

**HIGHER  
EDUCATION  
IN THE  
PHILIPPINES**

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## Foreword

**B**ECAUSE OF CLOSE RELATIONS between the Philippines and the United States in the earlier years of this century, developments in the Philippines since that country achieved its independence in 1946 are of particular interest to Americans. An important aspect of the island nation's efforts in its first 15 years of complete self-government is the expansion of its educational system. At the higher educational level, the broadening of opportunities since World War II has been marked by a striking increase in the number of colleges and universities, the majority of which are under private auspices. The rapid growth and resulting complexity of the higher educational sector has rendered obsolete most of the earlier reference material available in the United States concerning Philippine institutions of higher learning. With educational intercommunication between the two nations expanding rapidly in volume and importance, the publication of a study of the current state of higher education in the Philippines seems particularly timely.

In undertaking the preparation of this study, the Office of Education has been fortunate in being able to avail itself of the services of Arthur L. Carson, an American educator who served from 1939 to 1953 as president of Silliman University in Dumaguete City. During this period he was a founder of the Association of Christian Schools and Colleges, a charter member of the U.S. Educational Foundation for administration of the Fulbright program in the Philippines, and a participant in movements for cooperative advancement of higher education. Dr. Carson continues to be a close observer of the Philippine educational scene. The study was under general direction of Robert D. Barendsen, specialist for Far Eastern countries of the International Educational Relations Branch of the Office of Education.

It is hoped that the present bulletin, which supersedes *Public Education in the Philippine Islands* published by the Office in 1935, will be of particular value to students of comparative education and to American university officials dealing with educational exchanges between the United States and the Philippines.

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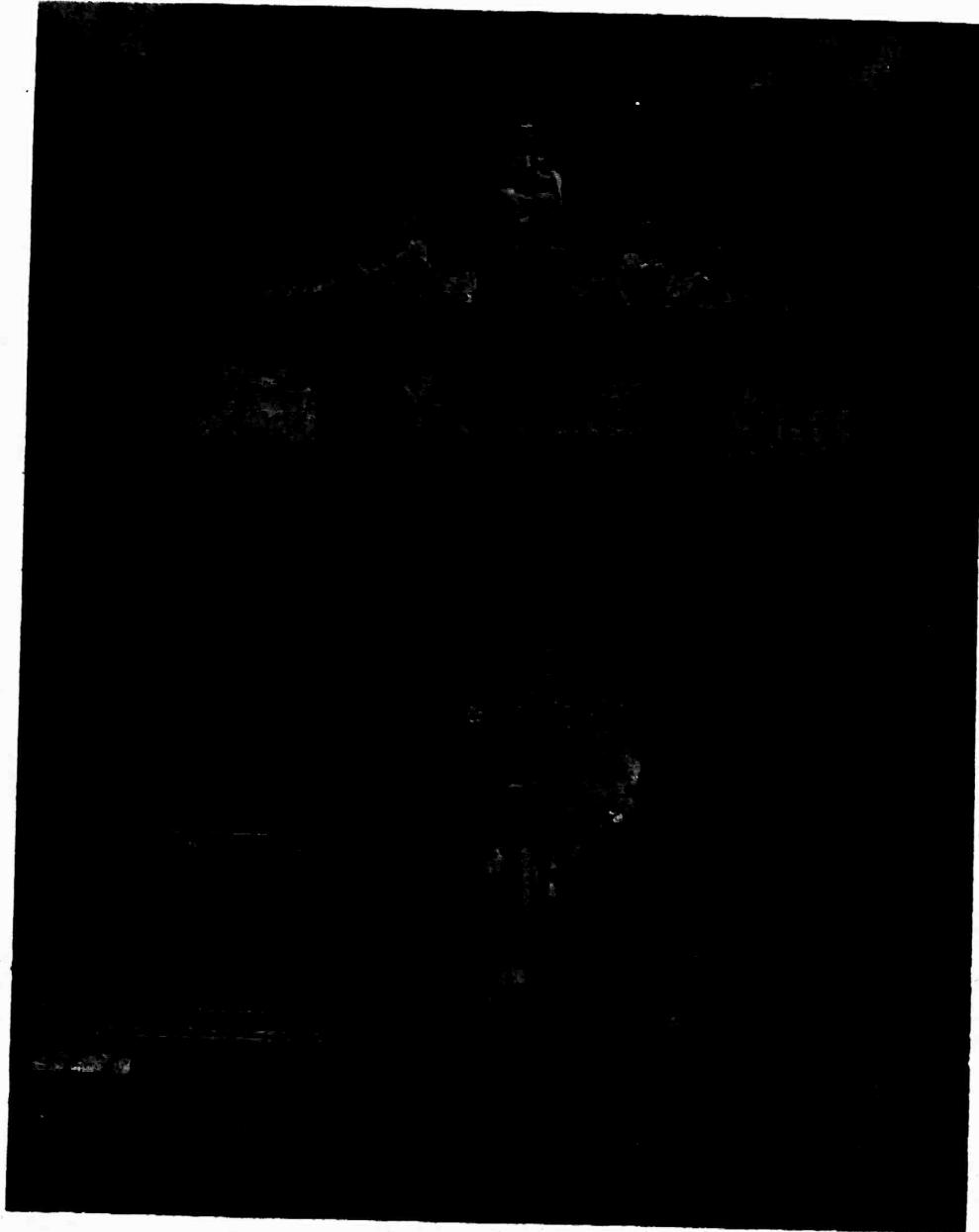
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**Memorial Arch on the campus of the University of Santo Tomas,  
Manila, founded in 1611**

XIV

## CHAPTER I

### Introduction

**T**HE REPUBLIC OF THE PHILIPPINES occupies a unique place on the international educational scene, and one of special interest to Americans. A people rooted in an Asian heritage were brought into the orbit of Western civilization through several centuries of Spanish rule, and prepared themselves for self-government during some 40 years under the guidance of the United States.

The culmination of this long process is an independent nation. Situated in a strategic position on the borders of Asia, the Philippine Republic, with a population of approximately 27½ million, is committed to civil and religious liberty, and to the processes of democracy. Reliance is placed on education as an essential means for preserving both freedom and unity, and for cultural and economic development.

A major American contribution was the establishment of a public school system. The center of gravity for this system is in the elementary schools, supported largely from the national budget and administered by the Bureau of Public Schools, with headquarters in Manila. Secondary education is divided rather equally between public and private high schools. While the administration of the public high schools is also centered in the Bureau of Public Schools, the burden of financial support for public secondary education is borne mainly by the cities and Provinces.

It has been the Philippine experience that once education in any form or to any degree was offered to the people, the process became irreversible and led to wider and wider demands, not only for educational opportunity but also for a full share in government and in social and economic advancement. The Spanish tradition of education was aristocratic and selective in its outlook. Nevertheless, it was the colleges of Manila and Madrid that nourished the Filipino revolutionaries of 1896. In their theory of government, these leaders gave an important place

to a system of free public schools, the capstone of which was to be a national university.

The American regime contributed to the realization of this dream. Even so, the schools were inadequate to meet the public demand, and this was especially true where college degrees were concerned. In addition to the historic Catholic institutions of learning and the new ones established under various religious auspices, there was a steady growth of schools, colleges, and universities founded by individuals, by family groups, or by stock corporations. Any tendency on the part of the established institutions to develop an exclusive intellectual elite was modified by the presence throughout the country of private institutions ready to receive all students with basic credentials and some ability to pay fees.

It was estimated in 1949 that these private institutions had invested \$150 million in plants and equipment, and that they were saving the government \$36 million each year in the college education of more than 360,000 young men and women. At that date the nation was recovering from the losses of a prolonged and destructive war. The shortage of trained personnel was acute in practically every field. Inferior as much of the instruction had to be under prevailing conditions, it served to meet an emergency.

Today it is generally admitted that this emergency is past. The problem now is one of quality and of social usefulness. All private schools must meet the test of Government recognition, but this provides no more than minimum standards. Beyond this point vast differences exist among institutions. One of the generally recognized needs is the effective cooperation of the better colleges and universities, both public and private, with each other and with Government educational authorities to formulate and to attempt to meet new standards of quality.

Involved in Philippine higher education are several hundred private colleges and over 20 private universities. The Government Bureau of Private Schools customarily lists these institutions, together with private schools of all other grades and types, by Province. In an effort to make the information in these lists available in a more convenient form, separate listings of universities, 4-year colleges, and 2-year colleges, organized primarily by type of institution and length of course, are included in the Appendixes to this study.

A list of universities is available from the Bureau of Private Schools. It is with the college courses that difficulties are encoun-

tered. Very few of the colleges began their existence under this name. In fact, the term "college," as it is currently used, tends to mean relatively little as a description of the level of institution. In part this comes from the growth of "institutes" or "academies" into college status without change of title. Government recognition is given to each curriculum as a separate entity, and not to the school as a whole. A high school with an attached elementary unit available for practice teaching may readily add a 2-year junior normal course and thus enter the college field. In classifying institutions for this study, the author has therefore found it useful to establish criteria and definitions of types of institutions somewhat different from those generally used in the Philippines. For example, schools with only advanced music courses or a 1-year commercial or vocational program beyond the secondary level have not been listed in this study as colleges, nor have the 3-year hospital schools of nursing, although in such cases these postsecondary curriculums have been included in the table of approved degrees and titles.

The collegiate situation has been made more complex by the limitations of the basic school system. Since 1940 this has consisted of six elementary grades (4 years of primary and 2 years of intermediate), and a 4-year high school. This 4-2-4 system brings students to college doors at so young an age and so inadequately prepared that the college curriculums are being lengthened accordingly. Furthermore, a variety of postsecondary courses are offered in both public and private institutions, and classified as "collegiate."

An effect of these close relationships is that it is virtually impossible to treat higher education entirely by itself. It is inseparably bound up with schools of all grades and with the system as a whole. This system in turn involves the entire educational task of a new nation.

In his monumental work *The Philippines: A Study in National Development*, published in 1942, the late Dr. Joseph Ralston Hayden pointed out that it was not only unfair but unwise to judge the University of the Philippines by American standards. Some such judgment, of course, is inevitable if graduates apply for entrance to American colleges, but the institutions and the systems of the Philippines for true usefulness must adapt themselves to both the special needs and the limitations of the Philippine setting.

The Joint Committee on Education appointed by the Congress of the Philippines in 1949 had a word to say on this subject. In

the Preface to its report, *Improving the Philippine Educational System*, is the following statement:

The Philippine educational system is the handiwork of American educators. It is undoubtedly one of America's imperishable contributions to Filipino progress. But no matter how well-intentioned and altruistic our American mentors were, they could not truly infuse the educational system with the true soul of the Filipino and make such system responsive to his aspirations and expressive of his genius. Only Filipinos themselves could so shape such a system.

Of great significance for the future of higher education in the Philippines is the steady emergence of vigorous Filipino professional leadership. The burden borne by such men and women is a heavy one. Much of their energy is of necessity claimed by details of administration and by urgent issues of the day, but at the same time serious efforts are being made toward the formulation of a theory of education, hospitable to ideas from any source but rooted in the soil and the needs of the Filipino people.



## CHAPTER II

### The Islands and The People

**T**HE PHILIPPINE ARCHIPELAGO, named after Philip II of Spain, lies some 500 miles off the southeast coast of the mainland of Asia, extending north and south for almost a thousand miles. The southernmost point is only a few degrees from the equator and within easy sailing distance of Borneo. The northernmost isle lies close to Formosa. A total of 7,100 islands and islets have been counted, but only 2,441 are important enough to be named. Surveys made for the census of 1939 set the total land area at 115,600 square miles, or slightly less than that of Japan, and a little more than the combined States of New York, Pennsylvania, New Jersey, Delaware, and Maryland. The two large islands of Luzon at the north and Mindanao at the south account for 70 percent of the land area. If the 10 intermediate islands of Palawan, Mindoro, Marinduque, Masbate, Samar, Leyte, Panay, Negros, Cebu, and Bohol are added, 95 percent of both area and population will be included.

The population of the present Republic of the Philippines<sup>1</sup> was 19,234,182 by the census of 1948. Preliminary reports from the census of 1960 put the total population at 27,473,000.

### History

An educational system is shaped by the cultural setting as well as by national or group purposes. To understand the background of Philippine education today one needs to take at least a brief glance at the history of the area and to be aware of the rich and varied influences which have shaped the Philippines of our day. Several distinct periods may be distinguished.

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<sup>1</sup> The country thus governed is properly called "The Philippines" (Phil.). The older name "Philippine Islands" (P.I.) belongs to the American colonial period and is passing from use. "Philippine" and "Filipino" (or "Filipina" for the feminine gender) are adjectives. "Filipino" refers more specifically to the people, and may also be used as a noun.

**Pre-Spanish Period**

It seems likely that the ancestors of the great majority of present-day Filipinos arrived in the islands by a series of sea-borne migrations extending over the centuries and in many cases from different points of origin. All evidence, however, points to a common racial origin with other peoples of East and South Asia. A special affinity is felt with the Malay and Indonesian world. A few exceptions may be noted, one of which is represented by the vanishing race of short-statured Negritos, whose ancestors may have been among the first arrivals, perhaps traveling over an early land bridge from other parts of Asia.

Despite definite racial affiliations and many similarities in language and customs, the people of the different sections of the islands came to be characterized by a marked diversity. It is not clear how much of this may have been due to variant streams of migrations and to what extent it was a matter of different environmental influences playing upon groups isolated from each other through the centuries. Whatever the reason, the tribal and regional differences have added interest to the Philippine scene, while multiplying the problems of educators and administrators.

When Magellan landed in 1521 at what is now Cebu City he was discovering for the Western World, and eventually for colonization by Spain, a region which already had a long record of contacts with neighbors in East and South Asia. The Chinese traders had known the islands as early as the Sung dynasty (960-1279), leaving written references. A small colony from the South China coast was in the Philippines when the Spaniards arrived. It is estimated that Chinese residents now number 300,000.<sup>2</sup> They control much of the retail trade and are active in other enterprises. Chinese words, especially those dealing with trade and the household, have been adopted into the native languages.

Trade was also carried on between the ancient Filipino settlements and such parts of south Asia as Cambodia, Annam, Thailand, and Tonkin. Between the 7th and 14th centuries Indian influence was important, operating through great trading empires based in what is now Indonesia. The Sri-Vishaya state of Sumatra was Buddhist in religion and flourished for 600 years until it was overthrown in the 13th century by the Brahmanistic Empire of Madjapahit from Java. It exercised influence through trading centers rather than by conquest and extended to the central islands of the Philippines. The term "Visayan" (Bisayan) is used to this

<sup>2</sup> Narciso Ramos. *On Sino-Philippine Relations*. *Free China Review*, 10:21-25, April 1960.

day for the region enclosed by the islands of Luzon, Mindoro, Mindanao, and Palawan.

Striking similarities have been found between Hindu and Visayan mythologies, and Buddhistic or Brahmanistic elements are discernible in the occasional specimens of pre-Spanish Visayan art.<sup>3</sup> It has been suggested that the Indic system of writing of the pre-Spanish Filipinos may have been brought from South India during this period.

Arab traders were an important element in commerce with the Philippines from the 9th to the 13th centuries, when they were largely replaced by the Chinese and to some extent by the Japanese. In the meantime, the expansion of Islam, allied to the Arab world but operating through indigenous Moslem communities, entered the southern Philippines. When Legaspi arrived in 1565 to establish Spanish colonial rule the present Manila was held by a Moslem ruler. Recognizing the relationship to the Moors of their own experience, the Spaniards bestowed the name "Moro" upon the Moslems of the Philippines, a term still in popular usage for the members of this faith who maintain vigorous communities in the Sulu Archipelago and in sections of Mindanao.

### The Spanish Rule (1565-1898)

The Spanish occupation of the Philippines was made relatively easy by the absence of any central native authority, either political or religious. The local chieftains, separated by barriers of communication and often of language, were in no position to offer military resistance. Essentially, however, the conquest seems to have been a spiritual one, and religion remains a lasting influence of Spain. A Filipina historian has written:

Zealous missionaries accompanied every expedition that left Spain for the Philippines. With Miguel Lopez de Legaspi came Augustinian missionaries. A few years later, in 1577, the Franciscan friars followed. The Jesuits, full of enthusiasm on account of their recent successes in Europe, arrived in 1581. Not to be outdone and attracted by the opportunities for missionary work, the Dominican order sent some of its members in 1587. The Recollects arrived in Manila in 1606.<sup>4</sup>

The story of higher education in the Philippines owes much to pioneer educators from these and other societies.

<sup>3</sup> Maria Tardesillas Velasco. *The Influence of Hindu Culture on Bisayan Folklore*. Graduate and Faculty Studies (Centro Escolar University), 5:40-58, 1958.

<sup>4</sup> Encarnacion Abona. *A History of Education in the Philippines: 1565-1930*. Manila: University of the Philippines Press, 1932. p. 17-18.

The loosely organized religions of the inhabitants yielded readily to the presentation of Spanish Catholic Christianity by devoted missionaries who enjoyed the support of the new military and civil authorities. Conversion and baptism proceeded apace, and soon the main part of the islands was organized into religious provinces, schools were opened, instruction was given locally by parish priests, and a Catholic system of churches, schools, and convents came into being.

Two exceptions are to be noted to both conquest and conversion. The pagan tribes of the high mountains of central Luzon were able to maintain a virtually independent existence, and the Spanish authority was never effectively exercised in that area—a fact of great interest to modern anthropologists who enjoy here a window into what must have been the cultural past of at least a portion of the people of the Philippines.

A second area of independence was held by the Moros of the south. Their swift sailboats carried out raids on coastal towns and defied the Spanish authorities through practically the entire period, making for another distinct cultural element in the modern state.

Periodic uprisings against the Spanish rule occurred among the Christianized Filipinos, as well as among the Chinese and Japanese residents in the Philippines. Twice in 1574 the Chinese pirate, Limahong, attacked Manila but was driven off in pitched battles. There were disputes with the Dutch and the Portuguese, and the British occupied Manila briefly from 1762 to 1764.

The fundamental problem of the Spanish regime, however, seems not to have been external pressures or even internal resistance so much as the weakness of an undermanned and uncertain administration. In part this was a reflection of Spanish politics and shifting colonial policies. Reform and liberal elements promised hope to the developing Filipino national consciousness, only to succumb themselves before the forces of reaction.

A study of the "Hispanization of the Philippines" has pointed out that Spain approached the new colony with a high resolve to avoid the excesses of Mexico and Peru.<sup>5</sup> The instructions of Philip II to Legaspi were to respect the rights of the natives with the intent to live among them in peace and friendship, and to explain to them the doctrines of Christianity. In the main these instructions were followed, the scattered nature of Filipino tribal life serving also to preclude any large-scale resistance. The difficulties

<sup>5</sup> John Leddy Phelan. *The Hispanization of the Philippines: Spanish Aims and Filipino Responses 1565-1700*. Madison, Wis.: University of Wisconsin Press, 1959. p. 8-14.

arose in finding enough men of the same vision, and with ability to carry out the program. Nevertheless, it was primarily "a religious and missionary commitment which kept the Spanish state in the economically profitless colony of the Philippines."<sup>6</sup>

A critical issue, which had much to do with the eventual revolution and of which reverberations are still heard, arose from the attitude of government and church toward the development of the local clergy. This was related to an ecclesiastical system whereby the Spanish sovereign was patron of the church in the islands, defraying its expenses and presenting candidates for the important posts. The result was to keep the parishes in the hands of the Spanish orders, the "regular" clergy as opposed to the "secular" or parish priests who were responsible to local bishops. The underlying problem was doubtless the lack of priests to serve the rapidly formed Philippine parishes; but when the foreign orders were called upon to assume a dominant and permanent role in this field, what might have been a passing phase hardened into a system increasingly resented by educated Filipinos. Feeling deepened as the orders acquired vast properties, appearing all too often in the guise of absentee landlords.

#### **The Filipino Revolution (1896-1902)**

A crisis occurred in January 1872 when employees of the Cavite Arsenal raised a protest against deductions from their wages—a small affair in itself but such were the mounting tensions of the times that the colonial government a month later executed three Filipino priests José Burgos, Mariano Gomez, and Jacinto Zamora—on the charge of inciting a revolt. The memory of Father Burgos is preserved today in the name of one of the colleges in La Union Province.

Of special importance to Filipino schools today is the name of José Rizal,<sup>7</sup> the national hero of the Philippines, whose statue appears in practically every town plaza and whose life and writings are required reading for all Filipino college students. Born on June 19, 1861, in Laguna Province, he received the A.B. from the Jesuit-directed Ateneo in Manila at the age of 16, graduating with highest honors. He then began the study of medicine at the University of Santo Tomas, later traveling to Spain where he graduated in 1885 from the Central University at Madrid with the degree of doctor of philosophy and letters. The additional require-

<sup>6</sup> Ibid. p. 14.

<sup>7</sup> For information on the life of Rizal, see Rafael Palma. *The Pride of the Malay Race: A Biography of Jose Rizal*. Roman Ozoneta, translator. New York: Prentice-Hall, Inc., 1949.

ments for the doctorate in medicine were completed at the same institution, although he lacked the funds to secure a diploma.

The stay in Madrid had brought Rizal into contact with other members of the Filipino colony who shared his growing concern over the lack of freedom and enlightenment in the homeland. His first political novel, *Noli Me Tangere*, was written in Spanish and published in Germany; on a return visit to Europe he completed the sequel, *El Filibusterismo*.<sup>8</sup> Both works were indictments of tyranny and of littleness of soul—among rulers and subjects—where he longed to see greatness. The two novels were received with intense interest by Rizal's countrymen, but with suspicion and antagonism by the authorities. Highminded and idealistic, Rizal hoped for reform within the Spanish rule, but in 1892 he was exiled to Dapitan in Mindanao, where he remained for 4 years, writing, serving as a physician, teaching his neighbors, and organizing projects for community improvement.

With the banishment of José Rizal general unrest turned to the violence of revolution. The organizing center was the secret society known as the Katipunan from the Tagalog name.<sup>9</sup> Under the leadership of Andres Bonifacio preparations were made for an armed uprising. The revolt broke out in August of 1896, when a thousand "katipuneros" tore up their poll-tax receipts (*cedulas*) and raised the shout, "Long Live the Philippine Republic."

The progress of battle in the ensuing months favored the Spanish side, but the struggle continued. So serious did it become that the authorities took the drastic step of imprisoning Dr. Rizal, who was regarded as a symbol of revolt although he had refused the leadership of violence. He was given a trial, but his condemnation was a foregone conclusion. He fell before a firing squad on the morning of December 30, 1896.

Many of the captured revolutionaries shared the same fate, but others arose to take their place. Among these was Gen. Emilio Aguinaldo, who distinguished himself by winning victories in the field, and who was elected to the presidency of the reorganized revolutionary government. On November 1, 1897, a provisional Constitution was adopted, "the Constitution of Biak-na-Bato," for what was declared to be an independent Republic.<sup>10</sup> Not long after this pronouncement arrangements were made for a cessation

<sup>8</sup> "Noli me tangere"—in English, "Do not touch me". "Filibusterism" was the term used by the Spanish to designate antigovernment feeling. The two novels have been translated into English under the titles *The Social Cancer* and *The Reign of Greed*.

<sup>9</sup> *Kataastasan Kagalanggalang Katipunan Ng Mga Anak Ng Bayan* (Highest and Most Respectable Association of the Sons of the People).

<sup>10</sup> Gregorio F. Zaide. *Political and Cultural History of the Philippines*. Manila: R. P. Garcia Publishing Co., [n.d.]. (Mimeographed) Part 2, p. 181.

of hostilities, and General Aguinaldo and his staff accepted exile to Hong Kong.

General Aguinaldo was evidently planning to renew revolutionary activities when the entire outlook was changed by the news of the outbreak of the Spanish-American War. After destroying the Spanish fleet in Manila Bay on May 1, 1898, the American naval forces waited for the arrival of troops before attempting a landing. In the meantime General Aguinaldo had returned to the Philippines. Soon his followers were in control of a large part of Luzon and were in touch with related movements in the southern islands. The First Philippine Republic was proclaimed on January 23, 1899, from headquarters at Malolos in Bulacan Province. By the following February open conflict had broken out between the revolutionary troops and the American forces, a war which involved heavy losses on both sides.<sup>11</sup> It finally ended in April 1902, a year after the capture and subsequent submission of General Aguinaldo.

To most patriotic Filipinos the Republic was not lost, but only postponed. The dreams as well as the documents of the revolution were treasured, taught in the schools, and made a part of the national legend. The names of many of the heroes of that day will be found in the present-day list of private colleges.

#### **The American Regime (1898-1946)**

While the Philippine-American hostilities were still in progress, an advisory commission, headed by Jacob Gould Schurman, president of Cornell University, was sent from Washington to Manila. It advocated the establishment of firm United States rule over the entire islands, but promised to the inhabitants a high degree of self-government, protection of civil rights with equal justice for all, and establishment of a school system. To the second Philippine Commission under William H. Taft was entrusted the task of establishing a civil government. Mr. Taft assumed office on July 4, 1901, as the first Governor General. In September, President McKinley added three Filipino members to the Commission, which served for several years as both an executive and a legislative branch of government. From 1907 to 1916 it was enlarged by an elected Assembly to make up the Philippine Legislature.

In October 1916 the Jones Act of the United States Congress terminated the Commission and created a bicameral Legislature

<sup>11</sup> Zalde, *op. cit.*, Part 2, p. 181, estimates that 16,000 Filipinos and 4,165 Americans lost their lives in the fighting and that the cost to the United States was \$185 million. Untold millions of dollars' worth of Filipino property was destroyed.

in Manila. Manuel L. Quezon became President of the Senate. Eighteen years later a decisive step toward Filipino independence was taken by the Congress of the United States when the Tydings-McDuffie Act provided for the establishment of the Republic of the Philippines after a 10-year interim, during which time the Filipino and American flags were to fly side by side over schools and other public buildings. A Constitution was prepared by an elected Convention, and the inauguration of the Philippine Commonwealth took place on November 15, 1935, under Manuel L. Quezon as President and Sergio Osmeña as Vice President. The new government assumed the main responsibility for internal affairs, including the school system.

An American interpretation of the Philippine experience reminds us of the controversies which it occasioned and the problems which it raised for the United States:

Without experience as a colonial power we perforce had to create administrative machinery and evolve a policy to meet the exigencies of this new venture. We shortly declared our view of the Islands as that of a trust, with the establishment of good government and the preparation for self-government as our primary goals.<sup>12</sup>

The devotion and the generally high caliber of the early American teachers, administrators, and other public servants in the Philippines did much to redeem the confusion which accompanied the development of policy. A major accomplishment was the establishment of the public school system. A common educational base, extending from the windswept Batanes of the north to the tropical isles of Sulu, contributed to a second achievement, that of unification of the many diverse elements into a nation. A civil service system was established and Filipinos were trained in administration as well as accorded opportunity for leadership.

Absorbed as they were in setting up the fundamental structure for government, education, public health, public works, and the administration of justice, the Americans concerned with the Philippines left for their successors some of the larger problems of social and economic life. Relatively little was done to encourage an indigenous industry. The Philippines remained dependent on the American market and upon exports of agricultural products and the import of consumer goods. The Philippine Commission had made an attempt to purchase and resell to operating farmers some of the large estates, but tenantry remained an acute problem in many areas. Except for the leveling influence of the public

<sup>12</sup> Garol A. Grunder and William E. Livesey. *The Philippines and the United States*. Norman, Okla.: University of Oklahoma Press, 1951. p. vii.



schools and the intent of the courts to dispense even-handed justice, distinctions of class and inherited wealth still persisted.

Viewing the contribution of his former allies and adversaries through the perspective of half a century, General Emilio Aguinaldo has nevertheless rendered a decision in which the great majority of his countrymen would doubtless concur:

Taking the American mistakes together with the impressive accomplishments, America's record stands out as an example of international magnanimity.<sup>13</sup>

#### The War Period (1941-1945)

The story of the attack on the Philippines in December 1941 by the massed might of the Imperial Japanese forces and the gallant but doomed defense at Bataan and Corregidor is still a vivid memory to the Filipino people and to Americans. The Japanese occupation of Manila was accomplished early in January 1942 and by May the southern islands were included in the surrender.

After their armies had disintegrated and their government was either in exile or helpless in the hands of the conqueror, the Filipino people arose spontaneously in a widespread resistance movement which eventually joined hands with the returning forces under Gen. Douglas MacArthur and contributed to the decisive victories of 1945. Patriotic officials and unsundered military men, both Filipino and American, shared in the leadership of resistance, but to no small degree it represented the union of educated youth with the common people, who instinctively reacted against tyranny and furnished protection, food, and labor to the guerrilla units. School teachers and college students played an honored part in this struggle. Dr. Encarnacion Alzona has written that this continued resistance under occupation had a very significant relation to the free universal education established in the Philippines at the turn of the century whereby "the Philippine public schools had served as a training ground for life in a democracy."<sup>14</sup>

The resistance effort was a costly one. The nature of guerrilla operations carried the grim realities of conflict into remote barrios and lonely islands. The intelligence network involved thousands of persons in occupied areas, many of whom paid dearly for their loyalty.

<sup>13</sup> Gen. Emilio Aguinaldo and Vicente Albano Pacis. *A Second Look at America*. New York: Robert Speller & Sons, 1957. p. 255.

<sup>14</sup> Encarnacion Alzona. *The Philippines: Reconstruction after Occupation*. In *University of London Institute of Education, The Year Book of Education, 1949*. p. 577.

Added to such losses and to those sustained during the initial invasion was the massive destruction wrought by the final battles of 1945, the most spectacular being in the Manila area. The statement has been made that in this city alone 13 collegiate institutions were reduced to ruins.<sup>15</sup> Estimates of total property losses in the Philippines ranged from 1 to 6 billion dollars. Approximately a million persons were missing and the number of Filipino lives lost because of the war is thought to have been double that number.<sup>16</sup>

#### The Philippine Republic (1946- )

The present Republic of the Philippines was inaugurated on July 4, 1946, following the schedule set by the Tydings-McDuffie Act. The veteran statesman, Sergio Osmeña, who had succeeded to the presidency of the Commonwealth upon the death in exile of President Quezon and who had returned with General MacArthur, yielded office in the April elections to Manuel A. Roxas, who became the last head of the Commonwealth and first President of the Republic.

The nation thus launched amid the ruins of war faced staggering problems of reconstruction. Substantial aid was extended by the Government of the United States through the Philippine Rehabilitation Act of 1946 which made available \$400 million for private war-damage claims and \$120 million for restoration of public properties and public services. Schools and colleges, both private and public, benefited by the provisions of this act. Such was the extent of the losses, however, that even this sum was sufficient to pay, on the basis of prewar evaluation, no more than slightly over 52 percent of the approved claims.

Examples from the field of education will illustrate both the demands and the progress of rehabilitation. For the public schools alone, not counting the state university, the estimated cost of destroyed permanent and semipermanent buildings, disregarding furniture and equipment, amounted to more than \$63 million. At least 85 percent of the school buildings had been destroyed. The rising costs of construction were such that the war-damage payments of nearly \$29 million sufficed to restore less than a third of what had been damaged. The continued need for construction on behalf of institutions under the Bureau of Public Schools in 1958 stood at over \$177 million.<sup>17</sup>

<sup>15</sup> William H. Lucio. *A Design for Teacher Education in the Philippines*. *Educational Record*, 39: 180-91, April 1958.

<sup>16</sup> George A. Malcolm. *First Malayan Republic: The Story of the Philippines*. Boston: Christopher Publishing House, 1961. p. 162.

<sup>17</sup> Information from the Office of the Secretary of Education, with endorsement by the Acting Director of Public Schools (Aug. 29, 1958).

The Manila campus of the University of the Philippines, situated in the midst of the final battle for that city, suffered almost total destruction. The university catalog for 1958-59 contains the statement that buildings, library, and equipment thus lost had possessed a book value of between \$3 and \$4 million. The Ateneo de Manila, leading institution of the Jesuit order on an adjoining site, suffered a similar fate. The University of the Philippines College of Agriculture at Los Baños and the University of Santo Tomas had been used as civilian internment camps and had shared in the battles. At Cebu the University of San Carlos had been heavily bombed. Institutions in Legaspi and Baguio underwent similar experiences. Central Philippine College (now Central Philippine University) in Jaro, Iloilo, had been burned and looted. An especially poignant loss was the execution in 1943 of 12 members of the American faculty families. The fighting largely bypassed the city of Dumaguete on the neighboring island of Negros and Silliman University in that place was able to reopen in July of 1945, but was lacking in many of the usual essentials for instruction.

The strategic position of the public collegiate institutions has enlisted additional assistance for their restoration and development. The original war-damage awards had made it possible for the main campus of the University of the Philippines to be transferred to Quezon City. Grants from the International Cooperation Administration of the U.S. Government have done much to restore equipment and libraries as well as to make progress possible. Similar grants have aided the public institutions for teacher education and for agricultural and other technical instruction.<sup>18</sup>

Religious organizations abroad assisted related institutions in the Philippines. Direct U. S. Government aid was also made available through an amendment (sec. 7) to the War Claims Act of 1948. This section provided for compensation on a replacement basis for war damages to schools, colleges, and other welfare institutions of religious organizations functioning in the Philippines, providing the latter were affiliated with religious organizations in the United States, and furthermore that the institutions concerned had rendered aid during the war to American civilians or military personnel. Under this amendment the Foreign Claims Settlement Commission by July 1955 had authorized awards totaling \$17,238,-

<sup>18</sup> U.S. Operations Mission to the Philippines, Education Division. The 6th Milestone: ICA and Education in the Philippines. Manila: The Mission, [1959]. See Section II, Vocational Education, and Section IV, University of the Philippines.

596.80.<sup>19</sup> To this sum might be added \$2,810,861.73, previously granted by the War Damage Commission, or some \$20 million which had been provided up to this date by the U. S. Government for the rehabilitation of church-related institutions in the Philippines. This provision was subsequently extended to cover other than American-based religious organizations, for which purpose a further expenditure of \$8 million was anticipated at the time of this report.

In addition to the problems of physical reconstruction, the new Republic faced the threat of armed rebellion by the "Huks"<sup>20</sup> of central Luzon. Originally a reform movement among the tenant farmers of the crowded central plain, the organization emerged from the war with a record of resistance to the Japanese, but armed and under avowed Communist leadership. The danger to the Central Government was real and was so recognized. As Secretary of Defense, the late Ramon Magsaysay took means to defeat the dissidents in the field. To the surrendered foes he offered clemency and a chance at a new life.<sup>21</sup>

During his brief subsequent term in the highest public office President Magsaysay launched a program for community development designed to bring help to the common people, as communities recognized problems and were prepared to use assistance.

### Physical Setting

The islands of the Philippines rise from coral seas, but are generally volcanic in origin with mountainous interiors. Northern Luzon is marked by two major ranges which extend northward from the central plain near Manila. The western line of peaks forms the terrain for the picturesque tribespeople and spectacular rice terraces of the Mountain Province. The Cagayan River between the two ranges marks the longest valley of the islands. A fertile plain follows the coastal line of Occidental Negros where more than half of the Philippine sugar crop is produced. Other rich valley lands are found in Cotabato Province and along the Agusan River in Mindanao.

