# 'Starting Where the Children Are': A Process Evaluation of the Mother Tongue-Based Multilingual Education Implementation

*Jennifer D. Monje, Aniceto C. Orbeta Jr., Kris A. Francisco-Abrigo, and Erlinda M. Capones*

**Philippine Institute for Development Studies**

'Starting Where the Children Are':
A Process Evaluation of the Mother Tongue-Based
Multilingual Education Implementation

Jennifer D. Monje, Aniceto C. Orbeta Jr.,
Kris A. Francisco-Abrigo, and Erlinda M. Capones

PHILIPPINE INSTITUTE FOR DEVELOPMENT STUDIES

June 2019

## Abstract

The primary rationale of the Mother Tongue-Based Multilingual Education (MTB-MLE) program is to begin where the children are, which means building up on what children already know. It is designed to implement a learner-centered education from the beginning of the education ladder. The MTB-MLE policy may be said to be in its infancy in terms of official implementation, but it has had a long and unrecognized history in Philippine education. Implemented along the margins of dominant language-in-education policies as "auxiliary" medium of instruction (MOI) from the turn of the century until recently, the mother tongue (MT) became primary MOI and official Department of Education (DepEd) language-in-education policy in 2009 via Department Order (DO) No. 74. This process evaluation (PE) sought to determine how the program is proceeding since the passage of RA 10533 or the *Enhanced Basic Education Act of 2013*. It specifically looked at program theory, service delivery and utilization, and program organization. To capture the breadth of conceptual and implementation issues, eighteen (18) randomly selected elementary schools were visited from among private and public school systems, distributed according to DepEd's typology of small, medium, and large schools; island groupings of Luzon, Visayas and Mindanao; and from both linguistically diverse contexts (LDCs) and less linguistically diverse communities (L-LDCs). Key informant interviews (KIIs) with former and current DepEd officials at the national, regional, and division levels, and focus group discussions (FGDs) with teachers and parents, were done. An online survey to determine the extent of implementation at the school level was also conducted. Findings show the breadth of challenges the program is facing emanating from conceptual to implementational. The online survey revealed that while almost all schools are implementing the program, the quality of implementation may be wanting as less than 10 percent of schools surveyed have done the four activities needed to implement the program well. On the conceptual domain, the program had to deal with linguistic diversity in the classroom which challenges the primary model of implementation that assumes that a child is exposed to only one MT, rather than possibly several. On the implementation domain, the program has been hampered by procurement issues and lack of designated funds of the program's operational activities forcing the program to compete with other school needs to fund its activities from general Maintenance and Other Operating Expenses (MOOE) of the schools. Notwithstanding the numerous problems it is facing, the MTB-MLE has very solid pedagogical foundation and embodies the concept of a learner-centered education. Thus, this study does not question the wisdom of implementing the program but rather seeks to highlight the challenges it is facing with a view of seeking more effective, efficient, and acceptable ways of implementing the program. It provides recommendations to improve the implementation of program classified into program logic, service delivery and utilization, and program organization. Overall, the program needs better appreciation of the conceptual problems it is facing and the cooperation of all stakeholders to be implemented well.

**Keywords:** MTB-MLE, mother tongue, multilingual education, linguistically diverse contexts (LDCs), K-3, process evaluation, educational reform

# Table of Contents

# List of Tables

# List of Figures

# List of Boxes

## List of Acronyms and Abbreviations

| | |
|---|---|
| ACTRC | Assessment, Curriculum and Technology Research Centre |
| ALIVE | Arabic Language and Islamic Values Education |
| ASEAN | Association of Southeast Asian Nations |
| BEP | Bilingual Education Policy |
| BICS | Basic Interpersonal Communication Skills |
| BLD | Bureau of Learning Delivery |
| BLR | Bureau of Learning Resources |
| CALP | Cognitive Academic Language Proficiency |
| CG | Curriculum Guide |
| CO | Central Office (of the Department of Education) |
| CPD | Continuing Professional Development |
| DECS | Department of Education, Culture, and Sports |
| DepEd | Department of Education |
| DO | Department Order |
| ELLNA | Early Language Literacy and Numeracy Assessment |
| EO | Executive Order |
| FGDs | Focus Group Discussions |
| FLC-BP | First Language Component-Bridging Program |
| FP | Focal Persons |
| IP | Indigenous Peoples |
| IPEd | Indigenous Peoples Education |
| IRR | Implementing Rules and Regulations |
| K-3 | Kindergarten to Grade Three |
| K to 12 | Kindergarten to Grade Twelve |
| KIIs | Key Informant Interviews |
| KWF | Kagawaran ng Wikang Filipino |
| L1 | First language |
| L2 | Second language |
| L3 | Third language |
| LAC | Learning Action Cell |
| LAPG | Language Assessment for Primary Grades |
| LDCs | Linguistically Diverse Contexts |
| L-LDCs | Less Linguistically Diverse Contexts |
| LDI | Language Diversity Index |
| LF | Lingua Franca |
| LFP | Lingua Franca Project |
| LGU | Local Government Unit |
| LL | Linguistic Landscape |
| LLs | Local Languages |
| LOI | Language of Instruction |
| LOLI | Language of Learning and Instruction |
| LM | Learning Materials |
| MOI | Medium of Instruction |
| MOOE | Maintenance and other operating expenses |
| MTB-MLE | Mother Tongue-Based Multilingual Education |
| MT | Mother Tongue |
| MTE | Mother Tongue Education |
| MTS | Mother Tongue as Subject |
| NAT | National Achievement Test |
| NEDA | National Economic Development Authority |
| NGO | Non-government organization |

## List of Acronyms and Abbreviations

| | |
|---|---|
| OQS | Online Quick Survey |
| PE | Process Evaluation |
| PIDS | Philippine Institute for Development Studies |
| PSDS | Public Schools District Supervisors |
| RA | Republic Act |
| RO | Regional Office |
| SLA | Second Language Acquisition |
| SY | School Year |
| TEEP | Third Elementary Education Project |
| TG | Teachers Guide |
| TIMSS | Trends in International Mathematics and Science Study |
| TOC | Theory of Change |
| TWG | Technical Working Group |
| UNESCO | United Nations Educational, Scientific, and Cultural Organization |
| UNICEF | United Nations International Children's Emergency Fund |
| USAID | United States Agency for International Development |

# 'Starting where the children are': A process evaluation of the Mother Tongue-Based Multilingual Education implementation[*]

## *Jennifer D. Monje, Aniceto C. Orbeta Jr., Kris A. Francisco-Abrigo,*
## and *Erlinda M. Capones*[**]

## 1. Introduction

Learning in the mother tongue (MT) has always enjoyed support in the home and from global institutions. The term "mother tongue" is defined as the language that a child has been exposed to from birth, or within the critical period,[1] or the language that one has learned first, knows best, uses most, and identifies with (Kosonen & Young 2009, p. 11). UNESCO was the first to recognize and endorse the necessity of children of school age becoming literate via "two short jumps" (i.e. from illiteracy to literacy in the mother tongue, and from literacy in the mother tongue to literacy in a second language) as opposed to the "long jump" of illiteracy to literacy in second or foreign languages (UNESCO 1953, p. 56). Similarly, UNICEF (1999) has asserted that the use of the MT is an essential foundation for learning (p. 44) as well as a scaffold for future literacy in additional languages. The MT as a language of instruction (LOI) is reiterated in UNESCO's *Education in a Multilingual World* position paper in 2003, supporting bilingual and/or multilingual education at all levels of schooling. This promotes the right to learn in one's own language, to be included, and for linguistic diversity. Governments are also increasingly paying closer attention to the use of MT as part of small-scale efforts to provide access to MT education in countries such as Bangladesh (Jacob 2016), India, Nepal, Papua New Guinea, among others (Burton 2013).

In the Philippines, the journey of the language of the home to the language of the school had not been smooth-sailing. Although MTs have always been used in the country as important LOIs, they have only historically occupied an "auxiliary" position alongside more dominant LOIs, such as Filipino and English, throughout the whole range of primary education. Through the Department of Education (DepEd) Order No. 74, the mother tongue-based multilingual education (MTB-MLE) program was institutionalized in 2009, a watershed moment in the country's language-in-education history. It was strengthened further as a key educational reform embedded in Republic Act 10533, also known as the *Enhanced Basic Education Act of 2013*. The MTB-MLE policy reverses the century-old common practice among schoolchildren

---

[1]The term "critical period" in language learning refers to the first few years of a child's life when language is learned effortlessly, after which time, ordinarily after age 5, language acquisition becomes more difficult (Lenneberg 1967).

of leaving their home languages behind to study a second and a third language in school. Such practice not only denies children the right and the opportunity to learn in their own tongue, but also contravenes the sound pedagogical practice of beginning with what the learner knows to what the learner does not know. In the history of the country's language policy and planning, it was the first time that the language of the home is recognized as an efficient vehicle for the delivery of academic content by making it primary, instead of auxiliary, MOI in kindergarten to Grade III (K-3).

The MTB-MLE program mandates the use of the MT as the MOI during the first four years of primary education in schools, while the students are learning Filipino and English as subject areas. English and Filipino will then be used as MOIs beyond Grade III. This program is expected to facilitate learning by eliminating children's difficulty in learning basic concepts in a language that they have yet to fully master. The literature highlights the advantages of adopting the MTB-MLE as a framework for making academic content more accessible to learners, especially among young students. Studies find that children are more likely to succeed in school when the MT is used, parents become more invested in their children's learning, and that effects of MT education are more noticeable among girls and disadvantaged groups, such as children from rural and indigenous communities (Ball 2010, p. 2).

The main goal of this study is to document the manner and extent of implementation of the MTB-MLE program in the Philippines using a process evaluation (PE) after its nationwide implementation with the passage of RA 10533. A PE serves as an integral mechanism that examines the implementation process of programs and attempts to determine the success of the project in terms of following the strategy laid out in the logic model (USAID 2009). This study particularly aims to provide a factual assessment by reviewing (a) program theory, (b) service delivery and utilization, and (c) program organization of the MTB-MLE. It seeks to identify implementation issues and recommend appropriate interventions. The findings of this study will serve as useful inputs to the policy and implementation decisions of the Department of Education including the regions, divisions, and schools in the Philippines. Ultimately, the benefits will redound to the individual Filipino learner in his/her academic, affective, and psychomotor development.

Due to time and resource constraints, the study was designed to visit only 18 but well-selected schools. The selection of the schools is described in section 4.3. There is no way these 18 schools can represent the breadth of experience of the 51,140[2] schools offering K-3. This is the main limitation of the study. It is interesting to note, however, that even among the 18, similar issues are repeatedly mentioned. We augmented the PE with a quick online survey where 16,479 schools responded describing the extent of MTB-MLE implementation. Nonetheless, the findings of the study should be appreciated with this limitation in mind.

This paper is organized as follows: Literature Review that discusses MTB-MLE programs in the Philippines and elsewhere follows. The background of the MTB-MLE is set out in Section 3. Section 4 tackles the design of the study. Section 5 talks about the Results and Discussion, before the Summary and Recommendations (Section 6) wraps the study up.

---

[2] Estimated number of schools offering K-3 in SY 2017-18 according to DepEd data.

## 2.   Literature Review

The literature highlights that adequate knowledge of the MT is an essential foundation for learning second languages. August, Calderon, and Carlo (2002) asserted that once the cognitive capabilities underlying skills in reading and writing in the first languages have been fully developed, they can be applied to the learning of another language. Other research, such as that conducted by Durgunoglu, Nagy, and Hancin-Bhatt (1993) discovered that "first-language learning and experience can aid children in the beginning stages of reading" (p. 453). Durgunoglu, et. al (1993) studied Spanish nonfluent readers to determine whether L2 word recognition skills were influenced by the pupils' phonemic awareness in their native tongue. Through a variety of tasks—letter naming task, a Spanish phonological awareness test, a Spanish and English word recognition task, an English word reading task, an English-derived pseudo word task, and a Spanish and English oral proficiency test, researchers determined that phonological awareness training in one's MT (in this study, Spanish) could facilitate children's ability to read in English.

In their own work, August, Calderon, and Carlo (2002) examined transfer of skills from Spanish to English as well as effects of level of Spanish literacy and oral English proficiency on English literacy acquisition. By constituting 4 cohorts of pupils (*N*=189) into (1) English monolingual pupils instructed in English; (2) Spanish-speaking pupils instructed in English; (3) Spanish-speaking pupils instructed in Spanish through second grade; and (4) Spanish-speaking pupils instructed in Spanish through third grade, the study tracked pupils' progress over a three-year period (end of second grade to end of fourth grade) in schools in Boston, El Paso, and Chicago in the United States. The study's concrete findings endorsed the theory of Linguistic Threshold Hypothesis: that Spanish phonemic awareness, letter identification, and word reading were reliable predictors of performance on parallel tasks in English at the end of third and fourth grades, and most especially that Spanish phonemic awareness among the 4 cohorts translated to English phonemic awareness. Similar studies on the positive cross-linguistic transfer of phonological awareness from Spanish to English have been studied by Bialystok, Luk, & Kwan, 2005; Cisero & Royer, 1995; Deacon, et. al.; from Arabic to English, in works of Abu-Rabia & Siegel, 2002, 2003; Abu-Rabia et al, 2013; Farran, Bingham, & Matthews, 2012; from Hebrew to English (Abu-Rabia, 1997; Geva & Siegel, 2000; Kahn-Horwitz, Shimron, & Sparks, 2005; Russak & Kahn-Horwitz, 2013); and from Korean to English (Chiappe, Glaeser, & Ferko, 2007; Kim, 2009; Kang, 2012) (Shakkour 2009). Similar cognitive results were traced in a positive relationship between Spanish passage comprehension at the end of second grade and English passage comprehension at the end of fourth grade (p. 3). These few preliminary findings support the practice of providing literacy instruction in Spanish to Spanish-speaking English-language learners.

In the Philippines, results of Barrios and Bernardo (2012) research showed that L1 speakers of Cebuano learned L2 Filipino much more easily than did L1 speakers of Chavacano learning L2 Filipino, since Cebuano and Filipino are structurally similar languages, whereas Chavacano is different from either of those two languages. Thus, learning one's MT first will help facilitate the learning of L2, especially in cases where the two languages share similarities. Studies conducted by Arzadon, et al (2016), Ocampo (2006), Quijano (n.d.), Reyes (2010), and Tapang (2012) also yielded encouraging results among pupils learning academic content in the MT.

Furthermore, the results of the First Language Component (FLC) Bridging program initiated in 1998 in five (5) schools in the Lubuagan District of Kalinga, namely, Pudpud, Mabilong, Dongoy, Uma, and Ag-agama, were encouraging. Achievement scores in FLC Comprehension

Reading test conducted in March, 2001 indicated higher results on test scores among the experimental groups. Other positive results are indicated in children's attendance, receptiveness, participation in classroom activities, and better relationship with teachers (Dumatog & Dekker 2003).

Nolasco (2008) had strongly proposed the adoption of the mother-based multilingual education, eschewing the teaching of either English or Filipino, languages that are essentially "foreign" to millions of school-age children in the Philippines, and claimed that if used as MOI either languages will do more harm to an already "ailing system of education" (Nolasco 2008, p. 1). Reyes (2010), in a paper presented at the First Philippine Conference-Workshop on Mother Tongue-based Multilingual Education held at the Capitol University, discovered that pupils learned Science better when the children's MT is used. In an experiment conducted in a science class in Grade 4 in a public elementary school in Quezon City, she discovered that students responded better when Filipino as MOI was used. Other advantages noted were facilitated learning of key concepts, livelier verbal interaction, and marked improvement in quiz scores, compared with another Science class that was conducted entirely in English. The study suggests that using Filipino in teaching Science in Tagalog-speaking areas would be more effective than using English, and should therefore be used as the Language of Learning and Instruction (LOLI) for Science in Grade 4 (Reyes 2010).

Quijano's (n.d) work in Agusan del Sur noted that, since neither Filipino or English is the mother tongue of most pupils, a gap existed that can only be bridged by Minanubu, the language that children speak in the area. Using Minanubu in reading materials, in charts with Minanubu words, in songs and poems, children become more invested in their learning as well as become more confident. Although more precise measurements have to be developed for this study to categorically say there have been marked improvements in the way they learned which could be attributed to their proficiency in the MT, the 0% rate of repetitions in schools is an encouraging preliminary result. Effectiveness in the use of the mother tongue should be continuously explored in both IP and non-IP communities, and that its use as MOI in the first four grades needs to be sustained.

## 3. Background of Mother Tongue-Based Multilingual Education (MTB-MLE) in the Philippines

### 3.1. The Philippines' Language-in-Education Policies

Language policies began to be crafted to facilitate communication across linguistically diverse communities shortly after nations became independent of their colonial masters, which left behind a populace speaking many different languages, according to Kaplan and Baldauf (2003). Language policy "constitutes an attempt by someone to manipulate the linguistic behavior of some community for some reason" (in Burton 2013, p. 3). Tollefson (2011) refers to it as "the explicit or implicit language planning by official bodies, such as ministries of education, workplace managers, or school administrators" (p. 357). Language-in-education policy, which means the "legislation on and practices pertaining to languages or media of instruction and languages of literacy used in basic education" (Kosonen & Young 2009, p. 11) may be viewed as guidelines for the use and acquisition of languages, implemented within nation-states or institutions, such as schools or workplaces. It is this definition that would guide this research.

As a starting point, Table 1 provides a summary of the Philippines' main efforts at language planning and policy-making over the course of over a hundred years. With over 180 languages in circulation, the country faces numerous challenges in institutionalizing language policies that cater to its multilingual nature given its colonial past.

**Table 1. Philippines' language-in-education policies (1900 to 2009)**

| Year | Policy | |
|------|--------|---|
| 1901 | Education Act No. 74 (Monolingual Education Policy) | US President McKinley directs the Philippine Commission to establish a system of schools where English is "the basis of all public school instruction," the establishment of which is deemed "essential to the success of democracy" (Dawe 2014, p. 66). |
| 1937 & 1940 | Executive Order Nos. 134 & 263 | The 1935 Constitution adopts Tagalog as the national language in 1937. Executive Order No. 263 stipulated the teaching of Tagalog as a separate subject in primary, secondary, and teachers' colleges, in both public and private schools. |
| 1957 | Revised Educational Act | The Board of National Education provides for the use of vernacular languages as medium of instruction (MOI) in Grades 1 and 2, and auxiliary MOI in Grades 3 and 4. English is introduced as a separate subject and MOI from Grade 3 onwards. Tagalog or 'Pilipino' (adopted in 1959) becomes an auxiliary MOI in Grades 5 and 6 (Bernardo 2004, p. 19). |
| 1973 | DEC Department Order No. 9 (Bilingual Education Policy) | The Department of Education (DEC) adopts the Bilingual Education Policy (BEP) at all levels of schooling to develop bilingual competence in the use of both Pilipino and English, through the teaching of both languages as subject areas and as MOI. Regional languages are used as auxiliary languages in Grades 1 and 2. |
| 1987 | DECS Order No. 52 | The Department of Education, Culture, and Sports (DECS) reiterates provisions in the BEP: Use of English as MOI in Science, English, and Mathematics, and Pilipino (spelled 'Filipino' after 1987) as MOI in Filipino, Social Studies, Character, Health, Work, and Physical Education at all levels of education. Regional languages remain auxiliary MOI (Castillo 2000; Dekker & Young 2005). |
| 2009 | DepEd DO No. 74 (Multilingual Education Policy) | The Department of Education (DepEd) institutionalizes the child's MT as primary MOI in all subject areas, "from pre-school until, at least, grade three," followed by Filipino and English introduced as separate subjects "no earlier than Grade two." The teaching of MT as subject (MTS) begins in Grade One. Filipino and English become the MOI from the secondary level onwards. |

Source: Authors' compilation.

## 3.2. *The Linguistic Diversity of Philippine Classrooms*

According to the Ethnologue, the number of languages spoken in the country to date is 185. The presence of many languages in the Philippines has often been blamed for complicating educational outcomes, since millions of children arrive not speaking the MOI of the school, and are therefore described as "deficient". Framed within the "language as problem" orientation (Ruiz 1984), the issue of linguistic diversity had been "solved" through a language-in-education policy of monolingualism to facilitate delivery of academic content (English-Only Policy), or of token accommodation via the BEP. It is clear, however, that a 'one-size fits all' program for responding to the unique linguistic make-up of Philippine classrooms is inadequate and outcomes, expectedly, are less than ideal. In fact, even in L-LDCs, such as the Cagayan de Oro division in Mindanao or an integrated school in Taguig in NCR (see Box 1), there may be anywhere from 15 to 30 other languages co-existing alongside more dominant MTs. The reality of linguistic diversity in Philippine classrooms limits the efficacy of instructional content in one, two, or even three MOIs, unless more languages are accommodated. Since the MTB-MLE hopes to be the policy that bridges the gap between illiteracy in the mother tongue and literacy in the L2/L3, how it does this requires a re-assessment of the program design and implementation given the linguistic diversity in the classroom. DepEd recognizes that it is not possible to cater to all distinct languages existing in the classroom and has encouraged schools and divisions to do their own localization of the MTB-MLE implementation. It should also be recognized that it is not easy to do localization without appropriate support. Without appropriate support, the teacher has no recourse but to improvise making the result dependent on teacher ability. The online survey results discussed in the previous section reveal the extent of lack of needed learning materials needed for implementing the program well.

