

# Local and Regional Public Management Education in the Context of Decentralization

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*Efforts at decentralization in governmental management directly affect the practice of public management at the local and regional levels. It is within this context that Public Management education programs in general, and local/regional curriculum development in particular, should be attuned to. Also presented is a sectoral program assessment of the stakeholders including the faculty, students and practitioners in the Eastern Visayas Region with the Iloilo area as a case in point. The rise of a new cadre of sensitive and enlightened policy influentials and program administrators who are aware of the various issues impinging on Public Management education in the 1990s, and determined to utilize public management knowledge and skills in the development of local and regional resources and productive opportunities is envisioned as a practical result of the designed curricular redirection.*

## Introduction

The 1990s has just begun. It marks the commencement of the last decade of the present century, before we are ushered into the twenty-first century. For Public Management education, there is a felt need for reassessing existing programs and using the significant findings for enhancing their curricular development in this decade. The task taken by the Association of Schools of Public Administration in the Philippines, Inc. (ASPAP) in evaluating curricular programs in Public Management is directed towards upgrading the existing curriculum, developing the faculty, improving teaching methods and techniques, establishing linkages, and generating and allocating resources needed in administering them. Such aims are partly achieved through this conference, which provides a forum for meaningful sharing of experiences, technologies and resources between the central and local levels.

In the presentation of this paper, the local and regional bias in the context of decentralization is intentionally assumed to reflect the interesting insights and experiences in administering Public Management education of different academic institutions outside the primate center.

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As contemplated, this paper seeks to (a) discuss the recent movements toward decentralization in governmental management, through local autonomy and regionalization mechanisms, (b) present the state of local and regional Public Management education, as evidenced by locally situated academic institutions, (c) describe the curriculum and its administration, particularly in balancing its theory-practice elements, (d) explain responses of faculty members, students, and practitioners to existing programs, including their recommendations; (e) identify specific issues in localizing and regionalizing Public Management education, and (f) put forth rationalized directions of local and regional Public Management education in response to the challenges of the 1990s.

### Recent Decentralization Movements in Context

That decentralization is a strategic vehicle for development has been pronounced by the Aquino Administration through her "Policy Agenda for People-Oriented Development" (De Guzman, Reforma and Panganiban 1988: 237). In this context, decentralization refers to the dispersal of power and authority to political institutions like local government units to allow smooth and unhampered flow of government operations, moving systematically from decision centers to strategic areas of performance (De Guzman 1988: 218). As a state policy, Article X, Section 2 of the 1987 Constitution provides that:

The Congress shall enact a local government code which shall provide for a more responsive and accountable local government structure instituted through a system of *decentralization* with effective mechanisms of recall, initiative and referendum, allocate among the different local government units their powers, responsibilities and resources, and provide for the qualifications, election, appointment and removal, term, salaries, powers and functions and duties of local officials, and all matters relating to the organization and operation of the local units (*italics supplied*).

To effect decentralization, some four approaches were suggested. First is through deconcentration which is the delegation of responsibility and authority by the national government departments and agencies to regional, district and field offices. In this case, delegation is administrative in character, implying no final transfer of authority from the national department which continues its responsibility. Second is by way of devolution which is the transfer by the central government to local government units or special statutory bodies, the power and responsibility to perform specified functions. This has been exemplified by the passage of various legislations like the Barrio Charter Act in 1959, the Local Autonomy Act in 1963 and the Decentralization Act in 1967. Third is by means of privatization which is the transfer of responsibility for certain governmental functions to the private sector and fourth is through nongovernmental organizations (NGOs) which are used as alternative channels for delivering specific government services (De Guzman 1988: 219-220).

The mechanisms installed toward its realization included the strengthening of local and regional levels of government through devolution of more powers and functions to these local units, which were aimed at minimizing, if not totally eliminating the bureaucratic red tape. The institutional capability of regional organization units was increased to be utilized as focal points for promoting and coordinating regional and local development, as well as harmonizing and balancing the competing demands of different local government units within the region (Sajo 1989: 2).

A related movement is concerned with the reinforcement of local autonomy by actually transferring supervisory powers from the department secretaries to local executives over selected national projects and programs which are implemented at the local level. In effect, the direct supervision of national officials over local services is eliminated, thus giving the local officials more effective direction and responsibility in the actual delivery of such services within their territorial and administrative jurisdiction (Sajo 1989: 2).

In addition, local and regional development planning was strengthened by invigorating the different regional and local development councils in coordinating the formulation and implementation of plans, programs and projects. Sectoral representation was strictly observed, thereby allowing better articulation and prioritization of interests geared for local and regional development. Thus, regional needs are satisfied, without sacrificing the peculiar demands of other local units.

The advocacy for decentralization has been increasing recently, to bring about more meaningful local autonomy. By definition, Sosmeña (1987: 248) presented varied views on local autonomy. It signifies the state of self-determination of local governments and their relative freedom from central government control over local affairs and concerns. It presupposes a grant of adequate authority to local units in determining and administering policies concerning local affairs, and in exercising political powers (Fernandez 1975). It connotes a measure of delegated authority, discretion and participation of local governments in making decisions affecting their jurisdiction and community (Abueva and De Guzman 1967). It indicates the degree of self-determination and self-government enjoyed by local units in their relation with the central government, implying a measure of independence from national control (Alderfer 1964). It also denotes a combination of two elements: corporate autonomy, the right of local entities to administer their own affairs freely in accordance with their own will, which requires delineation of functions, policy of strengthening local finance, and relaxation of central control; and, civic autonomy, the right of the local citizenry to determine that will, which demands that local units must determine activities of local entities, with local administration being managed and controlled by local citizens themselves (Mendoza and Lim 1974: 79).

Considering the different views, Sosmeña (1987: 248-249) explained local autonomy in the triad of administration, finance, and function or service. *Autonomy in administration* refers to the leeway to manage local affairs, make final decisions, and

the discretion to hire and fire personnel in the local bureaucracy. *Autonomy in finance* denotes the power to levy taxes, collect taxes levied at specified rates, retain collection, and spend the amount collected. This requires the determination of the division of total public revenues among various government levels, and the share of each level in accordance with legal and ethical responsibilities. *Autonomy in function* indicates whether a public function purely belongs to local authorities, a shared function, or a definite function of the central government, based on legal or traditional reasons. The distinctions here are important bases for the distribution of governmental functions.

The decentralization movement provided further impetus to the growing clamor for regionalization. As a policy of the state, Article X, Section 15 of the 1987 Constitution provides that:

There shall be created autonomous regions in Muslim Mindanao and in the Cordilleras consisting of provinces, cities, municipalities, and geographical areas sharing common and distinctive historical and cultural heritage, economic and social structures, and other relevant characteristics within the framework of this Constitution and the national sovereignty as well as territorial integrity of the Republic of the Philippines.

Valdehuesa (1988: 241) stressed that regional autonomy is a major thrust of government in its search for peace and development. It is envisioned as a strategy to bring peace in certain troubled areas so that the people in these regions can participate more effectively in political processes and in implementing the sustained and massive socioeconomic development for their own welfare and development. It conveys self-governance to achieve regional development and cultural cohesion over specified geographic areas sharing common cultural legacy and social structures, resources and aspirations. It demands upon the regional government the responsibility for improved performance, and the accountability for the exercise of authority and for the utilization of resources.

However, the movements toward a meaningful decentralization must be critically analyzed, so that they can be substantially integrated into the formal teaching of Public Management education. De Guzman (1988: 221-224) advised that more attention must be addressed to: the selection process of local leadership reflecting the genuine will of the constituency through free, honest, fair, orderly and competitive elections; the resolution of the problem of duality of government services at the field level; the grant of more powers and responsibilities to local government units in the implementation of development programs and projects; the adoption of a policy whereby government begins relieving itself of responsibilities in the performance of functions better left to the private sector through the increased mobilization of nongovernmental organizations (NGOs); and the continuation of governmental advocacy of transparency in its operations. Since these concerns directly delve on the practice of public management at the local and regional levels, they must necessarily be woven into the teaching of the discipline in such context and environment.

## **The State of Local and Regional Public Management Education**

In presenting the state-of-the-art of Public Management education in Region VI, particularly in the province of Iloilo, the existing undergraduate and graduate Public Management programs in the School of Development Management (SDM), University of the Philippines Visayas (UPV), and those of the University of San Agustin (USA) and University of Negros Occidental-Recoletos (UNOR) are critically analyzed. Comparisons and distinctions with explanations are included in such analysis.

