Unveiling the layers of educational reform:
A critical realist analysis of the ideation, development and enactment of the Philippine Professional Standards for Teachers policy

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ABSTRACT

This study investigates changes in teacher professionalism in the Philippines in response to globalising education policies, with a particular focus on the impact of the 2017 Philippine Professional Standards for Teachers (PPST) policy introduced under the conditions of official development assistance. With the technical and financial support of the government of Australia, this policy introduces clear indicators of professional competence that challenge traditional views of teacher professionalism and redefine teacher quality. Anchored by the ontological and epistemological foundations of critical theory and critical realism, and the theoretical and methodological framework of the Critical, Cultural Political Economy of Education (Dale & Robertson, 2015), this study explores the underlying mechanisms that have shaped the ideation, development and enactment of the professional standards policy and its impact on teacher professionalism.

Based on interviews with policymakers, Department of Education (DepEd) officers, a public school district supervisor, school heads and teachers, the findings of the study indicate the emergence of idealised professionalism, a term used to describe how the context and policymaking process of the professional standards policy was heavily influenced by broader economic, political, and cultural globalisation. However, this idealised professionalism remains primarily a theoretical construct that is not grounded in the actual realities of teaching in the Philippines. The introduction of the policy has resulted in ongoing tension between state regulation and teachers' professional autonomy. This tension is further complicated by the fact that policy enactment is not always consistent across different schools and jurisdictions, with various cultural practices and contextual socio-economic factors shaping teachers' agentic responses. Ironically, the institutionalisation of clear expectations for teachers embodied in idealised professionalism has led to teaching practices characterised by complexity rather than certainty.

This study makes a contribution to the continuing debate over the role of official development assistance in driving education policies that not only perpetuate neoliberal and neocolonial practices but also fail to align with the local context of aid-receiving

countries. It prompts critical reflection on whose interests are ultimately served by externally induced official development assistance project reforms in developing countries.

The study recommends redirecting official development assistance towards areas of government where its benefits would be maximised, such as institutional building and capacity development, rather than project-based reforms. Additionally, establishment of a mechanism for local school stakeholders and the local community to actively participate in national policymaking could help ensure that policies are appropriate and relevant to teachers. Lastly, future studies could re-narrativise the globalisation story by concentrating on local contexts and using them as the vantage point from which to better understand the modernisation of education.

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LIST OF ABBREVIATIONS

ASEAN	Association of Southeast Asian Nations
BEAM	Basic Education Assistance for Mindanao
CCPEE	Critical, Cultural Political Economy of Education
CPE	Cultural Political Economy
DepEd	Department of Education
DFAT	Department of Foreign Affairs and Trade
EDPITAF	Educational Development Projects Implementing Task Force
NAT	National Achievement Test
NCBTS	National Competency-based Teacher Standards
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PISA	Programme for International Student Assessment
PPST	Philippine Professional Standards for Teachers
PRC	Philippine Regulations Commission
SRA	Strategic-Relational Approach
TEEP	Third Elementary Education Project
TEC	Teacher Education Council
TIMMS	Trends in International Mathematics and Science Study
UNESCO	United Nations Educational, Scientific and Cultural Organization

CHAPTER 1: INTRODUCTION

A. Stepping back and seeing beyond: My work in retrospect

This thesis stemmed from my doubts about the value of my work in education in my home country, the Philippines. I have been deeply involved in international development for education and participating in education projects funded by official development assistance, and this has led me to developing a keen interest in understanding the dynamics of education reforms supported and financed by other developing countries and internal organisations. After completing my postgraduate studies in New Zealand in 2017, I returned to the Philippines but instead of resuming my career teaching secondary school mathematics, I stepped into completely new and uncharted territory—the realm of international development for education. I have always wanted to work with international organisations that collaborate with the Philippine Department of Education (DepEd) in improving the status and conditions of public education in the country. My new role seemed a dream come true.

In a nutshell, our role in official development assistance management was to provide financial and technical support to assist the DepEd in enhancing the delivery of its services, specifically in identified priority programmes. Starting in 2017, I gained extensive exposure, with a primary focus on in-service teachers' professional development programmes, to education reforms in the Philippine basic education (Kindergarten to Year 12). This involved implementing policies aimed at strengthening the school-based professional development system, developing capacity-building programmes for basic education teachers on their pedagogical knowledge, assessment practices, and instructional strategies, and piloting a teacher learning and development system. Through this experience, I gained a comprehensive understanding of how the DepEd Central Office initiates reforms and policies, as well as how these policies are enacted in schools. Furthermore, I had the opportunity to investigate how major reforms and policies undergo changes at different governance levels- from development stage at the Central Office to the endorsement process by the Regional and Division Offices and, finally, how these changes are enacted at the school level.

Undoubtedly, the work was a privilege. It granted me an extraordinary opportunity to collaborate with high-ranking officers in the DepEd, many of whom I had previously only seen on television. I was given the opportunity to participate in critical discussions concerning public education issues, and I became privy to changes occurring within the DepEd. Moreover, I had the opportunity to be a part of nationwide projects. This experience provided me with an understanding of the functions of various offices and governance levels within the DepEd.

During this period of my professional life, I experienced the utmost sense of pride in my work. I had the opportunity to work with national subject content experts in the development of instructional materials intended to assist teachers in addressing the least learned skills identified in the National Achievement Test, the country's standardised achievement test used to measure Filipino students' knowledge and skills in different subject content areas. Also, I had the privilege of collaborating with various teacher education institutions to ensure that the content of their courses aligned with the needs of preservice teachers, particularly in those subjects in which many public school primary and secondary students struggled academically. In addition, I had the opportunity to lead a group of national learning consultants in the development of modules for school-based professional development programmes. These modules covered important topics, such as positive development, pedagogical retooling, classroom assessment, inclusive education and action research. To gain a first-hand understanding of how these projects were implemented in schools, I visited different schools— central schools (usually in cities), small schools (usually in rural areas) and multigrade schools (schools in remote areas where students from different grade levels are taught by just one teacher). With great joy and a sense of fulfilment, I perceived that I had made a difference through my work.

Or so I thought?

A senior colleague shared her perspective that despite working with government aid for over a decade, she only saw minimal gain from the work we did. The conversation left me astonished, although I, too, had sometimes wondered how impactful our work was. It prompted the realisation that my perceived achievements might be merely superficial. Despite the multitude of projects and programmes we developed at the national level,

Filipino teachers were still left to fend for themselves. Despite the influx of resources from various international organisations, the quality of education remained low and teacher performance continued to fall. Recent data regarding the reading and writing abilities of Filipino primary students suggests a crisis in the country's basic education system, with fewer than one-fifth of students achieving minimum proficiency levels in reading and mathematics (Albert, et al., 2023). A study conducted by the World Bank on teachers in the Philippines revealed that a significant portion (66%) exhibit only a moderate to low level of proficiency in employing effective teaching practices (World Bank Group, 2023). I came to the realisation that I measured my success and impact only on programmes initiated, resource materials distributed, and policies endorsed and approved, rather than on the positive influence of our programmes to the quality of teaching and student learning.

Since that conversation, my perspective on my work has become more critical, prompting me to look beyond surface-level achievements. I have become increasingly concerned about the true impact of policy on the formal education system in the Philippines and how these policies affect teachers and students.

This research is an attempt to make sense of my passion for working in the field of international development in education; my frustration with the seemingly persistent issues in public education; my curiosity about the dynamics of the relationships among the donor government, the recipient government, DepEd and schools; and, finally, my dedication to supporting Filipino teachers. Through this thesis, I critically analyse the programmes enacted under the conditions of official development assistance, challenge my presumptions in education policymaking and policy enactment within the DepEd, and raise awareness on issues that are often overlooked in the procedures of the department. It is my hope that this thesis not only answers personal questions and struggles but also sheds light on matters that are worth discussing in education policymaking in and beyond the Philippines.

B. The context: The Philippine education system

The current Philippine education system is the outcome of a series of historical struggles characterised by colonialism and imperialism. As a colony of Spain for more than 300 years,

the education of native Filipinos was heavily influenced until 1898 by Catholicism, patriarchy, and the Spanish language. Following the Spanish colonisation, the arrival of the Americans in 1899 brought about significant changes in cultural values and practices (Catalan & Durban, 2012). The Americans effectively utilised education as a tool of colonisation and occupied the country for nearly five decades. They ensured the perpetuation of their culture and political dominance by training Filipino teachers in American curriculum and pedagogical methods, promoting their culture and practices, and inculcating their values and ideals. While they established the foundation of the public education system, replaced Spanish with the English language, and made education free and compulsory, these measures were primarily driven by political and economic motives (Musa & Ziatdinov, 2012). In 1942, the Japanese colonised the Philippines, but their occupation lasted only three years. However, during this brief period, they introduced changes to the education system and suppressed the influence of American culture and the use of the English language (Catalan & Durban, 2012). Nevertheless, upon gaining independence in 1942, the Philippines continued with the American model of education (Musa & Ziatdinov, 2012). According to Maca and Morris (2012), the long history of occupations created disconnection in the public education system. The manifestation of this disconnection has taken diverse forms, such as discrepancies in curriculum relevance, undefined national identity and fragile patriotic consciousness.

In the last 126 years as an autonomous country, several reforms have been initiated in public education. The 1987 Philippine Constitution protects the right to education of every Filipino, leading to an increase in public elementary and secondary school enrolment (Catalan & Durban, 2012). In 2001, the Governance of Basic Education Act reaffirmed the constitutional right to free and compulsory basic education (Musa & Ziatdinov, 2012). Apart from the DepEd spearheading these reforms, various influential sectors have also played a significant role in shaping processes and bringing about systemic changes. These sectors include the Catholic Church, business groups, corporate organisations, and external organisations such as the World Bank, Asian Development Bank, and United Nations, among others (Musa & Ziatdinov, 2012).

Currently, the DepEd stands as the largest bureaucracy in the country, employing approximately 900,000 teachers (Department of Education, 2021) and serving over 28 million enrolled learners (Department of Education, 2022). However, despite its extensive size and reach, the DepEd has faced persistent criticism over the years for its perceived ineffectiveness in both achieving quality education and developing competent teachers (Catalan & Durban, 2012; Musa & Ziatdinov, 2012). Despite numerous education reforms aimed at improving school infrastructures, expanding access to basic education, raising teacher salaries, and enhancing the curriculum, the goal of providing quality education and improved teaching standards remains elusive (Generalao et al., 2022).

A closer look at the data on learning outcomes and teacher performance reveals that there is a persistent learning crisis that continues to plague the country. In May 2020, 1.6 million students were out of school (The World Bank & Australian Aid, 2021). Alongside this, learning poverty, which refers to the percentage of 10-year-old students unable to read and comprehend a simple story, was estimated at a staggering 69.5% in 2019, with expectations of further increase due to the impact of the COVID pandemic. While the Philippines rarely participates in international academic testing programmes, the few instances in which it has joined have yielded disheartening results. The country's participation in the Trends for International Mathematics and Science (TIMMS) in 1999 and 2003 resulted in the third lowest score among participating countries on both occasions. In 2018, the Philippines participated in the Programme for International Student Assessment (PISA) for the first time. Its performance was notably poor, ranking the lowest in Reading and the second to lowest in Mathematics and Science among the 79 participating countries (Collas-Monsod, 2019). While numerous factors contribute to poor learning outcomes, including poverty, unfavourable learning environments, and a shortage of classrooms and teachers, there is a consensus within the literature on the central role of teachers in these dynamics (Generalao et al., 2022).

In 2016, Filipino primary school teachers, on average, were able to answer only half of the questions on subject-content tests in a study sponsored by The World Bank. This finding raised concerns about their level of technical knowledge and ability to provide quality education to Filipino children (World Bank Group & Australian Aid, 2016). This issue was

further highlighted by the results gained by the Professional Regulation Commission (PRC), the office responsible for developing licensure tests for teachers. Over the years, there has been a noticeable decline in the pass rate, indicating a deterioration in teacher quality. Teachers play a pivotal role in the success of educational reforms; however, the DepEd has yet to place sufficient emphasis on providing the necessary resources to support their professional development (Bongco & David, 2020).

With persistently low levels of student engagement and achievement in the Philippine education system, questions arise as to why these challenges remain unsolved despite the implementation of various reforms. One crucial aspect, as highlighted by some Filipino scholars (Arao, 2007; Bautista et al., 2009), is the manner in which the DepEd introduces these reforms. Firstly, the DepEd heavily relies on official development assistance to secure funds and technical knowledge. However, many of these reforms are not sustained due to the lack of human resources, technical skills and financial resources required to maintain them (Arao, 2007). Secondly, the 'project mindset' approach, where reforms are piloted in a limited number of schools before expanding nationwide, has proven unsuccessful (Bautista et al., 2009). This one-size-fits-all approach employed by the DepEd often fails to consider contextual factors, such as native languages, cultural norms, and local politics, all of which significantly influence education at the local level (Catalan & Durban, 2012). In the Philippines, there are more than 180 languages spoken, showing how diverse its culture and languages are. It is common for many students to switch between at least two languages beside their main one and Filipino, the national language (Gatil, 2021). The diversity of cultural forms and creative expressions mirrors the multitude of communities present throughout the country (The National Economic and Development Authority, 2017). Lastly, the DepEd's reliance on international organisations leads to a pattern of moving from one programme to another without effectively implementing the lessons learned from previous reforms. This lack of continuity and integration hinders long-term sustainable improvements in the education system (Bautista et al., 2009). Among Asian countries, the Philippines has become a major recipient of significant official development assistance in the field of education. This assistance comes from various sources, including bilateral donors, such as the United States, Canada, China and Australia, as well as multilateral organisations like the World Bank and the Asian Development Bank, among others. However, the effectiveness of

official development assistance to education, as presented in the literature, remains a subject of controversy (Abouraia, 2014; Moyo, 2009; Onyekachi, 2020; Tikly, 2001).

My research is inspired by the interplay of the various forces that have influenced my previous work with a donor government. In this study, I delve into the complexities surrounding the roles of donor government in the Philippine basic education system. For this reason, I have chosen to focus on the most recent policy on teacher professionalism. The Philippine Professional Standards for Teachers policy, hereafter called the professional standards policy, was a central aspect of previous work with Australia's DFAT. Given the multifaceted nature of initiating education policy and the wider political, economic, social, and cultural factors at play, I critically examine the underlying influences and aid conditionalities underpinning the professional standards policy, and subsequently, its impact on teacher professionalism. By thoroughly analysing these dynamics, I shed light on the intricate relationships and the wider context within which the policy was developed and enacted.

C. The case: The redefinition of teacher professionalism as influenced by the Professional Standards for Teachers Policy, initiated and developed under the conditions of official development assistance

Throughout this study, five critical aspects are explored: (1) the nature of teacher professionalism underpinned in the professional standards policy; (2) the perceived changes in the teachers' roles, responsibilities and practice as a result of the enactment of the professional standards policy; (3) the similarities and differences between the professional standards policy and its predecessor, the National Competency-based Teacher Standards; (4) the conceptions of teacher professionalism at the international, national and local levels, and (5) the broader economic, political and social factors that influence the ideation, development and enactment of the professional standards policy. This research is designed to provide thick description of the phenomenon being studied by uncovering the underlying mechanisms responsible for the observed events. This entails delving into various 'layers of reality' to establish connections between empirical events and the generative mechanisms

that drive them, an aspect of this research that is critically discussed in the theoretical foundations section.

Teacher professionalism refers to the knowledge, skills and competencies required from teachers for the excellent exercise of professional practice (Hargreaves, 2000; Hoyle, 2001; Johnston, 2015). While this concept has been a long-standing point of discussion, it has recently become closely associated with the need for enhanced standards among teachers globally. The ongoing discourse centres around limitations in teachers' knowledge, competencies and skills, and proposes education reform initiatives that emphasise the importance of raising expectations in order to address the declining quality of teaching and learning (Johnston, 2015). Consequently, teacher professionalism has been a subject of major education reforms in various countries (Evans, 2008; Evetts, 2014), as well as multilateral organisations like the World Bank, Organisation for Economic Co-operation and Development (OECD) and United Nations Educational, Scientific, and Cultural Organization (UNESCO) (Evans, 2011).

One major education reform aimed at addressing issues regarding teacher professionalism is the establishment of professional standards for teachers. Professional standards provide an explicit framework for defining the features of quality teaching, making them a prominent policy mechanism for regulating the profession and enhancing its status (Bell et al., 2005). This concept was initially developed in Western countries (Adoniou & Gallagher, 2017; Evans, 2011; Johnston, 2015) and later gained prevalence in countries outside Europe and America (Forde & Torrance, 2017). Starting in the late 1980s, the "standards agenda" (Evans, 2011, p. 852) began to emerge as a prominent aspect in education reforms, contributing to discussions about redefined professionalism. Within the broader context of public sector education reforms, professional standards aim to ensure the efficiency and effectiveness of human resources through performance management, public accountability and increased regulation by the central government (Sachs, 2005). In many parts of the world, professional standards have become a specific policy response intended to enhance the knowledge, skills and competencies required from teachers to achieve excellence in their professional practice (Bell et al., 2005).

The Philippines followed this trend, albeit later than most countries, and implemented a revised mechanism to enhance teacher performance. In 2017, the DepEd institutionalised the most recent policy on teacher professionalism, the Philippine Professional Standards for Teachers policy. This policy represents an evolution of the long-standing National Competency-based Teaching Standards (NCBTS) policy (Department of Education, 2017). However, the ideological similarities and differences of the two policies, as well as the mechanisms that influenced the shift in the policy have not yet been explored.

Influenced by various national and international frameworks, such as the Association of Southeast Asian Nations (ASEAN) integration, globalisation and the evolving nature of 21st century learners, the professional standards policy clearly outlines the expectations placed on teachers at different stages of their career development, ranging from beginning to distinguished practice. Beginning teachers have obtained the necessary qualifications to start their careers in education. Proficient teachers are capable of independently applying essential teaching and learning skills. Highly proficient teachers consistently demonstrate exceptional performance in teaching. Distinguished teachers represent the pinnacle of teaching excellence, adhering to global best practices. It also serves as a standardised measure for assessing teacher performance, identifying professional needs, and providing support for professional development. The envisioned change through the implementation of this policy has become a cornerstone of quality teaching and learning, contributing to long term and sustainable nation building (Department of Education, 2017).

A limited number of local studies have explored the impact of this policy on teacher professionalism, particularly concerning changes in teachers' roles, responsibilities and practices. Those that exist have primarily focused on the implementation of the framework for assessing teacher competency (Jorilla & Bual, 2021; Madrigal & Roberto, 2019). This thesis addresses this research gap by critically analysing the distinctions between the current policy and its predecessor, as well as investigating the specific ways this policy impacts teachers' current practices.

There is a lack of research critically examining the policymaking process surrounding this policy, so this study investigates the key actors involved in the policymaking process, the ideation and development processes, and the broader contextual factors that influence

both the content and the symbolic use of the policy. Within this context, the concept of education reforms implemented under the conditions of official development assistance is introduced as an essential element of this research.

The professional standards policy was developed with the financial and technical support of the Australian Government (Department of Education, 2017). The Philippines represents one of Australia's longest-standing bilateral relationships, focusing on trade and investment, defense and security, and development cooperation. Within the development cooperation, Australia's programmes target various sectors, including economic infrastructure and services, agriculture trade and production services, governance, education, health, and humanitarian aid. In 2024, education is the second largest sector in terms of aid allocation, currently 23% in the country (Department of Foreign Affairs and Trade, n.d.). The Department of Foreign Affairs and Trade (DFAT) is the government agency that oversees the international development programmes of Australia. It plays a crucial role in promoting and safeguarding Australia's international interests in order to foster regional security and prosperity. Australia's DFAT is also actively engaged in communication with international partners, such as the Philippines, to address global challenges, enhance trade and investment opportunities, uphold international rules of conduct, and to maintain regional stability while assisting Australian citizens overseas (Australian Government Department of Foreign Affairs and Trade, n.d.). Within this context, this study explores the policymaking processes related to the professional standards and examines how these processes operate under the conditions of official development assistance.

D. Research aims and questions

This research explores how the introduction of the Philippine Professional Standards for Teachers policy, initiated and developed under the conditions of official development assistance, shapes teacher professionalism in the Philippines.

The overarching research question for this research is:

> How has the Philippine Professional Standards for Teacher policy, initiated and developed under the conditions of official development assistance, redefined teacher professionalism?

Specifically, the research aims to answer this overarching question through the following sub-questions:

1. In what ways have the roles, responsibilities, and practices of teachers changed as a result of the enactment of the Philippine Professional Standards for Teachers policy?
2. In what ways have international, national, and local conceptions of teacher professionalism influenced the ideation, development, and enactment of the Philippine Professional Standards for Teachers policy?
3. In what ways have education policymaking processes in the Philippines been shaped by wider, political, economic, social, and cultural forces?

E. Significance of the research

Despite being a popular topic in the literature globally, the concept of teacher professionalism in the Philippines remains largely under-researched. A quick search on literature database revealed limited results specifically dedicated to exploring teacher professionalism in the country. This knowledge gap is of utmost importance considering the direct implications of the introduction of the professional standards policy on teacher professionalism. Existing local studies predominantly employ the professional standards for teachers as a framework for analysing teachers' competencies (Gepila, 2020; Jorilla & Bual, 2021; Madrigal & Roberto, 2019), but this thesis goes beyond those studies by examining the actual shifts in teachers' practices, roles and responsibilities brought about by the introduction and implementation of the policy.

Moreover, there is a significant knowledge gap regarding the ideation and development processes surrounding the professional standards policy. The reasons for introducing the policy, and the rationale behind the changes from the previous policy (NCBTS), have not

been thoroughly researched. Furthermore, the manner in which the policy was introduced under the auspices of financial aid has not been explored. These deficiencies offer unique perspectives on the professional standards for teachers policy, shedding light on the influences of an external organisation on the ideation, development and enactment of the policy—a research trail that is limited in the Philippines and in many developing, aid recipient countries.

As discussed later, this study is grounded in the ontological and epistemological principles of critical theory (Cohen et al., 2000; Denzin & Lincoln, 2011; Savin-Baden & Major, 2013) and critical realism (Danermark et al., 2019; O'Mahoney & Vincent, 2014). The concept of critique in critical theory forms the core of this research, as it aims to examine existing conditions and uncover the irrational, unsustainable, unjust, and inhumane consequences of social arrangements and practices (Kemmis et al., 2020). In other words, this research is inherently political in nature, analysing key individuals and events with a focus on power, dominance, and interests. These principles align with those of critical realism, a meta-theoretical theory that seeks to uncover the generative mechanisms responsible for observed events (O'Mahoney & Vincent, 2014). Its ultimate goal is to expose deep-seated social structures and relationships that contribute to human oppression and to strive towards the improving the human condition (Oliver, 2012). This study distinguishes itself by adopting a critical stance, which promotes a commitment to achieving social justice (Kemmis et al., 2020) in the implementation of the professional standards policy for teachers and advocating for improved conditions for all individuals involved in education policymaking and enactment within the DepEd.

The extensive scope of the study makes its findings of interest to a wide range of key actors involved in education policymaking within and beyond the Philippines. For international academics and researchers, this study contributes to discussion about the effects of official development assistance on local education policymaking in aid recipient countries. For international aid organisations, this study sheds light on how the professional standards policy is enacted at the school level, providing those organisations with both intangible and tangible results of their technical and financial support. This study may also benefit the DepEd by helping it understand how education policies introduced under the conditions of

official development assistance are perceived and enacted by local school stakeholders. Finally, this research could be help teachers fully understand the policies they are required to implement. In most cases, teachers are not part of the decision-making and policy development processes, and they often lack a clear understanding of why new policies are being or have been introduced. The results of this study sheds light, not just on the intricacies of the policy, but also on the factors that influenced and shaped it.

F. Research positionality

In this section, I articulate my research positionality and acknowledge how it influences various aspects of study. Research positionality refers to the position I have chosen to adopt in relation to my research. It encompasses my ontological assumptions (the nature of reality and what can be known), epistemological assumptions (the nature of knowledge), and assumptions about human nature and agency (the way individuals interact with and relate to their environment) (Holmes, 2020). I recognise that my personal life-history, political views and experiences are not separate from the social processes that I study and present in my thesis. By acknowledging this connection, I strive to incorporate reflexive approaches that recognise the ways in which my beliefs, knowledge, and professional experiences have shaped this research.

One way to identify positionality is by situating oneself in relation to the subject under investigation, thereby acknowledging the potential influence of personal positions on the research topic (Savin-Baden & Major, 2013). In light of this, I now illustrate how my various self-images potentially played a significant role in determining and shaping my research topic and evaluating the findings of the study. This exercise is conducted at the outset of the research to identify the preconceptions and assumptions that I brought to the study. These encompass my personal and professional experiences, motivations, perspectives and other subjective contextual aspects that may have influenced the execution of this research (Holmes, 2020).

Firstly, I am a researcher engaged in critiquing my own professional work. I am taking a step back to examine my work from a different perspective, challenging my existing assumptions and knowledge in the process. As I embark on this academic journey, I bring with me a

particular perspective and a wealth of knowledge about the subject matter. Thus, it becomes necessary for me to scrutinise my reflective approaches and critically analyse my perception of things. Secondly, I approach my thesis as a Filipino citizen critiquing the work of an international organisation. My understanding of local customs, traditions and culture potentially positions me as an 'outsider' in the realm of international organisations. This perspective may enable me to interpret the findings within the context of my own community, with which I am intimately familiar. Finally, as a PhD student and early career researcher, I undertake the challenging task of critiquing the works of a powerful international organisation. It is an immense responsibility to uncover the hidden assumptions underlying their actions and to shed light on the often-unquestioned beliefs regarding the impact of donor governments on recipient countries. Engaging in such a critical academic journey inevitably comes with a sense of discomfort, as it involves scrutinising the actions of a supra-national organisation.

Upon reflecting on my positionalities, I have realised that my study aligns with the concept of "studying up" (Laura, 2018, p. 18). This entails directing my attention towards the powerful and examining the concepts of power and interest. While I acknowledge my own self-images and positionalities, it is crucial that my reflexive practices do not hinder my ability to critically examine the underlying assumptions of my research topic.

Given my positioning and the significance of critical analysis, I have chosen to adopt an inquisitorial stance rather than an adversarial one. By adopting an inquisitorial stance, I am able to approach the study of the powerful in a different manner (Priyadharshini, 2003). This means that as I delve into the work of a donor government and the hidden assumptions within the education reforms they support, I employ a questioning and investigative approach to thoroughly explore the subject matter. Inherent in this stance is my desire to uncover truth, challenge assumptions and examine various perspectives. I tap into my sense of curiosity and maintain a steadfast commitment to achieving the research aims through a comprehensive examination of the different processes involved in understanding the research topic.

G. Overview of chapters

Following this introductory chapter, Chapter 2 presents a literature review that examines the current discourse on key aspects of the research. These aspects include teacher professionalism, professional standards for teachers, and globalisation processes that influence local education policymaking. Additionally, the chapter explores the role of donor government in perpetuating globalisation and analyses the impact of aid-funded policies within and beyond the Philippines. The review encompasses both international and local literature, highlighting key issues and identifying research gaps that the study addresses.

Chapter 3 introduces the theoretical and methodological foundations of this study. Firstly, it examines critical theory and critical realism, explores their ontological and epistemological underpinnings and highlights how this study aligns with their fundamental principles. Next, Dale and Robertson's (2015) Critical, Cultural Political Economy of Education (CCPEE) framework is presented as the theoretical and epistemological foundations of the study. Following this, the chapter discusses the research design by examining the foundations of qualitative case study, vertical case study and policy research. Data collection methods and data analysis processes are then discussed. Finally, the chapter concludes by addressing the ethical considerations that guide the execution of this research.

Chapters 4, 5 and 6 present the findings of study through explorations of the different layers of reality and examination of education questions in the CCPEE. In Chapter 4, the 'moment of educational practice' is discussed, and presents how education is distributed and the circumstances in which learning takes place. Chapter 5 presents the 'moment of education politics', revealing how decisions are made and identifying the gap between policy and practice. Finally, Chapter 6 discusses 'the moment of the politics of education', and presents the deep-seated socio-economic mechanisms that influence the ideation, development and enactment of the professional standards policy.

Chapter 7 integrates the findings of the study and discusses 'the moment of outcomes'. This chapter explores the impact of the professional standards and the broader influences of the study on the renewed teacher professionalism. Finally, in Chapter 8, recommendations for policy and practice are presented for the Department of Education officials, school heads

and teachers, the Philippine government, Australia's DFAT and international academics and researchers. The limitations of the study are acknowledged and recommendations for future research are proposed.

CHAPTER 2: LITERATURE REVIEW

This chapter examines various conceptions of teacher professionalism and traces its evolution over the years. It then shifts the focus to professional standards and discusses how reforms have been introduced in response to the need to enhance teacher professionalism. Within this context, the impact of globalisation is explored, particularly through the involvement of donor governments that respond to the call for assisting developing countries through financial and technical support in education reforms. Finally, the chapter delves into the politics of policymaking and enactment under the conditions of official development assistance.

A. Teacher professionalism as a dynamic concept

Teacher professionalism is a slippery term that has been hard to define with singularity (Demirkasımoğlu, 2010; Goodwin, 2021; Sachs, 2016) despite long-standing discussion among educational theorists and scholars (Demirkasımoğlu, 2010; Evans, 2008; Evetts, 2008; Hargreaves, 2000; Sachs, 2000). The vast literature on teacher professionalism (Evetts, 2003, 2011; Hargreaves, 2000; Hoyle, 2001) shows how complex the concept is and how it can be defined using various approaches within different historical, political, and social contexts (Demirkasımoğlu, 2010). There have been numerous attempts to analyse teacher professionalism with socio-political perspectives (Hargreaves, 2000) and to investigate it within organisational contexts (Evetts, 2008, 2011). After all these attempts, Sachs (2016) asked, 'why are we still talking about it?' (p. 414), further demonstrating that the discussion on teacher professionalism remains unsettled and continues to evolve as a dynamic concept.

Hargreaves (2000) analysed teacher professionalism within a socio-political lens and concluded that it passes through four phases. First is the pre-professional age characterised by managerially demanding but technically simple work in teaching. Teachers are mainly asked to maintain student attention, ensure topics are covered and achieve some degree of subject mastery. The age of autonomous professionalism is an improvement on the pre-professional age and is characterised by teachers having pedagogical freedom. This period is

also known for the more personalized and adaptable teaching, as well as individual curriculum innovation and experiments on different pedagogical approaches. During this age, professional autonomy is the defining factor. Emerging from the challenges of sustaining individual teacher autonomy, the age of collegial profession is a response to the proliferation of different teaching methods and uncontrolled individual teaching practices. This age is characterised by efforts to create a community among teachers and collaboration to develop shared goals and purpose, and a stronger sense of teacher efficacy and professional learning cultures. The final phase is the post-professional age which is characterised by a professionalism that is constantly redefined due to educational changes mainly brought by globalisation. New patterns of international economic organisation rule, national economies are less autonomous, and cultural identities are loose. A consequence of this has been a series of assaults on professionalism due to market forces, and corporate and commercial power that is extensively globalised.

Hargreaves' (2000) analysis has shown how professionalism is a dynamic force - a personal and professional element that is intrinsically determined, and then unfolds to be externally directed. Professionalism is also a by-product of individual and social contextual factors, with its evolution determined by personal circumstances, group interests and, finally, global forces. A core component of this dynamism is professional autonomy, with its trajectory ranging from encouraged and affirmed, to shared and restricted. This analysis of teacher professionalism highlights a crucial aspect of this research, which is the phenomenon of the post-professional age evident in the Philippines, brought about by the introduction of the professional standards for teachers policy. The effects of globalisation processes, discussed later in this research, will be explored in conjunction with Hargreaves' (2000) notion of the post-professional age.

Drawing from the organisational context, Evetts (2011) conceptualised professionalism with three different interpretations that develop over time: (1) professionalism as an occupational value, (2) professionalism as an ideology; and (3) professionalism as a discourse of occupational change and managerial control. Considered as the optimistic view, professionalism as an occupational value centres on the belief that the knowledge and skills of professionals serve a positive interest both for the public and the state. With the

belief that professionals possess the necessary knowledge and skills needed to exercise their functions, this recognition minimises externally imposed regulations, and encourages and maximises the exercise of professional judgment in highly complex situations. A more pessimistic view of professionalism emerged due to more critical literature, giving rise to the interpretation of professionalism as an ideology. Efforts were concentrated on enhancing practitioners' status regarding salary and conditions, leading to stricter performance measures. Recently, the discussion on professionalism has shifted towards occupational change and managerial control, emphasising the disciplinary mechanisms applied in organisations. The directives of this approach centre on inculcating work identities and practices that shape professionals to be autonomous and excellent within a network of accountability and performativity. This analysis of teacher professionalism suggests that it is a dynamic concept linked to the advancement of a profession, influenced by both internal factors (practitioners' efforts to improve their conditions) and external factors (managerial control).

Similar to Hargreaves' (2000) analysis, this study also examines teacher professionalism within organisational contexts. This perspective sheds light on the multiple facets of teacher professionalism, providing a comprehensive framework for understanding a renewed professionalism introduced by the professional standards policy. This lens is particularly useful in analysing the crucial aspects of teachers' practice and the teaching profession as a whole.

With these analyses, it can be concluded that teacher professionalism is a multifaceted concept that is highly dependent on local contexts, political structures, and education goals. It is a dynamic concept influenced by different factors, with teachers actively defining their individual professionalism and external factors shaping this through education policies and reform. It is within this context that the study takes into account how current teacher professionalism in the Philippines is shaped by different agents and factors.

One of the earliest definitions of teacher professionalism is linked to strategies and rhetoric that serve as the basis for professionals to improve status, salary and conditions (Hoyle, 1974). This definition was prevalent during the 1990s, when professionalism was seen as a mechanism in order to enhance professional status (Ozga, 1995). Additionally, this definition

was influenced by sociological and historical discussions during that time, when the credibility and eligibility of the education profession as a full-fledged profession were questioned (Goodwin, 2021; Ozga & Lawn, 1981). With the new millennium came a renewed take on professionalism - an ideological base underpinned by discourses revolving around strategies for teacher control emerged (Hargreaves, 2000). Revising his definition thirty years later, Hoyle (2001) contended that professionalism means "improvement in the quality of service rather than the enhancement of the status of the profession" (p.148). Similarly, Hargreaves (2000) defined professionalism as the improvement of quality and standards in teachers' practice. It has also been defined as the qualifications, competence and capacities required for the excellent exercise of the occupation (Demirkasımoğlu, 2010). This study adopts these definitions and advances that teacher professionalism may be conceived as the knowledge, skills and competencies needed by teachers for the excellent exercise of professional practice.