---

**Box 1. Linguistically diverse classroom scenarios (Taguig School and Cagayan de Oro Division)**

The National Capital Region (NCR) is considered a less linguistically diverse context (L-LDC), where Tagalog, the predominant language spoken in the region, may be everyone's MT. This is not true, however, in a classroom in Taguig which easily illustrates the complex linguistic nature of Philippine education. In a class of 40 Grade 1 pupils, there are as many as 16 languages that have been identified as MTs by learners. Tagalog is spoken by 13 pupils, not a clear majority, followed closely by Sinugbuanong Binisaya with 10 speakers, and other dialects of Cebuano (5 speakers). Each one of the following languages has one speaker: Bikol (West Albay), Bikol (Miraya), Bikol (Libon), Hiligaynon, Tagbanwa, Kinaray-a, Capiznon, Chabacano, Kalinga, Davawenyo, Bantoanon, and Tausug.

Another L-LDC is the Cagayan de Oro division in Mindanao. While the clear majority of speakers, which number 48,568 speak Cebuano/Sinugbuanong Binisaya/Kana and other variants of the language, some 1,546 K-3 pupils speak many other languages as their MTs, which include Maranao, Higaonon, Tagalog, Hiligaynon, English, Bol-anon, Arabic, Bikol, Tausug, Surigaonon, Chabacano, Maguindanaoan, Binukid, Capiznon, Waray, Aklanon, Iloko, Kapampangan, Manobo, Ivatan, Minasbate, Butuanon, and Kinaray-a.

For these linguistically diverse classrooms in L-LDCs, how can the MTB-MLE respond?

---

Source of basic data: DepEd Planning Service school-level data on primary language of students in schools, 2016-2017.

### 3.3.    Multilingual versus Bilingual Education Policies/Initiatives

While there is no dearth of policy statements supporting the use of MTs in education in the Philippines, Tupas (2018) claims that the current practice indicates a bifurcation of policies at the level of implementation. For instance, MT is used at the primary level while a bilingual policy (i.e. Filipino and English) is used at the secondary and tertiary levels. Nevertheless, the recent policy reform is a culmination of bitterly-contested language-in-education policy debates throughout much of our history, as well as the result of two conflicting but parallel developments, the trajectory of which have had long-lasting policy implementation implications that had begun in the early part of the century and lasts to this day.

One was the series of "first language first" initiatives that began in the 1940s, effectively predating a multilingual language-in-education policy in the Philippines. Implemented along the margins of dominant language-in-education policies, the exclusive use of the MTs in the early grades had been carried out in Iloilo in 1948-54 and 1961-64, where Hiligaynon was used in teaching Grades 1 and 2 pupils (Nolasco, 2008). In Cebu, the teaching of Social Studies using Sinugbuanong Binisaya had met with a lot of success. A language model was also implemented in Antique, which utilized a three language-in-education models with different amounts of vernacular use in 1952. Meanwhile, the Rizal experiment that was carried out between 1960-66 had experimented on the timing and amount of input in English as a subject and MOI in a Tagalog medium class (Arzadon et al 2015, pp. 3-4; Nolasco 2008; Llaneta 2010, pp. 3-4; Igcalinos 2012).

Up north, the First Language Component-Bridging Program (FLC-BP) was a six-year research project on transitional education that had been carried out under the Summer Institute of Linguistics (SIL), Department of Education, Culture, and Sports (DECS), and Ifugao Division consortium. Initiated in 1985 by Dr. J. Codamon who was the Supervisor of Hungduan District, the project used Tuwali as MOI and sought to improve the test scores of elementary grade school pupils. The program believed that the child who acquires reading and writing skills in the first language, with the rigorous bridging of language arts skills to the two second languages as MOI, will be more competent in all areas of study than the child who did not acquire competence in reading and writing in the first language (Hohulin 1995, p. 2). The bridging program eventually became the Lubuagan MLE Program (1998-2012), undertaken in several schools in the Lubuagan District using the Lilubuagen language.

The Lingua Franca Project (1999-2001), a Department of Education initiative under the leadership of Br. Andrew Gonzalez was a program participated in by thirty-two (32) schools from all regions. Schools were given options to use any of the three *linguae francae*—Tagalog, Ilokano, and Cebuano—as MOI in Grades 1 and 2. A study showed that, on the whole, children who had learned to read and write in their first language before learning a second language were more successful and confident second language learners, and had transitioned more successfully from the L1 to the L2 (Quijano & Eustaquio 2009, p. 90).

Finally, the Culture-Responsive Curriculum for Indigenous Peoples–Third Elementary Education Project (TEEP) (2003-2007) was conducted in the southern island of Mindanao targeting the Manobo community. It was implemented as an indigenous curriculum for a Manobo community using the indigenous language of Minanubu (Arzadon et.al. 2015, pp. 3-4; Llaneta 2010, pp. 3-4). Results of the experiments had consistently shown that classes that used local languages demonstrated improved performance compared with classes that used only Filipino and/or English. In addition, results also suggested that learning in the home

languages facilitates the future learning of additional languages, especially with additional supports such as adequate reading materials and properly programmed instruction and transition to L2, L3, and other additional languages.

In contrast to above initiatives, an attempt to return to English as primary MOI through Gloria Macapagal-Arroyo's Executive Order (EO) No. 210 was made. Executive Order (EO) 210, entitled "Establishing the Policy to Strengthen the Use of the English Language as a Medium of Instruction in the Educational System" was issued on May 17, 2003. As a response, DepEd issued Memorandum No. 181, s. 2003 advising the following: "the English language will be used as a medium of instruction in the educational system to develop the aptitude, competence and proficiency of the students in the English language to maintain and improve their competitive edge in emerging and fast growing local and international industries, particularly in the area of Information and Communication Technology (ICT)" (Quijano & Eustaquio 2009). Likewise, House Bill 4710, also known as "Strengthening and Enhancing the Use of English as the Medium of Instruction in Philippine Schools," was filed to re-install English as the primary MOI in basic education. However, both of these efforts did not succeed. It is clear in the foregoing discussion that the use of the MTs in schools has always been met with strong resistance from many sectors, despite evidence that they work, while English as primary MOI is continuously being pushed in schools despite evidence that its use does not always work, and not for all population.

### 3.3.1. Bilingual Education Policy (BEP) and Academic Performance

Data from Trends in International Mathematics and Science Study (TIMSS) serve as an important benchmark for comparing standards in Math and Science in countries across the world. Table 2 shows the average Math and Science scores of Grade 4 and Grade 8 students, as well as the Philippines' overall ranking relative to other countries for years 1999 and 2003. It can be observed that the Philippines' performance in Math and Science subjects for Grade 8 students has gotten worse from 1999 to 2003, as the country's ranking slipped from the 36th spot for both subjects, to 64th for Math and 67th for Science. The country's overall performance in 1999 also pales in comparison with other ASEAN countries (see Table 3).

Largely, the BEP or the use of both Filipino and English as MOI has been considered a failure due to relatively weak performance of Filipino students in Math and Science, which led DepEd to believe that Filipinos are not learning what they should be learning in school. In fact, data shows that Filipino learners are not mastering even 60% of academic content with the current BEP (DepEd Fact Sheet 2008). Researchers surmise that language could be a factor why academic content is not being learned sufficiently. A study (Tapang 2012) suggests that the teaching of Science and Math be conducted using the learner's mother tongue instead of English, pointing out the fact that countries which ranked high in Math and Science assessments conduct basic instruction in the local tongue (with the exception of Singapore).

**Table 2. Philippines' performance in Math and Science (1999 & 2003)**

| | 1999 | | 2003 | |
|---|---|---|---|---|
| | Score | Rank | Score | Rank |
| **Grade 4** | | | | |
| Math | no data[3] | no data | 358 | 54 |
| Science | no data | no data | 332 | 57 |
| **Grade 8** | | | | |
| Math | 348 | 36 | 378 | 64 |
| Science | 345 | 36 | 377 | 67 |

Source: Trends in International Mathematics and Science Study (TIMSS), 1999 & 2003
Note: The years 1999 and 2003 were the only years when the Philippines participated in TIMSS.

**Table 3. ASEAN countries' performances in Math and Science (1999)**

| Country | Math | | Science | |
|---|---|---|---|---|
| | Score | Rank | Score | Rank |
| Singapore | 604 | 1 | 568 | 2 |
| Korea | 587 | 2 | 549 | 5 |
| Taiwan | 585 | 3 | 569 | 1 |
| Hong Kong | 582 | 4 | 530 | 15 |
| Japan | 579 | 5 | 550 | 4 |
| Malaysia | 519 | 16 | 492 | 22 |
| Thailand | 467 | 27 | 482 | 24 |
| Indonesia | 403 | 34 | 435 | 32 |
| *Philippines* | *348* | *36* | *345* | *36* |

Source: World Bank Discussion Draft

## *3.4.    The Current MTB-MLE Program*

### 3.4.1.  Policy Framework

The Philippine Constitution recognizes the saliency of the use of MT or native languages in education. Article XIV provides that: "For purposes of communication and instruction, the official languages of the Philippines are Filipino and, until otherwise provided by law, English. *The regional languages are the auxiliary official languages in the regions and shall serve as auxiliary media of instruction therein*" (emphasis provided). The official and articulated support enjoyed by MTs is proof that the government of the Philippines is aware of and cognizant of the multilingual nature of the country, and articulates policies towards inclusion and linguistic diversity.

The landmark DO No. 74, entitled "Institutionalizing Mother Tongue-Based Multilingual Education (MLE)," articulated an important policy regarding the use of mother tongues as languages of instruction:

3. The use of the learner's First Language (L1) as the primary medium of instruction (MOI) from pre-school until, at least, grade 3. During such period, L1 shall be the main

---

[3] The Philippines did not participate in the Math and Science ranking for Grade 4 students in 1999.

vehicle to teach understanding and mastery of all subjects [sic] areas like Math, Science, Makabayan, and language subjects like Filipino and English.

The use of regional languages as auxiliary media of instruction as well as initial languages for literacy has adequate support from previous and current departments of Education. The institutionalization of the Universal Kindergarten, one of the key provisions in the *Enhanced Basic Education Program of 2013* further acknowledges children's right to learn in their own tongue, as well as be assessed in it.

This provision is articulated in Section 4 of RA 10533, paragraph 3, which states that:

> For kindergarten and the first three (3) years of elementary education, instruction, teaching materials and assessment shall be in the regional or native language of the learners. The Department of Education (DepEd) shall formulate a mother language transition program from Grade 4 to Grade 6 so that Filipino and English shall be gradually introduced as languages of instruction until such time when these two (2) languages can become the primary languages of instruction at the secondary level.

The Implementing Rules and Regulations (IRR) as enclosure to DO No. 43, s. 2013 further clarifies approved law, stating that:

> *10.4. Medium of Teaching and Learning.* Pursuant to Sections 4 and 5 of the Act, basic education shall be delivered in languages understood by the learners as language plays a strategic role in shaping the formative years of learners.
>
> The curriculum shall develop proficiency in Filipino and English, provided that the first and dominant language of the learners shall serve as the fundamental language of education. For Kindergarten and the first three years of elementary education, instruction, teaching materials, and assessment shall be in the regional or native language of the learners.

It is clear from all department issuances that, for teaching and for assessment, the MT is to be used in the first four years of a child's education, until such time that a transitional program for additional languages becomes mandatory from Grade 4. As the sole agency tasked to design an effective transitional program for Filipino and English, DepEd also monitors how the MTB-MLE is implemented.

In the literature, the Mother Tongue-Based Multilingual Education (MTB-MLE) is defined as "classroom instruction that begins in children's mother tongue and then gradually shifts toward national and/or international language(s) as the children advance through primary education" (Jacob 2016, p.1). The DepEd formally defines it as the "effective use of more than two languages for literacy and instruction" (DepEd 2012). The MTB-MLE program is embedded in the *Enhanced Basic Education Act of 2013* (RA 10533) and is one of the features of the K to 12 program, along with the following:
1) Strengthening Early Childhood Education (Universal Kindergarten)
2) Making Curriculum Relevant to Learners (Contextualization and Enhancement)
3) Ensuring Integrated and Seamless Learning (Spiral Progression)
4) **Building Proficiency through (Mother Tongue-Based Multilingual Education)**
5) Gearing Up for the Future (Senior High School)

6) Nurturing the Holistically Developed Filipino (College and Livelihood Readiness, 21st Century Skills)

The guiding principle of the program is to provide access and equity to education by allowing better understanding of academic content via the learners' MT. Through this, learning outcomes are expected to improve as mastery of the first language promotes cognitive development that is required to easily learn a second language. In addition, utilizing the learners' MT is anticipated to build up children's self-confidence and pride in their linguistic resource/s, promote inclusion of more local content as well as encourage greater participation of parents and community members. This will also enable teachers to employ more active and efficient methods of teaching and ensure that the knowledge children bring to school becomes the basis for further learning. On the other hand, the government is expected to reap economic benefits from the MTB-MLE program in terms of reduced educational costs incurred from repetitions, dropouts, and absenteeism. This program is expected to address problems related to literacy and numeracy that have hounded basic education (Nolasco 2008).

The conceptual framework of the K to 12 basic education program is shown in Figure 1. It identifies the ideal graduate of a basic education program–one who is a competent and multi-literate learner who understands cultures and languages, and is able to process information in both oral and written forms. As exhibited in Figure 1, theories of language learning and teaching are shown as the bedrock on which rests the success of K to 12 graduates. Consequently, educational outcomes are achieved when foundation rests on a strong knowledge of the nature of languages, how young children learn languages, and how teachers can best help children learn them.

**Figure 1. K to 12 Basic education curriculum framework (2013)**
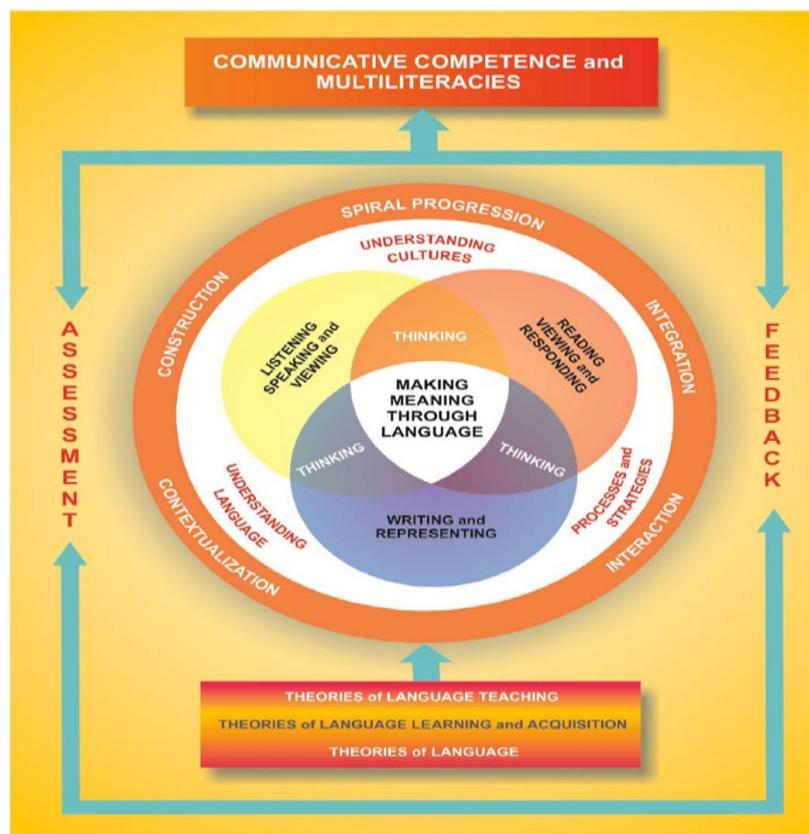


Source: DepEd's K to 12 English Curriculum Guide (2013)

### 3.4.2. Success Factors

Ensuring the success of a strong MTB-MLE program requires fundamental elements, such as presenting the program in two modes—MT as MOI and MT as subject (MTS); gradual and systematic pacing in the teaching of the first language (L1), second language (L2), and third language (L3), [such as Korean, Chinese, or Arabic in Madrasah schools]; continuous training of teachers; working orthography of chosen MOI and contextualized reading resources, and support from the community and other stakeholders.

Recent assessments of the MTB-MLE program point to the crucial roles played by teachers as program implementers. In certain cases, however, teachers are seen as "barriers" to program implementation (Stone, 2012, p. 212). Teachers sometimes have negative, even open antagonism toward teaching in the mother tongue because of their underlying ideologies about the value of learning English vis-a-vis that of the MT (Burton 2013). Studies note that the negative attitudes spring from teacher's lack of confidence teaching literacy in their mother tongue (Stone 2010); hence, resorting to strategies showing outward support for program policy but "subtle acts of resistance" in practice happen (Burton 2013, p. 101). Parba (2018) also claims that the perception of economic benefits to be reaped from competence in English outweighs any benefits in learning the MT. Therefore, teachers' beliefs and attitudes shape and influence the methods they use in teaching in the MT, which could be employed to subvert policy implementation (Burton 2013).

According to Stone (2012), policymakers must clearly mandate the requirement of instruction in the mother tongue and to carry out the program for as long as possible (Malone 2012). Stone (2012) further believes that the educational system should support and value mother tongue teaching and learning by administering examinations in local languages, providing pre- and in-service teacher trainings and professional development in local languages, supporting and providing teacher support for mother tongue teaching and learning, and developing and using local language teaching and learning materials aligned with the curriculum.

Stone (2012) further opined that the success or failure of the MTB-MLE implementation would partly depend on the structure of the education system, especially in the ability of regions to make policy decisions on what language to use as MOI based on their own needs and contexts. She stressed the need to engage the different stakeholders in deciding which languages are to be taught in schools and to conduct language mapping and language planning to understand the region's linguistic make-up (p. 214).

Thus, research (Stone 2012; Burton 2013) suggests addressing teachers', parents' and communities' attitudes and beliefs about MTB-MLE so that they can act as supports, rather than as barriers, to implementation. Specific cultural activities involving the mother tongue, such as poetry reading, poetry writing in the MT, as well as consciousness-raising among parents could improve the community's attitude and perceptions of the MT. Among teachers, these activities could be done during pre-service teacher training, and reinforced during teacher professional development programs. Stone (2012) asserted that teachers do not intentionally act as barriers to student learning, but without the guidance of their superiors, their limited understanding of implementation rationale may seriously compromise the results of the policy.

### 3.4.3.   Implementation

The MTB-MLE program was officially implemented throughout the country in school year (SY) 2012-13. Eight (8) major languages or *linguae francae* (LF) (Tagalog, Kapampangan, Pangasinense, Iloko, Bikol, Cebuano, Hiligaynon, Waray) and four (4) languages in the South (Tausug, Maguindanaoan, Meranao, and Chabacano) were identified as subject areas and language of instruction (LOI). In July, 2013, seven local languages (LLs) were added, bringing the total number of MOIs to 19 (8 LFs and 11 LLs). These additional languages are Ybanag for Cagayan, Isabela, and Tuguegarao City, Ivatan for the Batanes group of islands, Sambal for Zambales, Akeanon and Kinaray-a for Aklan and Capiz, Yakan for Basilan province, and Surigaonon for Surigao provinces and Surigao City. Plans to further increase the MTs in 2019 were revealed during the 2018Tripartite meeting with officials of the DepEd, NEDA, and PIDS. This plan would allow more Filipino children access to mother tongue education (MTE).

### 3.4.4.   Initial Assessments of the MTB-MLE program

To date, two multiphase research projects funded by the United States Agency for International Development (USAID) and the Australian government have carried out impact evaluations and program assessments on the MTB-MLE program.

USAID assisted the DepEd's MTB-MLE program through the Basa Pilipinas program, a four-year[4] early grade reading intervention program to benefit a million Filipino students in two MTs (Ilokano and Sinugbuanong Binisaya), Filipino, and English. The project sought to track gains in reading comprehension between Basa and non-Basa schools at the end of school years 2015-16 and 2016-17. Data, which included reading assessments, principal interviews, classroom observations, teacher interviews, and household surveys were collected at three points in time: baseline (September-October 2015), midline (February-March 2016), and endline (February-March 2017). At the end of the project, 1.8 million children from Kindergarten to Grade 3 benefited from the program, and an additional two million indirectly impacted through various means, as for example, through provision of learning materials, teacher trainings, etc.