In the University of the Philippines Visayas School of Development Management (UPVSDM), the formal institution of a Master of Public Administration (MPA) degree program was undertaken as a joint program between the University of the Philippines College of Public Administration (UPCPA) and the University of the Philippines (UP) College Iloilo which eventually formed the core of the College of Arts and Sciences, UPV in 1966 (Sajo 1985: 262-263). While the degree program was administered by a lone faculty member of the local college, several "flying-in" professors from the UPCPA taught in the program during weekends. The masters program had been successfully sustained through the years with some modifications, having its first graduates in 1969. Partly for completion of academic requirements and partly for the preparation for the comprehensive examination, a requirement for students enrolled under Plan B (non-thesis), these students took certain subjects at the UPCPA.

When the Civil Service Commission announced the accreditation of Public Management education for the promotion of all government employees, the local college experienced a sudden increase in enrolment. In fact, as of 1970, more than three hundred (300) were enrolled, although less than ten (10) graduated at that time. Many of these students dropped out after earning 12 to 18 units in Public Administration, which constituted a sufficient compliance with the Civil Service Commission requirements for promotion. Technically, these students were merely "uniting" to earn a promotion. In the seventies, many of the graduate students at the UP College Iloilo who failed to earn the MPA degree, were granted the Certificate in Governmental Management (CGM). This was eventually phased out, because it has watered-down the masters program. To resolve this problem, the students were required to enrol initially in the CGM program, where the certificate was granted upon completion of 24 units with an average grade of 2.0 or better, with the option to continue with the masters program requiring an additional twelve (12) units, and passing the comprehensive examinations in the general and special fields of Public Administration. As a result, the number of graduates from UP College Iloilo significantly increased in comparison with the other local universities, especially since some students earned both the CGM and the MPA degree.

With the UP College Iloilo as the regional center for Public Management education, the MPA degree programs were established in other private local universities. The Graduate School of the UNOR in Bacolod City started its MPA program in 1976, and was followed by the USA in Iloilo City in 1977. Unlike the UP College Iloilo program

where students have the option to enrol in either a thesis (Plan A) or non-thesis (Plan B) program, the local private universities required a masters thesis with an oral defense before a constituted panel for graduation. Expectedly, the generally part-time faculty members of these private universities, who initiated and still maintain the MPA programs, earned their MPA or MM major in Public Management from UP College Iloilo.

The Public Management education program in the UPV experienced some curricular evolution and modification in the seventies. In 1976, the Division of Management was created as a unit of the UP College Iloilo. At this time, it instituted a divisional program of Bachelor of Science in Management (BSM), with Public Management as one area of specialization under Discipline B. As a requirement for the bachelor's degree, a management practicum in a selected governmental agency is required. In many instances, these students were absorbed by these agencies after graduation. Then in 1978, the MPA program in UP College Iloilo was phased out, to give way to a comprehensive Master of Management (MM) program, with Public Management as one area of specialization. The other areas of specialization included Business Management and Educational Management. This modification was centrally proposed in the UP Management Education Council, for implementation in various regional units including Iloilo, Cebu, Tacloban, Baguio, Clark and San Fernando. Thus when the SDM was formally established constituting primarily the Division of Public and Business Management on 22 December 1981 as part of the UPV, it earned a distinction for offering Public Management education at the baccalaureate and masters levels (Sajo 1985: 263). In addition to the MM (Public Management) program administered in the Iloilo City campus, the School of Development Management has continued its off-campus programs in Bacolod City, Roxas City, and San Jose, Antique. Due to logistical, enrolment and faculty limitations, the off-campus program in Kalibo, Aklan was discontinued in 1985. Students thereat were required to continue their studies in the Iloilo campus with limited success.

Since the Public Management education programs were introduced and maintained by the graduates of the UPV including those who graduated from UP College Iloilo, the subject offerings and materials used were initially transplantations into the different local private universities. Three distinctions however were observed in their administration. Firstly, the SDM follows a stream of course offerings that would necessarily allow a consistently diligent student to complete the academic requirements of 36 units in two academic years consisting of three (3) trimesters. The local private universities are relatively open, offering subjects which are suggested by graduate students in a graduate school-administered survey. Secondly, the SDM has consistently offered a non-thesis Master of Management program specializing in Public Management with a comprehensive examination as a requisite for graduation. While graduate students are given the option to enrol under a thesis program (Plan A), there are no takers thus far. On the other hand, the MPA program in the local private universities require a thesis for graduation. This was the condition specified by the Department of Education, Culture and Sports in approving their

application to offer the MPA degree to strengthen the Public Management curricular programs recently instituted in these universities, which hardly compare with the University of the Philippines which started offering Public Administration programs in 1952. Thirdly, only the SDM offers a baccalaureate degree in Public Management. This is an area of specialization of the divisional program of the Bachelor of Science in Management (BSM), which was mentioned earlier. This is in addition to the MM (Public Management) at the graduate level. On the other hand, the local private universities offer Public Administration courses solely at the graduate level. Fourthly, the MM program in SDM offers three areas of specialization, namely: Public Management, Business Management, and Educational Management. However, the third area of specialization is currently administered by the Department of Professional Education of the UPV College of Arts and Sciences. In the other local private universities, the Master of Public Administration degree program is offered, distinctly and separately from Master of Business Administration, and Master of Arts in Educational Administration.

### **Curriculum Development and Administration**

The curriculum is central to the Public Management education efforts in the local and regional setting. As such, it demands a wider range of reflection and thinking about the complex, interrelated and interacting elements of the society where such curriculum is operationally administered. To a greater extent, its development and administration must be dynamic, innovative, and forward-looking, given the relative turbulence the government is experiencing.

To mirror the local and regional surroundings in the Public Management curriculum, efforts have been expended in carefully selecting, organizing, and evaluating various learning experiences on the bases of needs, abilities and interests of the public officials and the people served in the area, as well as the very nature of local and regional governments and the community where they operate. Particularly, Andres (1989: 5) took cognizance of the following factors in curriculum development and administration: (a) the nature of society including its cultural heritage, its needs and demands, as well as the economic, social, political, cultural, moral and other problems of the people; (b) the interests, needs, previous experiences and problems of learners; and (c) the educational and psychological principles based on the findings of scientific studies and experimentation undertaken within the discipline.

Let us endeavor to take a critical look at the undergraduate and graduate Public Management curricula of the UPVSDM, to discover how such factors come into play.

In the Bachelor of Science in Management program (Discipline B - Public Management), the students are required to complete one hundred forty-four (144) units to earn a degree. The existing curriculum demands the completion of twenty-four (24) units in the field of Public Management if the student chooses to specialize in this area. This includes six (6) units of common courses (Introduction to Management and

Environment of Public Management), three (3) units of field work (Internship in Governmental Administration), and fifteen (15) units in disciplinary courses. Included therein are studies in Philippine Administrative Systems, Public Fiscal Administration, Public Administration and the Economic Order, Administrative Law, and Local Government and Administration.

The development and administration of the curriculum are affected by a number of factors. Firstly, the nature of society is substantially revealed in studying the environment of public management (Management 102), to be further reinforced while on internship (Public Administration 181). Secondly, the needs and demands of the people in the area, as well as their economic, social, political and cultural problems are not directly addressed to. Rather, the components of the public management phenomenon take the forefront, as exemplified by fiscal administration (Public Administration 135), local government administration (Public Administration 151), and the mutual influences between public management and the economy (Public Administration 141). Thirdly, the interests, experiences and needs of the students are not reflected in the curriculum. Instead, there has been a ready-made curriculum prepared for the public management specialization which students have to take. While students participate in evaluation, the focus is more on faculty performance: mastery of the subject matter taught, personal qualities, and student-teacher relations.

In the Master of Management program, with specialization in Public Management (PM), the graduate students are required to finish thirty-six (36) units, consisting of thirty (30) units of required courses, and six (6) units of electives. The required courses consist of a 3-unit orientation course in Theory and Practice of Public Administration (PM 201); 6 units of common courses in Ecology of Administration (PM 207) and Human Behavior in Organization (PM 224); 9-unit traditional areas in public management like Public Personnel Administration (PM 221), Public Fiscal Administration (PM 235), and Organization and Management (PM 211); 6 units in Research Methods in Public Administration, a 3-unit course with rural slant in Administration of Rural Development (PM 252); and a 3-unit integrative course entitled Seminar in Governmental Management (PM 244). The course electives are concerned with Administrative Communication (PM 214) and Management Planning and Control (PM 212).

