Policy and Pedagogy: A Critical Analysis of the Alternative Learning System - Accreditation and Equivalency Program in Pasay City

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Bachelor of Arts in Political Science

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The accomplishment of this research would not be possible if not for the following:

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8. Paulo Freire, for coming up with a revolutionary approach in education which stirred the researcher's interests
ABSTRACT

Education is the cornerstone of every society aiming to achieve progress, and as such, education should be a very appropriate topic of study. Considering the Philippine context, one may even find studying the educational process a necessity.

It is quite evident that not all Filipinos have access to “good” education, let alone education. This is so because of the current structure of Philippine society—the great inequity and inequality that abound us make education one of the greatly missed bare necessities.

And there are also problems within education and educational systems in the Philippines. These are glitches found in the complex system and social processes governing the state of education in the country. That the aspects of administration, governance, facilitation of learning, pedagogical approaches should be improved is the general way to the development of education in the Philippines.

Therefore, it is just apt to glance at the Alternative Learning System and its particular Accreditation and Equivalency Program because this is the most common resort of the poor and the marginalized when they are bothered by the concern of getting a high-school or elementary diploma. In gist, the true essence of education is lost in the process of haggling for a diploma and establishing band-aid programs that have misplaced priorities and objectives.

Furthermore, the importance of pedagogy and the teacher-student relationship were emphasized on this study, because this process has a very direct and possibly lasting effect on the students.

In conclusion, the study aims to criss-cross through the entire program and explore its strong and weak points, with the aim of finally recommending possible solutions to diagnosed problems.
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CONCEPT

Introduction

In general, this research will highlight the significance of education as a tool for individual and social progress and community development, but the researcher will close in on certain alternative learning programs of two different learning institutions as primary points of analysis. Two political concepts, education and public administration, shall be linked here---the programs mentioned, the implementation, and the general effectiveness shall be the main foci of analysis. However, the related concepts that are also essential in understanding the big picture (e.g., the organizational efficiency of the public educational institutions, the local government units that spearheaded the programs and the target people of the program) shall also be covered although with as much incisiveness as possible.

The program that shall be evaluated would be the Alternative Learning Programs in Pasay City, particularly the “Accreditation and Equivalency Program” (ALS A&E) situated in three different venues, one in the North District at Padre Burgos Elementary School, and one in the East District at Pasay City East High School. The primary target of these alternative learning centers are the out-of-school youth (which shall be defined accordingly), specifically people who need a high school or elementary diploma. Furthermore, the manner in which these programs are being run shall also be put to careful scrutiny, as much as the personnel administering the running (teachers, instructors and other personnel). In addition to that, the bureaucracy and general politics surrounding the programs will also be studied.

The research type, for that matter, will primarily be a policy analysis/program evaluation
because the investigation primary deals with a particular educational program and its effect on the target, in this case the young portion (and in some cases, the not-so-young) constituency of two local government units in Pasay City. Nevertheless, the organizational character and the sociopolitical patterns will also be a recurring theme because the study also deals with the people behind and on the organizations and socio-political structures involved.

In the end, the researcher hopes to successfully evaluate the educational programs and the politics and bureaucracy that come and go with it.
RESEARCH PROBLEM

Statement of the Problem

Since an educational system was established, the effectiveness and ampleness of education, more particularly of the educational system here in the Philippines, has been a question lingering in Philippine society and politics. From the inquiries concerning the competitiveness of teachers and instructors in the different levels of education, to the hackneyed problem of erroneous textbooks and instructional materials, to various personnel and systemic problems governing the entire educational system---very little of these has been resolved.

In this study, the connection between education, pedagogy, administration and politics in a particular context shall be established, and their connection shall be used as a lens for analyzing a current specific problem hounding a local educational-administrative system. The research also aims to use the mentioned link to formulate solutions to the problems---both immediate and potential---and recommend a solution as effective as possible.

The specific case of alternative learning programs shall be considered here in the study. Quandaries regarding their effectiveness and general usefulness shall be the bulk of this research, as the researcher tries to address this most pressing problem accordingly. An approach in the general policy and in the organizational-administrative aspect of the problem shall be the main points of discussion. However, problems in the bureaucracy shall also be addressed.

Again, the alternative learning systems from two venues, Padre Burgos Elementary School and Pasay City East High School shall be the focal points of analysis.
I. What is the Alternative Learning System all about?
   1. When was it implemented?
   2. Who were its proponents?
   3. What are its targets/objectives?
   4. Who are the different people/public officials/education officials involved in it?
   5. Is there any sub-programs under it?

II. Is the Alternative Learning System effective?
   1. Have the objectives been met so far?
   2. Have the goals been met in so far as the target people/students are concerned?

III. What are the political implications of the Alternative Learning System?
   1. What are the different problems (in the political, administrative aspect) it is facing?
   2. How is the bureaucracy working?

IV. Could the Alternative Learning System, or any form of educational program for that matter, can be further improved?
   1. What are its effects and on the target people (e.g., students, out-of-school-youth, andragogical concerns)
   2. Are there deficiencies in the program?
   3. How can these deficiencies be resolved?

V. Is there a link between educational system and politics, or for that matter, politics and administration?
SCOPE AND LIMITATIONS

As mentioned in the introduction, the research will cover two specific branches/venues of the alternative education program—the one in Padre Burgos Elementary School (North District) and the other one in Pasay City East High School (East District), both located in Pasay City. The research will try to assess and evaluate the program’s impact/s and their extent of effectiveness as far as the targets are concerned. However, the role of pedagogy, politics, public administration and bureaucracy and their implications on the program shall not be ignored and will also be covered.

For the purposes of logistic convenience and economy, the researcher has chosen two alternative learning centers belonging to the same district and division of schools in Pasay City.

For conceptual and theoretical concerns, the researcher has decided to focus on the bureaucratic and administrative functions of the Bureau of Alternative Learning System in Pasay City/BALS (under the Department of Education) and on the actual learning process that takes place inside the classrooms among the instructional managers\(^1\) and students of the program. In reality, there are many alternative learning programs under BALS which target different kinds of people in the community, but the study concentrates on the Alternative Learning System – Accreditation and Equivalency Program since it is the biggest subprogram. The undeniable need and want of Filipinos for a high school and elementary diploma and its real value on later life (e.g., when applying for a job) further justify the concentration.

---

\(^1\) Instructional Managers – teachers under the Alternative Learning Program
OBJECTIVES

At the end of the study, the researcher aims:

1. To analyze how the alternative learning system/alternative education program works inside a bigger social-political system (such as the bureaucracy of the system within which it operates, and the community and unique culture or set of cultures within which it is immersed);

2. To evaluate the effectiveness of this policy/program using the findings and the appropriate framework;

3. To trace the problems confronting it and find the different sources, and;

4. To come up with a certain solution/resolution if the program is found deficient in a sense that it is not meeting its objectives or if it is not working the way it is supposed to be.
REVIEW OF RELATED LITERATURE

Education is an institution in itself---its existence since primitive to modern times has been instrumental to man’s progress. And as with any other institutions, there also exists some problems in education, which structural functionalists may call imbalances and dysfunctions in the institution of education. This paper will examine some of those problems, but as mentioned above, the paper will concentrate on the educational policies and the different aspects of it---the policy, the implementation, the function and effectiveness in a particular place and setting.

In order to have a better grasp at the entire concept of education and its implications on society, we must identify the different components and some concepts that are inextricably linked to education and educational policies.

First, education is established and implemented in a particular state or region by educational policies. Although the educational system in the Philippines is quite an autonomous unit (headed by the Department of Education, Republic Act 9155), it is still in a way governed by certain executive policies and programs executed by the central government. And as we shall see, education, more particularly in the micro-governmental level, is most of the time administered by local government units (funding, implementation, etc.). Thus, one of the political aspects of educational policy-making, which largely determines the nitty-gritty details of an educational policy, shall be examined as incisively as possible. Furthermore, education can also be classified as a public good (and this assumption will be frequently used in this paper), and thus an integral part of public administration and policy. As the old progressive maxim goes, education is a right, not a privilege to be enjoyed only by a few. Furthermore, in the field
of public policy, the manner in which people manage or run the whole process matters significantly---the bureaucracy of educational policies is an entirely different yet no less significant issue. Maria Concepcion Alfiler, in her essay "Political-Administrative Accountability Continuum", notes that:

"...The concept of accountability flows from the concept of stewardship. If democracy rests on the consent of the governed, then the institution called GOVERNMENT must answer to the people for its actions." (Alfiler, 1986)

Alfiler was apparently referring to the notion of accountability in public administration and policy-making and implementation. This concept will be used in examining the bureaucracy behind educational policy implementation.

