



1987

## The Role of the Phillipine Education System in National Development During and After the New Society 1972-1986

Loudres Rayla Baluga  
*Loyola University Chicago*

Follow this and additional works at: [https://ecommons.luc.edu/luc\\_diss](https://ecommons.luc.edu/luc_diss)

 Part of the [Education Commons](#)

---

### Recommended Citation

Baluga, Loudres Rayla, "The Role of the Phillipine Education System in National Development During and After the New Society 1972-1986" (1987). *Dissertations*. 3128.  
[https://ecommons.luc.edu/luc\\_diss/3128](https://ecommons.luc.edu/luc_diss/3128)

This Dissertation is brought to you for free and open access by the Theses and Dissertations at Loyola eCommons. It has been accepted for inclusion in Dissertations by an authorized administrator of Loyola eCommons. For more information, please contact [ecommons@luc.edu](mailto:ecommons@luc.edu).



This work is licensed under a [Creative Commons Attribution-NonCommercial-No Derivative Works 3.0 License](#).  
Copyright © 1987 Loudres Rayla Baluga

20

THE ROLE OF THE PHILIPPINE EDUCATION SYSTEM  
IN NATIONAL DEVELOPMENT DURING AND  
AFTER THE NEW SOCIETY  
1972 - 1986

by  
Lourdes Rayla Baluga

A Dissertation Submitted to the Faculty of the Graduate School  
of Education of Loyola University of Chicago in Partial  
Fulfillment of the Requirements for the Degree of  
Doctor of Education

May

1987

Lourdes Rayla Baluga  
Loyola University of Chicago  
THE ROLE OF THE PHILIPPINE EDUCATION SYSTEM  
IN NATIONAL DEVELOPMENT DURING AND  
AFTER THE NEW SOCIETY  
1972 - 1986

Ever since a system of education was established in the Philippines, the school had been the principal and foremost agent of modernization and economic development. There were also some attempts to use the school as agents of social change, especially in health and sanitation. These attempts were not successful. Schools were, however, successful in their major goal of raising the level of literacy. With an increasing school enrollment, caused by the rapid rate of population increase, the desire and motivation of the Filipino/a youth to be educated for social mobility and economic advancement, the educational system, took on its constitutional responsibility of providing the people with the needed education.

However, in the 1960s, there was widespread clamor for and concern about the quality and relevance of the Philippine educational system to national needs -- social and economic development. A survey made by a presidential commission in 1969, came up with the conclusion that the Philippine educational system was not contributing substantially toward the nation's goal of economic development. The commission also made recommendations to improve the educational system. In response, the education system tried to adopt reforms. This was at the time

martial law was declared by President Marcos (21 September 1972), who sought to reform Philippine society into a "New Society." The education system was used as the vehicle for reforms.

Considering that social and economic reforms have been specified as major means to attain national development, and that the different government agencies were expected to contribute toward the attainment of this goal, this research therefore presents a documentary analysis in historical perspective, of how the Philippine educational system in particular, played its role in national development efforts during the period of the New Society, from 1972 to 1981. The study concerns itself mainly with development efforts initiated, adopted and implemented by the Philippine educational system during said period. A chapter on the aftermath of these development efforts covers the period after martial law was lifted (1981) to the end of the Marcos regime in early 1986.



## ACKNOWLEDGMENTS

Due acknowledgment is hereby given to the following for their invaluable help in the preparation of this dissertation:

The members of the dissertation committee -- Dr. John M. Wozniak, Dr. Gerald L. Gutek, and Dr. Joan K. Smith -- for their guidance and direction in the professional structuring of this dissertation;

Dr. John M. Wozniak, adviser and director, for his support, assistance and encouragement throughout the writer's education at Loyola University;

Minister Lourdes R. Quisumbing, for her kind response to the request for vital documents and current relevant information about Philippine education.

Special mention and grateful acknowledgment is due to the Baluga family -- for their love and generous support, assistance, encouragement and prayers, toward the completion of this work and education;

To Fr. Peter M. Rutayongororwa, for the moral and spiritual support and inspiration;

To colleagues and friends, for their valuable suggestions, assistance, support and encouragement.

## VITA

The author, Lourdes Rayla Baluga, is the daughter of the late Judge Antonio Baluga of Kalinga-Apayao, and Antonina Reynes Rayla Baluga of Cebu City. She was born on 2 November 1946, in Mayoyao, Ifugao Province, Philippines.

She obtained her elementary education from the Mayoyao Central School in 1959. Her secondary education was completed in 1963 at Assumption Academy, Mayoyao. A consistent honor student, she graduated as valedictorian of the graduating classes in both elementary and secondary level.

Miss Baluga completed an Elementary Teachers' Certificate with honors, at the age of eighteen, from Sta. Theresita's Jr. College, Lubuagan, Kalinga. In 1965, she entered St. Louis University, Baguio City for the degree in Bachelor of Science in Education, but before completing the degree, she was called to teach at the Immaculate Conception School, Banaue, Ifugao. She continued to teach from 1967-71 at Assumption Academy, her Alma Mater. She then, completed her Bachelor of Education degree at the University of Southern Philippines, Cebu City in 1972.

In January 1981, Lourdes Baluga was admitted as a graduate student at Roosevelt University, Chicago, Illinois. She was granted an assistantship in 1982, until she completed her Master of Arts degree in Educational Administration and Supervision in May 1983. She entered Loyola University for the doctoral degree in Foundations of Education (Comparative/International Education) in September 1983.

In the Philippines, while teaching for the catholic schools from 1971 - 1979: St. Joseph's Academy, Mandaue City, and Don Bosco High School, Lagawe, Ifugao, Miss Baluga served in important positions in various school, civic/community and religious organizations. She presented a paper: Evaluation Strategies in the New Social Studies for Philippine High Schools, during a Seminar for the private schools in Mandaue City.

While in the United States, Miss Baluga served as Eucharistic Minister (1983 - 1986) and volunteer CCD teacher at the Holy Trinity Parish, Westmont, Illinois (1983). Since September 1983, she holds the position as Contract Programs Coordinator for the College of Education, Roosevelt University, and teaches part time at the same college. She is a member of the Phi Delta Kappa, Loyola Chapter.

In the Filipino community of Chicago, Lourdes Baluga served as secretary of the Ad Hoc Committee for Ninoy Aquino Memorial Day Celebration, August, 1986; and secretary of the Committee for the First Freedom Day Celebration ("People Power" Anniversary), 25 February 1987. She is recording secretary for the newly organized Filipino Solidarity (USA) of Chicago, 1987.

## TABLE OF CONTENTS

	Page
ACKNOWLEDGMENT . . . . .	ii
LIST OF ILLUSTRATIONS . . . . .	ix
CONTENTS OF APPENDICES . . . . .	xi
 Chapter	
I. INTRODUCTION . . . . .	1
Purpose of the Study . . . . .	7
Need for the Study . . . . .	8
Method and Procedure . . . . .	13
Organization of the Study . . . . .	16
II. COUNTRY PROFILE . . . . .	18
Country . . . . .	19
The People . . . . .	24
History . . . . .	26
Government . . . . .	30
Educational System Prior to 1972 . . . . .	41
History . . . . .	42
Educational System Post 1972 . . . . .	44
Administration and Organization . . . . .	44
Structure of Education . . . . .	49
Language of Instruction . . . . .	52
Problems of Philippine Education . . . . .	54
Quality of Elementary and Secondary Education . . . . .	54
Rationalizing Higher Education . . . . .	56
Administration of the formal Education System . . . . .	56
Educational Financing . . . . .	57
III. RECOMMENDATIONS OF THE PRESIDENTIAL COMMISSION TO SURVEY PHILIPPINE EDUCATION . . . . .	58
The Report of the Presidential Commission to Survey Philippine Education (PCSPE) . . . . .	58
Objectives of the Survey . . . . .	60
Strategy for Attaining the Objectives . . . . .	62
Human Resources and Manpower Development . . . . .	62

Contents and Methods . . . . .	63
Logistics of Education . . . . .	63
Financing . . . . .	64
The Survey Methodology . . . . .	64
The Commission's Findings . . . . .	65
Major findings . . . . .	65
Other findings . . . . .	67
Major Recommendations . . . . .	76
New Educational Aims . . . . .	77
New Educational Ladder . . . . .	78
Financing of Education . . . . .	81
Reorganization of Administration . . . . .	81
Language of Instruction . . . . .	82
Implementation . . . . .	82
Recommendations for Priority Areas . . . . .	84
Educational Planning: Development and Educational Aims . . . . .	84
Elementary and Secondary Education . . . . .	88
Vocational/Technical Education . . . . .	90
Higher Education . . . . .	91
Language of Instruction . . . . .	94
Educational Financial Administration and Logistics . . . . .	94
Project Proposals . . . . .	97
 IV. THE EDUCATIONAL SYSTEM RESPONDS TO THE RECOMMENDATIONS OF THE COMMISSION . . . . .	  100
The Educational Development Decree of 1972 (P. D. No. 6-A) . . . . .	103
Aims of Education . . . . .	106
Achieving the Goals . . . . .	110
The Role of the Schools in Accomplishing the Education Aims . . . . .	114
Education and the 1973 Constitution . . . . .	117
Other Developmental Thrusts of the New Society . . . . .	124
 V. DEVELOPMENT EFFORTS IN EDUCATION . . . . .	 130
Educational Reforms . . . . .	134
Curricular Reforms . . . . .	135
Curricular Enrichment . . . . .	136
Work-Oriented Programs . . . . .	137
Emphasis on Basic Education . . . . .	143
Special Education Program . . . . .	144
The Revised Secondary School Curriculum . . . . .	144
The National College Entrance Examination . . . . .	149
The Youth Civic Action Program . . . . .	151
Bilingual Education . . . . .	154

Democratizing Access to Education . . . . .	156
Nonformal Education . . . . .	157
Educational Innovation . . . . .	160
Project IMPACT . . . . .	164
The In-School Off-School Approach . . . . .	166
Distance Study System . . . . .	167
The Year-Round School Calendar . . . . .	168
The Continuous Progression Scheme . . . . .	168
Educational Development Projects . . . . .	170
EDPITAF Projects . . . . .	170
The Textbook Project . . . . .	171
Conclusion . . . . .	173
VI. AFTERMATH: EDUCATION FOR FILIPINOS (1980-1986 . . . . .	174
Academic Policy and Direction . . . . .	174
Basic Education . . . . .	176
Program for Decentralized Educational Development (PRODED) . . . . .	178
Program for Comprehensive Elementary Education (PROCEED) . . . . .	182
The New Elementary School Curriculum (NESC) . . . . .	183
Other Development Plans in Education . . . . .	188
The Secondary Elementary Education Development Program . . . . .	188
New Minister of Education in Aquino Cabinet, Dr. Lourdes R. Quisumbing takes over -- Plans and Prospects . . . . .	193
Commentary . . . . .	195
BIBLIOGRAPHY . . . . .	202
APPENDIX A . . . . .	218
APPENDIX B . . . . .	220
APPENDIX C . . . . .	223
APPENDIX D . . . . .	225
APPENDIX E . . . . .	230
APPENDIX F . . . . .	239
APPENDIX G . . . . .	244
APPENDIX H . . . . .	246
APPENDIX I . . . . .	250
APPENDIX J . . . . .	256

APPENDIX K	. . . . .	276
APPENDIX L	. . . . .	289
APPENDIX M	. . . . .	298
APPENDIX N	. . . . .	314
APPENDIX O	. . . . .	319

## LIST OF ILLUSTRATIONS

Figure	Page
1. Map of the Philippines in Southeast Asia . . . . .	20
2. Map of the Philippines . . . . .	21
3. Presidential Government under the Republic of the Philippines . . . . .	37
4. Structure of the Philippine Parliamentary System of Government . . . . .	38
5. Organization of Governmental System under Martial Law, 1975 . . . . .	39
6. Philippine Semi-Parliamentary Government (Modified Form) . . . . .	40
7. Organization Chart of the Department of Education and Culture: 1976 . . . . .	46
8. Organization Chart of the Ministry of Education, Culture and Sports . . . . .	47
9. Structure of the Philippine Educational System by Years . . . . .	51
10. Research Strategy/Implementation . . . . .	61
11. International Comparative Education Ratios . . . . .	69
12. Enrollment Projection . . . . .	70
13. Yearly-Per Student Direct Cost of Public and Private Philippine Education for 1966 and by Educational Level in Pesos (1966 prices) . . . . .	72
14. Comparison of per Student Cost 1973-1977 . . . . .	73
15. Comparison of Educational Indicators for Selected Countries . . . . .	75
16. Educational Structure of the Philippines, 1970 and Proposed Educational Structure of the Philippines (PCSPE) . . . . .	79
17. Old Organizational Structure of the	



	Department of Education and Culture and New Organizational Structure . . . . .	83
18.	Salary Increases of Teachers 1972 - 1979 . . . . .	133
19.	Elementary School Curriculum Time Allotment -- Minutes Per Day . . . . .	141
20.	The Revised Secondary School Curriculum Time Allotment -- Minutes Per Day . . . . .	147
21.	Revised Philippine Elementary Program for Grades I - IV: 1979-71 . . . . .	186
22.	The New Elementary School Curriculum (Effective June 1983) . . . . .	187
23.	Recommendations: Elementary Education (1985 Conference) . . . . .	191
24.	Recommendations: Secondary Education (1985 Conference) . . . . .	192

## CONTENTS OF APPENDICES

	Page
APPENDIX A Systems View of Education . . . . .	218
APPENDIX B Executive Order No. 202 . . . . .	220
APPENDIX C Education for National Development . . . . .	223
APPENDIX D Major Recommendations of Presidential Commission to Survey Philippine Education . . . . .	225
APPENDIX E Presidential Decree No. 6-A . . . . .	230
APPENDIX F Department Order No. 20, s. 1973 . . . . .	239
I. Enclosure A	
The Revised Secondary Education Program, 1973 . .	241
1. Objectives of Secondary Education . . . . .	241
2. Subject Areas: A Brief Description . . . . .	242
APPENDIX G Memorandum No. 28, 1973 . . . . .	244
APPENDIX H Memorandum No. 139, 1974 . . . . .	246
I. Guidelines on the Implementation of the Revised Secondary Education Program, 1973 . . . .	248
APPENDIX I Education Plan (Manuel Alba) . . . . .	250
I. Introduction . . . . .	251
II. The Education Plan . . . . .	251
III. Accomplishments of the Education Plan in the First Half of Plan Implementation (1978-1980). . .	253
IV. New Directions in the Second Half of Plan Implementation (1981-1982) . . . . .	254
APPENDIX J MECS Memoranda . . . . .	256
I. MECS Order No. 6, s. 1982 . . . . .	258
1. Inclosure No. 1 (Salient Features of NESC) . .	260
2. Inclosure No. 2 (Objectives) . . . . .	260
3. Inclosure No. 3 (Time Allotment and Learning Areas: Brief Description . . . . .	264

4.	Inclosure No. 4 (Sample class Programs) . . . . .	269
II.	MECS Order No. 19, s. 1983 . . . . .	273
1.	Inclosure (Clarifications on the NESC) . . . . .	274
APPENDIX K	Education in Crisis (Jaime C. Laya) . . . . .	276
APPENDIX L	Philippine Education Indicators 1965 - 1985 . . . . .	289
I.	Introduction . . . . .	290
II.	Executive Summary . . . . .	293
1.	National Budget . . . . .	293
2.	Total Enrollment . . . . .	293
3.	Total Number of Schools . . . . .	293
4.	Total Number of Teachers . . . . .	293
5.	Enrollment to Population Ratio . . . . .	294
6.	Graduation Rates . . . . .	294
7.	Teachers' Salary . . . . .	294
8.	Educational Loans/Scholarship Programs . . . . .	294
III.	Elementary School Pupils' Achievement . . . . .	295
IV.	Number of Schools . . . . .	296
V.	Literacy in the Philippines . . . . .	297
APPENDIX M	Moving Forward in Education: 1985 . . . . .	298
APPENDIX N	1986 Constitution: Article XIV . . . . .	314
I.	Education . . . . .	315
II.	Language . . . . .	317
III.	Science and Technology . . . . .	317
IV.	Arts and Culture . . . . .	318
V.	Sports . . . . .	318
APPENDIX O	Copy of Letter to Minister Quisumbing . . . . .	319

## CHAPTER I

### INTRODUCTION

Ever since a system of education was established in the Philippines, schools have been the principal and foremost agent of modernization and economic development. Compared to other developing nations, it is relatively well along the road to the modern society.<sup>1</sup> The present century has witnessed a remarkable spread of education, with the result that there are schools found in almost every barrio, or even in the remotest areas of the country, which provide to a very high percentage of Filipino children, at least some initial schooling.

The school plays an important role in Philippine communities and the nation as a whole. Any visitor to the country can readily judge by the school's appearance that it has an important function in the community where it is located. As described by Guthrie, "located on spacious grounds, the school may be the only building in the community with lawns and flower borders . . . school gardens and demonstration plots of new strains of rice have been added to the grounds."<sup>2</sup> In the Philippine cultural context, this statement has various implications.

It is a popular belief that one who goes through the portals of the community school, has taken the first step toward upward

---

<sup>1</sup>George M. Guthrie, The Psychology of Modernization in the Rural Philippines, IPC Papers No. 8, (Quezon City: Ateneo de Manila University Press, 1970), p. 5.

<sup>2</sup>Ibid., p. 33.

mobility -- from peasant farmer to the "educated." The path to modernization and improvement of community life starts in the school. Teachers are considered persons of authority in the community. The architecture of the school building can also tell the history of the school, i.e., a classroom or two, either concrete or prefabricated may be added at a time as government funds are obtained when the town is "favored" by higher government officials. It is part of the community history to relate that "this part was erected during that mayor's term, or when he/she was the supervisor or principal of the school."<sup>3</sup>

In the beginning, there were attempts to use the schools as agents of social change, especially in health and sanitation. However, this attempt was not successful; consequently schools started to direct more attention to other activities, such as gardening, rice culture, and other food production oriented activities. Schools were, however, successful in their major goal of raising the level of literacy, thereby causing individuals to seek more and greater opportunity beyond their own community.

Taking the whole education system into account, one result of the concerted effort to educate the people has been a

---

<sup>3</sup>The expansion in educational opportunity from urban to rural brought about by strong political pressures from the educated indigenous inhabitants of colonized areas such as developing nations, has resulted in the high valuation of education. James S. Coleman, in his chapter, "Education," in Frank Tachau, ed. The Developing Nations: What Path to Modernization (New York: Dodd, Mead and Company, 1972), p. 100, takes important note that, "among the commonalty there was widespread conviction that only education could bring higher status and a better standard of living."

philippine reputation of having a relatively highly educated population.<sup>4</sup> This generalization, however, must be considered in the context of important qualifications.

One recent significant development in educational and economic thought has been the general acceptance of the positive correlation between education and economic development. This is proven by many studies, and noted by educational experts.<sup>5,6</sup>

Among the developing countries of the post-colonial period, one influence of increased educational opportunity has been the feeling that, "expanded education is the prime requisite not only for economic development, but also for the badge of modernity which will extinguish the stigma of backwardness, and serve for

---

<sup>4</sup>International Bank for Reconstruction and Development, The Philippines: Priorities and Prospects for Development, World Bank Country Report (Washington, D. C.: The World Bank, 1976), p. 285.

<sup>5</sup>W. S. Bennett, for example, in his study, has written that, ". . . Asian nations show a high positive correlation between general education and development," in William S. Bennett, Jr, "Educational Change and Economic Development," in Max A. Eckstein and Harold J. Noah, Scientific Investigations in Comparative Education (London: Macmillan Company, 1969), p. 168; also M. J. Bowman and C. A. Anderson have noted, "that literacy and income are correlated," in C. Geertz, ed. Old Societies and New States (New York: Free Press, 1963).

<sup>6</sup>V. Bernardino, one of the Philippine education experts, notes, "that education offers the best hope and promise of improving the conditions in our rural areas . . ." in V. Bernardino, "The Role of Education in Rural Development", in Vitaliano Bernardino, Perspectives in Philippine Education: A Collection of Speeches and Unpublished Writings of Vitaliano Bernardino (Quezon City, Metro Manila, Philippines: Philippine Public School Teachers Association, Inc., 1982), p. 67; also V. Bernardino points out that "in a democratic society, economic development which is generally propelled through government initiative and action, is basically dependent upon a literate and intelligent citizenry...", in Vitaliano Bernardino, "The Educational Factors of Economic Development," in Ibid.

people in the developing areas, individually and collectively, full acceptance in the modern world community."<sup>7</sup> Countries that have attained high economic development are the countries that have developed an effective system of education. On the other hand, the countries that have not attained significant economic progress are also the very same countries that have neglected to improve their educational system.<sup>8</sup> It is also true that merely any type of educational system will not serve as a potential factor in economic development. Education must be geared closely in both quality and orientation to the demands of the economic development of the country. An educational system can rate high in certain quantitative aspects but be low in terms of adaptation to the needs of the developing economy.<sup>9</sup>

Was there equal educational opportunity for all Filipinos, regardless of income, social standing or region? If education was being provided, was it considered quality education? Did the education system produce graduates who had skills that were needed for national growth and development? Was the educational system meeting the growing and changing needs of the country and its people? Were the educational goals relevant to the nation's needs -- for a developing country coping with the demands of modernization? These and other questions concerning Philippine education, aggravated by the reality of a rapidly increasing

---

<sup>7</sup>Tachau, The Developing Nations, p. 100.

<sup>8</sup>Ibid., p. 90.

<sup>9</sup>Ibid.

population, the existence of social and economic unrest, caused widespread concern for the government. This eventually led to the appointment of Presidential Commission to Survey Philippine Education in 1969. Findings of the survey and its major proposals and recommendations contained in the report, Education for National Development: New Patterns, New Directions, were used as bases for educational reforms.

The pace of reforms and improvement in the education system was slow; but an unprecedented opportunity for massive reforms in education was brought about by the declaration of Martial Law in the Philippines on 21 September 1972 by President Marcos. The general direction of the educational reforms were summarized in the recommendations of the Presidential Commission to Survey Philippine Education. Legal provisions for the implementation of its project recommendations were outlined in Presidential Decree No. 6-A, also known as the Education Decree of 1972.

In defense of his declaration of Martial Law, President Marcos advanced the concept of a democratic revolution for the Philippines designed to save the country from subversion and to rectify the ills of society. This renewed society was called the "New Society," and its plans and programs for implementation was called the New Society Movement.<sup>10</sup> Plans for the New Society that

---

<sup>10</sup>The term as used in this study generally means a crusade or program of campaign for reforms in society. It is not inclusive of political campaign programs of the Kilusang Bagong Lipunan or KBL, translated as the New Society Movement, the official political party of Marcos during his administration. Also see Ferdinand E. Marcos, Notes on the New Society of the Philippines (1973); also, Ferdinand E. Marcos, Today's



were envisioned by the President, as could be gleaned from various national publications, included modification of the political, economic and social system of the country.<sup>11</sup> The educational system was then designated the institution responsible for instruction in the ideology and skills necessary for the New Society, i.e., education had to play a significant role in the Philippine national development plan.<sup>12</sup> Reforms gave

---

Revolution: Democracy, (1971).

<sup>11</sup>The government was in control of various media. Some television stations and daily newspapers were owned or operated by people who were influential in the Marcos government.

N. Vreeland, et al, Area Handbook for the Philippines 2nd ed. 1976 (Foreign Area Studies of the American University), p. 141; also, Vincente B. Valdepenas, Jr. has noted in "Philippines," in Yip Yat Hoong, ed. Development Planning in Southeast Asia: Role of the University (Singapore: Regional Institute of Higher Education and Development, 1973), p. 250, that, "in the matter of social policy, the government has increasingly emphasized expansion of the middle class, elimination of unnecessary monopolies, and the pursuit of social justice in the distribution of the gains of growth between consumers, labor, and capital groups" and that the "economic policy is directed at increasing per capital incomes, accelerating job opportunities, diffusing more equitably the gains of growth, dispersing industries to other regions of the country, stabilizing prices so that economic effort can be intensified."

<sup>12</sup>The term "national development" will be used from hereon to mean the economic, social, and political upliftment of the country. The principal objectives of development planning in the Philippines as enumerated by Valdepenas, in *Ibid.*, are: land reform; manpower training for industry; expansion in the range of infrastructure; social welfare and community development; family planning; growth of the cooperative movement; reorganization of the educational system to meet the manpower requirements of national development; low-cost housing; rapid electrification of the rural regions; self-sufficiency in food production; expansion in the level and range of exports; acceleration of tourism; development of cottage industries; more effective land distribution; and the expansion of health care available to the largest number of people.

increased emphasis to technical and vocational training, the promotion of desired cultural values, and the development of national consciousness. The professed goal was to promote an accelerating rate of economic development and social progress as well as to maximize participation by all of society in the benefits of this growth and progress.<sup>13</sup>

### Purpose of the Study

Shortly after the declaration of Martial Law in 1972, the Department of Education and Culture laid down its program of reforms. These reforms were intended to make education contribute more substantially to the national effort at reforming and building a new society and ultimately attain social and economic development and progress for the nation. With the issuance of Presidential Decrees, Executive Orders, and Letters of Instruction in rapid succession, followed by the Education Department Orders and Memoranda, the program of reform in education called for curricular redirection, revisions and improvements in teaching methodology and techniques, as well as reforms in administrative aspects and resources management.

Considering that economic development had been specified as a major national goal, this paper therefore presents a review in historical perspective of the literature that asks why and how the Philippine educational system plays a role in national

---

<sup>13</sup>Ibid., p. 141.

development. The study has three objectives. The first is to search the historical (from 1970) and current (until 1986) literature, identify and describe projects and plans of the education system, and analyze how these projects and plans can contribute to the attainment of national development goals.

The second objective is to trace the basis of Philippine development goals and demonstrate how the education system can attain such goals. The third objective is to describe and analyze conditions in the country, that serve as favorable or unfavorable factors for the education system to contribute to the attainment of national development goals especially during and after the New Society period from 1972 to 1986.

The role of education in any society -- rural, urban, underdeveloped, or developing -- derives from the goals and aspirations of the people and the social and economic conditions prevailing in that society. Can not education contribute toward the realization of such goals and aspirations of a people? What social and economic conditions exist that education can not help to improve?

#### Need for the Study

The idea that education is the key that unlocks the door to modernization is popular in most developing countries such as the Philippines. It refers to the part played by education in economic growth and development; hence the efforts of the

government through educational planning to hasten the achievement of such goals. In this case, education has first to be examined to see if it has a role to play, especially as it bears upon the processes of economic, political or social development and modernization. To be an instrument to achieve such goals, education has first to reform itself.

The educational institutions were to play a significant role in the New Society. All schools, colleges, and universities were enjoined "to undertake an intensive information campaign, utilizing all possible means, such as classroom lessons, homeroom conferences, community and PTA assemblies, and all school publications" for a better understanding of the purpose of the new society.<sup>14</sup> The role of the schools in the information campaign was to keep the people instructed or informed of the meaning of the New Society and the work that the government was doing as embodied in decrees, orders, and letters of instructions. Activities and programs in the schools were community geared. In the Youth Civic Action Program, for instance, students were made to go out to the communities to explain or teach the people about the land reform program, cooperatives, and their responsibilities as citizens to pay their taxes. The students were to encourage the people to join in the Green Revolution program and to cultivate better or new habits of cleanliness and beautification in their homes and the community.

In the schools, teachers had to explain the meaning of the

---

<sup>14</sup>Department Order No. 42. s. 1972.

New Society through academic forums, debates, classroom activities, etc. within the guidelines prescribed for the purpose. The decrees, orders, and letters of instruction were used as resource materials in the classrooms.<sup>15</sup> Cultural activities and literary programs were presented in communities by the students, which were supposed to enrich the lives of the students and faculty, and to acquaint the community with the meaning of the New Society.

In its early stages of the implementation of reforms, the initial reaction of the average teacher or administrator was one of mixed feelings ranging from the "I-must-do-it to let-us-do-it" spirit. Administrators had to implement orders so as not to be considered "notoriously undesirable." Teachers questioned. "Why us?" "How are we supposed to do it?" Nevertheless, the favorite slogan of the New Society was "Sa ikauunlad ng bayan, disciplina ang kailangan."<sup>16</sup> Although many teachers, parents, and administrators were confused because they did not understand clearly the philosophy of the New Society, they were eager to adopt new approaches and ideas in their classrooms and homes.

It is in this perspective that the writer took keen interest

---

<sup>15</sup>This writer was a Social Studies teacher in the Junior and Senior classes. Subjects under this domain included Philippine History and Government, Philippine Economic Development and Progress, and World History, a Cultural Perspective. Several subjects had to be integrated in these courses such as: Population Education, Taxation, Green Revolution, Cooperatives, and other subject areas that the education system considered as main thrusts in the development of a new society.

<sup>16</sup>The slogan is translated as: "For the progress of society, discipline is necessary."

in following up what has been accomplished since 1972, by the education system in attaining the goals of the New Society for national development. As a member of the teaching force in the private secondary schools, the writer has personally observed and participated in the initial attempts at reforms in education at the secondary and regional level.<sup>17</sup> Subsequent activities such as the Green Revolution project, Youth Civic Action Program, seminars and conferences on new innovations in methodology and techniques were conducted from a national to the division level, and implemented in and according to each school level--elementary, secondary and higher education.<sup>18</sup>

There is some evidence and indications that the development projects that have been started have undergone improvements in all levels of education and resulted in some project-offshoots and other better projects. However, there is still a lack of related information or material on the assessment of the performance of the educational system in relation to achieving the goals for national development and this study will not deal with that. The questions it will attempt to answer are the following. To what extent did the education system implement the goals of national development after undergoing a reorganization?

---

<sup>17</sup>The writer was one of the first group of trainees in the First Regional Leadership Training Seminar for youth development and girl/boy scouting, in Cebu City in 1973.

<sup>18</sup>By 1973, private secondary schools, under Department orders joined the public secondary schools, including vocational and technical secondary schools to form the Bureau of Secondary Education.

what activities is the education system still undertaking to achieve the national educational aims and goals? Did the executive orders and directives enhance the implementation of development projects? Were the projects realistic of the Philippine situation under the New Society movement? With the new government (1987) in operation, what are the prospects and plans of the education system to help achieve national development goals? What is the future of Philippine education? Finally, is the education system an effective agent or instrument of change to help reform society?

This study is intended to serve as a springboard from which other researches can be done to make the proper evaluation of the development efforts of the educational system during and after the New Society period from 1972 to 1986.

The creation of the "New Society" in the Philippines is an ongoing process, notwithstanding the lifting of martial law in 1983, the installation of a new leadership in 1986 under President Corazon Aquino and the adoption of a new Philippine constitution in February 1987.<sup>19</sup> But with the lifting of martial law in 1983, the political atmosphere as a factor in implementing educational reforms and development projects has changed. There is then, a need to review such education activities as were

---

<sup>19</sup>The concept of a new society was always identified with Martial Law. The term is seldom used nowadays.

A new Philippine constitution was approved by the Filipinos in a national plebescite on February 2, 1987. One significant feature is found in Article XIV, a provision devoted for education, science, technology, arts, culture and sports. See Appendix E.

recorded and written under a different political situation where the role of the media in the New Society was restricted.<sup>20</sup> Government restrictions imposed in 1972 reduced the role of the press as a critic of the New Society and led to immoderate praise of government activities and policies.<sup>21</sup>

Would the context of educational planning be different after Martial Law? What directions will the education system take for future educational planning under a real democratic government?

This study therefore, encourages further studies to evaluate the effectiveness of the projects undertaken by the education system to attain national development and to anticipate or conjecture the future shape of Philippine education under a new regime free of restricting conditions.

#### Method and Procedure

Basically, this study uses historical and documentary research. It describes and analyzes events as accurately as possible through a critical process of inquiry that was made through various sources.

#### Official records and documents

These records are the Presidential Decrees and Proclamations, Executive Orders, Letters of Instruction,

---

<sup>20</sup>Vreeland, Area Handbook for the Philippines, p. 142.

<sup>21</sup>Ibid.



promulgated by President Marcos during the martial law period, which have become laws of the land; Department Orders (DEC), Ministry Orders and memoranda from the Ministry of Education, Culture and Sports (MECS), Circular Letters, and publications or newsletters of the Ministry of Education, Culture and Sports. Publications from International bodies, such as the UNESCO, the World Bank, also fall under this category.<sup>22</sup>

#### Personal records

The writer has attended and participated, as the school representative, in seminars, conferences, orientation programmes conducted by the Ministry of Education, Culture and Sports on a district or regional level, about educational reforms and innovations from 1973-1979. These personal records consist of outline speeches and talks by MECS representatives in the seminars, copies of papers read in the conferences, and lecture notes and hand outs. It also includes some correspondence from friends and relatives from the Philippines, describing the situation in the country, from 1980 to 1986.

#### Published materials

Historical summaries were obtained from books, mostly written by past and present officials in the Ministry of

---

<sup>22</sup>It should be noted that the laws of the land were through proclamations, orders, decrees, instructions and acts promulgated by President Marcos, until an interim National Assembly was convened, and which remained valid, legal and binding even after Martial Law was lifted, and until a new constitution is adopted.

Education, Culture and Sports, and who are considered Philippine education experts. Other materials consisted of newspapers and periodicals. All these were made available from some libraries around the country. Most of the government documents are from the MECS, Manila and Division Office of Ifugao Province. Other documents were provided by the National Media Production Center, the Philippine Consulate libraries in New York and Chicago, publications from the U.S. Department of Foreign Affairs and the UNESCO.

The investigation is based on the systems theory as an approach or technique to diagnose and plan educational-reform efforts as illustrated in Bushnell's research and development strategy for planned educational change model, and applied to education in the Philippines.<sup>23, 24</sup>

Viewed graphically and in a simple form, the system concept of analyzing the Philippine education system may be represented thus:

INPUT	PROCESS	OUTPUT
-------	---------	--------

---

<sup>23</sup>p. S. Bushnell and D. Rappaport, eds. Planned Change in Education: A Systems Approach (New York: Harcourt, Brace, Jovanovich, 1971), p. 10; also John A. Scileppi, A System's View of Education a Model for Change (New York: University Press of America, 1984).

<sup>24</sup>Juanita S. Guerrero, "Systems Concept as Framework to the New Thrusts in Education" in Manuel, Guerrero and Sutaria, eds. New Thrusts in Philippine Education (Manila: Current Events Digest, Inc. 1974), pp. 41-53.

As a basic system, the Philippine educational system during the New Society period, had "inputs," "processes," and "outputs," with a purpose, mission, and goal.<sup>25</sup> The systems concept, therefore is a useful and appropriate tool in providing a broad framework for analyzing the rationale behind innovations, thrusts and reforms undertaken in the Philippine educational system during the New Society period and its impact on on-going development efforts in the 1980s.<sup>26</sup>

#### Organization of the Study

This Study is organized into six chapters.

Chapter I describes and introduces the problem.

Chapter II is devoted primarily to important introductory background. It includes a brief view of the geographical setting of the Philippines, the people, government and the present educational system.

Chapter III examines how the Presidential Commission to Survey Philippine Education undertook a thorough study and assessment of Philippine education, and made recommendations for the education system to implement in order to make it contribute effectively to the attainment of national development goals.

---

<sup>25</sup>As a point of clarification, schools in the past had been referred to as systems, but "they had not been organized nor operated according to the systems concept," in Ibid., p. 47.

<sup>26</sup>See Appendix A (Systems View of Education).

Chapter IV embodies the basic guidelines and factors by which the education system could implement the recommendations of the education system.

Chapter V analyzes the projects, plans and efforts of the education system as it plays its role in achieving national development goals. It includes educational reforms, innovations and development projects undertaken from 1972 to 1979.

Chapter VI describes some important improvements and innovations in education for the eighties. It also includes some on-going developments in education for national growth and progress. A brief commentary of the writer is found in this chapter.

## CHAPTER II

### COUNTRY PROFILE

The education system of any country is shaped and influenced to some degree by the country's physical and socio-economic setting, although the whole system will usually be the result or product of national policy as dictated by the political and social structure of the country.<sup>1</sup> It is also recognized that the education system plays an important role in advancing and accelerating economic growth and development, and achieving national unity, especially in developing nations. The national aspirations of a people can be best understood in the light of the history of its people.

This chapter is primarily devoted to important introductory background. It includes a brief view of the geographical setting of the country under study -- the Republic of the Philippines, a historical glimpse of its people, a condensed picture of its governing system and a summary of the present education system.

The short descriptions in each subsection of this chapter can also provide the reader with a concise but clear background necessary for understanding the Philippine experience in social, economic and political reforms during and after the period under Martial Law (1972-1981).

---

<sup>1</sup>Arthur L. Carson, The Story of Philippine Education (Quezon City: New Day Publishers, 1978), p. 1.

Country

The Philippines is located off the southeast coast of Asia, (see Map I), lying between Taiwan on the North and Borneo, Indonesia and Malaysia on the south. The western Pacific Ocean and the South China Sea border its eastern and western limits.

The Philippines is an archipelago consisting of some 7,100 islands spanning about 1,520 miles from north to south and 685 miles from east to west, (see Map II). The total land area is about 115,831 square miles, slightly larger than Nevada.<sup>2</sup> Most islands are low lying but the larger are marked by hilly or mountainous interiors and alluvial plains of considerable size. Luzon, the main island in the north, is the largest island and about the size of Kentucky.<sup>3</sup> Mindanao, the second largest island located in the south, is about the size of Indiana. Between these two major islands lies a regional grouping of smaller islands called the Visayas. The irregular coastlines, marked by bays, straits, and inland seas, stretch for more than ten thousand miles and is said to be twice as long as the coastline of the coterminous United States.<sup>4</sup>

The land consists of narrow coastal plains and interior valleys and plains created by large mountain ranges. The major

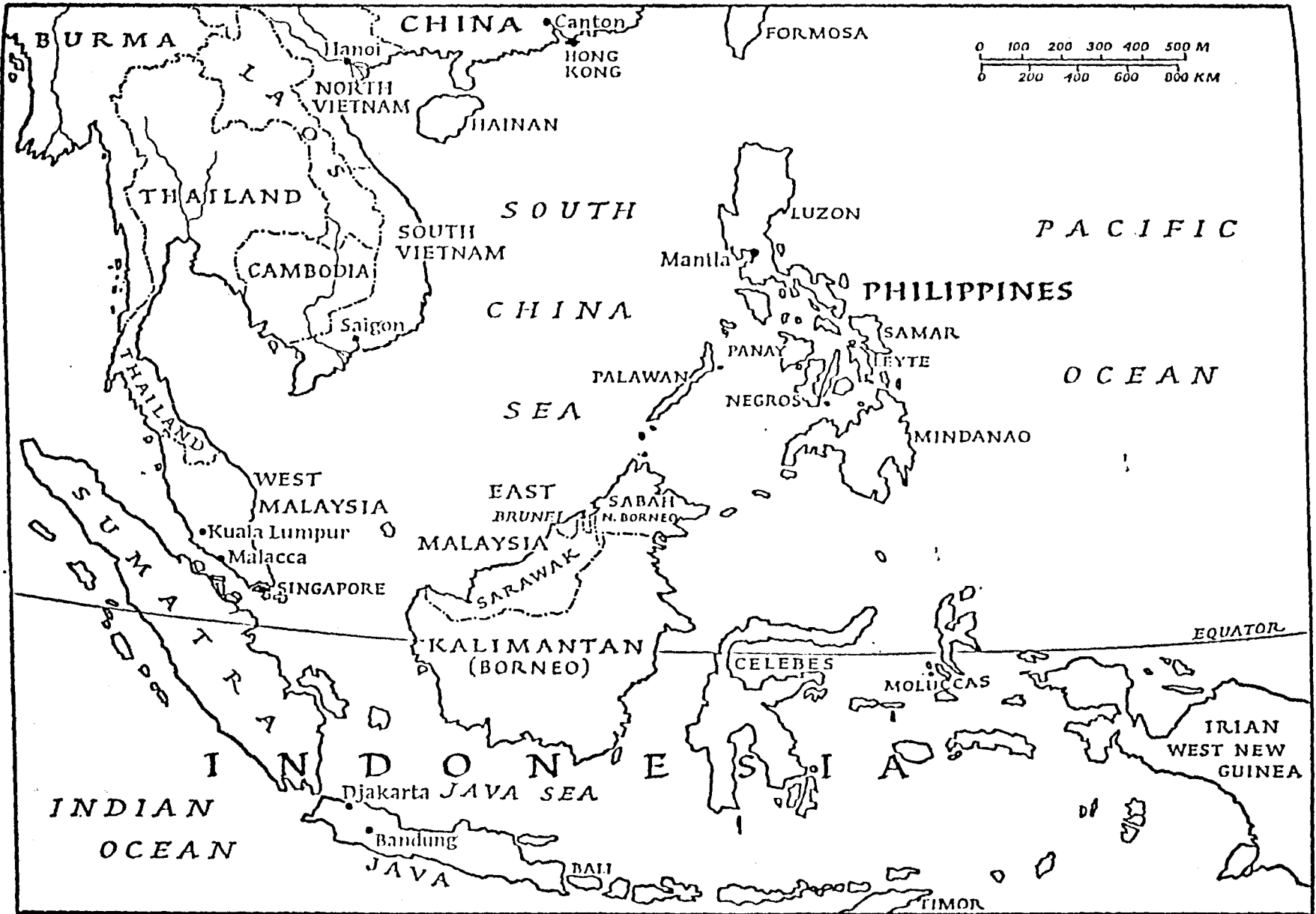
---

<sup>2</sup>Free Press Chicago, 1, n. 6. (Oct. 1986), as quoted from the Chicago Tribune Graphic, with sources from World Almanac, World Factbook.

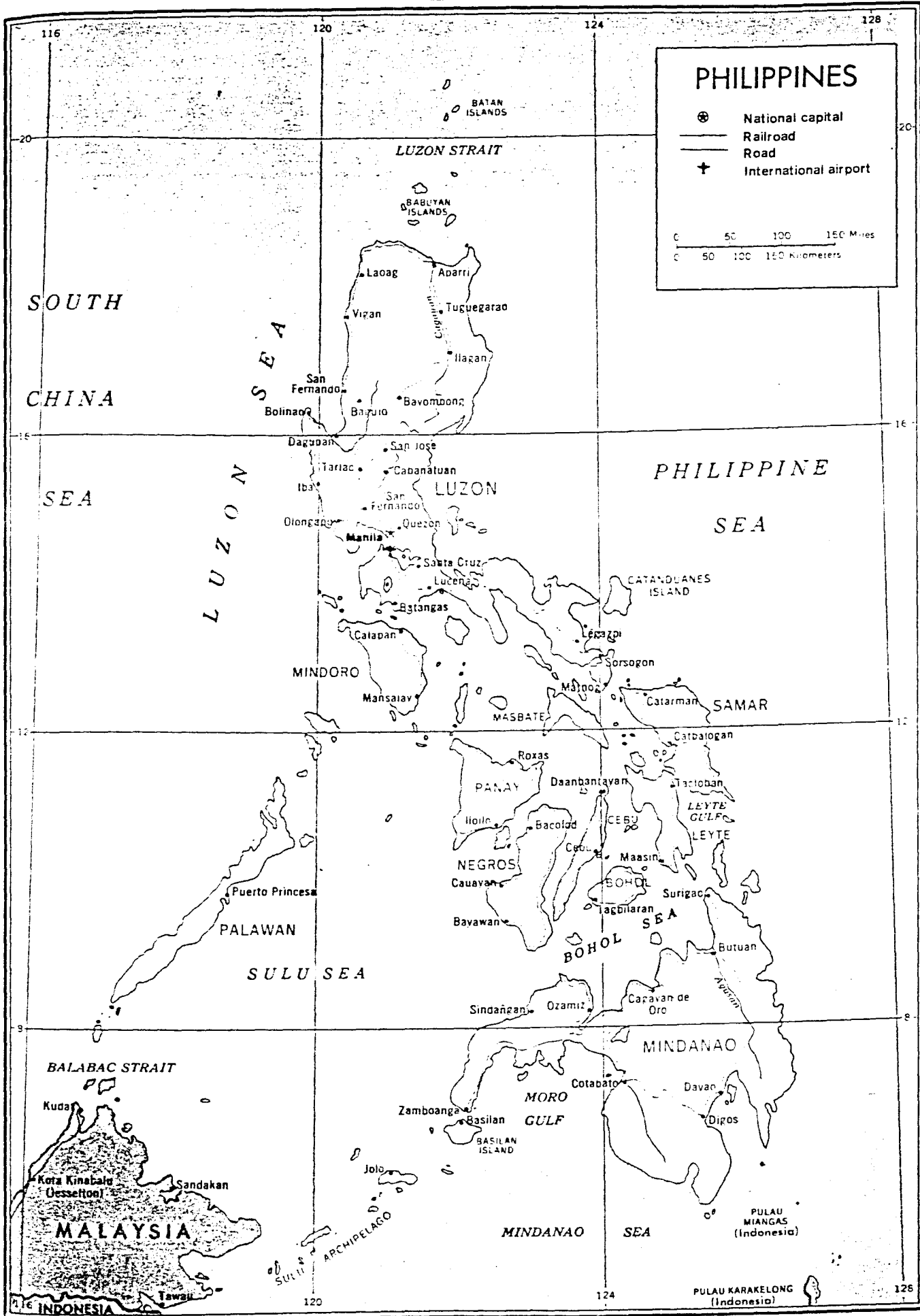
<sup>3</sup>United States, Department of State, Bureau of Public Affairs, "Philippines" Background Notes (August 1986), p. 2.

<sup>4</sup>Ibid.

Source: Raymond Nelson, The Philippines, New York: Walker and Co., 1986, p. 27.



MAP OF THE PHILIPPINES IN SOUTHEAST ASIA



Source: U.S. Dept. of State, Background Notes, August 1981.



plains are found in Central Luzon -- the region called the "Rice Granary of the Philippines." The tallest mountain -- Mount Apo, (about 9,660 feet above sea level), is found in the island of Mindanao. Volcanoes dot the country. Mount Mayon Volcano, found in Luzon is known to have the world's most nearly perfect cone.

The Philippine Archipelago lies within the tropical zone, hence its climate is generally warm, but considerable variations may occur in different sections of the country. In some parts of the country, especially in the coastal plains or "lowlands," the dry summer months are from November to May; the short rainy months are from June to October. The temperature for the coastal plains or low land areas averages between eighty-ninety degrees F. In more mountainous regions, nights are sometimes decidedly cool. Since the country lies astride the typhoon belt, typhoons frequent the archipelago between the months of June and November. The archipelago also lies along the seismic belt.

The Philippines is basically an agricultural country, with rice as the staple food for most of the population; corn is the second staple crop. Agricultural products come from sugarcane, coconuts, bananas and pineapples. It has abundant mineral resources particularly in copper, coal, gold, chromite, cement materials, iron ore and nickel. From these resources, the leading export products are sugar, coconut oil, gold, copper, and textile. From the Philippine forests, tropical hardwood are world famous, one of which is the Philippine Narra, the Philippine's national tree.

Its colorful flora and fauna boast of some rare species. The smallest deer is found in the mountains of Mindoro, southwest of Manila. The monkey-eating eagle is also found in the Philippine forest. Marine life includes more than one thousand varieties. The world's known smallest fish is also found in the Philippine Deep, near the Marianas Islands in the Pacific. The Philippine national flower is the sampaguita, made into beautiful leis for visitors to the country.

Today, the natural resources of the country are easily some attractions for foreign visitors. The unique people of the Philippines, steeped in age-old cultural heritage, are themselves a main attraction. Levesque, in his French translation of Pigafetta's writings about the Philippines in the sixteenth century, says of the people of the Philippines: "A cause qu'ils estoient assez plaisans et conversables, nous prismes grand plaisir avecques eux." (Translation: "Because they were pleasant and easy to talk to, we took great pleasure in their company."<sup>5</sup> Today, even amidst all the strife and turmoil of Philippine politics, and the poor and unstable economy, the people still remain "pleasant" and are renewed in their faith in the Almighty as expressed in the famous "People Power" revolution of February 1986. The Filipinos have revived their hope for a better economic condition under the new government of President Corazon Aquino.

---

<sup>5</sup>Rodrique Levesque, The Philippines: Pigafetta's Story of Their Discovery by Magellan (Canada: Levesque Publications, 1980), p. 11.

Pigafetta, a Spanish chronicler, was with Magellan during his rediscovery of the Philippines in 1521.

## The people

The people of the Philippines are called Filipinos. The name Philippines was given to the island by the exploring Spaniards in the fifteenth century, in honor of King Philip of Spain. Long before the Spaniards introduced Christianity, there were five different racial types which migrated from the continent of Asia to the various Pacific islands, including the Philippines. Their descendants now form the native population called Filipinos. Arranged according to the chronological sequence of their arrival in the Philippines, these racial types were: (1) Negritos, (2) the Australoids, (3) the Oceanic Negroids, (4) the Indonesians and (5) the Malays.<sup>6</sup>

From the Christian era onwards, different peoples, such as the Hindus, Arabs, Chinese, Spanish, other East Asians, Europeans and Americans (not necessarily in this order), also migrated to or located in the Philippines, while they were doing trade with the inhabitants of the islands. The Chinese, who came to the islands to trade in the ninth century, are now the largest ethnic minority in the country. The aborigines or original inhabitants called the Aetas or Negritos were driven gradually off the plains, and up to the mountains where they mostly live to this day. Thus, it can be said that physically and culturally, the Filipino is a complex blend. This can be the answer to the

---

<sup>6</sup>Socorro C. Espiritu, ed., Sociology and Social Living, 3rd ed. (Manila: Jmc Press, Inc., 1960), p. 113; see also Howard Hayden, Higher Education and Development in South-east Asia, vol. 2: Country Profiles (UNESCO and International Association of Universities, 1967).

question why Filipinos do not look alike (other groups have distinct physical features), some looking like a native Chinese, Hindu, Negro, and others still, like Caucasians.<sup>7</sup>

The various population types in the Philippines at present may be classified into: (1) Christians, (2) Mohammedans or "Moro" (Muslim Filipinos) and pagan or non-christian groups, and (3) non-Filipino citizens, such as the Chinese and Indians.<sup>8</sup> Recent population statistics indicate that in 1985, population was 54.6 million, with an annual growth rate of 2.4 percent.<sup>9</sup>

About ninety percent of the people are Christians: 85 percent are Roman Catholics; the rest are Protestants and other Christians, such as the Philippine Independent church or Iglesia Ni Kristo and the Espiritista church. The non-Christian peoples are the Muslims and the pagans, who belong to the cultural minority groups, such as the Igorots, Ifugaos, Mangyans, Kalingas, Gaddangs, etc.<sup>10</sup> In most of southern Philippines called the Mindanao island, the Filipino Muslims, locally known as "Moros," (from the term Moors of Spanish experience and

---

<sup>7</sup>The Spaniards introduced Christianity while colonizing the country in the sixteenth century.

<sup>8</sup>Marcelo Tango, "The Christian Peoples of the Philippines", Natural and Applied Science Bulletin, (U.P. 1951), p. 16, quoted in Socorro Espiritu, ed. Sociology and Social Living, 3rd ed., pp. 114-115.

<sup>9</sup>"The Philippines," National Catholic Reporter; also, United States, Department of State, Bureau of Public Affairs, Background Notes "Philippines," August 1986), p. 1.

<sup>10</sup>Some of these cultural minority groups are today, embracing the christian religions, but still practice their native customs.

history), have their own distinct culture based on their religion.<sup>11</sup>

The best evidence of the great number of different types of peoples which reached the Philippines is the number of languages and dialects and ways of living. There are about eighty-seven native or indigenous languages and dialects -- all belonging to the Malayo-Polynesian linguistic family, which are used along with Spanish and English.<sup>12</sup>

Pilipino, the language essentially derived from Tagalog, a local dialect, and English are the official languages.<sup>13</sup> English is widely used in commerce, government, international relations and as medium of instruction. Pilipino, adopted as the official and national language in June 1940, is used as the new medium of instruction and the lingua franca.<sup>14</sup> Thus, a Filipino/a has to be proficient in two languages.

---

<sup>11</sup>The Spaniards were able to Christianize most of the northern part of the Philippine Islands, from Cebu City which was their original settlement.

<sup>12</sup>"The Philippines: Vital Statistics", National Catholic Reporter September 1983, p. 2.

The Muslims and pagans belong to the so-called non-Christian tribes of the Philippines and are socially labelled the cultural minority group. The pagans are the tribal Filipinos who do not believe in a Christian god, but believe in the spirits of the underworld.

<sup>13</sup>Note that the word "Pilipino" refers to the national language and "Filipino," refers to the people and can also be used to describe any thing referring to the Philippines. For example, the Filipino language is Pilipino; a Filipina/o is a citizen of the Philippines.

<sup>14</sup>Hayden, Country Profiles, p. 542.

History. Any visitor to the country, upon inquiring any thing about Philippine history, would usually hear this joke: that the Philippines spent four hundred years in the convent under Spain and fifty years in Hollywood under the Americans. That, in a capsule, is the history of the country.

By the sixteenth century, when the Spaniards came to colonize the Philippines, there already existed a distinct culture and system of government. As migrants from the Asian mainland settled among the original inhabitants, they formed a number of settlements or communities with their own government or barangay headed by a ruler/leader or chief called datu. Although many of the inhabitants welcomed the Spaniards in 1521, some resisted the Spanish conquistadores led by Magellan, who was slain by Lapu-lapu, a chieftain of Mactan Island near Cebu.<sup>15</sup>

Notwithstanding armed resistance, the Spaniards pacified and christianized some areas of Luzon and Visayas islands, while holding only a nominal sway over Mindanao, which had already been converted to Islam by early Arab traders. Spanish colonization of the country for about three centuries was marked by occasional rebellions which ended when Dr. Jose P. Rizal, now honored in the

---

<sup>15</sup>Originally the word was balangay, a Malayan word meaning a small vessel or boat that transported the Malayan immigrants to the Philippines, but got distorted as some people interchange their R's and L's. (See Felicitas Padilla, The Philippine Government and the New Constitution, 3d rev. ed., (Cebu City: Oriental Printing Press, 1983), p. 11.

country as a national hero, was martyred.<sup>16</sup> This event sparked a fullscale revolution ending up in the independence of the Philippines from Spain in January 1898, with American assistance proffered on account of the Spanish-American War of 1898. Subsequently, the Americans decided to hold the country "in trust" and after a brief but sometimes bitter struggle, they gained full control by 1901 and established a military government until 1908.<sup>17</sup> A civil government was established afterwards, leading to the birth of the Philippine Commonwealth in 1935. Full independence from the United States would have been achieved before July 4, 1946, had it not been for the Second World War. The Philippines supported the United States in the Pacific side of the war against the Japanese imperialists, who established a Japanese Military government in 1942, and eventually established the Japanese-Sponsored Republic of the Philippines from 1943-44.<sup>18</sup>

The democracy that evolved after the Americans withdrew in

---

<sup>16</sup>Jose P. Rizal was one of the enlightened Filipinos, educated in famous universities in Europe, and well known for his revolutionary ideas and writings such as the Noli Me Tangere and the El Filibusterismo. (These writings were prohibited and not recommended as reading material for students especially in catholic schools, because the church was involved.) Considered as one of the brains of the Philippine Revolution against Spain, he was imprisoned and exiled in Dapitan (Mindanao). While in exile, he wrote his famous Mi Ultimo Adios (My Last Farewell). He was executed in Bagumbayan Field on 30 December 1898.

<sup>17</sup>Ang Pilipinas Your Tourist Magazine 1 (3Q 1986): 2; also Hayden, Country Profiles, p. 543.

<sup>18</sup>Felicitas Y. Padilla, The Philippine Government and the New Constitution, 3d rev. ed., (Cebu City: Oriental Printing Press, 1983), pp. 47-55.

1946 was abruptly cut in 1972 with the imposition of Martial Law by "strongman Ferdinand E. Marcos," who ruled the country for almost twenty years. But in 1983, the assassination of his chief opponent, Senator Benigno S. Aquino, Jr., led to his downfall in early 1986 in a dramatic and peaceful transition of power that amazed the world. Senator Aquino's widow, Corazon C. Aquino became the country's first woman president.

This brief historical glimpse of the country and its people, leads us to a short description of the governing system of the country, and some of the latest developments in Philippine history and government until early 1987. From the historical perspective, the implications for education in the Philippines are far fetching and significant. Philippine education can be properly understood after considering the history of the country since its early days of ancient culture to the present, with its Asian-Western cultural admixture. Education in the Philippines dates back to unrecorded history and has been shaped and developed as the country experienced different forms of government under colonial rulers and their educated indigenous successor elites who, when in power provided the opportunity to make fundamental changes in the educational system.<sup>19</sup> This

---

<sup>19</sup>James S. Coleman, in "Education," notes that one of the elements in the legacy of western education introduced in developing areas, such as the Philippines, is the "instrumentalist attitude" toward education, which, he explains, "is a consequence of the high valuation it [the developing countries] acquired under colonial conditions," in Frank Tachau, ed. The Developing Nations: What Path to Modernization? (New York: Dodd, Mead and Company, 1972), p. 99.

After several centuries of colonial rule the Filipino/a has



historical background therefore, intends to put the reader in a proper perspective, when and if social and economic values are involved in development plans of the education system and the governing system of the country, as a whole is discussed.

### Government

The present government of the Philippines has undergone several stages. The basic unit of government of the early Filipino people in pre-Spanish times, was the barangay, headed by a datu. These barangays were consolidated during the Spanish regime, into towns or pueblos headed by the gobernadorcillo (petty governor) and towns into provinces or alcaldias, headed by the alcalde mayor. Under the Spanish regime, the Philippines was governed by Spain through a governor-general. The form of government might be considered unitary, since it was highly centralized with the local branches dependent with their powers on the central government.<sup>20</sup>

During the Spanish rule, certain internal factors that were political, social and economic in nature, contributed greatly to the common nationalistic feeling that ushered in the Philippine revolution against Spain in 1896. Eventually, a new system of

---

imbibed in his consciousness the idea that the alien governing class was composed mainly of persons with higher education, and that "upward mobility into the more prestigious and remunerative roles available to the indigenous inhabitants in the modern sector of colonial society was usually determined by educational achievement alone," in Ibid.

<sup>20</sup>Padilla, The Philippine Government, p. 15.

political administration was produced; i.e., a revolutionary government was established, which underwent several stages of development and change. The revolutionary activities were ruled through the Katipunan (KKK), a secret society, headed by Andres Bonifacio; then replaced by the short-lived Republic of Biak-na-Bato in 1897, when the revolutionary troops under the leadership of General Emilio Aguinaldo surrendered to the Spanish military armed forces.<sup>21</sup>

With the outbreak of the Spanish-American war in 1898, General Emilio Aguinaldo proclaimed himself head of a dictator government, even while the Americans ruled the Philippines by virtue of the Treaty of Paris (Dec. 1898), which ended the Spanish-American War, and which provided for the ceding of the Philippines by Spain to the United States. The dictator government was later replaced by a revolutionary government, later evolving in 1899 into the short-lived first Philippine Republic, also known as the Malolos Republic.

