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A SURVEY OF MATERIALS IN INTRODUCTORY ECONOMIC EDUCATION

by

Gerardo P. Sicat

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ABSTRACT

This is a survey of materials used in Elementary Economics in Philippine education, mainly those in introductory economics in college. The materials used in secondary schools are also surveyed. Some books prepared for secondary schools have had some dual use in the elementary economics course in the college level. The materials cover only those textbooks available before May, 1983.

In general, the textbook situation in Economics has been in an unsatisfactory state and therefore can stand immense improvement. This conclusion may be true not only in Economics but also in the other social sciences, since it seems that Economics is at least in a relatively better shape insofar as textbooks are concerned.

The study makes an effort to explain, in the last part, the economics of the textbook market. Suggestions are made in the concluding remarks on how to improve the supply of textbooks in general.

PREFACE

This survey deals with materials available only up to May, 1983, when I published a textbook for introductory collegiate economics. As a matter of fact, undertaking this research consciously contributed to my decision to write that book.

I began this research in the latter half of 1981. I undertook this for the Philippine Institute for Development Studies (PIDS). After reviewing initially the available literature and thereby thinking of its draft in my mind, I became convinced that the field of Economics as a social science needed a comprehensive introductory textook in this country. I therefore temporarily suspended this research report in favor of what seemed to be needed more by the country.

Having completed that book, I developed second thoughts about finishing this research report. But my commitment to submit a completed report cannot be shirked. Hence, this report finally. Perhaps, because of my having written a book which in the ultimate analysis has to be judged together with books dealing on the same subject, for which I am obviously no longer competent, the tone of this report has become much more sympathetic to the reviewed materials than would have been possible.

I am grateful to Feliciano Manipula, of the National Book Store, for making available to me some textbook materials that are presently available in the market. Because of this, I was able to expand the original coverage.

GERARDO P. SICAT
29 September 1983

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This is a report of a survey of materials utilized in the Philippines for the teaching of elementary economics. The original scope of the study was to review the materials used for teaching at the collegiate level. However, there is a degree of similarity of the state of affairs both at the secondary and the collegiate levels. In fact, it is instructive to deal with both levels, for as the report below will reveal, some materials prepared for the introductory secondary level had been found useful in the textbook materials used at the introductory collegiate level.

This study is divided as follows: Part I deals with an overview of the textbook situation in Economics; Part II surveys the recent efforts to produce textbooks; Part III discusses the other textbooks that have been used for sometime in the market; Part IV is on the secondary school textbooks in economics; Part V is an attempt to explain the economics of textbook writing; and finally, some concluding remarks addressing the subject of how to improve the supply of textbooks.

PART I. INTRODUCTION TO THE TEXTBOOK SITUATION IN ECONOMICS

The content of instructional materials is naturally very important in any educational system. The quality of textbooks determines in part the quality of education provided by the system. Economics is a subject which has important implications on the way the community perceives the nation's development problems. The proper perception of problems alone represents a victory in the battle over economic ignorance.

There is also a hierarchy of influences that emanates from the textbooks used which must be recognized. When the leading textbook materials that are used in the leading institutions are not of a high enough level of quality -- whether in terms of country, institutional, local relevance, or in terms of scientific content -- then, it can be expected that the second and lower layers of textbooks serving the wider needs of the system will be still more substandard. Therefore, it is important to place an important regard for textbook materials used in introductory economic education. This statement applies as well in other fields of study.

The Philippine economic profession has been concerned about the quality of the teaching materials utilized in the colleges, universities and secondary schools. Ever since its founding in 1961, the Philippine Economic Society has placed on its agenda the improvement of the quality of teaching materials used in the schools. There is a general dissatisfaction with the quality of the available educational materials in Economics. The concern also stems from the need to have continuing relevance of the materials, for economic development and the issues that it brings along are to be seen in a changing fashion. Unfortunately, this objective had been slow in implementation. In general, economists are in great demand and few of them had the necessary time to concentrate on the writing of teaching materials for use in the universities and the schools.

LOCAL AND FOREIGN ECONOMICS TEXTBOOKS

As a rule, local textbooks of a good enough quality have been missing from the teaching scene for as long as many can remember. So, there had been some great dependence on textbooks written abroad. In terms of the need of the elementary economics course, different schools responded differently.

There were those that relied mainly on textbooks written from abroad. In this case, Samuelson's famous text led the way, but other textbooks, such as Lipsey and Steiner, had found some use. The main dissatisfaction with such books had been that they were written for advanced economies and the most common economic problems faced in the Philippines were often neglected in these otherwise excellent textbooks.

Facing such a task, local universities and authors went into two directions. One direction was to prepare a textbook that would be written with the Philippine economy in mind. But not having the time to write such a textbook, members of the same department would band together to produce, in the quickest possible time, a book that would approximate the specification. A variation of this response would be to write textbooks that would more or less be adaptations of foreign textbooks, with appropriate changes in applications so that these would become relevant to the country's needs and problems. Along this line are a collection of textbooks which were disguised reproductions of foreign textbooks. There are discussions of locally relevant institutions, but there is little depth in the materials that have been substituted which are supposed to be locally relevant.

The second direction of this response is the "bridging role" provided by the communicators of economics to the lay public. This is the task, for instance, conceived by the founders of the Center for Research and Communication, where experimental textbook materials is a major activity undertaken by teams. Some of these efforts are discussed in this review.

Even then, when a serious effort at writing a substitute textbook was concerned, there was only enough time for the writers to make an attempt at a piecemeal segment of general economics. This meant approaching the textbook subject matter either from microeconomics or from macroeconomics, sometimes even relegating such important topics as trade, public finance, and economic development outside the main concern.

VARIATIONS IN QUALITY OF INSTITUTIONS

An important element in the response to the need for textbooks depended very much on the institutions concerned. In this regard, for instance, it cannot be denied that in the Philippines, the University of the Philippines, especially its School of Economics, which was founded in 1965 from the merger of the Department of Economics of the College of Business Administration and the then Institute of Economic Development and Research, is the leading school and it would set the pace in choosing teaching materials for its elementary course.

The position of all other schools and universities is partly influenced by this leading role played by the U.P. The choice and preparation of teaching materials at the U.P. would influence the choices to some extent of a group of universities in the private sector. But there are some universities that would be more venturesome in the experimentation with teaching materials that are prepared by their faculty. Lacking that, and accepting the need for indigenous materials in economics, they would accept the textbook materials that had been available for sometime in the country even if the updating of relevant facts and institutions were not done often enough.

The above statement describes basically what had happened in the field of elementary teaching materials used in Philippine colleges and schools.

GENERAL REMARKS ON THE TEXTBOOK SITUATION

The standards set for textbook writing are under greater control by the education authorities at the secondary level than at the collegiate. At the secondary level, the outline for the teaching of economics has been fairly well set by standards that were passed in 1949 and later. As will be shown later, the high school textbooks in economics and social studies have been written following an outline furnished by the education authorities.

At the collegiate level, standards are self-imposed. This is no doubt a result of the principle of academic freedom. There is therefore less regulation of the way economics (and for that matter, other subjects) should be taught and in what sequence of topics. As a result, books of different quality are to be expected. But it is presumed that the profession has its proper checks and balance, so that bad books will be weeded out by the better ones. This also implies that some books are entering the market at a sufficient rate so that a review mechanism for such books become feasible.

The schools which depend on a high quality of instruction may decide to rely on the well-known and tested textbooks available in the market. These happened to be mostly foreign textbooks. The justification for this practice is that superior quality content is (allegedly) found in these foreign textbooks. To make this practice successful, however, it is assumed that the instructor would bring in his lectures the appropriate institutional and relevant factual materials. The danger of this approach is that the frame of mind of the foreign writer always captures the pace of teaching the subject at hand, however relevant or irrelevant to the Philippine situation. It really takes an experienced teacher to dissociate oneself from whatever is irrelevant.

Even the best teachers, when lacking appropriate materials for reference, can become captive to the usual pedagogical examples used in the foreign textbooks. (One of my daughters told me of a visiting American student who sat in some economics subjects, who reported to her that much of the instruction in elementary economics course contained examples lifted from the U.S. And yet, here was a foreigner trying to catch a snatch of the Philippine economy through the economics course.)

In other schools, the use of locally authored textbooks in elementary economics has been encouraged. As the review subsequently to be made will reveal, much of the textual material is inferior to the content of the foreign textbook. In general, the contents of foreign textbooks are grafted into these textbooks, but the use of local and institutional examples are still inadequate if not irrelevant. Of what use then is the locally authored textbook if after the adaptation of the foreign textbooks had been done the final result is a work of inferior quality? Obviously some disservice is done in the name of education.

By reviewing the materials used in the teaching of elementary economics at the collegiate introductory level, it is possible to make some judgment of the situation in the country. The survey of course does not intend to be comprehensive. However, it turns out that there are indeed relatively few books that have been used at this level and therefore it is likely that the major textbook materials had not been missed. The state of locally authored textbooks at the intermediate level of teaching economics is even more sparse. So foreign textbooks control the field. Some of the local substitutes are unable to compete with the foreign textbooks largely because as a result of the book reprinting law, all textbooks can be reprinted for local use under royalty arrangements that are approved by the government. Under this setup, all locally authored books have to compete on the basis of quality since in all likelihood, the foreign textbook would be available at a very inexpensive price. Later on, at the end of this essay, some comments on this point will be elaborated.

As a result, there is little else to review at the intermediate level of textbooks, since the number of books are limited and if, at one time or other, they were available, the law of competition may have eliminated them from the market.

Some discussion of the secondary textbooks in economics is not only instructive but it is also related to the content of this review of teaching materials at the collegiate level.

PART II. RECENT EFFORTS TO PRODUCE ELEMENTARY ECONOMICS TEXTBOOKS

Recent efforts to improve the instructional content of elementary economics have come from two separate efforts -- the first from the University of the Philippines School of Economics and the second from the Center for Research and Communication (CRC). There were also solitary efforts of individual writers.

