Process Evaluation of the
Senior High School (SHS) Implementation

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Philippine Institute for Development Studies
Surian sa mga Pag-aaral Pangkaunlaran ng Pilipinas

Outline:

BACKGROUND
(implemented with NEDA and DepEd)

URL of full text: https://www.pids.gov.ph/publications/6905

Study Objectives

- A review of the program theory – outcomes, outputs, activities, inputs

- Compare plans and actual implementation including delivery organization to document progress and issues in implementation

- Assess intermediate outputs to determine if they are in the intended direction

- Identify promising interventions to improve implementation and possible impact evaluation

Features of RA 10533:
The Enhanced Basic Education Act of 2013

- Strengthening Early Childhood Education (Universal Kindergarten)

- Making Curriculum Relevant to Learners (Contextualization and Enhancement)

- Ensuring Integrated and Seamless Learning (Spiral Progression)

- Building Proficiency through (Mother Tongue-Based Multilingual Education)

- **Gearing Up for the Future (Senior High School)**

- Nurturing the Holistically Developed Filipino (College and Livelihood Readiness, 21st Century Skills)

Source: www.gov.ph/k-12/

Basic Education Curriculum

Source: DepEd

Elementary	**Kinder to Grade 6**				
Junior high school (G7-10)	**Grades 7 to 8** (Exploratory TLE)		**Grades 9 to 10** (Specialized TLE)		
Senior high school (G11-12)	8 Core Learning Areas (21 subjects)	**Tracks** Contextualized Track Subjects			
		Academic	Tech-Voc Livelihood	Sports	Arts & Design
		· GAS · STEM · ABM · HUMSS · Pre-Bac Maritime	· Home economics · Agri-Fishery · Industrial arts · ICT . TVL Maritime		

METHODOLOGY

Sampling Strategy

- **Objective: Capture the range of experience of schools**

- **Basis: DepEd Enrollment SHS and HS Data (S.Y. 2017-2018)**

- **Random selection of schools**
  - Identified important categories (size, track offering, area, SHS type, sector) and their respective proportions from the data

- **Consideration for categories**
  - Identified categories with their respective proportions must be met
  - All island clusters must be represented
  - Selection of schools with Sports and Arts and Design tracks is separate from the selection of the other schools

Research Sites

LUZON	VISAYAS	MINDANAO
Benguet Pangasinan Bulacan Quezon City Pasay City Caloocan Cavite Rizal	Negros Oriental Negros Occidental Cebu Leyte Samar	Surigao del Norte Misamis Oriental Bukidnon Davao del Norte Davao del Sur

Summary of Data Collection Activities

KIIs
DepEd Officials (present/past) (Central Office)
Bureau representatives (BLD, BCD, BEA, and BLR)

(with each School)
Regional Office representatives (8 out of 9 offices)
Division Office representatives (9 out of 9 offices)

School Respondents	#
School Administrators (KII)	24 (6 are SHS Focal Persons also)
SHS Focal Persons (KII)	8 (SHS Focal Person function only)
Teachers (FGD)	236 (10 SHS Focal Persons included)
Parents (FGD)	255
G11 Students (FGD)	261
G12 Students (FGD)	253

Visited **24 out of 25** target schools.

Instruments Used & Study Period

Instruments Used

Structured FGD/KII questionnaires
- Generates data on program theory & rationale, service delivery and utilization challenges, and information on organization

Participant Profile sheet
- Generates data on number of children in school, length of residence of parents, on subjects taught, length of service, highest educational attainment of teachers, and on length of service, highest educational attainment of administrators

Program documents and administrative data
- Reviews relevant secondary data

Study Period: July – December, 2018

DESCRIPTIVE STATISTICS

Data on FGD and KII participants from encoded participant profile sheets

SHS Enrollment & Schools

2.7 million SHS Students in SY 2017-18

- 1.2 million in G12
- 1.5 million in G11
- 51% in DepEd schools

11,087 SHS: 58% DepEd

Note: Data as of Nov. 30, 2017

Number of Schools and Enrollment in G11 & G12, SY 2017-18

Type	Schools		Enrollment					
			G11		G12		Total	
	Number	%	Number	%	Number	%	Number	%
PUBLIC	6,404	58	748,524	51	646,618	52	1,395,142	51
Private	4,451	40	684,653	46	564,351	45	1,249,004	46
SUC/LUC	232	2	47,926	3	41,388	3	89,314	3
Total	11,087	100	1,481,103	100	1,252,357	100	2,733,460	100

SHS Enrollment & Schools

2.7 million SHS Students in SY 2017-18

- G12 (1.2 million)
  - 51% DepEd
  - 46% Private
  - 3% SUC/LUC
- G11 (1.5 million)
  - 52% DepEd
  - 45% Private
  - 3% SUC/LUC

Note: Data as of Nov. 30, 2017

Dist. of enrollment in G11 & G12 by School Type, 2017-18

School Type	G11	G12
PUBLIC	748,524	646,618
Private	684,653	564,351
SUC/LUC	47,926	41,388

