Public Management Education in the Philippines: Curricular Patterns, Issues and Prospects

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The scope of public administration (PA) or public management has been influenced by various disciplines with complex and diverse perspectives. The administrative machinery and the process of government as the main foci of PA were broadened through the introduction of the "New Public Administration" which stresses the importance of ethical values, "policy science" which emphasizes policy analysis, and the more recent "Development Administration" which stresses economic growth and social development. Different curricular trends and patterns could be discerned since the establishment of PA here in 1952, from the number and distribution of schools offering PA, number of PA programs up to PA's curricular structure and requirements. As such, issues and prospects regarding the future of PA are identified and categorized as follows: the adequacy of the teaching force, problem of teaching methods and materials; relationship between PA and private management; and the relevance of public management education in the current Philippine crisis.

Since Public Administration—or, as some would rather call it, Public Management—was introduced here in the early 1950s, degree programs in this field of study have increased substantially in number and variety. Sixty-five schools now offer such degrees. Whether this growth represents a relevant and adequate response to the needs of the Philippine public service is a question that we can only hope to partly answer. But a beginning is needed and is attempted in this paper. In the following sections, we briefly review the scope of the general field, describe and analyze the trends and patterns of curricula in various schools, and offer our observations on key issues and prospects of public management education in the Philippines.

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Historical Background

We may begin to understand the curricular patterns that we see in the Philippines in the light of the broad scope of Public Administration (PA) which is capable of accommodating different perspectives and, less fortunately, raising doubts about its identity, purposes and methods. Nothing less can probably be expected from a discipline with such a rich intellectual lineage and complex object of study. PA descended from Political Science, at least in the United States, the primary source of our own inspirations. But Law, Psychology, Economics, Sociology, other social sciences, and the management sciences developed in Industrial Relations, Business Administration, and Operations Research have contributed their shares to the theories, teaching and research methods, and empirical data of Public Administration. Accounting, Statistics, and variants of the "systems approach" have given PA tools for quantitative analysis and conceptual rigor.

Due to such diverse influences and to changing circumstances, the orientations and methods of PA have shifted over time and place. The study was originally centered, and much of it remains focused, on the administrative machinery and processes of government, especially of its executive branch. Reformers bent on rooting out inefficiency, incompetence, and corruption in government sought to rationalize, professionalize, and staff administration with men and women better trained in the "art and science" of PA. The staff functions of planning, organization and management personnel, and fiscal administration formed the core of professional training courses.[1] The scope of PA's concerns, however, has been broadened by its social science foundation. These drew attention to the behavioral dynamics as well as formal-legal mechanics of administrative decision-making, provided wider conceptual frameworks such as those of Max Weber's theory of bureaucracy, and linked administrative systems more closely to their larger cultural and material environment.[2]

Much as some insist on institutionally separating or analytically distinguishing between politics and administration, their interpenetrating relationships have been accepted as a fact of administrative life. Such relationships have been reaffirmed by trends during the last few decades. The "New Public Administration" that emerged in the U.S. from the ferment of the 1960s, for example, stressed the importance of such ethical values as social equity along with the older norms of efficiency, competence, and probity in the public service.[3] At the same time, social scientists called for the development of what they termed "policy science." A related though somewhat different development has been the establishment of institutes and programs that emphasize policy analysis. These were often set up at the expense of the old Institutes of Public Administration (IPAs), and enthroned the economists and other "guys with the green eyeshades," calculators, and computers in the study of public affairs. While primarily concerned with the

content and impact of policy, however, the analysts have paid due respect to the processes and environment of policy-making, management, and politics.

Meanwhile, the comparativists among the PA and social science community cultivated "Development Administration" as a branch of the discipline especially applicable to non-Western countries.[4] "Dev Ad" sought to draw the attention of the discipline away from the "maintenance" or routine administrative functions to the active planning, implementation, and management of change for the promotion of economic growth and social development. Abetted by international aid programs, this branch nurtured professional interests in development policy, and the techniques of project planning and management. As a result of its comparative perspective, however, Dev Ad also sensitized the discipline to the cultural factors involved in national development, including the political constraints on institutional modernization.

Some of the advocates of Development Administration, though, felt that the orientation to the maintenance of the status quo was inherent in PA as originally conceived. Instead, they proposed "Public Management" or "Development Management" as a label more evocative of the desired orientation to change. If nothing else, this label has served as an explicit link between PA, on one hand, and Business Administration and the management sciences, on the other. It has called attention to the many common grounds that exist between them despite their separation in academic institutions. But it has also served to raise invidious comparisons within the management field, and Dev Ad itself may be faulted for failing to adequately grapple with the problems of operational management to sustain development efforts after the big capital projects have been "completed."