U.P. SCHOOL OF ECONOMICS

The U.P. activity was the result of collaborative efforts among the professors at the School to write a textbook. Every major topic was contained in a chapter written by a member of the Department with special interest on the subject. The resulting book was G.P.Sicat and Others, ECONOMICS AND DEVELOPMENT: AN INTRODUCTION. The book was designed as an experimental textbook. In fact, as published by the University of the Philippines Press, it was called a "prepublication issue". This was intended as a serious beginning for a new textbook for use in elementary economics. Published in 1965, the book continued to be in use for several years and until 1983, there was a newsprint edition put out by the U.P. Press.

There were 12 authors, 8 of which were members of the U.P.

faculty of which 5 were fulltime members of the Department of Economics. During the period 1964, the Department was host to several visiting faculty members. As a result, three of the contributors were from the Rockefeller Foundation program (Ruttan, Kapp, and Sirkin) and a fourth one (Ruprecht) was a Fulbright visitor. As a preliminary textbook, it was finished within one schoolyear, the product of several and simultaneous efforts by 12 authors.

The contents of this book revealed a wide coverage of topics which were suggested as essential for the introductory economics course at the U.P. This course, at that time as it is at present, is an introductory one-semester course designed largely for those who are required to take an introductory course. Many of those enrolled were expected never to enroll again in an economics course, and if they did, they would have to be grilled in the more rigorous theory course in microeconomics and macroeconomics offered separately as one-semester courses. These courses were essentially for those who would enroll in a professional bachelor's degree either in economics or business administration in the College of Business Administration.

The leading U.P. economists at the time were represented in this volume, supported by several well-known members of the U.P. faculty whose main discipline was outside economics but who were nonetheless holding appointments in the Department, like O.D. Corpuz (Political Science), Tito Mijares (Statistics), and Emilio Quintana (Agricultural Economics). The visiting professors were then mostly from the Rockefeller Foundation program, which had initiated financial support of the newly installed full-time Master of Arts program in Economics. The heavy load of visiting foreign professors was yet to come one year later when the Ford Foundation was to support the development economics training program for government administrators and planners.

This book had the following coverage: introduction (G.P. Sicat); notes on Philippine economic history (O.D. Corpuz); some elements of economic theory (Jose Encarnacion, Jr.); national income: measurement and concepts (Tito A. Mijares & G. P. Sicat); money, prices and the financial system (Richard W. Hooley); public finances (Agustin Kintanar, Jr.); international trade (Amado A. Castro); industrial growth, markets and business organizations (G.P. Sicat); the agricultural sector (by Emilio U. Quintana); technological change, productivity, and economic growth (Vernon W. Ruttan); population change as a factor in the economic development of low-output countries (Theodore K. Ruprecht); social costs in economic development (K. William Kapp); and economic systems and planning (Gerald Sirkin).

One injustice in any compendium of contributions is that one author becomes the lead contributor and the book gets associated with him rather than the contributors. This book came to be called "Sicat and Others" principally because J. Encarnacion insisted on that, partly because Sicat was responsible for seeing the final coordination of the work with the press, and also because he wrote besides an introductory concepts chapter and co-authored another. In reality, the moving spirit behind the scheduling, the pressures for producing the work within a limited period of time, and the initial conceptualization of the effort belonged to Jose Encarnacion, Jr. who as chairman of the Department of Economics saw the need for a textbook in introductory economics authored not only necessarily by Filipino economists, but one which would contain a range of topics responsive to the problems and institutions in the Philippines.

One problem of a book written by a committee is very much like a drawing or design undertaken by a group of artists. The camel, as a common joke goes, is an animal made by a committee. Individual style, special emphasis, and judgement as to what one considers essential and relevant come into play. So the book, despite its acceptance at the U.P. and some other schools could never really substitute for the integrated contents of the foreign-authored competing product. Indeed, as indicated by its tentative character, it was understood that a more definite version was forthcoming. After several years of use at the U.P. and because of a lack of follow-up (its principal authors having dispersed to their various activities), the continuing relevance of this book became of doubt. The U.P. School of Economics decided to update the teaching materials for elementary economics by still coming up with a new compendium designed to discuss the various economic problems of the Philippines.

The succeeding book by Jose Encarnacion, Jr. and Others, PHILIPPINE ECONOMIC PROBLEMS IN PERSPETIVE, was the resulting product. This book dealt with specific problems of the Philippine economy written from a perspective, and was designed to supplement any existing textbook, presumably Samuelson's textbook, which had become a standard text at the School. The undertaking of this book was contributed by the remaining senior authors of the earlier book who were active at the School, now augmented by a battery of new senior faculty members of the Department of Economics, who had since increased in number. This book served as a reading supplement to textbook discussion of economic theory. The weakness of this approach is the lack of unity of treatment and the difficulty of matching relevant theoretical discussion in an elementary textbook, which is primarily designed to deal with the problems of advanced countries. The advantage, on the other, was that one problem could be discussed more thoroughly, and, depending on the approach taken by the author, could be comprehensive or simply introductory. Indeed, this was what turned out, for as one can expect in a compendium, there would be a variety of approaches.

Professor Jose Encarnacion, Jr., Dean of the U.P. School of Economics, explained this much when he elaborated on the objectives and possible differences in viewpoints of the authors in the preface:

"The focus of this volume is on current problem areas of the Philippine economy. The objective is to present to students of economics (and hopefully to the general reader as well) summary reviews of some of these problem areas so that one new to the field could get a convenient overview of the situation. The author (or authors) of each chapter -- bearing on a particular problem area -- was asked to survey the pertinent literature and the available data, trace movements of the major variables during the last ten years, discuss policy aspects, and list questions that call for answers to enable policy-makers to have more information for their policy decisions. Also, each author was asked to consider prospects over the next ten years if possible, given current and likely trends. In each case, the focus of attention is a contemporary problem area, whose size may have been enlarged or narrowed by past policy decisions. ...

"Different authors would probably write on the same subject somewhat differently. For they might use different models to explain the same phenomena, or they might appreciate the facts differently, or they might consider the probable effects of the same policy action to be different. Then, even when there is agreement on models, facts, and probable consequences, there might be disagreement on what the social values and objectives should be. Clearly, there is plenty of room for disagreement.

"While other viewpoints could thus be entertained, the various contributors to this volume present their own reasoned views regarding their topics. Our aim here is simply to turn serious attention to problems confronting our society and economy, recognition of which should lead us part of the way towards their solution."

To some extent, the Encarnacion <u>et al</u> book, PHILIPPINE ECONOMIC PROBLEMS IN PERSPECTIVE, published by the Institute of Economic Development and Research of the U.P. School of Economics, could be interpreted as a second installment of the earlier Sicat et al book, produced one decade earlier. The Encarnacion volume did not supplant the material of the early book, which was intended as an introduction to economics. It was an independent book of readings on special topics of current concerns to the nation, analyzing specific topics in greater depth. It could therefore have been useful as a companion volume to the early textbook. But the "preliminary" textbook itself was getting outdated, with examples and statistics on the Philippine economy being only available until 1963.

In the Encarnacion _et al_ volume, there is a detailed discussion of such topics as natural resources (Agustin Kintanar, Jr. and Telesforo W. Luna, Jr.), population (Mercedes B. Concepcion and Eliseo I. de Guzman, Jr.), the food problem (Mahar Mangahas and Raymunda Rimando), unemployment and underemployment (J. Encarnacion, Jr., G.A Tagunar, and R.L. Tidalgo), inflation (Romeo M. Bautista), income distribution (Edita Tan), foreign trade and the external debt (Gonzalo M. Jurado), industrialization and trade (G. M. Jurado), and regional cooperation (J. Encarnacion, Jr.).

Like the approach of the earlier Sicat _et al_ book, the senior members of the U.P. Economics faculty contributed a segment of his efforts, relying on his special field of interest and expertise, and rendering a chapter, or reading, designed to inform on that subject. Because there is no linkage to a theoretical overlay of the subject matter, there was no intention beyond being largely as a supplementary text. Its flexibility is that it could supplement an introductory textbook written by foreigners, expecting that the teacher and the student could extract out of the foreign textbook the irrelevant contents and then to graft into those parts the relevant factual and institutional details. The instructor and the student still had to be fed with a maze of unnecessary detail or information to get through what may be considered relevant.

While this method can be seen optimistically as an effort to get the best of both worlds -- using the most accepted foreign introductory text and getting a spice of analysis by several Filipino economists -- it is definitely inferior to having an acceptable locally written textbook and then appealing to the same set of readings as supplementary discussions of national economic issues. With the exception of a purely theoretical textbook, which can be written by any person and useful to any class in pure theory, a textbook in economics to be comprehensible and relevant in the experience of beginners on the subject has to be written with a particular locale or point of reference in mind. Otherwise, the examples become somewhat far-fetched or irrelevant. This is why any major country must have textbooks on specific social science subjects that are uniquely relevant to their experience.

CRC EFFORTS

Early undertakings to provide textbooks in economics were undertaken by its two academic leaders, Jesus P. Estanislao and Bernardo M. Villegas. Initially, each of them undertook to write complementary books dealing with microeconomics and macroeconomics. They have also undertaken to expand on the understanding of industrial economics through succeeding materials, either in the form of a book of readings or of other discussion memoranda which were used for instruction in their Center mainly to businessmen undertaking specialized economic study on a semestral level.

Two separate textbooks were published in 1970 by the CRC, which later on were subsequently published by Sinag-Tala Publishers, a subsidiary of the Center which specializes in the publication of economics teaching materials. ECONOMICS OF A NATION, by Jesus P. Estanislao, dealt with macroeconomics, and ECONOMICS OF A CONSUMER, by Villegas, was on microeconomics.

These two books, if put together, would constitute what would be the normal contents of an introductory text these days insofar as adding micro and macroeconomics together. The CRC textbooks represented attempts to relate Philippine economic situations and problems to the principles that are often taught at the elementary level. There were ample illustrations, most of which tended to illustrate the effects of particular economic events or policies to actual situations.

The CRC texts emphasized its institutional effort as a team effort in the field of economic education; this was a field in which the initial thrusts of the center were directed. In particular, they designed their textbook writing as a communication guide to the businessman, but they were also planning to bridge the lack of suitable textbooks in elementary economics.

ECONOMICS OF A NATION contained many examples of policy tools applied to monetary and fiscal policies in connection with aggregate demand management. ECONOMICS OF A CONSUMER dealt with microeconomics and brought in as much as possible some applications to business economics. These two books were largely experimental. Their informal, chatty and, sometimes, careless style oftentimes were a problem than a didactic aid, but they represented a welcome, fresh wind in economic education.