The Impact Evaluation (IE) conducted used a quasi-experimental design to find out the effect of Basa-supported early grade reading intervention versus non-Basa supported reading intervention among elementary school students. Schools that were included for evaluation were selected using a two-step sampling and matching methodology. Sample schools and students were from Regions I and VII. At midline, the study found that Basa students were meeting or exceeding targets for oral reading fluency benchmarks for Ilokano as well as for reading comprehension targets, but comparison students fell short for both of these targets. Both Basa and non-Basa students attained the 40 words correct per minute (wcpm) benchmarks in oral reading but fell short of the 60 words per minute benchmarks (Duthie, Razquin, Fulp, & Albornoz 2016, p. 2). At the end of the 5-year project, a significant increase of 28% at baseline to 42% at endline in reading comprehension skills in Filipino was noted among Grade 2 learners. Fifty-three percent (53%) of the same set of learners met the reading fluency of 40 wcpm and comprehension (60% correct answers) benchmarks in 2018, compared with only 45% in 2014 (EDC, 2018, pp. 1-2). Other notable successes of this project include improved reading instruction, improved reading delivery systems, improved access to quality reading materials, among other gains.

---

[4] Originally conceptualized to run from January 2013 to December 2016, the Basa Pilipinas project was extended an additional 17 months (from January 2017 to July 2018) (EDC 2018, p. 7).

The Assessment, Curriculum and Technology Research Centre (ACTRC)-led study was another multi-phase study of schools' best practices in implementing the MTB-MLE. Metila, Pradilla, & Williams (2016a) conducted a nationwide survey including 50 schools in LDC to identify challenges and strategies as schools all over the country localize a national policy. The study yielded 17 unique program challenges collected in 4 categories (design, connection with local community and culture, staff training, and staff selection), and 18 implementation strategies adopted by schools organized into 5 categories (design, connection with local community and culture, staff training, advocacy, and monitoring and evaluation). Schools reported the biggest challenge in the area of design, as when they used a regional lingua franca as a fall back in highly diverse linguistic communities, whereas teachers employed time-tested communication strategies of code-switching, translation, and bridging in an effort to reach as many students: "LDC teachers used the MT during instruction but found the MTs to be limited in academic register and academic formality so they employed communication strategies … to accommodate learners whose MTs were different from the MT MOI" (p. 785). The study goes on to assert: "Adapting policy imperatives to local circumstances can be effective but can result in unevenness in the extent to which localization is faithful to MTE goals and principles" requiring close monitoring of and support for schools as they engage in localizing a national policy (p. 788).

Phase 1 of the study, conducted from October 2013 to May 2014, or a couple of years after DepEd implemented the program, was a scoping study aimed at identifying school practices and issues and concerns to be investigated more fully in later phases of the study. Reporting on the experience of eight schools regarding challenges and strategies in four different language contexts, such as large language (LL) contexts in which schools use an MT with more than two million speakers, such as Cebuano, Iloko, and Hiligaynon (but excluding Tagalog); small language (SL) contexts in which schools use an MT with fewer than two million speakers; Tagalog contexts in which schools use a Tagalog dialect (distinct from Filipino) as an MT; and linguistically diverse (LD) contexts where several MTs are used in schools, Williams, Metila, Pradilla, & Digo (2014) concluded that issues identified in MT literature are also happening in Philippine schools, especially in the early stages of MTB-MLE implementation (p. 19).

Phase 2 (June to September 2014) reported on the experience of schools of the same challenges and strategies as those identified in Phase 1, but on a wider scale. Data were generated from 1248 survey responses from 158 schools across the country. Data analysis involved filtering challenges and strategies reported by schools to come up with unique sets of challenges and strategies in each of the four language contexts and classified into the dimensions of Language, Instruction, Materials, and Program.[5] Phase 2 results revealed that over time schools have adapted and are developing strategies to meet implementation issues, and, except in regions that are linguistically heterogenous and thus have a unique set of challenges, there appears to be a common set of challenges across contexts (Metila, Pradilla, & Williams 2016b, p. 3).

Phase 3 (October 2014 to May 2015) reported on a detailed description of best practice of four schools using principles consistent with successful implementation of MTB-MLE (Metila, Pradilla, & Williams 2017). Results from a case study of each school showed how centralized policy guidelines may be tailor-fitted to a school's particular circumstance to develop high

---

[5] In this study, 'Language' refers to understanding of and attitudes towards the use of the MT as MOI; 'Instruction' refers to teaching and learning inside the classroom; 'Materials' pertains to the development, production, procurement, availability, and accessibility of suitable materials to support teaching and learning in the MT, and finally, 'Program' refers to logistical arrangements such as MT selection, teacher training, student sectioning, etc. (Metila, et al. 2016b, p. 3).

quality programs in a short amount of time. Exemplar schools were deemed successful when their program is coherent and fosters collaboration among stakeholders, as well as with the community at large, as well as being aware of the localized version of the national language. The use of a lingua franca as a strategy to accommodate linguistic heterogeneity in LD contexts is a technique that promotes social cohesion and cultural cohesion (p. 20).

The current study hopes to contribute to the existing literature on MTB-MLE by conducting a systematic evaluation of the process of implementation in 18 selected schools.

## 4.  Research Design and Methodology

### 4.1.  Conceptual Framework

The main objective of this study is to conduct a process evaluation (PE) of the MTB-MLE program that was implemented through the *Enhanced Basic Education Act of 2013*. The assessment looks into the (i) program logic and plausibility, (ii) service delivery and utilization, and (iii) program organization. The review of program logic assesses how the program is supposed to work in theory. The review of service delivery and utilization, on the other hand, assesses the delivery mechanisms installed for the program, the initial successes or failures of delivery, and the responses of the target beneficiaries. Finally, the review of program organization assesses the organizational setup developed to support the implementation of the program (Rossi, Lipsey, & Freeman 2004).

**Figure 2. Theory of Change narrative**

| INPUT | ACTIVITIES | OUTPUT | INTERMEDIATE OUTCOMES | FINAL OUTCOMES |
|---|---|---|---|---|
| Amount of budget | Development of MT textbooks | MT textbooks | K-3 classes taught in the MT | Improved reading scores; higher comprehension scores |
| Number of existing teachers | Development of Big Books and other localized resources | MT Big Books | K-3 students that can write in the MT | Improved LAPG, ELLNA, NAT scores |
| Number of existing classrooms | Translation of CG and TG to MT | LMs in MT | K-3 students that can read in and comprehend in the MT | Reduced educational costs from repetitions |
| Number of existing textbooks | Training of Teachers to teach in the MT | Number of teachers trained in the MT | K-3 students that can compute | Less dropouts; less absenteeism |

Source: Adapted from Orbeta and Paqueo presentation 2018

Figure 2 illustrates the Theory of Change (TOC) narrative. The figure shows that, to be able to achieve the desired outcomes of the MTB-MLE program, inputs such as budget, teachers, classrooms, and textbooks are converted to outputs such as MT textbooks, big books, learning materials and teachers trained to teach in the MT through corresponding activities. Utilization

of these outputs such as K-3 classes taught in MT leads to K-3 students that can read, comprehend, and write in MT are the intermediate outcomes. The program can be considered successful if all these intermediate outcomes are translated into final outcomes such as improved reading scores, higher comprehension scores, higher rate of completion, less school dropouts, improved LAPG, ELLNA and NAT scores, and reduced educational costs from repetitions.

## 4.2. Methodology and Sources of Data

This study is a process evaluation of the MTB-MLE program. The primary method used are qualitative methods consisting of key informant interviews (KIIs) and focus group discussions (FGDs). The interviews and discussions focused on three themes: (a) program theory, (b) service delivery and utilization, and (c) program organization. Assessment of program theory refers to the review of how well-defined the components of theory and the target beneficiaries are, and whether the goals and objectives are feasible given the resources. Assessment of service delivery and utilization refers to the review of the delivery mechanisms, the outreach, utilization and client satisfaction. Assessment of program organization refers to the review of the organization tasked with delivering the program including the extent of support it is getting from decision-makers and stakeholders (Rossi, Lipsey, & Freeman 2004; Gertler et al. 2016). The KIIs were done with key design and implementation personnel of DepEd from the central, regional, division offices, program specialists, and school principals. FGDs were done with teachers and parents. FGDs with K-3 pupils were not conducted since they were too young and conducting interviews with them would require parental consent which was not easy to procure. The respondents were selected because of their first-hand observation and experience on specific issues around the three themes. The parents were selected to provide beneficiary feedback. All respondents were asked to provide their perspectives on the three themes with questions designed for their role in the program. For instance, on the theme of program theory, the decision-makers were asked what the thinking behind the design of the program was, while implementers and parents were asked about their understanding of the logic of the program. Similarly, on the theme of service delivery and utilization, the DepEd personnel were asked to describe what the delivery mechanisms were set in place, what kind of preparation was done, and what their perspective on the extent of utilization of the program services was. Parents, on the other hand, were asked about their feedback on the way the program was implemented. Finally, on the theme of program organization, the DepEd personnel were asked to provide their perspective on the program organization from personnel to resources while parents were asked to provide their perspective on program support and their experience dealing with the school. The guide questions used in the KIIs and FGDs are given in Appendix B. In each of these sessions, participant profile was gathered.

During the school visits, classroom observations were also done to generate first-hand information on how K-3 classes were conducted. A checklist was used to record observations on language use, children's extent of participation, and availability of textbooks.

To gauge the extent of implementation of the program in the entire K-3 school system, an online survey was designed. An online survey form was set up at the PIDS servers and specific school personnel (the school's MTB-MLE-focal person is the preferred respondent) were asked to respond to the three sets of questions, namely, (a) school information, (b) the implementation of the MTB-MLE, and (c) the reasons why schools do not implement the program. The online survey form is provided in Appendix C. To implement the survey, a DepEd memo was sent to

schools containing the link to the online survey. Weekly report on the status of responses was sent to DepEd to guide them on subsequent school-level follow-up.

Finally, enrollment data was used to provide information on the size of the target K-3 population. Data on reported primary language use by pupils at the class level was also processed to provide a measure of language diversity.

Following is the list of data generation instruments used in the study and what pieces of information were generated by each:

- *FGD and KII Guide Questions* generated qualitative data on program theory, rationale, and framework, service delivery utilization and challenges, and information on the organization of the program;

- *Participant Profile Sheet* generated data such as number of children in school and length of residence in areas surveyed for parents; subjects taught and length of service for teachers; and length of service, educational attainment, and courses taken related to educational administration and management for school-based administrators;

- *Classroom observation checklist* generated data on language use inside the classroom, pupils' extent of participation using school's MOI, and whether or not textbooks were used;

- *Online Quick Survey* generated data on whether public and private schools implemented the MTB-MLE program, and if so, what languages were used as MOI; and if not, what reasons were cited for non-implementation; and,

- *Secondary data* on enrollment and schools were used to provide information on the size and distribution of the K-3 enrollment by type of school. Classroom level data on reported primary language spoken by pupils in K-3 were processed to provide information on linguistic diversity.

The study was conducted over a period of six months, from June to December 2018.[6]

### 4.3.   Sampling Strategy

As in any qualitative study, a purposive sampling strategy is utilized to identify FGD and KII participants. The sampling was designed to capture the breadth of program understanding and implementation issues. Understanding and implementation issues are expected to be different by size of school as well as location. Thus, the DepEd schools where stratified according to island groupings (Luzon, Visayas, and Mindanao) and enrollment size[7] (large, medium, small). In each of these nine cells, one school was randomly chosen from linguistically diverse contexts (LDCs) and another from less linguistically diverse contexts (L-LDCs).

---

[6] The online survey for this study was kept running beyond the period of the study, and updates up to March 18, 2019 have been reported in this paper.
[7] Enrollment size follows the DepEd classification at
http://www.deped.gov.ph/wpcontent/uploads/2016/04/DO_s2016_19_0.pdf.
The 'very large' and 'large' classifications were combined because there are only few school in this classification.

Linguistic diversity[8] refers to the "number of languages and the evenness of distribution of mother tongue speakers among languages in a given area" (Harmon & Loh 2010) and is indicated by the language diversity index (LDI) per province enumerated in *The language landscape of the Philippines in 4 maps*.[9] The provinces from each island cluster were classified according to their respective LDIs. Provinces with LDIs of more than 0.50 were classified as LDCs while provinces with LDIs of less than 0.50 were classified as L-LDCs.

After initial selection based on the foregoing, schools were further classified ex-post into urban and rural locations, as well as public and privately-owned/operated. Table 4 shows the results of the random selection of schools based on LDIs. Fourteen (14) public schools and four (4) private schools were selected to form the sample population.

**Table 4. Selected schools[10] based on Language Diversity Index (LDI)**

| School | Location | LDI |
|---|---|---|
| **LUZON** | | |
| Linguistically diverse contexts (LDCs) | | |
| 1. Small School | Benguet | 0.75 |
| 2. Medium School | Benguet | 0.75 |
| 3. Large School | Benguet | 0.75 |
| Less linguistically diverse contexts (L-LDCs) | | |
| 4. Small School | Bulacan | 0.03 |
| 5. Medium School | Bulacan | 0.03 |
| 6. Large School | Metro Manila | 0.05 |
| **VISAYAS** | | |
| Linguistically diverse contexts (LDCs) | | |
| 7. Small School | Leyte | 0.56 |
| 8. Medium School | Leyte | 0.56 |
| 9. Large School | Leyte | 0.56 |
| Less linguistically diverse contexts (L-LDCs) | | |
| 10. Small School | Cebu | 0.22 |
| 11. Medium School | Cebu | 0.22 |
| 12. Large School | Cebu | 0.22 |
| **MINDANAO** | | |
| Linguistically diverse contexts (LDCs) | | |
| 13. Small School | Surigao del Sur | 0.74 |
| 14. Medium School | Surigao del Sur | 0.74 |
| 15. Large School | Zamboanga del Sur | 0.75 |
| Less linguistically diverse contexts (L-LDCs) | | |
| 16. Small School | Cagayan de Oro City | 0.19 |
| 17. Medium School | Cagayan de Oro City | 0.19 |
| 18. Large School | Cagayan de Oro City | 0.19 |

Source: Authors' compilation.

---

[8] Evenness of distribution may be illustrated thus: Two regions where ten languages are spoken may be said to have linguistic diversity, but the region in which each language is spoken by 10% of the population has greater evenness, and therefore higher linguistic diversity, than one in which 91% of the population speaks only one language and only 1% of the population speaks each of the other nine (Harmon & Loh 2010).

[9] Thinking Machines Data Science, 2016 August 10. https://stories.thinkingmachin.es/philippine-languages/

[10] Generic classifications of 'small', 'medium', and 'large' were used to protect the identity of individual schools that participated in the study.

## 5. Results and Discussions

### 5.1. *The Target School-age Population: K-3*

The MTB-MLE program is designed for K-3 pupils. Table 5 shows that as of SY 2017-18, DepEd is serving a total of 15.8 million students, 91% of which are in public and 9% in private schools. There are 51,140 schools that had enrollment in K-3 in that school year, 76% of which are public and 24% private.

**Table 5. Enrollment and school in K-3, SY 2017-18**

| Type | Enrollment | | Number of schools | |
|---|---|---|---|---|
| | Number | % | Number | % |
| Public | 14,367,794 | 90.7 | 38,911 | 76.1 |
| Private | 1,458,930 | 9.2 | 12,186 | 23.8 |
| SUC/LUC | 11,685 | 0.1 | 43 | 0.1 |
| **Total** | **15,838,409** | **100.0** | **51,140** | **100.0** |

Source of Basic Data: DepEd Planning Service

### 5.2. *Online Quick Survey*

The study team's discovery that not all elementary schools are implementing the MTB-MLE program prompted the design of an Online Quick Survey (OQS). The goal was to determine the extent of implementation in public and private schools, what MTs are being used in schools, and what reasons are given for not implementing the program. In addition, the survey also sought to determine what had been accomplished in terms of the four basic activities required for good MTB-MLE implementation, i.e. writing of big books, documenting the orthography, the grammar, and the dictionary of the language[11].

To implement the online survey, a link was included in the directive sent by DepEd Central Office to regional offices for dissemination to all public and private schools. School representatives (the MTB-MLE focal persons are the preferred respondents) followed the link that took them to the online survey hosted in the PIDS servers. The survey got its first responses on Oct 12, 2018. The results discussed in this subsection are from 16,479 (32%) responding schools as of March 18, 2019. Table 6 shows varying response rate by region ranging from 2.2% in ARMM to 65% in Region VIII.

**Table 6. Online quick survey response rates by region\***

| Region | Frequency | Total schools | % Reporting |
|---|---|---|---|
| Region I | 1707 | 2,893 | 59.0 |
| Region II | 713 | 2,569 | 27.8 |
| Region III | 1398 | 4,495 | 31.1 |
| Region IV-A | 1306 | 5,447 | 24.0 |
| Region IV-B | 917 | 2,100 | 43.7 |
| Region V | 1961 | 3,624 | 54.1 |
| Region VI | 545 | 4,420 | 12.3 |

---

[11] The four basic requirements are used to determine MTB-MLE implementation readiness. With the intention of expanding beyond the 19 officially adopted language, this was also highlighted in the IPEd curriculum contextualization efforts by the DepEd-Indigenous Peoples Education Office (IPsEO). This also provided a more systematic approach to resource and technical assistance planning undertaken by the IPsEO (Rufino, 2016; Skoropinski and Skoropinski, 2016).

| Region | Frequency | Total schools | % Reporting |
|---|---|---|---|
| Region VII | 353 | 3,719 | 9.5 |
| Region VIII | 2529 | 3,873 | 65.3 |
| Region IX | 86 | 2,348 | 3.7 |
| Region X | 1430 | 2,624 | 54.5 |
| Region XI | 1097 | 2,235 | 49.1 |
| Region XII | 690 | 2,181 | 31.6 |
| ARMM | 51 | 2,328 | 2.2 |
| CAR | 269 | 1,736 | 15.5 |
| CARAGA | 1055 | 1,912 | 55.2 |
| NCR | 372 | 2,636 | 14.1 |
| **Total** | **16,479** | **51,140** | **32.2** |

Source: Authors' computation.
Note: *All responses are current to the March 18, 2019 data collection date.

**Table 7** shows that almost all (99.5%) of the schools that responded claimed to have implemented MTB-MLE in their schools. This high proportion is true of public schools although there is also a proportion (12.5%) of private schools not implementing the program.

**Table 7. Number of schools implementing the MTB-MLE**

| Implementation Responses | Public | | Private | | SUC/LUC | | Total | |
|---|---|---|---|---|---|---|---|---|
| | Frequency | % | Frequency | % | Frequency | % | Frequency | % |
| No | 82 | 0.5 | 110 | 12.5 | 0 | 0.0 | 192 | 1.2 |
| Yes | 15518 | 99.5 | 768 | 87.5 | 1 | 100.0 | 16,287 | 98.8 |
| **Total** | **15,600** | **100.0** | **878** | **100.0** | **1** | **100.0** | **16,479** | **100.0** |

Source: Authors' computation.

**Table 8** shows that the top reasons of the 192 schools not implementing the program are resources related, namely: teachers lacking relevant teaching materials (17%), schools not having the dictionary of the language (16%), and students lacking textbooks (16%).

The next set of reasons are related to the chosen MOI of the school, namely: teachers lack expertise in the MOI (12%), students do not speak the MOI of the school (9%), and parents do not speak and support the chosen MOI (9%).

**Table 8. Reasons why schools do not implement the MTB-MLE**

| Reasons for non-implementation* | Frequency | % |
|---|---|---|
| Teachers lack relevant teaching materials | 91 | 17.3 |
| School does not have the dictionary of the language | 85 | 16.2 |
| Students lack textbooks | 84 | 16.0 |
| Teachers lack expertise in the MOI of the school | 64 | 12.2 |
| Others | 49 | 9.3 |
| Students do not speak the MOI of the school | 48 | 9.1 |
| Parents do not speak and support the chosen MOI | 46 | 8.7 |
| Teachers do not speak and support the chosen MOI | 26 | 4.9 |
| School officials do not speak and support the chosen MOI | 20 | 3.8 |
| School does not get support from the Central Office/Division Office | 13 | 2.5 |
| **Total** | **526** | **100.0** |

Source: Authors' computation.
Note: *Schools can mention more than one reason.

**Table 9** identifies the number of MOI used in schools. Tagalog as MT has been identified by as many as 6,102 schools (or 32%), followed by Cebuano, 4,556 schools (or 24%), and Iloko in 1,996 schools (11%).