Legend: ■ G11 (orange) ■ G12 (yellow)
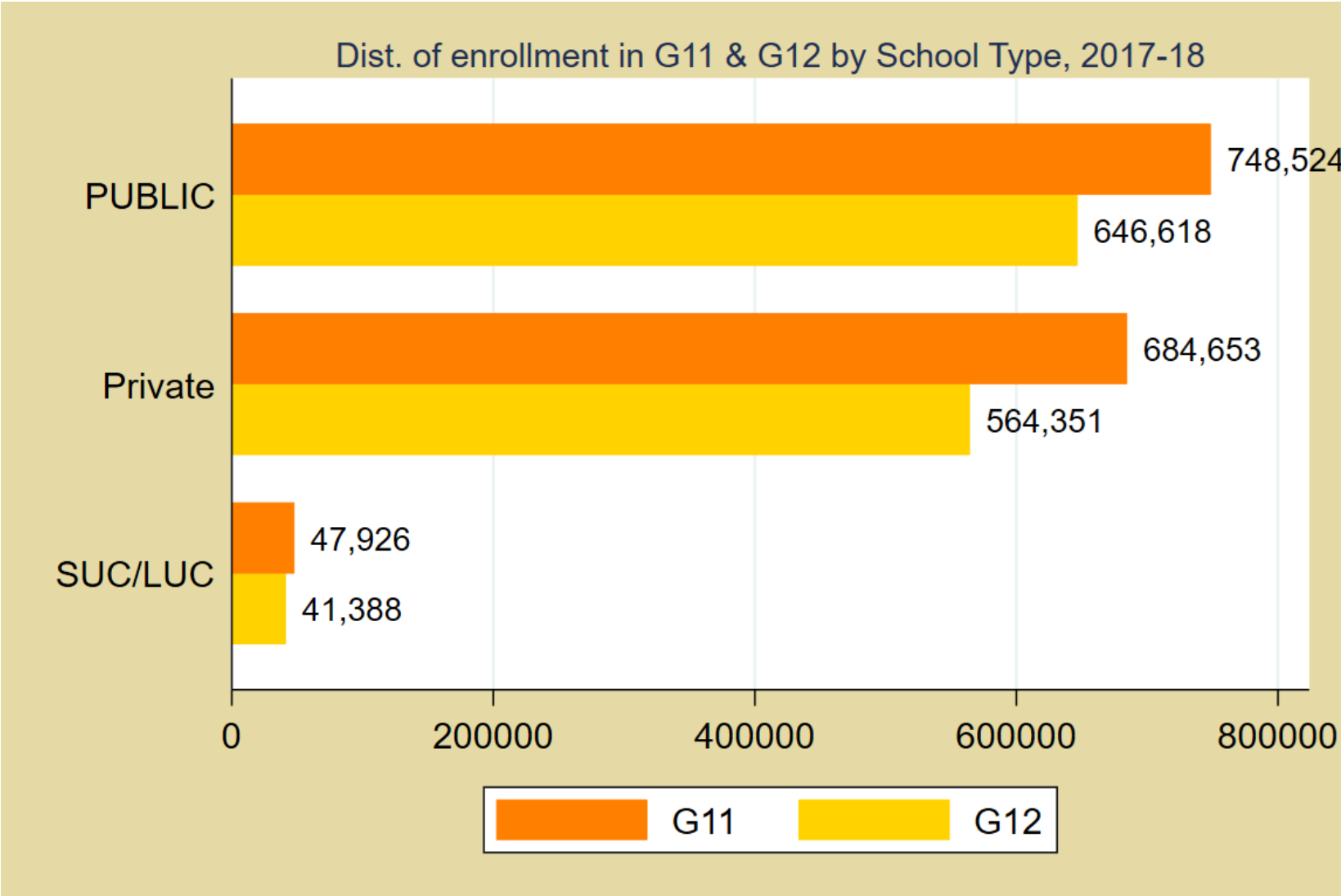
SHS Enrollment by Region, by Sex

- Reflective of population size
- More Female

Note: Data as of Nov. 30, 2017

SHS Enrollment by Region and by Sex (2017-2018)

Female   Male
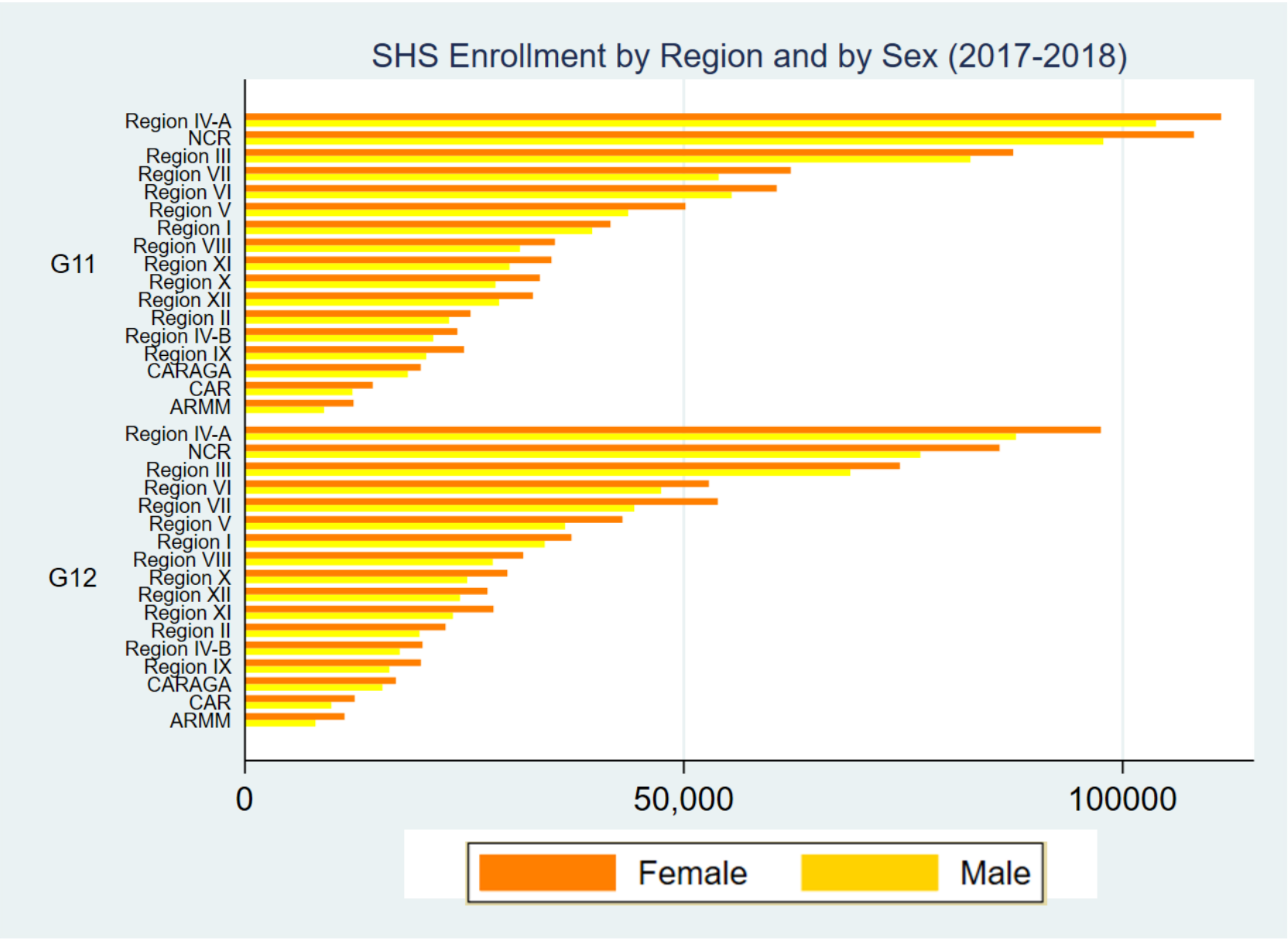
Track and Strand Offerings

