

SUMMARY POVERTY REDUCTION AND SOCIAL STRATEGY

Country:	Philippines	Program Title:	Senior High School Support Program
Lending Modality:	Results-based lending for programs	Department/ Division:	South East Asia Department/ Social and Human Development Division

I. POVERTY AND SOCIAL ANALYSIS AND STRATEGY

Targeting classification: General intervention

The proposed Senior High School Support Program (SHSSP) is national in scope. It aims to reduce poverty and support inclusive economic and social development in the Philippines by (i) increasing equitable access to secondary education, (ii) improving the quality and relevance of secondary education, and (iii) strengthening management and governance of secondary education.

A. Links to the National Poverty Reduction and Inclusive Growth Strategy and Country Partnership Strategy

The SHSSP builds on the government's recent efforts and the pioneering engagement by the Asian Development Bank (ADB) in Philippine secondary education, including the Secondary Education Development Sector Project and the Secondary Education and Improvement Project.¹ It is aligned with the Philippine Development Plan (PDP) for 2011–2016, the government's basic education sector reform agenda, ADB's country partnership strategy for the Philippines for 2011–2016, and its Philippines country operations business plan, 2014–2016.²

B. Results from the Poverty and Social Analysis during Assessments of the Program and its Systems

1. **Key poverty and social issues.** The Philippine economy has generally exhibited low and uneven growth since 1960, with annual growth in gross domestic product (GDP) averaging 4.1% during 1960–2012. This compares with average annual GDP growth of 6.3% for comparable countries in Southeast Asia, such as Indonesia and Malaysia. This gap is more pronounced when measured in terms of per capita GDP growth. While poverty incidence declined from 33.1% in 1991 to 24.9% in 2003, it rose to 26.5% in 2009 and has stagnated since then, despite an increase in the GDP growth rate. During 2006–2013, the unemployment rate averaged 7.3% and the underemployment rate 19.8%. Given the government's desire to broaden the benefits of economic growth, the PDP for 2011–2016 adopted a framework of inclusive growth, which it defined as high growth that is sustained, generates mass employment, and reduces poverty.³ Three dimensions of the SHSSP address poverty (i) the extension of the current 10-grade basic education system by 2 years to include senior high school (SHS); (ii) the introduction of a technical-vocational and livelihood (TVL) track in the curriculum, which integrates technical and vocational education and training (TVET) into mainstream SHS; and (iii) the introduction of an SHS voucher program. The social rate of return is 12.5%.

2. **Beneficiaries.** The primary beneficiaries of the SHSSP will be about 5.9 million students projected to be educated under the new SHS system during the program period. Of these, 3.6 million students will be in Department of Education (DepEd) SHSs, while 2.3 million students will be in non-DepEd SHSs. Graduates of the new SHS system and their future employers will benefit from graduates' better preparation for employment or further education and training. SHS staff will benefit from capacity building. The program will bring the country's basic education cycle into line with international standards and make Filipino workers more competitive in the global labor market.

3. **Impact channels.** The program is expected to increase human capital and the employment potential of SHS graduates and improve access of the poor to secondary education. The technical and vocational skills that will be obtained by SHS students are expected to increase their chances of employment, because the curriculum will be suited to local human resource needs. SHS will result in better skilled and more competitive graduates.

4. **Design features.** The SHSSP has four result areas. The first three of the four will potentially provide direct benefits for the poor by (i) equipping graduates with more relevant skills that improve their employability in the labor market, (ii) improving educational facilities, and (iii) providing students with more choice in what kind of education they want and need. The four results areas are as follows:

- (i) **Quality of Department of Education senior high school program upgraded.** The SHSSP will support SHS curriculum development and implementation. It will also support the hiring or assignment of mathematics and science teachers in the DepEd SHSs and the integration of TVET at the SHS level.
- (ii) **Minimum service standard for school facilities in Department of Education senior high schools**

¹ Asian Development Bank (ADB). 1998. *Report and Recommendation of the President to the Board of Directors: Proposed Loan and Technical Assistance Grant to the Republic of the Philippines for the Secondary Education Development and Improvement Project*. Manila; and ADB. 1988. *Report and Recommendation of the President to the Board of Directors: Proposed Loan to the Republic of the Philippines for the Secondary Education Development Sector Project*. Manila.

² ADB. 2011. *Country Partnership Strategy: Philippines, 2011–2016*. Manila; ADB. 2013. *Country Operations Business Plan: Philippines, 2014–2016*. Manila.

³ Government of the Philippines, National Economic and Development Authority. 2011. *The Philippine Development Plan, 2011–2016*. Manila.