As one of the early scholars to study teacher professionalism, Hoyle (1974) hypothesised two models of professionalism: restricted and extended. More than a simple dichotomy, these models represent a continuum. At one end of a continuum, there is the 'restricted' professional who primarily relies on experience and intuition in teaching. At the other end, there is the 'extended' professional, who possesses a broader understanding of pedagogical, intellectual and rational approaches to teaching. This has served as a framework for the development of more recent models of teacher professionalism, including democratic and managerial professionalism. The latter model has had a significant influence on education policy and practice by highlighting the gap between policy production and policy enactment (Sachs, 2000). On one hand, managerial discourse on teacher professionalism underscores the normalisation caused by corporate goals, performativity, and professional accountability (Sachs, 2001), moulding professionals who work efficiently and effectively to achieve set targets (Mockler, 2013). On the other hand, democratic professionalism is anchored on trust in the professionals, privileging professional judgment over a standardised approach to teaching. Contrary to managerial professionalism whose core lies in external standards, democratic professionalism is determined and defined by professional groups. The continuum allows for a shift from collegiality and trust to increasing levels of bureaucracy and performance evaluation (Evetts, 2011). At the start of the 21st century, Sachs (2003)

and Hargreaves (2000) both called for a social movement to resist the perpetuation of market principles that de-professionalise teachers. To counter managerial professionalism, transformative professionalism is advanced (Goepel, 2012). This is a professionalism that moves from the centralised control of government and policy constraints (Sachs, 2003) to teachers taking control of their professional lives, engaging in meaningful collaboration and enhancing creativity to improve the teaching and learning processes (Goepel, 2012).

Teacher professionalism, as a concept and discourse, continuously evolves. With the world becoming increasingly globalised, the perspectives on teacher professionalism from decades ago no longer hold relevance (Sachs, 2016). Hargreaves (2000) described post-modern teacher professionalism as an era marked by differing directions. On the one hand, this professionalism is characterised by social movements that promote 'learning to work effectively' and 'lifelong learning'. On the other hand, this professionalism is portrayed by mechanisms such as increased performativity, surveillance, and intensified work demands. Hargreaves noted that market-oriented approaches significantly influence the characteristics of new professionalism in education, which is increasingly governed by corporate systems marked by competition, managerialism, and performance-based criteria. This new era has led to an attack on teacher professionalism, with market-oriented practices in various countries resulting in reduced spending, decentralisation, and increased competition (Hargreaves, 2000). Because of this, some educational theorists argue that what the world has produced is the de-professionalisation of teaching, instead of improved professionalism (Demirkasımoğlu, 2010; Evans, 2008; Hargreaves, 2000).

Teacher professionalism is a core aspect of this study. As a social construct, it is continuously defined by policies and practice (Hilferty, 2008; Ozga, 1995), affirming that understanding teacher professionalism in the Philippines—what it looks like, what forces come into play, and how this determines teachers' roles, responsibilities and practice—is best understood in context. This leads to the next section which focuses on teacher professionalism in the Philippines.

B. Teacher professionalism in the Philippines

The pursuit of quality education has long been a significant concern in the Philippines (Generalao et al., 2022). Beginning in the 1990s, the DepEd implemented extensive educational reforms, including the 1991 Congressional Commission on Education (EDCOM), the 2000 Presidential Commission on Education Reform, and the 2006 National Action Plan for Education for all 2015 (Bautista et al., 2009) to improve the quality of basic education. These reforms have played a significant role in shaping the bureaucratised and centralised education system. One key reform that has significantly shaped the governance and structure of the current public education system is the Basic Education Governance Act of 2001, which institutionalised a decentralised approach to education (Congress of the Philippines, 2001). The biggest reform to date is the implementation of the K-12 system, which alters the century-old K-10 system (SEAMEO INNOTECH, 2020). However, the seemingly perennial problems in Philippine education have remained unresolved despite these massive reforms (Generalao et al., 2022).

The biggest challenges lie in the students' completion rate and poor academic performance. The data reveals a decrease in the completion rate of primary students over the last three years. In 2023, the completion rate hits its lowest since 2009, with 12% of primary students not completing Grade 6. This is a sharp decline from 2020 and 2021, which saw non-completion rates of just 2% and 9%, respectively (The Global Economy, 2024). In terms of academic achievement, the national goal of 75 in terms of Mean Percentage Score (MPS) in the National Achievement Test remained unattained at 68.88 in 2013, with little progress from the MPS of 54.49 in 2006. The poor performance of Filipino teachers may have contributed to the poor outcome of education. As the largest bureaucracy in the country, with around 800,000 teachers in 2019 (Llego, 2020), the DepEd has long been ineffective in achieving a qualified and effective workforce as it continues to be confronted with issues of teachers having generally low knowledge of their subject matter and limited opportunities for professional development (World Bank Group, 2016).

Although much of the discussion in the Philippines now revolves around raising standards in education and improving teacher quality (Oxford Business Group, 2017), only recently have

there been efforts from DepEd to focus on improving teachers' professional practice. Little research has been undertaken in the area of teacher professionalism despite the growing literature on education policies and systems in the Philippines (Llego, 2020). While other reforms and initiatives are necessary, it is crucial to identify and define teacher professionalism to anchor all other relevant initiatives. This study hopes to contribute in this critical area.

Teacher professionalism in the Philippines is shaped by two major policies: the National Competency-based Teaching Standards (NCBTS), which was implemented from 2006 until 2016 and its evolution, the Philippine Professional Standards for Teachers policy (PPST), which was instituted in 2017. The competency-based teacher policy is an integrated theoretical framework that defines effective teaching in all aspects of teachers' professional lives and development. At its core, this framework guides teachers to reflect on their practices, identify areas for improvement, and develop new teaching strategies. It presents an ideal view of teaching characterised by knowledgeable and skilled professionals who facilitate effective learning in various learning environments. Additionally, it promotes active reflection by teachers on their practices and their involvement in designing and evaluating student learning experiences (Department of Education, 2009). As a result, the competency-based standards portray a competent professional as someone who continually reflects and works to improve learning experiences for all types of students.

In 2012, the Research Center for Teacher Quality (RCTQ), a local organisation that aims to conduct research into strengthening and improving teacher practices, embarked on a series of consultations and research activities to address issues and considerations identified in NCBTS. Some of the major issues identified in NCBTS include the need to respond to the significant reforms of K-12 education, the necessity for a developmental framework, and the ongoing challenge of declining student performance in comparison to other countries. The major action plans from the research include: (1) incorporation of career stages, (2) more focused expectations on knowledge and pedagogies, (3) integration of new ideas from the newly enacted K-12 law, (4) development of standards that can serve as a guide for Teacher Education Institutions (TEIs), teachers, and school heads, and (5) creation of an internationally acceptable quality assurance framework. These action plans form the most

recent policy on teacher professionalism, the Philippines Professional Standards for Teachers policy (Research Center for Teacher Quality, 2015).

In 2017, the DepEd, through the Teacher Education Council (TEC), institutionalised the professional standards policy (see Appendix A). This policy document aims to set out clear expectations of teachers along well-defined career stages from beginning to distinguished practice, encourage teachers to actively embrace a continuing effort in attaining proficiency, and apply a uniform measure to assess teacher performance, identify needs, and provide support for professional development. Emerging from the changes brought about by national and global educational frameworks, such as K-12 education reform, ASEAN integration, globalisation, and the changing characteristics of the learners, DepEd developed the professional standards policy with the assistance of international and local organisations. At its core, the professional standards policy became a public declaration of professional accountability, providing a foundation for teachers' personal and professional growth. The standards outline the expectations for teachers in terms of technical knowledge, practice, and professional engagement, corresponding to distinct career stages: from the beginning to proficient, highly proficient, and exemplary professionals (Department of Education, 2017).

Below are the seven domains that comprise the expected knowledge, practice, and professional engagement from teachers:

- Domain 1. Content, Knowledge, and Pedagogy
- Domain 2. Learning Environment
- Domain 3. Diversity of Learners
- Domain 4. Curriculum and Planning
- Domain 5. Assessment and Reporting
- Domain 6. Community Linkages and Professional Engagement
- Domain 7. Personal Growth and Professional Engagement (DepEd, 2017).

There is a significant change between the NCBTS and professional standards policies, with the inclusion of career stages, additional domains, and revised measures for the assessment of teacher performance. From continuous improvement driven by self-reflection, the

professional standards policy advocates a mechanism for performance-based development and career progression. However, the reasons for and processes by which the policy was developed, as well as the changes in teacher professionalism brought about by the enactment of the policy, remains a research gap that this study aims to address. Specifically, the major differences between two policies remain unexplored, and the ideologies underpinning these changes have not been examined. Additionally, there has been limited investigation into the effects of these changes on teacher professionalism, including teachers' roles, responsibilities and practices. This study addresses these gaps by comparing and contrasting the ideological influences of the two policies and analysing the redefined professionalism introduced by the professional standards.

C. The rise of professional standards

The institutionalisation of professional standards policies has been a deliberate move by different countries and multilateral organisations. Other countries within Southeast Asia implemented a set of professional standards policy earlier than the Philippines. Indonesia instituted the National Professional standards policy in 2010 (Indonesian Teachers' Association, 2015). That same year, Cambodia implemented its Professional Teacher Standards and Myanmar introduced the Teacher Competency Framework (Ministry of Education, 2010). Similarly, several multilateral organisations have also published professional standards policies. UNESCO released the Global Framework for Professional Teaching Standards focusing on teacher knowledge and understanding, teaching practice, and teaching relations (Education International & UNESCO, 2019), while knowledge base, autonomy, and peer networks drawn from the organisation's Teaching and Learning International Survey (TALIS) are the core of the OECD framework on teacher professionalism (Organisation for Economic Co-operation and Development, 2016). In the countries presented, there are common elements in the frameworks—the focus on domains under (1) professional knowledge, (2) professional practice, and (3) professional engagement that are defined in a continuum of career stages. In addition, a domain on professional ethics is also present in Cambodia and Myanmar's professional standards. While the categorisation of career stages seemed critical in most countries' professional standards, this element is non-existent in the frameworks of multilateral organisations. Similar to other Southeast Asian

countries, the Philippines professional standards policy contains elements of professional knowledge, professional practice and professional engagement defined in a continuum of career stages.

During the last decade, teacher professionalism has become a significant focus of different governments' reforms to improve the quality of education (Khizar et al., 2019), and teachers are at the centre of countries' efforts to improve education for global economic competition (Liew, 2012). The current discussion revolves around limitations in teachers' knowledge, competencies and skills, and the proposed education reform initiatives needed to focus on the 'raising of expectations' to address the declining quality of teaching and learning (Johnston, 2015). Alongside this, the expectations for teachers to ensure that their students are capable of coping with the demands of changing times, and possess life skills, such as teamwork, critical thinking and adaptability, inevitably require them to teach in ways they were never taught themselves (Hargreaves, 2000). Because of these discourses, the standardisation of practices in the teaching profession has been endorsed by multilateral organisations such as the World Bank, OECD, and UNESCO and consequently adopted by their member countries (Evans, 2011).

The literature presents conflicting findings with regard to the implementation of professional standards. Some studies report that professional standards policies do indeed help teachers improve their teaching performance and, by inference, contribute to the increased performance of the students (Adoniou & Gallagher, 2017; Ingvarson, 2012). Contrary to this, there are claims that the imposition of teaching standards and uniform approaches to evaluation deprofessionalises teachers by increasing performativity measures while reducing accountability and credibility (Adoniou & Gallagher, 2017; Forde & Torrance, 2017). Johnston (2015) also claimed that a positive relationship between professional standards, teachers' improved practices and students' increased learning outcomes is yet to be established.

One criticism of professional standards policies is that they advocate a reductive model where teaching becomes an instrumental process which then reduces teaching to a narrow set of behaviours (Forde & Torrance, 2017). As an approach to education reforms, professional teaching standards emphasise technical and instrumentalist approaches to

teaching, which produce teachers who are evaluated in terms of “generic competencies, skills, interchangeable parts in a global education system with uniform practices including testing, mandated textbooks, scripted teaching, school-based management, marketisation, and economic management issues” (Luke et al., 2008, p. 81). These policies are also employed to monitor teacher outcomes and align teachers’ abilities with national prospects (Goodwin, 2021). As a result, standards typically constrain teachers to overlook the moral dimension of education, and increase accountability (Forde & Torrance, 2017).

D. Globalisation and education

Like professionalism, globalisation is a vague term that escapes easy definition (Lingard & Rizvi, 2010; Sachs, 2016; Tikly, 2001). Despite the absence of a widely-accepted, standard definition of globalisation, there has been a consensus on concepts that characterise it, such as worldwide relations (Daun, 2014; Giddens, 1990; Oyekola, 2018), the connection of international, national, and local spaces (Giddens, 1990; Held & McGrew, 2000; Lingard & Ozga, 2006), and an external force affecting cultural, economic, and political domains of human life (Lingard & Ozga, 2006; Lingard & Rizvi, 2010; Zajda, 2018). The discussion on worldwide relations foregrounds how globalisation perpetuates different connections among nations, such as the exchange of goods and services (Nikoloz, 2009), the proliferation of capital investment and labour migration (Lipman, 2004), and the interchange of views, values, norms, and practices (Oyekola, 2018). Globalisation is also defined in the context of blurring national and local borders in such a way that local activities are influenced by events in international space and vice versa (Giddens, 1990; Held & McGrew, 2000). These conceptions of globalisation impact human life in multiple ways, including but not limited to the change in the flow of goods, services and people (Waks, 2006), the evolution of the roles of nation-states and the influence of international organisations in policies and reforms (Dreher et al., 2008), and the reshaping of values and re-modernisation of culture and tradition (Nikoloz, 2009). Using these concepts, globalisation may be conceived as an external force that frames interdependence among nations, resulting in the creation of a single, global space, dimming the distinction between different spaces (international, national, and local) and affecting almost all facets of human life. Indeed, globalisation has

become a household term that encapsulates the various ways the world has become increasingly interconnected and interdependent (Lingard & Rizvi, 2010; Portnoi, 2016).

Various theories attempt to explain the phenomenon of globalisation: the world culture theory (Dale, 2000; Held & McGrew, 2000), the culturalist approach (Portnoi, 2016; Spring, 2015), and the globally structured agenda for education (Dale, 2000).

World culture theory advances how changes caused by globalisation are to be explained by universal models rather than distinct national factors (Dale, 2000). At its core, this theory contends that nation states are institutionally influenced at a supranational level that serves the interests of powerful countries in the West (Held & McGrew, 2000); thus, the evident real structural changes in the nation states can be largely attributed to these universal norms and culture (Dale, 2000). Another tenet of this theory is the equal representation of different dimensions and interrelated processes operating in all facets of social relations, not just economic factors, thus advancing a view of globalisation that is simultaneously influenced and affected by various social, cultural, political, military and economic factors (Held & McGrew, 2000). World cultural theory advances the notion of convergence, although there are no central actors or organisations orchestrating this formation of global culture (Portnoi, 2016). The sceptics, who challenge most of the assumptions of this view, argue that globalisation predominantly as an ideological construct with minimal explanatory value (Lingard & Rizvi, 2010).

The culturalist approach offers an alternative perspective on understanding globalisation, challenging many of the claims made by world culture theorists. This lens challenges the notion that the world is subsumed to a homogenous pattern, and that there is consensus regarding what best practice should be (Portnoi, 2016). Moreover, the culturalist approach also discounts the notion that global governance institutions are the main actors responsible for the homogeneity model of globalisation, as these organisations provide various models of development that are not limited to neoliberalism (Spring, 2015). While world system theorists believe that the core-periphery distribution (where developed countries represent the core and developing countries are in the periphery) is inevitable, culturalists argue that local contexts can transform the effects of globalisation (Portnoi, 2016).

Another approach to globalisation is the globally structured agenda approach*,* which contradicts previous approaches in various areas. For one, this approach emphasises the capitalist system that drives socio-political and economic processes in nation states, encapsulated in three interrelated sets of processes: economic, political and cultural. The approach centres on understanding and explaining the consequences of globalisation, bringing to light critical discussions, such as who benefits from globalisation and under what conditions, who make decisions, and what the social and individual consequences are. A critical aspect of this approach is the role of supranational bodies and international organisations whose power and influence have superceded nation states, which, consequently, empower them to be central features of globalisation in the determination of their economic and political agenda (Dale, 2000).

The perspective of globalisation adopted in this study draws from various approaches, highlighting that no single approach can fully explain the complexity of this phenomenon. The study examines the professional standards policy, which aligns with world culture theorists' view that globalisation promotes a uniform approach based on global best practices (Portnoi, 2016). However, it is essential to note that this current study also explores how professional standards are enacted, thus emphasising the culturalist approach that local contexts play a crucial role in adopting and contesting global education policies. Finally, the study investigates the role of donor governments, particularly Australia's DFAT, in driving globalisation processes through education reforms. This agency's impact on the ideation, development and enactment of the professional standards policy will be examined, highlighting its position as a central force in perpetuating globalisation. In this context, the study delves deeper into these aspects by analysing globalisation across three dimensions: economic, political and cultural.

Lipman (2004) defined economic globalisation as "the global connection of markets, production sites, capital investment, and related processes of labour migration" (p. 6). In the discussion of globalisation, this dimension usually comes into play first with a focus on the exchange of goods and services among nations, resulting in a unified global economy (Nikoloz, 2009). Under this dimension, global corporations are also highlighted, and the processes by which they facilitate the inter-country markets and flow of people.

Although economic globalisation has contributed to higher standards of living in much of the world, it has also created economic inequality, particularly among low-income countries (Edwards & Means, 2019).

While the economic dimension may seem the foundation of globalisation, its political dimension cannot be underestimated (Dreher et al., 2008). The focus on this dimension is the evolving nature of the political state and its roles in promoting market mechanisms, as well as the widening control of organisations at the transnational level (Nikoloz, 2009). Another aspect of this dimension is the range of political actors across local, national, and global settings that influence a country's education reforms to advance these actors political interests (Edwards & Means, 2019). Globalisation propelled the rise of international and supranational organisations such as the International Monetary Fund (IMF), World Bank (WB), United Nations (UN), and Organisation for Economic Co-operation (OECD) that are continuously influencing nation-states' policies (Dreher et al., 2008).

In terms of the cultural dimension, globalisation may mean the creation of a single global society (Nikoloz, 2009), which is also referred to as cultural homogenisation (Waks, 2006). The world has increasingly become a global village—wherever they are in the world—and people are connected through technology and media (Dreher et al., 2008). At a more local level, interpersonal international cultural exchanges have also become prevalent through migration, tourism, exchange studentship and enhanced global flow of international students (Dreher et al., 2008; Lingard & Rizvi, 2010). With globalisation, the traditional view of the state as the main unit in world order is being challenged (Lingard & Rizvi, 2010).

Zajda (2018) argued that the economic, political, and cultural dimensions of globalisation affect countries' education reforms and policies. Globalisation has worked on and through education. Education has not been just merely affected by globalisation, it also has become a mechanism for globalisation to affect people's daily activities (Tikly, 2001). It is, therefore, one of the goals of this research to explore how the Philippines, being on the periphery of globalisation, is influenced and affected by globalisation processes, particularly in education reforms. In recognition of this, three things will be involved in this examination: identifying the nature and force of the extranational effect; determining what areas of education are

influenced; and examining what changes take place and how these occur both directly and indirectly in education (Dale, 2000).

E. Globalisation and neoliberalism

Globalisation is grounded in neoliberalism (Goodwin, 2021). Neoliberalism is a political and economic ideology rooted in the belief that entrepreneurial freedom and skills are vital in achieving the maximum potential of humans. The emphasis is on giving individuals, not the state, the responsibility to achieve this. Under this view, the state should establish a free market defined by competition and choice (Cleary, 2017). In education systems, this is manifested through the adoption of corporate strategies like efficiency, autonomy, competition, decentralisation, accountability, and consumer choice. A common criticism of this approach highlights its focus on objectivity, accountability, and meritocracy as means to achieve efficiency (Liew, 2012). Although this model has been widely applied, neoliberalism itself is not static, and interpretations vary from country to country and change from time to time (Furlong, 2013). It is also argued that the benefits of certain policies and developments are unevenly distributed among countries. Some gain more advantages than others, and the impacts and results of these benefits differ widely across different regions (Lingard & Rizvi, 2010; Nikoloz, 2009).

One major manifestation of neoliberalism in education reforms is the principle of human capital formation (Lingard & Rizvi, 2010). Human capital is defined as the 'knowledge, skills, competencies, and attributes embodied in individuals that facilitate the creation of personal, social and economic well-being" (Keeley, 2007, p. 29). As a fundamental concept, human capital formation is based on the belief that humans are driven by their economic self-interest within free competitive markets and assumes that each has equal opportunity and freedom to choose. By investing in people's knowledge stock, skills level, learning capabilities, and cultural adaptability, neoliberalism promotes achievement of economic growth as a by-product of a high level of investment in human capital (Lingard & Rizvi, 2010).

Another manifestation of neoliberalism in education reforms is the knowledge economy. At its core, the principles of the knowledge economy underscore the goal of acquiring massive

wealth based on growing individual and organisational capacity to learn, innovate and produce. This belief began in the 1980s when market-individualism gained attention and, since then, the knowledge economy has seen the emergence of workers with greater levels of education and training (Lingard & Rizvi, 2010). The emphasis on the creation of a knowledge economy in education means that the focus has shifted from the amount of schooling individuals receive, to their abilities to learn which will help them cope with the demands of unfamiliar and constantly changing work conditions (Ritzer, 2015). Communication skills, problem-solving skills, working independently and under pressure, decision-making skills, and field-specific skills for commercial potential are emphasised (Lingard & Rizvi, 2010).

First emerging in the 18th century, lifelong learning was associated with concepts on individualism, social equity and individual and social progress. It advocates that for education to serve individual, social and economic purposes, it has to be a continuing process (Lingard & Rizvi, 2010). Lifelong learning advocates that human progress is only possible when individuals have the opportunity to learn and apply knowledge not just in schools, but also throughout their personal and professional life (Field & Leicester, 2000). However, neoliberalised forces of global capitalism have eroded the initial hopeful goals of lifelong learning (Gouthro, 2022). Under the lens of neoliberalism, lifelong learning serves as a global framework for the flexible preparation of individuals. Learners are expected to chart their own educational paths and adjust these based on market demands. This emphasis on individual choice implies a degree of freedom and opportunity that, unfortunately, many learners lack (Olssen, 2006). Through the idea of lifelong learning, many individuals have internalised the idea of the flexible, mobile lifelong learner, a concept central to neoliberal views of the workplace, where learning is primarily linked to employment (Crossouard & Aynsley, 2010). Influenced by neoliberalism, the idea of lifelong learning has been regarded as an opportunity for the government to lower the expenditure on education by sharing this responsibility with individuals and other organisations. This makes education a private commodity; making those who have access to it more competitive than those who do not have the means, and making education a defining component of people's economic value (Lingard & Rizvi, 2010). Ultimately, this discussion

suggests that with lifelong learning, education is driven by a political move for social control, more than the aim for social transformation (Field & Leicester, 2000).

The principles of corporate managerialism and teacher surveillance also perpetuate neoliberalism in education reforms. Rose (1999) used the phrase 'policy as numbers' to denote changes in state restructuring through policies that highlight outcome accountabilities, often disguised as a set of performance indicators. These performance indicators then create an audit culture, which has become the core of new public management (Ritzer, 2015). This leads organisations to place the utmost importance on the overarching goals with an emphasis on the site of practice being accountable to achieving those goals (Lingard & Rizvi, 2010). Corporate managerialism involves the process of 'steering at a distance' through performance measure indicators as a new form of accountability, thereby, emphasising that the outcome is more important than the process of achieving targets (Thomson, 2005).

The concept of performativity in education is another manifestation of neoliberalism in education. Performativity denotes a cultural and regulatory paradigm that utilises assessments, comparisons and demonstrations as mechanisms for incentivization, control, attrition and transformation. The performances of individuals are employed as metrics of output or productivity, thus signifying their worth, value, or quality within a specific evaluative domain (Hyde, 2021). In the recent years, researchers have focused on the complex and highly contested relationship between the performative emphasis on raising standards of attainment (Keddie et al., 2018; Keddie and Lingard, 2015). This performative framework and its targets eliminate the necessity for teachers to rely on their situated learning and professional judgement to justify their actions; instead, the target itself becomes the rationale (Wilkins, 2021).

Lastly, teacher responsibility is another manifestation of neoliberalism. This is referred to as "a sense of internal obligation and commitment to produce or prevent designated outcomes or that these outcomes should have been produced or prevented (Lauermann & Karabenick, 2011, p. 127). This idea can be linked to a governmentality approach, an idea developed by Foucault, which refers to various rationalities, technologies, and ethical problematisations that constitute frameworks through which governance and regulation, frequently

orchestrated by the state, are exercise remotely and indirectly, employing specific modes of subjectification (Hamann, 2009). Correspondingly, scholars argue that the state's ability to act remotely and indirectly is facilitated by self-responsibilisation, which involves shaping a particular form of subjectivity. This approach encourages individuals to achieve governmental objectives by realising their own potential rather than simply complying with authority (Pyysiäinen et al., 2017). As Brunila and Siivonen (2016) claimed, in the neoliberal order, the ideal self is self-responsible.

Globalisation is a crucial aspect of this study as it significantly impacts the ideation, development and enactment of the professional standards policy. It also redefines teacher professionalism and teacher quality, which is this study's major focus. Therefore, one of the study's objectives is to examine how economic, political and cultural globalisation manifests in Filipino education through the professional standards policy and how education reforms are shaped by this broader force.

F. Official development assistance: A mechanism of globalisation

An important aspect of this study is to explore official development assistance (ODA) in the context of education policymaking in the Philippine DepEd. Simply put, ODA is development assistance given by donors (developed nation) aimed at promoting the economic development and welfare of developing countries. It is closely linked to nationalism and globalisation, as well as strategies for economic, social, and political development (Pomerantz, 2024). For a long time, states have utilised ODA to enhance diplomatic ties with recipient governments, bolster support for particular policy stances, and generally influence public opinion (Brazys et al., 2017). The ideals of ODA has fervent supporters who recognise a clear moral duty to assist poorer countries and individuals and argue that aid stimulates economic growth and enhances social welfare. Critics, however, contend that aid is detrimental and hinders sustainable progress and is detrimental to broader development efforts (Glennie & Summer, 2016; Pomerantz, 2024).

ODA has been a significant source of funding for the Philippine government, supporting various infrastructure projects, social programmes, and economic development initiatives. The Republic Act No. 8182, also known as the Official Development Assistance Act of 1996,

serves as the official policy framework that governs the promotion, management, and utilization of ODA in the country. The legislation aims to ensure that ODA-funded projects contribute effectively to national development while maintaining transparency and efficiency in their implementation (House of Representatives, 2018). The National Economic and Development Authority oversees ODA coordination, ensuring that international funding complements domestic efforts and aligns with the country's long-term development goals. This collaborative approach helps maximise the impact of both external and internal resources in achieving sustainable economic growth (National Economic and Development Authority, 2023).

Although powerful nations promote their political agendas and ideals through various methods, ODA is arguably one of the most significant. For many recipients, aid-funded projects represent the most prominent expressions of the donor country's foreign policy and political values (Lancaster, 2000). This strategy aims to make donors safer from transnational threats and more likely to secure cooperation from the countries receiving the aid (Brazys et al., 2017). There are claims that beyond achieving commercial and development goals, ODA is marketed to foster support for the donor country among recipient populations and to convey political principles aligned with the donor's perspective. Over time, this aid can lead recipient populations to become more aligned with the donor's foreign policy objectives, eventually reaching a point where their desires align with those of the donor (Blair et al., 2022).

There has been a long discussion on the influences of ODA on recipient countries' development goals. There are claims that aid to education has significantly contributed to raising literacy, access to education, an increase in school enrolment, and the participation of girls, among others (Cassity, 2010). However, there are also contradictory claims arguing that in the last 40 years, most of the countries have fallen into the trap of aid dependency, a situation in which recipient countries cannot achieve many of its development goals without ODA. This raises the issue of whether aid has become more of a problem than a solution (Moyo, 2009). Many countries, such as the Republic of Korea, Indonesia, Bolivia, Ghana, Uganda, Tanzania, Mozambique, and Vietnam, have experienced aid-linked growth with minimal drawbacks. However, there is also a long list of developing nations, including Kenya,

Haiti, Papua New Guinea, Somalia, Congo, and the Philippines, that have struggled to overcome social and economic problems despite receiving substantial development assistance over the past few decades (Kousar et al., 2015).

G. The Philippines and the ODA from Australia

In the Philippines, the history of development assistance has roots in political and economic stability. The regime of Ferdinand Marcos (1965-1986) severely damaged the Philippines politically, socially, and economically. In the 34 years since then, the country has rebuilt a vibrant democracy, but economic growth has been inconsistent, and the political process remains unstable, with fluctuating standards of governance over time. Successive governments have tackled various issues, and since 1986, international donors have invested hundreds of million dollars in the development programmes of the Philippines (Clarke, 2021).

The Philippines receives financial assistance from both traditional and emerging donors to support its development efforts, although ODA constitutes a relatively small portion of the country's overall development financing. Following a period of limited aid from 2010 to 2016, China began offerring significant aid to the Philippines. By 2020, proposed projects under Chinese financing amounting to about US$13.5 billion, surpassing the US$7.6 billion in proposed project from Japan. From 2008 to 2017, the average annual aid commitments to the Philippines were around US1.46 billion. Meanwhile, aid from the United States of America to the Philippines decreased from approximately US$253 million in 2014 to US$194 million in 2018, a relatively small decline compared to the increases from other donors (Dole et al., 2021). The Philippines' primary development partners include the Asian Development Bank (ADB), the World Bank and Japan. Together, these three accounted for 76% of ODA disbursed to the country between 2015 and 2022, representing one of the highest levels of concentration among development partners (Lowy Institute, 2024).

As this reseach focuses on Australia's development assistance in the development of professional standards policy, the following sections will elaborate on the bilateral partnership between Australia and the Philippines.

The Australia-Philippines relationship immediately began after World War II, when the Australian Government established a Consulate General and later an Embassy in Manila, Philippines. Since then, it has grown to encompass cooperation on diplomatic, defense, economic and trade issues as well as development (Australian Agency for International Development, 2014). Since the 1950s, the Australian development programmes in the Philippines has long focused on education, peace and security, disaster and climate resilience and gender and social inclusion. In 2024, the Australian ODA is US$94.2 million, and of this, 25% goes to education development programmes (Australian Government Department of Foreign Affairs and Trade, 2024). ODA and bilateral assistance from Australia support different agendas. For some, Australia DFAT projects are underpinned by a social justice agenda, wherein the developed country assists developing countries in identifying and solving pressing issues, such as poverty, protection of human rights, and equal distribution of wealth, highlighting the moral and social responsibility of more advanced countries to create a better world for everyone (Kilby, 2007).

While Australian ODA may appear substantial, its contribution to Philippines' overall development finance is relatively limited. Australia ODA supports various initiatives, including those focused on governance, education, and economic development, but it represents only a small portion of the broader mix of financial resources available for national development (National Economic and Development Authority, 2023). The Philippine government draws on a diverse array of funding resources, both domestic and international, which collectively exceed the scale of Australian assistance (Lowy Institute, 2024). Therefore, while Australian assistance plays a supportive role, it is but one element within the complex landscape of the country's development financing.

There are also claims that policies supported by Australia in developing countries are informed by a neoliberal agenda, where programmes have become mechanisms to promote economic deregulation under the guise of institutional reform, advocating good governance that addresses solutions to social conditions, but at the same time promoting market-oriented principles (Jayasuriya & Rosser, 2001). This strategy aims to make donors safer from transnational threats and more likely to secure cooperation from the countries receiving the aid (Brazys et al., 2017).

Consequently, various education scholars (Coxon & Munce, 2008; Edwards, 2012; Waks, 2006; Williams, 2009) have expressed concerns over the motivations and influence ODA on developing countries like the Philippines. These scholars argue that projects funded by ODAs have become a means to identify and disseminate 'international best practices', which are then used to determine where aid should be directed and how it should be delivered, often with little regard for local context. The result is an apparent push to establish a uniform approach to development, with the emergence of standardised education models and policies (Coxon & Munce, 2008). Furthermore, scholars have raised questions about the role of international education experts from Western countries in the dissemination of global best practices. These experts often perpetuate the spread of these practices by advising national leaders or leading governments, based on the assumption that there is a common blueprint that can help all nations improve their educational outcomes and opportunities. These strategies and ideologies imply a division between "the knowing and the ignorant, the enlightened and the uninformed, the developed and the developing" (Silova & Brehm, 2013, p. 57). As a result, experts and consultants from more powerful and advanced countries are often in the position to transfer their expertise to developing countries, justifying the strategies and approaches of international development organisations in delivering aid (Silova & Brehm, 2013).

In many cases, education policies under the banner of ODA have centred on the spread of neoliberal agendas such as standardisation, privatisation and deregulation (Lingard & Rizvi, 2010). As a result, education reforms in many countries have been influenced by neoliberal ideologies for decades. Based on the principle that high quality teaching will result in high quality learners who will eventually contribute to individual and economic productivity, education's goals have been tied to economic development plans. Together with a business-oriented strategy, teachers and students are viewed as human capital boxed within performance management that will then propel the country towards economic competitiveness (Appel, 2020). The notion of education has shifted to an instrumental value that serves the global market, signifying a change in the role of education from a meaning-making to one that emphasises individual utility (Davies, 2005; Reyes, 2016). Neoliberalism poses a significant work and cultural shift, with the rise of performance management discourses within education settings characterised by increased emphasis on efficiency,

autonomy, competition, consumer choice and decentralised governance (Liew, 2012). These changes have adverse effects on teacher professionalism that requires education and scholars to think about what kind of teaching and education are needed in the current time. Education itself has become secondary to the function it serves in developing human resources to meet the demands of the global market (Angus, 2017).

On top of all this, bilateral assistance has also been critiqued for creating a new face to colonialism. This issue arises partly because of the pattern of providing ODA to former colonies, over those lacking past colonial ties. While ODA can act as a form of bribery, enabling donors to secure policy advantages and trade partnership (Mesquita & Smith, 2009), colonial history not only increases a former colony's saliency to the donor, but also because its past has left deep marks on contemporary social and political arrangements (Chiba & Heinrich, 2019). The effects of the colonial linger centuries later, which continues to influence the economic, political and social institutions of the former colonies (Chiba & Heinrich, 2019; Onyekachi, 2020). Because of this, donor governments have been criticised for reviving and perpetuating modern day neocolonialism.