<sup>19</sup> Letter by Whitney Gilliland, Chairman of the Foreign Claims Settlement Commission (July 13, 1955), in War Claims and Return of Enemy Assets, Hearings before a Subcommittee of the Committee on Interstate and Foreign Commerce, House of Representatives, 84th Congress, 2nd Sess., on Bills to amend War Claims Act of 1948. . . . Washington: U.S. Government Printing Office, 1956, p. 354-56.

<sup>20</sup> Huk or Hukbalahap was an abbreviation of a longer Tagalog name which originally stood for the "Peoples Anti-Japanese Army" (Hukbong Bayan Laban Sa Hapon), later changed to Hukbong Magpalayan Bayan, "People's Army of Liberation".

<sup>21</sup> See Alvin H. Scaff. *The Philippine Answer to Communism*. Stanford, Calif.: Stanford University Press, 1955.

The climate is tropical, mitigated by the presence of sea and mountains. The mean average daily temperature is about 80° F., and the range of variation is rarely as much as 20° in either direction. The monsoon winds, moving toward the land mass of Asia when it is heated in the northern summer and in the opposite direction during the cold of winter, set the basic climatic pattern in the Philippines of a hot dry "summer" from March to June. This is the usual vacation period in schools. The 1956-57 calendar of the University of the Philippines, for example, announced that classes would begin on June 8 and the first semester end on October 19. Commencement was set for April 9. With local variations the months from June to December are likely to be rainy until after the end of the traditional 2-week Christmas vacation.

The relative mildness of the climate through a large part of the year, and especially in the lowlands where most of the people live, makes it possible for schools to be opened in classrooms of light and inexpensive materials. Deterioration, however, is rapid, repair bills are heavy, and the fire hazard an ever-present threat. The older institutions have found it advisable to invest in expensive but more substantial buildings. The problem of housing must also take into account the tropical hurricanes, or typhoons, which sweep in from the Pacific during the latter part of each year and often do serious damage, especially in the east-central and northern part of the islands.

### Economic Conditions

Philippine economy is largely dependent upon agriculture. Rivera and McMillan have estimated that 70 percent of the population made their living directly or indirectly from farming; 10 percent were engaged in professional and public services; and the remaining 20 percent were supported by fishing, forestry, mining, industry, trade, and other occupations.<sup>22</sup>

#### Agriculture

In 1948, a fifth of the total land area was taken up by some 1,700,000 farms. These varied from large mechanized plantations in the fertile plains to scattered and burnt-over clearings (kaifigins) in the hills. On the whole, 48 percent of all farms measured less than 4 hectares and only 16 percent had more than 5 hectares.<sup>23</sup>

<sup>22</sup> Generoso F. Rivera and Robert T. McMillan. *The Rural Philippines*. Manila: PHILCUSA-MSA, 1962, p. 19.

<sup>23</sup> *Ibid.*, p. 42. (A hectare equals 2.47 acres.)

Spencer states that 40 percent of the cultivated land is given over to rice production and 16 percent is planted to maize, which forms the principal article of diet for about 25 percent of the people, especially in the uplands and in the southern islands.<sup>24</sup> Bananas, as well as sweetpotatoes, cassava (manioc), and other root crops, are important supplementary foods, but until recently the Philippines has been in the position of an agricultural nation which has had to import foodstuffs.

The principal exports have been sugar, coconut products, and abaca (Manila hemp). Under U.S. rule, these raw materials had a ready access to the American market and paid for the imported rice, flour, canned milk, fish, and textiles or other manufactured goods. A period of adjustment was provided by the terms of independence, during which interim it is hoped that markets can be widened and other industries can be developed. Sugarcane is grown for local use in many small holdings, but most of the commercial sugar comes from large-scale plantations on the islands of Negros, Panay, and Cebu and in central Luzon. Coconut culture lends itself well to either small-scale or plantation operations, and flourishes from Manila southward. Abaca is a relative of the banana plant and requires an abundance of moisture. It is grown in both small and large holdings in the eastern Provinces, especially Albay, Samar, and Davao, and in the uplands of the south.

### The Bell Report

"The basic economic problem in the Philippines is inefficient production and very low incomes."<sup>25</sup> Such was the conclusion of the U.S. Economic Survey Mission, appointed in 1950 at the request of the President of the Philippine Republic. Despite the progress made after the 1945 liberation, agricultural and industrial output was still below the prewar level. In the meantime population had increased by one-fourth. The contrast between the large landowners and employers, on the one hand, and the tenants and laborers, on the other, had been increased by the prevailing inflation.

The report of the Mission recommended meeting this crisis through sound government financing; additional tax revenues from those best able to pay; improvement of agriculture, including

<sup>24</sup> Joseph E. Spencer. *Asia East by South: A Cultural Geography*. New York: John Wiley & Sons, Inc., 1954. p. 290.

<sup>25</sup> Report to the President of the United States by the Economic Survey Mission to the Philippines (Daniel W. Bell, Chairman). Washington: U.S. Government Printing Office, 1950. p. 1. (U.S. Department of State. Publication 4010, Series 38.). Hereinafter referred to as the Bell Report.

rehabilitation of the Agricultural College at Los Baños ; encouragement to labor organization and a minimum-wage law ; the betterment of public administration, public health, and education ; and diversification of the economy by industrialization. It also recommended that the United States Government be prepared to offer financial assistance as part of such a total plan of economic development.

Accepted in its essentials by the Government of the Philippines, this report has furnished guidelines for many of the efforts toward economic progress in recent years. The suggestions in regard to education, industry, agriculture, public administration, and labor organization are among those which have found expression in the colleges and universities, especially the public institutions.

### Controls

The large volume of imports during the first years of postwar rehabilitation was paid for from U.S. Government grants and disbursements and from dollar reserves. By 1950 these sources had become so depleted that strict import and exchange controls were imposed. The value of the Philippine peso, which has been pegged at the rate of 2 pesos to 1 U.S. dollar, has suffered through this experience. At the time of writing, a process of decontrol is underway.<sup>26</sup> This move holds a special interest for college educators who have evidently felt keenly the difficulty of importing books and scientific equipment during the control period.

### Economic Progress

In his Independence Day address of 1960, the President of the Philippines could point to an 80 percent increase in the gross national product since 1949, and a doubling of agricultural production. Mining had trebled its output in 10 years. Manufacturing was also producing at three times the prewar rate.

This optimistic report is confirmed by an annual review published in a leading Manila newspaper. It holds that the picture of the Philippines in 1960 is one of achievement "with every good prospect of continued growth in the same direction. Capital investment is beginning to bear fruit."<sup>27</sup> An article in the same publica-

<sup>26</sup> President Garcia's Speech on 14th Independence Day Anniversary, July 4, 1960. Republic of the Philippines, Official Gazette 56: 4587, July 11, 1960.

<sup>27</sup> Outlook for Achievement. Editorial, Manila Bulletin, Annual Edition, Apr. 11, 1960, p. 14.

tion notes that the structure of the economy has improved, and that manufacturing has increased in importance.<sup>28</sup>

The problem of economic development would seem to involve at one and the same time the improvement of agriculture; the protection and encouragement of fishing, forestry, and mining; and the building up of a modern system of industry and trade. Support for the expanding schools is directly dependent upon the success of this effort. Conversely, the universities, colleges, and schools of all grades are constantly being called upon to contribute to the program of economic development. An example is the conclusion of Dr. Spencer that "the Philippines does not have enough universities, colleges, agricultural high schools, experimental farms, and research institutes to work on the problems of land use, agricultural productivity, and the training of the next generation of land users."<sup>29</sup>

#### The Social Fabric

The statement has been made that the three basic strands of the Filipino social fabric are family, religion, and land.<sup>30</sup> It is possible that the rise of industry and the emergence of a new class of entrepreneurs will tend to supplant somewhat the traditional interest in the ownership of land.<sup>31</sup> If this trend materializes, an incidental effect of importance to educators might be that a wider range of investment opportunity in the Philippines would make the proprietary or joint-stock private school less attractive as a business enterprise. New industry may also provide a better base for educational philanthropy.

Indications likewise exist that popular interest in the Central Government of the Republic, as the possession of all citizens, may be taking a place alongside regional and other loyalties; but the ties of family and religion are still major elements in Filipino society. A common illustration is the sacrificial willingness of parents or other relatives to support a member of the family in school or college, as contrasted with the slow response to proposals for local school taxes.

<sup>28</sup> Rafael Benitez. *Key Statistical Guide Shows P.I. Dramatic Progress Since the War*. Ibid. p. 4.

<sup>29</sup> Joseph E. Spencer. *Land and People in the Philippines*. Berkeley, Calif.: University of California Press, 1952. p. 51.

<sup>30</sup> *Area Handbook on the Philippines, Preliminary ed.* Subcontractor's Monograph HRAF 16, Chicago 5, by Fred Eggan, Supervisor, University of Chicago. New Haven, Conn.: Human Relations Area Files, Inc., 1954. (Multilithed). p. 1.

<sup>31</sup> Samuel N. Soldman. *Entrepreneurship and Economic Changes in the Philippines*. Paper presented at the Annual Meeting, Association for Asian Studies, New York, Apr. 12, 1960.



### The Place of Women

The freedom and respect accorded women makes for a unique quality in Filipino homelife. The traditions of such freedom seem to go far back in the racial past. The cultural influence of Spain has been combined in recent years with that of America to produce a result marked with both vigor and refinement, and a certain inevitable diversity of customs. In education, the public schools are coeducational, but the separate convent schools for girls still flourish, and there are several strong private collegiate institutions for women. Centro Escolar University and Philippine Women's University are doubtless the best known examples among the private nonsectarian institutions. "After 50 years of continuing educational reforms and expansion, the advancement of women in professional, cultural, political, and civic spheres has become the rule rather than the exception."<sup>22</sup>

### Religion

The official report of religious adherents in the Philippines for 1948 is given below:

Table 1.—Religious adherents in the Philippines: 1948<sup>1</sup>

Religion	Number	Percent
Roman Catholic	15,941,422	82.9
Philippine Independent Church	1,456,114	7.6
Moslem	791,817	4.1
Protestant	444,491	2.3
Pagan, and no religion	353,842	1.8
Iglesia ni Kristo	68,125	0.5
Buddhist	42,751	0.2
Other religions	92,783	0.5
Not reported	22,837	0.1
Total	19,234,182	100.0

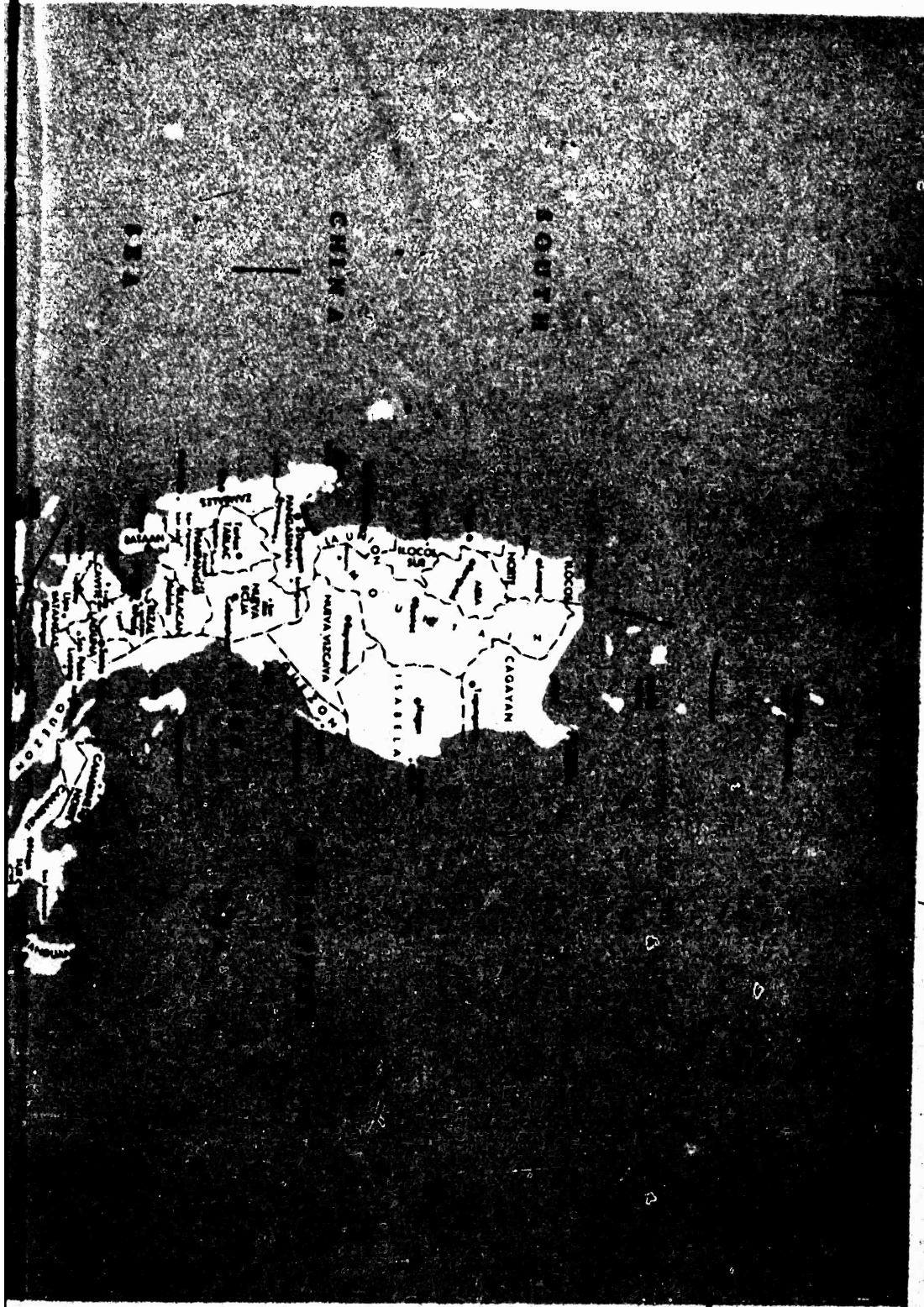
<sup>1</sup> Philippine Information Agency, Office of the President of the Philippines. *The Philippines: A Handbook of Information*. Manila: The Agency, 1955. p. 9. The Iglesia ni Kristo is an indigenous religious group.

### Language

Recent attempts to enumerate the linguistic groups in the Philippines—exclusive of those speaking Chinese, Spanish, or English—have produced as many as 156 subdivisions. Over half

<sup>22</sup> Rita M. Gerona. *Women's Influence Felt in All Fields*. *Manila Bulletin*, Apr. 11, 1960. p. 14.





of the main groups, however, are found among pagan tribes who make up less than 4 percent of the population. The subject is one of crucial importance to educators, but is rendered somewhat less formidable since practically 89 percent of the population may be classified in eight distinct cultural-linguistic groups. The number of speakers of the principal language groups, as well as of Spanish and English, are listed in table 2.

Table 2.—Principal language groups in the Philippines<sup>1</sup>

Language	Total speakers		Mother-tongue speakers	
	Number	Percent of total population	Number	Percent of total population
Sugbuanon.....	4,840,708	25.2	4,759,772	24.7
Tagalog.....	7,126,913	37.1	3,730,028	19.4
Hiligaynon.....	2,436,390	12.7	2,373,566	12.3
Iloko.....	2,687,861	14.0	2,340,221	12.2
Bikol.....	1,535,411	8.0	1,467,874	7.6
Samar-Leyte.....	1,226,314	6.4	1,203,963	6.3
Pampangan.....	707,291	3.7	641,795	3.3
Pangasinan.....	665,342	3.5	515,158	2.7
Spanish.....	345,111	1.8	225,000	1.2
English.....	7,156,420	37.2	20,000	0.1
Others.....	2,431,115	12.6	1,956,805	10.2
Total.....	31,158,876		19,234,182	

<sup>1</sup> Area Handbook on the Philippines, Preliminary ed. Subcontractor's Monograph HRAF 16, Chicago 5, by Fred Egran, Supervisor, University of Chicago. New Haven, Conn.: Human Relations Area Files, Inc., 1956. (Multilithed). p. 324, 339. The source is the 1948 census. The number of mother-tongue speakers of Spanish has been estimated.

Sugbuanon (Cebuano), the language of Cebu, Bohol, Oriental Negros, and parts of Mindanao, holds first place for the largest number of native speakers, but only a relatively few persons have learned this as a second language. Hiligaynon (Ilongo), the language of Panay and Occidental Negros, and that used in Samar and Leyte, together with Sugbuanon, make up the Bisayan family of closely related languages. If these groups are added together they are found to constitute over 40 percent of the mother-tongue speakers.

Tagalog is the language of Manila and central Luzon. It has been made the basis for a national language, which is a required subject in all public and private schools and in curriculums for the preparation of teachers. A comparison between the first and second columns of table 2 indicates that the number using this tongue is nearly double those who were originally born into it. It will be seen that approximately the same number of persons have learned to use English—the small number of native speakers representing primarily the American and British communities in the Philip-

pires together with any Filipino families who may have made it the language of the home.

The Spanish colony is somewhat larger and includes some "mestizo" families long resident in the islands and intermarried with Filipinos but preserving the Spanish language within the family. In general, Spanish is a mark of accomplishment, an official language in courts and in government, useful for many purposes, but not spoken habitually by more than a small fraction of the populace. Spanish words and expressions on the other hand are widespread and have penetrated most of the major dialects.

### Literacy

The 1948 census revealed that 59.8 percent of the population 10 years of age or over were able to meet the criterion of ability to read and write in some language or dialect. The ratio was 62.8 percent for males and 56.9 percent for females. The highest rate, 86.8, was found in Manila, and the lowest, 28.3, in the Sulu Archipelago.

The majority of the newspapers and periodicals are published in English, or in combinations of English and some other language, but a number of publications are printed in Tagalog, and some in Cebuano and Iloko. Spanish and Chinese publications are widely circulated. Bicol, Pangasinan, Ilongo, Pampango, and Samaritan each had one or more periodicals in 1954.<sup>33</sup>

### Demography

The average density of population was 166 per square mile for the 19,234,182 persons found in the census of 1948.<sup>34</sup> Wide variations exist in distribution. Rizal Province, which includes the metropolitan area around Manila, had 749 persons per square mile, and the island of Cebu had 596. The corresponding figure for the outlying island of Palawan was 18, and for the mountains and grassy uplands of Bukidnon in Mindanao it was 20.

Three-fourths of the total population in 1948 were living in the "barrios" (generally in rural districts outside of cities). From 67 to 70 percent were residing in places with fewer than 2,500 inhabitants.<sup>35</sup>

<sup>33</sup> Donn V. Hart and Quintin Eala. *An Annotated Guide to Current Philippine Periodicals*. New Haven, Conn.: Yale University, 1957. p. xiii.

<sup>34</sup> *Area Handbook on the Philippines*, p. 357-362.

<sup>35</sup> *Rivera and McMillan. op. cit.* p. 42.

Since 1900 the annual rate of population increase has ranged from 2.2 to 3.1 percent, making the Philippines one of the fastest growing nations in the world.<sup>36</sup> This situation is due primarily to the excess of births over deaths, and has been little affected by either immigration or emigration. The major factor in the growing disparity between births and deaths during the last 50 years has been the improvement in health, sanitation, and diet. The responsibility which this growth pattern puts upon the school system is illustrated by the fact that over 40 percent of the population in 1948 was in the "training ages" of 5 to 19 years:

Age	Number
5 to 9	3,194,832
10 to 14	2,545,737
15 to 19	2,206,848
Total	7,947,417

### Health and Welfare

An accomplishment of the American regime was the establishment of quarantine, medical, and health services. Cholera, which caused nearly a third of all deaths in 1903, was soon brought under control. The last case of bubonic plague was reported in 1914, and smallpox was regarded as suppressed by 1922.<sup>37</sup> The lifespan has increased from an average of 18 years at the turn of the century to an average of 54 by 1955.<sup>38</sup> Since World War II great advances have been made in the conquest of malaria, the No. 2 killer in 1903. In recent years the main causes of death have been tuberculosis, bronchopneumonia, bronchitis, and beri-beri—all disorders of poverty, associated with poor housing and insufficient clothing or with malnutrition.

The 80 Government hospitals treated more than 800,000 patients in 1954. This was in addition to the service rendered by 212 private hospitals. There are 1,134 rural health units now in operation, staffed by 1,134 physicians, 1,250 nurses, 1,501 midwives, and 1,600 sanitary inspectors.<sup>39</sup> Aid from the Research Corp. of New York has made possible establishment of the Nutrition Foundation of the Philippines.<sup>40</sup> The World Health Organiza-

<sup>36</sup> Area Handbook on the Philippines. p. 375.

<sup>37</sup> Marshall C. Balfour, et al. Public Health and Demography in the Far East. New York: Rockefeller Foundation, 1950. p. 104.

<sup>38</sup> Philippine Information Agency, Office of the President of the Philippines. The Philippines: A Handbook of Information. Manila: The Agency, 1955. p. 94-95.

<sup>39</sup> Health Secretary Elpidio Valencia. Radio-TV interview reported in *Larawan*, Series 4: No. 6, Oct. 9, 1959, p. 8.

<sup>40</sup> Nutrition Headquarters Inaugurated Tonight. *Manila Daily Mirror*, July 15, 1960. p. 13.

tion collaborates with the U.S. International Cooperation Administration in supporting the Institute of Malariology, where malaria workers from the Philippines and other lands may receive training for the battle against this scourge.

Medical and dental services are an integral part of the public school system, and student health programs are required of private educational institutions. The *Annual Report of the Director of Public Schools for 1955-56* marked a milestone in school service for handicapped children. Reports from 48 divisions of schools had indicated the presence of 16,957 speech defectives, 14,330 deafened children, 11,206 with faulty vision, and more than 11,000 cripples and epileptics. As a first step for a larger remedial program, teachers who were to work with the deaf were given training in the School for the Deaf and the Blind in Pasay City.

### Political Subdivisions

The entire area of the Philippines is divided into provinces and chartered cities. The 1948 census was organized on the basis of 50 Provinces. Since that date several new ones have been formed by the division of areas. The Bureau of Private Schools list for the school year 1958-59 included 52 Provinces and Manila, omitting the island Province of Batanes at the extreme north, presumably because it had no private schools. In both the census and the Bureau lists, the city of Manila is included among the Provinces as a special case. Other chartered cities, although they are politically independent and deal directly with the Central Government, are considered for statistical purposes as parts of the provinces where they are located. By 1959, charters had been granted to 28 cities, and the number tends to increase.<sup>41</sup>

Provinces are made up of municipalities, each with a principal town or "poblacion." The area of a municipality outside of the poblacion is divided into "barrios," which are geographical districts and quite different from the compact villages that characterize so much of Asia. Towns, hamlets, and other population groupings do exist, and some may become sizable centers, but a barrio remains on the map if there are no permanent inhabitants whatever. Or the poblacion may expand into the surrounding barrios, which then take on the aspect of city wards. When a town is given recognition as a chartered city the surrounding barrios are generally included.

<sup>41</sup> Republic of the Philippines, Department of Education, Bureau of Public Schools. 1959 Statistical Bulletin. Manila: the Bureau, [n.d.]. (Mimeographed) p. 46.

An outstanding phenomenon is the supremacy of Manila and the surrounding area as an administrative, business, cultural, and educational center. The population of Manila proper was 988,906 in 1948 or one-twentieth of the entire nation.<sup>42</sup> For Greater Manila, embracing the suburban areas, the population was 1,450,000. In recent years the official capital has been moved to nearby Quezon City in the Province of Rizal, and the metropolitan area overflows into various portions of Rizal and Bulacan Provinces. In 1958-59, of 349 private institutions offering collegiate courses, 71, or more than one-fifth, were in the city of Manila. Another 40 were in Rizal Province.

Next in order of importance among the cities of the Philippines is Cebu, the port and transportation center of the south on the thickly populated island of Cebu, and then Iloilo on the island of Panay in the heart of a rich sugar-growing area. Neither of these places, however, is in a class with Manila. Governmental administration, of education as well as of other branches, is highly centralized. The provinces and smaller cities have relatively limited powers. The lines of influence and authority extend from the Manila area to the whole archipelago.

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<sup>42</sup> Preliminary reports from the census of 1960 give Manila a population of 1,122,000. Filmon V. Tutay. Population Explosion. *Philippines Free Press*, Jun. 25, 1960. p. 6.



## CHAPTER III

### The Development of an Educational System

**T**HE BASIC STRUCTURE of the present educational system in the Philippines was formed during the period of American control on models familiar to the early schoolmen from the United States, in accordance with the principle of separation of church and state already adopted by the Filipino revolutionaries. The present system, however, is indebted to many elements inherited from the Spanish period. At the same time both structure and content have undergone extensive modification because of political, economic, and social forces within the Philippine Republic, and a distinctively Filipino system is becoming visible.

#### Pre-Spanish Education

The Filipino enthusiasm for study and for schools is supported by an appeal to ancient traditions. Historians<sup>1</sup> tell us that the early inhabitants of the islands provided a combination of practical and cultural instruction for their children in the homes, possibly with the occasional aid of tribal tutors. Spanish writers have reported that at the time of their conquest there was "hardly a man and much less a woman" who did not read and write in the native script. The suggestion has furthermore been made that traces of formal schools have been indicated by the records of Panay Island in pre-Spanish times.

#### Education Under Spain

##### Elementary Schools

The Spanish rule brought the Catholic missionaries to the Philippines, and by 1768 popular schools had been widely established under their supervision. As early as 1582 Bishop Salazar had promulgated rules for the establishment of a primary school

<sup>1</sup> Gregorio F. Zaide, *Political and Cultural History of the Philippines*. Manila: R. P. Garcia Publishing Co., [n.d.]. (Mimeographed) Part 1. p. 87-88.

for boys and one for girls in every parish, to be supported by fees from the parents.<sup>2</sup> The Council of the Indies in Madrid, which made the laws for the colony until 1887, laid down a policy that the inhabitants should generally be taught reading and writing, Christian doctrine, and the Spanish language.<sup>3</sup> In 1821 the short-lived Liberal government approved a plan for a primary school in every town of the Philippines and a university in every province. An order of 1889 decreed compulsory school attendance for children between the ages of 6 and 12, but made no provision for enforcement.

A fatal weakness of all these well-meant plans seems to have been the lack of qualified Filipino teachers. The Spanish members of the religious orders, burdened with many other duties, found it easier to learn the local dialects, becoming in this way the intermediaries between the officials and the populace, than to undertake the colossal task of teaching the Castilian tongue to a whole generation. In 1868 a new era gave promise of opening, when a royal decree authorized the establishment of a normal school for men. The institution became a reality 2 years later under the administration of the Jesuit order. Before long, normal schools for women were also established under the Spanish Sisters of Charity. In 1892 a higher normal school for women was made the charge of the Augustinian nuns of the Assumption. Prior to this time girls had also been able to prepare at the convents to take examinations given to select prospective teachers for the common schools.

#### Education of Women

Higher education was limited to male students, but after leaving the common schools girls might attend the convent boarding schools, where they received further instruction in reading, writing, arithmetic, Christian doctrine, and such homecrafts as needlework. The first institution of this kind, opened in 1591, was known as the Convent of Santa Ponteciana. One of the most famous was the Colegio de Santa Isabel of Manila, founded 1632 by a lay charitable society, and still in existence. Dr. Alzona<sup>4</sup> also makes mention of the Municipal School in Manila under the care of the Sisters of Charity, and of the Colegios de Santa Catalina, de Sta. Rosa, and de la Concordia. Several of these

<sup>2</sup> *The History of Philippine Education. Larusan, Series 1: No. 11, Nov. 6, 1969.* p. 1-7.

<sup>3</sup> See Encarnacion Alzona. *A History of Education in the Philippines, 1565-1930.* Manila: University of the Philippines Press, 1932. ch. 1.

<sup>4</sup> *Ibid.* p. 31-35 and ch. 5, Normal Schools for Women.

time-honored names will be found in the 1958-59 list of Philippine schools and colleges.

Another type of institution for girls was the "beaterio," a house of study and of religion for women who professed a devotion to a particular saint. Examples in the Manila area were the Beaterios de Santa Catalina founded in 1696, de San Sebastian (1719), de Santa Rita (1740), and de Santa Rosa (1750). Both Filipino and Spanish applicants were admitted to either beaterios or colegios.

### Technical Schools

During the 19th century the ruling powers in the Philippines, along with civic organizations, interested themselves in vocational education. The Nautical School of 1820 was followed in 1840 by a free commercial school, and still later by institutions for fine arts and for arts and trades. In 1889 a school of agriculture was opened with the support of the "Economic Society of the Friends of the Country" (Sociedad Económica de los Amigos del Pais).

### Higher Education

Secondary schools and colleges were organized at an early date, originally for the sons of the Spanish community. At the end of the first quarter of the 17th century two universities had been established in Manila and were preparing to grant their first degrees. San Ignacio was founded as a secondary school by the Jesuits, but raised to university rank by Pope Gregory XV in 1621.<sup>5</sup> Five years later it began to confer degrees upon graduates of the College of San Jose, founded in 1601. Both of these institutions lost their identities after the Society of Jesus was forced to leave the Philippines in 1768.

The oldest continuing collegiate institution in the Philippines is the University of Santo Tomas, the history of which extends over 3½ centuries. The document which provided for the founding of a college-seminary in Manila by the Dominican Order was signed in 1611. Five years later the college was named "Colegio de Sto. Tomas de Nuestra Señora del Rosario."<sup>6</sup> The first degrees were conferred in 1626. A papal order raised

<sup>5</sup> *Ibid.* p. 23.

<sup>6</sup> University of Santo Tomas. General Bulletin 1958-1959. p. 3-4.

the institution to university rank in 1645. The title of "Royal University" was conferred by Charles III of Spain in 1785. In 1902, Pope Leo XIII bestowed the designation "Pontifical University."

Philosophy and theology were the main offerings of the University of Santo Tomas for several centuries. Law and humanities were added after 1734, and pharmacy and medicine in 1871. The last-named course was strengthened 4 years later when the property of the former College of San Jose was turned over by the Government to become the Royal College of Medicine and Pharmacy of the University of Santo Tomas. The statistics of enrollment and of graduates<sup>7</sup> indicate that Roman law, theology, and medicine were the popular curriculums; also, that comparatively few aspirants were able to finish the courses entered. Between 1886 and 1898 the total number of graduates was only 540. The place held by Santo Tomas as the capstone of Philippine education under Spain is evidenced by a provision in the royal decree of 1863 which recognized it as the apex of the reorganized system.

A second Dominican institution, the Colegio de San Juan de Letran in the walled city of old Manila had its beginning between 1620 and 1630 and is said to be the oldest continuing secondary school. It has more recently entered the field of higher education, offering in 1959 the A.B. and B.S.C. degrees and a postgraduate course in Spanish.

The University of San Carlos in Cebu City, "the Catholic University of the Visayas and Mindanao," lays claim to possessing the most ancient lineage of any existing institution of learning in the Philippines. A faculty contributor<sup>8</sup> to the school paper traces the ancestry of the present university to the Colegio de San Ildefonso, founded by the Jesuit Fathers Chirino and Pereira in 1595, but forced to close in 1769 after the Society of Jesus was banished from the Spanish domain. It was eventually reopened by the bishop of Cebu and named the "Seminario de San Carlos," in honor of St. Charles Borromeo, archbishop and cardinal in Milan, Italy. With the admission of lay students it became a "colegio-seminario," and in 1891 was given the right to confer the Spanish bachiller in artes. In 1930 the seminary, under the Vincentian Fathers (C.M.), was separated from the college, for which unit the Society of the Divine Word (S.V.D.)

<sup>7</sup> Alzona, *op. cit.* p. 142.

<sup>8</sup> Rafael Ferreros. *Visions Unlimited. The Carolinian* (official publication of the students of San Carlos University). 16:3, February 1953.

assumed responsibility in 1935. Thirteen years later the college acquired university status.

For a brief period in the early 1700's the Royal University of San Felipe was maintained in Manila by the Spanish Government. It was charged to give special attention to the training of competent lawyers. On or about 1726 its work was taken over by the Jesuit University of San Ignacio.

When the members of the Society of Jesus returned to the Philippines in 1859 they did not recover their former educational properties, but the city authorities of Manila requested them to take over the Escuela Pia, a charity school maintained by contributed funds. In 1865 the Madrid government authorized collegiate standing for the growing institution with power to grant degrees in liberal arts, accounting, farming, and surveying.<sup>9</sup> From this beginning grew the Ateneo de Manila, now a university and the oldest of a family of educational institutions. One of these, formerly the "Ateneo de Cagayan" in Mindanao, has recently become Xavier University. The four collegiate Ateneos of Tuguegarao, of Naga, of Zamboanga, and of Davao, as well as the secondary Ateneo de San Pablo, continue to use the same school name, derived originally from the Atheneum of ancient Greece.

### Results of Spanish Education

The lack of teachers and of provision for finance tended to hold the accomplishment of the common school system to a relatively low level. Dr. Alzona's judgment is that the parish schools up to the end of the 18th century were not able to do much more than to teach the rudiments of reading and religion.<sup>10</sup> In some places supplementary musical training was given to prepare singers for the church services.

The official Guide of the Philippines for 1898 reported that during the previous year 200,000 boys and girls had attended 2,167 primary schools. A measure of results is afforded by the first census taken under the American regime, as of March 2, 1903.<sup>11</sup> The total population numbered 7,635,426, most of them under the classification of "civilized," except for a small minority of 647,740 who were described as "wild." Of the persons 10 years of age or over, 44.5 percent could read in some language,

<sup>9</sup> Ateneo de Manila. Catalogue, 1957-1958.

<sup>10</sup> Alzona, *op. cit.* p. 21.

<sup>11</sup> Census of the Philippine Islands—1903. Washington: U.S. Bureau of the Census, 1906. Vol. II, p. 72.

although 24.3 percent of these could read but not write. For women, the percentage who could read was 58 percent, or larger than the combined figure of 44.5 percent for both sexes. Only 0.7 percent of the females, on the other hand, had enjoyed a "superior education," as contrasted with 2.4 percent of the men.

Advanced education in the Philippines under Spanish rule, in accordance with the educational philosophy of that time for much of the Western World, was intended for selected males from the upper classes. The object was not general enlightenment so much as "social refinement and distinction."<sup>12</sup> Although "Indios" or racial Filipinos, as well as Chinese and other foreigners resident in the islands, were soon granted admittance to higher schools, there was nothing like an educational ladder from the common school to the university for the boy from an ordinary home. The demand of Filipino youth for a larger share in the privilege of learning is vividly expressed in Dr. Rizal's second novel, in which a student speaks as follows: "Beside the duty of everyone to seek his own perfection, there is the desire innate in man to cultivate his intellect, a desire the more powerful here in that it is repressed."<sup>13</sup>

To the credit of these historic institutions, however, it must be said that they kept a light of learning shining through the centuries in far-off places and under great difficulties. From their halls came the men who led the Filipino revolution and those who were the first architects of the Filipino nation. Many of these early institutions have endured to the present time, and constitute an influential part of education under the Philippine Republic. The very presence of such ancient colleges and universities on the scene today adds a certain dignity and interest to higher education which is in itself an important contribution.

For Spanish education as a whole it can be said that it helped to develop a people who in the main had come to share a common foundation of religious culture. Literacy of a somewhat limited nature was evidently widespread at the end of the Spanish era. A respect for learning had been nourished, an introduction afforded to western civilization, and from this period came a vigorous Filipino leadership for the future.