The government under the American regime started with a military rule from 1898-1901; followed by a civil rule from 1901 to 15 November 1935, with the inauguration of a Philippine Commonwealth government (provided by the Tydings-McDuffie Law of

---

<sup>21</sup>The Philippine Government, p. 23; see also Gregorio F. Zaide, Philippine Political History (Manila: The Modern Book, 1969); also Gregorio F. Zaide, Philippine Government Development, Organization (Manila: The Modern Book, 1969); also Gregorio F. Zaide and Sonia Zaide, Government and Politics of the Republic of the Philippines (Quezon City: Alca Publishing Co. 1969).

The letters KKK stand for Kataastaasan Kagalanggalan ng mga Anak ng Katipunan.

1916, as a ten-year transition government), with a constitution that prescribed for a political system to be republican in form and a presidential type, somewhat patterned after that of the United States at that time. However, during the Second World War, the Philippines experienced having two governments:

There was the de jure government of the Commonwealth which continued to exist with its capital moved to Corregidor from Manila and within a few months later transferred to Washington, D. C. The other one was the de facto government organized by the Japanese military mainly based in Manila. The two sets of government may also be called the "occupation" government of the Commonwealth in exile.<sup>22</sup>

A second Philippine republic known as the Japanese-Sponsored Republic of the Philippines, was established after the Japanese military rule, came to an end in 1944. The Commonwealth government was re-established after the Japanese surrendered to the American forces in 1945. This government later evolved into the third Philippine Republic on 4 July 1946, the day the United States granted independence to the Philippines. The Philippine Republic was based on the constitution of 1935, which was adopted for the Commonwealth of the Philippines under the United States. The government was representative, presidential and unitary in form, (see Chart I).<sup>23</sup> Under President Marcos' second term in office, a Constitutional Convention met, starting from 1 June 1971 and ending in 30 November 1972, to amend and revise the 1935

---

<sup>22</sup>Ibid., p. 47.

<sup>23</sup>The government of the third Philippine Republic lasted until the adoption of the 1973 constitution under the martial law regime of President Marcos.

Constitution. In the meantime, martial law was proclaimed by president Marcos on September 1972. Ratification of the new constitution, was held at a referendum on 10-15 January 1973. The new constitution provided for a parliamentary form of government, (see Chart II) that was not immediately put into effect on 17 January 1973 -- the day P.D. No. 1102 certified and proclaimed the ratification of the constitution -- which was also recognized by the United Nations.<sup>24,25</sup>

From 1973, under the martial law regime, the government of the Philippines was one referred to by President Marcos as a "constitutional authoritarianism" and which could also be called democratic dictatorship, for "state policies are under the sole personal direction of a single leader who may refer such policies to the people for approval."<sup>26</sup>

---

<sup>24</sup>Philippine Government, p. 78.

<sup>25</sup>P.D. No. 86-A amending P.D. No. 86 provided for the creation of Barangay or Citizens Assemblies. These Assemblies were to decide the issues, instead of the Filipino people directly ratifying or voting for the Constitution of 1973. This decree also provided for the lowering of the voting age from eighteen to fifteen years old. The questions presented to the Assemblies were:

1. Do you approve of the new Constitution?
2. Do you still want a plebescite to be called to ratify the new Constitution?

<sup>26</sup>Philippine Government, p. 79; see also Liang Dapen, Philippine Political Parties and Politics (U.S. A.: Asiamera Research Institute, 1971). Since there is a contradiction in the two terms -- constitutional and authoritarianism, the description according to Padilla, "is fitting in reference to the government of Marcos martial rule", and explains further as such because "the government is constitutional deriving its authority from the provisions of the constitution, but is authoritarian in that it calls for unquestioning obedience of the authority," in Vicente Pacis, The New Constitution and the Philippine Parliamentary

There were important provisions relating to the political system of the country, that were suspended in view of P.D. No. 1103, which "mandated that the interim National Assembly be not convened" and pursuant to P.D. No. 1104, which provided for the continuance of martial law.<sup>27</sup> As a consequence, President Marcos assumed both executive and legislative powers; and all proclamations and orders promulgated by him during the martial law regime took effect as part of the laws of the Philippines (see Chart III).<sup>28</sup>

After the 1981 plebiscite, a modified parliamentary form of government was established (see (Chart IV). This modified government set-up provided for a president to be directly elected by the people, and was patterned after the French political system introduced by General Charles de Gaulle.<sup>29</sup> President

---

Government, 1979 ed., (Manila: JMC Press, Inc., 1973), p. 30, in Ibid.

The constitutional dictatorship of the new political system evolved during the martial law regime, when Pres. Marcos invoked one of his extraordinary powers embodied in the constitution to proclaim martial law and thereby acquired an authority from the provision which states that, "The President shall be Commander-in-Chief of all the armed forces of the Philippines, and whenever it becomes necessary, he may call out such armed forces to prevent or suppress lawless violence, invasion, insurrection, or rebellion or imminent danger thereof, when public safety requires it, he may suspend the writ of habeas corpus or place the Philippines or any part thereof under martial law," (Article VII, Sec. 10, 1935 Constitution and Art. IX, Sec. 12, 1973 Constitution), in Padilla, The Philippine Government, p. 79.

<sup>27</sup>Ibid.

<sup>28</sup>Ibid., p. 96.

<sup>29</sup>There were three questions presented to the Filipino people as proposed amendments to the 1973 Constitution in the 1981 plebiscite:

Marcos convincingly said to the Filipinos that he envisioned a New Society in the Philippines, when he issued Presidential proclamation 1081 -- the martial law proclamation, as he explained:

What all of us ultimately want, I believe, is a resurgence of the moral will that surmounts every obstacle -- material and non-material -- in the road towards the full realization of the New Society. This, as I have said, is the work of generations, not only in terms of time, but in terms of contemporary solidarity -- the old and the young, men and women, the well-off no less than the poor. No one is a supernumerary in this society: every man and woman and child is needed. Everyone has his importance, worth and useful contributions.<sup>30</sup>

. . . Whether the intention is to recast, radicalize, transfer or modify the social order, the result shall inevitably be a New Society.<sup>31</sup>

President Marcos, then, looked forward to the realization of his concept of a New Society. However, his leadership crumbled down

---

(1) Do you vote for the approval of an amendment to the Constitution and to Amendment No. 2, which in substance calls for the establishment of a modified parliamentary system, amending for this purpose Articles VI, VIII, and IX of the Constitution, with the following principal features . . . ?

(2) Do you vote for the approval of an amendment to the Constitution of the Philippines, as proposed by the Batasang Pambansa in Resolution No. 3, which, in substance, institutes reforms, namely . . . ?

(3) Do you vote for the approval of an amendment of the Constitution of the Philippines, as proposed by the Batasang Pambansa in Resolution No. 1, which, in substance, provides that a natural-born citizen of the Philippines who has lost Philippine citizenship may be a transferee of private land, for use by him as his residence, as the Batasang Pambansa shall provide . . . ?

<sup>30</sup>Ferdinand E. Marcos, Notes on the New Society of the Philippines, p. 124, in Ibid.

<sup>31</sup>Ferdinand E. Marcos, Today's Revolution: Democracy, p. 116, in Ibid.

during the "People Power" revolution in February of 1986, ushering in a new leadership.

A new constitution, replacing the 1973 constitution, had been approved by the Filipino people on 2 February 1987, under the leadership of President Corazon Aquino, restoring a democratic rule in the Philippines. The Philippines is still a member of the United Nations Organization (UNO) and its specialized agencies, including the World Bank Group, such as the International Bank for Reconstruction and Development (IBRD), the International Monetary Fund (IMF), General Agreement on Tariffs and Trade (GATT), and International Atomic Energy Agency (IAEA). It is an active member of the Association of Southeast Asian Nations (ASEAN); Asian Development Bank (ADB); the International Satellite (INTELSAT), etc.<sup>32</sup> It was economically labelled as a "middle-income developing" country by the World Bank.<sup>33</sup>

Considering this brief historical, social and political backdrop of the country, we shall attempt to describe the educational system in the following pages.

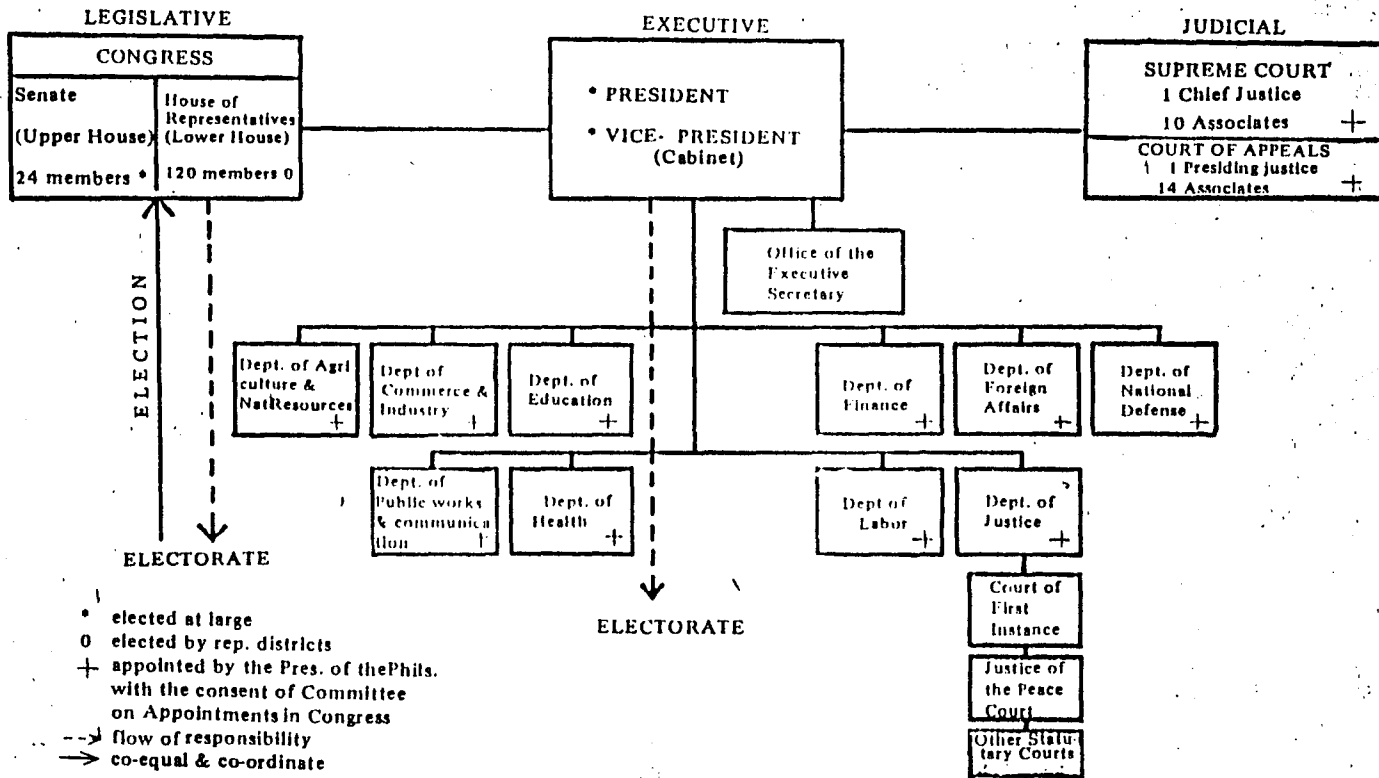
---

<sup>32</sup>"Philippines" Background Notes, p. 1

<sup>33</sup>1983 International Bank for Reconstruction and Development: The World Bank, World Tables, The Third Edition; Volume II Social Data.

CHART I

PRESIDENTIAL GOVERNMENT UNDER THE REPUBLIC OF THE PHILIPPINES

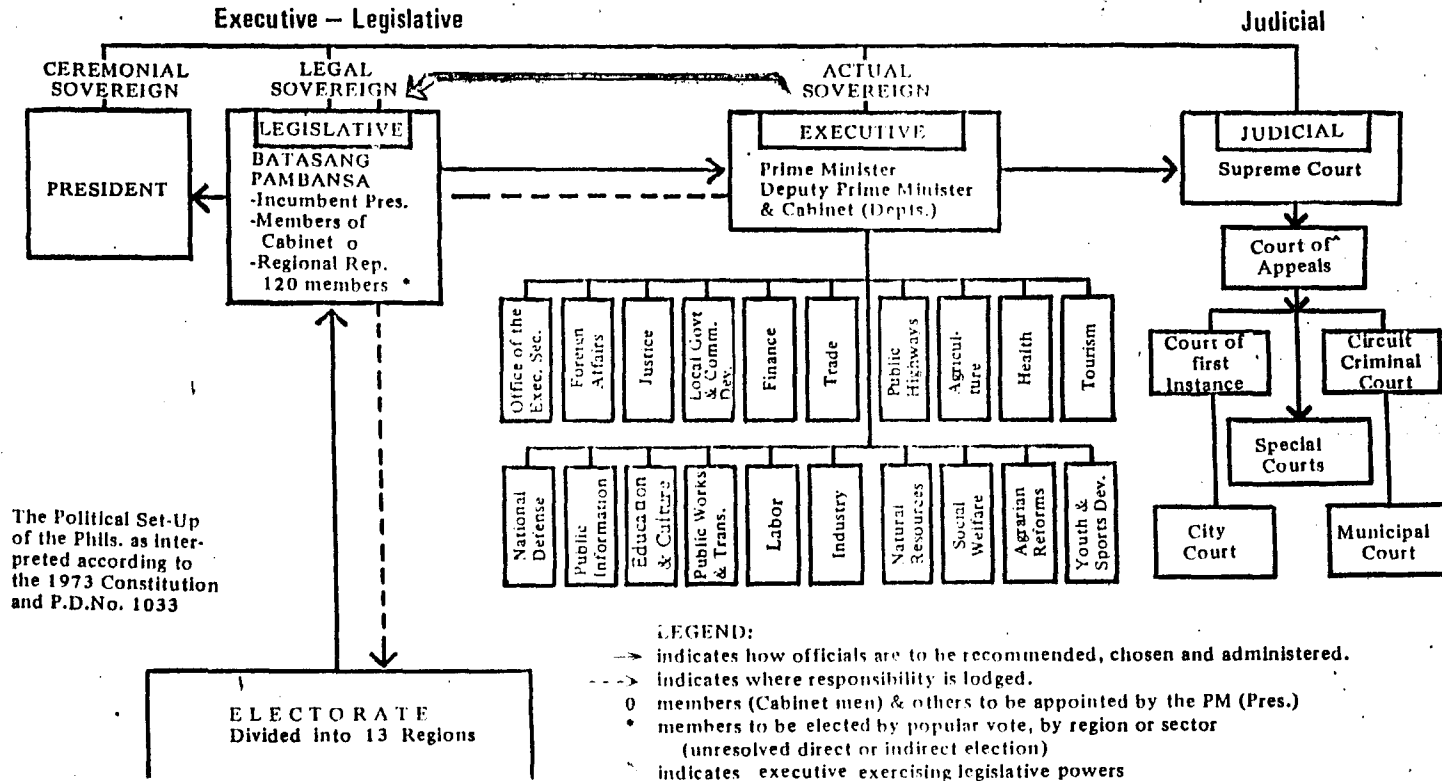


Source: Padilla, The Philippine Government and the New Constitution, p. 62.



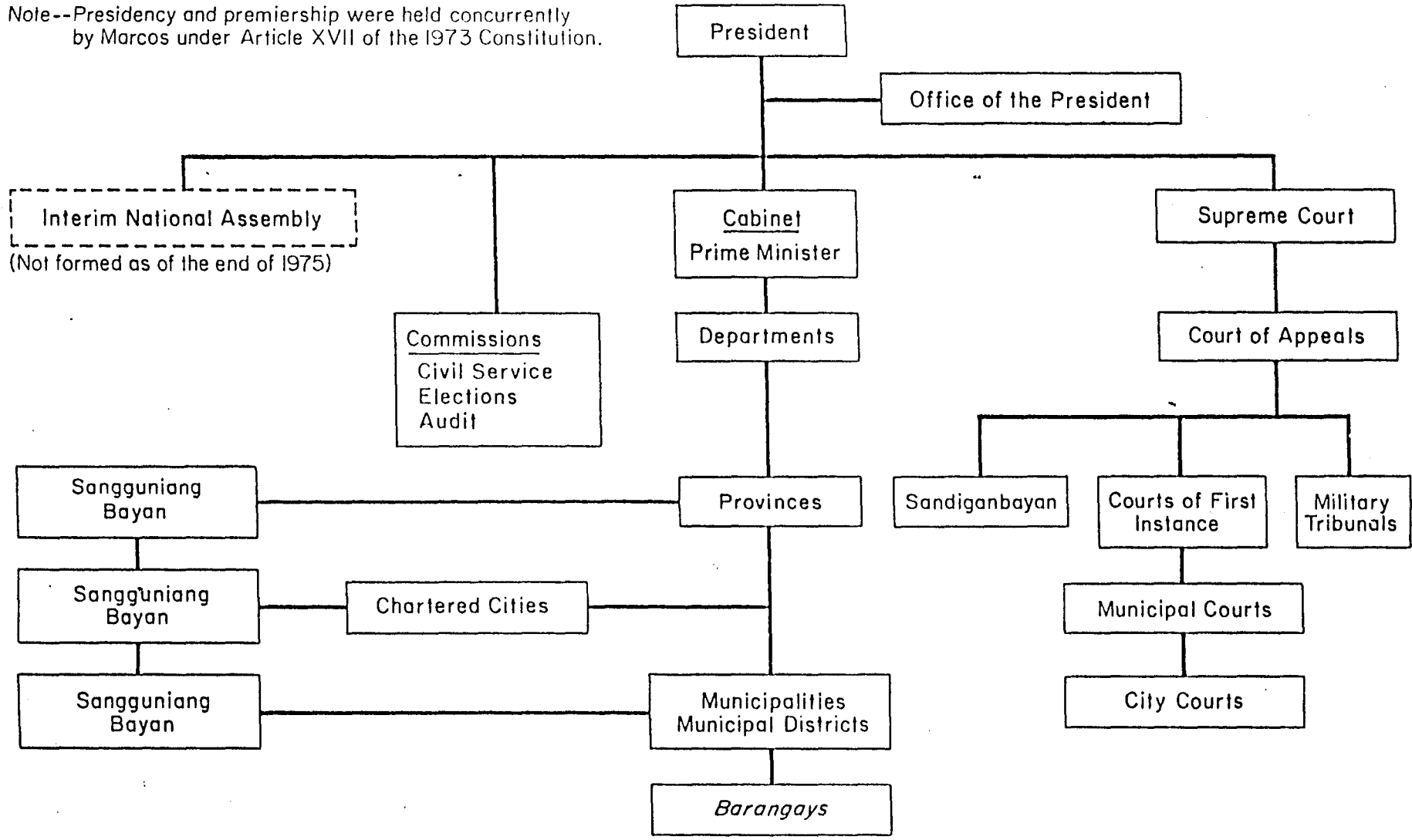
## CHART II

### STRUCTURE OF THE PHILIPPINE PARLIAMENTARY SYSTEM OF GOVERNMENT



Source: Padilla, The Philippine Government and the New Constitution, p. 88.

Note--Presidency and premiership were held concurrently by Marcos under Article XVII of the 1973 Constitution.



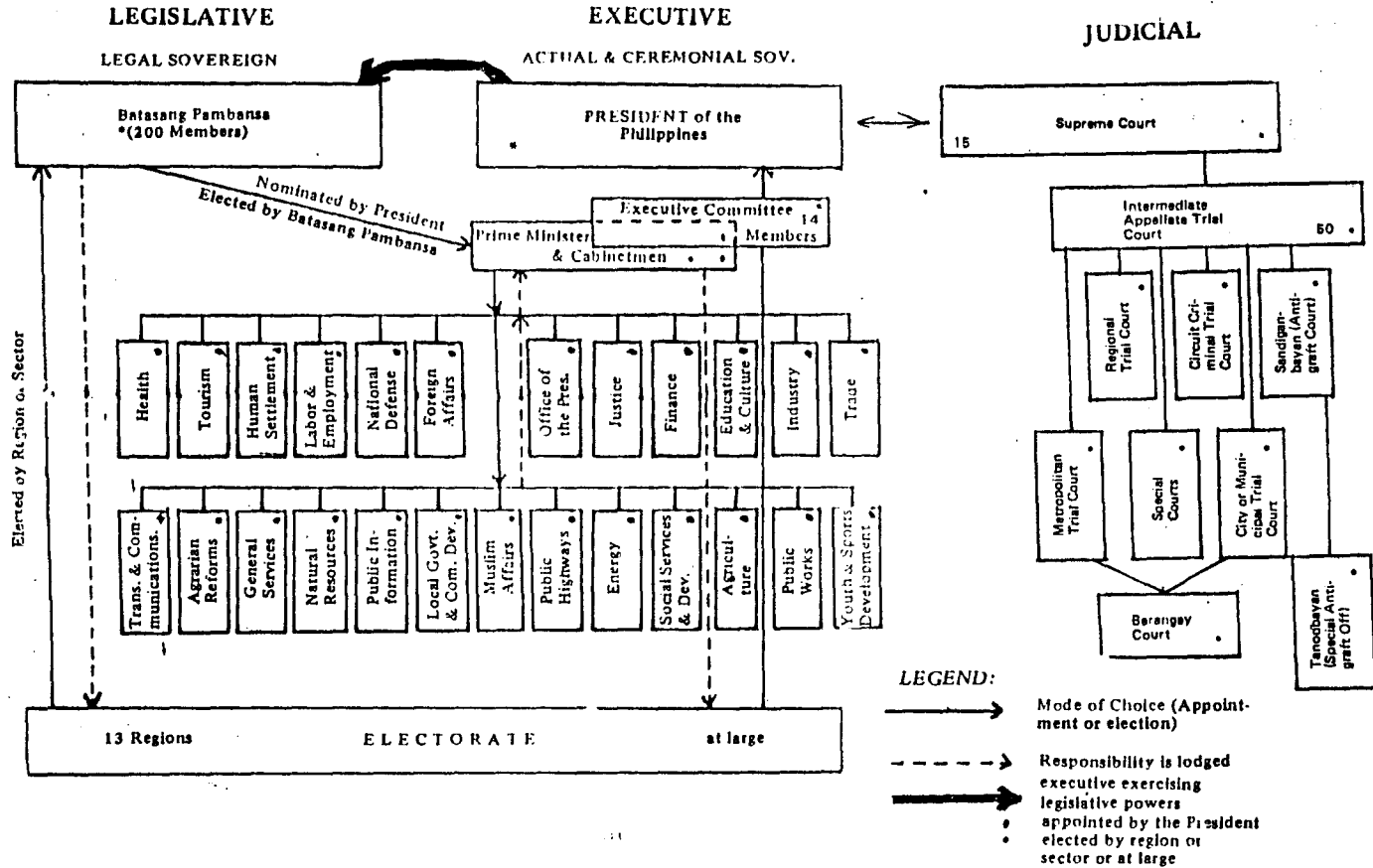
*Philippines, Interim Organization of Governmental System under Martial Law, 1975*

CHART III

CHART IV

PHILIPPINE SEMI-PARLIAMENTARY GOVERNMENT

Per October 16, 1978 & April 7, 1981 Amendments (Modified Form)



Source: Padilla, The Philippine Government and the New Constitution, p. 101.

## Educational System Prior to 1972

The development of the Philippine educational system following the country's history, is characterized by the various changes related to the political ideology and culture of the different sovereign powers which have controlled the government. This pattern is summarized in Carson's statement when he says that, "in form, if not in content, the educational system of the Republic of the Philippines appears as an amalgam of Spanish and American patterns."<sup>34</sup>

History. During the pre-Spanish era, education in the Philippines was entirely informal or primitive. In the sixteenth century, shortly after Spain occupied the Philippines, education was carried on in a more or less sporadic and unorganized manner. Roman Catholic missionaries started parish schools, which later developed into a widespread private education system. Other colleges were added in the late sixteenth and seventeenth centuries. Their curricula focused on classical studies, humanities, and law. Scientific and technological faculties in fields like medicine, pharmacy, engineering, and the basic sciences were added later.<sup>35</sup>

One of the first things the American military regime did was to establish public schools patterned after the American educational system operating at that time. The first teachers,

---

<sup>34</sup>Carson, Story of Philippine Education, p. 246.

<sup>35</sup>There are to this day institutions established by the Spaniards, that are still active in the Philippine educational scene. See Carson, The story of Philippine Education, p. 5.

aside from the American soldiers, were a group of Americans, called the "Thomasites," who were recruited by the American government. The Americans then, laid the foundations for a well organized system which was at first stressing academic work in the school curriculum. The English language was used as medium of instruction. During this period, primary education was expanded, and secondary, university, and professional education were strengthened.<sup>36</sup>

Under the Japanese occupation in 1941, the schools which were highly centralized, were made the vehicle or instrument to propagate the Japanese doctrine of a "Greater East Asia Co-Prosperity Sphere." Nippongo, the Japanese language, was taught as a subject and used as medium of instruction.<sup>37</sup>

The 1935 Constitution of the Republic of the Philippines provided that a complete and adequate system of education with at least free public primary education for all children of school age be established and maintained. Hence, the Philippines had an educational system consisting of elementary, secondary and tertiary education.

The administrative and supervisory organization of the Philippine school system was highly centralized (until 1973). The authority of planning, controlling, and decision-making was centralized in one person -- the secretary of education, who headed the Department of Education and delegated powers to staff

---

<sup>36</sup>Ibid., p. 6.

<sup>37</sup>Gregorio, Introduction to Education, p. 16.

and line officers under him.

For purposes of state control and supervision, all educational institutions in the Philippines were classified as follows: (1) public schools, under the Bureau of Public Schools with responsibility for the public elementary system and for aiding and supervising the public secondary schools operated by local governments; (2) vocational public schools, under the Bureau of Vocational Education and responsible for all vocational schools; (3) private educational institutions, under the Bureau of Private Schools with the responsibility for supervising private schools from the elementary level through college; and (4) chartered educational institutions, not directly under the Department of Education, but governed by their respective Board of Trustees, with the Secretary of Education as ex-officio chairman. These chief units of the department were functioning largely independently.<sup>38</sup> However, to facilitate school administration and supervision of the public school system, the whole country was divided into school divisions under the administration and supervision of a Division Superintendent of Schools.<sup>39</sup> Private schools and institutions, either sectarian or non-sectarian, were governed by their own governing board. They also had supervising units in the division level, but were not active in program governance.

---

<sup>38</sup>Priorities and Prospects for Development, p.295.

<sup>39</sup>Gregorio, Introduction to Education, pp. 21-22.

Educational System: Post 1972

Presidential Decree 1081 -- the military decree of 1972, provided for government reforms and the creation of a New Society. Officials of the Department of Education and the bureaus under it, together with the military authorities worked out plans to implement the decree for the education sector while all schools were ordered closed. Administrators of all educational institutions were instructed to formulate guidelines and arrangements whereby schools would be authorized to resume classes with provisions for maximum security.<sup>40</sup> With the completion of such guidelines and arrangements, President Marcos ordered the reopening of classes starting with the elementary schools, followed by the secondary schools, and then, by some selected colleges and universities. Full operation of schools was toward the end of October 1972.<sup>41</sup>

Administration and Organization. In 1973, a new constitution was adopted, which placed all educational institutions, public or private, under state supervision and regulation. To carry out this constitutional mandate and to accomplish the aims of education of the New Society, the executive branch of the government was reorganized, based on an integrated reorganization plan. This plan was made official by Presidential Decree No. 1 -- the decree which provided for the

---

<sup>40</sup>This was to keep the so-called radical elements and alleged subversives from organizing mass demonstrations or rallies in school campuses.

<sup>41</sup>Gregorio, Introduction to Education, pp. 56-57.

reorganization of the government structure and functions.

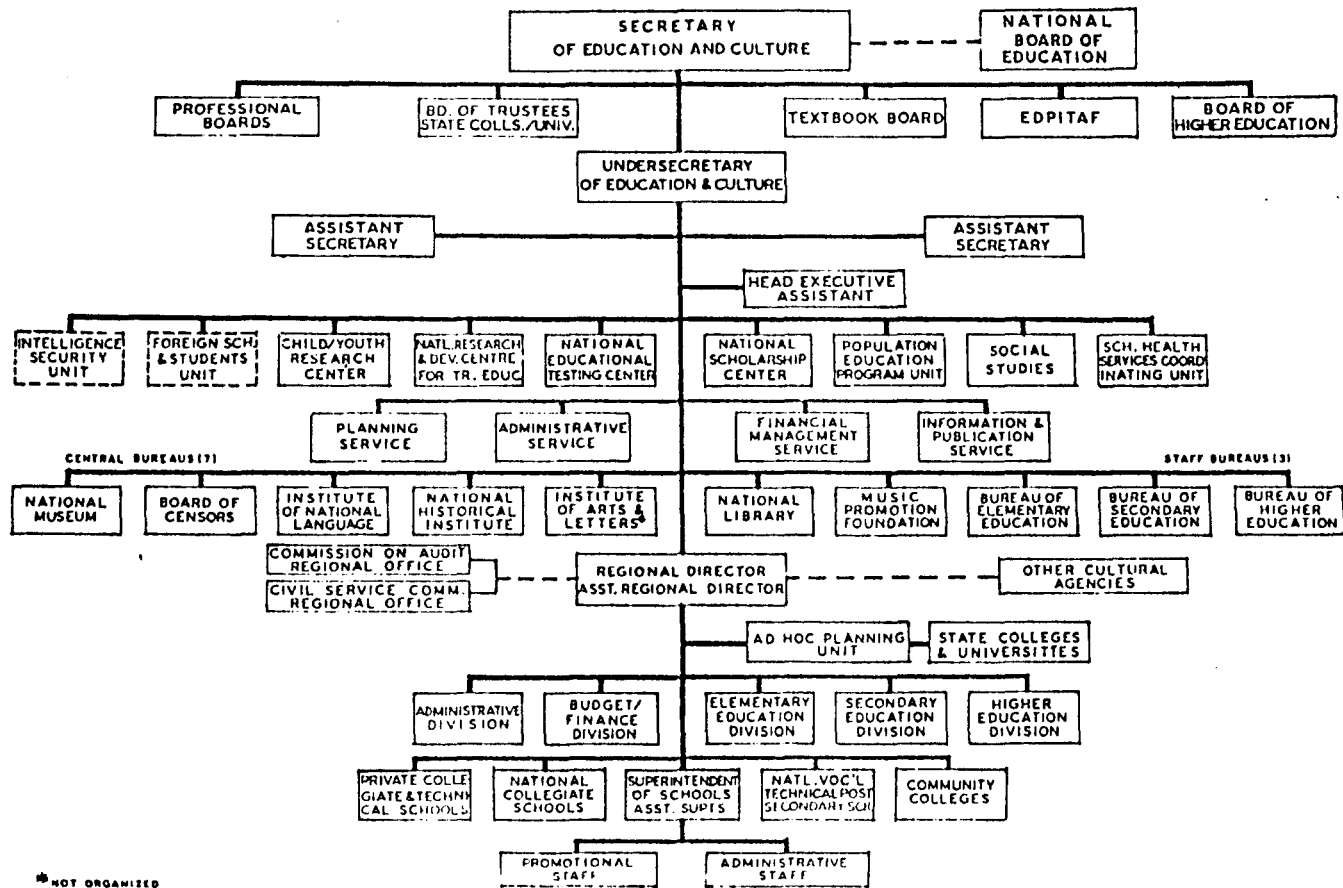
The reorganization plan of the government under the reform program of the New Society of the Philippines, brought about major changes in the Philippine educational system in structure and curriculum content. First, the name Department of Education was changed to Department of Education and Culture, in order to emphasize the role of education in the economic and cultural development of the country. The three levels of education supervised by the Department of Education: Bureau of Public Schools; Bureau of Vocational Education; and Bureau of Private Schools were replaced by a Bureau of Elementary Education, Bureau of Secondary Education, and a Bureau of Higher Education (see Chart V). Secondly, to facilitate the administration and supervision of the school system, the whole country was divided into regions, headed by a regional director. Under the regions were the division offices, headed by division superintendents, assisted by division supervisors. On the local level were the district offices under a district supervisor.

The eleven regions were: Region 1 (Ilocos Region); Region 2 (Cagayan Valley Region); Region 3 (Central Luzon Region); Region 4 (Southern Tagalog Region); Region 5 (Bicol Region); Region 6 (Western Visayas Region); Region 7 (Central Visayas Region); Region 8 (Eastern Visayas Region); Region 9 (Western Mindanao Region); Region 10 (Northern Mindanao Region); and Region 11 (Southern Mindanao Region).



CHART V

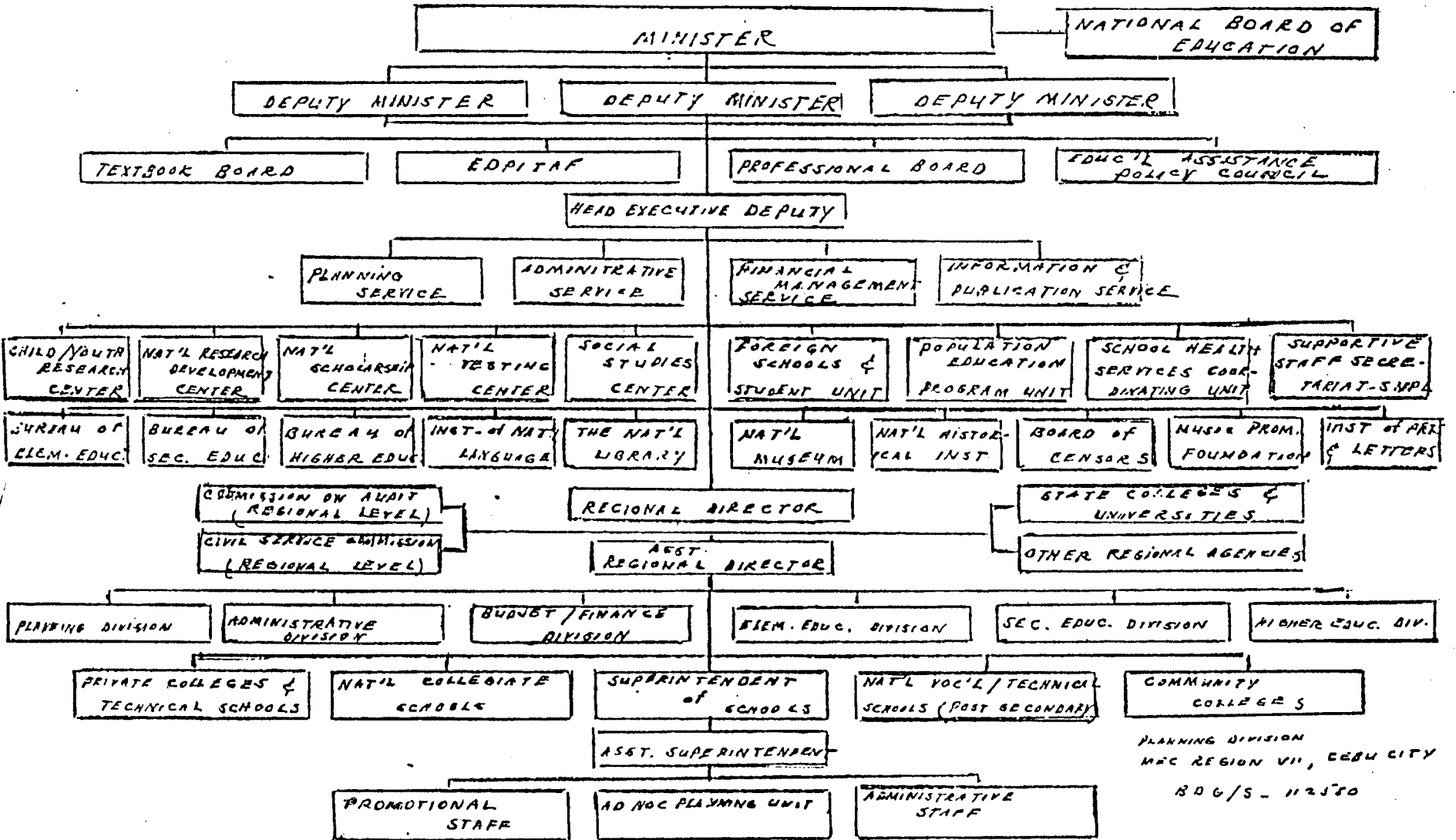
ORGANIZATION CHART OF THE DEPARTMENT OF EDUCATION AND CULTURE: 1976



\* NOT ORGANIZED  
SOURCE: DEPARTMENT OF EDUCATION AND CULTURE.

CHART VI

ORGANIZATIONAL CHART  
 MINISTRY OF EDUCATION & CULTURE & SPORTS



LAT

In June 1978, when the Philippines converted from a presidential form of government to a parliamentary form, all the departments became ministries. Then, to emphasize the importance of the physical development of the youth, sports was added as another function of the ministry. Hence, the Department of Education became the Ministry of Education, Culture and Sports (see Chart VI).

In this organizational structure, the professional viewpoint was that the new arrangement would be a logical one which should greatly enhance the quality of government services. One basic feature is the organization of regional offices headed by regional directors with staff bureaus and service groups.<sup>42</sup> The reorganized system would also make possible the exercise of initiative, imagination, and leadership in curriculum development and innovations in addition to administrative matters that could be handled at both central and regional level. The organization by levels of education allowed for a high degree of specialization by the headquarters staff, and was expected to bring about faster implementation of educational reform programmes. It was a bold presumption that this new structure would minimize the distinction between the public and private

---

<sup>42</sup>Under the Reorganization Plan of 1972, there were eleven geographic regions, enumerated previously, which were created for effective administration of the Philippine educational system. However, the number of regions was increased under the MECS, with the passage of P.D. No. 742 and P. D. 879; thus in addition to the eleven, Region 12 (Central Mindanao Region and Region 13 (Metropolitan Manila), or popularly called the National Central Region, were created. See 1978 Election Code, in Padilla, The Philippine Government and the New Constitution, pp. 89-94.

schools since institutional levels, public or private fall under their own category in the Ministry, e.g., all elementary schools, public or private, are under the Bureau of Elementary Education.

Structure of education. Formal education is composed of optional pre-school programs, such as the nursery schools, kindergartens and preparatory schools; elementary school, which is four years of primary and two years of intermediate school; and a variety of postsecondary programs, including universities, colleges, technical and vocational schools, academies, seminaries, and institutes. There are also special schools for exceptional children and for those who have dropped out of various academic programs, and a variety of adult education programs. Examinations have been developed that would enable persons to receive credit at the elementary, secondary, or tertiary level for knowledge and skills acquired outside of formal educational programs. Non-formal education consists of adult literacy skills training, youth clubs, and community programs of instruction in health, nutrition, family planning and cooperatives and are supervised by the Ministry of Education. Educational radio and television programs and correspondence courses have been developed. A special graduate program for teachers who cannot commute to a university uses a combination of radio program and correspondence materials.

The formal education system in the Philippines is either run by the government or by private persons or corporations. All public elementary schools are supported by the national

government, while the academic program of public secondary education is supported by the local governments: provincial, municipal and chartered cities.<sup>43</sup>

The academic year for all levels of education starts in June and ends in March. There are two months of summer vacation (April and May) when classes or programs are also offered for students who want to enroll. Students and pupils are evaluated or graded periodically, the grading period depends on the policy of a particular school, but generally set for five to six grading periods.

The number of years required to complete the elementary and secondary levels are six and four years respectively, while the tertiary level requires at least four years for an academic degree. In general, ages from seven to twelve cover attendance in the first level, thirteen to sixteen years old in the secondary level, and seventeen years old and up in the tertiary level, (see chart VII).

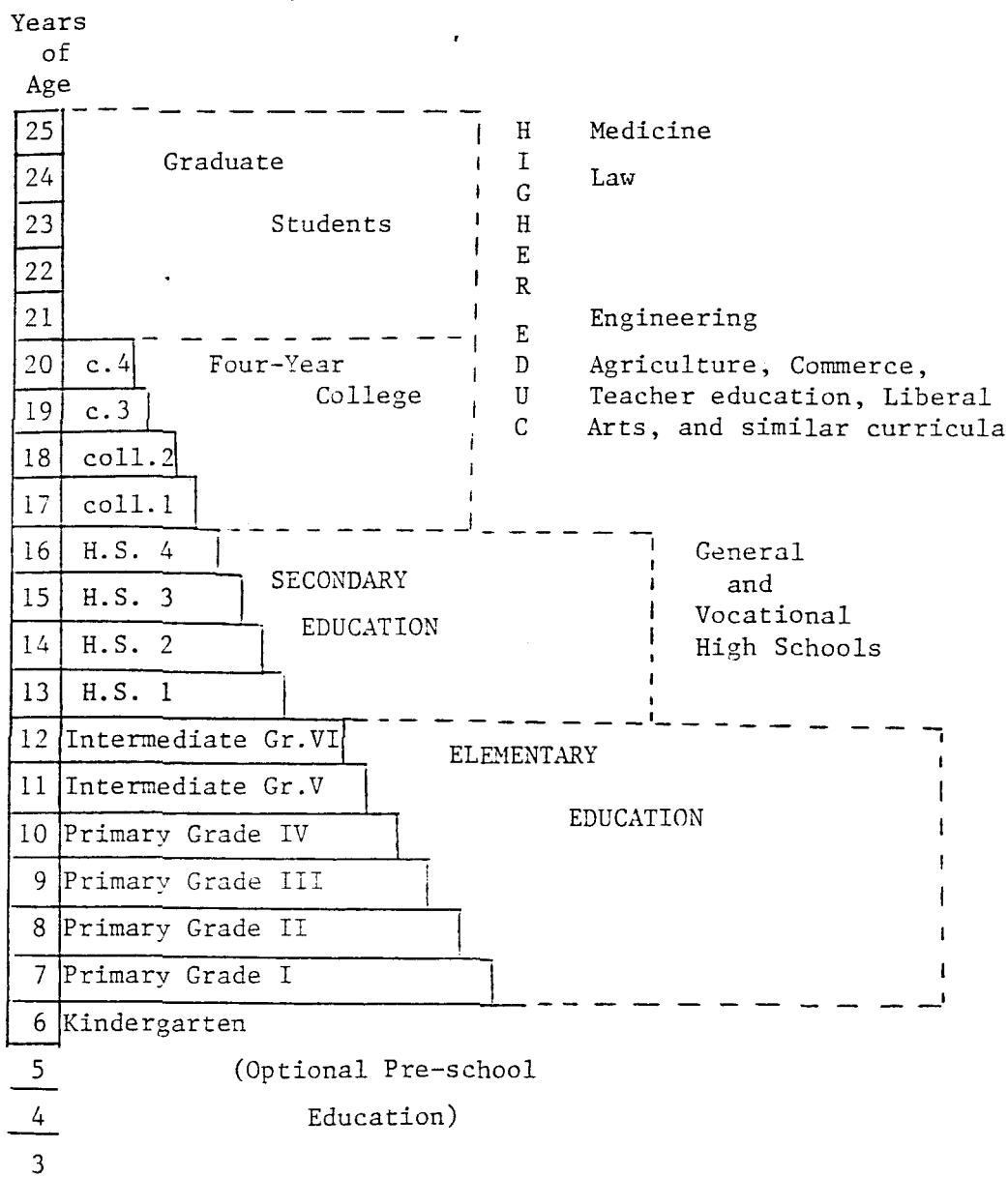
The Philippines has a dual system of public and private education. Private institutions account for almost all of the pre-school enrollment and about 83 percent of the tertiary enrollment. However, due to increasing operating costs, many private institutions are closing shop. The majority of the secondary and postsecondary schools are private-owned, and are either sectarian or nonsectarian, registered as either stock, non-stock or foundation.

---

<sup>43</sup>Education for National Development, p. 131.

## CHART VII

## Structure of the Philippine Educational System by Years



Source: UNESCO, Regional Office for Education in Asia, Bangkok, Progress of Education in the Asian Region, Second Statistical Supplement, (Bangkok, 1977) p. 49.

Education in public schools is free through elementary school (grade six). Public elementary schools are established in almost every barangay or barrio. However, due to the shortage of classrooms, teachers, and lack of family resources and student interest, many students do not matriculate through grade six.

State colleges and universities are funded by government contributions and by tuition, fees, production income, alumni support, and public donations. Private institutions are financed largely by tuition and fees; they do not receive government funds. Auxiliary sources of income are from donations and fund raising activities. Some of the nonprofit private institutions such as mission schools operated by churches or foundations receive grants from foreign agencies and benefactors, but these are usually not a major source of assistance. Proprietary institutions are permitted a certain small percentage as return on their investment.

In order to operate, each school in the Philippines must be recognized by the Ministry of Education and Culture. To be officially recognized does not constitute the accreditation of a school in the U. S. sense. It serves only as an indication that the program involved meets the minimum standards set by the government.

Language of Instruction. The language of instruction is crucial in education of any form, be it formal or informal. It is an important factor that determines the effectiveness of the educative process; the facility with which the teacher and the

pupils can communicate.

The success of the Philippine educational system in general and the effectiveness of classroom instruction, in particular had been adversely affected by the problems and difficulties that have continued to impinge upon the language of instruction.<sup>44</sup> It had even been said that the cultural/social and economic development of the country had been slowed down by the changing, and sometimes inconsistent, national policies governing the language or languages of instruction.<sup>45</sup>

Under the Bilingual Education Policy of 1973, the local dialect or vernaculars, e.g., Cebuano, Ilocano, Ifugao, etc, or the mother-tongues are not officially recognized as languages of education for initial literacy and numeracy.<sup>46</sup> English and Pilipino are the official languages of education. The local vernacular or mother-tongue may be used as an auxiliary language of instruction. English and Pilipino are also taught as subjects.<sup>47</sup> Before 1973, English was the official language of

---

<sup>44</sup>Vitaliano Bernardino, "Language in Philippine Education Past, Present and Future," in Perspectives in Philippine Education: A Collection of Speeches and Unpublished Writings of Vitaliano Bernardino (Quezon City, Metro Manila, Philippines: Philippine Public School Teachers Association, Inc., 1982), p. 263.

<sup>45</sup>Ibid.

<sup>46</sup>Andrew Gonzalez, "The Language Situation in Philippine Schools," in Serafin Guingona, Issues in Philippine Education (Phi Delta Kappa Manila, Philippines Chapter, 1982) p. 9

<sup>47</sup>Spanish (for its cultural value), is taught as a required subject in higher education, although it is also taught in some Philippine high schools.



instruction at all other levels of education, with Pilipino studied as a subject. Since the 1974-75 academic year, Pilipino has been gradually introduced as a medium of instruction in all levels. In Mindanao with a large Muslim population, Arabic is used as medium of instruction, in the Madrasahs, or Muslim Arabic schools.

### Problems of Philippine education

Prior to the report of the Presidential Commission to Survey Philippine Education, there were serious problems and imbalances that plagued the education system. This section, will enumerate and discuss briefly some of these major problems, which are discussed further in the following chapter.

Quality of elementary and secondary education. There has been enough evidence to indicate that educators are taking for granted the quality of Philippine education which has been declining.<sup>49</sup> Since 1960, enrollment in the elementary level had been rapidly expanding at about 4 percent a year. This yearly increases in enrollment can be attributed to the country's rapid rate of population increase. Schools could not cope with the increasing enrollment; there was a critical shortage of classrooms and textbooks, In some areas of the country, there were make-shift classrooms; sometimes one classroom was used by two classes on an alternating basis. The textbook problem was

---

<sup>49</sup>Jaime C. Laya, "Education in Crisis: Challenge and Response,"Education and Culture Journal (Mecs, Republic of the Philippines).

even more serious. A World Bank survey found that the pupil-textbook ratio was 10:1 and about 79 percent of the available textbooks were more than five years old. There was also a short supply of teaching aids and materials which have greatly handicapped the teaching staff in their work. Eventually, there was a low-quality education, a high drop-out and repeaters rate especially at the upper grades of elementary education.<sup>50</sup> At the secondary level, the chief problem was also the poor quality of education, attributed largely to the relatively short cycle of schooling, inappropriate curriculum, and inadequate financing.

Compared to other Asian countries, like Korea and Thailand that had a six-years secondary cycle, the Philippines had a four years. This did not adequately prepare the students to take college or degree programs. Most students finish high school at age sixteen, which was considered an immature age (considering the nature of Filipino adolescents), to make independent occupational choices. The secondary curriculum was the traditional two-two plan, or the two-year vocational and two-year academic curriculum. Students graduating from high school, who could not go on to higher education, found themselves unprepared for the world of work. Vocational training was not adequate enough for the required occupational skills owing to poor and inadequate vocational equipment and facilities. Financing secondary schools was also primarily from student tuition and

---

<sup>50</sup>The Philippines: Priorities and Prospects for Development, p. 287.

fees, resulting in the same shortage and deficiencies experienced by elementary schools; lower salary scale of secondary teachers compared to elementary teachers, and a much greater variation of quality in education.<sup>51</sup>

Rationalizing higher education. Higher education provided by public and private institutions were also faced with serious problems. As reported by the presidential commission, "state [higher] institutions [were] inadequately financed, staffed, and equipped." The same was true with the private educational sector. Because of inadequate budgets and relatively unrestricted admissions, higher institutions operated and concentrated on low-cost fields of study, such as; teaching training, liberal arts, commerce and business administration. Some private institutions had inadequate facilities, underqualified and overburdened faculty.<sup>52</sup>

Administration of the formal education system. There had been a lack of coordination of educational policies and programs brought about by organizational problems of the education system. Educational administration had unnecessary constraints making it difficult to formulate a formal systematic educational planning. The Board of National Education, for instance, had statutory functions that were too broad and unrealistic; thereby, it failed to produce long-range educational plans. As a consequence, it had not been able to contribute significantly to educational

---

<sup>51</sup>Ibid., 290.

<sup>52</sup>Education for National Development, p. 99.

development.<sup>53</sup>

There were two features of the administrative system of Philippine education that stood out: (1) there was a high degree of centralization of decision-making that made the Secretary of Education responsible for even those functions that were of a local nature; (2) administrative offices were sector-oriented, rather than function or service-oriented, i.e., segmentation of education responsibility into public, private and vocational. Inevitably, the educational system had been plagued with problems concerning effectiveness and difficulties in formulating, adopting and implementing educational plans.

Educational financing. The percentage share of education in the national budget had been declining over the years due to shifts in national priorities. The implication of this was that it was a financial burden for schools to meet the efforts of accommodating an increasing enrollment and to improve the quality of education which required tremendous resources in the form of teachers, classrooms, desks, books, and the other materials necessary to basic education.

A more detailed discussion of the above major problems and issues facing education in the Philippines, and how the education sector is meeting the challenge will be discussed in the following chapters.

---

<sup>53</sup>Ibid., pp. 152-153.

## CHAPTER III

### RECOMMENDATIONS OF THE PRESIDENTIAL COMMISSION TO SURVEY PHILIPPINE EDUCATION

This chapter examines how the commission undertook a thorough study and assessment of Philippine education in order to analyze the system's performance and relevance to national development goals. It includes a description of the objectives of the survey; strategy for attaining the objectives; the survey methodology; the major findings and recommendations of the commission. Finally, some of the relevant policy and policy recommendations suggested by the commission are included in this chapter.

#### The Report of the Presidential Commission to Survey Philippine Education (PCSPE)

On 24 December 1969, President Ferdinand E. Marcos issued Executive Order No. 202, which provided for the creation of the Presidential Commission to Survey Philippine Education (PCSPE).<sup>1</sup> The creation of the commission was in response to the need to assess and improve the educational system and make it responsive to the "challenge of modernization and the goals of national development."<sup>2</sup> The commission therefore was to undertake a

---

<sup>1</sup>The full text of Executive Order No. 202 is found in Appendix B.

<sup>2</sup>Philippines, (Republic). Presidential Commission to Survey Philippine Education, Education for National Development: New Patterns, New Directions (Rizal, 1970).

thorough study of the Philippine educational system and assess its programs in order to make necessary recommendations for policy implementation and to provide data that would interest outside funding agencies such as the World Bank.

The commission was composed of a chairman, Onofre D. Corpuz; vice-chairman, Placido L. Mapa, Jr.; and five members: Horacio de la Costa, Abelardo G. Samonte, Miguel B. Gaffud, Sixto K. Roxas and Aurelio O. Elevazo. The Commission had the following functions and responsibilities, provided for in Executive Order No. 202, namely: (1) to adopt and prescribe guidelines that would govern the survey proper; (2) avail of existing legal funds to support the research; (3) solicit assistance from both government and non-government sources in order to discharge its functions; (4) defray all expenses of the survey, including personnel's compensation; and (5) perform acts deemed necessary for the proper discharge of its functions and responsibilities.

In 1970, the commission submitted to the President, its landmark report entitled: Education for National Development: New Patterns New Directions (see Appendix C). Most of this document concerns itself with a number of major proposals and recommendations for a total reform of the Philippine educational system.<sup>3</sup> These recommendations were based on the terms and

---

<sup>3</sup>Regular economic reports are prepared by the World Bank for borrowing countries as bases for discussions with governments for policies and decisions. The World Bank had its own reports on the Philippines to provide background material for discussions with the government and documentation for bank officials when they consider loans to the country. (See The Philippines: Priorities and Prospects for Development (World Bank, 1976).

objectives of Executive Order No. 202. However, before the commission implemented its survey, guidelines were set, which consisted of (1) the objectives providing the direction and scope of the survey; and (2) the strategy by which the objectives were to be attained.

#### Objectives of the Survey<sup>4</sup>

To implement the survey, the commission first, set out their objectives based on the directions defined under Executive Order No. 202. These objectives were classified into: broad and specific objectives. The broad objectives were first directed at reviewing and analyzing the performance of the educational system and its relevance to national development goals. Secondly, it intended to give or suggest recommendations for improving the educational system according to priority needs. Thirdly, the survey was aimed at identifying which critical areas of Philippine education needed more detailed study and research.<sup>5</sup>

The specific objectives provided for detailed examination of specific areas of the system. This included the contributions of education toward the development of human resources for future manpower needs, aims and contents, instructional strategies, logistics, administration and staffing, and financing.

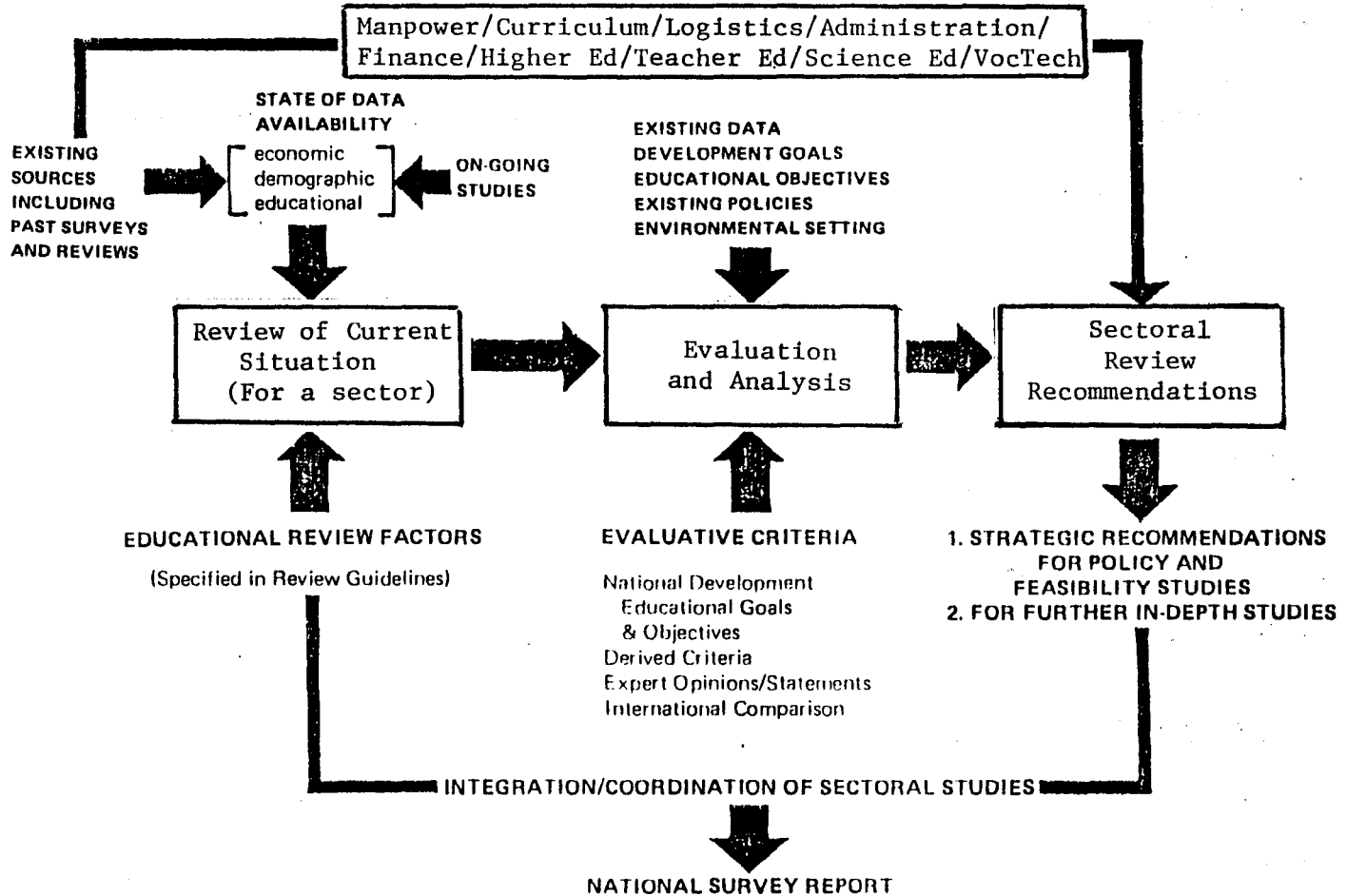
---

<sup>4</sup>For the full text of the Objectives of the Survey, see Appendix B (Executive Order No. 202).

<sup>5</sup>Education for National Development, p. VII-VIII.

RESEARCH STRATEGY/IMPLEMENTATION

EDUCATIONAL SECTOR



Source: Education for National Development,  
p. 218.

