Public Administration in the Philippines: Meeting the Challenges of Government and Governance

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Public Administration was introduced in the Philippines at a time of internal strife, transition and reconstruction. It emerged during a difficult period marked by unrest and rebellion in the aftermath of the Second World War, and with the country gripped and confronted with the burgeoning agenda of rehabilitation and consolidation. Its entry into the country as a formal field of study is generally associated with the establishment of the Institute of Public Administration (IPA) then based at the University of the Philippines in Padre Faura, Manila. This was the offshoot of recommendations of the Bell Mission, a survey team sent to the Philippines in 1950 to study and recommend measures to rehabilitate the country following the devastation of the war. With independence obtained from the United States in 1946, the Philippines proceeded to uphold and pursue a democratic political system inherited from and patterned after the American model.

From this institutional base, Public Administration as a disciplinary enterprise grew as a legitimate field of study, acknowledged and recognized as part of the larger academic and scholarly discipline in the social science community. Its vibrancy was given much impetus with the increase of academic institutions offering formal collegiate and post-graduate programs and courses in Public Administration. These institutions are based not only in Metro Manila and nearby environs but even in far-flung regions and localities where institutions of higher learning, particularly state colleges and universities, have gradually recognized the viability of Public Administration programs.

The expansion of academic programs in Public Administration is also enhanced by the remarkable growth of research activities which, by and large, also helped developed the publication of indigenous literature that depicts, examines, and explains the depths and realities of the Philippine administrative system. These initiatives have generated knowledge and viewpoints that are localized and localizing, providing more relevant materials for better appreciation of the vagaries of phenomena obtaining in the Philippine administrative system.

An equally encouraging development in Philippine Public Administration is the establishment of local and international institutions and linkages that help propagate
administrative studies, whether focusing on the Philippine system or seeking to develop comparative perspectives towards building administrative knowledge anchored on shared experiences in different socio-political and cultural settings. Such institutions as the Association of Schools of Public Administration in the Philippines, the Philippine Society for Public Administration, and the Eastern Regional Organization for Public Administration, among others, have served to consolidate the strength of Public Administration as a field of study in the country.

THE INSTITUTE OF PUBLIC ADMINISTRATION: PIONEERING PUBLIC ADMINISTRATION STUDY IN THE PHILIPPINES

As in other countries, the war devastated the Philippine economy and brought about widespread poverty. Living conditions in the country following the war were desolate, and further aggravated by brewing peasant and agrarian unrest. The end of the war created discontinuities in the social and political order and escalated in its wake a powerful communist insurgent rebellion. Manila, the country’s capital, was left in total ruins. The economy was at a standstill, prompting American senator Millard Tydings to declare it, next to Warsaw in Poland, as “the most completely devastated capital city in the world” (as cited in Shalom, 1986, p. 33).

This milieu of distress and conflict was further reinforced and compounded by a bureaucracy traumatized by war, “characterized by low prestige, incompetence, meager resources, and a large measure of cynical corruption” (Corpuz, 1957, p. 222). In an effort to rebuild the nation, the Philippine government sought the assistance of the United States, which promptly dispatched an Economic Survey Mission headed by Daniel W. Bell to the Philippines in 1950.

That mission accordingly submitted its report, now known as the Bell Report, and recommended among others, “that public administration be improved and reorganized so as to insure honesty and efficiency in Government…and take steps to improve training facilities for technicians in the Philippines” (Bell et al., 1950, p. 6; also cited in Reyes, 1999, pp. 248-249).

The Report also “deplored the low salaries paid government employees in comparison with those obtainable in the private sector,” and likewise noted the difficulty of “attracting to the public service many able men whose training and experience were desperately needed…” The Report also decried “the lack of facilities for the training of subordinate employees for supervisory positions as one of the pressing problems in government administration” (Bell Report 1950, as cited in Alfonso, 1972, p. 275).

The findings and recommendations of the Bell Report provided for the establishment of IPA which was then set up as an integral unit of the University of the Philippines in June 1952. The IPA was created based on a technical assistance contract entered into between the University of the Philippines and the University of Michigan to serve as a training center for government (Ricote, 2008, 2005; Reyes, 2010, 1999, 1995a, 1995b, 1979; Ocampo, 1993; Carino, 1993; Alfonso, 1972; Ramos, 1957; Lederle & Heady, 1955).

Ramos points out succinctly that the Institute was “established in 1952 to be a center for research, information and professional training in public administration” (Ramos, 1957, p. 2). Alfonso echoes and expands these later, saying that the Institute was conceived as “a center for research, academic and in-service training, and consultation services in public administration” (Alfonso, 1972, p. 276, ital. mine). Upon its inception, it was thus tasked with the conduct of in-service training for civil servants, the felt need then following the effects on the civil service by the war and of the Japanese occupation. In a survey of the growth of schools of Public Administration in the Philippines, Nieves in fact opines that in the early years of the discipline’s inception, the term “institute” was adopted “perhaps to emphasize the training rather than the academic function” (Nieves, 1972, p. 340).
The entry of Public Administration into the veins of academic scholarship, as well as into the realms of professional and extension services in the Philippines, was marked by auspicious and ominous beginnings (Reyes, 1995a). It was auspicious because it emerged in the country as a full-fledged field of study, separate and distinct from its acknowledged and putative mother discipline, Political Science, as was the case in the United States. As a result, unlike its American counterpart, it did not have to struggle for acceptance in establishing its legitimacy as an independent field of study. It was, for all intents and purposes, brought and shipped into Philippine shores, packaged and assembled as a finished product by professors and scholars from the University of Michigan (Reyes, 2010, 1979; Ocampo, 1993; Cariño, 1993; Ramos, 1957; Lederle & Heady, 1955).

