

A NEW DEFINITION OF FUNCTIONAL LITERACY FOR FILIPINOS IN THE 21ST CENTURY: SOME IMPLICATIONS FOR DEVELOPMENT, LANGUAGE AND EDUCATION

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The human development index worldwide has only three major indicators: life expectancy, real average income per capita, and functional literacy rate, all seen as outcomes of development. It is no accident that the level of knowledge and skills of the population is measured by a single indicator — the functional literacy rate (later to include enrolment rates). This is as it should be, for functional literacy is a measure of the capacity for individual growth and development, within a literate tradition, through the acquisition of knowledge, competencies, skills, and values that will render its possessor more fully human, and more able to participate in the general rhythms of social life while contributing to its development in their own spheres of life and communities.

In this paper, I wish to show that the reconceptualization and elaboration of the meaning of functional literacy in 1998 by the Literacy Coordinating Council of the Philippines, and its adoption in the same year by the Department of Education, Culture and Sports–Bureau of Non-Formal Education as the basis of its equivalency and accreditation framework and program of non-formal education, links in a new way issues of development, education, and language.

If allowed to evolve and expand in imaginative ways as called for in the local, national, and global contexts, we will witness: 1) a blurring of the boundaries between formal and non-formal education at the basic education (elementary and secondary) level; 2) closer links between education and development, thereby increasing the relevance of education to our lives; and 3) greater flexibility in our views about the languages (note that I am using a plural form here) of instruction in our education and training programs.

In this formulation, we begin from a consideration of literacy and development.

Billions of money have been spent worldwide to render everyone literate (i.e. to read, write, count, and compute), in the belief that literacy in individuals leads to economic growth and social development. Up to the present time, the international debate questioning this simple and direct relation drawn between literacy and development goes on.

The new thinking on literacy and development, backed by solid research, suggests a more complex relationship. To quote Bernardo (1996, p. 125) extensively in his quasi-experimental study of the cognitive consequences of literacy:

There are three important characteristics of the effects of literacy on thought. First, the factor that affects thought is not the acquisition of literacy itself, but the degree to which literacy skills have been integrated into community activities and practices. Second, the effects are specific to

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certain modes of thought. Finally, the effects are mediated effects; that is, they are brought about by participating in the activities of a literate community, hence, they affect even the illiterate members of the community.

In an earlier study (Doronila et al., 1994), I found that an important factor related to the sustainability of non-formal literacy programs and of literacy skills in a community was whether literacy skills have become integrated or are discontinuous with community practices. The integration of literacy skills and community practices leads to more sustainable literacy programs. In the Bernardo study, that variable was referred to as degree of literacy integration in the community. The study revealed that the effects of literacy on cognitive processing are found in communities that have a relatively higher degree of literacy integration. I return again to Bernardo (1996):

In the strictest sense, therefore, these effects are not effects of literacy acquisition by individuals. They are effects of the activities that have been altered in character because of the incorporation of literacy skills. The incorporation of literacy practices in community activities changes the very nature of the activity. The people who now have to engage in the activity are required to approach the activity in new ways that are more appropriate to the new nature of that activity. This new approach gives rise to new or modified cognitive skills for engaging in the activities. (p. 127)

The community then becomes an important unit in understanding the development of literacy and of the cognitive functions that are affected by literacy skills. It would not be complete, therefore, merely to speak of literate individuals; rather, we should be speaking of literate communities.

However, we most certainly do not refer to communities as being literate on the basis of a headcount or on the basis of a measure of the proportion of the population that can demonstrate literacy skills. Instead, it would be more appropriate to consider literate communities as those that have incorporated literacy practices into the central community activities. In such literate communities, the literate practices would have transformed the character of the community activities and the manner in which people think about and engage in these activities.

The most literate communities in the world do not only differ from other communities in terms of the number of literate individuals in their population. Instead, in the most literate communities, literate practices are integral to community life. In such communities, the most basic forms of employment, communication, business and trade, social interactions, religious activities, political exercises, cultural practices, transportation, entertainment, education, scholarship, and so on involve literacy practices. In such communities, literacy is an inescapable reality, an inevitability. It is in such a community context, and it is because of such a community context, that literacy can have the most profound effect on how people think about their experiences and their environment. (pp. 138-139)

Thus, it is reasonable to propose that, in fact, functional literacy as an index of capacity for development in individuals is at the same time an index of a people's passage into a literate tradition.

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On this point, the new thinking on literacy as contextualized social practice has brought up a related proposition — that a people's passage into a literate tradition is not an autonomous process brought about by pouring all our money into literacy and education programs. It is anchored in the over-all development of communities and nation; indeed in the growth of the two other general indices of the Human Development Index, if you will — in improvements on life expectancy and real incomes. The three indices together make good sense. They are not only outcomes but also factors of development.

A NEW DEFINITION OF FUNCTIONAL LITERACY

Basic literacy, measured by the Functional Literacy, Education and Mass Media Survey (FLEMMS) as the ability to write one's name and address and to comprehend a three-sentence paragraph, is directly related to mean years of schooling; thus it is correct to assume that basic non-literates are to be found mainly in marginal communities without schools.

Functional literacy is measured by FLEMMS through an 11-item test of literacy skills in which a person is considered functionally literate if she/he has answered correctly at least four of the nine questions on reading, writing and reasoning, and at least one of the two questions on numeracy.

A comparison between basic and functional literacy rates gives an indication of the nature and magnitude of our problem on basic education and functional literacy, as follows:

First, there is a relatively large gap of 10.1 percent between basic and functional literacy rates, implying that those who learn the rudimentary skills of reading and writing are not able to expand these skills to a point where these become functional and integral to people's daily activities.

Second, in a comparative international study conducted by Anderson and Bowman (1965), the Philippines was among the few countries registering a negative relation between the basic literacy rate, which is among the highest in the Asia-Pacific Region, and low economic growth as measured by GNP per capita. This finding not only corroborates the gap between basic and functional literacy rates. It also suggests that the literacy and related skills imparted through adult education programs do not necessarily lead to economic development. Put in another way, it suggests that the relationship, for example, between literacy and the eradication of poverty, is not as simple and straightforward as is commonly supposed. At the very least, it implies 1) that there is a need to teach skills beyond basic literacy, 2) that literacy teaching should be closely tied to poverty alleviation programs, such as livelihood and income-generating activities, and 3) that these activities in order to be sustainable should integrate literacy and education into complete systems of productivity and income generation up to packaging and marketing.