CHART VIII



### Strategy for Attaining the Objectives

After the appointment of commission members, working groups were organized to deal with defined aspects of the survey. Under the direction of a commission member, each group drew upon a wide selection of specialists and consultants. Broadly then, the study proceeded through the following steps: (1) data gathering, (2) analysis and evaluation, and (3) the formulation of recommendations (see Chart VIII).<sup>6</sup>

In the course of the survey, the commission collated and reformulated the aims and objectives of the educational system in consonance with the development goals of the nation and according to operating conditions. Various aspects of the educational system were analyzed and tested according to such aims and objectives. These aspects were: (1) human resources and manpower development; (2) contents and methods; (3) logistics of education; (4) administration of educational system; (5) financing; and (6) formulation of alternatives.<sup>7</sup>

Human Resources and Manpower Development. Did the education system produce production-oriented graduates? This aspect of the educational system was analyzed in order to meet the manpower requirements for the social and economic growth of the nation. Included in the study were: (1) the distribution of students

---

<sup>6</sup>See also Arthur L. Carson, The Story of Philippine Education (Quezon City: New Day Publishers), p. 19.

<sup>7</sup>Ibid., p. XI.

among various levels and programs together with the absorption of graduates and leavers into the economy; (2) the geographical distribution of educational responsibilities between the private and the public sectors; and (3) the division of the educational process between the first, second, and third stages as well as between formal and non-formal education.

Contents and Methods. Were the methods employed in the educational process development-oriented? The question of whether the educational system had the capacity to meet human resources development goals was one main issue which the commission emphasized in its survey. The extent to which methods of instruction were able to reinforce or generate goals that were development-oriented, was assessed with a view to identifying which areas could be modified and improved. The survey included the analysis and evaluation of curricula and courses of study, that were capable of generating the development goals of the nation.

Logistics of Education. How effective and efficient was the administration of the educational system? The administration of the educational system was one critical area studied by the commission, since it included the programming and physical planning function of the educational system. The examination of this area involved the collection and processing of educational data. Then comparisons were made if it met the requirements of educational planners and decision-makers. The management and staffing of the educational system were also examined. Special

attention was paid to: the degree of centralization; the distribution of authority over educational matters among the various government agencies and the process by which decisions were made and; the recruitment, development, employment, retention and loss of the teaching personnel.<sup>8</sup>

Financing. The availability of funds can dictate the extent of efficiency to which the educational system can operate. In the 1960s, funding of the educational system did not match the unusually large enrollments.<sup>9</sup> The commission's task was to spell out some outside sources of funding which would be matched with current and expected availabilities, in order to arrive at a cost analysis that would provide a basis for the introduction of a cost-effectiveness system.<sup>10</sup> Then, from these tests, feasible recommendations for alternative sources of financing were suggested by the commission.

### The Survey Methodology

The terms of reference of the commission survey called for a comprehensive review of the Philippine educational system to be conducted in eight months. With such a time constraint, primary attention was directed to only the major aspects of Philippine education that were possible subjects of policy reform. In addition, analysis of various aspects of particular areas was

---

<sup>8</sup>Ibid., p. XIII.

<sup>9</sup>Priorities and Prospects for Development, p. 285.

<sup>10</sup>Philippines, Education for National Development, p. XIII.

attempted with the help and work of special area groups. This limited the scope of the survey to reviewing: human resources and manpower development; contents and methods of educational programs; the logistics of education; financing the educational system; and the administration of the system.

The commission's survey was carried out under a project director, Dr. Manuel S. Alba. He was assisted by technical and support staff of local and foreign consultants and resource persons in specialized areas.<sup>11</sup> Work plans were implemented by special area groups that were set up. Then group reports were submitted to the commission's technical coordinating committee as basis for the commission to develop and propose recommendations.

### The Commission's Findings

Major findings. Initially, the commission noted in its report the basic strength of the Philippine educational system. This strength flowed "from the virtually unanimous high regard in which schooling [was] held by its people." Contingent upon this fact was that enrollment ratios in the country were one of the highest in the world. This observation was already noted by the report from the World Bank.<sup>12, 13</sup>

It is also interesting to note that in any survey, the

---

<sup>11</sup>Carson, Story of Philippine Education. p. 21.

<sup>12</sup>Education for National Development, pp. 26-27.

<sup>13</sup>World Bank, Priorities and Prospects for Development, p. 285.

general tendency is to always be critical about forces and circumstances that have attenuating effects; in this case, it was the forces that hampered the Philippine educational system's capacity to meet development needs of the country. Some of these negative forces were so prevalent in the system, that it did not need a survey to come up with these findings. The commission, however, affirmed some of these principal negative forces in their report. In the first place, the objectives prescribed for Philippine education, were the same as those for the entire social system -- the Philippine society in this case. Consequently, these were unachievable aims for the educational system alone. It was far from possible, for instance, to "inculcate spiritual values" without the support of society. Much has to be said also about the situation in far-flung areas of the archipelago that were predominantly pagan, or where customs and traditions were still considered the law of society.<sup>14,15</sup>

The purpose of education was another negative factor. What was observed was that the primary purpose of education that was in practice, was to prepare the student for the next higher year of schooling, instead of preparing him for a worthwhile place in society. In some rural areas, for instance, children must go to school to learn how to read and write without regard to the fact

---

<sup>14</sup>Carson, Story of Philippine Education, p. 36; also, Education for National Development, p. 8.

<sup>15</sup>This term "pagan" usually refers to some tribal Filipinos who are not converted to Christianity or Islam, or who believe in their own "Gods of the Underworld."

that when they drop out or finish schooling, they would go back to work in the rice fields, farms and kaingins (sweet potato patches). The educational system should aim at producing the needed manpower for the country's development and progress.<sup>16</sup>

A third factor was the rapid rate of population increase. This problem generated tremendous continuing pressures on school facilities and national resources, because there was an ever increasing school enrollment as a result of the country's rapidly increasing population. Finally, there was an absence of planning and implementation programming. This only encouraged ad hoc measures that appeared to be solutions but were in fact sources of further difficulties. Consequently, without effective tools against these negative forces, Philippine education was easily plagued by serious distortions or imbalances among: popular expectations and educational standards; facilities and enrollments; supply of graduates and demand for specific manpower skills; and location of educational facilities and actual regional development needs. It was argued, that if these distortions and imbalances were not remedied, it would pose a grave national problem in the future. Solutions that would meet the people's expectations and national development requirements were necessary, in order to prevent future social crises.<sup>17</sup>

Other findings. The report also presented important and significant findings that would serve as bases for future

---

<sup>16</sup>Ibid.

<sup>17</sup>Education for National Development, pp. 8-9.

educational policies, planning and reforms. The following subsections will describe and analyze these significant findings.

Significant statistical data was presented by the commission which indicated the dimensions of Philippine commitment to education. They also discussed the efficiency of such resources that were allocated to education by analyzing the character of the allocations in relation to the performance of each educational level and to the value and magnitude of various educational inputs and outputs.

Commission findings stated in quantitative terms that the decade of the 1970s saw an increase in the enrollment at all levels of the educational ladder through time. It had been noted that enrollment at all levels was relatively large for a country with low per capita income. The high rate of population growth (and low per capita), aside from the people's high regard for education, was seen as a major contributing factor in the increase in enrollments. Compared to the ratios of other countries on enrollment for both elementary and secondary education and graduate percentages, the Philippines educated as high a proportion of its people as the advanced countries (see Table I). This situation of a developing country supporting a huge school enrollment implied that there were some imbalances or distortions within the system.<sup>18</sup>

---

<sup>18</sup>Ibid., pp. 29-32.

TABLE I

International Comparative Education Ratios  
(For Selected Countries and for Selected Years )

Countries**	A. Higher Education (Enrollment per 100,000 population)		B. First and Second Level Education (Adjusted school enrollment ratios)*	
	1950	1965-66	1950	1965
United States	1,500	2,840	-	-
Philippines	902	1,560	70	83
Israel	1,400	1,488	92	82
Australia	441	1,159	93	92
Japan	471	1,140	91	93
Sweden	241	903	80	85
Taiwan	87	687	74	77
Germany, Republic	216	632	83	90
England (and Wales)	241	579	102***	98
Italy	310	583	59	70
Spain	198	417	70	75
Mexico	136	312	58	66
India	113	235	34	(1963)44
Thailand	141	166	54	44

\*Ratio of enrollment to population for corresponding age-groups

\*\*Listed in order of Higher Education Ratios

\*\*\*Ratios above 100 indicate enrollment of over-age children.

SOURCE: UNESCO Statistical Yearbook, 1968



In preschool education, there was a significant development in terms of both enrollment and number of institutions. Education at this level was primarily under the auspices of the private sector as government participation was minimal. It was also noted that enrollment in all levels, especially in colleges or the higher institutions, had also been increasing at a fast rate. The composition of enrollment had also undergone significant changes in the past decades (see Table II).

TABLE II  
ENROLLMENT PROJECTION

Schoolyear	Elementary		Secondary		Collegiate		Total	
	NO.	%Change	NO.	%Change	NO.	%Change	NO.	%change
1970-1971	7,338,970	13.68%	2,163,820	38.97%	795,310	63.83%	10,298,100	22.87%
1974-1975	8,342,830	8.05	3,007,000	27.83	1,302,960	33.87	12,652,790	15.72
1979-1980	9,206,510		4,164,910		1,916,440		15,287,860	

SOURCE: Education for National Development, p. 32.

This was so, the commission argued, because the Filipinos had expressed clearly their economic aspirations through education; thus, students could pursue fields where employment opportunities were relatively better, such as in engineering, or in those fields which absorb large numbers of graduates such as

business and education. However, the strong desire for education in the absence of education policy and planning inevitably resulted in the rapid expansion of the educational system at the expense of quality. The rapidly increasing enrollment could not be accommodated without sacrifice to quality. Moreover, resources and time allotment needed to develop quality faculty were not provided, according to commission findings.

It was also found that employment of educated manpower was still a perennial problem. Schools produced the so-called "educated unemployed." There was a low rate of utilization of educated manpower which meant a waste of the resources spent on education intended to increase employment probability and income. The educational problem that emerged from the manpower situation was summarized as follows: First, for higher education, there was an oversupply of a sizeable number of college-trained manpower.<sup>19</sup> The situation therefore warranted and encouraged some bold recommendations that should in effect cut down college or higher education enrollment. These involved policy recommendations that would raise quality education through accreditation, selective admission and better career counseling programs in high school, proper dissemination on the labor and education shortage.<sup>20</sup>

---

<sup>19</sup>Ibid., 40.

The term "manpower" was an economic concept, useful for economic planners and not warmly received by student, nor encouraged by their families, especially the illiterate ones.

<sup>20</sup>The term manpower connotes manual work or "blue-collar" jobs, and hence was not appealing to young folks especially from the rural areas.

Another important dimension noted was that the educational responsibility of the government was very uneven among the three levels. The bulk of the national education budget was for the support of public schools especially in the elementary level, but its participation rate in providing for secondary and especially higher education was small. This minimal government support had deep implications on the quality of education at these levels (see Tables III and III-a).

-----  
TABLE III

Yearly-Per Student Direct Cost of Public and Private  
Philippine Education for 1966 and by Educational  
Level (in Pesos, 1966 Prices)

----- Educational Level	Tuition and Books	Public Educ. (Operating) and Capital Costs)	Total Public Expenditures	Private Educ. (Total, Direct)
----- Primary	0	113	113	100
Intermediate	0	113	113	100
General Secondary	43	292	335	134
Vocational	45	397	442	381
College Normal	60	295	355	288
Other College	388	973	1,361	294

-----  
Source: Calculations from data obtained from the Annual Report, Bureau of Public Schools and The 1966 Statistical Bulletin, Bureau of Private Schools, Division of Planning and Research, Department of Education and other sources. In Education for National Development, p. 49.

COMPARISON OF PER STUDENT COST  
1973-1977

	1973	1974	1975	1976	1977
	P.	P.	P.	P.	P.
1. Metro Manila					
1.1. Private Education	428.48	460.08	553.71	592.81	611.48
1.2. University of the Philippines	2,267.83	1,810.42	3,539.48	3,668.62	3,814.31
1.3. Metro Manila—State Colleges and Universities	638.09	678.63	988.13	1,047.23	999.04
2. Non-Metro Manila					
2.1. Private Education	286.47	325.70	386.41	452.73	491.45
2.2. Non-Metro Manila—State Colleges & Universities	831.74	979.54	1,267.30	899.18	1,521.54

Source: Sanyal, Bikas, et al. Higher Education and the Labour Market in the Philippines, p. 120.

TABLE III-a

In the absence of adequate information required to estimate a quality index, the commission's report used the relative cost of education per student as indicator of the quality of education, as shown in Tables III and III-a. Although this was a crude index, it gave a fair picture of how Philippine education was financed. An examination of the ability of students to finance their education also explained the problem of financing Philippine education. Student fees were the main source of income especially in private institutions, and government funds did not match the large enrollments. This was a stark contrast to countries where the government or private sector gave a substantial or significant financial contribution to finance education (see Table IV).

The main source of financing an individual's education according to the report was the family. Hence, the relation between income and educational opportunities was significant. Facts revealed that educational opportunities beyond the secondary level were only opened to the top 2.6 percent of families composed of professionals, landed and business classes. There was therefore a wide gap between the ability of families to pay and the cost of a good education.<sup>21</sup>

---

<sup>21</sup>Ibid. p. 51.

TABLE IV

Comparison of Educational Indicators for Selected Countries<sup>22</sup>

Indicator	Philippines	Korea	Thailand	Malaysia
Public education expenditure per capita (in U. S. dollars)	6	11	7	32
Percentage of GNP devoted to public education	2.5 (a,b)	2.9	3.0	6.4
Percentage of government budget devoted to education	14.9 (b)	17.9	18.7	20.9
Ratio of primary enrollment to relevant age group (in percent)	104	97	87	90
Ratio of secondary enrollment to relevant age group (in percent)	46	51	21	33
Ratio of tertiary enrollment to population (in percent)	1.7	0.5	0.2	0.2

a. If it is assumed that spending per student is the same in private as in public education, the proportion of GNP going to all education would be 2.9 percent; this would most likely be an underestimate. One source suggests that this figure "approaches 4 percent"; 3.5 percent is probably not far from the true value. See International Labour Office. Sharing in Development (Geneva: ILO, 1974), p. 305.

b. Department of Education and Culture (DEC) budget, plus estimated P130 million for school buildings from the Department of Public Works, as indicated by Budget Commission, Fiscal Year 1975 National Budget, p. 24.

Source: Figures for Philippines are estimates based on DEC data. Philippine financial statistics refer to 1973-74; enrollment statistics refer to 1970-71. Figures for other countries are from recent World Bank appraisal reports of education projects.

<sup>22</sup>Priorities and Prospects for Development (World Bank Country Report), p. 286.

In such conditions where educational opportunities were limited by financial constraints, some relevant implications reflected the kind of educational system in operation. First, there were some students qualified to pursue higher education but unable financially to do so. There was evidence of wastage, failures and drop-outs, which suggested that there were students admitted in higher education institutions because they could afford it, but lacked the intellectual capacity. Secondly, providing opportunities based on the capabilities of students to contribute to productivity could be a good investment in higher education and should be looked into by higher institutions as one means of optimizing investments with possible productive returns.<sup>23</sup>

#### Major Recommendations<sup>24</sup>

In the stages of formulating recommendations, the commission identified three levels of recommendations: (1) Policy recommendations; (2) Program recommendations; and (3) Project recommendations. The commission defined policy recommendations as those that "concern the entire educational system and call for a major reform or change in the system." In order to implement these policy recommendations, legislation was required along with cooperation of the different government agencies executing and

---

<sup>23</sup>Ibid., p. 52.

<sup>24</sup>Full text of the commission's major recommendations is found in Appendix D.

implementing the recommendations.<sup>25</sup>

Program recommendations were "basically implementative recommendations designed to help carry out the broad policies." It required legislation of a very specialized nature and their impact concerned a more specific section of the educational system. Implementations could be carried out through the government agencies and specifically the education department. Program recommendations were strategies of implementation.<sup>26</sup>

Project recommendations were those "identified or suggested by both policy and program recommendations," and were to be implemented by specific expert groups. Each level of recommendation was to be implemented for each aspect or area of the educational system that was analyzed and tested.<sup>27</sup>

On the basis of its findings, the commission came up with an impressive array of cogent and far-reaching recommendations especially for priority areas in the educational system that needed immediate reform. Immediate implementation of such recommendations were, however, contingent on the creation of expert groups that were to conduct feasibility studies. Some major commission recommendations were in the following areas:

New Educational Aims. The commission recommended that educational aims should be translated into "achievable targets of the contribution that education can make to national

---

<sup>25</sup>Ibid. p. 23.

<sup>26</sup>Ibid., p. 24.

<sup>27</sup>Ibid., pp. 24-25.



development." The aims must guide educational policy-makers in all aspects of their decisions regarding the operation and implementation of such policies. These aims were to be specifically related to each program of a specific level of the educational ladder in order to make them more operational and meaningful in terms of national development goals of the country. The establishment of a National Board of Education to formulate and adopt educational policies and plans consistent with the aims for national development was recommended.<sup>28</sup>

New Educational Ladder. The commission's proposal for a new educational ladder consisted of six years for the elementary level, five years for the secondary level and four or more years for higher education. This plan put one more year in the educational ladder as opposed to the 6-4-4 plan that had been in operation (see Chart IX).

General education provided for all citizens in the first level of education was to consist of a six-year compulsory elementary education. It stressed that this level would be the basis for the formulation of trained manpower and would be a terminal education that would be able to produce skilled or trained manpower in line with the national emphasis on economic development and progress.<sup>29</sup>

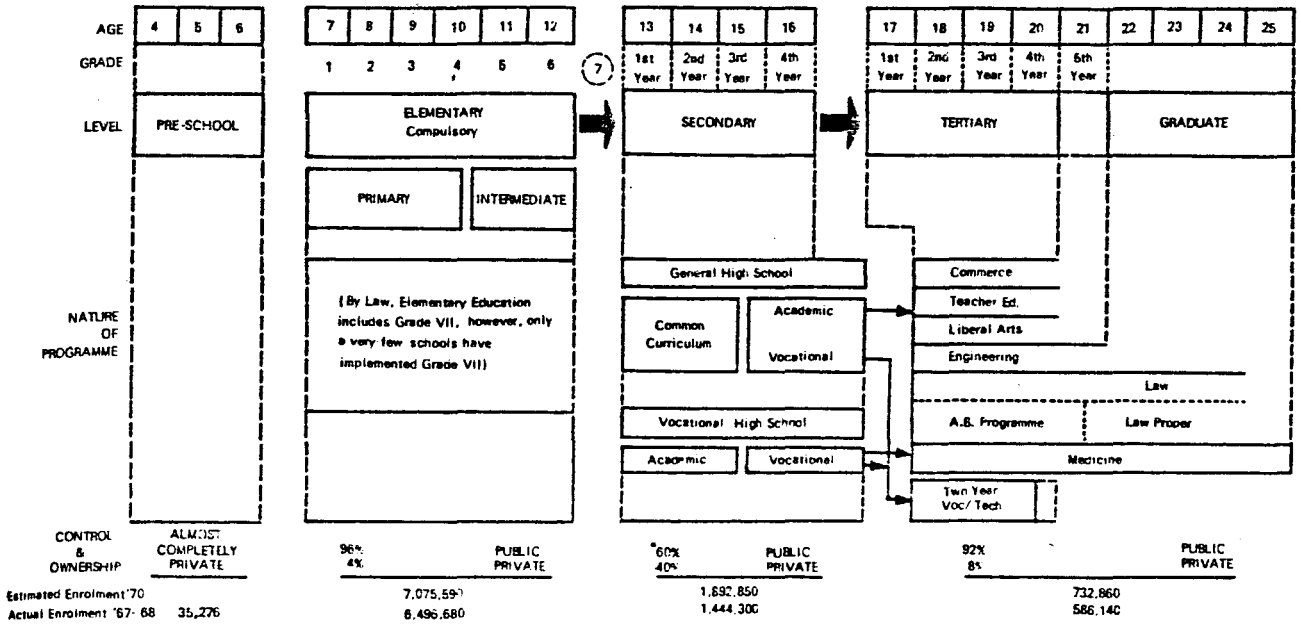
---

<sup>28</sup>This office replaced the former Board of National Education pursuant to Presidential Decree No. 1, dated 24 September 1972.

<sup>29</sup>Education for National Development, p. 11.

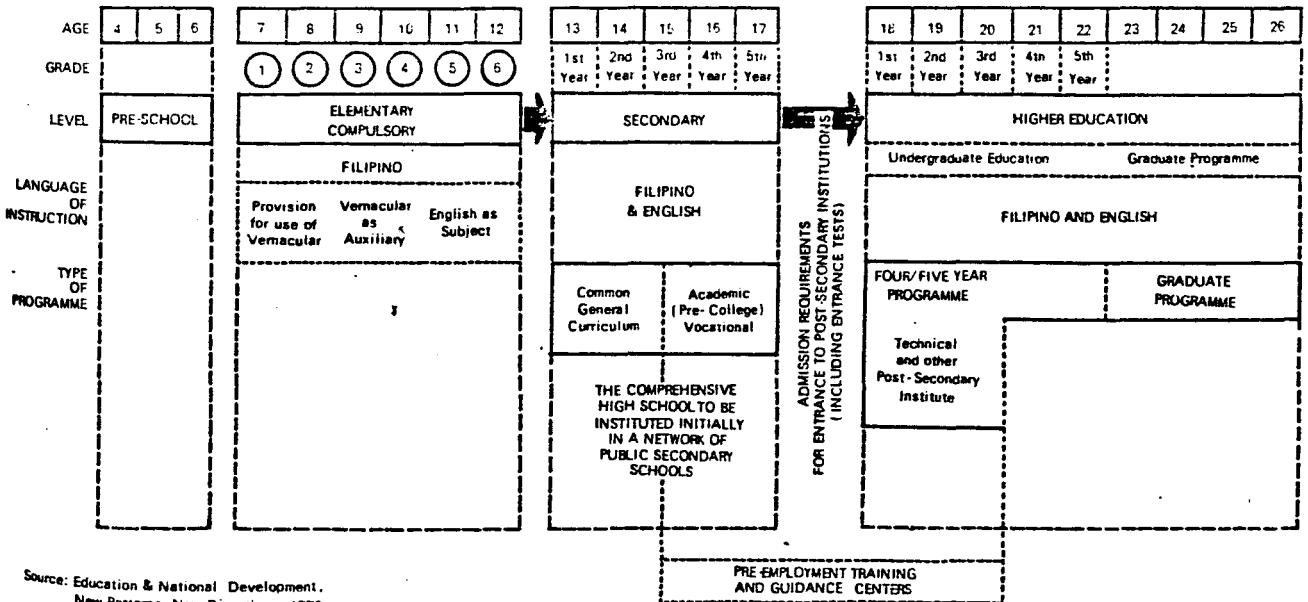
### CHART IX

EDUCATIONAL STRUCTURE OF THE PHILIPPINES, 1970



SOURCE: Education for National Development, New Patterns, New Directions, 1970

### PROPOSED EDUCATIONAL STRUCTURE OF THE PHILIPPINES



Source: Education & National Development, New Patterns, New Directions, 1970.

Secondary education was always considered the weakest link in the school system.<sup>30</sup> The commission addressed this concern by proposing that this second phase of general education for all citizens be five years.

The first three years will be a single stream, which will be divided into two streams in the fourth and fifth years. The first of these two will offer vocational training, which will be either terminal at the end of the fifth year, or prepare the graduate for further training as a technician or technologist. The second stream will be academic, to prepare students for higher education.

This second level will be conducted in comprehensive high schools. There will be a nationwide network of such comprehensive schools.<sup>31</sup>

The establishment of special technical institutes beyond the second level to offer training, retraining, and in-service programs for the formation of skilled technicians was proposed. Higher institutions would offer such programs for higher technician/technological training. Agencies especially in the industrial field would be tapped in order to insure the relevance of training to actual requirements. Schools were urged to discourage students to enroll in courses preparing for overcrowded occupations and to encourage them instead to look forward to those occupations where there was a definite lack of trained manpower.<sup>32</sup>

---

<sup>30</sup>One reason for this was the inadequate financial support given to private education (most of the secondary schools in the country were privately owned and run). It should be noted, however, that this concern does not rule out the existence of efficient secondary schools in places that were willing and able to underwrite the cost.

<sup>31</sup>Education for National Development, pp. 11-12.

<sup>32</sup>Carson, Story of Philippine Education, pp. 101-102.

The major recommendations for higher education emphasized a strengthening of the whole program. It suggested a regular review and coordination of procedures to develop higher education programs. Other recommendations included the establishment of a national accreditation scheme; a coherent system of public universities with corresponding satellite colleges; national college admissions tests; and grants-in-aid and other incentive schemes to selected and important programs in private education.

Financing of Education. According to the commission the primary responsibility of financing, not only elementary and secondary education, but also public education, should rest on the national government. It also recommended that the support and financing public elementary and secondary education should be assumed by the local governments. Local governments with insufficient funds to support their local schools would be supported by the national government.<sup>33</sup>

Reorganization of Administration. For the effective implementation of educational reforms, it was recommended that there should be changes in educational administration. The Department of Education was to be renamed the Department of Education and Culture, and headed by a secretary of education appointed by the President. New bureaus in the department were suggested: (1) a Bureau of General Education to replace the existing Bureau of Public Schools and Bureau of Vocational Education, to coordinate and administer elementary and secondary

---

<sup>33</sup>Ibid., p. 13.

education programs both public and private; and (2) a Bureau of Higher Education would replace the Bureau of Private Schools, which would administer only the private sector of higher education. The reorganization, as suggested by the commission, would also include the creation of regional and other bureaus in the Department of Education and Culture, such as: the National Library, National Museum, Institute of National Language, and the National Historical Institute (see Chart X).<sup>34</sup>

Language of Instruction. Bilingualism in Pilipino and English was believed by the commission as a "desirable condition in the contemporary world." Pilipino was recommended as the main language of instruction at the elementary level, with the main vernacular as the medium of instruction in the first two grades. In the secondary and higher education levels, it was recommended that Pilipino or English would be used as medium of instruction whenever practicable.<sup>35</sup>

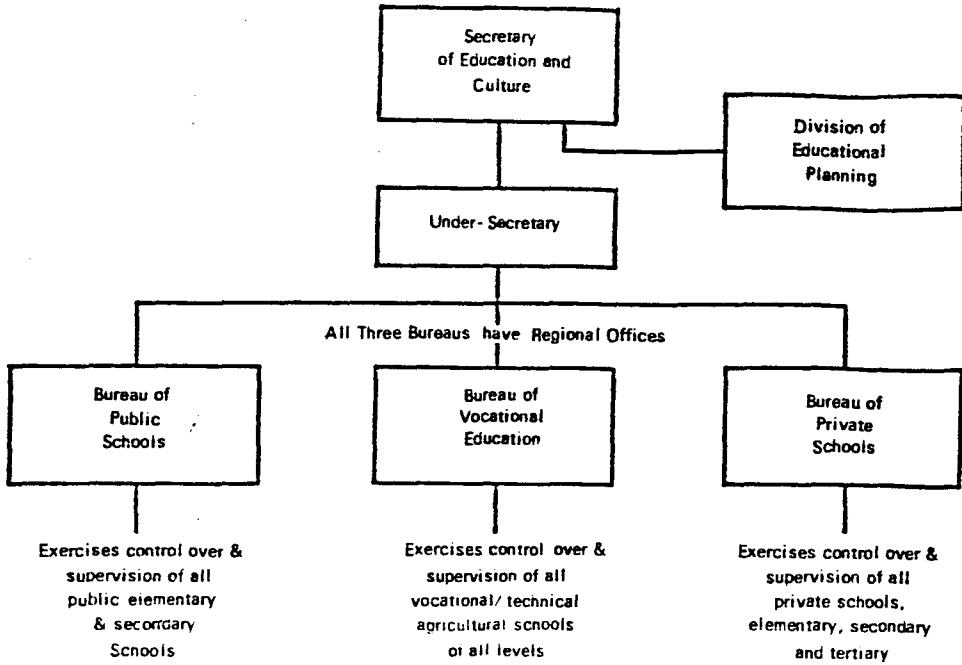
Implementation. In order to effectively implement these changes, the commission recommended that extensive and detailed program designs and project plans of operation be formulated by a special expert implementation group. This group would be charged with the task of laying the groundwork for the proper adoption of implementation plans.

---

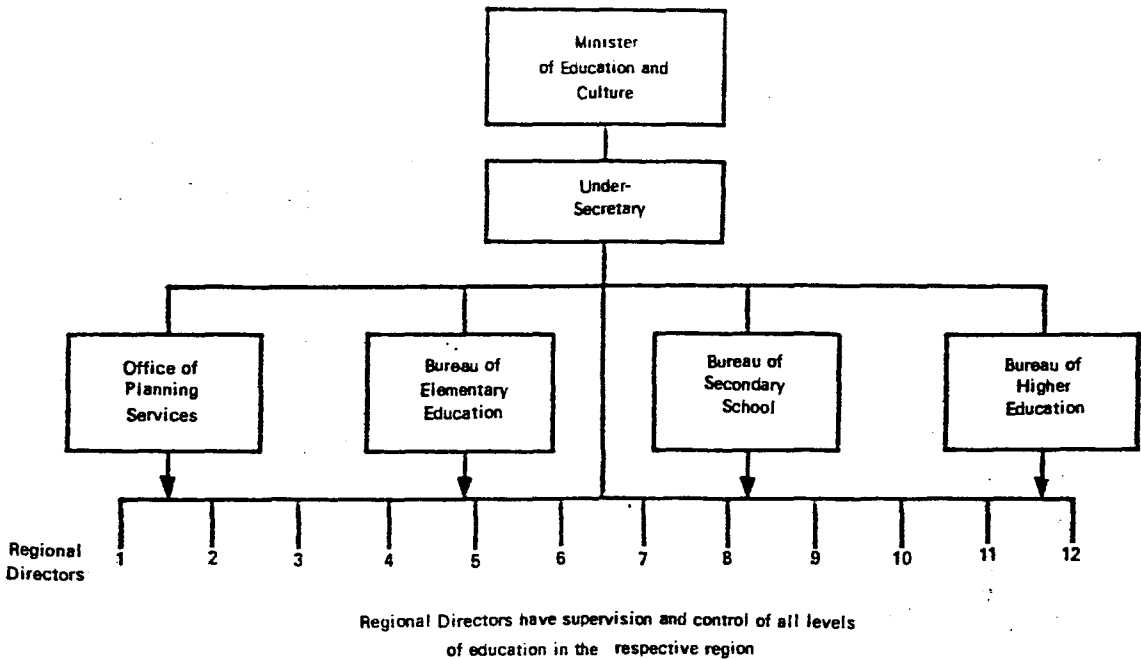
<sup>34</sup>Ibid., 14-15.

<sup>35</sup>Ibid., p. 16.

Old Organizational Structure of the Department of Education and Culture



NEW ORGANIZATIONAL STRUCTURE



Source: Higher Education and the Labour Market in Philippines, pp. 122 - 123.

A budget had already been worked out for the financial requirements of the recommendations. The budget identified which components would be financed by national funding and which required external loans or grants. The commission also recommended that the government be responsible for exploring and soliciting other sources of funding for the implementation of other programs/projects.<sup>36</sup>

### Recommendations for Priority Areas

Educational Planning: Development and Educational Aims. In the commission's report Education for National Development: New Patterns, New Directions, a study of the existing educational objectives revealed that, in general, the historical and philosophic context of such objectives were in "forms that [needed] to be translated into a coherent set of operationally workable objectives." The educational objectives in operation at the time of the commission's survey were those formulated by the Board of National Education in 1957. These objectives were stated as follows:

1. To inculcate moral and spiritual values inspired by an abiding faith in God.
2. To develop an enlightened, patriotic, useful and upright citizenry in a democratic society.
3. To instill habits of industry and thrift, and to prepare individuals to contribute to the economic development and wise conservation of the nation's resources.

---

<sup>36</sup>Ibid., p. 17.

4. To maintain family solidarity, to improve community life, to perpetuate all that is desirable in or national heritage and to serve the cause of world peace.
5. To promote the sciences, arts and letters for enrichment of life and recognition of the dignity of the human person.<sup>37</sup>

In the context of planning requirements, the commission found that not only were the above objectives not stated in operational terms but they were also not feasible for the educational system alone to achieve. Hence, there needed to be a translation of these objectives in operational terms geared toward the nation's task of building up, i.e., toward developmental goals envisioned in the New Society's program for nation-building.

Planning also had always been a weakness of the educational system. To support this statement, it was observed by the commission that: (1) there was no clear definition in operational terms as to the role of education in national development; (2) there were no long-range goals that would set performance targets for each operational component of the educational system; (3) policy guidelines were needed that would define the proper functions of each educational level or sector; (4) the nature of the decision-process of both individuals and educational institutions that was based on free choice rather than guided selection; and (5) there was a disproportionate magnitude of

---

<sup>37</sup>Ibid., p. 57.



educational responsibility relative to the capacity of the economy to support the corresponding requirements for educational services. Almost always, educational plans were short ranged and concerned a specific sector, such as private or public education. The needed educational plans were those that should be comprehensive in scope and span a longer time horizon.<sup>38</sup>

As stated previously, the state did not have a strong participation in the manpower development responsibility of education. This was primarily due to the constitutional and legal commitment to provide basic elementary education on the part of the state. This commitment in effect exhausted the state's educational budget for elementary education leaving secondary and higher education -- the educational levels that are most relevant to manpower considerations in national development -- to the initiative of the private sector.<sup>39</sup>

From such findings, the commission concluded that there was a need for a more comprehensive development plan. The commission gave some factors necessary to provide the basis for the formulation of an educational plan for the Philippines. First, national development goals should be restated. Basic to this is the formulation of a national comprehensive development plan that would be the authoritative source of statement of goals, that would serve as the external criteria for evaluating the educational system's performance. The educational system in turn

---

<sup>38</sup>Ibid., pp. 58-59.

<sup>39</sup>Ibid.

must have its own set of aims that should be consistent with these development goals. Once the goals and aims be defined and stated in more operational terms, it would make it easier to set performance targets and to develop strategies to attain them.<sup>40</sup>

Thirdly, an efficient statistical and research service to generate an adequate, reliable and timely baseline data for planning purposes was needed. This was one factor most lacking in the educational system that was essential in developing policies and implementing plans. The country's diverse population necessitated a more efficient research and statistical service.<sup>41</sup>

The commission recommended the following restatement of developmental goals and educational aims:

National Development Goals. To further the aims of the Constitution for the development of the Philippines as a nation, and within the context of a free and democratic society, the national development goals of the Philippines are:

- a. To achieve and maintain an accelerating rate of economic development and social progress;
- b. To assure the maximum participation of all the people in the attainment and enjoyment of the benefits of such growth; and
- c. To strengthen national consciousness and promote desirable cultural values in a changing world.

National Educational Aims. Given the above development goals, the education system, as a major contributor towards their attainment, should:

- a. Provide for a broad general education that will assist each individual, in the peculiar ecology of his own society, to (1) attain his potential as a human being; (2) enhance the range and quality of individual and group participation in the basic functions of society, and (3) acquire the essential educational foundation for his development into a productive and versatile citizen.

---

<sup>40</sup>Ibid., p. 60.

<sup>41</sup>Ibid.

- b. Train the nation's manpower in the middle-level skills required for national development.
- c. Develop the high-level professions that will provide leadership for the nation, advance knowledge through research, and apply new knowledge for improving the quality of human life.
- d. Respond effectively to changing needs and conditions of the nation through a system of educational planning and evaluation.<sup>42</sup>

Elementary and Secondary Education. Universal elementary education for the Filipinos is a constitutional right. Although its provision remains debatable, the practical concerns which faced the commission during its survey was to analyze the internal efficiency of the elementary education system. The system was inefficient as diagnosed from symptoms which the commission found, such as

the high drop-out rate before literacy is achieved. At Grade IV, literacy achieved is 50% in the vernacular (successively lower for Pilipino and for English), and at Grade VI, 75% in Pilipino. A successively lower literacy rate must be achieved at grades below Grade IV.<sup>43</sup>

If the population was literate, acceptance to changes in environment would less be a problem. In one such instance, when innovations in agricultural techniques were introduced, i.e. improvement in rice culture, there could have been a better response to the innovation had the population been more or highly literate. The more educated one was, the higher the chances of increasing one's employment alternatives. More and more agencies and firms demanded a higher educational attainment of applicants, even for road maintenance laborers commonly known as camineros.

---

<sup>42</sup>Ibid., pp. 62-64.

<sup>43</sup>Ibid., p. 68.

Secondary education, the next level assigned to be responsible for "continuing the unifying functions of elementary education by providing general education" was always labelled the weakest link in the educational ladder. This was so, because it was given multiple burdens, such as improving general education, providing terminal education through vocational training and preparation for college.<sup>44</sup>

The performance of secondary education was noteworthy primarily as a college preparatory program. Even with the conception of the 2-2 plan which supposedly should provide two-year academic and two-year vocational training to the student, secondary education still remained a college preparatory program. This was mainly due to the lack of resources to fund secondary education and especially the low regard for vocational training. Hence the 2-2 plan, originally planned as a terminal education was only partially attained.

Some significant policy recommendations were made for reforms in secondary education. The commission proposed for an eleven-year system of education that would consist of six years of compulsory elementary education, followed by five years of secondary education. The first six years of elementary education should provide the necessary general education basic for personal development and modern living in an expanding society. A five-year secondary level, according to the commission, would be able to provide an enrichment of elementary education and an adequate

---

<sup>44</sup>Ibid., p. 70.

preparation for further education.

A nationwide network of comprehensive secondary schools was suggested to offer a core program in the first three years as basis for the subsequent academic and vocational/technical courses that would be offered in the fourth and fifth years. Further recommendations included emphasis on a strong guidance and counselling services be developed and established in all high schools.<sup>45</sup>

Vocational/Technical Education. The commission's concern for vocational/technical situation of the country was reflected in their statement that, "the nation's need for vocational/technical skills has not been matched by the effort in vocational/technical training."<sup>46</sup> Generally, the system's orientation was for the lower and higher educational levels to produce in effect, a literate population and a large professional class. Little effort had been exerted for vocational/technical training. Vocational schools had yet to prove their effectiveness in supplying the precise skills needed for the economy.<sup>47</sup>

A key recommendation was that high priority for vocational and technical education be given to: planning; establishment of special technical institutes within the national polytechnic system; vocational/technical education; and provision of training

---

<sup>45</sup>Ibid., pp. 78-79.

<sup>46</sup>Ibid., p. 83.

<sup>47</sup>Economic Monitor, "Review for 1967: Chapter V. Education, Manila," in Carson, Story of Philippine Education, p. 68.

programs to meet current and projected requirements for skilled technicians. This called for revisions in the curriculum of secondary and higher education, in relation to vocational training or terminal education.<sup>48</sup>

Higher Education. Higher education in the Philippines is referred to "formal and institutionalized group-study which comes after secondary schooling and require a definite body of high school units for admission as a candidate for academic credit." Terms such as "university," "college" or "collegiate" and "post secondary," also mean higher education.<sup>49</sup> Trends and patterns in Philippine higher education were based upon four basic factors namely: (1) educated manpower, (2) the private sector of higher education, (3) state higher educational institutions, and (4) geographic concentration of educational institutions.

University or college education in the Philippines was considered an important factor for social mobility. Pressure therefore for students to have a college/university education had been building up contributing to increased enrollments, and especially enhanced by an open-entry policy, but regulated to some extent by the ability of parents to pay fees. There was much greater output of graduates than market demands resulting to what had been called the "educated unemployed." One reason for this was that students were not properly counselled in regard to the

---

<sup>48</sup>Ibid., pp. 88-99.

<sup>49</sup>Carson, Introduction to Philippine Education, p. 83.

educational and vocational choices which they had to make. Any normal student would like to go into a field where he/she would like to be, regardless of individual interests and capabilities. The obvious result would be a shortage of technicians and well-trained professionals.

One other pattern of higher education was that the greatest bulk of ownership of higher education institutions was in the hands of the private sector. These private-run institutions were categorized as either church-related, proprietary and foundations. Government influence was only exercised through the Bureau of Private Schools which only acted as a "licensing authority to grant degrees, establish schools, and institute programs," and without the adequate staffing and facilities necessary to enforce its regulations among numerous private institutions.<sup>50,51</sup>

Another factor that affected the pattern of higher education was the undue concentration of higher education enrollment in Greater Manila with the consequence of an overcrowding of institutions and unequal utilization of facilities and resources. Consequently, regional institutions developed slowly. This then, aggravated the regional "brain-

---

<sup>50</sup>Although there are two sectors, public and private, about 85 percent of collegiate students are in private institutions of higher learning as stated in Epifania R. Castro Resposo, The Role of Universities in the Developing Philippines (New York: Asia Publishing House, Inc., 1971), p. 31.

<sup>51</sup>Commission Report, Education for National Development, pp. 97-98.

drain" situation in the country -- where rural students wanted to study in the big cities because they thought that there were better and bigger opportunities there.

The areas for reform recommended by the commission for higher education were in the fields of instruction, professional training and research through reorganization, accreditation, coordination and adequate funding. These reforms were aimed at strengthening and developing higher education in these fields. A significant reform recommended was the reorganization of the system in order to classify private institutions into some form of categorization by means of accreditation. A Federation of Accrediting Association (FAA) to coordinate activities and make suggestions for policy recommendations regarding private higher educational institutions would be established for this purpose.

Other recommendations included the establishment of a system of grants-in-aid to accredited associations; provision that the Bureau of Higher Education would supervise institutions that failed to be accredited; establishment of a national admissions policy to govern entrance to higher education institutions; and a system of scholarship, loans and other forms of assistance to students to be established for equal access to educational opportunities for all students, and to make the educational system more responsive to national manpower requirements.<sup>52</sup>

Language of Instruction. The controversy on the use of English or Pilipino as medium of instruction had been an

---

<sup>52</sup>Ibid., pp. 110-118.



overriding issue confronting educational policy makers and the legislature. It seemed that the issue was always more political rather than educational; hence, the commission could not be decisive nor take a stand on the issue because the decision would eventually be decided in the Constitutional Convention of 1971. The issue as to which level of education should Pilipino or English be used as medium of instruction was presented to the convention by the commission. It first recommended that Pilipino be the main language of instruction at the elementary level with the vernacular language to be used in the first two grades. Then, at the secondary and higher levels, Pilipino and English would be used as languages of instruction.<sup>53</sup>

Educational Financial Administration and Logistics. The commission suggested the need for major changes in the national government's involvement in educational investments. With the fast rate of enrollment increase, it was necessary to increase educational expenditures if quality education had to be provided. Considering development requirements and the increasing emphasis on the quality of educational output, i.e., human capital formation, it was anticipated that government financing had to be increased. In such case, there needed to be a restructuring of the financial administration of the government in general and of the educational system in particular to be able to meet the

---

<sup>53</sup>Ibid., pp. 119-121.

increasing educational expenditures.<sup>54</sup>

There were some relevant patterns and features of the financial administration of the educational system found by the commission. First, government had a constitutional and legal commitment to provide universal primary education for its citizens. A major portion of government resources was therefore tied up to elementary education. The commitment of government resources for public schools accounts for more than three fourths of the total population. Still, much more resources had to be allocated to meet the increasing school enrollment.

Secondly, higher education financing relied mostly on student fees as primary source. This reliance on student fees had encouraged institutions to open programs that operated at a low-cost budget. In effect, this pattern was creating an imbalance in the admission and enrollment of students in different areas. More students were flocking to the so called "low-cost" programs such as teacher education, commerce and business, and liberal arts in that order. High investment programs such as medicine and engineering suffered low enrollments.

Thirdly, in essence, there was a poor quality of education, leading to uneven educational standards, and inequalities of educational opportunity. Aid from the government especially for higher education, could not be expected yet. A further implica-

---

<sup>54</sup>A recommendation made by E. Resposo in her book is amending some provisions of the tax system in order to encourage large endowments from philanthropists. (See Resposo, Role of Universities in Developing Philippines, p. 124.)

tion of this was that the government could not be adequately assertive in influencing the direction of higher education, except for regulating functions. One feature that showed a more significant role of the government in higher education was in the maintenance and support of state colleges and universities. These institutions operated under charters and were financed through individual allotments from the general appropriation of the national budget.<sup>55</sup>

Based on these financing patterns, the commission projected that the future direction of educational financing and investment would necessitate the adoption of reforms in three directions: shifts in financing responsibility, development of new revenue sources, and improved operational administration of financial functions. Hence, shifting the responsibility of financing public elementary and secondary education from national to local governments meant more support and concentration on higher education to produce better and more skilled manpower for development needs. Local governments therefore would have to be more creative to find other sources of income aside from real property taxes. New and additional sources of funds for educational programs should be developed. Improvement of the tax system would in effect generate more income for education expenditures and community development projects.<sup>56</sup>

---

<sup>55</sup>Ibid., pp. 125-134. Some examples of this kind of state-run institutions are the University of the Philippines, Central Luzon Agricultural College, Mindanao State University, etc.

<sup>56</sup>Education for National Development, p. 134.

## Project Proposals

Part III of the report Education for National Development: New Patterns, New Directions, included some project proposals identified by the commission for top priority consideration in the light of its policy and program recommendations. The procedure involved in this phase of the survey was first, to identify which were the top priority projects, briefly describe each, highlighting primarily the priority needs for the project and then, indicate on a tentative basis the possible requirements for project implementation. Secondly, after the project identification, detailed feasibility studies were undertaken. The commission then strongly recommended that expert groups be formed to undertake such studies. It presented nineteen project proposals, which included the following:

### A. Elementary and Secondary Education

1. Establishment of new comprehensive high schools.
2. Curriculum Development for secondary schools.
3. The production of basic reading primers and associated materials in each of the vernacular languages for use in Grades I and II to be undertaken immediately.

### B. Higher Education

4. The establishment of an information service that would provide students with adequate and reliable information on: (a) school offerings and possible measures of quality of these offerings; and (b) expected employment opportunities and income potentials corresponding to educational programs.
5. An investigation to be conducted on the internal efficiency and effectiveness of educational programs in relation to human resource requirements for social and economic development on such aspects as:
  - a. size and distribution of the higher education population.
  - b. curriculum reform
  - c. redistribution of programs in the

educational ladder

- d. more efficient utilization of resources through inter-institutional programs and the reorganization of the state colleges and universities.
6. The establishment of a study group to examine the formation and development of consortia.
7. Review of existing entrance policies of teacher training institutions with aim of relating quality entrants to manpower and accreditation requirements.
8. The undertaking of a feasibility study on the open university.

#### C. Vocational/Technical Education

9. Establishment of three special technical institutes.
10. The establishment of a network of special pre-employment training and guidance centers for graduates of technical institutes and other postsecondary schools. Technical training for out-of-school youth will also be provided in such centers.

#### D. Educational Administration and Finance

11. Establishment of an office of planning and research.
12. Development of administrative techniques of decentralization.
13. Development of programs for the improvement of management and financial planning for all schools.
14. A study to develop a system of scholarship, loans and other forms of assistance to qualified and needy students.
15. A study to be undertaken on a national system of compensation for academic staff in both government and non-government institutions to be established by the National Board of Education in accordance with standards set by the Department of Education and Culture.

#### E. Expert Educational Group

15. Creation of an expert educational staff or group.  
A further provision was that unless the president accepted the main policy guidelines recommended, an expert educational group be established to develop detailed program and projects essential to the development of these policies.<sup>57</sup>

---

<sup>57</sup>Ibid., pp. 179-207.

With the task of formulating a set of policy and program recommendations as bases for the project proposals accomplished, the commission strongly endorsed the translation of these recommendations into project feasibility studies and programs of implementation, and most of all, to lay the groundwork for the adoption of a comprehensive educational plan. To undertake this task, the commission recommended that an office or group staffed with experts be created to succeed and follow through the work of the Presidential Commission. It was then the task of the educational system in particular to take up the challenge.

## CHAPTER IV

### THE EDUCATIONAL SYSTEM RESPONDS TO THE RECOMMENDATIONS OF THE COMMISSION

On 21 September 1972, President Ferdinand E. Marcos issued proclamation No. 1081 establishing Martial Law in the country, not only "to save the Republic," but also to build a " New Society."<sup>1</sup>

The New Society envisioned by the President was not really a new society, notwithstanding the fact that it operated under a new constitution.<sup>2</sup> Marcos' over all plan as mapped out in his decrees and executive orders and also gleaned from media reports at that time, was to redress the existing inequities in Philippine society, such as, the social ills brought about by the ineffective implementation of the land reform program of the government, unequal educational opportunities and regional disparities in education. With the imposition of martial law, the government set out to introduce reforms in social, economic and political institutions and build up a new social order.<sup>3</sup> This

---

<sup>1</sup>F. E. Marcos, Notes on the New Society of the Philippines (Manila: Marcos Foundation, Inc, 1971).

<sup>2</sup>Under Martial Law, a new constitution in 1972 was adopted changing the presidential form of government to a parliamentary form.

<sup>3</sup>The "new social order" of Marcos was to be established by controlling such established sources of opposition like the mass media, legislature, student activism, etc.

massive campaign for reforms was summed up in the acronym PLEDGES which stood for: peace and order, land reform, economic reforms, development of moral values, government reforms, educational reforms and social services.

Shortly after the declaration of Martial Law on 22 September 1972, the Department of Education and Culture issued a department order embodying a program of reform intended to make education contribute more substantially to the immediate national effort at reforming society and at meeting current urgencies of the country.<sup>4</sup> The program of reform of the educational system called for a redefinition of educational aims and goals based on the restated national development goals by the commission. The reforms included curricular redirection, revisions in teaching methodology and techniques as well as reforms in educational structure, organization and administration.

Prior to the seventies and martial law regime, the country boasted of certain factors that apparently indicated favorable educational accomplishments -- such as the relatively huge public expenditures in education and a very high participation rate in education. However, the reality was that education was not essentially contributing to national requirements for development, nor was it adequately meeting public expectations.<sup>5</sup>

---

<sup>4</sup>Bienvenido B. Manuel, Juanita S. Guerrero and Minda C. Sutaria, eds. New Thrusts in Philippine Education (Manila: Current Events Digest, 9; revised ed., Manila, Philippines: Herald Publications, Inc. 1974), p. 3.

<sup>5</sup>Ministry of Education and Culture, Report on Educational Development in the Seventies 1970-1979 (Manila: MEC), p. 1.



Education in the Philippines had been criticized for its lack of relevance and its ineffectiveness. Considering the economic development goals of the country, the educational system was not production-oriented. The schools did not prepare the students adequately for further education; its offerings were insufficient for terminal education. It did not even equip the students with essential skills for meeting actual life situations. As admitted by Juan Manuel, former Minister of Education and Culture, education was, in effect, only a preparation for more education. The program he says, is specified as

a means of integrating education and life. The content of all subject areas at all levels shall be related to the conditions of the times, and their implications in or daily lives; to the actual needs of the people, and the local and national problems facing the country, and that the curriculum be viewed not in terms of facts or subject matter to be mastered but in terms of learning to be acquired and applied in meeting everyday situations.<sup>6</sup>

Education therefore had to be relevant to the needs and aims of the New Society. Consequently, the school curricula, both in content and methods of teaching, had to be reoriented and redirected to such needs. There was especially a felt need to redirect the curricula toward a greater recognition of the value of hard work. The whole point was to produce well informed and skilled manpower in order to help in accelerating the nation's socio-economic growth. Education had to be the main vehicle for this production-oriented objective of the New Society.

---

<sup>6</sup>Juan L. Manuel, "At the Crossroads of Philippine Education," in Manuel, et al., New Thrusts in Philippine Education, pp. 4-5.

The Educational Development Decree of 1972 (P.D. No. 6-A).<sup>7</sup>

Significantly then, the Philippines had within its grasp an unprecedented opportunity for massive reform in all aspects of society. Presidential orders and decrees had to be executed or implemented because they were laws of the land.<sup>8</sup> For the educational system, the way was paved for the implementation of such needed reforms.

The general direction of these reforms had been outlined in the recommendations of the Presidential Commission to Survey Philippine Education in its report Education for National Development in 1970. This report was the basis of Presidential Decree No. 6-A, otherwise known as the Educational Development Decree of 1972 (see appendix E). P.D. 6-A was undoubtedly the most significant document on education to come out since the establishment of the contemporary national educational system.<sup>9</sup> It provided the legal basis for the initial implementing of projects, since it substantially incorporated the major proposals and recommendations of the commission for reforms and improvement of the system. A key statement of official policies

---

<sup>7</sup>See appendix E for the full text of Presidential Decree.

<sup>8</sup>Article XVII (Transitory Provisions) Sec. 2, of the 1973 Constitution states that, "All promulgation, orders, decrees, instructions, and acts promulgated, issued, or done by the incumbent President [Marcos] shall be part of the law of the land . . . remain valid, legal, binding . . .," in Jose M. Aruego and Gloria Aruego-Torres, The New Philippine Constitution Explained 1980 revised ed. (Manila, Philippines: University Book Supply, Inc. 1980), p. 501.

<sup>9</sup>Juan L. Manuel, "Philippine Education in the 80s," Fookien Times Philippines Yearbook 1977, p. 304.

can be found in the Declaration of Policy of P.D. 6-A: "The rationale is that improved education will not only impart desirable attitudes, knowledge and skills that will improve labor productivity, but it will also have salutary effects on welfare in such areas as health and nutrition and family planning." The socio-economic and political life of the Filipinos will also be enhanced. In short, education was seen as a vehicle for reforming society and ultimately, achieving national development.<sup>10</sup>

In whatever reforms that were to be made there was a need to make it correspond to the goals of the New Society and its development goals. This meant initially that the aims and goals of education had to be redefined to make education contribute to national development efforts. The aims of education would be the basis on which the fundamental changes and curriculum revisions were to be made in order to make instruction useful and beneficial to the people. As the commission had stated in its report Education for National Development, "the education system, *pari passu*, must then undergo a change in its goals, structure, content and methods to become relevant to the changing society."<sup>11</sup>

The assessment of the educational system made by the commission in 1969 pointed out to a number of substantive

---

<sup>10</sup>Ibid.

<sup>11</sup>Education for National Development, in Narciso Albarracin, "Content of the Curriculum for the New Society", in Manuel, et al, New Thrusts in Philippine Education, p. 10.

imperfections and imbalances in the system.<sup>12</sup> It was evident that educational planning had not been the area of strength of Philippine education as shown by (1) the lack of specific goals for the education system to achieve -- the goals already defined were for the whole social system and hence was impossible for the education system to achieve alone; (2) the inconsistency of educational goals with development priorities; (3) the services provided by education did not effectively respond to manpower requirements; (4) the overcrowding of educational facilities and services in a few centers in the country and an acute lack in many areas; and (5) the lack of a systematic planning and evaluation mechanism.

Thus, Presidential Decree No. 6-A defined the objectives of the educational system in the context of the national development goals of the New Society. To attain these objectives, a Ten-Year Educational Development Program (1973-1982) was formulated and launched by the Department of Education and Culture.<sup>13</sup> This ten-year program was directed toward the improvement of the quality of education in the country. Emphasis of the program was on: improving curricular programs and quality of instruction; upgrading academic standards by selective admission, accreditation process and guidance and counselling program; democratization of educational opportunities by government grants

---

<sup>12</sup>Ministry of Education and Culture, (Philippines), Report on Educational Development in the Seventies (1974), pp. 2-3.

<sup>13</sup>Arthur L. Carson, The Story of Philippine Education (Quezon City: New Day Publishers 1978), p. 23.

and loans to institutions and scholarships to deserving students; and expansion of existing programs.<sup>14</sup> Curricular changes however, were to be introduced at a conservative rate taking into note that massive or total changes in the curriculum could not be made overnight and that this could not be done without serious dislocations in certain aspects of the system, or of related areas of social activity. Even teaching innovations had to be taken at a slow pace.

Following are the redefined educational aims and objectives provided for under P.D. 6-A, which were based on the commission's recommendations.

#### Aims of Education

The commission reported that the country did not have any development goals even at the time the aims of education were being formulated by the Board of National Education in 1957. The educational objectives set forth by the Board were "societal rather than educational tasks."<sup>15</sup> Thus, in the absence of such goals, the development role of education was not defined making it an impossible task for the education sector to respond to the nation's development goals. The commission therefore, recommended the restatement of developmental goals and educational aims,

---

<sup>14</sup>Carson, Story of Philippine Education, p. 24.

<sup>15</sup>Bikas C. Sanyal, Waldo S Perfecto and Adriano A. Arcelo, Higher Education and the Labour Market in the Philippines (Paris: UNESCO; New Delhi: Wiley Eastern Ltd. 1981), p. 3; also in Education for National Development, p. 61.

which were made official by P.D. 6-A.<sup>16</sup> This decree authorized the undertaking of educational development projects and provided guidelines and measures for their implementation and financing. Section 2, of the decree, particularly ensured the maximum contribution of the educational system to the attainment of the nation's development goals, which are: (1) achieving and maintaining an accelerating rate of economic development and social progress; (2) assuring the maximum participation of all the people in the attainment and enjoyment of the benefits of such growth; and (3) strengthening national consciousness and promoting desirable cultural values in a changing world.<sup>17</sup>

Another basis that guided the restatement of the educational aims was the New Labor Code (Presidential Decree 442), which sought among other objectives to maintain through manpower development and employment promotion, a national work force capable of meeting the requirements of national development.<sup>18</sup> Also, the country's Four-Year Development Plan for fiscal years 1974-1977 included programs of manpower and educational reforms which were mainly geared toward developing the needed skills for projected future needs of the economy. The plan stressed the

---

<sup>16</sup>"P.D. 6-A," proclaimed by President Marcos on 29 September 1972, the "Educational Development Decree of 1972," or the "Education Decree of 1972," refer to one and the same thing. The full text of the decree is found in appendix D.

<sup>17</sup>Education for National Development, pp. 62-64.

<sup>18</sup>Manila, UNESCO National Commission of the Philippines, Department of Foreign Affairs, Combining Education and Work Experiences in Asia and Oceania, "Philippines" (Bangkok: UNESCO Regional Office for Education in Asia and Oceania, 1978), p. 2.

need for developing human resources for the promotion of economic development and social progress because it was "in this manner that the people [would] be better equipped for gainful employment as well as be able to share in the fruits of economic advancement.<sup>19</sup>

Thus, in order to attain the national development goals the educational system had to respond in several ways. First, it had to provide for a broad general education that would assist each individual in the peculiar ecology of his/her own society, to (1) attain his/her potential as a human being; (2) enhance the range and quality of individual and group participation in the basic functions of society, and (3) acquire the essential educational foundation for development into a productive and versatile citizen. Secondly, it had to train the nation's manpower in the middle level skills required for national development. Next, it needed to develop the high level professions that would provide leadership for the nation, advance knowledge through research, and apply new knowledge for improving the quality of human life. Finally, it had to respond effectively to changing needs and conditions of the nation through a system of educational planning and evaluation.