On the other hand, its coming was ominous because the discipline emerged during a difficult time of reconstruction and rehabilitation, burdened by dislocation and internecine conflict (Reyes, 1995). The discipline was brought into the country during a period of uncertainty where an unstable government grappling with unrest and rebellion, and where too, the delivery of basic and essential public services had been compromised by the lack of resources and the problematic of an incompetent civil service for which Public Administration was precisely called upon to help correct. The discipline also had to contend with meager resources in the conduct of academic research which under conditions of financial stress and deprivation, would be nothing short of a luxury.

By the late 1950s, the in-service training program of IPA had trained over 300 training officers who in turn went about to conduct echo training courses that reached some 120,000 civil servants between 1959 and 1961 (Ocampo, 1993, p. 9). The Institute grew and expanded from its in-service training and consultancy moorings and subsequently developed its academic program offering postgraduate degrees in Public Administration.

Before the expiration of the technical assistance contract with the University of Michigan in 1956, IPA was able to formulate curricula for both bachelor and master’s degree programs in Public Administration. In the second semester of academic year 1952-1953, the first graduate courses in Public Administration were offered by the Institute. The enrolment in these programs rose “from 68 students during the first semester of 1953-54 to ‘well over 200’ per semester by 1955” (Lederle & Heady, 1955, p. 13, as cited in Ocampo, 1993, p. 6).

In time, IPA was renamed as the Graduate School of Public Administration in 1963 as an academic unit now formally part of the University of the Philippines. In 1966, it became the School of Public Administration but was again renamed as the College of Public Administration the following year (Nieves, 1972, p. 340; Alfonso, 1972, p. 276fn). In 1998, the Board of Regents of the University of the Philippines recognized it as a “national college” and added the word “governance” to become what is now the National College of Public Administration and Governance or NCPAG (Cariño, 2007).

Cariño explains that the designation of the UP College of Public Administration as the “national college” derives from the fact that its forerunner, the IPA, “has been the first institution of higher learning in the Philippines and in Asia” (Cariño, 2007, p. 685). The IPA, now the NCPAG, is thus generally regarded as the pioneering institution in the teaching, study, and research of Public Administration in the Philippines. This pioneering and guiding spirit has been kindled through the years as academic programs in Public Administration multiplied and developed in various educational institutions in the Philippines.

**EXPANDING HORIZONS: ACADEMIC PROGRAMS IN PUBLIC ADMINISTRATION IN THE PHILIPPINES**

Based on a survey of schools offering Public Administration programs undertaken by Nieves in 1972, fifteen schools in the Philippines had
degree programs in Public Administration at that time. Of these academic institutions, two were state universities, i.e., University of the Philippines (UP) and the Mindanao State University (MSU), while one was a city university, the Pamantasan ng Lungsod ng Maynila (PLM). The remaining 12 were private universities and colleges (Nieves, 1972, p. 338).

Following the lead of the then IPA, the Araneta University Extension in Caloocan City began offering undergraduate programs in 1958 followed by a master’s degree program in 1965. Around this time, academic institutions in Greater Manila Area established their own degree programs in Public Administration in both the undergraduate and graduate levels. These institutions were Centro Escolar University (CEU), 1965; Philippine Women’s University (PWU), 1965; Feati University, 1965; University of Santo Tomas (UST), 1965; University of Manila, 1965; Manuel L. Quezon University (MLQU), 1966; and Lyceum of the Philippines, 1966. CEU began offering doctoral programs in Public Administration in 1969, a year after the UP College of Public Administration (UP-CPA) began its own doctoral degree program. Nine of the schools offered graduate degrees while 11 have undergraduate programs.

At the regional level, five schools offered undergraduate degrees in 1972. These were Luzon Colleges, 1967; Lyceum of Baguio, 1967; University of Baguio, 1967; University of Pangasinan, 1968; and the Mindanao State University, 1971 (Nieves, 1972). As derived from Nieves (1972), Annex A presents this distribution and the period when each of these identified institutions began their Public Administration degree programs.

More than a decade later, the number of institutions offering degree programs in Public Administration tripled. In 1986, Raul de Guzman, one of the pioneers in the discipline who served one of the longest terms as Dean of the UP-CPA, asserted that there were more than sixty institutions then offering the degree all over the country (de Guzman, 1986, p. 380, as reprinted in Bautista et al., 2003, p. 8, and cited in Ricote, 2008, p. 169).

The establishment in 1979 of the Association of Schools of Public Administration in the Philippines, Inc. or ASPAP under the leadership of UP-CPA further enhanced the opening of more degree programs in Public Administration. About that time too, the UP-CPA embarked on developing faculty in educational institutions at the regional and provincial areas by entering into agreements whereby UP-CPA faculty were sent to regional and provincial schools to handle postgraduate courses in Public Administration.