Second, other aspects of educational policies aside from the nature and implementation of the policies themselves should also be noted. For example, the concept of PEDAGOGY, which is central to the field of education, ought to be examined in relation to the politics surrounding it. As what Paulo Freire emphasizes in his book "The Politics of Education: Culture Power and Liberation", the primary aims of education ought to be directed to the critical abilities of students and learners---the ability to understand politics and use it to gain freedom and liberation from the chains of illiteracy and oppression. Paulo Freire argues that the manner of teaching together with the content or text the pedagogy contains may be a powerful transformative force in society. Yet, we are again introduced to a definitely related concept to education, the concept of political literacy. Paulo Freire elucidates it best:

"...Since it is always a process, "knowing" presumes a dialectical situation: not strictly an "I think," but a "we think." It is not the "I think" that constitutes the "we think,"
but rather the "we think" that makes it possible for me to think. In epistemological terms, the object of knowledge is not a term of knowledge for the knowing subject, but mediation of knowledge..." (Freire, 1968)

Another concern that should be responded to, as also stated above, is the bureaucracy behind the process. As with any other institution and organization, the Department of Education, or the schools that will be the subject of the research for that matter, is also hounded by organizational problems and deficiencies. Steven Seitz, a social scientist who wrote the book Bureaucracy, Policy and the Public, could not have been more appropriate when he said:

"...Externally, the bureaucracy must achieve a desired impact on its target clientele. Internally, the bureaucracy must build collective intent among its members and secure the procedures for elaborating and administering its substantive guidelines. Unlike the thermostat that automatically turns the furnace on when room temperature falls below a set minimum, a bureaucratic organization has no mechanical system to make the necessary adjustments when the contours of power change in a power channel system. Instead, bureaucratic organizations must rely on human devices. The most obvious of these devices is management...Drastic changes in a channel introduces uncertainty, perhaps disrupt the established procedures for elaborating and administering substantive guidelines, and perhaps impede the desired political action..." (Seitz, 1978)

In the Philippines, there have been numerous programs and policies launched by both governmental and non-governmental organizations aiming to develop the condition of the educational system. Marck Macaraeg, in a recent study about the bridge program
in secondary education, concluded that there are quite indeed so-called "holes" located in different parts of the educational system itself, both externally and internally occurring. In a sense, this study will complement the previous ones by identifying those "holes." Ideally, this study shall provide an analysis and a resolution to those deficiencies. What the problems are and how the problems ought to be resolved are the main questions the researcher will try to answer.
ANALYTIC FRAMEWORK

Education is a component of a social system—that is, a much larger, much complex group of individuals, organizations and institutions working and functioning. However, an educational institution is also a system in itself; it is comprised by different elements that function together as one single unit. The interplay of elements within the educational system and the role of education as a unit in a much bigger social construct shall be analyzed. Thus, the critical social science approach shall be primarily used in analysis.

Ideally, in a given social system, equilibrium or balance exists in the processes and interplays that take place among the elements. However, certain things that affect the systemic function of the elements arise, thus causing imbalance and disequilibrium. In the context of the study, certain actions of people cause glitches in the educational system and in the bureaucracy, and in the same way, certain actions of the people involved in the alternative learning programs (the teachers and the students, including other actors, for example) potentially if not actually affect the outcome of the entire policy process. Therefore, it is just necessary to also take a look at the behavior of the actors and the perceptions which drive them to behave in such a way.

"...People transmit and receive symbolic communication when they socially interact. People create perceptions of each other and social settings. People largely act on their perceptions. How people think about themselves and others is based on their interactions..." (Neuman, 2000).

The weaving of these two major approaches provides an excellent and unique lens in viewing the stated problem in the institution of education above. To provide a
more specific roadmap of analysis and operationalization, here are two diagrams:
The first diagram shows the usual flow of policy making in the Philippine government. The policy-making body identifies a certain problem/problems in a particular institution in society, in this case the institution of education.

The symbolic interactionist perspective views institutions as vital parts of a larger social construct. Therefore, for that larger body to function well, (e.g., Philippine society as a whole) the elements or smaller “parts” comprising it must be cohesive and efficient. In turn, education, being an institution in itself, has also micro “parts” and aspects that need to function well if education has to serve its larger purpose in society successfully. It is generally believed that in this way, progress and development could be attained.

On a more specific note, the Philippines has a current educational system that is historically derived from the United States during the early twentieth century. All throughout, the Philippines has relied solely on the “banking” concept of education, which shall be dealt with in the data analysis section. This “banking” concept of learning, when analyzed in terms of current factors such as the economic and political conditions of Philippine society, will prove to be very deficient if the educational system is to be successful in terms of its ultimate aim—liberation and freedom for the citizens.

The second diagram shows the basic scheme of the institution of Philippine education. As compared with other countries, education in the Philippines is primarily divided into two: formal schooling and non-formal/alternative. If one is to contextualize, the immediate need for an effective alternative education is considerably an issue because majority of the citizens, particularly in depressed urban areas, do not have access to formal schooling. Given the current condition of the very competitive and credentialist Philippine society, a diploma, or education, is gravely needed by the poor if
they want themselves to progress.
METHODOLOGY

DATA COLLECTION

There were two stages of data collection in this research. The first stage made use of key informant interviews and focused group discussions. The first stage primarily aimed to discern the problems hounding the entire organizational and bureaucratic aspects of the educational system, and as mentioned, KIIIs were just instrumental to that goal. The target resource persons for the KIIIs were the teachers or instructional managers of the program, the students themselves, certain high-ranking officials (such as Mrs. Edna Madrid, the head of Alternative Learning System in Pasay City). Furthermore, the target participants for the focused-group discussions were the teachers or instructors handling and facilitating the alternative learning classes, and if possible, also the heads of the alternative learning programs. Two separate FGDs shall be conducted, one for each school.

The second stage, on the other hand, made use of direct participant observation. This stage specifically tried to identify more abstract aspects of the alternative education programs, such as the appropriateness of the pedagogy used, the perceptions of the students (which from this point on will be referred to as the 'subjects'), and the like. The researcher attended alternative learning sessions in order to gain a more direct and valid source of data. The following table shows the schedule used and carried out by the researcher in the data gathering phase.
<table>
<thead>
<tr>
<th>DATE</th>
<th>ACTIVITY / PERSONS INVOLVED</th>
<th>OBSERVATION/NOTES</th>
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<tbody>
<tr>
<td>18 January 2010</td>
<td>Ocular visit to Department of Education – Pasay City</td>
<td>Passed letters expressing intention to do research and corresponding research proposal to the office of Dr Estrellita Puti-An (Assistant Superintendent, Division of City Schools in Pasay City)</td>
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<tr>
<td></td>
<td>Ocular visit and Preliminary data gathering about the Alternative Learning System Accreditation and Equivalency</td>
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<td>25 January 2010</td>
<td>Letter indicating intent to study ALS was approved, relayed to Mrs. Edna Madrid, head of the Alternative Learning Programs in Pasay City</td>
<td>Materials, pamphlets, statistical data and other potential sources of data and information on ALS were given by Mrs. Edna Madrid’s office. Permission to immerse and observe on ALS A&amp;E classes granted, made a visit to nearby ALS branch in P. Burgos Elementary School</td>
</tr>
<tr>
<td>26 January 2010</td>
<td>First day of immersion in morning ALS-Accreditation and Equivalency classes of</td>
<td>First day of immersion in ALS A&amp;E classes. In Mrs Johanna Reyes’ class.</td>
</tr>
<tr>
<td>Date</td>
<td>Event Description</td>
<td>Notes</td>
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<tr>
<td>28 January 2010</td>
<td>Second day of immersion in morning classes. About 20 students in Mrs Reyes' class. Same observations, except that some students take long periods of time in answering modules. Tried to answer the module titled “Do you know your civil rights?” The module, which is intended for advanced highschool students, is quite interesting. Some try to cut classes, some try to leave early. Nagmamadaling magsagot ng modules, which is very inappropriate given their state.</td>
<td></td>
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<tr>
<td>8 February 2010</td>
<td>Third day of immersion (morning and afternoon classes)</td>
<td>There were 18 students. Tried answering and browsing modules. They were okay in a sense that</td>
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one could really learn from them, if only the students would take the process seriously. Some students, though, are taking it seriously and maximizing the learning experience. It is evident, however, that most of the students are rushing the modules. Attended a class of one “para-teacher.” Para-teachers are those who are already retired, but called on by the LGU to teach in ALS. In the class, however, it is as if there is no teacher at all. The students check their own paper. The para-teacher is merely an overseeing body.