**Table 9. MOI used in schools**

| Medium of Instruction* | Frequency | % |
|---|---|---|
| Tagalog | 6,102 | 31.71 |
| Cebuano | 4,556 | 23.67 |
| Iloko | 1,996 | 10.37 |
| Waray | 1,537 | 7.99 |
| Other | 1,453 | 7.55 |
| Bikol | 1,220 | 6.34 |
| Hiligaynon | 846 | 4.40 |
| Surigaonon | 366 | 1.90 |
| Pangasinense | 333 | 1.73 |
| Kapampangan | 259 | 1.35 |
| Meranao | 183 | 0.95 |
| Kinaraya | 130 | 0.68 |
| Maguindanaoan | 84 | 0.44 |
| Ybanag | 60 | 0.31 |
| Sambal | 36 | 0.19 |
| Tausug | 34 | 0.18 |
| Chabakano | 28 | 0.15 |
| Yakan | 15 | 0.08 |
| Aklanon | 6 | 0.03 |
| Ivatan | 2 | 0.01 |
| **Total** | **19,246** | **100.00** |

Source: Authors' computation.
Note: *Schools can mention more than one MOI.

Interestingly, few schools teach as many as 5 MOIs although most schools (82%) teach only one (**Table 10**). There were also reports of a MOI being used which is not included in the current 19 officially recognized MOI. Appendix A shows the long list of other MOIs used by schools.

**Table 10. Number of MOI used in schools**

| No of MOI | Frequency | % |
|---|---|---|
| 1 | 12,974 | 81.58 |
| 2 | 2,541 | 15.98 |
| 3 | 368 | 2.31 |
| 4 | 19 | 0.12 |
| 5 | 2 | 0.01 |
| **Total** | **15,904** | **100.00** |

Source: Authors' computation.

The quality of implementing the MTB-MLE can be indicated by what the schools have done with the four (4) required activities for good implementation of the MTB-MLE. Schools are

expected to (a) write big books on language, literature and culture; (b) document the orthography of the language; (c) document the grammar of language; and (d) write a dictionary of the language.[12] It is revealing that of those which claimed to have implemented the program, only 9% have done all four, whereas 6% have not done any of the four (**Table 11**). A big bulk of the responding schools has done only some of the four required activities, indicating that the schools have a long way to go in implementing the program even for the 19 languages currently officially recognized as MOI.

**Table 11. Number of activities done in implementing the MTB-MLE**

| Number of activities done | Frequency | % |
|---|---|---|
| 1 | 8,023 | 49.3 |
| 2 | 4,022 | 24.7 |
| 3 | 1,754 | 10.8 |
| 4 | 1,471 | 9.0 |
| 0 | 1,017 | 6.2 |
| **Total** | **16,287** | **100.0** |

Source: Authors' computation.

**Table 12** presents the activities that have been accomplished in the field. The writing of big books has been done by nearly half (45%) of the schools, 21% have documented the orthography of the language, 18% have documented the grammar of the language and 13% have done the dictionary of the language. This indicates the extent of the need to assist schools to do all four with priority given to writing the dictionary, grammar, orthography and big books.

**Table 12. Activities done in the school implementing MTB-MLE**

| Activities done | Frequency | % |
|---|---|---|
| Writing big books on language, literature and culture | 12,633 | 44.6 |
| Document the orthography of language | 6,037 | 21.3 |
| Document grammar of the language | 4,957 | 17.5 |
| Document dictionary of the language | 3,586 | 12.7 |
| Others | 1,098 | 3.9 |
| **Total** | **28,311** | **100.0** |

Source: Authors' computation.

The survey provides a good and up-to-date picture of the extent of implementation of the MTB-MLE in schools. It indicates that implementation is almost universal in public schools. Majority of the private schools are also implementing the program but there is clearly a higher proportion of schools that are not implementing it. The primary reasons for not implementing the program are related to lack of resources (teaching materials, dictionary, textbooks) and the other set is related to the chosen MOI. Some schools use as many as 5 MOIs although 82% use only one. The dominant languages used as MOI are Tagalog, Cebuano and Iloko, although there is a long list of languages being used as MOI even beyond the 19 officially adopted languages (see Appendix A). Even if there seems to be an almost universal implementation, the quality of implementation appears to be wanting. A good MTB-MLE implementation requires four activities to be done, namely: (a) writing of big books, (b) documenting orthography, (c) documenting grammar, and (d) writing the dictionary of the language. The survey revealed

---

[12]Based on field interviews, the Department of Education partners with the Kagawaran ng Wikang Filipino (KWF), and schools routinely seek the help of expert validators for quality assurance of their learning materials.

that, among those who claimed to have implemented the program, there are less than 10 percent who have done all these four activities and a similar proportion not doing any of these activities. One can only imagine what teachers have been doing under these circumstances. Classroom Observations

On visits to public and private schools conducted for the purposes of this study, the researchers have discovered that classrooms that use the MT have more observed interactions among children and teachers. Most classrooms, however, do not employ only one mother tongue; rather, pupils are allowed to freely use whatever language is available in their linguistic repertoire. Translanguaging –the switching into MT, Tagalog, and English happens on a daily basis, observed or not, whether one is in Benguet or in Zamboanga. It was observed that public schools make use of textbooks, visual materials, TV, and desktops in engaging learners, while some private schools do not use textbooks at all, and instead rely on handouts, worksheets, and online resources that teachers sourced themselves.

Children, in general, seem well-invested in their lessons. They appear to be motivated, engaged, highly responsive and participative in their classes. A pattern for language use was noticed:

- o MT: The language used in the delivery and management of academic content; often used in greetings, etc.

- o Tagalog/Filipino: Language usage in LDCs is minimal, but when it is used, it is often during 'unguarded moments,' such as in exclamations of surprise: "Galing!"

- o English: English is used in everyday expressions, such as "Right," "OK," "Good job!" etc.

- o Translanguaging happens all the time: Chabacano's "singko cupcakes na plato" is a mix of Spanish, Tagalog, and English.

An important finding observed on the ground is that elementary schools are not a place where languages are used 'discretely'–one language for subject matter, and another for use at home – but in most cases two or three languages flow into one another in a single utterance. This is also very evident in the linguistic repertoire of teachers and key personnel in schools, who freely move in and out of at least three languages.

## 5.3. *Key Findings from KIIs and FGDs*

### 5.3.1. Key Informant Interviews (KIIs)

To document the manner of MTB-MLE implementation, KIIs were conducted with program framers, specialists, and bureau chiefs from the DepEd Central Office (CO); Public Schools District Supervisors (PSDS) and focal persons (FP) from regional and school division offices; and school heads, principals, and academic coordinators in elementary schools (ESs). A total of 20 officials from the CO, 13 administrators from the Regional offices, and 25 school officials participated in the KIIs. Below summarizes the nature of questions asked of representatives from the three clusters of KII respondents.

*5.3.1.1. Central Office respondents.* A former department secretary and two former undersecretaries were interviewed to provide understandings of program design, direction, and imperatives of the MTB-MLE. Bureau chiefs and specialists were asked for preparations prior to implementation, and ongoing initiatives to capture the extent of service delivery.

*5.3.1.2. Regional Office respondents.* As a crucial aspect of the hierarchy, representatives from the field offices were interviewed to understand how regional and division offices translate and transmit top level initiatives to the bottom of the hierarchy, tailored to the needs of their specific locales. More importantly, regional, division, and district offices were asked how they monitor, maintain, and ensure compliance with program goals.

*5.3.1.3. Elementary school respondents.* School heads, being at the forefront of policy implementation, were asked questions which ranged from how resources are managed at the level of the school, what issues are resolved, and how challenges, such as lack of textbooks and teacher competence, are responded to.

Below is the descriptive statistics of all participants in the KIIs and FGDs, which totaled 405 respondents, disaggregated by island clusters.

**Table 13. Descriptive statistics of FGDs and KIIs, by island clusters**

| Participants | Luzon | Visayas | Mindanao |
|---|---|---|---|
| Parents | 53 | 63 | 60 |
| Teachers | 59 | 54 | 58 |
| DepEd administrators | 32 | 10 | 16 |
| **Total** | **144** | **127** | **134** |

Source: Authors' computation.

### 5.3.2. Focus Group Discussions (FGDs)

Through a DepEd directive and follow-through emails, the MTB-MLE team requested each randomly selected school to constitute 10 parents and 10 teachers of K-3 pupils to participate in FGDs. In the case of large schools, 10-12 parents agreed to join, while a few small schools fielded fewer participants. FGDs were also conducted with teachers, and a similar scenario was encountered regarding teacher participation (i.e. large schools fielded as many as 12 teachers, while small schools fielded only four (one for each of the K-3). All respondents were asked to fill out profile sheets. Teacher-respondents were asked questions about their academic preparation, length of service to respective schools, subjects taught, etc. Parent-respondents, on the other hand, were asked to fill out details of length of residence, and number of children in K-3, to ensure that FGD participants have actual experience of MTB-MLE implementation. A total of 348 individuals participated in the FGDs.

Below summarizes the nature of questions asked of teachers and parents. (See Tables 14-16 for the descriptive statistics.)

*5.3.2.1. K-3 teachers.* Functioning as the most important element in the implementation process who have the most extent of exposure to pupils in K-3, teachers were asked what theory of learning they think supports the MTB-MLE implementation, what challenges they experienced on the ground, and what specific strategies, if any, did they

deploy when faced with implementational challenges such as, for example, the presence of pupils who do not speak the MOI of the school.

*5.3.2.2. Parents of K-3 children.* Being the 'first teachers' at home, parents were also asked what they know about the MTB-MLE program and what languages are spoken at home, in the process uncovering linguistic biases and anxieties of parents regarding language acquisition and learning, and whether they believe that at the heart of MTB-MLE program children's best interests are being served.

### 5.3.3.  Profile of respondents

*5.3.3.1. Parents.* From the three (3) island clusters, 177 parent-participants joined in the school-based FGDs, comprised of 119 parents with one child (67.2%), 49 parents with two (2) children (27.7%), and nine (9) parents with 3 or more children (5.1%). (See Table 14 for the descriptive statistics below.)

**Table 14. Number of parents with one (1), two (2), and three or more (3+) children in K-3**

| Parent-participants' number of children | Count | Percentage |
|---|---|---|
| Parents with 1 child | 119 | 67.2 % |
| Parents with 2 children | 49 | 27.7% |
| Parents with 3 or more children | 9 | 5.1% |
| **Total** | **177** | **100%** |

Source: Authors' computation.

Majority of the respondents have been living in their respective areas between 0 to 10 years (59 respondents or 33.3%), followed by those who have been living in the area from 31 to 40 years (37 respondents or 20.9%) while 27 respondents (15.3%) have been living in the area between 11 and 20 years. There are 22 respondents (12.5%) living in the area for 21 to 30 years. Nineteen (19 or 10.7%) have been living in the area upwards of 40 years, while eight (8) respondents have been living in the same area for more than 50 years. (Five respondents, or 2.8% of the total participants, did not indicate length of residence on the profile sheet.) Findings on length of residence indicate that majority of the parent-respondents had not been living in their respective residence for a long time, which may have implications for the program's service delivery and utilization, since as new residents they may not be speaking the MOI of the school which their children attend.

**Table 15. Number of years of residency per parent/guardian, in ranges**

| Number of years in current residence | Count | Percentage |
|---|---|---|
| Between  0-10 years | 59 | 33.3% |
| Between 11-20 years | 27 | 15.3% |
| Between 21-30 years | 22 | 12.5% |
| Between 31-40 years | 37 | 20.9% |
| Between 41-50 years | 19 | 10.7% |
| More than 50 years | 8 | 4.5% |
| Did not indicate length of residence | 5 | 2.8% |
| **Total** | **177** | **100%** |

Source: Authors' computation.

*5.3.3.2. Teachers.* **Table 16** shows that a total of 171 K-3 teachers participated in the school-based FGDs, of which 166 are females and five (5) are males. One hundred thirty-nine (139) teachers (81.3%) of the total respondents, graduated with a Bachelor's degree, 30 teachers, or 17.5% have a Master's degree, while 2 teachers, or 1.2% of participating teacher population consists of teachers with Doctorate degrees. (See Table 16 for the descriptive statistics.) Of the 171 teachers that participated, almost half (85 teachers or 49.7% of the total) teach all subjects in their respective grade levels while the other half indicated only specific subjects taught.

**Table 16. Number of teachers per level of educational attainment**

| Educational attainment | Count | Percentage |
|---|---|---|
| Bachelor's degree | 139 | 81.3% |
| Master's degree | 30 | 17.5% |
| Doctorate degree | 2 | 1.2% |
| **Total** | **171** | **100%** |

Source: Authors' computation.

Lastly, Table 17 indicates plantilla positions occupied by teacher respondents in public schools.

**Table 17. Number of personnel per teacher item\***

| Teacher Item | Count | Percentage |
|---|---|---|
| Master Teacher II | 9 | 7% |
| Master Teacher I | 9 | 7% |
| Teacher III | 36 | 31% |
| Teacher II | 10 | 8% |
| Teacher I | 51 | 44% |
| Total | 115 | 67% |

\*Teacher items identified here refer to plantilla-based teachers in public schools. Private school teachers follow a different system of ranking and are not included in this table.

Important threads of inquiry from KIIs and FGDs in the field articulate several challenges regarding program logic, service delivery and utilization, and program organization of the DepEd's MTB-MLE program. The following sections provide an in-depth discussion of these challenges.

### 5.3.4.  Assessment of Program Theory

The most important rationale for the MTB-MLE program is to provide access to academic content to pupils for whom the MOIs under the previous policy, Filipino and English, are essentially second and third languages, respectively. Previous and current DepEd Secretaries endorse this philosophy as well, who see the value of "starting where the children are" and providing a "learner-centered" environment for Filipino pupils the rationale of the program. Without oral and writing fluency in either Filipino or English, delivery of academic content is expected to fail.

The program rests on sound, evidence-based research that asserts that "helping children gain competence in oral and written L1 provides them with the foundation for learning the L2 as well" (Malone 2012, p.1). There is also adequate theoretical and empirical basis that, unlike basic interpersonal communicative skills (BICS) or conversational fluency that a child may develop effortlessly, cognitive academic language proficiency (CALP) which refers to

"students' ability to understand and express, in both oral and written modes, concepts and ideas that are relevant to success in school" (Khatib & Taie 2016, p. 65) requires effort and may take 4-7 years to develop (Malone 2012) . Cummins' (1978) *Theory of threshold hypothesis* states that students learn an additional language "by adding it to his or her competently learned first language" and that there may be "threshold levels of linguistic competence which a bilingual child must attain in order to avoid cognitive disadvantages and allow the potentially beneficial aspects of bilingualism to influence his cognitive and academic functioning" (Cummins 2013, p. 222). Additionally, the *developmental interdependence hypothesis* articulates the mutual interdependence of the first and second languages which mutually help the learner access the deeper conceptual and linguistic development of L2 or L3 (in Baker 2011, p. 96). In other words, readiness and eventual competence in L2 depends on competence already developed in L1. The same competence is needed to learn an L3.

The MTB-MLE curriculum substantiates the logic by designing a systematic plan to distribute languages across grade levels, in keeping with the spirit of the above-mentioned evidence-based research. However, the matrix of MOI provided in DO No. 31, s. 2012 shown in Figure 3 exhibits that, in contrast to an earlier DO, three languages are simultaneously being used in Grade One. Filipino and English are taught as subjects using those two languages, when they must only be used as MOI from Grade 4 (since MT as MOI is used from K-3). This means that seven-year-old pupils in the regions currently use three languages simultaneously, a scenario that was actually observed during fieldwork by the MTB-MLE Team. Not only do children struggle with learning these two languages as subjects using those two languages as MOI—languages with which they are still unfamiliar, since they are still mastering their MTs at this point—but they are also being assessed using those two languages, for a total of three assessment languages, including the MT for MTS. The modifications that contravene articulated policies at the level of the department, legal, and national provisions will have far-reaching educational implications to the way children learn academic content.

**Figure 3. MOI across grade levels**

### D. Medium of Instruction

Mother Tongue (MT) shall be used as the medium of instruction and as a subject from Grade 1-3. English or Filipino is used from Grade 4 to 10. Both languages are taught from Grade 1 to 10. The matrix below shows the specific medium of instruction per learning area and per grade level.

| NOMENCLATURE/ LEARNING AREA | MEDIUM OF INSTRUCTION PER GRADE LEVEL | | | | | | |
|---|---|---|---|---|---|---|---|
| | G1 | G2 | G3 | G4 | G5 | G6 | G7 to G10 |
| Language Arts | | | | | | | |
| *Filipino* | Filipino | | | | | | |
| *English* | English | | | | | | |
| *Mother Tongue* | MT | | | - | - | - | - |
| Science | - | - | - | MT | English | | |
| Mathematics | MT | | | English | | | |
| AP | MT | | | Filipino | | | |
| EPP/TLE | - | - | - | - | Filipino | English | |
| MAPEH | MT | | | Filipino | | English | |
| EsP | MT | | | Filipino | | | |

Source: Department of Education (DepEd) DO No. 31, s. 2012.

A key element of the MTB-MLE program is the transition to national and international languages of Filipino and English, respectively. Completing the transition from L1 to L2 and L2 to L3 before a child is ready may have negative effects on the learning of languages, which could, according to experts, result in subtractive bilingualism. Figure 4 shows an optimal

design that takes into consideration the number of years needed by children to master their MT before being bridged to additional languages. Malone (2012) suggested using the L1 as the "only language of instruction in early grades and use both L1 and L2 for instruction in middle to primary grades" (p. 4).

**Figure 4. Optimal design for bridging additional languages**

|  | KG1 | KG2 | Grade 1 | Grade 2 | Grade 3 | Grade 4 | Grade 5 | Grade 6 |
|---|---|---|---|---|---|---|---|---|
| *Languages taught as subjects* | Build oral L1 "school language" *Begin pre-reading & pre-writing* | Continue oral *Introduce L1 literacy Begin oral L2* | Continue oral & written L1, oral L2 | Continue oral & written L1, oral L2 *Bridge to written L2* | Continue oral & written L1 & L2 *Begin oral L3* | Continue oral & written L1 & L2, oral L3 | Continue oral & written L1, L2, L3 *Bridge to written L3* | Continue oral & written L1, L2, L3 |
| *Languages used for teaching* | *L1 for teaching* | *L1 for teaching* | *L1 for teaching* | *L1 for teaching* | *L1-L2-L1 for teaching* | *L1-L2-L1 for teaching* | *L2-L1-L2 for teaching* | *L2-L1-L2 for teaching* |

Source: Malone 2012

In the above design, 4- or 5-year-olds begin learning oral and written L1 in school, only learning oral L3 in the third grade before beginning writing in L3 at Grade 5, whereupon L2 is shared with the L1 as MOI until the child exits primary grade.