<sup>12</sup> Antonio Isidro, Juan C. Canave, Priscila S. Manalang, and Matilde M. Valdes. *Compulsory Education in the Philippines*. Paris: UNESCO, 1962. (Studies on Compulsory Education 2). p. 12.

<sup>13</sup> *The Reign of Greed*, translation by Charles Berbyshire of *El Filibusterismo* by José Rizal. Manila: Philippine Education Co., 1912. p. 270.

### Plans of the First Republic

Education was a matter of vital concern to the founders of the first Filipino Government. The Constitution proclaimed at Malolos in 1899 provided for separation of church and state. The Government was to establish free and compulsory elementary education. The revolutionary government under President Aguinaldo set aside the equivalent of \$17,000 for public instruction, and directed teachers already in charge of local schools to remain at their posts. Supervision of primary schools was delegated to the municipal presidents. Individuals were encouraged to found private schools, and a government military academy was opened in the town of Malolos.

The ideal of higher education under state auspices found expression in the establishment on October 19, 1898, of the *Universidad Literaria de Filipinas* (Literary University of the Philippines). The decree for this purpose was signed by President Aguinaldo. The first and only degrees of this institution were conferred on September 29 of the next year in the town of Tarlac to students who had previously studied law and medicine at the University of Santo Tomas.

All of this program fell apart with the military defeat and collapse of the Malolos government. However, the ideas and many of the plans were bequeathed to the incoming Americans and to future national leadership.

### The American Contribution

It is an inspiring story—the story of Philippine education that started at the turn of this century. You will recall how it began—in the very smoke of battle.

With these words, Mrs. Geronima T. Pecson, Chairman of the Committee on Education of the Philippine Senate, opened her address at the Golden Jubilee of the Philippine Educational System, held at Manila in 1951.<sup>14</sup>

A historical account prepared for this same occasion reminds us that the first teachers were soldiers of the U.S. Army in the Philippines.<sup>15</sup> A school was opened on Corregidor in May 1898 by the military unit which occupied that island. Seven schools were operating in Manila soon after the surrender of that city

<sup>14</sup> Senator Geronima T. Pecson. Operation: Education for Freedom. In UNESCO-Philippine Educational Foundation. *Fifty Years of Education for Freedom, 1901-1951*. Manila: National Printing Co., 1952. p. 229.

<sup>15</sup> See *Fifty Years of Education for Freedom, 1901-1951*. p. 131-156.

in August, the Army assigning English teachers. The first civilian Superintendent of Instruction, Dr. Fred W. Atkinson, took over the budding school system in September 1901, after drafting the education bill which on January 21, 1901, became Act 74 of the second Philippine Commission. The bill created a Department of Public Instruction to "insure the people of the Philippines a system of free public schools."

The former parish schools seem largely to have disappeared by this time, but the desire of Filipino parents that their children enjoy opportunities for education was stronger than ever. It has been pointed out that the American school experiment "would never have been practicable had it not been in fact the demand of the Filipino people themselves."<sup>16</sup>

Confronted with the same problems of administration, of many local dialects and only limited use of Spanish, and of teaching staff, which had so hampered their predecessors, the American officials took three decisive steps: (1) A government department of public instruction was organized and put under the direction of professional schoolmen; (2) the policy was made and announced that all instruction would be in the English language; (3) to implement this bold design over 1,000 experienced teachers were imported from the United States, to augment the teaching force already available in the islands.

### The "Thomasites"

The most famous group of teachers recruited from abroad were undoubtedly the 600 "Thomasites" who made the voyage from their homeland to Manila in the summer of 1901 on the U.S. Army Transport *Thomas*.<sup>17</sup> These men and women were drawn from 44 States of the Union and several foreign countries. They and their other American colleagues represented a cross section of the teaching profession of the United States. Dr. Hayden, whose monumental treatise on the Philippines is dedicated to one of these pioneer schoolmen, John Chrysostom Early, has written that "the early American teachers in the Philippines bore the gospel of equality, democracy, and love of country into every barrio in the islands with the zeal of the true missionary."<sup>18</sup> A hint of the difficulties under which their

<sup>16</sup> David P. Barrows, pioneer educator and historian, quoted by Joseph Ralston Hayden, in *The Philippines: A Study in National Development*. New York: MacMillan Co., 1942. p. 466.

<sup>17</sup> *The Log of the Thomas*: July 23-Aug. 21, 1901. Ronald P. G. Gleason, ed. Printed and distributed privately by a committee of teachers, [n.d.].

<sup>18</sup> Hayden, *op. cit.* p. 515.



mission was carried out is found in the fact that 27 "Thomasites" died as a result of diseases, accidents, and murders within 20 months after arrival.<sup>19</sup>

### Filipino Participation

The enterprise was a cooperative one from the beginning. The number of Filipino and of American teachers is shown below by 10-year intervals, with an interpolation for 1946, the year of the establishment of the Republic.

Table 3.—Number of Filipino and American teachers: selected years, 1900-50<sup>1</sup>

Year	Number of Filipino teachers	Number of American teachers
1900	2,167	<sup>2</sup> 880
1910	8,275	773
1920	17,244	385
1930	25,279	307
1940	43,662	97
1946	46,996	14
1950	85,396	8

<sup>1</sup> From UNESCO-Philippine Educational Foundation. *Fifty Years of Education for Freedom, 1901-1951*. Manila: National Printing Co., Inc., 1953. p. 131.

<sup>2</sup> By 1902 the number of American teachers had risen to 1,074.

In 1904, around 100 carefully selected young Filipinos were sent abroad for advanced study as government "pensionados," and many returned to become the "architects of the present Republic."<sup>20</sup> In this number were doubtless a fair share of educators, and through the years many other candidates followed in their steps. By the time of the organization of the Commonwealth in 1934, educational leadership was firmly established in Filipino hands, although some American administrators and advisers remained in active service until the establishment of the Republic in 1946, and even later.

### The Monroe Survey

A quarter of a century after the launching of the new educational system, the members of the Monroe Survey Commission expressed their conviction that —

... one of the most remarkable chapters in the history of education has been written since the opening of the 20th century in the Philippines.

<sup>19</sup> Gilbert S. Perez. *From the Transport Thomas to Santo Tomas*. Manila: Privately printed pamphlet, circa 1948. p. 14.

<sup>20</sup> Cresencio Peralta. *Current Issues in Philippine Education*. Manila: Silangan Publishing House, 1955. p. 25.

... For 25 years these Islands have served as a laboratory for an educational experiment of enormous magnitude and complexity.<sup>21</sup>

The surveyors in making a critical examination of results, felt that the system had been compelled "to draw too largely upon its own experience in formulating policies and in developing technical procedures." Administration was highly centralized and the system had become "routinized and standardized to a degree seldom found," depending to an extraordinary extent upon written reports. Four problems seemed to stand out among others. These are described below in the language of the report:

Underlying all of our discussions and fundamental to all other problems, there are four that take precedence. These are: First, the determination of the language of instruction; second, provision for an adequately trained teaching staff; third, the extension of the facilities for education; fourth, the practical adaptation of education to the needs of the Philippine people.<sup>22</sup>

The pattern for the popular academic high school in particular, they observed, had been imported directly from America with little adaptation to Philippine needs.

Other sections of the report dealt with the University of the Philippines, established in 1908, with technical education, and with the normal schools, where the visitors felt the remaining American teachers ought now to be concentrated. There should be "continuous and scientific revision of the curriculum, based on studies of social needs and the interest and aptitude of children." An incidental observation was that "Filipino children possess sufficient intellectual capacity to acquire any type of education that is decided upon."<sup>23</sup>

### Private Schools

The description by the Monroe survey of the private school situation at the midway point of the American regime is quoted at some length below:

Despite the rapid expansion of the public-school system after the American occupation, facilities did not keep pace with the demand for

<sup>21</sup> Board of Educational Survey. Paul Monroe, *Chairman*. *A Survey of the Educational System of the Philippine Islands*. Submitted to the Secretary of Public Instruction May 5, 1925. Manila: Bureau of Printing, 1925. p. 11.

<sup>22</sup> *Ibid.* p. 22-24.

<sup>23</sup> *Ibid.* p. 7.

education. Once the opportunity was offered, the Filipino people disclosed a remarkable and praiseworthy ambition to educate their children. Even the rapid growth of schools under religious organizations, Catholic and Protestant, did not suffice to meet the needs of the situation. Hence schools were established under private auspices. They proved very profitable and the number increased so rapidly that in 1913 there was established the Division of Private Schools to inspect and supervise the administration of all schools not supported from public funds. The division has a force of four persons who must inspect all applications from new schools that are anxious to be "recognized by the Government." Of these there are many each year. In addition, this division must supervise the hundreds of schools already recognized. It has been a hopeless task from the beginning and has had results indefensible from the standpoint of public policy. Moreover, it must be remembered that a private school failing to become "recognized by the Government" is not compelled to close its doors. As a matter of fact, there are more unrecognized private schools than recognized.<sup>24</sup>

The need for regulation of private schools had been recognized by earlier legislation, notably the Corporation Law, still in effect at the present time, whereby five or more individuals may incorporate themselves for the purpose of establishing a school. They are required among other provisions to state the financial resources available and the qualifications and number of the trustees, to be a multiple of 5 and not less than 5 nor more than 15. Schools so incorporated in the early years might be authorized by the Department of Public Instruction to issue diplomas and to confer degrees, but institutions not choosing to incorporate could still confer degrees, although these would lack government approval.

Following the recommendation of the Monroe survey that no school be allowed to open without permission from the public educational authorities, and that each institution should measure up to certain standards, supervision was assigned in 1926 to an enlarged Office of Private Education. The first Commissioner of Private Education was Walter G. M. Buckisch, formerly division superintendent of schools in Bulacan Province, of whose administration Dr. Hayden has written:

During the next five or six years the entire system for the supervision of private education was reorganized, the standards required by the government were elevated and clarified, and government recognition was withdrawn from a large number of private schools which would not or could not comply with regulations.<sup>25</sup>

<sup>24</sup> *Ibid.* p. 92.

<sup>25</sup> *Hayden, op. cit.* p. 561.

## Under the Commonwealth

### Constitutional Provisions

The inauguration of the Commonwealth was preceded by the preparation of the Constitution, ratified by the Philippine electorate on May 14, 1935, which was to serve with minor modifications and amendments for both Commonwealth and Republic. The provisions regarding education are found in section 5 of article XIV and read as follows:

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 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 especially gifted citizens.

### Private Education

A direct relationship exists between the constitutional provisions and subsequent legislation regarding private education. Act No. 180, passed by the National Assembly on November 18, 1938, together with certain earlier provisions, now constitutes the basic law governing the organization and supervision of private schools of all kinds, including colleges and universities. Under this law the Secretary of Education is required to maintain a general standard of efficiency in all private schools and colleges in the Philippines. To this end he is authorized to supervise, inspect, and regulate such institutions. These functions are assigned to the officer who presently bears the title of Director of Private Schools, and whose office is known as the Bureau of Private Schools.

### The Act of 1940

Commonwealth Act No. 586, commonly known as the Educational Act of 1940, opens with the declaration that "to meet the increasing demand for public elementary education and at the same time comply with the constitutional mandate on public education, a complete revision of the public elementary school system is imperative."

Back of this Act lay a series of financial difficulties. Up to 1940 the elementary system had consisted of a 4-year primary school, followed by a 3-year intermediate school, or 7 years before entrance to the 4-year high school. This pattern was a somewhat abbreviated form of the American educational ladder from the first grade to college. Financial support had been sought through a combination of local and national funds. An attempt in 1939 to shift the intermediate grades to municipal budgets had failed. With the Act of 1940 the Central Government undertook a program of radical remedies, the effects of which are still being keenly felt throughout the Philippine educational system. The government took over full responsibility for public elementary education of all grades, although chartered cities might support intermediate classes within their jurisdiction. The taxes formerly remitted to localities for school support were also retained by the Central Government. Even so, resources were not adequate for the growing system.

Further provisions of the act permitted cuts and economies, the net result of which was soon apparent in two substantial reductions in service:

1. The seventh grade was omitted completely. Future elementary graduates would be considered ready for the 4-year high school after 6 years in the elementary grades, a schedule that would bring them to the college doors in 10 years from their first entrance into the primary school.

2. As a further measure of economy the "double single-session" was introduced into many of the schools. This meant that the original full-day session of 320 minutes for primary pupils was reduced to a half-day session of 160 minutes, and each primary teacher was required to instruct two separate groups of children within a schoolday, one group in the morning and the other in the afternoon. Before these controversial changes could be tried out and evaluated, the war in the Pacific interposed a violent interruption.

### Education Under Japan

On February 17, 1942—less than 2 months after the triumphant Japanese entry into Manila and while the guns on Bataan and Corregidor were still sounding—the Commander in Chief of the Imperial Forces issued Order No. 2, "Instructions Concerning the Basic Principles of Education in the Philippines." The avowed purpose was "to make the people understand the posi-

tion of the Philippines as a member of the East Asia Co-Prosperity Sphere." <sup>26</sup>

Filipino participation in government was first organized through an executive commission, and later under what was proclaimed to be an independent Republic. Educational administration followed the familiar lines of a department with a bureau for public schools. A companion bureau was set up for private schools. In both cases emphasis was placed upon vocational training. Agricultural high schools were accorded preference over the academic. Private education was rigidly controlled, and each course was to be scrutinized for its social usefulness before approval would be granted.

Elementary schools, which had been closed with the onset of the invasion, were authorized to reopen in June 1942. Japanese was to be taught, and teachers underwent a period of reeducation. A Japanese language school (Nippon Senmon Gakko) was organized in Manila. The prewar textbooks were still used in the public schools, but various devices of censorship were applied.

In August the Medical and Agricultural Colleges of the University of the Philippines received approval to continue classes. Dr. Antonio Isidro states that in March 1943 there were 3,259 students enrolled in special vocational schools, 385 in medicine, 191 in premedicine, 477 in technical schools, 556 in music, and 88 in nursing. <sup>27</sup>

With the proclamation on October 15, 1943, of the Japanese-sponsored Republic, Filipino educational leadership had a certain limited area in which to assert itself. President José Laurel created a National Education Board to study the school system and to recommend reforms. Aldana <sup>28</sup> makes the statement that, despite the dominance of the Japanese military administration, Filipino leaders succeeded in pushing through plans for educational reforms in the direction of nationalization. They revised qualifications for teachers. The preparation of teachers was reserved for public normal schools. The national language received increased emphasis, and Dr. Palma's biography of José Rizal was made a required textbook in high school and college. Governing boards of private schools were to have a majority of Filipino members. In an Executive order, Dr. Laurel called for a survey of the need for graduates from the various professional courses,

<sup>26</sup> Benigno Aldana. *The Educational System of the Philippines*. Manila: National Teachers College, 1949. (Mimeographed) p. 271.

<sup>27</sup> Antonio Isidro. *The Philippine Educational System*. Manila: Bookman, Inc., 1949. p. 23.

<sup>28</sup> Aldana, *op. cit.* p. 285.

likewise of existing facilities to teach such courses, and for a planned and equitable distribution of colleges throughout the islands.

Outside of Manila, however, few schools were able to open; of those which did open, only a few continued to operate for any appreciable length of time. For the islands as a whole the estimate of Alzona seems to be a fair one: that only about 10 percent of the 1941 student population went to school during the Japanese occupation.<sup>29</sup> Even in the Manila area schools were closed after August of 1944. When, in October of that year, General Romulo, Acting Secretary of Education for the Philippine Commonwealth, issued instructions from the headquarters of General MacArthur on Leyte for public schools to resume the programs of 1941,<sup>30</sup> formal education in the Philippines had been virtually suspended for 3 years.

## The Republic Faces Challenge

### Postwar Growth

Among the great achievements of the early postwar years was the very rapid rehabilitation of the public school system. As fast as the provinces were liberated, schools were opened by the PCAU (Philippine civil affairs units of the U.S. Army), and, in some places, by other units of the U.S. Army and by guerrilla groups.<sup>31</sup>

The same writer reports the following statistics for public schools:

Table 4.—Number of public schools, pupils, and teachers: selected years, 1940-54<sup>1</sup>

Year	Grade	Number of —		
		Schools	Pupils	Teachers
1940-41.....	Elementary.....	13,240	1,922,738	44,018
	Secondary.....	111	100,987	2,751
	College.....	9	4,332	148
1945-54.....	Elementary.....	13,396	2,387,513	43,319
	Secondary.....	151	113,687	3,507
	College.....	5	1,664	38
1953-54.....	Elementary.....	24,962	3,365,428	87,822
	Secondary.....	356	220,996	8,331
	College.....	16	5,054	258

<sup>1</sup> A. V. H. Hartendorp. Short History of Industry and Trade in the Philippines. *American Chamber of Commerce Journal* (Manila), 32:260, June 1954.

<sup>29</sup> See Encarnación Alzona. The Philippines: Reconstruction After Occupation. In University of London Institute of Education, *The Year Book of Education, 1949*, p. 575-83.

<sup>30</sup> Schools Reopen in the Philippines. *Education for Victory*, 3:1-2, Feb. 20, 1945.

<sup>31</sup> A. V. H. Hartendorp. Short History of Industry and Trade in the Philippines. *American Chamber of Commerce Journal* (Manila), 32:258, June 1954.

The picture back of these figures of the surging enrollment after liberation reveals a depleted corps of elementary teachers struggling, usually in makeshift buildings and without the tools of their trade, to care for a greatly increased pupil load; but somehow the schools went on, and gradually the gaps were filled.

In the realm of higher education the public colleges and pre-war private institutions were quite unable to deal with the accumulated educational deficit. Government, business, and education were clamoring for trained personnel. In the larger centers, in particular, money was flowing easily, fed by Army compensation, veterans' benefits, and high prices to those fortunate enough to have anything for sale. The result was an accelerated growth of private schools and colleges. The number of private collegiate institutions increased from 105 in 1945-46 to 218 in 1947-48 and enrollment mounted from 10,695 to 72,260. By 1954-55 there were 155,569 students attending 356 private colleges and universities.<sup>22</sup>

#### Effects of the Act of 1940

This activity could disregard for a time the threat of the cumulative results of Commonwealth Act No. 586, passed just before the war. The effects on higher education were all too evident in a few years, however, when the first graduates of the 10-year preparatory program began to enter college.

The late Dean Benitez<sup>23</sup> put the challenge bluntly to college educators in the following words in an address to a conference called in 1947 by the Philippine Association of Colleges and Universities:

You are building great institutions for higher education, but I would remind you of the plight of our elementary schools. Unless these are improved, you are building a concrete house on bamboo foundations.

#### The UNESCO Report

The UNESCO Survey Report<sup>24</sup> of 1949 was explicit in its recommendations for the restoration of the full-day session in all elementary schools. A minimum of 270 minutes per day was

<sup>22</sup> Republic of the Philippines, Department of Education, Bureau of Private Schools. *Private School Statistics, 1954-1955*. Manila: Bureau of Printing, 1955. p. 7 and 47.

<sup>23</sup> Dr. Francisco Benitez was Dean of the College of Education of the University of the Philippines and founder in 1918 of the *Philippine Journal of Education*. The dates of the conference mentioned were June 12-14, 1947.

<sup>24</sup> UNESCO Consultative Educational Mission to the Philippines (Floyd W. Reeves, Chairman). *Report of the Mission to the Philippines*. Paris: UNESCO, 1949. p. 29.



urged for primary and 330 minutes for intermediate grades. It was recommended that grade 7 should be restored forthwith, and as soon as funds would permit, the elementary-secondary system should consist of 12 grades.

The provision of the 1940 act, which required that once admitted to a public 6-year elementary school a child should complete the first four or primary grades, was found to be ineffective in practice. Attention was also called to out-of-school youth. One child out of eight of primary-school age, and one out of four of intermediate age, was not enrolled in any school.

Of 65,000 public-school teachers, 35,000 were found to be unqualified. It was recommended that the Philippine Normal College become a teachers college, and that two more such colleges be organized for the Visayas and Mindanao. The suggestion was made, on the other hand, that some of the poorer private schools of education be closed, the comment being added that —

... in a country of not more than 20 million people there is surely no place for as many as 160 private colleges of education, the number now operating. Such a condition seems to the outsider to be fantastic.<sup>35</sup>

#### **The Joint Congressional Committee Report**

The UNESCO mission had been organized and had begun work in February of 1949, and reported in July. A Joint Congressional Committee on Education came into being at a somewhat earlier date and submitted its report in December of 1949. Both bodies were in agreement as to the desirability of restoring the full schoolday and the seventh grade. The problem was one of finances.

At the time of these studies the Central Government was bearing all the cost of elementary education, except where chartered cities supported grades 5-6. Secondary schools were maintained almost entirely from tuition fees. The National Government also carried responsibility for the state university and for regional normal or vocational schools. Provincial trade and agricultural schools received support from the provinces which they served. For the fiscal year 1949 about one-third of the national budget was claimed by the Department of Education. To restore both the seventh grade and full-day sessions would require an increase of 18 percent over the 1948-49 appropriations. These steps were the ones which stood out in the popular mind as most

<sup>35</sup> *Ibid.* p. 47.

important, but educators, advisers, and national leaders also envisaged a reduction of maximum class size from 60 to 40 pupils, compulsory attendance through the grades, and free high school education.

### The Foundation Plan

Working with a technical adviser provided by UNESCO at Philippine Government request, the Department of Education drew up a proposed act entitled, "A Foundation Program for Financing and Improving Public Schools in the Philippines."<sup>36</sup> Under this plan cities and municipalities would levy a school tax on real estate to be supplemented as needed by the central Government. By thus affording local units a more direct opportunity to participate in the improvement of the public schools it was hoped that a better base for interest and support would develop.

In a public address in support of the foundation program, Senator Pecson offered the estimate that the recommended first step of restoring the full day to the 40 percent of primary classes on half-day sessions would cost 6 million pesos. Adding grade seven the next year would mean another 10 million. Progress could thus be achieved on a gradual basis.<sup>37</sup>

The goals so defined, including compulsory elementary attendance, received legislative approval in 1953 by Republic Act 896, but implementation has been delayed because of the lag in financial support. As for the private schools, a recent unpublished analysis by the U.S. Office of Education indicates that some 25 out of 553 primary schools, generally those attached to colleges or universities, had ventured to add the seventh grade as of the 1958-59 school year.

### The Community School

It was during these years of extraordinary difficulty that there developed within the public school ranks a dynamic movement for the community school. This may well become the chief contribution of the Philippines to education.<sup>38</sup>

<sup>36</sup> See J. Cayce Morrison, Pedro Guiang, and Fructuoso R. Yanson. *A Foundation Program for Financing Public Schools in the Philippines*. Manila: Bureau of Printing, 1952.

<sup>37</sup> Sen. Geronimo T. Pecson. *Give the People Adequate Basic Education*. Speech delivered on Aug. 23, 1952, at the Convention of the Nueva Ecija Teachers League in Cabantuan City. Privately printed.

<sup>38</sup> See J. Cayce Morrison. *Public Education in the Philippines—Footnote to the Future*. *The Scientific Monthly*, 76:197-202, April 1953.

The idea of the school as a community center had found occasional expression before 1941. Experiences during the war, bringing students and teachers into close contact with the common people, doubtless contributed to the development after 1946. The responsibility of political independence was also a potent force, and the concept of the community school in the Philippines today is declared to rest squarely "on the problems of the native soil, its traditions, its cultures, its ideals."<sup>39</sup>

Although the UNESCO and the congressional reports had drawn attention to the responsibility of the school for social reconstruction, the movement seems to have sprung spontaneously and simultaneously into life through leadership exercised in a number of provinces. Dr. Vitaliano Bernardino says that it was only when these pioneers came together in the superintendents convention at Baguio in 1949-50 that they learned about what each group had been doing.<sup>40</sup> The school-community program has received the official endorsement of the Department of Education in the Philippines,<sup>41</sup> and an extensive literature on it has developed.<sup>42</sup>

The larger significance of the community school movement would seem to lie not so much in the practical effect on rural improvement as in the contribution to a philosophy of education and to a revitalization of the educational system. An immediate result was the introduction of courses on "The Community School" in public institutions for teacher-education. A revision of the 2-year general normal curriculum in 1950-51 was designed "to educate teachers for the newer trends in education and in particular, for the community-centered school."<sup>43</sup>

### The Present School System

The basic system prevailing in the great majority of Philippine institutions during 1959-60 was in structure a 4-2-4 program of primary, intermediate, and secondary schools. This was

<sup>39</sup> José V. Aguilar. *This Is Our Community School*. Manila: Bookman, Inc., 1951. p. vii-viii. Quoted in Vitaliano Bernardino. *The Philippine Community School*. Quezon City: Phoenix Press, Inc., 1953. p. 19.

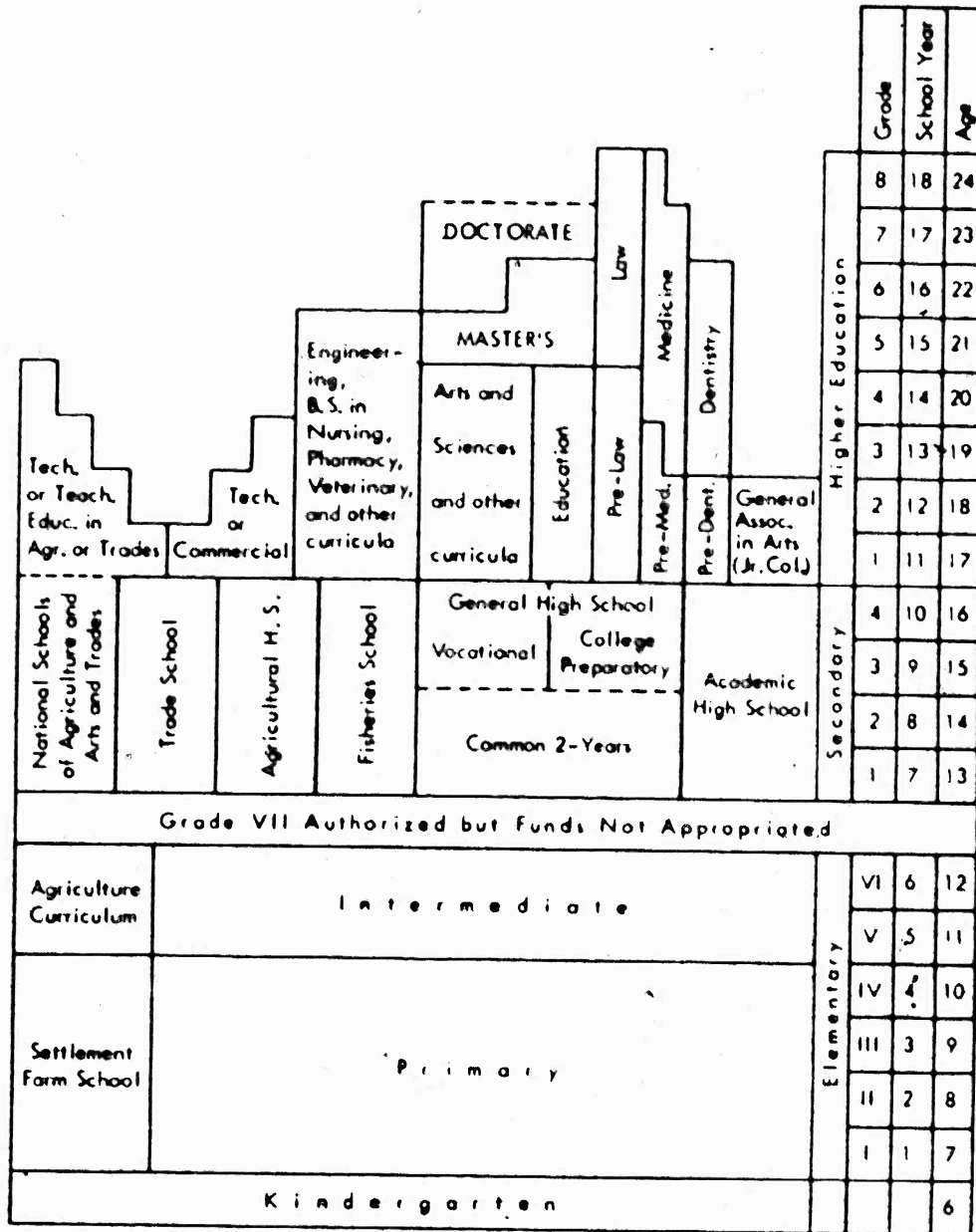
<sup>40</sup> Bernardino, *op. cit.* p. 19.

<sup>41</sup> For example, Bulletin 17, released on Sept. 19, 1950, by the General Office of the Philippine Bureau of Public Schools bore the title "The Organization and Operation of the Community-Centered School," and laid down the principle that "the school should center its curriculum in a study of community structure, processes, and problems."

<sup>42</sup> The extensive bibliography in Dr. Bernardino's book on *The Philippine Community School* covers pages 209-232, and is drawn largely from Filipino authors.

<sup>43</sup> Republic of the Philippines, Department of Education, Bureau of Public Schools. *Forty-Sixth Annual Report of the Director of Public Schools, July 1, 1950-June 30, 1951*. Manila: Bureau of Printing, 1954. p. 33.

Chart I.—The educational system of the Philippines



from first grade to the beginning of college or of advanced technical training. The entire system from kindergarten through the university programs is described below, and illustrated in chart 1.

**Kindergartens**

Until recently the interest in preschool education has been limited to private institutions. As of June 1958, the Bureau of Private Schools had extended official recognition to 185 kinder-

gartens.<sup>44</sup> Many of these were connected with colleges or universities.

Traditionally, public school educators have considered that their responsibility began with the children who entered the first grade at the age of 7. During the past 5 years a considerable widening of interest has occurred. It has centered in the public normal schools, and has been stimulated by the community movement on the one hand and related to child development study on the other. We are told that the community schools revealed to teachers the need for "a close tie-in of community resources with the developmental-maturational level of the child."<sup>45</sup> During 1955-56 the Bureau of Public Schools took steps to establish the first child development study center, at the Pangasinan Normal School. At about this same time, a pioneer preelementary class was opened at the Zamboanga Normal School in cooperation with the Parent-Teacher Association. Two years later, all of the 8 regional normal schools were operating kindergartens with a total enrollment of 866 children.

### Elementary Schools

The four primary and two intermediate grades, which make up the present elementary system, do not call for discussion at this point except for the vexing question of the seventh grade, which disappeared from all but a few schools as a result of the Educational Act of 1940. Restoration of the seventh grade on the prewar basis was authorized by the Act of 1953, but has not yet been implemented except in a few private schools.

### Secondary Schools

After 1946 the secondary general curriculum became the standard for the public high schools. It provided a combination of academic and vocational courses. In addition, there were special vocational high schools offering agricultural, home economics, trade, or normal curriculums. In the private schools the academic curriculum has retained its popularity. Beginning with the school

<sup>44</sup> Republic of the Philippines, Department of Education, Bureau of Private Schools. *List of Authorized Private Schools and Courses, School Year 1958-1959*. Manila: Bureau of Printing, 1958. See Summary before p. 1.

<sup>45</sup> Miguela M. Solis, Director of Teacher Education, Bureau of Public Schools. *Present Status of Pre-Elementary Education*. (Mimeographed) p. 6.

year 1957-58, the revised Philippine educational program inaugurated the "2-2 plan" for the general high schools. This plan provides for a common 2 years. The courses for the third and fourth years are differentiated into college preparatory and vocational.

### Vocational Schools

Shown at the left of chart 1 are references to the better known public schools for vocational or technical training. Special elementary "farm schools" are located in certain rural areas. The "settlement farm schools" are designed especially for the children of non-Christian groups so that they may be prepared for self-supporting lives in stable communities. In 1950-51, 214 schools of these 2 types served 32,712 pupils, who cultivated nearly 2,000 acres of school land, raising products valued at 104,000 pesos.<sup>46</sup>

The vocational high schools are strategically located throughout the islands. Trade schools are usually found in the provincial capitals, agricultural schools in a farming area, and fishery schools at a seaport. The fees charged vocational students are much less than in the general high schools. The National Government aids in the support of the provincial vocational schools, and assumes full responsibility for the national or regional schools. A rapid development in vocational education is taking place and new schools are being opened each year.

The schools for the teaching of agriculture and vocational homemaking are of several types. The rural high schools in the more settled areas have had to depend upon the cooperation of parents and local patrons to help provide facilities for farm practice. The agricultural high schools are generally residential and are provided with their own land, which averaged 1,230 hectares per school in 1958.<sup>47</sup> The program for the students is organized on a work-study basis, approximately half of each day being devoted to crop and livestock projects. The report of the Director of Public Schools to the International Bureau of Education Conference in Geneva in 1960 indicated that 57 percent of the curriculum in the agricultural schools is now devoted to vocational subjects and 43 percent to languages, mathematics, social studies, and science. Vocational homemaking courses are provided for the girls, who make up approximately one-third of the student body in the schools of agriculture.

<sup>46</sup> Republic of the Philippines, Department of Education, Bureau of Public Schools. *Forty-Sixth Annual Report . . .* p. 18-19.

<sup>47</sup> U.S. Operations Mission to the Philippines, Education Division. *The 6th Milestone: ICA and Education in the Philippines*. Manila: The Mission, [1959]. p. 19.

The 4-year curriculum prevailed in the public trade schools before the war, and was restored in 1947. In addition to basic general courses, classes in furniture making, building construction, metalwork, auto mechanics, practical electrical work, radio mechanics and operation, and diesel mechanics were provided for boys. The following year this curriculum was opened to girls, and instruction was provided in food trades, garment making, cosmetology, and handicrafts. After 1945 shorter curriculums were introduced and have proven to be very popular. The 2-year curriculum is organized around certain constants taken by all students and a series of intensive unit courses. This program has proven to be flexible enough to be adapted to changing opportunities for employment. A recent development has been an apprentice training program which allows students of trade schools to gain experience and training in factories and other industrial establishments. It is carried on through the joint cooperation of the Departments of Education and of Labor with private industry.<sup>48</sup>

The national schools of arts and trades give advanced technical courses and also prepare vocational teachers. A textile training program has recently been announced for the Marikina School of Arts and Trades.<sup>49</sup> A similar program of advanced technical instruction and teacher education is carried out in several of the better established schools of agriculture as well as in the agricultural colleges.

