

- KAPLAN, ROBERT B., ALISON d' ANGLEJAN, J. RONAYNE COWAN, BRAJ B. KACHRU, and G. RICHARD TUCKER. 1982. Annual review of applied linguistics 1981. Rowley, Massachusetts: Newbury House Publishers, Inc. Pp. xiv, 264. [Review of articles on the Philippines.]
- GONZALEZ, ANDREW. Language policy and language-in-education policy in the Philippines, 48-59.
- LUZARES, CASILDA E. Languages-in-education in the Philippines, 122-28
- PAZCASIO, EMY M. Language teaching and bilingual education in the Philippines, 203-18

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Brother Andrew Gonzalez's paper on language policy and language-in-education policy, which reviewed the policies in six parts, shows a keen and deep understanding of the subject in question. Determiners of language policies, as reflected in the detailed sociolinguistic profile of major and minor language censuses of 1970 and 1975, vividly illustrate the non-significant numbers of first-language speakers of Tagalog, lording it over Cebuano in 1970 and Cebuano superseding Tagalog in 1975. Statistics show English and Spanish as the second and third major languages of the islands respectively with the former overtaking Tagalog as reflected in the number of its speakers. Spanish has shown a big decline though, since its inception in the Philippine curriculum. Its "users" have been confined to special classes, first, to students in dire need of academic units/grades in order to pass or graduate from colleges and universities and second, to the "old guard" of Spanish culture like Spanish teachers and Filipinos of the most recent past still adhering to the language's "touch of class" during its time of glory.

Originally, the Philippine Constitution designated Pilipino (Tagalog based) as the national language. Later, by presidential decree, Spanish became the third official language, since basic historical documents were originally written in Spanish. Pilipino was "demoted" to the rank of "official language" by the 1973 Constitution. The same Assembly mandated a provision for the development and formal adoption of a common "national language" which shall be called *Filipino*, and which shall be composed of a conglomeration of all existing languages of the country, to tone down divisive regional sentiments. "Filipino" or "Pilipino" (with emphasis on either "F" or "P"), the "national language" has been given in a way some kind of fixed identity. The 1973 Constitutional Assembly also mandated the translation of the Constitution into different languages spoken by at least *fifty thousand* persons.

Meanwhile, even as English is presently being used predominantly in government offices, the switching from English to Pilipino is very evident among employees. No less than the Chief Executive has made *IT* official, using *THE* language in many of his speeches, and reinforcing the language's prestige during his diplomatic dealings with various international dignitaries, as the latter present their Letters of Credence.

Earlier, the National Board of Education defined as its goal on Bilingual Education the training of a bilingual nation, communicating both in English and Pilipino. The 10-year program which ended last year (1984) and which envisioned among its graduates on the collegiate level a readiness to take their government examinations either in Pilipino or English, was (fortunately or unfortunately) not realized. Instead, a deterioration of English among its graduates was noted. The slow adoption of the policy was partly due to regional attitudinal differences and the lack of qualified teachers both in Pilipino and English, specifically in non-Tagalog areas.

Surprisingly, the language of the media (TV, radio, film) has become predominantly Pilipino; however, printed materials are still mostly in English. In Manila, the language of worship is either English oriented or a code-switching variety of English and Pilipino. Local languages are used in the provinces, including English. English is used at higher levels and for formal presentations in business and industry; English or Pilipino is used in informal transactions and communications. These types of communication are also very

evident among college students.

The Sta. Barbara language experiment in Iloilo demonstrated that cultural minorities as well as residents in a rural area benefit from the language policies instituted in the place. In the non-Tagalog regions, the vernacular was used as the medium of instruction in all subjects, except English and Filipino, for the first two grades.

Policies of language maintenance maintain English, Pilipino and Spanish as the three general languages, each one varying in scope and degree of importance. "Pilipino" as an official language is to be disseminated and cultivated. "Filipino" as the national language is yet to be developed. In addition, there are several scholarly organizations dedicated to the maintenance and improvement through teaching and research of both English and Pilipino.

Casilda Luzares, in viewing the policy in education, briefly but thoroughly outlines the historical development of the official language policy: from Spanish to English, later to Pilipino, and finally to Filipino. All these changes took effect from 1898 to 1973, a long stretch of seventy-five years. Expounding on the bilingual education program policy, Luzares also touches on those factors that are resistant to Pilipino, such as the belief that Pilipino was merely substituted for Tagalog, which Tagalog was later mandated to be the national language. This deliberate move to mandate one language which shall be composed of existing languages, and which shall be called Filipino, was perceived to favor one ethnolinguistic group - the Tagalogs - referred to by some commentators as the "fourth colonizers" of the Philippines.

In non-Tagalog areas, literacy was at its strongest point at the primary level during the first two years of the country's "language development" period. Statistics showed that grade school pupil dropouts were not hopeless on the use of the vernacular as they were 53% literate and could communicate quite well in the mother tongue. As a compensation, the students were given official recognition. Subsequently, research revealed that learning in the mother tongue facilitates the learning of a second language. Several studies also indicate that students taught in the vernacular can easily transfer their reading and writing skills without difficulty (Soriano, 1977).

An assessment of the implementation and problems of the bilingual policy in 1979 indicated a weakening of the knowledge of English among high school students. There was also the fear that the country's educational system would produce functionally illiterate Filipinos, both in English and Pilipino. This sad prospect paved the way for the decision to strengthen the teaching of English. Meanwhile, the problems still exist, pertaining to the lack of teachers trained in Pilipino and the lack of terminologies or, perhaps their equivalents, in teaching Pilipino.