Neocolonialism is the practice of leveraging modern forces, such as capitalism and globalisation, to control a country's economic and social directions. Neocolonialism is perceived to be an outcome of more powerful countries lending and imposing international development assistance conditions on less developed countries (Chana, 2010). In many instances, less developed countries have no choice but to accept loan conditions due to their lack of technical and financial resources (Kalu & Kim, 2022; Mfouapon, et al., 2023). Implied in this social and political arrangement is the dependence of less developed countries or former colonies, despite their autonomy (Onyekachi, 2020). Furthermore, in the discourses in the literature, these loans are primarily provided by Western countries with their perspectives and paradigms dominating the conditionalities of aid (Chana, 2010). Neocolonialism may also be perceived as an ongoing and deliberate penetration of a local system by an external organisation that aims to restructure ways of working, resource use and policy directions (Wickens & Sandlin, 2007).

The exploration of the professional standards policy and the mediation undertaken by Australia's DFAT as a donor government is a topic of considerable importance because it has

had a significant impact on the direction of education policies in the DepEd. By examining this issue, this study contributes to the growing literature on the roles of donor government in the globalisation of education.

H. Globalising education policy: From international level to the local contexts

In recent decades, education policies in different parts of the world are seemingly becoming standardised, a condition which academic scholars describe as a policy epidemic (Rinne et al., 2004). At the heart of this issue is an education system defined by competition, consumer choice, decentralisation and management (Liew, 2012). In a similar manner, several educational programmes that are widely used in education, such as child-centred pedagogy, teachers' accountability, school performativity, and decentralised management, have been recognised as "global education policies (GEPs)" (Verger et al., 2018, p. 2). Rautalin et al. (2019) contend that the discourse on global education policy has widened with the growing effect of international organisations such as the OECD, the United Nations, and the World Bank, to name a few. The ideas and solutions proposed by these organisations are taken into consideration in the formulation of states' national policies.

In the last decade, critical education scholars have increasingly focused their attention on the formation, dissemination and enactment of globalised education policies (Singh, 2015). This includes new types of policy actors and voices, new venues for policy, and new methods of policymaking and implementation (Ball, 2019). These globalised education policies emerge through the work of international organisations and their interactions with one another, as well as with national actors, which created a distinct field of activity. This field, termed the global education policy field, includes many organisations that are either semi-dependent or fully independent of state interests. Consequently, this field is characterised by the priorities, preferences, and autonomy of various actors (Edwards, 2017).

The national and local arenas are not merely passive fields in the process. While the global policy trends mostly happen beyond nations, these policies enter distinct national terrains with their own political, social, cultural, and economic landscapes that affect the local interpretation of those policies. Termed as 'vernacular globalisation' (Appadurai, 1996), this

captures the interplay of global and local spaces in the context of globalised education policies (Lingard & Ozga, 2006). Giddens (1990) emphasised that "local transformation is as much a part of globalisation as the lateral extension of social connections across time and space" (p. 64). Policy should be seen as a process, and the role of policymakers within this process should be examined to understand how they recognise and uphold democratic principles. In doing so, the policy is explored in conjunction with politics (Lingard & Ozga, 2006). In conclusion, Lingard and Ozga (2006) summarised this process into three connecting phases. At an international level, a set of policy themes and processes emerges through which policymakers from different spaces (international, national, and transnational) seek to reshape education systems. Then, a globalised education policy field is created with the forces of global pressures and local translation and interpretation of policies. Finally, the globalised policy agenda and processes interact with cultural, social, political, and economic national terrains resulting in vernacular education policy outcomes.

The Philippines, with its rich history, diverse traditions, cultures and practices, as well as varying school conditions, serves as an excellent site for understanding how globalised education policies are localised. The existence of diverse school typologies, social conditions, economic standing and societal practices makes the investigation of localised globalised education policy in this context a fruitful case for study. Within this context, the professional standards policy as a globalised education policy is explored in relation to how teachers enact it in schools.

At a national level, one major characteristic of the Philippine public education system is its bureaucratic practices. The DepEd demands strict compliance with all of its directives and policies, and teachers who fail to do so may face sanctions or suffer civil or criminal liability. This bureaucratic nature of the public education system is also reflected in its hierarchical leadership structure, which can be described as one-way and top-down in terms of leadership and communication. This characteristic of the public education system is associated with limited promotion opportunities, restrictive promotion recruitment processes, and mandated curriculum (Monsanto, 2016).

The school contexts where globalised education policies are experienced, interpreted and contested by school heads and teachers are another crucial factor. School culture refers to

the common assumptions, shared norms, and values that influence school members' actions and values (Monsanto, 2016). School culture can be interpreted as shared experiences with common meanings that members associate to their stated and unstated beliefs and practices. A number of education scholars (Barth, 2001; Monsanto, 2016) have affirmed that the power of school culture is so strong that it must be fully taken into consideration for any policy aimed at improving school effectiveness. In the Philippines, several factors determine school culture, such as principal leadership, the commitment and dedication of teachers, and economic and social issues among students, including drug-related problems, habitual tardiness, poor study habits (Monsanto, 2016).

In conclusion, globalising education policies that represent ideas and practices at the global and international level are enacted and adapted locally in schools. In the Philippine context, it is important to examine the diverse contextual conditions of schools and how they become critical factors in the process of enacting, resisting and contesting globalised education policies.

I. Summary

This study explores various elements that influence education policies in the Philippine DepEd, including teacher professionalism, professional standards, the role of Australia's DFAT, and globalisation processes that shape local policymaking processes. The literature review presents critical accounts that are relevant to this study and highlights the gaps that this study aims to address.

Teacher professionalism, as a core aspect of the study, refers to the knowledge, skills and values required for the excellent practice of the teaching profession. It is highly contextualised, and education policies play a critical role in shaping its definition. Therefore, this study examines the professional standards policy and explores the policymaking processes involved in the development of the most recent policy on teacher professionalism in the Philippines. Additionally, this research delves into the influence of Australia's DFAT on local policymaking and explores how their technical and financial assistance impacts the content and ideologies underlying the professional standards policy.

Through the review of relevant literature, the study seeks to determine the impact of the introduction of the professional standards policy on teacher professionalism. In pursuit of this objective, the study also highlights the role of Australia's DFAT as a mechanism of globalisation and examines how reforms funded by official development assistance shape local practices in the Philippines. This research focus is limited in the Philippines, and this study illuminates these critical aspects of teacher professionalism in the country.

CHAPTER 3: THEORETICAL FOUNDATIONS AND RESEARCH METHODOLOGY

This chapter provides an overview of the theoretical foundations, research design and methodologies adopted in this study. The first section lays the foundations of critical theory and critical realism, followed by a discussion of the research design. Next, the procedures for participant selection, data collection methods, and data analysis are outlined. Finally, the ethical procedures employed in the study are explained.

A. Ontological and epistemological foundations

This research explores the underlying mechanisms that have shaped the ideation, development and enactment of the professional standards policy, as well as its impact on teacher professionalism. To achieve this objective, the study examines different 'layers of reality' and identifies generative mechanisms that explain current teaching practices. With this, the ontological and epistemological foundations of this study are anchored on the principles of critical theory (Held, 1990) and critical realism (Bhaskar, 1944). To provide guidance and structure for the theoretical and methodological approach, a mid-level theory called Critical, Cultural Political Economy of Education (Dale & Robertson, 2015) is employed.

A.1. Critical theory

Critical theory originated from Marxism (Bronner & Kellner, 1989) and its principle that humans live in a society dominated by capitalists, thereby creating a society of exchange and production (Strunk & Betties, 2019). The shift of numerous societies in the late nineteenth and early twentieth century from agricultural to industrialisation revealed social and cultural disparities. The apparently novel relationships between owners and workers, the educated and the illiterate, and the powerful versus the marginalised led to structural criticisms of governments, socio-cultural institutions, and economies (Garlitz & Zompetti, 2023; Strunk & Betties, 2019). This initiated the development of a theory having a critical perspective (Bronner, 2011). It is deemed critical as it represents one of the earliest

organised attempts to question how power functions within the structural and discursive frameworks of society (Garlitz & Zompetti, 2023).

In Marx's work, the concepts that characterise capitalism (profit, surplus value, worker, capital, and commodity) are deemed 'dialectical' because they go beyond the current social reality, pointing towards an emerging historical structure within the present reality (Marcuse, 1988 as cited in Fuchs, 2022). Fundamental to the current structure of social organisation, characterised by the antagonisms of the capitalist production process, is the reality that the core phenomena associated with this process do not immediately appear to people as they truly are but instead in a disguised, distorted form (Shuster, 2024). A key concept in this argument is domination, a system that allows one group to gain and maintain advantages at the expense of others, thus shaping societal structures. In the process, exploitation arises, where one class gains wealth by controlling resources and coercing another class to produce value. Ideology arises with class societies, claiming the class-based reality as natural (Fuchs, 2022).

What became known as critical theory emerged from this, evolving into a school of thought anchored in distinguishing between true and false beliefs and, critiquing rational scrutiny of the existing order (Bronner, 2011). Critical theory is a normative approach, rooted in the belief that domination is problematic and that a society free from such domination should be aimed for (Fuchs, 2022; Shuster, 2024). The core of this approach involves questioning power, domination, and exploitation, alongside the political demand and struggle for a just society (Cohen, et al., 2000).

Based on these principles, critical theory has developed into a school of thought closely associated with equity, social justice and a transformative paradigm (Mertens, 2007). It advocates the belief that power relations in an individual's social, historical and political environment mediate human concepts, thoughts, and ideas (Denzin & Lincoln, 2011; Savin-Baden & Major, 2013). Critical theory advances that to present a full and complete understanding of social behaviours, it is necessary to examine the political and ideological contexts of education research. In doing so, critical theory demands not only an understanding of situations and phenomena but also the exposure of inequalities and efforts to change them. It specifically focuses on the emancipation of the disempowered,

exposing inequalities and promoting individual freedoms within the context of a just society. In doing so, critical theory investigates not only individuals and groups, but also extends its inquiry to social structures, institutions, and social arrangements, exploring concepts such as exploitation, empowerment, class division, emancipation, justice (Cohen et al., 2018).

This research is grounded in the epistemological foundations and beliefs of critical theory, as it examines power relations in various aspects of the study, including the ideation and development of the professional standards policy, the roles of governmental organisations, and the effects of the policy on the practices and roles of teachers. Critical theory is the ideal paradigm for this study as it comprehensively addresses and recognises various forces, such as political, historical, economic, and sociological factors, that shape people's decisions, behaviours, and beliefs (Savin-Baden & Major, 2013). It recognises that knowledge is political and that research should promote social transformation to eliminate social injustices related to gender, socio-economic status, religion, race, disability, and sexual orientation (Cohen et al., 2000; Savin-Baden & Major, 2013).

A.2. Critical realism

This study is also grounded in the principles of critical realism. Critical realism is a meta-theoretical foundation developed by Bhaskar (1944) as a critique of the limitations of empiricism and interpretivism (Sayer, 1999; Fletcher, 2017). A fundamental tenet of critical realism is that ontology (nature of reality) cannot be reduced to epistemology (the means of knowing reality) (Fletcher, 2017). This theory posits the existence of an objective world that is independent of people's perceptions, language or imagination. It also acknowledges, however, that part of that reality is formed through individuals' subjective interpretations of reality. Within critical realism, objective reality is deemed independent of human cognition, and through the acquisition of knowledge, individuals can approach and engage with reality (Oliver, 2012).

Critical realism posits a stratified reality that comprises three domains: (1) the empirical domain where social events can be observed; (2) the actual domain where social events happen with or without human experience; and (3) the real domain which consists of the mechanisms that influence and shape events in the actual and empirical domains (Houston,

2001; O'Mahoney & Vincent, 2014). The ultimate goal of critical realism is to link social events to their causal mechanisms, rather than to their antecedent events and experiences (Oliver, 2012).

At the empirical level, reality is made up of events, phenomena, and objects that are experienced by people through their senses. These realities are subject to mediation by people's experiences and interpretations, resulting in variations of social ideas among people. The actual level of reality consists of social events that are generated by natural mechanisms, often occurring regardless of whether individuals experience them or not, and often differing from the reality at the empirical level. Lastly, the real level consists of the mechanisms that give rise to the events observed at the empirical and actual domains. At this level lie the inherent factors of social events and problems that cause them to happen. One goal of critical realism is to explore real events to explain the causation and emergence of social events, problems, and phenomena (Fletcher, 2017; Houston, 2001).

Ontologically, this study is grounded in critical realism as it aims to investigate the relationship between teacher professionalism and globalisation, while examining the interplay of economic, political and social forces. In this regard, critical realism provides a framework for exploring the stratified levels of reality in order to achieve the research aims, as the main objective of critical realism is to explain causation for the emergence of social events, problems, and phenomena.

Another tenet of critical realism is the interaction between human agency and social structures. One goal of critical realism is to explain causation, which can be achieved by identifying human agent and causal mechanisms, analysing how agents explain and experience those causal mechanisms, and identifying critical social elements that affect this relationship (Houston, 2011). This study draws on the Archer's (2017) theoretical foundations on causation which involves how agency and structure emerge, intertwine and redefine one another as presented in the following section. It further reinforces the interdependence between structure and agency. At any given moment, pre-existing structures both limit and facilitate actions of individuals. These actions, in turn, lead to outcomes that can either be intentional or accidental, which can either maintain (morphostatis) or alter (morphogenesis) the existing structures.

Archer defines structure as the configuration of social institutions and relationships that prevail in specific historical and spatial contexts (Archer, 2017). These structures function as both constraints and enablers for individual and collective actions, shaping the spectrum of possibilities and limitations within a society (Houston, 2001). Archer posits that structures are inherently dynamic, subject to continuous reproduction or transformation through human agency. This perspective underscores the dialectical relationship between structure and agency wherein existing structural configurations inform and influence individual actions, which subsequently contribute to either the maintenance or modification of these structures (Archer, 2013). In critical realism, human agency is not just an idle actor unconsciously driven by social mechanisms. Referred to as hydraulic theorising (Archer, 2017), critical realism advocates that human actions are being driven by various forces and pressures that influence their behaviour. This perspective regards individuals as responding to external stimuli, similar to how hydraulic systems operate under pressure and flow dynamics. Essentially, it suggests that individual agency is shaped by the push and pull of external factors, rather than being purely self-directed and autonomous. In some instances, individuals do not just navigate social structures, they can also transform social mechanisms (Brannan et al., 2017; Houston, 2001). In this study, institutional structures and professional agency are the critical factors investigated. This study reflects this principle as it examines policymakers and local school stakeholders and their agentic responses to resist, reproduce, and/or transform wider political and economic forces that are present in the public education system. The exploration of structure and agency is a critical element in this study as one of its goals is to understand how the participants enact their roles as policymakers and implementers in response to the policy agenda.

In critical realism, ontology (the nature of reality) cannot be reduced to epistemology (the way of knowing reality), acknowledging that there is an aspect of reality that remains inaccessible to human understanding. While the theory does not deny that the real social world can be understood, it, however, asserts that certain forms of knowledge can only approximate reality, albeit closely (Fletcher, 2017). Reality, then, is independent of humans, but one can experience and come closer to it through knowledge acquisition (Oliver, 2012). Critical realism can be best used to analyse social problems and propose solutions for social change, as it focuses on explanation and causation (Fletcher, 2017). Because social events

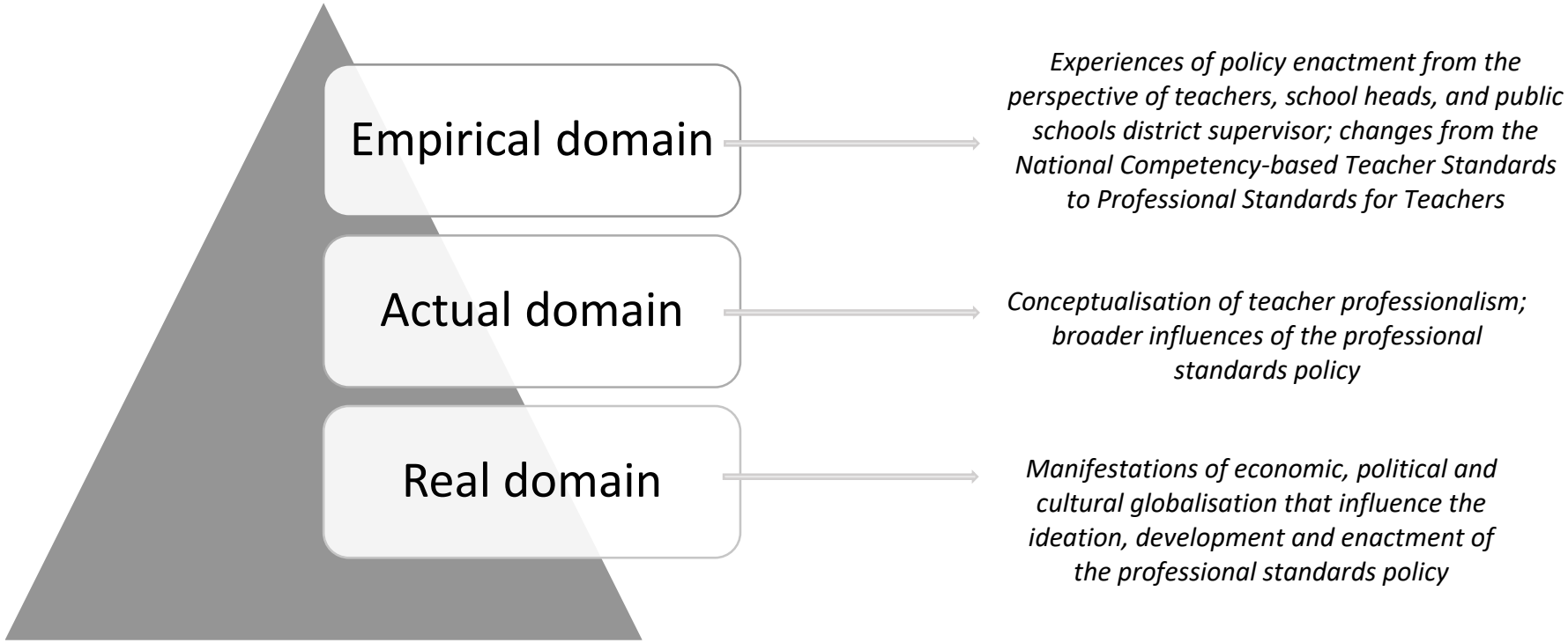
are not value-free, the role of critical realism has become to expose not just societal mechanisms, but more importantly, expose human oppression (Houston, 2001). This principle fits in this study, as a critical aspect of the research is power dynamics, who wins and who loses in the implementation of the professional standards policy, as well as the changing relationship between teacher professionalism and globalisation.

Lastly, critical realism's advocates the emancipation of human conditions by exploring social structures and relations (O'Mahoney & Vincent, 2014) . Houston (2001) further added that by exposing psychological and structural mechanisms, critical realists then develop a critical reflection of existence usually centred around human oppression. Critical realist studies challenge the existing practices and structures and, as a result, achieve emancipatory goals towards the oppressed (Oliver, 2012).

Figure 1 below illustrates how this stratified reality is reflected in this research. This research explores the underlying mechanisms that have shaped the ideation, development and enactment of the professional standards policy, as well as its impact on teacher professionalism. In achieving this, cultural, social, political, and economic factors that influenced the ideation, development, and enactment of the professional standards policy are investigated. The study also explores the experiences of policy enactment from the perspectives of teachers, school heads, and the Public Schools District Supervisor (PSDS). Overall, critical realism and its elements and principles are aligned with the goals of this research. Not only does it aim to understand social, cultural, political, and economic mechanisms that influence the ideation, development, and enactment of professional standards policy, but it also explores human agency and structures and, at the same time, investigates existing practices and societal conditions of Filipino teachers.

Figure 1

The stratified reality of critical realism and key elements of the research



B. Theoretical and methodological foundations

In conjunction with critical theory and critical realism, the study is also underpinned by the foundations and principles of Critical, Cultural Political Economy of Education (CCPEE) (Dale & Robertson, 2015). As a mid-level theory, CCPEE provides the theoretical and methodological foundations of this study.

Critical, Cultural Political Economy of Education

The international political economy approach has served as a long-standing framework to analyse intricate relationships among the economy, politics and social forces across various periods and locations. This approach encompasses a political dimension that revolves around power and its utilisation by different actors, including governments and institutions. It also has an economic dimension that explores the allocation of scarce resources and the methods by which they are distributed to different agents (Oatley, 2015). Throughout the years, the political economy approach has faced criticism, leading to the emergence of the "cultural turn" (Sayer, 2001, p. 688) and the subsequent evolution of the cultural political economy approach. Stemming from the need to examine the interplay between the system and lifeworld, cultural political economy redirects attention to the embedded nature of economic and political activities, and how these are shaped within diverse social relations and cultural contexts, thereby adding nuanced perspectives to these processes (Sayer, 2001).

CCPEE emerges from these approaches and offers an alternative theoretical framework for exploring contemporary social formations, specifically the globalisation of education. By integrating the political economy with the cultural turn, CCPEE arguably provides a full account of a phenomenon under investigation. At the core of this framework lies the concept of the education ensemble as a subject of inquiry, which represents a "particular kind of problematiqué to be opened up, examined and explained" (Dale & Robertson, 2015, p. 149). The crucial aspect of this framework is the dynamic interplay between the education ensemble and the global economic, political and cultural processes that have shaped it and are embedded within it (Dale & Robertson, 2015). This study explores the underlying mechanisms that influenced the ideation, development, and enactment of the

professional standards policy— the education ensemble in this study—so CCPEE is a useful analysis framework.

Ontologically, CCPEE is grounded in the principles of critical theory. The framework aligns with the assumptions of critical theory regarding the conditions for knowing and knowledge. Within this framework, it is believed that knowledge and experiences are co-constituted through a-priori categories. There refers to the belief that knowledge and personal experiences are mutually constituted through pre-existing conceptual frameworks. These categories influence how individuals perceive and interpret their experiences and the world around them. These a-priori categories are seen as lenses that shape understanding but can also be challenged and transformed through critical reflection and dialogues. These categories and ways of knowing become an important inquiry in CCPEE and critical realism (Archer, 2007).

In addition, CCPEE places emphasis on critique as a basis for individual emancipation and social change. It aligns with the objectives of critical theory to expose exploitative acts of globalisation and to critique power imbalances between the haves and have-nots. Through an examination of global economic, political and cultural processes, CCPEE explores these exploitative acts, and exposes these to find ways to achieve social equity and justice. The alignment of critical theory and CCPEE serves as a strong foundation for this study, enabling an exploration of crucial aspects such as power imbalances, social injustices, and ideological hegemony (Dale & Robertson, 2015).

CCPEE is also informed by the assumptions of critical realism, which posit that the social world is composed of multiple layers of structures and generative mechanisms, as reflected in Bhaskar's stratified reality (O'Mahoney & Vincent, 2014). Moreover, CCPEE is grounded in the epistemological foundations of critical realism which suggest that the structures and social events we experience are caused by real mechanisms that may not be directly or indirectly observed (Dale & Robertson, 2015; O'Mahoney & Vincent, 2014). Thus, it becomes crucial to analyse the ideation, development and enactment of the professional standards policy as an education ensemble. This ensemble cannot be reduced to the most prominent forms of educational activities, actors, and institutions (teachers, school heads, policymakers, policymaking, and international organisations). Instead, it recognises the

involvement of a diverse range of actors and structures whose interests, logic, and forms of authority generate tensions and contradictions within the ensemble (Dale & Robertson, 2015). As a result of this, the goal of CCPEE is to take into account the generative mechanisms that may not be directly observable but have real effects in the education ensemble (Dale & Robertson, 2015).

The alignment of the ontological and epistemological principles of the study with the theoretical and methodological foundations provides a strong basis for achieving the research aims. This alignment serves as the core of the study, anchoring it in the principles of critique as a basis for social change, and acting as a basis for exploring the stratified reality and the interplay between social structures and agency. These aspects form the essence of this study, providing a framework for investigating the underlying mechanisms in the ideation, development, and enactment of professional standards policy. Moreover, in the context of globalisation, this alignment enables the exploration of cultural, social, and economic structures embedded in the inquiry of the policy and takes into consideration the multitude of actors and institutions involved in the process.

Education ensemble. The concept of 'education ensemble' within this framework recognises the intricate and multifaceted education that "represents, and is reflected, in crucial, multiple relationships with, and within, societies; it is a complex and variegated agency of social reproduction, broadly conceived" (Dale & Robertson, 2015, p. 150). Epistemologically, the education ensemble represents a complex social world involving actors and institutions whose logics, interests, and forms of authority produce tensions within it. The education ensemble is thus a convergence of many elements, each possessing causal powers from its constituent parts, although not solely irreducible to them (Dale & Robertson, 2015). In this research, the education ensemble is investigated in relation to the intricate nature of policymaking. Specifically, the processes that led to the ideation and development of the professional standards policy, along with the influences of international organisations in national and local activities, are explored. These processes are examined in light of cultural, political, and economic structures, as well as involvement of local, national, and international actors and institutions that create tensions within and outside the education ensemble. The education ensemble is a symbolic representation of these complex and

interconnected forces that contribute to the narrative of education policymaking in an increasingly globalised world.

In this theory, the concept of education ensemble is perceived as the overall outcome and belief about education developed over time. This implies that in order to comprehend its individual components, the globalisation of education has to be studied collectively as a whole. Within this perspective, the education ensemble consists of four elements: (1) the different based cultural scripts through which it is constructed and mediated; (2) education's relationship with national, global, regional, or local societies; (3) the forms of organisation that have come to characterise education as a system; and (4) the relationship between education and the economy (Dale & Robertson, 2015). This view implies the inherent interrogation of the phenomenon of education in a holistic manner, which encompasses exploration of how economic, political and cultural globalisation influences education.

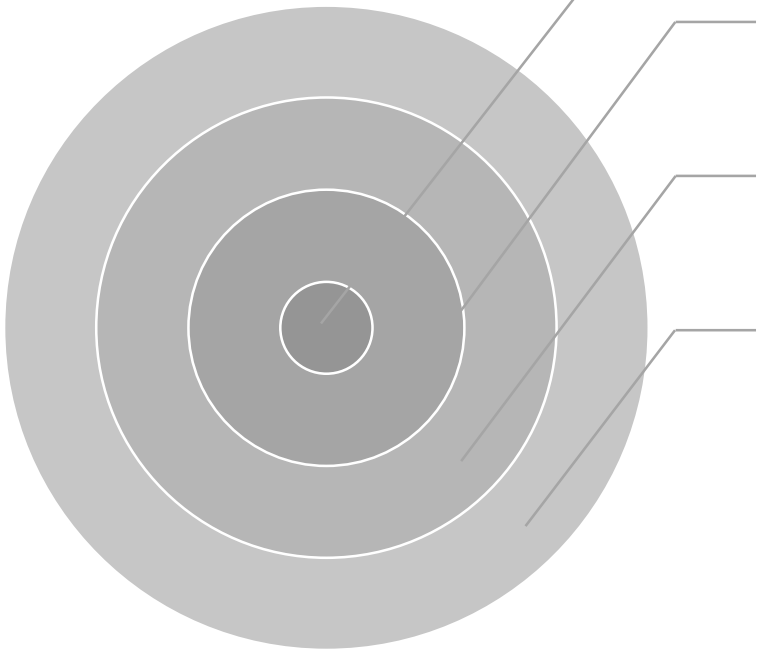
The education ensemble can be explored and understood by breaking it open through education questions. These questions revolve around four analytically distinct but interconnected 'moments' within the education ensemble: the moment of educational practice, the moment of education politics, the moment of the politics of education, and the moment of outcomes. The moment of educational practice refers to the specific educational activities and experiences within the education ensemble. The moment of education politics examines the relationship between policy and practice. It acknowledges that not all occurrences in the moment of educational practice are direct consequences of, and responses, to the moment of the education politics. The moment of the politics of education focuses on the integrated political, economic, and cultural structures and discourses, with actors and institutions in varying positions within these structures. The moment of outcomes refers not just to the immediate outcomes of the social structures and conditions at play for the actors involved, but also the wider personal/individual, community/collective, social and economic qualities arising from the social events within the education ensemble (Dale & Robertson, 2015).

The education questions prove to be a valuable framework for exploring the relationship between globalisation and education. By employing a methodological approach that delves

into various aspects of the education ensemble, the education questions facilitate the seamless flow from observed events to the underlying mechanisms that give rise to them. It also helps uncover aspects, such as the policymaking process, the gap between policy and practice, and the economic and political structures, that influence agency. These elements form essential components of this study and can be effectively dissected through the methodological guidance of the CCPEE. Figure 2 illustrates how education questions are used as an analytic framework in this study.

Figure 2

Education questions CCPEE as an analytical framework in this study



The moment of outcomes

the impact of globalisation processes on teacher professionalism in the Philippines

The moment of the politics of education

the deep-seated economic, political and cultural mechanisms that influence the ideation, development and enactment of the professional standards policy

The moment of education politics

the conceptualisation of teacher professionalism at the international, national and local levels; the broader contextual factors that influence the ideation, development and enactment of the professional standards policy

The moment of educational practice

the major differences between NCBTS and PPST; the perceived changes in teachers' roles, responsibilities and practices

Cultural political economy of globalising of education. The position of the education ensemble in this framework is central to the investigation. It involves the study of cultural, political, and economic globalisation and how they influence education (Dale & Robertson, 2015). Economic globalisation refers to the social arrangements for the production, exchange, and distribution and consumption of goods and services (Waters, 2001). The operational definition of CCPEE includes the market and non-market activities related to production, distribution, and exchange in the education sector. Political globalisation pertains to the social arrangements governing the distribution of power, centres of policy development and institutional practices of authority and control (Waters, 2001). In CCPEE, this also encompasses politics and power, including whose knowledge counts and how the education practices are governed. Lastly, cultural globalisation is defined as social arrangements related to the production, exchange and expression of signs and symbols, encompassing meanings, beliefs, preferences, and values (Waters, 2001). CCPEE also considers how conditions are lived and experienced through categories, classifications and frameworks for actions which shape social practices (Dale & Robertson, 2015). As an inquiry on the cultural political economy of the globalising of education, the social processes within the education ensemble can be better understood as interconnected 'moments' that encompass cultural aspects (discourse, language, beliefs and values), political dimensions (social actors and institutions) and economic factors (how social relations are produced and exchanged).

By employing the ontological and epistemological assumptions of critical theory and critical realism, along with the theoretical and methodological foundations of CCPEE, the relationship between globalisation and teacher professionalism can be effectively examined. This alignment is crucial as it offers the necessary perspectives to investigate various aspects of the phenomenon. These include exploring the concept of teacher professionalism, the emergence of professional standards for teachers, the understanding of globalisation and its different mechanisms, the role of official development assistance in perpetuating globalisation, and the impact of globalising education policies. This alignment greatly aids in revealing the underlying generative mechanisms that are often unseen yet responsible for the observable events.

C. Research Design

This research is underpinned by the principles of qualitative case study, vertical case study and policy research. These frameworks enable the exploration of multiple entities within the education ensemble and facilitate the investigation of the stratified reality.

C.1. Qualitative case study

This study employs a qualitative case study design, which aims to thoroughly examine a phenomenon within its natural setting (Gerring, 2007; Punch, 2009; Thomas, 2011). A case study involves a comprehensive analysis of individuals, events, periods, projects, policies and systems. Within this context, the case serves as the analytical framework within which the investigation takes place (Tight, 2022). In this aspect, the case in this study is the examination of the ideation, development and enactment of professional standards policy and the wider economic, political and cultural globalisation processes that influenced these processes.

The case study must be examined within its natural context, emphasising its inseparable connection to reality (Tight, 2022). In doing so, this study explores the phenomenon of policymaking in the context of globalisation explored in different dimensions. The experiences of the policymakers were elicited to explore the ideation and development processes. Additionally, interviews were conducted with teachers and school heads to gain a comprehensive understanding of how their practices, roles and responsibilities transform during the policy enactment.

A qualitative case study is employed in this study as it aligns with the research objectives. It offers a perspective that allows for the analysis of the relationship between teacher professionalism and globalisation by examining the policymaking process and the broader forces that shape it. This design enables the production of a detailed and comprehensive description of the phenomenon being studied (Thomas, 2011). Such a rich and thick description will help in the achievement of the goal to uncover the underlying mechanisms responsible for the observable events.

C.2. Vertical case study

A critical aspect of qualitative research is the recognition that conclusions drawn from one context cannot be automatically generalised to another setting, a concept referred to as "ecological validity" (Crossley & Vulliamy, 1984, p. 198). This concept underscores the importance of considering the cultural, political, social, and economic conditions of a specific societal unit to arrive at trustworthy knowledge (Bartlett & Vavrus, 2006). In conjunction with the qualitative case study, this research employs a vertical case study approach, which examines multiple levels of vertical education spaces (international, national, and local) to investigate the same policy. The vertical case study design offers a multi-level and multi-sited approach to understanding the phenomenon at hand (Bartlett & Vavrus, 2014).

The vertical case study is a methodological approach commonly used in educational policy analysis as "it attends simultaneously to its global, national, and local dimensions" (Bartlett & Vavrus, 2014, p. 131). The focus of vertical case analysis is the comparison among different levels in the same sphere, rather than geographical areas. This approach is particularly beneficial when a researcher seeks to develop a comprehensive and thorough understanding of each level of analysis. The vertical case study approach is also useful to determine the factors that contribute to or hinder similarities and differences in the findings (Bartlett & Vavrus, 2006). The principles of vertical case analysis is evident in this study, as it investigates the influences of international practices and global ideas on national policymaking processes.

Another significant aspect of this study is its examination of local practices and their relationship to international and national policymaking. This highlights a key distinction between a vertical case study and other research methodologies, namely its continuum of focus and analysis. It encompasses an examination of micro-level situations as well as the broader perspective of macro-level analysis, emphasising the interconnectedness of local situations within larger societal structures. This multi-level approach allows for equal attention to be given to studying the local to national, and even local to global (Bartlett & Vavrus, 2014).