Out of these initial efforts were produced two textbooks. The first of these is Bernardo M. Villegas' GUIDE TO ECONOMICS FOR FILIPINOS. The second is an elementary textbook with a macroeconomic emphasis, which is ECONOMICS: AN INTRODUCTION, by Bernardo M. Villegas and Victor A. Abola.

Villegas' GUIDE was published in 1972, and a second revised edition was published in 1977. The book has been well-received in general. GUIDE TO ECONOMICS, published by Sinag-Tala Publishers, is a book intended to fill a void in teaching economics with a microeconomic bent. In this connection, it is an improved version of the ECONOMICS OF A CONSUMER, which was the experimental textbook in microeconomics produced by CRC. GUIDE, however, is an expanded version. The target market was the economics course in the secondary schools. And it has succeeded in gaining some ground, based on its steady growth in reprinting.

GUIDE contains a short macroeconomic section (Part VI, "The Economics of the Nation"), which discusses very briefly national income concepts and also monetary, fiscal and foreign trade issues. The rest of the book (Part VII, "Introduction to Economic Development"), covers such topics as the definition of development, labor, agrarian reform, regional development, taxation, industrialization, and the role of the state in development. The contents as stated here are from the second edition, which contained some improvement of textual and expositional material and an expansion of the development chapter contents.

This book, while apparently intended to be used in introductory courses in the secondary schools, has some collegiate market, at the most elementary level. GUIDE TO ECONOMICS represents a welcome and major improvement over the existing competition. It certainly raised the quality of analytical content of locally published textbooks. But one must add that the quality of the material before it was out-moded and contained much less analytical content.

Villegas writes well when he relates the subject to Philippine situations and institutions to economics. Yet the book, probably because of its elementary coverage, could improve in its use of actual empirical material as compared to situational examples in a hypothetical setting, which he excels in. The focus on Philippine local color helps in providing content to local problems. As a result, it has interpretative content to which the Filipino can relate more comfortably. Villegas has good writing and communication skills.

But the book suffers grossly from some faults which a third edition can easily remedy by extirpation. There is an imbalance in the first part which is longish, before the book even begins to discuss supply and demand and more serious economics. This part tries to relate the economic setting with institutions, history, and other issues. The author at times takes up the cudgels of a defender of orthodox theology of the Church even when the latter, surely, needs no apologist. It probably has enough clergy to propagate the religion. And a book in economics is better probably when it does not attempt to propagate a particular point of view, while bearing in mind that all good textbook writing must contain an author's stamp of personality. This provides him the opportunity to quote papal encyclicals whenever he felt the subject required it. Whether to chasten or cheer the faithful, parts of the book sound like a tract in keeping the faith.

Villegas insists on the need for a moral philosophy from which to view economics, or else he thinks economics loses its relevance as a science of man. There is little point in debating this. Economists have been known to have their strong personal value judgments and ethical biases from time immemorial. But one can lose a sense of balance, as he does, when he discusses economic issues in the context of Catholic orthodox doctrine.

Take the case of the population debate. While this issue is recognizably a sensitive issue in a Catholic country, it is important to provide a clear exposition of the issues rather than let one's strong feelings take over. A textbook writer's task is to be tolerant of other views and he should not fall into the trap of being in the extreme like the common pamphleteer. That he had fallen to an unfortunate extreme position is shown by the following. In discussing "the need for a philosophy," Villegas touches on the issue, by criticizing an extreme group -- "some birth control propagandists" who propose "to control population through all forms of birth control". He then argues, for the sake of argument, that adopting other methods of population control such as the herding and brainwashing of children and Stalin's and Hitler's methods of extermination of unwanted populations could work more efficiently. Such technique of <u>reductio ad absurdum</u> argument surely does great disservice to the discussion of an important economic and social issue. Rather than appeal to common sense and reason, such argument in the extreme incites an appeal to emotions and prejudice of whatever type.

Another example is the discussion of the role of the Church in the Middle Ages (pages 118-121), which seems, to begin with, out of proportion to the scant economic history (of the market system) being discussed. Such issues could best be settled in books and forums that do not deal with elementary economics. Because he gets deeply mired in these orthodox issues, Villegas writes statements which belong to sermons on Sunday, or to a book on Christian theology, such as: "The doctrine of the Church can never be modified. No matter how evil and corrupt a few members of the Church's hierarchy have been through these last twenty centuries, the teachings of Christ have remained pure and unmixed with error."

Economists and scientists can remain deeply religious in their daily practice. It is probably better for them, however, to write textbooks without preaching their religion, or they should say so in their title page that the book is designed for a subset of learners. In this way, the reader is not surprised by the content of the book. The educator in a field which is claimed to be a science must learn the limits of one's value judgment especially in an elementary text. It is tough enough trying to teach the elements of economic reasoning without complicating it with one's strong personal beliefs.

ECONOMICS: AN INTRODUCTION, by Bernardo M. Villegas and

Victor A. Abola, was published in 1973 under the authorship of Rolando Sto. Domingo, whom the authors of the later second and third revised editions credited as "mainly instrumental for the writing of the first edition of this book". Like Villegas's GUIDE, this represented an improved version for teaching elementary economics compared tothe earlier CRC text by Estanislao, ECONOMICS OF A NATION. Probably because of its coverage, it is the vehicle which is getting adopted as the college elementary textbook, Villegas' GUIDE having been gaining usage in the secondary schools. Therefore, it was not surprising that it would be used as the main vehicle for the textbooks developed by CRC.

The Villegas-Abola book was beginning to gain acceptance in some colleges and universities as the second best alternative to a foreign textbook, judging from the several reprintings that have been made. Indeed, based on the materials available on the market at this point, there was little else that reputable schools trying to teach a respectable Elementary Economics course could turn to.

The Villegas-Abola book is an elementary textbook with a macroeconomic emphasis. After introducing the bare elements of economics and of supply and demand, it introduces national income analysis, in accordance with the usual Keynesian approach. A third part of the book deals with the monetary and fiscal aspects of national income analysis. The discussion of the balance of payments and the income determination economics with foreign trade follows. The last part of the book is an introduction to economic development. It is rudimentary and almost seems like an afterthought to a textbook which, according to its objective is designed to "capture the latest developments in the discussion of macroeconomic principles and relating them to a developing country like ours."

It is useful to comment here on some directions that CRC has undertaken where the pay-off seems to be promising. Bernardo Villegas has written yet another book, BUSINESS ECONOMICS FOR FILIPINO MANAGERS, which was designed as an introductory book on economic analysis for the business decision-maker. Initially published in 1972, this book has been revised and retitled into MANAGERIAL ECONOMICS in 1977.

This is a useful book. It summarizes in an elementary fashion the relevant areas where economics can be used to analyze various aspects of business decisions. Someone seeking a rigorous treatment of the subject matter will not find it here, for most of the problems and analyses are illustrative and very elementary, but the introductory material is sufficient to convey the richness of the possibilities. Because of its lack of rigor, the reading references are a useful jumping off point for elaboration of the subject. Where Villegas excels is in putting the Philippine situation in relation to the subject at hand, and where the material is sufficiently a universal technique, he and his colleagues have managed to put in a slice of local color to make the material more interesting and, therefore, understandable.

Two relatively obscure textbooks appeared in the last decade. They have apparently been used only in the institutions where the authors taught.

The first is Ricardo D. Ferrer's AN INTRODUCTION TO ECONOMICS AS A SOCIAL SCIENCE, published by Malaya Books in 1970. This is a well-written introductory textbook. Of all the books prepared as an introductory textbook, Ferrer's had that essential unity of treatment and approach lacking in the other textbooks so far discussed. However, it suffers from two major faults which affects its teachability at the elementary level for the average Filipino student. The first problem is its theoretical approach, which makes enormous use of diagrammatic analysis and elaborations of these, so that the level of comprehension needed by the student rises commensurately. The lack of suitable examples and references to actual situations, including institutional details, handicapped the book. Ferrer's idea was to introduce economics as "a whole economic process rather than make (the student) familiar with economic terminologies and concepts which sooner or later are forgotten." The problem, however, is that when a student is faced with theoretical situations from the most primitive situation (Robinson Crusoe without Friday) to that in which there are many participants, including countries through foreign trade, the student who probably began to learn what economics has to say about the real world in his country would have found a very complicated subject having remote relevance. A theoretical approach to the introductory economics course could succeed only when the textbook or the instructor has given it some spice of relevant real life situations, especially those closer to home and country. The level of the treatment of the subject matter is between the elementary text and the intermediate theory textbook. This therefore constitutes a problem for any book being used at the introductory level.

The second problem of the book is the discontinuity evident in its effort to plunge into the relevant domestic issues. From Chapter 1 to 15, the reader is given the normal theoretical underpinnings for the understanding of accepted economic theory, both micro- and macroeconomics. The subsequent chapters (up to Chapter 20) of the book then deals with the interpretation of economic development in the Philippines and in the world economy. The analysis is along the Marxist line developed by Paul M. Sweezy and Paul A. Baran. This Marxist interpretation of imperialism and economic development has gained currency in many countries, especially in Latin America and is in current vogue among noneconomists who interpret political developments in the Philippines in terms of the influence of foreign "monopoly capital." Chapter 18 on imperialism builds this thesis. This is not the occasion to discuss the interpretation of economic history or of special models of economic development. Needless to say, that this line of presentation has also become a major factor in its obscurity, because it is not in the mainstream.

The last chapter is an interesting thesis on the development of economic dualism in the Philippines. It surveys Philippine economic history and is full of references to the historical economic literature. This chapter clearly did not have a place in the book in that form, because its treatment is advanced and the level of exposition is for the professional journal. It should have been a paper published in the PHILIPPINE ECONOMIC JOURNAL rather than inside the pages of an introductory textbook so as to be able to exert the necessary influence and contribution that it deserved.

Ferrer's book is well-written, but its level of presentation and the discontinuity of the book are its main obstacles. It is also a book written outside of the mainstream. This book was apparently used at the Philippine College of Commere (now the Polytechnic University of the Philippines) at one time. But Ferrer now teaches at the University of the Philippines.