Provisions of the constitution of 1973 defined some of the general operational policies by which the government could fulfill its duty and responsibility for providing its citizens

---

<sup>19</sup>Republic of the Philippines, Four-year Development Plan, FY 1974-1977 (Manila, 1973), p. 22, in Ibid.

with a free general education. It was also the basis from which the education sector derived its policies and guidelines for national development. First, all educational institutions were to be under the supervision of and subject to regulation by the state. In turn the state was to establish and maintain a complete, adequate and integrated system of education relevant to the goals of national development.<sup>20</sup> Secondly, the study of the constitution was to be part of the curricula in all schools. All educational institutions were aimed at inculcating love of country, teaching the duties of citizenship, and developing moral character, personal discipline and scientific, technological and vocational efficiency. Next, the state was to maintain a system of free public elementary education and, in areas where finances permitted, establish and maintain a system of free public education at least up to the secondary level. Also, at the option expressed in writing by the parents or guardians, and without cost to them and the government, religion was to be taught to their children or wards in public elementary and high schools as may be provided by law. Finally, the state was to provide citizenship and vocational training to adult citizens and out-of-school youth, and create and maintain scholarships for poor and deserving students.<sup>21</sup>

---

<sup>20</sup>Article XV Section 8, 1 of 1973 Constitution.

<sup>21</sup>Article XV Sect. 8, 1-8 of the 1973 Constitution.



### Achieving the Goals

To attain the goals of the New Society in nation-building, the government pledged to initiate massive reforms in all aspects of Philippine society. These social, economic and educational reforms were carried out under the umbrella of the martial law government. General orders and decrees were issued by the President (Marcos) to carry out the program of the new government in accordance with the spirit and aims of Presidential Decree No. 1081 -- the decree placing the whole Philippines under martial law.<sup>22</sup>

The structure and function of the different government offices were reorganized with the implementation of Presidential Decree No. 1. Thus, the Department of Education underwent a number of changes. First, its name was changed to the Department of Education and Culture (DEC), in order to stress its major role in the economic and cultural development of the country. Some offices were abolished; some created; and functions were transferred from one office to another. The main goal of these changes was to make the newly organized DEC responsible for developing and implementing programs of education and culture based on the general objectives and policies formulated by the National Board of Education. With the adoption of the Integrated Plan of the Department of Education and Culture, the basic policies on education in the New Society were proclaimed. The

---

<sup>22</sup>Herman C. Gregorio and Cornelia M. Gregorio, Introduction to Education in Philippine Setting (Quezon City, Philippines: Garcia Publishing Company, 1976), p. 56.

fundamental aims of the Integrated Plan were to provide educational opportunities to allow the citizens to participate actively in civic affairs and to develop skilled manpower.

To facilitate the administration of the school system, the country was at first, divided into eleven geographic regions under the direct control and supervision of a Regional Director, and an Assistant Director. Both offices were filled by presidential appointees through the recommendation of the secretary of the DEC.<sup>23</sup>

The Department of Education and Culture officials and military authorities started to implement the presidential decrees and orders as soon as schools were authorized to resume classes in the latter part of September 1972, when the martial law was declared. School heads were authorized to expel, dismiss or suspend indefinitely, any faculty members, employees or students who, after proper investigation were found to have been engaged in subversive or illegal activities. There were strict orders to comply with requirements and standard operating procedures defined in the presidential decrees and orders. School heads also, were subject or liable to legal action if they failed to comply with these orders and decrees.<sup>24</sup>

---

<sup>23</sup>The eleven regions have been enumerated in Chapter II. There are now thirteen regions, with Metro Manila as a separate region -- the National Central Region.

<sup>24</sup>The term subversive at that time, referred to student activities that were anti-government, such as student demonstrations and rallies denouncing the martial law government under Marcos. When schools opened days later after martial law was declared on 22 September 1972, student organizations and

P. D. 6-A (Section 2) called for the improvement of the curricula for all levels; upgrading of academic standards through accreditation schemes, admission testing and guidance counseling; democratizing access to educational opportunities; the restructuring of higher education to become more responsive to the national development needs; an expansion of the existing programs and establishment of new ones designed to train middle-level technical and cultural manpower; and to institute reforms in the educational financial system to facilitate the shift of funding responsibility for elementary and secondary education from the national to the local government.

For the effective implementation of the aforementioned plan of action, education officials tried to tailor the different aspects of the curriculum toward national development goals. This program of reforms in education called for curricular redirection and revisions.

Aside from the Department of Education and Culture (DEC), other government agencies were created and charged with the task of pursuing a well-ordered program of economic development. The National Economic Development Authority (NEDA) was organized to facilitate the accomplishment of the economic development of the country. The National Board of Education (NBE), which was formerly the Board of National Education, was reorganized under

---

activities were permitted to continue or be organized, but with special permission from the Philippine military (Philippine Constabulary). There were requirements, under standard operating procedures, for schools to follow, such as the using of I.D.s when entering school compounds or campuses.

p.D. 1, dated 24 September 1972, and strengthened as the ultimate authority in a programmed development of education. It was responsible for the task of formulating educational objectives and policies consistent with the development goals and aims and providing policy guidelines in the administration and implementation of such program of reform.<sup>25</sup>

In order to facilitate the attainment of the objectives of the Educational Decree (P.D. 6-A), an Education Special Committee was created. It was composed of the Secretary of Education and Culture, Secretary of Finance, and the Commissioner of the Budget. Its functions were to approve and evaluate specific projects endorsed by the National Board of Education, and administer the Educational Institutions Development Fund.

To discharge its functions, the NBE was assisted by the Planning Service in the DEC. Agencies or offices for project implementation, such as the Educational Development Projects Implementing Task Force (EDPITAF), were organized or created.<sup>26</sup> The latter was established under the office of the Secretary of Education and Culture and staffed by a director and technical staff, to supervise and implement foreign-assisted development projects in addition to other development projects that were assigned to it by the Secretary of Education and Culture.<sup>27</sup>

---

<sup>25</sup>Gregorio, Introduction to Education, p. 29.

<sup>26</sup>The creation of the EDPITAF was also pursuant to Presidential Decree No. 6, dated 29 September 1972.

<sup>27</sup>Introduction to Education, p. 30.

The Role of the Schools in Accomplishing the Education Aims

Originally, the major concern for instituting reforms in the Philippines was to improve the socioeconomic lives of the Filipinos. The idea of a New Society, was seen as a developmental movement.<sup>28</sup> Many at first, accepted it in good faith. The Filipinos believed that changes were imperative in order to attain national development and progress. Besides, the original policies mapped out to attain the New Society goals were a "convincing" means to achieve such goals. Reforms were therefore inevitable, but the manner or method to bring about such changes was not clearly defined. A clear understanding and profound appreciation of the legitimate goals of the New Society were requisite to sincere personal commitment and meaningful involvement in pursuing them. It was also believed that the education sector was a significant area and agent of change. Indeed, education had always been a subject of criticism especially during pre-martial law times. Criticisms were always centered on the curriculum which was considered irrelevant and which could not solve the many and ever-increasing societal problems.<sup>29</sup>

---

<sup>28</sup>Benjamin Navarro Muego, "The 'New Society' of the Philippines: A Case Study of a Developmental Regime" (Ph. D. dissertation, Southern Illinois University, 1975).

<sup>29</sup>During the martial law regime, one would be considered "undesirable" if questions were raised pertaining to orders issued. There was a conscious atmosphere and perceived feeling of the "accepting-or-else" kind.

Department Order No. 6, s. 1973 was issued by Secretary of Education and Culture, Juan Manuel, to implement the needed reforms in the education sector. The order underscored the central role that the school was to play in fulfilling the goals of the New Society. The schools were expected to strive to maximize their contributions for the development of the New Society. Some educational innovations were emphasized by this order such as: the reexamination and redirection of the curricula to make it more supportive of the New Society's goals; upgrading and revising teaching methodology to make it more productive of results; and restructuring the administrative organization and management to meet the demands and standards of the New Society.<sup>30</sup>

Several elementary and secondary schools were to lead in the implementation of educational reforms through the pupils and students. This was due to the fact that the elementary pupils and secondary students constituted the larger portion of the school population. The teachers acted as the agents of the system to carry out the orders and make use of the students to propagate and complement the essence and substance of the decrees.

In the program of educational reform, it was specified that, "as a means of integrating education and life, the content of all subject areas at all levels shall be related to the conditions of the times, and their implications in our daily lives; to the

---

<sup>30</sup>Sutaria, "Curricular Imperatives of the New Society," in Manuel, et. al, New Thrusts in Philippine Education, p. 32.

actual needs of the people, and the local and national problems facing the country." It was also stated that the curriculum was to be viewed in terms of its interpretation and application to meet everyday life situations.<sup>31</sup> This directive did not involve any drastic change in the curriculum. Instead, gradual modifications in the educational system were introduced. One aspect of curricular change was giving added emphasis to work activities in all levels, hence the introduction of the Youth Civic Action Program (YCAP), where the youth from all levels were made to be more active in school and community projects.<sup>32</sup> In the public schools, it was required that at least one period a week in all subjects be directed to actual work activity. The purpose was two-fold: to develop the necessary basic skills and understandings to realize some actual earning from the activity; and to promote the desired values specifically in the matter of correcting the notion that gives status to white collar jobs and denigrates manual activity. Basically then, the schools were required to implement the orders that were issued through channels, i.e., from the department office down to the district levels for both public and private schools. The interpretation of this work activity in the schools took different forms. Some

---

<sup>31</sup>Manuel, "Crossroads," in *Ibid.*, pp. 4-5.

<sup>32</sup>Detailed discussion of the activities under the YCAP Program will be found in the following chapter.

schools hardly implemented them because they were impractical or because the school lacked the proper setting.<sup>33</sup>

School personnel and teachers had to undergo various seminars and conferences in order to know what and how to implement these programs. The Department of Education especially, had to organize several "Task Forces" for various programs, such as textbook preparation, curriculum revision, etc. Other activities sponsored and introduced by the department will be discussed in a later chapter.

#### Education and the 1973 Constitution

Education sector had to make changes and innovations in the school curriculum to correspond to the changes in the goals of the New Society and the aims of education; and to make instruction useful and beneficial to the people. As the country was engaged in the building of a new society and in "relevantizing" education, the curriculum had to give vigor and effectiveness to those efforts, such as integrating subjects that were also considered problems of the society.<sup>34</sup>

---

<sup>33</sup>One example is the Green Revolution program to be implemented in all schools. There was a requirement to plant ornamental trees, fruit trees, vegetables, etc. in one's backyard or in the school grounds. However, some homes or schools had concrete yards, or no space at all. Students then, were told to plant vegetables in flower pots, or plant trees in somebody else's farm -- provided that the student could show evidence that he/she had done the requirement.

<sup>34</sup>Narciso Albarracin, "Content of the Curriculum for the New Society," In Juan L. Manuel et al, New Thrusts in Philippine Education (Manila: Herald Publications Inc. 1974), p. 10.



One basic consideration in the determination of the content of the curriculum was the 1973 constitution, because it had a number of provisions which strongly implied a particular curricula content for education in the New Society. These provisions are found in parts, of Articles II, V, XV, and XVII listed below.

ART. II. - Declaration of Principles and State Policies

Sec. 4. The State shall strengthen the family as a basic social institution. The natural right and duty of parents in the rearing of the youth for civic efficiency and the development of moral character shall receive the aid and support of the Government.

Sec. 5. The State recognizes the vital role of the youth in nation-building and shall promote their physical, intellectual, and social well-being.

Sec. 7. The State shall establish, maintain, and ensure adequate social services in the field of education, health, housing, employment, welfare, and social security to guarantee the enjoyment of the people of a decent standard of living.

ART. V - Duties and Obligations of Citizens

Sec. 1. It shall be the duty of the citizens to be loyal to Republic and to honor the Philippine flag, to defend the State and contribute to its development and welfare, to uphold the Constitution and obey the laws, and to cooperate with the duly constituted authorities in the attainment and preservation of a just and orderly society.

Sec. 3. It shall be the duty of every citizen to engage in gainful work to assure himself and his family a life worthy of human dignity.

ART. XV - General Provisions

Sec. 3. (1) This Constitution shall be officially promulgated in English and in Pilipino, and translated into each dialect spoken by over fifty thousand people, and into Spanish and Arabic. In case of conflict, the English text shall prevail.

(2) The National Assembly shall take steps toward the development and formal adoption of a common national language to be known as Pilipino.

(3) Until otherwise provided by law, English and Pilipino shall be the official languages.

Sec. 8. (1) All educational institutions shall be under the supervision of, and subject to regulation by the State. The State shall establish and maintain a complete, adequate, and integrated system of education relevant to the goals of national development.

(2) All institutions of higher learning shall enjoy academic freedom.

(3) The study of the Constitution shall be part of the curricula in all schools.

(4) All educational institutions shall aim to inculcate love of country, teach the duties of citizenship, and develop moral character, personal discipline, and scientific, technological, and vocational efficiency.

(5) The State shall maintain a system of free public elementary education and, in areas where finances permit, establish and maintain a system of free public education at least up to the secondary level.

(6) The State shall provide citizenship and vocational training to adult citizens and out-of-school youth, and create and maintain scholarship for poor and deserving students.

(7) Educational institutions, other than those established by religious orders, mission boards, and charitable organizations, shall be owned solely by citizens of the Philippines, or corporations or associations sixty per centum of the capital of which is owned by such citizens. The control and administration of educational institutions shall be vested in citizens of the Philippines. No educational institution shall be established exclusively for aliens, and no group of aliens shall comprise more than one-third of the enrollment in any school. The provisions of this sub-section shall not apply to schools established for foreign diplomatic personnel and their dependents and, unless otherwise provided by law, for other foreign temporary residents.

(8) At the option expressed in writing by the parents or guardians, and without cost to them and the Government, religion shall be taught to their children or wards in public elementary and high schools as may be provided by law.

Sec. 9. (1) The State shall promote scientific research and invention. The advancement of science and technology shall have priority in the national development.

(2) Filipino culture shall be preserved and developed for national identity. Arts and letters shall be under the patronage of the State.

(3) The exclusive right to inventions, writings, and artistic creations shall be secured to inventors, authors, and artists for a limited period. Scholarships, grants-in-aid, or other forms of incentives shall be provided for specially gifted citizens.

Sec. 11. The State shall consider the customs, traditions, beliefs, and interests of national cultural communities in the formulation and implementation of state policies.

Sec. 13. (1) The armed forces of the Philippines shall include a citizens army composed of all able-bodied citizens of the Philippines who shall undergo military training as may be provided by law. It shall keep a regular force necessary for the security of the State.

(2) The citizens army shall have a corps of trained officers and men in active duty status as may be necessary to train, service, and keep it in reasonable preparedness at all times.

#### ART. XVII - Transitory Provisions

Sec. 3 (2) all proclamations, orders, decrees, instructions, acts promulgated, issued, or done by the incumbent President shall be part of the law of the land, and shall remain valid, legal, binding, and effective even after lifting of martial law or the ratification of this Constitution, unless modified, revoked, or superseded by subsequent proclamations, orders, decrees, instructions, or other acts of the incumbent President, or unless expressly and explicitly

modified or repealed by the regular National Assembly.<sup>35</sup>

Hence, the philosophy of education under the New Society-- that education should be realistic or functional -- defined the

---

<sup>35</sup>The Development of the Philippine Constitution, NMPC, 1974), pp. 201-224.

The 1935 constitution also included some of the basic provisions for education before 1972. (see The Development of the Philippine Constitution, 1935 Constitution (NMPC, 1974). Contents of the curriculum in the New Society, however, still reflected some of these provisions:

Art. II -- Declaration of Principles

Sec. 4. The natural right and duty of parents in rearing of the youth for civic efficiency should receive the aid and support of the government.

Art. XIV -- General Provisions

Sec. 3. The Congress shall take steps toward the development and adoption of a common national language based on one of the existing native languages. Until otherwise provided by law, English and Spanish shall continue as official languages.

Sec. 4. The State shall promote scientific research and invention. Arts and letters shall be under its patronage. The exclusive right to writings and inventions shall be secured to authors and inventors for a limited period.

Sec. 5. All educational institutions shall be under the supervision of and subject to regulation by the State. The Government shall establish and maintain a complete and adequate system of public education, and shall provide at least free public primary instruction, and citizenship training to adult citizens. All schools shall aim to develop moral character, personal discipline, civic conscience, and vocational efficiency, and to teach the duties of citizenship. Optional religious instruction shall be maintained in the public schools as now authorized by law. Universities established by the State shall enjoy academic freedom. The State shall create scholarships in arts, science, and letters for specially gifted citizens.

ultimate and immediate aims of education. The new constitutional mandate to provide education for its citizens also meant a modification of the classical curriculum and suggested a different conception of the relations among the individual, the social order, and economic development.<sup>36</sup> As education was an instrument in the building of the new social order, the content of the curriculum under the New Society, which all schools had to adopt, had to reflect the provisions of the 1973 constitution. This, in effect, resulted in the categorization of curriculum content. One category included the present curriculum which had withstood the test of time and change and the proposed new content. Since the New Society was not revolutionary but evolutionary in character, much of the old content had to remain visible.<sup>37</sup> Some examples of the new content centered around "relevantizing" education to the goals of national development; stressing scientific, technological and vocational efficiency; preserving and developing Filipino culture. To "relevantize" education, courses such as Population Education, Taxation, Nutrition Education, Food Production, Cooperative Education, Consumer Education were taught at the three levels of education.

In addition, the content was supposed to enhance Filipinism and nationalism. Therefore in a move to "filipinize" education, an order from the DEC required that all textbooks for all levels of education should be of Filipino authorship. The result was a

---

<sup>36</sup>Gregorio, Introduction to Education, p. 68.

<sup>37</sup>Ibid. p. 13.

mushrooming of textbook authors, publishers and distributors. These texts, however, had to be approved by the textbook division, before being distributed to schools for use. Most of the books written by Filipino authors were texts for communication arts: English and Pilipino, social studies, history, and government. These were immediately adopted. There were also homeroom guidelines that were immediately used. These were texts that were used in both public and private schools. The books for the sciences such as arithmetic and physics were gradually written by Filipinos, but basic texts were still those of foreign authorship and not uniformly required.

The content that related to the redirection and achievement of the goals of a new social order was another category. Courses such as the Youth Development (YDT) and Citizens Army Training (CAT) were required for all high school graduates.<sup>38</sup> The physical education program was revised to include health, music, and scouting.<sup>39</sup>

Finally, the last content category pertained to the attainment of the right moral and ethical values; the proper behavior, and the right skills in order to be an effective and contributing member of society. The homeroom period was to deal with this, as was the Youth Civic Action Program.

---

<sup>38</sup>This was to implement the 1973 constitution provision on keeping a regular force for the security of the state (see 1973 constitution, Sec. 13, 1-2.

<sup>39</sup>Albaraccin, "Content of the Curriculum for the New Society," in Manuel, New Thrusts in Philippine Education, p. 14.

The constitutional provisions in effect placed a great responsibility on the education system to educate its citizens which comprise the country's human resources. "All developmental goals enshrined in the new constitution [were] designed for the mass of citizens. All governmental efforts [were] geared toward giving them a better life. In a fundamental way, these [were] the very reasons for the new constitution."<sup>40</sup>

#### Other Developmental Thrusts of the New Society

We assume that the most fundamental objective of education is the development of the individual's potential which will simultaneously improve society. Thus, educational policies in the New Society had been geared to the accomplishment of better manpower production through the understanding by the student of current national problems. The slogan "Education for Development" reflected the country's preoccupation with development especially after 1975. Education was after all, the main vehicle to attain the national development goals of the New Society. It should also be noted that one of the first set of educational projects covered by the Educational Development Decree of 1972, was the establishment of the Educational Development Council to coordinate curriculum and staff development activities.

Schools were not the only means of achieving new goals. Other government agencies such as the National Economic

---

<sup>40</sup>Demetrio Quirino, Jr, "Population Quality," in The Development of the Philippine Constitution (National Media Production Center, 1974), p. 173.

Development Authority, the Department of Local Government and Community Development, with the Ministry of Education and Culture (MECS) through the different regional offices set up development programs and projects according to the needs and resources of the region. Development activities, therefore, were varied from region to region. For example, during an echo seminar (seminar given by a participant of the original seminar) delivered at a regional conference for Region I, the term "development" was defined as: (1) promoting better quality of life for the people; (2) making people aware of their responsibilities in building a democratic society; (3) promoting justice, fairness, concern for others, and respect for duly constituted authority; and (4) promoting national unity -- Isang Bansa, Isang Diwa (One nation, one ideal).<sup>41,42</sup>

The various interpretations of this definition of development in each region of the country had nevertheless the same theme - development through education. The main thrusts of these development efforts were toward: (1) ecological development; (2) countryside development; (3) barangay (barrio or

---

<sup>41</sup>Bernardino M. Reyes, "Development Through Education", talk delivered at a Ministry of Education and Culture Region I Conference, 1980.

<sup>42</sup>This writer is from Region II, but the seminar attended was in Region I. Hence, the contents of the seminar were tailored for that particular Region. It was, however, practical in that some aspects of the seminar could be applied on a broad level. Also, in a previous statement, it was pointed out that development activities were tailored to the needs of the region.



grassroots) development; (4) economic development; (5) youth development; and (6) reforms in government service.<sup>43</sup>

Ecological development included development of the community of man -- for the people, and making it a better place to live. First, man/woman had to improve his/her life by improving his/her immediate surroundings: the family, then the community, the country and the world as a whole. Secondly, the improvement had to be within bounds of logic, reason, sanity and the capability of the world we live in.

Development of the countryside referred to the development of the different regions particularly in the rural areas. This would mean also regional dispersal, i.e., not concentrating commerce, industries and educational facilities/institutions especially of higher learning, in urban areas. Attention was to be toward the development of the rural areas for better roads, health and educational facilities and rural electrification.

The government also involved the people in the grassroots level. Barangay development stressed better participation of the people in the lower levels of government, especially the barangay or village, barrio government.<sup>44</sup>

Economic development involved a nation-wide land reform, tourism development and a shift from traditional exports, such as

---

<sup>43</sup>Ibid.

<sup>44</sup>The term barangay had been used in the olden times of Philippine history. It referred to the small communities. As they became more organized, the term was used to refer to the basic unit of government.

oil, sugar, lumber and gold to nontraditional exports like manufacturing products - automotive parts, digital clocks, etc.

One other main thrust of education was to develop cultural programs which were also vital aspects in the growth of a society or in the development of a nation. The agencies that were responsible for the ministry's cultural programs were the National Museum, the National Historical Institute, the Institute of National Language, and the National Library (see structure and organization of the MEC, Chart VII in chapter II). For these cultural agencies to be able to assist the ministry efficiently and effectively in its many responsibilities in matters having to do with cultural interest and development, they had to remain alert to changing needs and be constantly in search for ways to make cultural programs and activities more effective and less costly. The cultural agencies of the MEC are responsible for the promotion of cultural and intellectual cooperation in the promotion of cultural research and publication of materials. The cultural activities of the ministry, therefore, had to make all cultural and historical works adjunct to the country's educational system. By pursuing these various cultural activities, programs and projects, the cultural institutions could provide the studentry at the three levels of the educational system, as well as the general populace, with an educational service of improving quality education.<sup>45</sup>

---

<sup>45</sup>Serafin D. Quison, "The Cultural Agencies under the MECS," Education and Culture Journal, pp. 73-78.

The function of education in the development of sports in the Philippines is conceived and expressed in its conceptual framework: "Education for All" and "Sports for All."<sup>46</sup> These programs for sports are implemented in the physical education subject, a required course for all students at all levels (except graduate students). It is in this program that basic skills and knowledge are acquired for lifetime participation in sports. The agency responsible for the implementation of this program within the school system and the community, is the Bureau of Sports Development.

In summary, the state recognized the vital role of the youth in nation-building, and thus promoted their physical, intellectual, and social well-being. In order for the youth to contribute to national progress, they had to be involved in government affairs and in productive jobs. It had been aptly observed that the country was a young country because its people were composed mostly of the youth. It was also said that a country could be strong and viable, and would be able to surmount difficulties only if the youth were prepared and at the same time

---

<sup>46</sup>The principle of "Sports for All" is a universal declaration which states that "the practice of sports is a fundamental right for all, and this right is not different in principle from the right to adequate food, shelter and medical care," in UNESCO Charter of Sports for All, adopted in Brisbane, Australia, 1982, in Aparicio H. Mequi, "Crisis in Philippine Sports: A Lack of Unanimity in Purposes and Priorities," in Education and Culture Journal, pp. 79-85.

strong. It was provided in the constitution that the youth would be given aid and support in education.

Aside from government policies on education, the constitution also provided for the establishment and maintenance of adequate social services to guarantee the enjoyment of a decent standard of life for the people. There are declared state policies to this effect which are implemented by various government agencies whose duties were prescribed by the constitution to develop the country's human resources. Hence, broadly stated, education in the New Society, was for the improvement of the quality of human life; in the words of the former First Lady, Imelda Marcos -- to build a compassionate society, "a true, good and beautiful community."<sup>47</sup>

---

<sup>47</sup>Sutaria, "Curricular Imperatives of the New Society," in Manuel, et. al, New Thrust, p. 32.

## CHAPTER V

### DEVELOPMENT EFFORTS IN EDUCATION

It may be recalled that the 1970s constituted a period of redirection and adjustment in the Philippine educational system's aims, reorganization in structure of the Ministry of Education and Culture (MEC) and various curricular reforms in all educational levels.

Previous efforts at educational reform had been hampered by certain factors such as the political culture which allowed powerful vested interests and certain political quarters to dominate government decisions and actions. Pressure from such groups obstructed the passage of bills vital to the advancement of education. A number of laws of uncertain value were passed. For example, special schools were established in areas where conditions did not warrant their establishment, and some schools became state colleges named after some of the powerful people in the government.<sup>1</sup>

The early 1970s was termed a "period of new optimism in education."<sup>2</sup> While certain significant developments during this period tended to hamper reforms in education, other developments spurred new and vigorous efforts for educational reforms. Among such developments were the issuing of presidential decrees and

---

<sup>1</sup>MEC: Manila, Philippines, Report on Educational Developments in the Seventies, 1970-1979, p. 3.

<sup>2</sup>Ibid., p. 4.

supporting general orders and letters of instruction issued in quick succession, which in effect cleared the way for a new climate of order. Many of the decrees and other developments were notable in paving the way for the implementation of reforms in the government and education, especially those outlined in the presidential commission's landmark report in 1970, Education for National Development.<sup>3</sup> The pace of reform was slow, but it gained momentum with the implementation of the plan for massive reorganization of the administrative structure of the then Department of Education and the reorientation of its personnel its programs.<sup>4</sup> This reform in the administrative organization and structure of the MEC, conformably to P. D. No. 1, was implemented in 1973.<sup>5</sup>

The reorganization, designed to achieve greater economy and efficiency in the service, called for the establishing of thirteen regional offices, and corresponding decentralization of a number of functions, the replacement of the line bureaus and the establishment of services for planning, administration, financial management and information and publication. The MEC then had increased capacity to move forward with the massive reorientation of its personnel on the new commitment required in public service in line with the government's thrusts on political, social and cultural development. In 1977, this

---

<sup>3</sup>Ibid., pp. 2-8.

<sup>4</sup>Priorities and Prospects for Development, p. 292.

<sup>5</sup>Report on Educational Developments, p. 9.

reorientation program was carried down to the teacher level. The principal aim of these programs was to enable teachers to infuse their teaching with the imperative attitudes and values in the New Society. Substantial salary increases of teachers and school officials added more incentive for more active and better involvement in programs for the New Society (see Table V). By way of comparison, the increase in basic pay from 1960-1969 was about 25 percent. The table indicates that the increase in teachers' salary from 1972 to 1979 was about 90 percent, an increase of about 287 pesos.<sup>6</sup>

In the field of financial and management improvement, considerable simplification was achieved with the decentralization of many functions, which used to be done in Manila, to the regional offices. There was increased financial assistance to provincial, municipal, city, and barangay (barrio) high schools from 1971-1980. The MEC believed that improved education would have important effects not only on labor productivity, but also on the general welfare of the people. Thus, the Ministry of Education and Culture launched several major educational reforms and encouraged schools to implement innovative strategies.

---

<sup>6</sup>Ibid. p. 14. Also note that the amounts indicated in the table are in Philippine pesos.

TABLE V  
Salary Increases of Teachers  
1972-1979

	1972	1976	1977	1978	1979
Teacher 3	316	426	517	574	603
Teacher 4	347	470	572	603	634
Teacher 5	367	494	600	634	666
Head Teacher 3	367	494	600	634	666
Head Teacher 4	386	520	610	666	736
Head Teacher 5	426	546	622	736	774
Elem. School Principal I	426	546	640	736	774
Elem. School Principal II	494	634	666	813	855
Elem. School Principal III	546	600	759	898	944
District Supervisor	597	700	773	992	1043
Division Supervisor	603	736	812	992 plus merit increase	1096

Source: Report on Educational Development in the Seventies 1970-1979, p. 14.



### Educational Reforms

Education must respond to the needs and requirements of the society it serves. Any changes in society call for corresponding changes in educational policy and direction. The concept of development has had a distinctive meaning in the New Society which gave the educational system both the redirection and reassurance it needed. It meant the responsibility of the education sector to help the country recover from the economic crisis of the pre-1972 years. From the economists' standard of measure for economic growth and development, "raising the Gross National Product," in order "to insure national survival and material strength became the compelling motivation of national planning and implementation." With national development goals more clearly defined, education found the necessary guidance and basis for instituting important reforms in the system. Such reforms, while reflecting the basic thrusts of government in all social and economic areas, were designed to achieve above all, a reorientation of the people's values, attitudes and habits.<sup>7</sup>

Even as a country may pursue various development programs, such as infrastructure constructions, industrialization, use of new technology in agriculture, it is really the extent of the

---

<sup>7</sup>Alfredo T. Morales, and Lourdes S. Sumagaysay, "Perspectives on Educational Innovation in the Philippines," paper read in the National Seminar on Educational Innovation for Development, DEC, Manila, 5-6 January, 1976, in Department of Education and Culture, Educational Innovation for Development: Perspectives, Community Outreach, Curriculum Planning and Management, Report of National Seminar on Educational Innovation for Development, 5-6 January 1976, (Manila, Philippines: National Research and Development Centre for Teacher Education, 1976).

development of the country's human resources that will, in the final analysis, determine that country's development. The value of education in this regard is underscored.

Some of the educational reforms launched under the DEC in response to the recommendation of the PCSPE were: (1) curricular reforms, (2) The National College Entrance Examination (NCEE), (3) bilingual education, (4) Youth Civic Action Program (YCAP), (5) democratizing access to education, and non-formal education.

### Curricular Reforms

In Department Order No. 6. s. 1973 of the Department of Education and Culture, the following specific guidelines for curricular redirection were underscored. First, there should be greater emphasis on the development of moral and ethical values. Secondly, there should be an integration of real life situations in all subject matter content. Third, the curriculum should include subjects expressing the urgent needs and problems of the country, such as population education, food production, and tax consciousness, or others that may be suggested by the department. Next, the curriculum should be production-oriented, with an emphasis on youth participation in community affairs. Finally, there should be non-formal education or extension-services for the out-of-school youth.

The DEC then adopted a number of changes in the curricula aimed toward raising the quality of educational services and meeting demands for greater relevance in education. Some of the

curricular reforms that were instituted and aimed at: (1) enriching the curriculum with a content that reflected new economic and social reforms; (2) implementing work-oriented teaching approaches and programs particularly in elementary and secondary levels; (3) adopting a single-track general education program for secondary schools that would emphasize work activities, pre-vocational training, strong values orientation, youth development and citizens army training; and (4) including Youth Civic Action Program (YCAP) activities in all levels and making civic action work a requirement for graduation from college.<sup>8</sup> These curricular reforms were implemented in each of the educational levels.

Curricular Enrichment. A principal aspect of curricular reforms was the integration in relevant subject areas of content, that reflected government thrusts and social and economic reforms designed to achieve national goals more efficiently. Integration was aimed at "relevantizing" education to the needs and situation of the country. Some of the new content integrated in relevant subject areas were: agrarian reform, population education, nutrition education, food production/green revolution, environmental education including reforestation, taxation education, tourism, drug education, cooperative education, wise conservation and utilization of natural resources, consumer education and Buy-Filipino movement. These content areas

---

<sup>8</sup>CSC-DEC Jet Continuing Program Through Distance Teaching, Learning Package No. 9, Educational Reforms, (Manila:NMPC), p.2.

integrated in relevant subject areas were intended to make the youth aware of the nation's problems. It was the primary responsibility of education to inform its citizens about the problems of society and be informed of the alarming consequences for the country and themselves and hence be able to respond and contribute to its resolution.

More and more, it was believed that education should reflect the changing nature and needs of society and the total environment. Book learning in the classrooms was to be supplemented by actual practice. If schoolchildren were aware of the dire consequences of overpopulation, or environmental pollution, they would take the necessary measures, as adults, to reduce population growth rates or minimize the effects of pollution. The curricular enrichment, therefore, was designed to make students understand better the conditions around them and, hopefully, respond in a responsible way. In line with the provisions of the constitution, the study of the 1973 constitution was required in all levels toward making every citizen aware not only of the fundamental law of the land but also of his rights, duties and responsibilities.<sup>9</sup>

Work-Oriented Programs. Work education had always been a part of the school curriculum since public education was introduced in the country. However, it was not a well-developed program. Under the program of educational reforms, guidelines

---

<sup>9</sup>Article XV, Sect. 8 (3) of 1973 constitution states that, "the study of the Constitution shall be part of the curricula in all schools."

issued under Department Order No. 6, s. 1973, still pointed out the need for a curriculum that would be value- and work-oriented. The adoption of the work-oriented programs and teaching approaches was designed to enable the school system to contribute more effectively to the demands of the country's national economic development. It aimed at developing in children an awareness of the value and the dignity of work, particularly manual work. This curricular reform was thus designed to correct the prevailing attitudes which did not recognize the value of work. It also aimed at correcting the national situation of a large number of unemployed graduates not meeting a corresponding large number of job requirements.

Teachers were allowed to institute programs requiring considerable time -- even 40 percent of the total school time in actual productive work. Children who did work, such as helping in planting or harvesting, were given educational credit for such work. Among the approaches suggested to implement the work orientation were: the enrichment of the curriculum through integrating work concepts, or inclusion of additional units in work education; the use of theory and practice scheme, (the practicum concept); and developing a core curriculum based on community resources or activities which would be invariably work-related.<sup>10</sup>

The objective of work experience was to develop among the Young an appreciation for work and be responsible in maintaining

---

<sup>10</sup>CSC-DEC, Educational Reforms, p. 2.

an attractive and safe environment.<sup>11</sup> Schools literally implemented this concept and objective. In one such instance, at a rural public elementary school where the writer attended, work education was usually the period before the noon time break. Pupils were told to carry stones from the river for paving a flower terrace for school beautification, and building stone walls or steps. Likewise, a grade one class that was attended by this writer, all the pupils were told to carry stones from the river during the work education period, but the writer was assigned as the "checker" or sweeper of the room because the river was far and she could not carry a stone bigger than the textbook used. This was also a typical solution for pupils who were not strong enough to handle physical work. On other days, depending on the time of the year, pupils had to cut the tall grass around the school surroundings in particular areas assigned to their class.

Work education also meant polishing or scrubbing the school corridors with coconut husks especially when a school official was visiting. This was the work education period -- always trying to keep the pupils "do something" to pass the time, but with no productive effect on the community. This writer can only speculate from such an experience what other schools with lesser and/or poorer facilities were "doing" during work education periods. The whole concept of the work-oriented curriculum

---

<sup>11</sup>Juan L. Manuel, Source Book in Philippine Education (Manila, 1973), p. 220, in UNESCO, Combining Education and Work.

therefore revolved around the knowledge that work orientation is to be productive and developmental. This developmental process was to start in kindergarten or grade one, and continue from grade to grade, with work concepts, habits, and skills growing in complexity in corresponding and increasingly richer and more varied activities of the curriculum in all school levels.<sup>12</sup>

In later years, the work-oriented curriculum was implemented in at least five varied ways: (1) by integrating work experiences in the different subject disciplines, (2) by using work activities as the core or matrix of learning experiences with other subject areas, depending on the relevance of content, used for enrichment or as tools, (3) by using part of the day for academic work and part of the day for work activities -- the fifty-fifty or half-half plan, following the theory-and-practice scheme, (4) by voluntary and active participation in civic action activities which was reported in the same manner as the conduct assignment in character education, and (5) through the special subjects medium. This program continues today. In the elementary school level, work experiences are integrated in all school subjects. One period a week is devoted to actual work in every subject (see Table VI).

---

<sup>12</sup>Josefina R. Navarro, "The Work Oriented Curriculum," in Manuel, et al, Thrusts in Education under the New Society. p. 57.

TABLE VI  
Elementary School Curriculum  
Time Allotment -- Minutes Per Day

Subject Areas	Daily Time Allotment				
	I	II	III	IV	V-VI
Opening Activities	20	20	20	20	20
Communication Arts (English)	60	60	60	50	60
Communication Arts (Pilipino)	60	60	60	50	60
Mathematics	40	40	40	50	50
Physical Education	30	30	30	30	30
Music and Art Education	30	30	30	30	30
Supervised Activities	-	-	20	20	20
Science and Health	-	-	30	30	40
Work Education*	20	20	30	30	50
Araling Panlipunan (Social Studies)	-	-	-	40	40
<b>Total Minutes per day</b>	<b>260</b>	<b>260</b>	<b>320</b>	<b>350</b>	<b>400</b>

\* In Grades I and II Work Education emphasizes the development of desirable work attitudes and habits through learning situations relevant to everyday chores at home, school and the community and the production of useful articles from recycled materials. Work on recycled materials shall be correlated with art and with projects in the various subject areas.

If the teacher is skillful in integrating work education with other subject areas, e.g., social studies, the separate period for the subject may be omitted in Grades I and II, but there should be stress on the attainment of the expectancies for the grades: desired attitudes towards work and basic work skills applicable to daily chores.



Beginning Grade III, this area covers the phase of work in elementary agriculture, home-making and family living, industrial arts, retail trades and YCAP activities designed to develop awareness and interest in occupational jobs, increase knowledge and understanding of systematic ways of doing things, foster positive values and attitudes towards work and cultivate proper work habits and skills in the utilization of resources.<sup>13</sup>

In the secondary level, students take practical arts courses from the first year through the fourth year and may be allowed to engage in out-of-school activity one school day a week in lieu of the daily eighty-minute practical arts period (see Table VII, Revised Secondary Curriculum).<sup>14</sup> The main thrust of the work-oriented curriculum consists of preparing the individual for a successful life of work by increasing his options for occupational choice later in life. The work-oriented curriculum is supposed to make individuals productive not by just imparting cognitive knowledge to them but also by socializing them in various ways to develop their productiveness, achievement motivation, and willingness to accept responsibility and to take order. These were seen as useful vocational values that are supposed to be applicable when students are ready to assume their places in the world of work.<sup>15</sup> The work-oriented curriculum is expected to help realize the goals of the New Society by developing self-reliant, hardworking, creative and productive

---

<sup>13</sup>UNESCO, "Reorienting School Programmes," in Combining Education and Work, pp. 11-12.

<sup>14</sup>Jaime Gellor, Educational Trends for Philippine Schools (Rizal, Philippines: National Book Store, 1976) p. 90.

<sup>15</sup>Ibid., p. 61.

individuals equipped with the skills and competencies essential to national development.

Emphasis on Basic Education. The main thrust of basic education in the seventies was the improvement in: (1) achievement of pupils, (2) access to educational opportunities, and (3) survival rate.<sup>16</sup> Toward this end, the ministry undertook projects and activities on curriculum reforms for improving the quality of education. These projects and activities were based on the findings of the Survey of Outcomes of Elementary Education (SOUTELE).

The SOUTELE was a study conducted in 1974 by the Department of Education and Culture in coordination with international and government agencies, such as the United Nations International Children's Emergency Fund (UNICEF), Educational Projects Implementation Task Force (EDPITAF), the Fund for Assistance to Private Education (FAPE). The study revealed that sixth graders across the nation were deficient in skills basic to learning success in the different subject areas, i.e., those which traditionally are referred to as the three R's -- reading, writing, and arithmetic.

The projects launched in response to the findings of SOUTELE were: the Elementary Learning Continuum (ELC), the Experimental Elementary Education Program (EEEP) and the "Return to the Basics." The implementation of the "Return to the Basics" was designed to follow up activities initiated under the ELC and

---

<sup>16</sup>Report on Educational Development in the Seventies. p. 30.

EEEEP. The former program defined the basic learning for all elementary school children and the later was designed to construct a curriculum which would produce better quality outcomes especially in the basic skills.<sup>17</sup> The "Return to the Basics" included the preparation of multilevel instructional materials in reading, language and mathematics.

Special Education Program. The DEC provided for the expansion of its already existing special education program, in line with the program for the development of children.<sup>18</sup> This was to assure that education was also delivered to disadvantaged as well as mentally gifted children. Some colleges in the Metro Manila were already training special education teachers to be able to meet the increasing need for more special education classes. These classes included those for the visually impaired, mentally retarded, mentally gifted, as well as those children with behavior problems. All of these programs continue today.

The Revised Secondary School Curriculum. The commission's report observed that graduates of secondary education did not generally meet the minimum requirements for entrance into college courses and neither did they have the adequate technical competence to match job requirements.<sup>19</sup> As Bernardino observes, "there was nothing fundamentally wrong with the direction and orientation of secondary education in the Philippines;" neither

---

<sup>17</sup>Report on Educational Development, p. 30.

<sup>18</sup>Educational Reforms. p. 4

<sup>19</sup>Ibid., p. 4

should it be considered the weakest link in the educational system that it had always been lamentably regarded, but should be "acknowledged as a "potential factor in accelerating the country's social and economic development." This could only be done if and when secondary education is governed by policies and programs that are effectively carried out and implemented.<sup>20</sup>

Acting on this finding of the commission, the National Board of Education directed a study, by a committee, known as Task Force II.<sup>21</sup> This task force studied the secondary curriculum and recommended one that would conform to the national development goals, the educational goals, and the functions of secondary education. Their recommendations became the basis of the revised secondary education program of 1973, which was officially implemented with the issuing of Department Order No. 20, s. 1973, on 30 May 1973 (see Appendix F).<sup>22,23</sup> The order addressed to all directors of public, private and vocational schools, and presidents of state colleges and universities, contained the revised secondary education program as approved by the NBE on 8

---

<sup>20</sup>Vitaliano Bernardino, "Needed Directions in Secondary Education," in Unpublished Speeches, p. 56.

<sup>21</sup>Josefina R. Serion, "The Revised Secondary Curriculum," in Bienvenido Manuel, et al, eds. New Thrusts in Philippine Education, p. 73; also Andres R. Asistin, "The Secondary Education Program: New Shapes and Forms", in Serafin V. C. Guingona, Issues in Philippine Education (Phi Delta Kappa, Manila, Philippines Chapter, 1982), pp. 45-48.

<sup>22</sup>Educational Developments, p. 35.

<sup>23</sup>Department of Education and Culture, "The Revised Secondary Education Program 1973," Department Order No. 20, s, 1973.

May 1973. It also included the revised objectives of secondary education and a brief description of the subject areas. A follow-up memorandum from the director of private schools, Julian yballe, on 8 June 1973, to all secondary schools is found in Appendix G. It contained general information for the preparation of the programs's implementation starting in the school year 1974-75. Guidelines were issued under Memorandum No. 139, s. 1974, dated 27 November 1974 (see Appendix H).<sup>24</sup>

The revised secondary curriculum was aimed at providing the student with: (1) general competence in certain occupational skills essential for job entry such as handicraft workers, farm hands or craftsmen; (2) substantial general skills as entrance pre-requisites to the more sophisticated specific occupational areas in technical institutes and/or manpower training centers; and (3) adequate preparation to meet minimum college entrance requirements.<sup>25</sup> These objectives were derived from the broader objectives or aims of the whole educational system as recommended by the Presidential Commission to Survey Philippine Education, and provided flexibility for meeting the multi-streamed needs of the adolescents in the New Society.

---

<sup>24</sup>This a sample of how programs were implemented in the field as ordered from the department heads. The Revised Secondary School Program was not uniformly implemented in 1973, because the guidelines were issued later.

<sup>25</sup>Educational Reforms, p. 5.

TABLE IX

## THE REVISED SECONDARY CURRICULUM

Time Allotment - Minutes per week

Subjects	1st Year		2nd Year		3rd Year		4th Year	
	Units per week	Min. per week	Units per week	Min. per week	Units per week	Min. per week	Units per week	Min. per week
Comm. Arts (English)	2	300	1	180	1	180	1	180
Comm. Arts (Pilipino)	1	180	1	180	1	180	1	180
Social Studies	1	180	1	180(1)	1	180	1	180
Science	1	180	1	180	2	300	2	300
Mathematics	1	180	1	180	1	180	1	180
Practical Arts/ Vocational Course (2)	1	300	1	300	1	300	1	300
Electives (Academic/ Vocational)	—	—	1	180/ 300(3)	2	360/ 600(4)	2	360/ 600(4)
Youth Dev. Train- ing (I-III)	1	300	1	300	1	300	1	300
Citizen Army Training (IV)								

(1) The teaching of the New Constitution shall be integrated in the course in Philippine History and Government.

(2) Series of vocational subjects to choose from which will give the students sufficient training for initial gainful employment and/or preparation for the postsecondary technical institutes. There should be as many series or sequences of vocational courses (agriculture, fishing,, etc. as the community demands and which the school can afford to offer.

(3) If elective is Practical Arts and in Shop or Field Work, it should be one unit for 300 minutes a week or one hour a day for five days a week. If elective is a academic, it should be one unit for 180 minutes a week or one hour a day, five days a week.

(4) If elective is academic (two units) it should be two separate subjects to 180 minutes each, one hour, three days a week or 1 1/2 hours, two days a week. If elective is vocational, it should be two units for 600 minutes a week or two hours a day, five days a week.

Youth Development Training (I-III) comprises Scouting, Physical Education, and Health Education Programs for the First, Second, and Third Year students of high schools, with Scouting taken two days a week. Physical Education twice a week and Health, once a week.

Citizen Army Training I (IV) for all Fourth year students, boys and girls, is a course intended to provide basic citizen army training and will be taken two days a week, P.E. and Health will have the same time allotment as in the first three years.

Time Allotment of subjects:

300 minutes - 60 minutes a day, 5 days a week

180 minutes - 60 minutes a day, 3 days a week or

- 90 minutes a day, 2 days a week

360 minutes - 180/180 - 2 separate subjects

600 minutes - 120 minutes (2 hrs.) a day, 5 days a week

Note:

The academic unit in the secondary schools will be measured by a full hour, that is, a single period one unit subject meets three hours or 180 minutes a week throughout the year, while a double-period subject, 60 minutes a day for five days a week throughout the year. Other adjustments in scheduling may be experimented on by schools on the basis of the circumstances in individual schools and as long as the time requirements per week are complied with. Any departure in scheduling the time allotment to fit individual types of schools shall have prior approval of the Secretary of Education.

Character Education will be integrated functionally into all school activities both in and out of the school.

Guidance services will be instituted where there are none and those already existing will be strengthened.

Music will be optional. It may be given during the Guidance period or as a vocational course elective or as a co-curricular activity.

Source: Department Order No. 20, s. 1973, "Enclosure B."

---

As shown in Chart IX, in the preceding pages, the new secondary school program had many significant features. First, it was to be a one-track curriculum with practical arts required in all the years. Second, electives were to be offered in the second, third and fourth years, but not in the first. Third, character education and right conduct were not to be offered as separate subjects. Fourth, teaching in every subject was to be concept-based, and fifth, the multi-disciplinary and inter-disciplinary approach were to be utilized with emphasis in on "learning how to learn," and learning how to think. All of these features were implemented in 1973 and are still in existence.<sup>26</sup>

#### The National College Entrance Examination

Prior to the commission's survey, one of the general observations was that there was overcrowding in certain college courses, poor quality of high school graduates, and consequently, unemployed or unemployable graduates. One reason was the absence of a national system to regulate admission into the higher

---

<sup>26</sup>For a description of the subjects in the chart, see Josefina P. Serion, "the Revised Secondary Curriculum," in Manuel, et al, Thrust in Philippine Education.



educational level.<sup>27</sup> Attempts had been made in the 1950s to enact laws providing for entrance examinations for those seeking admission to academic or professional degree programs requiring at least four years of study. Such attempts however failed.

As provided under P.D. 6-A, a program was formulated to upgrade academic standards through admission testing. This was followed up by Presidential Decree No.146 -- a decree providing for the upgrading of the quality of education in the Philippines by requiring all high school graduates to pass a national college entrance examination to be admitted to four-year post-secondary degree programs.<sup>28</sup>

The office responsible for implementing P.D. 146 was to be National Educational Testing Center (NETC) of the Ministry of Education and Culture. The objectives of the NCEE were twofold: to improve the quality of education, and to help maintain a viable balance of manpower supply in the country for national development.<sup>29</sup> By 3 April 1973, the secretary of education and culture had approved the rules and regulations implementing this decree. This decree has contributed to redirecting of higher education to make it more responsive to development needs and

---

<sup>27</sup>Ibid., p. 10.

<sup>28</sup>The complete title of P.D. 146 promulgated in March 9, 1973, is "Upgrading the Quality of Education in the Philippines by Requiring all High School Graduates Seeking Admission to Post-Secondary Degree Programs Necessitating a Minimum of Four Years' Study to Pass a National College Entrance Examination.

<sup>29</sup>Educational Development. p. 49.

allow for maximum fulfillment.<sup>30</sup> The FAPE (Fund for Assistance to Private Education) was authorized to prepare and administer the first NCEE in 1973. In the following years, the DEC, later the MEC had greater participation in the test preparation and administration.

#### The Youth Civic Action Program

Also popularly known as YCAP, this program was designed to develop greater social consciousness and service among the youth through meaningful experience in social service particularly in rural or depressed communities.

Initially, the program consisted of volunteer summer activities for youth. Later it expanded into a more significant program for the youth to bring about their greater involvement in community and national development activities. The program was strengthened by a presidential directive to institute more significant youth programs. The objectives of the program were:

1. To acquaint the youth with the goals, programs, thrusts, and projects of various government and socio-civic agencies in support of national development in the new society.
2. To acquaint the youth with the social and economic problems in their respective communities, and in the country in general to enable them to develop a more realistic perspective of life and contribute more actively to national development;
3. To provide more meaning to school experiences through the actual application of learning in the solution of community problems;
4. To imbue the youth with stronger civic consciousness and a deeper sense of social responsibility so that he would develop a strong commitment towards the support of the government;

---

<sup>30</sup>Ibid., p. 11.

5. To provide opportunities for a closer cooperative and coordinated group action toward national development of all government as well as socio-civic agencies through youth civic action program;

6. To channel the energies of youth to constructive, productive, worthwhile and personally enriching activities geared toward the development of rural and depressed communities; and

7. To develop youth into hardworking, upright, orderly, self-reliant, law-abiding, physically fit and God-loving citizens in the New Society.<sup>31</sup>

The YCAP program was implemented in 1973 at all levels of education -- elementary, secondary and tertiary, and continues to the present. The activities in each level were structured to actively involve youth in community problems, especially the depressed rural areas. The YCAP program is a requirement in each level - the number of hours depending on the level are recorded, in order to pass on to the next level. A total number of 120 hours of civic action work is required of each student to merit a certificate of participation in the YCAP.<sup>32</sup> It was necessary to show proof of completion of such required number of hours.

The concepts of the Youth Civic Action Program are integrated in the curriculum and, therefore form part of the total school program. The school principal, the YCAP coordinator and the teacher, in coordination with other interested community personnel, determine at the beginning of each school year the YCAP projects to be undertaken by the school. These projects may be one of the following areas:

---

<sup>31</sup>Ibid., p. 12.

<sup>32</sup>Gellor, p. 91.

- A. Community Survey to Determine Places that Need Improvement
  - 1. Field trips around the community
  - 2. Participate in nutrition and other development program surveys.
  
- B. Environmental Sanitation
  - 1. Destroying breeding places of mosquitoes and flies.
  - 2. Waging a "no littering" campaign.
  - 3. Waging a "no spitting" campaign.
  - 4. Planting trees for shade and beautification.
  - 5. Planting ornamental plants.
  - 6. Planting vacant lots with vegetables or flowering plants.
  - 7. Distributing garbage cans in public places.
  
- C. Food Production/Green Revolution
  - 1. Green Revolution Projects in one's home.
  - 2. Community Green Revolution project.
  - 3. Launching a plant-a-fruit tree campaign.
  - 4. Distributing vegetable seed-seedlings.
  
- D. Production of Cleaning and Sanitary Equipment
  - 1. Making midrib/soft brooms for sale at low cost.
  - 2. Making covered garbage cans for sale at low cost.
  - 3. Making doormats for sale at low cost.
  
- E. Participate in the development programs of the community including tourism, sports development, agriculture, etc. approved by the local YCAP Committee.<sup>33</sup>

Most of the activities mentioned above are integrated in the curriculum of the elementary level. At the secondary level, participation of students in any of the development projects for the YCAP requirement, has to be approved by the YCAP Committee, which is composed of the school YCAP coordinator, the Division YCAP coordinator and the civic action officer of the Department

---

<sup>33</sup>UNESCO, Combining Education and Work, pp. 13-14.

of Local Government and Community Development (DLGCD). At the postsecondary level, the students are required to render at least 120 hours of YCAP work, as a prerequisite for graduation.

The Youth Civic Action Program is a combination of lecture and actual work participation. The program is a joint undertaking of the school, the student and the community. The National YCAP coordinating center's observations on the program are as follows:

It has been observed that at the start of the YCAP assignments, the student participants invariably demonstrate the attitude of merely fulfilling the required 120-hour civic action work so that they may be certified as having completed the YCAP requirements. They usually do not exhibit the enthusiasm, drive or the initiative usually shown by volunteers in other community service projects. But in the later stages of their assignments or when the period of their assigned work area is reaching its peak, their enthusiasm and eagerness become more pronounced. Many instances of this trend tend to show that the civic action program of the government for students will reap a rich harvest of concerned and civic service oriented citizens in the future.<sup>34</sup>

### Bilingual education

The policy on bilingual education had been adopted in 1973 by the National Board of Education with the long-range aim of developing a bilingual people competent in the using both English and Pilipino.<sup>35</sup> The development and promotion of the national language, Pilipino, was imperative for reasons of achieving national unity and national identity. Prior to its adoption, it was a sad observation that Filipinos coming from various parts of the country sometimes had to speak to one another in English in

---

<sup>34</sup>YCAP Handbook, National Media Production Center, Manila, 1977, p. 7, in UNESCO, Combining Education and Work, pp. 14-15.

<sup>35</sup>Ibid., p. 13.

order to be understood. However. English was to be retained as another medium of instruction in schools, because of its value for access to much of the world's knowledge. It was regarded as a valuable language for inter-country communication purposes. Many of the country's documents, political and legal were and are written in English. Therefore, it is basically for these reasons that the policy on bilingual education was adopted. It was hoped that in the future, Filipinos would be able to communicate with equal facility in both Pilipino and English.

Bilingual education was defined operationally as the separate use of Pilipino and English as media of instruction in definite subject areas. The program was to allow the use of English and Pilipino as media of instruction beginning in Grade I in all schools. The vernacular used in the locality or place where the school was located was to be allowed as auxiliary medium of instruction in Grades I and II. The use of the local vernacular was to be resorted to only when it was necessary in clarifying concepts being taught through the prescribed medium (either Pilipino or English) for the subject. Pilipino however was a must, as the medium of instruction in certain subject areas such as: social studies or social science, character education, health and physical education. English was to be the medium of instruction in Science and Mathematics. Both English and Pilipino were to be taught as subjects. It was planned that in later years, all textbooks in the subjects mentioned above, would be in Pilipino.

The bilingual program was implemented by the DEC, with phase I starting with the school year 1974-75 through school year 1977-78. Phase I was intended as a transition period in the use of pilipino as medium of instruction. Phase II was implemented in the school year of 1978-79 through 1981-82, in which the use of pilipino was mandatory for all schools especially in the Tagalog areas (Pilipino is based on Tagalog). For schools in the non-Tagalog areas, the use of Pilipino in social studies, character education, work education, health and physical education was gradually implemented by levels, i.e., in school year 1978-79, pilipino was used in the primary level, 1979-80 in intermediate, etc.

Schools on the tertiary level were given discretion to develop their own schedules of implementation provided that by 1984, all graduates of tertiary curriculum would have been able to pass examinations in English and/or Pilipino for the practice of their profession.

#### Democratizing Access to Education

Section 8 of Article XV of the 1973 Constitution states that: "The State shall . . . create and maintain scholarships for poor and deserving students . . .," and Section 9 provided for "scholarships, grants-in-aid and other forms of incentives . . ." for specially-gifted citizens. Thus, programs giving opportunities for the needy but intellectually endowed students were implemented. These programs democratizing educational access was

a significant educational reform which aimed to educate poor but deserving students, and to develop their leadership potential. A system of scholarship was established to facilitate the program.<sup>36</sup>

1. The State Scholarship Program - the program was not only conducted for urban students, but also on the provincial or rural areas to enable students attending barangay high schools to be included in the selection.

2. The National Integration Study Grant Program - a study grant program specifically for cultural minority groups.

3. Special Study Grants - for rebel returnees especially from Southern Philippines.

4. Study Now Pay Later Plan - also known as the Educational Assistance Act of 1976 (PD 932)

Under the program, a large number of poor students, who otherwise had no chance of furthering their education were able to obtain higher education.<sup>37</sup>

Under the programs, a large number of poor students, who otherwise had no chance of furthering their education were able to obtain higher education.

### Nonformal Education

Nonformal education has been defined as any "organized, systematic educational activity carried on outside the framework of the formal school system."<sup>38</sup> Therefore, this educational reform was aimed at educating the millions of out-of-school youth and adults, who could not share in any educational benefits, and

---

<sup>36</sup>Ibid. p. 18.

<sup>37</sup>Ibid.