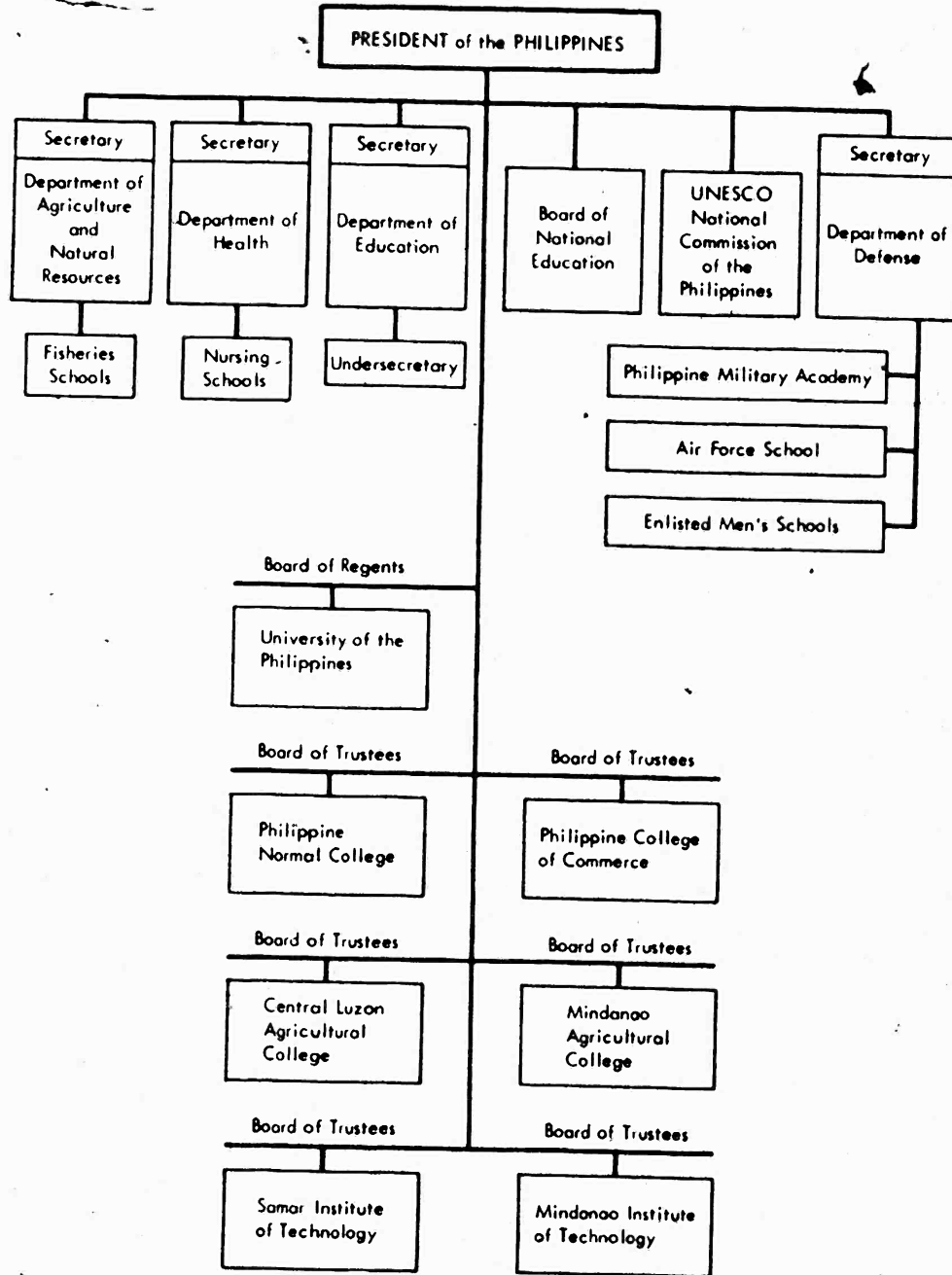
The public system of vocational education is supplemented by a great variety of schools and institutes carried on by individuals or by groups. As of June 1958 the Bureau of Private Schools had authorized 537 schools to give special vocational courses, the content of which varied from 3 months in poultry management or 6 months of typewriting and stenography or of dressmaking to several years in such specialities as refrigeration engineering or radiotelegraph operation. The Joint Congressional Committee in its 1949 report<sup>50</sup> mentioned the National University High School, the National Radio School, the Central Trade School, and the FEATI Institute of Technology as examples of private technical high schools. At that time the three most popular vocational courses in all private schools were typewriting, stenography, and auto mechanics.

<sup>48</sup> Benigno Aldana. *Brief Report on the Progress of Education in the Philippines During the School Year 1959-1960. Report of the Director of Public Schools to the 23d International Conference on Public Education, Geneva, July 1959.* Manila: Department of Education, 1960. (Mimeographed) p. 18.

<sup>49</sup> *Ibid.* p. 18.

<sup>50</sup> Republic of the Philippines Joint Congressional Committee on Education. *Improving the Philippine Educational System.* Manila: Bureau of Printing, 1951. p. 167.

Chart II.—The national organization for education, Republic of the Philippines



**National Organization for Education**

The administration of the public school system and the supervision of all private institutions of learning in the Philippines is assigned to the Department of Education. A few other Government departments operate special schools to serve particular purposes. Examples of these exceptions, as shown on chart II, are



the Department of Defense, which has charge of the Philippine Military Academy and several military schools of lower grade, and the nursing schools under the Department of Health. The Department of Agriculture and Natural Resources was a pioneer in fishery instruction, but in 1958 the Philippine Institute of Fisheries Technology was transferred to the University of the Philippines, and the trend is for the secondary fishery schools to come under the public school system.<sup>51</sup>

The several public colleges and the University of the Philippines occupy a central place in chart 2. They operate under separate boards of control, but are related to the Department of Education through the ex officio membership which the Secretary, as well as other personnel of the Department, hold on these boards.

### **The UNESCO National Commission**

The UNESCO National Commission of the Philippines was created in 1951 by Republic Act 621 and 2 years later put under the direct supervision of the President, who also appoints the members. This body is designed to serve as a liaison agency between the UNESCO in Paris and the Philippine Government, and to associate the interested bodies in the Philippines with each other and with the work of UNESCO. The organization is made up of 20 representatives of nongovernmental groups, 8 governmental agencies, and 2 members at large. On occasion it has acted in an educational advisory capacity, having taken over the records and some of the functions of the former National Council on Education.

### **The Board of National Education**

In 1954 the Board of National Education was created by the Republic Act 1124 and "charged with the duty of formulating general educational policies and directing the educational interests of the nation." The Board is composed of 15 members, of whom 7 are ex officio, as follows:

1. The Secretary of Education, Chairman.
2. The Chairman of the Committee on Education in the Senate.
3. The Chairman of the Committee on Education of the House of Representatives.

<sup>51</sup> In 1957 Fresnoza reported that the Bicol School of Fisheries at Tobacco, Albay, was administered by the Bureau of Fisheries. Florencio P. Fresnoza. *Essentials of the Philippine Educational System*. Manila: Abiva Publishing House, 1957. p. 147.

4. The Director of Public Schools.
5. The Director of Private Schools.
6. The President of the University of the Philippines.
7. The Chairman of the UNESCO National Commission of the Philippines.

Eight other members are appointed by the President to represent the following groups or organizations: (1) Labor, (2) industry or management, (3) agriculture, (4) the teaching profession, (5) Catholic Educational Association of the Philippines, (6) Moslem or other cultural minority, (7) Philippine Association of Christian Schools and Colleges (Protestant), and (8) the Philippine Association of Colleges and Universities (nonsectarian private institutions).<sup>52</sup>

#### **The Department of Education**

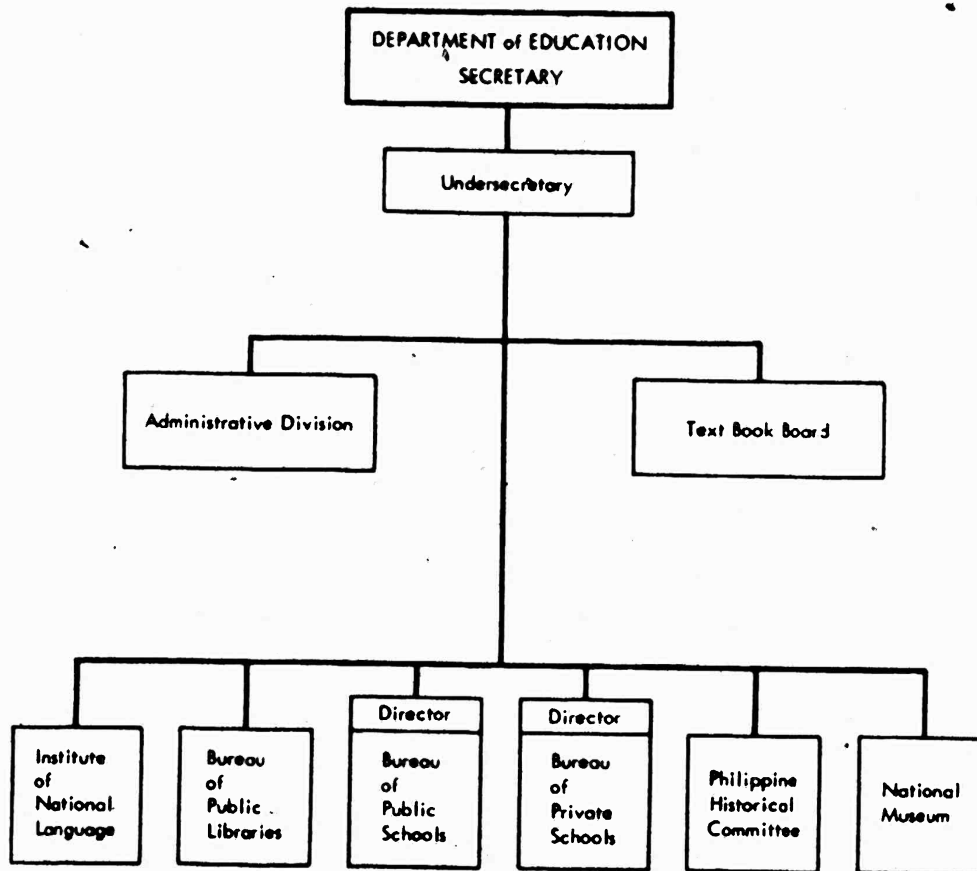
The Department headed by the Secretary of Education is one of the 11 main divisions of government under the President of the Republic. Because of the centralization of educational administration, funds for the support of the public schools throughout the islands, as well as for departmental expenses, are included in one set of appropriations for this Department, and constitute from one-fourth to one-third of the national budget.

The Secretary of Education is appointed by the President of the Republic with the consent of the Commission on Appointments, and is a member of the President's Cabinet. The Under Secretary is appointed in the same manner. The latter is traditionally a career educator, who aids in the formulation of policy and performs important administrative functions.

By virtue of his office the Secretary of Education is chairman of numerous boards and commissions, and a member of others. He presides over the Board of Regents of the University of the Philippines. Aside from services of this nature performed directly by the Secretary, the work of the Department of Education (chart III) is carried out through two main agencies: the Bureau of Public Schools and the Bureau of Private Schools. Each Bureau is under a Director appointed by the President upon the advice of the Secretary.

Several special units have also been assigned to this Department. The Board on Textbooks created by Republic Act 139 is directly under the Secretary. It is made up of five members, appointed by the President. This Board selects and approves textbooks for use in the public schools and passes upon the suitability

<sup>52</sup> Peralta, *op. cit.* p. 190-196.

Chart III.—The Department of Education <sup>1</sup>

<sup>1</sup> Adapted from Florencio P. Frenosa. *Essentials of the Philippine Educational System*. Manila: Abiva Publishing House, 1957. p. 91.

of those used in private schools. Its decisions are subject to the approval of the Secretary upon the recommendation of the UNESCO Commission. Likewise, under the Secretary of Education, but not shown on chart III, is the Division of Physical Education, which was assigned to this Department in 1947.

The Institute of National Language was created by Commonwealth Act No. 184 and given responsibility for the development of a Filipino language based on the Tagalog spoken in Manila and central Luzon. An Executive order by President Quezon in 1940 required that the national language be taught as a subject in elementary, secondary, and normal schools. In July of 1947 the Institute was transferred from the Office of the President to the Department of Education.

Three other agencies have been placed under the Department of Education for administrative purposes. The National Museum, a depository for items of cultural or scientific value, carries on research with special reference to the natural history and the

ethnography of the islands. The Philippine Historical Committee is responsible for identifying and marking historical spots. The Bureau of Public Libraries maintains a general reference library in Manila and a collection of Filipiniana, although both suffered heavy war losses and are in the process of rehabilitation. Related to this Bureau are some 260 municipal libraries throughout the country.

### The Bureau of Public Schools

The elementary school pupils of the Philippines, with the exception of a small portion served by private schools, are the peculiar responsibility of the Bureau of Public Schools (BPS). The field of secondary education is more evenly divided between private and public agencies. The nationwide system of vocational high schools is directed by the Bureau of Public Schools, which also maintains an elementary-secondary School for the Deaf and Blind located in Manila. The Nautical School and the regional normal schools are under the Bureau. The several public colleges, chartered in recent years by special acts of Congress, have developed in most cases from national schools originally a part of the public school system. The Bureau continues to administer the collegiate curriculums taught in the national schools of agriculture, or of arts and trades, which remain under its jurisdiction.

Table 5.—Number of Philippine public schools, by type, 1958-59<sup>1</sup>

Type of school	Number
<b>Elementary:</b>	
Primary.....	20,127
Intermediate.....	8,508
<b>Total.....</b>	<b>28,635</b>
<b>Secondary:</b>	
General.....	273
<b>Vocational:</b>	
Agriculture.....	48
Arts and trades.....	44
Fisheries.....	11
<b>Total.....</b>	<b>376</b>
<b>Collegiate:<sup>2</sup></b>	
Normal.....	8
Agricultural.....	4
Arts and trades.....	25
Nautical.....	1
<b>Total.....</b>	<b>38</b>
<b>Grand total.....</b>	<b>29,049</b>

<sup>1</sup> Source: Benigno Aldana. Brief Report on the Progress of Education in the Philippines During the School Year 1959-1960. Report of the Director of Public Schools to the 23d International Conference on Public Education, Geneva, July 1960. Manila: Republic of the Philippines, Department of Education, Bureau of Public Schools, 1960. (Mimeographed) p. 9.

<sup>2</sup> Does not include the public colleges under separate trustees, nor the University of the Philippines.

Table 6.—Enrollment in Philippine public schools, by grade and type of school, 1958-59<sup>1</sup>

Grade and type of school	Number of pupils
<b>Elementary:</b>	
Primary .....	3,019,034
Intermediate .....	782,106
<b>Total</b> .....	<b>3,801,140</b>
<b>Secondary:</b>	
General .....	186,052
Vocational:	
Agricultural .....	15,323
Arts and trades .....	29,357
Fisheries .....	1,515
Special .....	35
<b>Total</b> .....	<b>232,282</b>
<b>Collegiate courses:<sup>2</sup></b>	
Normal .....	3,321
Agricultural:	
Teachers course .....	329
General agricultural .....	196
Farm mechanics .....	23
Arts and trades:	
Teachers course .....	452
Technical course .....	2,555
Nautical .....	54
<b>Total</b> .....	<b>6,930</b>
<b>Grand total</b> .....	<b>4,040,352</b>

<sup>1</sup> Source: Benigno Aldana. Brief Report on the Progress of Education in the Philippines During the School Year 1958-1960. A Report of the Director of Public Schools to the 23d International Conference on Public Education, Geneva, July 1960. Manila: Republic of the Philippines, Department of Education, Bureau of Public Schools, 1960. (Mimeographed) p. 7.

<sup>2</sup> This table does not include students in the chartered colleges nor in the University of the Philippines.

The number and types of institutions constituting the system of public schools are shown in table 5.

Enrollment in these schools for the same year was over 4 million. This total includes pupils in the public elementary schools and in all types of public secondary schools. Included also are the nearly 7,000 students taking collegiate courses under the Bureau jurisdiction. A compilation of the enrollment in these several categories appears in table 6.

Over 40,000 men and more than 70,000 women teach in the classrooms of the public schools. The distribution of teachers, by school level, in 1958-59 was as follows:<sup>3</sup>

School	Number of Teachers
Primary .....	70,503
Intermediate .....	31,931
Secondary .....	9,292
Collegiate .....	435
<b>Total</b> .....	<b>112,161</b>

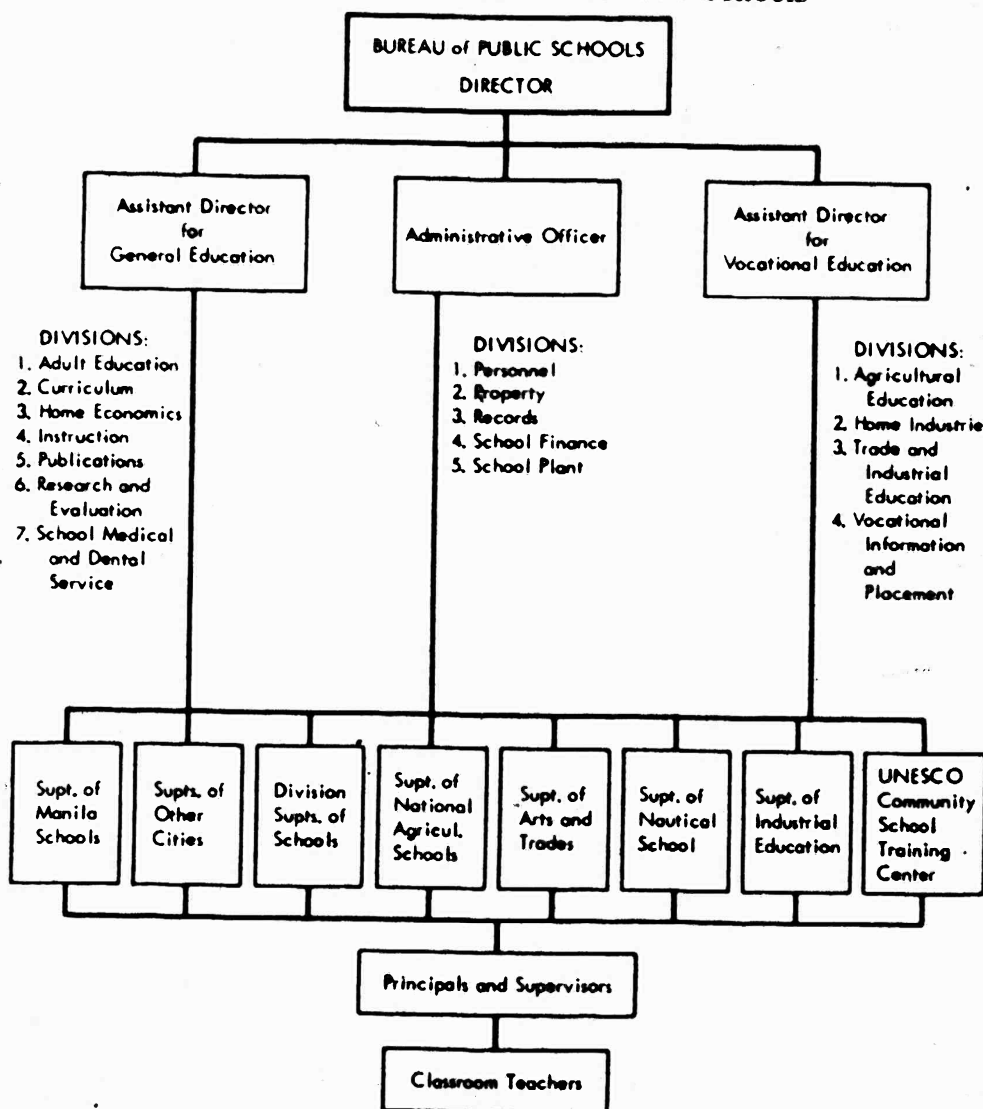
<sup>3</sup> Benigno Aldana. Brief Report on the Progress of Education in the Philippines During the School Year 1958-1959. Manila: Department of Education, 1959. (Mimeographed) p. 6.

The national budget for the fiscal year 1960 (July 1, 1959–June 30, 1960) contained a total appropriation of 242,861,430 pesos for the support of the public school system.<sup>54</sup> Included in the program and project list for this expenditure were the following items:

	Pesos
Teacher education	905,930
Trade and industrial education	8,679,010
Agricultural education	8,781,850
Philippine Nautical School	80,000

The most essential features of the administration of this

Chart IV.—The Bureau of Public Schools<sup>1</sup>



<sup>1</sup> Adapted from Vitaliano Bernardino. *The Philippine Community School*. Quezon City: Phoenix Press, Inc., 1968., p. 151.

<sup>54</sup> Aldana, *Brief Report . . . 1959-1960*. p. 1.

complex and far-ranging program are presented in chart 4. Serving under the Secretary and the Under Secretary of Education are the Director of Public Schools and two Assistant Directors. Policies are developed, plans made and promulgated, research carried on, records kept, and materials or directives prepared in the central office at Manila. Contact with field personnel is accomplished through a series of conferences and meetings. In the central office, the Assistant Director for General Education has responsibility for the eight office Divisions of Adult Education, Curriculum, Home Economics, and the like. An administrative officer is in charge of the office Divisions from Personnel to School Plant. The Assistant Director for Vocational Education works primarily with agricultural and industrial programs.

The Bureau organization from the earliest days has been of the line-and-staff type and highly centralized. The trend in recent years has been to assign more responsibility to "the field," the term used to designate the thousand or more administrators and supervisors in city and provincial field divisions and in national schools, and ultimately the teachers in the classrooms.

#### Adult Education

Included in the public school system of the Philippines is a definite responsibility for the instruction of adults and out-of-school youth. The former Office of Adult Education, which was transferred to the Bureau of Public Schools in 1947, occupies a place on the Bureau organization chart as the first Division of the General Office under the Assistant Director for General Education. This Division has charge of coordinating and supervising the community development program of community schools throughout the country. Three objectives govern the program: (1) To help eradicate illiteracy; (2) to lift the cultural level of the masses; and (3) to increase their economic efficiency and productive capacity.<sup>55</sup>

In the 4 years from 1947 to 1951 the Director of Public Schools could report that 668,290 adults had received instruction and 104,479 had earned the Bureau certificate of literacy,<sup>56</sup> based on the ability to read a newspaper selection in the vernacular and to compose and write a short letter. The Division of Adult Education also encourages civic and religious groups to

<sup>55</sup> Bernardino, *op. cit.* p. 147.

<sup>56</sup> Republic of the Philippines, Department of Education, Bureau of Public Schools. Forty-Sixth Annual Report . . . p. 48.

conduct literacy classes. Reports received in the central office for the years 1950 through 1960 indicated that 5,255 persons had achieved functional literacy during the year through these joint efforts.<sup>57</sup>

A special challenge is presented by 1,800,132 young people between the ages of 13 and 17 years who were not attending any kind of school during 1959-60. This number constituted about 82 percent of the total population of 2,192,900 young persons in this age group.<sup>58</sup>

The Adult Education Division is represented on the Inter-departmental Coordination Committee organized under the Presidential Assistant for Community Development (PACD).<sup>59</sup> The Bureau of Agricultural Extension and other agencies are also members of this Committee, designed to coordinate departmental activities for the common task of community education and development.

#### **The Bureau of Private Schools**

The basic principles for supervision and regulation of private education in the Philippines were expressed in Commonwealth Act No. 180,<sup>60</sup> passed in November of 1936 to revise earlier legislation. This Act converted the then existing Division of Private Schools into an Office of Private Education under a Director. In 1947 an Executive order<sup>61</sup> converted this Office into the Bureau of Private Schools, under the Director of Private Schools. By this reorganization, the functions of the Department of Education in regard to schools are performed through two coordinate centers, one for the public school system and the other for the schools, colleges, and universities under private auspices.

This appearance of uniformity, however, should not lead one to overlook the essential differences between the two agencies. The Bureau of Public Schools has charge of public institutions, built and supported for the most part from the same national budget that underwrites the expenses of the Department of Education. The Bureau of Private Schools, on behalf of the public interest, formulates and enforces regulations to govern the educational programs of a varied group of institutions, which derive

<sup>57</sup> Aldana, Brief Report . . . 1959-1960. p. 16-17.

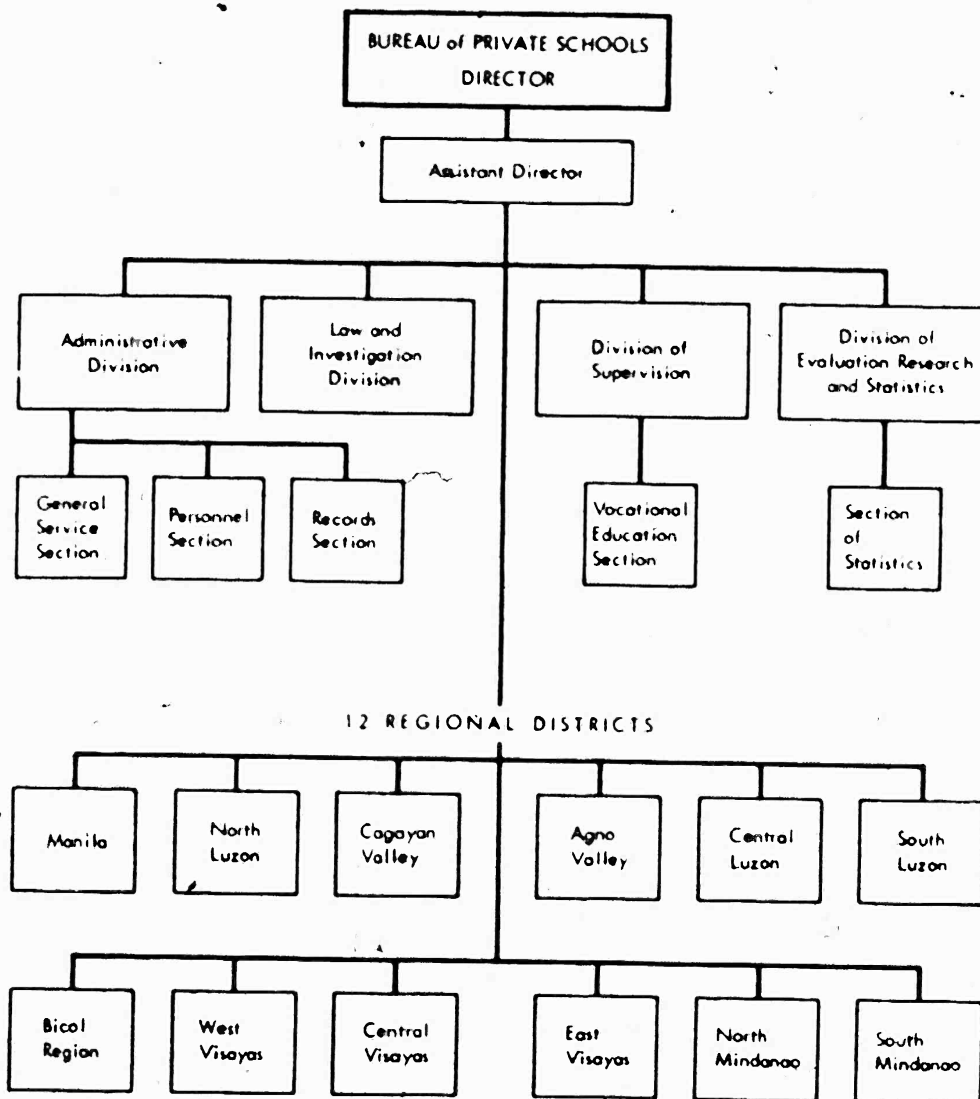
<sup>58</sup> Loc. cit.

<sup>59</sup> Ramon P. Binamira. Magsaysay Community Development Program. Manila: Community Publishers, Inc., [n.d.]. p. 16.

<sup>60</sup> Fresnoza, op. cit. p. 518-522.

<sup>61</sup> Order No. 94, of the President of the Philippines (Oct. 4, 1947). By this same order the name of the Department of Instruction was changed to the Department of Education.



Chart V.—The Bureau of Private Schools<sup>1</sup>

<sup>1</sup> Adapted from Republic of the Philippines, Department of Education, Bureau of Private Schools. *Private School Statistics: 1964-1965*. Manila: Bureau of Printing, 1965. Chart following p. 53.

their existence and support from quite different sources. Properly interpreted, the sphere of activity of the Bureau of Private Schools would seem to include such leadership functions as planning, research, consultation, coordination, public relations, and inservice education.<sup>62</sup> The central and the regional organization for these challenging tasks is illustrated on chart V. \*

In addition to the four central Divisions for Administration, Law and Investigation, Supervision and Evaluation, Research and Statistics, the fieldwork for the Bureau of Private Schools

<sup>62</sup> Erlinda Asuncion Cuison. *An Analysis of the Activities of the Bureau of Private Schools of the Department of Education of the Philippine Republic*. Bloomington, Ind.: University of Indiana, 1966. (Unpublished doctoral dissertation.). p. 251.

is covered by 12 regional district offices. One of these covers institutions in Manila City, the neighboring Province of Rizal, and, as a matter of convenience, the somewhat distant islands of Palawan and Romblon which are accessible by air and water routes to Manila. Northern Luzon includes the "Ilocos Provinces" of Abra, Ilocos Norte and Sur, and La Union. The Cagayan Valley reaches from the Province of Cagayan through Nueva Viscaya, taking in two mountain subprovinces—Apayao and Ifugao. The remainder of the Mountain Province is grouped with Nueva Ecija, Pangasinan, and Tarlac to form the Agno Valley District. Central Luzon means Bataan, Bulacan, Pampanga, and Zambales. Southern Luzon extends from Cavite through Quezon, adding Mindoro and Marinduque Islands. The remainder of Luzon is embraced in the Bicol District.

The island of Panay and the Province of Occidental Negros comprise the western Visayas; Cebu with Bohol and Oriental Negros the central; and Leyte and Samar the eastern Visayas. Northern Mindanao District takes in seven of the provinces of that island, leaving Cotabato, Davao, Sulu, and Zamboanga del Sur to southern Mindanao. The map of these districts has similarities to a language map of the islands.

The staff in the Division of Supervision includes Superintendents for Medical, Law, Dental, Pharmacy, and Nursing Schools; also Supervisors of Physical Education and Health, Libraries and Music; as well as the Section on Vocational Education. No differentiation appears in the organization chart as to elementary, secondary, or higher education. The supervision of more than 2,000 institutions of all grades and various types was carried on in 1959 by 13 regional superintendents, 11 special consultants, and 61 area supervisors. The ratio of supervisors to students was roughly 1 to 10,000.<sup>63</sup>

The operating budget of the Bureau of Private Schools for the school year 1955-56 may be summarized as follows:<sup>64</sup>

	Pesos
Services, including salaries .....	616,080
Maintenance and operation, including travel .....	233,000
Furniture and equipment .....	5,000
<b>Total</b> .....	<b>854,080</b>

By 1959-60 the expenditures of the Bureau had risen to 885,100 pesos.<sup>65</sup>

<sup>63</sup> Republic of the Philippines, Department of Education, Bureau of Private Schools. Report of the Director of Private Schools for the Calendar Year 1959. Manila: The Bureau, December 1959. (Mimeographed) p. 14-15.

<sup>64</sup> Fresnoza, op. cit. p. 410-414.

<sup>65</sup> Aldana, Brief Report . . . 1959-1960. p. 9.

The National Government assumes responsibility for the expense of supervising private education, although for a period following World War II the schools were required by Republic Act No. 74 to pay a tax of 1 percent on gross income toward the support of this program. During 1946-47 the amount collected was 257,757.30 pesos.<sup>66</sup> The Act was repealed by 1957.

As of June 1958 the Bureau list of approved schools and courses contains the names of 2,010 schools, institutes, colleges, and universities, arranged alphabetically by provinces and cities or towns.<sup>67</sup> The collegiate institutions have been rearranged alphabetically in Appendix B according to the following classification:

Universities	24
4-year colleges	200
Colleges with 2 years or more but less than 4	65
Total	289

The complexity of the task assigned to the Bureau is illustrated by the presence in the same list of 125 schools for Chinese students, supported by local Chinese communities and using the Chinese national language as the medium of instruction. Authorization is extended to these schools to offer elementary or secondary instruction on the pattern of the school system of Nationalist China. At least one such institution had permission to give a 2-year college course for teachers, but with no mention of authority to confer a degree.

The list likewise contains the names of several American schools which prepare students, largely from the families of Americans resident in the Philippines, to continue study in the United States. The American School in Pasay City, near Manila, has an 8-year elementary school and a 4-year high school. The Brent School, under the Episcopalian Mission in Baguio, carries on a similar program.

For the school year 1958-59 the Bureau has reported the distribution of enrollment, faculty, and graduates, by type of course as it is shown in table 7.

The more than 230,000 students enrolled in private colleges and universities is an impressive measure of the important place occupied by these institutions in Philippine higher education. They are likewise a major responsibility of the Bureau of Private Schools, whose supervision enters into the planning and the administration of each institution for its program of studies.

<sup>66</sup> Fresnoza, *op. cit.* p. 409.

<sup>67</sup> List of Authorized Private Schools and Courses . . . 1955-1959.

## HIGHER EDUCATION IN THE PHILIPPINES

Table 7.—Distribution of enrollment, faculty, and graduates in private schools for 1958-59, by type of course<sup>1</sup>

Type of course	Enrollment	Number of teachers	Number of graduates
Kindergarten.....	14,050	442	
Primary.....	121,381	4,844	
Intermediate.....	47,877	( <sup>2</sup> )	
Secondary.....	393,034	12,333	73,933
Collegiate.....	232,117	8,968	34,894
Special vocational.....	59,494	1,527	24,625
Total.....	868,053	28,114	

<sup>1</sup> Original table prepared by the Division of Evaluation, Research, and Statistics of the Bureau of Private Schools (mimeo.) and made available through the courtesy of the Director.

<sup>2</sup> Included in above figure.

## Collegiate Institutions

In addition to the large number of students taking college courses in private institutions of learning, some 32,000 college students are to be found in the several types of publicly supported schools or colleges, and in the University of the Philippines. The total collegiate enrollment of the Philippines for approximately the same period between 1958 and 1960 is summarized in table 8.

Table 8.—Total collegiate enrollment in the Philippines

Name or type of institution	Number of students
Private.....	1,232,117
Public:	
University of the Philippines <sup>2</sup> .....	14,589
State-supported colleges, technical <sup>3</sup> .....	4,956
State-supported colleges, teacher education <sup>3</sup> .....	4,850
Under Bureau of Public Schools <sup>4</sup> .....	6,930
Under Dep't of Defense, Baguio Military Academy <sup>5</sup> .....	300
Under Dep't of Health, Schools of Nursing (GN).....	913
Total collegiate students in public institutions.....	32,538
Grand total college students in private and public institutions.....	264,655

<sup>1</sup> See table 7 above.

<sup>2</sup> Report of the Registrar for the end of the 1st semester, 1958-59. University of the Philippines.

<sup>3</sup> U.S. International Cooperation Administration and Philippines National Economic Council, Today's Investment in Tomorrow, a condensation of observations and recommendations from a survey of Public Schools in the Philippines—1960, p. 4.

<sup>4</sup> See table 6, p. 57.

<sup>5</sup> U.S. Operations Mission to the Philippines, Education Division. The 6th Milestone: ICA and Education in the Philippines. Manila: the Mission, [1959]. p. 16.

The schools of nursing mentioned in table 8 offer 3-year programs leading to the graduate nurse (G.N.) title. Their entrance requirements generally call for a year of college study, with 5 units of zoology and 10 of chemistry, before admission to professional training. These schools are considered to be nondegree

collegiate institutions,<sup>68</sup> although they should be distinguished from the colleges of nursing which confer the B.S.N. degree at the end of a 4- or 5-year program. The schools of nursing in Government hospitals, and under the supervision of the nursing consultant in the Office of the Secretary of Health, are listed below:<sup>69</sup>

<i>Schools of nursing</i>	<i>Enrollment, 1960</i>
Baguio General Hospital, Baguio City.....	235
Occidental Negros Provincial Hospital, Bacolod City.....	127
Southern Islands Hospital, Cebu City.....	187
Quezon Memorial Hospital, Lucena, Quezon.....	218
Zamboanga General Hospital, Zamboanga City.....	146
Total enrollment.....	913

### Total Enrollment in Public and Private Institutions: Summary

A comparison of the public and private share in the several levels of education in the Philippines may be made by bringing together the comparable enrollment statistics from the foregoing tables. For practical purposes, the elementary and secondary pupils reported by the two Bureaus of Public and of Private Schools are generally considered to constitute the school enrollment for those grades.<sup>70</sup> In the collegiate field it is necessary to add to the reports from the two Bureaus the statistics of collegiate institutions under other Government departments or separate boards of control. These several totals and the corresponding percentages are summarized in table 9 and compared with total school age population in chart VI.