Modal number of strands offered:
- 1 for DepEd and Private
- 2 for SUC/LUC

At most 7 of the 8 strands are offered in a school

Note: Data as of Nov. 30, 2017; counting only 11,087 schools with enrollment

Number of strands	PUBLIC		Private		SUC/LUC		Total	
	Number	%	Number	%	Number	%	Number	%
1	2,813	43.9	1,400	31.5	48	20.7	4,261	38.4
2	2,198	34.3	948	21.3	60	25.9	3,206	28.9
3	639	10.0	932	20.9	53	22.8	1,624	14.6
4	468	7.3	710	16.0	42	18.1	1,220	11.0
5	227	3.5	395	8.9	23	9.9	645	5.8
6	43	0.7	48	1.1	6	2.6	97	0.9
7	16	0.2	18	0.4	0	0.0	34	0.3
Total	6,404	100.0	4,451	100.0	232	100.0	11,087	100.0

Number of SHS by Strand Offerings

- GAS & TVL most commonly offered followed by ABM, HUMSS, STEM
- For DepEd SHS: TVL and GAS
- For private SHS: ABM, GAS,
- SUC/LUC: TVL, STEM, HUMSS, ABM, GAS

Note: Data as of Nov. 30, 2017

Strands offered by SHS

Strand	PUBLIC		Private		SUC/LUC		Total	
	Number	%	Number	%	Number	%	Number	%
GAS	4,305	34.4	2,600	23.0	66	10.2	6,971	28.5
TVL	4,503	36.0	2,246	19.8	162	25.1	6,911	28.2
ABM	1,241	9.9	2,627	23.2	121	18.7	3,989	16.3
HUMSS	1,317	10.5	1,857	16.4	132	20.4	3,306	13.5
STEM	974	7.8	1,812	16.0	150	23.2	2,936	12.0
ARTS	93	0.7	106	0.9	5	0.8	204	0.8
SPORTS	67	0.5	38	0.3	8	1.2	113	0.5
MARITIME	3	0.0	35	0.3	2	0.3	40	0.2

Divisions with no schools offering track/strand, SY2017-2018

- ABM – 2 (1%)
- HUMSS – 3 (1%)
- STEM – 2 (1%)
- GAS – 1 (0.5%)
- MARITIME – 184 (84%)

- TVL – 0 (0%)
- SPORTS – 136 (62%)
- ARTS – 107 (49%)
- ACAD – 0 (0%)

Total Divisions: 219

Number of Divisions with no schools offering track, strand by Region, SY 2017-2018

| | Academic Strand | | | | | Tracks | | | | Total No. of |
	ABM	HUMSS	STEM	GAS	MARITIME	TVL	SPORTS	ARTS	ACAD	Divisions
ARMM	1	1	1	0	9	0	7	7	0	9
CAR	0	0	0	0	8	0	6	6	0	8
CARAGA	0	0	0	0	11	0	10	10	0	12
NCR	0	0	0	0	12	0	6	2	0	16
Region I	0	1	0	0	11	0	13	7	0	14
Region II	1	1	0	0	7	0	4	4	0	9
Region III	0	0	0	1	15	0	14	8	0	20
Region IV-A	0	0	0	0	16	0	7	3	0	19
Region IV-B	0	0	0	0	5	0	1	1	0	7
Region IX	0	0	0	0	6	0	3	3	0	8
Region V	0	0	0	0	10	0	5	3	0	13
Region VI	0	0	0	0	15	0	12	12	0	18
Region VII	0	0	0	0	15	0	13	10	0	19
Region VIII	0	0	0	0	13	0	12	12	0	13
Region X	0	0	1	0	12	0	9	9	0	14
Region XI	0	0	0	0	10	0	10	7	0	11
Region XII	0	0	0	0	9	0	4	3	0	9
Total	2	3	2	1	184	0	136	107	0	219
%	0.9	1.4	0.9	0.5	84.0	0.0	62.1	48.9	0.0	100.0

SHS not offering track/strand, SY2017-2018

- **ABM – 7,098 (64%)**
- **HUMSS – 7,781 (70%)**
- **STEM – 8,151 (74%)**
- **GAS – 4,116 (37%)**
- **MARITIME – 11,047 (99%)**

- **TVL – 4,176 (38%)**
- **SPORTS – 10,974 (98%)**
- **ARTS – 10,883 (98%)**
- **ACAD – 1,659 (15%)**

Total Schools: 11,087

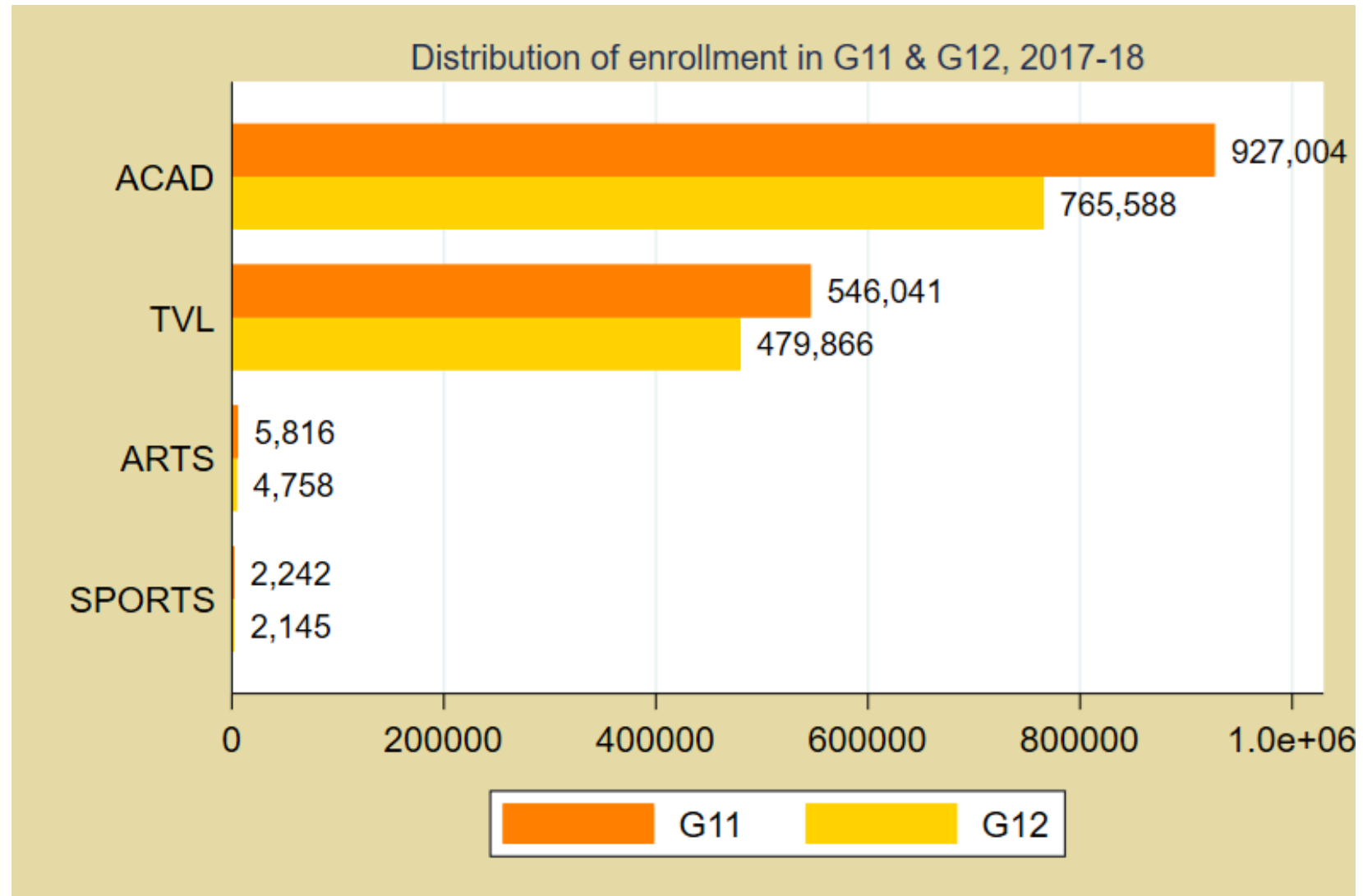*Number of schools not offering track, strand by Region, SY 2017-2018*

