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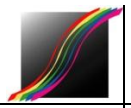

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A brief history of educational assessment in the Philippines

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Abstract The report presents a primer on the history of educational assessment in the Philippines. The history of educational assessment is described by the different pillars that contributed to its development. These factors include timelines of government mandates, studies done in the national level, universities that shape experts in the field, professional association, and pioneered researches. The history of educational assessment is divided by the early years, contemporary period, and future direction. The early years include the Monroe survey, Research, Evaluation and Guidance Division of the Bureau of Public Schools, Economic Survey Committee, Prosser Survey, and UNESCO survey. The contemporary period is marked by the EDCOM report of 1991, Philippine Education Sector Study, the role of the Fund for Assistance to Private Organization (FAPE) and the creation of the Center for Educational Measurement (CEM) and the Asian Psychological Services and Assessment Corporation (APSA). The article described future directions of educational assessment about the expanding role of educational assessment specialists in school and creating niches for future studies.

Keywords: *Educational assessment, history of educational assessment*

Introduction

The growth and development of a scientific discipline depends on the contribution of experts and events that led to the construction of knowledge. The history of educational assessment in the Philippines is likewise shaped by the contribution of experts in line with research, government policies on educational development, universities that produced competent experts and professional associations that provide a venue for experts to promote knowledge. I shall briefly present the history of educational assessment, measurement, and evaluation in the Philippines based on these four pillars that influence the development of the field.

It is important to put into account the history of educational assessment in the Philippines to reorient students and the primary practitioners of assessment in educational contexts about its rich origins. Students taking courses in educational measurement and evaluation and similar courses (e.g., psychological testing, psychometrics) are usually oriented with the western development and history of

educational assessment. As a consequence, they are more familiar with the development of educational assessment outside of their country. Students are familiar with the Binet and Weschler scales but not with local intelligence and personality measures in the Philippines. This scenario is considered limiting because in order for one to contribute to the development of educational assessment, one must know where to begin the development and which specific area one can contribute.

A timeline of events that shaped educational assessment allows contemporary experts and practitioners to further develop and advance the use of methods, techniques, theory, and approaches in the field (Magno & Ouano, 2009). The first part of the article enumerates the pioneering studies in educational assessment in the Philippines (Monroe Survey, economic survey committee, Prosser survey, UNESCO, EDCOM, PESS) and government policies that were made (Research, Evaluation, and Guidance Division of the Bureau of Public Schools, Joint Congressional Committee on Education). The second part presents the universities that offer programs on educational measurement and evaluation, professional associations, as well as educational testing and assessment institutions.

Assessment in the Early Years

Monroe Survey (1925). Formal Assessment in the Philippines started as a mandate from the government to look into the educational status of the country (Elevazo, 1968). The first assessment was conducted through a survey authorized by the Philippine legislature in 1925. The legislature created the Board of Educational Survey headed by Paul Monroe, and later, this board appointed an Educational Survey Commission who was also headed by Paul Monroe. This commission visited different schools in the Philippines. The commission observed different activities conducted in schools around the Philippines. The results of the survey reported the following:

1. The public school system that is highly centralized in administration needs to be humanized and made less mechanical.
2. Textbook and materials need to be adapted to Philippine life.
3. The secondary education did not prepare for life and recommended training in agriculture, commerce, and industry.
4. The standards of the University of the Philippines were high and should be maintained by freeing the university from political interference.
5. Higher education be concentrated in Manila.
6. English as medium of instruction was best. The use of local dialect in teaching character education was suggested.
7. Almost all teachers (95%) were not professionally trained for teaching.
8. Private schools except under the religious groups were found to be unsatisfactory.

Research, Evaluation, and Guidance Division of the Bureau of Public Schools. This division started as the Measurement and Research Division in 1924

which was an off-shoot of the Monroe Survey. It was intended to be the major agent of research in the Philippines. Its functions were to:

1. coordinate the work of teachers and supervisors in carrying out testing and research programs
2. conduct educational surveys
3. construct and standardize achievement tests

Economic Survey Committee. In a legislative mandate in 1927, the director of education created the Economic Survey Committee headed by Gilbert Perez of the Bureau of Education. The survey studied the economic condition of the Philippines. They made recommendations as to the best means by which graduates of the public school could be absorbed to the economic life of the country. The results of the survey pertaining to education include the following:

1. Vocational education is relevant to the economic and social status of the people.
2. It was recommended that the work of the schools should not be to develop a peasantry class but to train intelligent, civic-minded homemakers, skilled workers, and artisans.
3. Devote secondary education to agriculture, trades, industry, commerce, and home economics.