Emy M. Pascasio, in her review of language teaching and bilingual education in the Philippines, focuses on the treatment of English. She cites the finding that very little has been done, if any, to digress from the centralized English curriculum prepared by MECS, even though the English program does not cater to the needs and resources of a particular community. There is acknowledgement of communication competence as the ultimate goal of language instruction. However, the desire to have a communication oriented syllabus based on communicative competence has not yet been realized. Along this line, some private schools have begun designing a communication-based syllabus, like Ateneo de Manila Grade School and DeLa Salle Grade School, while graduate students from the Philippine Normal College (PNC) have prepared proposals for a functional/notional syllabus for English Communications Arts in Grade 6.

The adoption of ESP (English for Specific Purposes) in science and technology curriculums has produced a new trend in the teaching of English. Its practitioners and those of ESL (English as a Second language) at the Bataan Refugee Center gave serious thought to these two styles of making English work miracles for all types of learners and teachers.

Pascasio also discusses the methods and instructional materials used for grammar analysis (which prevailed during the entire American period), the second-language approach, and the structural approach in reading. In general, a certain amount of eclecticism at the different levels was given much-needed leeway.

Contrastive analysis studies have yielded data on the use of different materials for developing phonology, grammar and, reading skills. Supplementary materials have likewise been developed. The introduction of American individualized-instruction technology has also provided other directions for instructional materials development, including criterion referenced materials.

With the implementation of the Bilingual Education policy, existing materials were superseded by a new set of materials for communication oriented activities, produced by the Language Study Center of PNC, under the auspices of the Educational Development Programs Implementing Task Force (EDPITAF) of MECS. Experts have observed that the introduction of ESP resulted in the enhancing of materials development for ESP both at the secondary and tertiary levels.

A bibliographical survey on available research from 1959 to 1975 indicates that English testing received the least attention. Attention was given only in the later seventies.

The findings from the Survey on Outcomes of Elementary Education (SOUTELE) project in reading tests initially indicated that Filipino children were deficient in critical thinking, but a final test revealed that the reason students find them difficult was because they had no previous exposure to similar kinds of tests.

Current assessments of English achievement show a decline in the English achievement test based on the results of national testing conducted by MECS. This trend is also true even among Ateneo high school students who took the English Proficiency Test over the school years 1975-76 to 1979-80. Records show that there was some deterioration in English over that trial period of the Bilingual Education program.

Soon enough, there developed misconceptions on the implementation of the policy on bilingual education as reflected in survey reports during the transition period. This became quite obvious, as it was seen even among teachers and administrators in many schools, colleges, and universities. The policy was interpreted by some as one of English dominating over Pilipino. Other observers noticed the gradual "phasing out" of English.

Meanwhile, in the non-Tagalog areas, more complex language patterns have emerged from the use of the vernacular. The most frequently cited pattern shows Pilipino dominating use at 75% and English and the vernacular 25%. The favored pattern involves the equal use of Pilipino and the vernacular. In the English block, the most frequently used pattern involves the use of English 75% of the time, Pilipino 25%.

Previous to the adoption of the bilingual education policy, the pattern involved English dominating use at 75% and Pilipino and the vernacular 25%.

The misconceptions and confusion concerning the policy have reached even the tertiary level, resulting in the extensive use of code switching and language mixing. Code switching and translation are very evident in the Pilipino block; in the English block there was rarely any code switching and translation.

Evaluations of the relative effectiveness of Pilipino and English as the medium of instruction based on field testing, claim that Pilipino is more effective in Tagalog and non-Tagalog areas, especially in reading and social studies. Significantly, its effectiveness is much higher in Work Education.

Surprisingly, amidst all the misconceptions and confusions of the Bilingual Policy, there were local programs which implemented the policy even before the promulgation of the program. This was basically attributed to social and political factors. De la Salle and Ateneo Grade Schools were two of the schools initially motivated by socio-political reasons. They developed instructional programs sensitive to the pulse of the time. Gregorio Araneta University Foundation, with its 20-year bilingual policy which started in 1964, followed suit.

Initial findings on the Pilipino scheme, taken from test results, show that developing proficiency in Pilipino is better when almost all the subjects are taught in Pilipino. In Grades I and IV, and in high school, what proved to be effective was when all subjects were taught in Pilipino, except science and mathematics. In the English scheme which used English in science and mathematics and Pilipino in all other subjects, the best

results came from Grade I. Among high school students the most superior results in English were seen in the gradual but steady change in the method of instruction, with English as the medium of instruction in the lower grades and Pilipino in all other subjects. Gradually increasing its use as the medium of instruction, English was used in health, science, math and later, music and physical education. This extended throughout the elementary years.

On the basic needs for good teaching, English teacher applicants for teaching positions have been found to be proficient in grammar and lexis, but deficient in their knowledge of the rhetorical conventions of English. In general, it is felt that there is a need for English teachers to upgrade themselves in communicative competence in English and in their ability to produce supplementary materials. There is also a need for pre-service training for future teachers of English and revision of the curriculum at the collegiate level.

The study concludes that the Bilingual Education Policy needs some reexamination with respect to setting, available materials, teacher competence, language proficiency of students, and attitude and motivation of all concerned in the use of English and Pilipino for the different subjects and courses. On top of this, there is the need for systematic evaluation and proper implementation.