G.S. Abad's book, ECONOMICS OF PHILIPPINE BUSINESS, represents another attempt to write a textbook on introductory economics. Abad wrote this while he was connected with the Ateneo de Manila University's Department of Economics. This is a brief book, with an emphasis on microeconomics.

Abad's belongs to the genre of books which summarizes only accepted theory. The discussion is mostly theoretical and illustrative, but there are sparse illustrations from Philippine situations. However, it is a more concise treatment of microeconomics, and, compared with Ferrer's, less diagrammatically cumbersome. Its technical illustrations are sound and convey useful principles. However, the book fails to convey the essential elements for its justification. There are very few discussions of Philippine situations. The title is a misnomer. The content suffers from the failure to illustrate the relevance of particular Philippine situations, which is the strength of the textbooks written by Villegas.

SOME SHORTCOMINGS OF EXISTING TEXTS

Yet one must ask why inspite of these efforts to produce textbooks, there was a gravitation towards the use of foreign textbooks on the one hand and that of obviously inferior teaching materials that continue to be the staple of teaching in the universities where there is a large enrollment of students, in particular those with a large enrollment of business students.

There are several reasons. The most important, it would seem, is the general dissatisfaction still with the contents of the locally available substitutes. The product available had not demonstrably become superior in the judgment of those teaching economics, to the foreign textbooks abroad in elementary economics. Another reason is lack of comprehensiveness of the local substitutes. Because of this, the local teacher failed to get the necessary flexibility in approaching the subject matter. Another reason could be lack of clarity and, in the case of some examples, a writing style which borders on chattiness. In the case of other examples, there is a tendency to deal with the exposition of standard theory but it fails to convey the appropriate relevance to the Philippine setting. It is not sufficient to be able to demonstrate that the situations being described applied to the Philippines. It is necessary also that the approach to the subject is easily conveyed and that the essentials of clarity of exposition and some great effort at objectivity be adhered to.

Of the materials produced at the U.P., the most serious criticism one could level was lack of unity of style, wide gaps in subject coverage, and finally, a great variety of approaches to the subject. What was intended as a unified text became to some extent a book of planned, sequential reading, in which the material covered varied in relative emphasis. This was an acknowledged shortcoming of any compendium. The U.P. efforts did not progress because of the lack of patience to revise materials and adjust to the requirements of pedagogical necessity. It is hampered most of all by the largeness of the number of contributors.

The author's experience with the Sicat and Others book when he was lecturing the U.P. Introductory Economics course, was that the theory chapter, written by J. Encarnacion, because of its brevity and packed contents, took a great deal of the time of the elementary economics course, while the other chapters did not measure up to the analytical example set although they were rich in institutional detail, relevance, and possible linkage to that chapter. There was an abrupt discontinuity of the instructional material, and this represented a setback at the level of the professor.

The analytical logic is oftentimes found in the modern economics textbook, but the relevance of the emphasis as well as the institutional citations are out of touch with the country's actual realities, or even the realities of the developing world to which the Philippines belong.

In resolving this twin problem, it became essential for the teacher to develop the inferior alternative of utilizing somewhat inadequate adaptations of foreign textbooks, or sometimes local books written from materials contained in foreign textbooks, with an attempt to substitute examples for local names. Sometimes, the solution consisted of utilizing the foreign text, but relying on some book of readings for alteration of some teaching content with local examples.

The CRC textbooks, including the recent book, PRODUCTIVITY: PATH TO PHILIPPINE PROGRESS, by Bernardo Villegas and Pastor Lorenzo, suffered from unevenness in quality of presentation, a great tendency towards chattiness. In Villegas' own words, in the second edition preface to his GUIDE, acknowledging this problem, their style tended to be "smart-alecky" and "groovy", which distracted "the student's attention from the necessarily painful process of understanding complex economic relationships." This book, PRODUCTIVITY, is also confusing because there is a first person singular, narrative which is biographical in some parts while in others it assumes a third person, impersonal approach, and yet it is written by two authors.

PART III. OTHER ELEMENTARY ECONOMICS TEXTBOOKS

AN OLDER PHILIPPINE TEXTBOOK

This to some extent reveals the lasting quality of Andres V. Castillo's PHILIPPINE ECONOMICS, a book written in 1949. The book that Castillo wrote for collegiate introductory economics was PRINCIPLES OF ECONOMICS (University Publishing Company, 1957), but the book appears to be out of print and could not be located in libraries and in bookstores. It would seem therefore that his PHILIPPINE ECONOMICS, which was written as a secondary textbook, has found its use in the introductory collegiate text. This is a book written in the institutional approach and in the pre-modern postwar economics tradition. But its enduring quality perhaps to the many teachers in elementary economics is due mainly to the lack of appropriately modern textbook materials. It also has its virtue of comprehensiveness in content, its relevance to Philippine institutions and problems and the ease of its descriptive approach. The book, judged in present-day terms, is quite deficient in analysis even in the area of the classical concerns of economics such as "supply and demand", which the old textbooks before 1950 tried to emphasize. In the pre-modern textbook context, this meant more emphasis on microeconomics.

But Castillo made up for an explanation of some of the immediate problems or concerns facing the economy, for instance, the discussion of labor, land problems, agricultural development, industrialization, mining, forestry, transportation and utilities, government regulation and business, the monetary system, banking and credit, domestic and international trade, cooperatives, public expenditure, and so on. In short, the book gave a broad sweep of the areas of real concern to one who is confronted with the reality of economic problems in a country like the Philippines.

Castillo's book was revised in 1969. This is the book which is still in current circulation at the present time (1983). The updating of the book led to a presentation of developments on the Philippine economy up to 1966. There is also a trimming of the discussion of the early postwar period. However, this book which is essentially an institutional textbook lacks depth in the economic analysis expected of the more modern economics textbooks. It is a useful book but as a textbook, there is much that can be improved. Perhaps to escape from this problem, each chapter contained extensive references at the chapter's end. Together with topics for review, problems for discussion and topics for study and report.

It is to be noted that PHILIPPINE ECONOMICS was written for high school. Yet, the material contained on the Philippine economy was useful even for use in the introductory collegiate course, for lack of other books. In fact, its preparation was in accordance with the brief outline of the course of economics for the fourth year classes in secondary schools prepared by the Board of Textbooks. Among the existing genre of books written for the high school level, this book represents a far superior material. By today's standards, it falls short in two major areas: firstly, its coverage is now outdated. Therefore, it fails in the task of conveying the relevance of present economic conditions to the understanding of economics. Secondly, the textbook standard can be raised to imbed a greater theoretical underpinning to enable the reader to get some grasp of elementary economic reasoning, both in the micro- and macroeconomic end. Specifically, even supply and demand is not discussed adequately, so problems of cost determination cannot even advance. Macroeconomic concepts, such as national income, are totally absent. So we could not proceed even to discuss aggregate demand and supply. From this viewpoint, the content is "primitive".

But this does not detract from the usefulness of the book itself. Yet, until the appearance of Villegas' two books, Castillo's PHILIPPINE ECONOMICS was by far the better book in the field, and was itself used as a reference in the introductory collegiate level. This statement reveals much about the state of teaching materials in economics at the high school and collegiate levels.

The same type of concerns are contained in the traditional textbooks made available and utilized in high school. The problem of course with such books is the massiveness of the facts that are discussed. While there is a masterplan available, as suggested by an outline of course work covered in a directive of the Ministry of Education, the problem is lack of analysis and the presence of excessive factual reporting. In the end, the student comes out of an economics course filled with facts or information (if at all, normally absorbed perhaps by memory work or by rote) while failing to understand how those sets of information relate to one another. This is the danger that students in elementary economics will face: the problem of being exposed to a tangled web of information that cannot be connected in some logical sense. Obviously, the thread needed to put the facts together is analytical logic. In short, some elementary grounding in theory.

COMMON TEXTBOOKS USED IN LARGE UNIVERSITIES

In the large, private universities, the commonly used textbooks tended to be a locally written textbook which was patterned after the old descriptive and institutional textbooks in vogue, after the manner of the pre-modern economics textbooks.

A dominant feature of this is the relatively homogeneously poor quality of textbook material, which leaves much to be desired either in analytical content or in institutional relevance. The standard descriptive approach would enumerate topics and specific subjects, sometimes providing examples that refer to local situations. For instance, the discussion of demand and supply would refer to examples involving rice or any native product. After asking standard questions that could be found in any foreign text, the matter moves to the next subject. Under this setup, the effort to put local examples does not measure up to the addition of analytical situations that would provide a better understanding of the current economic problems facing the nation.

An example of this textbook material is the work that has consistently carried the authorship of Jose V. Gragasin with a changing set of coauthors. One example is PRINCIPLES OF ECONOMICS IN THE PHILIPPINE SETTING. Another is BASIC ECONOMICS FOR COLLEGE: AN OUTLINE AND GUIDE, which is coauthored with Zosimo Ella. One of these works was the subject of separate book reviews in two Philippine journals by Jose Encarnacion, Jr. and this author.

These books have had their metamorphoses in authorships as a result of the need to cover a wide variety of markets for textbooks. The authors work from an established position in their own institutional bailiwicks. In some sense, they exercise some element of monopoly control over the textbook to be utilized. This method of market coverage through coauthorship is a well-known method of co-opting a larger degree of market control. So long as the content of the textbooks are homogeneously of some deficient quality, this method of supplying textbook materials in Economics as well as in any other field would suffice in splitting the market for textbooks. The more authors there are and the more strategically located they are in the larger schools, the better for market coverage.

This has not prevented, however, the fluorishing of some professional textbook writers. One example of this is Gregorio S. Miranda, formerly associated with the University of the East, who has to his credit several textbooks in many areas of Economics, such as: ESSENTIALS OF MONEY, CREDIT AND BANKING; INTERNATIONAL TRADE; BUSINESS AND GOVERNMENT; ECONOMICS FOR HIGH SCHOOL. In addition, he has written some books in business education, such as: BASIC MARKETING, INTRODUCTION TO THE STUDY OF BUSINESS IN THE PHILIPPINES, ELEMENTS OF BUSINESS FINANCE, and COMMERCIAL BANKING.

Relevant to the subject at hand is Miranda's INTRODUCTORY ECONOMICS, which, judging from the selected bibliography consisting of more than 30 entries of books, more than 90 per cent of which are textbooks published in the United States, depended to a large extent on the treatment of subject matter in the western textbook. In his preface, however, Miranda justified his book because most of the economics books were "written by American authors intended purposely for use in American colleges and universities," so that they "do not find any relevance to the Philippine scene."