<sup>38</sup>Educational Reforms, p. 18.



who were illiterate possessing no employable skills. The DEC has already launched programs to meet these needs which aimed to provide: (1) basic, continuing, or further education to those who cannot attend the formal school system; (2) training in occupational skills either as preparation for employment or for increasing production or competence; (3) experiences and opportunities for cultural development; and (4) training for specific development needs of certain professional and technical groups.<sup>39</sup> In view of these objectives, there are seven thrusts in the Philippine Nonformal Education program (NFE) that were implemented through the various organizations of the MEC, which were structured for this purpose, and together with a system of coordinating with government and non-government organizations working or involved in NFE.<sup>40</sup> The office of nonformal education was concerned with (1) functional literacy; (2) basic vocational-technical skills training; (3) civic-citizenship education; (4) improvement of the quality of family and country life; (5) socio-cultural development; (6) development of moral and spiritual values; and (9) effective leadership.<sup>41</sup> Programs carried out under this domain have included manpower training programs, dressmaking classes, skills training programs, farmers school on the air, etc. These programs have not required any credentials or

---

<sup>39</sup>Ibid., p. 20.

<sup>40</sup>Felicita G. Bernardino, "Linking Formal and Non-Formal Education," in S. Guingona, Issues in Philippine Education, p. 55.

<sup>41</sup>Ibid.

qualifications and participants have been allowed to enter and leave the program any time. The whole idea has been to improve employment chances and increase productive competency for those out of formal schooling. These nonformal education activities are sponsored by the DEC through continuing education and adult and community education classes.

There have also been various agencies of the government carrying out a number of nonformal education activities. The Department of Agriculture and Natural Resources (DANR) has conducted agricultural production programs for farmers. The Department of Local Governments and Community Development (DLGCD) has launched projects such as the IPIL, or Integrated Planning for Improved Living Project; rural organizations; cooperative programs and community development programs. The Department of Labor has sponsored the training programs for manpower development. Thus, in recognition of the value of NFE in national development, NFE has been adopted as an official program of the Philippine government.<sup>42</sup>

More recent DEC developments in nonformal education have included the creation of the Office of the Undersecretary of Nonformal Education. This was prescribed by P.D. 1139, promulgated on 30 November 1977, and followed by Letter of Instruction No. 607, enjoining all private schools, colleges and

---

<sup>42</sup>Bernardino, "Nonformal Education as an Instrument of Economic Development" in Bernardino, Perspectives in Philippine Education, p. 239.

universities to participate in the NFE program.<sup>43</sup> Today, this office is responsible for designing literary packages with content on civic education and other useful information on government thrusts. Another recent move by the DEC was the decision to grant credits for knowledge and skills gained outside the formal school system.<sup>44</sup> Accrediting instruments were developed for the proper evaluation and placement of those who trained the in the nonformal way.

### Educational Innovation

In 1975, a study under the joint sponsorship and cooperation of UNESCO and the Philippine Government, made an initial inventory of educational innovations for development in the Philippines. The DEC organized the National Development Group for Educational Innovations (NDGEI), with Dr. Liceria B. Soriano as its chairperson; it was to lay the groundwork for the study, in cooperation with the National Research and Development Centre for Teacher Education (NRDCTE),<sup>45</sup> headed by Alfredo T. Morales.<sup>46</sup>

---

<sup>43</sup>Ibid.

<sup>44</sup>Ibid., p. 21.

<sup>45</sup>The National Research and Development Centre for Teacher Education (NRDCTE) at the same time serves as an associated centre of UNESCO's regional Asian Centre of Educational Innovation for Development, (ACEID).

<sup>46</sup>Alfredo T. Morales, and Lourdes S. Sumagaysay, "Perspectives on Educational Innovation in the Philippines," paper read in the National Seminar on Educational Innovation for Development, DEC, Manila, 5-6 January, 1976, in Department of Education and Culture, Manila, Philippines, Educational Innovation for Development: Perspectives, Community Outreach,

To gather data for an initial inventory of educational innovations in the Philippines, a questionnaire was sent to all schools. This was in the mid 1970s, a time when the "country was in the midst of the New Society's educational revolution."<sup>47</sup> The background of this "educational revolution," as related by Morales, et al, in their paper was likened to one of the famous biblical accounts of how the fishermen toiled hard, and were returning home without a good catch; the Master told them not to despair and throw their nets again into the sea. Their faith was rewarded and they were awe-struck by the incredible catch which broke their gear. In 1972, the Filipino nation and its educational system was similar to the hopeless fishermen. It was also in 1972, when violent events in Philippine schools and universities "reached its apogee in the so-called 'commune' exercises of power even briefly but ominously in the University of the Philippines campus."<sup>48</sup> The country according to government officials was experiencing an educational crisis, like some of the developing nations. This isolated case of student activism was a considered a good reason for the government to pose the challenge to the national educational system to make adjustments that would conform to these environmental changes. However, in 1975, the

---

Curriculum Planning and Management, Report of National Seminar on Educational Innovations for Development, 5-6 January 1976, Manila, Philippines (Manila, Philippines: National Research and Development Centre for Teacher Education, 1976).

<sup>47</sup>Morales, "Perspectives in Educational Innovations in the Philippines," p. 1.

<sup>48</sup>Ibid.

educational system, the government, and society were said to be partners in "saving the Filipino from the peril of a bloody Jacobin revolution and a precarious democracy corrupted by an unjust economy or social system headed toward an oligarchy, from a disastrously plummeting economic retrogression, and from the annihilation of its national and cultural identity."<sup>49</sup> This rhetoric from the Marcos regime was unquestioned at that time. As presidential appointees, education officials had to conform to the policies and platform of the ruling party. Most of what was being said appeared good on paper; the necessary means to implement the programs was lacking.

Thus, for the supportive role in economic planning for development, the Department of Education and Culture encouraged several educational innovations. The word "innovation" as used by the DEC, did not mean "anything out of the ordinary," instead it meant any change taking place" in which invention, research, application of new techniques, and modification of educational practices related to increase in productivity of the education process, all play a part."<sup>50</sup> Also, Soriano, the presiding officer of a national seminar on educational innovations for development, held on 5-6 January 1976, gave an operational definition of what "innovation" was. She said:

Innovation as defined by UNESCO is a process of planned change. Innovation in education is a means to bring about educational changes specifically designed to individual and

---

<sup>49</sup>Ibid.

<sup>50</sup>Ibid.

society. The goal to which innovations may be directed differ from one place or institution to another. In the Asian context, the main goal of educational innovation as agreed by the Education Ministers Conference is development. The process of development is associated with certain fundamental and pervasive transformations in motivations, attitudes, habits and modes of thought and work. If education is not to be merely a passive reflection of social forces, it has to be an active agent in bring about social change. Innovative approaches to the design, functions and methods of education systems have therefore to be seen in terms of their potential for contributing to the transformations which are associated with the process of development.<sup>51</sup>

Innovation therefore would not include such activities as the transfer of well tried practices, returning to older practices, progressive adaptation of certain teaching methods or content or the propagation of elementary techniques.

In 1975, an inventory was made by the National Research and Development Centre for Teacher Education (NRDCTE), which helped describe and identify projects and programs conducted by some Philippine schools, that were considered innovations in education, i.e. they involved a process of planned change. The inventory also categorized innovations into: (1) New orientation and structure in education; (2) educational management; (3) curriculum development; (4) educational technology; (5) new structures and methods in teacher training; and (6) science education.

In the following subsections are some selected projects and program considered innovations in education and which fell under

---

<sup>51</sup>Opening remarks of Dr. Liceria Brillantes Soriano, Presiding Officer, National Seminar on Educational Innovations for Development 5-6 January, 1976, in Educational Innovations for Development.

some of the categories defined by the NRDCTE.<sup>52</sup>

### Project IMPACT

Project IMPACT, which stands for Instructional Management by parents, Community and Teachers, was launched by the Regional Center for Educational Innovation and Technology (INNOTECH), one of seven research and development centers of the Southeast Asian Ministers of Education Organization (SEAMEO).<sup>53</sup> Through IMPACT, (called Proyek PAMONG in Indonesia), INNOTECH hoped to develop a system of mass primary education that was not only economical but also able to produce quality and functionally literate students who otherwise cannot continue with their schooling. Started as a pilot program in 1974 in Naga, Cebu and in Solo, Central Java, the project called for "programmed teaching" in Levels 1 and 2 where teachers would use specially prepared materials. In the higher elementary levels, community human resources (high school students, home tutors, parents, skilled resources persons) were

---

<sup>52</sup>See NRDCTE, Educational Innovations for Development, for a complete listing of the different projects and programs that were reported as representative innovation.

The selection of projects or programs described herein, is not exclusive, but according to the impact or significance and special relevance of its innovative nature, as perceived by this writer, not only for the Philippines, but also for the educational systems of other Asian nations, who are undertaking the challenging role of meeting the demands for national development.

<sup>53</sup>For a detailed discussion of the project, including its international dimension and expansion, see Pedro V. Flores, Educational Innovation in the Philippines: A Case Study of Project Impact, (Ottawa: International Development Research Centre, 1977); also, Liceria B. Soriano, "Alternative Delivery Systems for Basic Education," in Rolando R. Dizon, ed. Educational Alternatives for the Future (Quezon City: Phoenix Publishing House, 1983), pp. 214-114.

utilized to provide instruction. Project Impact in the Philippines was described by Flores as having

developed beyond an experiment: it is a viable delivery system for mass primary education. Innovating on the basic technology of programmed instruction, the Impact system takes advantage of the close family ties among Filipinos by organizing the school population into multigrade "families." This scheme enables older pupils to teach younger ones by programmed teaching techniques. Using the same technology, upper level pupils learn through peer-group sessions or by individual self instruction using self-instructional modules. The system allows one professionally-trained teacher to be responsible for 100 or more pupils with the assistance of one nonprofessional teaching aide and occasional help from community members who tutor or demonstrate specialized skills.<sup>54</sup>

In 1975 the project was implemented in other areas. It has continued to expand in modified form up to the present. One interesting feature of this system is the use of older students to assist younger students. Parents also help direct self-management of children. Learning, therefore, is through self-instructional modules or topics, each module covering the amount of instruction which normally takes one to two weeks to master. There are very few set classes. Students may drop out and re-enter at any time. The education that is being developed is nonformal, that is, without the conventional classroom teachers, school buildings or textbooks for every subject. building or textbooks. A community Learning Center takes the place of the school.

Primary education is upgraded and progress is indicated by learning modules satisfactory completed rather than by grade

---

<sup>54</sup>Ibid. p. 9.



school levels. While Project IMPACT is a Southeast Asian Ministers of Education Organization (SEAMEO project, the Philippine public schools and teachers are involved.

#### The In-School Off-School Approach

The Department of Education and Culture, in its search for a more effective and efficient delivery system of mass primary education, tried out the In-School Off-School Approach (IS-OS). This approach was inspired by Project IMPACT, and was launched in school year 1974-75 and continues to this day. The IS-OSA is therefore, addressed to the persistent problem of how reduce the cost and at the same time raise the standard of primary education.<sup>55</sup> It was intended to maximize use of the classroom by utilizing one for about eighty students, instead of the usual one for thirty to forty. The teachers tap all available community resources. It was made possible through a restructuring of class organization, i.e. adopting an alternate in-school and off-school scheme. It has been most effective in developing habits of independent study, a trait critical in a life-long education context. It was also tried as an alternative approach to the delivery of secondary education.<sup>56</sup> This has allowed working boys and girls to participate in secondary education by attending part-time and working part-time. To complement their part-time

---

<sup>55</sup>Liceria B. Soriano, "Integrated Approach to Primary Education." in Manuel, et. al, New Thrusts in Philippine Education, pp. 88-97; also, Gellor, Educational Trends for Philippine Schools, pp. 84-85.

<sup>56</sup>Educational Developments, p. 35.

schooling, they are given self-learning kits for home study. Under this approach, a teacher can handle as many as eighty pupils. One group of forty stays in school for one week taught by the teacher while another group of forty is out of the school. After the week the in-school pupils stay out of school, for one week studying on their own through self-learning kits prepared by the teachers. On the other hand, the other group of forty reports to school and studies under the teacher. While off school, the pupils can ask the help of elder brothers to clarify certain learnings not quite clear to them. Parents or knowledgeable persons in the community may be consulted.

#### Distance Study System

The Distance Study System was an innovation in the delivery system of education. It sought to deliver development oriented educational programs to people who had no access to formal schools, colleges and universities using a multimedia approach, i.e., radio, TV, self-learning modules, etc. As the name implies, students got instructions in radio broadcasts supplemented by printed materials.

Among the programs it had started to undertake was a course in nutrition education which was part of a curricular program in Master of Arts in Nonformal Education. It had also started a high school equivalency program which enabled out-of-school youth and adults to earn a high school diploma without having to sit in traditional classrooms. This program was designed for those who could not, for certain reasons, attend the formal school system.

This educational innovation is still being practiced.

#### The Year-Round School Calendar

The Year-round School Program plan has involved the full utilization of the school plant which generally has been unused during the summer vacation months.<sup>57</sup> Under this program, the school year is divided into four terms. Classes are held for three terms on a staggered basis. Hence, one class may have its vacation during the first term, while another class on the second term, etc. The school building and facilities are utilized year-round. This project sought to ease overcrowding by spreading the use of the buildings through the year.

#### The Continuous Progression Scheme

The Continuous Progression Scheme (CPS) program was implemented in 1971 and the adoption of the scheme by the Bureau of Public Schools was announced in Memorandum No. 12, s. 1971.<sup>58</sup>

---

<sup>57</sup>A very good example of this project is the Year-Round School Program utilized by the Baguio City High School, Baguio City, Philippines. The project was reported and discussed by Dr. Telesforo N. Boquiren, at the National Seminar on Educational Innovations for Development, sponsored by the NRDCTE, DEC, and UNESCO, on January 5-6, 1976, Manila, Philippines.

<sup>58</sup>Note that the program was implemented only in the public schools. Although the project was started pre-1972, it later operated with support from the DEC. The project is similar to the Continuous Progress Schools abroad, but according to Liceria B. Soriano, the Project Director, in the Philippine setting, "it is indigenously Filipino in the sense that it operates within the graded structure," in "Continuous Progression Scheme: A Systems View," in Manuel, et. al, New Thrusts in Philippine Education, pp. 17-30; More detailed description of the program is found in Ibid; also Liceria B. Soriano, Continuous Progression in Philippine Schools, (Manila, Philippines: JMC Press, Inc., Quezon City, 1973). An innovative program, it has its implications for secondary education.

The scheme of continuous progression is a type of instructional organization in which instruction starts where the children are and gradually leads them to progress through a continuum of learning activities.<sup>59</sup> Standards of operations, skills, understandings and attitudes at different stages of development serve as guidelines in developing learning experiences. Pupils are then moved from grade to grade according to their own paces, picking up in the next grade where they left off in the previous grades. Conceived on the continuous progress plan, the school program is based on continuous growth and not on a specific time to be promoted or retained; hence a different method of evaluation and reporting pupil progress is necessitated.

These samples of educational innovation in some Philippine schools have been improved in recent years. There are more projects and programs undertaken by schools all over the country, but for lack of reference material, the writer has not been able to follow up on them. However, results of the survey described earlier, are contained in the Report of National Seminar on Educational Innovations for Development. A summary of the report's major conclusions and generalizations on educational innovation for development in the Philippines includes the following areas: perspectives, community outreach, curriculum development, educational planning and management.

---

<sup>59</sup>Gellor, Educational Trends, p. 83-84.

### Educational Development Projects

New educational thrusts have been one of the results of the issuance and implementation of P.D. 6-A, also known as the Educational Development Decree of 1972.<sup>60</sup> The decree declared a policy of government to ensure the maximum contribution of the education system to the attainment of the national government goals it had defined. Thus, a number of projects were designed to achieve the national development goals and the objectives set for education pursuant to provisions of P.D. 6-A. To implement these projects, the Educational Development Implementation Task Force or EDPITAF was created with the authority to utilize the services or facilities of any office under the Department of Education and Culture.

#### EDPITAF Projects

As mandated by the Education Decree (P.D. 6-a), development projects and programs were implemented starting in 1973. Most of these have been projects funded with assistance primarily from the World Bank, as authorized under the decree, as well as from national funds. As groups of projects, they have often been referred to as "EDPITAF projects." These projects come under a series of loan packages and thus are known or labelled as the "First World Bank Project," the "Second World Bank Project," etc.

Historically, these projects represented the first centralized systematic effort to come to terms with perennial problems in Philippine education. Thus, one of the World Bank

---

<sup>60</sup>see appendix D.

projects sought to reinforce the science, mathematics, and social-science components of education. At the same time, it concerned itself with skills training, particularly in agriculture -- still the livelihood of about fifty-eight out of every hundred Filipinos.

To upgrade manpower skills training for agriculture, agricultural colleges were have been built up as regional schools, equipped with radio stations, barrio development schools and social laboratories for their rural education programs.

Other activities under the EDPITAF projects have included: the setting up of ten regional manpower training centers to provide a varied program of vocational and technical training especially to out-of-school youths; upgrading of experimental agricultural high schools; development of Technicians Institutes to provide training for highly qualified technicians and vocational-technical teachers. As if 1986, all of these EDPITAF projects are still in existence.

#### The Textbook Project

Also sponsored by EDPITAF is the textbook project that was implemented in 1973 and continuing in 1986. This project takes up the problem of poor quality and insufficient number of textbooks in Philippine schools. Financed by the World Bank, it was conceived and was on stream, with a highly detailed logistical plan centralizing all textbook production operations. The major objective of the project has been to achieve a two-textbooks for each pupil ratio. Studies have shown that up to 1975, there was

only one textbook for every ten pupils in the public schools.<sup>61</sup> This may have added to the poor quality of education, "since the availability of textbooks is known to be the most consistent factor in pupil achievement."<sup>62</sup>

To make each book an instrument of change, experts have been carefully selected to write them and a vast network of research and development centers have collaborated on their production. Moreover, textbooks have been written within the context of Filipino and Asian experience. A component of the Textbook Project has been the training of teachers in the use of the new textbooks. Training was provided through the network of curriculum development centers at the national level, the different regional development centers attached to teacher training institutions, and development high schools which provide continuing training for teachers at the local level not only on the use of textbooks but also in more effective teaching strategies. The project is managed by the textbook board secretariat, which is under the supervision of the MEC Textbook Board, and staffed with full time professional and technical personnel.

---

<sup>61</sup>This has been noted after a survey was done in preparation for a World Bank education loan, (see World Bank, The Philippines, p. 287.)

<sup>62</sup>Ibid.

### Conclusion

All of these efforts have done much to reform the educational and social order. However, there are still funding problems, and the MEC is still often staffed by unqualified personnel. On the other hand, the reorganization of the MECs, (then the Department of Education), helped improve matters considerably. It may be recalled that before the reorganization, decision-making rested with the secretary and the directors of the three bureaus: the Bureau of Public Schools, the Bureau of Private Schools and the Bureau of Vocational Education. With the reorganization, the department has been decentralized and decision making is now shared by the thirteen regional directors who head their respective regional offices. These directors exercise line and command functions reporting directly to the secretary of education and culture. This decentralized set-up relieves the top department officials with routine operational matters and gives them more time for policy making and higher administrative issues. It also provides local officials (regional and division) greater autonomy to make education more responsive to local needs and conditions.

It is the ministry proper, through the office of the secretary, that has the overall direct line supervision of bureaus, agencies, and regional offices. It is responsible for developing and implementing programs on educational objectives and policies set by the National Board of Education. This reorganization is seen as the major legacy of the reforms of the seventies.



## CHAPTER VI

### AFTERMATH: EDUCATION FOR FILIPINOS: (1980-1986)

This chapter provides a profile of Philippine education from 1980 to 1986, as shaped and influenced by the plans and developments since September 1972, when the New Society was proclaimed with the declaration of martial law and until the ouster of President Marcos in 1986, bringing in a new head of the MECS. The design for the New Society emphasized national development through educational reforms. The preceding chapters examined projects and activities education designed to fulfill its role and responsibility as a vehicle for national development.

#### Academic Policy and Direction

The widespread concern and clamor of the 1960s and early 1970s for better quality in and relevance of education to the needs of national development, resulted in the appointment of a presidential commission to survey Philippine education. The commission's report Education for National Development in 1970, provided the basis of Presidential Decree No. 6-A -- the Educational Development Decree of 1972. This decree substantially incorporated the major proposals of the commission for reforming and improving the system. According to former education Minister Juan L. Manuel, "the rationale," for improving education, was not only the imparting of "desirable attitudes, knowledge and

skills," that would result in improved "labor productivity," and would "also have salutary effects" on the general welfare of the people. Hence, the present educational efforts have still been guided by the provisions of the decree and would continue to shape the direction of future trends in education. There were three education ministers during the New Society period. From the start of martial law and creation of the New Society, from 1972 to 1979, Juan L. Manuel was the appointed Minister of Education, Culture and Sports. He was followed by Onofre D. Corpuz in 1980-1984. Jaime C. Laya served as minister from January 1984 to 28 February, with the appointment of Lourdes R. Quisumbing by the Aquino government, after the ouster of President Marcos on 25 February 1986. Thus, it can be said that the management style of the new education minister, Dr. Lourdes Quisumbing, may change the direction and patterns in Philippine education.<sup>1</sup>

In 1980, Minister Corpuz delineated the educational policy concepts he considered as "priority areas" for the 1980s, in these words:

I have herein cited the magnitude of our people's needs, due mostly to continued population growth; the rising costs of meeting these needs for an improved life and the crucial role of improved productivity through technology; the policy of equity with development; the reunification and positive nation-building phase that we are now entering. If we cannot meet our population's needs, if we fail to develop or apply the technology for improved productivity; if we cannot attain and sustain equity among our regions and if we cannot consolidate our nation, then our troubles during the 1980s will be even more serious (perhaps fatal to us as a nation), more serious than our crisis in the late 1960s and

---

<sup>1</sup>Juan L. Manuel, "Philippine Education in the 80's," Fookien Times Philippines Yearbook 1979, p. 304.

early 1970s.<sup>2</sup>

The critical factor in meeting these challenges was the education system (see Appendix I). What was required of it? The role of education in the 1980s gained a new dimension -- that as the "knowledge industry," and hence, has deliberately identified itself as a new sector in the production economy or system. Viewed in this manner, the education system in the 1980s continued its task in nation-building, guided by the goals and objectives of the governing political power, which was still under the so-called constitutional dictatorship of President Marcos.

#### Basic Education

It has been previously noted that the quality of education, especially in the elementary level, was so low that, although grade four pupils were supposed to have achieved functional literacy, many pupils who completed grade four, had not yet attained this goal. This problem still persists today, even after educational reforms and innovations have been implemented, and even when martial law has been. Current problems include: the alleged fact that a significant number of teachers are mediocre, hence mediocre pupils; dearth of standard classrooms, facilities and equipment; lack of textbooks and other reading materials; too many subjects which are a heavy burden to teachers and pupils;

---

<sup>2</sup>Onofre D. Corpuz, "Priority Areas for Educational Policy-Making in the 1980s," The Fookien Times 1981-82 Philippines Yearbook, p. 224.

and inadequate evaluation of educational output.<sup>3</sup>

Strategies to meet the problems in elementary education were proposed and developed. The Survey of Outcomes of Elementary Education (SOUTELE) conducted in 1975 provided the educational leaders with useful insights in developing programs and projects addressed to the total improvement of elementary education.

A Ten-year Development Program (1981-1990) for elementary education was launched and funded by the World Bank. Its objectives derived from P.D. 6-A are first, to provide a broad general education that will assist each individual in the peculiar ecology of his society to develop his potential as a human being; secondly, to increase the range and quality of individual and group participation in the basic functions of society; and thirdly, to acquire the essential foundation for his development into a productive and versatile citizen. Under the development program, the Program for Decentralized Educational Development (PRODED) and Program for Comprehensive Elementary Education Development (PROCEED) were developed to meet the need to improve elementary education.<sup>4</sup>

---

<sup>3</sup>Regildo F. Ramirez, "PRODED AND PROCEED: Their Implications to Elementary Education", The Philippine Journal of Education 61 (June 1982): 9. This was also noted in the keynote address of Jaime C. Laya, Minister of Education, Culture and Sports, "Education in Crisis: Challenge and Response," in the 1985 Conference of School Superintendents, Teachers Camp, Baguio City, Philippines, 7-10 May 1985, in Education and Culture Journal 1 (Apr-Dec, 1985), pp.3-20.

<sup>4</sup>Ibid.; also Minda C. Sutaria, "Thrusts in Elementary Education in the Eighties," in Serafin V. C. Guingona, ed., Issues in Philippine Education (Phi Delta Kappa: Manila, Philippines Chapter, 1982), pp. 41-44.

Program for Decentralized Educational Development (PRODED).

This was a four-year (1982-1985) development program, which was part of the Ten-year (1981-1990) Development Program. Funded by a one hundred million dollar World Bank loan, PRODED is addressed to the objectives of: (1) reducing disparities between and within regions in the delivery of services and allocation of resources; (2) raising the over-all quality and efficiency of elementary education; and (3) improving the management capabilities of the system, especially at the regional and sub-regional levels. Specifically, it is intended to improve pupil achievement, decrease dropout rates, raise retention and participation rates, increase pupil-teacher ratio, and raise the efficiency of the total education system. PRODED was designed to undertake several reforms in the educational system including the development of: physical facilities; curriculum; instructional materials; staff; technical assistance and research and special studies.

The physical facilities component consists of the construction of academic classrooms, multi-purpose workshops that will house home economics and industrial arts classes, a Regional Educational Learning Center (RELC) in each region; repair or rehabilitation of dilapidated school buildings; provision of school and office furniture; and provision of equipment. A new guideline in the allocation of funds for school buildings had been developed which gave priority to regions rated below average in educational indicators in terms of achievement level, participation rate and survival rate.

The Regional Educational Learning Center (RELC) is the regional base for staff, curriculum and materials development, and research activities. This is also known as Tahanan ng Mga Guro. This learning center is to be built in each of the thirteen regions in the country to act as information center for the region and to provide services and facilities (audio-visual, library, etc.) to supplement and/or complement the resources of the District Learning Resource Center (DLRC) and other schools. It will also act as a social center and meeting place for teachers and school officials of the region.

PRODED is also aimed at improving the school curriculum to meet the growing and changing needs of society. The most significant development has been the revision of the elementary school curriculum. The New Elementary School Curriculum (NESC) was first implemented in the school-year 1983-84, as per MEC Order No. 6, s. 1982. The NESC orients elementary education to national development and is addressed to civic, intellectual and character development. It covers the general education of the child -- as a human person, as a citizen and as a productive agent of society. It also emphasizes intellectual growth through which human/civic/economic/cultural development is enhanced.<sup>5,6</sup>

---

<sup>5</sup>The New Elementary School Curriculum will be discussed in the following subsection. Full text of MECS Order No. 6, s. 1982 is found in the appendix J, under MECS Memorandum.

<sup>6</sup>PRODED PRIMER: A PRODED-ERP publication for the Bureau of Elementary Education, MECS 1983; also, Regildo F. Ramirez, "Proded and Proceed; Their Implications to Elementary Education," The Philippine Journal of Education 1 (June 1982): p-10.

The instructional materials component consists of reprinting the revised editions of basic textbooks; development and production of quality and relevant basic textbooks to support the new elementary school curriculum; and the development and production of other instructional materials such as supplementary materials, reference books, charts, flash cards, modules, skill books, self-learning kits, etc. in the elementary level.

The Educational Reorientation Program (ERP) is the staff development component of PRODED. Among the objectives of ERP are: (1) to infuse all PRODED-involved staff, especially the public elementary school teachers, with a shared system of values and beliefs which they will in turn inculcate in their pupils; and (2) to build competencies in the teachers and their supervisors for developing more effective strategies and activities for enhancing learning and to MEC managers and administrators for providing the needed leadership in educational project development, implementation and evaluation, and more decentralized educational administration. The ERP will address the reorientation and capability development of MEC personnel.

The technical assistance component of PRODED is aimed at strengthening the competencies of teachers as well as the technical capabilities of the top level management. The areas open for training are: educational planning and management; educational research and development; curriculum and instructional materials development; development education; Project management; management of educational innovations; data

management; statistical methods and techniques; and computer programming. Certain fields have been identified that would need the services of consultants and experts who shall have been trained under this activity of PRODED.<sup>7</sup> The special studies component conducts research needed to provide an empirical basis for the instructional improvement in elementary education and in all other levels of education. It also covers special studies which will be needed in the implementation of the various activities of PRODED. Research participants and proposals will come from regional or division offices, private and public educational institutions, research centers, individuals doing graduate work, and private persons interested in research.

In a conference held last May 1985 at Teachers' Camp, Baguio City for school superintendents, and sponsored by the MEC, a plenary paper entitled "PRODED: In Retrospect; Prospects," was presented where project PRODED was assessed for its performance at the end of its fourth year in operation. It can be said that based on performance indicators, i.e. terminal outcomes, the achievements of elementary education have at least improved compared to past national achievement, especially in grade one. Results of two national achievement tests given in 1985 reveal that student performance since 1983 may reflect better teaching outcomes and signal a steady movement towards the target set for the attainment of quality elementary education as recommended by

---

<sup>7</sup>PRODED Primer.



PCSPE and SOUTELE.<sup>8</sup> Some other performance indicators such as intermediate outputs also show that PRODED had some gains in some activities. Academic classrooms and multi-purpose buildings were said to have been constructed, dilapidated existing school buildings were lined up for repair/and/or rehabilitation. The paper presented by Sutaria did not, however, spell out the weaknesses and failures of PRODED. This task was assigned to a project Technical Staff to undertake the printing of summaries of researches - findings and recommendations relevant to the thrusts of PRODED, which will serve as a basis for the renewal of programs and practices in elementary education especially under the new administration of the Ministry of Education and Culture.

Program for Comprehensive Elementary Education (PROCEED).

This program, provided for aspects of elementary education which PRODED did not include. It has nine components: mission and values, curriculum development, teacher development and welfare, facilities development, instructional materials development, management, financing, and school-based health education and pre-elementary education. PROCEED will be the focal point for the planning and implementation of educational sub-projects aimed at meeting both national and regional needs through a tridimensional approach: country-specific, region-based and learning area-

---

<sup>8</sup>Minda C. Sutaria, "PRODED: In Retrospect; Prospects." A paper presented at the 1985 Conference of School Superintendents, Teachers Camp, Baguio City (Philippines), 7-10 May 1985; Education and Culture Journal (April-December 1985): 27-38.

For sample programs and activities and news about the PRODED, see its official quarterly newsletter, PRODED News.

related.<sup>9</sup>

The New Elementary School Curriculum (NESC). Under PROCEED, The New Elementary School Curriculum was finally developed in December 1981. Implementation of the NESC began in the school year 1983-84 as provided for by MEC Order No. 6. s. 1982.<sup>10</sup>

Salient features. Education at the elementary level is the major program for the delivery of mass and universal education to the Filipinos. "It is the society's main avenue for the development of civic and social values, particularly a sense of humanity and nationhood." The New Elementary School Curriculum (NESC) orients elementary education to national development requirements as recommended by the PCSPE, SOUTELE and EEP for changes and reforms in the curriculum. It is outcome rather than subject-oriented, for it is basically addressed to civic, intellectual and character development. Its scope covers the general education of the child -- as a human person, as a citizen and as a productive agent. Its thrust is intellectual growth, through which a human/civic/economic/cultural-development is enhanced. It has the following new features: fewer learning areas

---

<sup>9</sup>Pablo E. Natividad, "Proposed Elementary Education Curriculum" The Philippine Journal of Education 61 (June 1982) : 30; also Sutaria, "Elementary Education in the Eighties;" also Jaime c. Laya, Moving Forward in Education: 1985, A supplement to the Philippine Education Indicators 1965-1985 (Manila, Philippines: MECS, 1985).

<sup>10</sup>See appendix J. The MECS Memorandum includes MECS Orders No. 6, s. 1982, which is the order to implement the New Elementary School Curriculum, and No. 19, s. 1983, the order which gives a description of the curriculum.

with emphasis on mastery learning; more time allotment for the development of basic skills; greater emphasis on the development of intellectual skills; focus on the goal of developing a sense of nationhood; integration of health values development into the whole curriculum; and the systematic development of competencies and values for social living.<sup>11</sup>

The objectives of elementary education are based on the provisions of Article XV, Section 4 of the 1973 Constitution, the national development goals and the national educational aims set by P. D. 6-A in 1972. The mission of elementary education is to enable every citizen to acquire basic preparation that will make him/her an enlightened, disciplined, nationalistic, self-reliant, God-loving, creative, versatile, and productive citizen in a national community.<sup>12</sup> It emphasizes the development of a sense of humanism and nationalism through the infusion of a shared system of beliefs and the acquisition of basic competencies in communication arts (English and Pilipino) and numeracy, which may be simply expressed as the basics of elementary education.<sup>13</sup>

---

<sup>11</sup>The New Elementary School Curriculum, (Inclosure No. 1 to MEC Order No. 6, s. 1982), p.3; also, "The New Elementary School Curriculum," Educator's Journal 2 (July 1982): pp. 2-7; also, Otto J. Shipla, "Focus on Southeast Asia: Education on the Move'," Contemporary Education 56 (Winter 1985): 76.

<sup>12</sup>Objectives (Inclosure No. 2, to MEC Order No. 6. s. 1982), p. 4.

<sup>13</sup>The full text of Article XV, Sec. 4 of 1973 Constitution states that, "All educational institutions shall aim to inculcate love of country, teach the duties of citizenship and develop moral character, personal discipline, and scientific, technological and vocational efficiency." See Objectives

The objectives of elementary education, adopted from the 1970 Revised Elementary Education Program are still relevant today: "elementary education shall aim to develop the spiritual, moral, mental and physical capabilities of the child, provide him with experiences in the democratic way of life, and inculcate ideas and attitudes necessary for enlightened, patriotic, upright and useful citizenship." Table VI shows the revised Philippine elementary program followed for Grades one to four, which started in the school year 1970-1971 and continued on until the new curriculum was adopted. Aside from these objectives, the new curriculum also seeks to accomplish the objectives of Philippine elementary education as found in the Education Act of 1982.<sup>14</sup> Thus, the NESC is supposedly outcome rather than subject-oriented. It focuses on learnings that contribute to 4-H development.

The new elementary school curriculum consists of three sub-cycles: the foundation sub-cycle for grades one and two; the practice and reinforcement with extension subcycles for grades three and four; and the practice, reinforcement and application with extension subcycles for grades five and six. Table VII gives a summary of the learning areas under the new curriculum.

---

(Inclosure No. 2, to MEC Order No. 6. s. 1982), p. 4; also see "Values and Basic Skills Development Stress in the New Curriculum" Educators' Journal, 2 (June 1982) : 1-3.

<sup>14</sup>Ibid., p. 5.

TABLE VI

Revised Philippine Elementary Program for  
 Grades I-VI: 1970-71<sup>15</sup>

Subjects	Time Allotment (Minutes Daily)				
	I	II	III	IV	V-VI
Character Education	20	20	20	20	20
Language Arts	140	140	120	120	120
Vernacular	(40)	(40)	-	-	-
Pilipino	(60)	(60)	(60)	(60)	40
English	(40)	(40)	(60)	(60)	80
Social Studies	30	30	30	40	40
Elem. Mathematics	30	30	30	30	40
Health and Science	30	30	30	30	40
Music and Arts	30	30	30	30	30
Work Education	-	-	40	60	80
Physical Education	20	20	20	30	40
Totals	300	300	320	360	410

Source: Division of Educational Planning, Department of Education, Manila, Philippine, 1969.

<sup>15</sup>Until June 1983, the Philippine education program followed this curriculum.

TABLE VII

THE NEW ELEMENTARY SCHOOL CURRICULUM  
(Effective June 1983)

Grades I-II (4 units)	Grades III (6 units)	Grades IV (7 units)	Grade V-VI (7units)
Language (Pilipino/ English)	Language (Pilipino/ English)	Language (Pilipino/ English)	Language (Pilipino/ English)
Mathematics	Mathematics	Mathematics	Mathematics
Civics and Culture	Civics and Culture (History/ Geography Work Ethics)	History/ Geography/ Civics	History Geography/ Civics
	Science & Health	Science & Health	Science & Health
	Arts & P.E.	Arts & P.E.	Arts & P.E.
		Work & Live- lihood skills	Work & Live- lihood skills

Source: Philippine Journal of Education,  
41 June 1982.

These nine learning areas which include: character building activities; Pilipino; English; mathematics; civics and culture; history/geography/civics; science and health; arts and physical education; and home economics and livelihood education.

In the school year 1985-86, the NESC is implemented in grade five on a pilot field, and nationally in school year 1987-88.<sup>16</sup>

<sup>16</sup>Philippine Journal of Education, 1 (June 1982).

### Other Development plans in Education

Toward the middle of 1985, a conference was held, for the officials running the public elementary and secondary schools and those from higher institutions of learning which were directly under the Ministry, to identify and examine problems that had accumulated since 1981, when martial law was lifted, and to seek solutions to those problems as well as to agree on implementing strategies. The problems, in summary are noted in the keynote address of Minister Jaime C. Laya, delivered during the conference (see Appendix K).<sup>17</sup> Then, toward the end of his term, Minister Laya, gave a year-end report, which may have included some significant gains in education for the last twenty years (1965-1985). However, Laya still noted the existence of major problems challenging the education system, which inevitably, would be passed on to the next minister (see Appendix L). In an enclosure to the report, Laya, however, tried to suggest some future policies and directions of education (see Appendix M). Following are some of the educational developments geared toward improving the quality of education, and launched in the mid 1980s.

The Secondary Education Development Program. In 1983, a review and assessment of the secondary education system was made to identify the areas of development and the extent to which development assistance was needed in the identified areas. The

---

<sup>17</sup>It is interesting to note that these problems identified by the Minister are the same problems that have plagued the education system even before the declaration of martial law.

study determined the system's capability to deliver the services required of it as a base line for development, and thus established the premises for a development program. Policy research and recommendations defined the following key issues as important: (1) secondary education to be available to all young Filipinos; (2) funding of secondary education; (3) nature of secondary education; (4) preparation of teachers; (5) barangay (barrio) high schools; (6) supervision; (7) alternative delivery systems; and (8) textbooks for all. Some of these issues are being resolved but others still need further studies and/or new policies.<sup>18</sup> One solution was the Secondary Education Development Program (SEDP) designed in 1984. It is built upon four major premises: (1) that PRODED will bring about a higher quality and greater number of student inputs into the secondary education system; (2) that new demands will continue to be made on the system by the escalating competitiveness of a growing technological society; (3) that unless improved greatly, the system would not be able to cope with the demands being placed on it; and (4) that the present performance of secondary education leaves much to be said.<sup>19</sup> The SEDP, therefore, builds on the expected outcomes of the New Elementary School Curriculum, and aims at continuity in the general education development of the learner.

---

<sup>18</sup>Ibid., pp.42-46.

<sup>19</sup>Esperanza A. Gonzalez, "The Secondary Education Development Program," A plenary paper read at the Conference of Schools Superintendents held at the Teachers Camp, Baguio City, on 7-10 May 1985, in Education and Culture Journal, 1 (Apr-Dec, 1985): 39-47.



The plan period covers ten years, 1983-1994, and will be implemented in two stages: preparation stage (1983-1988) and the actual implementation (1989-1994).

Future directions of Philippine education needs substantive inputs in curriculum. These were discussed in the 1985 conference, where recommendations from group sessions were gathered which have implications for policy recommendations to meet the major concerns of education, and ultimately improve the quality of Philippine education. The following tables give samples of the group recommendations. Table VIII, for example, gives an outline of the possible courses of action that could be taken for improving the quality of elementary education along the area of rewriting Philippine history. On this same area, recommendations for secondary education are shown in Table IX. Recommendations for improvements in higher education are:

1. . . . need for a periodic re-examination and evaluation of the textbooks, resource materials and strategies. .
2. Faculty development programs to update teachers' knowledge, attitudes and practices . . . funding should be provided for these programs.
3. Linkages between and among higher education institutions, professional educational associations, the [MECS] and the specialized agencies will bring about a dynamic inter-change of professional and technological information . . .
4. Social science programs . . . should be examined in the light of new perspectives and visions of the demands of society and of prevailing socioeconomic conditions, as well as of the emerging value systems and moral values.<sup>20</sup>

---

<sup>20</sup>Zenaida Villaescusa, "Round Table Discussions on Quality Education: Implications for Higher Education," in Education and Culture Journal, pp. 116-121.

**RECOMMENDATIONS TO IMPROVE THE QUALITY OF ELEMENTARY EDUCATION**

RECOMMENDATIONS	WHAT IS BEING DONE	WHAT CAN STILL BE DONE	RECOMMENDATIONS	WHAT IS BEING DONE	WHAT CAN STILL BE DONE
<b>A. Social Studies Education</b>					
1. Establish a common core of values.	1.1. Values of humanism, Filipinism and other relevant values are being woven into the NESC. 1.2. Values of national identity and pride, national unity and national loyalty are being made to serve as a unifying thread in <i>sibika at kultura</i> .	1.1. The strengthening of values development through examples.	5. Private publishers should be encouraged to participate in developing textbooks.	develop and administer regional/division tests. 5.1. Private publishers are being invited to participate in the development of textbooks. 5.2. Textbook writing contests for teachers have been launched.	5.1. Giving of better incentives to textbook writers. 5.2. Greater involvement of the BEE in the development and evaluation of textbooks. 5.3. The provision by BEE of technical assistance in the development of textbooks.
2. Teach about great men and women; give attention to current events in social studies/science classes.	2.1. The study of great men and women, both living and dead, is now included in the content of the NESC learning areas. 2.2. Current events are being discussed during the sharing period.	2.1. The compilation of literature about great Filipino men and women and dissemination of the literature as reference material. 2.2. Revival of the distribution of the <i>School News Review</i> and the giving of tests on its contents.	6. Implementation of the bilingual policy should be closely supervised.	6.1. Implementation of the of the policy is being monitored.	6.1. Stricter adherence to the policy, especially the use of Pilipino.
3. Review the use of the conceptual approach in social studies. Allow teachers to use other teaching approaches/strategies.	3.1. The conceptual approach is being used as a method of organizing concepts in the social studies curriculum. (There are many teaching strategies suggested in the teachers' manuals.)	3.1. Encouragement of teachers to try out/ utilize strategies other than the problem solving method.	<b>B. Science and Technology</b>		
4. Assess the quality of education in the Philippines.	4.1. The BEE is administering annual achievement tests for the implementation of the NESC. 4.2. The regions have organized regional evaluation committees which	4.1. Use of the results of tests for the improvement of instruction.	1. Promotion of the "science for all" program. 2. Improve instructional/ supervisory/administrative competence in science education.	1.1. Inclusion in the "science for all" program of technology and processes which are relevant to the life and environment of children. 1.2. Focus on attitudes and values that promote productivity. 1.3. Encouragement of computer awareness at the elementary level. 2.1. Training of teachers and school officials is ongoing. 2.2. Short-term courses in science teaching/ supervision are being offered.	1.1. Inclusion in the "science for all" program of technology and processes which are relevant to the life and environment of children. 1.2. Focus on attitudes and values that promote productivity. 1.3. Encouragement of computer awareness at the elementary level. 2.1. The holding of more study sessions/LAC sessions on science teaching/supervision. 2.2. The giving of more slots for fellowships/scholarships in science education.

Source: EDUCATION AND CULTURE JOURNAL,  
pp. 104 - 105

TABLE VIII

POSSIBLE DIRECTIONS FOR IMPROVEMENT IN SECONDARY EDUCATION

<i>Policy intervention</i>	<i>Program measures</i>	<i>Action steps</i>	<i>Policy intervention</i>	<i>Program measures</i>	<i>Action steps</i>
A. Curriculum writers to draw up the content of textbooks in secondary schools from history books written by Filipinos.	Incentive structure for more Filipinos to write history books which are stimulating and relevant to the life of the students.  Examine the curriculum for enrichment or revision.	Proper sequencing of history, geography and economics to imbue students with a strong sense of Filipino identity.  Teaching of ethics at the secondary level. Creation of committees to study the integration of various cultural groups into the national heritage.	scholarship programs. Provide a higher salary scale for science teachers.	oriented instruction.  Develop models of allocation/utilization.  Improve administrative and supervisory support.	Tapping of professional groups to contribute to the improvement of science teaching.  Provision of in-service education activities.
B. Affirm science objectives in secondary education.	Promote a "science for all" program that would introduce technology which is relevant to the students' environment.  Aim at computer literacy at the secondary level.	Reorientation of science education to make it responsive to local needs.  Drawing up of evaluation measures for science literacy.	C. Create a bureau of educational testing as a clearing house for test services.	Maximize data use at all levels to improve the quality of education.	Use of PEPT for placement and for student acceleration.  Preparation of self-learning modules so that students need no longer attend school.
Include BSE major in physics or chemistry as a priority course in	Provide facilities for group-based science activity and student activity-	Greater focus on attitudes and values that promote productivity.			

Source: Education and Culture Journal, pp. 114-115.

TABLE IX

New Minister of Education in Aquino Cabinet, Dr. Lourdes R. Quisumbing takes over - Plans and Prospects

On 3 March 1986, Dr. Lourdes R. Quisumbing was appointed as Minister of Education, Culture and Sports under the new government of President Corazon Aquino. The minister's rich background of work experience with private education makes her no novice or "stranger to such critical secular concerns as wages and other labor issues, economic survival, and other gut issues that are the causes of mass actions among teachers, laborers and other working groups." Her activities as an educational leader show her concern for quality education, especially in higher education, through voluntary accreditation.<sup>21</sup>

Within a year of her administration, Quisumbing, has made some significant progress, especially in terms of education financing. Operating on a P128.8 billion budget for 1987, the Philippine government has given education "the biggest chunk of the pie with a total of about [fifteen] billion [pesos]," the first time in twenty years that education was given the biggest share of the productive budget.<sup>22</sup>

According to a recent Ministry of Education, Culture and Sports publication in March 1986, under Quisumbing, new

---

<sup>21</sup>Education and Culture Journal, 3 (Jan - Mar, 1986): ii.

Dr. Quisumbing is the first woman president of the Philippine Accrediting Association of Schools, Colleges, and Universities (PAASCU), the oldest and biggest accrediting body in the Philippines.

<sup>22</sup>"P128.8-B: RP budget for 1987," Free Press Chicago, 16-31 Dec. 1986 p. 1.

directions for education are taking shape.

One of the ministry' thrusts under Dr. Quisumbing is values formation. For students, she has prescribed "guided freedom." She is for instilling in them strong personal convictions of right and wrong. "If students have internalized moral values, there is no need for the imposition of external sanctions," she maintains.

Believing that "revolution of the mind and heart" is possible in the ministry, Dr. Quisumbing said that integrity, competence and efficiency will be emphasized by her administration. The development of moral values will be the anchor of education, in addition to knowledge and skills and the development of the whole individual.

The new minister credits a democratic outlook for her personal and professional success. She easily inspires participation rather than passivity. Her management style utilizes maximum consultation done in a "spirit of truth, sincerity and charity."

Dr. Quisumbing is determined to minimize political influences in the system. Promotions will be very well considered; they will not be done as a matter of course because the staff has to be continuously improved.

There will be a maximum delegation of authority, accompanied by assumption of full responsibility by the officers to whom the authority has been delegated.

In line with President Aquino's injunction that all officials observe simplicity in their lifestyle and that all must lead by example, she cautioned against fanfare in field visits by MECS officials. There should instead be "creative simplicity."

In her first conference with the central office staff and the press, the minister gave the assurance that there was no reason for anyone to feel insecure. "We need every good heart and good mind in this ministry," she declared. She recognizes that the ministry is a vital force in bringing about a just and peaceful society, through educating the country's most precious assets, the young. She considers as the first thrust of her administration the helping of the vast but less privileged public school sector.

Such human and benevolent plans and intentions . . . contribute to the fostering of a freer and more relaxed atmosphere in the MECS. . . gain for her the love, respect, trust and confidence of the ministry officials and the rank and file, thus inspiring them to greater effort in the service of education under the new government . . . <sup>23</sup>

---

<sup>23</sup>Ibid., iii.

Future directions of educational policy and decision-making under the new government will also be dictated by the provisions of the new 1986 constitution, which was approved on 2 February 1987. Article XIV of the new constitution is solely devoted to the provisions for education, science and technology, arts, culture, and sports (see Appendix N).

### Commentary

While it can be gleaned and concluded from the foregoing chapters that a number of educational policies, programs and projects have been recommended, introduced and implemented to bring about quality education for national development, there is much more to be said and done.

In the Philippines the relationship between education and economic development has been a paradox.<sup>24</sup> Contrary to the general rule and the situation in other countries that education is serving as an effective instrument for economic development, the Philippine educational system, although considered advanced in certain ways, does not seem to be crucially contributing to economic progress. On the basis of quantitative educational indicators, the Philippines ranks among the advanced or sem-advanced countries of the world. For example, in terms of the ratio of college and university enrollment to total population, the Philippines ranks second highest in the world, to the United States; in terms of economic development as measured by GNP, the

---

<sup>24</sup>Tachau, The Developing Nations, p. 80.

philippines is classified among the lowest in the world.<sup>25</sup>

The Philippine case presents a unique case which only upsets the generalization that the level of human resources development is positively correlated with economic growth. It seems inescapable to conclude that while the Philippine educational system is ranked among the more advanced in terms of quantitative products, it has not served as an effective instrument for economic growth. Thus, the Philippine educational system continues to be criticized. It has been pointed out that the educational system has failed in three ways; namely (1) to bring about a national condition of universal literacy; (2) to change significantly many prevailing social values and patterns that are a deterrent to social innovations; and (3) to reorient the warped traditional attitudes of many Filipino parents toward education. The principal causes of this failure are well known by Philippine education experts, and their solutions identified often in conferences of these same leaders and experts, but not enough progress has been attained in the employment of appropriate measures to liquidate the problem. For one thing, it must be stressed that the matter is a joint responsibility of the government, the parents, the persons and families concerned, in short the Philippine society. The reasons for the failure,

---

<sup>25</sup>Vitaliano Bernardino, "The Philippines: An Economic and Educational Paradox," in Vitaliano Bernardino, Perspectives in Philippine Education: A Collection of Speeches and Unpublished Writings of Vitaliano Bernardino (Quezon City, Metro Manila, Philippines: Philippine Public School Teachers Association, Inc., 1982), p. 88; also World Bank, The Philippines: Priorities and Prospects for Development.

therefore, strike back at the shortcomings of the Philippine educational system.

The weaknesses of the educational system have usually been blamed on economic conditions. However, educators are hesitant to accept the fact that education has been intruded by politics with its professed goals of achieving national unity and development. It is politics that defeats these very same goals. The policies and programs in education, especially during and after the New Society period, as admitted by Minister Laya, toward the end of his term, "have been in accord with the platform of the kilusang Bagong Lipunan (KBL) [the ruling political party] and enunciated by President Ferdinand E. Marcos."<sup>26</sup> This typifies the close relationship between politics and education which in many instances have been the cause for the failure to achieve set educational goals. The school system's role, in essence, is seen as a political stabilizer. It was better to produce unemployable college graduates, compared to the dangerous droves of idle youths who were considered hazards for political leadership. The educational system introduced well-meant reforms and innovations, but the attainment of these was easier said than done. As long as there were persons occupying various positions in the ministry, who were backed up by politicians of the New Society period, there was always resistance. In the building of a political institution, the curriculum was used to bring about desired

---

<sup>26</sup>Jaime C. Laya, "Moving Forward in Education: 1985," Education and Culture Journal, 3 (Jan-March 1986): 80.



consciousness. As long as the so-called government thrust courses, such as those dealing with tax consciousness, cooperative education, population education, etc., are understood by teachers and students, it would only alienate them from government priorities. For instance, the Filipino student cannot understand why they are required to learn two Filipino language subjects, if they were to develop a Filipino identity!

During the martial law period, social engineering was attempted through education. What purpose was the Citizens Army Training for boys and girls in high school, for instance, or the activities under the so-called Youth Countryside Development program? Why did the plans and policies in education need to be based on the platform of the ruling party? Why was the military involved in implementing educational policies? These questions can only have one answer: to indoctrinate the pupils with the ideology of the regime -- of President Marcos.

The programs and activities for educational reforms and innovation demanded financing, hence the enormous World Bank loans procured by the government. (There are particular provisions of Presidential Decree 6-A, for instance, that states who, and how should loans be procured). However, some projects and programs have failed because the funds were diverted to unknown projects. If the educational system continues to be influenced by politics, the whole process of socialization will be eroded. And because these values are passed on from one generation to another, the sad state of education will inevitably

take its toll on development efforts in all other aspects of society. Then, in the next decade, instead of improving what has been started, or solving the problems in education, efforts will then be devoted, not to solve the problems of education, but to "de-Marcosify" the education system.

To reiterate what has been briefly said, the writer would like to quote the thoughts shared by a parent, who was invited by Minister Quisumbing to speak in the 1986 Educators Congress, held at the Teachers Camp, Baguio City, 25-30 May 1986. Rafael Evangelista spoke on "Education in the New Government -- What it should be: A View of a Parent." He gave valuable suggestions for educational possibilities for consideration under the new government, which also sums up what education for the Filipino youth was under the New Society regime.

Let the state and the school administrators set up a consultative process whereby the views of all those concerned with education, specially the parents, can be heard. In some jurisdictions, school boards are institutionalized. Perhaps we can consider the statutory establishment of school boards in which government, school administrators, teachers and parents are involved.

Let us prohibit the teaching of socio-political ideologies as a requirement of general study. The National Service Law sought to compel our children to learn the ideology of Marcos -- the so-called Filipino ideology. If the move of the Marcos government had succeeded, what then would have prevented President Aquino from requiring in turn that our children learn the PDP-Laban or UNIDO ideology? What is to stop my old classmate, Joma Sison, from then demanding that our children learn the gospel according to Karl Marx? As a specialized area of learning in college or graduate school, I say yes to the study of socio-political ideologies. As a subject to be taught to all children in grade school and high school, I say no.

The National Service Law would have required the teaching of subjects on civic welfare and law enforcement according to definitions and policy guidelines laid down by the Government. I say, let us guard against all education schemes which would allow Government to undermine the family as the basic social institution. If the State is permitted, among others, the sole prerogative of dictating how children should respect their elders, brush their teeth, or even how children should cross the streets, which arguably could have been case under the National Service Law, then the family and parents would have ceased to be relevant.

I ask that we should forever be vigilant not only against any schemes that would overtly militarize our schools, but also against any schemes that would permit, intentionally or otherwise, the militarization of the educational system. The argument against the National Service Law was not so much that there was an intent by the lawmakers to militarize our schools, but that the NSL made such a militarization possible.

I ask that the Government help rationalize the costs of education . . .

I ask the teachers to remember that we send our children to school to ask more than anything else, the question "Why?", and where the answer to that question is unclear or wrong, to disagree. After all, the question "Why?" and disagreement, more than agreement, are the cornerstones of the learning process. Indeed, training the youth to ask why may be the one final safeguard against a repetition of the experience of the past [twenty] years. The noted psychologist, Fr. Tanseco, once wrote on one reason why it was possible to set up a dictatorship in the Philippines. He stated that oftentimes we train the children, at home and at school, never to ask why or to disagree for to do so would epitomize disrespect for elders or the authority figure. When Ferdinand E. Marcos, the supreme authority figure, came along to set up his government of Constitutional authoritarianism, a majority of the population had been sufficiently brainwashed not to ask "Why?"<sup>27</sup>

---

<sup>27</sup>Part of speech delivered by Rafael E. Evangelista, "Education in the New Government -- What it should be: A View of a Parent," during the 25-30 May 1986 Educators Congress, Baguio City. (Copy of speech is courtesy of Judge Fe Corazon Baluga, who also spoke on the same topic in a teachers' conference, Lagawe, Ifugao, Province.

On this note, the least that one can muster is that a good educational system is vital for the future of the country. Reforms have been implemented, especially during the New Society period, to solve the problems of the educational system. However, in so doing, the seeds of future educational disaster have already been planted. If these seeds are still nurtured and tended, will there be good fruit to harvest?

## BIBLIOGRAPHY

Books

- Alba, Manuel S. "Education in the Philippine Development Plan." In Issues in Philippine Education, pp. 75-79. Edited by Serafin V. C. Guingona. Phi Delta Kappa Manila, Philippines Chapter, 1982.
- Albarracin, Narciso. "Content of the Curriculum for the New Society." In New Thrusts in Philippine Education. Edited by Bienvenido Manuel, Juanita S. Guerrero and Minda Sutaria. Manila: Current Events Digest Inc., 1974.
- Apolinario, Filomeno O., et al. Social Problems: Philippine Setting. Rev. ed. Manila, Philippines: Rex Book Store, 1980.
- Arcelo, Adriano A. "Economics of Education." In Issues in Philippine Education, pp. 57-60. Edited by Serafin V.C. Guingona. Phi Delta Kappa Manila, Philippines Chapter, 1982.
- Aruego, Jose M., and Aruego-Torres, Gloria. The New Philippine Constitution Explained 1980. Revised Ed. Manila, Philippines: University Book Supply, 1980.
- Asistin, Andres R. "The Secondary Education Program: New Shapes and Forms." In Issues in Philippine Education, pp. 45-48. Edited by Serafin V. C. Guingona. Phi Delta Kappa Manila, Philippines Chapter, 1982.
- Bennett Jr., William, S. "Educational Change and Economic Development." In Ekstein, Max A. and Noah, Harold J. Scientific Investigations in Comparative Education, pp. 168-182. London: Macmillan Company, 1969.
- Bernardino, Felicitas G. "Linking Formal and Nonformal Education." In Issues in Philippine Education, pp. 53-56. Edited by Serafin V. C. Guingona. Phi Delta Kappa Manila, Philippines Chapter, 1982.
- Bernardino, Vitaliano. "Filipinizing Philippine Education." In Issues in Philippine Education, pp. 13-16. Edited by Serafin V.C. Guingona.
- . IMPACT Instructional Management by Community, Parents and Teachers. In Vitaliano Bernardino. Perspectives in Philippine Education: A Collection of Speeches and Unpublished Writings of Vitaliano Bernardino, pp. 22-23. Quezon City, Manila, Philippines: Philippine Public School Teachers Association Inc., 1982.