In the Philippines, language outcomes of MLE may be graphically represented as stacks, with the MT forming the bedrock on which are added the L2 and L3 as shown in **Figure 5**, columns A to D. As proposed, when a child exits primary school, his/her linguistic repertoire would look something like Column **A** (using Sinugbuanong Binisaya as an illustrative language). On the ground, however, children are exposed to, and may speak, a number of regional languages at home, more realistically represented as Column **B**. This is a more accurate rendering of the language outcome of the MTB-MLE education in the regions, where L1 speakers of Sinugbuanong Binisaya may also be speaking Cebuano or Kana (even Tagalog due to the influence of soap operas on TV). The FGD with parents and teachers revealed that it is quite common among parents and grandparents who may come from different linguistic backgrounds to speak different languages in the home, exposing the child to a number of languages simultaneously with the school's identified MOI.
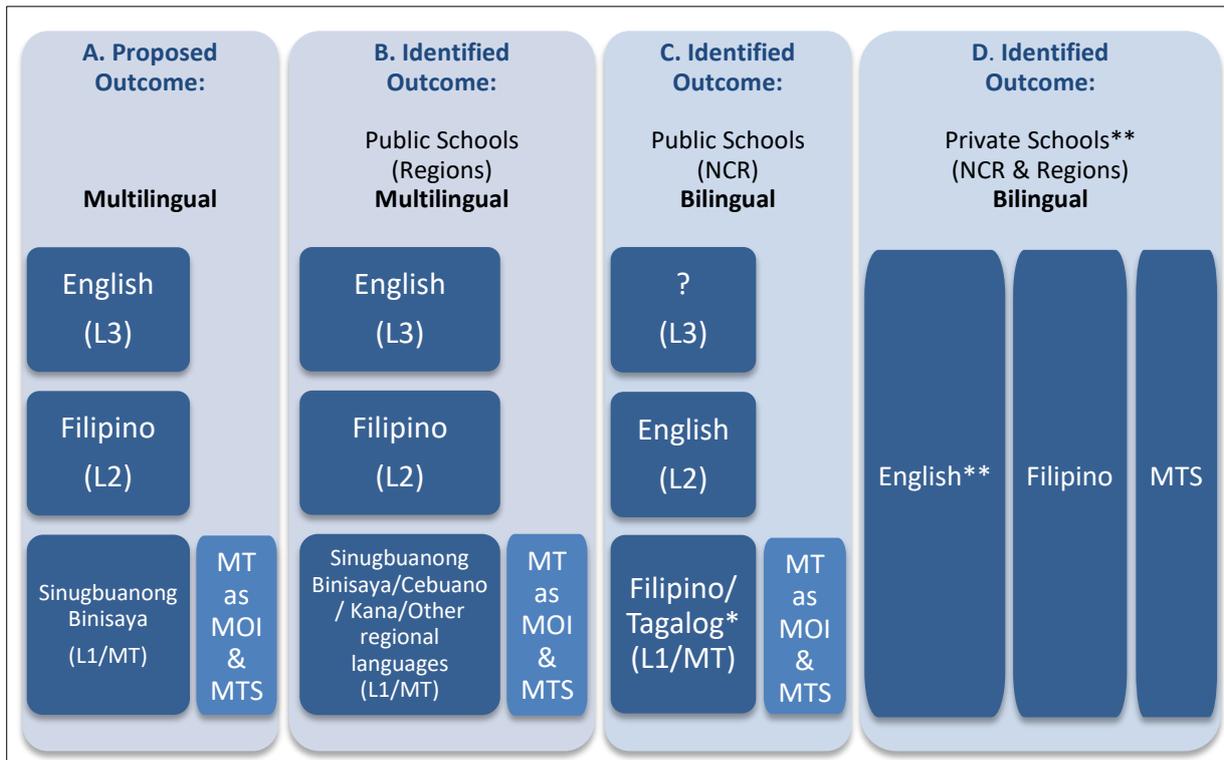
Column **C** is a representation of what is occurring in public schools in NCR and Tagalog-speaking areas, where Tagalog is the predominant MT, and English is the pupil's L2. What, then, may one learn as L3? In such a case, graduates in NCR and Tagalog-speaking areas exit the program with two languages.[13]

Private schools in NCR and in the regions which do not implement the MTB-MLE only implement the mother tongue as subject (MTS) component of the program (Column **D**). Many private schools claim that English is the students' L1, basing their decisions on observations and household surveys. Employing English as their MOI means that these schools teach all subjects in English, with the exception of Filipino and Araling Panlipunan (ArPan) which are

---

[13] In 2018, the Department of Education, through Secretary Briones, has announced the teaching of Hangul in select high schools in NCR. It is not clear, however, if said language is the proposed L3 for learners in NCR.

taught in Filipino. If English[14] is the L1, and Filipino is the L2, what, then, do private schools teach as L3? An important consideration is that English is not included in the 19 languages under the MTB-MLE program. Hence, no teacher trainings, learning materials, and other resources have been designed for these schools. Private school administrators are also generally uncertain about how a transition program for additional languages would look like.

**Figure 5. Language outcomes of multilingual education for different stakeholders**

| A. Proposed Outcome: | B. Identified Outcome: | C. Identified Outcome: | D. Identified Outcome: |
|---|---|---|---|
| | Public Schools (Regions) | Public Schools (NCR) | Private Schools** (NCR & Regions) |
| **Multilingual** | **Multilingual** | **Bilingual** | **Bilingual** |
| English (L3) | English (L3) | ? (L3) | |
| Filipino (L2) | Filipino (L2) | English (L2) | English** \| Filipino \| MTS |
| Sinugbuanong Binisaya (L1/MT) \| MT as MOI & MTS | Sinugbuanong Binisaya/Cebuano / Kana/Other regional languages (L1/MT) \| MT as MOI & MTS | Filipino/ Tagalog* (L1/MT) \| MT as MOI & MTS | |

Source: Authors' compilation.
* As mother tongues, based on interviews with parents. Observations on the ground suggest, however, that the single MT identified is normally learned alongside another predominant language, such as English for Filipino/Tagalog MT speakers, or Filipino/Tagalog for English MT speakers.
** Private schools teach English, Filipino, and MT as subjects, and therefore differ from the design of DepEd's MTB-MLE in using the child's regional or local language as foundation for subsequent language development.

In summary, the MTB-MLE program, which has not been able to take hold in private schools, still use the old format of children entering school already speaking English, claimed as the pupils' MT. Furthermore, this study has found out that the design of the program is predicated on the assumption that there is only one language used as MT in households all over the country, which then is used as foundation for learning a L2 when they go to school, in a type of learning called 'sequential bilingualism' (Baker 2001). In reality, however, language acquisition in the Philippines proceeds through what De Houwer (2017) terms 'simultaneous bilingualism' where two (or more) languages are learned at once (also known as 'bilingual first language acquisition' or BFLA).

---

[14] One supervisor of a region in Mindanao has shared that they have already gathered private school owners in a meeting and told to implement the MTB-MLE.

### 5.3.5. Assessment of Service Delivery and Utilization

Service delivery refers to the system of making available resources (teaching and learning materials, such as textbooks and teacher guides), facilities, equipment, budget and manpower. The KIIs and FGDs revealed that in many aspects schools and learners face a host of challenges.

*5.3.5.1. Program Coverage.* Section 8 of DO No. 43, s. 2013 clearly articulates the inclusiveness of enhanced basic education, whereby programs designed to address the physical, intellectual, psychosocial, and cultural needs of learners are given attention. As part of the early education program, these special programs have been mandated to use the child's MT as well. Besides looking at regular classrooms, this study also looked into the MOI used in these special programs.

- ***Inclusiveness of the Enhanced Basic Education[15]***

*Programs for the Gifted and Talented.* In one specific public school where this program is offered, teachers appear to 'automatically' adopt English as the MOI, when pupils are deemed 'advanced' and can learn using English, which contravenes existing implementation guidelines.

*Madrasah Program.* Based on KIIs with the program heads of the Madrasah program, it appears that the important aspect of MTB-MLE education—learning in one's mother tongue— is not available to students. This is because the curriculum designed in 2005 uses Arabic in its Arabic Language and Islamic Values education (ALIVE) program, in conjunction with a pupil's L1 (for example, Tausug). Arabic is taught as part of the regular curriculum, in addition to the teaching of the MT, Filipino, and English.

*Indigenous Peoples (IP) Education Program.* The IP communities have been using their MTs for as long as the Philippine islands have been inhabited. An excellent curriculum employing the indigenous languages as MOI, where many inputs are sourced from community elders, targets the sustained learning of other LOLI. The IP program appears to have benefitted from the program fully, since they have always taught content in the MT, and for the first time, their way of learning through the MT has been validated.

*5.3.5.2. Service Delivery.* The KIIs and FGDs reveal that there were key elements of the program that were not in place prior to the program rollout in 2012. The program was found to be implemented in these conditions. These also provide explanation for the less than desirable outcomes found on the field.

- ***Lack of accurate information among key stakeholders on the rationale of MT implementation resulted in resistance to the use of MTs as MOIs***

The concept of teaching using the mother tongue is to improve access to education and to facilitate the learning of academic content (Jacob 2016; Dina Ocampo, personal interview). Key stakeholders, such as teachers and parents, did not fully understand the rationale of the program. Policy guidelines took time to trickle to the rank and file, and

---

[15] Despite our attempts to reach out to all Student Inclusion Division (SID) offices, some requests for KIIs had not been granted.

absence of enough lead-time prior to implementation resulted in teachers resenting the policy, who then implemented their own understanding of it. Failure of the teachers to understand the rationale of the policy in turn resulted in their inability to communicate its benefits to parents, who likewise resisted the use of the MT as MOI.

Many teachers are not fully aware of the provisions of RA 10533 nor do they fully understand the IRR of the MTB-MLE policy. Parents also resisted the use of the MT for academic purposes. Some of the responses—*"Waray na nga sa loob ng bahay, Waray pa rin sa school" or "Hindi naman Waray ang gagamitin during job interviews"*—reflect the utilitarian reasons parents claim are the reasons for why their children are in school. Such views sometimes arise from lack of information regarding the benefits brought about by knowledge of the home languages. Although some claimed to understand and appreciate the fact that their languages are valued and used in school, they failed to see how these languages may also be useful in learning academic content, and so are not fully supportive of the decision to transition the MT from the home to the school. Some even advocate for the elimination of these languages from Grade 4 onwards since they are not deemed useful in getting a job, unlike proficiency in both Tagalog and English. Except for their practical/utilitarian purposes inside the house or for interpersonal use among other members of their linguistic group, the use of mother tongues does not seem to serve speakers with other functions related to higher studies, economic advancement, or linguistic diversity.

Lastly, teachers and parents who speak other MTs fail to see that without concrete steps related to language maintenance, the language shift happening in their regions may render their languages moribund in a few years. Some even assert that the presence of many languages being used in school confuses the pupils, a behaviorist concept related to language learning that has since been debunked. As a result, many would like to return to the use of Tagalog and English from Kindergarten onwards, consigning the MTs back to its auxiliary position. Thus, it is imperative on the part of DepEd to continuously train teachers on the benefit of MTE.

- ***Teacher competence to teach in school's MOI was not fully assured before program rollout***

A review of program documents and group discussions with stakeholders revealed that mass trainings of teachers had been conducted merely a month before the nationwide implementation of the program in 2012, with no specialized training for classroom pedagogy in mother tongue education (MTE). Teachers also claimed that there was no sufficient instruction on the teaching in the mother tongue in the first few years of implementation. In addition, although subsequent trainings had been carried out, they were not continuous, such that some teachers who had been teaching for three years had not had any trainings at all.

Teachers who don't speak the school's MT find themselves in a difficult position. In some cases, the school head decides and asks the teacher to return to their own region. As a result, teachers would often translate content from MT to either Tagalog or English. One teacher even asserted: "I would rather teach the student using the language s/he understands than using the DepEd-mandated language which s/he or I do not understand."

There are, however, some teachers who are able to strategize and use the pupils' language. Meanwhile, new hires, who still lack pedagogical competence and, faced with precocious pupils, are unable to adequately respond during teachable moments: When pupils learn to read in Tagalog, they do so syllabically, such as 'a-way' (English, 'fight'), and yet are unable to bridge to learning English phonetically, such as "away" (English, 'at a distance' (adverb)).

In other words, the uneven implementation of the policy and the incomplete knowledge of policy guidelines among teachers that do not speak the MOI of the school had resulted in confusion and resistance to the policy. However, if the provision of trainings and workshops would be continuous, this temporary problem may be addressed.

- *Lack of adequate preparation has resulted in school's inability to respond when challenges presented themselves*

Due to the lack of mechanisms in place prior to program rollout, teachers resorted to various strategies, such as individualized instruction for children who do not speak the school's MOI because they are either transferees from another language community, or the MOI of the school is not the child's MT. Sometimes, teachers seek out help from competent speakers of the language in the community. Quite unfortunately, there were documented cases of pupils being simply abandoned to their own devices until they had learned to speak the school's MOI ('sink or swim'), or the children had simply stopped coming to school.

One school in Bulacan once had an experience of a pupil whose first language was not the MOI of the school and thus was not served because the school did not have a plan of action in place. The child eventually stopped attending classes. When asked what happened to the student, the teachers had thought she returned back home to the north. This was also the case in another school in the Visayas when a pupil whose L1 was English arrived. Although the student was accorded preferential treatment since many teachers speak English anyway, the lack of mechanism designed to use as intervention in cases when pupils do not speak the MOI of the school was simply glossed over at the school level. While a program of action for other school issues, such as bullying or sexual harassment, is in place, no similar plan of intervention is articulated for MTB-MLE-related issues. It is therefore suggested to put in place a similar plan of action for MTB-MLE related issues.

- *Mismatched MTs was causing confusion*

Field research revealed that a school's MOI is decided at either the regional or the national level, resulting in a mismatch between the language of the community and the school's MOI. As an example: One elementary school in Mindanao is an "IPEd-designated school" since a division-led language mapping activity yielded results that majority of the population in the immediate vicinity of the school speak Kinamayo, an IP language. However, the school's MOI is Sinugbuanong Binisaya, which teachers and parents speak as an L1. But since the school is an IPEd-implementing school, teachers were 'enjoined' to learn the Kamayo language, to be able to cater to L1 speakers of Kinamayo. Teachers were not very happy about what they consider to be additional task to their overburdened work schedule.

Mismatched MTs is also the problem in Tuba and Baguio, both in Benguet province. According to respondents from a participating school in Baguio City, their location is a predominantly Tagalog-speaking region, and yet Ilokano was the 'DepEd-designated' MOI. A research conducted by the region's PSDS also yielded the finding that Baguio City is a predominantly Tagalog-speaking area. Furthermore, the dialect of Ilokano used in textbooks is that of Cagayan and Ilocos Norte provinces, and not the Ilokano spoken by residents of Benguet province. As such, these textbooks, since written in the regional variety, remained largely unused.

A last example is the case of a school where Ibaloi was designated MOI, revised from Ilokano used at policy inception in 2014. Few teachers know and speak Ibaloi, since Benguet Ilokano (the dialect predominant in that area) is spoken by more people in that school in Tuba, Benguet. School officials claimed that language mapping had been done in their areas, and yet the decision to use Ibaloi had come from the division office. It is therefore suggested that regional offices design a more nuanced survey instrument to assess the linguistic makeup of communities, and adopt results of such surveys.

- ***Dearth (even absence) of textbook and learning materials was causing frustration***

In several KIIs with officials in the bureau concerned, Volume 12 provision in the law prohibiting the writing of textbooks by employees of the Department of Education appears to have been responsible for the delay in delivering quality learning materials. In one elementary school in NCR, textbooks were only made available in 2018, even though the MTB-MLE program had been running since 2012. Another example is that of a school in Tuba, Benguet, discussed above. Since the MOI in one particular had been revised, no books or learning materials have reached the school yet as of data collection date, prompting teachers to depend on their own resources and creativity in conducting classes.

Generally, the number of textbooks is insufficient, where the ratio could sometimes run into 1:8. Some textbooks also contain factual errors and employ archaic words that even MT speakers do not use anymore. There is a mismatch of the dialect or variety used in textbooks and the school's MOI. Dialectal differences cause confusion to students: "Nagtatanong ang bata pag-uwi dahil hindi naiintindihan ang tinuturo sa klase dahil malalim na Ilocano ang ginagamit, and probably dahil ibang variation ng Ilocano ang ginamit sa translation." Another example is the case of an elementary school in Baguio City that was given textbooks written in the "DepEd-designated MT" but classes are conducted in both Tagalog and English for many subjects.

Apart from getting textbooks out in the correct languages to regions and divisions, schools have to contend with the process of contextualizing materials for use in the region, which could also be an arduous process. Contextualization or localization of materials is an important part of the MTB-MLE program, but unless the process is fast-tracked, delivery of crucial learning materials will suffer. Figure 6 articulates the process followed from the development of the master manuscript to submission to respective offices of the Bureau of Learning Delivery (BLD), Bureau of Learning Resources, and Bureau of Curriculum Delivery. The whole process could take months.

**Figure 6. Process of contextualizing learning resources**
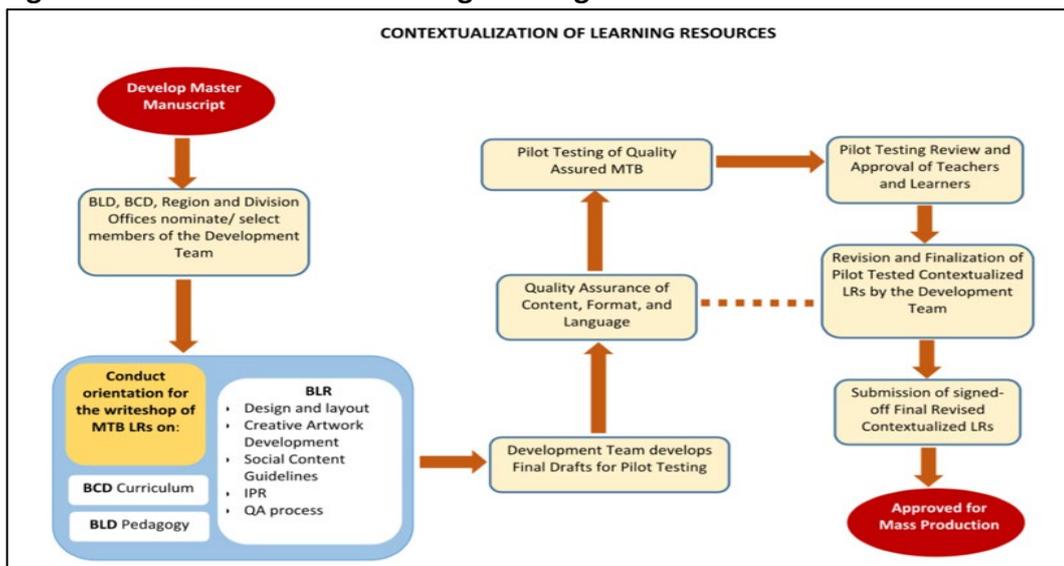


Source: Bureau of Learning Delivery (BLD)

- *Languages of assessment that do not match the MOI was a contravention of MTB-MLE policy rationale*

Many schools, both public and private, test students in three languages, or sometimes translate questions to be understood, a clear contravention of MTB-MLE policy. Although DO No. 74 specifies that pupils be tested in the MT until at least Grade 3, this does not happen on the ground. Thus, all assessments are conducted in three languages, i.e. English in English subjects, Filipino in ArPan and Filipino subjects, and MT in MTS.

When regional competitions are conducted, public schools feel cheated when private schools win, because regional competitions, such as the Mathematics Teachers Association of the Philippines (MTAP) and other regional contests are conducted in English, supposedly giving private schools an edge over public schools.

- *Schools' unwillingness to open channels of communication among stakeholders, such as parents and teachers, was unfair to learners.*

One private school head, for instance, does not appear to value inputs coming from parents and teachers who are important stakeholders in the educational system. Anticipating the potential mess, the respondent articulated that she does not seek out parents' opinions at all. Thus, important pieces of information, such as program rationale, function, and accountability, are not disseminated to key stakeholders.

### 5.3.5.3. Service Utilization

- *Addressing teachers' linguistic biases is important*

A total of 171 K-3 teachers participated in school-based FGDs. Questions ranged from teachers' stock knowledge of language learning theories, perceptions of DepEd's purposes for institutionalizing the MTB-MLE, adequacy of preparations before the program was implemented in their school, and assessment of their own readiness in teaching using the school's MOI, as well as their attitudes towards their own languages. These are very important questions to ask of teachers since they are deemed to be the "soldiers" of the system, who are responsible for carrying out the program with passion and precision.

Most teachers acknowledged that mother tongues, being the child's first language, are crucial in learning academic content, responsible for developing children's self-esteem and instilling pride, and in keeping their linguistic heritage alive. Even among private school teachers where the local language is not used as MOI, the idea of making children learn in the mother tongue to keep their linguistic heritage alive strongly resonated with many of them.

Many believed that the MTB-MLE paves the way for connecting children to their linguistic roots, where even teachers could learn along with their pupils. But crucial government support is needed for the program to succeed. Nevertheless, some teachers still see the implementation of the MTB-MLE as a 'backward' step, convinced in the belief that the program will be unsuccessful in helping their children in the long run. Many point to questions during job interviews being in English, and not in the MT, and that in their eyes seriously limit their children's chances of getting hired.

Not surprisingly, many teachers still think that English is 'superior' to local languages, and thus should be at the center of efforts in language learning. This idea surfaced in discussions among parents in rural areas who think in terms of academic and economic benefits of learning English:

1) Academic: The bulk of academic content is in English, and therefore makes sense to learn in English.

    One school principal, for example, claims that the ability to read in the mother tongue has had a negative effect on children's reading ability in English (based on observational, rather than research data conducted in school in question). Private schools on the other hand, claim that the use of English for delivering content is successful, evidenced by their consistent winning in regional competitions over public schools where English, and not the MT, is used;

2) Economic: Proficiency in English "translates" to better wages.

    While the articulated goal of the MTB-MLE is to improve the learning of English thereby re-establishing the position of the Philippines as an English-speaking country (Dig-Dino, personal interview), the teachers down the hierarchy do not seem to articulate clearly that it should not be at the cost of children's learning or improved comprehension in general. The anxiety that learning too much MT will

take time away from learning English, and seriously hamper students' shot at the economic rewards English provides, appears to be unwarranted.

- *Addressing parents' linguistic biases about English and the mother tongues is equally important*

Many parent-respondents have a correct understanding of the program objectives, and cited faster comprehension, better understanding, and early reading skills as strengths of the MTB-MLE program. Most parents reported being happy with the use of their own languages for language maintenance. They also believed that children's confidence is boosted when they are free to speak and express themselves without fear of committing mistakes.

Some of them believed, however, that MT should not be taught beyond Grade 3, and should remain as a subject, and not as MOI. They are also anxious about which languages their children will need to secure employment to participate in the social, legal, and economic activities in their communities. In fact, some parents reported looking at the implementation of the MTB-MLE as an additional burden for their children due to the increase of the number of subjects in schools).