Miranda's book had references to domestic situations, institutions and also special problems. For instance, he includes two separate chapters on land reform and on taxation pursuant to the "directive of the Bureau of Private Education."

Even though such books have made an effort to relate to Philippine settings and conditions, the analytical content and the level of instruction is deficient.

Books such as Miranda's and Gragasin's which are written for an introductory economics subjects in a collegiate level represent a retrogression from the level of Castillo's PHILIPPINE ECONOMICS. Indeed, Castillo's book contains much more relevant material not only on the Philippine economy. It seems that, for its many shortcomings largely as a result of its vintage in production, it contains more relevant instructional content. Miranda's INTRODUCTORY ECONOMICS was revised in 1983 into a slimmer book, but there is little textual improvement.

Of a different genre is the textbook credited to Celedonio O. Resureccion, head of the Economics Department of the Far Eastern University. Published by Alemar-Phoenix Publishing House in 1975, the book acknowledges on the copyright, not on the author's page, that it is adapted from Werner Sichel and Peter Eckstein, BASIC ECONOMIC CONCEPTS, Rand McNally, 1974. The copyright page further states the following: "This Philippine edition is an adaptation of the original American edition and is published for sale in the Republic of the Philippines only. It is an authorized edition in the Philippines and is made available in the public interest at a highly reduced price."

It is a common practice among publishers sometimes to buy from the author(s) the respective copyrights for textbooks so that these could then be reproduced in other adaptations. Publishers would then turn around to other authors, sometimes in foreign countries so that local adaptations of the textbooks could then be developed. However, in these cases it is never the case that the original authors are relegated to the copyright page. In fact, the original authors come out with their names appearing ahead of the adaptor, although the latter then is made to claim coauthorship.

For instance, there is an Australian edition of Paul A. Samuelson's famous textbook, in which two Australian economists expurgated the American textual materials, brought in the relevant Australian institutional and relevant factual details, and adapted the issues and coverage to the current Australian economic issues and problems. But that still could not preempt the book to the full credit of the Australian authors. Indeed, they were secondary authors to Samuelson.

What may have complicated the Philippine case here is the presence of the reprinting law. The law has made clear that under certain conditions books published abroad may be legally printed in the country, but this did not include replacement of authors or even the change of content of the printed materials. In fact, the reprinting law did not contemplate removing the full credit of creative enterprise, which is considered a basic right of authorship. So one may conclude in this case that the publishers and Resureccion may have had a unique agreement with Sichel and Eckstein and Rand-McNally to have come out with a Philippine edition, in which the authors, with their consent, disappeared from the title page of the adaptation. Or something may have been amiss in the execution of the Philippine adapation.

Having said this, the book has made an effort to improve the local content which may be more applicable to Philippine conditions and examples. Examples are in pesos, supply and demand are for rice, and persons used in examples become Mr. Santos. But in spite of these efforts to bring in local substitutes for subjects referring to the American content, the material itself suffers from that condition of having been lifted right out of a truly foreign context.

Another example of a textbook for elementary Economics is that by Dellie A. Layaoen, BASIC ECONOMIC ANALYSIS. Privately printed and apparently intended for the author's classes at the University of the East in 1969, this book represents a more analytically inclined treatment of elementary economics. It suffers from lack of institutional and relevant examples, but is full of diagrammatic analysis, covering micro and macroeconomics. The book is concise and did not give pretense towards imparting any institutional and setting relevance. In this respect, it covered much of what may be considered accepted elementary economic theory often imparted in courses with an analytical bent. It is therefore as if the material is a set of theoretical lecture notes on techniques of analysis.

If only the Layaoen book (or Abad's book, discussed already) had been able to bring in some of the topics covered in such books as Castillo's, then the material of both would have been substantially improved, for it has much more useful analysis where others are very deficient.

In conclusion, the materials made available for use in the teaching of elementary Economics at the collegiate level has been largely deficient because of the preponderance of inadequate textual material. In the private schools especially, the use of homogeneously poor quality textbook material may have contributed to this. The lack of a superior textbook to help inspire teachers to devise their teaching more relevantly is also a major shortcoming.

PART IV. SECONDARY ECONOMICS TEXTBOOKS

A PRE-WAR ECONOMICS TEXTBOOK

During the first decades of the twentieth century, one problem of the educational system under the colonial rule of the United States was to provide relevant teaching materials about the country, including economics. The need was acute for materials that fostered awareness of the local economy and of economics in order to understand the forces shaping the national economy.

An early textbook of the period in economics was written by Hugo H. Miller, published in 1920. This was ECONOMIC CONDITIONS IN THE PHILIPPINES. It is useful to quote from the first edition foreword of this book, by Frank R. White, Director of the Philippine Bureau of Education:

"In accordance with the present purpose of the Bureau of Education to adapt its instruction as closely as possible to the life and needs of the people of the Philippines, a course has been introduced into the high-school curriculum embodying a half year of physical geography, a half year of commercial geography, and a full year's study of the economic conditions of the Philippines.

"This book is to serve as the text in the subject of economic conditions in the Philippines in the fourth year of the secondary course. It is not a theoretical treatise on economics; it rather represents a study of everyday facts with which all young men have to do who are engaged in any useful occupation in this country. In the last year of his shool work, instead of devoting himself to purely academic studies, the pupil assimilates a body of information which tends to lead him into intelligent and useful citizenship....

"The preparation of this work has involved many months' work by a large number of well-qualified persons. The dearth of publications on the various subjects considered has necessitated the gathering of original information from all parts of the Islands, and on this task approximately one hundred and twenty American and Filipino teachers have been employed. Under date of March 1, 1912, an outline prepared by Mr. Hugo H. Miller was sent out by the Director of Education to these collaborators throughout the Islands....

"The completed text is an original and valuable treatise on a vital subject, and as the facts here presented are digested by the many hundreds of pupils who will devote themselves to their study, the book may well prove to be one of the effective agencies in the material upbuilding of the Philippines."

The author, Hugo Miller, wrote in the introduction to the first edition:

"This book is written for beginners in the study of economic conditions in the Philippines. Its object is to explain the economic position of the Filipinos in their own Islands and in the world in general, and to state, analyze, and discuss economic conditions found here. Theoretic economics enter into this discussion only as subordinate to and explanatory of actual fact. It is believed that this study will give to students an idea of actual economic conditons existing in the Philippines and a comparative idea of those found in other countries, and at the same time will result in a knowledge of the natural laws upon which all economic discussion and reasoning must be based...."

In a revised edition published in 1920, the author wrote in the preface:

"Changes in the course of study have necessitated the addition of more commercial geography and theory of economics to this text. The book now becomes an outline for the entire course in commercial geography and economics in the fourth year of the high school.

"Economic facts as they relate to conditions in the Philippines are presented rather fully in the text. The material in commercial geography and eonomic theory is especially emphasized in the suggestins fro review and original work by references to original sources and to textbooks.

"It is generally recognized that in an elementary high-school course in economics the maximum of facts and the minimum of theory is desirable. Nevertheless, theory is the course of least resistance for both teacher and pupils. Facts are hard to find, difficult to apply, and less susceptible to discussion than theory. The author hopes that the suggestions at the end of each chapter will be sufficient to point the ways, and that the teacher will use his own initiative in having them applied to local conditions. One original report by the pupil is, in the opinion of the author, far more profitable than the discussion of unapplied theory. A well-directed discussion of an economic condition of fundamental insular or local importance will result in a better grasp of the subject of economics than the elaboration of intangible theory. The theory should be applied, else the subject will soar far above the heads of the pupils, and the objects of the course will not have been attained."

These elaborate quotations are made to emphasize the philosophy in the writing of what may be the prewar classic textbook in Philippine economics. The Miller book was the book most used in the Philippines for many years during the American period. To many Filipinos who were educated during this period, this was an inevitable learning material. In fairness, there is no extant competing book that had come to this author's attention, probably because it was a clear case of monopoly. (This author was surprised to learn that his sister who went to school one year ahead of him and was, like him, a postwar product of the university educatonal system still kept a copy of this book. She told him that she used this book in the early 1950's to learn about Philippine economics.)

This book's merit was that it was probably the only comprehensive elaboration of the Philippine economy during this period. It was basically a book describing economic conditions in perspective. It was divided into two major parts: agriculture, which contained chapters each on the food crops, rice, corn, and lesser food crops, and the major commercial export crops, abaca, copra and coconut, sugar, tabacco and other export crops, and then separate chapters of the problems of the agricultural sector such as location, development, land tenure and labor. The other part of the book centered on the nonagricultural sectors and discussed fishing, forestry, animal husbandry, manufacturing, and exchange.

One of the merits of the Miller book was the approach to the subject matter which was by sector. This enabled a singular discussion of the historical background of the importance of the sector, the present problems, the institutional and economic settings which affect the sector, and the outlook for the industry. The statistical information on the sectors made them of lasting information. Each chapter was accompanied by an extensive list of topics for further discussion and independent work.

It is useful to note that this period also induced the preparation of excellent textbooks, among them in the biological sciences, which were, like Miller's economics, utilized in the public educational system. The Bureau of Science published in 1912 the book by E.D. Merill, A FLORA OF MANILA, which served as a useful text in botany, among others, and Roy E. Dickerson (in collaboration with several others whose specialties were entomology, botany, geography, ornithology, geology, and paleogeography), published also by the Bureau of Science in 1928, DISTRIBUTION OF LIFE IN THE PHILIPPINES. These books were very essential publications in the preparation of teachable materials in science and were, in fact, utilized for these purposes.

POST-1946 ECONOMICS TEXTBOOKS

Naturally, Miller's ECONOMIC CONDITIONS would become to some extent a model for the succeeding materials to be produced in this area by other textbook writers. For sometime, during the postwar period, the dominant textbook utilized in high school economics was a work undertaken by Celeste, Ella and Capino, ECONOMICS FOR PHILIPPINE HIGH SCHOOLS, and by Castillo, PHILIPPINE ECONOMICS, already discussed elsewhere above. These two books were the two candidates to succeed Miller's book during the period of independence.