- . Needed Directions in Secondary Education. In Bernardino. Perspectives in Philippine Education.
- . Nonformal Education as an Instrument of Economic Development. In Bernardino. Perspectives in Philippine Education.
- . Language in Philippine Education. In Perspectives in Philippine Education.
- . Perspectives in Philippine Education: A Collection of Speeches and Unpublished Writings of Vitaliano Bernardino. Quezon City, Manila, Philippines: Philippine Public School Teachers, Association Inc., 1982.
- . Planning Education for National Development. Manila: Bureau of Public Schools, 1966.
- . The Educational Factors of Economic Development. In Bernardino. Perspectives in Philippine Education.
- . The Philippines: An Economic and Educational Paradox. In Bernardino. Perspectives in Philippine Education.
- . The Role of Education in Rural Development. In Bernardino. Perspectives in Philippine Education.
- Bowman, Mary Jean and Anderson C. A. "Concerning the role of Education in Development." In Old Societies and New States. Edited by C. Geertz. New York: Harcourt Brace Jovanovich, 1971.
- Burley, T. M. The Philippines An Economic and Social Geography. London, 1973.
- Bushnell, P. S., and Rappaport, D., eds. Planned Change in Education: A System's Approach. New York: Harcourt Brace Jovanovich, 1971.
- Carson, Arthur L. The Story of Philippine Education. Quezon City: New Day Publishers, 1978.
- Castro-Resposo, Epifania R. The Role of Universities in the Developing Philippines. New York: Asia Publishing House, Inc., 1971.
- Coleman, James S. "Education." In The Developing Nations: What Path to Modernization? Edited by Frank Tachau. New York: Dodd, Mead and Company, 1972.
- Constantino, Renato. A History of the Philippines: from the Spanish Colonization to the Second World War. New York: Monthly Review Press, 1975.

- . The Philippines, the Continuing Pain. Quezon City: Foundation for Nationalistic Studies, Manila. Distributed by Popular Book Store, 1978.
- Coombs, Philip H. The World Crisis in Education The View from the Eighties. New York: Oxford: Oxford University Press, 1985.
- Coombs, Philip H. The World Educational Crisis A Systems Analysis. New York: Oxford University Press, 1968.
- Corpuz, Onofre D. The Philippines. Englewood Cliffs: Prentice Hall, Inc., 1965.
- Dapen, Liang. Philippine Political Parties and Politics. U.S.A.: Asiamera Research Institute, 1971.
- Dizon, Amado C. "Accreditation: Its Development." In Issues in Philippine Education, pp. 29-32. Edited by V.C. Guingona.
- Dizon, Rolando R., ed. Educational Alternatives for the Future. Quezon City: Phoenix Publishing House, Inc., 1983.
- Dumlao, Antonio. "Current Trends in Higher Education." In Issues in Philippine Education, pp. 49-52. Edited by V. C. Guingona.
- Eckstein, Max A., and Noah, Harold J. Scientific Investigations In Comparative Education. London: The Macmillan Company, 1969.
- Espiritu, Socorro C., ed. Sociology and Social Living. 3rd ed. Manila: JMC Press, Inc., 1960.
- Flieger, Wilhelm and Smith, Peter C. A Demographic Path to Modernity (Patterns of Early Transition in the Philippines). Quezon City: University of the Philippines Press, 1975.
- Flores, Pedro V. Educational Innovation in the Philippines: A Case Study of Project Impact. Ottawa: International Research Centre, 1981.
- Foley, Douglas E. Philippine Rural Education. NIU, Center for Southeast Asian Studies, Detroit: Cellar Book Shop, 1976.
- Fund for Assistance to Private Education (FAPE). Review: Fund for Assistance to Private Education. Makati, Metro Manila, 1979.
- Gellor, Jaime Mendez. Educational Trends for Philippine Schools. Manila: National Book Store, Inc., 1976.

- Golay, Frank H. The Philippines: Public Policy and National Economic Development. Cornell University Press, 1961.
- Gonzalez, Andrew. "The Language Situation in the Philippine Schools. In Issues in Philippine Education, pp. 9-12. Edited by V. C. Guingona.
- Gonzalez, Andrew B., and Del Corro, Anicia. Doctoral Programs in Philippine Universities. Metro Manila: United Publishing Co., 1978.
- Gregorio, Herman Cruz. Philosophy of Education in Philippine Setting. Quezon City, 1979.
- Gregorio, Herman C. and Gregorio, Cornelia M. Introduction to Education Philippine Setting. Quezon City: R.P Garcia Publishing Company, 1976.
- Guerrero, Arturo M. "Philippine Education in the 1980s: Current Issues." In Issues in Philippine Education. Edited by V. C. Guingona.
- Guerrero, Juanita S. Systems Concept as Framework to the New Thrusts in Philippine Education. Manila: Current Events Digest, Inc., 1974.
- Guingona, Serafin V. C., ed. Issues in Philippine Education. Phi Delta Kappa Manila, Philippines Chapter, 1982.
- \_\_\_\_\_. Policies and Standards for Graduate Education. In Issues in Philippine Education. Edited by Guingona.
- \_\_\_\_\_. The Proposed Education Act of 1980. In Issues in Philippine Education, pp. 69-72. Edited by Guingona.
- Guthrie, George M. "Personality Problems and Culture." In Modernization: Its Impacts in the Philippines. Quezon City: Ateneo de Manila University Press, 1971. Institute of Philippines Culture Papers No. 10.
- \_\_\_\_\_. The Psychology of Modernization in the Rural Philippines. Quezon City: Ateneo de Manila University Press, 1970.
- Hayden, Howard. Higher Education and Development in Southeast Asia, volume 2. Country Profiles. UNESCO and International Association of Universities, 1967.
- Jhocson, Jesus M. "Technician Education in Philippine Private Schools." In Issues in Philippine Education, pp. 21-24. Edited by V. C. Guingona.



- Levesque, Rodrique. The Philippines: Pigafetta's Story of Their Discovery by Magellan. Canada: Levesque Publications, 1980.
- Lynch, Frank and De Guzman, Alfonso, eds. Four Readings on Philippine Values. IPC Papers No. 2. Quezon City: Ateneo de Manila University Press, 1970.
- \_\_\_\_\_. Modernization: Its Impact in the Philippines V, IPC Papers No. 10. Quezon City: Ateneo de Manila University Press, 1971.
- Manuel, Juan L. "At the Crossroads of Philippine Education." In New Thrusts in Philippine Education. Edited by Bienvenido Manuel, Juanity Guerrero, and Minda C. Sutaria. Manila: Current Events Digest Inc., 1974.
- Marcos, Ferdinand E. Notes on the New Society, 1973. Manila: Marcos Foundation, Inc., 1973.
- \_\_\_\_\_. Today's Revolution: Democracy. Manila: Marcos Foundation, Inc., 1971.
- May, Ronald James, and Nemenzo, Francisco, eds. The Philippines After Marcos. New York: St Martins Press, 1985.
- Mendez, Paz Policarpio. "Graduate Education in the Philippines." In Issues in Philippine Education, pp. 65-68. Edited by V. C. Guingona.
- Miranda, Felipe B. Probing Our Futures: The Philippines 2000 A.D. Metro Manila: Development Academy of the Philippines, UP School of Economics, UP Population Institute, 1980.
- Navarro, Josefina R. "The Work Oriented Curriculum." In New Thrusts in Education under the New Society. Edited by Bienvenido Manuel, et. al.
- Pacis, Vicente. The New Constitution and the Philippine Parliamentary Government. 1979 ed. Manila: JMC Press, Inc., 1973.
- Padilla, Felicitas. The Philippine Government and the New Constitution, 3rd rev. ed. Cebu City: Oriental Printing Press, 1983.
- Pal, Agaton P. and Polston, Robert A. Rural People's Responses to Change. Dumaguete City, Philippines: New Day Publishers, 1973.
- Psinakis, Steve. Two "Terrorists" Meet. 1st ed. San Francisco, California: Alchemy Books, 1981.

- Philips, H. M. "Education and Development." Economic and Social Aspects of Educational Planning. Paris: UNESCO, 1963.
- Poole, F., and Vanzi, M. Revolution in the Philippines. New York, 1984.
- Primer on Socio-Political Economic, Educational Problems of the Philippines, Part III, Educational Problems. UST, Manila, Philippines, 1971.
- Quijano, Walter York. "The Role of the Student in the Academic Community." In Primer on Socio-Political, Economic, Educational Problems.
- Quiocho, Faustino P. "Moral Education Revisted." In Issues in Philippine Education, pp. 37-40. Edited by V. C. Guingona.
- Quisumbing, Lourdes R. "The Role of the Faculty in the Academic Community." In Primer on Socio-Political Economic, Educational Problems.
- "Review for 1967: Chapter V. Education, Manila." In Economic Monitor. In Carson. Story of Philippine Education.
- Roces, Alfredo R., Cordero-Fernando, Gilda, Quirino, Carlos and Gutierrez, Manuel C., eds. Filipino Heritage: the Making of a Nation. Manila: Lahing Pilipino Publishing, Distributed by Felta Book Sales, 1977-1978.
- Rosenberg, David A., ed. Marcos and Martial Law in the Philippines. Ithaca, N.y.: Cornell University Press, 1979.
- Sanyal, Bikas; Perfecto, Waldo S.; and Arcelo, Adriano A. Higher Education and the Labour Market in the Philippines. Paris: UNESCO: New Delhi: Wiley Eastern Ltd., 1981.
- Scileppi, John A. A Systems View of Education a Model for Change. New York: University Press of America, 1984.
- Serion, Josefina R. "The Revised Secondary Curriculum." In New Thrusts in Philippine Education. Edited by Bienvenido Manuel, et. al.
- Soriano, Liceria B. Continuous Progression in Philippine Schools. Manila, Philippines: JMC Press, Inc., Quezon City, 1973.
- \_\_\_\_\_. "Continuous Progression Scheme: A Systems View." In New Thrusts in Philippine Education. Edited by Bienvenido Manuel, et. al.
- \_\_\_\_\_. "Alternative Delivery Systems for Basic Education." In Educational Alternatives for the Future. Edited by Rolando

Dizon. Quezon City: Phoenix Publishing House, 1983.

\_\_\_\_\_. "Integrated Approach to Primary Education." In New Thrusts in Philippine Education. Edited by Bienvenido Manuel, et. al.

Soriano, Liceria Brillantes. "Regional Cooperation in Education." In Issues in Philippine Education, pp. 61-64. Edited by V. C. Guingona.

Sutaria, Minda. "Curricular Imperatives of the New Society." In New Thrusts in Philippine Education. Edited by Bienvenido Manuel, et. al.

\_\_\_\_\_. "Thrusts in Elementary Education in the Eighties." In Issues in Philippine Education. Edited by V. C. Guingona.

Steinberg, David Joel. The Philippines, a Singular and a Plural Place. Boulder, Colorado: Westview Press, 1982.

Tango, Marcelo. "The Christian Peoples of the Philippines." In Sociology and Social Living. 3rd ed. Manila: JMC Press., Inc., 1960.

Turpin, Alex. New Society's Challenge in the Philippines: Authoritarian Road to Reform, Revolutions in North and South Contained. London: Institute for the Study of Conflict, 1980.

Tachau, Frank, ed. The Developing Nations: What Path to Modernization? New York: Dodd, Mead and Company 1972.

Thompson, Robert B. A System's Approach to Instruction. Linnet Books, 1971.

Valdepenas Jr., Vicente B. "Philippines." In Development Planning in Southeast Asia: Role of the Universities. Edited by Yip Yat Hoong. Singapore: Regional Institute of Higher Education and Development, 1973.

Varela, Miguel Ma. "Science in Education." In Issues in Philippine Education, pp. 25-28. Edited by V. C. Guingona.

Vergara, Jose R. "Vocational Education Revisited." In Issues in Philippine Education, pp. 17-20. Edited by V. C. Guingona.

Villacorta, Wilfredo V. "Politics and Education in the Philippine Setting." In Issues in Philippine Education, pp. 32-36. Edited by V. C. Guingona.

Villafuerte, Luis R. "The Significance of Education in the Development of Entrepreneurship." In Issues in Philippine

Education, pp. 80-88. Edited by V. C. Guingona.

Vreeland, N. Area Handbook for the Philippines. 2nd ed. 1976.  
Foreign Area Studies of the American University.

Zaide, Gregorio F. The Pageant of Philippine History: Political, Economic, and Socio-Cultural. 2V. Manila, Philippines: Philippine Education Co., 1979.

Zaide, Gregorio F. Philippine Government Development, Organization. Manila: The Modern Book, 1969.

\_\_\_\_\_. Philippine Political History. Manila: The Modern Book, 1969.

Zaide, Gregorio F, and Zaide, Sonia. Government and Politics of the Republic of the Philippines. Quezon City: Alca Publishing Co., 1969.

Zwaenepoel, Paul P. Tertiary Education in the Philippines 1611-1972; A Systems Analysis. Quezon City, Philippines: Alemar-Phoenix Publishing House, Inc., 1975.

#### Public Documents

Budget Programs for Area Development. (Manila), The Republic of the Philippines, 1981.

Budget Programs for Regional and Area Development. (Manila), The Republic of the Philippines, 1982.

Bureau of Elementary Education. "A Primer on the Program for Decentralized Educational Development (PRODED). Republic of the Philippines: Ministry of Education, Culture, and Sports, 1981. (Mimeographed.)

Bureau of Higher Education. "Higher Education Enrollment by Major Field of Study and Region 1979-1980 (First Semester)." Republic of the Philippines: Ministry of Education, Culture, and Sports, 1981. (Mimeographed.)

\_\_\_\_\_. Tertiary Education in the Philippines. Republic of the Philippines: Ministry of Education, Culture, and Sports, 1978.

CSC-DEC Jet Continuing Program Through Distance Teaching, Learning Package No. 9. Educational Reform. Manila: National Media Production Center.

Cultural Affairs Office of the American Embassy. Youth's Positive Role in National Development. Manila: American Embassy, 1960.

Elevazo, Aurelio O. Educational Planning in the Philippines. Manila: Division of Educational Planning, Department of Education, 1969.

General Policies on Education 1973 and 1974. National Board of Education. Manila, Philippines, 1975.

Integrated Reorganization Plan. Manila: Presidential Reorganization Commission, 1972.

Laya, Jaime C. "Education in Crisis: Challenge and Response." In Education and Culture Journal. April - December 1985. A MECS Publication.

\_\_\_\_\_. "Moving Forward in Education: 1985." A Supplement to the Philippine Education Indicators 1965 -1985. Manila, Philippines, Ministry of Education, Culture, and Sports, 1985.

Manila: Republic of the Philippines, NEDA, National Census and Statistics Office. Special Report/ R P, NEDA, NCSO; No. 3. 1981.

National Economic Development Authority (NEDA). Five-Year Development Plan (1983-1987). Metro Manila: Republic of the Philippines, 1981.

National Media Production Centre. The Development of the Philippine Constitution, 1935 Constitution. 1974.

\_\_\_\_\_. The Development of the Philippine Constitution, 1973 Constitution. 1974.

Philippine Education Indicators 1965-1985. Manila, Philippines: Ministry of Education, Culture, and Sports, 1985.

Philippine Institute for Development Studies. Survey of Philippine Development Research I. Manila: Philippine Institute for Development Studies, 1980.

Philippines, Department of Education and Culture. "The Revised Secondary Education Program, 1973." Department Order No. 20, s. 1973.

Philippines, Ministry of Agrarian Reform. Philippine Agrarian Reform in the New Society. Quezon city, Philippines: The Ministry, 1980.

Philippines, Ministry of Education and Culture. Accomplishments in Education in Southern Philippines, March 1977 - March 1980, by Victoria C. Urian. Manila: Republic of the Philippines, Ministry of Education and Culture, 1981.

\_\_\_\_\_. Nesc Primer. Educational Reorientation Program.

\_\_\_\_\_. Report on Educational Development of the Seventies 1970-1979. Manila: MEC.

Philippines, Ministry of Education and Culture, Planning and Programming Division. Ten-Year Educational Development Plan, 1978-1987. Manila: Planning and Programming Division, 1979.

Presidential Commission to Survey Philippine Education. Education for National Development: New Patterns, New Directions. Manila: PCSPE, 1970.

PRODED NEWS. Official Publication of PRODED-PTS 3 January-March 1985.

\_\_\_\_\_. 3 July - September 1985.

PRODED PRIMER. A PRODED-ERP Publication for the Bureau of Elementary Education, Ministry of Education, Culture, and Sports, 1983.

Quiason, Serafin D. "The Cultural Agencies under the MECS." In Education Culture Journal, MECS.

Quirino Jr., Demetrio. "Population Quality." In The Development of the Philippine Constitution. National Media Production Center, 1974.

Republic of the Philippines. 1978 Election Code.

Republic of the Philippines. Four-Year Development Plan, fy 1974-1977. Manila, 1973.

Sutaria, Minda C. "PRODED: In Retrospect; Prospects." In Education and Culture Journal. April - December 1985. A MECS Publication.

U. S., Department of State. Bureau of Public Affairs. Background Notes. "Philippines." August, 1986.

Villaescusa, Zenaida. "Round Table Discussion on Quality Education: Implications for Higher Education." In Education and Culture Journal. A MECS Publication.

YCAP Handbook. National Media Production Center, Manila, 1977.

Articles/Newspapers/Periodicals.

Alba, Manuel S. "Youth: The New Dimension in Filipino Values." Participant Journal II 3, 1971.

Ang Pilipinas, Your Tourist Magazine 1 (3Q 1983).

Bulletin Today. "Schools Open Monday with 13-M Students." Reprinted in the Association of Catholic Universities of the Philippines (ACUP) Newsletter (June 1981).

Coloma, Teresita M. "The Teacher in a Changing Philippine Society." Philippine Journal of Education. 64 (1985): 198.

El-Shibiny, M. "Trends in the Ruralization of Primary School Curriculum." Trends in Teacher Education 12 (October 1970). Asian Institute for Teacher Education, University of the Philippines.

Franco, Ernesto. "Secondary Sector Study Findings." Philippine Journal of Education. 64 (October 1985).

"Humanizing and Democratizing Philippine Rules and Regulations." Modern Teacher 33 (1985): 253.

Larkin, John A. "Philippine History Revisited: A Socio-economic Perspective." American Historical Review. 87 (June 1982): 595 - 628.

Laya, Jaime C. "Education Policy, Directions and Options." Philippine Journal of Education 64 (1985): 7,8, 43-46.

Navarro, Josefina R. "Curriculum Redirection." MPSTA Journal (August 1973).

\_\_\_\_\_. "Reading in the Work-Oriented Curriculum." MPSTA Journal (August) 1973)

Navarro, Josefina R. "Value Integration in the Curriculum." Philippine Journal of Education. 45 (October 1985).

Natividad, Pablo E. "Proposed Elementary Education Curriculum." Philippine Journal of Education. 61 (June 1982).

Orata, Pedro T. "Beyond Subjects and National Boundaries: Education for Living in a World Community." Modern Teacher. 33 (1985): 189-192.

"P128.8-B: RP Budget for 1987." Free Press Chicago, 16, 31 December 1986.

Reporter. 19, 16 September 1983. p. 9.

Ramirez, Regildo F. "Proded and Proceed: Their Implications to Elementary Education." Philippine Journal of Education 61 (June 1982).

Salcedo, Fortunato U. "Humanitarianizing and Democratizing Philippine Rules and Regulations." Modern Teacher 33 (1985): 253.

Shipla, Otto J. "Focus on Southeast Asia: Education on the Move." Contemporary Education 56 (Winter 1985.)

"The New Elementary School Curriculum." Educator's Journal 2 (July 1982).

"The Philippine Textbook Project." Prospects: Quarterly Review of Education 13 (November 1983): 351-59.

"The Philippines: Vital Statistics." National Catholic Reporter (September 1983).

Tiglaio, Rigoberto D. "Education and Manpower Development to Be Intelinked with Other Sectors," in Business Day, 14 (December 1981): 8.

"Values and Basic Skills Development Stress in the New Curriculum." Educators' Journal 2 (June 1982).

Vicencio, Evelina M. "Guidelines for Curriculum Revision." Modern Teacher 33 (1985): 327-328.

### Proclamations/Orders/Statutes

Department [of Education] Order No. 42, s. 1972.

Department [of Education] Order No. 6, s. 1973.

Department [of Education] Order No. 20, s. 1973, (with Enclosure).

Education Act of 1982.

Executive Order No. 202.

MEC Order No. 6, s. 1982 (with inclosures).

Memorandum No. 28, s. 1973.



- Philippines. 1935 Constitution, art II, sec. 4.
- Philippines. 1935 Constitution, art. VII, sec. 10.
- Philippines. 1935 Constitution, art XIV, 3-5.
- Philippines. 1973 Constitution, art. II, sec. 4-7.
- Philippines. 1973 Constitution, art. V, sec. 1-3.
- Philippines. 1973 Constitution, art. IX, sec. 12.
- Philippines. 1973 Constitution, art XV, sec. 3, 8-13.
- Philippines. 1973 Constitution, art. XVII, sec. 3.
- Philippines. 1986 Constitution, art. XIV.
- Presidential Proclamation No. 1.
- Presidential Proclamation No. 6-A.
- Presidential Proclamation No. 442.
- Presidential Proclamation No. 742.
- Presidential Proclamation No. 932.
- Presidential Proclamation No. 897.
- Presidential Proclamation No. 1006.
- Presidential Proclamation No. 1081.

Proceedings/Reports -- Published and Unpublished

Educational Innovations for Development: Perspectives, Community Outreach, Curriculum Planning and Management, Report of National Seminar on Educational Innovation for Development, 5 -6 January 1976. Manila, Philippines: National Research and Development Center for Teacher Education, 1976.

International Bank for Reconstruction and Development. The Philippines: Priorities and Prospects for Development: Report of a Mission sent to the Philippines by the World Bank. J. Cheetham, Chief of Mission. Washington: World Bank 1976.

Philippine Rural Education: An Anthropological Perspective, by Douglas E. Foley. Center for Southeast Asian Studies, Northern Illinois University, 1976. Special Report Number 13.

"Role of Universities in National Development Planning in South-east Asia." Edited by Yip Yat Hoong. In Proceedings of the Workshop held in Singapore 26 - 29 July 1971. Regional Institute of Higher Education and Development. Singapore, September 1971.

### Theses and Other Papers

Acierto, Maria Guillen. "American Influence in Shaping Philippine Secondary Education: An Historical Perspective 1898-1978. Unpublished doctoral dissertation. Loyola University of Chicago, 1980.

Evangelista, Rafael E. "Education in the New Government -- What It Should Be: A View of a Parent." Speech delivered at the 1986 Educators Congress, Baguio City. (Mimeographed.)

Gonzalez, Esperanza A. "The Secondary Education Development Program." Plenary paper read at the Conference of School Superintendents, Teachers' Camp, Baguio City, 7-10 May 1985. In Education and Culture Journal. April-December 1985.

"Human Resources Development and Economic Growth in Developing Countries: A Simultaneous Model." Prepared by David Wheeler. World Bank Staff Working Paper No. 407.

King, Timothy, ed. "Education and Income." World Bank Working Paper No. 402 July 1980.

Lopez, Salvador P. "The Philippines into the Twenty-first Century. University of the Philippines Conference on 25 February 1978. (Mimeographed.)

Mangahas, Mahar, and Quizon, Jaime B. "The Philippines in the Year 2000: Implications for Higher Education." Metro Manila: Fund for Assistance to Private Education, 1977. (Mimeographed.)

Manalang, Priscila S. Education in the Philippines in the Twenty-first Century. Edited by Salvador Lopez. University of the Philippines Conference on 25 February 1978. (Mimeographed.)

Ministry of Education, Culture, and Sports. Education and Manpower," in 1983-1987 NEDA Plan. (Mimeographed.)

Morales, Alfredo T., and Sumagaysay, Lourdes S. "Perspectives on Educational Innovations in the Philippines." Paper read in the National Seminar on Educational Innovations for Development. DEC, Manila, 5-6 January 1976.

Muego, Benjamin Navarro. "The New Society of the Philippines: A Case Study of a Developmental Regime." Unpublished Ph. D. dissertation, Southern Illinois University, 1975.

National Board of Education Task Force III. Final Report. April 14, 1973. (Mimeographed.)

Prakasha, Veda. "Educational Planning -- Definitions and Scope." Working Paper for a Seminar on Planning Organization and Administration of Teacher-Education. Asian Instituted for Teacher Education, Quezon City, 1971.

Ramos, Marcos S. "Approaches to Educational Planning." Paper read at the Orientation Seminar on Educational Planning held at the Department of Education, August, 1965.

Reyes, Bernardo. "Administration and Supervision of Public and Private Schools under the Integrated Reorganization Plan." Lecture delivered to the Graduate School, Saint Louis University, Baguio City, 19 May 1980. (Mimeographed.)

Reyes, Bernardino, M. "Development Through Education." Talk delivered at the MEC Region I Conference, 1980.

Searle, Barbara, ed. Evaluation in Work Bank Education Projects: Lessons from Three Case Studies. The World Bank Discussion Paper, Education and Training Series.

Soriano, Liceria Brillantes. "Educational Innovations for Development." Opening remarks, National Seminar on Educational Innovations for Development 5-6 January 1976.

#### Yearbooks/International Bodies/agencies

Aprieto, Pacifico N. "Textbooks for the Masses." The Fookien Times Yearbook, 1974. Manila: The Fookien Times Yearbook Publishing Co. Inc., 1974.

Corpuz, Onofre D. "Priority Areas for Educational Policy-Making in the 1980's." The Fookien Times Yearbook 1981-82 Philip-

pinas Yearbook.

Foshay, Arthur. "Curriculum Development and the Humane Qualities." Nurture Humaneness, the ASCD Yearbook. Washington, D. C., NEA, 1971.

International Bank for Reconstruction and Development. The World Bank, World Tables, 3rd ed, Volume II Social Data. 1983.

International Labor Office (ILO). Sharing in Development: A Programme of Employment, Equity and Growth for the Philippines. Geneva, 1974.

Manila UNESCO National committee of the Philippines, Department of Foreign Affairs. Combining Education and Work Experiences in Asia and Oceania. "Philippines." Bangkok, UNESCO National Office for Education in Asia and Oceania, 1978.

Manuel, Juan L. "Philippine Education in the 80's." The Fookien Times Philippines Yearbook 1977.

Paxton, John, ed. "Republic of the Philippines." The Statesman's Yearbook. Statistical and Historical Annual of the States of the World for the Year 1985-1986. 122nd ed. New York: St. Martin's Press, 1985.

Philippines Yearbook 1985. National Census and Statistics Office, Manila, 1985.

The International Yearbook and Statesman;s Who's Who 1985. 33rd. ed. England: Thomas Skinner Dictionaries, 1985.

UNESCO. Building New Strategies to Serve Rural Children and Youth. Essex, Conn.: International Council for Educational Development, 1974.

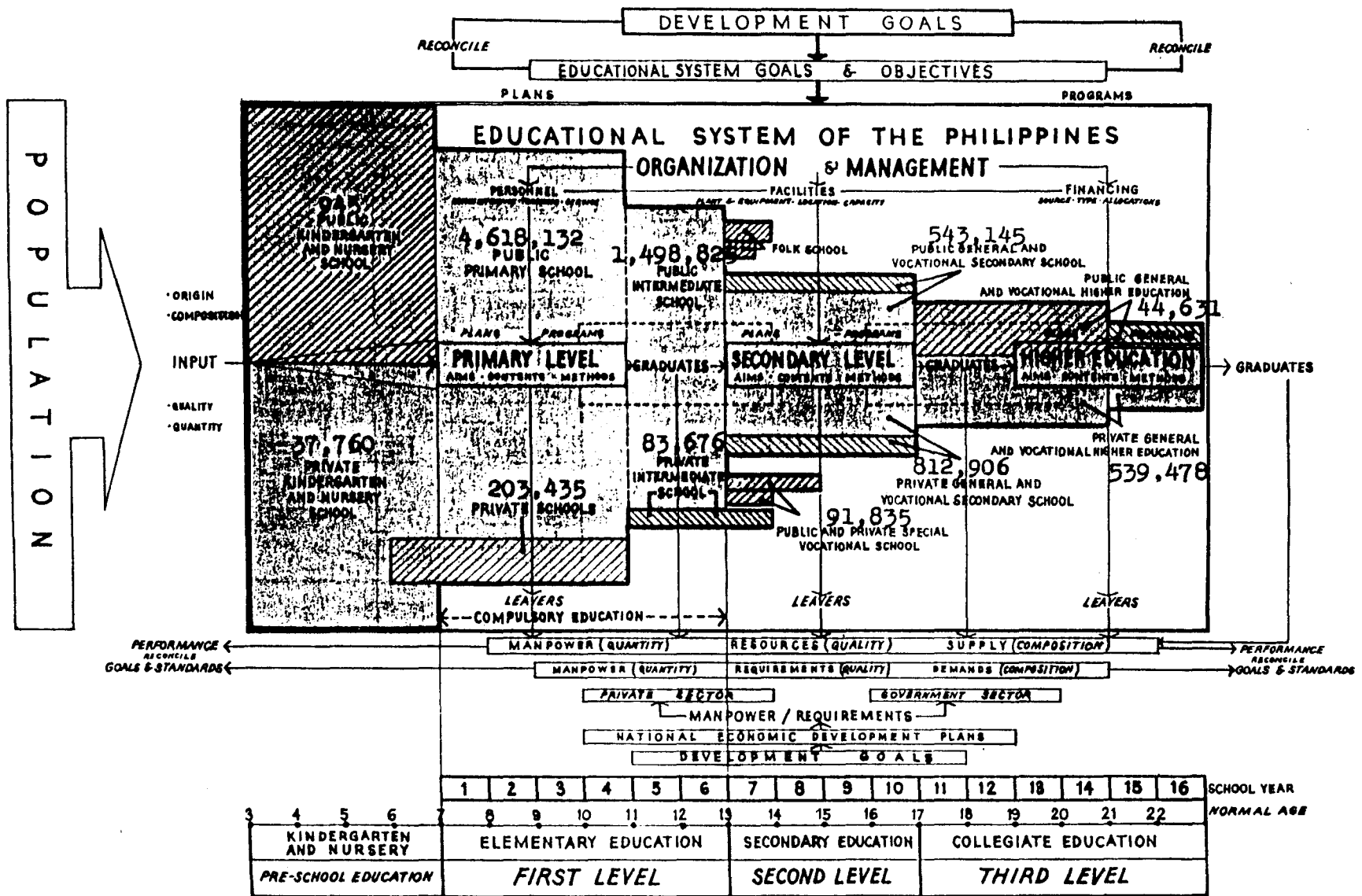
UNESCO Charter of Sports for All. Adopted in Brisbane, Australia 1982.

UNESCO Statistical Yearbook. 1968.

World Bank Yearbook. Washington, D.C., New York: Oxford University Press, 1981.

**APPENDIX A**

# SYSTEMS VIEW OF EDUCATION



FIGURES REFER TO ENROLMENT FOR EACH LEVEL, FOR BOTH PUBLIC AND PRIVATE SECTORS.

APPENDIX A

## **APPENDIX B**

## APPENDIX B

## EXECUTIVE ORDER NO. 202

BY THE PRESIDENT OF THE PHILIPPINES  
EXECUTIVE ORDER NO. 202

## CREATING PRESIDENTIAL COMMISSION TO SURVEY PHILIPPINE EDUCATION

WHEREAS, there is need to assess and improve the educational system to make it responsive to the challenge of modernization and the goals of national development; and

WHEREAS, such improvement to be effective must be based on an educated appraisal of the performance of the system in general, with emphasis on qualitative shortages as pertain to deficient management structures, inability of the system to achieve the goals of human resources development, and the lack of mechanisms for channelling resources;

NOW, THEREFORE, I, FERDINAND E. MARCOS, President of the Philippines, by virtue of the powers vested in me by law, do hereby create a Presidential Commission to Survey Philippine Education (hereinafter referred to as the "Commission") which shall undertake a thorough study and assessment of education in the Philippines and make recommendations for policy and implementation.

The Objectives of the Survey on Philippine education are:

1. To analyze the performance of the educational system and its relevance to development goals. Emphasis should be placed on the system's capacity to meet human resources development goals, including the manpower requirements of national development. It shall also ascertain means for improving the efficiency of the system within the limits of available resources;
2. To recommend specific ways of improving the system with particular emphasis on developing policies and mechanisms for channelling resources, according to priorities for the purpose of achieving improvement in the system generally and meeting qualitative needs particularly; and
3. To identify critical areas in Philippine education for more detailed research and study.

The Commission shall be composed of a chairman, a vice-chairman, and five (5) other members drawn from government and private sectors, as follows:



Hon. ONOFRE D. CORPUZ Secretary of Education	- Chairman
Hon. PLACIDO L. MAPA, JR. Director-General, Presidential Economic Staff	- Vice-Chairman
Rev. HORACIO DE LA COSTA, S.J.	_ Member
Dr. MIGUEL B. GAFFUD	_ Member
Mr. SIXTO K. ROXAS	_ Member
Dr. ABELARDO G. SAMONTE	- Member

The Commission shall have the following functions and responsibilities:

- a) Adopt and prescribe the guidelines that will govern the survey proper;
- b) Avail of the funds that are, under existing laws, available to support the research activities of the Department of Education;
- c) Solicit, when necessary, such assistance from both government and non-government sources as it may require in the discharge of its functions;
- d) Defray all expenses of the survey, including compensation of all the personnel; and
- e) Perform such other acts and things as may be necessary and proper for the discharge of its functions and responsibilities.

The Chairman shall act for the Commission in all administrative matters including the appointment of the Survey Director and the Staff.

This Order shall take effect immediately.

Done in the City of Manila, this 24th day of December, in the year of Our Lord, Nineteen Hundred and Sixty-Nine.

FERDINAND E. MARCOS  
President of the Philippine

By the President:

ERNESTO M. MACEDA  
Executive Secretary

## APPENDIX C

## APPENDIX C

## EDUCATION FOR NATIONAL DEVELOPMENT

## PRESIDENTIAL COMMISSION TO SURVEY PHILIPPINE EDUCATION

Fourth Floor, Menzi Building  
319 Buendia Extension, Makati, Rizal

President Ferdinand E. Marcos  
Malacanang, Manila

Dear Mr. President:

We are privileged to submit this Report entitled "Education for National Development: New Patterns, New Directions," based on the survey and analysis undertaken by the Presidential Commission to Survey Philippine Education.

The Commission was organized pursuant to Executive Order No. 202, s. 1969.

The survey resulted from exploratory initiatives on the part of the Department of Education to interest the World Bank in Philippine educational improvement. However, in terms of your Executive Order, the survey and recommendations of the Commission, embodying as they do proposals for a total reform of the educational system of the Philippines, are concerned with matters far beyond possible immediate involvement of the Bank.

Efforts are currently underway to formulate the details of implementation -- especially organizational and financial requirements -- of the recommendations. Reactions of concerned parties such as the Congress, other bodies and groups, will also be solicited.

Needless to say, the faith we have in the validity and relevance of the Report's recommendations avails little without the President's support. This support we now seek, in view of the many tasks that remain to be done to make Philippine education approximate our people's needs and aspirations, which we know to be your desires.

Sincerely yours,

ONOFRE D. CORPUZ, Chairman; HORACIO DE LA COSTA, .S.J., Member;  
ABELARDO G. SAMONTE, Member; PLACIDO L. MAPA, JR., Member; SIXTO  
K. ROXAS, Member; LINO Q. ARQUIZA, Member; MIGUEL B.GAFFUD, Member

## APPENDIX D

## APPENDIX D

MAJOR RECOMMENDATIONS  
OF THE  
PRESIDENTIAL COMMISSION TO SURVEY PHILIPPINE EDUCATIONA. New Educational Aims.

The new aims are premised on the continuance of a free and democratic society in the Philippines. They can be translated into achievable targets of the contribution that education can make to national development. They are to govern educational policy-making as well as educational administration, from the national down to institutional level. For the purpose of relating educational aims to educational operations meaningfully, the aims are each related to a specific level of the educational ladder.

B. Educational Policy-Making.

The proposed new educational ladder consists of six years for the First Level (elementary), five years for the Second Level (secondary), and four or more years for the Third Level (higher education). The preparatory phase (nursery, kindergarten) will be the subject of study for eventual formal integration into the educational ladder. Special one, two, and three-year programs beyond the secondary level for training technicians and technologists are provided for.

D. First Level of Education.

In order to provide the first phase of general education for all citizens, and the basis for the formation of trained manpower, the first six years of schooling will be compulsory.

E. Second Level of Education.

The second phase of general education will last five years. The first three years will be a single stream, which will be divided into two streams in the fourth and fifth years. The first of these two will offer vocational training, which will be either terminal at the end of the fifth year, or prepare the graduate for further training as a technician or technologist. The second stream will be academic, to prepare students for higher education.

This second level will be conducted in comprehensive high schools. There will be a nationwide network of such comprehensive high schools.

#### F. Middle-Level Manpower Training.

The establishment of special technical institutes beyond the second level to offer training, retraining, and in-service programs for the formation of skilled technicians is recommended. Beyond this, higher technician and technological training will be provided in higher education institutions. A scheme of close and regular liaison among these institutes, labor offices, and industry is recommended in order to insure the relevance of training to actual requirements, and to maximize employment of graduates through placement services.

#### G. Higher Education.

This level is to be strengthened principally through: regular review and coordination procedures for the development of higher education programs; a national accreditation scheme; a coherent system of public universities with corresponding satellite colleges; national college admission tests; an grants-in-aid and other incentive schemes to selected and important programs in private education.

#### H. Financing of Education.

It is recommended that, as a general rule, the national government shall be primarily responsible for financing public education other than elementary and secondary, except at vocational programs in the new comprehensive high schools should continue to receive national financial assistance in the first phase of the long-term implementation period. National assistance shall likewise be available for the vocational programs in the private comprehensive high schools. Primary responsibility for financing public elementary and academic secondary education should be substantially assumed by the local governments. A scheme for providing local governments with the corresponding income sources must be formulated and adopted. A national equalization fund for education must be established to assist local governments with insufficient funds.

It is proposed that financial operational responsibility be decentralized and it is assumed that this will result in the improvement of budgeting and accounting procedures at all levels of financial administration.

#### I. Reorganization of Administration.

- a. The Department of Education will be renamed the Department of Education and Culture. The Secretary of Education will continue to be appointed by the President as at present. However, routine operating responsibility in the Dept. of Education and Culture will be vested in a professional Undersecretary with permanent tenure.

- There will be only one Undersecretary. (This scheme corresponds to the Reorganization Commission's model.)
- b. A Bureau of General Education will replace the present Bureau of Public Schools and Bureau of Vocational Educational, to administer and coordinate elementary and secondary education programs, both public and private. This will do away with the dichotomy of public-private in the first two levels, and facilitate coordination and direction.
  - c. A Bureau of Higher Education will replace the present Bureau of Private Schools. The new Bureau will directly administer only the private sector of higher education. However, a mechanism is provided for review, coordination, and development of both government and private sectors in higher education. Government higher education institutions will be coordinated through a State Colleges and Universities Board, with links to the Bureau of Higher Education and the National Board of Education.
  - d. There will be regional divisions for general and higher education. The regional divisions will maintain national standards, and will be vested with autonomy to relate educational programs to regional development requirements.
  - e. The Office of the Secretary will be strengthened with technical staff offices for dealing with continuing problems of educational logistics planning, research, and evaluation.
  - f. The other bureaus in the Department of Education and Culture will be the National Library, National Museum, Institute of National Language, and the National Historical Institute.

#### J. Language of Instruction.

The Commission believes that bilingualism in Pilipino and English is both a fact of Philippine national life today, as well as a desirable condition in the contemporary world. The choice is not either Pilipino or English, to the exclusion of the other in our educational system. It is recommended that Pilipino be the main language of instruction at the elementary level, with the main vernacular as the medium in the first two grades. At the secondary and higher education levels, it is recommended the Pilipino or English, whenever practicable - be the instructional medium. As a preface to these language recommendations, however, the Commission notes that the language issue facing the nation today has implications transcending the educational system. It therefore expects that the decision on the language question be

taken at the level of higher politics, possibly through action by the Constitutional Convention.

#### K. Implementation.

The implementation of the Commission's recommendations will require the formulation of extensive and detailed program designs and project plans of operations, including costing and time schedules. This urgent priority task will be undertaken by an expert implementation group which the Commission recommends to be organized immediately. The expert group will also lay the groundwork for the adoption of a comprehensive educational plan and facilitate the strengthening of the planning and research office of the Department.

#### L. Financing of the Commission's Recommendations.

A special feature of the Commission's work is a budget for the financial requirements of the major program/project recommendations. This budget identifies; the components suitable for national financing and those appropriate for funding through external loans or grants. It is strongly recommended that the Government explore, and solicit where necessary, external funding arrangements for this purpose.

The Commission is undecided whether to present this final report upon a note of diffidence, or self-assurance. The tone of the recommendations is sober and pragmatic but some individual proposals will generate interest and spirited comment. The financial, and some structural, recommendations, are bound to stir up debate, even controversy.

At the same time, the Commission observes that the direction and quality of our education, which for some time were generally sheltered from penetrating public scrutiny because of popular indifference, are now at the very center of public concern -- and national anxiety. The nation is now called upon to make firm decisions, and the nation seems prepared to make those decisions.

The Commission offers definite new directions and approaches for improving our educational quality.

Not from diffidence, not from self-assurance, therefore, does the Commission present this Report.

To President Ferdinand E. Marcos, for his confidence; and to the Department of Education, the Fund for Assistance to Private Education, and the Ford Foundation, for their generous assistance; the Commission takes this opportunity to express their sincere and lasting appreciation.

Source: Education for National Development. pp. 9-19.



**APPENDIX E**

## APPENDIX E

PRESIDENTIAL DECREE NO. 6-A  
AUTHORIZING THE UNDERTAKING OF EDUCATIONAL DEVELOPMENT PROJECTS,  
PROVIDING FOR THE MECHANICS OF IMPLEMENTATION AND FINANCING  
THEREOF, AND FOR OTHER PURPOSES.

I, FERDINAND E. MARCOS, President of the Philippines, by virtue of the powers vested in me by the Constitution as Commander-in-Chief of all the Armed Forces of the Philippines and pursuant to Proclamation No.1081, dated September 21, 1972, and General Order No. 1, dated September 22, 1972, do hereby decree, order and make as part of the law of the land the following measures.

SECTION 1. Title - This Decree shall be known as the "Educational Development Decree of 1972."

SEC. 2. Declaration of Policy - It is hereby declared to be the policy of the Government to ensure, within the context of a free and democratic system to the attainment of the following national development goals:

- (a) To achieve and maintain an accelerating rate of economic development and progress;
- (b) To assure the maximum participation of all the people in the attainment and enjoyment of the benefits of such growth; and
- (c) To strengthen national consciousness and promote desirable cultural values in a changing world.

SEC. 3. Statement of Objectives. - To this end, the educational system aims to:

- (a) Provide for a broad general education that will assist each individual, in the peculiar ecology of his own society, to (1) attain his potential as a human being; (2) enhance the range and quality of individual and group participation in the basic functions of society; and (3) acquire the essential educational foundation for his development in a productive and versatile citizen;

- (b) Train the nation's manpower in the middle level skill required for national development;
- (c) Develop the high-level professions that will provide leadership for the nation, advance knowledge through research, and apply new knowledge for improving the quality of human life; and
- d) Respond effectively to changing needs and conditions of the nation through a system of educational planning and evaluation.

SEC. 4. Guiding Principles of the Ten-Year Program. - In order to lay the foundation and to advance the attainment of these objectives, a ten-year national educational development program shall be formulated based on the following:

- (a) Improvement of curricular programs and quality of instruction of all levels by way of upgrading physical facilities, adoption of cost-saving instructional technology, and training and re-training of teachers and administrators;
- (b) Upgrading of academic standards through accreditation schemes, admissions testing and guidance counselling;
- (c) Democratization of access to educational opportunities through the provision of financial assistance to deserving students, skills training program for out-of-school youth and continuing education program for non-literate adults;
- (d) Restructuring of higher education to become more responsive to national development needs through a planned system of incentives and assistance to both public and private colleges and universities and synchronization of curricular programs, staffing patterns and institutional development activities;
- (e) Expansion of existing programs and establishment of new ones designed to train middle-level technical and agricultural manpower; and
- (f) Instituting reform in the educational financing system to facilitate the shift of funding responsibility for elementary and secondary education from the national to the local government, thereby increasing government participation in higher education.

SEC. 5. Educational Development Projects. - The above stated objectives shall be attained through the undertaking of the following educational development projects:

- (a) Management study of the Department of Education and Culture and institution of administrative improvements therein;
- (b) Establishment and/or operation or improvement of secondary schools which may include provision for extension services, facilities and equipment to allow the use of expanded and improved curriculum;
- (c) Establishment and/or operation, upgrading or improvement of technical institutes, skills training centers, and other non-formal training programs and projects for the out-of-school youth and the unemployed in collaboration with the programs of the National Manpower and Youth Council;
- (d) Curriculum and staff development including mathematics and science teaching;
- (e) Expansion of agricultural secondary and higher education programs and extension activities which may include radio broadcasting and rural training services, and the provision of facilities therefore including seed capital and revolving funds;
- (f) Design, utilization and improvement of instructional technology and development/production of textbooks and other instructional materials; and
- (g) Assistance and incentives, including loans and grants, toward the planned development and improvement programs and facilities in both public and private universities, colleges and schools.

In addition, other educational development projects necessary pursuant to the objectives of this Decree are likewise to be undertaken; Provided, That for such projects to qualify under this Decree, the same must be consistent with the principles enunciated in Section 4 hereof, supported by sufficient studies, data and plans of operation and implementation, endorsed by the National Board of Education to, and approved by an Education Special Committee, hereinafter provided, to form part of the educational development program.

SEC. 6. Working Arrangements. - For the attainment of the objectives of this Decree, an Education Special Committee, composed of the Secretary of Education and Culture as Chairman and the Secretary of Finance and the Commissioner of the Budget as members, is hereby created which shall;

- (a) Approve and evaluate the specific projects, endorsed to

it by the National Board of Education, to be financed out of the resources provided for in this Decree; and

- (b) Administer the Educational Institutions Development fund as hereinafter provided, except that the resources accruing into the Fund shall be managed by reputable fund managers or financial institutions.

The National Board of Education, as reorganized pursuant to Presidential Decree No. 1, dated September 24, 1972, shall, in addition to its functions, perform the following:

- (a) Formulate education objectives and policies consistent with those enunciated in Section 2 hereof; and
- (b) Provide policy guidelines in the administration of the assistance and incentive programs provided for in Section 5 (g) hereof, which shall include a system of educational priorities consistent with national, regional and/or local requirements for education and skills training, and such other procedures and requirements as will ensure the continual upgrading of the quality of education, the democratization of access to education.

In the discharge of its functions, the National Board of Education shall be assisted by an Office of planning and research known as Planning Service in the Department of Education and Culture.

A project unit to be known as the Educational Development Projects Implementing Task Force is hereby established under the Office of the Secretary of Education and Culture to be headed by a Director and be composed of technical staff members and such consultants are necessary. Its functions are:

- (a) To supervise and implement foreign-assisted development projects; and
- (b) To implement such other development projects as may be assigned to it by the Secretary of Education and Culture.

Where the project involves an office, agency or instrumentality of the Government other than the Department of Education and Culture, appropriate working arrangements shall be established by the Educational Development Projects Implementing Task Force and the office, agency or instrumentality concerned, including the turn over of the project upon its completion to such office, agency or instrumentality to be integrated with and be part of the regular activities thereof.

SEC. 7. Authority to Borrow. - The President of the Philippines, in behalf of the Republic of the Philippines, may contract loans, credits or indebtedness with any foreign source or lender, under such term and conditions as may be agreed upon, any provisions of law, including Republic Act Numbered Forty-eight hundred and sixty as amended by Republic Act Numbered Sixty-one hundred and forty-two, Act Numbered One hundred thirty-eight, Commonwealth Act Numbered five hundred eighty-three and other related laws to the contrary notwithstanding, for a total amount not exceeding one hundred million United States dollars or the equivalent thereof in other currencies, as may be necessary to meet the direct and indirect foreign exchange requirements of the projects authorized under this Decree, to cover the costs of feasibility studies, equipment, machineries, supplies, construction, installation and related services of any such projects: Provided, That the loans, credit or indebtedness authorized herein shall be incurred on terms of payment of not less than ten (10) years.

SEC. 8. Utilization of Proceeds. - The proceeds of such loans, credits or indebtedness, as well as the appropriations under Section 9 shall be used exclusively for financing the educational development projects authorized under this Decree: Provided, That for the purpose of ensuring continued assistance to the planned development and improvement of programs and facilities in both public and private universities, colleges and schools, there is hereby authorized to be established an Educational Institutions Development Fund in an amount of not less than ten million pesos (P10,000,000), Philippine currency, annually for a period of ten (10) years. The said fund shall be administered as a separate fund, and lending or relending operations to private universities, colleges and schools shall be subject to the rules and regulations to be promulgated by the National Board of Education with the approval of the Secretary of Finance.

Cities, provinces and municipalities may undertake educational development projects pursuant to the objectives of this Decree and are hereby authorized to avail themselves of proceeds of loans, credits or indebtedness herein authorized as well as the appropriations under Section 9 hereof and receive financial assistance subject to such conditions as may be provided for and/or promulgated by the National Board of Education pursuant to this Decree.

SEC. 9. Appropriations. - In addition to the proceeds of the loans credits or indebtedness mentioned in Section 7 hereof, there is hereby appropriated for the projects authorized herein in the sum of five hundred million pesos (P500,000,000) out of the funds in the National Treasury not otherwise appropriated

which shall be programmed and released in the following manner: fifty million pesos (P50,000,000) for Fiscal Year 1972-73 and fifty million pesos (P50,000,000) annually thereafter until June thirty, nineteen hundred eighty-two: Provided, That notwithstanding the said schedule actual requirements of the projects being implemented during said fiscal year; Provided, further, That should there be any surplus in the annual appropriations herein provided, the same shall accrue to the Educational Special Account herein created in the General Fund which shall be made available to finance the projects during the subsequent fiscal years.

SEC. 10. Creation of Educational Special Account. - There is hereby established in the National Treasury an Educational Special Account to meet the appropriations herein provided, which shall be constituted from the following sources:

- (a) Proceeds from bond issues as provided for under Section 11 of this Decree;
- (b) Twenty million pesos (P20,000,000) annually from the share of the National Government in the Special Education Fund under Republic Act Numbered Fifty four hundred forty seven as provided in Section 12 hereof;
- (c) Fifteen million pesos (P15,000,000) from the Special Science Fund for Fiscal Year 1972-73, and fifty per centum (50%), annually thereafter until June 30, 1972, of the total annual receipts from the taxes provided for under Republic Act Numbered Fifty-four forty-eight, as provided in Section 13 hereof;
- (d) Future savings of the Department of Education and Culture that may result from the implementation of reforms consequent to management study, as provided in Section 14 hereof, and
- (e) Augmentations from the General Funds which are hereby authorized in cases where the above sources are not sufficient to cover expenditures required in any year, as provided in Section 15 of this Act.

The Department of Education, and Culture is hereby authorized to receive and spend or utilize donations and/or bequests made in pursuance of the purposes and for projects enunciated in this Decree which donations and/or bequests shall be exempt from the payment of gift taxes.

SEC. 11. Bond Issues. - The Secretary of Finance may issue and sell bonds not exceeding twenty million pesos annually under

the authority of Republic Act Numbered Four Thousand eight hundred sixty one, any provision of law to the contrary notwithstanding.

SEC. 12. Portion of the Special Education Fund. - Any provisions of the law to the contrary notwithstanding, effective July 1, 1972, until June 30, 1982, twenty million pesos (P20,000,000) of the annual share of the National Government from the Special Education Fund provided for under Republic Act Numbered Fifty-four hundred and forty-seven shall accrue to the General Fund.

SEC. 13. Portion of Special Science Fund. - Any provision of law to the contrary notwithstanding, effective upon approval of this Decree, fifteen million pesos (P15,000,000) of the Special Fund established under Republic Act Numbered fifty-four hundred and forty-eight as amended is hereby transferred to the Educational Special Account herein provided. Starting July 1, 1972, until June 30, 1982, fifty per centum (50%) of the total collections from the taxes imposed under Republic Act Numbered fifty-four hundred and forty-eight as amended shall accrue to the Educational Special Account. Thereafter, said portion shall accrue to the General Fund.

SEC. 14. Future Savings. - Such amount of savings resulting from the implementation of reforms consequent to the management study authorized under Section 5 as may be necessary to prosecute the projects under this Decree shall accrue to the Educational Special Account.

SEC. 15. Augmentation from General Fund. - In cases where funds from sources specified in Section 10 (a), (b), )c), and (d), are not sufficient to meet the requirements in any fiscal year, such amounts as are necessary to meet such requirements are hereby appropriated out of the funds in the General Funds not otherwise appropriated, and transferred to the Education Special Account.

SEC. 16. Tax Exemption. - The loans, credits or indebtedness incurred pursuant to this Decree, the payment of the principal, interest and other charges thereon, the earnings of the fund created under Section 8, as well as the importation of articles, materials, equipment, machineries and supplies, including all building materials by the Department of Education and Culture or other offices, agencies or instrumentalities of the Government and by private or chartered entities authorized by Education Special Committee to undertake the projects authorized in this



Act shall be exempt from all Committee taxes, duties, fees, imports, other charges and restrictions, including import restrictions, imposed by the Republic of the Philippines or any of its agencies or political subdivisions. The Secretary of Finance shall promulgate rules and regulations necessary for the purpose.

SEC. 17. Additional Appropriations. - There is hereby authorized to be appropriated, out of any funds in the National Treasury not otherwise appropriated, such sums as may be necessary to pay the principal, interests and other charges on the loans, credits or indebtedness incurred under the authority of this Decree as and when they become due.

SEC. 18. Repealing Clause. - All laws, executive orders, rules or regulations or parts thereof which are inconsistent with this Decree are hereby repealed and/or modified accordingly.

SEC. 19. Effectivity. - This Decree shall take effect immediately.

Done in the City of Manila, this 29th day of September, in the year of Our Lord, nineteen hundred and seventy-two.

(SGD.) FERDINAND E. MARCOS  
President  
Republic of the Philippines

For the President

(SGD.)

ROBERT V. REYES  
Acting Executive Secretary

Source: Vital Documents on Proclamation No. 1081.  
Vol. 1 (NMPC) pp. 149-155.

**APPENDIX F**

## APPENDIX F

Republic of the Philippines  
DEPARTMENT OF EDUCATION AND CULTURE  
OFFICE OF THE SECRETARY  
Manila

May 30, 1973

Department Order  
No. 20, s. 1973

## THE REVISED SECONDARY EDUCATION PROGRAM, 1973

To: The Director of Public Schools  
The Director of Private Schools  
The Director of Vocational Education, and  
Presidents of State College and Universities:

1. The Enclosed herewith is the Revised Secondary Education Program, 1973 as approved by the National Board of Education on May 8, 1973. The Revised Objectives of Secondary Education and the Revised Secondary Education Program for all high schools are indicated herein as Enclosures "A" and "B", respectively.

2. The program shall be gradually implemented as follows:

a. In the second semester of the school year 1973-1974, the new scheme of programming by the hour shall be tried out in all high schools using the subjects of the present curriculum.

b. The revised secondary curriculum with the new scheme of programming shall be fully implemented in:

1974-1975 - First Year & Second Year  
1975-1976 - First, Second & Third Year  
1976-1977 - All Years

3. All high schools, public and private should work out schemes for the proper reorientation and/or training of teachers and the administrative and supervisory ranks to/on the new curriculum. Experimentation on the new curriculum shall be allowed subject to the approval of the Department of Education and culture.

## "Enclosure A"

Republic of the Philippines  
National Board of Education  
M A N I L A

May 30, 1973

## THE REVISED SECONDARY EDUCATION PROGRAM, 1973

Objectives of Secondary Education

The general functions of secondary education are: a) continuation of general education started in the elementary school; b) preparation for a vocational; and c) preparation for college.

In the light of these functions, secondary education should enable the student to:

1. Develop a reasoned commitment to the goals of national development by cherishing, preserving, and developing moral and spiritual values and other aspects of the national heritage desirable in Philippine society;
2. Understand the wide possibilities of the arts and the sciences as permanent sources of pleasure and profit, and discover, broaden, and heighten his abilities in and appreciation for them;
3. Acquire the basic occupational skills, knowledge and information essential for obtaining initial gainful employment, and for making intelligent choice of occupation or career;
4. Acquire further skills in thinking, speaking, and writing and develop the ability to react intelligently and creatively to mass media and other life situations;
5. Obtain experience and form desirable attitudes for understanding himself, his own people, and other races, places and times through opportunities for living vicariously with a wide variety of peoples, thereby promoting a keen sense of self and family and of national and international communities; and
6. Demonstrate understanding, acquisition, and application of the basic concepts and methodologies of the different branches of human knowledge in order to promote his physical, intellectual, emotional and social well-being.

## SUBJECT AREAS, A BRIEF DESCRIPTION

Communication Arts. It is a part of the broad field termed "Humanities" in the revised secondary curriculum. It aims at further developing the students communications arts - listening, speaking, reading and writing - to help him discover his abilities and tastes and to utilize his potentials and attain his fulfillment as a human being.

Communication Arts (English) I focuses on the mastery of the basic sentence and paragraph patterns, Philippine Literature and in the enjoyment of Art forms. Communication Arts (English) II focuses on expanded sentence forms and on Asian and African literature. Communication Arts (English) III focuses on different composition patterns and on English and American literature. Communication Arts (English) IV focuses on formal writing, world classics and on discipline in the arts.

Communication Arts (Pilipino) I covers mastery of the basic sentence and paragraph patterns. Communication Arts (Pilipino) II deals with more complex sentence patterns and prose and poetry in Pilipino. Communication Arts (Pilipino) III uses longer forms of discourse. Communication Arts (Pilipino) IV puts emphasis on the four forms of discourse.

Character Education is to be integrated with the content at all levels.

Science. The Natural Sciences (Biological and Physical) consist of integrated science courses with emphasis on a particular area at each year level. Science I (First Year) emphasizes physical concepts; Science II (Second Year), Chemistry, Science III (Third Year), Biology and Science IV (Fourth Year), Physics. These courses aim to strengthen the science processes developed in the elementary grades and to acquire basic knowledge of scientific concepts and principles making the student scientifically literate and therefore a more effective citizen.

Social Studies. The social studies offerings have corresponding conceptual themes for each year level. Social Studies I, The Community, has geography, anthropology and sociology as dominant disciplines; Social Studies II, Philippine History and 'government, has history and political science; Social Studies III, Development and Progress gives added stress to economics; Social Studies IV, The World: A Cultural Perspective gives new emphasis on geography, anthropology, and sociology. Teaching for values will be stressed to develop a concerned citizen in a democratic society.

Mathematics. Although arithmetic, algebra and geometry are integrated and presented as mathematics in a unified form in every curriculum year, emphasis differs from year to year.