The influence exerted by the English-speaking children of their co-parents from private schools exacerbated the situation, thinking that time spent studying MT is time spent away from learning English, the only "universal" language worth speaking. In fact, when English is used in regional competitions, and not the MT which is used in K-3, parents use that as proof that English is the superior language, and private schools, which do not implement the MT, offer superior education since their delegates win all the time because they can better understand questions asked or written in English.

- *Teachers think the use of the MT in Math and Science is too cumbersome*

Generally, teacher respondents understood the goals of the MTB-MLE but expressed that the success of its delivery depended on the availability of textbooks and other resources. Curriculum Guides (CG) and Teacher Guides (TG) in English are perennial headaches to teachers who needed to translate curriculum, lesson plan, and other tools into the MT. A sample lesson plan provided to the MTB-MLE team was written in MT and English.

Teacher respondents initially thought of MTB-MLE delivered only as a content area, and considered the MT as MOI too cumbersome for the teaching of Math and Science. Teacher respondents feel extremely stressed with delivering content in areas such as Mathematics and Science (in Grade 3), using languages that do not contain key terms and concepts in the MT but only in English.

In addition, in areas where Tagalog is the predominant MT, the MTS is perceived as a "duplication" of academic content of the Filipino subject. However, ever the optimists, teachers see the repetition as a chance for pupils to master content. There are drawbacks, too, since students who have had prior experience of the content complain of the repetition or simply a translation of the previous lesson.

Teachers who are native speakers of a particular language comment that some of the content are outdated and no longer relevant, and that some of the vocabulary are archaic and no longer current.

The early exit model—where children transition to L2 early has negative effects on learning content. What is being cut short is the chance for the first language to fully develop, which experts argue could take 4-7 years (Malone 2012). Thus, when parents complain of not understanding the language even when they are native speakers of the language themselves, one sees the effects of language shift.

---

**Box 2. Best practices: Teacher-made Big Books**

Teachers in Sacsac Elementary School in Consolacion, Cebu show the consultants a sample of a teacher-made Big Book. A Basa Pilipinas adopted school, Sacsac ES had a head start writing Big Books when the school received support from a non-government organization (NGO) with whom DepEd has partnership agreements.
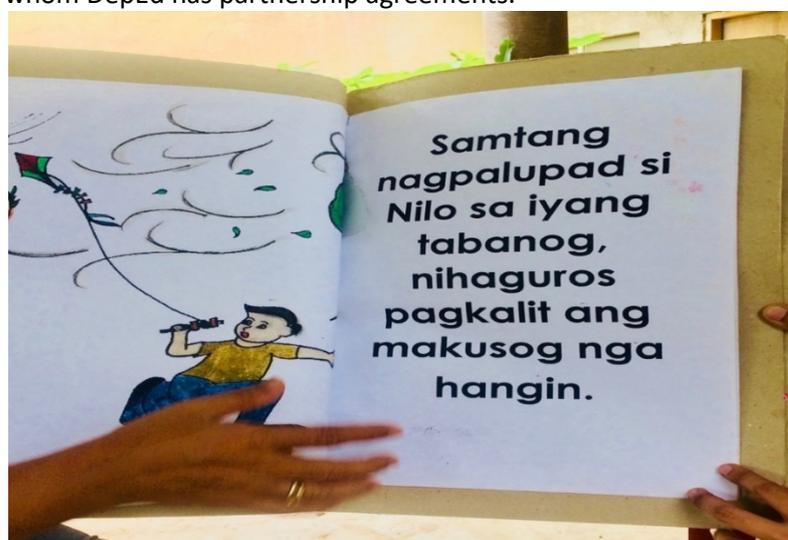


Translation: While Nilo was flying his kite, a strong wind blew.
(Credit to Sacsac ES in Consolacion, Cebu, for this sample of a Big Book.)

---

### 5.3.6. Assessment of Program Organization

Teachers for the most part are adequate in number. However, some teachers lack the necessary linguistic competence to teach in the MT. Some schools experienced employing teachers who did not speak the school's MOI, and principals respond to this challenge through various means, by mentoring, by peer teaching, or in the case of one public school, by advising the teacher to move to a school where the MOI is the teacher's MT.

*5.3.6.1. Organizational Capacity.* Success of the program depends on quality of service rendered by division offices (technical assistance and other support), leadership of school administrators, and partnerships with stakeholders (e.g. parents, and the community).

Figure 7 below shows the organizational structure of the MTB-MLE program, with a special focus on Focal Persons (FP), whose important role is to systematize the delivery

of MTB-MLE basic services from the Central Office to the level of the region, division, district, and schools. (The specific structure below is patterned after the CARAGA region.)

**Figure 7. Organizational structure of the MTB-MLE coordinators/focal persons**
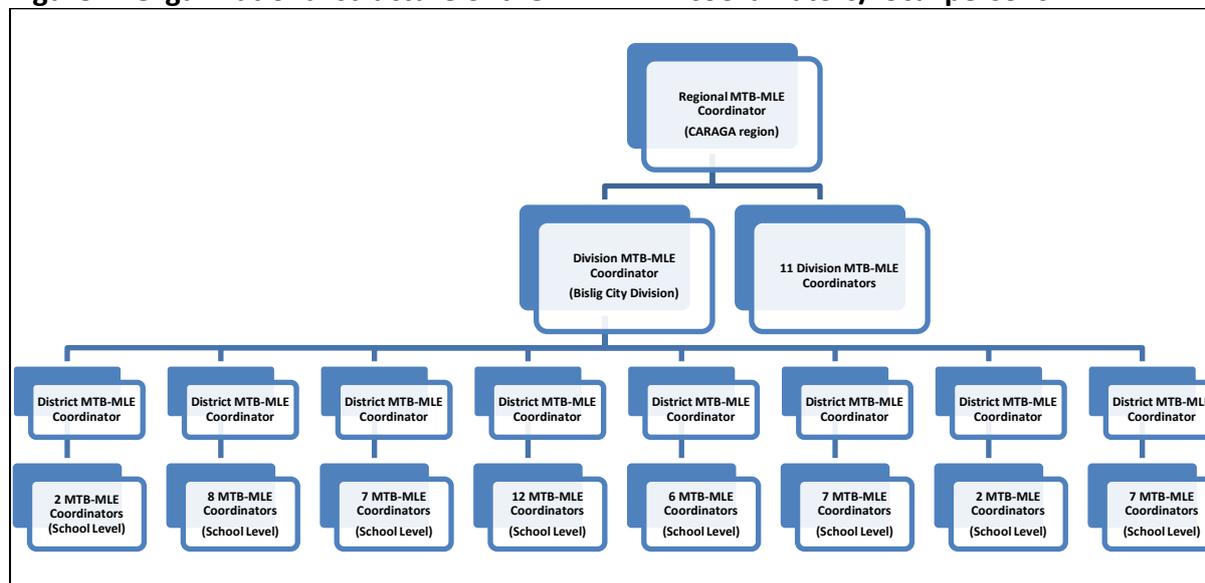


Source: Authors' compilation.

As important as the FPs are in the basic delivery of services, the research team has found out that there is only one (1) regional MTB-MLE FP overseeing twelve (12) divisions in CARAGA). Each division (e.g. Bislig) has 8 districts overseeing a total of 51 ESs. Individual schools are supposed to have a designated MTB-MLE FP, although, based on information given by the Bislig City Division MTB-MLE Coordinator, there are six (6) schools without school-level MTB-MLE coordinators as of data collection date for this study.

*5.2.6.2. Necessary Program Functions.* Only a few schools have dedicated FPs in schools that provide guidance by echoing seminars (when there are seminars to echo). LACs are utilized, but they are deemed inadequate by teachers who complain that actual pedagogical concerns are not really addressed. Monitoring and evaluation of principals are also not consistently carried out, sometimes because schools have too many activities in a given year.

*5.3.6.3. Coordination with Other Agencies.* National agencies coordinate well with DepEd. In some places, LGU support is strong, as in the experience of Zamboanga. Likewise, schools in Surigao del Sur benefitted from LGU support which donated vehicles for use of DepEd officials, which also constructed an office for use of district supervisors, and for other important functions that the DepEd, with its limited budget, had been unable to do for schools, especially in far-flung areas.

5.3.7.  MTB-MLE-related Activities

*At the School Level.* Making of Big Books, indigenizing teaching materials, poetry reading and indigenous dances and other activities are being conducted.

***At the District or Region Level.*** In some areas, monthly conferences (Sarampang) with MTB-MLE coordinators are conducted; KMSB (Kahugpungan sa mga Magtutudlo sa Sinugbuanong Binisaya). One of the things being done by MTB-MLE FP in the Division is identify least mastered skills and ask teachers to demonstrate how problem areas can best be taught.

### 5.3.8. Use of Resources for MTB-MLE-related Activities

***At the School Level.*** Since there are no dedicated funds for MTB-MLE activities, school heads sometimes use the MOOE for printing costs, especially of CG, handouts to students, etc.

***At the District or Region level.*** There are also no dedicated funds for the tasks needed to be carried out by MTBMLE focal persons. Normally, their jobs are add-ons to their regular job.

## 6. Summary and Recommendations

The primary rationale of the MTB-MLE is "starting where the children are." It is designed to implement a learner-centered education from the beginning of the education ladder. The logic of the program is that using as the school's MOI the language that a child has been exposed to from birth or when language is being learned effortlessly at a young age facilitates the learning of academic content and the learning of all other languages in the later grades. This learning theory has strong theoretical and empirical support (e.g. UNESCO (1953, 1999), August, Calderon, and Carlo (2002), Barrios and Bernardo (2012), Reyes (2010)).

Even though implemented nationwide only recently through RA 10533, MTE has had a long and unrecognized history in Philippine education. In theory, the program uses as medium of instruction from K-3 the mother tongue or the first language (L1) of the child. The child is introduced to L2 and L3 from grade 4. However, recognizing the operational impossibility of catering to the numerous languages in Philippine society, the implementation was initially limited to 12 languages in the initial nationwide implementation in SY 2012-13 and subsequently expanded to 19 languages a year later. There are talks of officially adopting more languages but as of this writing, it remains the 8 LFs and 11 LLs (for a total of 19 languages) are officially recognized. Recognizing that there are more languages than the 19 officially adopted, schools since the beginning of the program were encouraged to determine what localization of the policy is feasible in their areas. Since it was impossible to determine the different pathways for localization, the divisions and schools were essentially left on their own to determine which localization efforts to pursue.

The decision to use a smaller set of languages served the feasibility of implementation objective but inadvertently created the problem of children being taught and teachers being asked to teach not in their MTs but in a regional language that perhaps is similar but not identical to the language in the home. There are dialectal differences that need to be recognized even among the 19 officially adopted languages. It is well known that Bikol in Naga is different from Bikol used a few kilometers from Naga or Cebuano in Cebu is different from Cebuano in Cagayan de Oro City or Iloko in Ilocos is different from Iloko in Baguio. This has spawned a lot of conceptual and operational issues including resentment and teaching capability issues including complaints from parents that their children are being taught the archaic version of their own language.

A key conceptual issue is linguistic diversity in classrooms (Metila, Pradilla, & Williams, 2016). The theory is that L1 which is the mother tongue is taught and learned in K-3. A gradual

shift to L2 and L3 starts in G4. However, the realities in the field is that children are exposed to different languages in the home and in the community. In many cases, the L1 is not just one language but one of several. This happens even in communities that are considered L-LDCs. One can think of a family whose parents come from two different linguistic backgrounds who live in communities not originally their own. This situation exposes the child from birth to at least three languages – two from her/his parents and the other from the community. For reasons of feasibility of implementation, schools visited adopted the model assuming only one L1. Learning materials are developed and distributed with this model in mind. Thus, there appears to be no clear guidance on how to practically deal with linguistic diversity besides the general instruction to find feasible localization of LMs. In truth, there maybe is no way that a general guidance can be formulated that can deal with numerous possibilities given the extent of language diversity in the classroom.

Another important conceptual issue is the lack of understanding and wrong appreciation of the basic rationale for the MTB-MLE program. The concept of "starting where the children are" and "learner-centered" education objectives conflict with the utilitarian objectives such as the comment "waray na nga sa loob ng bahay, waray pa rin sa school" or "hindi naman waray ang gagamitin during job interviews". These views have engendered resistance among parents and teachers. These misconceptions about the program undermine successful implementation on which the MTB-MLE is dependent. This highlights what Llaneta (2010) pointed out that many of the issues raised against the MTB-MLE are outside the purview of the program.

On top of these conceptual issues are the issues of procurement and the apparent lack of specific funding support for the MTB-MLE-related operational activities. Procurement issues have hampered the delivery of learning materials. Being an MTB-MLE focal person is an add-on responsibility. The MTB-MLE-related activities had to compete for funding from the general MOOE of the schools. This has hampered the delivery of MTB-MLE-related assistance to schools and monitoring activities. The localization activities which are key to the success of the program suffer the same fate. Schools are lucky if local government are interested in funding localization activities.

Notwithstanding the numerous problems it is facing, the MTB-MLE has very solid pedagogical foundation. Thus, this study does not question the wisdom of implementing the program but rather seeks to highlight the challenges it is facing with a view of seeking more effective, efficient, and acceptable ways of implementing the program.

What follows are the specific recommendations for improving the implementation of the MTB-MLE classified by assessment areas.

## 6.1.  Program Logic

- ***Step up information dissemination of empirical research highlighting the efficacy of learning in the MT.*** The Central Office should spearhead the task of educating the stakeholders that knowledge of the MT is an important precursor in learning additional languages. When parents are convinced of the logic of the program, they could be enlisted to help by providing moral support to the use of the MT in the home. In some cases, parents think that exposing their children to "more" English assures them of learning the language faster and better, but this thinking is not backed by research.

- *Encourage knowledge generation of how children learn many languages at once ('simultaneous bilingualism') which should inform/refine program theory and delivery of service.* Likewise, the Central Office has a duty to review the current design of the MTB-MLE in assuming that there is only one MT being spoken in the home, which then is used as foundation for learning a L2 and then a L3 in a process called 'sequential bilingualism'. The Philippines' highly diverse linguistic communities expose children to several languages at once, and this exposure happens not only in the home, but from several sources outside the home (e.g. in traditional and social media, through their peers who speak different languages, reading materials, etc). Knowing how best to teach languages in these unique contexts should help refine the logic of implementation and modify service delivery.

- *Study the effects of exposure to various languages on education outcomes.* The regional offices may conduct research on effects on exposure to various languages spoken at home, whether this activates children's receptive knowledge of languages, a factor to be considered in designing language programs.

- *Study the impact of social media on language acquisition and learning and see how best to harness these technological affordances.* All forms of media, whether traditional or digital, have been impacting children's ability to learn languages even before they take their first steps towards the school. Rather than ignore or fight against these influences, schools should actively find a way to successfully factor in learning languages through the digital media.

## 6.2. Service Delivery and Utilization

### 6.2.1. Capacity Building

- *Step up the creation of localized/indigenized learning materials (LMs) that are quality-prepared, reviewed, and constantly updated.* The Central Office should enlist the help of linguists who could help teachers in documenting their language for grammar-writing and dictionary-making, and other expert validators who could help in producing Big Books, and other culturally-sound reading materials. The Bureau of Learning Resources should develop a system for the continuous updating of textbooks and learning materials, especially if the initial versions are not a good fit to the dialect/variety being used as the school's MOI. In IP communities, sustain engagement and collaboration with community leaders in the production of LMs to ensure culturally appropriate content.

- *The regional offices should also continuously train teachers, whether new hires or veterans, in meaningful seminars.* At a minimum, teachers should have MTB-MLE related trainings and seminar twice a year for updating teachers' knowledge base. Targeted trainings in the specific language community should help teachers master the minute and particular sets of problems not encountered anywhere else. Most importantly, support teachers' graduate education, focusing on elementary education, child language acquisition, language learning, etc.

- ***The regional offices should also regularly monitor and evaluate principals and teachers in implementing the MTB-MLE program.*** Put in place programs of action to be followed to the letter when specific problems arise, as when learners from other language communities come. Individualized and differentiated instruction, pull-out strategy, and other modifications to the program should be developed to cater to the specific needs of the learners, without undermining the central aim of providing access to education via the MT.

- ***The Central Office must ensure the precision in the use of common conceptual vocabulary used in the program.*** Words and concepts such as "lingua franca", regional language", "dialect", and other technical terms used in the MTB-MLE program would help ensure that teachers access and employ accurate terms for teaching and learning, and such would help dispel sloppy thinking.

### 6.2.2. Advocacy Work

- ***Implement continuous advocacy work by regional MTB-MLE focal persons (FPs).*** Sometimes even school administrators often need convincing of the soundness of the program. FPs should develop sound consciousness-raising strategies for school administrators, teachers, and parents. In addition, the "parents as first teachers", while true, does not get support from schools. Support for it may include the design of leaflets, video resources, and parent-teacher conferences to convince minority language parents with information about multilingual language learning. Enlist as well the support of fellow parents who take a supportive view of learning in the MT. One prevailing wrong notion that needs addressing in advocacy work is the thinking that children no longer need to be educated in the language that they already know.

### 6.2.3. Linguistic Landscape

- ***Schools should instill pride and value of languages by making them visible in the landscape of the school.*** Linguistic landscape (LL) refers to the language used in public spaces. The use of English in environmental print should be found in classrooms of Grade 4 and onwards, but MT should strictly be used in K-3 classrooms. Unconsciously, children imbibe the sense that their local languages are valued when they see them on classroom walls, around and outside of the school, etc. (The use of "Speak English Only" posters as found in one regional office in Mindanao contravenes DepEd's MLE policy.)

- ***The Central Office must ensure to use the mother tongue as the language of assessments in all content areas in K-3.*** Instill pride in the MTs by making them the language of assessments for all content areas in K-3, as originally designed. Encourage the use of MTs in regional and divisional competitions to spur the use of academic MTs and intellectualize the language. Children imbibe the value of their languages when they are used in other academic pursuits, and schools should consistently promote other uses for the MT in academic situations.

-

*6.3. Program Organization*

- ***The Central Office must designate a fund for MTB-MLE operational activities.*** Only funding for textbooks supporting MTB-MLE is designated. Lack of designated funds hampers necessary operational activities such localization and monitoring of implementation.

- ***Schools should systematize and institutionalize the use of language mapping to determine the MOI of schools.*** Establish a plan of action to be mobilized when a school finds out that, through enrollment data, learners that do not speak the MOI of the school will arrive when school opens. Since language mapping is done every year (normally in January), that should be ample time to prepare for June opening of schools.

- ***The regional offices should strengthen dedicated MTB-MLE Focal Person (FP) positions at the Division level.*** The primary responsibility of the FP is to concentrate on how the program is being delivered to stakeholders, and to respond to the unique linguistic characteristics of schools. In some places, FP is only an add-on job without corresponding additional remuneration. DepEd should allocate funds for this and other MTB-MLE-related activities.

- ***The regional offices should strengthen synergy between division, district, and schools in terms of best practices.*** Active engagement and involvement with other schools in other districts regarding best practices not only fosters program ownership but also sustainability of gains made. When teachers themselves share strategies of what works and what doesn't, there are more opportunities for the program to succeed. One of the lessons learned in the Basa Pilipinas project, the power of partnership is key to sustaining success.

- ***Schools should continuously enlist the help of local governments and the private sector particularly in funding localization efforts.*** Localization efforts is a good area for investing the local Special Education Fund.

# 7. References

Arzadon, M., Igcalinos, A., Zubiri, L., Cortez, A., Awid, M., and Gumba, L. 2016. Regional research on the use of language(s) in classrooms in ethnolinguistic communities: Philippines. *Academia.edu.* https://www.academia.edu/34823933/MTB-MLE_in_the_Philippines

August, D. A., Calderon, M., and Carlo, M. 2002. *Transfer of skills from Spanish to English: A study of young learners. Report for practitioners, parents, and policymakers.* Washington, DC: Center for Applied Linguistics.

Baker, C. 2001. *Foundations of bilingual education and bilingualism.* Clevedon: Multilingual Matters.

Ball, J. (2010). Educational equity for children from diverse language backgrounds: Mother tongue-based bilingual or multilingual education in the early years: Summary. France: UNESCO. http://www.ecdip.org/docs/pdf/UNESCO%20Summary%202010-1.pdf

Ball, J. 2014. Multilingual education and language rights. http://www.ecdip.org/multilingualed/

Basic Education Reform Agenda (BESRA) 2006-10. 2005. http://www.fnf.org.ph/downloadables/Basic%20Education%20Sector%20Reform%20Agenda.pdf

Barrios, A., and Bernardo, A. 2012. The acquisition of case marking by L1 Chabacano and L1 Cebuano learners of L2 Filipino: Influence of actancy structure on transfer. *Language and Linguistics 13*(3), 499-521.