At this point, it is useful to continue some discussion of the Castillo book, since this has already been the subject of an early commentary. Writing in 1949, this book deservedly occupied a useful role in conveying the early postwar economic problems of the Philippines. Its coverage is wide, having been patterned after the course content to be conveyed in secondary level economics, which was a full-year course in Philippine high schools.

The content covered, in the words of Castillo, the following:

"...The discussion of the price system, monopoly, government and business, money, banking and credit, the principles of international trade, cooperative enterprise, different economic systems and economic reconstruction and planning may be more extensive than what is called for (in the course outline), but parts of the chapters that treat of these topics may be omitted if time does not permit their inclusion in the course. I have tried to cover as wide a field as possible with a view to affording students sufficient background to understand current economic controversies and public discussion of economic questions and thus promote 'economic literacy,' so that they may be better prepared to perform their duties and assume their responsibilities as citizens. Economic problems continually press for solution, and only a clear understanding of these problems and the underlying principles involved would enable our citizens to contribute intelligently and effectively to the making of a better economic society."

To the extent that Andres Castillo's book became a widely used vehicle for teaching of economics during these postwar years, he has performed a major service to economic education. Judged from the current developments in the field of economics, this book certainly belonged to the pre-modern economics textbook. In presenting relevant institutional materials on the economy in the light of the teaching that had to be done at the time, Castillo was able to preserve some interesting material for subsequent users of interesting historical information that is relevant to the study of the Philippine economy.

Celeste, Capino, and Ella's (referred to as CCE) ECONOMICS FOR PHILIPPINE HIGH SCHOOLS may have had a long run as a textbook in elementary economics. As a secondary school student in a Manila public high school (Arellano High School) in the early 1950's, this was the book used in the class where Jaime Laya, Victor Macalincag, Loretta Makasiar, and this author were tutored. In addition to it, their economics teacher may have had a notebook on the various theories of economics so that economics learning consisted of memorizing certain obscure theories and relating them to whatever CCE wrote. The book is of postwar vintage. The first edition was written in 1946, and its copyright page lists 1948 and 1949 as copyright dates. Apparently, a revised edition was undertaken in 1951, while the last entries of the copyrights are 1956. A revised edition copyright for 1982 is also entered in later printings, although upon examination of the content for this edition, it seemed that the only entry altered was the copyright date. All the material did not contain any statistical or material update beyond the mid-50's.

The book still being marketed is based on the 1951 edition of the Course of Study in Economics for the Fourth Year and on the Board of Textbooks in its Brief Outline of the Course in Economics for the Fourth Year Classes in Secondary Schools. The authors utilized the principles and techniques suggested in ECONOMIC EDUCATION, the eleventh yearbook used the the National Council for the Social Studies. The course of study was according to a "unit plan", and for purposes of the book there were 16 units, which were, as stated in the preface of this book:

I. Fundamental institutions for our present economic order
II. Philippine labor and its problems

III. Systems of land tenure and problems of agriculture -- their effects on the economic development of the Philippines

IV. Our agricultural crops and industries -- their production, status, and problems

V. How our government promotes the settlement and cultivation of agricultural public lands

VI. The need for the sound development of our genetic and extractive industries

VII. Manufacturing -- its development in the Philippines

IX. The role of cooperative enterprise in our economic life

X. Transportation and communication -- their relation to the progress of our country

XI. Development and problems of our domestic trade

XII. Our foreign trade -- its significance, growth and problems

XIII. Money and our monetary system

XIV. How our government administers and spends public money

XV. Savings and investments -- their values to the individual and the community

XVI. Applying what we have learned

The CCE book has encyclopedic contents. But its great problem is precisely this mass of detailed information which is forced upon the reader. Hodgepodge is not easy to disentangle. It seemed as if learning economics was reading a Fookien Times Yearbook, except that as the years went by the information became stale and the relevance remote. Indeed, one could have cut the factual information into half with a great improvement in presentation.

The problem inherent in such materials is the impression it leaves to the user that economics is a mass of information and that it is not a science with its specific tools of analysis. Hence, learning by rote and memory is the conveyed method of instruction, since enumeration, definition, and description end up as the component of the book which is principally imparted. The massing of statistical facts and information on a descriptive treatment of economic principles and institutions lead to little understanding of the scientific content of economics. At this point, one is reminded about the Miller dictum, already cited, that the theory to be applied on the subject would soar above the heads of pupils.

Perhaps one might add that at the secondary level, economics need not be conveyed as an analytical study, but it should enable a pupil to understand the operations and problems of the national economy and to grasp some element of economic reasoning. It is important to attain this objective rather than to know the definition and classification of the components of cost, for instance. Even under this more limited objective, a greater selectivity of content is needed so that the pupil is guided not through a maze of puzzles but through channels that make him appreciate more effectively the problems and nature of the Philippine economy. Even if to some extent the Celeste, Capino, and Ella book had contributed to this process during the early postwar years until the 1950's, then for the present it has so much useless material. It is truly obsolete by its content.

An example of a recently written textbook is PHILIPPINE ECONOMICS by Paz N. Pulido and Severina M. Espinelli. This is also written for secondary schools, emphasizing especially the more recent developments in the economy. This book however is in the same class as the CCE book, its only advantage over CCE is that it covers information relevant to the more recent economic developments under the New Society. The material covered is quite deficient and is therefore of fairly limited coverage. There is uncertainty even as to its title. The front cover calls it THE NEW PHILIPPINE ECONOMICS IN THE NEW SOCIETY, the title-author page as PHILIPPINE ECONOMICS, and the preface refers to it as PHILIPPINE ECONOMIC DEVELOPMENT AND PROGRESS. By whatever appropriate title it really carries, it belongs to the class of descriptive textbooks. As if almost apologetically, the authors say in the preface that it is "a comprehensive study of the economic activities of the Filipino people during different periods in our history -- from as far back as the pre-Spanish period to the present New Society under Martial Law. The activities presented, narrated in simple, concise and easy to grasp language were in consideration of the student's limited background and experience."

Bernardo Villegas and Antonio Torralba wrote a textbook especially designed for high school economics. This is ECONOMICS FOR PHILIPPINE HIGH SCHOOLS: DEVELOPMENT AND PROGRESS THROUGH THE YEARS. This is a slim volume and may be called a mini-GUIDE in the sense of the other Villegas book and is a differentiated, but toned down version of the longer book. It is simple in language. Because it contains much more analytical material than the older books, it is better. It suffers from lack of examples and materials that would make a student more aware of the country's economic problems and challenges. In spite of this, it presents Philippine economic issues in a much more coherent fashion than the other books.

SECONDARY TEXTBOOKS IN SOCIAL STUDIES WITH EMPHASIS ON ECONOMICS

With reforms in the educational sector in the 1970's came changes in the thrust and instructional content of social studies at the secondary level. "Social Studies" has been given some developmental emphasis with economics taking a more central role in the subject content than hitherto made. This is taken as an open suggestion to gear the subject matter to social studies rather than to purely economics.

The proposed conceptual framework of the social studies course is divided into a basic course and a second one which is elective, containing geography and economics. For illustration, it is useful to examine the outline of course work suggested by the Ministry of Education in basic social studies course:

I. Environment - "The economic development and progress of a country depends on how the people utilize and modify their physical environment."

1.1 Diverse environments

1.2 Environment enhancement and improvement

II. Resources - "The development of a country is affected by its economic resources and by the way these are utilized."

2.1 Scarcity

2.2 Utilization

III. Heritage - "A people's economic heritage is one of the most important bases of its economic life."

3.1 Material heritage

3.2 Non-material heritage

IV. Social organization - "Development and progress which are dependent on the social organization affect the role performance of and interaction among individuals and groups and the effectiveness of social control and vice-versa."

4.1 Role

4.2 Interaction

4.3 Social control

4.4 Institution

V. Interdependence - "Due to differences in individual assets, countries tend to specialize and to be dependent on each other to meet their needs."

5.1 Absolute and comparative advantage

5.2 Specialization

5.3 Exchange

VI. Change - "People who are open to change are more likely to progress economically and socially than those who are not."

6.1 Economic change

6.2 Social change

Books that are patterned after this course suggestion have become available for use in the corresponding social studies subjects. "Development and Progress" is the key title of the books available in this area.

The books in secondary Economics that were renewed already fit into the category of the subject matter, because the textbooks, in the practice of the secondary schools, are substitutable. So, Villegas' GUIDE is as adaptable to this area as Castillo's, Celeste-Capino-Ella's and the books under present consideration.

Four books are discussed briefly, which try to deal with this subject. These are: Dionisio Salazar and Lourdes C. Ungson, PHILIPPINE DEVELOPMENT AND PROGRESS (Taurus Publications, 1974); Paz Pulido, Severina Espinelli, Anatolia Ramos, and Herminia Valdez, DEVELOPMENT AND PROGRESS: SOCIO-ECONOMIC PROBLEMS, CONCEPTS AND INQUIRY (Philippine Book Company, 1975); De la Cruz, Luz Samonte , Norma M. Abracia, Elena C. Cutiongco, Rebecca R. Ortega, and Nenita L. Eballa, ECONOMIC DEVELOPMENT AND PROGRESS 8Vibal Publishing House, 1980);and Jose B. Bilasano, Tomas D. Abellera, and Felicitas T. Leogardo, SOCIO-ECONOMIC DEVELOPMENT AND PROGRESS (Social Studies Publications, 1983).

The four books contrast in some of their contents and their approaches to subject matter.

The Salazar-Ungson volume, of the four, retains the flavor of the early text which is narrative in style, less crowded with details, but with some element of descriptive effort, referring to persons, situations, and general concepts. It outlines general concepts and presents details and personalities in a more sparing manner. It contains much more traditional contents normally associated with a social studies course and presents political, social, international and other noneconomic materials in a more balanced way in relation to economics.

The Pulido and others volume is the same in style as the Pulido-Espinelli book which has already been reviewed. The present one follows the social studies outline. The Pulido-Espinelli book allowed the preparation of materials for economics. This social studies book is crowded with topics, details and other materials reminiscent of the Celeste-Ella-and Capino approach to the discussion of topics. There is a constant flow of details, illustrating the particular elements of social life and governmental work relevant to the study of particular topics. There are attempts to demonstrate with concrete examples, through case studies, of particular concepts.