Examining this graduate curriculum on the basis of the factors previously taken into account in its development and administration, several observations are noted. Firstly, the societal element is subsumed in the ecology study which is reinforced through actual agency studies dealing with environmental influences in public management. In the process, the mutual influences of such government agency and the community where it operates are identified and analyzed. Secondly, only the study on rural development directly depicts the local context especially when case studies on selected rural development programs and projects are prepared as course requirements. Field trips which are properly planned and evaluated, provide added insights into the prevailing local realities. Thirdly, while the traditional areas of public management like personnel, fiscal, and organization and management are sufficiently



covered, no rational and serious attempts were made to bring into consideration the prevailing local and regional personnel, fiscal, and organization and management practices into the Public Management educative processes. Fourthly, the elective courses are practically within the Public Management discipline itself, and appeared to be "required" electives because the present curriculum does not indicate other subjects in related disciplines which could enrich the study of public management. In this sense, the interdisciplinary quality which is desired in curriculum development and administration can be hardly realized. Fifth, the orientation course on the Theory and Practice of Public Administration is basically what it proposes—an orientation course. A greater emphasis is laid on the evolution of Public Administration as a field of study which is less in building an appropriate "theory" of public management in Philippine context, much less in the local and regional setting. Even the "practice" elements need more integration in the locality where public management is in action.

The MPA program of the USA requires thirty-six (36) units of academic courses, with an addition of a masters thesis with corresponding 6 units, giving a total of forty-two (42) units to be earned for graduation. But prior to thesis writing, the students have to pass a comprehensive examination. The students have to necessarily take twenty-four (24) units of required courses and twelve (12) units of basic courses. The required courses include an introductory course on Theory and Practice of Public Administration (PA 210), and other courses such as Organization and Management (PA 202), Public Personnel Administration (PA 203), Nation Building, Socioeconomic Development and Public Administration (PA 204), Filipino Administrative Institutions (PA 205), and a tool course on Research Methods in Public Administration (PA 301). Recently, an additional tool course on Statistics (PA 200) was added, resulting into an increase of three (3) units of required courses, with a corresponding reduction in the basic courses. In addition, the courses on Life, Works and Writings of Rizal (Soc. Sc. 200), and New Constitution, Land Reform, Taxation, Cooperatives, and Population Education (Soc. Sc. 201), are required. However, if the student has taken these additional required courses in their undergraduate degrees, these are credited. The basic courses include Public Fiscal Administration (PA 206), Project Development and Management (PA 207), Human Behavior in Management (PA 208), Corporate Management (PA 209), Human Resources Development (PA 210), Management Planning and Control (PA 211), and Social Government (PA 212).

Some distinctions between the curricula of the SDM and of the USA can be pointed out. First, the total units to be earned for graduation is higher in the USA due to the thesis requirement, in addition to a qualifying comprehensive examination thereat. Second, the USA still offers the course on Nation Building, Socioeconomic Development and Public Administration which has been phased out in the SDM. Third, the USA offers the courses on Project Development and Management, Corporate Government, Social Government, and Human Resources Development which are not offered in the SDM. Fourth, the USA does not offer courses in Ecology of Administration, Administration of Rural Development, and Administrative Communication. Fifth, the USA required additional courses on Rizal, the New Constitution, Land Reform, Taxation,

Cooperatives, and Population Education, which could be substituted by similar undergraduate courses. Sixth, the USA offers more basic courses (which are the equivalent of electives) to choose from.

The existing curriculum of the USA has yet to institute courses which can critically consider the nature of the local society where such public management functions and can analyze the structure and process of local governments. There is, however, a greater opportunity for the USA to contribute to the indigenous literature of Public Administration because of the thesis requirement. Furthermore, the graduate students are afforded a relatively wider choice of the basic courses, which may be taken more on the basis of student choice rather than institutional decisions. This is achieved through the use of survey of students' identification of subjects they want to take, which is undertaken by the Graduate School of the private universities toward the end of every semester.

The MPA program administered by the UNOR requires a total of forty-two (42) units for completion. These are divided into twelve (12) units of *basic* courses, twelve (12) units of *major field of concentration*, nine (9) units of cognate courses, and nine (9) units of graduation *research* subjects. The basic courses include Introduction to the Theory and Practice of Public Administration (INTHEP 030), Research Methods I (RESMET 030), Research Methods II (RESTAT 030), and Seminar in Governmental Management (SEGOMA 030). The major fields of concentration consist of the following: (1) organization and management [Governmental Organization and Management (GORMAN 030)]; (2) personnel [Public Personnel Administration (PUPEAD 030), Personnel Selection, Position Classification, and Salary Administration (PESPOC 030), Human Resource Development in Organization (HURDOR 030)]; and (3) fiscal administration [Public Fiscal Policy and Fiscal Administration (PUFIAD 030), and Governmental Budgeting, Accounting and Auditing (GOBACA)]. The cognate courses include Organization and Management (ORGAMA 030), and Management Planning and Control [MANPLA]. The graduation research subjects consist of Thesis Direction (THEDIR 230) and Thesis Writing (THEWRI 360), which comprise six (6) units. Thesis work is allowed only after passing a comprehensive examination.

Several points of distinction can be given when the UNOR curriculum is compared with that of SDM. First, there are more subject groupings in UNOR. Instead of required and elective courses only, it has basic, major field of concentration, cognates, and research. Second, the major fields of concentration are organization and management, personnel and fiscal administration. It does not offer any course in local government, and rural development as study focus. Third, cognate courses are related more to business management, which indicates an interdisciplinary approach to curriculum administration. Fourth, it offers a course in personnel selection, position classification, and salary standardization which has been phased out in SDM. In addition, it teaches a course in Government Budgeting, Accounting and Auditing, and Human Resource Development in Organization which are not offered in SDM. Fifth, thesis writing is

strengthened by a course on thesis direction. This provides better assistance to students who are writing their thesis.

### **Sectoral Program Assessment: Faculty Members, Students, and Practitioners**

Using researcher-formulated instruments, the members of the faculty, students, and practitioners occupying key positions in local government and regional offices of national government agencies were sought to provide insights into the locally-based Public Management education programs, benefits derived, suggestions to improve substantive and methodological aspects, and their perceptions on the move toward localizing and regionalizing such programs.

#### *Faculty Members*

The level of success in administering the Public Management curriculum outside of the National Capital Region depends, to a greater degree, on the capability of its faculty, more particularly on their education and training, methods of teaching used, and their contributions in research and community extensions in reaching out to local and regional clientele needs and interests.

Of the fourteen (14) faculty members included in the survey, five (5) are full-time while nine (9) are teaching part-time. These five (5) full-time faculty members teach in the School of Development Management with the ranks of Professor (1), Associate Professor (3), Assistant Professor (1), and Instructor (1). The instructor is teaching undergraduate Public Management subjects, and is finishing the academic requirements of Master of Management (Public Management). Of the five (5) full-time faculty members, four (4) have permanent appointments while only one (1) is temporary due to lack of a masters degree. The nine (9) part-timers have Lecturer, Senior Lecturer, and Professorial Lecturer appointments.

The degree profile of the fourteen (14) faculty members indicated that five (5) have doctorate degrees. The degrees earned are: Doctor of Public Administration (2), Doctor of Philosophy (2) with concentration in Psychology and Community Development, and Doctor of Medicine (1). One faculty member has already completed the academic requirements for a Doctor of Philosophy in Educational Administration. The faculty who is a Doctor of Medicine has completed Master of Management (Public Management) in SDM and is a Senior Lecturer in the school's off-campus program in San Jose, Antique.

Based on masteral degrees, the faculty profile has been prevalently the graduates of Master of Management (Public Management) (8) and Master of Public Administration (2). Two others have masters degree in Library Science, and one each obtained Master of Arts in Philosophy, Master of Arts in Education, and Master of Science. The faculty with M.S. degree teaches statistical tools in research. Another faculty has a Certificate in Governmental Management.

At the baccalaureate level, the faculty profile tends to be more on Bachelor of Science in Education/Elementary Education (5), and in Commerce/Business Administration (5). The other science areas include Chemistry, Management, Systems and Data Processing, and Library Science. Some have Bachelor of Arts (5), and Bachelor of Philosophy (1). One has Bachelor of Laws, with an Associate in Arts (Pre-Law).

These faculty members have rich administrative experiences in government offices and universities. Past and present positions include being a Regional Director, Dean/Director of a School/College or units therein, Regional Project Manager, Personnel Officer, Assistant Hospital Administrator, Regional Supervisor, Corporate Branch Manager, Terminal Operations Officer in Ports Operations, and College Librarian.