Known as the “flying professors,” this team of faculty members travelled by plane or by bus to remote colleges and universities to handle graduate courses on weekend schedules so as not to conflict with their academic duties at UP-CPA which was then still based in Padre Faura, Manila. In time, as graduates of these regional programs multiplied, recipient colleges and universities were able to build their own faculty to handle collegiate and post-graduate courses. It also did not come as a surprise to have curricula in these partner colleges and universities patterned after that of the UP-CPA including syllabi, readings and course requirements, among others. Cariño describes this as follows:

...Technical assistance from the College included outside academic overload for faculty members and ranking REPS (Research, Extension and Professional Staff), sharing of syllabi and distributing handouts at cost to these other schools. [Raul] De Guzman institutionalized this helping relationship in several ways: entering into memoranda of agreement or consortium arrangements with the schools which requested continuing assistance....

The 1970s were famous for the army of “flying professors” teaching during weekends in as many as seven universities in any one semester. They abated after [Dean] de Guzman’s term, partly because many faculty members of those units had already graduated from the UP-CPA and were ready to handle the courses themselves, partly because the faculty preferred alternative uses for their time (in research and consultancy), and partly because the MM (Master of
Management) programs and the ASPAP were in place… (Cariño, 1993, p. 26).

The results were dramatic. In time, the number of institutions in Metro Manila and at the regional level that offer Public Administration grew. In 2004, fifty-two years since the discipline was brought to the Philippines, 263 schools, colleges and universities had opened and maintained degree programs in Public Administration at the undergraduate, graduate, and post graduate level according to data from the Commission on Higher Education, 2003-2004 (as cited in Ricote, 2008, p. 170). These reflect, more or less, the growing interest in the study of Public Administration (Annex B).

The degree offerings found in these institutions, whether in the collegiate or postgraduate level, may vary in nomenclature or degree titles—Public Administration, Public Management or Public Affairs—but they convey the same meaning, the same subject matter, and the same area of study; that is, administrative study. The programs may pursue different areas of specialization or subfields of study, but they remain within the framework of Public Administration, adapted and adjusted to prevailing concerns and conditions.

Obviously, the growth in academic programs indicates considerable interest and attention to the discipline comparable to such “popular,” well established fields as Economics, History, Sociology, Psychology, or Political Science. As it is, Public Administration remains today a dynamic and progressive academic discipline that ranks respectably well with other older fields in the social sciences in the Philippines.

**INSTITUTION BUILDING, LINKAGES AND NETWORKS**

With the then IPA in the lead and succeeded later by its institutional incarnations, Public Administration was also enriched by the establishment and building of institutions and networks that advanced and strengthened not only the discipline, but the profession as well. As the pioneer institution specializing in Public Administration in the Philippines, it was natural for the UP-CPA, now NCPAG, to spearhead and take the lead in propagating the discipline in the country.

In almost sixty years, several institutions, both private and public, have been established to promote teaching, training, and research in Public Administration. Perhaps, the most significant of these, and which this paper would classify as an institution, is the publication of the *Philippine Journal of Public Administration (PJPA)* in 1957. The PJPA can perhaps lay claim to being one of the oldest, if not the oldest, continuing academic journals in the Philippines. It is an institution because it served and continues to serve as the primary arm for the publication of papers by faculty members in the College as well as those from other local and international institutes, colleges, universities, and by researchers, students and practitioners in public administration, the profession and the discipline. In over fifty years, the PJPA has had its ups and downs, but has continued to be an important forum for the dissemination of knowledge, and more significantly, the exchange of views, experiences, and ideas of both public administration practitioners and academics and scholars of the discipline.

In 1960, IPA also helped established the Eastern Regional Organization for Public Administration (EROPA), an international body composed of states, institutions, and individual members from all over Asia and the Pacific region. EROPA has its headquarter-secretariat in the Philippines while research and training centers are found in member-institutions in the region. These centers are the Local Government Center in Tokyo, the EROPA Development Management Center in South Korea, and the EROPA Training Center in India. EROPA continues today as a body that promotes the study, teaching, and training of Public Administration and has likewise established its own publication, the *Asian Review of Public Administration (ARPA)*.
The Philippine Executive Academy was likewise created in 1962 as a unit of IPA but separated from the College in 1973. Likewise, another unit that was established and which evolved from “under the CPA’s wings,” as Ocampo would put it, was the Institute of Planning, constituted in 1965. The Institute later became the Institute of Environmental Planning and presently the School of Urban and Regional Planning, an integral unit of UP Diliman (Ocampo, 1993, p. 13).

But if there is one important indicator of the vitality of the discipline, it would be the organization of ASPAP as mentioned earlier. ASPAP today remains a strong network with an institutional membership of almost 120 schools, colleges, universities, and academic institutions offering Public Administration and management programs at the graduate and undergraduate levels nationwide. The network is clustered into sixteen chapters which include the National Capital Region (NCR), the Autonomous Region of Muslim Mindanao (ARMM), the Cordillera Administrative Region (CAR), and the Caraga Region in Mindanao. The ASPAP Secretariat is likewise based at UP-NCPAG. ASPAP has continued to undertake projects that promote the discipline through seminar-workshops on pedagogical methods, continuing lectures and forums on trends in the discipline, as well as collaborative partnerships in research and other projects in governance. Today, the association is considered as the major organization in the Philippines spearheading and leading efforts towards the development and improvement of Public Administration and governance education in the country (Ricote, 2008).