In the realm of educational policy research, the vertical case study design can be used to evaluate how policies are formulated and enacted across different spaces involving various actors. One of the primary objectives of this approach is to examine the generation of specific understandings of educational issues through the policymaking processes of national government and international organisation. Simultaneously, it explores how these policies are localised and enacted by different actors (Bartlett & Vavrus, 2014), which is a major focus of this research. Furthermore, this approach effectively facilitates the exploration of the interconnections between global policymaking and the national and local enactment of these policies (Bartlett & Vavrus, 2006).

While the methodology is widely recognised for being "vertical", it also incorporates horizontal and transversal elements (Bartlett & Vavrus, 2014). As part of the vertical comparison, this approach examines the case study within vertical spaces, encompassing the micro, meso, and macro spheres. Additionally, the vertical case study includes horizontal components, which are represented by distinct locations where the policy is enacted. Finally, the transversal elements of this approach centre around the historical aspects, focusing on the changes of the policy on teacher professionalism over time. In this study, the investigation of the international, national, and local influences on the professional standards policy are expressed as the vertical axis (the macro, meso, and micro levels), while the horizontal axis focuses on the different locations where the policy is enacted. Finally, the transversal axis (processes across time) focuses on the comparison between the professional standards for teachers policy and the previous policy on teacher professionalism, the National Competency-based Teacher Standards.

C.3. Critical policy analysis

Because this research investigates the societal and political factors that influenced the processes of ideation, development and enactment of the professional standards policy, the research also adopts principles of critical policy analysis in the context of globalising education policies.

Studies underpinned by critical approaches to analysing education policy emphasise that educational issues are intricately involved with broader societal concerns. In particular,

critical policy analysis (CPA) underpins investigating different facets of policymaking, such as whose knowledge holds precedence in shaping policies, the underlying assumptions driving policy enactment, and the historical, socio-political, and geographical contexts in which policies are formulated (Diem & Brooks, 2022). Under the premise, education policies are perceived as a subject to be critiqued or interrogated rather than being accepted at face value (Bacchi, 2012). Ultimately, critical policy analysis involves investigating and interrogating the origins and evolution of education policy, as well as examining the intricate systems and environments that shape policy formulation and implementation (Diem, 2017). Within this framework, the analysis of the professional standards policy is situated within the broader contexts of globalised education policy.

Globalisation has significantly impacted the formulation and implemented of education policies. Lingard and Rawolle (2011) identified three dimensions of globalisation that influence educational policy research. The first dimension is global forces, which refers to the significant structural developments within the context of capitalism. The second dimension is global connections, which encompasses the intricate dynamics and connections between local and global contexts. Lastly, the third dimension is global imagination, which arises from the interplay of the first two dimensions and shapes the meaning and effects of globalisation. As a result of these forces, education policies are borrowed and lent in a number of ways in different directions (Portnoi, 2016).

Policy transfer is a broad term that encompasses the movement of policies from one country to another, regardless of the manner in which they are transferred - borrowed, lent, or imposed. This concept is often divided into two processes: policy borrowing and policy lending (Dolowitz & Marsh, 1996). Policy borrowing occurs when countries explicitly express their interest in adopting a particular policy and adapting it to suit their own context. Policy lending involves governments or international organisations providing policies to recipient countries, with or without the latter expressing explicit interest in them (Portnoi, 2016).

Dolowitz and Marsh (1996) have developed a framework that explains the continuum of processes involved in policy transfer - ranging from voluntary appropriation of a policy on one end to external imposition of a policy on the other end. At one end of this continuum, a country *purposefully borrows a policy* and adapts it to suit own its context, followed by a

policy that is *negotiated under constraints*. At the other end of the spectrum, there are policies that are *required under constraints* and finally, policies that are *imposed on a country*. In addition, Phillips (2000) has enumerated various motives and rationales for policy borrowing and lending. These include: (1) scientific investigations for academic purposes; (2) a response to the belief that other countries' practices are superior; (3) politically motivated assessments in other countries; and (4) identifying weaknesses in the home country.

The underlying principles of policy lending and borrowing, which are central to policy research, hold great significance in this study, particularly because the professional standards policy can be considered as a globalising education policy. An essential aspect of the investigation is the examination of policy borrowing, whereby international frameworks and ideas serve as benchmarks for the policy. Additionally, the study closely investigates the crucial role played by Australia's DFAT in perpetuating the processes of policy transfer during the ideation and development stages of the policy.

By employing a qualitative case study, vertical case study and critical policy research, this study conducts a comprehensive investigation into the influences of the policymaking processes surrounding the professional standards policy. Also, given that this policy is developed under the conditions of official development assistance, it is crucial to examine the degree of imposition by Australia's DFAT and the manner by which the policy is borrowed. Finally, with regard to vertical spaces, this study enables the exploration of the phenomenon at the international, national and local spaces, facilitating an in-depth investigation into the ideation, development and enactment of the professional standards policy.

D. Data Collection

This section outlines the methods used for data collection. The first segment focuses on the selection of participants from the international, national and local spaces. After this, the use of elite and semi-structured interviews for data gathering is discussed. Lastly, document research as a method is explained.

D.1. Procedure for selecting participants

A total of 19 participants were interviewed for this study, representing various organisations that played a crucial role in the ideation, development, and enactment of the professional standards policy. The number of participants is considered sufficient to include representatives from international organisations, the DepEd, and local partner organisations, ensuring a comprehensive and multi-faceted perspective on the professional standards policy. Each organisation was represented by at least one policymaker, reflecting the strategic involvement of these entities in the ideation, development and enactment of the policy. Furthermore, the study incorporates participants from schools with different typologies, such as urban and rural settings, which ensures that various education contexts are represented. Finally, the varied positions of teacher participants, ranging from novice to veteran, ensure that a wide spectrum of experiences and viewpoints was included.

International consultants were from Australia's DFAT in the Philippines and from the Basic Education Sector Transformation (BEST) Program. Local policymakers included participants from the Department of Education and local partner organisations, such as Commission on Higher Education (CHED) and Research Centre for Teacher Quality (RCTQ). Policy implementers comprised public schools district supervisor, school heads and teachers. Due to the challenges posed by the pandemic, the interviews with policymakers were conducted online using Zoom, allowing flexibility for participants to choose a date and time that suited them. Interviews with public schools' district supervisors, school heads and teachers were conducted in-person due to the relaxed community guidelines operating at the time of their interviews. Table 1 provides a breakdown of the participants and their specific roles.

Table 1

List of participants

Participants	Number	Organisation
Australia's DFAT	2	Australian Embassy
	1	Basic Education Sector Transformation Program
	1	Department of Education

Department of Education and local partner organisations	1	Research Centre for Teacher Quality
	1	Commission on High Education
Policy Implementers	1	Public Schools District Supervisor (PSDS)
	3	School Heads
	9 (3 per school)	Elementary Teachers
Total:		***19 interviews***

D.2. International organisation

The first set of key policymakers invited to participate in this study were from Australia's DFAT and the Basic Education Sector Transformation (BEST) Program, which served as the funder of the professional standards policy. The list of officers who played a significant role in the development of the professional standards was obtained from the policy document. Participants were invited individually, starting with the officer holding the highest position. This included the Team Leader and senior leadership team. The initial invitation was sent via professional and business platforms, such as Linkedin to request their email address. An information letter and consent form were then sent to this email address. The target participants were invited one at a time. For those who agreed to participate, further coordination was carried out to schedule the online interview. Two officers from the Australian Embassy in the Philippines (now called Department of Foreign Affairs and Trade) consented to participate in the study. An officer who served a leadership role in the BEST Program also served as a key informant in this research.

D.3. Department of Education and local partner organisations

The second set of key policymakers interviewed comprised representatives from DepEd and its local partner organisations involved in the development of the professional standards policy. These organisations include the Research Center for Teacher Quality (RCTQ) and Commission on Higher Education (CHED). Similar to the procedures followed in identifying key policymakers from international organisations, the officers listed in the policy document were invited to participate, beginning with those holding the highest positions. The information available in the documents and online was used to send them an email invitation containing an information letter and consent form. The target participants were

invited individually, and their online interviews were scheduled before extending invitations to other potential participants. Once their participation was confirmed, further coordination took place to organise the schedule of online interviews. One officer from the Department of Education, one officer from RCTQ and one from CHED participated in the study.

D.4. District Supervisor, school heads and teachers

The final set of participants interviewed were local school stakeholders from a district in the Lipa City Division, the place where I am from. To understand the phenomenon in a holistic manner, several DepEd officers were invited to be part of the research- a Public Schools District Supervisor (PSDS), three School Heads, and nine elementary teachers.

The PSDS are key officers in the division responsible for instructional supervision, providing technical assistance in school management, conducting monitoring and evaluation, and research. They analyse the existing situation in their localities concerning current levels of school participation, completion and achievement (Department of Education, 2005).

The following set of criteria was used to select a PSDS.

- have been in the position for more than five years;
- have experienced enacting both the NCBTS and the professional standards policy;
- have worked with more than one district in the last five years; and
- has been trained in and has implemented the professional standards policy since 2007.

The school head is the key person responsible for the administrative and instructional supervision of the school (Department of Education, 2003). The following set of criteria was used to select three school heads from the district where the PSDS are from:

- have been in the position for more than five years;
- have experienced enacting both the NCBTS and professional standards policy;
- have worked with more than one school in the last five years; and
- representatives of different school compositions in DepEd- for example, a central school, a medium school, and a small school.

The teachers are those engaged in teaching at the elementary and secondary levels in DepEd schools. The Master Teachers act as senior educators who mentor their colleagues and assist the principal in monitoring the teaching staff (Department of Education, 2003). The following set of criteria was used to select three elementary teachers in each of the three schools where the selected school heads are from:

- have been teaching in DepEd for more than five years;
- have experienced enacting both the NCBTS and professional standards policy;
- have been trained and enacted the professional standards policy; and
- are representatives of different positions- for example, a Teacher and a Master Teacher.

To conduct interviews and identify target participants, I first sought permission to interview DepEd officers. This permission was requested through a letter sent to the Lipa City Division Office, located at J.P. Laurel Highway, Marawoy, Lipa City, Batangas. In the Philippines, it is a requirement to consult with the DepEd in order to determine who can be invited to participate in any research involving the schools. The letter of request outlined the criteria for selection and the desired number of potential respondents from which the target participants would be randomly selected. The DepEd approved my request by releasing an endorsement memo and a list of potential participants.

Once approval was given, the process of inviting participants for an interview commenced. This first step involved contacting the District Supervisor from the area geographically close to me. An invitation to participate in the study was then sent to the target participant via email. Once the participant confirmed their willingness to participate in the study, further coordination was carried out to schedule the online interview.

After confirmation from a District Supervisor was secured, invitations were sent randomly to three school heads from the same district, who were chosen from the list provided by the DepEd. Initially, three school heads were contacted, and if anyone declined, another school head was contacted to complete the desired number of participants. Once initial communication was established, the information letter and consent form were then sent to their email addresses. Upon their agreement to participate, further coordination was

undertaken to schedule the interview. This same process was then repeated for the invitation and selection of three teachers from each school where the three school heads are from.

D.5. Elite interview

The study involves interviews of key actors who have been played significant roles not only in the Philippines, but also in the Southeast Asia region. These individuals have made notable contributions to policy agendas that have been widely implemented. To gather data from such influential individuals, the research utilised the technique of elite interviews. This method involves gathering information from individuals who hold senior positions and "have the ability to exert influence through social networks, social capital, and strategic position within social structures" (Harvey, 2011, p. 433). In this research, elite interviews were carried out with the key policymakers from international organisations, as well as the DepEd and its partner local institutions. These individuals are crucial in shaping the changing landscape of teacher professionalism in the Philippines.

Elite interviews present unique methodological challenges compared to non-elite interviews, one of which is gaining access to participants. While it may be relatively easy to identify the key actors due to their prominence in documents, obtaining their personal accounts and their interest in participating in the study can prove highly challenging (Liu, 2018; Mikecz, 2012). In this study, a more direct and personalised approach was employed to access the participants. Referrals from common colleagues proved an effective approach in securing elite interviewee's participation in this study.

In addition to access, establishing rapport and trust with elite interviewees was also a challenge. In this regard, my familiarity with the participant's previous work, preferred means of communication, and their willingness to contribute to academic research played a critical role (Liu, 2018; Mikecz, 2012). Therefore, upon identifying the target participants, thorough research was conducted on their previous works and engagements, which was then utilised during the interviews. Considering the busy schedules of these individuals, the interviews were kept concise, each lasting approximately 30 minutes only.

In an elite interview, the knowledge and positionality of the researcher have to be carefully recognised. It is necessary to examine how the cultural, political, and social contexts are constructed in relation to the researcher's position within existing social structures. Therefore, I exhibited a deep understanding of the societal structures and conditions in order to determine the existing power dynamics between myself and the elite subjects. Aside from knowledge and power relations, understanding the context of elite interviews is critical due to contextual issues related to gender, religion, language, ethnicity, cultural situatedness, and reflexivity (Darbi & Hall, 2014).

D.6. Semi-structured interviews

In a qualitative study, the researcher encourages the respondents to freely express their thoughts and emotions to deeply understand their insights on the topic being studied (Roberts, 2014). This is the primary reason why an interview was deemed an appropriate data collection method in the study as it enables the participants to discuss their experiences of the phenomenon being studied (Winwood, 2019).

Specifically, this study employed semi-structured interviews with the PSDS, school heads, and teachers. This is a type of interview known for flexibility in accommodating a varied range of research goals. Through the use of open-ended questions, this type of interview enabled me to ensure that participants expounded their responses and shared their experiences in a manner of their choosing, while at the same time, meeting the construct of the research goals (Galleta, 2013). This approach was deemed appropriate for this study because it aims to elicit the rich experiences of the key stakeholders in the ideation, development, and enactment of the professional standards policy. By ensuring that open-ended and theoretically driven questions were prepared, the data gathered were rich and relevant to the research questions. Aside from this, each interview question was connected to the research questions and purposefully arranged to allow deliberate progression towards an in-depth analysis of the phenomenon being studied (Galleta, 2013).

D.7. Document research

The study focused on two policies related to teacher professionalism: the current policy, the Philippine Professional Standards for Teachers, and the policy it replaced, the National Competency-based Teacher Standards. The ideological bases of these two policies were examined, and major differences were identified in order to analyse the changes related to teachers' professionalism.

These documents played a major role in this research as they reflect social practices. Documents can fulfil dual roles in research: (1) as receptacles of content and (2) as active agents in networks of action (Prior, 2008). Aside from this, the document (i.e. the PPST policy) can also be treated as a topic, and not just merely as a source (as used traditionally in most research). As a topic, it can also open up a further dimension of the research and explore how humans function in everyday lives using documents. As resources of data, the screened and curated documents contain relevant materials to the phenomenon being investigated (Weber, 1990).

E. Data analysis

Drawing on the ontological and epistemological principles of critical theory and critical realism, as well as the theoretical and methodological foundations of CCPEE, this study utilised a three-level analysis of qualitative data. The analysis employed inductive and deductive thematic analysis, abduction and retroduction. Additionally, the study incorporated the Strategic-Relational Approach (SRA) (Jessop, 2005) in conjunction with retroduction to identify the strategic responses of policymakers and teachers in relation to the institutional structures promoted in the ideation, development and enactment of the professional standards policy. Table 2 summarises these modes of inference and each of these data analysis approaches will be further explained in the subsequent sections.

Table 2

Four modes of inference

	Deduction	Induction	Abduction	Retroduction
Fundamental structure of inference	Derive logically valid conclusion from given premises Derive knowledge of individual phenomena from universal laws	From a number of observations draw universally valid conclusions about a population See similarities in a number of observations and draw conclusions/similarities that can apply to non-studied cases From observed co-variants draw conclusions about law-like relations	Interpret and recontextualize individual phenomena within a conceptual framework or a set of ideas Understand something in a new way by observing and interpreting in a new conceptual framework	From a description and analysis of concrete phenomena reconstruct the basic conditions for these phenomena to be what they are. By way of abstraction, thought operations, and counterfactual thinking argue towards underlying conditions
Formal logic	Yes	Yes	Yes and no	No
Strict logical inference	Yes	No	No	No
The central issue	What are the logical conclusions of the premises?	What is common for a number of observed entities and is it true also for a larger population?	What meaning is given to something interpreted within a particular conceptual framework?	What qualities must exist for something to be possible?

(Danermark et al., 2019, p. 104)

E.1. The first layer of analysis: Inductive and deductive thematic analysis

This research employs the widely utilised technique of inductive and deductive thematic analysis, which involves identifying themes within a qualitative data set (Fletcher, 2017). Thematic analysis is a methodological approach that allows for the examination of various perspectives of participants and the synthesis of an extensive qualitative data set (Moules et al., 2017; Stainton & Willig, 2017). One notable advantage of thematic analysis is its ability to effectively summarise large amounts of qualitative data. The process of conducting thematic analysis consists of several phases, including transcribing the interview, familiarising oneself with the research data, generating initial codes, identifying themes, reviewing themes, defining and naming themes, and producing the final report (Moules et al., 2017).

The initial step in the data analysis process involved transcribing the interviews. The copies of transcriptions were then sent to the participants for their approval. To ensure that the participants felt at ease and had the freedom to express their thoughts, they were asked to indicate their language preference (English or Filipino) at the outset of the interview. The language preference expressed by each participant during the interview was the same as the language used in the corresponding transcript shared with them. As a proficient user of both Filipino and English, I did not require translation or interpreting support.

For the first layer of analysis, a hybrid inductive and deductive thematic analysis (Fereday & Muir-Cochrane, 2006) was employed. An underlying critical assumption that critical realism posits is the existence of an objective reality with inherent powers and properties that can be explored through scientific inquiry. However, critical realism also acknowledges that knowledge is subjective and constantly based on social construction (O'Mahoney & Vincent, 2014). Thus, the hybrid inductive and deductive thematic analysis was chosen to align with the principles of critical realism. This approach combines both data and theory-driven coding for theme development (Fereday & Muir-Cochrane, 2006). It employs a deductive approach that resonates with critical realism by seeking the most plausible explanation of the reality through the utilisation of fallible theories regarding the phenomenon under investigation (Fletcher, 2017). Simultaneously, an inductive approach was also adopted to set aside preconceived notions of reality and engage in open coding for comparison and

questioning, thereby enabling the emergence of new understandings that go beyond existing frameworks (Oliver, 2012). Table 3 presents the general themes that guide both the deductive and inductive thematic analysis. The categorisation of codes was derived from the principles of CCPEE as well as relevant literature on globalisation of education.

Table 3

Themes on globalisation of education

Domain	Definition	Operational Definition CCPEE (Dale & Robertson, 2015)	Inclusion	Exclusion
Economic Influences	This refers to social arrangements for the production, exchange, and distribution and consumption of goods and services (Waters, 2001).	This refers to the market and non-market activities related to the production, distribution, and exchange in the education sector.	• Human capital development- its link to teachers' knowledge stock, skills levels, and learning capabilities; • Knowledge economy- the connection between knowledge production and its economic application, as well as the rise of knowledge-intensive activities; • Lifelong learning- the significance of continuously acquiring new knowledge and skills is situated within a larger context of economic competitive discourse; and • Decentralisation- the shift in educational responsibility from the state to locality/ private sector/individual	Discourse on global migration and financial markets
Political Influences	This refers to social arrangements governing power distribution, centres of policy development and institutional practices of authority	This refers to politics and power- from whose knowledge counts and how the education practices are governed.	• The roles of international organisations and actors, and the processes and conditions associated with working with them in policy ideation and development;	Other political agenda such as human rights, environment, etc.

	and control (Waters, 2001).		• The different ways in which the national government works differently in the context of globalisation	
Cultural Influences	This refers to social arrangements for producing, exchanging and expressing signs and symbols, such as beliefs, preferences, and cultural values (Waters, 2001).	This refers to the ways in which conditions are lived and experienced through categories, classifications and frameworks for actions which shape social practices.	• The ways in which the teachers' roles and responsibilities, identity, relationship and professional engagement and other conditions at work that form a complex web of lived social practices, feeling structures and feelings are produced and reproduced as a result of economic and political forces simultaneously influencing it.	Discourse on global media, commercial culture, and increased mobility Other cultural settings outside the research locale

Following these processes, the transcripts were then imported into NVivo for the coding process. This involved identifying and highlighting significant sections of the transcripts and documents, which in turn revealed recurring words, expressions and phrases. Initially, the interview data and documents were analysed independently, and codes were identified within each set. Subsequently, the codes from the interview data and documents were analysed to identify interconnectedness and to form recurring themes (Moules et al., 2017; Stainton & Willig, 2017). These themes were then examined across all data, allowing for a comprehensive understanding of the patterns and insights that emerged.

Two sets of data were analysed to address the first research question: To what extent have the roles, responsibilities, and practices of teachers changed as a result of the enactment of the Philippine Professional Standards for Teachers policy? The first data analysis aimed to identify the significant differences between the PPST policy and the NCBTS framework. Utilising Nvivo, the contents of the two policies were coded to inductively generate eight codes, which were subsequently further analysed to identify three major differences. The second set of data comprises interview data primarily from the public school district supervisor, school heads and teachers regarding the changes in the teachers' roles, practices and responsibilities. Through inductive thematic analysis, twenty-one codes were generated, leading to the identification of three themes aimed at addressing the research question. The three themes are: (1) the shift from the equality of teaching practices to the quality of teachers; (2) the shift from improved student learning outcomes to enhanced competencies of teachers; (3) the shift from improving practice for effective teaching to improving practice to meet the standards.

The second research question, "In what ways have international, national, and local conceptions of teacher professionalism influenced the ideation, development, and enactment of the Philippine Professional Standards for Teachers policy?" was approached from two perspectives: analysis of the conceptions of teacher professionalism at the international, national and local levels, and analysis of the economic, political and socio-cultural forces influencing the professional standards policy. The first analysis, focusing on the conception of teacher professionalism, was analysed through an inductive thematic

analysis, while the second part is presented later during the discussion of second level of analysis, the abduction process.

Responses at three levels were gathered and analysed: the international level (international consultants), national level (DepEd and local partner organisations), and the local level (Public School District Supervisor, school heads and teachers). Using inductive thematic analysis, six themes emerged, illustrating the variances in the conceptualisation of professionalism at each level. These ranged from global issues such as regionalisation and globalisation, to national objectives of cultivating a normative value system, and locally, the imposition of professionalism from higher authorities.

E.2. The second layer of analysis: Abduction

Critical realists use two distinct explanatory logics: abduction and retroduction (O'Mahoney & Vincent, 2014). These approaches enable researchers to reach and explore the realm of reality, facilitating the movement from the empirical to the real, from concrete events to abstract concepts, and then back to the empirical level. After conducting a hybrid inductive and deductive thematic analysis, the subsequent layer of analysis involved abduction. This process of inference, also referred to as theoretical redescription, involved re-describing the codes and themes using theoretical concepts. Abduction allows for a higher level of inference beyond thick descriptions in thematic analysis, while recognising the fallibility of the chosen theory (Fletcher, 2017).

This approach entails combining data and themes, often in conjunction with identified theories, to generate the most plausible explanation for the underlying mechanisms that give rise to the observed events at the empirical level (O'Mahoney & Vincent, 2014). It extends beyond the constraints imposed by the theoretical framework to develop a new lens for examining, understanding, and explaining the data. Thus, constant examination of the data in relation to the theory, along with comparisons and interpretations to identify patterns, is necessary to ascertain the most robust explanations for the phenomenon under study (Uwe, 2018).

Employing abduction to redescribe the theory, a deductive thematic analysis was utilised to address the second part of answering the research question 2, “In what ways have international, national, and local conceptions of teacher professionalism influenced the ideation, development, and enactment of the Philippine Professional Standards for Teachers policy?” Using Table 3, which outlines the themes on globalisation, the economic, political and socio-cultural factors influencing the professional standards policy were analysed. Through deductive thematic analysis, eighteen codes were examined to generate four themes focusing a range of motivations, including the dynamics of conflict and cooperation between the government donor and recipient, the embodiment of corporate ethos in the policy, and political and cultural issues leading to the institutionalisation of the policy.

E.3. The third layer of analysis: Retroduction

The final stage of analysis was retroduction. In this stage, the focus was on identifying causal mechanisms and conditions (Danermark et al., 2019). The aim of this analysis was to determine the contextual conditions necessary for a particular causal mechanism to occur and produce the observed empirical patterns (Fletcher, 2017). During this stage, researchers ask questions, such as, “How is any phenomenon, like an action or a social organization, possible? If we call this phenomenon X, we may formulate our question thus: What properties must exist for X to exist and to be what X is? Or, to put it more briefly: What makes X possible?” (Danermark et al., 2019, p. 4). These guiding questions assisted me in the final stage of analysis. Because of this, retroduction is the central mode of inference in critical realist study (Lawson, 2013) allowing for the investigation of causal mechanisms and conditions surrounding the ideation, development and enactment of the professional standards policy.

While induction, deduction and abduction follow a formal logic, retroduction differed in that it does not adhere to a logical inference that moves from one piece of knowledge to another. Instead, retroduction involved an empirical process of developing a theory by observations and reconstructing the fundamental conditions that contribute to a deeper understanding of causality (Mukumbang, 2023).

Retroduction was employed to address research question 3, “In what ways has education policymaking processes in the Philippines been shaped by wider, political, economic, social, and cultural forces?” Utilising Table 3, which delineates themes on globalisation, five themes were identified to demonstrate how globalisation influenced the ideation, development and enactment of the professional standards policy.

E.4. Strategic-Relational Approach

As a critical realist study, an essential aspect of this research involves examining the interaction between structures and agents. During data analysis, particularly in the retroduction phase, the Strategic-Relational Approach (SRA) was employed. The SRA is a data analysis approach that facilitates the exploration of structures and their constraining and/or enabling potentials, as well as the agency of the individuals and their reproductive and/or transformative abilities (Jessop, 2005). This approach was particularly suitable for investigating social structures at the international, national and local levels as well as for exploring the agency of stakeholders, such as District supervisor, school heads, and teachers in enacting the professional standards policy.

SRA acknowledges the interconnectedness of structure and agency (Jessop, 2005). In this approach, structures, on the one hand, are analytically treated as strategically-selective, which emphasises that a certain structure may selectively reinforce some people, social events and actions, and discourage others. Agency, on the other hand, is treated as structurally-constrained, which highlights how people navigate the differential privileging created by and within structures (Hay, 2002). Although individuals have tendencies toward certain courses of actions and activities, the structural contexts they find themselves in may allow and prevent certain actions and activities (Jessop, 2005). Hay (2002) concluded that the strategically-selective context is highly structured, resulting in unequal opportunities for certain actors and hindering realisation of their intended actions. In this research, analysis was conducted to explore the social, economic, political and cultural structures in the Philippines within the context of developing and enacting the professional standards policy. Additionally, the actions of District supervisors, school heads, and teachers in response to the policy agenda were analysed alongside these structures.

This approach also recognises that the strategically-selective structure is influenced by: (1) history and institutions, which are crucial to understanding the current cultural, political, economic, and social dynamics; (2) the intricate relationship that underlies actions and practices; and (3) the strategic selectivity of this relationship that leads to the process of selection and retention of actions and practices at any current time (Lopes Cardozo & Shah, 2016a). These conditions enabled both collective and individual responses of teachers, school heads, and district supervisors to be influenced by structured environment while simultaneously exerting influence upon them (Lopes Cardozo & Shah, 2016b).

The strategic-relational approach served as a suitable analytical tool in this study, as it specifically addressed the dynamic interaction between structure and agency, aligning with a critical realist ontology. This lens allowed for the analysis and examination of international, national, and local structures in terms of their impact on constraining and/or enabling the actions and practices of various agents, including the district supervisor, school heads and teachers. Additionally, the study investigated the agency employed by these agents, exploring how they contributed to the reproduction, resistance and transformation of these structures through their responses to the policy agenda.

F. Ethical considerations

This research adhered to various ethical considerations, including those related to anonymity, confidentiality, and culture.

In order to safeguard the anonymity of the participants, pseudonyms were utilised during the transcription of the data and in reporting the study's findings. It should be noted, however, that complete anonymity could not be guaranteed as participants' names are recorded in public documents. The organisations responsible for developing international and national policies on professional standards in this study are appropriately cited as their information is publicly accessible. This information is made explicit in the information letters and consent forms provided to the participants (see Appendix C – E). Furthermore, while every effort was made to protect confidentiality, this cannot be entirely guaranteed as this research will be disseminated through scholarly journals and publications.

Regarding the participant selection process of 13 participants (PSDS, school heads, and teachers), the DepEd had an active role in this step. However, this raises concerns regarding participant anonymity and their right to decline participation in the study. To address these concerns, the information letter explicitly stated that the decision to participate or not would not affect their employment relationship with DepEd. To ensure anonymity and confidentiality, a list of potential participants was requested from DepEd, and a random selection of participants was conducted. By doing so, DepEd would not be aware of the actual confirmed participants, further safeguarding anonymity.

In the Philippines, the culture emphasises the importance of respect for authority. Throughout the research process, all correspondence was carried out with utmost respect, and participants were responded to with professionalism. Invited participants were addressed using appropriate titles, such as Dr., Ms., and Mr. before, during, and after the interview. In line with the Filipino tradition, gratitude was expressed for their time and participation by providing morning tea. As the interviews were conducted online, once the lockdown was lifted and it was deemed safe to resume social interaction, participants were personally visited in their offices or schools to deliver a simple morning tea as a gesture of appreciation.

Finally, cultural expectations when interacting with DepEd offices, both at the Central Office and in the schools, were carefully observed. Similarly, a high level of respect and professionalism was extended towards consultants from international organisations. This approach to communication facilitated more effective interviews with key policymakers from various international organisations.

G. Summary

This section has presented the theoretical foundations and methodological processes employed in this study. Drawing upon critical theory, critical realism and CCPEE, this thesis synthesises principles from qualitative case study methodology, vertical case study analysis and critical policy research. These theoretical underpinnings were carefully selected to provide a robust framework for investigating the complex interplay of education policies within socio-political contexts.

Furthermore, a comprehensive explanation of the data collection and analysis procedures are presented to substantiate the methodological rigour employed in this research. The selection of these methods was guided by their suitability in capturing nuanced insights and facilitating a deep understanding of the phenomenon under study. Emphasis is placed on how these methodologies were applied to systematically gather and interpret data, ensuring the reliability and validity of the findings.

In subsequent chapters, the findings derived from this integrated approach will be presented. In Chapter 4 The Moment of Educational Practice examines the shifts in ideological principles between the PPST and NCBTS, alongside changes in teachers' roles, responsibilities and practices of teachers. Chapter 5: The Moment of Education Politics explores conceptions of teacher professionalism and the factors influencing the ideation and development of the PPST policy. Chapter 6: The Moment of the Politics of Education presents the economic, political and cultural influences on the PPST policy. All these findings chapters are synthesised in Chapter 7: The Moment of Outcomes.

CHAPTER 4: THE MOMENT OF EDUCATIONAL PRACTICE

Chapter 4 presents the first layer of analysing the education ensemble concerned with exploring the human perception, experiences and actions at the empirical level of the stratified reality- the moment of educational practice. The core of this layer is examination of the range of educational experiences and the various ways these take place in the education ensemble (Dale & Robertson, 2015). In this study, this can be achieved through two sets of analyses - by comparing and contrasting the Philippine Professional Standards for Teachers (PPST) policy and the previous policy on teacher professionalism, the National Competency-based Teacher Standards (NCBTS) that I call here competency-based framework, and by exploring the interview data on the teachers' accounts of the changes in their roles, responsibilities and practice as a result of the enactment of the professional standards policy. As presented earlier, this layer of analysis employed an inductive mode of inference along with thematic analysis.

A. The significant differences between the professional standards and competency-based framework policies

This section demonstrates how the professional standards policy and competency-based framework differ in various aspects, including focus, the teacher's role, structure, and goals. Three major shifts are associated with the introduction of the professional standards policy: (1) a shift from focussing on the quality of teaching practices to the quality of teachers themselves; (2) a shift from aiming to improve student learning outcomes to enhanced competencies of teachers, and (3) a shift from emphasising improved practice for effective teaching to improved practice to meet the standards.

A.1. A shift in focus: From the quality of teaching practices to the quality of teachers themselves

Stemming from mixed signals of what quality teaching practice is in the Philippines, the competency-based framework was developed to provide "an integrated framework that defines the *different dimensions of effective teaching*" (p. 3; emphasis added). Its primary concern was instituting a single framework that would help teachers understand what

constitutes effective teaching, where effective teaching meant ensuring that students achieve the different learning goals prescribed in the curriculum (Department of Education, 2009).

Building on the competency-based framework, the professional standards policy deviates from this and, instead, defines teacher quality in the country. Moving away from the dimensions of effective teaching, the professional standards policy shifts the focus to standards depicting "the expectations of *teachers' increasing levels of knowledge, practice and professional engagement*" (p. 4; emphasis added), which constitutes teacher quality (Department of Education, 2017). The development of the policy was instigated by the K to 12 education reform and its warrant for renewed teacher quality requirements under the new curriculum, prompting a standards-based approach to produce "high-quality teachers who are properly equipped and prepared to assume the roles and functions of a K to 12 teacher" (Department of Education, 2017, p. 3). From here, a significant shift in focus can be deduced. On the one hand, the competency-based framework centred on how effective teaching is characterised, zeroing in on dissecting how it looks like in relation to student learning. On the other hand, the professional standards policy directs the lens to the teachers- their characteristics, their competencies and their professional engagement, as if sketching a model that teachers should strive to emulate in order to be seen as quality teachers. Indeed, the introduction of the professional standards policy is a move away from examining effective teaching to qualifying effective teachers.

Both policies underpin a mechanism of evaluation that uses a domain-strand-indicator framework. *A* domain is a distinctive sphere of the teaching-learning process; strands refer to a more specific dimension of a domain, and indicators are the concrete, observable practices teachers are expected to display (Department of Education, 2009, 2017). In the competency-based framework, these domains were designed to emphasise two distinct aspects of being a Filipino teacher: the teacher as a facilitator of learning and the teacher as a learner. The former dealt with appropriate teaching practices that effectively situate the teaching and learning process along different circumstances, while the latter presented the positive values associated with learning, as well as the aspirations for teachers' continuous personal and professional growth (Department of Education, 2009). In the professional

standards policy, an innovation introduced is that of career stages. The core of these career stages is the assumed improvement and linear trajectory among teachers, from beginning to exemplary. The career stages aim to demonstrate how "teacher professional development happens in a continuum from beginning to exemplary practice" (p. 7). Under the new policy, teachers are now categorised now as Career Stage 1 or Beginning Teachers, Career Stage 2 or Proficient Teachers, Career Stage 3 or Highly Proficient Teachers, and Career Stage 4 or Distinguished Teachers, articulating the developmental progression of teachers as they refine their practices in their professional lives (Department of Education, 2017). What can be inferred from the identified differences is the position of the two policies in terms of advancing improved teachers and enhanced practices. While the competency-based framework puts forward a mechanism that will improve the performance of teachers, the professional standards policy places the spotlight on standards that will improve the standing of teachers. This implies a change in the value and purpose of being in the teaching profession. While the competency-based framework connotes that a teacher's efforts, time, and dedication would be directed to improving one's craft, the professional standards policy dictates that the focus, engagement and achievement of teachers are aimed at promotion of professional standing and status.