The main point of the foregoing observations is that PA has had a shifting core and rough edges. The changes in the field are not always as "paradigmatic" or earth-shaking as some may claim, but they have often been fundamental enough to pose practical problems of curricular development. At any rate, the discipline has come down to us in this dynamic condition. However, we like to think that we have not been passive receivers of knowledge and technology. Let us see whether the information at hand bears us out in the case of public management education.

Curricular Patterns

Public Administration was formally established here in 1952 with the creation of the Institute of Public Administration (IPA) in the University of the Philippines to offer undergraduate and graduate degrees, conduct research, and provide in-service training and technical assistance in the new field. At that time, no similar programs had existed, and it was felt that professional instruction was needed to prepare men and women for the public

service or to assume higher responsibilities within it. As elsewhere, the objectives were to improve administrative and managerial competence and efficiency, and since the government had been ridden with graft and corruption as well, to promote honesty in the public service. The reorganization and management improvement programs in which the IPA soon participated also sought greater simplicity and economy in the organization and operations of the executive branch. An important part of the IPA's tasks was to train teachers and researchers as well as professional administrators, and to expand and transmit administrative knowledge through a program of research and publications.

The IPA's curriculum has undergone various changes, reflecting those taking place in the general field but also the lessons of experience that it gained. Eventually, it decided that graduate programs provided a more suitable preparation for students, most of whom would then have had some of the prior administrative experience (and the government jobs!) that was felt to be requisite for appreciating the new knowledge and skills offered by academic instruction. A related premise was that PA was a pre-eminently practical field. So, the bachelor's program (BAPA) was eventually abandoned in favor of the master's (MPA) and, in 1968, the doctorate program (DPA). The DPA was instituted as "professional" degree program that nonetheless provides a good helping of "academic reveries" and rigors for both the scholar and practitioner types of students. In terms of areas of study, the curriculum has been extended from the staff-function specialties to include masteral majors in local government and public policy, and doctoral courses in economic, social, and political as well as administrative development.

Meanwhile, after a somewhat slow start, other schools began to offer their own degree courses in PA and allied fields. Table I presents the number of schools that have done so. It was not until 1958 that another institution, Araneta University (a private institution), inaugurated its own undergraduate

Table 1. Number of Schools in the Philippines Offering Public
Administration/Management Programs, 1952-1983

Year PA Program Started	No. of Schools	Cumulative Frequency
1952 – 1959	2	2
1960 – 1969	15	17
1970 – 1979	41	58
1980 – 1983	8	66*

*This number is reduced to 65 if we drop Ateneo de Manila Graduate School. It has phased out its MPBA Program in May 1983.

program. The 1970s were the decade of rapid growth, adding 41 to the list. There were two peak periods due to incentives provided by the government. Eleven out of the 15 schools that entered the field during the 1960s did so in 1965-1968, as a result of the "Subido Circular" issued by the Civil Service Commisssion (CSC) in 1965 to provide promotion credit for degrees or units earned in PA by government employees. Again, 30 out of 41 schools joined up in 1976-1978 following the commencement in 1976 of a government-wide scholarship program in PA established by the CSC. Growth has slightly decelerated in the 1980s, perhaps because of the general slump in the economy and in university enrollment. One school has actually dropped out of the current list of 66, and a number of programs have been terminated.

Table 2 shows the levels of the PA degree programs established by private and state institutions (including other units of U.P.). While some schools have offered bachelor's and doctorate degrees, the rest have concentrated on the master's level. No new BAPA programs have been created in the last few years; in fact, only 8 of the former now exist with another school intending to phase out its undergraduate program next year. MPA programs have declined from 72 to 70 as a result of the phasing out of MPA extension classes at the U.P. regional units.

Table 2. Number of Public Management Education Programs*
in the Philippines, 1952 — 1983

Level	Year				
	1952-59	1960-69	1970-79	1980-83	Total
I. Undergraduate	2	6	5		13**
II. Masteral	2	13	48	9	72***
III. Doctoral		3	3		6
Total	4	22	56	9	91+

*Total number of programs existing at any period in time need not tally with the number of schools because a school may offer more than one curricular program.
**In the case of undergraduate programs, only 8 are existing. They are being offered in UM, Lyceum, Annunciation College, University of Nueva Caceres, SPDM-UPV, USP and MSU. Lyceum will phase out its program by next year according to information.
***Out of the 72 programs, there are only 70 existing at the moment. Ateneo has phased out its MPBA program in May while UP regional units had already offered the MM program on their own since 1977. The MPA and MBA extension classes in these units were stopped by their mother units.
+The total number of programs actually existing is 86 after deducting the 4 undergraduate programs already phased out and the MPA extension classes offered at UP regional units prior to 1977.