Particularly in the contexts of education for all and lifelong adult learning, as advocated by UNESCO in CONFINTEA V (1997), the definitions of functional literacy as well as its delivery in many countries have been seriously questioned. For example, Rosie Wickert in her study of literacy in Australia (1985) concludes that literacy assessment should identify not only what people can't do but also what they can do or need to do for specific purposes and contexts. In addition, she reports that results of her survey of a nationwide sample of literacy teachers, tutors, and organizers in Australia show that "with very few exceptions, respondents indicated 1) that it is inappropriate or impossible to identify a standard upper or lower limit of literacy ability, and 2) that literacy ability must be described

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in terms of purposeful tasks within a particular society, thus the relevance of the social context in which literacy occurs.”

Where literacy is conceptualized as context-specific, it becomes necessary to locate its practice in the rhythm of community life itself: 1) in the nature of the relations among community members and therefore the ties that bind them as a community; 2) the community activities pursued, and 3) the processes of continuity or change that characterize the life of the community (Doronila, 1996).

Drawing on these and on the emergent conceptualization of functional literacy as well as on the broader requirements of human development and globalization, the Literacy Coordinating Council of the Philippines (LCC) and the Department of Education, Culture and Sports (DECS), with the participation of the National Statistics Office (NSO), have drawn up a much broader definition and indicators of functional literacy (Doronila et al., BNFE Document, 1998).

A NEW DEFINITION OF FUNCTIONAL LITERACY

Functional literacy is a range of skills and competencies – cognitive, affective and behavioral – which enables individuals to live and work as human persons, develop their potential, make critical and informed decisions, and function effectively in society within the context of their environment and that of the wider community (local, regional, national, global) in order to improve the quality of their life and that of society.

FUNCTIONAL LITERACY IN THE 21ST CENTURY

The major indicators of this new definition of functional literacy are given below:

Table 1: Indicators of Functional Literacy

Communication Skills	Problem Solving and Critical Thinking	Sustainable Use of Resources/ Productivity	Development of Self and a Sense of Community	Expanding One's World Vision
<ul style="list-style-type: none"> • ability to clearly express one's ideas and feelings orally and nonverbally • ability to listen • ability to read, comprehend, and respond to ideas presented • ability to write and clearly express one's ideas and feelings • ability to access, process, and utilize available basic and multi-media information 	<ul style="list-style-type: none"> • numeracy skills • openness to change • awareness of options • ability to make critical and informed decisions • innovativeness and creativity • scientific thinking • future orientation 	<ul style="list-style-type: none"> • ability to earn a living • sustainable use of resources (including time) and appropriate technology • entrepreneurship • productivity 	<ul style="list-style-type: none"> • self-development <ul style="list-style-type: none"> ➢ self-awareness ➢ self-discipline ➢ sense of responsibility ➢ self-worth ➢ self-realization ➢ <i>may paninindigan pagbabagong-loob</i> • <i>pakikipagkapwa pakikilahok pakikaisa / kapatiran</i> • a sense of personal and national identity <ul style="list-style-type: none"> ➢ <i>makatao</i> ➢ <i>makabayan</i> ➢ <i>makakalikasan</i> ➢ <i>maka-Diyos</i> • knowledge of one's history, pride in one's culture and respect for those of others • recognition and practice of civil and political rights 	<ul style="list-style-type: none"> • knowledge, acceptance, respect, and appreciation of diversity • peace • nonviolent resolution of conflicts • global awareness, interdependence and solidarity

The recommendation of the expert panel which drew up this set was to use the definition and indicators of functional literacy as the basis for global assessments of basic education (elementary and secondary) in terms of quality and relevance, as well as for the development of the Non-Formal Education Accreditation and Equivalency (NFE A&E) System. This latter system is already in place under the Bureau of Non-Formal Education (BNFE).

The general consequences of this recommendation to have a common evaluation measure for both formal and non-formal basic education, if seriously implemented, would be to 1) significantly redefine and broaden the meaning of access to basic education, 2) reduce serious disparities between the quality of formal and non-formal education, and 3) ensure that the thrusts of non-formal education which are towards the solution of existential problems will also find their way into the formal curriculum.

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If these developments occur, we will then have a blurring of the boundaries between formal and non-formal basic education within a single basic education system, but with flexible curriculum and languages of instruction attuned to the specific needs of various age groups and various communities.

Indeed, as early as 1991, the Congressional Commission on Education had already recommended that the entire formal basic education curriculum be constructed on the basis of functional literacy and that the content of the formal curriculum should have a mix of a national "core" curriculum and a regional and local curriculum to accommodate cultural differences as well as specific needs, problems, and aspirations. (See Annex 1, EDCOM Report, Book 1, Vol. 1 for the complete model of the formal basic education curriculum proposed by EDCOM.)

The detailed NFE A&E Curriculum based on the LCC definition and indicators of functional literacy was reviewed for curriculum compatibility with the elementary and secondary learning competencies, and approved by DECS Secretary Andrew Gonzalez. Examples of this compatibility between non-formal adult education and formal basic education (Table 2) have already been drawn up by the UP-Education Research Program as well as a standardized equivalency test for the elementary level (Table 3). Note that an equivalency test determines the formal grade "equivalent" of an individual who comes from the non-formal education system.