The faculty members have been attending various training/seminars conducted locally, in Metro Manila and abroad. The subject matter covered information science, supervisory communication skills, internal control and audit systems, organization development, social marketing, production and water management, computer orientation and software, research methodology and strategies, environmental management, cooperatives, rural development management, values and culture, and coastal fisheries conservation and development.

Their community/extension services were equally varied. They have been involved as chairmen/members of Board of Trustees of private educational institutions, as well as programs of the disadvantaged, presidents of civic and professional organizations, and project leaders in some programs undertaken by governmental and private foundations. They have been module managers, resource persons, and facilitators in different training programs and seminar workshops initiated by universities, government agencies and business or private organizations.

Research activities of the faculty members have been undertaken in relation to government operations. These include the impact of health services in Panay, an understanding of delivery systems for specific technology, organizational audit of certain provincial governments, management audit of electric cooperatives, and assessment of local and congressional elections in the region. The faculty members also did research on fishery-related activities. These include the contribution of Panay women to fisheries development, and sociocultural basis of fishery law violations. Other research interests focused on spatial analysis of rural-urban functions of food systems development, history of a specific academic institution, prospects of small-business entrepreneurship, assessment of nonformal education interventions and community development activities in a specific barangay, impact evaluation of private volunteer-service coordinating agency, and comparison of effects of an ointment in tinea skin infections.

The teaching methods used by the faculty tend to vary per subject taught. However, there appeared a predominance of lecture-discussion, and oral reporting in

almost all subjects taught. Other techniques used in a relatively limited scale include case presentation and analysis, problem solving, group work and reporting, project or agency study, situational (public/business management and marketing) analysis, and actual field research on specific topics within a subject by individuals or groups with oral reporting and submission of written reports thereof.

The problems presently encountered by the faculty members relate to instructional materials, faculty knowledge and skills upgrading and development, student performance, support of administration, and the environmental conditions.

The faculty members reported that existing instructional materials are generally western and only applicable to industrialized societies, locally-authored texts or references are limited, books and materials used were written long ago, case studies are mostly foreign hence not applicable, and limited reading materials done by Filipinos. With regard to the faculty, the problems related to limited support of faculty scholarships and further training, limited faculty authorship and discipline-focused research, and unchallenging or uninspiring teaching techniques used. On student performance, the problems include: the student's inability to read assigned texts, articles or cases; absences; financial and family problems; heavy workload in their respective offices; lack of preparation for graduate education; and poor research outputs. As regards support of administration, the problems include limited fund allowances in off-campus programs, and no additional remuneration beyond established rates or insurance for out-of-town assignments or trips. With reference to environmental situations, the problems include: critical peace and order conditions in some areas covered by teaching and research assignments; non-cooperation of government officials and personnel in researches conducted; frequent changes in personnel, administrative and fiscal policies in government; and lack of central government information agency at the local level which can provide Public Management students vital reference materials on such topics as budgeting, personnel, development planning and administration; given the fast-changing government policies, pronouncements, circulars, rulings and instructions.

To remedy these difficulties encountered in teaching Public Management at the local level, certain suggestions were forwarded. As to problems related to instructional materials, the proposals include preparing local case studies especially in areas where students are weak, making all courses research-oriented, providing incentives to encourage Filipino writers of texts and cases in Public Management, and continuously updating instructional materials to reflect the latest developments in local, regional and national public administration. With respect to faculty development problems, the suggestions include the establishment of linkages with foreign and local funding agencies to support faculty scholarships and training, research grants or fellowships, and other forms of faculty exchange. With regard to problems on student performance, the suggestions include having extra hours for class meetings, developing student capacity in preparing case studies and in doing good research, and strengthening their foundations for graduate education, including their communication skills. As a remedy

to problems related to support of administration, the off-campus programs have to be reassessed for possible increase in remuneration or other forms of protection in favor of the faculty. As to the difficulties related to the environment, the teaching and research activities in critical areas have to be withdrawn or transferred to safer areas, establishing better linkages with the local government and regional office executives, not only for research cooperation but also in terms of extending assistance to these executives when needed.

A greater majority of the faculty members (85.71%) included in this study favored the move to localize and regionalize Public Management education. The reasons put across to support their position include putting more "teeth and bite" in development and growth appropriate for the area, operationalizing local autonomy at the level of local resources available, and directing the contents and thrusts of development to local issues and concerns. In addition, the students in Public Management are made aware of the local/regional potential and problems existing in the area, of the relevance of Public Management education to the needs and demands of specific local/regional areas where the students are employed. In other words, this approach emphasizes the relevance of the discipline to the prevailing social realities.

Most of the faculty members (78.57%) recognized that there are subjects taught which reflect present local and regional conditions. Among these subjects are Local Government and Administration which allows the opportunity of understanding the goings-on in the provincial, city, municipal and even a barangay government. The Ecology of Administration indicates how the prevailing social, economic, political and cultural factors influence the workings of government, particularly at the local context in which it operates. The Administration of Rural Development zeroes in on the different local programs and projects thereby depicting what is obtaining therein. Other subjects mentioned by faculty members like Personnel or Fiscal Management can be taught in the light of the local practices.

It was reported by 50% of faculty members that the theory and practice of Public Administration have been enriched by prevailing local and/or regional government conditions. They stated that existing local government and regional offices provide actual examples of the "theory" of public administration which relate to self-determination or local autonomy. Local and regional executives and personnel can test what they know about Public Administration theories in their place of work, and while the faculty takes pain in teaching Public Administration as integrated or contextualized in its environment. Some faculty members who believed otherwise (35.71%) mentioned that present teaching showed none or limited opportunity towards this enrichment.

About 64.29% of the faculty members felt that the existing national-local relations point more toward decentralization. They argued that existing policies are geared toward stronger local autonomy which must be enforced. Local governments can create, levy and collect certain kinds of taxes within their own jurisdiction. Local executives

can decide matters of local interest, application and impact. The regional offices which are already established are strengthened with grant of more decisionmaking powers.

Those who reported differently (35.71%) mentioned that there is still much control by national government of the local budget, personnel and other fiscal matters, that inspite of the decentralization thrust of the administration, centralization still prevails. The national officials have not yet approved the revised Local Government Code of 1987 because this grants more powers to local executives, and that the thrust of decentralization mouthed by public administrators has up to this time, remained in paper only. A good example is decisionmaking in fiscal matters, whereby BIR allotment is very much in control of the national government.

As a whole, the existing faculty members have exhibited sufficient professional strength in teaching Public Management at the masters and baccalaureate levels. With five (5) members having doctoral degrees, the plan to offer a Doctor of Public Administration program can be a reality with the support of the UCPA. The participation and attendance of the faculty members in training, and their involvement in many of them are adequately reported. However, their actual research undertakings and the reporting or publication thereof, need much more to be done. Their teaching methods appeared to be less challenging and exciting, since they rely more on lecture-discussion and class reporting by students. In this regard, more innovative approaches must be introduced in the local and regional context. In addition, many have occupied administrative positions in the university, government offices, and private organizations. While performing their teaching functions, they have encountered problems related to instructional materials, faculty development, student performance, administration support, and unfavorable environmental conditions, for which they have made suggestions. Generally, they welcome the move to approach the teaching of Public Management in the local and regional context, since many of the subjects can be taught integrating such elements.

### *Students*

The students (37) who responded to the inquiry took courses in Public Administration as early as 1976, although a majority of them (56.73%) were admitted in 1988 and 1989 school years. Their motivations in joining the program varied. Many of them reasoned out that they enrolled to grow professionally (48.65%), and to gain additional knowledge and skills in public administration (45.95%). Few others mentioned their desire to have a masters degree, to become a better public servant, and to be promoted. Considering their responses, personal motives appeared to prevail over intent to serve the public better.

Most of the students (81.08%) entered the program on their own. Few others were encouraged to enrol by graduates in Public Administration who were their office-mates. Most of the students who were on their own, applied personally to the school.

Few others stated that they were admitted to the program because they have good scholastic records, passed the entrance requirements, and complied with specific requirements. Only two students were on scholarship.

Several requirements were demanded from students. These include transcript of records of a bachelor's degree, an undergraduate grade average of 2.5 or its equivalent, and passing the entrance examination. In addition, other requirements included an interview, physical examination, honorable dismissal from former school, certification of good moral character, and civil service eligibility, if any. A few who were able to enrol without complying with certain requirements stated that the university is very lenient, and that the school policy did not specify any requirement.