The Prosser Survey. In 1930, C. A. Prosser made a follow-up study on vocational education in the Philippines. He observed various types of schools and schoolwork. He interviewed school officials and businessmen. He recommended in the survey to improve various phases of the vocational educational such as 7th grade shopwork, provincial trade schools, practical arts training in the regular high schools, home economics, placement work, gardening, and agricultural education.

Other Government-Commissioned Surveys. After the Prosser survey, there were several surveys conducted to determine mostly the quality of schools in the country after the 1930s. All of these surveys were government-commissioned like the Quezon Educational Survey in 1935 headed by Dr. Jorge C. Bacobo. Another study was made in 1939, which is a sequel to the Quezon Educational Surveys which made a thorough study of existing educational methods, curricula, and facilities and recommended changes on financing public education in the country. This was followed by another congressional survey in 1948 by the Joint Congressional Committee on Education to look into the independence of the Philippines from America. This study employed several methodologies.

UNESCO Survey (1949). The UNESCO undertook a survey on Philippine Education from March 30 to April 16, 1948 headed by Mary Trevelyan. The objective of the survey was to look at the educational situation of the Philippines to guide planners of subsequent educational missions to the Philippines. The report of the surveys was gathered from a conference with educators and layman from private and public school all over the country. The following were the results:

1. There is a language problem.

2. There is a need to for more effective elementary education.
3. Lengthening of the elementary-secondary program from 10 to 12 years.
4. Need to give attention to adult education.
5. Greater emphasis on community school
6. Conduct thorough surveys to serve as basis for long-range planning
7. Further strengthening of the teacher education program
8. Teachers income have not kept pace with the national income or cost of living
9. Delegation of administrative authority to provinces and chartered cities
10. Decrease of national expenditures on education
11. Advocated more financial support to schools from various sources

After the UNESCO study, it was followed by further government studies. In 1951, the Senate Special Committee on Educational Standards of Private schools undertook a study about private schools. The study was headed by Antonio Isidro where he investigated the standards of instruction in private institutions of learning, and provide certificates of recognition in accordance with their regulations.

In 1967, the Magsaysay Committee on General Education was created which was financed by the University of the East Alumni Association. In 1960, the National Economic Council and the International Cooperation Administration surveyed public schools. The survey was headed by Vitaliano Bernardino, Pedro Guiang, and J. Chester Swanson. Three recommendations were provided to public schools: (1) To improve the quality of educational services, (2) To expand the educational services, and (3) To provide better financing for the schools.

The assessment conducted in the early years were mostly mandated and/or commissioned by the government. The private sectors were not included in the studies as proponents. Most of these studies are usually headed by foreign counterparts such as the UNESCO, Monroe, and Swanson survey. The focus of the assessments was on the implementation of education in the country. These national researches were conducted with the need of the government to determine the status of the education in the country.

Assessment in the Contemporary Period and Future Directions

EDCOM Report (1991). The EDCOM report in 1991 indicated that high dropout rates especially in the rural areas were significantly marked. The learning outcomes as shown by achievement levels show mastery of the students in important competencies. There were high levels of simple literacy among both 15-24 year olds and 15+ year olds. Repetition in Grade 1 was the highest among the six grades of primary education which reflects the inadequacy of preparation among the young children. The children with which the formal education system had to work with at the beginning of EFA were generally handicapped by serious deficiencies in their personal constitution and in the skills they needed to successfully go through the absorption of learning.

Philippine Education Sector Study (PESS-1999). Jointly conducted by the World Bank and Asian Development Bank, the PESS recommended the following:

1. A moratorium on the establishment of state colleges and universities;
2. Tertiary education institutions be weaned from public funding sources; and
3. A more targeted program of college and university scholarships.

Aside from the government initiatives in funding and conducting surveys that applied assessment methodologies and processes, the government was also involved in the practice of testing where they screened government employees in 1924. Grade four to fourth year high school students were tested in the national level in 1960 to 1961. Private organizations also spearheaded the enrichment of assessment practices in the Philippines. These private institutions are the Center for Educational Measurement (CEM) and the Asian Psychological Services and Assessment Corporation (APSA).

Fund for Assistance to Private Education (FAPE). FAPE started with testing programs such as the guidance and testing program in 1969. They started with the College Entrance Test (CET) which was first administered in 1971 and again in 1972. The consultants who worked with the project were Dr. Richard Pearson from the Educational Testing Service (ETS), Dr. Angelina Ramirez, and Dr. Absraham Felipe. FAPE then worked with the Department of Education, Culture, and Sports (DECS) to design the first National College Entrance Exam (NCEE) that served to screen fourth year high school students who were eligible to take a formal four-year course. There was a need to administer a national test then because most universities and colleges do not have an entrance exam to screen admission of students. Later, the NCEE was completely endorsed by FAPE to the National Educational Testing Center of the DECS.