Bernardo, A. 2004. McKinley's questionable bequest: Over 100 years of English in Philippine education. *World Englishes 23*(1), 17-31. https://www.researchgate.net/publication/229520296_McKinley%27s_Questionable_Bequest_Over_100_Years_of_English_in_Philippine_Education[accessed Aug 19 2018].

Burton, L. A. 2013. Mother tongue-based multilingual education in the Philippines: Studying top-down policy implementation from the bottom up. Doctoral dissertation. University of Michigan. https://conservancy.umn.edu/bitstream/handle/11299/152603/Burton_umn_0130E_13632.pdf

Castillo, E. S. 2000. Language related recommendations of the Presidential Commission on Educational Reform. *Philippine Journal of Linguistics 31*(2), 39-47. http://lynchlibrary.pssc.org.ph:8081/bitstream/handle/0/5172/5%20Language%20Related%20Recommendations%20of%20the%20Presidential%20Commission%20on%20Educational%20Reform.pdf?sequence=1

Cruz, N. T. 2015. The implementation of the mother tongue-based multilingual education in Grade 1 in the public elementary schools in Pangasinan 1. Proceedings from the DLSU Research Congress2015. http://www.dlsu.edu.ph/conferences/dlsu_research_congress/2015/proceedings/LLI/014LLI_Cruz_NT.pdf

Cummins, J. 2013. BICS and CALP. In P. Robinson (Ed.). *The Routledge encyclopedia of second language acquisition* (pp. 65-66). New York: Routledge.

Dawe, C. J. 2014. Language governmentality in Philippine education policy. *Working Papers in Educational Linguistics 29*(1), 61-77.

Dekker, D. and Young, C. 2005. Bridging the gap: The development of appropriate educational strategies for minority language communities in the Philippines. *Current Issues in Language Planning 6*(2), 182-199.

Department of Education. 2009. *Institutionalizing mother tongue-based Multilingual education* (MTB-MLE). (Department Order No. 74). Retrieved from Philippines Department of Education. http://www.deped.gov.ph/orders/do-74-s-2009.

Department of Education. 2012. *Guidelines on the implementation of the mother tongue-based multilingual education (MTB-MLE)* (Department Order No. 16). Retrieved from Philippines Department of Education. http://www.deped.gov.ph/orders/do-16-s-2012.

DepEd Order 31 s. 2013 & DepEd Order 31 s. 2012 contravene MTB-MLE provisions of RA 10533. https://mlephil.wordpress.com/2013/09/05/deped-order-31-s-2013-deped-order-31-s-2012-contravene-mtb-mle-provisions-of-ra-10533/#more-6182

Duguiang, N. and Dekker, D. 2010. Mother tongue-based multilingual education—The Lubuagan experience. Multilingual Education-Philippines: Advocacy for Mother Tongue-Based Education. https://mlephil.wordpress.com/2010/03/06/mother-tongue-based-multilingual-education-the-lubuagan-experience/.

Dumatog, R. and Dekker, D. 2003. First language education in Lubuagan, Northern Philippines. https://www.sil.org/system/files/reapdata/10/29/31/102931233756000318253878776625862429291/dumatog_and_dekker_48907.pdf

Durgunoglu, A. Nagy, W.E., and Hancin-Bhatt, B. 1993. Cross-language transfer of phonological awareness. *Journal of Educational Psychology 85*(3), 453-465. https://www.researchgate.net/publication/256917577_Durgunoglu_AY_Nagy_WE_Hancin-Bhatt_BJ_1993_Cross_language_transfer_of_phonological_awareness_Journal_of_Educational_Psychology_85_453-465

Duthie, M., Razquin, P., Fulp, Jordan, and Albornoz, M. 2016. Basa Pilipinas impact evaluation: Midline report. Quezon City: USAID. https://www.researchgate.net/profile/Paula_Razquin/publication/309843228_Evaluation_Basa_Pilipinas_Impact_Evaluation_Midline_Report/links/5824b8a608ae7ea5be77e31a/Evaluation-Basa-Pilipinas-Impact-Evaluation-Midline-Report.pdf

Education Development Center (EDC). 2018. USAID/Philippines Basa Pilipinas program. Final project Report. Washington, DC: USAID.

*Ethnologue: Languages of the World.* 2019. Philippines. https://www.ethnologue.com/country/PH

Gertler, P., Martinez, S., Premand, P., Rawlings, L., and Vermeersch, C. 2016. *Impact evaluation in practice.* 2nd edition. Washington, D. C.: World Bank.

Gonzalez, A. & Bautista, L. 1986. *Language surveys in the Philippines (1966-1984).* Taft, Manila: De La Salle University Press.

Gonzalez, A. 1998. The language planning situation in the Philippines. *Journal of Multilingual and Multicultural Development 19*:5, 487-525, DOI: 10.1080/01434639808666365

Hohulin, L. 1995. The First Language Component: A bridging educational program. *Notes on Literacy 21*(1), 1-21. http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.616.2107&rep=rep1&type=pdf

House of Representatives. 14th Congress. House Bill No. 3719. *An Act Establishing Multilingual Education and Literacy in the Philippines*. Introduced by Hon. Magtanggol Gunigundo.

House of Representatives. 14th Congress. House Bill No. 5619. *An act to strengthen and enhance the use of English as the medium of instruction in Philippine schools*. Introduced by the Hon. Eduardo Gullas.

Igcalinos, A. D. 2012. Gaps and challenges in the mother tongue-based multilingual education (MTBMLE) implementation in Philippines basic education: A policy issue paper on language-in-education policy. *Academia.edu*. https://www.academia.edu/23350185/Gaps_and_Challenges_in_the_Mother_Tongue_Based_Multilingual_Education_MTBMLE_Implementation_in_Philippines_Basic_Education_A_Policy_Issue_Paper_on_Language-in-Education_Policy

Jacob, J. W. 2016. *Mother tongue-based multilingual education in Bangladesh: Lessons learned in SHARE education program*. Bangladesh: SHARE.

Khatib, M. and Taie, M. 2016. BICS and CALP. Implications for SLA. *Journal of Language Teaching and Research 7*(2), 382-88.

Kosonen, K. 2005. First language-based multilingual education can help those excluded by language. http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.569.8342&rep=rep1&type=pdf

Kosonen, K. 2009. Language-in-education policies in Southeast Asia: An overview. *Mother tongue as bridge language of instruction: Policies and experiences in Southeast Asia* (pp. 22-41). Bangkok: SEAMEO.

Kosonen, K. and Young, C. 2009. Introduction. *Mother tongue as bridge language of instruction: Policies and experiences in Southeast Asia* (pp. 8-19). Bangkok: SEAMEO. http://www.asiapacificmle.net/wpcontent/uploads/2013/03/MT_compendium_SEAMEO_2009.pdf

Llaneta, C. A. C. 2010. The language of learning: Mother tongue-based multilingual education in the Philippines. https://mlephil.wordpress.com/2010/05/06/the-language-of-learning-mother-tongue-based-multilingual-education-in-the-philippines/

Malone, S. 2012. Bridging between languages in mother tongue-based multilingual education: Overview of the process. https://www.sil.org/system/files/reapdata/12/43/26/1243269143437810547365709111 29283882779/Bridging_between_languages_in_MTB_MLE.pdf

Metila, R., Pradilla, L., & Williams, A. 2016a. The challenge of implementing mother tongue education in linguistically diverse contexts: The case of the Philippines. *Asia-Pacific Educational Research 25*(5-6), 781-89. DOI 10.1007/s40299-016-0310-5

Metila, R., Pradilla, L., & Williams, A. 2016b. *Investigating best practice in Mother Tongue-Based Multilingual Education (MTB-MLE) in the Philippines, Phase 2 progress report: Patterns of challenges and strategies in the implementation of mother tongue as medium of instruction in the early years: A nationwide study.* Report prepared for Australian Department of Foreign Affairs and Trade and Philippine Department of Education. Melbourne and Manila: Assessment, Curriculum and Technology Research Centre (ACTRC).

Metila, R., Pradilla, L., & Williams, A. B. 2017. *Investigating best practice in Mother Tongue-Based Multilingual Education (MTB-MLE) in the Philippines, Phase 3 progress report: Strategies of exemplar schools.* Report prepared for Australian Department of Foreign Affairs and Trade and Philippine Department of Education. Melbourne and Manila: Assessment, Curriculum and Technology Research Centre (ACTRC). https://actrc.files.wordpress.com/2017/12/mtb-mle-phase-3-report-revised-27102017.pdf

Nolasco, R. M. 2008. The prospects of multilingual education and literacy in the Philippines. http://www.seameo.org/_ld2008/doucments/Presentation_document/NolascoTHE_PR OSPECTS_OF_MULTILINGUAL_EDUCATION.pdf

Nolasco, R. M. 2009. 21 reasons why Filipino children learn better while using their mother tongue: A primer on mother tongue-based multilingual education (MTBMLE) & other issues on language and learning in the Philippines. http://mothertongue-based.blogspot.com/2009/01/mle-primer.html

Nolasco, R. M. 2014. 'Paglinang 2014'. *Inquirer.net http://opinion.inquirer.net/73942/paglinang-2014*

Ocampo, D. 2017. Enhancing access to quality education services for young children in poor communities in the Philippines.

Parba, J. 2018. Teachers' shifting language ideologies and teaching practices in Philippine mother tongue classrooms. *Linguistics and Education 47,* 27-35.

Pazzibugan, D. 2013. 7 more languages added to mother tongue instruction in public schools. *Inquirer.net*. https://newsinfo.inquirer.net/440205/7-more-dialects-added-to-mother-tongue-instruction-in-public-schools

Quijano, R. S. and Eustaquio, O. H. 2009. Language-in-education policies and their implementation in Philippine schools. *Mother tongue as bridge language of instruction: Policies and experiences in Southeast Asia* (pp. 84-92). Bangkok:

SEAMEO. http://www.asiapacificmle.net/wp-content/uploads/2013/03/MT_compendium_SEAMEO_2009.pdf

Quijano, R. S. n.d. MLE in the Philippines: History and possibilities. [slide presentation] https://vdocuments.site/yolanda-s-quijano-edd-director-bureau-of-elementary-education-department-of-education-pasig-city-mle-in-the-philippines-history-and-possibilities.html

Quijano, R.S. n.d. Using the mother tongue as a bridge language of instruction in two schools in La Paz, Agusan del Sur: A case study. [slide presentation]

Republic Act 10533, *An Act Enhancing the Philippine Basic Education System by Strengthening its Curriculum and Increasing the Number of Years for Basic Education, Appropriating Funds Therefor and for Other Purposes.* https://www.officialgazette.gov.ph/2013/05/15/republic-act-no-10533/

Reyes, R. 2010. First Philippine Conference-Workshop on Mother Tongue-based Multilingual Education. Capitol University, Cagayan de Oro City, Philippines.

Rossi, P., Lipsey, M., and Freeman, H. 2004. *Evaluation: A systematic approach.* London: Sage.

Rufino, Rozanno 2016. "Rapid Appraisal of Indigenous Peoples (IP) Languages for Mother Tongue-based Multilingual Education (MTB-MLE) Implementation. Powerpoint Presentation, DepEd-OUCI Workshop on Managing K to 12 Curriculum Implementation, Legaspi City, November 14, 2016.

Ruiz, R. 1984. Orientations in language planning. *Bilingual Research Journal 8*(2), 15-34.

Skoropinski, Bruce and Xinia Skoropinski. 2016. Notes on Four Minima for MTB-MLE Implementation in IP Languages Prepared for the DepEd-Indigenous Peoples Education Office. Unpublished manuscript.

Shakkour, W. 2014. Cognitive skill transfer in English reading acquisition: Alphabetic and logographic languages compared. *Open Journal of Modern Linguistics 4*(4), 544-562. DOI:10.4236/ojml.2014.44048

Stone, R. P. 2012. A professional development program for the mother tongue-based teacher: Addressing teacher knowledge and attitudes about MTBMLE. *Open access dissertations.* https://scholarworks.umass.edu/cgi/viewcontent.cgi?referer=https://www.google.com/&httpsredir=1&article=1593&context=open_access_dissertations

Tapang, G. 2012. Don't teach maths and science in English. *SciDevNet.* https://www.scidev.net/global/migration/opinion/don-t-teach-maths-and-science-in-english.html

*Thinking Machines Data Science*, 2016 August 10. https://stories.thinkingmachin.es/philippine-languages/

Tollefson, J.W. 2011. Language planning and language policy. In R. Mesthrie (Ed.) *The Cambridge handbook of sociolinguistics* (pp. 356-376). Retrieved from http://www.eblib.com.

Tupas, R. 2015. Inequalities of multilingualism: challenges to mother tongue-based multilingual education. *Language and Education 29*(2), 112-124. http://dx.doi.org/10.1080/09500782.2014.977295

Tupas, R. 2018. (Un)framing language policy and reform in Southeast Asia. *RELC Journal* 49(2), 149-63. https://doi.org/10.1177/0033688218772155

UNESCO. 1953. The use of vernacular languages in education. Paris: UNESCO. http://unesdoc.unesco.org/images/0000/000028/002897EB.pdf

UNESCO. 2003. Education in a multilingual world. Paris: UNESCO. http://unesdoc.unesco.org/images/0012/001297/129728e.pdf

UNESCO. 2016. MTB MLE resource kit: Including the excluded: Promoting Multilingual education. France/Bangkok: UNESCO.

UNICEF. 1999. Which language for children? *The State of the World's Children* (pp. 44-45). New York, NY: UNICEF.

United States Agency for International Development [USAID]. 2009. An evaluation framework for USAID-funded TIP prevention and victim protection programs. Social Transition Team, Bureau for Europe and Eurasia.

Walter, S. L. and Dekker, D. E. 2011. Mother tongue instruction in Lubuagan: A case study from the Philippines. *International Review of Education 57*, 667-683. https://doi.org/10.1007/s11159-011-9246-4

Williams, A. B., Metila, R. A., Pradilla, L. A. S. & Digo, M. M. B. 2014. Strategies and challenges in MTB-MLE implementation in the early years (Phase 1 Progress Report). Quezon City: University of the Philippines and University of Melbourne. https://actrc.files.wordpress.com/2013/07/mtb-mle-phase-1-progress-report.pdf

World Bank. n.d. Regaining an educational advantage—investing in the Philippines' economic future. *Discussion Draft.* http://siteresources.worldbank.org/INTPHILIPPINES/Resources/DB18-EducationPolicyNote-July13.pdf

# 8. Appendices

**Appendix A.** Other MOIs Used in Schools

| LANGUAGES | COUNT |
|---|---|
| Adasen | 13 |
| Agta, Casiguran Dumagat | 1 |
| Agta, Umiray Dumaget | 1 |
| American Sign Language | 1 |
| Ayangan | 3 |
| Ayta, Ambala | 1 |
| Ayta, Mag-antsi | 3 |
| Ayta, Magbukun | 1 |
| Bag-o | 15 |
| Bagobo/Binagobo | 2 |
| Balangao | 3 |
| Bangon | 1 |
| Bantoanon, Asi | 19 |
| Banwaon | 1 |
| Batak/Binatak | 1 |
| Batangan | 1 |
| Bay Local Expressions | 1 |
| Baybayanon/Binaybayon | 1 |
| Bikol | 2 |
| Bikol, Buhinon | 10 |
| Bikol, Casiguranun | 1 |
| Bikol, Matnog | 1 |
| Bikol, Miraya | 8 |
| Bikol, Naga | 2 |
| Bikol, Rinconada | 36 |
| Bikol, Sorsogon | 6 |
| Bikol, West Albay | 1 |
| Binukid | 14 |
| Binukid, Talaandig | 5 |
| Bisakol/Bisaya-Bikol | 1 |
| Bisaya | 118 |
| Bisaya, Kinaray-a | 1 |
| Bisaya, Misamis Oriental | 1 |
| B'laan/Bilaan/Blaan | 37 |
| Bolinao | 18 |
| Bontok | 2 |
| Bontok, Eastern/Finallig | 1 |
| Bontok, Minaligkhong | 1 |
| Buhid/Buhid-Mangyan | 9 |
| Busuanganen | 1 |
| Cagayanen | 1 |
| Capiznon | 2 |
| Castillanon | 1 |
| Cebuano, Boholano | 4 |
| Cebuano, Kana | 8 |

| LANGUAGES | COUNT |
|---|---|
| Cebuano, Sinugbuanong Binisaya | 598 |
| Chinapyosen | 1 |
| Chinese | 2 |
| Cuyonon/Cuyono | 24 |
| Davawenyo | 48 |
| Dumagat | 2 |
| English | 322 |
| Filipino | 28 |
| Gaddang | 1 |
| Gubang | 2 |
| Hakhi | 1 |
| Hambilanon | 1 |
| Hanunoo/Hanunoo-Mangyan/Mangyan | 10 |
| Higaonon | 28 |
| Ibaloi/Ibaloy | 5 |
| Ibanag | 1 |
| Ifugao | 4 |
| Ifugao, Ayangan | 13 |
| Ifugao, Batad/Ayangan Ifugao | 3 |
| Ifugao, Tuwali | 23 |
| Ilocano/Ilokano/Iloko | 25 |
| Ilonggo/Hiligaynon | 16 |
| Ilonggong Binisaya | 2 |
| Ilongot/Bogkalot | 1 |
| Inlaod | 1 |
| Inonhan/Onhan | 9 |
| Iranun/Iranon | 4 |
| Iraya | 1 |
| Isnag/Isneg | 1 |
| Itawit/Itawis | 2 |
| Itneg | 6 |
| Itneg, Banao | 3 |
| Itneg, Binongan/Tingguian | 10 |
| Itneg, Inlaod | 1 |
| Itneg, Maeng | 5 |
| Itneg, Masadiit | 5 |
| Itneg, Moyaden | 3 |
| I-wak/Iwaak | 2 |
| Kaagan/Kalagan/Kagan | 4 |
| Kagayanen/Kagay-anen | 1 |
| Kalanguya | 37 |
| Kamayo/Kinamayo | 42 |
| Kankanaey, Applai | 3 |
| Kankanaey, Bontok | 1 |
| Kankanaey/Kankanai/Kankanay | 59 |
| Kenachakran | 2 |
| Kinan-ew | 1 |
| Leytenio | 2 |
| Mabaka | 5 |

| LANGUAGES | COUNT |
| --- | --- |
| Maguindanaon | 1 |
| Mamanwa/Minamanwa | 7 |
| Mambusaonon | 1 |
| Mandarin | 1 |
| Mandaya | 9 |
| Mandaya/Mandayan | 54 |
| Manobo | 50 |
| Manobo, Agusan (Agusanong Minanobo) | 5 |
| Manobo, Ata/Minanobo | 7 |
| Manobo, Dibabawon | 2 |
| Manobo, Ilianen/Erumanen ne Menuvu | 1 |
| Manobo, Kinamiging/Kamigin/Kinamiguin | 2 |
| Manobo, Matigsalug/Tigwahanon | 11 |
| Manobo, Obo | 3 |
| Manobo, Tinananen | 1 |
| Mansaka | 30 |
| Mapun/Jama Mapun | 12 |
| Maranao/Maranaw | 1 |
| Masbatenyo, Minasbate | 278 |
| Masbatenyo, Tigaonon | 17 |
| Molbog | 24 |
| Nitibo | 1 |
| Obian | 1 |
| Palawano | 9 |
| Pampangan/ Kapampangan/ Pampan | 2 |
| Pangasenense/Pangasinan | 2 |
| Romblomanon | 7 |
| Sama, Balangingi | 4 |
| Sama, Central | 5 |
| Sambal | 1 |
| Sambal, Botolan | 1 |
| Sign Language | 1 |
| Subanen | 10 |
| Surigaonon | 5 |
| Tagabawa | 2 |
| Tagakaulo | 25 |
| Tagalog | 29 |
| Tagbanwa/Tagbanua | 6 |
| Tagon-on | 1 |
| Talacognon | 5 |
| Tandaganon/Tagon-on | 25 |
| Tawbuid/Taubuid | 2 |
| Tboli/T'boli | 13 |
| Tiruray/Teduray | 2 |
| Waray-waray | 24 |
| Yogad | 1 |
| Ytawis | 1 |

**Appendix B.** List of Guide Questions for the FGDs and KIIs

---
**A. FOR PROGRAM THEORISTS**
---

**Objectives:**
1. To understand the imperatives of the MTB-MLE program as envisioned by program framers, and to understand how the program rests on sound, evidence-based research; and
2. To discover the ways in which the program could potentially serve the best interests of the Filipino child, which had been missing pre-MTB-MLE.

## Areas of Discussion/Questions

**Discussion Point 1: Program Logic/Framework**
1. What theory of learning supports the implementation of the MTB-MLE?
2. What are the legal bases of the MTB-MLE program?
3. What realities in Philippine classroom can the MTB-MLE program respond to?
4. Are there program goals that the MTB-MLE hope to achieve that were not being addressed by the language-in-education policy in the country (BEP)?
5. Is the MTB-MLE program expected to democratize access to education by certain groups (IP, Special learners, etc)?
6. In your study, have there been approaches that have proved effective for managing the use of two or more languages in a bilingual or multilingual curriculum?
7. Have there been any policy changes effected after the initial implementation of the MTB-MLE that you know of?