The number of units earned by the students in the program ranged from six (6) to fifty-seven (57). Five (5) of these students have completed at least thirty-six (36) units, while seven (7) of them finished at least twenty-four (24) units. However, seventeen (17) students have already earned twelve (12) to eighteen (18) units. The majority of these students (62.17%) indicated their intention to finish the course, while others (21.62%) decided to quit. The findings tend to show that students have generally sustained their interest in the program. By finishing the course, the students stated that they will earn a masters degree, advance professionally, improve performance, get promoted in position, and increase knowledge and skills. Those who had decided to quit stated that they are too busy and have no time for study, have other priorities, have financial problems, and lack interest.

Most of the students (89.19%) reported that there are specific subjects that helped improve their performance. The specific subjects mentioned were: Public Personnel Administration (32.44%), Human Resources Development (13.51%), Organization and Management (13.51%), and Fiscal Administration (10.81%). Other subjects mentioned by a few were: Management Planning and Control, Human Behavior in Organization, Filipino Administrative Institutions, Project Development and Management, and Ecology of Administration. These findings indicate that students of Public Management have improved their performance on the basis of what they learned in personnel, organization and management and public finance. Particularly, their performance improved because they were able to deal with office personnel and clients better, and they became better administrators.

Majority of the students (56.76%) favored the local and regional anchor of Public Management education. Several reasons put forth by these respondents were: to train local people to become more independent of central influence or intervention, to help in solving problems which are locally or regionally specific, to be more effective locally and minimize bureaucratic delays, and to lessen expenses assumed by interested parties through geographic access. Other students (32.43%) who did not favor this move alleged that local or regional concentration makes the study limited in perspective, differences in localities and regions are expected, and interaction with national agencies or executives is constrained.



That the existing Public Management education program reflects the present local and regional conditions, has been affirmed by majority (59.46%) of the students. In particular, they specify subjects like: Public Personnel Administration, Public Fiscal Administration, Human Behavior in Organizations; Project Management and Development, Organizational Development, Local Government Administration, and Administration of Rural Development. However, of the subjects mentioned, Organizational Development is not offered as a specific subject, but is included as part of the Human Resources Development course. These students reasoned out that the cases discussed in class are those that are actually happening in the provincial, city, or municipal governments, or in the regional offices where the students are presently working; and that the problems presented and the solutions provided are those locally obtaining.

On the other hand, some students (18.92%) felt that the local and regional conditions are not reflected in the present Public Management program. They revealed that the subjects are western-oriented particularly referring to the dominant use of foreign textbooks and references, that national issues and problems are emphasized in classrooms, and that the subjects are more attuned to national conditions.

Majority of the students (54.05%) stated that the "theory and practice" of Public Management have been enriched by the existing local governments and regional offices of national government agencies. They asserted that the graduates were able to apply and adjust what they learned in local and regional offices where they work, that they learned and put into practice positive Filipino values in actual work, and that the relevance of Public Administration knowledge and skills to local governance has been stressed and practiced.

Few students (29.73%) who claimed non-enrichment of "theory and practice" of public management by the local and/or regional elements stated that public officials are weak in integrating what they learned to local conditions, that cultural or societal values prevailing in the area are not considered in governmental management, and that resources (material and non-material) are limited to infuse enrichment of the Public Management discipline.

As a whole therefore, students of Public Management have made use of what they have learned in school, not only for their personal growth and professional advancement, but also in improving their performance in public local and regional offices where they are employed. They tend to favor that teaching of Public Management be local/regional specific to train the local and regional executives to become independent of central influence, to be able to identify and solve problems and issues in local governments and regional agencies, and free the public of unnecessary expenses and bureaucratic red tape and undue delays. They are also inclined to believe that the present Public Management program reflects local and regional conditions because the cases presented and discussed in class are focused on situations obtaining in the local government or regional offices where these students are connected, and the problems

and their corresponding solutions are locally or regionally confined. Even the "theory and practice" of public administration have been enriched by local and regional conditions because the local and regional officials were able to put into effect positive Filipino values in their performance and relationships, the graduates succeeded in adjusting their Public Management knowledge and skills into local and regional conditions, and emphasized the relevance of such knowledge and skills to prevailing local and regional environment.

### *Practitioners*

The practitioners (31) who were involved in this study, most of whom work in the provincial government and regional offices, have been in the government service as early as 1961, although many (35.48%) of them were employed from 1976 to 1980. Except for a secretary to the Regional Director, most are section heads (70.97%) and division/department heads (25.81%). They are classified as practitioners, for the purpose of this paper, since they actually perform public service in the community where they are employed.

Since their responsibilities are primarily supervisory, about 70.97% of them receive a monthly salary ranging from P5,001 to P11,000 a month. The majority of them (77.42%) reported making decisions in the performance of their functions. These decisions refer to routine administrative, operational, and technical matters; interpretation and implementation of personnel policies; operationalization of management and research activities undertaken by the office; fund allocation at local levels; managerial and supervisory matters consistent with position; and, field operations at the municipal level. Their powers to make decisions are legally based on department circulars, office orders and memoranda, executive orders from the Office of the President, and special orders.

A majority of the practitioners (64.52%) reported that their decisionmaking powers are part of the local and regional autonomy. Such autonomy has been approved by the department secretary, or contained in special resolutions or orders, and with administrative codal provisions, like Revised Administrative Code and COA Rules and Regulations. In making decisions, these practitioners comply with the technical requirements contained in pertinent laws, orders or regulations. However, many of them (67.74%) still confer with higher authorities in formulating and finalizing their decisions. Through dialogues and consultations, they seek confirmation of the correctness of their decisions, or reconcile differences in interpreting policy and implementing guidelines, or review their recommendations of plans of programs, projects and actions.

Only 38.71% of the practitioners prepare formally written decisions. The matters formally decided upon include terminal leave with monetary claims of employees, monitoring and evaluation of ongoing projects, and upon completion thereof, giving recommendations for employee promotion, and drafting executive orders, memorandum circulars and office orders to implement decisions. These decisions have positively

influenced local and regional public administration by enhancing coordination locally, maintaining consistency in policy implementation, reducing bureaucratic red tape since decisions are made in the local or regional office, lessening graft and corruption by rendering direct service to the people, complying with policy guidelines, and accommodating public transactions to satisfy public interests.

Most of the practitioners (83.87%) have been concerned with instituting ways and means to improve their performance in public office. These are undertaken through proper observance of prescribed office policies and procedures, attendance of seminar-training conducted which are relevant to functions of the office, reorientation or redefinition of specific directions or functions to actual situations, periodic evaluation of performance, introduction of adequate planning and monitoring mechanisms, holding regularized meeting with employees and staff, and creating working committees for special assignments.

Many of the practitioners (61.29%) are interested in enrolling in existing Public Management programs. They expressed desire to broaden their knowledge in managing public services, to improve performance by setting higher standards of competence gained through education, to apply theories of Public Administration in local setting, and to serve the people in the best possible manner. Other practitioners are no longer interested in taking up Public Management courses because they have completed some units many years ago, or they lack time due to pressures of present work, or they are planning to retire from government service.

Majority of the practitioners (77.42%) favored the move to localize and regionalize the teaching of Public Management education. They reasoned out that such move can provide opportunities to those interested in self-advancement by widening their knowledge, to incorporate local and regional situations in the study of Public Management, to generate more participants in the program thereby enhancing their effectiveness, to make graduate studies affordable and accessible to students for economic considerations, and to address local and regional problems as soon as possible in an academic forum. Few practitioners expressed a contrary view because the move does not encourage uniformity with the entire country, does not provide broader scope in understanding Public Administration, and does not support a united position on national development issues.

About 54.84% of the practitioners believed that there are public administration practices reflecting local and regional conditions which must be made part of the teaching of Public Management. These practices include the gradual decentralization of functions, emphasis on meritocracy in terms of professionalization of civil service, problems related to local and regional bureaucratic behavior, ways and means to minimize political interventions in decisionmaking, interrelationships between national, regional and local governments, including the decisionmaking powers of executives in different levels of government hierarchy, and ethics in rendering public service, including honesty in performance of such duties.

The consideration of existing local and regional government conditions to enrich the "theory and practice" of Public Management has been favored by 90.42% of the practitioners. This can be achieved through tailoring the teaching of Public Management "theory and practice" with local and regional conditions, conducting surveys and preparing case studies which analyze political intervention in local and regional decisions, encouraging participation of key government officials particularly regional directors and local government executives, in curriculum development, and exposing students to the realities existing in local and regional government offices, with stress on problems and shortcomings therein.