The testing program of FAPE continued where they developed a package of four tests which are the Philippine Aptitude Classification Test (PACT), the Survey/Diagnostic Test (S/DT), the College Scholarship Qualifying Test (CSQT), and the College Scholastic Aptitude Test (CSAT). In 1978, FAPE institutionalized an independent agency called the Center for Educational Measurement (CEM) that undertook the testing and other measurement services since then.

Center for Educational Measurement (CEM). CEM started as an initiative of the Fund for Assistance to Private Education (FAPE). The CEM was then headed by Dr. Leticia M. Asuzano who was the executive vice-president. Since then, several private schools have been members in the CEM network. Since 1960, the CEM developed over 60 tests focused on education like the National Medical Admissions Test (NMAT). The main advocacy of the CEM is to improve the quality of formal education through its continuing advocacy and supporting systematic research. The CEM promotes the role of educational testing and assessment to improve the quality of formal education at the institutional and

systems levels. Through testing, the CEM helps to improve effectiveness for teaching and student guidance.

Asian Psychological Services and Assessment Corporation (APSA). In 1982, there was a growing demand for testing not only in the educational setting but in the industrial setting. Dr. Genevive Tan who was then a consultant in various industries felt the need to measure the Filipino 'psyche' in a valid way because most industries use foreign tests. The Asian Psychological Services and Assessment Corporation (APSA) was then created to fulfill this need. In 2001, headed by Dr. Leticia Asuzano, the former Executive Vice President of CEM, the APSA extended its services for testing in the academic setting because of the felt need for quality educational testing in the private sector.

The mission of APSA includes a commitment to deliver excellent and focused assessment technologies and competence-development programs to the academe and the industry to ensure the highest standards of scholastic achievement and work performance, and to ensure stakeholders' satisfaction in accordance with company goals and objectives. The APSA envisions itself as the lead organization in assessment and a committed partner in the development of quality programs, competencies, and skills for the academe and industry.

The APSA has numerous tests that measure mental ability, clerical aptitude, work habits, and supervisory attitudinal survey. For the academic side, they have tests for basic education, Assessment of College Potential, Assessment of Nursing Potential, and the Assessment of Engineering Potential. In the future, the first Assessment for Accounting Potential and Assessment of Teachers and Maritime Potential will be available for use in higher education.

The APSA pioneered on the use of new mathematical approaches (IRT Rasch Model) in developing tests which went beyond the norm-reference approach. In 2002, they launched the standards-based instruments in the Philippines that serve as benchmarks in the local and international schools. Standards-based assessment (1) provides an objective and relevant feedback to the school in terms of its quality and effectiveness of instruction measured against national norms and international standards; (2) identifies the areas of strengths and the developmental areas of the institution's curriculum; (3) pinpoints competencies of students and learning gaps which serve as basis for learning reinforcement or remediation; and (4) provides good feedback to the student on how well he has learned and his readiness to move to a higher educational level.

Building Future Leaders and Scientific Experts in Assessment and Evaluation in the Philippines

There are only few universities in the Philippines that offer graduate training on Measurement and Evaluation. The University of the Philippines offer a master's program in education specialized in measurement and evaluation and doctor of philosophy in research and evaluation. The De La Salle University, Manila has a Master of Science in Psychological Measurement offered by the Psychology Department. Their college of education, which is a center for excellence, also offers the graduate program Master of Arts in Educational Measurement and Evaluation,

and Doctor of Philosophy in Educational Psychology major in Research, Measurement, and Evaluation. The Philippine Normal University also offers a degree in Master of Arts in Education specialized in measurement and evaluation. The graduate school of Mirriam College also offer the Masters of Arts in Education major in Measurement and Evaluation that addresses the need to fill gaps in the application of statistics to measurement and evaluation.

Some practitioners in line with measurement and evaluation were trained in other countries such as in the United States and Europe. There is a greater call for educators and those in the industry involved in assessment to be trained to produce more experts in the field.

Professional Organization on Educational Assessment

Aside from the government and educational institutions, the Philippine Educational Measurement and Evaluation (PEMEA) is a professional organization geared in promoting the culture of assessment in the country. The organization was initiated during the National Conference on Educational Measurement and Evaluation (NCEME) in 2008. It was headed by Dr. Rose Marie Salazar-Clemeña who was then the dean of the College of Education in De La Salle University-Manila (formerly EVP of De La Salle-College of Saint Benilde) together with the De La Salle-College of Saint Benilde's Center for Learning and Performance Assessment. It was attended by participants all around the Philippines. The theme of the conference was "Developing a Culture of Assessment in Learning Organizations." The conference aimed to provide a venue for assessment practitioners and professionals to discuss the latest trends, practices, and technologies in educational measurement and evaluation in the Philippines. In the said conference, the PEMEA was formed with the following purposes:

1. To promote standards in various areas of education through appropriate and proper assessment.
2. To provide technical assistance to educational institutions in the area of instrumentation, assessment practices, benchmarking, and process of attaining standards.
3. To enhance and maintain the proper practice of measurement and evaluation in both local and international level.
4. To enrich the theory, practice, and research in evaluation and measurement in the Philippines.