The competency-based framework advocated use of the framework as a guide to reflect on teachers' current teaching practices and on creating new pedagogical approaches, as a guidepost for planning professional development goals, and as a common language to use when discussing practices. It added that the best way to begin using the competency-based framework was as a tool to critically examine how current practices facilitated student learning in achieving curricular goals (Department of Education, 2009). In contrast, the professional standards policy aims to

> *"It sets out clear expectations of teachers along well-defined career stages of professional development from beginning to distinguished practice, engage teachers to actively embrace a continuing effort in attaining proficiency, and apply a uniform measure to assess teacher performance, identify needs, and provides support for professional development" (Department of Education, 2017, para. 4).*

These statements demonstrate how professional learning is a critical aspect of teachers' professional practice, implying an expectation that teachers focus on maintaining and

improving their competence through a range of professional development experiences. More significantly, a radical shift is observed. While the competency-based framework appears to be a development framework highlighting the process of reflective assessment and active ownership of improving one's practice, the professional standards policy seems to resemble a regulatory framework fostering a mechanism that prioritises setting standards and uniform evaluation for teachers.

Table 4 summarises the shift in focus between the two policies. On the one hand, the competency-based framework directs the framework into how the *quality of teaching practices* can be improved, while the professional standards policy turns the lens to assessing the *quality of teachers themselves*. This shift also entails how teachers, and their skills, knowledge and professional practice are now at the centre of a regulatory framework implicated by a set of standards that advance a regulatory approach to improving teachers.

Table 4.

A shift in focus: From quality of teaching practices to quality of teachers themselves

	National Competency-based Standards for Teachers	***Philippine Professional standards policy***
Focus	different dimensions of effective teaching	teachers' levels of knowledge, practice and professional engagement
Mechanism	improve the teaching performance of teachers	improve the professional standing of teachers
Use	developmental framework	regulatory framework
	quality of teaching →	quality of teachers

A.2. A shift in policy goal: From improved student learning outcomes to enhanced competencies of teachers

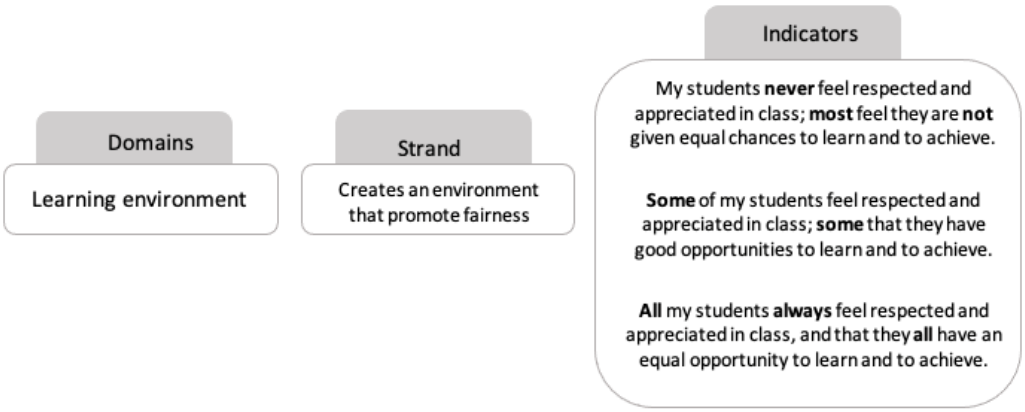
Both policies explicitly state the goals of the DepEd regarding teacher professionalism. As articulated above, the competency-based framework aims to define the different dimensions of effective teaching, "where effective teaching means being able to help all types of students learn the different learning goals in the curriculum" (Department of

Education, 2009, p. 3). The policy's goal is to ensure that all students learn; its meaning is to qualify good teaching in terms of practices that ensure improved learning outcomes (Department of Education, 2009). In the competency-based framework policy, the core element is the link between teachers' practice and the goal of improving student learning outcomes, emphasising how teachers should recognise the different circumstances of the students, work backwards from there, and choose pedagogical approaches that best suit the students' learning needs. The professional standards policy takes a different approach to constitute teacher quality in the country through "well-defined domains, strands and indicators that provide measures of professional learning, competent practice and effective engagement" (Department of Education, 2017, p. 4). It further emphasises that the framework allows for "teachers' growing understanding, applied with increasing sophistication across a broader and more complex range of teaching/learning situations" (Department of Education, 2017, p. 4). It can be inferred that while the professional standards policy also emphasises achieving student learning outcomes, it strikingly places a premium on the need for teachers' growing competencies to ensure adaptability in a range of complex learning situations.

This pattern is seemingly embedded in how the domain-strand-indicator in both policies is structured. Below is an illustration of how this mechanism is depicted in the competency-based framework policy.

Figure 3

Structure of domain-strand-indicator in the NCBTS policy

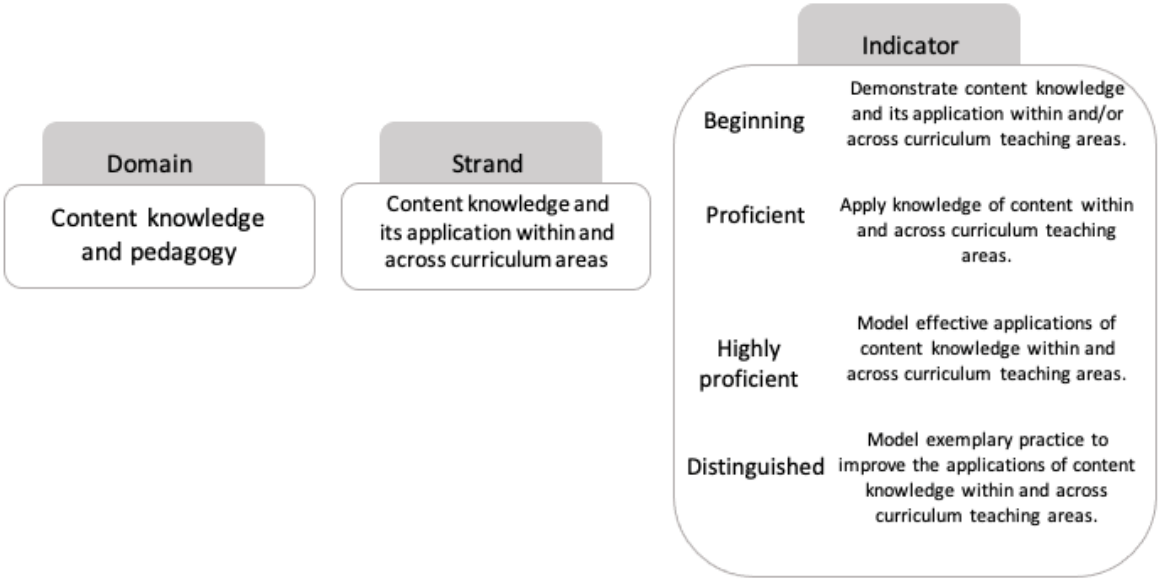


In the competency-based framework, the domain-strand-indicators are designed to characterise the following dimensions: nature/quality (How well are the essential qualities demonstrated in the positive teacher practices?); frequency, consistency and appropriateness (How often is the ideal teaching practice demonstrated?); and self-awareness (Is the teacher mindful of the premises, rationale, nature and effects of the demonstrated teacher-learning process?) (Department of Education, 2009). It can be deduced that this structure encourages teachers to reflect on and assess their current teaching practices in relation to how all students learn in the classroom.

Below is an illustration of how this same mechanism is demonstrated in the professional standards policy.

Figure 4

Structure of domain-strand-indicator in the professional standards policy



The indicators are presented in the professional standards policy as competencies that teachers need to possess to be effective in the 21st century (Department of Education, 2009). Regarding the argument in the first section on the emphasis on the teachers themselves in the professional standards policy, the presentation of the domain-strand-indicator implies the policy's end goal is to improve the competencies of the teachers, with

the expectation that student learning will improve along with teachers' enhanced practice. As reflected in the career stages, these competencies are then depicted along a continuum of more complex situations.

The two different presentations of the domain-strand-indicator framework raise issues around the orientation of teachers in relation to the expected professional practice. The competency-based framework encourages teachers to assess their practices in terms of the goal for all types of students to learn. The professional standards policy advances assessing one's practice in terms of the expected knowledge and skills outlined for them.

This contrasting feature in the two policies may also be interpreted in relation to teachers' roles and views as articulated in the policies. On the one hand, the teacher is "viewed as a knowledgeable professional who is responsible for facilitating learning in a variety of learners and learning environments" in the competency-based framework (Department of Education, 2009, p. 8). True to the end goal, the competency-based framework emphasises the essential link between teachers' knowledge and student learning, advancing the notion that teachers' knowledge and skills are meaningful, useful, and effective only if they ensure that all students are learning despite their varying learning conditions and circumstances (Department of Education, 2009). On the other hand, the professional standards policy highlights that "teachers play a crucial role in nation building… who can develop holistic learners who are steeped in values, equipped with 21st century skills, and able to propel the country to development and progress" (Department of Education, 2017, p. 3). This reveals how teachers are recognised as critical instruments, not just in ensuring improved student learning outcomes are achieved, but also in contributing to national development goals.

Table 5 summarises these identified areas, revealing the shift in policy goals. The competency-based framework warrants that all teacher efforts to improve their practices would contribute to improved student learning outcomes, while the professional standards policy centres on indicators that would ensure enhanced competencies of teachers are achieved. Complementing the earlier findings that a shift from focusing on the quality of teacher practices to teachers themselves is observed, this section reinforces how there has been an instrumental shift to examine teachers and their practices through an outcomes-based mechanism that audits how they fare in relation to the standards set.

Table 5

A shift in policy goal: From improved student learning outcomes to enhanced competencies of teachers

	National Competency-based Standards for Teachers	***Philippine Professional standards policy***
Goal	all students learn	teachers' growing competencies to ensure adaptability in a range of complex learning situations
Structure	assess teachers' practices in terms of student learning	assess teachers' practices in terms of the expected knowledge and skills
Roles and view of teachers	a knowledgeable and competent professional responsible for facilitating learning in a variety of learners and learning environments	a knowledgeable and competent professional responsible for facilitating student learning and contributing to national development goals

A.3. A shift in emphasis: From improving practice for effective teaching to improving practice to meet the standards

A third shift from the competency-based framework to professional standards policy is predicated in their titles - one is competency-based, and the other is standards-based. In the competency-based framework, the criteria set in defining effective teaching were "derived from (a) educational theories and empirical research on characteristics of the learning environment and teaching practices that lead to effective student learning, and (b) documented successful practices and programmes of schools, divisions, regional and educational reform projects in different parts of the country" (Department of Education, 2009, p. 7). The professional standards policy deviates from this and instead introduced a standards-based approach. What constitutes the professional standards policy are a "well-defined domains, strands and indicators that provide a measure of professional learning, competent practice and effective engagement" (Department of Education, 2017, p. 4), providing the teachers with a benchmark of what teachers are expected to know, achieve

and be able to do across different career stages. From here, it can be concluded that the competency-based framework promotes a framework that looks ‘within’ their existing knowledge, skills and abilities in order to perform their roles, while the professional standards policy advances an approach that looks ‘outside’ to a pre-defined set of targets teachers are subjected to achieve.

Under the competency-based framework, teachers were expected to actively engage in designing, redesigning and evaluating learning experiences and were, therefore, critical to higher-level thinking on how students learn (Department of Education, 2009). This denotes the level of engagement teachers were expected to have in reflecting on and assessing their practices, highlighting teacher responsibility for choosing pedagogical practices that would help them achieve improved learning for all types of students. Another guidance that the competency-based framework provided was the emphasis on various contexts of learning environments and the facilitating and limiting factors associated with these. This implied that effective teaching, in the context of the competency-based framework, was far from standardised, and the competencies expected from the teachers vary depending on the variables in actual learning contexts. Indeed, the policy underscored teacher innovation and professional judgment in choosing the best strategy given students' circumstances and the learning environment's contextual conditions.

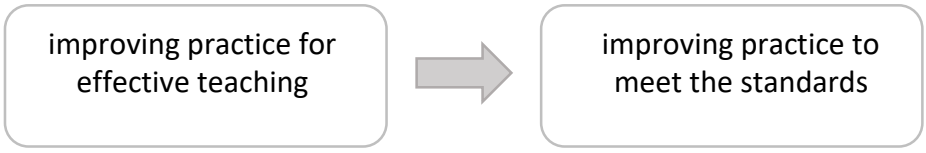
The professional standards policy advances a different approach to teaching practices in the declaration that it serves as a public statement of professional accountability (Department of Education, 2017). By declaring this, there is an inherent belief that teachers are responsible and answerable for the outcomes of their professional practice. There is a limited acknowledgment of the contextual needs of a learning environment. Instead, the professional standards policy emphasises the accountability of teachers to meet the prescribed indicators, highlighting how this would help teachers improve professionally. From here, it can be concluded that the policy in the competency-based framework connects the teachers’ thinking and actions to improving their practice, while the professional standards policy emphasises the need to reach the proscribed standards in order to be considered a quality teacher.

Table 6 summarises this section, with evidence characterising a shift in the emphasis on the improvement of teachers. Under the competency-based framework, teachers are expected to reflect and assess their current teaching practices and determine the best approach to ensure that student learning is achieved through strategic responses to enabling and limiting contextual learning conditions. On the other hand, the professional standards policy emphasises professional accountability and the need for teachers to reflect and assess their practices and identify how the gap can be addressed between their current teaching practice and the standards set for them. Indeed, the institutionalisation of the professional standards policy has emphasised the need to improve performance to achieve the standards.

Table 6

A shift in emphasis: From improving practice for effective teaching to improving practice to meet the standards

	National Competency-based Standards for Teachers	***Philippine Professional standards policy***
Approach	competency-based	standards-driven
Determinant of achievement	teachers' response to the varying students' circumstances and the learning environment's contextual conditions	professional accountability and meeting the standards



This section demonstrates that the shift from the competency-based framework to the professional standards policy means a shift in various aspects of teaching performance and teacher qualities. The major changes identified are the shifts from qualifying the teaching practice to teachers themselves, from the end goal of improved student learning outcomes to enhanced teacher competencies, and from improving performance for effective teaching to improving performance to meet the standards. This shift signals a number of things. For one, there has been a re-direction from a collective view of teaching to an individual one, emphasising how teachers are individually responsible for their enhanced status as a

professional. Also, there has been a pivot from teachers' looking internally at their and others' practices, the students' learning conditions and the contextual factors in the teaching and learning process, to 'gazing externally' at the standards set for them. Finally, these changes characterise a professional practice that prioritises outcomes and the end results of teachers and their skills, knowledge and abilities, over the processes that take place within the teaching and learning process.

B. Changes in the roles, responsibilities, and practices of teachers

In this section, I identify changes in the teachers' roles, responsibilities and practices resulting from the enactment of the professional standards policy as analysed from the accounts of a Public Schools District Supervisor (PSDS), school head and teachers. Four themes are explored: (1) teachers' professional learning that is re-framed by the professional standards policy that fosters a scheme that is both a regulatory and development framework, (2) teachers' professional identity that is re-constructed by the professional standards policy through portfolio, (3) teachers' professional practice that has been re-shaped by an increasingly rigid accountability system fostered in the policy, and (4) teachers' professional role and their rationale and motivations as teachers. Ultimately, these factors highlight that teachers' efforts are only superficial, raising concerns about how the policy achieves its ultimate goal of improving teacher quality and, consequently, enhancing student learning outcomes.

B.1.Professional learning: Development or regulation?

The standards' dual and often conflicting purposes as a framework for development and a tool to regulate teachers' continuous professional learning are explored as a significant change in teachers' practice, roles and responsibilities. Within this theme, teachers' engagement with the standards is presented, and the nature of professional learning they associate with the framework is discussed, highlighting the change in the approach to determining, planning, and implementing professional development programmes in the schools. The tension over the standards' differing uses- as a framework that both regulates and encourages professional learning - is presented, which reveals issues over the

authenticity of professional development programmes and influences on teacher professionalism.

Several teachers shared that an evident change in their practices caused by the enactment of the professional standards policy is how they identify, plan and undertake professional development programmes. Participant K, a teacher, discussed that teachers in his school use the professional standards policy framework to determine what their strengths and weaknesses are, and from there, map their plans for personal and professional development. Participant R, a teacher from a different school, affirmed this, adding that the changes in their professional learning have been on more than a personal level.

> *They [training] are relevant and are aligned to the professional needs of the teachers… That's the beauty of the professional standards policy, because, before, our training comes from the Division Office" (Teacher, Participant R).*

From these insights, it can be inferred that some teachers claim the introduction of the standards paved the way for a more systematic and contextual approach to identifying, designing, and implementing professional development programmes. The teachers appear to have an active voice now in critically reflecting on their practice, identifying their areas of strengths and improvements, and mapping their personal and professional growth. Furthermore, this change has toppled the previous top-down approach whereby the Division Office decided on professional development programmes, implying new prioritisation of the teachers' actual identified professional needs.

Not only were the teachers appreciative of this change, Participant H, a school head, also shared a statement of support:

> *Every year, we ask the teachers to assess their strengths and weaknesses in professional standards policy; then, that becomes the basis of our training- their professional needs. The School Head then ensures that the school-based training or INSET [in-service training] responds to those professional needs to help the teachers.*

This validates that, in many instances, local professionalism is enhanced by ensuring that the teachers' individual professional needs inform the school's training offering. There was an apparent change in how the school head allows for the voices of the teachers to be

prioritised, a fulfilment of the policy objective shared by a local policymaker, Participant F. It is a realisation of how she sees training programmes in schools being anchored on the framework in the professional standards policy, “like the teachers are enclosed within those standards.” These statements suggest a change in the crafting of professional development programmes, which appears to centre on teachers' identified professional needs complemented by an enabling environment that empowers teachers to take control of their continuous professional development.

Some participants also shared that the professional standards policy reinforced a variety of professional learning programmes such as action research, innovation, and intervention projects. Participant M, a teacher, expressed her appreciation of this mechanism, as evidenced in the excerpt below.

> *At first, I do not really care about action research…I realised that if I follow the policy, I would be able to provide better learning environment for my students to thrive.*

Participant M testified that the professional standards policy allowed her to see alternative ways to improve the students' learning conditions. She added how action research enabled her to be "open to changes and challenges," arguing that if teachers do not pursue these professional development programmes, gaps in student learning will persist. Participant O, a teacher who has completed action research, affirmed how this mechanism differed from their practice before because "the root cause of why students do not understand the lesson or why the result of learning is not affirmative will be discovered," baldly stating that "that is a huge difference." This change, however, is also resisted by other teachers. One teacher mentioned that these activities add to their already daunting tasks and "the time for the students and their learning will be lessened" (Participant R). In addition, a teacher from another school (Participant H) raised how this mechanism gave rise to competition among teachers because "other teachers want their work to be better than others."

These conflicting views hint at two critical matters. For one, these scenarios reveal that what appears to be congruence between the policy’s vision and actual practices on the ground depicts only a half-truth. Stories from teachers' actual experiences reveal variation in how these professional development programmes are perceived and executed.

Furthermore, the social conditions in each school, as well as the working relationship among teachers and the leadership of the school head, appear critical in turning these professional development programmes into either a benefit or an affliction.

The arguments presented raise issues regarding the emerging ways of working among teachers. Using the standards as an accountability mechanism creates tension between teachers' practices and the policy's desired results. In contrast to the presented favourable outcomes of teachers actively taking ownership of their professional development goals, an opposing function of the professional standards policy is also identified. How the teachers manage this tension is worthy of investigation and invites reconsideration of teacher professionalism. With this, another concern is raised - with the professional standards policy in place, what then is an authentic professional learning experience that could enhance teacher professionalism? An extended and/or occupational professionalism (Hoyle, 1974) foregrounds increasing teacher agency in their own professional learning development, while organisational professionalism underpins top-down and externally imposed prescription. The current situation may have contributed to the promotion of an auditable form of teacher professionalism that undermines professional judgment and practice. The question then becomes how to widen the space where teachers can proactively advance their own professional development plans that speak occupational rather than organisational professionalism.

B.2. Professional identity: How is teacher professionalism constructed?

Another significant change brought about by the enactment of the professional standards policy is the introduction of teacher portfolios for performance evaluation. With the portfolio as a central tool for teachers' performance evaluation, teachers are given an avenue to present their achievements and back up their self-evaluations. However, the developmental view on the use of portfolios, which advocates critical reflection and self-assessment, seems to be overridden by accountability orientation. As the major basis of performance evaluation, the portfolio is a potential vehicle for cheating and fabrication of documents, and an avenue for teachers to 'stage' themselves in a way that pleases their superiors. Ultimately, the introduction of portfolios for performance evaluation has created and defined teachers' professional identities fostered by an environment where they are

pressured to perform 'on paper', raising questions on the construction of teacher professionalism through a tailored professional practice that is biased towards actions that are publicly rewarded.

Coming from traditional teacher evaluation that prioritises classroom observations by school heads, the professional standards policy introduces teacher portfolios as a crucial area of performance management. A teacher portfolio is envisioned as a collection of evidence reflecting how teachers' practices fulfil the expected performance indicators. Under the professional standards policy, teachers must develop a portfolio that summarises their work for the whole school year, which they tailor to suit the performance indicators indicated in the said policy. Within the scope of the performance appraisal process, the standards provide the framework from which teachers and school heads make informed decisions about areas of strengths and weaknesses.

Some teachers shared that they appreciate the need to do portfolios.

> *In the professional standards policy, we have performance indicators now. There is a guide on the needed means of verification (MOVs) (Teacher, Participant R).*

Participant R noted the positive contribution of having a direct guide on what evidence to provide for verification purposes. There seemed to also be inherent objectivity in terms of how to assess oneself, that is, a defined number of evidence pieces for a specific rating. In the process of completing one's portfolio, Participant I, a teacher from another school, shared how self-reflection has become an indispensable part of this process. She noticed that completing her portfolio enables her to say, *"This is my weakness. This strand is where I got the highest rate".* Participant S, also a teacher, had the same reaction at the end of doing her portfolio, *"So, these are my accomplishments! Oh! I have something like this!"* Indeed, not only are teachers required to gather evidence to support their self-assessment, but it was also important they contemplate what their areas of strengths and weaknesses are. In the end, some teachers with early doubts about the contribution of portfolio-making revealed that they now saw the reason for completing the portfolio (Participant I and K). Participant S stated that the portfolio made visible how she grew as a teacher, with a convincing declaration that *"it feels good to have accomplished a lot in one year."*

These benefits are acknowledged not just by the teachers, but also by Participant G, a district supervisor.

> *What is good now is that we can ask for documents. It is a validation of what they do inside the classroom. Before, evaluation could be verbal, but now, we can concretise by looking at their actions.*

This transcript excerpt shows how evaluators (school head and district supervisors) associate evidence in support of the teachers' assessment with objectivity in rating them, promoting the mechanism now as a more robust basis for appraisal and evaluation. A local policymaker, Participant F, seconded this and affirmed that this process "*gave the DepEd a mechanism to monitor and track teachers' progress in the way that they [teachers] demonstrate competencies every year."* What can be inferred from these statements is that both evaluators (school head and district supervisor) and evaluatees (teachers), in the context of the DepEd, appreciate the benefit of having to dissect a specific performance indicator through pieces of evidence, with the appreciation that this evidence captures areas of teachers' professional practices. There is also an apparent belief that there is a more concrete understanding of teachers' authentic classroom activities can be ascertained through the evidence provided.

Cheating and fabricating documents also seems to happen, allowing teachers to claim questionable achievements and activities in their portfolios. Participant O raised this concern:

> *You will see the MOVs [means of verification], but "I didn't see this teacher there. I don't think that teacher joined this. Why does he/she have this?" These are my thoughts when I check portfolios; maybe this is a lapse in professional standards policy.*

He argues that portfolios become an avenue for some teachers to fabricate their achievements in order to gain promotion. A school head, Participant H, also shared how she discovered that records were falsified before she was assigned in the school, with reports on low achievements and drop-out rates hidden from the public. Contrary to the records, she *"realised that many students are left behind even if the school is rated performing."* She later affirmed that they changed the record, revealed the actual data and accepted the truth. It

seems this is not an isolated case of false reporting, as she professed that *"some schools report differently from the actual."*

The statements above may suggest that teachers and school heads have learned not just to 'play the game', but also 'how to play the game' by designing their portfolios in ways that could place them ahead of others for promotion, enable them to achieve more credits, and please their superiors. The arguments presented also imply an apparent focus on prioritising publicly rewarded outcomes that would be merited for good performance. These statements raise issues about how 'playing the game' brought about by the enactment of the professional standards policy undermines the authenticity of teachers' personal and professional growth, as claimed in the portfolio.

Another emerging issue is the 'countability' aspect of the portfolio. Participant N cited an example of home visits (an outreach effort wherein the teacher visits a student's home to engage parents in the child's education) , saying that they *"will just be rated one if they failed to conduct a home visit."* In a similar way, Participant R shared that she would need four MOVS to demonstrate how the indicator of integration within and across the curriculum is achieved to gain four points. This frame of thought in completing the portfolio and, consequently, in assessing themselves, suggests an emerging culture among teachers in using pieces of evidence to claim the depth and breadth of a particular practice. This might also mean that a one-time home visit would fulfil parent collaboration, and a one-time meeting with some community members automatically hits the target of community engagement when, in principle, the evidence provided is simply representative of the teachers' work. Participant N thus questioned, *"If you have evidence for the indicators, does it automatically mean quality teaching?"* In connection to the previous claim of pleasing the evaluators, there might be instances where teachers are only encouraged to do some activities if they know fulfilling these will translate to hitting targets and gaining higher scores. Adding to the issue of countability inherent in portfolio completion is the idea of proving one's worth over the determination to provide quality teaching.

These scenarios imply the selective reality of teachers' work under the professional standards policy, possibly magnified by the desire to craft their portfolios in ways that will be merited with good performance. The portfolio has become an avenue for them to define

their professional practice, legitimising their professional identities in accordance with professional standards policy accountability measures. There is also the risk that use of a portfolio leans more toward the accountability purpose than the developmental view that the policy claims. As a consequence, the portfolio becomes primarily concerned with the outcomes of achieving the targets, not with the processes that shape teachers' behaviours and values. It is filled with teachers' achievements that merit high-quality practice, not their journey from failures to triumphs and the significant events in between. These arguments point to how the teachers' professional qualities and practices are not just defined by professional standards policy because, ultimately, how teachers' play the game' contributes to redefining their professionalism. In the end, the process of compiling portfolios and the actual outcomes reflect the professional identities that teachers choose to portray, and the more extensive accountability system, in more ways than one, has been instrumental in reshaping these identities.

B.3. Professional practice: How is balance achieved?

Within this theme, the various ways teachers practice professional autonomy in light of the reinforced accountability system and the multiple ways the policy constrains autonomy are discussed. With the professional standards policy in place, teachers must seek balance in navigating the tension between practising autonomy and adhering to accountability measures.

The job's complexity is an issue that teachers have repeatedly raised against standardising performance indicators and measurements. Participant S shared,

> *We, teachers, should know how to adjust our approach so that students will learn. Sometimes, the given approach does not match the students' knowledge and skills, so we find a way to adjust to their level to achieve our daily goals. Sometimes, the lesson plans and methodologies we need to implement do not match the students' level."*

Participant S raised issues related to standardised curriculum materials, such as lesson plans and assessments. There is a recognition of the difficulty in implementing these due to the varying students' learning needs and, at the same time, the requirement for teachers to practice professional judgment. Participant Q shared a different but related concern:

> *Our students here came from different places. Some of them came from squatter areas; some of them are not properly guided by their parents. That is why some students do not know how to behave properly. They do not know that an act is wrong because no one guides them at home.*

While Participant S focused on challenges in relation to the varying learning needs of students, Participant Q commented on the challenges brought by different socio-cultural factors surrounding children. A concern raised by Participant Q around the difficulties in terms of student behaviour and discipline serves as another layer of hurdle that teachers need to attend to on a daily basis. These aspects of teacher practices are affected by standardised lesson plans and assessments, making it difficult for teachers to achieve their learning targets and, at the same time, adhere to the requirements of the professional standards policy.

In addition, the majority of respondents felt that their work had become more challenging, with social programmes and other community-based projects now added to their responsibilities. Participant I, a teacher, lamented how teaching in public school is a really tough job, with *"a lot of paperwork on top of activities like feeding programmes and other community-based projects."* Participant L, a school head, affirmed this and, with criticism, expressed that the higher office "*has crossed the boundaries of teachers' responsibilities."* In many instances, he would ask himself, "*Is this our work, too?"* These statements reveal the job's complexity, suggesting the critical decisions teachers need to make in their day-to-day work and signifying the need for autonomy guided by professional judgment.

However, these depictions of the work of teachers seem to be differently perceived by Participant B, a policymaker:

> *We are saying that the only way that you can improve the quality of teachers is by improving their competence and their knowledge of the curriculum, and by helping them develop the confidence in trying new pedagogy, and then implementing that in their practice, and to work with colleagues and communities of practice. How is that so difficult?*

This suggests a simple and reductionist view of teachers' practice, reinforcing the understanding that formulaic and predictive solutions can automatically improve teachers' performance. The apparent gap between the perceived work of teachers as viewed by the

national government leaders and the actual practices claimed by teachers creates tensions. The next section demonstrates this and illustrates how teachers navigate adherence to the standards while simultaneously responding to situations that require careful attention and judgment.

As a teacher, Participant K admitted to not having completely followed the curriculum and, instead, adjusted the curricular content to the students' level. He added that in some of his Math classes, he deviated from the prescribed lesson plan and taught foundational skills. He needed to first diagnose students' learning needs and then adjust curricular and assessment directives in ways that he believed would benefit his students. Similarly, Participant Q realised that numeracy skills and knowledge are critical, prompting her to replace other subjects' lessons with Math classes. From these accounts, the teachers' experiences of the limiting conditions brought by the enactment of the professional standards policy allowed them to be more conscious of actions and decisions needed to benefit students.

The teachers' challenges were not just confined to the teaching and learning process but also to the family and social issues that prevented the students fully participating in academic activities. Participant S, a senior teacher, asserted that *"it is very important to know the environment where the students are from and their status of living."* She also narrated how she encountered students coming into the class acting differently due to issues at home. She recalled reflecting on how she could help each student - "*What is the problem of this student? Why does the student act like this"?* Participant L seconded this, affirming that some students in her school were burdened by family problems, such as parents dealing with marital issues. Other students "*worked at an early age to sell sampaguita [a native flower]",* which was one of the frequent reasons they are absent from school. These statements reveal how teachers are faced with challenges that must be addressed before ensuring that teaching and learning take place. Child labour, poverty, and family problems are hindrances in students' full participation in academic activities, and these are prevalent in public schools. The scenarios above show how teachers practise professional autonomy and judgment by supporting students from low-income families who need emotional support.

Participant R, a teacher, lamented how these factors are not covered in the professional standards policy:

> *How do you take care of your students? How do you treat them? How will you encourage them? These are the things we do but are not considered in the professional standards policy.*

Although these practices appear simple on the surface, deviations and adjustments are executed at the expense of teachers not meeting the set targets. What seems to be the issue with the professional standards is that teachers now work within an increasingly rigid accountability system that hinders them from exercising complex approaches to ensure that content can be taught and learned by various learners. The professional standards appear to assume linear and direct teaching tasks and downplay complexity and difference, which, based on teachers' testaments, makes them difficult to realise. These instances challenge teachers to juggle their efforts and attention between practising professional autonomy based on their judgment or following the standards to ensure compliance. The presented arguments centre on teachers consciously practising some form of professional autonomy with empathy and care for the students being primary reasons.

Teachers who are challenged to exercise professional autonomy cannot be baldly categorised as compliant or resistant. Primarily motivated by affective rewards and ensuring learning is achieved, they are also aware of the potential conflicts between the demands of accountability and the practice of autonomy. They are generally conscious of how they can take control of their work to some degree but also accept that influencing policy recommendations might be out of reach. This situation may have created teachers who perpetuate both organisational and occupational professionalism. Organisational professionalism, which involves increasingly standardised work procedures and practices consistent with managerial controls, is managed through the exercise of professional autonomy, whereby some teachers are able to respond to the students' contextual needs, as well as fulfil the mandates of the policy.

B.4. Professional role: What does it mean to be teacher?

In this section, I raise issues around the significance and certainty of the presented changes in the teachers' roles, responsibilities and practices, and explore the teachers' claims that the changes are merely superficial, mechanical and administrative. The cited changes primarily affect the documentation of their performance and reporting procedures but do not necessarily result in improved teaching practices. One unprecedented effect that some teachers and school heads highlight is the shifting personal and professional development goals of many teachers, with evidence pointing to promotion as the primary goal and not improved student learning outcomes. All of these may be attributed to the inherent accountability measures that the professional standards policy advances.

When asked to identify the changes in their practices, Participant Q contended that the changes were not at all significant:

> *First of all, the forms changed. We have TSNA [Teacher's Strengths and Training Needs Assessment]—the form for pupil organisation. The biggest change was there. For me, not yet. I would not say that the policy is successful in improving student learning outcomes (Teacher, Participant Q).*

Participant Q made a bold statement in claiming that the policy does not contribute to improved student learning outcomes. She reasoned that the changes were only superficial, covering areas like reporting procedures, documenting achievements, identifying areas of strengths and weaknesses for professional development recommendations, and promotion policies. Participant N expressed the similar sentiments, confirming the perspective that changes in teachers' routines and practices are mechanical and administrative, which does not automatically translate to improved teaching strategies and learning outcomes. Similar to these claims, Participant J categorically stated that the policy guidelines have not yet influenced the teaching and learning process and she was dubious about changes in student learning outcomes being attributed to the policy's enactment. These statements reveal how the professional standards policy has only scratched the surface, raising issues on how it could successfully achieve the policy objectives of enhanced teacher competencies.