As a whole, the practitioners have exercised their decisionmaking powers consistent with the pertinent laws, rules and regulations issued by the higher authorities and their respective departments. Such power to decide is regarded as part of local and regional autonomy granted by the national government. They comply with legal, technical and administrative requirements in the formulation and implementation of such decision. However, they always relate with their superiors through dialogues and consultation on validity, consistency and implications of their decisions which may or may not be formally drafted, depending on the nature of decisions rendered. They continued to strive for improvement in their performance, and even expressed willingness to enrol in the Public Management education programs to broaden their knowledge and sharpen their managerial/supervisory skills. They generally favor the move to localize and regionalize the teaching of Public Management education to help interested local public servants. They believed that existing practices followed in local and regional governments should be part of teaching Public Management so that problems and solutions can be promptly considered in an academic forum. This approach encourages the enrichment of the "theory and practice" of Public Management education through integration of local and regional public management practices into the discipline.

### **Issues in Localizing and Regionalizing Public Management Education**

The movement toward the localization and regionalization of Public Management education has stimulated certain issues which may be taken up for the consideration of curriculum planners and implementors. Such movement can initiate a breakthrough to de-emphasize the centrality characteristics of curriculum administration which has not escaped Public Management education, in favor of gradually building the local and regional capability to determine what the public governance actually wants and to provide indigenous approaches and solutions therefore. Furthermore, this direction can accelerate the desired democratization in curricular operations which may eventually lead to the realization of the contemporary thrust for decentralization. To pave the academic path in this direction, let us attempt to clarify such issues.

*State of National-Local Relations*

To tackle this issue, the extent of local and regional autonomy, in personnel and fiscal aspects for instance, must be carefully studied. The results may indicate the range as well as boundary of decisionmaking granted to local and regional government executives. In effect, the dimensions of decentralization can also be reasonably estimated.

Sosmeña (1987: 236-237) explained that the peculiar characteristic of local governments is their subordinate status to the central government, when viewed from constitutional and legal grounds. Since local governments are intra-sovereign subdivisions within a sovereign nation and within such subdivision performs a measure of decentralization, then by definition and function, they are subject to central supervision. This is interpreted to mean merely to see to it that local governments and their officials execute their duties and functions according to law, rather than equating it with control. This interpretation is supported by jurisprudence (Supreme Court Decision No. 25916, 28 February 1974) with respect to the autonomy concept and the pertinent provisions of the 1973 Constitution which recognized the autonomy for local governments consistent with the basic theory of unitary policy. Thus, local governments can create their own sources of revenue and levy taxes subject to such limitations as may be provided by law (Sosmeña 1987: 238).

However, in spite of the recognition of self-rule in favor of local governments, the historical trend in national-local relations have not been steadily in favor of local autonomy. In personnel administration, local government executives lack power of suspension and imposing disciplinary actions over some local officials. Local executives have no power to appoint most local functionaries, resulting in problems of coordination of multi-agency programs. In the fiscal aspects, their resources are low, primarily relying on national grants and subsidies. As evidenced by their local budgets, local governments do not have much financial flexibility, since more than seventy percent (70%) thereof are used to satisfy mandatory obligations (Sosmeña 1987: 250-251).

When the equity standard is utilized in gauging national-local relations, the result indicated heavily in favor of national government since the devolution of national government responsibilities has not been accompanied with commensurate authority and resources, thereby negating local autonomy. In addition, when the extent of accountability of local government units of their performance and how local affairs are administered by elected local officials, the result revealed that cultural, political and economic constraints inhibit local authorities from enjoying full autonomy in carrying their bid for development. Furthermore, when the criteria of central supervision and control were used, evidences in favor of national government were manifested as follows: presidential power over local officials, central supervision over local administrative and fiscal affairs, central control over development planning, integration of the police force, limitations in the use of specific funds and similar restrictions on local

government expenditures, and centralization of personnel administration (Sosmeña 1987: 251).

However, the 1987 Constitution has provided clearly for achieving greater decentralization by government. Article II, Section 25 specifies that "the State shall ensure the autonomy of local government." In addition to explicit provision on local government, Article X, Section 1 provided for the creation of autonomous regions in Muslim Mindanao and the Cordilleras, although the results of the recently-held elections to implement this fundamental policy revealed more negative votes, resulting in carving out new geographic limits of these autonomous regions from those initially intended.

Several sections in Article X of the 1987 Constitution reinforced the direction toward decentralization. These include: granting local government units the power to create their own source of revenue and levy taxes, fees and charges subject to such guidelines and limitations as may be provided by Congress, and which shall accrue exclusively to the local governments (Section 5); providing local governments with a just share of the national taxes which shall be automatically released to them (Section 6); entitling local governments to equitable share in the proceeds of the utilization and development of the national wealth within their respective areas, including sharing the same with the inhabitants by way of direct benefits (Section 7); and providing for the creation of regional development councils or other similar bodies composed of local government officials, regional heads of department and other government offices, and representatives from nongovernmental organizations (NGOs) within the region for purposes of administrative decentralization to strengthen the autonomy of the units thereof, and to accelerate the economic and social growth and development of the units in the region (Section 14) (De Guzman, Reforma and Panganiban 1988: 238).

Majority of the students (75.68%) believed that the existing national-local government relations favor decentralization. Their favorable position is based on their belief that present conflicts between the national and local government officials can be resolved if a truly meaningful decentralization is granted to the latter, that delegation of more authority must be extended by national to local government officials, and that implementation of programs and projects can be made speedier and faster. Those who did not share this view stated that local governments have become dependent on national government fund assistance.

About 64.28% of the faculty members felt that the present national-local relations point to decentralization. They reported that local governments impose taxes, fees and charges which lessen central government burden in subsidizing them, local executives decide issues and problems of local significance or interests, regional offices of national government departments are established and strengthened, and local officials are becoming more capable in managing local affairs since some have better education and training in Public Management. Some faculty members (35.72%) who expressed a contrary view stated that the national government still exercises control over local/regional policies and practices, and that national government leaders have continued

to defer approval of the proposed 1987 Local Government Code which grants more autonomy to local government executives.

The majority (58.06%) of practitioners reported that the existing national-local relations tend to favor decentralization of governmental administration. This is manifested by transferring responsibilities over local programs and projects from national to local government executives of areas where they are located, retaining part of national revenues funds shared with local governments, decentralizing certain administrative and personnel functions to local employees, and clearly delineating the functions between the local government heads and regional directors on one hand, and the national government executives on the other. Those who thought differently stated that centralization still prevails due to delayed diffusion of power by national leaders to local and regional executives, insufficiency of political will and lack of capable people to assume responsibility concomitant with decentralization, and too much bureaucratic red tape and centralized planning still exist.

Decentralization of personnel functions was reported by 64.52% of the practitioners. Evidences which support this condition include the delegation of regional directors to appoint positions below division chiefs and to approve appointment and salary for national positions in the region; the establishment of provincial civil service office in Western Visayas; the accreditation of training development and evaluation programs and courses; and, the establishment of agency performance evaluation systems.

As to fiscal matters, decentralization was reported by 70.97% of the practitioners. This is shown by direct release of funds from the Department of Budget and Management to the provinces; the disposition of barangay development funds; and, the delegation of disbursement of current operating expenses, collection and purchase of equipment, supplies and materials to regional directors.

#### *Value Premises*

In analyzing this issue, pertinent organizational, personal, as well as ideological values can be identified and delineated in terms of their being able to respond to local and regional demands and interests. Such analysis can establish the kind of structure and relations desired in public service (organizational), the qualification and training responding to the societal and institutional demands (personal) and the quality of thinking expected (ideological) to increase the efficacy of local and regional governments, which must necessarily be filtered into the Public Management curriculum. Once integrated into the curriculum, the potential of such value premises can be further examined in terms of their being able to enhance the degree of decentralization desired.

The organizational values which can be positively integrated into Public Management education may include teamwork between local and regional officials in the

planning, implementation, and evaluation of development programs and projects. Such teamwork ensures sectoral representation and forestalls conflicts of interest which may arise in the absence of such representation. Another value is grassroots or popular participation of the people in the local and regional settings. When practiced, this provides a mechanism where people themselves determine what their problems are, and the manner of resolving them, given their own capability and limited resources. The other organizational value is the *bayanihan* which encourages cooperation and community-building among the people in the area. The value of organizational productivity have to be infused in teaching because it can provide sufficient basis for rewards of deserving public servants. Goal orientation is another. This directs organizational as well as personal actions and endeavors toward a desirable future. To a certain extent, the value of social responsibility which includes the concern for others can be within this organizational value (Sutaria 1987: 42).