The first batch of board of directors elected for the PEMEA in 2008 are Dr. Richard DLC Gonzales as President (University of Santo Tomas Graduate School), Neil O. Pariñas as Vice President (De La Salle–College of Saint Benilde), Dr. Lina A. Miclat as Secretary (De La Salle–College of Saint Benilde), Marife M. Mamauag as Treasurer (De La Salle–College of Saint Benilde), Belen M. Chu as PRO (Philippine Academy of Sakya). The board members are Dr. Carlo Magno (De La Salle University, Manila), Dennis Alonzo (University of Southeastern Philippines, Davao City), Paz H. Diaz (Miriam Collage), Ma. Lourdes M. Franco

(Center for Educational Measurement), Jimelo S. Tipay (De La Salle–College of Saint Benilde), and Evelyn Y. Sillorequez (Western Visayas State University).

Aside from the universities and professional organization that provide training on measurement and evaluation, the field is growing in the Philippines because of the periodicals that specialize in the field. The CEM has its "Philippine Journal of Educational Measurement." The APSA is continuing to publish its "APSA Journal of SBA Research." And the PEMEA launched the "Assessment Handbook" and "Educational Measurement and Evaluation Review." Aside from these journals, there are Filipino experts from different institutions who published their works in international and abstracted journals.

The Psychology Act

In March 2010, the president of the Philippines Gloria Macapagal-Arroyo signed the Republict Act No. 10029 which is called the 'Philippine Psychology Act of 2009." This Act further maintains the development of assessment which is part of the services offered by psychologists. The practice of assessment by licensed psychologists can range in the school setting. In the said Act, psychological assessment which can be applied in diverse settings include (Article III, Definition of Terms):

> gathering and integration of psychology-related data for the purpose of making a psychological evaluation, accomplished through a variety of tools, including individual tests, projective tests, clinical interviews, and other psychological assessment tools, for the purpose of assessing diverse psychological functions including cognitive abilities, aptitudes, personality characteristics, attitudes, values, interests, emotions and motivations, among others, in support of psychological counseling, psychotherapy and other psychological interventions

The scope of psychological assessment also covers implications in the educational context especially in the assessment cognitive abilities, aptitudes, attitudes, values, interests, emotions, and motivations which also covers the scope of educational assessment. This defined role implies a collaborative work between assessment specialists and psychologists.

In terms of defining the person involved in measurement and evaluation, the Philippine Psychology Act defined it within the work of a "Psychometrician." A psychometrician is involved in "(1) Administering and scoring of objective personality tests, structured personality tests, pen-and-paper intelligence, achievement, and interest tests, excluding projective tests and other higher level forms of psychological tests; (2) Interpreting results of the same and preparing a written report on these results; (3) Conducting preparatory intake interviews of clients for psychological intervention sessions" (Philippine Psychology Act, Article III, Definition of Terms).

Given the delineated role of a psychometrician, educational institutions are recommended to have a person who is qualified in the administration, scoring, and interpretation of test results. Test results are useful information in the educational

context and a psychometrician is defined to have the role over the use of psychological tests.

Future Directions

The field of educational assessment, measurement, and evaluation is shaped by numerous forces due to its range of applications. The article presented that the production of research and studies make way in the development of national policies and the creation of associations. Given the advent of the Philippine Psychology Act, the educational assessment is carefully delineated with that of psychologists specifically in assessment in schools. In terms of the studies produced so far, the future of the educational assessment, measurement, and evaluation is stretching itself to produce more the use of mathematical models in item analysis. A group of Filipino authors produced a special issue in the International Journal of Educational and Psychological Assessment in 2009 about comparison of classical test theory and item response theory. The Filipino authors made use of a variety of model parameters using a modern test theory approach (Hernandez, 2009; Magno, 2009; Morales, 2009; Tiratira, 2009). In other social science journals, Amora and Bernardo (2009) made use of a one-parameter Rasch model for items in a vocabulary learning strategies. Moreover, Pedrajita (2009) used differential item functioning to detect item bias in a chemistry achievement test. Amarnani (2009) made an introductory essay explaining the conceptual focus of item response theory as alternative to classical test theory. I am hoping that more Filipinos would create a niche in the use of mathematical models in item analysis.

In terms of the practice of educational assessment in the Philippines, the role of assessment specialists is increasing widely due to the demand for quality assurance in schools that especially in teaching and implementation of programs. In this aspect, more collaboration is expected between teachers and psychometricians to improve and understand better the learners.

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