Two teachers, Participant N and Participant J, narrated how, as employees of DepEd, they do not have a choice but to follow regulations:

> *We really perform the duties to fulfil the domains, but it is really challenging. We are in the system, so we need to survive. We need to follow the policy because that needs to be implemented. It is challenging, but we have to do it (Participant N).*

> *We do not have a choice but to achieve it. You are here in the system, so whatever the higher office says, we should follow here in schools (Participant J).*

A common remark from teacher participants was that they choose to be in the system, so they have to do what they are told by the higher office. This suggests that enactment of the professional standards policy becomes a means of survival, more than a genuine desire to improve one's professional practice.

Participant H, a school head, lamented her observation that *"teachers pursue professional development because they want their rank to go up, not because they want to help the students."* According to her, and contrary to the practice decades ago "*when teachers want to learn more so they can teach the students,"* the primary motivation of teachers now is self-serving. She ended on a sad note, "*This is what our system has become."* This sentiment aligns with earlier claims that some teachers have been preoccupied with improving themselves to gain credit and climb up the career stages ladder rather than ensuring their practices accommodate students' individual learning needs.

However, several policymakers justified the necessity of implementing the professional standards policy. Participant D, a local policymaker, shared information about a research project conducted by their team on knowledge and competence of teachers. The saddening findings of their study highlighted the urgent need for teachers to improve. Teacher incompetence was the main reason why the policy was developed, which was then conflated with issues on subject matter expertise, pedagogical practices, and assessment strategies. Participant B blatantly claimed that Filipino teachers are incompetent, and that rigorous measures and professional standards would help them improve. These perspectives assume that the fundamental problem centres on the teachers themselves. A

concerning aspect that potentially led policymakers to ensure the policy contains inherent regulation and monitoring mechanisms.

This section has raised the issue of the influence of the professional standards policy on improved teaching performance and enhanced student learning outcomes. Many school heads and teachers claimed that the changes focus mainly on administrative procedures such as promotion and reporting procedures, creating an environment where teachers are primarily motivated for promotion and credentials. The inherent accountability mechanisms of the policy may be attributed to these practices, creating working conditions where teachers are forced to comply with the policy for survival.

C. What is seen, observed and perceived

Teacher professionalism in the Philippines has been greatly shaped by two policies, the NCBTS and the professional standards policy. The first set of findings reveals that the shift to the professional standards policy in 2017 signified redefinition of professional knowledge, practice and engagement for teachers. The policy now focuses on what defines quality teachers - their abilities, their competencies, their engagement, and their knowledge and skills. Furthermore, the goals of the professional standards policy centre on enhancing teacher competencies - how their competencies will be built up, how their professional standing will rank up and how their continuous personal and professional development goals will contribute to wider goals outside education. Finally, the emphasis now is on how teachers should meet the set standards - how their actions should reflect the expected skills and how they are accountable for the results of the teaching and learning process.

The presented changes in the roles, responsibilities and practices of teachers reveal that the connection between the professional standards, professional development and performance evaluation of teachers is to remain codified within the professional standards policy. The teachers, who are at the core of the increasing accountability mechanism must navigate their complex and, at times, conflicting roles. The findings also shed light on how the required professionalism imposed upon them by the policy is re-interpreted, adapted and resisted by teachers in different ways. Ultimately, teacher professionalism is socially constructed and constantly changing. While the government as an institution has legislative

power to enforce this, the teachers are also key players in redefining teacher professionalism.

CHAPTER 5: THE MOMENT OF EDUCATION POLITICS

This chapter investigates the moment of education politics, an area of the education ensemble concerned with understanding *"*how and by whom are things decided" *(*Dale & Robertson, 2015, p. 156*)*. The scenarios, factors and processes identified in this layer of analysis present possible justifications for why things are as they are at the moment of educational practice*,* but in recognition that not everything identified in the previous chapter is a direct consequence of key findings in this chapter. In this chapter, the research question *To what extent have the roles, responsibilities, and practices of teachers changed as a result of the enactment of the Philippine Professional Standards for Teachers policy?* Is addressed. Two sets of analysis are presented: (1) the conceptualisation of teacher professionalism at the international, national and local levels and (2) the broader economic, political and socio-cultural forces that influenced the ideation and development of the professional standards policy.

A. Conception of teacher professionalism

The participants' conceptualisation of teacher professionalism is critical in this study because it provides an indication of why the policy promotes the framework, concepts and principles it underpins, as well as the agenda behind the institution of the professional standards policy. In this section, I explore these conceptualisations at different governance levels: international, national and local. Through inductive reasoning and thematic analysis, notions of teacher professionalism are analysed as perceived by international consultants, national government officers, a district supervisor, school heads and teachers, and as reflected in key documents.

A.1. Conception of teacher professionalism at the international level

With the aim of investigating how globalisation influences and is perpetuated in the professional standards policy, this study explores conceptualisation of teacher professionalism at the international level. This segment draws from the perceptions and views of representatives from international organisations who assisted the DepEd in the ideation and development of the professional standards policy.

Firstly, the conceptualisation of teacher professionalism as a global reform agenda as advanced by international organisations is explored. The story follows a simple, direct plot in interview data and documents: The quality of teachers needs to be improved; therefore, a regulatory framework has to be in place. The solution is a set of professional standards advocated by several international organisations and implemented in many countries. Professionalism, in this aspect, becomes associated with the need for the government to raise standards in teaching practices, making it a critical national reform agenda. With the development of professional standards gaining a political advantage at the international level, implementation at the national level becomes challenging to resist.

The discourse on improving teacher professionalism remains an unresolved issue within and beyond the Philippines. The Association of Southeast Asian Nations (ASEAN) has expressed the need to reinforce efforts to ensure the development of a legitimate regional professional qualifications framework to deliver quality education:

> *In 2007, the ASEAN Member States (AMS) adopted the ASEAN Economic Community (AEC) Blueprint (ASEAN 2007). It called for cooperation, including the recognition of professional qualifications (Association of Southeast Asian Nations, 2014, p. 1).*

In the same manner, the government of Australia has emphasised the need to focus on teachers to improve student learning outcomes and the status of its education system:

> *Improving teacher quality is considered an essential reform as part of Australia's efforts to improve student attainment and ensure it has a world class system of education (Australian Institute for Teaching and School Leadership, 2011, p. 2).*

As major references in crafting the professional standards policy, these international frameworks moved international and national education consultants to look into the Philippine education system and initiate evaluations of teachers and their practices. A number of research studies on teacher performance were undertaken, headed by the Research for Center of Teacher Quality (RCTQ) with the technical and financial support of the Australian government through the SiMERR National Research Center (Philippine National Research Center for Teacher Quality, n.d.). A local policymaker who headed this research, Participant A, shared that the study revealed that *"teachers need to be supported*

in terms of their content knowledge in various subject areas." Participant B, an international policymaker, supported this, stating that when the teachers were tested on their content knowledge, *"they did not even correctly answer half of what they were teaching."* He also lamented the continuous decline of teacher quality in the Philippines, with issues revolving around lack of content knowledge and ineffective pedagogical practices. Participant D, a local policymaker, confirmed this as one of the findings in their research project, concluding that *"one of the main reasons the students are not achieving quality learning outcomes in the Philippines is that the teaching needed to be improved."* These statements imply that, from the perspectives of policymakers, the need to focus on teacher reform justified development of a regulatory framework - the professional standards policy.

As a major reference for the professional standards policy, the Australian professional standards policy advances that "developing a professional standards policy that can guide professional learning, practice and engagement facilitates the improvement of teacher quality and contributes positively to the public standing of the profession" (Australian Institute for Teaching and School Leadership, 2011, p. 2). A local policymaker, Participant D, similarly justified the need to ensure that the current policy on teacher professionalism aligns with international standards, saying that the NCBTS policy didn't seem *"at par with other comparable international standards."* What is evident in these transcripts is how international organisations and global frameworks promote the professional standards policy as a mechanism for advancing the quality of teachers, sealing the influence of global discourses in national policymaking. Furthermore, international and national policymakers project an uncritical gaze toward professional standards and advocate that these work in the best interests of the teachers. Teacher professionalism, in this aspect, is conceptualised through a regulatory framework which purportedly sets the performance bar higher, compels teachers to perform better and, consequently, improves student learning.

Through international frameworks and standards, teacher professionalism is portrayed as a broad social movement and reform agenda dedicated to advancing the improvement of teachers and their practices. The normative intent and orientation toward teacher professionalism are emphasised as a political project, and international organisations play a huge role in perpetuating a favourable orientation towards professional standards. In turn,

this political agenda influenced the Philippine government to adopt the ideals and foundations underpinning these professional standards to improve teacher professionalism.

Furthermore, teacher professionalism is perceived to be a key instrument in regionalisation and globalisation, making it a focus for the education reform endorsed by some international organisations. An obvious point is the ASEAN Qualifications Reference Framework which advances regional integration in trade and development, education, and the flow of goods. This framework aims to:

> *Create a single market and production base which is stable, prosperous, highly competitive and economically integrated with effective facilitation for trade and investment in which there is a free flow of goods, services and investment; facilitated movement of business persons, professionals, talents and labour; and free flow of capital (Association of Southeast Asian Nations, 2014, p. 1).*

It is an initiative for closer integration of professionals among Southeast Asia, with the vision of a global village that "develops human resources through closer cooperation in education and life-long learning and in science and technology, for the empowerment of the peoples of ASEAN and the strengthening of the ASEAN Community" (Association of Southeast Asian Nations, 2014, p. 1). It serves as a common reference framework that enables comparisons of qualifications across the ASEAN Member States. Specifically, it centres on education and training sectors to support the learning and mobility of workers (Republic of the Philippines, n.d.). As a signatory to this vision, the Philippine government developed the Philippine Qualifications Framework, a reference system that describes the level of educational qualifications of individuals educated and trained in the Philippines (Republic of the Philippines, n.d.) The professional standards policy is one of the primary responses to this agreement (Department of Education, 2017), ensuring that the qualifications and training of teachers in the country adheres to the regional framework that offers them an advantage in academic and worker mobility.

The ASEAN Qualifications Framework is not the only international framework that influenced the professional standards policy. Participant C shared how they reviewed the professional standards of 42 jurisdictions, along with domestic laws on teacher quality. Participant B, an international policymaker, referred to the World Bank's SABER Framework

as a framework that he envisioned for the professional standards policy, a systemic reform that details *"what we expect the teachers to know, what we expect them to be able to do."* These instances signify the authoritative, symbolic presence of global frameworks in crafting national policies. Furthermore, they reveal how regionalisation and globalisation work through and are perpetuated in national education policies.

True to the claim that teacher professionalism is a dynamic concept that responds to changing political and social conditions, its conception at the international level adheres to the heightening force of regionalisation and globalisation. In this aspect, teacher professionalism has become a force that brings teachers, students, and education itself in union with the agenda of benchmarking in international standards and the mandates from international organisations.

A.2. Conception of teacher professionalism at the national level

Equally important to the conception of teacher professionalism are the perspectives and views of local education leaders, the key people who advanced the development of the policy and facilitated the process of consultation with international consultants, DepEd key officers, and teachers.

Firstly, teacher professionalism as advanced in the professional standards policy appears to underpin a normative value system that identifies and expresses what is required and expected from members of the profession. Central to this orientation is the set of professional standards that outline what teachers should know, be able to do, and value in their teaching career. The policymakers advance the notion that as a new policy on teacher professionalism and teacher quality, the professional standards policy now specifies who can be considered quality teachers. Participant F, a local policymaker, asserted that teachers *"should be manifesting the competencies that we designed in the professional standards policy,*" while Participant A enumerated the competencies of teachers that reflected the domains in the professional standards policy. She mentioned that teachers should know what to teach and how to teach, how to maintain a safe and secure learning environment, use different strategies to address learner diversity and develop higher order thinking skills

of the students, employ different kinds of assessment strategies to provide feedback to students and parents, and reflect professionally.

With the professional standards policy as the standard for what teachers should be, apparent normative conditioning is at play. Teacher professionalism textualised in the professional standards policy envisions the creation of shared professional norms and identities characterised by standardised work practices and procedures, common ways of perceiving problems and their possible solutions, and shared ways of interacting with students and stakeholders (i.e., parents and immediate community). The professional standards policy, as a textual representation of professionalism, officially sets down the accepted shared norms and behaviour code of teachers vis-à-vis how they perform their designated functions, predicated upon a commonality of professional-related knowledge, practices, and behaviours.

Commonality of practice is a critical element of professionalism, as advanced by Participant A, a local policymaker, in her remark that "*a quality Filipino teacher is the one who embodies the expected competencies in the Philippine Professional standards policy."* From this perspective, professionalism embodies a shared consensus on how teachers approach and perform their roles, responsibilities and tasks. This implies a uniform, idealised concept of what constitutes a high-quality teacher, often depicted as homogenous and singularly directed. Participant A added that "*if the teacher can show and demonstrate these competencies and he/she can provide evidence of fulfilling these standards, then we can consider him/her a quality Filipino teacher."* What can be gleaned from her remark is the claim that excellent practices will only be affirmed if the standards are achieved. The policymakers claim that if teachers reach the level of knowledge, skills, and attitudes stipulated in the professional standards policy, this will lead to achieving the highest standards in teaching. In this context, teachers who represent the best in the profession are those who fulfil and execute the performance indicators. In other words, the policy hopes to establish a normative value system grounded in professionalism that embodies the best and highest standards.

Finally, professionalism is characterised as the enhancement of the status of the teaching profession through a systemic approach to education reforms. Professional standards policy

serves as a reference point that other systems - performance management systems, professional development, and pre-service teaching education - are envisioned to enhance. Professionalism, in this aspect, covers rhetoric and strategies used by policymakers to improve the status of the teaching profession.

Participant C, a local policymaker, emphasised that replacing the NCBTS policy is a strategic move by the DepEd.

> *In fact, why is professional standards policy better? Because these standards are accompanied by the RPMS [Results-based and Performance Management System] … This means that the two are not different- what is expected from teachers in the field vis-à-vis the indicators in the professional standards policy.*

Participant C highlighted how the professional standards policy means the DepEd's approach to evaluating teachers is now enhanced and more strategic. His major point was that the performance evaluation is now anchored on the expectations from teachers, as textualised in the professional standards policy. This was supported by Participant F, also a local policymaker, who similarly believed that the standards embedded in performance management would frame a tactical approach to measuring and evaluating teachers' performance:

> *If you will not embed in performance management, it will be very difficult for the teachers because they will be measured versus the standards, then they will also be evaluated versus the performance. So, I said, "Can't we just merge the two?"*

Another area in the teaching profession that policymakers believe is positively influenced by the professional standards policy is professional development. Participant F, a local policymaker, argued that there is a need to embed the competencies in human resource systems, one of which is the continuous professional development of teachers. The continuing professional development program is based on the professional standards policy to ensure that teachers continuously improve to achieve the competencies stipulated in the policy. In the Philippines, there is strong advocacy for school-based professional development programmes as a vehicle for the continuous professional development of teachers, ensuring that programmes will address contextual professional needs. Similarly,

the human resource processes such as recruitment, hiring, and promotion align with the standards. Policymakers envision that embedding the professional standards policy in all these processes will enhance the status of the teaching profession.

Finally, as part of the whole teaching profession, there is a need to improve the pre-service teaching curriculum to include the domains and standards stipulated in the professional standards policy. The cooperation of teacher education institutions in this process is critical in ensuring that teachers entering the teaching field possess the necessary competencies. Participant C advanced this idea, asserting that teacher training institutions should adopt the professional standards policy. He added that "*everything should be based on professional standards policy -curriculum, instructional materials, instruction, and assessment."* This implies the grand plan and the greater purpose envisioned by the policymakers for this professional standards policy, that is, the anchor on which all education reforms would be based on.

A.3. Conception of teacher professionalism at the local level

The last segment in this section explores a different but crucial notion of professionalism—teachers who are both the targets and beneficiaries of the policy. Based on their interview accounts, their conception of teacher professionalism is explored, which gives a glimpse of their experiences on the changes in their practices as a result of the enactment of the professional standards policy.

Firstly, professionalism is perceived to be imposed from above- a conception characterised by the dominance of national government officials and consultants in defining what the teachers should be able to do, know, and achieve. This perception is rooted in DepEd's top-down decision-making, the abrupt introduction and implementation of the professional standards policy, and the overlooked actual condition of teachers. These create teachers who are blind followers and merely enact the professional standards policy without fully understanding its intent and content.

Participant H, a school head, complained about how "*the implementation of policies is always abrupt… and just too fast"*. She raised that many teachers and school heads are

complaining about how they are all affected by this culture in the DepEd. Participant R, a teacher, similarly remarked on the challenges in adapting quickly to policies that are introduced abruptly. Her confusion is how to best approach such huge change, "*What will we teach the students? How can we be effective teachers who can provide quality teaching when we are also confused?"* She concluded with a claim that, *"to become good teachers in our country, you have to be open to changes"*. These situations imply how the apparent DepEd's practice of introducing new policies and changing systems from time to time has taught teachers to cope with this unpleasant culture. This might convey that many policies were not clearly explained, and teachers enact them without a concrete understanding of why they are necessary. The professional standards policy seems not an exemption from this.

Participant J admitted that she does not know the policy entirely, citing that they *"only learned about it through making the portfolio"*, which implies that teachers have only learned the policy content over the years of enacting it. This is also the case for Participant J, a teacher from another school, who shared that she did not understand the policy at once, and she would frequently ask her colleagues about it. Also, Participant I revealed that they only had one local orientation about it and admitted that it was not enough for them to comprehend the policy. These remarks suggest that there has been a practice within the department of policies just being brought down to the ground. Consequently, what this implies is policymaking that appears to be a top-down approach, where teachers' actual conditions might not be recognised, and voices and feedback might be unheard. Participant M lamented how she thinks that teachers are not consulted in policymaking. Participant N had wishful thinking about national leaders prioritising the teachers in policymaking, *"Let's not implement this because this is an additional burden to the teachers. I hope our conditions and voices are considered".*

Participant H, a school head, suggested that because of this, teachers only enact the policy for compliance. She noticed that teachers *"just tick and tick without thinking",* which she thinks was the reason why the proper in-service training is not given to them. She added that "*this is the impact of policies that are just being brought down to us in school",* claiming that the *"teachers just do it only for the sake of compliance, only because they have to*

complete the professional standards policy forms". This culture of DepEd might have created 'blind followers"- teachers who merely implement the policy because they are told to do so. With the teachers and some school heads admitting that they do not understand the policy and blindly implementing it only because they are required, there is a high possibility of the professional standards policy guidelines being recognised only as simply a matter of administrative compliance.

Secondly, professionalism is conceptualised as a reductive set of knowledge and skills. This viewpoint underscores a technicist perspective within professional standards policies, reflected in both the specific standards themselves and the discourse surrounding them. The impact of these standards is reductive—they imply that being a teacher primarily involves mastering a finite body of state-defined knowledge alongside a prescribed set of skills and competencies. This model adopts a technicist approach, focusing on acquiring trainable expertise that is easily measurable and often becomes the sole representation of teachers' works.

Some teachers expressed appreciation for the policy. For one, Participant M, a master teacher, shared how they now have a 'direction', allowing her to *"align and lead the pupils and colleagues to achieve the prescribed performance indicators"*. Participant R, also a master teacher from another school, talked about the professional standards policy playing out the 'targets', explaining how one can comply with the expectation in the seven domains because that is what will be evaluated during classroom observations. These beliefs somehow project a positive orientation towards the performance indicators, also perceived as targets, because teachers now understand that these are the metrics in their performance management. The teachers also seem to advance the notion of alignment between the standards and performance evaluation. This demonstrates that some teachers appreciate this professionalism, citing that they now have clear guidance on executing their roles and mapping their professional and personal growth.

However, while most performance indicators focus on what teachers should be able to do and know, the respondents felt that a big part of being a teacher is missing in the standards—their more elusive personal qualities.

Participant S, a teacher, recalled an instance where she had to help a student whose parents struggle to provide food daily.

> *I have a student who goes home during lunch but does not come back in the afternoon. The student said that he waits for his parents to cook meals for lunch, but most of the time, he is not served lunch. I talked to the parents and said I would take charge of that kid's lunch. I will not allow the child anymore to go home during lunch; I will make sure he eats something. I did that because I wanted to help the child. I monitored if the child has food in school even if a part of my salary goes to him.*

The story of Participant S revealed the side of the teachers' work that appears to be obscured now because of the professional standards policy—the affective dimension of being a teacher. Participant S showed that the teachers are also called to ensure that students are prepared to participate in curricular activities by ensuring that their basic needs are met. Participant F implied the same sentiment and shared how the teachers in public schools should not just teach but also love and support the students.

> *In the public school, we have indigents—those students who are really hard to reach. That is when I realised that teaching is more of giving than receiving. You have to really understand where the students are coming from… you will really become a mother in public school.*

These scenarios indicate that emphasising professionalism primarily through scientific and technical criteria may sideline the equally important emotional dimension of teachers' work. Equally significant in the teachers' work are the individual attributes they need to possess, the behaviour they need to uphold, the passion they should bring to the job, and the empathy and care for the students. They felt that the performance standards are an acceptable toolkit to frame teachers' actions. However, the intangibles–what they usually do in the name of care and empathy towards students, how they go above and beyond to fulfil their duties, and teachers' personal qualities–are not captured.

B. Economic, political and socio-cultural forces influencing the professional standards policy

This section presents the broader economic, political and social forces that influence the ideation, development and enactment of the professional standards policy. The themes

cover the political and economic motivations behind the ideation and development of the professional standards policy, the socio-political conditions associated with policymaking processes, the importation of corporate practices to the governance of education and the presence of the corporate ethos of efficiency, effectiveness and accountability.

B.1. What gave rise to the professional standards policy? The political, economic and educational motivations behind the professional standards policy

This theme plots the political, economic and educational purposes behind the ideation and development of the professional standards policy. International and national policymakers identified a range of motivations and purposes behind the institutionalisation of the professional standards policy. The discussion is extended to how both critical forces, locally and globally, gave rise to the development of the professional standards policy, raising issues on the instrumental purposes that the policy serves.

The issue of institutionalising professional standards policy has been a long-standing discussion among education scholars in different parts of the world. In the Philippines, the idea of having professional standards policy has been imported from other countries in two ways: through the technical guidance and recommendation of consultants from the University of New England in Australia, and the review of professional standards of countries that implemented such reform earlier than the Philippines. With this, the motivations for institutionalising professional standards policy are explored and presented through a range of situations spanning political situations and economic conditions of the country and the educational purposes of the policy.

In their education delivery strategy for their Philippines program for 2013-2023, the Australian Embassy in the Philippines reported that the country's basic education performance is low and that there are pressing issues related to the quality and access to education. In 2014, only 71% of the age cohort completed primary education, and the completion rates between the poorest and the highest income showed a significant gap that needs to be addressed (Australian Embassy Manila, 2014). This is supported by the claims some policymakers make in reference to the research conducted prior to the development of the professional standards policy. Participant D shared that they found out that "*one of*

the main reasons why students are not achieving quality learning outcomes in the Philippines is because the teacher needed to be improved". She added that one of the things that jumped out was developing standards for teachers. A similar view on this is shared by Participant E. She shared that the goal of her organisation is to *"facilitate a lot of things for DepEd to achieve both effectiveness and efficiency in the school system of the Philippine basic education"*, which eventually led to the birth of the professional standards policy because *"teachers are one of the most important factors, if not the most important factor, that affects the quality of learning"*. From here, it can be deduced that there is recognition and acceptance that the country is experiencing deteriorating student learning, in large part attributed to the poor performance of teachers. This implies improving teachers and their performance can contribute to solving educational problems of the country. The challenges on both the quality of learners and teachers is one of the pressing issues in the country, and the solutions policymakers advance is reform focused on the teachers through the professional standards.

Some policymakers also pointed to the established partnership between the governments of the Philippines and Australia as one of the reasons why the professional standards policy was developed. When asked who instigated the discussion about professional standards, Participant A, a local policymaker, shared:

> *The DepEd officials said, "Was the NCBTS still responsive to the demands of the K to 12 teachers?" So, they had it reviewed. Here is where the partnership between the Philippines and Australia came in through BEST [Basic Education Sector Transformation Program].*

The statement above relates to how *"the Department of Education (DepEd), a partner of long-standing, has sought Australia's continued assistance to improve education outcomes"* (Basic Education Sector Transformation Program, 2012, p. 10). Participant D confirmed that, with the support of the Australian government, "*the work on the teacher standards was approved by the joint advisory board chaired by the Former Secretary of Education, Br. Armin Luistro"*. At the core of this discussion is the involvement of the SiMERR National Research Centre at the University of New England (Australia), which was selected *"through another research funding facility but, eventually, got tucked in BEST during the sign-off of the program"* (Participant D). These events eventually led to the significant role that SiMERR

would then play as the expert in the development of the professional standards policy, aside from officials from the Philippine Normal University (Participant E). The scenarios depict that the dependency of the Philippines on developed, industrialised nations possessing wealth, technological innovation, and well-established educational and research institutions, in this case, Australia, appears to be a potent justification for why the discussion on professional standards was instigated. From here, it can also be concluded that the dependency and partnership between the Philippines and Australia paved the way for innovation in teacher policy and, consequently, the professional standards policy.

A number of key policymakers also cited the establishment of the K to 12 reform as a reason for the development of the professional standards policy. Participant F mentioned that *"one of the key factors that prompted the development of the professional standards policy was the signing into law of the Republic Act 10533 or the K to 12 Reform"*. Participant D also shared this and added that one of the research projects' recommendations is that *"there needed to be some updates in terms of the standards for teachers so it will be aligned to K to 12".* All these changes happened during the Aquino administration (state years here), which has been referred to as a "reformist administration"(Australian Embassy Manila, 2014, p. 1). From here, the introduction of a new policy initiative in education, the professional standards policy, may have also been instrumental in helping the new government gain political legitimacy. This analysis recognises that the professional standards policy is part of the broader reform and major overhaul of the education system at a time of profound political change, in which external reference to a new educational policy might have been expedient for the purposes of legitimacy.

The identified motivations reveal underlying educational crises, which include deterioration in student learning outcomes and dissatisfaction with the teachers' performance, with all forces stemming from issues and conditions within the Philippines. A discrete, yet pivotal drive for the introduction of professional standards is a political motivation to gain legitimacy through a major overhaul of the education sector. What is evident in all these aspects is the tendency to import global ideas and resource international consultants to solve local issues.

There are also motivational forces that might be considered to fall outside 'geographically' of the Philippines. Two of these forces are explored: a less coercive but nonetheless insidious force of dominant global ideas and international frameworks, and a more enforced one that makes policy reform a condition of official development assistance.

An aspect introduced in the professional standards policy is the use of international frameworks and global best practices to inform its direction and focus. Contrary to the NCBTS policy which "documented successful practices and programmes of schools, divisions, regions, and educational reform projects in different parts of the country" (Department of Education, 2006, p. 7), the professional standards policy boasts that it is anchored on global ideas and frameworks that claim to prepare the teachers to demonstrate international best teaching practices (Department of Education, 2017). As mentioned in the previous analysis of how professionalism at the international level is conceptualised as a reform agenda and a contributing factor to regionalisation and globalisation, the dominance of global ideas and international frameworks might also have been a potent reason for the introduction of the professional standards policy in the Philippines.

The last motivation characterises a more coercive form—the development of the professional standards policy under official development assistance conditions. Participant D, an international policymaker, revealed the stark increase in official development assistance when the K to 12 reform was developed.

> *That [the K to 12 reform] was 30 million in a year for education alone. Before, the whole budget of AusAid, before that sort of big investment, was just around 60 million for all, which meant that education was just around 10 million only. There was a sharp increase of three times during that time.*

The government of Australia has been supporting the Philippines for decades in its quest to improve education (Basic Education Sector Transformation Program, 2012), but by supporting the K to 12 reform its impact has even become more monumental in a time of critical change in Philippine education. This aspect puts forward the issues associated with the motivation behind the development of the professional standards policy, raising the

prospect that the institution and the whole K to 12 reform possibly serve a political and economic function more than an educational one.

Indeed, the strong presence of the Australian government's technical expertise and financial resources in local policymaking cannot be overemphasised and should not be overlooked; consequently, the national policymakers' susceptibility to the donor country's influence then becomes a worthy case of investigation. The dominance of both the donor organisation and the international paradigm they advance may connote a less irresistible condition on the part of national policymakers and local government. This suggests that in the Philippines, the establishment of professional standards is driven less by adherence to international frameworks and more by alignment with the goals and interests of international organisation providing aid.

B.2. What does the working relationship look like? The dynamics of conflict and cooperation between the donor government and recipient

This theme refers to the complex relationship between Australia's DFAT, the organisation that facilitates official development assistance to education in the Philippines, and the DepEd, the main government body that receives and manages this aid. The section presents how these two organisations navigate the dynamics of conflict and cooperation under the presence of various political and socio-cultural factors.

The cultural and socio-political factors surrounding the development of the professional standards policy made the change process a complex one, with delays and pivots, support and resistance. On the one hand, the facilitating factors include the continuing and established support of the Australian government for Philippine education and the support and authority of Philippine government champions for the professional standards policy. On the other hand, there are resisting cultural and socio-political factors, such as the conflict between the authors of the previous policy, some government officials' antagonism towards working with international consultants, communication failure with other government offices involved, and delays due to the competing priorities of DepEd.

The professional standards policy was not only supported 'externally' by the government of Australia, but it had also been advanced by key figures in DepEd. Participant A, a local policymaker. affirmed the support of the Regional Directors, some of the key personalities in the department.

> *To ask, for example, the Regional Directors to come together to Manila for a meeting so we can coordinate the validation of standards- that was challenging. Everything was manageable because there are a lot who championed the professional standards policy.*

Participant A revealed how the Regional Directors' support was critical during the development phase and how they were able to facilitate passing through the consultation phase. Most importantly, it was the push from Br. Armin and the Executive Committee that provided a massive contribution during the development phase, as emphasised by Participant F. She revealed that the introduction of the professional standards policy aligned very much with the administration's vision because *"they saw the different changes that had to be done in the NCBTS*". The Executive Committee also advanced the professional standards policy, completing the support of the highest officials in from DepEd.

However, resistance to the development surfaced among other members of the DepEd, as pointed out by Participant D, a policymaker from an international organisation. She mentioned that there was an acknowledgment that the NCBTS had to be reviewed, but *"there was also a struggle internally because a lot of people in DepEd are part of the CHED [Commission on Higher Education] Technical Working Group Committee who developed the old standards"*. She recalled that because of this, there was a "*cut in the change process"* because it was difficult to change the policy when the principal authors were still within the network. She concluded that it was a challenge to *"manage the relationship with those who actually drafted the old standards and getting their support for the new ones without the feeling that, "Oh, they want to replace it."* Participant B, an international policymaker, experienced the same and presumed how this was specific to the Filipino culture.

> *I think it was their sense of ownership of those old standards. Even when they knew that they were not perfect, they were hesitant to let it go. I think that this is more than just about personalities. I think it has to do with the way that things work culturally, particularly in politics in the Philippines.*

Coming from a perspective of an international consultant, Participant B related how ownership of the previous policy being a hindrance to the introduction of the new policy is part of the cultural and political dimensions of policymaking that might be specific only in the Philippines. These scenarios imply how working with authors of the previous policy becomes a resisting factor in policy development and how personal and group interests could be a hindrance in the change process.

There was also a claim that some local education leaders deliberately portrayed a negative attitude towards working with international consultants. Participant B lamented this unfavourable experience, pointing out how some local education leaders refused to cooperate with them in developing the professional standards policy. He recalled an instance where a local education leader refused to work with him, saying, *"How can I? How can I work with people like that- White people coming here to take all credit for everything?"* Relating this to the previous finding of personal and group interests that cut the change process, it can also be inferred that the sense of ownership among education officials creates friction that pits locals against other local policymakers, but also local policymakers against international policy actors. These scenarios appear to expose political and cultural conditions of policymaking in the Philippines. For one, the authors' ownership of policies could possibly mean taking pride in them being used in the system, even if there is proof that the policies need to be updated. Moreover, there are instances where international policy actors are not welcomed, with the belief that they not only replace existing policies but also take credit for the new ones.

Participant D, an international policymaker, also cited how it was challenging to navigate the competing priorities of DepEd officials at a time of massive educational change.

> *It is situated within a bigger reform, there were a lot of things that Philippine government needed to do, the DepEd and CHED [Commission on Higher Education] … it [professional standards policy policy] was not the only specific policy reform that DepEd was working on.*

The development of the professional standards policy was a critical time for the organisations working in public education, as claimed by Participant D. While working on major system reform, the national government leaders also juggled competing priorities and

reforms in other public education sectors. With equally significant changes happening simultaneously, the policymakers had to give precedence to critical tasks, resulting in some policy objectives not being realised. Participant D mentioned that they had to give up working with the Professional Regulations Commission (PRC), the agency responsible for developing the licensure test for teachers, due to changes in the agency's administration and failure to follow timelines. She mentioned that it was a dead-end; although they were willing to share data, the meetings were just diplomatic. Since the meetings did not go anywhere, they dropped having the PRC during the development phase, giving up the additional objective of adjusting the licensure test. Participant B, an international policymaker, narrated their continuous struggle to ensure that the DepEd and CHED were both in consonance with the development of the professional standards policy.

> *I would make sure that CHED and DepEd were aligned and talking. Sometimes, they don't—no fault of theirs. Sometimes, it is the sheer volume of work or, sometimes, the way they are organised. That is coordination failure, as we call it in economics, which is no fault of anyone, but it is just systemically like that. I think that was another challenge.*

From the transcript above, it can be inferred that not only was PRC the only organisation that failed to fully participate in the development phase, but there were also challenges with CHED, the organisation that takes full charge of matters related to teacher education. It also seems that with these challenges, the policymakers advancing the professional standards policy had to deviate from their original plans and, instead, strategically work on what is within their control to complete the policy.

B.3. What does the policy embody? The corporate ethos of efficiency, effectiveness and accountability

This theme refers to how the professional standards policy underpins corporate principles such as accountability, efficiency, and effectiveness. It covers the active importation of corporate practices led by some policymakers from the corporate field, signifying a preference for a range of concepts from the business sector applied to the governance of education. At the core of this are the accountability mechanisms and the various technologies employed for quality assurance of teachers and their practices.