Desirable values which reinforce personal worth and human dignity are likewise important in the teaching of Public Management. Included within this value system are transparency in public and private transitions. This encourages respect for the other who has assumed a higher ethical level in his performance. *Amor propio* should also be valued because it preserves self-esteem and influences how others look at such a person. Respect for oneself and for others is also important. This can be a basis for relationships, whether in private employment or in government which prevents abuse and exploitation of the others. More important is the value of spirituality which can be interpreted as living in a Christ-like way, given the values of love, peace, truth and justice. This can be a mechanism for enjoying life in private tranquility (Sutaria 1987: 42-43).

Ideological values are very important premises in Public Management teaching. Often mentioned is nationalism. These are expressed in varied ways like love of country or patriotism, commitment to the ideals of the Filipinos as a people, and a kind of loyalty that denies any external encroachment against our national integrity and solidarity (Sutaria 1987: 42). In spite of the dictum that values are better caught than taught, those involved in the development of Public Management education may utilize these organizational, personal, and ideological value premises as standards against which the quality of teaching Public Management may be evaluated. Since these values are abstract, they can still be assessed by using verifiable indicators. In fact, consistent with the faculty recommendation to integrate research in all Public Management courses, a query which can be raised is: What dominant value can be learned in the subject taught or topic covered? Once established and clarified, this can trigger a series of research investigations into the practice of such value in local and regional surroundings.

Public Management students proposed the inclusion of the values of *palabra de honor*, honesty, client-orientedness, work ethic, service commitment, self-reliance, nationalism, patriotism, respect, and *bayanihan* in curricular development. Faculty members suggested the values of teamwork in national-regional-local program



planning and implementation, self-reliance of local governments, popular participation and honesty in government service. Practitioners mentioned moral values like courtesy, honesty, dedication to public service, sincerity and punctuality; professionalization of career service; commitment for the cause of the poor; conscientization of value-reward for hard work; and observation of the conduct and ethical standards for public officials contained in RA 6713.

### *Extent of Autonomy in Curricular Development*

An elucidation of this issue can pinpoint the degree of academic freedom granted the locally-situated universities in independently determining their respective Public Administration curricular programs, while at the same time, not losing the national and global dimensions of the discipline. It can illustrate the degree of academic autonomy of such academic institutions in systematically modifying or radically changing their existing Public Management offerings, while recognizing the politics of curricular development and administration. It can identify the capability of locally-based faculty members who possess and therefore can teach the values desired. Such identification can lead to the very desideratum of local and regional Public Management education.

In the University of the Philippines, the UP Management Education Council (MEC) has the power to initiate curricular changes, and to review the curricular proposals presented by member colleges or schools. Thus, when the Master of Public Administration (MPA) program was phased out and replaced with the Master of Management (MM) program, the responsibility was assumed by the UP-MEC, since all the constituent colleges and schools affected are members of such Council. However, in spite of the relative autonomy of the UPVSDM from the UPCPA, the former still continues to appreciate the curricular revisions undertaken in the latter. The more convenient approach the SDM may take is to adopt the courses of the UPCPA, to avoid the long and cumbersome process in initiating changes in the curriculum. Since the UPV has been granted autonomy, and has its own University Council, the curricular changes are discussed therein. In the near future, the SDM may actualize its protracted plan<sup>1</sup> to offer Doctor of Public Management (DPM), and therefore will have to go through the process of initiation at the SDM Curriculum Committee, approval of the SDM faculty, consideration of the UPV Curriculum Committee, and if acceptable, approved by the UPV University Council for implementation.

Should the SDM decide to offer a subject on "Ethics in Public Management," it may adopt a similar subject offered by the UPCPA, following the same course number and description. Should it consider an ethics course which would be unique to the local and regional conditions, in the education of the locally-situated executives, then its Curriculum Committee has to propose the institution of a new subject for faculty approval. Then it will be submitted to the UPV Curriculum Committee which upon approval, will present the same to the University Council. During the deliberations, the School Deans may be asked to explain the subject instituted, should there be questions

during the meeting. Even if this subject is approved, some other related questions may still be raised: What should be the value contents of the ethics course? Should it focus on efficiency/effectiveness, transparency, honesty, integrity, commitment, and service-orientation in government service? How should it be taught? What materials should be used as text or references? Should the professional as well as the moral qualifications be the significant decision points in selecting the faculty member who will teach the course? What should be the primary and secondary objectives in teaching the course? How should student performance be evaluated, and on what basis? A search for answers to these questions may prove challenging in the curricular attempt to formally integrate values in Public Management education.<sup>2</sup>

For the private universities in the area, the Graduate School has the responsibility to initiate curricular changes in their MPA curriculum. This is submitted by the Graduate School Dean for approval by the Vice President for Academic Affairs. Since the University is enjoying the privilege of curricular deregulation, it can implement the curricular institution or changes without the Department of Education, Culture and Sports (DECS) approval. However, a copy of the entire curriculum is submitted to DECS for information purposes.

More students felt that the universities have enjoyed relative freedom in the formulation and development of their Public Management curriculum. This is shown by their authority to change or modify their curriculum from time to time to suit the changes in society, making them responsive to the needs of the people, and their offering various subjects to enable the students to select only those needed for their work or for completing their degree program. The faculty explained such freedom in terms of their decision on whether to adopt the curricular offering of other academic units or to institute new degree programs or courses, and to make curricular changes which are consistent with the university's development goals and program targets. For practitioners, said freedom may be exercised by developing the curriculum based on actual public management practices at the local level and inductively developing theories therefrom, providing expanded curricular offering on local and regional government management, incorporating the prevailing culture and traditions of the community which influence public service delivery systems, and including local and regional development priorities as the foundations for teaching personnel, organization and management, and fiscal courses so that the program can truly contribute to local and regional development.

#### *Involvement of Various Sectors in Curricular Development*

The critical consideration of this issue can highlight the multisectoral influences and suasions which are drawn from the various parties concerned, namely, the faculty, students, graduates, and practitioners. It can reveal the extent of relevance of the existing Public Management program to the unique interest and needs of administrators, program servers, their clientele and practitioners. To a greater extent, such consideration can indicate the scope of decentralization of Public Administration by

substantially responding to and evincing the needs and demands of local and regional governments, as well as their executives and personnel.

The faculty as the sector responsible for the delivery of services in teaching Public Management education, sought to be actively involved in curricular development. However, except for those who have held the administrative positions as deans of the academic units offering Public Management education, the majority of the faculty have not actively participated, primarily because they are part-timers. However, as part-timers, they enjoy relative freedom to prepare and enrich the teaching of a specific subject assigned with local materials and cases for analysis. Others were not appointed to the school or university level Curriculum Committee to get involved actively.

Students have likewise experienced a limited participation in the development of Public Management curriculum. A few have revealed their curricular interests through a survey questionnaire, or dropping suggestions in boxes provided for such purpose. Many of the students felt that probably their opinions may not be that important, that they are still students who are not in a position to be listened to, and that they were not given a chance to be involved.

Except for two practitioners who were involved in curriculum development and evaluation through dialogue and questionnaire responses, most of them reported noninvolvement at all. They reported that they were not contacted nor approached by university people, that they were not provided any opportunity nor venue to allow curricular participation, and they were not connected with any government agency or academic institutions which could have made such involvement possible.

### **Directions of Local and Regional Public Management Education in Response to Challenges of the 1990s**

To project the path which Public Management education in a local and regional setting may take, it is crucial for the curricular planners, implementors and evaluators to pinpoint more accurately the challenges of the 1990s. It is precisely these challenges in the local communities which Public Management education must confront itself in the years immediately ahead.

First, the specter of *poverty* will continue to haunt the people in Region VI, particularly Iloilo province. The 1990 has begun with a long drought which resulted in millions of losses in rice production. In fact, the second crop which should have been harvested in the months of January and February was almost totally destroyed. The difficulties brought about by glut of *palay*, has been aggravated by increased price of rice in the local market. Even the irrigated fields suffered due to drying up of irrigation canals, since water from rivers has trickled down very slowly. In most farms, work has stopped thus leaving the poor hungry.