In 2004, another institution was organized at the international level to promote the discipline. This is the Network of Asia-Pacific Schools and Institute of Public Administration and Governance (NAPSIPAG). Like EROPA, NAPSIPAG is a collaborative venture that seeks “to respond to the needs of public administration and governance professionals in the region to explore innovations, breakthroughs, best practices and solutions to issues such as poverty alleviation, peace administration, human rights…” (Ricote, 2008, p. 174). In 2007, the Philippines hosted the annual international conference of NAPSIPAG with the theme, “Public Administration and Governance at the Forefront of Change: Dimensions, Dynamics, Dysfunctions and Solutions.”

In support of the profession, the Philippine Society for Public Administration (PSPA) was also organized composed of academicians and practitioners. The PSPA continues to operate as a professional organization in support of the discipline.

**Directions and Initiatives in Research Programs**

Over the years, the discipline of Public Administration and its scholars, researchers, practitioners, and even students have been committed to the development of the discipline by undertaking diligent and zealous research projects. If teaching is the heart of an academic discipline, research should be its soul. Research initiatives seek to uncover new knowledge on the dynamics of public administration practices, processes, and realities in the Philippines.

For one, the coming of the discipline in the Philippines was characterized by the dearth of administrative literature and researchers relied mostly on materials imported from American mentors who brought the discipline into the country. Through the years, however, research efforts have produced localized publications that would invariably reflect and capture the idiosyncrasies—the ethos and the vagaries—of Philippine administrative culture.

The discipline embarked on studies towards providing extension and professional services. It also engaged in researches and consultancies that did not only provide advice and guidance in the development and strengthening of administrative organization and management, but also in the formulation of policies and laws. These experiences contributed to the building of new knowledge derived and generated from actual
experiences or phenomena. The initiatives have given added legitimacy and validity to Public Administration as an “applied” discipline where the rigors, the realities or even the harshness of practice are given significance and import in the development of theory.  

If the research production at the then UP-CPA, and later, the NCPAG, were to be the gauge, research in Public Administration in the Philippines can be assumed, on the whole, as fairly satisfactory. It is also dynamic and applied, generally driven not only by the challenges of the affairs of government, but of the more extensive agenda of good governance, which provides that the management of public affairs and the formulation of public policies are not the exclusive domains or monopoly of government, but of the various stakeholders in society.

**RESEARCH PROGRAMS AT THE UP-CPA, 1952-1972**

The early research program of Public Administration as based in UP-CPA concerned facets of government operations, practices and processes, ranging from such traditional sub-specialized areas as organization and management, personnel administration, fiscal administration, local government autonomy and administration, policy studies, public enterprise, and program administration. They dealt with researches and studies on practices, processes, procedures, manning levels, budgetary and audit practices, and that of reorganization, where UP-CPA faculty and staff have consistently been involved and participated.

These are readily juxtaposed with the advocacy of national development. These areas represent early initiatives that have endured to the present day in the research agenda of the discipline. Cariño’s exhaustive study of researches accomplished at the UP-CPA observes that researches done in these early halcyon days of the discipline suggested the basic tension between academic and service types of studies.

Since the discipline began in earnest as a service-oriented field of study in the Philippines, it was natural for it to focus on generating “knowledge that can be used to improve the performance of government agencies and personnel as an urgent and immediate need” (Cariño, 1972, p. 294). While these are useful and convivial in bringing about a better understanding of an agency, a process, a procedure or a policy, they tend to be “case” or “agency” specific, which means that they can be considered valid only under specific conditions and that acceptable generalizations that can be formulated into meaningful and valid theories may be inappropriate or untenable.

Basic research, on the other hand, represents those studies that seek to enrich theory that, in Cariño’s views serve to “increase the stock of knowledge [that] make meaningful generalizations about public administration which would be applicable not only in the Philippine setting but, hopefully, in all other societies as well” (Cariño, 1972, p. 294). The discipline wrestled and agonized with this choice and sought to balance them accordingly. Cariño maintains, however, in her inventory of types or orientation of research projects between the years 1952 and 1972 that the basic research output produced by the UP-CPA “compares favorably with most units of the University and even with similar institutes elsewhere” (Cariño, 1972, p. 295). With some degree of confidence and perhaps unrestrained modesty, Cariño, referring to research reports published at the UP-CPA, continues:

…”Its major publications and journal articles have been used as texts in its classes and in those of other Philippine schools. Several members of its staff have published locally and abroad and have gained recognition in the field of their scholarship and productivity…” (Cariño, 1973, p. 295).