As Table 3 suggests, these data pertain to a wide variety of curricular labels and combinations of PA and management fields. Table 3 classifies the master's programs into four: "pure" PA with slight variations in nomenclature; joint or mixed PA and Business Administration or some more specialized management program; programs oriented to specific institutions (e.g., Educational Administration and Hospital Administration); and what we would call, for want of a better term for this residual category, "universalist" programs applicable to both the public and private sectors (e.g., Master of Management).

Table 3. Curricular Categories of PA/M Programs*
(Master's Level)

Type of Program	Number
Pure Program	
Master of Public Administration	12
Master of Arts major in PA	11
Master of Governmental Management	1
Joint or Mixed PA and BA Programs	
Master in Public and Business Administration or	
Master in Business and Governmental Management	4
Master in Management major in Public Management or	
Business Management or Educational Management	12
Specialist Programs	
Master of Arts in Education major in Public Administration	7
Master of Public Administration major in Hospital Administration	1
Master in National Security Administration	1
Master of Management major in Rural Development Management	2
Master in Fiscal Studies	1
Universalist Programs	
Master in Management	2
Master in Organization Development and Planning	1

*Categorization is based on curricular programs of 48 schools. The curricula of the remaining 18 schools are not available at the time of this writing.

As one might suspect, it is not easy to tell the content and thrust of these programs by their titles alone, nor is it easy to neatly classify them. One MPA program, for example, turns out to have exactly the same curricular content as the MM programs. Nonetheless, their apparent diversity as well as common features is striking. Variations in substance and orientations would hardly be surprising. Slightly more than half of the schools engaged in the field are private institutions, while the rest are state-run or — supported. At any rate, some influence from pre— or co-existing private management programs may be expected. Although we have selected programs that are primarily or at least partly designed for government personnel, some seventeen enroll private management students as well and separate tracks in the same curriculum may meet in common management courses, as exemplified by the joint and MM programs. Apart from the public-private distinction among the schools, there is also an important degree of dispersion in their locations, though, as usual, the National Capital Region (NCR) apparently gets the lion's share. As can be gleaned from Table 4, 16 out of 66 schools are located in the NCR.

Table 4. Regional Distribution of Schools Offering
Public Administration Programs (1983)

AREA	Number of Schools	%	PROGRAMS					
			Under Graduate	%	Master's	%	Doctorate	%
Luzon								
Region I	8	12.1	2	15.4	8	10.8	—	—
II	4	6.1	—	—	4	5.4	—	—
III	5	7.6	—	—	5	6.7	—	—
IV	7	10.6	—	—	8	10.8	1	16.7
V	6	9.1	2	15.4	6	8.1	—	—
NCR	16	24.2	5	38.4	19	25.7	4	66.6
Total	46	69.7	9	69.2	50	67.5	5	83.3
Visayas								
Region VI	4	6.1	1	7.7	5	6.8	—	—
VII	2	3.0	—	—	2	2.7	1	16.7
VIII	1	1.5	—	—	2	2.7	—	—
Total	7	10.6	1	7.7	9	12.2	1	16.7
Mindanao								
Region IX	4	6.1	—	—	4	5.4	—	—
X	2	3.0	—	—	2	2.7	—	—
XI	3	4.5	2	15.4	3	4.1	—	—
XII	4	6.1	1	7.7	6	8.1	—	—
Total	13	19.7	3	23.1	15	20.3	—	—
Grand Total	66	100.0	13	100.0	74	100.0	6	100.0

As a previous study has noted, curricular goals may tend to be as diverse as their target groups. At the undergraduate levels, curricular content is fairly uniform, especially during the first two years of preparatory courses (mostly general and social sciences, some natural sciences, accounting, and statistics). The PA courses proper normally include the introductory survey, staff-function courses, and research and evaluation methods. There are differences, however, in degree of "major" specialization, total credit requirements (30 to 42 units at the masteral level), and the other courses required or recommended. Even within the "pure" programs, the balance between academic and technical courses, and the relative weights of thesis and non-thesis plans, could raise some concern about the kinds of graduates being turned out. Granted that MPAs with already some liberal undergraduate education behind them may now need to be specialists, what about DPAs: how much "deepening" or "broadening" do they need?