The public school system, for the period covered by the statistics in table 9—mainly the school year 1958–59—was responsible for over 95 percent of the elementary pupils and approximately one-third of the secondary pupils, but only 12 percent of the collegiate students. The main contribution of the institutions under private

<sup>68</sup> See: List of Authorized Private Schools and Courses . . . 1958–1959 and W. F. Dyde. A Report on Higher Education in the Philippines, a report to the Bureau of Private Schools, May 9, 1955. (Typescript) ch. 1, p. 2.

<sup>69</sup> From an inquiry conducted by Dean Jullito Sotejo, College of Nursing, University of the Philippines, August–September 1960. Information made available through the courtesy of Miss Agnes Galinas, Chairman of the Department of Nursing, Skidmore College.

<sup>70</sup> Note should be made that these statistics may not include all pupils in lower grades under the administration of public colleges and the state university. On the other hand, the schools at Welfareville, formerly under the Social Welfare Administration, were transferred to the Department of Education in 1958 by Executive Order No. 326. Aldana, Brief Report . . . 1958–1959, p. 17.

## HIGHER EDUCATION IN THE PHILIPPINES

Table 9.—Elementary, secondary, and collegiate enrollment in public and private institutions, 1958-59

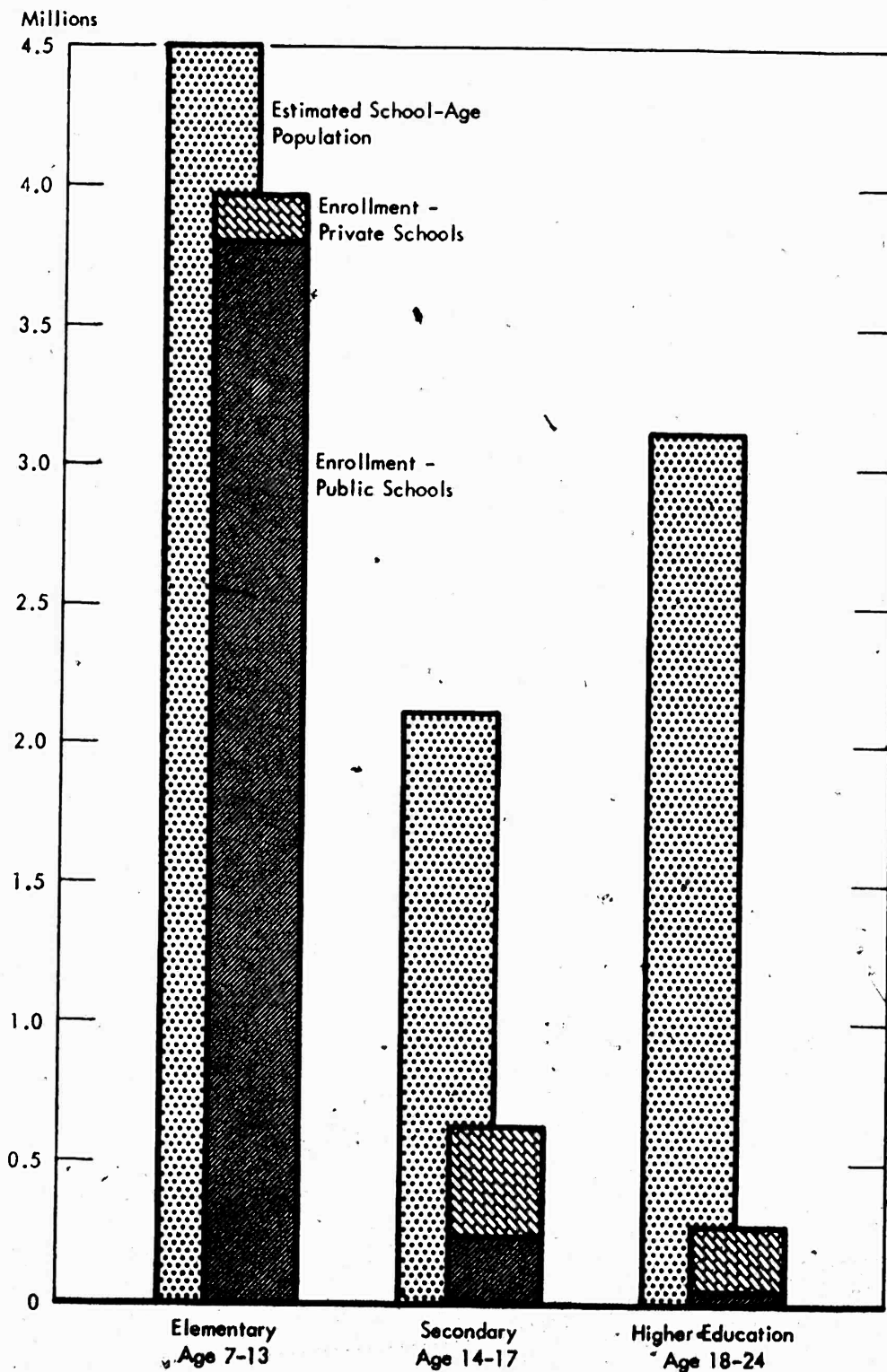
	Elementary		Secondary		Collegiate	
	Enrollment	Percent	Enrollment	Percent	Enrollment	Percent
Public .....	<sup>1</sup> 3,801,140	95.73	<sup>1</sup> 232,282	37.15	<sup>2</sup> 32,538	12.3
Private .....	<sup>3</sup> 169,358	4.27	<sup>3</sup> 393,034	62.85	<sup>2</sup> 232,117	87.7
Total .....	3,970,498	100.00	625,316	100.00	264,655	100.0

<sup>1</sup> Table 6, p. 57.<sup>2</sup> Table 8, p. 64.<sup>3</sup> Table 7, p. 64.

ownership began on the secondary level and extended through the university year, nearly 88 percent of all collegiate students being enrolled in private colleges and universities.

The influence of the public institutions, however, is much stronger than the number of students would indicate. The University of the Philippines occupies a position of leadership in the whole field of education. The same may be said of the public normal schools in their particular area of responsibility. The newer public colleges are being launched with high hopes and aspirations. Several come on the collegiate scene with long and creditable records of service as national schools. If means are found for the financial support of these new institutions they may represent an even greater force in higher education.

Chart VI.—Annual enrollment of public and private schools compared with total school population: 1958-59<sup>1</sup>



<sup>1</sup> From Republic of the Philippines, Department of Education, Bureau of Public Schools, Research and Evaluation Division. 1959 Statistical Bulletin. Manila: the Bureau, [n.d.] (Mimographed) p. 11 and Table 9 on opposite page.

## CHAPTER IV

### Higher Education: The Public Institutions

**F**IRST PLACE in any discussion of higher education under Government auspices in the Philippines must be given to the state university, the University of the Philippines (UP). It is also necessary to recognize the presence of new public colleges, created in recent years by a series of legislative enactments, and likewise of the collegiate schools which offer postsecondary courses under the Bureau of Public Schools. These latter two types of institutions, and their common programs in several major professional fields, will be considered in later sections of this chapter.

#### The University of the Philippines

The approval by the Philippine Legislature on June 18, 1908, of Act No. 1870 meant for the Filipino people the realization of their dream of a state institution of higher learning free from clerical control.<sup>1</sup> This act with subsequent amendments became the charter of the University of the Philippines, organized "to provide advanced instruction in literature, philosophy, the sciences and arts, and to give professional and technical training."<sup>2</sup>

#### The Component Parts

Several existing colleges were incorporated into the new institution as it took form within the city of Manila. One of these, the Junior College of Liberal Arts had its beginning as early as 1904 when the Philippine Normal School accepted certain students for what soon became a 2-year A.B. curriculum. In 1910 the junior college was closed and the students transferred to be the nucleus of the newly organized College of Liberal Arts of the university. The Medical College, which had been established in

<sup>1</sup> Encarnacion Alzona. *History of Education in the Philippines, 1565-1930*. Manila: University of the Philippines Press, 1932. p. 272.

<sup>2</sup> University of the Philippines. *Catalogue, 1958-1959*. p. 2.



1907 as the "Philippine Medical School," was likewise united with the state university in 1910, moving from its original site to the location it still occupies on Herran Street near the Philippine General Hospital in the Ermita district of Manila City.<sup>3</sup>

In June 1909, the College of Agriculture, the first unit to be organized directly under the university charter, was opened in a rural setting near the town of Los Baños in Laguna Province, some 40 miles southeast of Manila. Situated near the shore of an inland lake, on a campus planted with such skill and care as to be a veritable arboretum, the agricultural campus enjoys an unusually beautiful setting. The College of Forestry was opened a few years later in nearby Mount Makiling National Botanic Garden. Originally a division of Agriculture, it eventually assumed a separate identity. The Veterinary College had its beginnings in Manila, was transferred to Los Baños in 1919, and is presently located on the main university campus at Diliman in Quezon City.

Additional colleges were created as the need became evident and funds were made available. The order of accession for the other components of the institution as it exists today is as follows: School of Fine Arts and Architecture (1909); College of Engineering (1910); College of Law (1911); College of Pharmacy (1911); College of Education (1913); College of Dentistry (1915); School of Nursing (1916); College of Forestry (1916); University High School (1916); Conservatory of Music (1916); Summer Institute (1924); Institute of Hygiene (1927); Business Administration (1929); Rural High School at Los Baños (1929); University Elementary School (1936); Postgraduate School of Medicine (1940); Iloilo Junior College (1947); College of Nursing (1948); Graduate School (1950); Extension Division, Manila (1951); Institute of Public Administration (1952); University Preparatory High School (1954); Statistical Center (1953); Extension Division, Clark Air Base (1953); Labor Education Center (1954); Institute of Asian Studies (1955); Institute of Economic Development and Research (1957); and College of Fisheries (1958).<sup>4</sup>

<sup>3</sup> Alzona, *op. cit.* p. 302 and 316.

<sup>4</sup> Information mainly from *The University of the Philippines in Its Second Half-Century*. Quezon City: Office of Information and Alumni Relations, University of the Philippines, 1958. Dates for the Schools of Nursing and Business Administration from Antonio Ladró, *The Philippine Educational System*. Manila: Bookman, Inc., 1949. p. 205-06.

### Campus Development

By 1938 the main university was established in a compact and well-built campus on Taft Avenue and Padre Faura in the heart of Manila, but the inadequacy of the 10-hectare lot (about 25 acres) for future expansion was also becoming apparent. A survey recommended a transfer of the university to the rolling plains outside of the metropolis, near the area destined to be the future capital. The area was named Quezon City after Manuel Quezon, President of the Commonwealth, whose vision and energy did much to make the dream a reality. Under his urging, Commonwealth Act No. 442 in 1939 provided over 17 million pesos for the transfer of the campus. Land had been secured in the new location and the construction of the first building was well underway when the war in the Pacific put an abrupt stop to further progress.

The Japanese Army occupied a large part of the Manila campus soon after their entry into the city. The few university units continuing to operate were crowded into the buildings of the Philippine General Hospital and the College of Medicine.<sup>5</sup> The property used by the Army suffered through neglect and misuse, but this damage was overshadowed by the devastation wrought during the final Battle of Manila.

Classes were reopened during 1945-46 in the shell-torn ruins of the old campus. The move to Quezon City acquired new urgency, and was accomplished in December 1948. The American Army, which in the meantime had encamped on the new site, bequeathed to the university 200 structures of various sizes which helped in the immediate need for housing. A grant of 13 million pesos was received from the U.S. Philippine War Damage Commission, and a new and spacious campus began to take form. Planned by Filipino architects, it promises to fulfill the vision of the 1939 National Assembly that the buildings and grounds "should be expressive of the culture, characteristics, and ideals of the Philippine nation."<sup>6</sup> The new campus, comprising 1,000 acres is located about 9 miles northeast of downtown Manila in the Diliman section of Quezon City. The present value of the entire plant in the new location is reported to be 28 million pesos.

The Colleges of Medicine and Dentistry with the General Hospital and the School of Nursing continue to use the old Ermita campus in Manila. The Manila Extension Unit, the Statistical

<sup>5</sup> *Resurgence of the University*. Manila: University of the Philippines, 1948. p. 6.

<sup>6</sup> Joseph R. Hayden. *The Philippines: A Study in National Development*. New York: Macmillan Co., 1942. p. 547.

Table 10.—University of the Philippines: Enrollment by college or school, 1958-60<sup>1</sup>

School or college	2d semester, 1958-59	1st semester, 1959-60	2d semester, 1959-60
<b>Collegiate:</b>			
Agriculture	2,196	1,980	1,651
Business Administration	319	333	340
Dentistry	45	42	41
Education	393	378	329
Engineering	1,219	1,328	1,180
Extension Division:			
Manila unit	421	469	478
Clark Air Base	267	295	339
Fine Arts and Architecture	157	211	193
Fisheries	68	122	75
Forestry	376	355	331
Graduate School:			
Quezon City unit	181	214	194
Manila unit	204	246	180
Clark Air Base	9	3	5
Los Baños	57	56	57
Institute of Public Administration	61	59	49
Statistical Center	150	134	134
Hygiene	107	122	119
Iloilo Upper Division	215	269	240
Law:			
Quezon City unit	445	446	398
Manila unit	156	182	147
Liberal Arts	3,327	4,057	3,622
Medicine	513	563	559
Conservatory of Music	205	178	163
College of Nursing	162	168	171
School of Nursing	370	354	350
Pharmacy	156	165	145
Institute of Public Administration	54	54	55
Veterinary Medicine	413	405	379
Subtotal I	12,246	13,188	11,924
<b>Noncollegiate:</b>			
Iloilo Lower Division	171	201	195
University High	715	768	755
Preparatory High	368	418	402
Rural High	206	242	232
Elementary	879	801	855
Nursery	4	5	6
Subtotal II	2,343	2,495	2,445
Grand total	14,589	15,683	14,369

<sup>1</sup>Information to the author from the Office of the Registrar, University of the Philippines (March 2, 1960).

Center, one unit of the Law College, the Institute of Public Administration, the Labor Education Center, the reorganized College of Fisheries, and several of the noncollegiate schools are also in Manila.

The campus of over 600 acres for Agriculture, Veterinary Science, and Forestry at Los Baños, with the attached Rural High School, likewise suffered grave damage during the war, but has been thoroughly rehabilitated. American ICA aid and a Cornell University contract have furnished strength for a considerable expansion of program.

The Iloilo branch is the only remaining member of what was once a system of three regional 2-year colleges, the other former

centers being at Vigan in the north and Cebu City.<sup>7</sup> The junior college at Iloilo now offers a 4-year program, the first 2 years of which are on the secondary level and preparatory in nature.

The Extension Division in Manila carries on a program of college evening classes. A second unit at Clark Air Base in Pampanga was provided to serve personnel of the 13th Air Force.

### Enrollment by Units

Enrollment figures for the 28 collegiate and the 6 noncollegiate units of the university during three consecutive semesters in 1958-60 are shown in table 10.

### Degrees Granted

During the half century of its existence the University of the Philippines has granted 75 different types of degrees or certificates to a total of 27,897 graduates. The first commencement was considered to be in the year the institution was opened, when eight students of the already existing Medical School received their M.D. degree. The first diplomas in agriculture and several honorary degrees were given in 1911 and 1912. The number of certificates or degrees granted during each decade is

Table 11.—Number and percent of graduates of the University of the Philippines for 1909-59 grouped by fields of study

Field of study	Number of graduates	Percent
Teacher education	5,088	18.24
Agriculture	3,651	13.09
Liberal arts	3,338	11.97
Medicine and hygiene	3,234	11.59
Law	2,543	9.12
Engineering	2,444	8.76
Business and administration	1,712	6.14
Pharmacy	1,596	5.72
Science	1,006	3.61
Home economics	729	2.61
Dentistry	506	1.81
Applied science	506	1.81
Veterinary medicine	414	1.48
Forestry	389	1.39
Nursing (B.N. and B.S.N.)	255	.91
Applied arts	240	.86
Music and fine arts	197	.71
Fisheries	18	.06
Honorary degrees (LL.D. and D.Sc.)	31	.11
Total	27,897	99.99

<sup>1</sup> Includes commerce, business administration, government, public administration, industrial management, and statistics.

<sup>2</sup> Includes B.S. in chemistry, in industrial chemistry, and in geology.

<sup>3</sup> Includes degrees in foreign service, library science, and social welfare.

<sup>7</sup> Recent information indicates that a branch of the university may be opened in Baguio City in 1961.

shown in appendix A and is summarized by fields of study in table 11.

All levels of degrees, and certificates of various kinds, from the list shown in appendix A have been brought together in table 11 by fields of study. The law group in this table is composed largely of the 2,462 LL.B. degrees. The D.V.M. is itemized separately as veterinary medicine. Dentistry includes both the D.D.S. of 1919-32 and the present D.D.M. The bachelor of nursing (B.N.) appears in the original data of graduates for the years 1951 through 1957.

### The University Program

In the main university the "anchor" College of Law, along with the College of Medicine, has maintained a steady position through the years, in line with the esteem which the corresponding professions enjoy in the Philippines. Two units of law are presently in operation, at Manila and at Quezon City. The B.S. in jurisprudence, and the allied field of public administration, are recent developments.

The enrollment in medicine has been held to between 500 and 600 students, the graduates for the last 3 decades averaging about 75 a year. Between 1914 and 1920 a Graduate School of Tropical Medicine conferred 12 postgraduate degrees in that field and one in public health. It was succeeded in 1927 by the Institute of Hygiene, which grants a Certificate in Public Health to physicians who complete specialized training for such service.<sup>8</sup> In 1955 the institute program was opened to nurses.

The original training for nurses was a 3-year program, centered in the Philippine General Hospital under the College of Medicine and leading to the graduate nurse title. Beginning with 1937 the degree of bachelor of science in nursing was conferred upon graduates of the college course. In 1959 there were 350 students in the School of Nursing and 171 in the College of Nursing, which 3 years earlier had started a graduate program to prepare clinical teachers and administrators.

Of other programs related to medicine, the School of Pharmacy began by offering the designation of "graduate in pharmacy" for the completion of a 3-year curriculum. In 1921 this was changed to "pharmaceutical chemist." After 1930 these degrees were replaced by the 4-year B.S. in pharmacy, currently a 5-year course. The B.S. in industrial pharmacy is a recent addition. The first

<sup>8</sup> *Albana*, op. cit. p. 306, 311.

dental degree was doctor of dental surgery. Originally a 4-year curriculum, it was reduced to 3 years in 1923, and the doctor of dental medicine offered for 4 years of college work. The D.D.S. program reached a peak in 1928-29, but was replaced by the D.D.M. after the reorganization of the school in 1931 and later.<sup>9</sup>

The largest single group of graduates through the years has been the 4,526 men and women who have received the degree of bachelor of science in education. In his inaugural address, the first president of the university stated that the preparation of high school teachers is one of the purposes to be served by the institution.<sup>10</sup> Until recently this task has dominated the College of Education. The overwhelming popularity of the B.S.E. degree in both public and private schools of the Philippines doubtless owes much to the leadership of the University College of Education. Given originally upon completion of a 3-year curriculum, the B.S.E. eventually replaced the bachelor of education as a 4-year degree. For some years the bachelor of pedagogy degree was bestowed upon 2-year graduates of the Philippine Normal School who had completed the 4-year course at the university.

The existence in 1959 of many other institutions offering preparation for high school teaching has called forth a suggestion that the unique contribution of the state university should be (1) emphasis upon quality; (2) planning and correlating new types of inservice education for secondary teachers already in the profession; (3) preparation of administrators, supervisors, and specialists; and (4) research.<sup>11</sup> The ICA program in the Philippines has helped the College of Education to establish a curriculum laboratory and library, and an audiovisual center. The work of the College has been strengthened through a contract with Stanford University.

The elementary and secondary schools attached to the university, following the usual pattern in the Philippines, doubtless serve the dual purpose of providing schooling for the children of faculty and other resident constituents, and also of furnishing practice-teaching facilities for students of education. A recent experiment at the university is attempting to broaden and to vitalize student practice by a cooperative arrangement with off-campus schools.<sup>12</sup>

<sup>9</sup> *Ibid.* p. 309.

<sup>10</sup> *Ibid.* p. 322.

<sup>11</sup> U.S. Operations Mission to the Philippines, Education Division. *The 6th Milestone: ICA and Education in the Philippines*. Manila: The Mission, [1959]. p. 234.

<sup>12</sup> *Ibid.* p. 234-35.

Other recent developments have included a training program for science teachers, inaugurated with assistance from the National Economic Council, the International Cooperation Administration, the National Science Development Board, and the Colombo Plan. An Institute of Language Teaching has been organized to increase the efficiency of language teaching in the face of the demands of the multilingual situation in the Philippines.

The largest college in point of numbers is Liberal Arts, which claimed approximately one-fourth of all students for the three semesters represented in table 10. Although a distinct and separate entity, Liberal Arts to a large degree has been a service college for the whole institution, much of its work being done to meet the needs of other schools and colleges.

The programs of study, as set forth in the liberal arts catalog for 1956-57, were designed to afford a broad cultural foundation leading to the degrees of bachelor of arts, bachelor of science, and bachelor of science in foreign service (B.S.F.S.). Also offered were 4- and 5-year courses in chemistry, leading to the degrees of B.S., major in chemistry, and B.S. in chemistry, respectively; and 4-year programs in geology and in library science. Among preparatory courses of study under the College of Liberal Arts were the 2 years then required for entrance into law, dentistry, and hygiene; 3 years for medicine; and the first 2 years of education, business administration, and public administration; the 1 year for nursing, and a combined 4-year arts-law curriculum. The pressure of complex social problems following the war has led to a new interest in sociology<sup>13</sup> and the establishment of a social welfare section. The departmental lineup in 1956 was under 16 headings, as follows: Anthropology, botany, chemistry, English, geology and geography, history, library science, mathematics, modern languages, oriental languages, philosophy, physics, political science, sociology and social welfare, Spanish, and zoology.

In May of 1960 the University Council and Board of Regents approved a 2-year program of general education for all students of the university. Back of this change is a growing concern by Filipino leadership, a concern given eloquent expression by the incoming president of the university in 1958:

But it is precisely because our need for specialization is great that we should promote and encourage general liberal education with zeal and

<sup>13</sup> A product of this interest was the text *Sociology in the Philippine Setting* by Chester L. Hunt, Richard W. Collier, Socorro C. Espiritu, John E. de Young, and Severino F. Corpus. Manila: Alemar's, 1954.

determination as a counterbalancing force for the maintenance and development of a well-ordered society."

For the administration of the new program the former College of Liberal Arts has been divided into two parts, the first 2 years becoming the University College, and the last 2 years the College of Arts and Sciences.

In line with this same philosophy is a recent statement that the new curriculum in business administration "provides a liberal education basis to students preparing for executive positions or for opportunities as independent entrepreneurs."<sup>15</sup> The teaching of economics is being improved by a course on theories and patterns of economic development in various countries with special reference to Philippine conditions.

The Statistical Center in Manila was opened in 1953 in cooperation with the Philippine Government and the United Nations Technical Assistance Administration in the Philippines to help fill an urgent need felt by both government and business. The center provides inservice training in basic theory and practical methods for personnel of Government agencies and private enterprises. Graduate facilities have been developed to the point that the M.A. and M.S. degrees can be conferred in the field of statistics. Another response to the demands of an expanding and independent nation was the Institute of Public Administration, organized under a contract with the University of Michigan in 1952 and integrated into the University of the Philippines 4 years later.

The Labor Education Center, a joint project of the U.S. International Cooperation Administration and the National Economic Council of the Philippines, was organized in 1954, aided by consultants from the University of Connecticut, with the purpose of training personnel for the emerging labor movement. It is characteristic of the present mood in the Philippines that the task of the center has come to be viewed in regional as well as in national perspective. A report in 1959 by the center's director, returning from a tour of Southeast Asia, expressed the conviction that the Asian program of the center would help to "meet a critical need in Asia for effective and dedicated trade union leaders and train union educators who can be expected to play a vital role in developing a program of workers education."<sup>16</sup>

<sup>15</sup> Vicente G. Sinco, president, University of the Philippines. Inaugural address (June 18, 1953). *The University and its Mission. In Education in Philippine Society*. Quezon City: U.P. Publications Office, 1959. p. 9.

<sup>16</sup> *The University of the Philippines in Its Second Half-Century*. p. 7.

<sup>17</sup> Support of S.E.A. Program Pointed Out by LEC Director. An account of the report of Director Cicerio D. Calderon to President Vicente Sinco of the University of the Philippines. *LEC Workers' Education Bulletin* (Manila) 5:7, July-August 1959.



The purpose of the Institute of Asian Studies, established in 1955-56, was set forth by the late President Ramon Magsaysay in a letter to the president of the university expressing an earnest desire that such a center would—

... make our highest institution of learning the common ground in which to bring together scholars and students in Asia to develop among themselves a spirit of stronger kinship, mutual helpfulness and solidarity, and render it fit to serve as a rallying point in the joint endeavors of all Asians to preserve and advance their common cultural heritage."

In collaboration with other university departments the institute plans to offer (1) a basic general education program about Asian peoples and cultures; (2) an undergraduate major in Asian studies on an interdisciplinary basis; (3) a departmental master's degree; and (4) a teacher education program. The development of scholarly competence is to be forwarded by fellowships, field work, and research. The program includes the three regions of Southeast Asia, East Asia, and South Asia with emphasis on the first.

The Institute of Economic Development likewise drew its original inspiration from President Magsaysay, who set forth the idea in his state of the nation address in January 1956. The institute was organized the following school year by authorization of the university regents.

Engineering was one of the pioneer units of the university, the first degree of B.S. in engineering having been bestowed upon three graduates in 1914. If the graduates from the 9 lines of engineering specialization shown in table 10 are added together, the total will be 2,420, a number comparable to the total for graduates in law. Financial assistance to the extent of \$1 million from the U.S. International Cooperation Administration and the Philippine National Economic Council for equipment has completed the rehabilitation of war losses to the point where the laboratory facilities can be said to "compare favorably with technical schools in all parts of the world."<sup>17</sup> A similar claim is made for competence of instruction, faculty development having been aided through advanced study abroad by 23 college teachers, and the temporary services of 9 American technical assistants.

The School of Fine Arts was opened in 1909 and the Conservatory of Music in 1916. The service given to numerous students in training has been extensive. As early as 1923 the School of Fine Arts enrolled 1,179 students, although the number declined

<sup>17</sup> Larawan, Series 1: No. 14, p. 1.

<sup>18</sup> USOM/Philippines, Education Division, op. cit. p. 248.

after fees were charged. For the period from founding through 1959 (see table 11 on p. 72), a total of 124 students have received the degree of bachelor of fine arts, and 73 the degree of bachelor of music. Of no small significance has been the influence of these two units upon the general cultural life of the whole campus and upon the nation.

The university is fully coeducational. The ratio of men to women students was approximately 7:5 in 1953-54.<sup>19</sup> Women were enrolled in every college, including one girl in forestry. They made up a third of the medical classes, two-thirds of those in dentistry, and numbered 591 out of the 628 students in education and all but 12 of the 285 in pharmacy. The B.S. in home economics was first given in 1927 and the number of graduates receiving this degree has increased manyfold in the last decade as shown by table 11. At Los Baños, where women numbered 226 out of 1,719 students in 1953, a 4-year curriculum has been opened in home technology which has claimed 136 graduates during the past 10 years.

In September 1952 the first team of five Cornell professors arrived at the College of Agriculture campus at Los Baños to assist in the rehabilitation of the College of Agriculture, under a contract with what is now the U.S. International Cooperation Administration, working with the Philippine National Economic Council. Special attention has been given to strengthening the experiment station and the research program, and to facilitating contacts with farmers and agricultural workers in the field. The number of degrees in agriculture increased to 1,809 in the period 1950-59, or over half of the total for the 50 years of the existence of the college.<sup>20</sup>

Research facilities of the university have been enlarged by a Forest Products Research Institute at the College of Forestry. To assist industry in general the university has also established an Industrial Research Center where technological problems may be studied and tests made of materials, for Government agencies or for private enterprises.

An examination of the list of degrees in appendix A reveals that graduate work has been carried on since the earliest years of the university, the M.S. in civil engineering having been conferred upon eight candidates in the first decade. A summary of

<sup>19</sup> The total enrollment according to the report of the registrar for 1953-54 was 12,867. Of this total 7,453 were male students and 5,414 were female students.

<sup>20</sup> A more detailed description of the college program will be found in the section on "Collegiate Agriculture" in this same chapter.

Table 12.—University of the Philippines: advanced degrees, 1909-59

Degrees	Number
Medical and public health:	
Doctor of medicine	2,644
Master of public health	32
Doctor of tropical medicine	12
Doctor of public health	1
Total, medicine and public health (9.64 percent of all degrees)	2,689
Other graduate degrees:	
M.A.	380
M.S.	229
Master of public administration	70
Master of education or pedagogy	67
Master of industrial management	63
Master of laws	34
Master of engineering	124
M.A. or M.S. in statistics	14
Doctor of philosophy (Ph.D.)	2
M.A. in social welfare	2
M.A. in home economics	1
Total (3.18 percent of total degrees)	886
Grand total, master's and doctor's degrees (12.82 percent of total of 27,897 degrees)	3,575

<sup>1</sup> Includes M.S. in civil and in mechanical engineering, and master of (civil) engineering and of public health engineering.

earned degrees above the A.B. or B.S. level appears in table 12. The largest single group is in medicine and public health, including those receiving the master of public health degree. Graduate degrees in other fields amount to 3.18 percent of the total list. Except for a Ph.D.<sup>21</sup> degree conferred in 1954 and another in 1957, this work has been on the master's level, 884 graduates receiving 15 different M.A. or similar degrees in fields other than public health during the five decades. A number of new specialties, including statistics and social welfare, have appeared since 1950.

The university library system by 1941 consisted of 17 units, 13 of these being separate college branches. The contents, including 147,000 volumes and other valuable collections, suffered almost total loss during the Battle of Manila, except for some 3,000 books in the hands of borrowers.<sup>22</sup> By the end of May 1950 the processes of donation, purchase, deposit and exchange had restored the holdings to a total of 116,757 volumes; 19,525 pamphlets; and 199,204 issues of serials; as well as a varied collection of theses, manuscripts, microfilms, pictures, and the like.<sup>23</sup> The catalog for 1958-59 puts the number of library volumes at 213,278 for the entire university. Of this total, 194,316 volumes

<sup>21</sup> The general university catalog for 1958-59 announces that the requirements for the Ph. D. candidate include 3 years of resident study and a reading knowledge of French and German, one substitution being permitted for either language.

<sup>22</sup> Resurgence of the University, p. 7.

<sup>23</sup> University of the Philippines. Thirty-seventh Annual Report of the President, for the Academic Year June 1, 1949-May 31, 1950. Quezon City: the University, 1951. p. 31.

were at the Quezon City site. An acquisition of special interest was the Joseph Ralston Hayden Memorial Library which in May 1953 numbered 89,276 volumes; 21,870 pamphlets or public documents, and other items. A recent study has made the suggestion that a "National Scholarly Library for the Philippines" be established, and placed under the control of the university.<sup>24</sup>

### Organization and Administration

The governing body of the university is the Board of Regents, made up of five ex officio members and seven members appointed by the President of the Philippines. The Secretary of Education is designated as chairman of the board. Other ex officio members are the heads of the Educational Committees of the Senate and of the House, the Director of Public Schools, and the president of the university. The charter also provides for a Board of Visitors, to consist of the President of the Philippines, the President of the Senate, and the Speaker of the House.

Among the corporate powers exercised by the regents is the election of a university president. The first incumbent of this office (1911-15) was an American, Dr. Murray Bartlett. Succeeding heads of the institution were all Filipino citizens, except for President Guy Potter Benton (1921-23). The wartime president was Dr. Bienvenido M. Gonzalez, who came to the position in 1939 from the deanship of the College of Agriculture and who carried the institution through the strains of rehabilitation and the transfer to the new campus. The incumbent at the time of this writing is Dr. Vicente G. Sinco, formerly dean of the College of Law.

The university president is assisted by an executive vice president and a vice president for academic affairs. A university secretary is appointed by the regents and meets with that body. The founding act made provision for a University Council to deal with internal administration and to be made up of the president with all instructors of assistant, associate and full professorial rank. The University Student Council had its origin in 1924. A student paper, now the *Philippine Collegian*, had made its appearance 7 years earlier than the council.

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<sup>24</sup> R. C. Swank. *The Libraries of the Universities of the Philippines: A report with Recommendations*, 1954. Cited in John A. Hannah *et al.*, *A Study of the University of the Philippines (Report to the Board of Regents, Quezon City, 1958)*. Hereinafter referred to as the Hannah Report.

**Finances**

The source of funds for university operation, exclusive of the Philippine General Hospital, is summarized below as of 1956-57:<sup>25</sup>

	<i>Pesos</i>
Government grant .....	4,919,808.00
University earnings .....	5,181,725.56
Total .....	10,101,533.56

About 40 percent of the budget was derived from fees and tuition. The interested public and alumni furnish contributions for scholarships and special projects. A major alumni donation after 1946 was the carillon which is a prominent feature of the new campus.

The university has secured a land grant of 10,000 hectares, or nearly 25,000 acres, on the fertile island of Basilan off the tip of the Zamboanga Peninsula in Mindanao. This land is being planted to rubber, coconuts, abaca, and similar plantation crops, and it is hoped that eventually the undertaking will provide the university with a much-needed endowment. In the meantime the institution finds difficulty in meeting operating costs, a problem which is especially acute in the maintenance of faculty salaries.

**Evaluation and Survey**

Justice Malcolm is authority for the estimate in 1951 that graduates of the University of the Philippines held 60 percent of the country's positions of leadership.<sup>26</sup> Two years earlier the Joint Congressional Committee on Education had expressed the conviction that the university had maintained its leadership among sister schools in the Philippines, differing from the private colleges and universities in its policy of restricted enrollment and higher admission standards and attempting to meet the obligation expressed by President Manuel Roxas, to "set the standard of academic proficiency for all other colleges and universities to follow."

The committee felt, however, that scholarship grants should be increased. It expressed concern about the increasing degree of student delinquency in meeting the academic standards, a situation for which inadequate preparation of students may have been a principal cause.

<sup>25</sup> The Hannah Report.

<sup>26</sup> George A. Malcolm. *First Malayan Republic: The Story of the Philippines*. Boston: Christopher Publishing House, 1951. p. 401.

The university administration received commendation from the committee for its determined effort to build up a permanent and competent faculty, especially in view of the setbacks of the war period. At the time of the committee's report in 1949, 58.47 percent of the faculty had the equivalent of either the doctorate or the master's degree. The median length of service was 10 years. It was noted, however, that many teachers were approaching the retirement age, but that no satisfactory system of retirement allowances had been devised. The lack of retirement provisions was only one aspect of a central problem, that of inadequate financial support.