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<th>Date</th>
<th>Event Description</th>
<th>Details</th>
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<tr>
<td>11 February 2010</td>
<td>Fourth day of immersion</td>
<td>About 18 attendees. Initial observation was confirmed. Students are only answering “EASY” modules. Raised the concern to Mrs. Johanna Reyes. She mentioned that students usually do this, and most of the time she cannot force the students to answer more challenging modules, because the results will be poor. She said the the students need to master the basics.</td>
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<tr>
<td>15 February 2010</td>
<td>Recorded Interview with Mrs. Johanna Reyes</td>
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<td>19 February 2010</td>
<td>Ocular visit to ALS A&amp;E</td>
<td></td>
</tr>
<tr>
<td>Date</td>
<td>Event</td>
<td>Description</td>
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<tr>
<td>25 February 10</td>
<td>Fifth day of immersion (morning afternoon classes) on ALS-A&amp;E P. Burgos Elementary School branch</td>
<td>The usual, but the students were fewer. This is so because according to Mrs Reyes, most of the students this year were done taking the Accreditation and Equivalency exam last October, and saw no need to attend classes anymore. Asked some students regarding the modules they answer. They say that they usually repeat “modules.” “Inuulit po naming minsan yung iba, minsan dalawang beses, minsan tatlong beses.” This is a very interesting observation.</td>
</tr>
<tr>
<td>27 February 10</td>
<td>First day of immersion on ALS A&amp;E – Pasay City East High School branch.</td>
<td>This venue is entirely different. All the students were squeezed in one classroom and one long table. Every Saturday, though, they experience some kind of relief when there are many vacant classrooms. The students are more “sociable” compared to those in P. Burgos, and the approach is more strict, but more casual. The harmony/rapport between the teacher and the student is more evident. The students are more monitored, but the issue on modules is also a problem in this place.</td>
</tr>
<tr>
<td>6 March 2010</td>
<td>Interviews with Sir Ronnie</td>
<td></td>
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and Ms. Jennifer Pauig, mobile teachers of ALS A&E – Pasay City East high School Branch
DATA INTERPRETATION AND ANALYSIS

I. SITUATIONER: ALS A&E’s Status Quo

a. Legal Basis of the Policy

The 1987 Constitution, specifically Article XIV, Section 15, Executive Order No. 117 Section 115, DepEd Order No. 32, 1972, and Proclamation No. 480- constitute the legal framework operating behind the Alternative Learning System. As stated in the framework, this program primarily targets the marginalized and poor sector (those who are living below the poverty line) of Philippine education, particularly those who are aspiring to get a diploma.

b. Bureaucracy and Organizational Structure

The Alternative Learning program, as stated previously, is working under the Bureau of Alternative Learning System under the Department of Education. It is also important to note that the Alternative Learning System is being run with the cooperation of the local government units. Basically, the organizational system/structure of the subprogram is a typical one. Normally, power and authority is devolved through the hierarchy. In Pasay city, the subject of the study, the head/OIC of the Alternative Learning System in Pasay City is Mrs. Edna Madrid.
c. ALS A&E: North and East City District

In the North district situated in Padre Burgos Elementary School, there are three classrooms and three regular mobile teachers, and one para-teacher\(^2\). However, occasionally, there are instructional managers available for easier management of students. In the east district however, there are only two regular mobile teachers, but there are a number of instructional managers every Saturday. The teachers play a very important and essential role in determining the effectiveness of the program, since they are the individuals who directly affect the students. Mr. Ronnie, a mobile teacher in the ALS subprogram in Pasay East district, admits that he has already encountered tons of difficulties for being such. One, the meager pay he gets from his job is not really that rewarding, in a sense. Second, the general environment surrounding the school is quite problematic. He even narrates how he once caught three students stealing the answer key to one of the simulated examinations. As expected from a strict teacher, he was not able to take control and he impulsively hit one of the students with a notebook, and the group of students cheating did not take this event lightly. They threatened the mobile teacher, but with the help of some people residing in that area, the situation eventually cooled down. This is just one of the problems, but it needs to be addressed. The shortcomings of formal education are supposed to be dealt with by the alternative system, but that is not the case here.

\(^2\) A para-teacher is a retired teacher called back by the LGU to render service to the Alternative Learning Programs
d. The Banking Concept: Vacuum to be filled?

As mentioned in the analytic framework, Philippine education has been primarily relying on the banking concept of education. This mechanism, however, is not the best form of education and pedagogy for the Philippines.

“...In the banking concept of education, knowledge is a gift bestowed by those who consider themselves knowledgeable upon those whom they consider to know nothing. Projecting an absolute ignorance onto others, a characteristic of the ideology of oppression, negates education and knowledge as processes of inquiry. The teacher presents himself to his students as their necessary opposite; by considering their ignorance absolute, he justifies his own existence. The students, alienated like the slave in the Hegelian dialectic, accept their ignorance as justifying the teacher’s existence — but, unlike the slave, they never discover that they educate the teacher.” (Freire, 1968)

Basically, in the banking concept of education, students are seen as empty receptacles to be filled in by the teacher/instructor, or even by a book or a learning material. The context of learning is usually disregarded, and the role of external factors of learning is usually downplayed. This is usually the case in the Philippines, where the public school system is highly western.
II. FRAMEWORK APPLIED: How Alternative Education should be

The primary target of the alternative learning system is the marginalized---those people who are not able to access formal education, or those individuals who never made it in the formal system of schooling. As such, it is just appropriate and necessary to have an altogether different and innovative approach---one that will be appropriate for the target sector. In the case of the Alternative Learning System – Accreditation and Equivalency in Pasay City, there are many problems and glitches diagnosed by the researcher. If one is going to use the lens provided by Paulo Freire---that education should be done considering the social context of a particular region---the alternative learning system is very deficient, and the entire educational system in the Philippines would be put in a very bad light. Freire’s theory is very appropriate to use in the Philippine context because of the country’s economic and social condition, which is usually seen to be oppressive. Progress, as what Freire and other proponents of the critical social science theory suggest, comes from the multi-faceted (political and cultural) “liberation” of the people. In turn, this liberation will only materialize through proper education.

As will be shown in the latter parts, the alternative learning system still needs major tweaks for it to address the true concern of the marginalized. It may seem enough because it caters to the diploma needs of the poor, but it does not attempt to free them from the manacles of poverty. And as responsible policy-makers, this can also be seen as a process toward
efficient allocation of resources. After all, the alternative learning system is also a government/LGU policy, and a portion of resources goes to it.
III. CASES IN POINT: Pedagogy, Andragogy and the Target Clientele

a. Mrs. Johanna, a Mobile Teacher/Instructional Manager

Mrs. Johanna believes that the alternative learning system is born out of the formal school’s inadequacies. She herself was from the formal, rigid schooling system, and it is in her belief that this further discourages students (particularly public school students) from participating and pursuing their education. She also believes that it is necessary to establish a certain harmony between the instructional manager and the student, because it is a possible source of reinforcement. Most importantly, she believes that she has an important role in the alternative learning program. In terms of pedagogy, it is observed that Mrs. Johanna is quite innovative—she organizes her stuff well and unlike others, she teaches the modules to her students if they did not understand it. However, inconsistencies have been observed, and some students who really do not care as far as learning is concerned are not able to grasp the essential concepts necessary.

b. Mrs. Jennifer, a Mobile Teacher/Instructional Manager

Ms. Jennifer has been teaching ALS A&E students for about 5-6 years. She has already grasped the ins and outs of the program, and she also has a proposition of how the alternative learning system could further be improved. She believes that alternative system should not be modular and should be highly-interactional.
c. Mr. Ronnie, a Mobile Teacher/Instructional Manager