But she is quick here to point out that the dilemma is “real,” because basic research demands a longer period to accomplish, requires “dedication, interest and concentration” while applied researches are “usually of short duration,
for the sponsor is desirous of quick answers and ready solutions” (Cariño, 1972, p. 295). This is a problem that continues to haunt the discipline even in the contemporary period. Theory building may not have been given the attention it rightly deserves. The following comment expresses this point quite succinctly:

…Public Administration in the Philippines today can only appreciate vicariously the efforts invested by the scholars of the field in other countries in defining and examining the intellectual heritage of their discipline. Sad to say, Public Administration (in the Philippines) as a field of study exhibits richness in experience but is blunted by its complacency to assess how far it has gone to advance the frontiers of the discipline…

Indeed Public Administration as a discipline in the Philippines has definitely experienced rapid and remarkable strides in curricular development, training, applied research, and continuing involvement in professional affairs. However, it has not enriched its theoretical foundations, resurrecting, time and again, perhaps as a way of assuaging guilt, such token but labored discussions of knotty but basic questions as ‘is there a Philippine Public Administration’…. (Reyes, 1995a, p. 19).

PUBLIC ADMINISTRATION AT THE UP-CPA: FROM INWARD-LOOKING TO OUTWARD-LOOKING

But one important and salutary development that characterizes the development of the field in the Philippines is the shift—a paradigm shift if you will—from an inward-looking perspective to an outward-looking orientation. The inward-looking focus looks into the phenomena of administrative functioning, their dynamics, processes, resources and operations, as well as their problems in efficiency and effectiveness in dispensing their functions and in delivering public services. It has a predominantly institutional concern because investigation and study is made at the level of the bureaucracy or of institutions. It is therefore organization-centered (Reyes, 1995a). In essence, this focus reflects the applied stream of researches earlier pursued by the UP-CPA as suggested by Cariño (1972).

The outward-looking orientation, on the other hand, refers to the discipline’s consciousness of the impact of services of the bureaucracy to its public or citizen-consumers. This is an examination of the values, the benefits and responsiveness of institutions to the public they seek to serve. This point of view grew during the turbulent years of protest that took hold of American society in the late sixties and reached the Philippines in the late seventies, which then was also mired in turmoil expressed in student unrest and continuing alienation against the government.

This perspective was accompanied by popular banner themes of public sector reform, relevance of Public Administration, social equity, and similar propositions that sought to transform public administration not just as an agent of implementation of public policy, nor as a value-neutral institution compartmentalized into habitual obedience to a political authority, but also as a defender of the larger public interest. The call towards redefining the discipline came strong as advocacies of restoring the “public” in Public Administration started to hold sway with the influence of such normative propositions as the New Public Administration movement in the sixties or the fairly recent and relatively quixotic refounding proposition from the United States. Both would respond to the challenges for reform not only of public administration practice but for the discipline itself.

These initiatives argued, among others, that such traditional values as efficiency, effectiveness, and economy or the 3Es which took hold of the discipline for decades, are inadequate moral standards because they are more preoccupied with the workings of the bureaucracy and fail to appreciate the situation or the point of view of the public. These movements prescribed the addition of the 3Rs which stand for the values of responsiveness, representativeness, and responsible public administration.
The outward-looking orientation is client-centered and it does not focus solely on the operations of the bureaucracy or its problems, but on the larger ecology of public administration which involves the public, the target clientele, or the citizen-consumers and how they react or are benefited by government services (Reyes, 1995a).

A 1995 survey of over 800 studies and publications at the UP-CPA from 1952 to 1992 indicates that Public Administration literature from 1952 to 1972 reflected the dominance of the inward-looking perspective. But from 1973, this appears to have shifted to the outward-looking orientation as studies began to consider the impact of government operations and service delivery programs on clientele (Reyes, 1995a, 1995b).

The research projects thus evolved from such standard bureaucracy-oriented areas as the functions and affairs of national agencies, the relationship between local and national government, the problems and challenges of regional and local government units and similar concerns, to those that advocated for more responsive public institutions, for greater decentralization, for better service delivery systems, and for the reform of government in general. In fact public sector reform persists as a recurring agenda in the study of Public Administration not only in the Philippines but in other countries as well, both developed and developing (Reyes, 2009).

The recurring issue of public sector reform brings to the fore contentious and controversial subjects that covered government inefficiency, red tape, and graft and corruption which were given such cosmetic, and arguably, “scholarly” labels as “negative bureaucratic behavior” or “deviant bureaucratic practices.” This area has remained and persists as a “constant” in the research agenda of the discipline mainly because, for years, corruption has been studied and analyzed, measures to contain them offered, and policies and laws enacted to curb them. And yet for years, corruption has endured.

It does not matter if the researches, the findings and recommendations, as well as their subsequent publication incurred the wrath and enmity of powerful political and executive officials. For the discipline, the important matter is that new knowledge must be generated towards understanding, appreciating, and recommending appropriate measures and policies in curbing or addressing venalities in government.

CONTINUING TRENDS IN PUBLIC ADMINISTRATION RESEARCH

The discipline today has enriched its horizons by treading into the expanded domain of governance, and is now focused not only on the study of the affairs of the executive branch or of the bureaucracy, but on the larger society that makes up the ecology of the subject matter it purports to study. The discipline has weaned itself from the limited and constricting study and discussions of traditional areas, even if it continues to hold these as important facets of its concern. Public Administration in the Philippines has expanded to the dimensions of “governance” which encompasses the spheres of the private sector and of civil society or non-government organizations or what Cariño, in updating her 1972 study of researches at the NCPAG, refers to as “the governance tradition” (Cariño, 2007, p. 698).