The De la Cruz and others book represents a variation of the outline of study. It begins with chapters on consumer education, which is a concept not included in the course outline. The authors place high importance to the education of consumers, since they argue that every one is a consumer. The subject has a lot of "sex appeal" especially in an urban-oriented society, where presumably most high school students reside; but this approach provides a distraction to the main elements of social and economic progress which a book such as this initially aims to promote. Consumer education is probably better located in books pertaining to home economics, or in any case, should be placed in a less prominent location in the book, not the first part. Then the book proceeds to follow the subject outline, utilizing examples and cases. The focus of this book is somewhat dispersed, because of the amount of factual information it attempts to convey. The lack of essential unity may be a consequence of the need to provide as much material on various topics as possible. The case method has also the disadvantage of failing to provide enough depth to the discussion of specific topics. On the other hand, it provides some relevant illustration of special points writers wish to emphasize. This book contains a lot more economic geography, both local and foreign, than the other books, but this is done largely on an illustrative basis. Like the other books, this book quotes liberally from other works, including newspaper accounts.

The Bilasano-Abellera-Leogardo book is the latest of the books (It was published only after mid-1983; and it therefore represents the only exemption to the coverage of this survey which is for books available before 1983) covered in this review. It stresses economics and development in a comparative context among many developing countries. The book differs from the other books in that it gives an international focus to the problem of social studies. It provides a greater coverage of the problems of developing countries, even though the focus of problems is still centered on the Philippines. This can be viewed as an advantage over the other social studies books. The students are able to get a wider grasp of economic development problem in the context of world development. There are also topics that enter this book which are outside the outline provided by the guidelines for social studies teaching, but the additional materials provide an increase in depth of coverage. It would seem that the authors took care to assimilate a variety of material normally included in discussions of economic development. They even took advantage of the latest textbook materials available by May 1983. The trade-off in this treatment is the neglect of some of the important elements of political development and Philippine economic history which are very relevant to an understanding of the social problems confronting the Philippine economy.

The general level of these textbooks compare favorably with the early books written on the Philippine economy which are used as textbooks in the secondary schools. There are deficiencies, some of them are related to sins of commission, such as the overcrowding of subject matter content with details, sometimes of persons, dates, statistical data and other descriptive situations. The content works itself within the social studies outline as proposed, with the exception of the Bilasano, et al book, which attempted innovations outside of the outline by emphasizing economic development from a comparative country viewpoint a larger place in the instruction and the De la Cruz et al book, which innovated also in the content emphasis.

To some extent, these books represent an improvement over the Celeste-Capino- and Ella book. The Salazar-Ungson book is less crowded than the three other books in this sense. Perhaps, the deficiency in analytical content, as well as in the sparse treatment of economic reasoning, is justified by the shift in content emphasis. But if economics is considered as the binding element in these social studies subject, there is some deficiency in elementary economic reasoning which is common to all these books. Moreover, if the objective of the course outline is to impart some interaction between economics and other social forces at work within a Philippine social context, these books should can still stand a lot of improvement. The level of detail and the rote learning implied by the contents tend to be large. Much cramping of material is partly due to the multiple authorships of the books (probably dictated partly by the economics of reaching a wider market as possible).

In the end, it is the quality of style, the teachability of approach, and the ease of communication which are relevant in a textbook. The outline and structure are important, but it is the grace of authorship style plus the substance of contents which makes textbooks very useful or very cumbersome. There is still a lot of material which looks as if each book has been put together as in a scrapbook, with the help of some editing.

These books provide a wide lattitude for choice for different schools. The contents and approaches vary among them. It is hoped however that more unified textbooks having the quality of ease of communication and the content desired for a more effective teaching of social studies would arrive.

PART V. ECONOMICS OF TEXTBOOK WRITING

The following remarks are addressed more to the textbooks market in the collegiate level, but some of them may apply as well to the secondary textbook market.

Given the observation of this survey that the quality of present textbook material in Economics is wanting, why has this state of affairs been allowed to last for a long time?

This question is not confined to Economics but to many subjects of study where collegiate textbooks are needed. Perhaps, the need for relevant textbooks in the Philippines is more true for the social sciences and less so for the hard sciences. Even in the latter field, however, there has been a concern that appropriate textbook materials in the sciences be made available. As a result, action groups related to textbook material production have been organized, such as the science and mathematics instructional materials teaching improvement at the University of the Philippines. For easier and improved comprehension, scientific and mathematical concepts can be illustrated in situations which have local meanings.

But in the social sciences, this is more acute. Social situations are the result of the interaction of cultural, historical, sociological and economic forces. And citizens of each country must be given the proper means to understand these forces through educational materials that are written with an understanding of them. Hence, the social sciences require a unique approach, at least at the elementary level of teaching.

The area of teaching materials in Economics was already touched. One can argue that if this is true for Economics, which in relation to the natural and physical sciences, is a "soft" or inexact science, this can be truer of the "softer" social sciences such as history, sociology, anthropology, political science, psychology, linguistics and other areas of study.

The textbook situation perhaps reflects the state of development of these social sciences and the demand upon social scientists at the present. Yet, it is quite well-known that the markets for the different social science professions differ quite markedly among, for instance, economists, historians, and political scientists. So, there can be a variety of reasons why appropriate textbooks have not come out in the market for teaching these social sciences in the country.

The reasons for the timidity of the professions to provide appropriate textbooks in the country is due to a variety of reasons. Some of these are discussed below: (1) thinness of the professional market for textbook writing; (2) the relative underdevelopment of the professions; (3) perceived lack of market; (4) relative low prestige of textbook writing among the professionals; (5) underdevelopment of the textbook and publishing industry; (6) competition of foreign textbooks available at inexpensive prices.

Some of these factors are interactive in the sense that one may cause the other. But it is useful to isolate them, so as to partly assess how valid they are compared to the other factors. Although there can be other reasons, the reasons discussed below are important ones. As the final conclusions will bear out, some of these reasons are only partially true.

(1) THINNESS OF THE PROFESSIONAL MARKET

There are not enough professionals available to write textbooks because they are all busy doing teaching or other work which occupies their time. The well-known scholars are absorbed into work that already keeps them busy. When a scholar begins to show talent and promise, he is easily attracted into research projects that are related to the expansion of knowledge, and not to projects which assist in the dissemination and analysis of existing knowledge, which is what textbook writing is about.

But more often than not, the presence of talent brings with it a relatively faster recognition of one's potential worth, compared to other societies in which the supply of talent is larger. This means that even before scholarly maturity is reached, the scholar is brought in to positions requiring administrative responsibilities, which conflicts with the pursuit of scholarship, including book writing.

Of course, one reason is the relatively small circle of professionals. This can probably be gleaned by looking at the membership of the professional societies. So, the professional growth of promising scholars may get stunted in this way because they are immediately attracted into administrative acitivities. This is partly the result of the financial incentives, including the element of power in the academic totem pole, derived from administrative activities. Where the financial rewards are the stronger incentives, appointments or consultancies in the private sector and even in the government provide an alternative route.

The main problem here is the state of compensation in teaching. Since the postwar period of independence, there has been a gradual deterioration of the salaries of those employed in the academic sector. This has not only reduced the available supply of scholars in the academic communities. It may also have caused an increase in teaching burdens and other loads of scholars, probably as a voluntary measure to gain more income. A consequence of this is the deterioration of standards of teaching and even research. This is a relatively recent phenomenon among the sciences. It is less true of Economics as a discipline than of other areas of the social sciences. The situation in the hard sciences, however, may not be any different. One of the victims of these situations is the neglect of scholarship in textbook writing.

(2) UNDERDEVELOPMENT OF THE PROFESSIONS

The situations reflected above may be only a symptom of the underdevelopment of the professions. Some of the social sciences do not have a large corps of professionals because of the deterioration of incentives open to potential scholars in relation to the other economic opportunities. It may also be the result of failure to foresee the needs for scientific manpower and to plan its supply. The relatively high supply of economists, business scholars, engineers, among other social scientists in the Philippines, may be partly due to market and income signals, but much of it had been due to sensible planning of the requirements and filling the gaps. The fact that the U.P. School of Economics is a relatively large faculty and endowed with a much higher level of academic competence than some of the departments of social sciences in the U.P. in Diliman is due to concentrated effort in having a faculty development program of long term duration. This also stems from its access to financing of research and scholarships which is not a phenomenon common at all to the other social sciences. A large part of this faculty received foreign degrees initially, but of all departments in the University, it is the one which systematically provides a full-time, high quality graduate program leading to the master's and doctoral levels. So this school has the capacity to regenerate its own supply. In recent years, its Ph.D. graduates have begun to join its faculty and also provided a supply of new economists for the other sectors of the economy -- government, business, and the academic sectors.

Not the same can be said of the other schools or departments. At the national level, the situation is not any different.

The social science societies, at the moment, also lack a large core of practitioners. In fact, as a reflection of their relative underdevelopment, very few of them have viable finances, and all exist under some form of subsidies. Their scientific journals are most dependent on subsidies since membership dues are hardly able to make up for even a major fraction of their upkeep. Fortunately, the Philippine Social Science Council has grown to unite the social science societies into a relatively cohesive group, undertaking joint programs among them and assuring that some institutional coordination among the societies exist.

As a result of this state of underdevelopment and the other demands for scholars, as described earlier, the state of textbooks has not progressed, and may in fact have deteriorated for some of the social and other sciences.

It is still a matter of contention to state whether the economics profession has done a better job, relatively, of course, than the other social sciences in the preparation of elementary textbooks. In this study, the record of economics as a profession has been reviewed in the context of textbooks. Similar studies in other disciplines may be conducted. And, of course, the situation in any field could change if in one or succeeding years, there is a flow of good textbook materials. It is this author's present guess, based on a cursory evidence of what he has seen in the bookshops (as part of this research), that the economics profession has done a relatively better job. The important point, if this is a correct observation, is that even economics has not done a good job so far in this area.

(3) LACK OF MARKET FOR TEXTBOOKS

One reason for the lack of effort at the textbook writing end is the perception that a slim market exists for textbooks. This is only a perception, and it has not been widely tested because few books have really appeared in the market. It seems like a vicious cycle, in this sense.