Mr. Ronnie has been teaching in ALS A&E for 4 years. He too has a notion of what should be happening inside the classrooms of ALS. He believes that the main problem of the program is the students' lack of motivation and drive to attend the classes, and he tries to solve this by suggesting putting evaluation measures such as quizzes, exams, recitations in order to boost the morale and motivation of the students.

d. Mrs. Edna Madrid, Head, ALS Pasay City

Mrs. Madrid believes that the Alternative Learning System has been successful and effective as far as its objectives are concerned. However, she also believes that there are problems in the system, such as the lack of teachers and the lack of participation by the PARENTS of the children enrolled in the system. She believes that in order for the program to fully succeed, participation and cooperation from the different stakeholders are necessary.
IV. COALESCEENCE: The Woes of Alternative Learning System A&E

a. Bureaucracy and Administration

There are many problems diagnosed during the course of this research. One aspect of those problems is on the administrative side. As with any other organizations and program implementation particularly here in the Philippines, there are many systemic glitches that needs to be fixed. On one of the interviews, an instructional manager said that red tape and bureaucracy are both present in the alternative learning system. Another one also stated that corruption is also present in the program. It was further explained when the interviewee stated that the alternative learning program can be a business interest. The program can be implemented by a certain organization/local government unit as long as the particular organization pays its duties to the Department of Education. Furthermore, this scheme has an effect on the potential students---the question of the efficiency will be a great concern once different profit seeking organizations engage in this process.

Red tape and the “padrino” system have also taken its toll on the program. The appointment of very incompetent teachers as staff and instructional managers does not do anything good to the students. It is actually a hindrance to the learning process, as will be seen in the next section.
b. Pedagogical

As what is repeatedly emphasized, the role of pedagogy on the program is essential—it is one of the greatest determinants of the program’s success or failure. In the alternative learning systems, the pedagogy employed by the various instructional managers and teachers encountered vary, but the approaches are pretty identical. When the specific objectives of the program is considered, the pedagogy employed seems enough and ample. But when one is to consider the social context behind, the pedagogy is almost a failure. True learning is not achieved. A factor of the effectiveness of a particular pedagogy is the belief of the student in the capacity or ability of the teacher. In the program being studied, about 25 percent of the students think that their instructional managers or teachers are not competent enough (Figure 1). They may have valid or invalid reasons for stating such, but it surely affects the learning process because their perception about their teachers is put in question.

Figure 1 - Perceived competency of teachers by students
c. Supra-Academic Problems

Still, there are many factors to consider---factors that affect the overall effectiveness of the program. First, there is the “home” or “tahanan” factor, as put by one of the interviewees. The condition of the family of the student greatly affects his or her performance in the program in terms of attendance. Only 10% of the respondents attend the classes five times a week, the rest varies. This means that there is lesser time for learning, and this is a great concern that should be addressed by the program.

Another problem is the physical environment surrounding the venues. The environment is usually depressed, usually in a slum area, and this factor affects the condition of the teachers and the students. Aside from security and safety issues, this greatly influences the culture that the students grow accustomed to. Most of the time, the culture is not very suitable for learning. As a proof, here is the frequency of attendance of the respondents.

![Figure 2 - Frequency of Student Attendance per Week](image)
CONCLUSION AND RECOMMENDATIONS

IMPETUOUS: Change in the Educational System and its Realization

There are many things that one could learn in the analysis of the Alternative Learning System, Accreditation and Equivalency, in the aspects of policy-making and general education.

First, the success of a particular policy or program is not solely determined by its stated specific objectives. It may meet its objectives, but on a larger and more important scale, it is still lacking. The accreditation and equivalency program under ALS may be successful in providing much-needed diplomas, but considering the Philippine society, it may not be enough for an ALS A&E student to really achieve true development.

Second, the success of a policy depends on many individuals---not only on the one individual or organization implementing it. The interplay of many factors, as the interplay of teacher, administrator, student and family in our case, greatly determines the effect on the primary and secondary stakeholders.

Furthermore, if one is to consider the framework, the program needs to be considered not only with the target people or target “clientele”, but also the surrounding conditions of these individuals. It may be true that the field the program specializes in determines much of its success, but as what is repeatedly mentioned, the role of other agents of socialization and learning, in this case the economic standing, the culture and the behavioral trend of the target individuals must be taken into full consideration.

Therefore, in our study, a reform in the Alternative Learning System - Accreditation and Equivalency program is much needed. First, the administrative problems must be addressed. Second, there should be a high standard in the selection
of instructional managers and teachers. The teachers should be able to understand the true essence of education---that is, according to Freire, education in a context---so that the students will not only learn how to read and write, but also think to empower and “liberate” themselves. Lastly, the entire vision of the program---the heart and soul of every policy---must also be reconsidered. A vision considering factors outside the classroom would have more “vision”.

Digging deeper, the deficiencies of the program is a reflection of the troubles ingrained in Philippine society. The program should be a tool for curing one of society’s ills---in this case “true” education. But undeniably, the program is working against itself, because it fails to serve its true purpose as what is stated in its objectives.³

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³ Statement of the Objectives of the program is included in the annexes
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Angeles, Albert Lee Guevara. The Impact of Education Act of 1982 on the Accessibility of Philippine Higher Education: An Analysis on the Influence of Tuition Fee Deregulation on the Enrollment Growth Rates in Bulacan State University and Adventist University of the Philippines and the Possible Responses to Tuition Fee Increase at the University of the Philippines-Manila and at the University Belt. University of the Philippines Manila: 2002.


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ANNOTATED BIBLIOGRAPHY

A. BOOKS

a. FOUNDATION AND DYNAMICS OF FILIPINO GOVERNMENT AND POLITICS – Jose Veloso Abueva & Raul P. De Guzman, et al. ----- This book is more of a descriptive study concerning the various elements, conditions, actors and scenarios comprising the body of Philippine government and politics. It emphasizes on the more technical and political concepts---concepts that are essential in studying whatever aspect of Philippine governance.

b. THE CRAFT OF PUBLIC ADMINISTRATION – George E. Berkley ----- The unique thing about this book is that it treats public administration and governance as a craft---an art and science which has its nuances in every turn of any aspect. Consequently, it has a somewhat strict view on public administration in a sense that it requires a scientific and precise approach in public administration.

c. THEORY AND METHODS IN POLITICAL SCIENCE – David Marsh and Gerry Stoker ----- This book, craftily authored by Marsh and Stoker, introduces the most basic of political theories and standpoints in the field of political science. Behavioralism, Marxism, Institutionalism and the Rational Choice Theory are only few of the primary umbrella political theories that are found in this book.

d. INTRODUCTION TO POLITICAL SCIENCE – Barrie Axford, Ben Rosamond and Gary Browning, et al. ----- This book features the most
basic concepts and politics. The essential elements of political science are discussed here in great detail and depth. The book is instrumental in understanding primary concepts such as political efficacy, public administration, political socialization and behaviorism.

e. POLICIES INTO PRACTICE – David Lewis and Helen Wallace -----  
 Basically, this book contains case studies (national and international) that are studied with depth and great incisiveness. The different aspects of policy implementation are illustrated here; the stages of how a policy is made and implemented are lucidly explained. The policies of different kinds provides a very instructional reference for those who are studying policy and program implementation, or the tiny parts of it. More importantly, it contains different kinds of methods in studying policy implementation, and in implementation itself.

f. BUREAUCRACY, POLICY AND THE PUBLIC – Steven Thomas Seitz -----  
 As its title may suggest, the book bridges the gap between three different but related concepts in the field of political science --- the bureaucracy as an interplay of individuals, policy as an output, and the public as a target and source of feedback. This book is also quite instrumental in the study of public policy and its relation with bureaucracy---how the latter affects and influences the former, and vice-versa.

g. RESPONSIBILITY IN GOVERNMENT: THEORY AND PRACTICE –  
 Herbert J. Spiro ----- The most significant theoretical contribution that this book will make is probably its focus on responsibility in public governance.
It offers an excellent theoretical framework of study—responsibility as a central aim of every public servant. He further argues that responsibility takes many forms and traces its roots back to ancient times, and it is one of the keys in political progress. Though he concentrates on responsibility in the bureaucracy and world politics, he also posits a certain “proper sphere of politics”—politics that has limitations. In the realm of administration, he further argues that aside from responsibility, accountability and a strong sense of obligation should be maintained.