Second, *insurgency* in the hinterlands will continue. The most recent incident was the killing of the Chief of Police of an inland town. The day after the killing, the elementary school building of a nearby town was burned allegedly by the New Peoples' Army. Even the more affluent businessmen in the city, mostly Chinese, were not free from criminal attacks, mostly by kidnapping with ransom. But criminality tends to go unabated because the victims refused to report or cooperate with the proper authorities and the police after having made payments. Considering the high number of these cases, the City of Iloilo is gaining a notorious reputation of being the center of kidnapping for ransom in Region VI, if not in the entire Philippines.

Third, the *crisis* in local political leadership can practically inhibit the development of the local area. The local government, more particularly the city government, will remain to be an arena of political conflict between the local chief executive and the local legislative council. In not a remote past, the opposition members of local legislative council were compelled to hold office in the plaza because their offices were padlocked. Just recently, except for lone lady member of the council, the Vice Mayor and all the other members of the council have united in opposing the local chief executive who continued to hold on to his office in spite of several administrative cases filed against him. Efforts toward enhancing local autonomy could suffer because this conflict is expected to continue.

Given these challenges of poverty, insurgency and crisis in local political leadership, the Public Management education curriculum must undergo certain reorientations and revisions, to be able to respond more accurately to the local and regional needs, demands and interests.

First, the existing Public Management education curricula administered by local universities must be reformulated to reflect the actual societal conditions. Consistent with the standards of relevance and social equity, such curricula must integrate the unique characteristics which would unquestionably point to the local and regional conditions. As a response to the challenges posed by poverty and insurgency, some new courses have to be instituted, and the existing ones which relate to such challenges have to be revised and strengthened.

These new courses include: (1) Local Development Planning, Implementation and Evaluation, which aims to sharpen the managing skills of public managers in specific development programs or projects; (2) Local Resources Entrepreneurship Management, which emphasizes the entrepreneurial treatment of meager locally-generated resources; (3) Local Government Organizing and Mobilization, which purports to utilize alternative non-traditional ways of community organizing, and to activate these local organizations in mobilizing individuals, groups, including NGOs in the locality; and, (4) Local and Regional Alternatives to Differentiated Development, which intends to create innovative and forward-looking ways and means, while at the same time recognizing that localities have different stages of development.<sup>3</sup>

To be able to teach these new courses, indigenous instructional materials have to be prepared since it may prove difficult to teach such subjects using foreign literature and those oriented to highly urbanized public management setting like Metro Manila. However, these materials can be used as references for comparability. To encourage indigenization, the faculty must be encouraged to write textbooks or undertake researches the results of which can be made available to the students in the locality. The faculty may also guide students to do research on the local and regional practices, which may be collated into reference materials by subsequent students.

The other existing courses must undergo a reorientation that best reflects prevailing social realities. For instance, Public Personnel Administration, must be fine-tuned to accommodate the local personnel practices from recruitment to termination. The suggestion here is to establish a strong local personnel force which can be harnessed for development. This will eventually lead to self-sufficiency which can reduce poverty and put an end to insurgency in the local areas.

The corresponding reorientation of the faculty would be necessary as well. While it may be difficult to promptly throw away the Public Management materials currently used, the faculty must start building the locally and regionally oriented materials. While the different local and regional offices may share some materials, there is a need to present these materials more systematically to facilitate teaching. The faculty must undergo a retooling process so that they would be able to adjust to the curricular reorientation.

Second, Public Management education must strive strongly in teaching the strengths of decentralization and local autonomy. Accepting the scenario that in this decade local and regional governments will be operationally decentralized, the teaching of Public Management must be such that self-determination should be the target situation. In effect, the courses offered must prepare public managers to cope with the unique nature and process of decentralization and local autonomy. For instance, what would constitute appropriate and adequate decentralization in administrative, personnel and fiscal management decisions? At exactly what level in the government structure will the national government executives devolve its responsibility and authority to regional directors? What are the limits of discretion which local and regional executives exercise? When should privatization be allowed in the delivery of government services? What conditions would support the direct involvement of nongovernmental organizations in managing development programs in the community?

Along this line of thinking, the course on Local Government Administration may be revised into Decentralization, Local Autonomy and Local-Regional Government Management. Such revision will provide clear understanding of the concepts and application of decentralization, local autonomy, and how such understanding can influence the management of local-regional governments. However, one caveat must be guarded against. The revision must be carefully undertaken so as not to isolate the

teaching of Public Management from the national and international stream. Rather, the local and regional aspects of governance must be focused, but at the same time, the national and international influences impinging on the local and regional realities must likewise be analyzed.

Third, Public Management education must take the academic leadership in developing value-oriented political and administrative managers suited to the local and regional conditions. Answers must be sought as to what these values are, and how they are specifically indicated. While the values of health, truth, love and spirituality can be identified as the values to be possessed by local executives at the self-level, there are still other values which such leaders must manifest at the community or organization level. Thus, while occupying positions of significance at the local and regional governments, they must live these values in relating with others within their respective organizations, and with the public which they must serve.

While Ethics in Government Service may be instituted in the Public Management education curriculum, the specification of *ethics* cause some negative connotation, i.e., the public managers are not ethical in their public as well as their private lives. Hence, they must be educated within such standards. One suggestion is Value Foundations in Public Management, which proposes to raise levels of value-awareness of students on the values appropriate at self and community levels. Then, the identified values must be applied as standards of performance of public executives or managers. In teaching this course, the faculty member has to utilize case preparation and case analysis, with a research requirement on values which are caught instead of taught. The nagging question is: Who will teach Value Foundations in Public Management? What would be its substantive coverage? How would it be taught in class? When this suggestion crystallizes, the crisis in political leadership could be part of history in developing local and regional government.

Lastly, Public Management education must develop a new area of specialization which must be centered on Local and Regional Development Management. This area of specialization will require 24-unit required courses including Local Development Planning, Implementation and Evaluation; Local Resource Entrepreneurship Management, Local Government Organizing and Mobilization; and Local and Regional Alternatives to Differentiated Development. In addition, the traditional areas in Public Management will be invested with local and regional qualifications to underscore the distinguishing marks of the new area of specialization. These reoriented courses include Local and Regional Public Personnel Management, Local and Regional Fiscal Management, Local and Regional Organization and Management, and Special Issues in Local and Regional Development Management. The last four courses include two common courses (Human Behavior in Organizations and Ecology of Administration) which must be taught with strong local and regional flavor, and two tool courses in research. The student will then graduate with Master of Management (Local and Regional Development Management) upon passing the comprehensive examination.

Through these various curricular enrichment proposals, the 1990s could be dubbed as the Decade of Local and Regional Development Management. By then, it would mark the fruition of the ideas initially presented at the National Conference and Assembly of the ASPAP.

### Concluding Observations

In localizing and regionalizing Public Management education, the curriculum development must necessarily be the product of the mutual influences of society where it operates, the faculty members who perform as disciplinary activators, and the students whose thinking and actions are shaped in terms of the present community-based realities. For the UPVSDM especially, it must strive to become a local and regional catalyst for developing the quality of public managers who can be role models in the search for excellence, while not losing sight of equity values in government service, given the critical social realities of poverty, insurgency and crisis in local political leadership.

Through a relevant curriculum, the Public Management program must strive to reestablish high credibility and faith in government leaders who occupy the helm of local and regional governments. Steps must be taken to encourage consensus building, rather than using adversarial strategies among the various local government and regional officers, when they relate with national executives. Emphasis must be given to integrate value foundations in all courses offered in the curriculum, while at the same time retooling the faculty and providing them with adequate and appropriate indigenous instructional materials. Such emphasis can lead to developing the public managers' commitment to satisfy the unique needs and aspirations of the local and regional society and its people. The qualified competence and development-orientation of these managers are the very consideration for realizing the regime of decentralization.

The practical result of this curricular direction is to develop a new cadre of sensitive and enlightened policy influentials and program administrators who will utilize Public Management knowledge and skills in the development of local and regional resources and productive opportunities. Having been honed within a socially relevant curricular philosophy, a balanced "theory and practice" of local and regional governmental management capabilities, and with innovative and entrepreneurial spirit, they can march into the decade of the 1990s with brighter prospects for self-determination and self-reliance.

### Endnotes

<sup>1</sup>The idea was initially included in the 1983 SDM Five-Year Development Plan during my deanship.

<sup>2</sup>See also Reyes 1987: 123; Sutaria 1987: 23 and Andres 1989: 208, who considered the incorporation of an ethics course in higher education for national reconstruction and in curriculum planning in the Philippine setting.

<sup>3</sup>For understanding a typology of differentiated development, see Sajo 1989: 845-847.

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