Division	Academic strand					Tracks				Total Schools
	ABM	HUMSS	STEM	GAS	MARITIME	TVL	SPORTS	ARTS	ACAD	
ARMM	162	158	173	70	216	87	214	214	19	216
CAR	211	195	217	147	286	143	281	283	49	286
CARAGA	388	386	399	227	472	140	471	470	160	473
NCR	295	493	496	439	886	441	868	843	97	890
Region I	532	559	534	257	747	286	750	741	122	751
Region II	305	321	303	120	435	203	430	427	42	437
Region III	556	751	751	480	1,163	393	1,156	1,151	128	1,170
Region IV-A	582	799	793	597	1,307	554	1,297	1,281	171	1,310
Region IV-B	244	269	251	82	343	120	339	337	37	345
Region IX	259	244	277	119	379	107	376	374	56	381
Region V	655	736	713	192	843	272	836	830	125	846
Region VI	632	602	698	281	849	325	847	842	115	854
Region VII	767	815	818	338	1,014	384	1,012	1,004	179	1,018
Region VIII	369	352	431	173	515	212	514	514	60	515
Region X	379	390	460	180	555	196	552	550	84	557
Region XI	373	379	414	164	507	145	507	499	110	508
Region XII	389	332	423	250	530	168	524	523	105	530
Total	**7,098**	**7,781**	**8,151**	**4,116**	**11,047**	**4,176**	**10,974**	**10,883**	**1,659**	**11,087**
%	*64.0*	*70.2*	*73.5*	*37.1*	*99.6*	*37.7*	*99.0*	*98.2*	*15.0*	*100.0*

Distribution of SHS Enrollment by Track

Large concentrations:

- **ACADEMIC** Track (GAS, ABM, STEM, HUMSS, MARITIME)
- **TVL** Track

Note: Data as of Nov. 30, 2017

Distribution of enrollment in G11 & G12, 2017-18

- ACAD: 927,004 (G11), 765,588 (G12)
- TVL: 546,041 (G11), 479,866 (G12)
- ARTS: 5,816 (G11), 4,758 (G12)
- SPORTS: 2,242 (G11), 2,145 (G12)

Legend: G11, G12
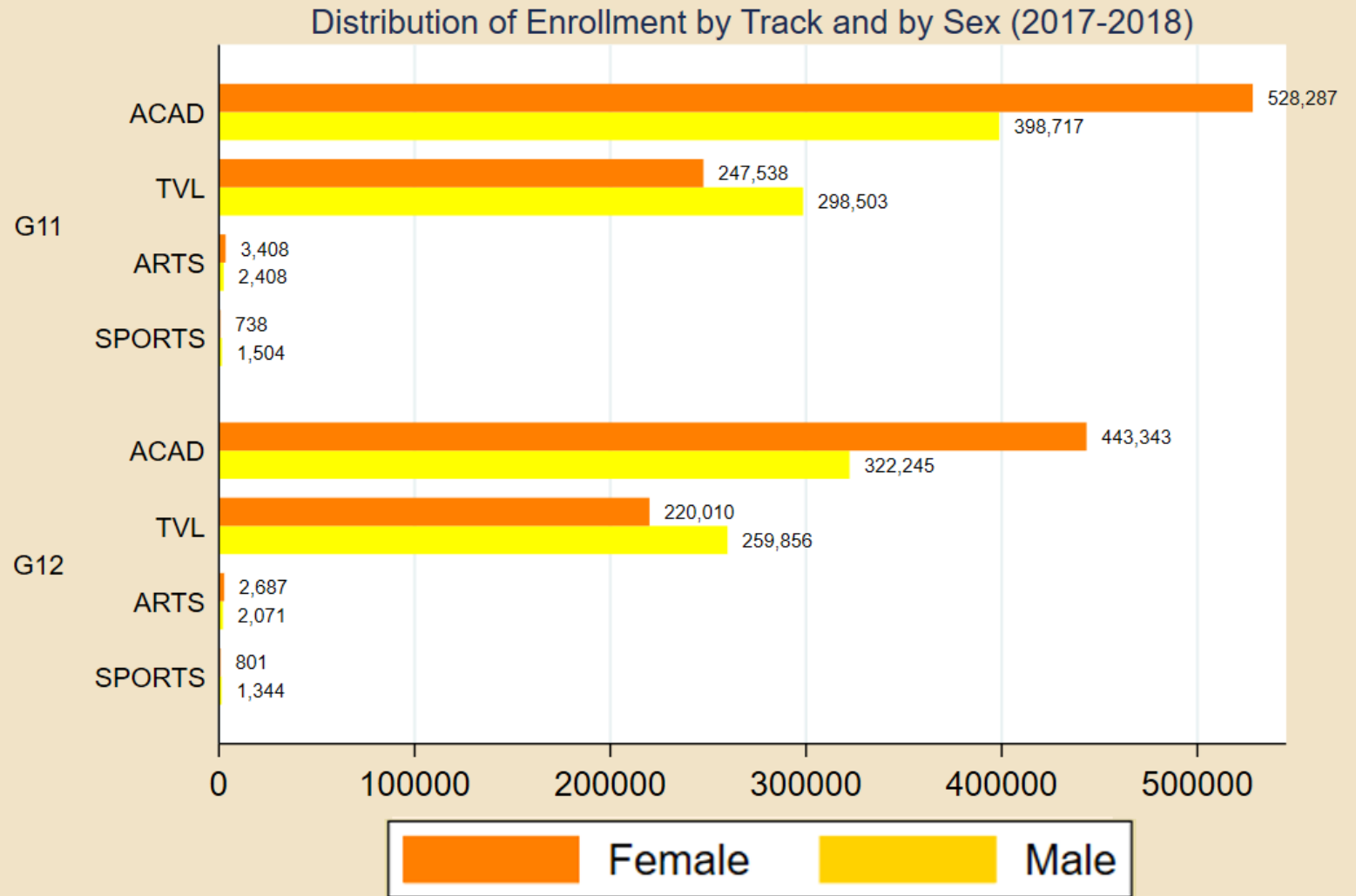
Distribution of G11 and G12 Enrollment by Track, by Sex