h. VALUE-ORIENTED EDUCATION – D. Dayakara Reddy & Digumarti Bhaskara Rao ----- What makes this book unique is its emphasis on value as an integral part of education. It argues that value should be always observed in the pedagogy. It pushes for an “integrated value-based education”, because the authors believe that the current system of education is not doing what it is supposed to have done long ago. Furthermore, it recognizes several phenomena such as an existing value-crisis in education, and recommends that these be resolved if the educational system should meet its goals.

i. THE POLITICS OF EDUCATION: CULTURE POWER AND LIBERATION – Paulo Freire ----- Paulo Freire costructs a whole new theory on pedagogy—he posits that education should not be only about education, but also consider cultural liberation, freedom, emancipation and empowerment as its essential and most primary goals. Basically, this can be achieved by a reform, or a revolution in the traditional pedagogy that
mankind has grown with. He further argues that the classroom is not just a mere place for instruction, but it also has its own culture, values and belief system and even political system. As such, it has its dominating powers and own hegemony. And if learning is to be truly established, the pedagogy should be apt for the circumstances.

j. THE PEDAGOGY OF THE OPPRESSED – Paulo Freire ---- This book provides a quite revolutionary and radical view on education and thus may provide an essential part in theory-building. One of the most prevalent themes in this book is oppression in education—how it came to be, how it was justified by the oppressors, how it affects and influences education and liberation, and how the system can get rid of it. Ergo, it provides a theory for understanding the interplay of individuals with different political capacities within a system, in this case an educational system. It also illustrates how education, or miseducation, can obstruct other societal goals such as liberation, freedom. In the book, Freire introduces and links concepts such as dehumanization and conscientization to education. However, the focal point of the book’s thesis revolves around one thing: pedagogy.

k. EDUCATION, SOCIETY AND CHANGE – Sandford W. Reitman ----- Sanford Reitman tries to analyze the different perspectives of teaching and the different dimensions of the academic profession. He has introduced such concepts as the “authenticity of teachers”, the “self-actualization of academicians as the supreme achievement”, among
others. The book is essential in the study of education, for it poses different questions as to how teachers, students and other members of the education system behave. Furthermore, he also recommends every member of the academe to engage in political philosophy and gives admonitions concerning different aspects of education and pedagogy.

B. STUDIES


c. Men-Women Ratio in the Teaching Profession in the Case of a School Institution in San Pablo City: A Study on Gender Issues – Maria Charmaigne Louise A. Fule, 2004


e. A Study of the Use of Development Funds in Two Barangays of Las Piñas City – Patricia Laisa L. Geslani, 2000


g. The Impact of Education Act of 1982 on the Accessibility of Philippine
Higher Education: An Analysis on the Influence of Tuition Fee Deregulation on the Enrollment Growth Rates in Bulacan State University and Adventist University of the Philippines and the Possible Responses to Tuition Fee Increase at the University of the Philippines-Manila and at the University Belt – Albert Lee Guevara Angeles, 2002
ANNEXES
Section 1. **Short Title.** - This Act shall be known as the "Governance of Basic Education Act of 2001."

Section 2. **Declaration of Policy.** - It is hereby declared the policy of the State to protect and promote the right of all citizens to quality basic education and to make such education accessible to all by providing all Filipino children a free and compulsory education in the elementary level and free education in the high school level. Such education shall also include alternative learning systems for out-of-school youth and adult learners. It shall be the goal of basic education to provide them with the skills, knowledge and values they need to become caring, self-reliant, productive and patriotic citizens.

The school shall be the heart of the formal education system. It is where children learn. Schools shall have a single aim of providing the best possible basic education for all learners.

Governance of basic education shall begin at the national level it is at the regions, divisions, schools and learning centers herein referred to as the field offices - where the policy and principle for the governance of basic education shall be translated into programs, projects and services developed, adapted and offered to fit local needs.

The State shall encourage local initiatives for improving the quality of basic education. The State shall ensure that the values, needs and aspirations of a school community are reflected in the program of education for the children, out-of-school youth and adult learners. Schools and learning centers shall be empowered to make decisions on what is best for the learners they serve.

Section 3. **Purposes and Objectives.** - The purposes and objectives of this Act are:

(a) To provide the framework for the governance of basic education which shall set the
general directions for educational policies and standards and establish authority, 
accountability and responsibility for achieving higher learning outcomes;

(b) To define the roles and responsibilities of and provide resources to, the field offices 
which shall implement educational programs, projects and services in communities they 
serve;

(c) To make schools and learning centers the most important vehicle for the teaching 
and learning of national values and for developing in the Filipino learners love of country 
and pride in its rich heritage;

(d) To ensure that schools and learning centers receive the kind of focused attention 
they deserve and that educational programs, projects and services take into account the 
interests of all members of the community;

(e) To enable the schools and learning centers to reflect the values of the community by 
allowing teachers/learning facilitators and other staff to have the flexibility to serve the 
needs of all learners;

(f) To encourage local initiatives for the improvement of schools and learning centers 
and to provide the means by which these improvements may be achieved and 
sustained; and

(g) To establish schools and learning centers as facilities where schoolchildren are able 
to learn a range of core competencies prescribed for elementary and high school 
education programs or where the out-of-school youth and adult learners are provided 
alternative learning programs and receive accreditation for at least the equivalent of a 
high school education.

Section 4. Definition of Terms. - For purposes of this Act, the terms or phrases used 
shall mean or be understood as follows:

(a) Alternative Learning System - is a parallel learning system to provide a viable 
alternative to the existing formal education instruction. It encompasses both the 
nonformal and informal sources of knowledge and skills;

(b) Basic Education - is the education intended to meet basic learning needs which lays 
the foundation on which subsequent learning can be based. It encompasses early 
childhood, elementary and high school education as well as alternative learning 
systems for out-of-school youth and adult learners and includes education for those 
with special needs;

(c) Cluster of Schools - is a group of schools which are geographically contiguous and 
brought together to improve the learning outcomes;

(d) Formal Education - is the systematic and deliberate process of hierarchically 
structured and sequential learning corresponding to the general concept of elementary 
and secondary level of schooling. At the end of each level, the learner needs a 
certification in order to enter or advance to the next level;
(e) *Informal Education* - is a lifelong process of learning by which every person acquires and accumulates knowledge, skills, attitudes and insights from daily experiences at home, at work, at play and from life itself;

(f) *Integrated School.* - is a school that offers a complete basic education in one school site and has unified instructional program;

(g) *Learner* - is any individual seeking basic literacy skills and functional life skills or support services for the improvement of the quality of his/her life;

(h) *Learning Center* - is a physical space to house learning resources and facilities of a learning program for out-of-school youth and adults. It is a venue for face-to-face learning and activities and other learning opportunities for community development and improvement of the people's quality of life;

(i) *Learning Facilitator* - is the key learning support person who is responsible for supervising/facilitating the learning process and activities of the learner;

(j) *Non-Formal Education* - is any organized, systematic educational activity carried outside the framework of the formal system to provide selected types of learning to a segment of the population;

(k) *Quality Education* - is the appropriateness, relevance and excellence of the education given to meet the needs and aspirations of an individual and society;

(l) *School* - is an educational institution, private and public, undertaking educational operation with a specific age-group of pupils or students pursuing defined studies at defined levels, receiving instruction from teachers, usually located in a building or a group of buildings in a particular physical or cyber site; and

(m) *School Head* - is a person responsible for the administrative and instructional supervision of the school or cluster of schools.

**CHAPTER 1**

**GOVERNANCE OF BASIC EDUCATION**

**Section 5. Principles of Shared Governance.** - (a) Shared governance is a principle which recognizes that every unit in the education bureaucracy has a particular role, task and responsibility inherent in the office and for which it is principally accountable for outcomes;

(b) The process of democratic consultation shall be observed in the decision-making process at appropriate levels. Feedback mechanisms shall be established to ensure coordination and open communication of the central office with the regional, division and school levels;

(c) The principles of accountability and transparency shall be operationalized in the performance of functions and responsibilities at all levels; and

(d) The communication channels of field offices shall be strengthened to facilitate flow of
information and expand linkages with other government agencies, local government units and nongovernmental organizations for effective governance.

Section 6. Governance. - The Department of Education, Culture and Sports shall henceforth be called the Department of Education. It shall be vested with authority, accountability and responsibility for ensuring access to, promoting equity in, and improving the quality of basic education. Arts, culture and sports shall be as provided for in Sections 8 and 9 hereof.