Mathematics I emphasizes number system; Mathematics II, algebra; Mathematics III, geometry, and Mathematics IV, advance algebra and concepts from other branches of mathematics depending on the needs of the community and the abilities of the students.

Practical Arts. This program includes Homemaking Arts, Agricultural Arts, Industrial Arts, Business and Distributive Arts, and Fishery Arts. It is envisioned to expose the boys and girls to as many areas of Practical Arts as possible and to develop trainability through occupational orientation, occupation-al understandings, and to develop good work habits and ways of getting along with people in the occupations. During the first and second years, the student will go through exploratory experiences in at least three areas depending on the resources and facilities of the high school and the economic needs of the community. At the end of the second year he shall have selected one area in which he is particularly interested and in which he will get further training during his third and fourth years to make him a useful member of his family and to gain initial employment after graduation.

Youth Development Training and Citizen Army Training. Youth Development Training is offered to the first, second and third year students. It includes the physical education program, health education offerings and Scouting. Citizen Army Training is given to the fourth year students, instead of Scouting, to provide the students with basic citizen army training for one academic year. The physical education program emphasizes physical fitness and recreational and competitive sports with active participation among the learners. The health education offerings consist of Health I which focuses on the components of the organisms' structure and their relations to human growth and development; Health II which focuses on factors that affect the sequences of growth and development; Health III which focuses on the health and behavior problems of adolescents; and Health IV which deals with the interaction of the individual and his environment.

Boy and girl scouting covers the following areas of training oat each year level: for boy scouting - citizenship, outdoor program, and organizations; for girl scouting - the development of the girl, service, and relationships with other people. The content of the course progresses in a spiralling scheme from year to year developing the basic skills and values covered by each area.

**APPENDIX G**

## APPENDIX G

Republika ng Pilipinas  
[Republic of the Philippines]  
Kagawaran ng Edukasyon at Kultura  
[Department of Education and Culture]  
KAWANIHAN NG MGA PAARALANG PRIBADO  
[Bureau of Private Schools]  
Maynila

June 8, 1973

M E M O R A N D U M  
No. 28, s. 1973

## THE REVISED SECONDARY EDUCATION PROGRAM

To Heads of Private Schools,  
Colleges, and Universities:

1. The attached Department Order No. 20, s. 1973, embodying the Revised Secondary Education Program, 1973 for all secondary schools, public and private, is hereby issued to the field in preparation for its gradual implementation starting the school year 1974-75. In the second semester of school year 1973-74, however, all private high schools expected to try out the new scheme of programming by the hour using the subjects of the present curriculum. Experimentation on the new curriculum shall be allowed subject to the approval of the Department of Education and culture.
2. On the basis of the revised objectives enunciated therein, the new program is a more responsive approach to the rapidly changing needs of youth in this country, conscious of his role as an effective citizen in a democratic society and a useful participant in national development efforts. Moreover, the program affords him greater opportunity for self-sufficiency.
3. Effective immediately, all heads of private secondary schools should begin working out schemes toward proper and effective implementation of the new curriculum.

JULIAN B. YBALLE  
Director

Encl.: As stated:

Reference:

Circular No. 2, s. 1957



## **APPENDIX H**

## APPENDIX H

Republika ng Pilipinas  
Kagawaran ng Edukasyon at Kultura  
KAWANIHAN NG MGA PAARALANG PRIBADO  
Maynila

November 27, 1974

M E M O R A N D U M  
No. 139, s. 1974

GUIDELINES ON THE IMPLEMENTATION OF THE 1973  
REVISED SECONDARY EDUCATION PROGRAM

To Heads of Private Schools,  
Colleges and Universities:

1. The attached guidelines on the implementation of the Revised Secondary Education Program of 1973 as embodied under Department Order No. 20, s. 1973 are hereby transmitted for the information and guidance of all private secondary schools.
2. All regulations and policies issued previously which are inconsistent with these guidelines are hereby rescinded.
- 3, Wide and immediate dissemination of these guidelines to all concerned is earnestly desired.

(Sgd).

JULIAN B. YBALLE  
Director

Encl.: As stated.

References: Department Order  
No. 20, s. 1973  
Department Memorandum  
No. 84, s. 1974

Guidelines on the Implementation of  
the Revised Secondary Education  
Program, 1973

In connection with the implementation of Department Order No. 20, s. 1973, the following guidelines are hereby promulgated to be observed by all private secondary schools.

1. Nomenclature of subjects in rating cards.

This should be in accordance with the description of the different subject areas in the revised secondary curriculum "Enclosure B." To illustrate the following examples are given:

English will be stated as Communication Arts I (English); Communication Arts II (English); Communication Arts III (English); Communication Arts IV (English) for the first to fourth years.

2. Scheduling of subjects considering that the implementation for school year 1974-1975 is only for the first years of the program.

Scheduling of subjects in all levels shall be on the hourly basis, following the time allotment prescribed as shown in "Enclosure B" for the first and second years. For the third and fourth years, subjects of the previous curriculum may be offered on the hourly basis.

3. Teachers Load.

Teaching load of secondary teachers shall normally range from 15 hours per week for four Communication Arts subjects, i.e., English and Pilipino, to 21 hours per week for other subject areas with not more than four (4) preparations: Provided, however, that the total number of working hours of each teacher shall not exceed eight (8) hours during each school day or 40 hours a week. In this connection, attention is invited to Office Circular No. 8, s. 1974 dated July 22, 1974.

4. Grading System:

The Bureau does not prescribe any specific grading system. The grade or rating of a pupil or a student in each subject should be fair and just and should reflect his proficiency in the subject based on reasonable rules and standards of the school. To pass in any secondary subject, a student must receive a final rating in that subject of not less than 75 percent or its equivalent.

## 5. Practical Arts Courses:

Practical Arts/Vocational courses should be those subjects prescribed in the approved curriculum of the school concerned. The school should have a variety of vocational offerings to choose from which will give the students sufficient training for a gainful employment and/or preparation for the post secondary technical institutes.

## 6. Electives:

Electives should be those subjects prescribed in the approved curriculum of the school concerned. If elective is vocational or practical arts, it should be one (1) unit for 300 minutes a week or one (1) hour a day for 5 days a week. If elective is academic, it should be one (1) unit for 180 minutes a week or one (1) hour a day for 3 days a week.

## 7. Guidance:

Guidance should be taken up during the home-room period and when the need for it arises. Guidance counselors, teachers-in-charge and all school officials should exert the maximum amount of effort in administering guidance services to students in need.

## 8. Y.D.T. [Youth Development Training]:

YDT is offered to the first, second and third year students. It comprises of Scouting, P.E., Health Education and Music. For the first semester, it should be offered as follows:

Scouting - - - 2 days a week  
 P.E. - - - - - 1 day a week  
 H.E. - - - - - 1 day a week

For the second semester, it should be offered as follows:

Scouting - - - 1 day a week  
 P.E. - - - - - 2 days a week  
 H.E. - - - - - 1 day a week

Students of the Night Secondary are exempted from taking Y.D.T.

**APPENDIX I**

## EDUCATION IN THE PHILIPPINE DEVELOPMENT PLAN\*

By HON. MANUEL ALBA

*Minister of the Budget*

### I. Introduction

- A. Philippine development is aimed primarily at accelerating growth and social development.
- B. Social development and social justice will be promoted through the creation of productive employment opportunities, reduction of income disparities, improvement of the living standards of the poor and enrichment of social and cultural values.
- C. Towards this end, the country's human resource potential will be harnessed. This will entail vigorous efforts to improve the physical, intellectual and material well-being of the people.

### II. The Education Plan

#### A. Goals

1. Central to the development of human resources, the educational system will be addressed to the promotion of a broad general education, the training of the nation's manpower in critical skills required for development, the development of high-level professions and the promotion of national identity and culture.

#### B. Basic Approaches

To attain the above goals, there are three basic approaches:

1. Strategy for equity: equalizing access to and quality of education and training among and within regions;
2. Strategy for relevant quality: providing conditions for the development of quality education and training that are relevant to the socio-political, economic and regional environment;

---

\* Speech delivered by Dr. Manuel Alba, then Deputy Director-General for Planning and Policy of the National Economic & Development Authority, at a Symposium sponsored by the Phi Delta Kappa (Manila Philippines Chapter) on the occasion of Philippine Education Week and the Diamond Jubilee celebration of Phi Delta Kappa International. The Symposium was held on September 8, 1980 at the Philamlife Auditorium at the United Nations Avenue, Manila.

3. Strategy for efficiency, effectiveness and productivity: improving the operations and performance of public and private institutions in the delivery of education services.

### *C. Formal Education*

1. Elementary education (now called primary education as defined in the proposed Education Act of 1980) will develop basic literacy, numeracy, critical thinking, social and work skills. The improvement of outcomes will be its main thrust;
2. Secondary education will reinforce primary education and prepare the youth for higher education. Focus of development efforts will be the improvement of curricular programs and the quality of education;
3. Vocational-technical education which covers both secondary and post-secondary vocational/technical programs will also reinforce basic education while training manpower in skills required for national development. Stress will be given to the productivity of institutions so that they will be able to generate additional resources and thereby reduce their dependence on government support for their operations;
4. Higher education will provide better quality education, develop high level manpower and intensify research and extension services. The matching of educational output with national and regional manpower needs and the generation of new sources of financing both for institutions and students will be emphasized.

### *D. Non-formal Education*

1. Non-formal education will continue to complement and supplement formal education. Priority will be given to the training of the out-of-school youth, unemployed and underemployed;
2. Non-formal education will provide basic, middle-level and entrepreneurial skills to meet specific skills requirements of the economy, ensure functional literacy, numeracy and general education, provide skills upgrading and develop and inculcate positive work attitudes;
3. Critical to non-formal education is the continuing re-alignment of training needs to the demand for manpower by the agriculture, industry and the service sectors.

### **III. Accomplishments of the Education Plan in the First Half of Plan Implementation (1978-1980)**

#### ***A. Indicators***

1. Literacy rates rose from a level of 87.9 percent in 1978 to 88.9 percent in 1980;
2. The formal school system absorbed a total of 12.1 million students with enrollment reaching the 8 million mark at the elementary level in SY 1980-81;
3. School leaver rates (drop-out rates) declined from 4.23 percent in SY 1978-79 to 3.89 percent in SY 1980-81;
4. Textbook-pupil ratios at the elementary and secondary levels improved substantially from 1:10 to 1:2 and 1:8 respectively in the current year.

#### ***B. Programs***

##### **1. Equity**

20 million textbooks were distributed under the Textbook Development Project;

13,274 new classrooms were constructed and 1,475 classrooms rehabilitated under the School Building Program;

MEC scholarship grants were awarded to 5,250 students in SY 1980-81 while the Study-Now-Pay-Later Plan assisted a total of 8,740 students since 1976;

14 new state universities and colleges were created all over the country.

##### **2. Relevant Quality**

The University of Life which is patterned after the humanist ideology and following flexible curricula was established;

A Program for Comprehensive Elementary Education Development (PROCEED) was developed to improve scholastic achievement of pupils at the elementary level;

Around 315 thousand teachers and administrators underwent intensive teacher training and re-training;

Fishery Training Project to be financed by a \$38M IBRD loan was successfully negotiated in 1979 to upgrade quality of fishery manpower and improve fishery technology;



Two major studies on the mismatch between education output and manpower requirements were conducted: Higher Education and Labor Market Study (HELMS) and Review/Rationalization of Vocational/Technical Education (LOI 859);

NMYC skills development programs graduated a total of 88 thousand trainees while the Batarisan program assisted 2,131 out-of-school youths;

Some 1,177 apprenticeship programs were organized which graduated 52,902 trainees of which 95 percent were absorbed into regular employment.

### 3. Efficiency, Effectiveness, Productivity

Two important plans were formulated in 1978 – the National Manpower Plan and the Quantum Leap Plan of the private higher education sector;

A Program for Decentralized Educational Development (PRODED) was instituted at the MEC to strengthen educational planning capabilities at the local level;

The Study on the Financing of Private Education (LOI 703) was conducted drawing major policy proposals for assistance to private higher education institutions and students.

## IV. New Directions in the Second Half of Plan Implementation (1981-1982)

### A. Challenges

The education and manpower sector will have to exert greater efforts in order to confront the following challenges:

1. The gap between educational demand and supply;
2. The imbalance between resources and needs;
3. The lack of relevance and the unevenness in the quality of educational content and methods vis-a-vis the changing environment;
4. The mismatch between educational output and manpower demand;
5. The regional disparities in educational opportunities and academic achievement.

In addition, the sector will have to contend with:

6. The need for a set of shared beliefs supportive of national unity;  
and
7. The need to measure up to public accountability in view of the

greater participation of people in development and a maturing parliamentary process.

### *B. Response*

1. In the next two years of Plan Implementation, the policies stated in the education plan will be more vigorously pursued to overcome the problems cited;

2. In addition, stress will be given to the development and enhancement of the Filipino value system directed towards the adoption of a life-style in conformity with the present economic and social environment. The administrative machinery will be made more efficient, economical and effective in the delivery of educational services. Tie-ups with foreign-based education groups to facilitate technology transfer will be encouraged in addition to existing foreign institution/local institution linkages;

### *C. Formal Education*

3. At the primary level, the concerns of pre-school children, disadvantaged and gifted learners will be given increasing attention. Parents' greater involvement in the educational program will be solicited;

4. At the secondary level, barangay high schools will be developed to become locally-funded community schools catering to local needs;

5. In higher education, the major focus will be the generation of financing from non-traditional sources such as employee salaries, alumni donations, contributions from industry, etc.;

### *D. Non-formal Education*

6. Non-formal education will support the manpower requirements of the 11 major national projects. Laid-off workers or the underemployed will be re-trained in skills needed by the labor market. A more general type of training will be given instead of specialized training to increase the chances of workers to be absorbed by industries.

### **V. Conclusion**

Thus, towards the achievement of a much improved quality of life, education will play a vital role.

Source: Serafin V. C. Guingona, Issues in Philippine Education (Phi Delta Kappa: Manila, Philippines Chapter. 1982), pp. 75-79.

APPENDIX J

---

# MECS Memoranda

---

MECS ORDERS NO. 6, s. 1982  
NO. 19, s. 1983

Republika ng Pilipinas  
(Republic of the Philippines)  
MINISTRI NG EDUKASYON AT KULTURA  
(MINISTRY OF EDUCATION AND CULTURE)  
Maynila

January 29, 1982

MEC ORDER  
No. 6, s. 1982

**THE NEW ELEMENTARY SCHOOL CURRICULUM  
(NESC)**

- TO: Bureau Directors  
Regional Directors  
Chiefs of Services and Heads of Units  
Schools Superintendents  
Presidents, State Colleges and Universities  
Heads of Private Schools, Colleges and Universities
1. Inclosed herewith is the New Elementary School Curriculum (NESC). The Sallient Features of the NESC, the Revised Objectives of Elementary Education, Time Allotment and Subject Area Descriptions, and Sample Class Programs are indicated herein as Inclosures 1, 2, 3, and 4, respectively.
  2. The NESC deliberately orients elementary education to national development and reflects research-based directions for curricular change. Its *scope* covers the general education of the agent. Its *thrust* is in intellectual growth through which human/civic/economic/cultural development is enhanced. In this respect, NESC is a return to the basics.
  3. A time frame-range is indicated to allow for flexibility. Programming must be flexible enough to provide for emphasis on learning areas not well learned.
  4. The implementation of the NESC shall take effect beginning the school year 1983-84. The following timetable indicates the introduction of the new curriculum by grade level:
 

Grade I	—	June 1983
Grade II	—	June 1984
Grade III	—	June 1985
Grade IV	—	June 1986
Grade V	—	June 1987
Grade VI	—	June 1988

5. To insure effective implementation, the gradual introduction of the NESC in Grades I through VI should provide for the preparation of appropriate instructional materials and the adequate orientation of teachers and school administrators. The new curriculum requires multi-level materials for children of varied abilities, as well as teacher re-training on instructional decision-making skills. The regions are therefore encouraged to develop effective, innovative and progressive strategies for implementing the curriculum and achieving its objectives.
6. This Office will be interested in receiving reports on innovations and implementing strategies within the framework of the new curriculum and within the community resources.
7. Immediate dissemination of this MEC Order is desired.

(SGD.) ONOFRE D. CORPUZ  
Minister

Incls.:

As stated

References:

Department Order: No. 10, s. 1970  
Department Memoranda: Nos. 198, s. 1977;  
26 and 200, s. 1978  
and 30, s. 1979

Allotment: 1-2-3-4 – (D.O. 1-76)

To be indicated in the *Perpetual Index*  
under the following subjects:

Course of Study, ELEMENTARY  
CURRICULUM  
PROGRAM, SCHOOL  
PUPILS  
TEACHERS

(Inclosed No. 1 to MEC Order No. 6, s. 1982)

## THE NEW ELEMENTARY SCHOOL CURRICULUM

### Salient Features

Education at the elementary level is the country's major program for the delivery of mass and universal education to our people. It is society's main avenue for the development of civic and social values, particularly a sense of humanity and nationhood. It is also a means for developing the child's coping abilities which relate to values supportive of humanism, nationhood and development. It is, thus, expected that the development of basic literacy, numeracy, thinking and work skills will not only enhance learning capabilities but also values that will enable Filipinos to become productive, self-reliant, versatile, civic-minded, physically fit and consequently, totally developed citizens.

The New Elementary School Curriculum (NESC) orients elementary education to national development requirements and reflects research-based directions (PCSPE, SOUTELE, EEP) for curricular change. It is addressed to civic, intellectual and character development. Its scope covers the general education of the child — as a human person, as a citizen and as a productive agent. Its thrust is intellectual growth, through which human/civic/economic/cultural development is enhanced. It has the following new features:

- fewer learning areas; emphasis on mastery learning
- more time allotted to the development of the basic skills specifically the 3 R's, especially in the lower grades
- greater emphasis on the development of intellectual skills which are as important as work skills
- focus on the development of a sense of humanity and nationhood in all the learning areas
- health values development infused into the whole curriculum, not only in the period for character-building activities and science and health
- the systematic development of competencies and values for social living reflected in the new dimension in Civics and Culture for Grades I and II; Civics and Culture expanded to include History, Geography and Work Ethic for Grade III, and an in-depth learning of History, Geography and Civics in Grades IV to VI.

(Inclosure No. 2 to MEC Order No. 6, s. 1982)

## OBJECTIVES

### The Constitution of the Philippines

-Article XV, Section 4 of the 1973 Constitution states that:

All educational institutions shall aim to inculcate love of country, teach the duties of citizenship and develop moral character, personal discipline, and scientific, technological and vocational efficiency.

### National Development Goals (P.D. 6 A, 1972)

1. To achieve and maintain an accelerating rate of economic development and social progress.
2. To assure the maximum participation of all the people on the attainment and enjoyment of the benefits of such growth.
3. To strengthen national consciousness and promote desirable cultural values in a changing world.

### National Educational Aims (P.D. 6A, 1972)

Elementary Education is addressed to the first aim below. It is expected to provide the foundation for achieving the three other aims.

1. Provide for a broad general education that will assist each individual, in the peculiar ecology of his own society to:
  - a. attain his potential as a human being;
  - b. enhance the range and equality of individual and group participation in the basic functions of society, and
  - c. acquire the essential educational foundation for his development into a productive and versatile citizen.
2. Train the nation's manpower in the middle level skills required for national development;
3. Develop the high-level professions that will provide leadership for the nation, advance knowledge through research, and apply new knowledge for improving the quality of human life, and
4. Respond effectively to changing needs and conditions of the nation through a system of educational planning and evaluation.

### Objectives of Elementary Education

The mission of elementary education is to enable every citizen to acquire basic preparation that will make him an enlightened, disciplined, nationalistic, self-reliant, God-loving, creative, versatile, and productive citizen in a national community.

The following objectives of elementary education, adopted from the 1970 Revised Elementary Education Program, are still relevant today.



Elementary education shall aim to develop the spiritual, moral, mental and physical capabilities of the child, provide him with experiences in the democratic way of life, and inculcate ideas and attitudes necessary for enlightened, patriotic, upright and useful citizenship. To achieve these objectives, elementary education shall provide for:

1. the inculcation of *spiritual and civic values* and the development of a good Filipino based on an abiding faith in God and genuine love of country;
2. the training of the young citizen in his *rights, duties and responsibilities in a democratic society* for active participation in a progressive and productive home and community life;
3. the development of basic *understanding about Philippine culture*, the desirable tradition and virtues of our people as essential requisites in attaining national consciousness and solidarity;
4. the teaching of *basic health knowledge and the formulation of desirable health habits and practices*;
5. the development of *functional literacy in the vernacular, in Pilipino and in English* as basic tools for further learning; and
6. the acquisition of *fundamental knowledge, attitudes, habits and skills* in science, civics, culture, history, geography, mathematics, arts and home economics and livelihood education and their intelligent application in appropriate life situations.

#### Expectancies

At the end of Grade VI, the child is expected to:

1. *read proficiently* labels, directions, notices, rules and regulations, advertisements, posters, letters, periodicals and other printed materials, and seek ways and means to continue learning on his own in Pilipino and English and, where applicable, Arabic.
2. *write with proficiency* names of persons, places, lists of purchases, simple notes, friendly and business letters and fill out all kinds of forms in Pilipino and English, and where applicable, in Arabic.
3. *express ideas orally and in writing*, in a clear and logical manner with little or no help, when sharing, in experiences with family and community, in Pilipino and in English and, where applicable, Arabic.
4. *listen selectively and critically* to the ideas presented in speeches, news, reports, propaganda, advertisements, soap operas, concerts, observing proper listening behavior, report accurately what one has listened to when necessary.

(Inclosure No. 3 to MEC Order No. 6, s. 1982)

## THE NEW ELEMENTARY SCHOOL CURRICULUM

### A. Time Allotment – Minutes Per Day

Learning Areas	Daily Time Allotment					
	I	II	III	IV	V	VI
Character Building Activities	20-30	20-30	20	20	20	20
Pitipino	60	60	60	60	60	60
English	60	60	60	60	60	60
Mathematics	40	40	40	40	40	40
Civics and Culture (Hist./Geog./Work Ethic)	40	40	— 40	— —	— —	— —
History/Geography/ Civics			—	40	40	40
Science and Health			40	40	40	40
Arts and Physical Educ.			40	40	40	40
Home Economics and Livelihood Education				40	60	60
Total Minutes Daily	220-230	220-230	300	340	360	360

1. Character Building Activities shall serve as a vehicle for good manners and right conduct and the development of humanism and a sense of nationhood.
2. Civics and Culture is a learning area in Grades I and II; the content of Civics and Culture in Grade III will be expanded to include History, Geography and Work Ethic. In Grade IV to VI, History, Geography and Civics will replace Civics and Culture.
3. Science and Health is combined as one learning area in Grades III to VI.
4. Arts and Physical Education is one separate learning area in Grades III to VI. Arts is defined as Music and Art.
5. Home Economics and Livelihood Education is introduced as learning area starting from Grades IV to VI.
6. In Grades I and II, arts and physical education are integrated in the total curriculum since initial learning in language, mathematics and civics and culture is intertwined with activities in these learning areas.

5. *compute and solve problems* relating to occupations, business practices, measurement and estimation, income and expenses, taxes, rental rates and interest charges; gather and interpret data, using graphing and scaling and other matters related to the problems of daily living.
6. *apply scientific knowledge and skills* in identifying and solving problems pertaining to: health and sanitation; nutrition; food production, preparation and storage ; and environment and the conservation of its resources and in evolving better ways and means of doing things.
7. *share knowledge about local and national government* structure and functions, utilize available social services; exercise his rights and perform his obligations; and participate actively in the projects and programs of the government.
8. *extend his identity* from family, tribe and region to the country, the nation and the global community; manifest national loyalty and willingness to bear sacrifices for the nation.
9. *utilize lessons from history* in managing the present to attain a desired future; believe that the development of society depends upon the realization of his potentials and those of other members of society and behave accordingly.
10. *give accurate information* (e.g. natural resources, natural scenic spots, flora, fauna, etc.) about the geography of the Philippines and other countries and how it influences the way of life of the people.
11. *show appreciation* for the *pride* in indigenous and contemporary Filipino arts and culture by participating/attending cultural activities and lead-up games in school and in the community; manifest creativity, skills, and talent in the arts.
12. *show interest in different occupations. apply systematic knowledge and skills* in home management such as protecting the family health, intelligent use of resources, use of acquired skills in at least one particular gainful occupation like farming, animal raising, fishing, handicrafts and simple trades.
13. *show wholesome work habits, attitudes and values* towards work efficiency and greater productivity.
14. *distinguish between right and wrong*, accept rights and obligations, manifest a sense of justice and equity and an abiding faith in God and in his capacity to maximize his potentials while affirming the purpose and meaning in life.
15. *manifest physical fitness* in accordance with the normal development of the child.



<b>B. Time Allotment – Minutes Per Week</b>
---

Learning Areas	Weekly Time Allotment					
	I	II	III	IV	V	VI
Character Building Activities	100-150	100-150	100	100	100	100
Pilipino	300	300	300	300	300	300
English	300	300	300	300	300	300
Mathematics	200	200	200	200	200	200
Civics and Culture (Hist./Geog/Work Ethic)	200	200	200	—	—	—
History/Geography/Civics			—	200	200	200
Science and Health			200	200	200	200
Arts and Physical Educ.			200	200	200	200
Home Economics and Livelihood Education				200	300	200

I	II	III	IV	V	VI
---	----	-----	----	---	----

Minutes per week	1100-1500	1100-1500	1500	1700	1800	1800
Minutes per day	220-230	220-230	300	340	360	360
Hours per day	3-40''-4	3-40''-4	5	5-40''	6	6

Pursuant to the provisions of R.A. 4870, Magna Carta for Public School Teachers, the minimum work load of teachers is six (6) hours per day. In the intermediate grades following the 5-3 or 3-2 ratio of teachers to classes, the schedule shall be worked out so that no teacher shall be assigned more than 360 minutes of teaching.

<b>C. LEARNING AREAS: A BRIEF DESCRIPTION</b>
---

### 1. Character Building Activities

While the whole program will be infused with character development, the first 20-30 minute period in the daily program will focus on activities which contribute to character formation and wholesome personality development. It involves homeroom activities that will lead to the development of health habits, moral and spiritual values, love of country and concern for one's fellowmen. Pupils shall be encouraged and given the opportunity to plan and carry out the activities. Pilipino or English shall be used during this period.

## 2. Pilipino

This area provides for development of competencies in listening, speaking, reading, writing and thinking in Pilipino. Listening competency includes such skills as auditory discrimination and comprehension; speaking: pronunciation, use of expressions and grammatical structures; reading: vocabulary development, recognition, comprehension and study skills; and writing: handwriting skills, composition and mechanics. For effective teaching, the specific skills constituting these competencies shall be developed in communication situations using many and varied materials to the point of mastery.

In Grades I and II, the foundation cycle, mastery of the minimum learning competencies is intended for 100% of the learners. Listening, speaking, reading, writing and thinking skills shall be taught appropriate literary materials such as jingles, rhymes, poems, dialogs, etc. suited in the grade.

The daily period of 60 minutes in Grades I to VI in Pilipino may be divided into two periods, a 30-minute period in the morning and a 30-minute period in the afternoon.

## 3. English

This area provides for the development of competencies in listening, speaking, reading, writing and thinking in English. Listening competency includes such skills as auditory discrimination and comprehension; speaking: pronunciation, use of expressions and grammatical structures; reading: vocabulary development, recognition, comprehension and study skills; and writing: handwriting skills, composition and mechanics. For effective teaching, the specific skills constituting this competencies shall be developed in communication situations using many and varied materials to the point of mastery.

In Grades I and II, the foundation cycles, mastery of the minimum learning competencies is intended for 100% of the learners. Children shall be taught appropriate literary materials such as jingles, rhymes, poems, dialogs, etc. suited to the grade.

The daily period 60 minutes in Grade I to VI in English may be divided into two periods, a 30-minute period in the morning and a 30-minute period in the afternoon.

## 4. Mathematics

The daily period in mathematics in Grades I, II and III includes a study of the four fundamental operations, fractions, metric and local measurements, the use of money and their application to practical problems based on activities of real life.

In Grades IV, V and VI the child is expected to conceptualize the meaning of ratio and proportion, angles, plans and spatial figures and scales, maps and graphs.

Besides further development of the basic mathematical skills, the child is expected to solve problems related to business and industrial activities in the community.

The daily period of 40-minutes in Grades I to VI shall be scheduled in the daily class program as one whole block, e.g., 40 minutes or this may be divided into two periods, in Grades I and II, a 20-minute period in the morning and a 20-minute period in the afternoon.

## 5. Civics and Culture

This learning area deals with the study of the relationship of man to society and government; his role, duties and responsibilities, rights and privileges as a citizen of his country and the world.

It also deals with the development of: moral and spiritual values, pride in one's cultural heritage, proper nutrition, desirable health habits and creative self-expression through Music, Art and Physical Education.

The daily period of 40 minutes in Grades I and II may be divided into two periods, a 20-minute period in the morning and 20-minute in the afternoon.

In Grade III the content will be expanded to include History Geography and Work Ethic which develop an awareness of the world of work in the home and community.

## 6. History/Geography/Civics

This area is a learning package composed of History, Geography and Civics. It deals with the study of the evolution of human society with the individual as the central figure in this process of evolution, i.e., how people, ideas and events in the past helped shaped the present and how man manages the present in order to attain a desired future; and since man is the central figure of this evolution, he must within a supportive environment, strive to develop his human potentials in order for him to live effectively in his physical, social, economic, political and cultural environment.

History, as a component of this learning package, provides a time continuum of people, problems and achievements, ideas and events in the past that have influenced the present; of changes and modifications in the structure of society brought about by the emergence of new, more and varied opportunities and benefits for the development of human potentials and of the intervention programs of the present society designed to attain a desired future.

Geography provides a spatial perspective of man's physical and socio economic environment and his ways of adapting to and managing it. It includes physical features such as land and water forms, climate, flora and fauna, location, altitude, directions, demography and adaptation, utilization, conservation and improvement.

Civics deals with the relationship of man and government, his role, duties and responsibilities and his rights and privileges as a citizen. Together with History and Geography, Civics provides many and varied experiences in which the learner develops feelings of pride, identity and loyalty to the country and nation transcending his pride in, identity with the loyalty to his family, tribe or region.

## 7. Science and Health

Science and Health is introduced as a separate learning area starting in Grade III. This learning area aims to help the Filipino child gain a functional understanding of science concepts and principles, linked with real-life situations, acquire science skills as well as scientific attitudes and values needed in solving everyday problems pertaining to health and sanitation, nutrition, food production, and the environment and its conservation.

## 8. Arts and Physical Education

This learning area involves Music, Art and Physical Education. The teacher/teachers shall plan the 40-minute period in such a way that each area will receive equal time allotment and that situations be provided for the integration of learning in the 3 areas to enable the child to express his feelings, ideas and imagination through music, art and physical education and other creative activities and projects intended to develop an awareness of an appreciation for our indigenous and contemporary arts.

Situations shall be provided for children to translate what they have learned into their work, play and recreational activities. While actively participating in various interest groups such as art and musical organizations and other performing groups, intramurals, scouting and recreational activities, they learn the basic body movements and game skills as well as art concepts and musical skills. As the children go through the grades, physical fitness and competencies in lead-up games, musicality as well as creativeness in design and craft construction shall be further developed.

## 9. Home Economics and Livelihood Education

This is a common learning area for boys and girls. It focuses on the development of responsible and worthy home membership that will lead into the strengthening of the family. The activities shall emphasize the development of desirable work attitudes, basic work skills and habits through learning situations relevant to everyday chores at home, school and community and the production of useful articles.

It also covers phases of work in elementary agriculture, home economics, industrial arts, retail trade and other livelihood activities designed to develop awareness and interest in occupational jobs. In Grades IV to VI, concentration in at least one of these occupational or work skills is desirable.



(Inclosure No. 4 to MEC Order No. 6, s. 1982)

## SAMPLE CLASS PROGRAMS

## GRADES I and II

TIME	MINUTES	LEARNING AREA
<u>A.M.</u>		
8:00 – 8:20	20 – 30*	Character Building Activities
8:20 – 8:50	30	Pilipino
8:50 – 9:10	20	Civics and Culture
9:10 – 9:30	20	Mathematics
9:30 – 9:45	15	R e c e s s
9:45 – 10:15	30	English
<u>P.M.</u>		
1:00 – 1:30	30	English
1:30 – 1:50	20	Mathematics
1:50 – 2:20	30	Pilipino
2:20 – 2:35	15	R e c e s s
2:35 – 2:55	20	Civics and Culture
Total . . . . . 220 – 230 Minutes*		

\* Time frame-range indicated to allow for flexibility. Programming must be flexible enough to allow for emphasis on learning areas not well learned.



## GRADE III

TIME	MINUTES	LEARNING AREA
<u>A.M.</u>		
8:00 – 8:20	20	Character Building Activities
8:20 – 8:50	30	English
8:50 – 9:30	40	Science and Health
9:30 – 10:00	30	Pilipino
10:00 – 10:15	15	R e c e s s
10:15 – 10:55	40	Civics and Culture (Hist/Geog/ Work Ethics)
<u>P.M.</u>		
1:00 – 1:30	30	Pilipino
1:30 – 2:10	40	Arts and Physical Education
2:10 – 2:40	30	English
2:40 – 2:55	15	R e c e s s
2:55 – 3:35	40	Mathematics
Total ..... 300 Minutes		

## GRADE IV

TIME	MINUTES	LEARNING AREA
<u>A.M.</u>		
8:00 – 8:20	20	Character Building Activities
8:20 – 8:50	30	English
8:50 – 9:30	40	Science and Health
9:30 – 10:00	30	Pilipino
10:00 – 10:15	15	R e c e s s
10:15 – 10:55	40	Mathematics
10:55 – 11:35	40	History/Geography/Civics
<u>P.M.</u>		
1:00 – 1:30	30	Pilipino
1:30 – 2:10	40	Arts and Physical Education
2:10 – 2:40	30	English
2:40 – 2:55	15	R e c e s s
2:55 – 3:35	40	Home Economics and Livelihood Education
Total .....	340 Minutes	

## GRADES V AND VI

TIME	MINUTES	LEARNING AREAS
<u>A.M.</u>		
8:00 – 8:20	20	Character Building Activities
8:20 – 8:50	30	Pilipino
8:50 – 9:30	40	History/Geography/Civics
9:30 – 10:00	30	English
10:00 – 10:15	15	R e c e s s
10:15 – 10:55	40	Mathematics
10:55 – 11:35	40	Science and Health
<u>P.M.</u>		
1:00 – 1:30	30	English
1:30 – 2:00	30	Pilipino
2:00 – 2:40	40	Arts and Physical Education
2:40 – 2:55	15	R e c e s s
2:55 – 3:55	60	Home Economics and Livelihood Education
Total ..... 360 Minutes		

Republika ng Pilipinas  
(Republic of the Philippines)  
**MINISTRI NG EDUKASYON, KULTURA AT ISPORTS**  
**(MINISTRY OF EDUCATION CULTURE AND SPORTS)**  
Maynila

May 4, 1983

MECS O R D E R  
No. 19, s. 1983

**CLARIFICATIONS ON THE NEW ELEMENTARY SCHOOL CURRICULUM (NESC)**

To: Bureau Directors  
Regional Directors  
Chiefs of Services and Heads of Units  
Schools Superintendents  
Presidents, State Colleges and Universities  
Heads of Private Schools, Colleges and Universities

1. To insure effective implementation of the NESC beginning the school year 1983-1984, some clarifications on time allotment and programming, teaching of certain learning areas, etc., are given in the inclosure to this Order.
2. This Office will welcome requests for further clarification in the interest of effecting a successful implementation of the NESC.
3. Immediate dissemination of this MECS Order particularly at the teacher level is desired.

(SGD.) ONOFRE D. CORPUZ  
Minister

Incl.:  
As stated

Reference:  
MEC Order: No. 6, s. 1982

Allotment: 1-2-3-4 – (D.O. 1-76)

To be indicated in the *Perpetual Index*  
under the following subjects:

Course of Study, ELEMENTARY  
CURRICULUM  
TEACHERS

(Inclosure to MECS Order No. 19, s. 1983)

## **SOME CLARIFICATION ON THE NEW ELEMENTARY SCHOOL CURRICULUM (NESC)**

### **1. On Time Allotment and Programming**

A time frame-range is indicated to allow for flexibility. Programming must be flexible enough to provide for emphasis on learning areas not well learned. (Paragraph 3, MEC Order No. 6, s. 1982)

The time allotments given are minimum requirements. A school shall not reduce the time allotment suggested for any learning areas, but may increase it depending upon the need for more time to achieve mastery of expected emphasis on mathematics, it may lengthen the 40-minute period to 50 or 60 minutes depending upon the felt need. Time allotments may change within the year as the need arises.

A school may provide extra study or seatwork or remedial work periods and thus, lengthen the child's school day in order to insure learning at a mastery level. It shall, however, maintain the basic structure of the curriculum.

A teacher may occasionally modify her class program, e.g., rearrange and/or merge learning areas and extend the time allotment provided that the total time requirement for each area per week is observed.

### **2. On the Thrust of the NESC**

Its thrust is intellectual growth through which human/civic/economic/cultural development is enhanced. (Paragraph 2, MEC Order No. 6, s. 1982)

The Thrust of elementary education is 4-H development (head, heart, hand, health). The school is the best place to develop the mind of the child. The child needs to develop his mind in order to enhance his economic, physical, moral, social and cultural development. Without intellectual development, he cannot become effective in the area of work.

### **3. On Character Building Activities (See Description of Learning Areas, Inclosure to MEC Order No. 6, s. 1982).**

The Activities introduced in this period should lead to the development of a specific value/trait which may be derived from the observed needs of the children or significant celebrations or historical events. The activities may involve story telling, discussion of happenings, role playing, dialogue, games, picture study, projects, agreement/commitment-making, homeroom activities involving parents, etc.

Health inspection shall be done systematically so that it shall not consume so much time and shall lead to the development of good health habits. Under no circumstances shall the period be used for ground improvement, collection of contributions and other unrelated activities.

**4. On English and Pilipino**

275

In the learning areas English and Pilipino, reading, language, phonics, spelling and writing shall be treated as skills rather than separate subjects to be taught.

**5. Sibika at Kultura (Civics and Culture)**

Pilipino shall be the medium of instruction for this learning area.



**APPENDIX K**

## APPENDIX K

EDUCATION IN CRISIS: CHALLENGE AND RESPONSE<sup>1</sup>

JAIME C. LAYA

Minister of Education, Culture and Sports

I would like to think of conventions of schools superintendents as part of a long tradition that links the present with both the past and the future. We have in this hall people who worked with the pioneers of the Philippine educational system close to a century ago. In the same way, people present today will in turn influence the people who will be running the Filipino educational system in the next century. While the problems of here and now claim time and attention, it is important to address the long term, how we can make sure that the education system continues to anticipate and to be responsive to ever-changing needs, how the education organization can continue to be strong and equal to its tasks, and how the next generation can be more fully prepared.

I therefore propose to focus on the need for planning for the future and for strengthening the ministry organization as key ingredients in ensuring the fulfillment of the ministry's mission.

## Quality of Education

There is enough evidence to indicate that educators are taking for granted the quality of Philippine education, which has been declining. There is an urgent need for us to remedy this situation.

Some studies indicate that the literacy rates of grade school and secondary school dropouts have fallen alarmingly over the past decade or so. The scores of college admission tests also indicate that students in the public school system tend to perform poorly, on the average, compared with students from the private schools. Comments of college teachers almost unanimously note a deterioration in the communication skills in both English and Pilipino, as well as in substantive knowledge, of incoming freshman.

This may be due in part to faulty and non-comparable data, but could as well be attributed to the falling quality of teachers, the impact of the bilingual policy that was instituted some ten years ago, the discontinuation for a time of the adult education program, and perhaps the cumulative effect of ill-considered tinkering with curricula and textbooks.

The papers presented in this convention cover the ramifications of this question, from the goals of the system, the poli-

---

<sup>1</sup>Keynote address.



cies, curricula, methods, and resources -- the strengths that need to be built upon and the weaknesses that need to be reinforced. Focus is given on the question of whether or not we are in fact doing the best for today's children who will become the leaders and citizens in the future.

Our task is to review the results of our efforts, and to assess where we stand in terms of meeting our aims to improve the literacy, comprehension, attitudes, and the substantive learning of our students, so that they may become fully actualized persons, responsible citizens and efficient producers in the future.

The most important changes now under way are within the ambit of PRODED and the new elementary school curriculum, under which a major effort is being made to improve the curricula, teacher preparation, facilities, textbooks and teaching materials, and educational administration.

Studies are under way to evaluate the results of the bilingual policy and the conceptual approach, two of the most important changes instituted during the 1970s. Literacy rates, national college entrance examination results, and other statistical indicators of educational performance are being refined and analyzed so that we may all have a better mechanism with which to gauge success and to adjust our work.

We are looking anew into the possibilities of using broadcast and media-based education as a means of attaining a quantum improvement in educational quality within a minimum lead time. The regular "Tulong Aral" program and an ad hoc "Radio Class" are initial efforts at broadcast learning as a means of improving the quality of classroom teaching through the use of the media. The former is a television program that focuses on science, mathematics, economics, and other subjects where teacher preparation is frequently a problem, and is structured to go hand in hand with specific class lessons. The latter is an elementary school on the air program that was tried out successfully during a Metro Manila teacher strike and which could be employed as a regular feature in areas where the lack of teachers is a problem.

The Marcos Library program has been started, initially aiming for a 10,000-volume elementary and high school library in each province and large city. This will make the world of knowledge accessible to students in those places. We recognize that available resources render impossible the ideal of a good library in every school.

The curricular enrichment program seeks to make available to teachers those materials upon which they could draw for purposes of improving the content of their class lessons. The priority interests of the government and the ministry, namely, population education, school health and nutrition, sports, music and the arts, economic knowledge, and the Filipino Ideology, are a part of the enrichment process. The program will yield teacher-oriented books that contain supplementary material and teaching tips, but not lesson plans so as to leave room for teacher initiative and imagination.

Concrete results are now visible in the cultural field,

where enough material has already been compiled on folk culture. Teachers should impart this knowledge so that both they and their students would be aware of the culture of their forefathers, and in order that they could develop more fully certain values and attitudes related to nationhood and pride in being Filipino.

The children who enter Grade I this year will finish college in 1999, in time to confront the challenges of the different world of the 21st century. Preparing them adequately for this new and unknown world is the heavy responsibility that we bear. They have to be better at the basics of reading, writing and arithmetic, or, as others would put it, at communication (in English and Pilipino) and logical and quantitative thinking. Their values must be those that we want the Filipino to possess. And it will be a must for them to have greater facility in science, mathematics, technology and computers.

### Ministry Personnel Policy and Practice

It is recognized that the most important ingredient in education is the teacher. Students can learn without books, desks, and all other educational resources for as long as there is a good teacher in the classroom.

Having enough good teachers in the public school system is perhaps the most important objective that we need to adopt. This can be assured in the long run only by enhancing the status of the teaching profession that has sadly declined over the years due to poor compensation and poor working conditions and an environment that needs change.

The ministry is the largest in government in terms of geographic coverage and number of people. Its management and administration is a difficult task that requires close attention. Funding is so inadequate that all efforts must be taken to increase efficiency and effectiveness. Salaries are so low and agitators ever on the rise that we have to contend with teacher strikes and similar disruptions. Supervision is so decentralized that we have to guard against petty tyrants who, away from effective control from superiors, impose their will on their subordinates.

The most important components of the education system are people -- teachers, education support personnel, students, parents, and the public. Without sufficient motivation, preparation and training, and supervision, we cannot have the strong education system needed to meet our challenges and achieve our goals.

Career Attraction. Foremost among the administrative challenges that we face is the provision of adequate compensation for teachers and support personnel. Unless salaries are upgraded, the attractiveness of the teaching profession will be eroded, and the quality of the teaching and the degree of preparedness of the next generation will likewise suffer. We may no longer have enough good teachers in the future, like in the mold of Camilo Osias, Francisco Benitez, Geronima Pecson, Pedro Orata, and of

the pillars that form part of the edifice of the strong education system that we inherited from our fathers.

How many high school valedictorians and salutatorians now even consider teaching as a career? I do not think it would still need a study to conclude that education is no longer as attractive a career as it used to be in years past.

The Philippine educational system has already undergone a sex change. Not too long ago, teachers used to be referred to in the masculine. A teacher was a "he." Now, even MECS orders refer to teachers in the feminine: a teacher is now a "she." This implies that teaching can no longer be the primary income source of a family. The principal breadwinner has to find sustenance elsewhere and teaching can only be a secondary source of family income. We must try to control this trend and, if possible, reverse it. The answer can only lie in improved compensation, better working conditions and sufficient challenges for professional growth.

Selection. There are many applicants for teaching positions particularly in urban areas, including new graduates, transferees from barrio schools to poblacion schools, and transferees to more convenient schools. It should be clear that staff selection has to be on the basis of the proper criteria, that is, qualifications, teaching potential, experience, and not on the basis of some extraneous consideration.

If at all there are district supervisors, principals, and superintendents who make a choice on basis other than professional criteria, we must immediately put a stop to this most insidious form of corruption and destruction that only breeds disillusionment for everyone concerned.

Training. The professional advancement of the ministry's staff requires a systematic training program that consists not only of seminars on specific priority topics of both the ministry and the government, or of training on new textbooks, but also of graduate studies and other professional development activities. Trainees should be identified carefully and the job assignments of those who have already completed training should be carefully mapped.

Promotion. Only the cream should rise to the top: only the best should succeed in reaching the top of the profession. If promotion and advancement are based on grounds other than performance, qualifications and other similar objective criteria, then there would be a weak and possibly abusive supervisory force and a demoralized supervised staff.

The responsibility for a fair promotions system rests with district supervisors, superintendents and regional directors because they are the ones who are able to identify the good material. If there are people who make promotions based on criteria other than merit, then they are contributing to the weakening and demoralization of the system;.

Most of the complaints that have reached me have to do with fairness. People question the fairness of the choices for transfer and promotion to master teacher or principal, for up-

grading from principal I to principal II, the selection of district supervisors and even the selection of assistant superintendents and superintendents.

Acting on these complaints has been a difficult task because of the sheer number of people who have to be evaluated on the basis of frequently subjective standards by more than one person. Still, we must try our best to make sure that we identify the best person for the job. Attracting and retaining the best teachers in the face of poor compensation is difficult enough without being complicated by corruption and demoralization in the ranks.

Career Progression. The existing system provides for distinct career progression systems for persons who prefer to move up to administration or to remain in the classroom. One career path leads from classroom teacher to head teacher, then to principal, and to district supervisor; from assistant superintendent to superintendent, to assistant regional director, then to regional director and higher.

Master teachers face a kind of dead end. They could presumably retire as classroom teachers with the pay perhaps of a district supervisor, or, if the program proceeds to its logical conclusion, even with the pay of an assistant superintendent or higher official. We might look into the possibility of broadening career possibilities for master teachers by encouraging them to aspire for positions in the staff bureaus and for staff positions at regional and division offices, as against giving preference to administrators who have already been many years removed from technical matters.

Staff offices need people with field experience because they are the ones who are supposed to work on the curriculum, teaching methods, the measurement of results, and innovations, which are technical in nature, rather than people whose functions are administrative or supervisory in character. The best preparation for research would be familiarity with field practices in a particular area, given of course sufficient preparation in current research and research methodology.

Job Rotation. The objectives of staff training and development and organizational effectiveness both support a policy of job rotation. Time was when the superintendent of a large division was chosen from among superintendents of the medium divisions and the superintendent of a medium-sized division came from among the superintendents of a small division. Before one could become superintendent of a small division, he must have first been an assistant superintendent of a large division, an assistant superintendent of a medium division, an assistant superintendent of a small division, and must have passed the superintendent's examination.

There is a great deal of merit in the job rotation system, for it not only screens people very well but gives them good training as well. The career progression and evaluation process, being systematic and lengthy, exposes the prospective senior official to a variety of experiences, situations and personalities. Before anyone could become a superintendent of a truly

large, complex and difficult division, he would have already been exposed to the range of situations, problems and options that may be encountered in the superintendency.

There are, of course, advantages and disadvantages to that scheme. There is the expense and inconvenience of moving the hardships on family life. However, a return to the old system also deserves consideration during these times when the importance of a strong supervisory force has become greater than ever. The tendency to advance within the same schools division unnecessarily limits the horizons of our people and the field of choice in filling vacancies.

Retirement. We are implementing strictly the policy of requiring officials to retire promptly at age sixty-five, not because a person loses talent, skill and energy upon reaching that age. Room is always limited at the top, more so in an organization with 350,000. Morale becomes a problem when promotion at senior levels gets blocked because people stay longer than their allotted time.

It is essential to make room for good people as part of good personnel administration. How can a system be effective if subordinates retire ahead of superiors? This is one way through which we can make career advancement as one of the attractions of service in the ministry.

A policy of prompt retirement has to go hand in hand with a wide field of choice of successors. There seems little point in promptly retiring an excellent superintendent only to replace him with one of two incompetent assistant superintendents. We can make sure of the best possible choice only if the field is broad enough and not limited to the assistant superintendents in the same division.

Teaching as a Profession. In addition to being administrators or classroom teachers, ministry staff members are also professionals. As such, it is presumed that they maintain an interest in the technical aspects of education and that they constantly, perhaps even unconsciously, observe, analyze, generalize, and ultimately recommend and communicate their observations and findings to others in the profession or to the proper authorities.

Medicine, for example, is considered a profession not only because doctors practice it, but also because there are numerous medical researchers who study diseases, new cures, and generally ensure the advancement of medicine. So also it must be in education.

Advances in education cannot originate merely as policy directives from above, from bureaucrats for whom research is frequently no more than the memory of dissertation work done in the distant past. They should come from teachers, from district supervisors, professors and members of the teaching profession who are observing what is happening, who are doing research and writing articles, satisfying professional curiosity, and proving or disproving hypotheses.

With an organization of 350,000 people, all of whom are pro-

professionals trained in tests and measurement, and in the philosophy and technology of education, one can only guess at the infinity of ideas and improvements that could arise from a concerted research effort. Certainly, the diversity of theses produced by masters and Ph. D. students in education indicates the richness of potential research that could be done in education.

We sometimes seem first to innovate and then proceed to justify the innovation. We find out only too late that the innovation may have caused more harm than good. We must therefore try to develop the necessary environment and intellectual climate so that research can flourish as an integral part of ministry life. We can then come to depend upon research results for purposes of charting the future of Philippine education.

Summary. Close attention to personnel policy is vital to ensuring an effective ministry. The organization should consist of the best people with the high morale needed to sustain them in times of difficulty. We still have enough good people in the ministry to carry and pass on to our successors the torch that has been passed on to us by the people who came before. This is possible only with good personnel policy.

We need to have a good policy and practice on such matters as hiring, training, performance evaluation and promotion, and retirement. All these go together in making sure that the ministry becomes an ideal work setting.

#### Administrative Practices

The limited funding of the ministry underscores the need for tightly controlling administrative routines. This way, we could gain the maximum benefit from the little that we have and be able to direct our resources toward solving problems such as the lack of classrooms, textbooks, desks and other equipment, and teaching materials.

The ministry budget is P6.5 billion, 90 per cent of which goes to personnel services. Only about 10 per cent goes to maintenance and operations and capital outlays. We must make sure that this 10 per cent is used for maximum effect. Local School Board funds constitute a major funding supplement, but reports are rife concerning the misuse or low priority uses of these funds.

We can achieve much by reexamining what some may feel are minor administrative details. For instance, teachers frequently complain about having to fill out too many school forms. I understand we have about a hundred different forms supposed to be filled up by people in the field. These, in turn, have to be summarized by principals, district supervisors, superintendents, and regional offices. At best they are evaluated and analyzed and ultimately considered for national policy making; at worst they are bundled up and stored without further thought.

The Development Academy of the Philippines was asked to study our forms and procedures. They came up with some interest-

ing findings and concluded that some forms could be eliminated since they contained information that nobody used. Some forms could also be combined, thus saving on paper.

Attention to the purchase of forms could save us millions of pesos both from national government and Local School Board funds. I understand, for instance, that if a school teacher were to buy a student register form from a sari-sari store using her own money, she could buy it for P5. This same form is supposed to be provided at the approved price of P30. So how does one account here for the difference of 25 pesos? This is just one of the many basically simple administrative matters that can be looked into.

I can also cite what happens in the wake of typhoons. Reports normally follow on missing textbooks. I have always assumed that textbooks are checked out by the students and brought home, so that even if a typhoon were to hit their place, chances are that most of the textbooks would remain intact because certainly not all homes would be swept away. It turns out, though, that in many cases the textbooks are kept in the schools because the teachers are made accountable for them.

I believe that this administrative detail may have made a great deal of difference in the quality of education in those schools that have adopted this practice. It may imply that students do not read at home and that they do not have any homework. It could also mean that class time is devoted not to amplifying what is in the textbooks but simply to reading what is in the textbooks. An administrative measure may have created a major unintended negative development. I have therefore asked the Textbook Board Secretariat to review this particular policy.

The computer age is upon us and we should proceed with the identification and utilization of computers in educational operations. PRODED has initiated a computer usage project in schools to identify administrative and class use possibilities. A cheap computer costs something like P20-30 thousand, cheaper even than a sophisticated electric typewriter. Grades could be computed and school forms accomplished with minimum manpower requirements. Certainly, the ministry cannot buy computers for everybody, but we would be able to gradually chip away at the problem and ultimately see to expanded computerization.

## Planning the Future of Education

As in most other government offices, the planning and budget process of the ministry has tended to look only one year ahead. We normally look only at the problems that the next school year might bring, in the same way that agencies of the government try to look at the problems of the next crop year or the next health year.

It is possible for us in the education system to do better than this. President Marcos recognized this particular fact when, in January 1984, he issued LOI No. 1372 directing the preparation of a long-term financial plan for education. I am happy to report that after months of hard work, the Planning Service and the

Finance Service have completed the first draft of a ten-year financial plan for education. I believe that this is one of the most significant accomplishments of the ministry.

Education Financial Planning. The planning and budget process is very interesting and straightforward.

There are 53 million Filipinos. New babies are born every day. More children will reach the age of seven in any given year. We can estimate how many Grade I children there will be during a given year, how many Grade II children there will be in the following year, and so on. Having set a target class size, we can then compute the number of teachers needed for each grade level, for the total education system, or for whatever division, region or school we may choose.

By making specific assumptions concerning compensation rate increases, one can then estimate how much would be needed for personnel, and also of the number of children, one can proceed to estimate the number of needed desks, textbooks, classrooms, etc. These can be laid out in physical quantities and, ultimately, in money terms.

The education financial plan has been computerized, and this has taken a lot of work and patience. The framework of the planning process has been designed and expenditure projections have been made. Income sources still have to be identified, and ultimately, the expenditure projections and assumptions will have to be scaled down and rescheduled to fit within whatever is a reasonable resource availability assumption. The planning process is iterative and the computer program has to be run over and over using different assumptions and revenue projections. Even at this stage, however, we can be proud of our work which is probably matched by few other organizations in the Philippines or education ministries elsewhere.

A short-term outlook inevitably leads to short-term and make-do solutions. We find makeshift classrooms, inflate class sizes, share desks and books, all on an ad hoc basis, once the last student shows up at the beginning of the school year. Our people have always been resourceful and innovative, but making do and stretching the capacity of available resources to accommodate an ever-increasing student population can be expected to result in continued deterioration in educational standards.

We have to do better than this and look further ahead. if we do not fully anticipate the magnitude of future needs and problems, the time will inevitably come when there will be nothing left to stretch.

Compensation Goals. It is unfortunate that many people equate the financial plan which we are currently formulating with the timetable for reaching a monthly pay of P3,000. The financial plan is more than this. It is an estimate of the physical resources and the funds needed to be able to meet the educational needs of the children already born and yet to be born, providing for sufficiently good teachers, books, classrooms, and other inputs that will help make the hope of the fatherland truly prepared for the future.



The financial plan includes an estimate of the amount needed to meet compensation targets. The benchmark of government policy is contained in the Magna Carta for Teachers passed in 1966. Among others, the Magna Carta provided for a living wage that was supposed to be systematically adjusted to make up for cost of living increases. It also made certain commitments about retirement benefits, additional compensation for non-teaching services rendered, and so on.

The legislators who passed the Magna Carta included the prudent proviso that implementation is subject to the availability of funds. Taking the law at its word, the financial plan makes an effort to compute how much a school teacher should receive in 1985 to have the same purchasing power that he had in 1966. The computation shows that the income of P17,300 a year in 1985 is equivalent to the teacher's income in 1966. About P4,000 more in 1985 will achieve the said purchasing power parity.

The Magna Carta must have envisioned a somewhat higher compensation level in 1966, or the law would not have been necessary. The staff therefore tested various other options, seeking to make up for the deficiency in purchasing power over the past 19 years. Certain salary upgradings were assumed, linked to NEDA projections of inflation rate, resulting in a 1990 basic salary of P3,000. The portion of the financial plan having to do with personnel accordingly represents the estimation of the targets under the Magna Carta. The ministry budget proposal for 1986 constitutes the first year of the ten-year projection.

Financing Sources. The next and more difficult step, after making expenditure projections, is to identify funding sources. In any government service activity such as ours, there are really only four sources of financing.

1. The Present Education Budget. We have to use our money more efficiently. Available teaching positions have to be deployed for maximum efficiency. Teachers cannot be detailed to non-teaching positions, or assigned to undersized classes, or allowed to handle ghost students. Our maintenance and operations funds must be used efficiently. Schoolbuildings must be built where needed by students and not out of non-education factors.

Priorities within the education sector have to be carefully reviewed, not necessarily by the ministry alone, but by the budgetary authorities and the Batasang Pambansa. The budgets of past years have not always fully recognized the relative funding claims of elementary, secondary and higher education (in the state college and university system), and as a result, many feel that there is a bias against elementary education in favor of secondary and higher education.

The Constitution requires free elementary education and further states that the state may support secondary or tertiary education, finances permitting. This is probably in recognition of the importance of elementary education as a foundation for secondary and higher education and of the feeling that, in the very least, this generation must leave to the next one a basic six-year education. I do not think any of us will maintain

seriously that we already have the best elementary education system that is possible.

This is why the ministry has taken a position favoring elementary schools and the position that incremental budgetary resources for education should be given to elementary education rather than to the higher levels. We are resisting the nationalization of more high schools and the upgrading of more secondary schools to colleges and of colleges to universities, or the creation of more state colleges and universities, in the thinking that each of these decisions takes a little bit more from elementary education.