<p>achieved. The program will support the physical delivery of schools and classrooms required to accommodate students at the SHS level.</p> <p>(iii) Senior high school voucher program developed and implemented. The SHSSP will support the development and implementation of the SHS voucher program to allow graduates from DepEd JHSs and eligible graduates from non-DepEd schools to attend DepEd or non-DepEd SHSs.</p> <p>(iv) Basic education management, fiduciary, and safeguards systems strengthened. The program will support strengthening financial management, procurement, and other systems.</p>
II. PARTICIPATION AND EMPOWERING THE POOR
<p>1. Participatory approaches and proposed program activities. Extensive consultations were undertaken during the program design phase. The DepEd undertook and continues to undertake national and regional consultations with stakeholders, the general public, and DepEd staff. Regular coordination meetings were held with other relevant government departments, including the Department of Finance, the Department of Budget and Management, the Commission on Higher Education, and the Technical Education and Skills Development Authority. The program preparation technical assistance (TA) team undertook consultation workshops and/or conducted site visits to several places, including Tacloban City; the islands of Samar and Cebu; Legazpi, San Fernando, and Antipolo cities; Leyte Province; and Metro Manila. TA team members also met with students, teachers, principals, and officials from HEIs, TVET institutes, and TVET high schools. Civil society organizations (CSOs) consulted during program preparation included the Fund for Assistance to Private Education, Philippine Business for Education, the Technical Vocational Schools and Associations of the Philippines, various indigenous peoples' groups, and private school associations.</p> <p>2. The SHSSP will strengthen engagement with local governments, employers, trade associations, civil society organizations, HEIs, and TVET institutes in SHS planning and delivery. This strengthened engagement may see these groups provide (i) internships, apprenticeships, and other on-the-job learning opportunities for SHS students; (ii) subject experts to teach specialized SHS courses, and (iii) assistance in localizing and contextualizing the curriculum in subjects such as entrepreneurship and agriculture. Parents, guardians, and student representatives will also participate in SHS governance and management committees.</p> <p>3. Civil society organizations. CSOs have been significantly involved in the design and development of the government's kindergarten to grade 12 (K to 12) program, which the SHSSP will support. In addition, one of these organizations is expected to be involved in the management and operation of the SHS voucher program.</p> <p>4. Forms of civil society organization participation envisaged during program implementation. <input checked="" type="checkbox"/> Information gathering and sharing <input checked="" type="checkbox"/> Consultation <input checked="" type="checkbox"/> Collaboration <input checked="" type="checkbox"/> Partnership</p> <p>5. Participation plan. <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Part of the K to 12 program design requires consultation with local stakeholders on the implementation of the program, including discussion of such issues as the delivery of schools, curriculum, and the SHS voucher program. The program does not target specific segments of students, so a participation plan is deemed unnecessary.</p>
III. GENDER AND DEVELOPMENT
Gender mainstreaming category: Effective gender mainstreaming
<p>1. Key issues. Girls outperform boys on several basic education indicators, including net enrollment, completion, and school attendance. They also make up a larger proportion of enrollments and have higher retention rates at the higher education level.⁴ However, this better performance at school does not translate into benefits in the labor market—women have a much lower labor force participation rate and higher domestic unemployment than men. There is also significant gender segregation by occupation, occupational group, and class of worker. Women tend to work mainly in informal industries and suffer the majority of gender-related discrimination.⁵ Two disbursement-linked indicators (DLIs) contain disbursement-linked results with gender targets, both of which are outcome DLIs. The program action plan (PAP) also includes gender actions.</p>
2. Key actions. <input checked="" type="checkbox"/> Gender actions <input type="checkbox"/> Other actions or measures <input type="checkbox"/> No action or measure
IV. ADDRESSING SOCIAL SAFEGUARD ISSUES
<p>A. Involuntary Resettlement Safeguard Category: <input type="checkbox"/> A <input checked="" type="checkbox"/> B <input type="checkbox"/> C</p> <p>1. Key impacts. The government is expected to build SHSs on existing school campuses or on government-owned land. However, the need for new sites for new DepEd schools will be determined only during SHSSP implementation. The program preparatory TA consultants undertook a program safeguard system assessment and an analysis of existing Philippines laws and legislation, including policies on involuntary resettlement, to determine gaps between those policies and the principles of ADB's Safeguard Policy Statement (2009) on involuntary resettlement. The gaps identified were used to develop program actions that will be monitored by ADB during implementation.</p> <p>2. Strategy to address the impacts. The program actions include (i) designating field personnel at the local or division level to address social safeguards issues; (ii) conducting orientation and capacity building in the DepEd on involuntary resettlement safeguard program requirements; (iii) conducting safeguards due diligence and reporting on findings for each activity that involves infrastructure activities; and (iv) preparing, implementing, and disclosing a</p>

⁴ Philippine Commission on Women. Statistics on Filipino Women and Men's Education. <http://pcw.gov.ph/statistics/201304/statistics-filipino-women-and-mens-education> (accessed 6 November 2014).