Section 7. Powers, Duties and Functions. - The Secretary of the Department of Education shall exercise overall authority and supervision over the operations of the Department.

A. National Level In addition to his/her powers under existing laws, the Secretary of Education shall have authority, accountability and responsibility for the following:

1. Formulating national educational policies;
2. Formulating a national basic education plan;
3. Promulgating national educational Standards;
4. Monitoring and assessing national learning outcomes;
5. Undertaking national educational research and studies;
6. Enhancing the employment status, professional competence, welfare and working conditions of all personnel of the Department; and
7. Enhancing the total development of learners through local and national programs and/or projects.

The Secretary of Education shall be assisted by not more than four (4) undersecretaries and not more than four (4) assistant secretaries whose assignments, duties and responsibilities shall be governed by law. There shall be at least one undersecretary and one assistant secretary who shall be career executive service officers chosen from among the staff of the Department.

B. Regional Level

There shall be as many regional offices as may be provided by law. Each regional office shall have a director, an assistant director and an office staff for program promotion and support, planning, administrative and fiscal services.

Consistent with the national educational policies, plans and standards, the regional director shall have authority, accountability and responsibility for the following:

1. Defining a regional educational policy framework which reflects the values, needs and expectations of the communities they serve;
2. Developing a regional basic education plan;
(3) Developing regional educational standards with a view towards benchmarking for international competitiveness;

(4) Monitoring, evaluating and assessing regional learning outcomes;

(5) Undertaking research projects and developing and managing region wide projects which may be funded through official development assistance and/or other finding agencies;

(6) Ensuring strict compliance with prescribed national criteria for the recruitment, selection and training of all staff in the region and divisions.

(7) Formulating, in coordination with the regional development council, the budget to support the regional educational plan which shall take into account the educational plans of the divisions and districts;

(8) Determining the organization component of the divisions and districts and approving the proposed staffing pattern of all employees in the divisions and districts;

(9) Hiring, placing and evaluating all employees in the regional office, except for the position of assistant director;

(10) Evaluating all schools division superintendents and assistant division superintendents in the region;

(II) Planning and managing the effective and efficient use of all personnel, physical and fiscal resources of the regional office, including professional staff development.;

(12) Managing the database and management information system of the region;

(13) Approving the establishment of public and private elementary and high schools and learning centers; and

(14) Preforming such other functions as may be assigned by proper authorities.

C. Division Level

A division shall consist of a province or a city which shall have a schools division superintendent, at least one assistant schools division superintendent and an office staff for programs promotion, planning, administrative, fiscal, legal, ancillary and other support services.

Consistent with the national educational policies, plans and standards the schools division superintendents shall have authority, accountability and responsibility for the following:

(1) Developing and implementing division education development plans;

(2) Planning and managing the effective and efficient use of all personnel,
physical and fiscal resources of the division, including professional staff development;

(3) Hiring, placing and evaluating all division supervisors and schools district supervisors as well as all employees in the division, both teaching and non-teaching personnel, including school heads, except for the assistant division superintendent;

(4) Monitoring the utilization of funds provided by the national government and the local government units to the schools and learning centers;

(5) Ensuring compliance of quality standards for basic education programs and for this purpose strengthening the role of division supervisors as subject area specialists;

(6) Promoting awareness of and adherence by all schools and learning centers to accreditation standards prescribed by the Secretary of Education;

(7) Supervising the operations of all public and private elementary, secondary and integrated schools, and learning centers; and

(8) Performing such other functions as may be assigned by proper authorities.

D. Schools District Level

Upon the recommendation of the schools division superintendents, the regional director may establish additional schools district within a schools division. School districts already existing at the time of the passage of the law shall be maintained. A schools district shall have a schools district supervisor and an office staff for program promotion.

The schools district supervisor shall be responsible for:

(1) Providing professional and instructional advice and support to the school heads and teachers/facilitators of schools and learning centers in the district or cluster thereof;

(2) Curricula supervision; and

(3) Performing such other functions as may be assigned by proper authorities.

E. School Level

There shall be a school head for all public elementary schools and public high schools or a cluster thereof. The establishment of integrated schools from existing public elementary and public high schools shall be encouraged.

The school head, who may be assisted by an assistant school head, shall be both an instructional leader and administrative manager. The school head shall form a team with the school teachers/learning facilitators for delivery of quality educational programs, projects and services. A core of nonteaching staff shall handle the school's administrative, fiscal and auxiliary services.
Consistent with the national educational policies, plans and standards, the school heads shall have authority, accountability and responsibility for the following:

(1) Setting the mission, vision, goals and objectives of the school;
(2) Creating an environment within the school that is conducive to teaching and learning;
(3) Implementing the school curriculum and being accountable for higher learning outcomes;
(4) Developing the school education program and school improvement plan;
(5) Offering educational programs, projects and services which provide equitable opportunities for all learners in the community;
(6) Introducing new and innovative modes of instruction to achieve higher learning outcomes;
(7) Administering and managing all personnel, physical and fiscal resources of the school;
(8) Recommending the staffing complement of the school based on its needs;
(9) Encouraging staff development;
(10) Establishing school and community networks and encouraging the active participation of teachers organizations, nonacademic personnel of public schools, and parents-teachers-community associations;
(11) Accepting donations, gifts, bequests and grants for the purpose of upgrading teachers' learning facilitators' competencies, improving and expanding school facilities and providing instructional materials and equipment. Such donations or grants must be reported to the appropriate district supervisors and division superintendents; and
(12) Performing such other functions as may be assigned by proper authorities.

The Secretary of Education shall create a promotions board, at the appropriate levels, which shall formulate and implement a system of promotion for schools decision supervisors, schools district supervisors, and school heads. Promotion of school heads shall be based on educational qualification, merit and performance rather than on the number of teachers/learning facilitators and learners in the school.

The qualifications, salary grade, status of employment and welfare and benefits of school heads shall be the same for public elementary, secondary and integrated schools.

No appointment to the positions of regional directors, assistant regional directors, schools division superintendents and assistant schools division superintendents shall be made unless the appointee is a career executive service officer who preferably shall
have risen from the ranks.

CHAPTER 2
TRANSFER OF CULTURAL AGENCIES

SEC. 8. Cultural Agencies. - The Komisyon ng Wikang Pilipino, National Historical Institute, Records Management and Archives Office and the National Library shall now be administratively attached to the National Commission for Culture and the Arts (NCCA) and no longer with the Department of Education. The program for school arts and culture shall remain part of the school curriculum.

CHAPTER 3
ABOLITION OF THE BUREAU OF PHYSICAL EDUCATION AND SCHOOL SPORTS

Section 9. Abolition of BPESS. - All functions, programs and activities of the Department of Education related to sports competition shall be transferred to the Philippine Sports Commission (PSC). The program for school sports and physical fitness shall remain part of the basic education curriculum.

The Bureau of Physical Education and School Sports (BPESS) is hereby abolished. The personnel of the BPESS, presently detailed with the PSC, are hereby transferred to the PSC without loss of rank, including the plantilla positions they occupy. All other BPESS personnel shall be retained by the Department.

CHAPTER 4
SUPPORT AND ASSISTANCE OF OTHER GOVERNMENT AGENCIES

Section 10. The Secretary of Education and the Secretary of Budget and Management shall, within ninety (90) days from the approval of this Act, jointly promulgate the guidelines on the allocation, distribution and utilization of resources provided by the national government for the field offices, taking into consideration the uniqueness of the working conditions of the teaching service.

The Secretary of the Department of Education shall ensure that resources appropriated for the field offices are adequate and that resources for school personnel, school desks and textbooks and other instructional materials intended are allocated directly and released immediately by the Department of Budget and Management to said offices.

Section 11. The Secretary of the Department of Education, subject to civil service laws and regulations, shall issue appropriate personnel policy rules and regulations that will best meet the requirements of the teaching profession taking into consideration the uniqueness of the working conditions of the teaching service.