Participant D shared a paradigm that they actively imported, a framework that she learned from big multinational corporations in and outside the Philippines. Used to gauge the development of employees, this paradigm promotes the utilisation of *"functional and behavioural competencies",* where such competencies are embedded in the Human Resource (HR) systems. She added that the employees are then evaluated based on these competencies, recalling that *"in multinational corporations, they are called competencies, but in DepEd, the lingo is standards*". From here, it can be deduced that a notable influence of the professional standards policy is the entrepreneurial business model with a standards-driven and outcomes-defined paradigm at its core. There was an active and purposeful importation of this corporate paradigm, implying the interest of the policymakers to govern education as a public service guided by an outcome-oriented and audit-based system.

Participant D recalled the first question when she came to DepEd, *"Where are the standards"?* She then affirmed that her vision is for teachers' work to be enclosed in the standards, *"making it easy for them to manifest and internalise*". These thoughts influenced the ideation and development of the professional standards policy, which now directs other aspects of HR, such as embedding it performance management and hiring. With conviction, she remarked, "*that should be the secret— many companies are failing in terms of launching competencies because they fail to integrate it in the HR systems".* There seems to be an apparent belief that these corporate practices would eventually be successful in public education. The influences of this corporate model have been made more explicit through policy guidelines that may be interpreted to characterise efficiency, effectiveness and accountability features. The following sections detail how these features underpin the professional standards policy.

As explained in the first part of the analysis, a major shift in the professional standards policy is the focus on the quality of teachers themselves- a move that significantly differed from the NCBTS policy's core which was the quality of teaching practices. These demonstrate that the earlier NCBTS policy was a guide for effective, quality teaching in the Philippines, while professional standards policy is a framework for effective, quality teachers. Indeed, there was a shift from a collectivist to an individual view in terms of how improved teaching practices may be advanced.

In relation to this, the transcript below emphasises how the teachers are expected to attain the standards set for them:

> *They've got to be able to teach, they've got to be able to communicate, they've got to be able to work with other people. I think that the notion of a quality teacher is really important.*

This statement from Participant B, an international policymaker, affirms the different facets of teaching that are expected from teachers, highlighting how the notion of a quality teacher that is set and standardised is critical to raising the standards of performance of teachers. This appears have underpinned the value of efficiency and effectiveness wherein improvement in teaching practices is viewed more as the responsibility of teachers, rather than the state. At the core of efficiency is the government's efforts to pronounce collective expectations through the standards and then provide flexibility to the teachers on how to achieve these given their circumstances, efforts and resources. The professional standards policy strategically embeds a design where its policy objectives will be achieved with a low level of resources. The importation of corporate practices may have influenced this design, which is characterised by corporate managerialism that prioritises outputs and performance more than the processes involved.

At the core of this theme is the development of performance standards that make explicit what teachers should be able to do, know, and achieve, creating a rigorous accountability system in the education sector. Participant B explained why standards is critical:

> *You have to start with teacher standards. You can call them what you want, including teacher competencies, teacher standards—but it is what we expect the teachers to know, what we expect them to be able to do.*

The message implies the need to have defined targets that will guide the teachers on how to execute their professional practice, conduct their professional self, and map their professional growth. Participant C, a local policymaker, affirmed this, saying that these set standards become the basis of how *"teachers are measured and evaluated",* advancing their instrumental value in performance management and evaluation. He cannot put it more directly when he said that their objective "*was focused on crafting the standards with the aim of providing uniform measure, quality measures for the teachers, so they become quality*

teachers". However, what is not said is equally important. With the influence of a corporate model, these statements advance a paradigm whose core is an accountability mechanism expressed through quantifiable objectives and performance indicators. The professional standards' objectives are not in question; it is how these are used as a controlling mechanism that this discussion focuses on. Influenced by 'accounting' in business, which typically means something to be measured, the policy advocates the same principle by 'measuring' the output in skills needed by the teachers.

C. The obscured reality

The varying conceptualisations of teacher professionalism at the international, national, and local levels reveal a set of paradoxes about the nature of the teaching practices and teaching profession in the Philippines. On the one hand, teacher professionalism becomes a part of a broader dialogue on regionalisation and globalisation, characterising an education reform that can improve teacher quality and enhance the status of the teaching profession. On the other hand, efforts to enhance teacher professionalism resulted in compliance with externally mandated expectations, intensifying accountability, and monitoring teacher outcomes based on set performance standards. These conceptions reflect the various groups' differing contextual conditions and political interests in advancing teacher professionalism through the professional standards policy.

This section also explores broader economic, political and social influences which inform the policymaking processes and content of the professional standards policy, which in turn, affect teacher professionalism in the Philippines. The core of this section is how professional standards policy is influenced by political, economic and educational motivations for the development of the policy, the complex relationship between Australia's DFAT and DepEd under the conditions of official development assistance, and the active importation of corporate paradigm. The professional standards policy becomes a vessel for the entanglement of these economic, political and social forces and, therefore, becomes instrumental in shaping teacher professionalism in the Philippines.

CHAPTER 6. THE MOMENT OF THE POLITICS OF EDUCATION

Drawing from the previous chapter on the conceptualisation of teacher professionalism at the international, national and local levels, as well as the broader economic, political and cultural factors that influence the professional standards policy, this chapter continues to break open the education ensemble by examining the underlying political-economic structures and embedded cultural/civilisational/national structures and discourses, with individuals and institutions occupying varying positions in these social structures in relation to the conditions at play (Dale & Robertson, 2015). This is achieved by employing the Strategic-Relational Approach (SRA) in examining structure and agency and how they interrelate (Jessop, 2005). Abductive reasoning is utilised to re-describe the theory and literature to produce the most plausible explanation of the mechanisms that caused the phenomenon observed at the empirical level (Danermark et al., 2019).

In this chapter, the research question *In what ways have international, national, and local conceptions of teacher professionalism influenced the ideation, development, and enactment of the Philippine Professional Standards for Teachers policy?* is addressed. This chapter presents the manifestations of economic, political and cultural globalisation and identifies the strategic responses of the policymakers, and school heads and teachers. Through the use of SRA, the most plausible mechanism of these globalisation processes is determined by treating structures as strategically-selective and agency as structurally-constrained (Jessop, 2005). In this approach, structures are treated as strategically-selective, which means that a given structure may privilege some actors, some identities, some strategies, some spatial and temporal horizons, and some actions over others. Likewise, the agency is treated as structurally-constrained, which means that actors take into account the differential privileging through strategic-context analysis when undertaking a course of action (Jessop, 2005).

A. Influences of economic globalisation

Drawing from the findings presented in the moment of educational practice and moment of education politics, this section theorises the manifestations of economic globalisation and

the strategic responses of policymakers, school heads, and teachers. Table 7 summarises how economic globalisation is evident in the professional standards policy, and how it is perpetuated and resisted through the agency of policymakers and teachers.

Table 7

Influences of economic globalisation

Influences of economic globalisation	***Strategic responses of international and national policymakers***	***Strategic responses of school head and teachers***
Economic competitiveness	International and national policymakers integrated the principles of *human capital* and *lifelong learning* into the professional standards policy.	Teachers have become *self-responsibilising individuals*-professionals who continuously improve their craft for labour productivity.
Corporatisation of education	International and national policymakers actively and purposefully imported *corporate practices (efficiency, effectiveness and accountability)* into the professional standards policy.	Teachers have imbibed *performativity*, the act of reorganising one's professional self in order to best promote ways of demonstrating success characterised by the standards.

A.1. Economic competitiveness

Drawing from the previous chapter's claim on the influences of the principles of human capital development and lifelong learning, this section elevates the discussion to identifying economic competitiveness as a broader economic force and an institutional structure to which the policymakers respond to in the course of the ideation and development of the professional standards policy. The discussion is extended to how this globalisation process generates various mechanisms that drive teachers to continuously improve their craft for labour productivity.

As identified in the moment of educational practice, one of the major changes that the professional standards policy introduced is the renewed goal of enhancing teachers' competencies. This implies the government's renewed interest in investing in teachers

because “quality learning is contingent upon quality teaching” (Department of Education, 2017, p. 3). Some policymakers advocate this change, promoting a positive orientation on turning the lens to the teachers and how their professional lives should reflect excellent professional practice and continuous development.

> *If you start young as a teacher, like in your 20s or in 30s, and then you followed the path until you retire, that is a lot of years in front of you, which you should spend substantially and productively (Policy actor, Participant E).*

Participant E, an international policymaker, talked about the career stages and the policymakers’ aspirations that it would inspire teachers to not get stuck at a particular level. Implicitly, she also referred to teachers’ required investment in themselves and the expectation that they would manifest achievement of the standards and, consequently, climb up the career ladder in the course of their professional lives. Participant F, a local policymaker, provided a different but related angle in the goals of introducing the career stages. She shared that the career stages were also *“designed to ensure that quality teachers would remain in the classroom”.* She revealed that it is a *“retention strategy”,* implying the reason why the career track of teachers has been prolonged. It can be deduced from the statements above how the policymakers purposely and actively designed career stages with the expectations that it would raise the standards of teachers’ performance and that the journey inherent in moving from one stage to the next level would inspire teachers to improve continuously.

The arguments presented hint at the government’s investment in the teachers’ skills, knowledge and abilities, which may be interpreted to signal the formation of human capital. This principle may have been deliberately integrated into the professional standards policy by the policymakers. For one, the set standards in the professional standards policy deviate from the identified best practices in the country advanced in the NCBTS policy, suggesting how policymakers intend to hold the teachers to high, rigorous standards that purport to improve the quality of teachers. In addition, the introduction of career stages regards skilled, trained and highly competent teachers as necessary for the workforce to cope with the demands of local events, such as the establishment of the K to 12 reform, as well as broader occurrences, such as globalisation and ASEAN integration. Another element that

may be attributed to human capital development is the notion that teachers might benefit from prolonged career progression and, in principle, will be in a better position to contribute not just to the goals of education but to the country as well. These scenarios may also indicate that efforts to improve the quality of teachers is predicated upon the supposed return on investment from the teachers.

Understood as a stock of educated and skilled individuals, human capital theory advances that education contributes to economic growth and proposes that the workforce needs higher levels of education and training to cope with the demands of the highly technological and knowledge-intensive modern world (Sahlberg, 2006) (see Chapter 2.D). This principle emphasises education and training as 'investments' which will yield returns in due course through employment, productivity and economic growth (Gillies, 2011). The human capital theory lays considerable emphasis on individuals as a key prospect by which citizens gain material advantage and by which the country as a whole progress. In other words, the higher education and intensive training individuals have, the better their returns will be in financial rewards and employment status, and, consequently, the more they will be a productive component of an economy that thrives and flourishes (Gillies, 2011). From here, it can be concluded that, through the lens of human capital theory, education is seen as an indispensable and instrumental tool for economic development, and teachers are economic tools to be capitalised on.

A different but connected principle that the policymakers purposefully integrate into the professional standards policy is lifelong learning. The professional standards policy makes it explicit that it is "anchored on the principles of lifelong learning, the set of professional standards policy recognizes the significance of a standards framework that articulates developmental progression as teachers develop, refine their practice and response to the complexities of educational reforms" (Department of Education, 2017, p. 7). At the core of this principle is the career stages that "represent a continuum of development within the profession by providing a basis for attracting, preparing, developing and supporting teachers" (Department of Education, 2017, p. 7). Participant F, a local policymaker, branded career stages as *"teachers promoting themselves in a self-paced way",* arguing that this approach will help teachers to improve their professional standing compared to earlier

times when many teachers stayed in a Teacher I position for several years. In this way, career stages can also be defined as a mechanism to encourage teachers to embrace the practice of improvement for reasons related to refining their craft and for promotion and reward.

Lifelong learning is a concept that promotes the value of education beyond the boundaries of formal schooling and tertiary institutions (Ng, 2013) (see Chapter 2.D). It implies that learning should happen at all life stages and in all life contexts. While it has been a broad principle signalling a renewed interest in learning that encompasses time and context, it appears that it is narrowly conceived. With rigid accountability in place, the idea of lifelong learning in the professional standards policy seems to be linked to teachers continuously progressing, hitting one set of targets after another. While there has been a general shift to the notion of learning that becomes blurred between formal schooling and actual life experiences (Green, 2002), lifelong learning, as depicted in the professional standards policy, is commonly perceived as training, professional studies and other ways to advance professional growth. Lastly, lifelong learning has also been contextualised to be subsumed in a greater accountability mechanism, implying an auditable form of learning that is driven by set standards more than what the professionals perceived needs.

The inclusion of the principles of human capital theory and lifelong learning in the professional standards policy is an indication of economic globalisation that characterises economic competitiveness. Henry et al. (1997) contends that economic competitiveness emphasises the advancement of citizens acquiring knowledge and skills needed for civic success. As a result of globalisation, successful economies compete on the basis of high value guaranteed by skilled, trained and competent citizens. Economic competitiveness is treated in this study as strategic selection that provides restrictions on the policymakers' actions, so it can also be inferred that with this institutional structure, policymakers prioritise perpetuating the forces associated with economic competitiveness. The arguments presented above explain the normative intent of career stages, with policymakers justifying its introduction along with the standards. Economic competitiveness was part of the institutional structure during the professional standards policy ideation and

creation, and this allowed policymakers to perpetuate the integration of the principles of human capital development and lifelong learning.

When teachers shared their views on the expectations for them to continually learn and improve in the course of their professional lives, there was a mix of views and perceptions. Participant N was overly optimistic about it, saying that career growth is her "*personal satisfaction",* mentioning that some factors that pushed her to pursue professional studies are higher pay and pressure from colleagues. In contrast, Participant Q, from another school, raised the difficulty of providing personal financial resources for different training and further studies, concluding that career progress will be difficult for some with unstable financial resources.

Participant S, a more senior teacher, recounted how, after so many years, she realised that she needed to enrol in postgraduate study,

> *Here the teachers are being ranked because there is a domain on professional growth as teachers. The truth is, only now that I get old did I to enrol for further studies so I can cope.*

From the transcript excerpt above, the school heads and teachers seem not to see the big picture of the pressure for continuous improvement. Instead, what these practices seem to affect are the individual goals of teachers, revealing that the teachers' primary motivations for continuous professional growth include promotion, recognition and status. Consequently, the scenario might have created a system that rewards effort and intelligence, and those who work harder and have superior skills than others. These situations can be linked to the concept of self-responsibilising individuals (see Chapter 2.D), an idea that advocates ceaseless training and upskilling, enhancement of credentials, because "life is to become a continuous economic capitalisation of self" (Rose, 1999, p. 161), which shapes professionals who will continually improve their craft so they can contribute to labour productivity. Through human capital development and lifelong learning, the value of social efficiency in the professional standards policy is advanced. With this value, the education system places high value on developing workers who are able to contribute to economic productivity (Lingard & Rizvi, 2010). This also shifts the focus of public education and teacher development to create a system capable of guaranteeing a

return on investment assessed in terms of workforce contribution and productivity (Lingard & Rizvi, 2010). What can be inferred is that teachers have become professionals who continuously improve their craft for labour productivity.

A.2. Corporatisation of education

This theme underscores corporate managerialism as another manifestation of economic globalisation that frames the actions of policymakers, and school heads and teachers. This institutional structure influences policymakers' active importation of a standards-based and outcome-defined paradigm into the professional standards policy, implying the standardisation of teachers' work as a commonly preferred solution to improving the quality of teachers. As an effect, teachers have embodied the principles of performativity—advancing the act of re-organising one's professional self in order to best promote ways of demonstrating success characterised by the standards.

Participant F, a local policymaker, was straight forward and clear when she talked about the required competencies of teachers.

> *So, when you asked to define who is the Filipino teacher—this teacher should be manifesting the competencies that were designed in the Philippine Professional standards policy.*

Participant F appeared to be critical on the end product of the professional standards policy—Filipino teachers who possess the competencies stipulated in the policy. The statement implies an output-oriented, outcomes-based paradigm orientation to the management and assessment of teachers. Participant A, also a local policymaker, might have hinted at how teachers could manage and navigate their complex tasks to achieve the set standards, *"If the teachers can show, if they can demonstrate, they have evidence of achieving the standards, they are quality teachers".* From this statement, one can deduce a proposition associated with introducing the professional standards policy—assess the teachers based on output and outcomes. There seems to be an inherent objective in the statements of policymakers: elevating instructional supervisors to be managers overseeing their human resources to be effective and efficient at meeting the organisations' goals.

With the arguments above supporting the earlier findings that the professional standards policy characterises corporate practices, such as efficiency, effectiveness and accountability, this study theorises that corporatisation of education as an institutional structure restrains policy actors and school heads and teachers into prioritising some actions over others.

As a form of economic globalisation, corporatisation of education is a restructuring system aimed at achieving greater efficiency and effectiveness in the government, characterised by rational, output-oriented and management-led approaches. This characterises corporate managerialism which centres on setting policy goals by the government with the responsibility of achieving such goals located at the school level (Henry et al., 1997). This approach is also about "doing more with less (efficiency), "focusing on outcomes and results" (effectiveness) and "managing change better" (Henry et al., 1997, p. 81). The corporate ethos present in the professional standards policy seems to mirror this approach and, therefore, this study argues that corporatisation of education influences the agency of policy actors. As presented above, the policymakers purposefully advanced a set of standards, a mechanism that can be used to manage teachers and measure results and outcomes from a distance.

Some teachers shared how this moulded them as professionals:

> *It seems like we are always running one task after another. We are always anxious, "Did I achieve the target? What if I would not be able to achieve the 4.5 evaluation that my principal gave me? What if I do not have enough MOvs [means of verification]? (Teacher, Participant Q).*

Participant Q seemed to imply the inherent pressure that she feels now that the performance indicators dictate what they do. There is an emphasis on the need to organise themselves and their actions in such a way that will help them demonstrate success. She also shared about how they are restless, chasing one target after another. Participant O, a teacher, also revealed that they are forced to 'perform'.

> *Because of professional standards policy, even if we do not want to attend training anymore, we go because it is required, based on what the school heads want.*

Participant O revealed how the standards create a culture wherein personal preference is less prioritised than collective goals to achieve targets. In other words, teachers are compelled to perform to achieve the set standards. This may signal how professionals are then subjected to performativity in executing their roles as a result of the enactment of the professional standards policy.

The establishment of the standards and the inherent pressure of efficiency, effectiveness and accountability compel teachers to 'perform' acts that may be deemed demonstration of competencies, pointing to how teachers have assimilated the notion of performativity in education. Performativity requires individuals to be transformed into new 'performative workers' (Ball, 2003). Teachers become enterprising subjects who continuously calculate themselves and pursue continual growth to strive for excellence (see Chapter 2.D). Lingard and Rizvi (2010) concluded that these approaches in public management affect professionalism and redefine professional practices and, in some ways, produce unfavourable outcomes. With the professional standards policy in place and the corporate managerialism that is lurking in the teaching sector, the teachers are compelled to perform acts that will help them best promote ways to demonstrate success, as stated in the standards. In this way, 'professionalism' in teaching has also been re-defined to connote a high-level of knowledge and skills that would mean compliance to agency directives, more than the needs of the students.

B. Influences of political globalisation

Drawing from the findings presented in the moment of educational practice and moment of education politics, this section discusses the manifestations of political globalisation and the strategic responses of the policymakers and school heads and teachers. Table 8 summarises how political globalisation is evident in the professional standards policy and how it is perpetuated and resisted through the agency of policymakers and teachers.

Table 8

Influences of political globalisation

	Strategic responses of international and national policymakers	***Strategic responses of school head and teachers***
Policy convergence	International and national policymakers *actively borrowed policy*, as well as *deliberately integrated policies lent* during the ideation and development of the professional standards policy.	Teachers have become *state professionals,* whereby they become workers who have become vehicles to implement government policies.
Geopolitical Positioning of the Philippines	International and national policymakers navigated tensions between *solidarity and control of Australia's DFAT in advancing their political interests.*	Teachers have expressed *sense of disengagement* over donor-assisted and externally-reduced reform projects, resulting in blind compliance to the policy.

B.1. Policy convergence

This theme explores how policy convergence is a central force that frames the content and policymaking procedure of the professional standards policy. Because of the broader force of policy convergence, a multi-faceted process of policy borrowing and lending is observed in the ideation and development of the professional standards policy. Drawing from the political, economic and educational motivations identified in the previous chapter, this section maps these out to demonstrate how the international and national policymakers responded to the pressure of policy convergence. The section presents the ambiguous set of political motivations plotted along a continuum of active policy borrowing of the Philippine government. This complex scenario has likely moulded teachers as state professionals who serve as vehicles to implement government policies.

In the previous chapter, a number of political, economic, and educational motivations that gave rise to the professional standards policy were identified. These include (1) an acceptance that the country is experiencing deteriorating student performance and poor quality of teachers, (2) the dependency of the Philippine government on developed countries in initiating education reforms, (3) the need to gain political legitimacy at a time of change in the government by bringing in a new policy initiative, (4) the domination of global

ideas and international frameworks, and the (5) pressure and conditions associated with being an official development assistance recipient.

A closer examination of these motivations reveals of active policy borrowing. The Philippine government sought to adopt policies promoted by international organisations and developed by more advanced countries. This process highlights how the country integrated global ideas and frameworks into its own policy development. The ideation and development of the professional standards policy were likely influenced by both internal and external factors, with active policy borrowing playing a central role in aligning the policy with international standards.

On this continuum, there seems to be an orientation and paradigm relevant to the ideation and development of the professional standards policy, referencing ideas from international frameworks and standards and the massive influence of international organisations, specifically Australia's DFAT and SiMERR National Research Centre. What this implies is that the national policymakers seem obliged to recraft education policies in relation to what they interpret as the emerging imperatives in the global field, with international organisations at the core of this process. This situation hints at a construct that signals how international non-governmental organisations influence national educational policy in a movement towards policy convergence (Rutkowski, 2007). Several education scholars (Ball, 1998; Portnoi, 2016) also referred to this as the process by which policy reforms developed at the international level work to homogenise education policies and practices. According to Lingard and Ozga (2006), this policy convergence advances a set of principles and paradigms that comprise contemporary education policy in different parts of the world, which international organisations and multilateral organisations then use to reshape education processes in different countries. What this can possibly reveal is that, in the case of the Philippines, convergence in education policies is not primarily based on the agreement over best practices, but more on the role of international organisations that provide aid.

The story on the ground presents a different picture of how teachers navigate this phenomenon. Drawing from the earlier claim that the professional standards policy characterises professionalism that is imposed from above, the following transcripts reveal what teachers feel about the introduction of the policy. Participant O claims that the

objective of the professional standards policy benefits the teachers because he can capitalise on his contributions outside teaching, such as completed modules and actions, which he can include in his portfolio to demonstrate his competence. Participant P, a school head, underscores the limitless possibilities for teachers with the professional standards policy, advancing how the responsibility to move up now relies on the teachers and their efforts to create additional projects, programmes and innovations.

What these claims advance is a seemingly greater responsibility on the teachers and flexibility in attaining professional standards. Under the guise of professionalism, the teachers might have become state professionals who serve as vehicles to implement government policy. Under these conditions, government control is apparent through mechanisms such as accountability measures and increased productivity. This also reflects what Darling-Hammond (1990) explained as a bureaucratic approach to teaching where schools are agents under hierarchical decision-making and controls. Furthermore, this approach is characterised by policymaking made at the top of the system and handed down to schools and teachers, wherein they become responsible and accountable for achieving the set targets. Indeed, the government has taken full control of the form and substance of teachers, implying state-orientedness in the conduct of professional practice, rather than client-orientedness.

B.2. Geopolitical positioning of the Philippines

This theme presents geopolitical positioning a as a political globalisation force that was instrumental in facilitating and restricting the agency of policy actors during the ideation and development phase of the professional standards policy. This theme centres on how the geopolitical positioning of the Philippines as a recipient of official development assistance from Australia has influenced the policy development process, reinforcing discourses on the centre-peripheral discussion on globalisation processes. Drawing on the earlier findings on the complex relationship between the DepEd and Australia's DFAT, as well as the representatives of these organisations during the professional standards policy development phase, this section explores how policymakers navigate solidarity and control by the donor government in integrating global and local interests in the professional standards policy. With this, a culture of audit has developed among teachers in school,

which appears to be the effects of the Philippine local education leaders being susceptible to the structure and objectives that the official development assistance has instituted.

In the previous chapter, it has been established that there was a complex relationship between Australia's DFAT and DepEd that is characterised by both conflict and cooperation made complicated by sociocultural factors associated with policymaking. Participant B, an international policymaker, revealed his lessons learnt in this experience.

> *I've learned what not to do and how to do that. I have learned that when people are difficult, the only way that you can deal with them is by listening to them, and somehow, trying to work around whatever it was. That means I have to call people Your Excellency in some countries*

Participant B revealed that what facilitated the completion of the professional standards policy was listening and giving in to the demands of the policymakers within DepEd. This included giving the DepEd the upper hand regarding the direction of the program and complying with the working arrangements that they demanded. Participant E, also an international policymaker, seconded this, emphasising that "*whatever you are doing, you really align with what the government wants"*. She also shared that the basic principle in the education programmes of Australia's DFAT— design and implement—which means that they designed it and then implemented it allowing for some space of flexibility with whatever government decided should be its direction. She concluded that it is like *"a ruling thing"* and approaching this otherwise would create friction with the government. The statements reveal how policymakers from international organisations supporting DepEd recognise that key personalities from the government remain the source of authority in local policymaking and that adherence to their vision will help them navigate the social and cultural factors hindering the policy change. This may be influenced by DFAT's vision during the policymaking process to provide an overall strategy development to "support policy dialogue and reform, evidence-based decision making, and effective partnerships" (p. 2) as key to their efforts to promote reform (Australia Department of Foreign Affairs and Trade, 2015). However, what might be specific to the case of the Philippines is the entanglement of both solidarity and dominance of Australia's DFAT in terms of their support to the Philippine government.

On the one hand, some statements below reflect solidarity and genuine cooperation from consultants from Australia's DFAT, which focuses on achieving improved learning outcomes and effective governance. Participant E, an international policymaker, highlighted how Australia's DFAT has always been committed to helping the DepEd in its quest for quality education.

> *Definitely, we wanted to help. DepEd, especially, being a big bureaucracy, has a lot of limitations. We wanted to facilitate a lot of things for DepEd to achieve both effectiveness and efficiency in the school system of the Philippine basic education.*

Participant E underscored the support to the government for it to achieve its goals for public education that concerns quality of and access to education. Participant D, a policymaker from the same organisation as Participant E, highlighted their commitment to ensuring that learning is achieved, claiming that "*improving learning outcomes—that is the ultimate goal*". From these statements, it can be concluded that policymakers from this international organisation dedicate their efforts to helping the government achieve efficiency and effectiveness in ensuring that student learning is achieved. Participant B, a representative from another international organisation, emphasised this, saying that this is what development work is about "*developing the capacity in government, and people are supported, not led*".

On the other hand, there seems to be dominance in how some local and international consultants imply superiority in their idea and certainty that their proposal would work in the Philippines.

> *In his [an international consultant] head, and I think that he is the guru of all these things, the standards is the main event.*

Participant B, an international policymaker, implied how the idea that they advance, the professional standards policy, will be key in the education reform, highlighting how these ideas that international consultants carry might be a potent solution to the key issues revolving in Philippine education. Also, Participant B critiqued the manner in which DepEd policies are developed, stressing the organisation's tendency to overlook the implementation part of policymaking. He concluded that "*anytime anybody came up with a*

new set of standards, they would have to think about how to implement this". These statements seem to advance the view of international consultants on how current practices of DepEd fail, and that the ideas that they themselves advance will be more effective. From here, it can be deduced the perceived superiority of international consultants' beliefs and how international ideas and frameworks different from the Philippines can possibly solve the local issues in education.

The influence of Australia's DFAT in the professional standards policy and the major restructuring of the basic education system has already been established in previous sections. An international consultant, Participant D, claimed that the fulfilment of these national policies has allowed Australia's DFAT to focus its attention and resources on other areas of the education sector that align with its priorities:

> *Another direction is that they are now looking into focusing on skills development. In the past, there were really programmes focused on skills development because Australia is heavy on that—technical vocation, TAFE [Technical and Further Education], etc. now, they are back to skills development because the big reform [K to 12] has been completed.*

Participant D highlighted how, after supporting a major reform, Australia's DFAT has been pushing for a decade-old agenda, skills development and technical vocation. This implies how the support for the professional standards policy also equates the strategic move for the professional standards policy and K to 12 to support technical vocation eventually. Participant D further added that the skills development agenda of the organisation has been strengthened with a closer integration with the private sector, concluding that *"employability is now the focus".* The statements show how Australia's DFAT has positioned itself in local policymaking in education reforms, steering education policies aligned to their political and economic interests; that is, education to employment and emphasis on technical vocation. The support of Australia's DFAT can thus be mapped—from influencing major national reforms to eventually attending to more targeted policy on education to employment. Participant B, an international policymaker, might have hinted at why this direction is important to Australia's DFAT.

> *When I came into DFAT [Department of Foreign Affairs and Trade], they were like just DFAT. We were told, almost the first presentation that we*

> *had, that our responsibility working with DFAT was to advance the trade interests of Australia. Our responsibility was not to support the Philippine government. Our main responsibility was to support trade. I mean, unbelievable—it got worse than that.*

From the transcript above, Participant B, an international policymaker, revealed that this policy trail was part of a grander plan to strengthen ties between the Philippines-Australia trade agreements. More than ensuring that the interventions in the education sector are appropriate and relevant, what Australia's DFAT prioritises is to ensure that the two countries are in a good position for international trade. He added,

> *And you ask the DFAT adviser, they would give you blah blah blah. Of course, we support the Philippine government blah blah blah, but actually if you ask them if they know the standards and how they work and why is this important, it is hardly that they may be able to talk to you.*

This statement revealed another potential agenda underlying the support of the education policy-international trade. The statement might also correspond to how the policymakers from international consultants claim that they give the government the upper hand in policymaking, implying a strategic move that not having friction with the government would mean continuous trade. Indeed, there was an entanglement of solidarity and control between the two organisations and the political interests that they advanced. The analysis also reveals a shift in educational policymaking under official development assistance conditions. For one, with the influx of international consultants, the local government becomes not only the sole authority of policy. As a result of this, a wide range of interests, both local and international, are now underpinned in education reforms. This situation also links to the rescaling of educational politics (Lingard & Rawolle, 2011), which advances the notion that some political authority and function has been allocated to international organisations resulting in the different ways that national government functions in the context of policymaking.

The entanglement of these two forces and the tension they create is encapsulated in what lies between solidarity and entanglement—the notion of paternalism. Some conditions of paternalism identified by Barnett (2015) seem to characterise the relationship between Australia's DFAT and DepEd in the context of the aid donor-recipient relationship. Firstly, there has to be a justified, necessary condition that the subject is interested in, such as

compassion, care and sympathy, which in the case of Australia's DFAT is their support for the Philippine government to achieve improved learning outcomes and sustainable economic growth. Secondly, the object of paternalism is unable to make an informed decision due to various factors such as incompetence, incapacity, irrationality, or deficit in judgment. This condition is reflected in how the Philippines, to a certain degree, rely on an international organisation's ideas and recommendations to construct a reform that they think would work, suggesting that the object of paternalism, to some extent, has the inability and confidence to craft solutions on their own. Thirdly, the subject concludes that their idea is superior to that of the object of paternalism, which is manifested in the discussion above of how the international and national consultants suggest a technical-rationalist view with a conclusion that this would work. Finally, paternalism allocates roles of superiority and inferiority based on relative competence and incompetencies, reflected in how global ideas and frameworks have been the core of the professional standards policy.

The scenario of the Philippine government as a recipient of official development assistance seems to be convoluted at the international and national levels. At the school level, the effects of policies 'imposed from above' appear to present a different set of challenges. Drawing from the earlier findings of the apparent DepEd's top-down decision-making, the abrupt introduction and implementation of the professional standards policy, and the perceived overlooked actual condition of teachers in the ideation and development of the professional standards policy, it has been argued that there is evidence pointing to how teachers become blind followers of the policy, signifying a sense of disengagement from the policy. These position teachers as enactors of the professional standards policy without fully understanding its intent and content.

C. Influences of cultural globalisation

Drawing from the findings presented in the moment of educational practice and moment of education politics, this section theorises the manifestation of cultural globalisation and the strategic responses of the policymakers, and school heads and teachers. Table 9 summarises how cultural globalisation is evident in the professional standards policy and how it is perpetuated and resisted through the agency of policymakers and teachers.

Table 9

Influences of cultural globalisation

	Strategic responses of international and national policymakers	***Strategic responses of school head and teachers***
Western hegemony	The international and national policymakers *adapt and adopt* international frameworks and global ideas.	The school heads and teachers *embrace emerging school-specific ways, arrangement and means of working.*

C.1. Western hegemony

This theme explores how the international policymakers and school heads and teachers' agency are restricted by Western hegemony, a manifestation of cultural globalisation in ideation and development of the professional standards policy. The dominance of Western hegemony in the form of international organisations and the idea that they advance is an institutional structure that policymakers, school heads and teachers needed to navigate. Drawing from the previous' sections claims on how these international frameworks and ideas are positioned and integrated in national policies, this scenario creates a coercive condition that compels countries to adhere to them.

An evident manifestation of this is the blend of different frameworks and standards from international organisations. Participant C, a local policymaker, shared:

> *We referred to the Millennium Development Goal, we referred to Asian integration, we also referred to ASEAN Qualifications Framework.*

Participant C mentioned a number of international frameworks that have to be integrated into the policy, implying the policymakers' affirmative position in integrating all of these into one policy. Participant F also emphasised that there are *"various national and global frameworks…that necessitated the improvements and called for the development of the professional standards policy*". In the end, Participant C made a stark statement on what directing the policy to adhere to these frameworks means to him, *"we do not want our teachers to be left behind".* The statements reveal the positive orientation of policymakers to the international conventions and framework as if all countries are required to adhere to it. The transcripts above explain how these frameworks become a broader force that directs

their attention and aims in a specific direction. Furthermore, the dominance of Australia's DFAT as a donor government has been established in the earlier findings, emphasising how their presence and ways of working with the Philippine government have provided an external interest in mediating the policymaking process.

This possibly reveals traces of a cultural globalisation process that emphasises Western hegemony, reinforcing the centre-periphery argument concerning geopolitical positioning in the discourse on globalisation. The arguments demonstrate how the Philippines, being at the periphery of globalisation, becomes a vehicle for the integration of broader, dominant forces produced and reproduced by those at the centre. These include navigating the conditions associated with a receiving country in an aid program, the emerging imperatives of globalisation, and the disadvantageous standing of the country's education gains in relation to more developed countries. Indeed, the Western hegemony characterised by these globalisation forces influence, dominate and restrict local policymaking processes for those lying on the periphery.