Such differences become understandably more pronounced when the less "pure" management programs are considered. Some headway has been made in establishing common courses in the joint and universalist programs, but the claims of each "mother discipline" are still reflected, thus sometimes increasing unit requirements (54 in the case of the MPBA programs of Ateneo and Polytechnic University of the Philippines). These features are suggested in the tabulated summaries of joint and MM programs below.

Even the joint master's programs differ in curricular structure and requirements. De La Salle's MPBM program prescribes 48 units: 42 for coursework and 6 for thesis. No non-thesis option is given. It combines PA and BA subjects in accounting, fiscal, human resources, and project management, for example, and in common courses in research, marketing, and investment management. On the other hand, Ateneo's MBGA maintains separate tracks as well as common courses, and requires 54 units. PUP's program is similar to Ateneo's except for the thesis option given by the former to students holding supervisory positions in government.

U.P. Regional Units
MM Programs

	No. of Units		
	BM	PM	EdM
Common Courses	9	9	9
Specialized Courses	24	18	21
Electives	3	9	6
Total	36	36	36

Ateneo de Manila University/Polytechnic University of the Philippines
MPBA Program

	No. of Units	
	Ateneo	PUP
Common Courses	18	15
Business Adm. Courses	18	15
Public Adm. Courses	18	15
Research Project		6
Methods of Research		3
Total	54	54

De La Salle University
MPBM Program

	No. of Units
Core Courses	21
Integrating Courses	9
Electives	12
Thesis	6
Total	48

The "specialist" programs in educational, hospital, security, and rural development management are of course slanted towards their respective areas of concern in terms of basic preparation, technical, and elective courses. The nexus with PA is retained in core courses on human behavior in organization, managerial decision-making, "development perspectives," and, in some cases, public policy. Regarding the few doctoral programs that exist, a comparative summary is provided below. Some are more tightly structured around specializations than others, with CEU's program leaving no room for electives and cognates. Most of them designate "governmental management" as their focus, while U.P.'s program is slanted towards development administration and policy. The only Ph.D. program, that of the Southeast Asia Interdisciplinary Development Institute (SAIDI), is focused on "Organization Development and Planning" (the degree title) and stresses research (12 units of 70) and the dissertation (24).

| | MPA Program | | | |
	UP-CPA	MLQU	PUP	CEU
Required Courses	30*	9	18	
Field of Specialization	12	30	18	35
Cognates	6	6	6	
Electives	3 – 6			
Research Methodology	3	3		3
Dissertation	6	12	12	12
	30–60	60	54	50**

*Mostly MPA courses required for DPA candidates without PA background.
**Total academic units may actually range from a minimum of 50 to 82.

It is difficult to say more about these programs than the patterns they suggest. One significant aspect that may be inferred from them is the effort to cooperate and combine across the management disciplines. But another equally telling aspect is the apparent resilience of specialized orientations. A third dimension already noted is the response of the schools involved in terms of their locational distribution, as shown in Table 4. Metro Manila (NCR) claims 24% of the schools and 66% of the programs. But then 24% of all government employees (except teachers and military personnel) are still based in the NCR, which moreover has 25% of the career members (72%) among them (see Table 5). This suggests a fair degree of "decentralization" in public management education. However, it remains to be seen whether what is taught in most schools is in accord with the spirit of decentralization. Few of them appear to have developed local government as an area of concentration, and even those at the forefront may have been slow to formally recognize the implications of regionalization.

Issues and Prospects

There are potentially a wide range of issues and problems in public management education. Some of them have already been intimated above, while others have not been touched upon. Although our data are limited, we hazard the view that the following are of general interest among schools:

(1) One is the adequacy of the teaching force, which may have been far outstripped by the increase in the number of schools engaged in the field. An earlier survey (1978) of 33 schools showed that most schools relied on part-time lecturers for 45 to 100% of their program faculty, and only 29% of all the teachers in these schools were full-time. A more recent survey (1982, but covering only 12 schools) indicated the possibility that this proportion had increased.

These proportions need not mean a problem in every respect, to the extent that part-time lecturers are also government practitioners with the requisite academic qualifications. Indeed, it has often been argued that teachers with a wealth of administrative experience are necessary or desirable for a faculty to relate "relevantly" to students, many of whom are themselves already in the service.