Section 12. The Commission on Audit, in the issuance of audit rules and regulations that will govern the utilization of all resources as well as the liquidation, recording and reporting thereof, shall take into account the different characteristics and distinct features of the department’s field offices, its organizational set up as well as the nature of the operations of schools and learning centers.
CHAPTER 5
FINAL PROVISIONS

Section 13. Governance in the ARMM; - The Regional Education Secretary for the Autonomous Region in Muslim Mindanao (ARMM) shall exercise similar governance authority over the divisions, districts, schools and learning centers in the region as may be provided in the Organic Act. without prejudice to the provisions of Republic Act No. 9054, entitled "An Act to Strengthen and Expand the Organic Act for the Autonomous Region in Muslim Mindanao, Amending for the Purpose Republic Act No.6734, entitled" An Act Providing for the Autonomous Region in Muslim Mindanao, as amended".

Section 14. Rules and Regulations. - The Secretary of Education shall promulgate the implementing rules and regulations within ninety (90) days after the approval of this Act: Provided, That the Secretary of Education shall fully implement the principle of shared governance within two (2) years after the approval of this Act.

Section 15. Separability Clause. - If for any reason, any portion or provision of this Act shall be declared unconstitutional, other parts or provisions hereof which are not affected thereby shall continue to be in full force and effect.

Section 16 Repealing Clause. - All laws, decrees, executive orders, rules and regulations, part or parts thereof, inconsistent with the provisions of this Act, are hereby repealed or modified accordingly.

Section 17. Effectivity Clause. - This Act. shall take effect fifteen (15) days following its publication in at least two (2) newspapers of general circulation.

Approved,

(Sgd)

FRANKLIN M. DRILON
President of the Senate

(Sgd)

JOSE DE VENECIA, JR.
Speaker of the House of Representatives

(Sgd)

OSCAR G. YARES
Secretary of the Senate
ROBERTO P. NAZARENO  
Secretary General  
House of Representatives  

Approved: August 11, 2001  

GLORIA MACAPAGAL-ARROYO  
President of the Philippines  
The Lawphil Project - Arellano Law Foundation
INFORMED CONSENT

Policy and Pedagogy: A Program Analysis of the Alternative Learning Program

You are being asked to participate in study about the alternative learning program in Pasay city, you are selected as a possible participant because you possess firsthand experience in teaching the target clientele of the mentioned program, and thus you are a possible source of primary qualitative information for the study. Please read this form and ask any question before agreeing to be in this study.

ABOUT THE RESEARCH
In general, this research will highlight the significance of education as a tool for individual and social progress and community development, but the researcher will close in on certain alternative learning programs of two different learning institutions as primary points of analysis. Furthermore, the researcher will concentrate more on bureaucratic and pedagogical issues.

PROCEDURE
If you agree to participate in the study, the researcher kindly asks you to answer a particular question set---an interview which is audio/video recorded. However, the basic agenda for discussion is given beforehand so you will have ample time reflecting upon the possible replies to the questions.

RISKS AND BENEFITS
There is a minimal risk in participating in the interview. The inappropriate behavior of other facilitators of learning could be slightly exposed due to some probing questions in the interview. However, the benefits of this interview definitely outweigh the risks. The long-term impact of this possible procedure on the prevalent alternative educational system could be very definitive and critical. The solution to the problems of the educational system begins at the recognition of the problems themselves.

COMPENSATION
For the trouble that this procedure will incur, you shall be given a simple token of appreciation from the researcher.

CONFIDENTIALITY
The records of these procedures shall be kept private. Rest assured that this study conforms to a high ethical standard.

Joshua S. Bersamina
Researcher

Dr. Jinky Leilanie Lu
Research Adviser

CONSENT

___________________________
NAME, SIGNATURE and DATE
TRANSCRIPTION OF PERSONAL INTERVIEW with Mrs. Johanna Reyes

Mrs. Johanna Reyes, Instructional Manager, ALS A&E Pasay City, P Burgos Elementary School Branch. Refused to undergo tape/video recorded interview.

JB: Goodmorning po Ma’am, ok let’s start the interview. First, ano po yung sa tingin niyong most important role ng alternative learning programs?

JR: Ah, bago tayo pumunta doon, tanungin muna kita. Sa tingin mo ba magkakaroon ng need for the alternative learning system if formal education works? Kasi diba, kung titingnan mo, yung mga bata dito sa klase ko, karamihan ay dropouts o sumuko na sa formal system ng education eh. Siguro, dapat i-address ng central at local governments yung current needs ng formal schooling such as classrooms and teachers. Sa tingin ko kasi, kapag maayos at appropriate ang formal syetem ng education, hindi na kailangan pa ng alternative.

JB: Ah, mam, kasi po, I agree na dapat magkaroon ng overhaul sa sistema ng public o formal system ng schooling, pero diba po, hindi maiiwasan g magkaroon ng marginalized at disenfranchised sectors, lalo na dito sa Pilipinas.


Kunwari, tingnan mo na lang. Imbes na ilaan at gastusin yung pondo ng pamahalaan para sa edukasyon sa mga pagpapatayo ng alternative learning centers, bakit hindi na lang gastusin ito sa paghahanap ng bagong teachers o sa pagpapatayo ng mga bagong klase, diba. Malaki ang pondong na kalaan para sa edukasyon, pero dahil sa korupsyon, hindi ito nagagastos ng maayos, diba.

JB: Yes ma’am, I agree po...

JR: Di ba sabi nila. Dalawang uri ng mga tao, proactive at reactive. Kasi yung mga tao ngayon, mga Pilipino, reactive lang. Mahilig pansini n ang mga nakikita pero kulang naman ang ikinikilos, kaya may korupsyon. Kaya kung titingnan mo, diba, basta mawala yung korupsyon at umigi yung kondisyon ng formal schooling, e di hindi magkaroon ng pangangailangan para sa alternative, di ba. O sige, lumayo na tayo...

JB: Ayun po ma’am...ah...punta po tayo sa seond question, ano po ba sa tingin niyo ang role niyo sa alternative learning programs?

JR: Sige sabihin ko sayo history ko. Graduate ako ng HRM sa UP Baguio, tapos nagturo ako sa isang formal school for ilang years. So yun, ah, nagturo ako, tapos kasi alam mo, habang tumatalag, nag-iiba kasi ang gusto ng tao. Habang tumatanda ka kasi nag-iiba yung mga gusto mong gawin sa buhay. After ilang years nagsawa ako sa pagtuturo sa formal school, kasi alam mo yun, medyo may katamaran ako, tapos ayaw ko nang gumagawa ng lesson plan na paulit-ulit lang naman. Tapos politika pa sa admin noong eskwelahan. Ayun. So nagturo ako sa formal tapos lumipat ako ditto, sa non-formal, alternative. So far ok naman dito. Ilang years na din akong nagtuturo, at medyo gamay ko na yung sistema. Balak ko nga mag Master’s degree eh this coming school year. So yun. Alam mo na naman diba kung paano nagwework itong sistema. Sa side

JB: Nako thank you po ma’am...

Interview with Jennifer Pauig, mobile teacher for 5-6 years, *Refused* to undergo tape/video-recorded interview.

What is your role in the program?


Kung bibigyan po kayo ng pagkakataon, ano po ang gusto niyong gawin sa ALS A&E para mapaganda pa ito?
Para sa akin, mas magiging maganda yung takbo ng programa kung mga students ay magpaparticipate sa isang parang round-table scheme. Bukod sa mag-improve yung kanilang interaction skills, mas gaganahan silang pumasok at magkakaroon ng parang "bond" sa pagitan nila. Parang di katulad ng nangyayari ngayon na talagang heavily modular yung approach. Kung ako ang tatanungin mo, medyo boring nga siya at talagang tendency na mawalan ng gana yung mga estudyante, lalo na yung mga bata.
Interview with Sir Ronnie, an ALS mobile teacher in Pasay, East District for 3-4 years already. *Refused* to undergo tape/video recorded interview.

*Do you think that ALS is successful in terms of its effects in its clientele/students?*

Siguro oo, I think that it is successful, kasi yung primary goal niya na magbigay ng diploma to those people na nangangailangan ay na-aachieve naman ng program.

*What do you think is your role on the implementation of the program?*

Isa ako sa mga nagtuturo sa mga bata and therefore nagfafacilitate ng learning. Aside from that, madalas ay nagiging counselor din kami, given yung klase ng mga estudyanteng nag-aaral/nag-eenrol dito.