Academic: More female
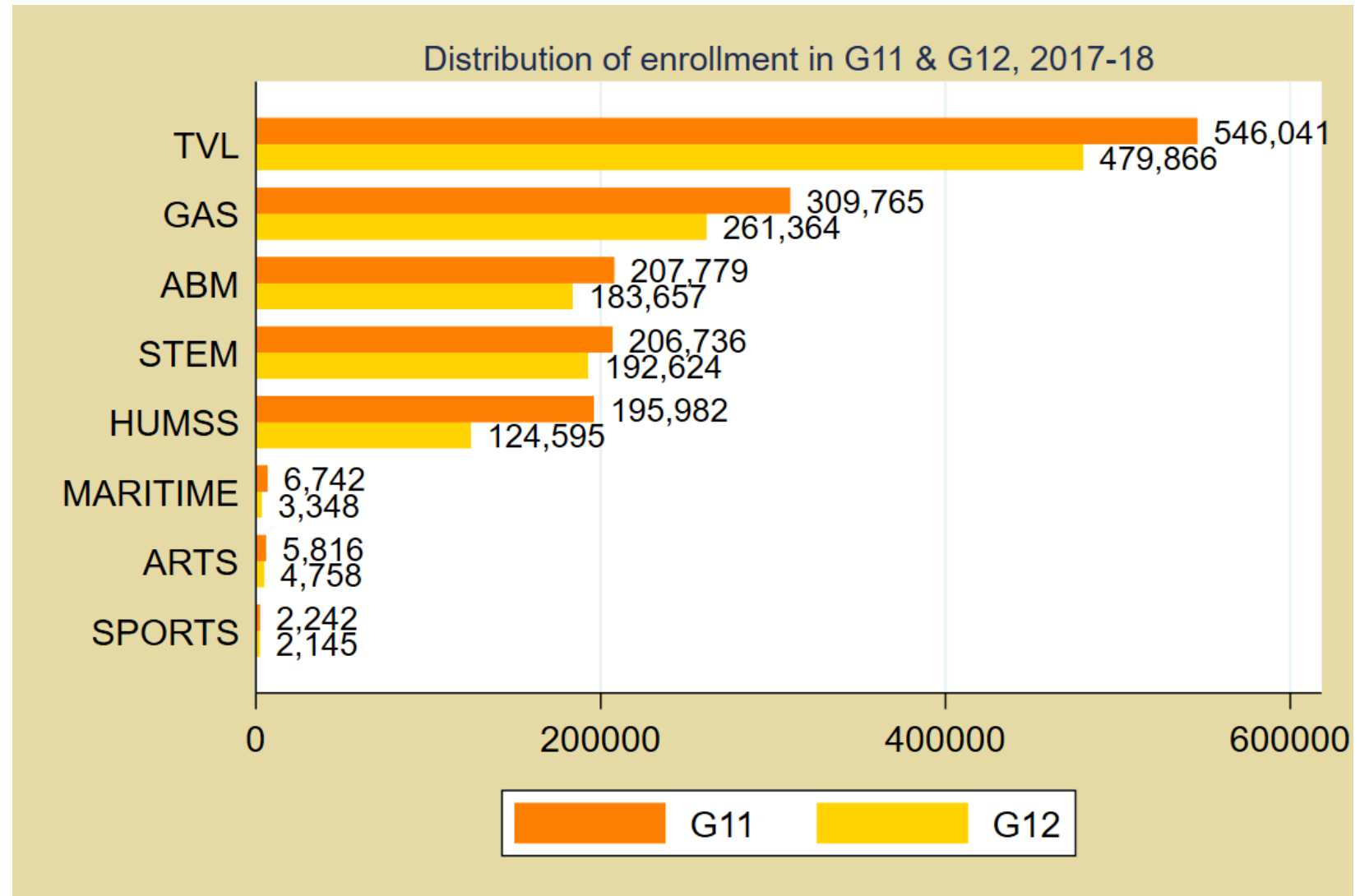
Arts: More female

TVL: More male

Sports: More male

Note: Data as of Nov. 30, 2017

Distribution of Enrollment by Track and by Sex (2017-2018)

Distribution of SHS Enrollment by Strand

Large concentrations:

TVL and **GAS**

Note: Data as of Nov. 30, 2017

Distribution of enrollment in G11 & G12, 2017-18

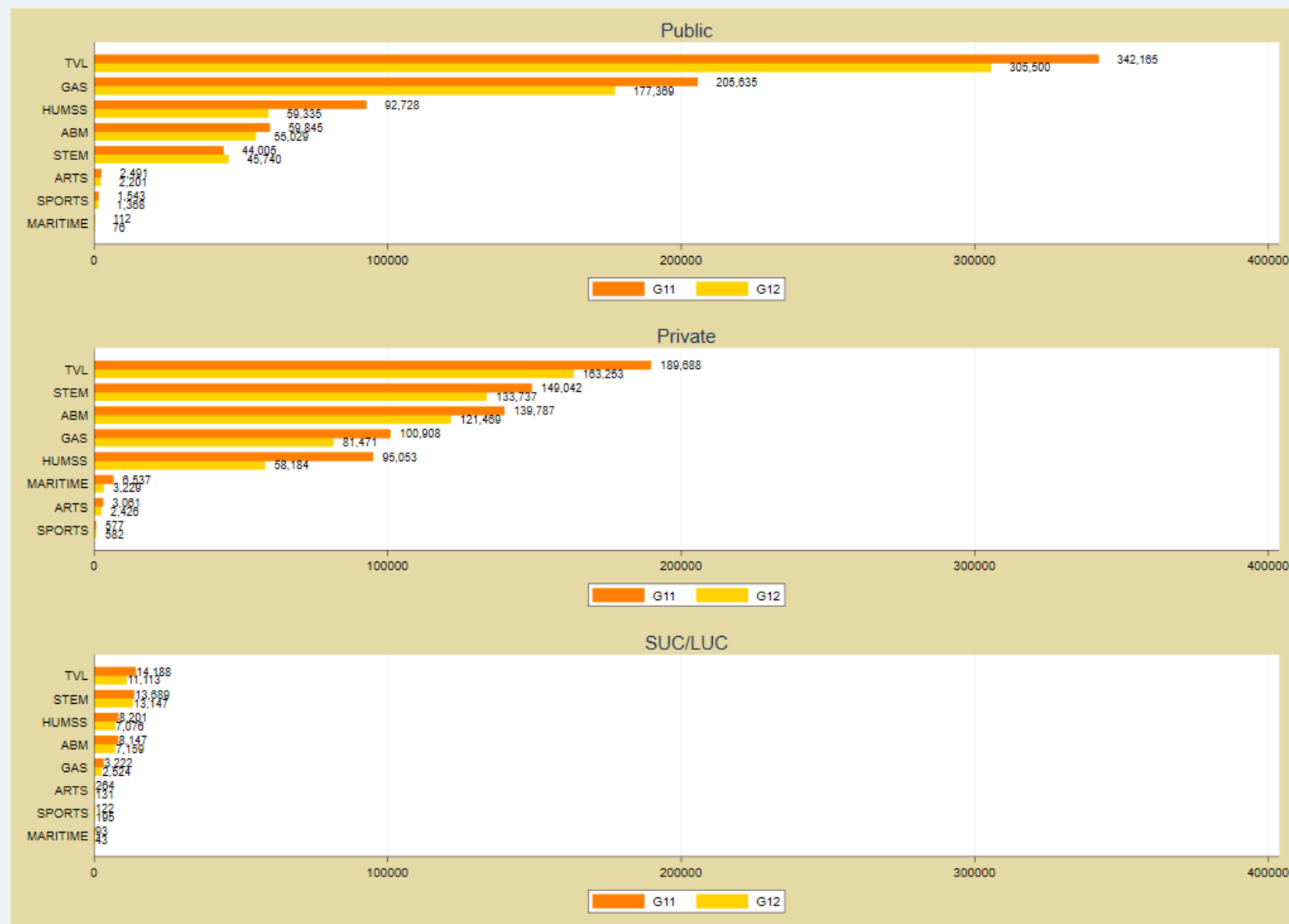| Strand	G11	G12
TVL	546,041	479,866
GAS	309,765	261,364
ABM	207,779	183,657
STEM	206,736	192,624
HUMSS	195,982	124,595
MARITIME	6,742	3,348
ARTS	5,816	4,758
SPORTS	2,242	2,145

Legend: G11, G12

Distribution of SHS Enrollment by Strand, by School Type

Public: TVL, GAS, HUMMS
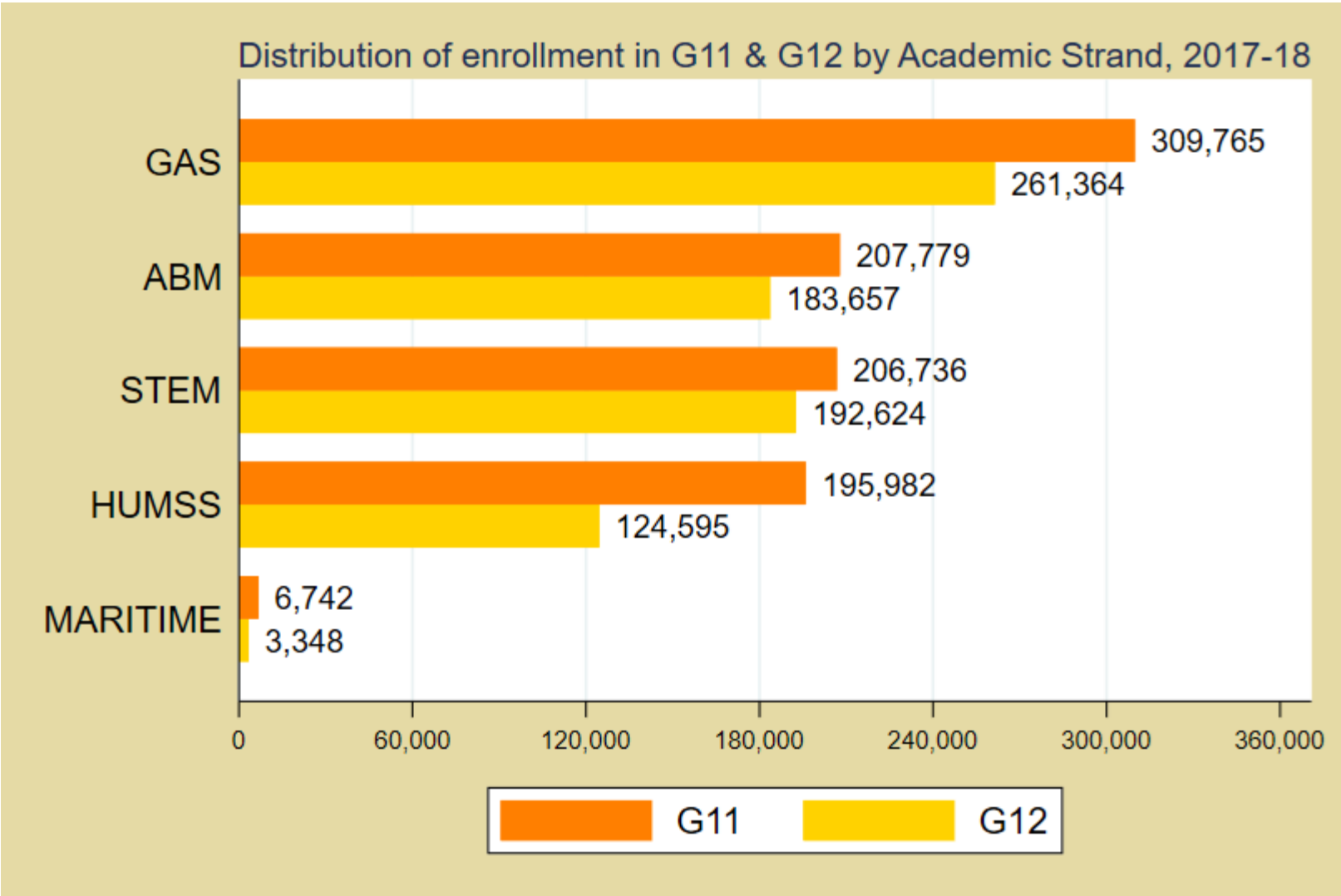
Private: TVL, STEM, ABM

SUC/LUC: TVL, STEM, HUMMS

Note: Data as of Nov. 30, 2017

Public

Strand	G11	G12
TVL	342,165	305,500
GAS	205,635	177,369
HUMSS	92,728	59,335
ABM	59,845	55,029
STEM	44,005	45,740
ARTS	2,481	2,201
SPORTS	1,543	1,368
MARITIME	112	78

