHS providers. Private participation in the SHS sector will be incentivized through the payment of vouchers to DepEd students attending non-DepEd SHSs. In addition, the government has revised teacher licensing rules to allow graduates in specialized subjects such as mathematics, science, and engineering to teach full or part-time in secondary schools without passing the licensure examination for teachers. Finally, the government will evaluate the use of PPPs for the delivery of school infrastructure.