Table 2: Sample Item in the Development of Curriculum Materials Showing the Problem Solving Process, Functional Literacy Skills and Compatibility with Subject Areas in the Formal Curriculum (Sample Topic: Rice and Vegetable Culture)

STAGES OF ACTION	FUNCTIONAL LITERACY NUMERACY SKILLS	CONTENT AREAS IN FORMAL BASIC EDUCATION				
		PRACTICAL ARTS	SOCIAL STUDIES	SCIENCE	HEALTH & P.E.	MATH
P L A N N I N G	<u>Literacy Skills</u>					
	Selecting/ identifying appropriate hand-tools/machines in plowing/cultivation of field	Identification of parts and knowledge of their specific functions	Interpreting manuals and directions in proper use and operation of farm machines		Safety precautions in using machine/ hand-tools	Fuel consumption per hour/area covered
	Following instructions on how to use tools safety	Operation of pumps; repair and maintenance	Topographical survey of area to maximize use of "gravity" in water distribution	Importance of proper irrigation to plants	Safety measures against fume pollutants and water pollutants (oil & fuel)	Fuel consumption and maintenance expenses
	Asking questions about seed selection			Selection of viable seed; good strain and adaptability to the region	Identification of toxic chemicals (fertilizers/ lasecticides) for proper application/ handling and storage	Amount of fertilizer required per given area of field
	Explaining how water can be distributed to the cultivation area	safe methods of application - spraying - broadcasting		Soil analysis to determine appropriate kind of fertilizers		Amount of seedlings for a given area
	<u>Numeracy Skills</u>					
	Computing Measuring			Well exposed to sunlight; irrigated		Right formulation of water and insecticide

STAGES OF ACTION	FUNCTIONAL LITERACY/ NUMERACY SKILLS	CONTENT AREAS IN FORMAL BASIC EDUCATION				
		PRACTICAL ARTS	SOCIAL STUDIES	SCIENCE	HEALTH & P.E.	MATH
M A K I N G D E C I S I O N S	<p><u>Literacy Skills</u></p> <p>Comparing and contrasting different seeds and soils</p> <p>Selecting the site</p> <p><u>Numeracy Skills</u></p> <p>Comparing costs</p> <p>Preparing a budget</p>			<p>Criteria for good seeds and suitable soils</p> <p>Criteria for a good site</p>		<p>Estimating cost</p>
	<p><u>Literacy Skills</u></p> <p>Describing the site selected and stating the criteria for selection</p> <p>Explaining how the seedbed will be prepared</p> <p>Explaining the ecological effects of chemical fertilizers/ insecticides</p> <p>Following instructions on how to use fertilizers/farm chemicals safely</p>	<p>Methods of plowing/ harrowing of seedbed</p> <p>-seed broadcasting</p> <p>-transplanting</p> <p>Use of insecticides</p> <p>Method of broadcasting fertilizer and importance of controlling depth of water</p>	<p>Site selection (topography)</p> <p>- well exposed to sunlight</p> <p>- not too windy</p>	<p>Evaluation/comparison of organic fertilizers</p> <p>- ecological effects of chemical fertilizers</p>	<p>Health and safety of farmers</p> <p>- proper use, handling, and storage of farm chemicals</p> <p>- harmful effects on human beings and farm animals</p> <p>- proper disposal of empty containers</p>	

STAGES OF ACTION	FUNCTIONAL LITERACY/ NUMERACY SKILLS	CONTENT AREAS IN FORMAL BASIC EDUCATION				
		PRACTICAL ARTS	SOCIAL STUDIES	SCIENCE	HEALTH & P.E.	MATH
MONITORING and EVALUATION	<u>Literacy Skills</u> Recording observations Identifying signs of presence of disease/pests Interviewing seasonal workers Determining time for harvesting	Water management		Pest/disease control Using fertilizers Proper selection of mature crops - proper timing - proper handling and storage of harvest		
	Following instructions on the use of harvesting machines/tools Contacting buyers/millers Making recommendations for the next crop <u>Numeracy Skills</u> Keeping a record of costs/expenses Computing profit/loss	Use of hand-tools (scythes and sickles) - operations of threshing machines			Safety procedures to observe in the use of bladed hand-tools	Payment for labor - rate/day - sharing system - <i>pakyaw</i> system - stock inventory of harvest - amount of harvest per given area - compute for profit/losses incurred per planting season

Source: Flora Cruz et al., Taxonomies of Functional Literacy and Numeracy, Level 1, 2 and 3. Education Research Program-Center for Integrative and Development Studies, University of the Philippines and DECS-BNFE, 1996.

Table 3: Sample Item from Standardized Equivalency Tests (Functional Literacy Elementary Level)

<p>STATISTICS</p> <p>Sa Pilipinas: Labing pitong (17) bata ang nabubulag araw-araw sanhi ng kakulangan ng Bitamina A. Dahil sa ganitong kalagayan, kalahati (1/2) ng mga buntis ay nanghihina dulot ng anemia. Dahil sa ganitong kalagayan, mahigit sa isang (1) milyong bata ang tuloy-tuloy na nababawasan ang katalimuhan bawat taon.</p> <p>a. Ilang bata ang nabubulag araw-araw? b. Anong sakit ang nagpapahina sa mga buntis? k. Ilang bata ang tuloy-tuloy na nababawasan ang katalimuhan bawat taon? d. Ilang bata ang nabubulag sa isang buwan? e. Paano kaya maiiwasan ang mga ganitong problema?</p>

Source: Acuña, Jasmin and Doronila, Maria Luisa. Development and Standardization of Functional Literacy Tests (Forms A-F) Levels I-IV. ERP-CIDS and Literacy Coordinating Council, 1995.

The languages of instruction and evaluation for non-formal basic education have already been determined by DECS-BNFE to be as follows:

- Basic literacy level --- learner's first language
- Elementary level --- Filipino, except for English language skills (Functional literacy – EL)
- Secondary level --- Filipino, except for English language skills (Functional literacy – SL) Science and Mathematics either in English or Filipino at the choice of the students

These decisions on the languages of instruction and evaluation will eventually help resolve the issue of language of instruction.

In addition, current efforts in developing various types of curricula already exhibit this flexibility and eventual interchangeability.

Consider these two curricular examples, one from a DECS-CAR Project in collaboration with UP-ERP and another from the DECS-BNFE Equivalency and Accreditation Program (Table 4).