Citing the forays of the study of Public Administration into volunteer sector management and what may be regarded as an unconventional subject matter in Public Administration, Cariño goes on to explain that,

A major element of governance is that it transcends the state and includes activities of the private sector and civil society. In the Philippines, our venture into voluntary sector management has rested on the same idea: that public administration must study all mechanisms—not just government—that purport to serve the public interest. This has also led to a rethinking of the role of the state, a subject that for many years was simply treated as received wisdom in the discipline (Cariño, 2007, pp. 691-692).

The area of governance is now invigorated by new and challenging concerns, notably the values...
and prescriptions that support and facilitate the pursuit of good governance. Governance is treated as distinct from government and covers a whole menagerie of principles and advocacies that range from accountability, transparency, participation, predictability, the upholding of the rule of law, to ethics in government and governance, among others.

To these can be added likewise a wholesome and troublesome collection of issues and concerns such as the import of volunteerism; the non-profit or third sector management and civil society at large, as mentioned earlier; the impact of globalization and the needed adjustments to accommodate its demands; issues on human rights; the problems of power and energy; the issue of environmental degradation and climate change; and to some extent, that of gender mainstreaming, as well as current developments in information and communication technology expressed in such mechanisms as e-government and e-governance.

The discipline, at least at the NCPAG, has even meandered into such areas as spatial information management (SIM) and geographic information systems (GIS), and the study of political institutions which are generally not regarded as part of the traditional area of Public Administration. The discipline has ventured into researches and studies on the enduring conflict between democratic and bureaucratic values, the problematic of popular participation and citizenship, and nature of the state.

The analysis of the nature of the state is an intriguing one, especially in the light of rising trends towards what has been termed as the “minimalist” state, or in Public Administration parlance, the notion of the “hollow state,” which refers to the yielding of some government functions to the private and nonprofit sectors. These propositions veer away from concepts of big government or the “interventionist state” which began to lose currency in the eighties with bandwagon calls for reform in government and for privatization. The financial crisis that brought havoc in the financial and mortgage system in the United States and spread quickly throughout the world also highlighted the need for reform and even suggested a call for the rise of what has been termed as the “bail-out state.”

**CONCLUSION**

All told, the discipline of Public Administration in the Philippines today confronts a veritably vast and large teaching and research agenda that in some way encroaches or overlaps with that of other disciplines in the social sciences. This is a healthy sign and not simply a passing aberration. For one, it allows and opens several windows of opportunity in the field, as the eminent Public Administration scholar Dwight Waldo once remarked.

Public Administration in the Philippines thrives today as a vibrant and dynamic academic enterprise because of the commitment of scholars, academics, researchers, students, and practitioners from within and outside the discipline. Its environment is not entirely hostile but neither is it exactly convivial or hospitable. Like other fields of studies in the country, it is subject to constraints in resources, materials, manpower, support, and facilities, among others. Funding for research can be limited particularly to those that pertain to basic research. But the discipline has been recognized as playing an important role and contributing to the study and appreciation of the vicissitudes and vagaries of public service, and of governance. It has endured as a disciplinary field of study because it is a product of crisis and its role is to meet the challenges of the adversities and burdens of its era. It is a discipline that has adapted well to the ecology of its times.

The challenge is overpowering, and to some extent, mystifying because the frontiers of the unknown in administrative and political systems remain vast and overwhelming. Scholars, researchers, students, and the entire community of professionals belonging to the discipline of Public Administration have confronted the riddles and dilemmas of their field for the past fifty-eight years.
NOTES
1 As in previous essays, this paper adopts for the sake of conceptual convenience, the distinction started by Waldo in 1968 where the discipline or the field of study is denoted by capital letters while the processes, practice and the profession are put in lower case. Thus “Public Administration” refers to the discipline or field of study, while “public administration” to the processes, practices and the dynamics. See Waldo, 1968, “Public Administration.” in Marian Irish (Ed.), Political science: Advance of the discipline; and Waldo, 1975. “Education for Public Administration.” In Mosher (Ed.), American public administration: Past, present, future, p. 181 (fn). See also Stillman, 2000, p. 17 (fn), and Reyes, 1995, p. 57, endnotes.

2 The Bell Mission Report also studied and made recommendations on various aspects of the Philippine economy including agriculture, industry, internal and external finances, domestic and foreign trade, as well as public administration. The members of the mission included Daniel W. Bell as Chief of Mission, Edward M. Bernstein as Chief Economist, August L. Strand for agricultural survey, and Francis McQuillin for industry and power. See Alfonso, 1972, p. 275fn.

3 Ocampo, (1993, p. 12), citing the UP Annual Report of 1972-73: 1, points out however that the IPA became the Graduate School of Public Administration in June, 1966 and subsequently renamed as the College of Public Administration in October of the same year. The name Graduate School of Public Administration could have been changed into College of Public Administration because in 1966, undergraduate programs in Public Administration were still being offered until its abolition in 1968. It was restored again in 1986 (Cariño, 1993, p. 34). For the interested reader, the specifics of these curricular changes are discussed in Alfonso, 1972 for the earlier period and later in Ocampo, 1993 and Cariño, 1993.