⁵ World Bank. 2011. *Making Everyone Count*. Washington, DC.

resettlement plan for activities with land acquisition and resettlement impacts. This will include meaningful consultations conducted with affected households; compensation for assets at full replacement cost and compensation for non-titled holders for nonland assets, including the provision of resettlement assistance prior to physical and/or economic displacement.

3. **Actions.** Program safeguard systems improvements No action

B. Indigenous Peoples

Safeguard Category: A B C

1. **Key impacts.** The government's K to 12 program is a nationwide SHS program that will be open to all current junior high school (JHS) students upon completion of Grade 10, including those belonging to groups of indigenous peoples. The loan agreement will include a covenant under which the government will agree not to construct any new schools on land that is claimed, occupied, owned, or used by indigenous peoples. A gap analysis and assessment were conducted to compare existing Philippine laws and legislation with the safeguards and principles for indigenous peoples in ADB's Safeguard Policy Statement (2009). The findings were used to develop program actions that will fill the gaps and be monitored by ADB during the project implementation.

Is broad community support triggered? Yes No

2. **Strategy to address the impacts.** The DepEd will ensure that staff in DepEd field offices conduct indigenous peoples impact screening; do social impact assessments; carry out meaningful consultations; and obtain free, prior, and informed consent. DepEd will work closely with local indigenous peoples leaders and experts in curriculum design and mobilize faculty to deliver the curriculum. A curriculum that is more relevant to the needs of indigenous peoples may increase their enrolments in JHS and SHS.

3. **Actions.** Program safeguard systems improvements No action

V. ADDRESSING OTHER SOCIAL RISKS

A. Risks in the Labor Market

1. **Relevance of the program for the country's or region's or sector's labor market.** – NA
 unemployment underemployment retrenchment core labor standards

2. **Labor market impact.** The focus of the SHS program on developing skills that enhance the employability of graduates will improve job prospects for graduates and provide a more direct and sustainable path to reducing poverty. The extension of basic education by 2 years will provide SHS graduates with additional technical and soft skills that will increase their chances of finding paid work in the formal labor market.

B. Affordability. The SHS voucher program will help address affordability by subsidizing the cost of SHS tuition for (i) graduates of DepEd JHSs, (ii) less well-off graduates from non-DepEd JHSs (i.e., those who were subsidized under the income-targeted Education Service Contracting program), and (iii) other graduates of non-DepEd JHSs deemed eligible for the program.

C. Communicable Diseases and Other Social Risks

1. The impact of the following risks are rated high (H), medium (M), low (L), or not applicable (NA): Communicable diseases = NA, Human trafficking = NA, Others = NA

2. Risks to people in program area = NA

VI. MONITORING AND EVALUATION

1. **Targets and indicators.** The design and monitoring framework, DLIs, and PAP include gender indicators. The indicators include targets for learning outcomes in math, science, and TVL subjects, cohort survival rates, transition rates from Grade 10 to Grade 11, and data disaggregated by sex pertaining to teachers in the human resources and teacher information databases. Monitoring will be the responsibility of a dedicated focal unit in the DepEd, which will report to the DepEd executive committee and the SHSSP steering committee.

2. **Required human resources.** The DepEd will establish a dedicated focal unit to monitor progress in meeting DLIs and program actions, as well as overall progress on the implementation of the SHS component of the K to 12 program.

3. **Information in program implementation document.** The program implementation document includes DLIs, the PAP, program systems and implementation arrangements, and integrated risks and mitigating measures.

4. **Monitoring tools.** A dedicated focal unit in the DepEd will prepare semiannual and annual sector performance reports covering key performance indicators, including DLI achievement progress and PAP items with sex-disaggregated data. Sector performance reports will use information available from the enhanced basic education information system, as well as from other DepEd information systems, on physical facilities, national assessments and examinations, and teachers and principals. The DepEd will use the statistics prepared by the Philippine Statistics Authority and other government agencies and will undertake special evaluations and impact studies as agreed during annual program review missions. Reports on DLIs, the PAP, and overall SHS progress will be prepared by the focal unit and submitted to the DepEd executive committee, the SHSSP steering committee, and ADB review missions.