In response to a request made through the ICA by the university authorities, a study was carried out during the first quarter of 1958 to determine the role which the institution should play during the next 10 years "to meet the needs of Philippine society and the demands of expanding scientific, technological, and cultural developments." The survey team consisted of four distinguished American educators, Dr. John A. Hannah, president of Michigan State University; Dr. Floyd W. Reeves; Dr. William T. Middlebrook, vice president for business administration at the University of Minnesota; and Dr. Thomas H. Hamilton, vice president for academic affairs of Michigan State University.

In view of the inadequate support for the state university the survey group found themselves critical of the trend in the Philippines to multiply other public colleges. The recommendation followed that all public degree-granting institutions be placed under either the Bureau of Public Schools or the University of the Philippines Board of Regents. Graduate work should be centered at the University, but done in cooperation with the other institutions.

Turning to the university program, the survey team found the technical and professional curriculums overloaded with specialized courses. Furthermore, the University of the Philippines was suffering from what the survey group saw as "the worldwide sickness of universities": too many courses were being offered. During the second semester of 1957-58 the survey revealed that 32 percent of the classes taught in the first 2 years had only 20 or fewer students. For upper classes 47 percent had no more than 20 students and nearly 10 percent had 5 or less students. It was recommended that the faculties review curriculums and try to reduce the number of courses by 25-30 percent; using the savings to increase salaries.

Whatever the source of funds, it was held that an increase of 30 percent should be made in the salary budget. At the same

time, outside employment of teachers and pay for overtime within the institution should be discontinued. This proposal would require another million pesos for salaries. Additional funds were also needed for research and for plant upkeep.

Noting that "agriculture, including forestry and fisheries, is likely to remain for many years the primary base of Philippine economy," and drawing upon the American experience where the distinctive contribution of the universities had been "in the role of emphasizing the use of scholarship at the highest level to solve the problems of living people," the visiting educators envisaged a solid development of basic and applied research in agriculture under the university auspices. It seemed to them that the national system of agricultural extension would do well to adopt the American pattern of being directly under the university College of Agriculture. It was also recommended that a general program of noncredit courses for adults be organized under a dean of extension. Research, extension, and resident teaching should be closely related.

The question of entrance requirements was viewed against the background of three possible types of postsecondary education:

- A. Preparation of technicians and subprofessional workers, requiring less than 4 years after high school.
- B. Four-year curriculums for elementary teachers, businessmen, engineers, and members of similar professions.
- C. Education of the very highest intellectual order for future scientists, scholars, and members of the more specialized and demanding professions.

It was pointed out that if the university were to confine itself to serving the third group, a system of difficult and highly selective entrance examinations should logically follow. If the policy decision favored attempting to meet the needs of all three groups, the answer would lie along lines of moderate entrance requirements and postentrance guidance.

At the time of the survey the entrance requirements, except for law and medicine, consisted of graduation from a standard high school, preference being given to applicants with an average grade of no less than B, or 85 percent. Entrants were required to submit a record of having completed 16 secondary units, distributed as follows: English, 5; social science, 2; mathematics,  $1\frac{1}{2}$ ; natural science, 2; and electives,  $5\frac{1}{2}$ .

An analysis of the homes of women students then enrolled at the university indicated that 43 percent had fathers of profes-

sional or managerial status. Only 21½ percent came from the families of laborers, skilled or unskilled, although good college material doubtless could be found in such homes. It was pointed out that studies made in the United States had revealed "little correlation between economic status of the family and the potential ability of the children." To use to the utmost the intellectual resources of the Filipino people, encouragement should be given to students from all classes of society, and scholarships and loan funds increased. The survey team also favored a compulsory testing program, and a special effort to enable superior students to move rapidly toward attaining their maximum potential. Student personnel services should be drawn together and coordinated.

Although from 50 to 60 percent of the entering students remained to graduate, slightly less than 30 percent did so in the specified length of time and 68 percent took longer. These observations were in line with the realization among educators generally that the average student in the Philippines, entering college with only 10 years of preparation, can scarcely be expected to handle standard college work satisfactorily without further preparation.

Viewing the Philippines against the need for the free countries of southeast Asia to join hands in a common endeavor to preserve democracy, freedom, and independence, the author of a recent ICA report on education<sup>27</sup> foresaw a dual role for the University of the Philippines. There would still rest upon this institution responsibility for "developing the men and women who are to become the national leaders in the professional, governmental, economic, and cultural affairs in the Philippine Republic." Beyond national boundaries the university was finding a new and challenging opportunity to "promote regional solidarity and understanding" and to make its specialized training programs available to students from sister nations.

### Public Colleges

In the period from 1950 to 1960, several schools formerly under the Bureau of Public Schools were accorded full college status by special acts of Congress, and placed under the jurisdiction of separate boards of trustees. The same process brought into being an entirely new technical institute of college grade on the island of Mindanao. Legislative approval has been given for the founding of a regional university, the University of Mindanao,

<sup>27</sup> USOM/Philippines, Education Division, op. cit. p. 231.



but this is not yet in operation. The seven public colleges reported to be functioning in 1959-60 were:

1. Central Luzon Agricultural College (CLAC),  
Muñoz, Nueva Ecija.
2. Mindanao Agricultural College (MAC),  
Musuan, Bukidnon.
3. Mindanao Institute of Technology (MIT),  
Kabacan, Cotabato.
4. Philippine College of Arts and Trades (PCAT),  
Manila.
5. Philippine College of Commerce (PCC),  
Manila.
6. Philippine Normal College (PCN),  
Manila.
7. Samar Institute of Technology (SIT).

Originally most of these institutions were specialized units of the public school system, designed for vocational instruction or for the preparation of teachers. The trend has been for such schools to move from the secondary to the junior college level and eventually to full college status, usually at the same time maintaining their departments of lower grade. A close relationship exists between the work of schools which have become public colleges and the collegiate courses taught in the same professional fields under the Bureau of Public Schools.

Two exceptions are to be noted to the above generalizations: the College of Commerce has no exact counterpart in the Bureau system, and the Mindanao Institute of Technology was formed as an entirely new organization. Separate descriptions of these two institutions are given below.

#### **Philippine College of Commerce**

Founded in 1904 as the Manila Business School, the subsequent Philippine School of Commerce became a college in 1952 by Republic Act No. 778. It has the obligation to "provide higher vocational, professional, and technical instruction and training in business education and commerce; and for special purposes, to promote research, advanced studies, and progressive leadership in the field of business education and commerce."<sup>28</sup>

The college in 1957 was reported<sup>29</sup> to be offering the following programs:

<sup>28</sup> Section 2, Republic Act No. 778.

<sup>29</sup> Florencio P. Fresnoza. *Essentials of the Philippine Educational System*. Manila: Abiva Publishing House, 1957. p. 147-48.

1. A 1-year vocational commercial curriculum.
2. Two-year curriculums leading to the title of associate in business administration, or in commerce in (a) bookkeeping and accounting; (b) secretarial work; (c) retail merchandising; (d) commerce and business education.
3. Four-year curriculums, with a number of major and minor choices, leading to the degrees of B.S. in business education and the B.S. in commerce.
4. Five-year programs leading to the M.A. in business education or the M.A. in commerce.

### **Mindanao Institute of Technology**

Authorization was given by Republic Act No. 763, approved June 20, 1952, for a vocational college to be known as the Mindanao Institute of Technology, offering "not only elementary, secondary general, secondary vocational, and normal courses of instruction but also collegiate agricultural and industrial courses leading to bachelor's degrees." It was furthermore stipulated that the institute would make opportunities for manual labor available to self-supporting students.<sup>30</sup> Located in Cotabato Province, the undertaking is one of special interest to the educational leaders of the Philippine Moslems (Moros) in that region.

As a physical base for the enterprise the Government turned over a 400-acre rubber plantation, established in 1935 and taken over by the Philippine Government after the Japanese occupation.<sup>31</sup> In addition to an original land grant of 2,530 acres, the Government has assigned a tract of nearly 18,000 acres in the Arakan Valley as a settlement area for MIT graduates.

About half of the first students were from the Moslem community. The enrollment for 1957-58 was 1,487 secondary and 738 collegiate students. The graduates for that year included 9 bachelors of science in agriculture, 67 farm mechanics (1-year collegiate), 62 rubber technologists (1-year collegiate), 59 associates in agriculture (2-years), and 24 associates in home technology (2 years).

### **College Charters**

The process through which the institutions mentioned above were organized as public colleges may be illustrated from the pattern set in the formation of the Philippine Normal College, one

<sup>30</sup> Ibid. p. 587-40.

<sup>31</sup> USOM/Philippines, Education Division, op. cit. p. 58-62.

of the first to be so constituted. The charter in this case was Republic Act No. 416,<sup>22</sup> approved on June 18, 1949, "for the purpose of converting the present Philippine Normal School into the Philippine Normal College, conferring the degrees of Bachelor of Science in Elementary Education and Master of Arts in Education. . . ." The purpose of the said college, in turn, was defined in section 2 as follows: "to provide professional, technical, and special instruction, for . . . progressive leadership in the field of elementary education."

The government of the institution is vested in a Board of Trustees, composed of the Secretary of Education (member and ex officio Chairman), the Director of Public Schools, the president of the Philippine Normal School Alumni Association, the senator and the representative heading the Congressional Committees on Education, and the president of the college. The latter receives his appointment from the President of the Republic upon the recommendation of the trustees. The high caliber of the governing board is evident from the list of members. A question has been raised, however, on behalf of the Secretary of Education of the need for added under secretaries to help carry the increasing load of such ex officio assignments.<sup>23</sup>

A college council, composed of the president and all instructors and professors, is authorized by Act 416 to prescribe the curriculums and rules of discipline for the Philippine Normal College, and to fix requirements for admission and graduation. The measure also stipulated that the faculty and other personnel of the former normal school were to be absorbed into the college.

Financing of the college is by annual appropriation, as is the rule for all educational items in the national budget. The trustees are empowered, however, to receive in trust legacies, gifts, and donations for the benefit of the college or for aid to students.

### Collegiate Schools

The "collegiate courses" under the Bureau of Public Schools appear in a variety of forms. The term is used to designate the total program of postsecondary units which prepare students for

<sup>22</sup> A copy of the original act appears in *Fresnoa*, op. cit. p. 526-529.

<sup>23</sup> Manuel Lim, Secretary of Education. *Shortcomings of the Philippine Educational System, Remedial Measures Adopted, and Proposed Solutions*. Manila: Republic of the Philippines, Department of Education, Office of the Secretary, May 15, 1969. p. 10-13.

a specific occupation but do not confer a degree. One example is the nautical school; the normal schools before 1951 were also in this category. Or the courses may be advanced technical training in such lines of specialization as farm mechanics or practical electricity. A third type is illustrated by the degree curriculums for industrial teachers offered in national schools of arts and trades. Although the scene is a changing one and composed of diverse elements it contains a number of important enterprises.

### **The Nautical School**

The Philippine Nautical School, founded in 1820 during the Spanish regime, enjoys the distinction of being the oldest institution under the Bureau of Public Schools. It is located in Pasay near Manila Bay. In 1958 the enrollment numbered 54. The school program begins with 2 years of instruction in navigation, applied mathematics, and seamanship and nautical knowledge. Each student must serve for another 2 years as an apprentice, usually on interisland ships, before graduation. The primary purpose of the nautical school is to prepare qualified deck officers for the Philippine merchant marine, although graduates may also seek service in the Philippine Navy.<sup>34</sup>

### **Normal Schools**

The 8 regional normal schools, which enrolled 3,321 students in 1958-59, are listed below:

1. Albay Normal School, Legaspi, Albay.
2. Bukidnon Normal School, Malaybalay, Bukidnon.
3. Cebu Normal School, Cebu City.
4. Ilocos Norte Normal School, Laoag, Ilocos Norte.
5. Iloilo Normal School, Iloilo City.
6. Leyte Normal School, Tacloban, Leyte.
7. Pangasinan Normal School, Bayambang, Pangasinan.
8. Zamboanga Normal School, Zamboanga City.

Further discussion of these schools, together with the Philippine Normal College, will be found in the later section on "Teacher Education."

<sup>34</sup> Republic of the Philippines, Department of Education, Philippine Public Schools. Annual Report of the Director of Public Schools for the School Year 1954-1955. Manila: the Bureau, 1955. (Mimeographed) p. 6.

### Other Collegiate Courses

Postsecondary training in a variety of technical fields is offered by the national schools of arts and trades, and also by city vocational or provincial trade schools. In the 5 years ending June 30, 1956, the list of vocational industrial schools in the Philippines is said to have increased from 29 to 35, and the number of such schools offering work beyond the secondary level from 3 to 21.<sup>35</sup> The preparation of vocational industrial teachers has been a special interest of the schools of arts and trades.

During 1958-59, the Philippine School of Arts and Trades in Manila received college recognition and its approximately 900 college students were no longer counted in the statistics of the Bureau of Public Schools. These statistics, as recorded in table 6, show that a total of 3,007 other students were enrolled for collegiate courses in the Bureau's vocational industrial schools. Of this number, 452 were in courses for prospective teachers and 2,555 were taking advanced technical training. Table 6 also indicates that another group of 548 collegiate students were to be found in the agricultural schools of the Bureau. Of this total, 329 were preparing to be teachers of agriculture, 196 were taking postsecondary work in general agricultural subjects and 23 were enrolled in farm mechanics.

In 1956, the Baybay National Agricultural School in Baybay, Leyte, was chosen, together with the Central Luzon and Mindanao Agricultural Colleges, to be a center for the preparation of agricultural teachers, to which teams of visiting specialists would be assigned. This arrangement was carried out under the contract between the Philippine Department of Education and Stanford University, with NEC-ICA sponsorship.<sup>36</sup> Another well-established center for advanced courses is the Mountain National Agricultural School at La Trinidad, Mountain Province, near Baguio.

The close relationship between the collegiate courses under the Bureau and in the corresponding departments of the chartered institutions makes it desirable to combine further discussion of their programs. In the sections that follow, the topic of "Teacher Education" will present the preparation of elementary teachers. Curriculums for vocational teachers will be considered as belong-

<sup>35</sup> Sidney C. High, Jr. *Vocational Industrial Education in Newly Developing Nations: A Case Study of the Philippines, 1951-1956*. Stanford, Calif.: School of Education, Stanford University, 1960. (Study No. 1, Comparative Education.) p. 1.

<sup>36</sup> See Philippines National Economic Council and United States International Cooperation Administration. *Philippine Department of Education—Stanford University Contract. Terminal Report, Baybay Agricultural School, 1956-1959*. Stanford, Calif.: June 30, 1959.

ing to collegiate agriculture or to industrial arts and trade education.

### Education of Elementary Teachers

Philippine Normal College was opened in Manila in 1901 under the name of Philippine Normal School. It has grown with the public school system, maintaining its position of leadership in the field of elementary education. During the early years the normal school received graduates from the seventh grade, and operated on the secondary level. The academic standards were gradually raised until by 1928 the school was receiving only secondary graduates.<sup>37</sup> The main curriculums were 2 years in length and were varied to meet the needs of provincial normal graduates or of other students who had taken either the academic or the home economics courses in high school. Academic secondary graduates could earn both the home economics and the general normal diplomas by enrolling for the 3-year combined curriculum. With variation this pattern prevailed in the normal school for a period of years, and the 2-year junior-normal curriculum, leading to the elementary teachers certificate (E.T.C.), became the standard course of preparation for elementary teachers. This same curriculum was adopted not only in the other public normal schools, but also in private institutions offering courses in education.

The system of regional normal schools also had its beginning at an early date. By 1926 there were 8 provincial schools with an enrollment of 3,634 students. Courses for the preparation of teachers were likewise introduced into selected high schools. In both types of institutions the secondary normal curriculum was retained for a much longer time in the provinces than in the central normal school in Manila.

The regional normal schools of today receive their support from the national government, and are not dependent upon the city or province where they happen to be located. Each school is headed by a principal, and the system as a whole is under a superintendent of normal schools in the Bureau of Public Schools. The list of today is not identical with that of 1926, but a relationship can often be traced. The Albay Provincial Normal School, for example, began in 1921 under a pioneer American teacher. After 12 years of usefulness it was taken over by the provincial high school, but was reopened in 1938 as the Albay Normal School with a curriculum modeled after that of the normal school in Manila.<sup>38</sup>

<sup>37</sup> *Alzona, op. cit.* p. 316.

<sup>38</sup> *USOM/Philippines, Education Division, op. cit.* p. 150-157.

### Need for Teachers

For a half century the perennial cry of the Philippines was for more and better prepared elementary teachers, the combined output of both public and private training institutions being quite insufficient to meet the needs of the expanding school system. In 1946, only 46 percent of the public elementary teachers were qualified for their work,<sup>39</sup> leaving over 23,000 nonqualified teachers, most of whom were high school graduates with no professional preparation. In 1949, there were 1,404 graduates of public normal schools, 366 from public secondary normal schools, and an estimated 4,000 from the normal courses in 200 private institutions, or a total of 6,770 normal graduates. The Joint Congressional Committee on Education estimated that this number was only about a third of the number required to teach the new classes opened annually.

The recommendations of the committee were for expansion of existing public normal schools and the opening of three new schools. As soon as possible the secondary normal curriculum, still offered in several institutions, should be replaced by the 2-year program, the standard at that date for elementary teaching, although the committee looked forward to a 4-year course which would lead to the bachelor of science in elementary education (B.S.E.Ed.). With this end in view the proposal was advanced that the Philippine Normal School in Manila should be converted into a 4-year college.

Only a few years after this report was given, a dramatic reversal had taken place. The private normal schools, in particular, had continued to grow<sup>40</sup> and the postwar expansion of elementary classes had tended to slow down. By 1950 the Bureau of Public Schools felt itself in a position to select new teachers on the basis of competitive examinations. Two years later it was evident that for the first time in the history of the Philippines the supply of school teachers had caught up with the demand. The realization came with a sense of shock to students in training, whose memory

<sup>39</sup> Republic of the Philippines, Joint Congressional Committee on Education. *Improving the Philippine Educational System*. Manila: Bureau of Printing, 1951. p. 229.

<sup>40</sup> The normal graduates in 1950-51 were as follows:

Public normal schools.....	2,447
Private normal courses.....	23,036
<b>Total.....</b>	<b>25,483</b>

Information from Area Handbook on the Philippines, *Preliminary ed.* Subcontractor's Monograph HRAF 16, Chicago 5, by Fred Eggan, Supervisor, University of Chicago. New Haven, Conn.: Human Relations Area Files, Inc., 1956. (Multilithed). p. 829.

did not know a time when a position of some kind would not be waiting for every graduate. It also meant serious readjustments to private colleges which had come to rely upon the 2-year normal school as a stable and profitable department. For the school system and for the country as a whole the change represented a milestone of progress.

### Course of Study

The oversupply of 2-year E.T.C. graduates was soon reflected in plans for higher standards of preparation. The *Report of the Director of Public Schools for 1950-1951* recommended that the required minimum period of professional training for prospective elementary teachers be raised to 4 years, except for local areas of special need where the 2-year program might temporarily be retained as a terminal curriculum. Otherwise, 2 more years should be added to make it possible for the students to earn the degree of bachelor of science in elementary education (B.S.E.Ed.).

Special legislation was necessary to authorize the Director of Public Schools to confer degrees in teacher education, and this was subsequently accomplished in 1954 by Republic Act No. 975. At present all eight of the normal schools are offering the 4-year general elementary teacher education curriculum, leading to the B.S.E.Ed. degree, and are fast becoming colleges in fact, if not in name.

An analysis of the comparative offerings and the unit load in the Philippine Normal College and in the regional normal schools during 1954-55 revealed that the latter were attempting a very heavy schedule.<sup>41</sup> Without counting the military training taken by male students, their total requirement for graduation was 185 units. Included were 72 units of education and psychology, and 11 units of practical and related arts. The Philippine Normal College, on the other hand, was requiring only 145 units.<sup>42</sup>

The normal school curriculum has meanwhile undergone considerable study and revision. A new 4-year teacher education curriculum has been adopted by the Bureau of Public Schools and is to take effect in the school year 1960-61.<sup>43</sup> A Bureau report for 1958-59 indicated that the requirement for graduation had

<sup>41</sup> See William H. Lucio. A Design for Teacher Education in the Philippines. *Educational Record*, 39:180-191, April 1958.

<sup>42</sup> The PNS curriculum, along with requirements prevailing in the private schools for the same degree, are presented in more detail in chap. 6.

<sup>43</sup> Benigno Aldana. *Brief Report on the Progress of Education in the Philippines During the School Year 1959-1960*. Manila: Department of Education, 1960. (Mimeographed.) p. 12.



been reduced to 161 hours, although it had been necessary to add Spanish and a course on the life and work of José Rizal to meet a legislative ruling for all schools.<sup>44</sup>

The surplus of elementary teachers, estimated to number 30,000 in 1954, and the competition from over 300 private schools of education, continue to present a sharp challenge to the public colleges and schools working in the field of teacher education.<sup>45</sup> It is fortunate that resources beyond the Government appropriations have enabled the public institutions in recent years to undertake some of the creative experimentation and preparation of indigenous material so greatly needed by all schools.

The Pangasinan Normal School was made the central unit of the Philippine-UNESCO National Community School Training Center when the center was established in 1953 by the Bureau of Public Schools. UNESCO furnishes an advisory staff. Substantial aid to the project has also been given by the U.S. International Cooperation Administration and the Asia Foundation.<sup>46</sup>

Child development study centers at each normal school have pointed to pupil and community needs. The curriculum development project has endeavored to provide suitable and as far as possible indigenous teaching materials to meet these needs. These and other programs have also been able to draw upon ICA support.

It is estimated that 7,500 teachers receive inservice training at vacation schools.<sup>47</sup> The prediction has been made that the Baguio Vacation Normal School may be the first to confer the master's degree in elementary education.<sup>48</sup>

Looking to the future, the recent survey team headed by Dr. J. Chester Swanson and Dr. Vitaliano Bernardino has recommended that the number of public normal schools be increased.<sup>49</sup> The unit requirements which each school lays upon its students should be reduced, and especially the load of professional courses, so as to permit more thorough scholarship in the remaining subjects. Allowance should be made for such areas of specialization as home economics and industrial arts. A program of studies and supervisory practices should be developed to correlate the activities of

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<sup>44</sup> Benigno Aldana. *Brief Report on the Progress of Education in the Philippines During the School Year 1958-1959*. Manila: Department of Education, 1959. (Mimeographed) p. 12.

<sup>45</sup> Lucio, *loc. cit.* p. 181.

<sup>46</sup> USOM/Philippines, Education Division, *op. cit.* p. 157.

<sup>47</sup> *Ibid.* p. 163.

<sup>48</sup> Aldana. *Brief Report . . . 1959-1960*. p. 10.

<sup>49</sup> U. S. International Cooperation Administration and Philippines National Economic Council. *Today's Investment in Tomorrow. A condensation of observations and recommendations from a survey of public schools in the Philippines—1960*. p. 21.

the normal schools and the teacher training work in the vocational schools.

### Collegiate Agriculture

College agriculture in the Philippines is far from constituting a unified field for discussion. The development of the historic College of Agriculture at Los Baños under the state university has proceeded along lines quite different from those which have been responsible for the newer colleges and courses. Administratively, the university under the Board of Regents, the new colleges with separate bodies of trustees, and the collegiate courses under the Bureau of Public Schools are without ready means for communication and coordination.<sup>50</sup> Time and experience will doubtless bring about a remedy for this particular problem. In the meantime, the three types of collegiate programs have been found to hold so many elements of common interest that they will be considered together in the same section of the present study, beginning with the newer colleges.

#### Central Luzon Agricultural College

In 1907 an Executive order of the Governor General authorized the establishment of a resident farm school for boys. It came into active existence 2 years later at Muñoz in the Province of Nueva Ecija. In 1920 it became a secondary school. The fame of the Muñoz School was based to a large degree upon its achievement in developing a practical work program on the extensive school farm, where students actually labored with their hands. Later the school offered a farm mechanics course for graduates in agriculture. Girls were admitted to the agricultural homemaking course in 1946.<sup>51</sup> The first professional instruction for teachers of agriculture was given in the summer of 1948. The school was elevated to collegiate rank by a Presidential order in 1950. Four years later Republic Act No. 1174 authorized the Central Luzon Agricultural College to grant the B.S. degree in agricultural education, agricultural engineering, and home economics; the M.S. was also authorized in these same subjects. The Board of Trustees

<sup>50</sup> Philippines NEC-ICA, Philippine Department of Education—Stanford University Contract. Terminal Report, Central Luzon Agriculture College, 1956-1959. Stanford, Calif.: June 30, 1959. p. 2-3.

<sup>51</sup> USOM/Philippines, Education Division, op. cit. p. 68.

was empowered to add other courses and degrees as might be deemed necessary.

### **Mindanao Agricultural College**

Originally an agricultural school, the Mindanao Agricultural College at Musuan in Bukidnon Province began work as a college in 1953.<sup>52</sup> The secondary department is also being continued. In 1958 the MAC was offering 2-year courses leading to the titles of associate in agriculture and in agricultural education. The B.S. degree was granted in agriculture, agricultural education, and home economics. The college also give a 1-year course in farm mechanics to high school graduates.

Some indication of the potential resources of such institutions is indicated by the information that the MAC school reservation consists of 8,400 acres, of which area the campus occupies nearly 200 acres. Approximatey 1,000 acres was under cultivation in 1958.

### **College of Agriculture at Los Baños**

In 1951 the Philippine and U.S. Governments agreed on a broad program of aid to Philippine agriculture. A year later the U.S. Mutual Security Agency (later the International Cooperation Administration), working with what is now the Philippines National Economic Council, Cornell University (for the New York State College of Agriculture), and the University of the Philippines entered into contracts for the rehabilitation of the College of Agriculture at Los Baños.<sup>53</sup> War losses of that institution had amounted to a million pesos at prewar prices. Classes had been reopened in June 1945 in the half dozen buildings still usable. The rest of the campus facilities had been reduced to 22 piles of rubble where only the ruins of concrete pillars were visible above the jungle growth which soon occupied the area. The destruction of records, collections, and breeding stock was beyond calculation.

The first stage of restoration had been accomplished by 1952, and the foundation laid for steady improvement. The need of the

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<sup>52</sup> The forerunner of the present MAC was the Bukidnon National Agricultural School, moved in 1946 from Managok in the same province to the site at Musuan, where teachers and students were confronted with the task of clearing the forest and draining the swamps of an unsettled territory to form a new campus and farm.

<sup>53</sup> New York State College of Agriculture at Cornell University. Cornell-Los Baños Contract, 1952-1960: The Final Report. Ithaca, N. Y.: The College, 1960. p. 1.

nation to increase the efficiency of agriculture, however, had reached an acute stage. If the Los Baños institution was to make the contribution expected of it, the progress would have to be measured not in terms of generations but of a few years.

The first type of assistance under the Cornell contract was in the form of personnel. In the 8 years of the project 51 visiting specialists, most of them from the Cornell faculty, added strength to 14 departments or projects at Los Baños. The average term of service was 18 months. During the same period, 67 young faculty members of the college did advanced study in the United States, all but 2 of them returning to the service of the institution.

Financial resources were also increased. The ICA allocations to the Cornell-Los Baños contract for the period amounted to \$2,451,000. This included salaries and travel. The peso equivalent of \$5,205,000 was made available for the college by the Philippine Government—some of this sum for building costs outside of the contract. The current appropriations to the college through regular channels for 1959-60 are as follows:

	<i>Pesos</i>
Instruction	
Research	1,357,298
Rice & Corn Project	541,064
	481,000
Total	2,379,362

Contributions from farmers' cooperative organizations, foundations and similar sources mounted from 15,000 pesos in 1953-54 to 795,320 pesos in 1955-56. The Council on Economic and Cultural Affairs aided in the visiting professor program, and made other contributions. The Rockefeller Foundation and Ford Foundation united in establishing the International Rice Research Institute in connection with the college experiment station.<sup>54</sup>

From an average of 500 students the college enrollment spiralled to over 4,000 in 1955, when measures were taken to hold the student body to about 3,000.<sup>55</sup> Teaching facilities have improved. The library has grown from 5,625 to 22,322 books and from 32,723 to 86,396 issues of periodicals.

The expanded facilities of the college are making it a center of agricultural study for southeast Asia. During 1959-60 a total of

<sup>54</sup> The Memorandum of Understanding for the IRRI was signed by representatives of the two foundations and the Philippines Secretary of Agriculture and Natural Resources on November 22, 1959.

<sup>55</sup> Leopoldo B. Uichanco. Foreign Aid and Agricultural Science. *Science*, 127:457-461, Feb. 28, 1958.

34 foreign students were enrolled; 24 were from Indonesia. Other areas represented were Laos, Vietnam, Korea, the United States, China, and Sarawak. The facilities for receiving these visitors have been augmented by the new International House, erected on the campus by the Rockefeller Foundation.

In 1958 a Community Development Training Center was completed at a cost of 450,000 pesos. This building serves as a headquarters for the college cooperation with the work of the Presidential Assistant on Community Development (PACD), an office first organized under the late President Magsaysay in January of 1956. The community development outreach adds to the extension contacts of the College. A similar center on the campus serves the Agricultural Credit and Cooperatives Institute.

Information furnished the author by the secretary of the college indicates a recent focus of attention on the problem of relationships with the seven public and four private institutions offering agricultural courses on the college level,<sup>56</sup> and suggests that the formation of an association of agricultural schools and colleges with provision for intervisitation and conferences is being given serious consideration. An accreditation system facilitating the transfer of students, and the encouragement of faculty exchanges are seen as mutually advantageous.<sup>56</sup> Recommendations by visiting professors for coordination with other institutions have included suggestions for a natural division of labor, with the regional schools and colleges stressing the vocational aspects and Los Baños the more specialized and professional studies. An arrangement for transfer to Los Baños for the last years of the regular course has also been mentioned.

A clear field of leadership for the Los Baños College and experiment station would seem to be found in the area of research and publication. The expanded program at Los Baños has already made it possible to carry on field studies which have resulted in larger farms for settlers on government land in Mindanao. Chemical control of weeds in lowland rice has been found to reduce the cost of the crop. Tests are providing means to control losses from insects. Improved varieties of grasses promise to triple the carrying capacity of pastures, and means have been developed for rapid improvement of native animals by cross breeding with suitable imported breeds.<sup>57</sup> Five strains of double-hybrid corn have been

<sup>56</sup> New York State College of Agriculture, *op. cit.* p. 45-46.

<sup>57</sup> College of Agriculture of the University of the Philippines and New York State College of Agriculture at Cornell University. *New Agricultural Horizons, an Account of the Rebirth of the Philippines College of Agriculture at Los Baños and Its Partnership with Cornell University.* [Ithaca, N.Y.], the Colleges, [n.d.]. p. 10-15.

outyielding the ordinary corn on the college farm.<sup>58</sup> In regional tests in Davao the yields had increased by 25 percent. High-yielding seed rice is reported to be available for distribution.

These and other materials and methods would seem to open up many new vistas of progress for both farmers and students. To realize the achievement thus made possible will evidently require a strong center of advanced research and study, and a network of teaching and extension agencies throughout the islands.

### Curriculums and Programs

The revised course of study for the university College of Agriculture, effective in June, 1960, covers 4 years with 151 units required for graduation.<sup>59</sup> In line with the university emphasis, 72 are general education units distributed as follows:

English	15
Speech	3
Mathematics	4
Natural science	6
Philippine history and institutions	5
Social science (Eastern thought and institutions)	3
Social science (Western thought and institutions)	5
Humanities	7
Spanish	6
Electives	18

These units are distributed through the 4 years, but with a heavier concentration in the first 2 years. Students may begin to take courses in their major field during the second semester of the third year. The remaining courses are required and are in agricultural subjects. The total division of units is:

General education	Units
Major field	72
Required technical courses	21
Total	58
	151

Instead of the graduation thesis formerly required, the student with an above average grade is allowed the privilege of substituting work on a special problem for a 3-hour required course. The farm practice requirement has been integrated into the technical courses.

<sup>58</sup> Uichanco, loc. cit.

<sup>59</sup> New York State College of Agriculture, op. cit., p. 50-51.

The curriculum leading to the B.S. in agriculture degree, described in connection with the Mindanao Institute of Technology, includes 146 units, not counting the requirements in physical education, military science, or eugenics.<sup>60</sup> It is heavily weighted with basic and applied sciences. Animal husbandry and farm crops are taught in the first semester and some courses in technical agriculture as well as general arts and sciences continue through the 4 years. English in the first three semesters is followed by Spanish in the last four. The subjects taught may be summarized in the following arrangement:

<i>Courses</i>	<i>Units</i>
General liberal arts (English, 10 units; Spanish, 12; economics, 3; psychology, 3)	28
Mathematics (algebra and trigonometry)	6
Basic sciences (botany, 4; chemistry, 8; zoology, 4; physics, 6)	22
Sciences closely related to agriculture (economic entomology, meteorology, bacteriology, genetics, plant physiology, and plant pathology)	18
Technical agriculture (crops and horticulture, 15; animal husbandry, 12; agricultural engineering, 9; soils and fertilizers, 6; plant or animal breeding, 3)	45
Rural social science and farm management	12
Electives	15
Total	146

The companion curriculum in home technology for girls calls for 147 units, arranged in much the same order, with the following courses relating to the home constituting the largest group of 42 units: Foods and nutrition, 9 units, and 3 units each in clothing, household equipment, pest control, home hygiene, economics in the home, management, nursing and child care, furnishing and decorating, needlecraft and handicraft, child guidance, and marriage and family life. Agricultural courses in crops, animal husbandry, poultry, bacteriology, with floriculture and landscaping make up 15 more units. A 3-hour course in rural sociology and rural education appears in both curriculums. The girls also take an introductory course in education.

The curriculum leading to the degree of B.S. in agricultural education, mentioned by Fresnoza<sup>61</sup> in connection with the Central Luzon Agricultural College, has a grand total of 157 units, not counting the 14 required for military science and physical education. A summary of the distribution of subjects in this same reference appears below:

<sup>60</sup> Fresnoza, *op. cit.* p. 162-165.

<sup>61</sup> *Ibid.* p. 156-162.

## HIGHER EDUCATION IN THE PHILIPPINES

Subject grouping	Units	Percent
Technical agriculture (agricultural engineering, 9 units; agronomy, 14; animal husbandry, 19; farm management, 6; horticulture, 8; plant pathology, 3; and economic entomology, 3)	62	39.40
Physical and social sciences and mathematics (chemistry and physics, 10 units; botany, zoology, and genetics, 13; agricultural economics, 9; and college algebra, 3)	35	22.30
Education	33	21.01
Humanities (English, 15; Spanish, 12)	27	17.20
Total	157	100 (99.91)

Between the years 1956 and 1960 several teams of three men each worked in the Philippines under a 3-year Department of Education contract with Stanford University for technical assistance in agricultural teaching, and in the preparation of agricultural teachers. The latter purpose was represented in each of the three centers selected to receive and work with the Stanford teams. At Central Luzon Agricultural College, specialists in agronomy and farm mechanics teaching were included. The program at Baybay Agricultural School was almost the same, with agricultural engineering replacing farm mechanics. Animal husbandry and farm mechanics were represented in the team at Mindanao Agricultural College in addition to the specialist in agricultural teacher education.

A common element in the reports of educators from the three points was the emphasis laid upon arrangements for off-campus practice teaching.<sup>62</sup> At CLAC it was found possible, through public school cooperation, to open up teaching opportunities for 50 of the cadet teachers for 8 weeks of practice in schools of the region.