Table 4: **Grid for the Integration of the Indigenous Knowledge on Rice Terracing in the Curriculum**

Areas of Concern	Sining ng Kom.	Agham/ Kalusugan	Matematika	Araling Panlipunan	T.H.E.	Values Education	P.E.H.M.
Pangkabuhayan	Kuwento, tula, pabula, alamat	Uri ng agrikultura	Anyo at hugis, hilig ng lupa (slope: katikid)	Uri ng agrikultura	Uri ng agrikultura Pagsusuri ng lupa, bato	Conservation of resources (human, natural, physical)	Pagkilala sa mga instrumentong ginagamit sa mga ritwal
	Pagpapaliwanag	Pagsusuri ng lupa, bato	Pagsukat ng haba, pagkahilig, area, boundaries (hangganan)	Paraan ng paghahanda ng lupa, para sa pagtatanim	Paggamit ng teknolohiya	Kasipagan	Physical fitness
	Pangangatwiran	Pagguho ng lupa	Pagkuha ng mga dimensyon ng mga gamit pagtanim	Kasapatan/ kakulangan ng ani; mga solusyon	Soil conservation (wastong pangangalaga ng lupa)	Pagpupunyagi	Herbal medicines
	Paglalahom/ pagbubuo	Paggamit ng teknolohiya sa paghahanda ng lupa		Labor utilization (Role of women)	Proseso ng pagtatanim	Pagtitiipid	Safety (first aid) and safe practices
	Paglalahad	Patubig (irigasyon)	Pagtantiya (estimate) ng sukat ng mga bato	Kita (income)	Pest control	Pagpapahalaga sa sariling produkto	

Areas of Concern	Sining ng Kom.	Agham/ Kalusugan	Matematika	Araling Panlipunan	T.H.E.	Values Education	P.E.H.M
		Pataba	Katutubong (intuitive) kaalaman at kakayahan sa geometry	Antas ng kabuhayan	Visual sense		
		Pagpili ng binhi	Angles	Pamumuhunan	Safety (in use/ production of tools)		
		Soil conservation	Agricultural cycle (time)	Pagkilala sa kagamitang panganim (simple machines)			
		Bio-diversity					
		Proseso ng pagtatanim					
		Pest control					
		Epekto ng klima at panahon					
		Pamumuhunan					
		Herbal medicine					

Areas of Concern	Sining ng Kom.	Agham/ Kalusugan	Matematika	Araling Panlipunan	T.H.E.	Values Education	P.E.H.M
Sosyo-kultural	Paniniwala, Pamahin, Practices, rituals	Scientific basis of beliefs and practices Seasons (effects on culture and practices)	Rhythm (human kinetics)	Diversity of practice (pagkakaiba ng pamamaraan) Bayanihan (ub-bu) (ug- ugbo) Role of men, women and children (tungkuling ginagampanan ng bawat miyembro ng pamilya) Customary laws Preservation of positive beliefs and practices Mga ritwal- pagsasalin ng pag-aari ng lupa, pagtatanim, pag-aani, pasasalamat, paghingi ng ulan		Pagtutulungan Pagpapahalaga sa tradisyon	Awit, sayaw

Areas of Concern	Sining ng Kom.	Agham/ Kalusugan	Matematika	Araling Panlipunan	T.H.E.	Values Education	P.E.H.M
Political	Pagpapaliwanag Paglalarawan Pangangatwiran		Pagsukat ng land area	Land ownership Distribusyon ng kayamanan at kapangyarihan Conflicts and resolution of conflicts Barangay		Commitment to the democratic process - respect for others' opinion - consensus- building	

Source: DECS-CAR, UP College Baguio, UP-ERP Project "Indigenization of the DECS-CAR Curriculum in the Cordilleras".
See also: Annex 2. Algebra of the Weaving Patterns, Music and Kinship System of the Kankana-ey, Rafanut, et al. ERP-CIDS
and DECS-BNFE, 1996.

COMPREHENSIVE EDUCATION AND COMMUNITY DEVELOPMENT

Still another exciting area in the integration of literacy, development and education is the initiative of some local governments (with technical assistance from UP) to model an approach to comprehensive education and community development (CECD) based on a philosophy of CECD as follows:

Education for all sectors of the municipal population in support of community development, within a process which would be participatory, collaborative, and integrative, leading to people's empowerment, sustainable development, and institutionalization of the community development program.

Phase 1: Rapid Community Assessment

Phase 1 of the CECD project, called Rapid Community Assessment (RCA) and carried out by community folk themselves (after some technical training), identifies the issues and concerns as well as the community's recommendations on how to address them. Consider this example from the Municipality of Dauis, Bohol:

Table 5: Rapid Community Assessment, Dausis, Bohol

Comprehensive Education and Community Development Program of Dausis, Bohol

Summary of Issues/Concerns and Recommendations at Municipal Level

<p>1. Marine and land resources are seriously degraded (low soil fertility, rocky soil, degraded soil nutrients, eroded soil, destruction of corals and mangroves, illegal extraction of sea sand)</p> <p>2. Low agricultural production <u>Farming</u></p> <ul style="list-style-type: none"> • Rocky, unfertile, eroded soil, low productivity • Weather-related problem (El Niño) • Lack of capital for farm inputs (machinery, fertilizers, carabao, seedlings, tools, pesticides/medicines, plow) • Non-acceptance of modern farming technology (e.g., organic farming) • Preference for traditional corn rather than hybrid • Pests/diseases • Low selling price for farm products • Lack of market for agricultural products • No crop rotation, cooperative for farmers • Water problem • Poor farm-to-market road 	<ul style="list-style-type: none"> • Implement programs for regeneration: <ul style="list-style-type: none"> a. Tree-planting/Reforestation b. Mangrove plantation c. Fish/marine sanctuary d. Environment-friendly farm practices (e.g., organic farming) e. Seedling nursery (tree species) • Environmental education (underscoring the importance of mangroves and corals) • Ban sea sand extraction • Seminar-training/education on new farm techniques/methods: <ul style="list-style-type: none"> a. Crop production (e.g., high-yielding corn and vegetable varieties) b. Hybrid production c. Crop options d. Seed preservation e. Organic farming f. Pest control g. Reviving soil fertility • Introduction of new crops/varieties adapted to water limitation: <ul style="list-style-type: none"> a. Hybrid b. High-yielding corn and vegetable varieties c. Mushroom • Establishment of seedling nursery • Cooperative development (with credit and marketing components) • Soil analysis • Avail of government assistance for inputs, water, road improvement • Livelihood activities (related to farming)
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Phase 2. Program Organization and Planning

Following the RCA, the broad components of the program were identified, and the project committees organized. As an organizing mechanism, all the barangays were clustered into fewer, more manageable groups, with the cluster coordinator elected from among the member barangay captains.