**Discussion Point 2: Service Delivery and Utilization**
1. When was the first roll out of the MTB-MLE program? Was it implemented at the same time in all grade Schools in the country? If not, why?
2. What was the initial outcome of the implementation?
3. What important lessons were learned from the pilot implementation?
4. How should the MTB-MLE be carried out in classrooms where three or more local languages are represented as mother tongues?
5. What did you envision as the ideal end-goal of the program?
6. Did DepEd issue guidelines for the implementation of the MTB-MLE program? What are some of these guidelines?
7. Should regular feedback be sourced from stakeholders, like parents and guardians?
8. What are best practices of offices, regions, and MTB-MLE implementing schools that you have heard/read about so far? 'Bad' practices?

**Discussion Point 3: Program Organization**
1. At the outset, have program functions been identified? Have these identified necessary functions been performed?
2. Are operational procedures well-established and followed?
3. Are the administration, staff, and coordination with bureaus/offices in the Central Office (such as the Bureau of Learning Resources) efficient?
4. Are resources used effectively and efficiently?
5. Are there outcome measurements that should be regularly done and monitored?

**Objective:**
> To find out how directors and chiefs interpret, operationalize, and implement the core components of the MTB-MLE program.

## Areas of Discussion/Questions

**Discussion Point 1: Program Logic/Framework**
1. What theory of learning supports the implementation of the MTB-MLE?
2. Given this theory of learning, do you think the focus on K-3 is appropriate? Why?
3. What realities in Philippine classrooms can the MTB-MLE program respond to?
4. Are there program goals that the MTB-MLE will achieve that was not being addressed by the current language-in-education policy in the country?
5. What end-goal do you see your bureau achieving in implementing the MTB-MLE program? How will your bureau contribute to the achievement of the objectives of the program?
6. Is the MTB-MLE program expected to democratize access to education by certain groups (IP, Special learners, etc)?

**Discussion Point 2:  Service Delivery and Utilization**
1. What are the specific functions of your bureau in the MTB-MLE implementation?
2. What kind of preparation did you do in relation to the MTB-MLE implementation?/ To carry out a strong MTB-MLE in the region, were prior preparations made, such as language mapping?
3. How have you designed materials and supplementary reading materials targeting populations speaking multiple varieties/dialects? (For BCD: Why are Master books in English?)
4. What instructional materials and supplementary reading materials have been effectively developed for target populations speaking multiple languages?
5. Do you think the instructional and reading materials developed are adequate and appropriate? Do you think the teachers are effectively using the instructional and reading materials?
6. How does your bureau address instructional deficiencies?
7. What is the biggest implementation challenge that you face in your bureau/department?
8. What monitoring systems are in place to ensure compliance with the program? (What does the department do when schools do not implement the program?)

**Discussion Point 3: Program Organization**
1. What is the Continuing Professional Development (CPD) program? How is it crucial to the MTB-MLE program?
2. Is your staff (teachers, administrators, etc.) sufficient in number and competencies?
3. Is your staff trained to meet the standards needed in providing support for the MTB-MLE program? (For example: Please let us know how your bureau addresses other stakeholders, such as the ALS, Madrasah program, and special learners?)
4. In terms of teacher training, are there quality measures being followed?
5. In terms of learner resources, are there quality assurances put in place?
6. Are outcome measurements regularly done and monitored? If so, how are measurements carried out, and using which tools?

7. What kind of reports on MTB-MLE program implementation do you produce and provide the DepEd leadership? How often are these provided? What is the process like?

---

## C. FOR SPECIALISTS/SUPERINTENDENTS

**Objective**
> To assess whether program concepts are interpreted correctly and carried out accurately on the ground.

### Areas of Discussion/Questions

**Discussion Point 1: Program Logic/Framework**
1. What theory of learning supports the implementation of the MTB-MLE?
2. Given this theory of learning, do you think the focus on K-3 is appropriate? Why?
3. What is your concept of the MTB-MLE? Does the current MTB-MLE implementation fits in well into your concept of how it should be done?
4. What is the overall program logic of the MTB-MLE and how does your office contribute to the realization of the objectives of the program?
5. What unique linguistic realities did you encounter in your region which may be different from others' experiences?
6. What outcome goal is expected of pupils who transition to the bilingual education at Grade 4?
7. What biggest challenge do you face with on the ground implementation of the program?

**Discussion Point 2: Service Delivery and Utilization**
1. Was language mapping conducted in your location? What were the results of the language mapping activities done in the region/division/school?
2. Is the medium of instruction (MOI) decided at the school level? If so, please describe the process of choosing the medium of instruction (MOI) in your specific location.
3. What were the main considerations for choosing the MOI?
4. What program of action is taken when the MOI is not the language of the community?
5. Is the chosen MOI acceptable to pupils and their parents? To teachers and the community?
6. What are the specific functions of your office in the MTB-MLE implementation?
7. What are the specific functions of an MTB-MLE focus person?
8. What provisions ought to be provided multilingual and multicultural learners?
9. What kind of preparation did you do in relation to the MTB-MLE implementation?
10. How do differences in regional contexts affect implementation?
11. What end-goal/s do you see your department achieving in implementing the MTB-MLE program?

**Discussion Point 3: Program Organization**
1. What are Learning Action Cells (LACs)? How are they crucial to MTB-MLE program?
2. What is the Continuing Professional Development (CPD) program? How is it crucial to the MTB-MLE program?

3. Are the learning resources structured and updated in accordance with MTB-MLE program?
4. What are the main operational procedures implemented at your level? Are they well-established and followed? How is program compliance ensured?
5. Is your staff sufficient in number and trained to meet the standards needed for teaching in providing support for the MTB-MLE program?
6. Are there gaps between job requirements and staff qualifications?
7. Are outcome measurements regularly done and monitored?
8. Are the administration, staff, and coordination with bureaus/offices in the Central Office (such as the Bureau of Learning Resources) efficient?
9. How do you ensure resources are used effectively and efficiently?

## D. FOR PRINCIPALS

**Objective**
    To discover how schools implement the program on the ground.

### Areas of Discussion/Questions

**Discussion Point 1: Program Logic/Framework**
Basic Questions:
    A. How many plantilla K-3 teachers are in this school? Volunteer teachers? LGU-paid teachers?
    B. When was MTB-MLE implemented in this school?
    C. How often do you conduct classroom observations?

1. What theory of learning do you know which supports the implementation of the MTB-MLE?
2. Given what you know of learning theories that support the logic of implementing MTB-MLE, what concrete plans prioritizing the L1 in the curriculum have you (or your division) made?
3. Which languages are spoken by children beginning school in the region? What is the linguistic make-up of the region? Are learners exposed to an additional language(s) outside of school?
4. How does your school carry out MTB-MLE implementation in classrooms where three or more local languages are represented as mother tongues?
5. What curricular goals does the MTB-MLE program respond to?
6. To maximize L1-based learning, what classroom pedagogy does the school implement?
7. What challenge/s to the MTB-MLE program have you encountered and resolved so far?
8. Have you made adjustments in the implementation of the MTB-MLE program to suit the unique situation in your school? If so, what are these adjustments?

**Discussion Point 2: Service Delivery and Utilization**
1. When was the first roll out of the MTB-MLE program in your school?
2. What kind of preparation did you do prior to the roll-out of the MTB-MLE?
3. Was language mapping conducted in your location? What were the results of the language mapping activities done in the region/division/school?

4. Is the medium of instruction (MOI) decided at the school level? If so, please describe the process how a language gets chosen as MOI.
5. What were the main considerations for choosing the MOI?
6. What program of action is taken when the MOI is not the language of the community?
7. Is the chosen MOI acceptable to pupils and their parents? To teachers and the community?
8. When do students transition to the use of a L2/L3 as medium of instruction (MOI) or language of instruction (LOI)?
9. When the orthography of the local language is not yet standardized, what does the school do?
10. How is assessment carried out? In whose/what language/is it conducted?
11. What has been your biggest achievement in the implementation of the MTB-MLE program in your school? What has been the biggest disappointment so far?

**Discussion Point 3: Program Organization**
12. What are the primary program functions in implementing MTB-MLE? Are these functions consistently performed?
13. At the beginning of the school year, did your school have learners' manuals for Grades 1-3 in the appropriate language of instruction?
14. At the beginning of the school year, did your school have learners' manuals for Grades 1-3 in the appropriate number?
15. Are the learning resources structured and updated in accordance with MTB-MLE program?
16. Do you have sufficient number of teachers in the region that could carry out the MTB-MLE program? The number of MTB-MLE focal persons?
17. Have your teachers been trained to meet the standards needed for teaching in the mother tongue? Have they been trained in the current MTB-MLE curriculum? Who provided the training?
18. Are there gaps between job requirements and staff qualifications?
19. What do you do in contexts where teachers have inadequate oral fluency or literacy skills in one or more of the languages being used in the program?
20. Is there efficient coordination between you and teachers and staff, and you and regional offices of the DepEd?
21. How do you mobilize resources to follow program implementation? Are resources used effectively and efficiently?
22. What accountability measures are in place to ensure compliance?

## E. FOR TEACHERS AND OTHER STAFF

**Objective**
To find out how teachers interpret the concepts of the program on the ground, and whether the concepts are being implemented to the letter.

**Areas of Discussion/Questions**

**Discussion Point 1: Program Logic/Framework**
1. What do you know about the mother-tongue based multilingual education (MTB-MLE) program of the Department of Education (DepEd)?
2. What do you think is the purpose of DepEd in implementing the MTB-MLE?

3. What language/s do you speak/use at home? What language/s do you use in school? Is it a different language from the community?
4. Do you believe learning will be facilitated if a pupil's mother tongue (MT) is used as the medium of instruction (MOI) in school?
5. Do you think the presence of many languages in your classroom is beneficial to learning?
6. What do you think will happen when students use their native tongue during the early grades? When they use Tagalog? When they use English?

**Discussion Point 2: Service Delivery and Implementation**
1. How did you find out about the transition to the MTB-MLE in your school?
2. Were you and other staff adequately prepared before the MTB-MLE was implemented in your school? If so, what kind of preparation?
3. Did DepEd issue clear guidelines in the implementation of the MTB-MLE program? If so, what were the primary guidelines given?
4. What is the medium of instruction (MOI) in your school? Do you have oral fluency or literacy skills in [name of language]?
5. What process is adopted in your school in deciding what MOI to use? What specific roles do you play in the process?
6. How many minutes per class is devoted to MTB-MLE subject? Do you think time spent is enough?
7. Are your inputs constantly solicited in the program implementation?
8. What has been the biggest challenge you have encountered inside the classroom related to implementing the MTB-MLE?

**Sub-discussion topic: Learning resources and other materials**
1. At the beginning of the school year, did you use textbooks or learner materials and manuals for K-3 in the appropriate language of instruction, according to current DepEd MTB-MLE policy?
2. What kind of materials were provided you when the program began?
3. Are the learning resources structured and updated in accordance with MTB-MLE program?
4. Do you have a copy of each of the K-3 curricula in MT that you could consult regularly? Are these resources and references easily accessible?
5. In the absence of textbooks and other references, what do you use instead?

**Sub-discussion point: Feedback, support, and monitoring**
1. Have you been trained in the current MTB-MLE curriculum?
2. What kind of support do you get from your school leadership? What kind of support does your school get from the DepEd leadership?
3. What inputs do you get from Regional/CO of the DepEd?
4. How do you carry out assessment? In whose/what language/s?
5. Do you solicit parent input in the use of the pupil's L1?
6. What accountability measures are in place to maintain program compliance?

**Discussion Point 3: Program Organization**
1. Is MTB-MLE program well-received in your school? Among teachers? Among parents and guardians? In the community?
2. Do you think it is a good decision to implement it in all schools in the country?
3. Are there gaps between what the job requires you to do and your qualifications?

**Objective**
To find out whether parents and guardians of intended beneficiaries of the program are benefitting from the program.

## Areas of Discussion/Questions

**Discussion Point 1: Program Logic/Framework**
1. What do you know about the mother-tongue based multilingual education (MTB-MLE) program of the Department of Education (DepEd)? *(Ano ang nalalaman mo sa programang MTB-MLE ng DepEd?)*
2. What do you think is the purpose of DepEd in implementing the MTB-MLE? *(Ano sa palagay mo ang layunin ng DepEd sa pag-implement ng MTB-MLE?)*
3. What language/s do you speak/use at home? What language/s does your child speak? Is it different from the language of the community? *(Ano'ng wika ang gamit nyo sa bahay? Ito ba ay wika na iyong kinagisnan? Ano ang gamit na salita ng iyong mga anak? Iba pa ba ang wika ng komunidad?)*
4. How do you feel about your mother tongue (MT) being used as the medium of instruction (MOI) in school? How does your child feel about it? *(Ano ang nararamdaman mo kapag ginagamit ang native language mo, o wika ng tahanan sa loob ng paaralan? Ano ang sinasabi ng anak mo tungkol dito? Ano ang kanyang pakiramdam sa paggamit ng wika ninyo sa loob ng paaralan?)*
5. Did you encounter any hardship with the implementation of the program? *(Nakaranas ka ba ng problema mula ng ma-implement ang MTB-MLE?)*

**Discussion Point 2: Service Delivery and Implementation**
1. How did you find out about the implementation of the MTB-MLE in your child's school? *(Paano mo nalaman na MTB-MLE na ang sinusunod na patakaran sa paaralan ng iyong anak?)*
2. Has there been adequate preparation before the MTB-MLE was implemented in the school where your son/daughter goes? If so, what were these? *(May sapat bang paghahandang ginawa ang DepEd bago pasimulan ang programang ito? Anu-ano ang mga ito, kung meron man?)*
3. Did DepEd issue clear guidelines in the implementation of the MTB-MLE program? *(Meron ba'ng malinaw na panuntunan sa pag-iimplement ng MTB-MLE na nakarating sa inyo na mga magulang?)*
4. As a parent/guardian, what preparation, if any, did you make upon hearing of the plans of DepEd to transition to MTB-MLE? *(Meron ka bang bagong ginawa bilang paghahanda sa programang MTB-MLE para sa anak mo?)*
5. As parents, were your inputs solicited by DepEd? *(Kinunsulta ba kayo sa mga planuhin ng DepEd?)*
6. Do you have oral fluency or literacy skills in [name of language] that is being used by DepEd as MOI? *(Meron ka bang sapat na kakayahan o kasanayan, pasalita o pasulat man, sa wikang [pangalan ng wika] na ginagamit ngayon bilang wika sa pagtuturo)?*
7. What do you like about this program? Not like about this program? *(Anong parte ng programa ang nagugustuhan mo? Ang hindi mo nagugustuhan?)*
8. Do you think your best interests are served by the MTB-MLE? (Kapaki-pakinabang ba para sa iyo ang ginagawang pagpapatupad ng DepEd ng MTB-MLE?)

**Sub-discussion point: Learning resources and other materials**
1. At the beginning of the school year, did schools have textbooks or learner materials and manuals for K-3 in the appropriate language of instruction, according to current DepEd MTB-MLE policy? *(Sa pagsisimula ng bagong taong aralin, mayroon bang nagamit ng mga teksbuk o aklat ang mga anak ninyo, gaya ng nakasaad sa DepEd palisi?)*
2. Are the learning resources structured and updated in accordance with MTB-MLE program? *(Nakasaayos ba ang mga learning resources at palagiang ginagawang angkop sa MTB-MLE program?)*
3. What materials were provided you upon the inception of the program? Are resources and references easily accessible? *(May mga ibinigay ba na mga kagamitang pang-aralin sa pagsisimula ng programa? Ang mga ito ba ay madaling mahanap?)*

**Sub-discussion point: Feedback, support, and monitoring**
1. Is there an on-going monitoring of the program in your school that you, as a parent, know of? *(Mayroon bang palagiang pagsipat sa MTB-MLE?)*
2. What modes of assessment does your child experience? How satisfied are you with the assessment process? *(Paano tinutuos ang kagalingan ng iyong anak?)*
3. What do you think is the biggest challenge to the MTB-MLE program in terms of delivery? *(Ano sa palagay mo ang pinakamalaking hamon sa programa sa larangan ng service at delivery?)*

**Discussion Point 3: Program Organization**
1. Do you think your child's teachers are well-trained to meet the standards needed for teaching in the mother tongue? *(Sa palagay mo ba, ang kaguruan ng iyong anak ay may sapat na kakayahang magturo gamit ang mother tongue?)*
2. Are you satisfied with how the program is proceeding? *(Sapat ba at kapaki-pakinabang ba ang ginagawang pagpapatupad ng DepEd ng MTB-MLE?)*

**Appendix C.** Online Quick Survey Questions

A. **Please provide the necessary details:**
   1. E-mail address
   2. Name of School
   3. School ID

B. **Mother Tongue-Based MLE implementation. Please tick off your answer**

   1. Are you currently implementing the Department of Education DO 74. s., 2009, otherwise known as the Mother Tongue-Based Multilingual Education (MTB-MLE) program in K-3?

      a. Yes (if YES, continue answering Nos, 2 &3)
      b. No (if NO, skip to Part C)

2. What Medium of instruction (MOI) is being used in your school? (Multiple answers are allowed)

      a. Akeanon
      b. Bikol
      c. Cebuano
      d. Chabacano
      e. Hiligaynon
      f. Iloko
      g. Ybanag
      h. Ivatan
      i. Kapampangan
      j. Kinaray-a
      k. Maguindanaoan
      l. Meranao
      m. Pangasinense
      n. Tagalog
      o. Tausog
      p. Sambal
      q. Surigaonon
      r. Waray
      s. Yakan
      t. Other (Please specify)

3. Which of the following has already been done in your school/division? (Multiple answers are allowed)

      a. Orthography of the language
      b. Big Books on languages, literature, and culture
      c. Dictionary of the language
      d. Grammar of the language
      e. Other (please specify)

**C. Why is your school not implementing the MTB-MLE program? (Multiple answers are allowed)**

1. Teachers lack experience in the MOI of the school
2. Teachers lack relevant teaching materials
3. Student lack textbooks
4. School does not have the dictionary of the language
5. School does not get support from the Central Office/Division Office
6. Parents do not like and support the chosen MOI
7. Teacher do not like and support the chosen MOI
8. School officials do not like and support the chosen MOI
9. Students do not speak the MOI of the school
10. Teachers do not speak the MOI of the school
11. Parents do not speak the MOI of the school
12. Other (please specify)

**Appendix D.** The MTB-MLE Research Team and the Ad-hoc Discussion Group

**PIDS Research Team and Management Information System Staff**
1. Aniceto C. Orbeta, Jr.
2. Jennifer Monje
3. Kris A. Francisco-Abrigo
4. Erlinda M. Capones
5. Marci Jeune F. Bacalla
6. Maropsil V. Potestad
7. Kris Ann M. Melad
8. Nina V. Araos
9. Emma P. Cinco
10. Susan Pizarro
11. Jun A. Bautista

**DepEd Ad-hoc Discussion Group**
1. Director Roger B. Masapol, *Planning Service*
2. Marietta Atienza, *Planning Service*
3. Mariel C. Bayangos, *Planning Service*
4. Karla S. Sio, *Planning Service*
5. Enrique S. Palacio, *Bureau of Curriculum Development*
6. Joselito B. Asi, *Bureau of Learning Resources*
7. Marietta C. Publico, *Bureau of Learning Resources*
8. Analiza S. Dy, *Bureau of Learning Resources*
9. Abigail A. Alviz, *Bureau of Education Assessment*
10. Nemia B. Cedo, *Bureau of Learning Delivery*
11. Reynaldo Dantes, *Bureau of Learning Delivery*
12. Josephine Flora B. Homeres, *Bureau of Curriculum Development*
13. Director Leila S. Areola, *Bureau of Learning Delivery*
14. Director Jocelyn D.R. Andaya, *Bureau of Curriculum Development*
15. Meryll Julia Tabin, *Bureau of Human Resource and Organizational Development*
16. George Paguio, *Bureau of Learning Resources*
17. Emiljohn C. Sentillas, *Planning Service*
18. John Lawrence G. Carandang, *Planning Service*
19. Rose Margaret Redelicia, *Planning Service*
20. Marion Gapultos, *Planning Service*
21. Jeremiah Garcia, *Bureau of Education Assessment*
22. Nanelyn Bontoyan, *Bureau of Learning Delivery*

**NEDA Ad-hoc Discussion Group**
1. Edgardo S. Aranjuez II
2. Susan M. Carandang
3. Christine Joy C. Mamuyac
4. Michael Dominic Z. Padlan
5. Airish Jane A. Baquiran