Private

Strand	G11	G12
TVL	189,688	163,253
STEM	149,042	133,737
ABM	139,787	121,489
GAS	100,908	81,471
HUMSS	95,053	58,184
MARITIME	6,537	3,229
ARTS	3,061	2,426
SPORTS	577	582

SUC/LUC

Strand	G11	G12
TVL	14,188	11,113
STEM	13,689	13,147
HUMSS	8,201	7,076
ABM	8,147	7,159
GAS	3,222	2,524
ARTS	264	131
SPORTS	122	105
MARITIME	93	43

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Distribution of SHS Enrollment by Academic Strand

GAS is the most popular, followed by **ABM, STEM**, and **HUMSS**

Note: Data as of Nov. 30, 2017

Distribution of enrollment in G11 & G12 by Academic Strand, 2017-18

Strand	G11	G12
GAS	309,765	261,364
ABM	207,779	183,657
STEM	206,736	192,624
HUMSS	195,982	124,595
MARITIME	6,742	3,348

Completion Rates by Track

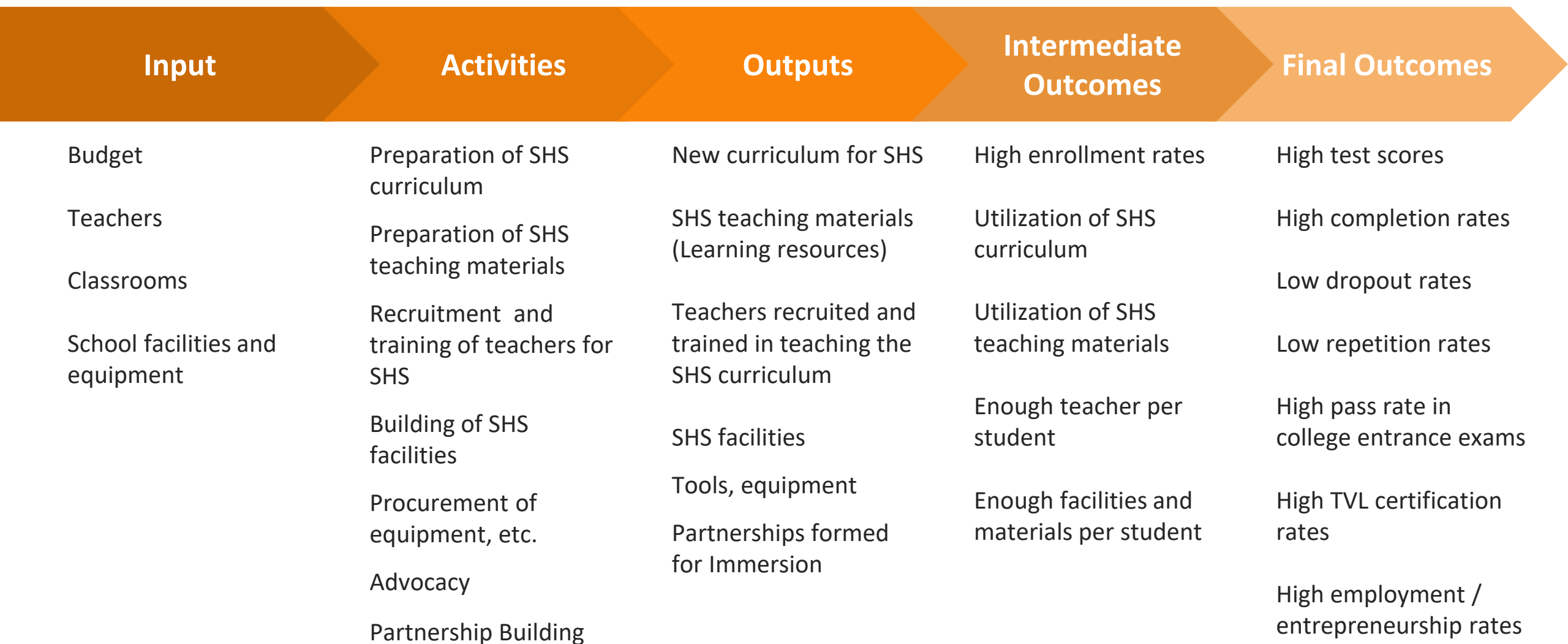**SPORTS and TVL have highest rates of completion**

Note:

Data on SHS completers, as of June 15, 2018; Data on SHS enrollment, as of Nov. 30, 2017.

Source:

Education Management Information System Division - Department of Education

Track	Grade 11	Grade 12	TOTAL
ACAD	90.9	96.0	93.2
TVL	91.6	96.3	93.8
SPORTS	90.6	97.4	93.9
ARTS	89.6	94.6	91.8
NATIONAL	**91.1**	**96.1**	**93.4**

LOGIC MODEL

Theory of Change

Input	Activities	Outputs	Intermediate Outcomes	Final Outcomes
Budget	Preparation of SHS curriculum	New curriculum for SHS	High enrollment rates	High test scores
Teachers	Preparation of SHS teaching materials	SHS teaching materials (Learning resources)	Utilization of SHS curriculum	High completion rates
Classrooms	Recruitment and training of teachers for SHS	Teachers recruited and trained in teaching the SHS curriculum	Utilization of SHS teaching materials	Low dropout rates
School facilities and equipment	Building of SHS facilities	SHS facilities	Enough teacher per student	Low repetition rates
	Procurement of equipment, etc.	Tools, equipment	Enough facilities and materials per student	High pass rate in college entrance exams
	Advocacy	Partnerships formed for Immersion		High TVL certification rates
	Partnership Building			High employment / entrepreneurship rates

Accomplishments

Budget *GAA (entire DepEd budget)*	2016: **Php 433.38 billion** 2017: **Php 543.20 billion** (25% increase) 2018: **Php 579.42 billion** (6.67% increase) 2019: **Php 527.41 billion** (8.92% lower, NEP-level)
Teachers 2016* 2018**	**36,461 items created** **34,600 items created**
Teachers Trained *2016**	**36,150** **(all newly-hired G11 teachers were required to undergo training)**
Learning Materials *2016**	Gr. 11 1st sem**: LRs for 16/20 subjects ongoing printing and delivery** Gr. 11 2nd sem**: LRs for 21/25 subjects for printing** Gr. 12 1st and 2nd sem**: LRs 38/40 ongoing procurement/development**

Sources:
*Presentation of Dir. J. Andaya, "The K to 12 Curriculum and Its Support System", SMX Convention Center, Nov. 4, 2016
**Department of Budget Management 2018
Rappler, https://www.rappler.com/move-ph/issues/budget-watch/158147-deped-2017-budget