Table 5. Regional Distribution of Non-Teacher Career and
Non-Career Service Personnel in the Philippine
Government (as of December 31, 1980)

REGION	1st level	Career Service 2nd level	3rd level	Non Career Service Employees	TOTAL	%
I	13,289	9,549	3,994*	8,730	35,562	4.59
II	13,879	10,419	93	7,249	31,640	4.08
III	47,774	49,255	210	27,724	124,963	16.11
IV	16,478	10,085	549	21,112	48,224	6.22
V	20,538	14,249	187	10,892	45,866	5.91
VI	16,362	11,126	281	9,822	37,591	4.85
VII	14,472	9,964	141	2,704	27,281	3.52
VIII	27,580	17,880	191	10,581	56,232	7.25
IX	7,959	2,595	58	3,463	14,075	1.81
X	13,007	7,477	96	10,180	30,760	3.97
XI	21,966	11,731	93	48,870	82,660	10.66
XII	23,829	18,367	206	10,109	52,511	6.77
NCR	86,611	54,791	2,302	44,430	188,134	24.26
Total	323,744	227,488	8,401	215,866	775,499*	100%
%	41.75	29.33	1.08	27.84		

*Excluding teachers (321,967)
Source: CSC Annual Report, 1980.

Nonetheless, time is of the essence in such teaching activities as consultation and thesis advising for students, and higher academic credentials (including published research) are also needed if the instructor would have something more to offer beyond his own experience.

The doctorate programs may constitute an effort to provide more and better qualified teachers. But schools strong enough to conduct such programs should probably serve more as teacher-training institutions. The prospects are not very encouraging for "breeder-institutions" in the light of the general decline in enrollment. Yet enough schools and students may remain in the field to warrant the risk of teacher redundancy.

(2) Another problem is that of teaching methods and materials. Previous surveys (1972 and 1978) showed that teachers used lectures and seminars as their primary methods of instruction, with case studies and fieldwork techniques used only sparingly. This would imply a reliance on a body of established, textbook knowledge and theory, against which PA students are notoriously averse. Some have argued that the methods of in-service training would be a good corrective to classroom book learning, as practitioners-lecturers are likely to predominate in training courses and greater opportunities for field experience are often built into them.

There is of course a counter-argument: schools must serve to organize experience, and theory and textbooks help students reflect on and learn from experience. The problem is that there are not enough indigenous textbooks, teaching materials, and perhaps theory of the right kind to go around. If we are to depend less on "pirated editions" of foreign works, more research, materials production, and integrative textbooks by Filipinos would seem to be in order.

Again, the prospects for expanding the indigenous literature seem dim. True, financial resources are available for management-related research, but they are often tied to "mission-oriented" projects which are unlikely to produce good textbooks and good theory.

(3) A third issue is the relationship between PA and Private Management. As we have mentioned, they have a great deal of common ground, and efforts to expand it are likely to continue and to bear fruit. But some boundary problems may persist, to the detriment of students who have to stay in a course needlessly longer. Was it not once said that these disciplines are similar only in the "least important respects"? Beyond their common concern with POSDCORB, there are radical differences, as in the kind and complexity of the institutional and social objectives that each has to grapple with. Yet, one author has recently made the rather sweeping claim that the private management institutes in Third World Countries have more capabilities than IPAs in dealing effectively with public sector problems, including those in social development. How can one professing primarily the profit motive teach students how to achieve the public good?

(4) This raises a fourth and related issue. How relevant is public management education in the Philippines in the current crisis, with more of the same likely to come? The growth in scope, scale, and complexity of government institutions and programs over the past three decades has no doubt warranted the increasing emphasis on "sectoral specialties" and management techniques that we see in some degree programs. Yet some of the old problems of PA, and new and larger ones less amenable to narrow technologies, are still very much with us: those involving red tape and bureaucratic misbehavior, for example, and the issues of political and constitutional integrity,

social equity, and mass poverty. Policy studies could help schools keep these issues in view, but should we teach more democracy to the bureaucracy and technocracy that our programs may have abetted?

Endnotes

[1] Albert Lepawsky, *Administration, The Art & Science of Organization & Management,* 1st ed., (New York: A.A. Knopf, 1949).

[2] Nicos P. Mouzelis, *Organization and Bureaucracy: An Analysis of Modern Theories* (Chicago: Aldine Publishing Company, 1975).

[3] Frank Marini, ed., *Toward a New Public Administration: The Minnowbrook Perspective* (Scranton: Chandler Publications, 1971).

[4] United Nations Department of Economic & Social Affairs, *Development Administration: Current Approaches and Trends in Public Administration for National Development* (New York, 1975).