4 It could be conceded that IPA is the first institution of higher learning in Public Administration in the Philippines. However, it may not be entirely accurate to lay claim to its being “the first in Asia,” as Cariño maintains. A study made by the UP-CPA Research Team on indigenization for development lists and claims that an “Ecole Royale d’ Administration” was established under the sponsorship of France in Vietnam in 1917 for the purpose of conducting middle level executive training. Again, a National School of Administration was also created in Vietnam under the aegis of the French government in 1952. See CPA Research Team, (1984, p. 8); and CPA Research Team under Occasional Paper No. 2 (1983, p. 10).

5 De Guzman did not identify nor provide details as to these institutions offering Public Administration degrees as of 1986. It is, however, safe to assume that he based the data on the membership of schools, universities, and colleges to the Association of Schools of Public Administration in the Philippines, Inc. which he helped organize in 1979.

6 The origins and purposes of EROPA are also discussed in Ramos, 1958.

7 Cariño provides incisive critiques on researches in Public Administration in the UP College of Public Administration and its later incarnation, the National College of Public Administration and Governance, which will be given treatment in succeeding discussion. See Cariño, 2007; 1972. Unfortunately, this paper is in no position to provide an inventory or listing of research projects in the discipline—a rather daunting task—whether in the NCPAG or in other institutions. The account presented here is based on topics and papers generally presented in ASPAP and PSPA Conferences as well as those in the general assembly meetings of EROPA. Certainly, this project would involve a more focused investigation demanding intensive and extensive field work that will be based on empirical data.

8 This is in reference to the theme “is there a Philippine Public Administration” which was the subject matter of a colloquium at the UP-CPA in 1986 participated in by Raul P. de Guzman and Onofre D. Corpuz, two recognized stalwarts in the discipline (see de Guzman, 1986; and Corpuz, 1986). This theme was again the subject of another colloquium held at the NCPAG in June 2008 in celebration of the Centennial Year of the University of the Philippines. This latter Colloquium also coincided with the General Assembly meeting and Conference of ASPAP, Inc. and PSPA. The papers presented in the second Colloquium were published in the Philippine Journal for Public Administration, April-October, 2008 issue, Vol. 52, Nos. 2-4.

9 These are reform initiatives in the discipline which continue to persist even to the present day. They also well reflect the dynamism and activism of the field in seeking to improve its appreciation of the discipline’s relationship with its public. The ideas in New P.A. are found in the collection of papers edited by Marini, 1971, while those of refounding are in Wamsley, et.al. 1990; Wamsley and Wolf, 1996; and Frederickson and Smith, 2003. See also Cariño, 2008, 2003; Ricote, 2005; and Brillantes and Fernandez, 2008.

10 The interested reader may refer to Reyes, 2009 for a brief background on the impact and effects of the financial crisis. Also discussed here briefly are the challenges of public sector reform. See also Frederickson and Smith, 2003.
REFERENCES


Cariño, L.V. (1993). The second twenty years of the College of Public Administration: From a charismatic organization to an institution. In Raul P. de Guzman (Ed.), Institution building for the study and practice of public administration (Lecture Series in Honor of Professor Carlos P. Ramos) (pp. 17-40). Quezon City: UP-CPA.