Accomplishments

TVL Tools and Equipment	**2,027,882,492.69** (FY 2016 fund)
Science and Mathematics equipment** *2016*	Gr. 11 and 12: **4,133, 872, 015** (Budget proposal for FY 2017)
Classrooms *2016*	**30,000 (completed and ongoing construction)**
Facilities* *From July 2016 to June 2018*	**1,309 TVL laboratories** 82,725 sets of school seats
School heads trained *2016*	**5,700 SHS principals**

Source:
*DepEd Accomplishment Highlights, August 2018
**Presentation of Dir. J. Andaya, "The K to 12 Curriculum and Its Support System",   SMX Convention Center, Nov. 4, 2016

Accomplishments

Enrollment	S.Y. 2016-2017: **1.4 million learners** S.Y. 2017-2018: **2.7 million learners** (SHS)**
SHS Grantees enrolled in Private Schools through the ESC and SHS Voucher Program*	**1.29 million learners**
Transition Rate *From Grade 10 (JHS) to Grade 11 (SHS)*	**93.3%**
First batch of SHS graduates*	**more than 1.2 million graduates**

Sources:
*DepEd Accomplishment Highlights, August 2018
**DepEd Enrollment Data SY 2017-2018

Components of the Assessment

- Assessment of Program Theory
- Assessment of Service Delivery and Utilization
- Assessment of Program Organization

FINDINGS and RECOMMENDATIONS

Summary

- It is to the credit of the DepEd bureaucracy to have launched the SHS program to a very good start considering the enormity of the needs and challenges of implementing a new and nationwide program.

- The bureaucracy was found to have prepared well to implement the program and program support was conceptually well-organized.

- Several implementers, teachers, parents, and students, however, highlighted varying experiences and opportunities which are very instructive.

- Certainly, the program is facing many challenges which hopefully are mostly mere birthing pains which can be addressed soon as implementation procedures continue to stabilize and take root.

Success Factors

- Teacher effort

- Quality of school leadership and management

- Quality of service rendered by SDOs

- Maintenance of communication lines between SDOs and school heads
- Strong partnerships with other stakeholders (e.g., LGUs, community, industry)

Calbayog Arts and Design School of Eastern Visayas

- School established with the support of officials of the region
- LGU provides transportation for the students, equipment for the specializations (e.g., cameras, musical instruments), among others
- Principal is proactive in forging partnerships and looking for sources of funding for the school (and is also an artist)
- Teachers specialize/ are trained in the art form they are teaching
- School institutionalized a program regularly inviting artists to the school as resource persons
- Relevant partners for the immersion (e.g., Calbayog's cultural center, radio stations, among others)

Program Gains

- Enrollment exceeded expectations

- In some areas, the modular delivery of the SHS curriculum/ALS has worked to bring back dropouts and potential dropouts to school

- Academically-challenged but skilled students remain in school

- Program has been able to mobilize different sectors for the implementation

Challenges: Program Logic and Plausibility

Findings	Recommendations
Too optimistic about adequacy of resources both in public and private schools Lack of program awareness and understanding in some areas and by some stakeholders	Make realistic assessment on the likelihood of delivery of program inputs (teachers, learning resources, school buildings, facilities, tools and equipment) considering procurement and capacity issues Review procurement systems and processes to provide a better picture of what can be expected and what kind of capacity building is needed to support attainment of objectives Continue program advocacy and dialogue with different stakeholders to improve their understanding of the program and to rally support for it.

Challenges: Service Delivery and Utilization

Findings	Recommendations
Teachers express difficulties in delivering the curriculum due to insufficient guidelines, inadequate materials and preparation	Review the curriculum content considering teachers' and students' perspectives
	Clarify the curriculum implementation design (e.g., subject delivery, classroom assessment, scope of subjects, scheduling).
Students express lack of choice in terms of tracks and strands due to supply-side issues in program offering	Address the inadequacies in program inputs (teachers, learning resources, school buildings, facilities, tools and equipment).
Varying extent of performance of program functions	Ensure the availability of all tracks and major strands at least at the provincial or regional level.*
Diverse program experiences among students from different schools in different areas	Work towards standardization where possible to minimize the diversity in students' program experience.
	Strengthen career guidance in schools.
	Consider a further assessment of the work immersion component.
	Explore the possibility of supporting students in taking NC exams.
*– issue addressed by JDVP-TVL	Address issues related to the voucher program, particularly the untimely release of vouchers.

Actual SHS Experience: Perspective of teachers

- Too many administrative work affects quality of teaching

- Curricular content is **"too ambitious"** or designed for advanced learners or urban setting
  - Difficulty in contextualizing activities, worsened by lack of resources

- Students' unpreparedness for SHS material
  - Teachers had to return to traditional approach

- Students' different competency levels upon SHS entry
  - Evident in computer literary subjects, and private SHS
  - Teachers had to begin at the basics / lower level competencies

- Students' difficulties with research and performance tasks
  - Research subjects: submitted only for compliance (non-Academic track)
  - Too many tasks: collaboration with other teachers

Actual SHS Experience: Perspective of students

- "Culture shock"

- Mostly self-study and reporting
  - Grade 11 more lecture, Grade 12 more reporting
  - They "teach" more than teachers do

- Too many requirements, topics, and performance tasks
  - Quality of learning is sacrificed

- Grade 12 is already like college--allows them to know themselves better and discover their potential

- Subjects that are not their major are difficult

- Difficult subjects: Practical Research, Philosophy, and Pre-Calculus

Arts and Design and Sports

- Exposure is important (e.g., performances, exhibits, competitions)

- Feels that teachers and other students look down on them

- There is a need to balance their academics and their sport or art because these require practice

Challenges: Program Organization

Findings	Recommendations
Perceived confusion with program guidelines Need for better coordination with external partners (i.e., other agencies) Inadequate human resources	DepEd's human resources, especially teachers, have been its biggest asset in the implementation of SHS, hence they should be better equipped and supported in delivering the curriculum. Strengthen mechanisms that ensure standards compliance in schools. Institutionalize and strengthen monitoring and evaluation at all levels of DepEd. Provide funds and needed manpower for SHS monitoring and evaluation. Strictly enforce the designation of SHS focal persons in ROs, DOs, and schools and immersion coordinators in schools. Coordinate with CHED and TESDA to iron out policies related to SHS and to address stakeholders' confusion with these policies.

Other Challenges

- CHED policy on bridging or remedial subjects for students taking a course not vertically aligned with their SHS tracks and strands

- Support to TVL graduates in taking the NC exams who are not able to due to costs

- Updating of teacher education so that Teacher Education Institutions could produce graduates with degrees aligned with the SHS subjects

- Voucher program

  - System glitches experienced resulting in unprocessed applications
  - Untimely release of vouchers to schools

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