The organizational structure for CECDP in Valencia, Negro's Oriental is shown below:

Figure 1: Organizational Structure of CECD Valencia

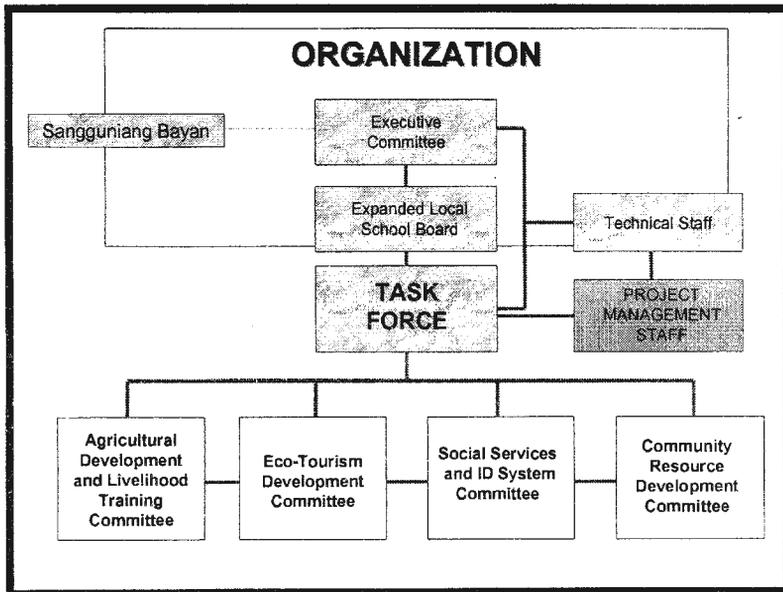
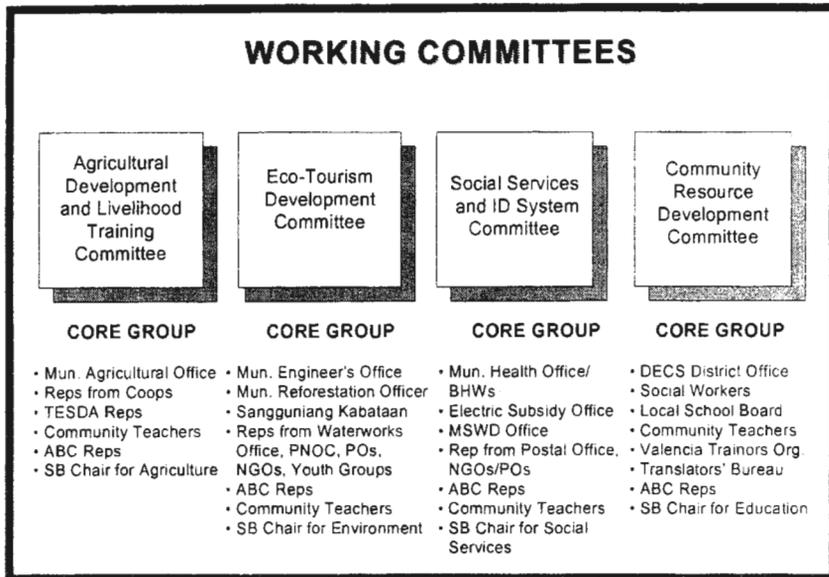


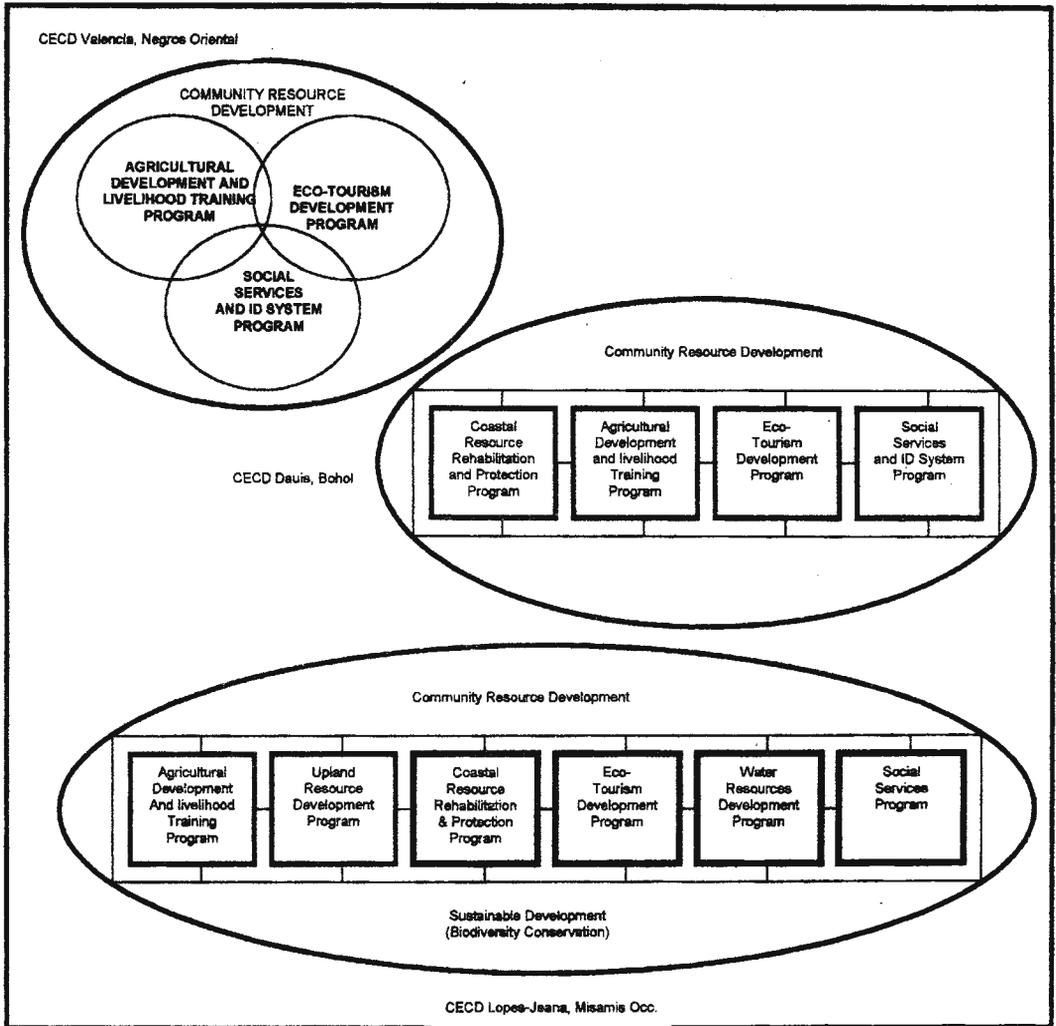
Figure 2: Working Committees (CECD Valencia)