This perception might be true for very specialized textbooks, perhaps even in intermediate level courses. But this is surely not the case for the introductory course materials in such wide fields as the social sciences that have been enumerated. In view of the large enrollments in universities in the Philippines, one cannot imagine how an introductory textbook would not find a reasonable market if the price is reasonable and the material is adequate and acceptable within the academic market-place.

In fact, there are enough examples of widely used local textbooks in recent years. Teodoro Agoncillo's history textbooks have found wide acceptance. It seems that this is true of his textbooks written in English and those written in Pilipino. It seems that the recent forays of the Ateneo University Press in publishing textbooks, led by the sociology books prepared by their faculty in the Institute of Philippine Culture, have done reasonably well.

The wide circulation of some of the economics books mentioned in this survey, despite their shortcomings, must have meant a reasonable improvement in the personal incomes of some of the authors.

In short, the size of the market is not the problem. Other factors, such as finding the time to write a book among scholars or those relating to the effective marketing of potential textbooks could be the real problem.

(4) LOW PRESTIGE OF TEXTBOOK WRITING

Scholars everywhere do not write textbooks because their immediate objectives upon finishing their professional degrees such as a PH.D. or and M.A., is to produce work that would make their acceptability as scholars in their fields better established. This means preparing a research publication which contributes immeasurably to knowledge in their field. Hence, if textbook writing had been in their priority, it is only at best a minor one, something that can wait.

It is in this respect that textbook writing would have a low prestige. Of course, as stated already, in view of the heavy demand for scholars and the distractions of having to earn additional income in other areas in the Philippines, even the higher priority scholarly undertakings suffer, and oftentimes they are objectives that get thwarted.

One should also note that in many fields of study, textbook writing may not be confined to the less endowed scholars. An outstanding case of a successful textbook in Economics has been authored also by the first American Nobel Prize winner, Paul Samuelson. Some distinguished economists who have also been recognized Nobel prize winners, such as W. Arthur Lewis, Milton Friedman, George Stigler, have written textbooks at an early stage of their careers.

(5) UNDERDEVELOPMENT OF THE TEXTBOOK AND PUBLISHING INDUSTRY

The publishing industry may be fairly underdeveloped and long-term projects in the area of textbook writing may not be within their means. In countries where the publishing business is well established, the publishers encourage scholars to write textbooks because it is a good business. The publishers develop the market, even advance sums to scholars so that they can be induced to prepare their activities much faster. Textbook writers, on the other hand, are able to supplement their incomes through royalty payments that come in only a long term period. In short, a book becomes a capital asset, yielding periodic income to the writer.

In the Philippines, the publishing industry has remained stunted. Only especially limited areas, in which no foreign books can substitute because the material is almost completely localized, wherein demand is quite inelastic, such as in the law profession, is the publishing industry somewhat profitable, it seems. Even here, the publishing industry is dominated by a group in which the prices of textbooks, resulting from their special monopoly positions are quite exorbitant.

The prices of books have been quite modest in other fields. Where the market is wide, and there is a greater presence of substitutes, the prices of textbooks are reasonable. In fact, the local popularity of newsprint editions of books has reduced the cost of textbooks to educators and to students immensely.

The selling margins available to the publishers and booksellers may not encourage a profitable trade. In fact, one can make a survey of the major bookstores in the country. Practically, none of the bookstores can really exist out of selling books alone. The few that have remained so have remained quite small and special over the years. (One can think of Solidaridad and P & P Bookstores as examples). The big bookhouses, such as National, Alemar's, and Goodwill have learned to thrive on a variety of other merchandise, such as stationary, school supplies, and related school matters. Within this context, the bookselling trade makes their major business.

Book publishing has suffered from a number of governmental measures, some of which is due to the heavy protection given to the domestic manufacture of paper and ink (which the publishers claim, quite correctly, have been of very low quality and of high prices). This has affected the publishing business adversely. There is also a high level of tariffs for other raw materials related to the book and printing trades.

Another complaint that has been aired within segments of the book publishing trade is the lack of profitable incentives related to textbook publishing. The competition from foreign textbooks is quite severe, therefore cutting down the effective margins that would make the publishing ventures of local books commercially rewarding. One can surmise that the market for textbooks may be different from the market for other publications, which includes works for general circulation.

This argument is related to the next factor, which is now discussed.

(6) COMPETITION OF INEXPENSIVE FOREIGN TEXTBOOKS

Prior to 1973, foreign textbooks were very expensive. With the effects of the peso depreciation, the cost of foreign textbooks even those printed for the "Asian Editions" of standard textbooks of large U.S. publishing houses became prohibitive. The government then decided to attend to this problem by instituting a book-reprinting law which allowed the domestic reprinting of books which were exorbitantly priced. There was a mechanism for payment of royalty, which was allowed under a much reduced rate. In later revisions of this decree, a tighter supervision of royalty arrangements was allowed and this further encouraged special textbook reprinting arrangemments undertaken at a special bilateral level between foreign publisher and domestic printer. The result of this new policy not only caused a reduction in the prices of textbooks in all fields of education, from the social sciences to the sciences, including medical books. There was a widening of the field of choices -- beyond those earlier offered as Asian editions of well-known textbooks. As a result, the competition for locally written substitutes has become tougher.

This decision was taken in the interest of widening the dissemination of knowledge. The availability of higher quality textbooks, even when they are written by foreigners, has made available a wide set of benefits for education. During the years when foreign textbooks were sold at high prices, there were few foreign books available in the local market. As a result, there were also few local textbooks being written. In the field of Economics, this is already attested by this survey, but in fact, this was true for most of the other educational areas. So, the argument that local textbooks should be protected from inexpensive foreign textbooks may not be a significant factor in encouraging textbook writing. Other factors (to be discussed later) are partly responsible for creating a conducive climate for textbook improvement.

It is also important that locally written textbooks thrive under a setting in which they compete with other textbooks, notably those written abroad. The matter of injecting material that is relevant to a particular country is always an advantage that is inherent in the local scholars' environment. It is like transport costs in world trade, an important advantage to the local textbook writer and publisher. It is therefore useful to have the textbook market open to foreign competition if only to assure that education does not suffer in the process.

However, there is an argument in favor of state- or institution-supported textbook writing ventures. The point has been made that during the American occupation, the commonly used textbook in economics was really the result of government-supported textbook preparation. The magnitude of the support need not be of the same size, but some element of institutional encouragement is needed, if individual scholars are to be induced to work long, concentrated hours preparing textbook materials. This is not the same as saying that particular individuals be appointed to do so.

PART VI. CONCLUDING REMARKS: SUGGESTIONS FOR IMPROVEMENT OF THE SUPPLY OF LOCAL TEXTBOOKS

In this final section, some thought is given as to how government, professional societies, and other institutions may encourage textbook improvement programs.

There are some suggestions that should help the improvement of the supply of locally-authored textbooks in the country.

The long-term solution to the problem is partly related to the improvement of the income incentives to the teaching professions. This can be done at the tertiary level of education, but a general improvement of educational standards can be attained also if the general income standards are improved at other levels. The presence of relatively more textbooks written by scholars in Malaysia, a much smaller country in terms of population in the ASEAN region, is partly due to the higher salary standards in the teaching professions, which allows professionals to engage in the "luxury" of writing textbooks. This might also be related to other conditions, such as the presence of more financially rewarding ventures in publishing that could be supported by the publishing industry. In part, this is an industry problem, because the availability of inexpensive and higher quality bookpaper and printing ink (from imports) may serve as an inducement to the publishing trade.

In terms of the more short- and medium-term responses to the problem, there are several possibilities. One measure could be an active encouragement of textbook writing by the social science societies, supported by a joint effort from government and the private publishing trades. The social science societies need funds, and the private publishing houses look towards long-term prospects of profitability. It is obvious that some effort should be initiated at the governmental level so that improved textbooks could be undertaken. One of the missions of the Fund for Assistance to Private Education (FAPE) is to assist the private schools. Perhaps FAPE should explore or help finance textbook prizes to be awarded through the social science societies.

One possibility for undertaking this is to set up some funds that would finance educational textbook writing material. In Mexico, there is a foundation designed to do just that. It is possible that a study of the Mexican experience along this end would yield useful lessons for the Philippines.

One way of stimulating interest in textbook writing is by offering rewards for their preparation. This may be a less expensive way than pinpointing scholars and subsidizing them individually. The advantage of the reward mechanism is that one can adhere to deadlines more critically and it opens the field to the competitive arena, which are hopefully not biased to particular results. It may be possible that books written by designated scholars may take too long in their preparation, as it may not be possible to make them work full-time on the project. Prizes might induce younger and less well-known scholars to venture into a field where instant fame is even possible.

Of course, institutions can encourage textbook writing within their own staffs. The examples cited in this survey -- in particular, the Center for Research and Communication, the School of Economics of U.P. and the Phiippine Institute of Culture of the Ateneo University -- are worth emulating. Much more may have to be done by these institutions, however. The Institute (now College) of Public Administration at the University of the Philippines, a few years after its founding was able to publish works relevant to education in public administration and government. This initial energy apparently dried out too soon after the efforts in the late 1950's. Why this has happened in institutions should be studied.

The social science societies should not underwrite book-writing particularly to specific persons. They can do a better job of promoting textbook writing by providing moral and financial support for initial effort, perhaps by providing prizes for textbooks prepared or by providing partial funding for the publication of major efforts. The societies should, through their journals and memberships, be the ultimate judge of the textbook materials through reviews and endorsements, when these are called for. But the danger of direct underwriting of textbooks by persons is the embarassment of having to reject unsuitable or inadequate material or even the appearance of superior work that has not received the society's initial indorsement.

Of course, the statements related to the improvement of incentives to the book publishing trade cannot be neglected. Part of this is the need to restructure industrial incentives so that the book publishers can acquire high quality book paper, printing ink, and other critical raw materials related to book publishing. Without an improvement in this area, even a conducive atmosphere to bookwriting by scholars can meet with insufficient response from the publishing trade. This problem can be attended to within the context of overall industrial restructuring, which is an industrial policy question.

An important factor, however, to keep the quality of teaching materials relatively high, is to see to it that foreign textbooks be made cheaply available. Local scholars should be able to compete in the textbook trade with the preparation of relevant textbooks which are also of sufficiently high quality. Without appropriate competition, textbooks prepared locally can cause the standards of education to deteriorate further.

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