### Annex A  Schools Offering Public Administration Programs 1971-1972

<table>
<thead>
<tr>
<th>Name and Location</th>
<th>Programs Offered</th>
<th>Year Started</th>
<th>Placement of Program within the School</th>
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<tbody>
<tr>
<td>University of the Philippines, Manila</td>
<td>M.P.A.*</td>
<td>1952</td>
<td>College of Public Administration</td>
</tr>
<tr>
<td></td>
<td>B.A.P.A.</td>
<td>1952</td>
<td></td>
</tr>
<tr>
<td></td>
<td>P.A.C.**</td>
<td>1957</td>
<td></td>
</tr>
<tr>
<td></td>
<td>D.P.A.</td>
<td>1968</td>
<td></td>
</tr>
<tr>
<td>Araneta University Extension, Caloocan City</td>
<td>B.S.P.A.</td>
<td>1958</td>
<td>Institute of Public Administration</td>
</tr>
<tr>
<td></td>
<td>M.P.A.*</td>
<td>1965</td>
<td>Gradient School</td>
</tr>
<tr>
<td>Centro Escolar University, Manila</td>
<td>M.P.A.*</td>
<td>1965</td>
<td>College of Arts and Sciences</td>
</tr>
<tr>
<td></td>
<td>A.B. (Maj. P.A.)</td>
<td>1967</td>
<td></td>
</tr>
<tr>
<td></td>
<td>D.P.A.</td>
<td>1969</td>
<td></td>
</tr>
<tr>
<td>Philippine Women's University, Manila</td>
<td>M.P.A.***</td>
<td>1965</td>
<td>School of Graduate Studies</td>
</tr>
<tr>
<td>Feati University, Manila</td>
<td>M.P.A.***</td>
<td>1965</td>
<td>Graduate Institute</td>
</tr>
<tr>
<td>University of Santo Tomas, Manila</td>
<td>M.A. (Maj. P.A.)</td>
<td>1965</td>
<td>Graduate School</td>
</tr>
<tr>
<td>University of Manila, Manila</td>
<td>A.B. (Maj. P.A.)</td>
<td>1965</td>
<td>College of Liberal</td>
</tr>
<tr>
<td></td>
<td>M.P.A.*</td>
<td>1966</td>
<td>Arts, Graduate School</td>
</tr>
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<td>Manuel L. Quezon University, Manila</td>
<td>M.P.A.***</td>
<td>1966</td>
<td>School of Graduate Studies</td>
</tr>
<tr>
<td>Lyceum of the Philippines, Manila</td>
<td>B.S.P.A.</td>
<td>1966</td>
<td>School of Humanities and Sciences</td>
</tr>
<tr>
<td>Luzon Colleges, Dagupan City</td>
<td>M.P.A.***</td>
<td>1967</td>
<td>School of Graduate Studies, Dept. of Public Administration</td>
</tr>
<tr>
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<td>B.S.P.A.</td>
<td>1967</td>
<td>College of Public Administration</td>
</tr>
<tr>
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<td>B.A.P.A.</td>
<td>1967</td>
<td>College of Arts &amp; Sciences</td>
</tr>
<tr>
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<td>1968</td>
<td>College of Liberal Arts</td>
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<tr>
<td>Pamantasan ng Lungsod ng Maynila, Manila</td>
<td>B.P.A.</td>
<td>1969</td>
<td>College of Business, Economics and Public Affairs</td>
</tr>
<tr>
<td>Mindanao State University, Marawi City</td>
<td>B.S.P.A.</td>
<td>1971</td>
<td>College of Community Development</td>
</tr>
<tr>
<td></td>
<td>L.P.A.****</td>
<td>1971</td>
<td>and Public Administration</td>
</tr>
</tbody>
</table>


*Master of Public Administration  **Certificate in Public Administration
***Master in Public Administration  ****Licentiate in Public Administration
### ANNEX B  List of Schools, Colleges and Universities Currently Offering Public Administration Programs in the Philippines

<table>
<thead>
<tr>
<th>Regional Numeric Code</th>
<th>School/College/University</th>
<th>Mapping/Ownership/ Course/Class</th>
<th>Program/</th>
<th>Major(s)/Specialization(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>University of Luzon</td>
<td>Private-Non Sectarian College</td>
<td>BS</td>
<td>Public Administration Development, Planning and Management, Local Government Administration, General Curriculum and Police Administration</td>
</tr>
<tr>
<td></td>
<td>Mariano Marcos State University - College of Education – Laoag City</td>
<td>State University- Satellite Campus Private-Non Sectarian College</td>
<td>MA in PA</td>
<td></td>
</tr>
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<td></td>
<td>Northern Christian College</td>
<td>Private-Non Sectarian College</td>
<td>MPA</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Northwestern University</td>
<td>Private-Non Sectarian University</td>
<td>MA in PA</td>
<td></td>
</tr>
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<td>Pangasinan Colleges of Science and Technology</td>
<td>Private-Non Sectarian College</td>
<td>MPA</td>
<td>Public Administration</td>
</tr>
<tr>
<td></td>
<td>Saint Louis College, San Fernando City</td>
<td>Private-Non Sectarian College</td>
<td>BA</td>
<td>Public Administration</td>
</tr>
<tr>
<td></td>
<td>University of Northern Philippines</td>
<td>State University</td>
<td>MPA</td>
<td>Governmental Administration, Local Government, Police Administration</td>
</tr>
<tr>
<td></td>
<td>Virgen Milagrosa University Foundation and VMU Institute of Medical Foundation</td>
<td>Private-Non Sectarian University</td>
<td>MPA</td>
<td></td>
</tr>
<tr>
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<td>Lyceum Northwestern University</td>
<td>Private Non-sectarian University</td>
<td>MPA</td>
<td></td>
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<td>2</td>
<td>Aldersgate College</td>
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</tr>
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<td>Public Administration</td>
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<td></td>
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<td>Isabela State University</td>
<td>State University</td>
<td>BS</td>
<td>Public Management</td>
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<td>Private Sectarian University</td>
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<td>Private Non-sectarian College</td>
<td>MPA</td>
<td></td>
</tr>
<tr>
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<td>State University Satellite Campus</td>
<td>BS</td>
<td>Public Cooperatives</td>
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<td>Our Lady of Pilar College of Cauayan</td>
<td>Private Sectarian College</td>
<td>BS</td>
<td>Public Administration</td>
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<td>Saint Ferdinand College – Iligan</td>
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<td>Program/</td>
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<td>Cagayan State University –</td>
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<td>Campus</td>
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<td>Public Administration</td>
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<td>Program/</td>
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<td>Tomas Claudio Memorial College</td>
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<td>University of the Philippines - Los Baños Campus</td>
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<td>Master of Public Affairs</td>
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<td>University of Batangas</td>
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<td>MPA</td>
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<td>University of the Philippines – Open University</td>
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<td>Local Government and Regional Administration</td>
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