The organizational structures for Dausi, Bohol and Lopez-Jaena, Misamis Occidental are basically the same, but the program components differ because these are based on specific community development needs as identified by the municipality.

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Figure 3: Integration of CECD Program Components (CECD Valencia, Negros Or., Daus, Bohol and Lopez-Jeana, Misamis Occidental)



Phase 3. Program Implementation

On the second year of the Program when most of the sub-projects had been put in place, the program components and activities were analyzed along the framework of the government's Social Reform Agenda (Table 6).

Table 6: Social Reform Agenda and CECD Program (As of Oct. 1997) (Sample Matrix)

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
<p>AGENDA 1 - ACCESS TO QUALITY BASIC SERVICES</p> <p><i>"The convergence of basic services for the disadvantaged sectors at the community level shall be done with reference to integrating various social intervention programs to address the Minimum Basic Needs and other sectoral needs affecting their quality of life. This shall proceed from the principle that the quality of life of Filipinos is a fundamental concern of the State, and, as such, the government shall commit to improve the social conditions of the poor and the disadvantaged, most especially."</i></p>	<ol style="list-style-type: none"> 1. Food and Nutrition 2. Health 3. Water and Sanitation 4. Clothing 5. Shelter and Socialized Housing 6. Peace and Order/Public Safety 7. Basic Education and Functional Literacy 8. Family Care/Psychosocial 	<ol style="list-style-type: none"> 1. Social Services Program <p><i>This is primarily aimed to facilitate, expand, and enhance the efficient and convenient distribution of basic services in Valencia.</i></p>	<ol style="list-style-type: none"> a. To deliver the following social services: <ul style="list-style-type: none"> *Health Services (Primary Health Care, Maternal and Child Care, Family Planning, Nutrition, Tuberculosis Control, Diseases Control, Environmental Health) *Other social services delivered by the Mun. Social Welfare Office, such as free caskets for indigents, and nutrition program. *Hospital Care Plan which includes PhP2,000, hospitalization subsidy for every member. *Electric Subsidy of PhP125, for every household 	- ongoing

SOCIAL REFORM AGENDA

CECD PROGRAM OF VALENCIA,
NEGROS ORIENTAL

SRA THREE- POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
			b. Bloodtyping for the whole municipality to easily access blood from potential donors for emergency purposes. c. ID Card to facilitate access to these social services.	- ongoing - to be started
		2. Literacy and Education <i>This seeks to build capability among local people as well as social awareness and commitment that will enable them to run their own education programs and community projects.</i>	a. Early Childhood Education/Daycare b. Basic Literacy and Numeracy c. Functional Literacy: *Citizenship Education composed of Primary Health Care, Tax Voters', Infrastructure Maintenance, Sports and Cultural, and Environmental Education	- ongoing - ongoing - ongoing

SOCIAL REFORM AGENDA		CFCD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
			*Mothers' classes *Agricultural Development and Livelihood Training Program. *Equivalency Program (Level 1-3) *Balik-Aral (DECS Program) *Home Study Program d. Skills Training and Manpower Technology *Basic Accounting and Bookkeeping *Agri-Tech Training (e.g., tissue culture, and seed banking) *Eco-Tourism Training (for the tourism sector) *Livelihood Skills Development e. Teacher and Community Teacher Training *Community Teacher Training	- ongoing - ongoing - to be started - to be started - to be started - ongoing - to be started - ongoing - ongoing - ongoing

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE- POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
			*Distance Education (UP Open Univ.) *Continuing Faculty Development *Translators and Documentors' Training *Teacher Exchange Program d. Local Government Officials Training Program	- ongoing - ongoing - ongoing - to be started - ongoing
SUSTAINABLE DEV'T OF PRODUCTIVE RESOURCES AND PROVIDING ACCESS TO ECONOMIC OPPORTUNITIES <i>"The convergence thrust shall identify the communities where major basic sector groups have specific needs, and shall prioritize the actions to be taken with regard such</i>	1. Income and 2. Credit Services 3. Land Tenure Improvement 4. Ecosystem Dev't 5. Aquatic Reform 6. Infrastructure	1. Agricultural Development Program <i>This program is to respond to the reality that Valencia is basically an agricultural community. The main purpose of this program is to remain self-sufficient in food production and</i>	a. Utilization of the Farmers' Training concept of "Farmers as Scientists," for production purposes: *Tibaglon Control in Banana-Producing Barangays *Rice Production *Vegetable Production *Corn Production *Orchard and Ornamentals *Livestock	- ongoing - ongoing - ongoing - to be started - to be started