2. Additional Budgetary Support for Education. Demonstrators frequently adopt the battlecry: reduce the military's or some other unspecified agencies' budget and give it to education. From a narrow viewpoint, we would of course welcome additional money regardless of the source. However, it is a fact that the military, too, is underfunded. Soldiers receive less than teachers. I would leave this kind of a decision to the Batasang Pambansa, which is in a better position to judge sectoral priorities.

3. Non-Budgetary Revenues. We could try to raise revenues from sources other than regular budgetary allocations, including student fees, canteens, the cultivation of school grounds, vocational-technical activities, and cottage industries conducted under the aegis of the school.

We are exploring the possibility of generating revenues out of the Arroceros compound which is more suitable for commercial rather than government office use.

We are also exploring the possibility of organizing a lottery (the "lotto game" to be specific) for educational improvement, something that is done in such places as New Hampshire and California in the United States. This would be much like the juvenile game of chance where a child pays a coin, picks out a rolled-up piece of paper from a mounted poster, and claims (if he is lucky) the toy that is drawn on the paper that he picked. The adult version is to buy a card from suitable outlet and to scrape off a covered portion, which then reveals the amount of money (if any) that he has won . . .

Language. Present language policy calls for proficiency in both Pilipino and English. This is not always understood. Some people seem to think that the bilingual policy favors mixing up English and Pilipino in a combined language. The result is the unfortunate lack of proficiency in both languages, the rise of a new pidgin tongue.

The thinking also appears to be that the objective of proficiency in the two languages can be attained by teaching courses in one or the other languages can be attained by teaching courses in one or the other language, in accordance with the bilingual policy as it is now applied. An analysis of the communication skills of recent graduates and schoolchildren seems to indicate that the policy has reduced both communication and comprehension skills. The situation is complicated by considerations of nationalism put forward by people who favor Pilipino as a medium of

instruction because English is a foreign tongue. The language issue is universally explosive and divisive, and a thorough assessment of the impact of the present language policy would perhaps be necessary.

Subject Matter Content. Some people are quick to comment that the education system is not relevant and that the Filipino is miseducated. At the same time, the very same people sometimes say that we teach far too many agricultural and vocational courses, bowing to the wishes of the World Bank and the IMF. It seems as if the basic purposes of education -- to develop communication, analytical and livelihood skills, as well as proper values and attitudes -- are not enough. Perhaps all of us should give this matter further thought.

College Admissions. Many have noted that graduates of barangay vocational-technical, fishery, and other public high schools tend to perform poorly in the National College Entrance Examination. They then proceed to argue that the NCEE should therefore be abolished, as it limits access to tertiary education. The very same people, however, assert that we have too many unemployed college graduates. There is an inconsistency here. The lesson to be learned here is that entrance to college should perhaps be restricted in order that more people can be channelled to technical courses thereby minimizing the number of unemployed college graduates. The testing philosophy should be considered separately from the even more serious problem of how to improve public secondary education in order that its graduates who may wish to go on to college could be as well prepared as those who attend private schools.

Source: Education and Culture Journal 1 (April-December 1985).

**APPENDIX L**

## APPENDIX L

PHILIPPINE INDICATORS 1965 - 1985  
(Excerpts)

## INTRODUCTION

Our mission in the Ministry of Education, Culture and Sports is to prepare the next generation for life. We seek to develop the proper attitudes, to teach them how to read and write, to think logically, to think quantitatively. We seek to enable the young to reach their full inborn potential and to prepare them to become responsible citizens and productive and self-reliant adults.

We recognize that the world of the 21st century is different from the world of today, as the present is different from the past. The MECS, therefore has the awesome task of looking ahead, beyond the problems of the present. It is our responsibility to build upon the strengths of the past, to anticipate and plan for the future.

This pamphlet seeks to present the record of the education system over the past two decades, by way of underscoring both accomplishments and deficiencies, the better to pinpoint continuing areas of necessary emphasis.

Enrollment. There are some 13.6 million students in the education system, of whom 8.8 million are in the elementary grades, 3.3 million in high schools and 1.5 million in colleges. The public school system accommodates a total of 10.4 million students at all levels, including 94 percent of elementary school enrollment. One fourth of the total population is in school.

This has required the opening of more and more schools, numbering 39,396 in all as of 1985, of which 31,440 are public elementary schools. More teachers and school personnel have been employed, more schoolrooms constructed. Scholarship and loan programs have been expanded in order to accommodate the deserving but needy students. Non-formal education programs have been organized, in order to accommodate the out of school youth, providing for their ultimate return to the school system through the Philippine Equivalency Placement Test. Barangay and other local schools receive increasing national funding assistance.

Teachers. There are 441 thousand schoolteachers, including 344 thousand public schoolteachers, from elementary to collegiate level, the largest single group of civil servants. There are 272 thousand public elementary schoolteachers alone.

Curriculum. The elementary school curriculum has been modified in response to the needs of the country and in anticipation of the future.

The curriculum has been improved over the years, the most recent change being a streamlining of the courses in the elementary school level, in the New Elementary School Curriculum under

a World Bank-funded Program for Decentralized Educational Development (PRODED). It calls for a return to the basics and a greater infusion of values and attitudes development in the curriculum. Books, teacher training, research, buildings and equipment improvement are supported by PRODED.

Parallel approaches are being taken at the secondary and tertiary levels, including greater coordination among state universities and colleges.

A bilingual policy was introduced in 1973, whereby some courses are taught in English and others in Pilipino. The aims were to foster a greater sense of nationhood and to increase subject matter learning.

Budget Support. The effort to accommodate an increasing enrollment and to improve upon the quality of education requires tremendous resources, in the form of teachers, classrooms, desks, books, and the other materials necessary to basic education .

The total budget for the MECS and the 77 chartered state universities and colleges comes to P8.0 billion in 1985, accounting for 13.7 percent of the total national budget. Adding the cost of the schoolbuilding program, national aid to local schools, and other education-related expenditures of other government agencies, the total share of education and manpower development is about 15 percent of the 1985 national budget. Most local government units also support education, through their respective local high schools and colleges/universities.

The percentage share of education in the total national budget had declined over the years, even as the absolute amount had grown from P599 million in 1965 to P8.0 billion in 1985. All sectors, including education have responded to the needs for energy and food, two of the needs that had to be attended to in the 1970s, with the onset of the international energy crisis.

To educate each elementary school child, the national government spends P481 per year. The average national high school and state university or college student is subsidized to the extent of 94 percent of total education cost. The average state university or college student in effect receives some P6,000 in education subsidy, representing the appropriations per student of such institutions.

A state scholar gets P7,000 per year, plus allowances for graduation, thesis writing and review expenses. Student loans come to P5,000 a year for degree courses and P3,500 a year for non-degree courses.

Compensation. The compensation of public schoolteachers is acknowledged to be inadequate, even as we note that the lowest paid elementary grade teacher received P2,196 per annum in 1965 vs. P12,636 per annum in 1985, an increase of 5.75 times. Government recognizes the vital importance of increasing teacher salary, crucial as it is to a strong education system. In 1978, practically all available salary adjustment funds went to schoolteachers. In 1984-85, the government revived the equivalent record from (ERF) system which had been suspended for some years, and upgraded the Master Teacher program. In 1986, the General

Appropriations Act provides for the one-step adjustment of MECS staff members.

Private Schools. Private schools account for most of tertiary level enrollment, 85 percent in 1985. Ensuring the vigor of this important part of the school system has called for the adoption of a more liberal student fee policy in 1985. Many private schools had started scaling down operations due to the limited fee increases allowed in the face of large cost increases experienced in recent years. The policy allows the student fee increases needed for schools to at least break even and earn a modest return on investment.

At the same time, the government encourages a policy of voluntary accreditation, both in public and private schools, as a means of seeing to the attainment of minimum education standards.

Special Programs. The MECS conducts special programs for the improvement of health and nutrition, population education, continuing education for the out of school youth, classes for handicapped and gifted alike, and innovative activities in broadcast or media-based education and computer education.

New priorities established in 1984-85 include broadcast or media-based education, the Marcos Library program for developing school libraries all over the country, remedial programs for secondary schools, the rehabilitation of the Philippine Public School Teachers Association (PPSTA), a revitalized in-service training program for schoolteachers, adoption of general voluntary accreditation standards, improvements in the management of state universities and colleges and technical/vocational schools, closer linkages between cultural agencies and the school system, and improvements in the administration and priority system in Special Education fund resources.

The school system must continue to grow, to evolve, to raise standards, so that the students, the people manning the system and the nation as a whole can reap the benefits expected of a good education system. The wealth of a country is in its people, who, if in possession of the skills and expertise which make them self-reliant, can make this nation self-sufficient, strong and an effective member of the world's community of nations.

JAIME C. LAYA  
Minister of Education, Culture and Sports  
January 15, 1986

Source: Philippine Indicators 1965 - 1985.

<i>Item</i>	1965	1975	1985
<b>1. NATIONAL BUDGET, MECS BUDGET AND SUCs BUDGET</b>			
a. National Budget	2,102,363,873	14,499,714,500	58,328,941,000
b. MECS Budget	555,250,130	1,643,183,000	6,145,907,000
c. % of National Budget	26.41	11.33	10.54
d. SUCs Budget	43,200,000	385,727,000	1,842,991,000
e. % of National Budget	2.05	2.66	3.16
f. MECS and SUCs Budget	598,450,130	2,028,910,000	7,988,898,000
g. % of National Budget	28.47	13.99	13.70
<b>2. TOTAL ENROLMENT – ALL LEVELS PUBLIC AND PRIVATE</b>	7,515,000 (SY 1965-66)	10,695,000 (SY 1975-76)	13,621,000 (SY 1984-85)
a. Elementary Enrolment	5,815,000	7,683,000	8,794,000
b. Secondary Enrolment	1,173,000	2,240,000	3,323,000
c. Tertiary Enrolment	527,000	772,000	1,504,000
d. Public Elementary	554,000	7,284,000	8,270,000
e. Private Elementary	261,000	399,000	524,000
f. Public Secondary	442,000	1,010,000	1,909,000
g. Private Secondary	731,000	1,230,000	1,414,000
h. Public Tertiary	59,000	106,000	230,000
i. Private Tertiary	468,000	666,000	1,274,000
<b>3. TOTAL NUMBER OF SCHOOLS – ALL LEVELS PUBLIC AND PRIVATE</b>	24,880 (SY 1965-66)	36,624 (SY 1975-76)	39,396 (SY 1984-85)
a. Elementary Schools	21,877	30,962	32,809
b. Secondary Schools	2,537	4,908	5,430
c. Tertiary Institutions	466	754	1,157
d. Public Elementary Schools	21,053	29,854	31,440
e. Private Elementary Schools	824	1,108	1,369
f. Public Secondary Schools	924	2,883	3,354
g. Private Secondary Schools	1,613	2,025	2,076
h. Public Tertiary Institutions	26	126	319
i. Private Tertiary Institutions	440	628	838
<b>4. TOTAL NUMBER OF TEACHERS – ALL LEVELS PUBLIC AND PRIVATE</b>	239,595 (SY 1965-66)	344,278 (SY 1975-76)	440,805 (SY 1985-86)
a. Elementary Teachers	184,938	248,850	284,337
b. Secondary Teachers	31,668	61,740	99,468
c. Tertiary Teachers	22,989	33,688	57,000
d. Public Elementary Teachers	177,207	238,821	272,162
e. Private Elementary Teachers	7,731	10,029	12,175
f. Public Secondary Teachers	12,195	29,600	61,750
g. Private Secondary Teachers	19,473	32,140	37,718
h. Public Tertiary Teachers	2,996	4,640	9,654
i. Private Tertiary Teachers	19,993	29,048	47,346



## 5. ENROLMENT TO POPULATION RATIO

a. National Population	32,345,000	42,517,000	53,351,000
b. Total Enrolment (All levels, public and private)	7,515,000 (SY 1965-66)	10,695,000 (SY 1975-76)	13,621,000 (SY 1984-85)
c. Ratio to National Population	23.23%	25.15%	25.53%
d. Elementary Enrolment	5,815,000	7,683,000	8,794,000
e. Ratio to National Population	17.98%	18.07%	16.48%
f. Secondary Enrolment	1,173,000	2,240,000	3,323,000
g. Ratio to National Population	3.63%	5.27%	6.23%
h. Tertiary Enrolment	527,000	772,000	1,504,000
i. Ratio to National Population	1.63%	1.82%	2.82%

## 6. GRADUATION RATES – ELEMENTARY AND SECONDARY

a. Enrolment – Grade VI	646,637 (SY 1965-66)	982,618 (SY 1975-76)	1,186,353 (SY 1984-85)
b. No. of Graduates	548,651	889,143	1,073,146
c. Graduation Rate	84.85%	90.49%	90.46%
d. Enrolment – IV Year	228,368	439,330	680,285
e. No. of Graduates	200,964	420,536	618,026
f. Graduation Rate	88.00%	95.72%	90.85%

7. Teachers Salaries	1-1-65: EGT 2	₱2,196			
	EGT 3	2,544	1-1-76: ₱5,444.40	1-1-85: EGT 3, SST 3	₱12,636
	EGT 4	2,676	5,695.20	EGT 4, SST 4	13,200
	EGT 5, SST 5,				
	ESHT 3 (BSEE)	2,808	5,946.00	EGT 5, SST 5	13,824
	ESHT 4, SSHT II			ESH 3, SST I	
	(BSEE + 20) -	2,952	1-1-76 6,223.20	1-1-85 EHST 4, SSHT II	14,448
	ESHT 5, SSHT III			ESH 5, SSHT III	15,804
	(MA)	3,109	6,513.60		

## 8. Educational Loans/Scholarship Programs

### a. Study Now-Pay-Later Plan

Disbursements (by GSIS, SSS, PNB, DBP, LBP)	SY 1976-77	₱3,827,739.33	SY 1980-81:	₱22,563,563.09
			SY 1985-86:	₱112,900,549.52

b. State Scholarship Program	1969:	1,000,000	1975:	₱2,000,000	₱10,560,000
c. National Integration Study Grant Program	1974:	3,675,539	1980:	16,840,000	22,228,000
d. Selected Ethnic Groups Educ. Assistance Program	1978:	1,574,000			3,960,000
e. Work Study Grant Program for Southern Philippines	1977:	800,000			17,428,000

## ELEMENTARY SCHOOL PUPILS' ACHIEVEMENT

An idea of the scholastic achievement of elementary school pupils in the last 20 years may be gleaned from the findings of three research studies, namely: SOUTELE (Survey of Outcomes of Elementary Education), 1975-1977; EEEP (Experimental Elementary Education Program), 1979-1980; and NESC (New Elementary School Curriculum) 1983-present.

The results of the tests in English, Pilipino and Mathematics achievement conducted under these studies are shown in the table below.

### Results of National Achievement Tests

<i>Grade Level</i>	<i>Overall Mean Percentage Scores</i>		
	<i>SOUTELE</i>	<i>EEEE</i>	<i>NESC</i>
I	—	39.27	56.25
II	—	44.08	—
III	—	42.86	—
IV	41.09	50.72	—
V	38.89	38.42	—
VI	—	46.21	—

As may be seen in the foregoing table, there has been some improvement in pupils' progress through the years in three basic areas of learning: English, Pilipino and Mathematics.

1. A remarkable achievement is noted in Grade I, from 39.27 under EEEP in 1980 to 56.25 under NESC in 1984.

2. Grade IV under SOUTELE in 1977 achieved 41.09, and 50.72 under EEEP in 1980.

Since both the EEEP and NESC were set up in response to SOUTELE's recommendation for decongesting the curriculum, the increase in pupil achievement may be attributed to a curriculum that has been decongested accordingly which allows more time and opportunity for employing mastery learning strategies in the teaching of the 3 R's.

## NUMBER OF SCHOOLS

From SY 1965-1966 to SY 1984-1985, the number of elementary schools increased from 21, 877 to 32,809 – or by 50 percent.

During the same period, the secondary schools increased in number from 2,537 to 5,430 – by a hefty 114 percent.

At the tertiary level, the number of schools increased by a very high 148 percent from 466 in SY 1965-1966 to 1,157 in SY 1984-1985.

At all three levels, the total number of schools increased 58 percent from 24,880 in SY 1965-1966 to 39,396 in SY 1984-1985.

### NUMBER OF SCHOOLS: PUBLIC VS. PRIVATE

Comparative data on number of schools are presented for SY 1965-1966, SY 1975-1976, and SY 1984-1985 as follows:

#### *At the Elementary Level*

	<i>Total</i>	<i>Public</i>	<i>%</i>	<i>Private</i>	<i>%</i>
1965-1966	21,877	21,053	96.2	824	03.8
1975-1976	30,962	29,854	96.4	1,108	03.6
1984-1985	32,809	31,440	95.8	1,369	04.2

#### *At the Secondary Level*

1965-1966	2,537	924	36.4	1,613	63.6
1975-1976	4,908	2,883	58.7	2,025	41.3
1984-1985	5,430	3,354	61.8	2,076	38.2

#### *At the Tertiary Level*

1965-1966	466	26	5.6	440	94.4
1975-1976	754	126	16.7	628	83.3
1984-1985	1,157	319	27.6	838	72.4

From the data it is seen that:

a. At the secondary and tertiary levels, the number of public schools has increased, as a percentage of the total number of public and private schools from 36.4 per cent in SY 1965-1966 to 61.8 per cent in SY 1984-1985 for secondary schools, and from 5.6 per cent to 27.6 per cent for tertiary schools.

b. The respective shares in total enrolment of public and private schools at the elementary level have not changed much, although their numbers have increased in absolute terms.

Literacy rate is the proportion of persons aged 10 years and over who are "able to read and write" a simple message in any language or dialect in the country.

The literate population in 1939 constituted less than one half of the total population 10 years old and over. By 1960, it had reached 72.0%. For 1970, the national average literacy rate was 83.4 per cent, according to a NEDA-U.N. Children's Fund study.<sup>1</sup> Comparable figures for Thailand and Indonesia were: 78.6 per cent (1970) and 56.6 per cent (1971), respectively.

For 1975, the data from NCSO's 1975 integrated census of the Philippines pointed to a 89.27 per cent national average literacy rate.<sup>2</sup> This same study projected a 92 per cent literacy rate for 1983.

#### LITERACY OF POPULATION 10 YEARS AND ABOVE

<i>Year</i>	<i>% Literate</i>
1939	50.00
1960	72.05
1970	83.40
1975	89.27
1983	92.00

For the population 15 years and over, the literacy rate was 87 per cent as of 1980.<sup>3</sup> This was an NCSO estimate based on a 20 per cent sample. However, actual reports from NFE coordinators indicated for the same population an 89.4 per cent literacy rate as of 1981.

<sup>1</sup>"A study on the Situation of Children in the Philippines," June 1979.

<sup>2</sup>According to a 1982 NETC-EDPITAF study funded partly by the International Development Research Center of Canada. The MECS Statistical Bulletin-1979 reports the same figure.

<sup>3</sup>MECS (NFE), "Study of the Literacy Situation in the Philippines: Final Report" (1983).

#### LITERACY OF POPULATION 15 YEARS AND ABOVE

<i>Year</i>	<i>% Literate</i>
1980	87.00 (NCSO)
1981	89.40 (NFE coordinators' reports)

This increasing trend can be attributed to the statutory provision for compulsory education at the first level of education (elementary) and to the Philippine commitment to the Karachi Plan for universal primary education in Asia by 1980.

**APPENDIX M**

## APPENDIX M

MOVING FORWARD IN EDUCATION: 1985<sup>1</sup>

The work of a Ministry is not always dramatic. The most important activities often consist of recognizing the existence of a problem, defining the problem, determining available options, analyzing each possibility and finally, reaching the indicated decision which may be on policy, procedure, rules, programs, organization, or staffing.

The most visible and dramatic decisions are those which solve problems of the moment, decisions that put out fires, so to speak. The less visible, but ultimately among the most significant, decisions are those which prevent fires, as it were, those which head off problems before they burst into consciousness and those which are intended to further strengthen the foundations of the education system.

During 1984, my first year as Education Minister, I spent most of my time in trying to familiarize myself with the current and the continuing concerns of education, issues that I soon realized had been accumulating over the years and which could not be solved instantly or by the Ministry alone. Many of the problems that needed action and resolution had been discussed for many years and had been the subject of continuing controversy. Some of the hard decisions had been postponed, leading to an accumulation of problems that reached dramatic denouements in 1984-85.

## Continuing Problems

The most visible and fundamental issues which landed in the national consciousness were first, the compensation of teacher and education support staff and second, student fee. The first touches upon the twin problem of the quality of teaching and the attractiveness of teaching as a profession. The second touches upon the basic issue to private education and the viability of the private education system.

Teacher and support staff compensation are at the heart of many of the problems of the public education system. Among others, compensation affects the level of teacher unrest, the quality of education, the attractiveness of teaching as a profession, the capability of school teachers, and the ability of the education system to retain the best teachers in teaching.

---

<sup>1</sup>A year-end report on the major concerns of the Ministry of Education, Culture and Sports by Minister Jaime C. Laya. December 31, 1985.

## Academic Policy and Direction

1. Basic Education. The program for Decentralized Education (PRODED) continued in implementation. During 1985-86, third grade students moved on to the new elementary school curriculum, following a reoriented curriculum. The new textbooks were used by teachers who had completed a careful training program.

In school year 1986-87, new textbooks will be in place for Grade IV, and so on for each year and grade in the future. PRODED seeks a return to the basics of reading, writing and arithmetic, and a more conscious effort to instill values and attitudes, forming part of a set of minimum learning competencies which have been designed for each grade level in the system.

A major training program is underway through the Learning Action Cells, whereby the approaches, the content as well as the technology in the new elementary school curriculum can reach all teachers in the public elementary school system. Teacher in-service training is being institutionalized such that even after the termination of PRODED-World Bank financing at the end of 1986, teacher training efforts can be continued. The continuation of teacher training efforts is provided under LOI No. 1487, signed by President Marcos during Education Week.

2. Secondary Education. The improvements in the secondary education program would follow logically after the completion of the elementary school cycle. When the first graduates of the new elementary curriculum are ready for high school, then the high school curriculum will have to be correspondingly ready to build upon what students learn in the first six-years.

The various components of the secondary education system are being studied, noting that the secondary level is frequently characterized as the weakest and most complicated link in the Philippine education system. There are more than ten types of secondary school, ranging from barangay high schools which are run and operated by the residents of a village, all the way up to such international institutions as the International School whose standards are comparable to the very best schools anywhere in the world. In between are varying gradations of secondary school types. The study that is now underway seeks to identify possible approaches and funding sources for the improvement of the system, so as to achieve the ideal school which is good both in academic and in vocational preparation.

In order to help improve upon the resource base and to encourage self-help efforts of vocational-technical schools at the secondary and tertiary levels, the MECS recommended to the President a mechanism whereby income of such institutions can be retained to support the improvement of physical facilities and general quality of instruction. The president approved the idea and issued LOI No. 1491 on Education Week, for the purpose.

The government has recognized that it is important to do something about these students who end up among the unemployed, despite having finished high school, are not quite ready either for college or for work. The President recently authorized the

opening of remedial classes in science, mathematics, language, and perhaps other deficient areas. These will be offered by qualified high schools so that a high school graduate with still inadequate preparation will be able to attend class from one summer to one school year, depending on his background and training, so that at least his education can approximate that which was obtained by a high school student in some better school. The new policy is embodied in LOI No. 1490, issued on Dec. 10, 1985 on recommendation of the MECS.

3. Higher Education. Working with associations of tertiary level institutions and professional groups, the Bureau of Higher Education is reviewing curricula and other educational standards applicable to various collegiate programs.

The Ministry issues new and upgraded standards as the work is completed. One of the most purposive efforts that is now underway affects medical programs, now offered by 27 medical schools.

The Board of Medical Education, which consists of education, health, academic, and professional representatives, has decided to initiate an audit of each of the existing schools, with the aim of devising a program of upgrading as may be necessary, to ensure that all medical schools achieve an acceptable standard of instruction.

The Board of Medical Education also decided to institute the National Medical Admissions Tests (NMAT), in order to systematically identify the best prepared applicants to medical schools and to exclude from admission those who fail to meet testing standards. Experience has shown that allowing each medical school to establish its own standards sometimes excluded promising students and allowed the admission of less promising students. With the NMAT, which was offered for the first time in 1985, only the most qualified applicants will be admitted to any medical school. This is expected to reduce drop-out rates and therefore maximize the utilization of medical school facilities, as well as avoid certain irregular admissions practices.

The curriculum of teacher training programs is being reviewed, in the light of continuing complaints among educational administrators about the lack of preparedness among applicants for new teacher positions. The possibility of a combined course that would prepare a student for alternative careers in education, mass media or executive training is being studied, as a means of attracting more students into a course that could lead to a teaching career. This is a clear move away from the policy of previous years that, on the contrary, tended towards greater specialization for elementary or secondary school teaching.

The MECS continued the implementation of the recent policy of voluntary accreditation within a single national accrediting agency. This was supported by policy adjustments in student fee application procedure and reporting procedure.

The coordinative mechanism among state universities and colleges, being independent chartered institutions, has been rather weak and in many cases, academic and other standards were higher



in private schools. The problem was recognized and a solution was devised, embodied in LOI NO. 1461 issued on May 23, 1985 upon recommendation of MECS, which established policy guidelines for state universities and colleges, including the need for development planning, coordination of programs, financing sources, academic standards, and so on.

4. Language Policy. The language policy instituted about eleven years ago, calls for both English and Pilipino to be used as media of instruction at the elementary and high school levels.

Many people have attributed the decline in English competence and the decline of comprehension in certain subjects to the bilingual policy. A study commissioned by the MECS in 1984 is in process of finalizing recommendations, which address one of the most basic issues in education today.

5. Legislated Courses. Certain laws require the offering of specified topics, including Spanish, the life and works of Rizal, agrarian reform, taxation, government economic programs, and the like. The Spanish Law has been a source of continuing discussion. The Rizal Law also attracted attention during the year.

The Batasang Pambansa is at present considering a Bill which will make Spanish optional. The MECS had initially proposed to the Batasan that Spanish be made optional for Muslim Filipinos (in favor of Arabic) and for Filipino-Chinese students (in favor of Mandarin). The latest version of the Bill, however, would allow students to take up any modern language (including Pilipino and Spanish) instead of a categorical Spanish requirement. The Batasan is still conducting hearing.

The Rizal Law itself does not require a separate course on Rizal, but MECS required, almost two decades ago, that such be offered as prerequisite for graduation. Since the Law simply says that the life and works of Rizal must be taken by students, the MECS is considering the possibility of incorporating the life and works of Rizal in language, history, literature, and possibly other courses. One option being studied is the institution of a new Philippine history course that covers not only Rizal but other heroes as well.

6. National Service Law. The NSL elicited a great deal of controversy in 1985. The Law was passed several years ago and was implemented through the accreditation of the Youth Action Development Office (YADO). The MECS broadened the rules and regulations in order to allow individual schools greater flexibility in designing and implementing their own civic welfare programs as an option to military training.

Some groups interpreted the NSL as militarization of the education system and resisted its implementation. They took the position that required military training was preferable to an uncertain civic welfare alternative that could be directed by the military anyway.

The various aspects of the law have been exhaustively discussed in various forums during the year and the matter is now before the Batasang Pambansa which is considering possible amendment of the Law so as to allay the suspicions concerning military

involvement. In the meantime, the MECS has proceeded to pilot test the concept in Region III (Central Luzon) and in certain cities.

### Financial Issues

The national government continued to support education, although admittedly within the serious financial constraints that are part of the national recovery program. Within the general fiscal constraints, education support was mainly in the budgetary appropriations of the MECS, of chartered state universities and colleges and of the Ministry of Public Works and Highways (schoolbuilding program).

The MECS budget is almost entirely in support of the public elementary school system and is used mainly for the basic salary, allowances and benefits of public schoolteachers and education support personnel. Support for national high schools and non-chartered tertiary level institutions is also within MECS appropriations.

Local government units support provincial, city, municipal, or barangay high schools and colleges. The most notable of these include the city high schools of Manila, Davao City, and elsewhere. The larger provinces also maintain provincial high schools. Budgetary support come from the General Fund of the local government units concerned and compensation supplements may come from the Special Education Fund constituted from certain real estate tax receipts.

Barangay schools were originally conceived of a self-supporting institutions, although the national government has for many years supported as much as 70 percent of the compensation of barangay school teachers.

1. National Government Support. Many observers have pointed out that the education budget has been declining over the years both in real terms and as a percentage of the total national budget.

Truly, the purchasing power of the education budget has declined sadly over the years, resulting in declining real wages of education personnel and in failure to maintain facilities and standards of operation for want of sufficient current operating funds. Capital outlays have not been high enough to fully keep up with the increasing enrolment and with advances in technology. The share of education in the national budget had been at the 15 percent level for some years now and in fairness, compensation and operating problems are encountered not by education alone.

All sectors of government operation have had to sacrifice for the common good. Something has to give in the struggle of our country, poorly endowed in oil resources, to aspire for development and sufficiency in food and energy in the context of the international energy crisis.

The government recognizes the urgency of upgrading the compensation of education personnel and civil servants. Across the board compensation increases of 10 percent were granted in 1984 and gain in January 1985. Beyond this, the equivalent record form

(ERF) program was implemented in 1984 which rewarded those teachers with graduate training. Furthermore, the number of master teacher slots was raised, thus promoting some 10,000 teachers.

The Ministry has adopted the policy of giving preference to the children of school teachers in the award of scholarship out of the National Scholarship Funds being administered by the Ministry itself.

A policy of more liberal service credits was initiated, in order to allow teachers (who are on vacation leave status) to take time off during the school year in partial compensation for service granted in connection with poll duties and with relief work in calamity stricken areas.

2. Local Government Financing. Many of the publicized compensation problems are essentially local issues. In 1985, the teachers of the City of Manila, Pasay City, and Navotas, among others took to the streets on the issue of untimely or inadequate local government supplements to the national compensation of school teachers.

Elem. school teachers, being national employees, are paid by the national government. However, the law and regulations allow provinces, cities and municipalities to pay supplemental compensation to teachers, out of local funds or the units are unable to promptly pay the already approved compensation supplements, due to poor real estate tax collections (the source of the Special Education Fund).

The national government had to intervene in some cases where the local government unit's financial situation is unusually severe. In June. Pres. Marcos authorized the extension of a GSIS loan to the City of Manila in order to allow the latter to meet some of its obligations. Pres. Marcos also authorized, in Dec. 1985, a grant to the City of Manila in the amount of P38.3 million again to enable the City of Manila to pay its obligations. The Metro Manila Commission similarly extended assistance to certain other municipalities in order to allow them to meet their obligations.

In order to rationalize matters, Pres. Marcos issued, on recommendation of the Ministry, LOI 1462 improving upon the priority system in utilizing Special Education Fund resources and putting an end to certain unauthorized uses of the Special Education Fund, so as to maximize the amount available for compensation supplements. He also issued LOI No. 1480 initiating a study to further rationalize inequities in the present system, particularly those requiring remedial legislation.

The most recent of the instructions of the Pres. is LOI No. 1501, issued in Dec. 18, 1985, which injects greater flexibility and which rationalizes further the system of utilizing local school board funds for the benefit of the school system.

3. International Debt. Foreign loans have been obtained for vocational/technical, fisheries, agricultural and other areas of education. The biggest foreign funding has come in the form of the US\$100 million WB loan for PRODED. The slow drawings against the PRODED loan has been a long standing problem and successful

efforts were made in 1985 to more rapidly draw on the loan to finance training and facilities improvement programs in particular.

School desks were ordered from vocational technical schools within their capacity to produce. Training programs were held on arrangement with the DAP. Part of the schoolbuilding program implemented by the Ministry of Public Works and Highways was funded from the PRODED loan . . .

4. Lottery. Some school systems abroad, including those in Canada, and more recently in the State of California, U.S.A., have conducted lotteries benefiting their school systems. The President has approved in principle a "Lotto" game modelled after the California program, whereby a substantial part of an attractive lottery is earmarked for the improvement of the school system. The mechanics are now being designed and once the system is implemented, hopefully by 1986, education should receive several hundred million pesos from this source.

The President has specifically stated that teachers and students shall be forbidden from selling tickets to the lottery. Tickets are to be sold at retail stores, vendors, and other channels to be designed as part of the operating details.

5. Philippine Public School Teachers Association. The Philippine Public School Teachers Association (PPSTA) is probably the largest mutual aid society in the Philippines which is of a purely private character. As such, PPSTA is in a position to assist in the upgrading of teacher welfare through its mutual assistance and loan programs. Unfortunately, certain scandals over the years depleted seriously the PPSTA finances and eroded the confidence of its membership.

Recognizing the importance of PPSTA and the fact that the hard-earned savings of school teachers are the resources at stake, President Marcos authorized a government-assisted PPSTA rehabilitation program. In LOI No. 1493 issued during Education Week, the President authorized the infusion of P65 million in interest-free loans to PPSTA for a period of five years, renewable for another five years. The money is coming from MECS savings (P20 million), MECS Sariling Sikap appropriations for 1986 (20 million) and the casino fund (25 million).

With this infusion and certain safeguards which have been directed by the President, it is anticipated that PPSTA will again be in a position to render increasing and more effective service to its membership and to recover full financial vigor.

6. Budgetary Improvements. The General Appropriations Act for 1986 contains certain innovations addressed to personnel compensation, education research, academic development programs and other concerns. These are significant developments that represent government commitment to educational improvement, even in the face of serious fiscal constraints.

The 1986 budget provides P2 billion as a salary adjustment fund intended for all government employees. Education personnel, including school teachers, will have their share in this appropriations. A lump sum for the on-step salary adjustment of teachers and other related teaching positions (210 million) has been

appropriated, in order to bring up the salary of teachers to the next higher step. Their salaries are presently in between salary steps. The sum of P30 million has been authorized in order to allow the payment of honoraria for certain nonteaching activities, such as supervision of school orchards and community development activities.

It also earmarks P20 million as appropriation for the "Sariling Sikap" program of Ministry employees, in the thinking that while the national government is unable to adequately compensate education personnel, it should try its best to provide financing for backyard projects that will help supplement school income..

The sum of P10 million is appropriated for research and development projects of state universities and colleges. Administered by the MECS, the fund is intended to be used towards the improvement of education research and the quality and coordination among state university and college programs.

Support to private education improvement efforts is being provided for the first time in the amount of P5 million, intended to support the voluntary accreditation program undertaken through the newly formed Federation of Accrediting Associations of the Philippines.

7. Long-Term Financial Planning. The budget system is particularly sympathetic to long-term planning efforts, since appropriations are made by the legislation on a year-to-year basis. On the other hand, the long lead times for teacher training, curriculum and teaching materials development, physical facilities planning, and educational progression in general, are essentially long-term in nature. The short-term orientation of the budget process could explain some of the problems now surfacing in education, including teacher attraction and retention, inadequate facilities, and so on.

The preparation of a long-term financial plan for education was accordingly initiated in 1984. The work has proven to very complex and the MECS is now working on a third draft. With the President's authorization, the effort has enlisted the assistance of the Minister of Finance, the Minister of the Budget, the National Tax Research Center which is an agency of the National Economic and Development Authority, as well as the Ministry of Local Government.

The needs of education are truly enormous considering the fact that there are at present roughly 380,000 school personnel in the public school system, a number which inevitably has to rise with the increase of population. The compensation problem has to be addressed and much needs to be done in order to be able to catch up with previous years' real compensation levels.

All of this leads to the need to identify possible revenue sources for education that might be tapped in the future. Certain sources have already been identified with the assistance of the National Tax Research Center and two of these have already been approved. The President has approved in principle the conduct of a lottery for purposes of augmenting education resources. Like-

wise, the recent measures approved by the President affecting sales taxes include certain provisions for education.

We intend to continue the long-term planning effort as a means of underscoring the need for a longer planning and budgeting horizon and better justifying the context of annual appropriations proposals.

### Student Fees and Private School Viability

One of the principal issues affecting the private education system is the existence of a ceiling on student fees, enforced since the late 1960's. Under the Tuition Fee Law, it has been possible to raise student fees only by a small amount, somewhere between 5 and 15 percent each year, resulting in a gap between inflation rate and the rate of increase in school revenues. The increased prices of electricity, water, supplies, transportation, and other operating expenditure simply exceeded the authorized student fees increases.

Supreme Court rulings on P.D. No 451, on the utilization of tuition fee increments for salary increases, has caused substantial burdened on the University of the East, the University of Pangasinan and St. Louis University in Baguio and possibly other similarly-situated institutions. The MECS has submitted a position on the matter to the Supreme Court and a final ruling is still pending.

The student fee policy of past years and the Supreme Court ruling that is now under consideration has discouraged the expansion of school facilities, thus reducing capacity to accept new students. Schools have also tended to skimp on maintenance and operations. They have not been able to grant necessary salary increases to their teachers and support staff. Some schools have decided that certain programs are non-viable and accordingly decided to discontinue, in some cases, entire high school programs, graduate schools, etc.

The existing student fee policy therefore has been acceptable to students and parents because student fees were kept low. On the other hand, it has contributed to a deterioration, to the extent that schools were unable to attract or retain the best faculty members and to upgrade or even maintain the equipment and other facilities.

The University of the East case illustrates the most extreme consequence of previous student fee policy. Due to a combination of reasons, including restricted student fee increases and the Supreme Court ruling on back wages due the faculty, the university's property, including school desks, in effect already belong to the faculty association. The stock-holders were led to a point where they had actually concluded arrangements with the Maharishi Group, an arrangement objected to by the entire university community.

In sum, the issue of allowable student fee increases is probably the greatest single factor that affects the quality and survival of Philippine private education. In fairness, however,

many people have validly pointed out that some schools probably are inefficiently run or incur excessive expenditures or else divert certain income directly to stockholders.

The Ministry took into account all these factors and decided on a reformulated student fee policy issued in a form of a MECS Order. Many decisions are hard to make and it was difficult to make this controversial decision to allow greater leeway in increasing student fees but we would like to think that we did so in a manner that calls upon all sectors of a school community, including students, stockholders (if any), administrators, and faculty and support staff, to contribute their share to school continuity.

We are of course requiring schools to offer scholarships and fellowships for poor but deserving students encouraging students to work their way through college or to adopt other similar measures and schools. In this way, the negative effects of student fee increases can be mitigated somewhat.

The choice was a rather difficult one, to restrict student fee increases and thus allow schools and programs to close down gradually or else to allow student fee increases and thus exclude those students unable to pay the high fees. We take comfort, however, in the thought that this difficult decision will ultimately see to the continued existence and service of the private education system, now providing the bulk of Philippine tertiary level education.

To help tide over private schools in the difficult period of transition in the aftermath of the long period of ceiling on student fee increases and of the Supreme Court decision calling for payment of large amounts of back pay in certain schools, the MECS developed the idea of a Private Education Loan Fund, now being considered by the Batasang Pambansa.

#### Staff Development Program

It is said that the teacher is the most important single ingredient in any education system. As such, it is necessary to make sure that teacher training programs are adequate for the needs of the schools system and that staff development activities continue for teacher who are in the service.

The Ministry has initiated, as part of PRODED, a teacher training program that is undertaken by staff members and by outside trainers, particularly from the Development Academy of the Philippines. The better Schools Divisions also have continuing professional meetings and lengthier seminars and workshops as part of their regular operations.

The reprogramming of the World Bank PRODED loan provides for a greater amount for degree and non-degree teacher training, both in domestic and foreign schools. Other funding sources, particularly the Economic Support Fund, US Agency for International Development, are being tapped for such training programs.

The World Bank loan terminates at the end of 1986 and the President has authorized the institutionalization of a teacher

in-service training program, by virtue of LOI No. 1487, signed on Education Week. A National Education Learning Center, to be located at Teachers Camp in Baguio City, will be the capstone of the in-service training pyramid, supported by Regional and Division/District Learning Centers. The idea is that these Centers shall be the focus of teaching innovation and teacher upgrading, supported out of the regular budget of the Ministry.

### Culture Program

Efforts were taken to inject a greater element of Philippine culture into the schools system. In addition to a conscious effort to Filipinize the curriculum, activities of the cultural agencies were deliberately designed with the school system in mind.

The National Museum, the National Historical Institute and the National Library initiated exhibits that travelled to schools, including traveling audio-visual presentations on the cultural minorities, on art and on pre-history. A school concert program was begun with the Cultural Center of the Philippines. Traveling international and Philippine artists visited various cities around the country to play to student audiences.

The Instructional Materials Corporation is undertaking an art portfolio project, to make available to schools reproductions of the masterpieces of Philippine painting. The cultural agencies, headed by a team quartered at the National Library is preparing an encyclopedia of the Philippines in both Pilipino and English. The regional series on Philippine folk culture ("Kalinangan") was started and will shortly complete a second volume, on Muslim Philippines.

A "culture day" program was started in Metro Manila, during which busloads of public school teachers and students were taken to various historical sites and museums, including the National Museum, Intramuros, the Mabini Shrine, and Malacanang Palace, climaxed by a performance at the Cultural Center of the Philippines. Through this means, teachers and students can learn more about their culture and the cultural riches of the community.

The blue color of the Philippine flag was also restored to its historic shade (dark, bright blue) on the basis of research conducted by the National Historical Institute.

### Sports Program

The sports priority of the Ministry focused on the upgrading of the competence of physical education teachers at the elementary and secondary levels, including their skills in coaching and judging. The limited funding available for Ministry sports programs forced the cancellation of the national sports competition ("Palarong Pilipino") in favor of school, district, division, and wherever funds permit, regional meets. The idea is that national sports excellence would have to begin at the school level, with better facilities and physical education teachers. It



is also felt that the limited amount of available budget support can go a longer way, over the long run, by strengthening the basic schools programs.

Training programs for teachers were held at the Marcos Sports Academy and in cooperation with the University of Life. A limited amount of sports equipment (mainly volleyballs and the like) were also purchased and distributed to schools.

Some funds were allotted to renew emphasis on folk dancing, something that has been overlooked through the years. Folk dancing books and tapes were acquired and distributed, as a means of combining sports and culture.

### School Facilities

The schoolbuilding program was continued as a coordinated activity between the MECS, the Ministry of Local Government and the Ministry of Public Works and Highways which is the construction arm of the government. Funding was provided by the General Fund, the PRODED World Bank loan (which was reprogrammed so as to support a major part of the public works program for schoolbuildings) and the Economic Support Fund.

Library improvement continued through the "Marcos Library" program, whereby one 10,000 volume library is targeted for each province and city. The program is in its second (out of five) year of implementation. The present year focused on the identification of titles and the design of a system that will allow the program to proceed quickly.

The Instructional Materials Corporation was operationalized by virtue of LOIs No. 1463 (May 31, 1985) and 1489 (December 10, 1985), which initiated its operations and which established the policy for future guidance, respectively. The concept is for the Corporation to help see to the continuing provisions of textbooks for elementary and secondary schools, even after the expiry of the World Bank loan that in the past has been the main source of textbook production and acquisition.

A computer task force continued its work in designing a computer education program for the schools system. Work is fairly advanced in computerizing the data base of education planning and in conceptualizing the directions of computer training in schools. The thinking is to give particular emphasis to computer education at the high school level.

A broadcast education program has been designed and proposed for funding from the Japanese Government. The need to improve on teacher competence, particularly in science and mathematics, the lack of books and equipment, has led to the development of an enrichment program for these and other subjects. The objective is to have tape (audio as well as video) libraries of school lessons that can be broadcast or played in schools using mobile units or in-school audio visual rooms. This will be useful in upgrading classroom standards, devising a fast track system for the high achievers, and of reaching the hinterlands where schooling is frequently a problem.

The internal administrative mechanism was improved, to facilitate the procurement of necessary school equipment (including desks and teaching aids) at reasonable cost. The production capacity of vocational and technical schools are being tapped in the manufacture of school desks, eliminating problems of previous years.

### Working Conditions

1. Poll Duties. The difficulties of teacher participation in the electoral process was recognized by government and at the initiative of MECS, the Omnibus Election Code passed by the Bata-sang Pambansa, among others, (a) raised the compensation of teachers discharging poll duties, (b) compensated education support personnel, (c) compensated education administrative personnel doing supervisory work in elections, and (d) made harassment of teachers an electoral offense. The mechanism for paying teachers for poll duties also improved.

2. Teacher Discipline. Some ten (10) teacher strikes have taken place in Metro Manila since militancy took root in the public school system in the late 1960s. In 1985, there were three (3) such disruptions of class. While the government is sympathetic and is indeed acting on teacher grievances for better pay, the MECS also has to take into account the welfare of students who are the innocent parties caught in the cross fire.

In January 1985, the MECS initiated a policy of "no work, no pay" which simply places teachers on par with all other employees, whether of government or of private companies. It also successfully conducted a "school on the air" during the January teacher strike, as an alternative means of educating school-children.

In September, when another teacher strike was declared, the MECS decided to initiate disciplinary action and filed administrative charges four dozen teacher leaders in Metro Manila. The teachers contested the MECS action and took the case to the Supreme Court, which temporarily restrained the MECS from proceeding with the investigations. The restraining order is still in force while the Court considers the matter.

A contingency planning mechanism was put into place and the MECS had identified means of ensuring the continuity of education even if teacher-cause disruptions occur in the future.

We are hopeful that disruptions will be less in the future, not only because of the punitive measures that were reluctantly initiated in 1985, but because of improved communication and co-ordination with teachers, who are now involved in the policy and financial planning efforts of the MECS.

### Student Assemblies

The MECS took cognizance of the need to reconcile student rights to free expression and dissent and the similar right to peacefully pursue education on the part of those who wish to do

so. MECS Order No. 61, s. 1985 was issued, establishing ground rules for student assemblies when conducted within school premises. Prior permission is necessary and barricades, noisy disruptions of classes and coercion of students into attending demonstrations, are specifically prohibited.

The design of policy was made in coordination with the Ministry of National Defense and with the provisions of the Public Assembly Act passed by the Batasang Pambansa governing assemblies (including those by students) in public places. The new policy is careful to observe the rights of all concerned and the established tradition of maintaining campus discipline by school security men.

Predictably, the MECS policy drew objections from students who prefer anarchic forms of dissent and expression. The thinking, however, is that the policy successfully sees to it that the freedom of expression of students within school campuses takes into account the right of others who do not wish to participate in student mass action.

The ground rules for scholarships granted to rebel returnees were rationalized with the issuance of LOI No. 1492, issued on December 10, 1985. This will assure an orderly utilization of funds available for the purpose.

### Measuring Quality

The quality of education has been a continuing concern among educators. Literacy rate is one catch-all minimum measure of educational performance. The National Economic and Development Authority (NEDA) includes this indicators in the analysis of census results, conducted once every decade. While literacy rate of persons of 15 years or over has risen over the years, the data also indicates a worrying decline in the literacy of grade school dropouts. The new elementary school curriculum, now in the third grade, is addressed precisely to improve upon literacy and other related educational indicators.

There is need, however, for more precise measures of educational performance. The principal available specific measure of student achievement is the National College Entrance Examination (NCEE), which is taken by graduating high school students wishing to proceed to college. While the NCEE, strictly speaking, measures not achievement but potential for success in college, the Ministry has conducted analyses of the results of the NCEE so as to infer possible areas of improvement in the secondary school system.

It is necessary to pinpoint areas of strength and deficiency, that the solutions can be devised. Perhaps improvement is needed in the curriculum, in textbooks, in medium of instruction, in teaching methods, in teacher qualifications and training, or other aspect of the school system. Perhaps supervision could be improved upon. Certainly special effort needs to be taken in identifying the magnitude, location, nature, and potential for education quality upgrading.

Some conclusions are easy to draw, that quality depends on available resources, on teacher preparation, and the like. However, it is true that the quality of education varies among regions and the specific causes and solutions have to be determined with some precision.

A policy decision was taken in 1985, embodied in LOI No. 1488 issued on Education Week, to institute as part of the education process, a national testing program. There is no intention to institute NCEE-type cut-off scores. The idea is to have analytical tests that are not tied to admission or passing, whereby students performance at all grade levels and in all regions, is systematically monitored, using some statistically designed test-int scheme, so as to gauge quality and achievement, including attainment of the announce minimum learning competencies. The test findings would then be used as a means of continuing feedback and improvement.

### The Year Ahead

The Presidential elections scheduled for February 7, 1986, the outcome of which would determine the direction of the Ministry and the educational system in general. The policies and programs of the past years have been in accord with the platform of the Kilusang Bagong Lipunan (KBL) and enunciated by President Ferdinand E. Marcos. I have not seen any UNIDO statement on education.

President Marcos also started that he is thinking of a Cabinet revamp after the elections. a KBL victory, therefore, also could mean a new face in the Ministry. For this reason, I feel a little diffident in terms of looking ahead, beyond February 7, 1986.

I suspect, however, that most of the serious problem areas have been identified and addressed and that the policy decisions and the solutions for many of them are in place, including both immediate-run and long-run matters.

One thing is certain is that enrolment will continue rising, given the population rate increase which is still at over 2 percent per annum. This will call for more teachers, more classrooms, more books and other facilities.

If we wish, as we do, to further improve upon the quality of education in the next generation, then the defined thrusts for improved teacher and education support staff compensation and working conditions, more aggressive teacher training, better books and teaching material, libraries, and generally increased resources for education, greater leeway for the private schools system, and the other policy matters will have to be pursued with unflagging vigor.

Source: Republic of the Philippines. Ministry of Education, Culture and Sports. A Supplement to the Philippine Education Indicators 1965-1985.

**APPENDIX N**

## APPENDIX N

THE REPUBLIC OF THE PHILIPPINES  
1986 CONSTITUTION

## ARTICLE XIV

EDUCATION, SCIENCE AND TECHNOLOGY  
ARTS, CULTURE, AND SPORTS

## EDUCATION

Section 1. The State shall protect and promote the right of all citizens to quality education at all levels and shall take appropriate steps to make such education accessible to all.

Sec. 2. The State shall:

(1) Establish, maintain, and support a complete, adequate, and integrated system of education relevant to the needs of the people and society;

(2) Establish and maintain a system of free public education in the elementary and high school levels. Without limiting the natural right of parents to rear their children, elementary education is compulsory for all children of school age;

(3) Establish and maintain a system of scholarship grants, student loan programs, subsidies, and other incentives which shall be available to deserving students in both public and private schools, especially to the underprivileged;

(4) Encourage non-formal, informal, and indigenous learning systems, as well as self-learning, independent, and out-of-school youth programs particularly those that respond to community needs; and

(5) Provide adult citizens, the disabled, out-of-school youth with training in civics, vocational efficiency, and other skills.

Sec. 3. (1) All educational institutions shall include the study of the constitution as part of the curricula.

(2) They shall inculcate patriotism and nationalism, foster love of humanity, respect for human rights, appreciation of the role of national heroes in the historical development of the country, teach the rights and duties of citizenship, strengthen ethical and spiritual values, develop moral character and personal discipline, encourage critical and creative thinking, broaden scientific and technological knowledge, and promote vocational efficiency.

(3) At the option expressed in writing by the parents or guardians, religion shall be allowed to be taught to their children or wards in public elementary and high schools within

the regular class hours by instructors designated or approved by the religious authorities of the religion to which the children or wards belong, without additional cost to the Government.

Sec. 4. (1) The State recognizes the complementary roles of public and private institutions in the educational system and shall exercise reasonable supervision and regulation of all educational institutions.

(2) Educational institutions, other than those established by religious groups and mission boards, shall be owned solely by citizens of the Philippines or corporations or associations at least sixty per centum of the capital of which is owned by such citizens. The Congress may, however, require increased Filipino equity participation in all educational institutions.

The control and administration of educational institutions shall be vested in citizens of the Philippines.

No educational institutions shall be established exclusively for aliens and no group of aliens shall comprise more than one-third of the enrollment in any school. The provisions of this subsection shall not apply to schools established for foreign diplomatic personnel and their dependents and, unless provided by law, for other foreign temporary residents.

(3) All revenues and assets of non-stock, non-profit educational institutions used actually, directly, and exclusively for educational purposes shall be exempt from taxes and duties. Upon the dissolution or cessation of the corporate existence of such institutions, their assets shall be disposed of in the manner provided by law.

Proprietary educational institutions, including those cooperatively owned, may likewise be entitled to such exemptions subject to the limitations provided by law including restrictions on dividends and provisions for reinvestment.

(4) Subject to conditions prescribed by law, all grants, endowments, donations, or contributions used actually, directly, and exclusively for educational purposes shall be exempt from tax.

Sec. 5. (1) The State shall take into account regional and sectoral needs and conditions and shall encourage local planning in the development of educational policies and programs.

(2) Academic freedom shall be enjoyed in all institutions of higher learning.

(3) Every citizen has a right to select a profession or course of study, subject to fair, reasonable, and equitable admission and academic requirements.

(4) The State shall enhance the right of teachers to professional advancement. Non-teaching academic and non-academic personnel shall enjoy the protection of the State.

(5) The State shall assign the highest budgetary priority to education and ensure that teaching will attract and retain its rightful share of the best available talents through adequate remuneration and other means of job satisfaction and fulfillment.

## LANGUAGE

Sec. 6. The national language of the Philippines is Filipino. As it evolves, it shall be further developed and enriched on the basis of existing Philippine and other languages.

Subject to provisions of law and as the Congress may deem appropriate, the Government shall take steps to initiate and sustain the use of Filipino as a medium of official communication and as language of instruction in the educational system.

Sec. 7. For purposes of communication and instruction, the official languages of the Philippines are Filipino and, until otherwise provided by law, English.

The regional languages are the auxiliary official languages in the regions and shall serve as auxiliary media of instruction therein.

Spanish and Arabic shall be promoted on a voluntary and optional basis.

Sec. 8. This Constitution shall be promulgated in Filipino and English and shall be translated into major regional languages, Arabic, and Spanish.

Sec. 9. The Congress shall establish a national language commission composed of representatives of various regions and disciplines which shall undertake, coordinate, and promote researches for the development, propagation and preservation of Filipino and other languages.

## SCIENCE AND TECHNOLOGY

Sec. 10. Science and technology are essential for national development and progress. The State shall give priority to research and development, invention, and their utilization; and to science and technology education, training, and services. It shall support indigenous, appropriate, and self-reliant scientific and technological capabilities, and their application to the country's productive systems and national life.

Sec. 11. The Congress may provide for incentives, including tax deductions, to encourage private participation in programs of basic and applied scientific research. Scholarships, grants-in-aid, or other forms of incentives shall be provided to deserving science students, researchers, scientists, inventors, technologists, and specially gifted citizens.

Sec. 12. The State shall regulate the transfer and promote the adaptation of technology from all sources for the national benefit. It shall encourage the widest participation of private groups, local governments, and community-based organizations in the generation and utilization of science and technology.



Sec. 13. The State shall protect and secure the exclusive rights of scientists, inventors, artists, and other gifted citizens to their intellectual property and creations, particularly when beneficial to the people, for such period as may be provided by law.

#### ARTS AND CULTURE

Sec. 14. The State shall foster the preservation, enrichment, and dynamic evolution of a Filipino national culture based on the principle of unity in diversity in a climate of free artistic and intellectual expression.

Sec. 15. Arts and letters shall enjoy the patronage of the State. The State shall conserve, promote, and popularize the nation's historical and cultural heritage and resources, as well as artistic creations.

Sec. 16. All country's artistic and historic wealth constitute the cultural treasure of the nation and shall be under the protection of the State which may regulate its disposition.

Sec. 17. The State shall recognize, respect, and protect the rights of indigenous cultural communities to preserve and develop their cultures, traditions, and institutions. It shall consider these rights in the formulation of national plans and policies.

Sec. 18. (1) The State shall ensure equal access to cultural opportunities through the educational system, public or private, cultural entities, scholarships, grants and other incentives, and community cultural centers, and other public venues.

(2) The State shall encourage and support researches and studies on the arts and culture.

#### SPORT

Sec. 19. (1) The State shall promote physical education and encourage sports programs, league competitions, and amateur sports including training for international competitions, to foster self-discipline, teamwork, and excellence for the development of a healthy and alert citizenry.

(2) All educational institutions shall undertake regular sport activities throughout the country in cooperation with athletic clubs and other sectors.

**APPENDIX O**

LOYOLA UNIVERSITY OF CHICAGO



SCHOOL OF EDUCATION

Water Tower Campus \* 820 North Michigan Avenue, Chicago, Illinois 60611 \* (312) 670-3030

October 23, 1986

Dr. Lourdes Quisumbing  
Minister of Education, Culture and Sports  
Palacio del Gobierno, Intramuros  
Manila, Philippines

Dear Dr. Quisumbing,

You may not remember me, but I had the pleasure of meeting and knowing you when you were teaching at St. Theresa's College, Cebu City. I also had the privilege of hearing you speak in several seminars and conferences when I was also teaching at St. Joseph's Academy, Mandaue City.

I am Lourdes Rayla Baluga. My grandmother, Juanity Reynes Rayla comes from the Reynes family of Compostela, Cebu. I am at present a doctoral candidate in the Comparative/International Education program of the Foundations Department at Loyola University of Chicago. This semester, I have launched my dissertation: The Role of Education in the National Development of the Philippines (1972-1986). I hope to complete the work by January 1987, so that I may graduate in May 1987. So much has happened since I left our country for my studies abroad in 1980, that I would like to bring the picture up to date.

At the earnest suggestion of my doctoral committee at Loyola University, I am taking the liberty of asking you to send me any materials that you and your staff may have regarding the plans and prospects for education under the new regime. For example, guidelines, official policy statements and commitments or any personnel changes that in any way pertain to reshaping and reforming the education system, would be very helpful.

I am particularly interested in your development plans in education. Your own views on the present problems and attempts at solution would be most welcome. Any of these views may be quoted, with permission, in my paper.

Your contribution to my study here at Loyola University would be of inestimable value, not only for purposes of completing my dissertation but would also be most helpful in clarifying the situation in Philippine education for all of us involved in international perspectives in the United States.

However, I personally wish you to know that I am most grateful for whatever you can do in reply to my request. Please be assured of my and the committee's best wishes for your continued success.

Respectfully and sincerely yours,

*Lourdes R. Baluga*  
Lourdes Rayla Baluga

APPROVAL SHEET

The dissertation submitted by Lourdes Rayla Baluga has been read and approved by the following committee:

Dr. John M. Wozniak, Director  
Professor Emeritus, Educational Leadership and Policy  
Studies, Loyola

Dr. Gerald L. Gutek  
Professor, Educational Leadership and Policy Studies, Loyola

Dr. Joan K. Smith  
Associate Professor, Educational Leadership and Policy  
Studies, Loyola  
Associate Dean, Graduate School, Loyola

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval by the Committee with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

April 15, 1987  
Date

John M. Wozniak  
Director's Signature