The college course in agricultural education is aimed primarily at the preparation of teachers of agriculture for secondary schools. Considerable interest developed at MAC regarding the training of agricultural teachers for the larger elementary schools. Conferences with the Bukidnon Normal School explored the possibility of institutional cooperation. The Baybay School report carried a similar reference to inservice training for elementary teachers of gardening.

<sup>62</sup> (1) Philippines National Economic Council—U.S. International Cooperation Administration. Philippine Department of Education—Stanford University Contract. Terminal Report, Central Luzon Agricultural College, 1956-1959. p. 11.

(2) Terminal Report, Baybay Agricultural School, 1956-1959. p. 13.

(3) Terminal Report, Mindanao Agricultural College, 1957-1960. p. 24.



The objectives developed for the CLAC Department of Agricultural Engineering illustrate the scope of the program in these institutions:<sup>63</sup>

1. To produce competent professional agricultural engineers and practical farm mechanics.
2. To assist in the training of teachers of vocational agriculture and home economics.
3. To train teachers in farm mechanics.
4. To increase vocational proficiency of adult farmers through 5-month special courses.
5. To render essential services for the college.
6. To conduct research and render extension service.

As a step toward the first objective the MAC has announced the opening of a 5-year curriculum in agricultural engineering as of June 1960.<sup>64</sup>

### Industrial Arts and Trade Education

Industrial education has a long history in the Philippines, and provision for practical handwork and for vocational training extends through the school system of today. A prime objective of the collegiate efforts in this field is to prepare teachers of industrial arts or of trades. For the present the program of teacher education centers in the Philippine School of Arts and Trades, recently raised to college status, and in the regional National Schools of Arts and Trades at Cebu and at Iloilo.

The Philippine School of Arts and Trades (PSAT) was established in Manila in 1901 under Act No. 74 of the Philippine Commission. Its forerunner under Spain was the Escuela de Artes y Oficios, founded in 1889.<sup>65</sup> Fundamental handwork was introduced into the various curriculums of the public schools by 1907, the early American teachers laying special stress on the dignity of labor. The handicrafts, gardening and other industrial arts of the elementary grades of today go by the general name of "work education." The basic policy and philosophy for vocational education was expressed in the Vocational Education Act of 1927. Provision was made under the Commonwealth<sup>66</sup> for the establishment of two regional National Schools of Arts and Trades at Cebu and Iloilo on the PSAT pattern.

The 44 schools of arts and trades reported in table 7 for 1958-59 are mostly of the type formerly known as trade schools. A few

<sup>63</sup> Terminal Report, Central Luzon Agricultural College, 1956-1959. p. 56

<sup>64</sup> Terminal Report, Mindanao Agricultural College, 1957-1960. p. 24.

<sup>65</sup> USOM/Philippines, Education Division, op. cit. p. 80.

<sup>66</sup> Commonwealth Act No. 812. 1938.

were city vocational schools. The others draw their support from the national government. These schools tend to reach beyond the secondary level, especially in their advanced technical courses, but they will not be considered further in the discussion of collegiate work, except as mention may be made of individual institutions.

### Teacher Education

Until recently the curriculums for the preparation of arts and trades teachers covered 2 or 3 years, and did not lead to degrees. The 2-year course accepted secondary trade graduates; the longer course was designed for students from academic or general high schools.<sup>67</sup> In 1954 a new curriculum was approved for teachers of industrial arts. It was initiated the following year at the Schools of Arts and Trades in Manila, Iloilo and Cebu.<sup>68</sup> During 1957, the faculty of the Philippine School of Arts and Trades worked with Stanford University specialists to develop a curriculum for vocational trade teachers.<sup>69</sup>

The two separate curriculums are now both in operation. The first leads to the bachelor of science in industrial arts (B.S.I.A.). Holders of this degree are qualified to teach industrial arts in elementary schools or the "practical arts" in secondary schools. The second offers the degree of bachelor of science in industrial education (B.S.I.E.), and is designed to prepare vocational industrial teachers for trade schools. Both curriculums are being offered in private institutions as well as in the National Schools of Arts and Trades.

The B.S.I.A. and the B.S.I.E. curriculums have elements in common and are often taught in the same institutions, although it is necessary to recognize that they deal with quite different educational problems. Industrial arts has been defined as "that phase of general education which explores and provides broad and basic training in various areas of industry . . ." <sup>70</sup> In the Philippines one of its main areas of opportunity is found in the intermediate grades. The vocational industrial teacher, on the other hand, seeks to prepare skilled and intelligent members of particular occupations.

<sup>67</sup> Fresnoza, *op. cit.* p. 231-232.

<sup>68</sup> Philippines NEC-ICA, Philippine Department of Education—Stanford University Contract. Terminal Reports on Industrial Arts Teacher Education. Stanford, Calif.: June 30, 1960. p. 15.

<sup>69</sup> Philippines NEC-ICA, Philippine Department of Education—Stanford University Contract. Terminal Report, Philippine School of Arts and Trades, 1956-1959. Stanford, Calif.: June 30, 1959. p. 15.

<sup>70</sup> From the inservice training sessions for industrial arts teachers, Iloilo, Apr. 6-30, 1959. Terminal Reports on Industrial Arts Teacher Education. p. 1.

A summary of the time distribution for both the B.S.I.A. and B.S.I.E. curriculums by subject groupings indicates that the largest block of time, or 35 units, is devoted to different kinds of shop-work.<sup>71</sup> For industrial arts teachers, who may be called upon to handle such subjects as gardening, 10 of these units might be claimed by agriculture. Some 33 units would be used for professional courses in industrial education, and 15 would be credited to student teaching. English, mathematics, and science would need at least 12 units each, and Filipino language, 6.

The Stanford team aided with arrangements to open an additional industrial arts training department at the La Union School of Arts and Trades in northern Luzon.<sup>72</sup> Noting that over half of the teachers of work education had taken their preparation in normal schools, the same group recommended that attention be given to evaluating and if need arose to upgrading the work education or practical arts courses given in these schools.

#### **Advanced Technical Training**

During the period from 1953 to 1956 the proportion of vocational industrial students enrolled in the secondary trade curriculum decreased from 92 to 86 percent while the proportion of postsecondary students increased for both teacher education and advanced technical courses.<sup>73</sup> Examples are given by Fresnoza<sup>74</sup> of 2-year curriculums of this latter type in automobile repair, machine shop practice, marine engineering, and practical electricity. A chart of educational opportunities at the Philippine School of Arts and Trades lists 26 such lines of technical preparation available at the school, leading to positions as foreman or supervisor.<sup>75</sup>

At present such instruction is classified as "collegiate" in official reports. Whether or not it should have a different classification, postsecondary technical training is likely to increase. The ICA summary to which reference has been made indicates that a recommendation of the Swanson-Bernardino survey report is for a general development of a 2-year program of this kind in vocational schools throughout the islands. The report recommends that technical training in highly specialized skills from 2 months to 2 years in length should be provided beyond this stage in the stronger centers for arts and trades.

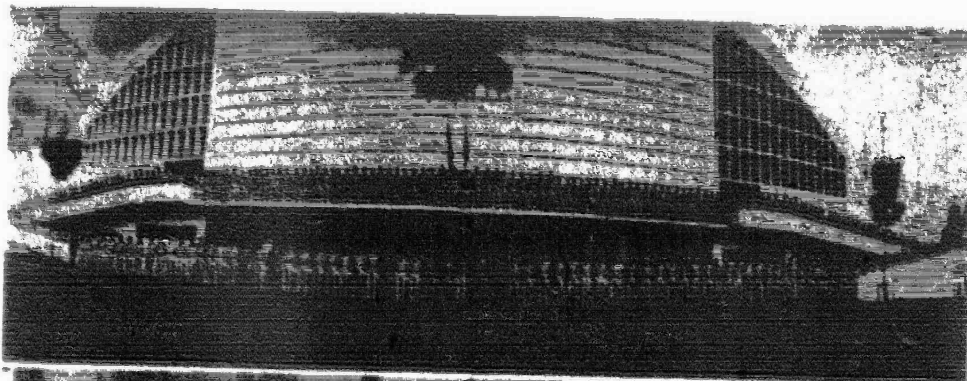
<sup>71</sup> USOM/Philippines, Education Division, *op. cit.* p. 93.

<sup>72</sup> Terminal Reports on Industrial Arts Teacher Education. p. 4.

<sup>73</sup> High, *op. cit.* p. 1.

<sup>74</sup> *Ibid.* p. 220-224.

<sup>75</sup> Terminal Report, Philippine School of Arts and Trades. p. 52-53.



Air ROTC cadets before the gymnasium, Ateneo de  
Manila, Manila.

English proficiency testing, Philippine Women's University,  
Manila.

Experimenting in the soil chemistry laboratory, Silliman  
University, Dumaguete City, Negros Oriental.



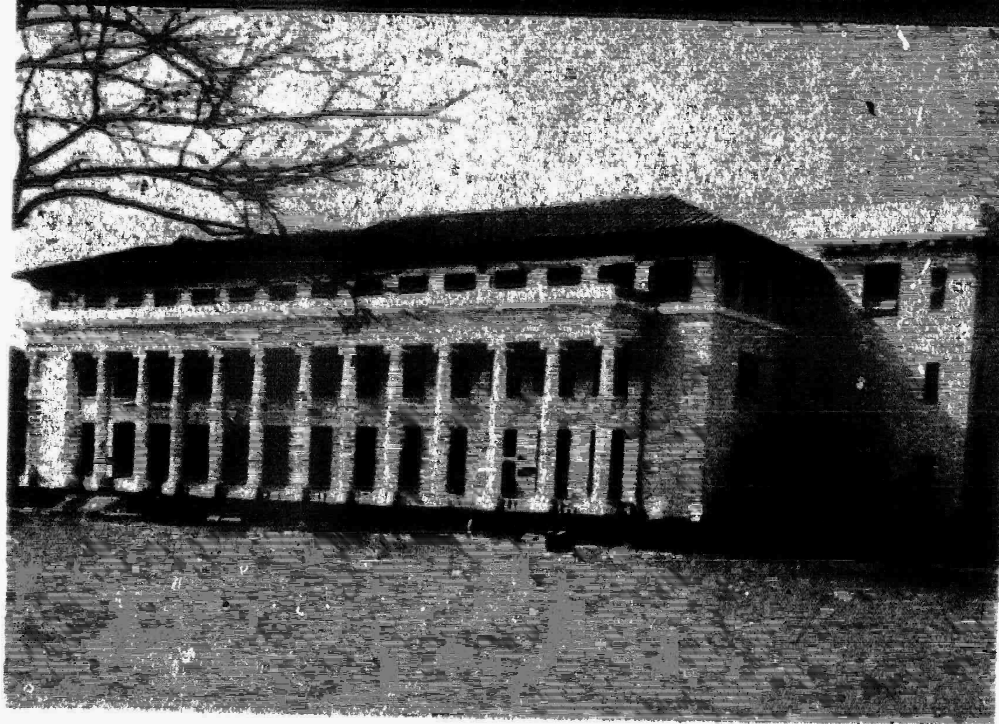
Flag-raising ceremony at the Azcarraga Quadrangle,  
University of the East, Manila.

Campus view of Far Eastern University, Manila





Rizal Hall, University of the Philippines downtown campus, Manila, after World War II destruction and as now reconstructed

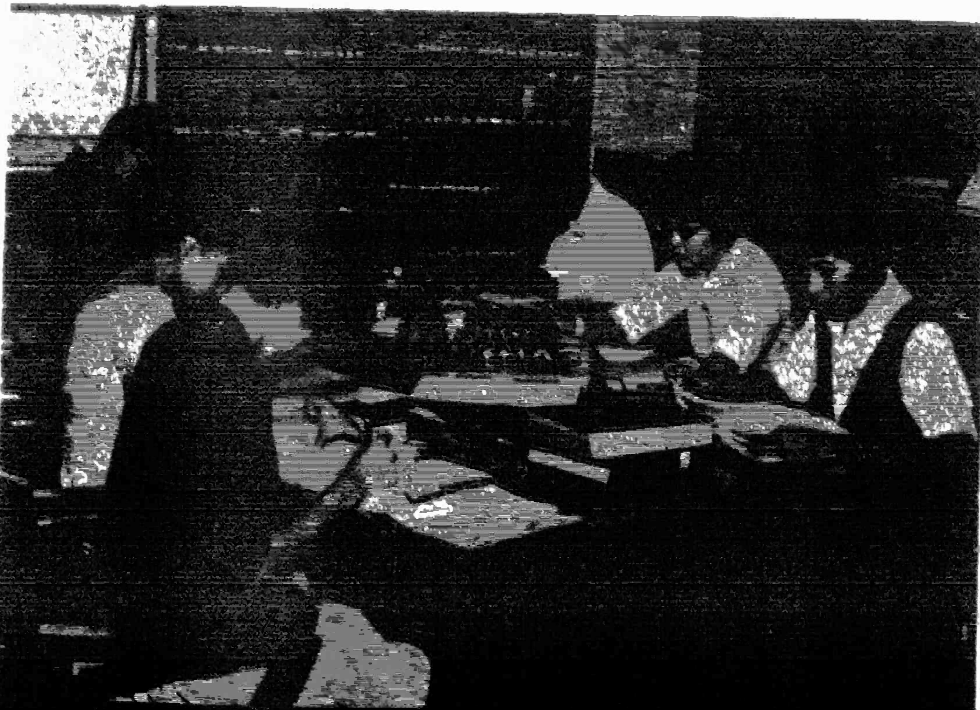




Makeshift classroom, Mindanao Agricultural College,  
Musuan Bukidnon, 1959.

Atomic energy laboratory equipment at University of the  
Philippines College of Engineering.





The main library, University of the Philippines.

Vietnamese students in the chemistry laboratory, College of Agriculture, Los Baños, Laguna.







Entrance to Central Luzon Agricultural College, Muñoz,  
Nueva Ecija.

Entrance to University of the Philippines College of Agriculture,  
Los Baños, Laguna



## CHAPTER V

### Higher Education: The Private Institutions

**F**ROM THE HISTORICAL DEVELOPMENT outlined in previous chapters, it naturally follows that private colleges and universities in the Philippines are either very old or of quite recent origin. The Dominican University of Santo Tomas, opened in 1611 and made a university in 1645, is undoubtedly the oldest continuing institution of higher learning, on the Western pattern, in East Asia. Mention has also been made of the University of San Carlos in Cebu City, of San Juan de Letran for boys in Manila, and of Santa Isabel and other schools for girls. The middle of the 19th century saw the present Ateneo de Manila organized under the Society of Jesus.

In the later days of the Spanish rule, the emerging Filipino nationalism found expression in a zeal to enlarge educational opportunities. Much of Rizal's second novel revolves around the ill-starred attempt of a group of idealistic students to open classes for the teaching of Spanish. The following widely quoted statement by President Mariano V. de los Santos of the University of Manila has become a classic exposition of what the private schools have meant to Filipino patriots:

Urged by patriotic ideals and by their passionate love for truth and progress many highly esteemed and revered Filipinos established and operated private schools of secondary and higher levels. Men of the type of Rizal, Plaridel, Mabini, De Luna, Villamor, Mendiola, and a score of others not so well known but no less patriotic, endeavored with zeal and energy to establish in these Islands a system of education, genuinely Filipino, thru the instrumentality of the private schools. These pioneers in the field of private education dared think of country and national ideals at a time when patriotism was not paid a high premium in terms of material comforts and sinecures, at a time when patriotism and love for truth and knowledge were not virtues but crimes. In the modest halls of the schools organized thru the private initiative of Filipinos many of the country's stalwarts during the period of real tribulation were reared and formed. . . .<sup>1</sup>

<sup>1</sup> M. V. de los Santos. Contributions of Private Schools to Philippine Education. *Philippine Yearbook*, Vol. 4 (1936-37), p. 98. Quoted in Joint Congressional Committee on Education, Improving the Philippine Educational System. Manila: Bureau of Printing, 1961. p. 296.

The writer goes on to enumerate the centers of learning carried on by Filipinos under U.S. rule, in the same tradition as that of the heroes of the American Revolution. Most of the names mentioned are no longer found on the roll of Philippine colleges, although some were the forerunners of present-day institutions, but their record in history would seem to support the claim that they contributed to the enlightenment of the masses and to the conservation of Filipino ideals. The conclusion of Dr. de los Santos was:

These private schools rendered to the country an invaluable service. They served at that time as the wall of contention against the danger of the complete Americanization of the Islands. No one can deny that without these positive manifestations, the moral, social, and intellectual contexture of the Filipinos would have suffered changes which today would be greatly deplored.<sup>2</sup>

### Growth

The prestige which had become attached to a college degree and the university name, and the tradition of higher education as a privilege of the upper classes, generated tremendous social pressures for increasing such opportunities. At the same time, the American regime and the Filipino national consciousness combined to emphasize the principles of democracy and equality of opportunity. The field of education was claimed by the state but was left open to private initiative. Religious organizations no longer had sole responsibility, but were free to expand their school programs. New entities also appeared on the scene as American Protestant missions became established in the Philippines. Furthermore, school records and graduation credentials, along with a command of English—for over 40 years the official language in government and education and, to an increasing degree, in business—tended to become the keys to ready employment in an expanding nation.

The eagerness for schooling soon outran the resources of the national budget, which was committed first of all to the maintenance of a system of free elementary education. Nor were church organizations and private philanthropy sufficient to fill the gap between demand and supply. It was in this situation that the private-venture schools made their appearance. In the first instances they were largely proprietary or family projects. These schools met a need, and some proved to be financially profitable.

<sup>2</sup> *Ibid.* p. 291.

## HIGHER EDUCATION IN THE PHILIPPINES

Table 13.—Growth of private school enrollment in the Philippines, selected years, 1903-59<sup>1</sup>

School Year	Enrollment					
	Kindergarten	Elementary	Secondary	College	Special vocational	Total
1903		80,323	9,264	436		90,023
1918-19		98,972	0,522	7,209		112,763
1929-30		48,273	36,968	16,685	487	102,413
1940-41	6,449	65,367	63,589	36,013	8,500	179,918
1945-46	3,169	21,703	63,750	10,695	10,395	109,712
1946-47	5,564	68,546	132,225	44,878	10,240	267,473
1947-48	5,352	84,878	185,547	77,366	8,730	361,879
1948-49	7,547	114,252	220,445	107,300	21,244	470,788
1949-50	7,496	118,804	244,608	135,574	28,867	535,349
1950-51	6,939	151,717	288,159	176,996	18,210	642,021
1951-52	8,152	134,209	396,895	207,731	37,061	774,048
1952-53	8,625	144,810	377,916	172,131	41,261	744,743
1953-54	8,626	134,008	369,403	156,986	34,688	703,711
1954-55	9,051	139,314	372,529	155,569	46,435	722,898
1955-56	9,669	143,864	361,375	176,574	55,804	747,346
1956-57	10,838	154,432	360,270	203,129	45,459	774,128
1957-58	12,566	160,307	364,324	216,771	46,914	800,882
1958-59	14,050	169,358	393,034	232,117	59,494	868,053

<sup>1</sup> From statistics provided the author by the Director of Private Schools.

When more capital was desired, a number became joint-stock corporations, organized as business enterprises and dependent upon the fees of students.

The result of these various pressures has been the phenomenal growth of private schools and colleges, which is one of the most striking features of Philippine education today. At the outbreak of the war in the Pacific, the list of approved private schools and colleges consisted of 80 kindergartens, 326 primary schools, 266 intermediate schools, 403 high schools, 84 colleges, and 8 universities. Over 100 vocational institutes, also under private auspices, were offering practical training courses. By September 1948, the number of approved private schools of less than college standing had grown to include 116 kindergartens, 320 elementary, 684 secondary, and 202 special vocational schools. And during the school year 1947-48, out of 309 institutions of collegiate standing operating in the Philippines, no less than 294 were under private auspices.<sup>2</sup>

<sup>2</sup> Joint Congressional Committee on Education, *op. cit.* p. 296, 317, and 371-372.

The increase from 92 prewar colleges and universities to 294 collegiate institutions in the third year after the end of the Japanese occupation illustrates the marked tendency of the times for private schools to expand in the area of higher education. The enrollment in private colleges and universities reached a peak of 207,731 students in 1951-52, and then declined to a lower point by 1954-55. The present trend is again upward. A summary of private school enrollment by significant years is shown in table 13 and illustrated in chart VII.

Comparing the number of students with the population in 1953-54, when the total college enrollment of both public and private institutions stood at 179,566 and the population of the Philippines was estimated at 21,091,223, Dr. Dyde called attention to the ratio of 1:117. His comment follows:

A ratio of one college student to every 117 persons in the total population constitutes a remarkable achievement. This simply stated statistical fact represents an educational and sociological event of the first magnitude.'

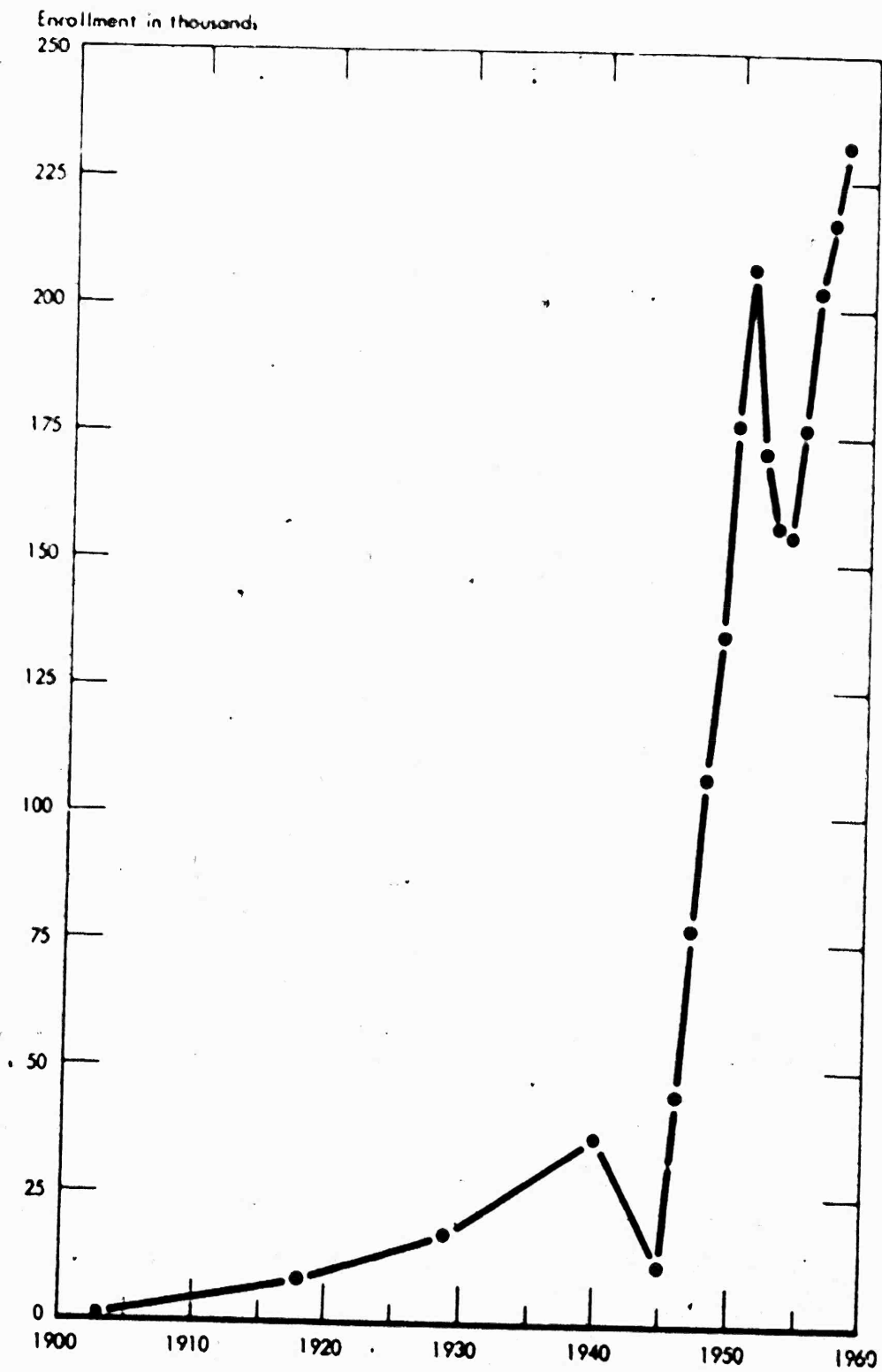
### Criticism

An educational growth of this magnitude within such a brief span of years is bound to raise serious questions of quality. An unpublished paper, prepared in 1949 by a leading Filipino educator for the Joint Congressional Committee on Education, takes a balanced view of conditions existing at that time. An extract is given below:

The Philippines is a land of contrast in the field of higher education. There are deans of colleges who represent the highest personification of education and culture; there are directors of schools who are better business executives than educators. There are college buildings specifically designed for educational purposes provided with the most modern equipment for effective instruction; there are college buildings which can not be identified as such except for the sign board on their doors. There are colleges with all members of the teaching staff devoting full time to the education of youth; there are colleges the majority of whose instructors are only available during class hours once or thrice a week. \* \* \* There are colleges where the students study with pride and exultation; there are institutions which the students claim only with apologetic explanation.

A visitor to the Philippines will readily find examples of both extremes. He will view with admiration the impressive buildings of the great private universities and colleges in Manila, and will

\* W. F. Dyde. A Report on Private Higher Education in the Philippines. A report to the Bureau of Private Schools, Department of Education, Republic of the Philippines, May 9, 1955. (Typescript) ch. 1, p. 7.

Chart VII.—Enrollment in private colleges and universities in the Philippines: 1903-58<sup>1</sup><sup>1</sup> See Table 18, p. 112.

find many similar institutions throughout the islands whose attractive campuses are objects of community pride.<sup>5</sup> A close examination will also reveal that the majority of the collegiate institutions listed by the Bureau of Private Schools are weak and struggling ventures. The Joint Congressional Committee on Education found in 1949 that two-thirds of all private colleges had less than 200 students.<sup>6</sup> Nearly half had 100 or less and were little more than administrative extensions of a high school.

And yet at the heart of more than one unpromising exterior there will be discovered an individual, or perhaps a family group, of rare devotion and ability. Many such institutions known to the writer bring educational opportunity to difficult and lonely places and render a quality of service out of all proportion to the meager financial rewards. On the other hand, the dangers of the situation are evident. One outcome of the financial pressure and competition for students has been the undue prominence given to a few popular lines of professional preparation. Pointing up this situation, Fresnoza quoted the Bell report, which first called attention to the postwar growth of private normal schools and then continued:

In addition, private colleges offering courses in law, accounting and business administration have been filled to the breaking point. The UNESCO Consultative Educational Mission in 1949 noted the indiscriminate admission of unqualified students, inferior curricula of little value, passing of inferior students in order to continue fees, use of low-paid part-time instructors, overloading of courses to put students through quickly, and unethical rivalry among schools for student business. The offering of so-called higher education on this low-grade basis is an imposition on an education-hungry people.<sup>7</sup>

The Joint Congressional Committee on Education spoke for the leadership of the nation in 1949 in expressing the concern with which it viewed the deterioration in the standards of private schools following their mushroom growth after the war. It is not unusual, they reported, "to see three or four high schools and two or more colleges in towns with 15,000 to 30,000 population." Often three to six colleges might be offering identical courses and competing for students within the same small area. Rival institutions

<sup>5</sup> An article by Ramiro C. Alvarez, *Toward a More Beautiful Philippines*, in the *Philippines Free Press* July 8, 1940, p. 20-21, displays a picture of the Stella Maris College, a private institution in Quezon City, adjudged the most beautiful city school for the year.

<sup>6</sup> Joint Congressional Committee on Education, *op. cit.* p. 319.

<sup>7</sup> Florencio P. Fresnoza, *Essentials of the Philippine Educational System*. Manila: Abiva Publishing House, 1957, p. 491. The reference is to p. 90-91 of the Report by the Economic Survey Mission of 1950, Daniel W. Bell, Chairman.

might stand side by side in the same block. At the time of the committee report, the Philippines had one college for every 70,000 persons in the total population. A comparison was made with the United States, which provided only one institution for every 80,000 of its population in 1947. Competition of this kind with meager resources was proving in the committee's view, to be inimical to student discipline and destructive of morale for the whole school system. The committee, however, noted the current "diploma craze" of students as a root cause, to which the schools run for profit were only a response.<sup>8</sup>

The committee offered a series of specific recommendations for dealing with the problems. These will be considered, along with other actions and proposals, in a later chapter.

### Government Supervision

The setting of standards in the Philippines for privately supported institutions of learning, and the regulatory actions to maintain standards, are functions of the National Government. Under the law, the Secretary of Education is required to maintain a general standard of efficiency in all private schools, colleges, or universities. The secretary assigns this duty to the Director of Private Schools, who heads the Bureau of the same name. There have been some attempts to establish self-accrediting associations (described in more detail in chapter IX), but to date they do not seem to have reached the stage of relieving the Bureau of any appreciable part of its burden of supervision.

The same system of Government inspection, regulation, and control applies to all institutions of whatever grade. Colleges or universities are not reported separately, and it is necessary to consider the supervisory procedures as a whole.

#### Definition

The legislative act which states the duty and authority of the Secretary or his representative in relation to private education also provides the following definition:

For the purposes of this Act, the term private school or college shall be deemed to include any private institution for teaching, managed by private individuals or corporations, which is not subject to the authority

<sup>8</sup> For the Committee's discussion of this problem, see Joint Congressional Committee on Education, op. cit., p. 294-99.



and regulations of the Bureau of Education or the University of the Philippines, or of the Bureau of Public Welfare, and which offers courses of kindergarten, primary, intermediate or secondary instruction or superior courses in vocational, technical, professional or special schools by which diplomas or certificates are to be granted or titles and degrees conferred.<sup>9</sup>

Non-degree-granting higher schools do not fall within the purview of this definition. Conversely, the government makes room for degrees to be granted under corporate authority by incorporated institutions in certain cases where the degrees, credits, or diplomas are not for general academic transfer and do not call for specific government approval. Such are the honorary degrees conferred by universities, or the degrees in theology granted by a unit which is part of an incorporated institution.

### Regulations

When an individual or corporation desires to open an institution of learning, application must be made to the Bureau of Private Schools, giving detailed information regarding the ownership, governing board, name and qualifications of the administrative head, and financial resources. Questions must be answered about the teaching and supervisory staff, physical plant and equipment, library; and other items of importance for an educational program. A representative of the Bureau then inspects the institution. If it is believed that adequate arrangements exist to offer a certain course of instruction, a permit is granted for one year, at the end of which time the specific curriculum may receive "recognition." If the program falls below the desired standard, the permit may be canceled, or possibly extended for a further trial period. This process continues year by year until the complete curriculum has received recognition. Thus it ordinarily takes at least 5 years for a new 4-year A.B. curriculum to obtain full recognition. Once granted, the recognition may not be withdrawn without cause, but it is in no sense a "charter" which bestows independent existence. The institution is subject to continued inspection and supervision. Furthermore, each new curriculum or course must go through this same process of permit and recognition. Approval is for the particular course and not for the institution as a whole.<sup>10</sup>

<sup>9</sup> Sec. 2, Commonwealth Act No. 180, approved Nov. 13, 1936. This act replaces earlier legislation.

<sup>10</sup> See Republic of the Philippines, Department of Education, Bureau of Private Schools, *Manual of Information for Private Schools Possessing or Desiring To Possess Government Approval*, 5th ed. Manila: The Department, 1953. (Mimeographed.)

Unless exempted for special reasons by the Secretary of Education, a school applying for recognition of its courses must take steps to be incorporated with the Securities and Exchange Commission of the National Government, under the Corporation Law. Schools may be either stock or nonstock corporations.

A permit or recognition extends only to a particular school in a specific location. A branch school must go through the same process of inspection, permission, and recognition, wherever it is located. A separate incorporation is not required, if the branch school is in the same municipality as the parent institution, but is necessary if the branch is opened in a different municipality.

During the 1959 calendar year the Bureau received 1,022 applications for permits to open new courses or for recognition of courses operated during the school year 1958-1959. The number of separate courses involved in these applications was 2,107. In 88 cases, involving 230 courses, approval was refused on the grounds of nonownership of buildings, or for failure to meet other requirements. During the same year the Bureau found it necessary to close 4 schools and to withdraw recognition from 14 courses of study on the grounds of "failure to maintain standards." Because of "failure to operate," 25 other schools and 72 courses of study were likewise closed. The previous year a total of 40 schools and 120 courses had been discontinued for these same reasons.<sup>11</sup>

### Orders for Graduation

Before any student is allowed to graduate from a private-school course authorized by the Government, his eligibility for a diploma must be certified by a "special order" from the Bureau of Private Schools. This means that a duplicate set of his or her credentials, certified by the appropriate school officer, is submitted to the Bureau in Manila where the task of examining the records is a year-round undertaking of the Student Accounting Office. In 1959, this office handled 50,983 records for the academic secondary course, 32,419 for collegiate courses, and 35,543 for vocational courses, or a total of 118,945 cases.<sup>12</sup> Of this number 13,363 were disapproved pending correction or explanation of discrepancies. An incidental but important outcome of the special-order system is that a duplicate record of every graduate of a Philippine private school or college is preserved in the Manila office.

<sup>11</sup> See Republic of the Philippines, Department of Education, Bureau of Private Schools, *Report of the Director of Private Schools for the Calendar Year 1959*. Manila: the Bureau, 1959. (Mimeographed).

<sup>12</sup> *Ibid.* p. 9.

### Responsibilities and Difficulties

The responsibilities placed upon the Director and his staff are heavy ones. They are called upon to exercise judgment over a wide range of educational specialties "from the kindergarten to the postgraduate courses in the university, from the learned professions to hairdressing, . . . needlecraft, and ballet dancing."<sup>13</sup> The Bureau is expected to bring "diploma mills" under control with a limited supervisory staff and inadequate travel funds.<sup>14</sup> It is harassed by lawsuits brought by "renegade school operators who are out to get what they want from the Bureau at all costs."<sup>15</sup> Paper work mounts in volume to where an undue share of staff time is devoted to making time-consuming reports and to the details of clerical work. Many of the better institutions, on their part, feel that the detailed and rigid state control is a real burden, and one that stifles initiative.

### Progress

Several proposals have been made for improvement of the private schools. Some would favor increasing the forces of the Bureau in a determined campaign against offenders. Others would shift the emphasis from policing and paperwork and enlist the better institutions in a campaign of recognition and support for quality work.

For the year 1959, the Director of Private Schools reported the following significant progress:

Standards of instruction have been appreciably raised through frequent school visits of supervisors and superintendents and through the leadership roles performed in the teaching of science and mathematics, in guidance and counseling, in athletics and other fields.<sup>16</sup>

It was also indicated in the Director's report that the quality of graduates had improved through stricter implementation of Department of Education regulations in regard to qualifications for admission, possession of textbooks, teaching load, and qualifications of teachers. The Bureau had aided other public and private agencies in projects for civic betterment.

<sup>13</sup> Antonio Isidro. *The Philippine Educational System*. Manila: Bookman, Inc., 1949. p. 227.

<sup>14</sup> Hon. Manuel Lim. *Shortcomings of the Philippine Educational System, Remedial Measures Adopted, and Proposed Solutions*. Manila: Department of Education, 1959. p. 16.

<sup>15</sup> Bureau of Private Schools. *Report of the Director of Private Schools for the Calendar Year 1959*. p. 16-17.