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE-POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
<p><i>needs. Access to economic opportunities through the introduction of equitable policies, systems and structures or improvement of existing ones, as well as the sustainable use of such natural and man-made resources shall also be attended to in an integrated and rationalized manner... "</i></p>		<p><i>improve the production of major crops.</i></p>	<p>b. Establishment of Trading and Marketing Center through which agricultural products shall be marketed</p> <p>c. Cooperatives Development</p> <p>d. Custom Plowing and Carabao Dispersal Program</p>	<p>- infra done actual mktg. to be started</p> <p>- ongoing</p> <p>- ongoing</p>
		<p>2. Eco-Tourism Dev't Program</p> <p><i>This seeks to protect natural resources as well as generate income and employment for the purpose of providing direct benefits to the people of Valencia.</i></p>	<p>a. Eco-Tourism is rooted in community-based resource management, and shall have the following components: *Continuous reforestation effort and protection of major watershed areas *Creation and implementation of Resource Management Plan</p>	<p>- ongoing</p> <p>- to be started</p>

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE-POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
			*Promotion of natural and scenic areas to local and foreign tourists. *Enhancement of local entrepreneurial skills to promote and market potential souvenir items. *Activation and training of tourist services sector (local guides, transport sector, and hosts) *Establishment of network and linkage to NGOs, and tourist-oriented agencies.	- ongoing - to be started - ongoing
			b. Infrastructure support dev't for Eco-Tourism	- ongoing

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE-POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
		<p>3. Infrastructure and Support Services</p> <p><i>The CECD Program involves the construction of infra facilities, and support services.</i></p>	<p>a. Establishment of Basic Services Center in every barangay:</p> <ul style="list-style-type: none"> *Daycare Center *Barangay Health Center/Clinic *Barangay Reading and Viewing Center *Barangay Sports and Cultural Center <p>b. Improvement of Farm-Market Road</p> <p>c. Custom Plowing and Carabao Dispersal</p> <p>d. Trading and Marketing Center</p> <p>e. Tissue Culture Laboratory</p> <p>f. Post-Harvest Facility</p>	<p>- done</p> <p>- done</p> <p>- to be started</p> <p>- to be started</p> <p>- to be started</p> <p>- done</p> <p>- done</p> <p>- to be started</p> <p>- to be started</p>

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE- POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
<p>AGENDA 3-ENHANCING INSTITUTION-BUILDING AND EFFECTIVE PARTICIPATION IN GOVERNANCE</p> <p><i>"This shall reinforce the other flagship programs enumerated herein and through this Convergence Policy, shall contribute substantially to their ultimate empowerment toward equitable participation in national and local development."</i></p>		<p>1. Local Government Unit Participation</p> <p><i>The sustainability of this program is expected to be ensured because of its institutionalization through the LGU.</i></p>	<p>a. Local School Board deputized and expanded in its composition to serve as the de facto municipal committee on Education for all (EFA)</p> <p>b. Management of the project by the people themselves through the LGU, through a Task Force composed of local officials, and supported by the following project committees: *Agricultural Development and Livelihood Training Program Comm. *Community Resource Dev't Comm. *Social Services Comm.</p>	<p>- done</p> <p>- done</p>

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
			<p>*Eco-Tourism Development Committee</p> <p>c. Activation of local offices to complement the program such as the Health, Agriculture, Planning and Development, Social Welfare and Development.</p> <p>d. Involvement of Barangay Officials.</p> <p>e. Creation of Specific Task Forces, like the Eco-Tourism Council.</p> <p>f. Participation of Local Dev't Councils, Sangguniang Bayan and Liga ng mga Barangay.</p>	<p>- ongoing</p> <p>- ongoing</p> <p>- to be started</p> <p>- ongoing</p>

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SR THREE POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
		<p>2. Community Resource Development Program</p> <p><i>This programs seeks to provide and coordinate all the education and training programs required by the program component. CRT seeks to build capability among local people as well as social awareness and commitment that will enable them to run their own education and community</i></p>	<p>a. Community Training Center - responsible for the conduct of various training mentioned earlier.</p> <p>b. Community Resource Center - development of brochures and modules for the various training components.</p> <p>c. Barangay Center Development - responsible for the implementation of all literacy and education at the barangay level.</p>	<p>- ongoing</p> <p>- ongoing</p> <p>- ongoing</p>

SOCIAL REFORM AGENDA		CECD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE-POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
			c. Eco-Tourism Development - Valencia Local Mountain Guide Ass. - Environmental Groups d. Social Service Program - Barangay Health Workers Assoc.	- ongoing - ongoing
		4. CONVERGENCE in Agricultural Livelihood Training Program	a. LGU/UP/PO for various activities such as training and demonstration b. LGU/UP for the establishment of the Farmers' Training Institute and the proposed Tissue Culture Laboratory, and sourcing of seedlings	- ongoing - ongoing

SOCIAL REFORM AGENDA		CFCD PROGRAM OF VALENCIA, NEGROS ORIENTAL		
SRA THREE POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
			<ul style="list-style-type: none"> c. LGU/PO for training of the farmer cooperators on various aspects of agricultural dev't process, and marketing of products d. LGU/Provincial Agricultural Office for some technical assistance and seeds/ seedling 	<ul style="list-style-type: none"> - ongoing - ongoing
		5. CONVERGENCE in Community Resource Development	<ul style="list-style-type: none"> a. LGU/LCC/DECS/UP/ PO for various education and literacy projects. b. LGU/DECS for formal education program. c. LGU/LCC/PO/NGO/ DECS for functional Literacy. 	<ul style="list-style-type: none"> - ongoing - ongoing

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CECD PROGRAM OF VALENCIA,
NEGROS ORIENTAL

SRA THREE POINT AGENDA	COMPONENTS	COMPONENTS	ACTIVITIES	STATUS
		6. CONVERGENCE in Eco-Tourism Dev't	a. LGU/UP for technical expertise and training courses. b. LGU/Provincial Tourism Office for training assistance, and promotion of tourist areas. c. LGU/PO for the implementation of Eco-Tourism in the area, and their physical improvements. d. LGU/PNOC/NGO for bio-diversity promotion and reforestation.	- ongoing - ongoing - ongoing - ongoing
		7. CONVERGENCE in the Social Services Program	a. LGU/UP/LCC/DECS/ PO/COMELEC/BIR/ DILG for citizenship Education. b. LGU/PO/NGO for the delivery of various social services.	- ongoing - ongoing