*Paano po kayo napunta sa Alternative Learning Program A&E?*

Kasi ganito yan. Originally, I came from the province. Tapos I intended to apply sa Muntinlupa as a public school teacher. Pero alam naman natin yung sistema dito sa atin di ba, madalas kapag wala kang kilala, it will take a long time before ma-process yung papers mo for application. Ayun, tapos ang tagal na nga di ba. Tapos after a long period of time, mga after a year, hindi pa rin natapos yung processing. Tapos, coincidence, yung aunt ko, kilala niya si Ma’am Edna Madrid. Tapos ayun na nga, ni-refer ako. Tapos sabi ni Ma’am Madrid mag-apply daw ako, subukan ko daw, kasi that time, magkakaroon yata ng “item” dito sa Pasay, so possible na dito ako makuha. Noong una, parang pumasok lang ako dito while waiting na ma-process yung doon nga sa Muntinlupa. Pero hanggang ngayon, medyo matagal na ako dito sa ALS, wala pa rin. So more or less, for the meantime, dito muna ako. At nagustuhan ko na rin naman itong trabaho dito, kahit pa sabihin na nating maraming challenges.

*Ano naman po yung mga na-encounter niyong challenges at difficulties as a mobile teacher dito sa program?*

Personally, marami akong difficulties as a mobile teacher dito. Una, alam naman natin na hindi ganun ka high-paying itong trabaho. Eh medyo malayo yung inuuwian ko at medyo malaki din ang expenses sa hirap ng buhay ngayon di ba, so isang concern yun. Pangalawa, given yung kultura ng mga estudyante dito, struggle din iyong ma-process yung doon nga sa Muntinlupa. Pero hanggang ngayon, medyo matagal na ako dito sa ALS, wala pa rin. So more or less, for the meantime, dito muna ako. At nagustuhan ko na rin naman itong trabaho dito, kahit pa sabihin na nating maraming challenges.
Ano po ba yung sa tingin niyong weak points ng Program?
Isa na sigurong weak point yung konting resources for this program. Imbes na lumaki yung pondong inilalaan para sa ALS, lalo pa pala itong nabawasan. At kung pag-uusapan naman yung mga klase, gusto ko sana mag set ng mga evaluations, yung para bang kamukha ng formal school, yung mga quizzes, recitation, long exams, at yung mga katulad nun. Parang dagdag motivation ba, kasi sa tingin ko yung iba kaya hindi pumapasok kasi walang motivation, tinatamad. Isa rin sigurong weakness yung lack of personnel.

Kung bibigyan po kayo ng chance na may baguhin dito sa ALS A&E, ano po yung gagawin niyo?
Hmm. Siguro kung may power ako, ang gagawin ko, maglalaan ako ng mas malaking pera for the program. Parang nakikita ko kasi na marami pang ibang tao ang kailangang ma-reach ng program.
OBSERVATIONS ON CLASSES DURING IMMERSION

26 – January – 2010, 09:30 AM, P.Burgos Elementary School, ALS A&E Learning Center
First day of immersion in ALS A&E classes. In Mrs Johanna Reyes’ class. Students less than 30. Hindi sabay-sabay dumarating. Intermediate and primary classes are supposed to be separate, but as what Mrs. Reyes said, this is not the case in this branch of ALS A&E. They get to choose their own modules, then try to answer them quietly. Sila ang pumili ng modules nila. After they answer the modules, the teacher (Mrs. Reyes) checks the papers. Sometimes, the students check the work themselves. Then they leave for work, or whatever. This is the usual proceeding.

28 – January 2010, 10:30 AM, P.Burgos Elementary School, ALS A&E Learning Center
Second day of immersion in classes. About 20 students in Mrs Reyes’ class. Same observations, except that some students take long periods of time in answering modules. Tried to answer the module titled “Do you know your civil rights?” The module, which is intended for advanced highschool students, is quite interesting. Some try to cut classes, some try to leave early. Nagmamadaling magsagot ng modules, which is very inappropriate given their state.

08 – February – 2010, 10:30 AM, P.Burgos Elementary School, ALS A&E Learning Center
There were 18 students. Tried answering and browsing modules. They were okay in a sense that one could really learn from them, if only the students would take the process seriously. Some students, though, are taking it seriously and maximizing the learning experience. It is evident, however, that most of the students are rushing the modules. Attended a class of one “para-teacher.” Para-teachers are those who are already retired, but called on by the LGU to teach in ALS. In the class, however, it is as if there is no teacher at all. The students check their own paper. The para-teacher is merely an overseeing body.

08 – February – 2010, 02:00 PM, P.Burgos Elementary School, ALS A&E Learning Center
There are more students attending the afternoon classes. The afternoon class is “noisier” than the morning class. Had a very CRITICAL observation. Most of the students are trying to answer the “EASY” modules, meaning those intended for elementary level students. Confirm the observation on next immersion. Talked to some students. They have various answers when asked why they are enrolled in this program, although most of them said they wanted to get a diploma so they could find better work.

11 – February – 2010, 10:30 AM, P.Burgos Elementary School, ALS A&E Learning Center
About 18 attendees. Initial observation was confirmed. Students are only answering “EASY” modules. Raised the concern to Mrs Johanna Reyes. She mentioned that students usually do this, and most of the time she cannot force the students to answer
more challenging modules, because the results will be poor. She said the students need to master the basics.

25 – February – 2010, Morning and Afternoon Classes, P.Burgos Elementary School, ALS A&E Learning Center

The usual, but the students were fewer. This is so because according to Mrs Reyes, most of the students this year were done taking the Accreditation and Equivalency exam last October, and saw no need to attend classes anymore. Asked some students regarding the modules they answer. They say that they usually repeat “modules.” “Inuulit po naming minsan yung iba, minsan dalawang beses, minsan tatlong beses.” This is a very interesting observation.


This venue is entirely different. All the students were squeezed in one classroom and one long table. Every Saturday, though, they experience some kind of relief when there are many vacant classrooms. The students are more “sociable” compared to those in P. Burgos, and the approach is more strict, but more casual. The harmony/rapport between the teacher and the student is more evident. The students are more monitored, but the issue on modules is also a problem in this place.
SURVEY RESULTS

There are five survey questions. The target was to have 100 percent participation, but the attendance of people in the classes is a constraint. 34 Respondents

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Legend:

LEGEND: (Likert Scale)
1 – In a week, how often do you attend your classes? 1 – Madalang, 5 - Madalas
2 – How much do you learn from your classes? 1 – Kaunti, 5 - Marami
3 – Do you think that what you learn in class is sufficient? 1 – Hindi Sang-ayon, 5 – Sang-ayon
4 – The teachers are competent. 1 – Di Sang-ayon, 5 – Sang-ayon
5 – There is a harmony/rapport between you and your teachers. 1 – Di Sang-ayon, 5 – Sang-ayon
Alternative Learning Education: A Program Analysis


Panuto: Lagyan ng tsek ( ) ang kahon na sa tingin mo ay ang pinakanaglalarawan ng mga tanong sa kaliwa. Sagutin ang mga tanong sa kaliwa.

PANGALAN:___________________________________________________________

EDAD:__________  KASARIAN: Male ( ) Female ( )

### I. Ang Klase

<table>
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<tr>
<th>1. In a week, how often do you attend your classes? (Gaano ka kadalas pumasok sa iyong klase sa loob ng isang linggo?)</th>
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<th>3. Do you think that what you learn in class is sufficient? (Sa iyong palagay, sapat ba ang natututunan mo sa klase para makatulog sa iyo?)</th>
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<th>4. What are the different subjects/areas that are being taught in the classes? (Anu-ano ang mga iba-ibang kurso na itinuturo sa klase?)</th>
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5. Do you have any suggestions regarding an inclusion of a particular course/subject?  
(Mayoong ka bang kurso o "subject" na nais isama sa pagtuturo sa klase?)

### II. Ang Guro

1 – Di Sang-ayon; 5 – Sang-ayon

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</table>
| 1. The teachers are competent.  
(Ang iyong mga guro ay magagaling.) |   |   |   |   |   |
| 2. There is a harmony/rapport between you and your teachers.  
(Ikaw at ang iyong mga guro ay nagkakasundo.) |   |   |   |   |   |
| 3. Do you have any comments/suggestions regarding your teachers?  
(Mayoong ka bang nais sabihin tungkol sa iyong mga guro?) |   |   |   |   |   |

Maraming salamat po sa pag-uukol ng iyong oras! :)  

Marami pong salamat!