<sup>16</sup> *Ibid.* p. 1-2.

Through the encouragement of the Bureau, more and better private school buildings had been constructed, better sites acquired, and more complete and up-to-date equipment purchased by school corporations from additional capital investments. As of January 31, 1957, the total investment of 1,740 private institutions in sites and buildings respectively was 136,074,715 and 168,995,506 pesos, or a total private school capital outlay of 305,070,221 pesos.

### Educational Associations

Three educational associations represent the majority of the private schools, colleges, and universities of the Philippines. The first two, as listed below, are for Catholic and for Protestant schools, respectively; in both cases the membership includes institutions of all levels. The third association is made up of nonsectarian colleges and universities.

1. *The Catholic Educational Association of the Philippines* (CEAP), which held its first annual convention in June 1941, is the official national organization of Catholic education. The organization was founded with the following purposes: To promote unity among the members; to represent the interests of Catholic schools in dealing with the Department of Education; "to keep forever before the public the necessity of religious training as a basis for character and morality; to contribute ideas and practical suggestions in the field of education; and lastly to advance and protect the standards of Philippine Catholic education."<sup>17</sup>

2. *The Association of Christian Schools and Colleges* (ACSC) is related to the Protestant or evangelical churches in the islands. It was organized in its present form in 1946 for the purpose, as stated in the Constitution: (1) To provide a center of cooperative and united effort for the Christian schools associated in this organization; (2) to act as a medium of expression of their common objectives, ideals and desires; (3) to promote a high sense of unity, understanding and fellowship among themselves and with the cooperating mission boards and . . . other bodies . . . ; and (4) to foster and promote interest in the progress and expansion of Christian education in the Philippines.

3. *The Philippine Association of Colleges and Universities* (PACU) is composed of nonsectarian institutions of collegiate rank. The member units are all owned and operated by Filipinos. To be admitted as a member, a college or university must have been in operation for at least 5 years and have its own school

<sup>17</sup> Quoted in Igidro, *op. cit.* p. 254.

plant on its own land or an adequate building program. Its administrative and teaching staff must subscribe to the democratic form of government and to democracy in education. Admission to membership is upon recommendation of the membership committee and by approval of four-fifths of the charter and active members.<sup>18</sup>

The Bureau of Private Schools maintains a classification by denomination under the headings Catholic (C), Protestant (P), and nonsectarian (NS). Table 14 shows the distribution of private collegiate institutions by denomination for 1954-55.

Table 14.—Distribution and enrollments in private collegiate institutions, by denominational affiliation, 1954-55<sup>1</sup>

	C	P	NS	Total
Number of institutions	109	24	223	356
Percent	30.62	6.74	62.64	100.00
Enrollment	44,229	5,820	105,520	155,569
Percent	28.43	3.74	67.83	100.00

<sup>1</sup> Republic of the Philippines, Department of Education, Bureau of Private Schools. Private School Statistics, 1954-1955. Manila: Bureau of Printing, 1955. p. 41 and 46.

### The Official List of Institutions

The Bureau of Private Schools publishes for each academic year a "List of Authorized Private Schools and Courses." The unit is the "course" for which a permit (P) has been granted for the current year, or to which recognition (R) has been extended. An example, chosen at random, is a 4-year curriculum in commerce, leading to the degree of bachelor of science in commerce, which had achieved full recognition in 1947, and is now one of 66 such units of varying description which make up the program of a large university in Manila. This particular course appears in the current Bureau list as "I-IV Commerce (B.S.C.) R-1947." A "course" in this sense refers to a curriculum or course of study, generally leading to a degree, title, or certificate, although this is not necessarily the case. The above university also offers a "Junior Course in Piano-R-1948" and "6-mo. Dressmaking-R-1953."

The authorized courses in the Bureau list are grouped under their respective institutions, which are arranged alphabetically by cities or municipalities within provinces according to location

<sup>18</sup> Ibid. p. 255.

and regardless of grade or type of program. These several political divisions also follow the alphabetical order. The Bureau list has no other index, and one not familiar with Philippine geography needs the aid of a political map of the islands. For the convenience of readers whose primary interest may be in a particular college or university, three separate lists have been prepared of (1) 24 universities; (2) 200 4-year colleges; and (3) 65 junior colleges of 2 or more years, omitting those 60 institutions with less than 2 years of postsecondary work. These lists will be found in appendix B, and will be discussed later in this chapter.

Counting each institution to which a permit or recognition had been extended for one or more collegiate courses of whatever length, the latest Bureau list contains 349 institutions which were authorized to offer postsecondary courses for the school year 1958-59.<sup>19</sup> A total of 1,281 schools were offering secondary work; 553, intermediate, and 614, primary grade. There were 185 kindergartens, and 537 schools were authorized to give special vocational courses. Since the same institution might operate on several or all of these levels, the total of this summary will be found to exceed the net number of 2,010 institutions.

#### Location of Collegiate Schools

The private schools as a whole are scattered throughout 52 Provinces and in Manila, which is treated as a Province. The heaviest concentration of private schools of all types is in that city and the neighboring Province of Rizal. In 1958, Manila and Rizal Province accounted for 183 and 143 respectively, or a total of 16 percent of the 2,010 schools reported for that year. The concentration is especially marked, however, in higher education. Of the 349 institutions offering collegiate courses, 71 were in Manila and 40 in nearby Rizal Province—a total of 32 percent, or practically one-third. Until recently only one university could be found outside the metropolitan area. The expansion since 1946 has brought about a more representative distribution; 9 of the 24 universities currently reported are located in various centers south of the metropolis, but the Manila area continues to be the hub of higher education for the Philippines.

The preeminence of Manila is especially marked from the standpoint of number of students. For 1954-55, the city of Manila alone accounted for 90,486 or over half of the 155,569 students

<sup>19</sup> Republic of the Philippines, Department of Education, Bureau of Private Schools. *List of Authorized Private Schools and Courses, School Year 1958-1959*. Manila: Bureau of Printing, 1958. Summary and table of contents, p. v.

enrolled for collegiate courses in Philippine private institutions. Other areas of relative density are listed below:<sup>20</sup>

<i>Areas having over 1,000 students in private colleges or universities in 1954-55</i>	<i>Number of college students in private colleges or universities</i>
1. Manila City	90,486
2. Cebu City and Province	13,262
3. Iloilo City and Province	8,090
4. Rizal Province	3,890
5. Pangasinan Province	3,194
6. Occidental Negros Province	3,162
7. Oriental Negros Province	2,965
8. Davao City and Province	2,937
9. Camarines Sur Province	2,552
10. Mountain Province (includes Baguio)	2,079

**NOTE.**—The total number of students in private colleges or universities in the whole country in 1954-55 was 155,569.

Only four of the smaller provinces in the list for 1958-59 were entirely without collegiate courses, either public or private. They were Bataan, Cantanduanes, Marinduque, and Romblon, the scattered and northern domain of the Batanes Islands being omitted from the private school listing altogether.

### Courses, Titles, and Degrees

Authorization by the Bureau of Private Schools is given to an institution for specific courses (curriculum). The demand is strong that an appropriate academic designation be accorded to each student who completes a particular course of collegiate study. The result is a long and growing list of degrees, titles, and certificates. The latter are usually given students who have finished 1 or 2 years of semi-professional training. Examples are the certificate in secretarial science (C.S.S.), and the elementary teachers certificate (E.T.C.). Titles, as the associate in arts (A.A.), are used to indicate that the student has completed 2 years of a standard college curriculum. The bachelor's, master's, and doctor's degrees have the same relationship as the degrees bearing these names in the United States.

For the school year 1958-59, the 349 universities and colleges, together with schools and institutes having postsecondary departments, had received authorization either permit or recognition to offer 1,642 courses of study. These courses are grouped by academic fields in appendix B, according to the degrees, titles, or other

<sup>20</sup> Republic of the Philippines, Department of Education, Bureau of Private Schools. *Private School Statistics, 1954-1955*. Manila: Bureau of Printing, 1955. p. 7-9.

designations used to indicate the different kinds of courses in the Bureau list for that year. The number of courses in the several fields are summarized by order of popularity in table 15. This summary indicates that the preponderance of institutional interest is in the professional fields of (1) education, (2) business, (3) engineering, (4) music, (5) law, and (6) medicine and related professions. Home economics is a popular choice of women students, who have also contributed much to the development of music. Liberal arts holds second place on this list, but nearly a third of these authorizations as shown in appendix B are preparatory to law, medicine, or other professional curriculums.

Table 15.—Summary, by fields of study, for courses (curriculums) authorized through permit or recognition by the Bureau of Private Schools, as of June 1958

Field of study:	Number of authorizations
Education	532
Liberal arts	442
Business administration or commerce	235
Engineering	95
Music	76
Law	74
Medicine and related professions	60
Home economics	51
Science	20
Architecture	11
Chemistry	12
Agriculture	11
Foreign service	10
Industrial arts or technology	5
Fine arts	4
Social work	4
Total	1,642

### Education

A total of 532 courses had been approved in the field of education. Over a third of these, or 190 courses, represented curriculums leading to the degree of bachelor of science in education (B.S.E.), for many years the popular line of preparation in the Philippines for secondary teaching. In view of the large place which the B.S.E. holds both in the University of the Philippines and in private colleges and universities, it may be noted that this is not a highly specialized educational degree. It calls for a major and minor in arts and sciences. Only 12 3-hour courses in education are a fixed requirement.



The 2-year normal course leading to the elementary teachers certificate (E.T.C.) still appears in the list with 142 authorizations, although it is likely that not all of these authorized courses were actually in operation during 1958-59. With the oversupply of elementary teachers in the early 1950's, the 2-year curriculum has given way in most places, and especially among the universities, to the 4-year program leading to the bachelor of science in elementary education (B.S.E.Ed.), found 78 times on this list. At least one private university offers a 1½-year B.S.E.Ed. curriculum for A.B. graduates.

A specialty within the new 4-year curriculum for elementary teaching is evidenced by a single authorization for the B.S.E.Ed.-H.E. in home economics. The 2-year junior normal-home economics (E.T.C.-H.E.) occurs 39 times and the 3-year combined junior normal-home economics (E.T.C.-H.E.), 24 times.

The master of arts in education received 40 authorizations and leads the field in the graduate offerings. There were also 3 authorizations for the doctor of education degree.

#### **Liberal Arts**

The 442 designations in the field of "liberal arts" would seem at first glance to indicate a considerable devotion to the humanities, but a closer examination reveals that over half of this total was taken up by the 265 authorizations to grant the associate in arts (A.A.) title for the first years of general college work. Over a half, or 145 of these cases, were specifically directed toward entrance into the popular professions of law (91 authorizations), medicine, or dentistry.

#### **Business**

Under the heading of business administration or commerce, nearly half of the 235 titles or degrees were for the bachelor of science in commerce (B.S.C.). Twelve authorizations had been extended for graduate courses in this field, the most popular designation being the master of science in business administration (M.S.B.A.). An extremely popular curriculum is that designated as "collegiate secretarial." Among the schools, colleges, and universities, 175 such programs had been authorized in 1958—all for 1 year except 26 which extended over 2 years. Seven colleges had been given the right to grant the certificate in secretarial science (C.S.S.) for completion of such work, and only these cases have

been included in appendix B. In the universities, 18 secretarial science curriculums were being offered, 4 of the 2-year type. One college had authorization for a 4-year program of this nature, no mention being made of a degree or certificate.

### Engineering

The field of engineering is well represented in table 15. Civil, electrical, and mechanical engineering, in this order, are the most popular lines of specialization. These are now 5-year curriculums, as is true of industrial, chemical, and possibly other engineering programs. The authorizations for aeronautical, mining, marine, and sanitary engineering in the 1958 list were on a 4-year basis. For the 5-year programs, the first 2 years constitute a common basic curriculum before specialization. One private institution in 1958 was authorized to offer work for the M.S. in civil engineering. A related field is surveying, 23 institutions being in a position to grant the associate title for completion of the 2-year program.

### Law

The popularity in the Philippines of law as a profession and as a field of study is evidenced by the 74 authorizations in table 15. The 4-year professional course in 1958 followed the 2 years of pre-law. This is to be replaced in 1960-61 by the requirement of completion of a 4-year course in arts and sciences before entry into the College of Law.

### Medical Professions

In 1958, four private colleges of medicine had received full recognition. The oldest school of this kind was the Faculty of Medicine and Surgery of the University of Santo Tomas, opened in 1871. Manila Central University (MCU) had its institutional beginning as the Escuela de Farmacia del Liceo de Manila, and was transformed into the Manila College of Pharmacy in 1915; following the war, dentistry, liberal arts, education, and business were added. In 1947, MCU took over Afable College of Medicine and Surgery, founded in 1933. The Far Eastern University received the first class into its Institute of Medicine in June 1952. The Medical College of Southwestern University in Cebu City gained Government recognition in 1953.

In 1955, the medical graduates of the University of Santo Tomas

numbered 581, of Manila Central University, 296, and Southwestern College (now SWU), 19. The total enrollment including interns in the four private medical schools for 1955-56 was as follows:<sup>21</sup>

	<i>Number of Medical Students</i>
University of Santo Tomas .....	4,405
Manila Central University .....	1,398
Far Eastern University (first 4 years) .....	1,074
Southwestern .....	274
Total .....	7,151

In 1958 the University of the East had gained recognition for the first year of medicine and was operating the second and third years under permit. Its medical college, located in Quezon City, was prepared in 1959-60 to offer the full 4 years of instruction,<sup>22</sup> and the hospital for the fifth year of internship was nearing completion. Before the opening of the 1957-58 school year the university had incorporated the College of Medicine as an affiliated nonstock and nonprofit institution, and had secured approval to name the reorganized unit the University of East Ramon Magsaysay Memorial Medical Center in honor of the late President of the Philippines. The entering class is currently limited to 225 students.

A second institution, the Cebu Institute of Technology in Cebu City, was operating the first 2 years of the medical course under permit in 1958. It reportedly is now fully recognized. This addition would mean that the Philippines at the time of writing has six private colleges of medicine besides the unit of the state university.

If the degrees related to the healing arts are grouped together for purposes of analysis, it is convenient to include the 16 training courses which grant the graduate nurse (G.N.) certificate for students who complete the traditional 3-year hospital training. Nursing candidates who enroll in a college or university and complete the first year in basic subjects, continuing hospital training and instruction under college supervision, receive the bachelor of science in nursing (B.S.N.) after 4 or, in at least one institution, 5 years of study and training.

The degree of doctor of dental medicine requires 4 years of professional study after the 2 years of liberal arts. The doctor of pharmacy is a 2-year graduate course beyond the master of science in pharmacy.

<sup>21</sup> Jean Alonso Curran. *Survey of Educational Resources, Teaching Programmes, Research and Services of the Colleges of Medicine of Santo Tomas, Manila Central, and Far Eastern Universities*. Manila: World Health Organization, 1956. (Mimeographed.) p. 21.

<sup>22</sup> University of the East. *Bulletin [catalog] 1959-1960*. p. 125-142.

**Home Economics**

In recent years, home economics in the Philippines has been emerging from the education and normal departments to which it has long been attached to develop a vigorous life of its own. A 1-year course in "home arts," not leading to a title or certificate, is found in several colleges for women. The B.S.H.E. degree, as well as the older B.S.E. with a major in home economics, is accepted as preparation for high school teaching.<sup>23</sup> The new specialty of nutrition is making its appearance. Two institutions were offering the M.S. in home economics in 1958-59.

**Music, Fine Arts, and Architecture**

Table 15 shows that 76 degrees in music were authorized to be given as of 1958, an indication of the prominence accorded musical instruction and activities in many schools, and especially in the colleges for women. At one university in Manila, 42 of 76 courses authorized for the entire institution from kindergarten to graduate school are in some field or specialty of music. This does not mean, of course, that over half of the effort of the faculty and students is devoted to this one subject. Certain courses like the "preparatory course in viola" might have few or no students in a particular semester, but the list indicates the extent and intensity of musical interests—and also something of the strain which such a development puts upon the nomenclature and supervisory procedures of the Bureau of Private Schools. In this case the system of academic degrees has been replaced by a simple description of the length and nature of each course of study, and to some extent by the terms "artists' course" and "teachers' course."

The marked artistic abilities of the Filipino people are by no means limited to music, but for some reason there has been no companion development in the teaching of the fine arts by private schools—only one title and three degrees being found in this area. This total would be increased by 11 if architecture were grouped with fine arts, following the U.P. pattern. Poetry and literature are included in language courses. Programs in physical education pay considerable attention to folk dancing, and art courses have a place in home economics. At least one institution, the Philippine Women's University in Manila, offers instruction in the ballet as well as in painting and a "teachers' course in dance," all of these

<sup>23</sup> Fresnoza, *op. cit.* p. 316.

being recognized by the Bureau, but covered by a description rather than a set of letters to be written after the names of graduates.

### Science, Chemistry, and Technology

The extensive use of the B.S. and M.S. in Philippine academic practice to indicate specialization in such divergent professional fields as education or nursing tends to obscure the very small place occupied by pure science as the term is generally understood. Only 20 authorizations had been granted to private colleges for the straight bachelor or master of science degrees. Chemistry enjoys a popularity of its own with 12 B.S. Chem. degrees and one M.S. Chem. degree, for students expecting to enter industrial enterprises in need of professional chemists. The five authorizations in industrial arts and technology may be an indication of a response of private schools to the needs of a developing industry. It must be pointed out, however, that the relatively good showing in engineering and chemistry and the beginnings made in other technical courses (see table 15, p. 124) are primarily attributable to the offerings of a few large institutions in Manila and a few in other cities.

### Agriculture

In view of the criticism by the Economic Survey Mission<sup>24</sup> and other observers that a higher proportion of college students should be preparing for agriculture and industry, it is of interest to note the several private institutions that have entered the field of agricultural teaching in recent years.

The Araneta Institute of Agriculture (now Araneta University) at Malabon in Rizal Province came into being in 1946 when the heirs of the late Gregorio Araneta, distinguished lawyer and statesman, set aside an educational fund for an agricultural college dedicated to the task of postwar reconstruction. In 1958 the university was offering several agricultural curriculums on the 4-year level, a 5-year program in agricultural engineering, and a number of short and special courses in agricultural subjects, as well as a general university program.

The College of Agriculture of Central Philippine University was opened in 1951 and the authorization for the B.S. Agr. was com-

<sup>24</sup> Report to the President of the United States by the Economic Survey Mission to the Philippines (Daniel W. Bell, Chairman). Washington, D.C.: Government Printing Office, 1950. (U.S. Department of State Publication 4010, Series 28.) p. 91.

pleted in 1955. Xavier University in Cagayan de Oro City has also organized a College of Agriculture, with authority for the full 4 years of the bachelor of science in agriculture (B.S.A.) granted by 1958. Mountain View College in Bukidnon offered at that time the 2-year associate in agriculture, as did Silliman University in Dumaguete City. The Silliman *Bulletin of Information for 1960-61* also announces a major in agricultural education.

### Other Courses

Foreign service or diplomacy is a new profession which came into prominence with the establishment of the Republic of the Philippines in 1946. It has brought forth a rather wide variety of courses, titles, and degrees. The same may be said of social work—a new profession finding expression in several specialized curriculums.

Table 16.—Collegiate enrollment in private colleges and universities 1957-58, by course of study<sup>1</sup>

Course:	Enrollment
Commerce	61,978
Liberal arts	43,570
Education—normal	31,791
Engineering	31,222
Law	11,585
Medicine	9,169
Nursing	5,330
Pharmacy	4,457
Agriculture	3,304
Home economics	2,725
Dentistry	2,265
Music	2,140
Chemistry	1,487
Midwifery	1,460
Nautical	1,271
Optometry	887
Literature	458
Social welfare	443
Fine arts	399
Foreign service	356
Philosophy	135
Home arts	112
Industrial technology	29
Unclassified	198
<b>Total</b>	<b>216,771</b>

<sup>1</sup> Data from the Bureau of Private Schools through the courtesy of the Director.

## Enrollment and Graduates

The number of students enrolled in different types of private college courses for 1957-58 is shown in table 16. The classification is somewhat different from the one followed above in the discussion of courses, but the same general lines of interest are evident, with commercial courses making an impressive showing.

A summary of the number of graduates from all types of private schools for 1947-48 through 1958-59 will be found in appendix C. The data for college and university graduates are summarized in table 17. An examination of the yearly reports in appendix C will reveal several trends. The number of normal and education graduates has declined from a peak of 36,789 in 1951 to 8,958 in 1959. Commerce during the same period rose from 5,107 to 10,874 and engineering from 1,550 to 3,141 graduates. Other college fields have maintained a more gradual rate of growth.

Table 17.—Distribution, by fields of study, of graduates of private colleges and universities, 1948-59<sup>1</sup>

Field of study	Number of graduates	Percent
1. Teachers' course, normal and education	180,242	47.49
2. Commerce	76,092	19.40
3. Arts and sciences	55,983	14.28
4. Medicine and allied courses	30,843	7.87
5. Engineering and allied courses	23,520	6.00
6. Law	17,268	4.40
7. Music	1,209	.31
8. Graduate courses	993	.25
Total	392,150	100.00

<sup>1</sup> Data from app. C.

## Private Universities and Colleges

The private institutions of 2-year collegiate rank and above are listed in appendix D, arranged in alphabetical order by the following classification:

- List 1—Universities.
- List 2—4-year colleges.
- List 3—2-year colleges.
- List 4—Catholic universities, colleges, and seminaries.
- List 5—Protestant universities, colleges, and theological schools.

The number of institutions in the first three lists (which include the institutions named in lists 4 and 5) is given in table 18, together with information regarding the institutional programs.

Table 18.—Philippine private collegiate institutions classified as universities and colleges, with a partial analysis of institutional programs by level or type<sup>1</sup>

Institution	Universities	4-year colleges	2-year colleges	Total
Number of institutions	24	200	65	289
Kindergarten	6	39	4	49
Primary	20	135	26	181
Intermediate	20	137	28	185
Secondary	24	193	58	275
Vocational and commercial	9	44	21	74
Collegiate secretarial	15	128	34	177
Education or normal	22	173	27	222
Education or normal only		4	6	10
Graduate	24	31		55

<sup>1</sup> Compiled from Republic of the Philippines, Department of Education, Bureau of Private Schools. List of Authorized Private Schools and Courses; School Year 1958-59. Manila: Bureau of Printing, 1958. Schools with less than 2 years of approved college work are not included. This summary also omits the hospital schools of nursing giving only the G.N. program, and several postsecondary schools of music.

<sup>2</sup> Two universities not mentioned in the Bureau list for 1958-59 have been added on the basis of later information.

<sup>3</sup> About 119 of the 4-year colleges give the A.B. degree.

## Universities

### Definition

A specific definition of a university is laid down by section 3 of Commonwealth Act 180, which stipulates that "no institution shall call itself or be called a University" unless or until it has fulfilled the following requisites, in addition to others which the Secretary of Education may prescribe:

1. The operation of a recognized post-graduate course in liberal arts and sciences or in education, leading to the master's degree;
2. The operation of a four-year undergraduate course in liberal arts and sciences;
3. The operation of at least three professional colleges;
4. The possession and maintenance of a professionally administered library of at least ten thousand bound volumes of collegiate books; . . .

As of 1953, the Department of Education had added the following requisites:

- a. The under-graduate course in liberal arts and sciences and the professional colleges mentioned above in Nos. 2 and 3, respectively, must possess full Government recognition.
- b. The operation of a college offering courses in technology or in medicine, pharmacy, and dentistry.



c. In connection with the 10,000 bound volumes in No. 4 above, the library requirements provided elsewhere in this Manual by courses should be met.

d. The ownership of adequate and suitable grounds and buildings.

e. Possession of adequate and stable resources of income outside of students' fees.

f. Maintenance of a faculty, with ranks of full professors, associate professors, assistant professors and instructors, in accordance with the criteria as indicated elsewhere in this Manual, provided that at least 60% of the faculty shall hold the professional ranks and are on full-time employment.

g. Creditable showing of graduates on the basis of their collective averages in the different government examinations for the last three or more years.<sup>25</sup>

### Universities, 1959-60

Looking at the list of universities in appendix C, the reader will recognize several dating from Spanish times, notably Santo Tomas, San Carlos, and the Ateneo de Manila, although university status for the last two was a later development. On the other hand, the majority of the present universities in the Philippines came into existence in the first half of the present century. The National University of Manila claims 1900 as the year of founding. The following August, Silliman Institute (now Silliman University) was opened at Dumaguete on Negros Island by the Presbyterian mission, on the impetus of a gift from Dr. Horace B. Silliman, an American philanthropist. The present Manila Central University had its beginning in 1904. A year later the American Baptist mission opened the Jaro Industrial School at Iloilo; this grew into Central Philippine College and is now Central Philippine University.

Of the two private universities for women, the Centro Escolar de Señoritas (now Centro Escolar University) was established in 1907 by a Filipino group. The first units are said to have been a high school and music courses. An historical plaque at the Philippine Women's University records that it was founded in 1919 by a group of Filipino women and incorporated as a university in 1928.

List 1 in appendix C gives the dates of founding for the present universities, the time when university status was conferred, and other information. The founding dates were difficult to fix because

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<sup>25</sup> Republic of the Philippines, Department of Education, Bureau of Private Schools. Manual of Information for Private Schools. p. 8.

many of the present universities began as schools of lower grade. The University of Visayas in Cebu City first opened in 1919-20, and was the Visayan Institute before it attained university standing after 1946. The University of the Southern Philippines, also in Cebu City, went through a similar period of development as Southern College. The Manuel L. Quezon University was formerly the M.L.Q. Educational Institution.

Several of the present institutions were originally launched as specialized schools to teach technical or business courses. One of the giants, the Far Eastern University, began in 1928 as an institute of accountancy, acquiring university status in 1934. The University of the East was opened in 1947 as the Philippine College of Commerce and Business Administration. Adamson University was started in 1932 as the Adamson School of Industrial Chemistry. FEATI University originally was an institute of technology, the name being the initials of a pioneer airline, the Far Eastern Air Transport, Inc., with which the school was once associated. The air transport company soon sold its holdings to the Philippine Air Lines, but the name endures in the institution.

The granting of university status has proceeded rapidly since 1946. Arellano University, founded in 1938, achieved this rank in 1947. The University of San Agustin in Iloilo, formerly the Colegio de San Agustin, received recognition in 1953. The similar date for the neighboring University of Negros Occidental, formerly Occidental Negros Institute, was 1957. For the University of Nueva Caceres in Naga City, formerly a college of the same ancient Spanish name, the date of recognition was 1954. The latest addition to university ranks is Southwestern University in Cebu City, which appeared on the 1958 Bureau list as a college—the 24th private university.

The enrollment for these universities during 1959 exceeded 8,000 in only four cases: (1) Far Eastern University, 41,479 students; (2) University of the East, 36,251; (3) Santo Tomas, 25,831; and (4) FEATI, 12,563.<sup>26</sup> The majority of the institutions had less than 5,000 students. The total was 206,283, to which number the 4 largest universities contributed 116,124 students, or 56 percent.

<sup>26</sup> It is likely that some of the enrollees were part-time students. It would also seem that the figures for "total enrollment" in list 1 of app. C must include secondary and elementary students in attached units.

## Colleges

The senior colleges, giving at least one bachelor or a first professional degree, have been arranged in alphabetical order in list 2 in appendix C. In each of the three lists the Province and city are given to facilitate locating the institution in the list published by the Bureau of Private Schools.

A comparison of the 1958 list with that of 1955 reveals that between these two dates the Bureau had dropped some 25 schools once authorized to offer collegiate degrees. This figure does not include institutions which had changed their names without loss of standing.

### Names

In contrast to the name "university," for which a precise definition has been spelled out in Commonwealth Act No. 180, no definition has become solidly established for a college. The Spanish "colegio" may continue to be used by schools to designate elementary-secondary courses in existence before 1926,<sup>27</sup> but it may not be translated as "college" unless the school is authorized to offer a 4-year collegiate program for secondary graduates. The manual of the Bureau of Private Schools declares that approval will not be given for courses in private schools when the institutional name includes the word "college," except as the above standard is met. But in practice a great deal of variation exists.

The term "junior college" is not mentioned in the Bureau manual. It is used, however, in the names of individual institutions, although it may not be an accurate description of their programs.

The institutions under Catholic auspices can usually be distinguished by characteristic religious terminology, although this is not always the case. In addition to the Ateneo system of the Jesuit Fathers, already mentioned, other Catholic religious societies may use a distinctive name for a series of institutions under their care. The Brothers of the Christian Schools of De La Salle College in Manila have opened a second La Salle in Bacolod City. The St. Paul de Chartres Sisters work in three St. Paul's Colleges in Tuguegarao, Manila, and Dumaguete and also in St. Paul's School of Nursing in Iloilo. A St. Theresa's College is in Manila and another in Cebu, both under the Missionary Sisters of St. Augustine. The Sta. Isabel College of the Daughters of Charity in Manila

<sup>27</sup> Isidro, *op. cit.* p. 232.

has a sister institution in Naga City. A particular religious group does not necessarily, however, claim exclusive rights to a name, nor are they confined to schools under that name. The Fathers of the Society of the Divine Word (S.V.D.), for example, who are responsible for San Carlos University, are connected with a variety of other institutions in the Philippines.

Institutions under Protestant auspices are not so likely to repeat identical names. When the Seventh-day Adventists decided to expand beyond their Philippine Union College in Rizal Province, the result was Mountain View College at Malaybalay in Bukidnon. The several other "Union" institutions in the Manila area have a different history and are not now organically related to each other.

The names of national heroes are frequently claimed by non-sectarian schools, not always under the same sponsorship. The longtime President of the Commonwealth, Manuel L. Quezon, is commemorated in variant form by nine institutions. The name of the martyred hero, José Rizal, appears in as many titles although several of these may be derived from Rizal Province. Other names on the list of colleges will be recognized as having historical connection.

### **Two-year Colleges**

The institutions with 2 or more years of college work leading to recognized titles appear in list 3 in appendix C. A few are called junior colleges, but the 2-year standing is often regarded as a way station toward being a full college or perhaps a university. This third list, therefore, is likely to be a changing one.

### **Branch Schools**

If the three lists are compared it will be noticed that many of the institutions have more than one address, a situation which frequently develops with institutional growth. For some years the University of Manila has had a second campus in the Tondo area of Manila City. When the Ateneo de Manila took up quarters at "Loyola Heights" in Quezon City, the kindergarten, and the elementary, law, and graduate schools remained at the Padre Faura address in Manila. The Medical School of Manila Central University (together with related departments) and also the elementary and secondary units are in Caloocan, a continuation of the metropolis but across the border in Rizal Province. In this

same area, the University of the East has established a branch technical school, but has looked in the other direction to Quezon City for a medical college site.

Other Manila institutions have also tended to grow into the proliferating suburbs, or to follow the general movement of population into the southern islands. The tendency to set up nearby branches is not limited to the Manila area. For example, Iloilo City College, a private institution, has a separate elementary-secondary school. The University of the Southern Philippines in Cebu City sponsors a secondary school, known as "Southern College," in the town of Bantayan, and the University of the Visayas has a branch at Toledo on the same island of Cebu.

### Religious Affiliation

#### Roman Catholic

List 4 in appendix D<sup>28</sup> is a summary of universities and colleges in the Philippines operated under the auspices of the Roman Catholic Church or organizations of that church. The 2-year colleges are not separated out in this list, but are indicated by notes so far as information is available. Three-year G.N. schools of nursing have been included. Institutional names have been slightly edited in a few cases to facilitate reference to the Bureau list, but because of the time lapse between 1958 and 1960, the contents of the several lists will not be identical.

The institutions in list 4 are those owned or administered by ecclesiastical or religious organizations. In addition, the following colleges are listed in the Catholic directory:<sup>29</sup>

1. Father Burgos College, San Fernando, La Union.
2. St. Michael College, Hindang, Leyte.
3. Guagua National Colleges, Guagua, Pampanga.
4. Pampanga College, Macabebe, Pampanga.
5. St. Anthony's Institute, Mabalacat, Pampanga.
6. St. Michael College, Guagua, Pampanga.
7. Republic Central College, Angeles, Pampanga.

<sup>28</sup> The original of this list was secured through the courtesy of the Reverend James J. Meany, S.J., vice-president of the Catholic Educational Association of the Philippines, with the aid of the secretary of the association.

<sup>29</sup> Catholic Directory of the Philippines, 1960. Manila: Catholic Trade School, 1960. p. 176, 328, 348, 349, 350.

**Protestant**

List 5, drawn from several sources,<sup>30</sup> attempts the same service for colleges under Protestant or evangelical auspices. This list does not include enterprises under individual evangelical leadership which are not church controlled, except as such colleges are active members of the Association of Christian Schools and Colleges.

**Moslem**

Attention may be called to the existence of one private college whose name indicates a special relationship to the Filipino Moslem or "Moro" community. This is the Kamilol Islam Institute of Marawi City in Lanao, a 2-year college.

**Theological Seminaries**

Theological seminaries in the Philippines are not required to register with the Bureau of Private Schools. They may do so if they desire students to have academic credit for the general pre-theological courses. On the list of approved schools will be found a number of such examples of Catholic seminary courses, generally recognizable by the institutional name. Many Catholic seminaries have also registered their classical secondary courses.

The list of Catholic seminaries of collegiate rank, not registered with the Bureau, will be found in the last section of list 4. "Minor seminaries" of the Catholic Church generally have a high school department and one, two, or occasionally more years of collegiate work. The "major seminaries" are for philosophical and in most cases also for theological studies. No distinction is made as to these two types in list 4 since the seminaries named are all of collegiate rank.

The Protestant theological institutions are likewise noted at the end of list 5. The degrees granted are conferred by corporate

<sup>30</sup> Donald P. Cottrell (Chairman, Educational Survey Commission) and Ava B. Milam. *Schools and Colleges in the Philippines: Report of a Survey of Schools and Colleges*. Sponsored by Evangelical Agencies in the Philippines. Submitted October 1948 to the Association of Christian Schools and Colleges, Manila, and to the Philippine Committee of the Foreign Missions Conference of North America. New York: Foreign Missions Conference of North America, 1948. p. 19-20. Also: Benicio T. Satapusan. *Report to Fourth Biennial Convention, Association of Christian Schools and Colleges*. Manila: April 1955 and Frank T. Wilson. *Report of the Educational Survey of Twenty Church-Related Schools, United Church of Christ in the Philippines to the Committee on Church-Related Schools, the United Church of Christ in the Philippines . . . Quezon City, 1969.* (Mimeographed)

authority. The Central Philippine College in 1951-52 was offering the bachelor of theology (B.Th.) and the bachelor of science in religious education (B.S.R.E.) for 4 years of collegiate study. Standards of admission to theological courses have recently been raised to require 2 years of liberal arts work. The College of Theology of Silliman University in 1957-58 was offering the B.Th. and the bachelor of Christian education (B.C.Ed.) degrees. Students were required to have the general associate in arts title or its equivalent for entrance, and to complete a 3-year program of studies plus a year of internship. The Union Theological Seminary in Manila in 1953-55 offered the older B.Th. and bachelor of religious education (B.R.E.) curriculums. The bachelor of divinity (B.D.) degree was provided on the American seminary pattern for students who entered with the A.B. degree or equivalent and completed 3 years of seminary work.<sup>81</sup>

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<sup>81</sup> All data on degree programs in the Protestant theological schools are drawn from catalogs of the institutions.