DORONILA

Three common perspectives animate many of these initiatives: 1) the view of development, 2) the participative process self-consciously woven into the programs, and 3) the holistic and integrative frameworks of the on-going projects. In these projects, development is viewed as

a process of human development, a process of social transformation in which man is both the subject and the object, and in which he participates at all levels of decision-making. Self-reliance is both a means and an end in this process. It is a process which starts with the release of creative energy of man, assumes equal access to and a rational use of resources by the poor and vulnerable groups, tends to eliminate the difference between mental and manual labor and uses the full range of technological choices available from other sources properly adapted. This kind of development is not only more humane but also represents a new man, nature, and technology mix. In the participatory process, which results in growth, human development and equity are not trade-offs. (Wignaraja, 1991, p.195)

Given this definition, it is necessary to conceptualize both individual and group or community development as a process of human and social development towards self-reliance, realization of creative potential, and participation of people at all levels of decision-making. These two processes must be understood in interactive relation, not separately, because the development of individuals in the direction of change and growth indicated by the definition does not occur outside of the context of social life; nor can social development occur without people's individual and collective responses to the forces which contribute to or constrain social transformation.

In this process of development, education, including literacy, plays an important role, particularly where the education process in its best and original sense (*adducer*, to draw out) is analogous to and an integral part of development.

Meanwhile, the holistic and integrative framework of the on-going projects assures not only the articulation of the content of education with the social milieu, but also the participation of all or many sectors in the community, and therefore also the blurring of the boundaries between formal, non-formal, and informal education.

The possibilities offered by community-based schools of the people as shown in all these initiatives will give entirely different answers to the educational problems of admission, curriculum, instruction, and evaluation.

In an education system with a multiplicity of programs of many types, modalities (e.g. residential, distance, tutorial, self-learning), and delivery systems (e.g. DECS, LGUs, NGOs) for various sectors, age groups, and interests, the question of admission or access to education can have an entirely different set of answers from that of the present one where many compete for a few slots in a single, lock-step set of programs at the formal elementary, secondary, and tertiary levels.

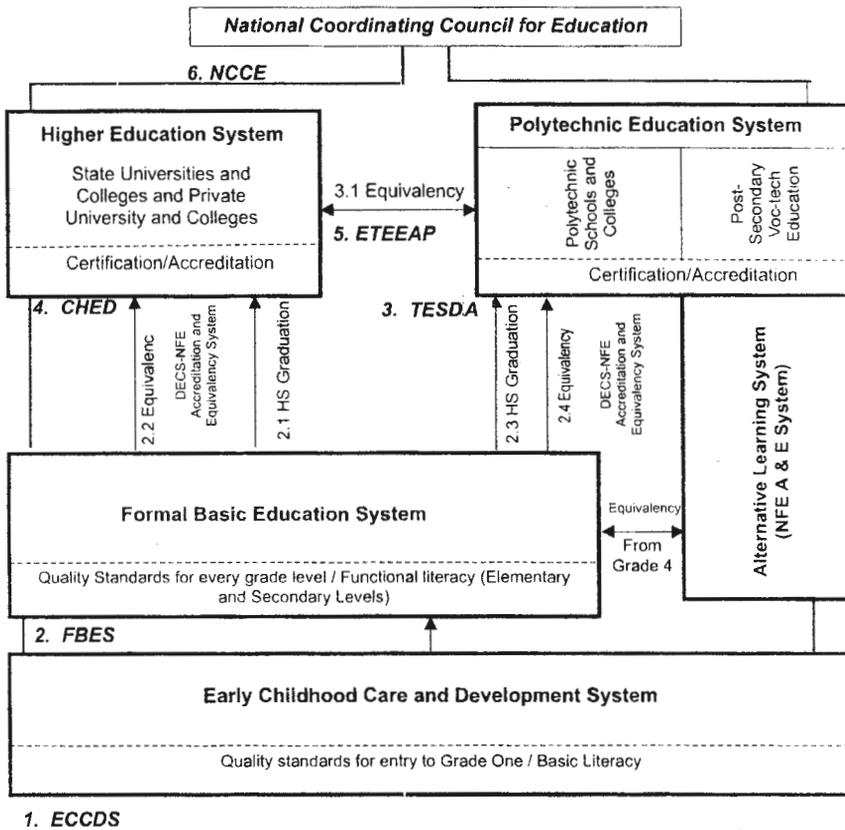
Where educational knowledge or curriculum content not only comes from books but also from actual practice, and where such knowledge is held not only by the teacher but also by community folks themselves, the knowledge available becomes multi-faceted, multi-layered, always open-ended, and open to confirmation and rejection. Moreover, the effect of this multiplicity of knowledge sources could make instruction a truly dialogical process between teachers and learners, and among the people themselves.

Finally, in educational projects of this type which always involve so many people of different persuasions from various sectors and age groups, the distribution of power in education

FUNCTIONAL LITERACY IN THE 21ST CENTURY

Some of these initiatives as well as the new perspectives on education have helped to shape a new thinking about the ways by which we shall educate our people, and in what language(s). The ideas underlying **the schools of the people** have been infused into mainstream thinking and are now reflected at various levels of evolution and development in the emerging structure of the Philippine Educational System (Figure 4, below) in which a new conception of functional literacy provides the basic linkages.

Figure 4. The Emergent Philippine Education System (2001)



Legend:

1. ECCDS -- Early Childhood Care and Development System (RA 8980, enacted on December 5, 2001)
2. DBE -- Department of Basic Education (as proposed by Congressional Conference Committee, June 6, 2001)
3. TESDA -- Technical Education and Skills Development Authority (RA 7796, enacted in 1994)
4. CHED -- Commission on Higher Education (RA 7722, enacted on July 26, 1993)
5. ETEEAP -- Expanded Tertiary Education, Equivalency and Accreditation Program (ongoing)
6. NCCE -- National Coordinating Council for Education (established by Presidential Executive Order on recommendation of the Presidential Commission on Education Reform)

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