Interestingly, while restricted by these broader forces, national policymakers are not just passive recipients. Participant E from an international organisation shared that one of her significant contributions is to help 'experts from around the world' understand the context of the Philippines, cautioning that otherwise, *"the ideas would have been parachuted here and would give recommendations without any context".* Even if her focus was on the management of the development of the professional standards policy, she "*had a lot of contributions towards explaining what the context is to ground their recommendations and their analysis of the system".* Participant F also shared that there were almost three years of research and development for the professional standards policy, including *"wide consultations with key stakeholders and thousands of in-service and pre-service teachers".* It is also evident that while global ideas are articulated at the international level where the political location is, they are mediated, re-interpreted and adapted when they 'travel' to national and local sites. This is demonstrated when the policymakers, who purposively imported global ideas and frameworks, emphasise that contextualising these is a critical aspect of policy development. There were also a series of consultations, field testing and

validation processes to ensure that the professional standards policy is context-sensitive, relevant and appropriate to Filipino teachers.

The claims above reflect a process of importation of international frameworks and adaptation in local spaces, implying a process of contextualisation of these international frameworks. Tracing the influence of this to the teachers' practices, there seems to be a variation in the perceived working arrangements and ways of communication between schools.

When asked about the change in the culture in their school brought by the enactment of the professional standards policy, Participant N shared that the policy has strengthened their bonds and allowed them to collaborate more with its inherent requirements like means of verifications. She shared that they usually invite one another to do home visits and complete their portfolios. What she actually realised from that experience is that the support and help of the teachers to one another is key to navigating the complexities in their practice as a result of the enactment of the policy. Participant L, a senior teacher from the same school, affirmed this and added that the guidelines in the professional standards policy allowed spaces for brainstorming and working together, and interactions were reinforced. Also from the same school, Participant M, explained that this might have been because of their orientation that they should assist and help each other "for the school, for the students, and for every one of us".

It is a different scenario altogether in a different school, where instead of cooperation and collaboration, teachers are competing with each other. Participant K shared that in his school, competition is apparent. He shared events like participation in Most Outstanding Teacher in the Division and seminars, where he would hear from some of his colleagues, *"Why was s/he the one chosen"?* His school head confirmed this, saying that competitions have risen because of the opportunities that come with completing action research and innovation projects as well training and seminars. These two situations present a conflicting set of practices, reinforcing how further contextualisation happens at the school level.

D. What caused events

This section presents manifestations of economic, political and cultural globalisation as structures that frame the policymakers, school heads and teachers' agency in the course of development and enactment of the professional standards policy. Through the identified manifestations of economic, political and cultural globalisation, this section reinforces the notion that globalisation influences and is perpetuated in education policy and policymaking processes. As a country on the periphery of globalisation, a recipient of official development assistance, and a culture susceptible to Western hegemony, economic, political and cultural globalisation has informed the various ways that policymakers, school heads and teachers navigate the complex entanglements of broader international forces, socio-political conditions of the country, and individual and group interests. In conclusion, the globalisation processes have been mediated and re-interpreted in national and local spaces, allowing for the various ways that these are perpetuated and resisted.

CHAPTER 7: DISCUSSION: THE MOMENT OF OUTCOMES

This chapter brings together the findings in the moment of educational practice, the moment of education politics, and the moment of the politics of education, and presents the relationship between teacher professionalism and globalisation. The discussion focuses on the outcomes of the education processes and, more importantly, the "wider personal/individual, community/collective, social and economic qualities arising from the operation of education ensemble" (Dale & Robertson, 2015, p. 157). I demonstrate in this chapter how the conception of professional standards has introduced a new character of teacher professionalism in the Philippines, how this new form of professionalism is enacted by teachers, and the contextual factors that determine these social conditions and arrangements.

The chapter is structured in four parts. Firstly, the notion of idealised professionalism is introduced, which presents a redefined professionalism embodied in the professional standards policy. Following this is the localisation of idealised professionalism, with a focus on how teachers exercise their professional agency in the enactment of the professional standards policy. Then, the local contextual factors that explain the dynamics between idealised professionalism and teachers' agentic responses are identified. Lastly, the theoretical contribution of the study is presented.

B. Idealised professionalism

This research recognises teacher professionalism as a "topic of inquiry whose shifting authoritative, allocative, ideational and feeling structures, properties and practices, emerge from and frame economic, political and cultural processes" (Dale & Robertson, 2015, p. 150). The preceding chapters have demonstrated how teacher professionalism, as embodied in the professional standards policy, has been influenced by globalisation processes to serve the interests of national government leaders and Australia's DFAT. As discussed in the moment of education politics, teacher professionalism has been utilised as a significant reform agenda contributing to globalisation and regionalisation, as well as a normative value system aimed at enhancing the quality of teachers and the teaching

profession. As advanced in the moment of the politics of education, teacher professionalism now embodies ideals of neoliberalism and neocolonialism driven by factors such as economic competition, corporatisation of education, policy convergence and Western hegemony.

As a way to synthesise the findings, I advance *idealised professionalism* - a notion that aims to encapsulate the nature of professionalism promoted in the professional standards policy, whose policymaking process and content are heavily influenced by wider economic, political, and cultural globalisation. Idealised professionalism is a catch-all phrase that characterises prescribed professionalism (Evans, 2008), and embodies the envisaged professional service levels perceived by national leaders and international consultants. The following paragraphs focus on the discussion of the notion of idealised professionalism, its relation to the Philippine contexts and its multi-faceted nature.

The notion of idealised professionalism is multi-faceted. Firstly, from the findings of this study, it encompasses a rhetoric that sets an almost unattainable standard of perfection for teachers. This set of standards involves a specific set of outcomes that, when achieved, are expected to automatically enhance the quality of teaching. Secondly, idealised professionalism denotes a set of standards that conform to the state's idea of perfection. With the dominance of international consultants and national leaders in policy ideation and development, idealised professionalism is conceived to be shaped by what they deem constitutes teaching excellence. Finally, idealised professionalism is an abstract professionalism. It is a conceptualisation of professionalism that exists mainly as theory and appears distant from the actual realities of teaching in the Philippines. I argue that this idealised professionalism embodied in the professional standards policy lacks practicality and fails to reflect the actual conditions and practices of day-to-day teaching in the Philippine context. Although this professionalism appears justified in the context of policy, it is often unattainable in practice.

In the moment of educational practice, it was shown how the introduction of the professional standards policy forced a shift of focus from the quality of teaching to the quality of teachers themselves. This shift has led to increased attention to teachers' enhanced competencies and their ability to meet the standards. As a result, there is now a

heightened expectation for teachers not just to strive for excellence, but also to embody the idealised image of a perfect teacher. This notion of teaching excellence primarily revolves around attaining the ideal set of indicators that signify a teacher's professional status and achievements. This significant finding forms a central tenet of idealised professionalism which underpins the highest standards of performance among teachers—a prototype of what a quality Filipino teacher is. This becomes an inherent "powerful discursive framework" (Nicoll & Harrison, 2003, p. 25), which serves as a normative and normalising mechanism designed to stabilise what is understood about the characteristics and qualities of teachers. However, this assertion of the image of a perfect teacher is problematic in the Philippine context.

Contrary to how policymakers see professional standards as a means for "production of quality teachers" (Salton et al., 2022, p. 55), I argue that defining and projecting a model teacher in the professional standards is a subject of debate . While the professional standards policy contains precise descriptions of quality teachers, it cannot accurately encapsulate the complexity of their professional practice. In the moment of the educational practice, it was found that the socio-cultural conditions of teachers and students largely determine how teachers respond to their students' contextual needs. Issues like poverty, lack of resources and students' diverse conditions affect the teaching and learning process, and these issues are beyond teachers' competencies. The professional standards overlook the complex and multifaceted nature of teaching and the critical environmental factors beyond individual teacher performance (Gannon, 2012; Power, 2007).

Another tenet of idealised professionalism is its conformity to the state's ideal of teaching excellence. In other words, idealised professionalism upholds a standard of perfection that is subjective, as it depends on who has the power and authority to define what constitutes a quality teacher (Robertson, 2018). This raises the question of "whose interests are served by these standards and what are the effects of the imposition of these standards on teachers individually and collectively" (Sachs, 2003, p. 156) and "whose values are validated and whose are not" (Ball, 2012, p. 3). Given the dominance of national government leaders and international consultants, the professional standards for teachers upholds an idealised professionalism which, at its core, is a set of ideas about education as a social institution and

a set of practices for teachers largely shaped by the interests of key authorities at the national and international spaces.

In the moment of education politics where the conception of teacher professionalism is explored, it becomes apparent that international consultants and national leaders' conceptions of teacher professionalism differ from those of teachers on the ground. This study found that at the international level, professionalism is conceived as a reform agenda contributing to regionalisation and globalisation. At the national level, it is regarded as a normative value system that enhances the professional status of teaching. The idealised professionalism outlined in the professional standards is thus influenced by the personal beliefs, values and preferences of individuals and organisations at the national and international levels, as well as their broader interests and goals that lie beyond education. Unfortunately, this approach sidelines teachers as key players in the reform process, with their interests and voices not fully incorporated into the policy. The model of the perfect teacher is therefore conceptualised not by teachers themselves, but by external authorities.

The two tenets of professionalism presented above inform and confirm that last principle underpinning idealised professionalism—it embodies a set of perfect standards that may only remain as ideas and never become a reality. I argue that professional standards lack practicality and the desire for perfection challenges teachers in many aspects of their work. In the moment of educational practice, it was concluded that the professional standards policy seems to be a conflicting framework that both develops and regulates the continuous professional development of teachers. Teachers are also challenged in defining their professional identity, which is conflicted with goals and interests that compel teachers to make their professional advancement the priority. Moreover, professional autonomy and accountability measures are often in constant tension. These factors support the argument that many professional standards policy objectives are difficult to achieve and, in many cases, contradict existing practices.

Teacher professionalism is highly contextual (Demirkasımoğlu, 2010). In relation to this, idealised professionalism encapsulates changing teacher practices under the light of enacting the professional standards policy. It is the country's "new professionalism" (Evetts, 2011, p. 412), which subscribes to the values above and displaces discretion and trust with

managerialism, bureaucracy and accountability. It is a managerial professionalism (Whitty, 2008, p. 28), with standards of performance developed outside by external authorities. This idealised professionalism confirms claims of previous scholars (Ball, 2012; Ngo et al., 2006; Zembylas, 2018) that globalising education policies contrive images of an ideal, implemented to provide an intent to transform existing practices, which challenge the taken-for-granted assumptions and norms in the sites of policy enactment. Therefore, global education policies are impossible to be disentangled from interests, conflict, domination or justice when enacted at the local level (Ball, 2012). With this, the conception of idealised professionalism contributes to the discourse of uncertainty on how professional standards can achieve the quality that they seek (Tuinamuana, 2011). It affirms findings from education scholars from other countries who have claimed that the goals of professional standards have not always secured its desired reforms (Delandshere & Petrosky, 2004).

The notion of idealised professionalism is critical in this study. I argue that the professional standards policy has led to a renewed emphasis on expecting perfection from teachers. This idea of perfection is based on what policymakers believe should be prioritised in teachers' practices. By introducing professional standards, policymakers claim that a clear set of policies for the transformation and development for teachers is in place. However, idealised professionalism exists only on paper. Its conception is distant from the realities faced by teachers, and it lacks practicality in the day-to-day challenges they face. The prominence in the literature of the difficulties associated with policy-into-practice (Harley et al., 2000) highlights the fact that the professional standards policy has to be effected in a world that is real rather than ideal. It is with this premise that the next section focuses on how the teachers navigate day-to-day teaching practices in the face of idealised professionalism.

C. The localisation of idealised professionalism

In this section, I further develop the argument regarding the impracticality of idealised professionalism by exploring the agentic responses of teachers in enacting the professional standards policy. I argue that there is ongoing contestation between state regulation and teachers' professional autonomy. While state regulation is necessary for maintaining teaching standards, it limits teachers' decision-making power, which is a crucial aspect of

their professional autonomy. The following paragraph elaborates on this constraint, highlighting the fact that the policy's enactment is not always consistent across schools and jurisdictions, where various cultural practices and contextual socio-economic factors playing huge roles in shaping the agentic responses of teachers. As such, institutionalisation of the clear expectations encompassing idealised professionalism has ironically led to teaching practices marked by complexity rather than certainty.

This section builds on findings in the moment of the politics of education to demonstrate the impracticality of idealised professionalism. The preceding discussion presents a juxtaposition between the force above, the prescribed professionalism embodied in the imposition of the professional standards policy, and the force below, the enacted professionalism (Evans, 2008) emanating from teachers navigating the demands of an increasingly rigid accountability system. In the process, the ongoing tension between state regulation and professional autonomy is demonstrated.

In the moment of the politics of education, one strategic response of teachers to the influences of human capital formation and lifelong learning is self-responsibilisation (see Chapter 2. E). This strategic response by teachers shapes them into professionals who continuously improve their craft for enhanced labour productivity. This study found that teachers assume personal responsibility for their professional development and effectiveness in the classroom. This involves a proactive approach to learning, seeking opportunities for professional growth and improvement, reflecting on one's own practice, and taking ownership of the outcomes and impact of their teaching. The professional standards policy frames this within the structure of career stages, where teachers are required to demonstrate continuous improvement to progress from one stage to the next.

However, in this study, there is a rich story behind the claim that teachers embrace the responsibility stipulated in the policy: self-responsibilisation is not viewed as a straightforward or simplistic idea. Instead, it encompasses a range of agentic responses that vary from passive acceptance to active contestation. Participant N is optimistic and finds personal satisfaction in career growth, while Participant Q highlights financial challenges to career progress. A senior teacher, Participant S, only enrolled in a postgraduate study upon learning that it is necessary for professional development. Furthermore, while some

teachers actively seek out professional development opportunities to earn more credits, others wait for the initiatives of school heads.

The varied responses of teachers towards mandatory continuous professional learning highlight how idealised professionalism can constrain professional autonomy and impact teachers' professional lives. While some teachers approach it with enthusiasm, many simply comply with the policy to navigate the system and meet state requirements. These diverse responses reveal how teachers allow external contingencies to shape their professional lives. In many ways, this argument affirms Ball's (2003) assertion that within a strict accountability regime, teachers are no longer encouraged to provide meaning to what they do, but to just produce measurable output and performance. Ultimately, "what is important is what works" (Ball, 2003, p. 222).

In this regard, I would like to highlight how the concept of lifelong learning and continuous professional development presents a challenge for some teachers. There are instances where teachers exhibit resistance, citing a lack of time and financial resources to pursue such opportunities. Senior teacher Participant J's account echoes the sentiments of many teachers regarding professional development:

> *At this stage, I don't see the need for me to enroll in a postgraduate course. I have two children currently pursuing undergraduate degrees, who I need to finance.*

The statement above highlights some of the challenges that teachers face in embracing their responsibility as required by the professional standards. It also sheds light on how some teachers find themselves in disadvantaged positions due to their personal circumstances and conditions. Faced with these challenges, some teachers (Participants J and R) assert that they are not powerless, and that their school heads and colleagues are crucial in navigating these difficulties. Participant L, a school head, set aside a portion of the school's funds that teachers can borrow to finance their professional development programmes:

> *I asked the teacher how much they needed, and explained that if they didn't have the money to pay, they could borrow from the school treasurer. I simply instructed the teachers to pay back the borrowed amount when they received their salary and bonus.*

This statement indicates that the mediation of school heads can assist teachers in navigating stricter accountability reforms. However, it also illuminates the challenges that teachers encounter. In the absence of tangible support from the DepEd, teachers and school heads are left to fend for themselves within the system. This might exacerbate social injustice and inequality, with economic, social, and institutional factors determining who succeeds and who does not.

In the moment of the politics of education, it was also found that the professional standards policy, which is guided by corporate principles of efficiency, effectiveness, and accountability, creates a framework that compels teachers to operate under a managerial system. The professional standards policy emphasises an outcome-based approach, obliging teachers to comply with performance metrics that they will be evaluated on at the end of the year. Implicit in this perspective is the notion that teachers are viewed as a labour force that must be managed to be productive and efficient contributors to the organisation's objectives (Lingard & Rizvi, 2010). Within a stricter accountability framework, the teachers have imbibed performativity, the act of reorganising one's professional self in order to best promote ways of demonstrating success characterised by the standards.

During the interviews, Participant L acknowledged the benefits of professional standards, which provide definitive guidelines on how teachers can improve professionally by identifying their areas of improvement and growth. In contrast, Participant Q expressed feeling pressure due to performance indicators dictating their actions and the need to demonstrate success. Participant O shared similar experiences, revealing that they were continually performing and chasing targets. Similar to self-responsibilisation, performativity in this study is met with varying agentic responses. This observation aligns with previous studies conducted in the same space (Ball, 2003; Tan, 2008).

For one, some teachers exercise the habit of negotiation. In many cases, they feel compelled to re-interpret policy guidelines and choose approaches and strategies they consider suitable in their particular contexts. For instance, Participant O, a teacher, confessed that if he encounters an approach that he deems unsuitable for the learning levels of his students, he deviates from the recommended approach and still achieves the same learning objectives for the day. A key aspect of this agency is collaboration. When teachers work in

groups, they become more creative and assertive in defining their practices, and more confident in adapting the policy guidelines. Moreover, when they feel encouraged by their colleagues and supported by the school head, they become more confident in constructing their own professionalism. As Participant L affirmed, *"The need to continuously improve is difficult but I think one of the biggest factors is the belief and support of school head."* Also, Participant M noted, "*What emerged in our culture is the value of solidarity and collegiality*." In all these cases, teachers adopt a somewhat critical stance, acknowledging policy imperatives that need to be executed, and appropriating practices that are misaligned with their values and practices.

The policymakers boast how the professional standards are informed by the results of different local research (Research Center for Teacher Quality, 2015) and is benchmarked from international frameworks (Department of Education, 2017). However, when enacted by the teachers in the schools, the principles advanced in the policy seem to conflict with various existing practices and values of teachers. Despite the claims of the policymakers that consultations among different stakeholders were conducted (Participant A) and teachers' voices were prioritised in the policy development (Participant E), this study argues that the enactment of the professional standards policy compels teachers to be creative and resourceful in ensuring that they both attend to their contextual needs and the demands of the policy. These findings support the earlier argument that while the professional standards policy may appear ideal on paper, it can be challenging to implement in practice.

There is therefore a significant gap between the sites of policy production and policy enactment. As with most externally induced education reforms, there is a disconnect between the professional standards policy's ideals and the realities of schools (Cassity, 2010). This strengthens my earlier claim about professional standards being just ideas that may not translate into practice. While the professional standards may seem perfect on paper, in practice, teachers in schools may find that the policy's principles conflict with their existing practices. Few resources are provided and the policy exhibits little attention to local conditions, so teachers are left to navigate the challenges of enacting the policy using their own resources and capital (Riddell & Niño-Zarazúa, 2016). This results in a difficult terrain for teachers, as evidenced by their need to manoeuvre within their conditions and evaluate

their resources to comply with the accountability mechanisms in the professional standards policy.

In the moments of the politics of education, it was also deduced that some teachers have embraced and assumed their roles as state professionals; that is, they have become agents of the government in implementing its policies. This was deduced from teachers' expression of partial appreciation and unthinking obedience on some aspects of the professional standards policy.

> *We cannot do anything with it [professional standards policy]. We are in constant search of the perfect process. We cannot do anything but to follow, that is what I am saying—that is all I want to say (Participant P, school head).*

The statement above echoes the responses of teachers who felt helpless in the midst of globalising education reform and unable to do anything but follow state regulations. These teachers understand the requirements of being in the system, which makes adoption of idealised professionalism an indisputable and automatic response among teachers. Despite the absence of systematic information dissemination (*Why are we changing again? [Participant P])* and negative reactions from schools *(We were negative about it because we already have lots of work [Participant S])*, teachers adhere to the state requirements and fulfil expectations from them. While many teachers seem to understand the importance and use of the professional standards policy, some also believe that they need to enact the policy as a means of survival (*If you do not want this, then resign [Participant N]).* This suggests a sense of sufferance among some teachers, who feel that they have no agency in their profession and must simply comply with the policies imposed on them.

Teachers' professional agency also seems to reflect cynicism, evidenced by a deep mistrust for several reasons of the government and their policies. For one, the culture of introducing new policies from time to time gives little hope for teachers that the professional standards policy will produce significant positive change in their practice and public education in general. With statements like, *"It took us a long time to get used to the previous policy, then now, we have another policy" (Participant R),* and, *"There are policies that are implemented but not consulted with teachers" (Participant H),* many are doubtful that the improved

practice of teachers may be attributable to the institution of the policy. Teachers believe there is little recognition of their actual conditions and contexts in the policy, reinforcing the cynical attitude and approach in executing their roles. A deep-seated mistrust of the DepEd is also apparent, and this largely influences how teachers define their professional practices.

Yet despite this, teachers are still in the system, surviving the external expectations of them. With the professional standards policy, teachers are seemingly viewed as instruments of government policy, leading to increased government control through measures of accountability and productivity. Teachers' compliance with the policy engenders an understanding that globalising education policy prioritises "prospective citizen(s)" (Leaton Gray & Whitty, 2010, p. 8), whose cooperation with the government needs to be rewarded. This further reinforces the tension between state regulation and teachers' autonomy, as the force behind the policy is so strong that teachers feel compelled to comply, despite their hesitation and cynicism.

Finally, the teachers embrace emerging school-specific ways, arrangements and means of working. In the moment of the politics of education, Participant C, a local policymaker, affirmed that the professional standards policy is underpinned by international frameworks and global best ideas. The policymakers generally take pride in this, indicating that new knowledge and values have been introduced into the professional standards policy. With these novel ideas and frameworks, teachers have responded by adopting new ways of working with their colleagues. Some teachers (Participant N and Participant L) shared how a culture of collaboration emerged despite the accountability system. In contrast, competition emerged in different schools. Participant K explained how teachers compete with one another for the professional development opportunities available to them. This affirms Hargreaves' (2000) contention that with increasing inspection of teachers, the notion of improving quality teachers is perceived as tokenistic at best, and divisive at its worst.

Given the variety of teachers' professional agencies, it is impossible to categorise teachers as either compliant or resistant to the demands of the accountability system. They do not share the characteristics of either incorporated professionals who completely implements a series of top-down initiatives (Wilkins, 2011) or activist professionals who safeguard themselves against external actions that diminish their professional status (Sachs, 2000).

What may be deduced is the different positionalities where teachers place themselves in relation to practising professional autonomy and navigating the demands of the professional standards policy. This affirms Wilkins' (2011) findings that with globalising education policy, teachers recognise the tension between state regulation and professional autonomy but are generally comfortable with how they balance the two conflicting forces. They are still largely motivated by the difference they can bring to their students' lives but are also generally career oriented. They exhibit behaviours that demonstrate 'playing the game', yet they remain committed to the expectation of desired behaviours (Tuinamuana, 2011). This claim is supported by a range of literature on teachers' abilities to navigate the tension between state policy and professional autonomy (Moore, 2018; Salton et al., 2022; Tuinamuana, 2011).

An important conclusion arising from the findings is that many teachers are not passive recipients of a globalising education policy. They are "strategic selectors" (Dale, 2018, p. 295) who are competent in identifying spaces where they can deviate from the policy guidelines, and understand how the professional standards redefine their work. However, they are also reactive rather than proactive in that they allow the professional standards policy to dictate their professional lives, rather than them actively defining it (Dale, 2018). Teachers are thus 'in the middle' of the globalising education reform, finding ways to balance the tension between state policy and professional autonomy.

Idealised professionalism aims to simplify the teachers' work into a set of standardised and measurable competencies and skills. As an inference, it attempts to reduce teachers to sameness (Clarke & Moore, 2013), with a focus on singularity of approach (Rossiter, 2011), and rationality and order (Salton et al., 2022). However, as claimed in this section, the homegenisation of teaching embodied in idealised professionalism is not actualised in the real field. The diverse responses of teachers highlight the limitations of the professional standards in capturing the multifaceted complexities of teaching as experienced and understood by teachers. The technical rationality view of teaching that prioritise certainty, objectivity, exact measurement, efficiency and control (Tuinamuana, 2011) embodied in the professional standards policy presents a misfit in the Philippine context.

Implicitly, some policymakers in this study assume that drastic improvement of teachers will be achieved with the attainment of the indicators in the standards. What they seemingly failed to see is the entanglement of forces, both facilitating and resisting, that comprise the space between production and enactment. While alarming, this is not new. In his study on the local responses of the Philippines to global forces, Reyes (2016) argued that undertaking educational reform initiatives without carefully considering the broader cultural, social and economic conditions of the country, particularly the teachers and the students, led to a massive failure. This is also supported by studies in some Asian countries (Beyer, 2002; Tang, 2015), affirming that the rigidity of professional standards meant that they did not take into account the broader economic, social, and cultural contexts where they would be enacted. It is therefore possible to hypothesise that in the Philippines, the professional standards policy cannot encapsulate all there is about teaching and teachers, and cannot adequately respond to their social and cultural contexts.

In summary, this study highlights the tension between the idealised professionalism and the political nature of the professional standards policy. On the one hand, the policy aims to standardise the work of teachers by setting clearly defined goals and outcomes. On the other hand, it demands that teachers embrace agentic responses to enact the policy while navigating their contextual conditions. There is a top-down force that compels teachers to perform in a way that meets professional standards. At the same time, there is a bottom-up force materialised through teachers' agency to comply with accountability systems. The two forces are in constant conflict, confirming earlier claims of an ongoing contestation between state regulation and professional autonomy. The introduction of the professional standards policy has resulted in complexity rather than certainty, which has implications for both policy enactment and teacher practice.

D. The institutional factors

The findings in the present study are consistent with a prevalent assertion in the literature that although globalising education policies may have clear parameters, the enactment of these policies varies significantly among nations and localities (Lingard, 2013; Ngo et al., 2006). Despite the global interests and national adaptations of global education policies,

heterogenous local contexts produce different policy meanings and outputs (Tromp, 2018). Global education policies are rarely contextualised in the same way, but instead “mop onto local practice in contingent, contested, inflected, and thus unpredictable ways” (Burbules & Torres, 2000, p. 102). The obvious inference is that globalising education policies that prescribe the same approach but are applied in different contexts result in different practices (Carnoy & Rhoten, 2002). The teachers in my study have clearly demonstrated the contradictions, tensions, and fragile construction of idealised professionalism. They have felt significant pressure to prioritise standardised requirements over the learning needs of their students and their own values as professionals. The inherent irony is that the more the state imposes an officially standardised and idealised professionalism, the more it elicits a diverse range of responses from teachers.

There is a wide range of literature that suggests that local economic, social, and cultural conditions of a country account for the variability of globalisation's impact in local contexts (Lingard, 2009). In contributing to this body of knowledge, I contend that institutional factors, such as specific norms, practices, and conditions unique to a school, also play a critical role in determining how globalising education policies are adopted, contextualised and contested. The diversity of local conditions and norms in each school sheds light on why idealised professionalism poses challenges to its realisation in schools, evidenced by teachers’ diverse professional agencies and complex teaching practices.

In this study, a range of institutional factors have emerged as predictors of teachers’ professional agency towards the professional standards policy. These include the mediation of school heads, hierarchical conditions in each school, and economic and social conditions. These factors play a significant role in determining whether idealised professionalism is perpetuated, appropriated or transformed. In the following section, I critically examine each of these factors.

This study has identified a clash between individual and organisational interests. Teachers navigate the professional standards policy with personal and professional goals, while the school must maintain high indicators of good performance. While teachers have individual priorities that may span personal and collective goals, schools need to achieve standards for performance pay bonuses and high rankings. An emerging institutional factor that largely

determines the exercise of teachers' professional agency, as observed in this study, is the mediation of the school head. Some school heads accept their powerlessness in the midst of globalising education reforms; others assert their autonomy in institutionalising initiatives that will help the teachers. In the Philippines, school heads play a critical role, as they are seen as the central force in the devolution of school-based management within the context of transparency and local accountability (Haris & Ancho, 2020).

Apparent resistance and defiance underlies the following statements from the school head of school A:

> *There is a yearly training on professional standards policy, but I think I am the problem. I do not fully understand the policy—I think it only needs to be done just for the sake of compliance.*

As a result, there has been an observed passive compliance among teachers from this school.

> *There are a lot of challenges (with the professional standards policy policy) and it all depends on the teacher. Can she do it? Will she accept those challenges? It all depends on us, teachers (Participant I, teacher).*
>
> *It all depends on the principal because she is the one who knows the memorandum. Also, she knows who to send to the training. It all depends on her (Participant K, teacher).*

These statements further support my earlier argument that the school head serves as both a symbol of compliance and resistance, and that teachers' professional agency is partly dependent on how the school head mediates the effects of policy. Participant L, the school head of School B, differs in his approach. He has initiated various programmes to encourage teachers to aspire to promotion, such as the "No to 11" program, which aims to discourage teachers from remaining in Salary Grade 11 (the lowest possible salary grade for teachers in the Philippines) and the Award Night for Teachers, where teachers are recognised for their achievements and valuable contributions in the school. As a result, teachers in this school have become more aspirational. One Master Teacher, Participant M, affirmed this finding, stating, *"I need to improve for myself. I should not be complacent where I am now."* The school heads' trust in teachers seems to be a crucial mediating factor. In a high-trust model, teachers tend to experience high levels of professional autonomy, allowing them to

recontextualise and modify their policy enactment in meaningful ways to serve students' interests. This finding is consistent with other research on changes in the Philippine public education system (Alegado, 2018; Guerrero et al., 2018). It intensifies what has traditionally been perceived as "principal-oriented" leadership (Alegado, 2018, p. 295), which is deeply entrenched in the public education system. Therefore, it can be inferred that one potential explanation for the difficulty in achieving idealised professionalism is that school heads, who play a critical role in the Department of Education, can be a decisive factor in opposing and resisting the globalising education reform. Also, the different stories of how school heads mediate the effects of idealised professionalism reveal the diverse nature of local leadership that further challenges the achievement of the policy objectives.

In addition to this, the hierarchical nature of teachers' organisation in schools could also explain the impracticality of idealised professionalism. For instance, in a small school examined in this study (School B), teachers had opportunities to help each another, resulting in a harmonious relationship. Teachers in this school were not delineated by clearly defined leadership and roles, which resulted in collaboration being more prevalent. Teacher positions and professional designations were not determinants of teacher leadership, allowing for openness among teachers. However, in a large school (School C), teachers were more likely to compete, observing and vying for each other's opportunities. In this school, teachers' roles were clearly defined, and bureaucratisation is more likely to take over, with teachers becoming more concerned with the decisions of the schools. There was also an evident lack of involvement of teachers and independence due to the structural and hierarchical conditions in school C.

Lastly, the study revealed another emerging institutional factor—the social and economic conditions of the schools, which largely define the contextual needs of both students and teachers. As highlighted by the school head and teachers at school A, a significant number of students came from squatter areas, which hindered their participation in the teaching and learning process. As a consequence, teachers in this school were not only responsible for effective facilitation of the teaching and learning process, but also providing emotional and social support to their students. In School C, where the majority of students came from working-class families, there was an evident readiness to learn, allowing teachers to focus

on instruction. The diversity of the contextual conditions of the schools is another factor why idealised professionalism is challenging to achieve. Some schools are in a disadvantageous position, making it more difficult for them to adhere to the accountability mechanisms of the professional standards.

These institutional factors highlight the importance of local context in understanding the variegated teachers' professional autonomy in enacting a globalising education policy. Institutional factors such as the mediation of school heads, hierarchical nature of the organisation, and the contextual socio-economic conditions of students and teachers influences the diversity of responses to the policy, reinforcing my position regarding the difficulty of achieving idealised professionalism is difficult to achieve in schools. With the diversity of conditions in schools in the Philippines, a standard approach to teaching and learning only elicits complexity of practices among teachers. These further reinforce the argument around the appropriateness and practicality of idealised professionalism given the diverse economic, social and institutional factors and whether this idealised professionalism is a meaningful fit with the local ways of understanding learning and teaching.

This study presents critical findings regarding the impact of globalisation on schools. Firstly, the study argues that schools should be recognised as an analytical unit of globalisation (Steiner-Khamsi, 2018), where the 'vernacularisation' of global policies takes place. In schools, there is an evident tension between "context-productive" (top down and policy driven) and "context-generative" (localised practices) (p.87), which rejects the homogenisation of teacher practices as an effect of globalisation (Lingard, 2013). Secondly, a multitude of factors play crucial roles in determining if teachers can achieve the expectations stipulated in the policy. As evident in this study, school leadership, the hierarchical nature of organisations, and the socio-economic conditions of students are significant factors that shape professional agencies. These three factors have also emerged in other studies investigating the relationship between the policy cycle and vernacular globalisation, along with other factors, such as micropolitics, organisational features and views of the public (Ngo et al., 2006). Lastly, the findings reveal that while teachers and their improved competencies and skills are considered the most significant determinants of

whether policies will be considered successful or not, there are also many factors lying outside their control that are equally important in achieving the policy objectives.

Consequently, it is reasonable to hypothesise that policymakers to pay little attention to the subtle yet powerful impact of contextual conditions on the success or failure of the education reform. The policymakers boast that international frameworks and global best practices underpin the policy; however, the professional standards have become prescriptive rather than descriptive of what teaching and learning should look like in the Philippines. The diverse array of classroom practices is too complex to be confined to simplistic categories, especially when considering cultural and contextual factors (del Valle, 2023). With the diversity of local conditions in the Philippines, Bongco and Davis (2020) argued that recognising the local contextual conditions determine the success and failure of policy initiatives in the country. This further reinforces the argument put forth that the idealised professionalism embodied in the professional standards is not realistic and may not be actualised in schools.

Indeed, there is no single, defined effect of globalisation on education (Sahlberg, 2016). Some researchers contend that with competition as a core element of globalisation, a standardised approach to teaching and learning is believed to be the key to individual and national competitiveness (Rizvi et al., 2012). However, this study argues that what teachers need in an increasingly globalised world is the space for creativity, personalisation, and the ability to differentiate teaching to what their contextual needs require, an argument other education researchers have similarly put forward (Wagner & Compton, 2012). One way towards coping with the ways in which globalising education policies differently inflect the construction of teachers in different contexts is suggested by Lingard and Rizvi (2010). They advocate for an approach that acknowledges global changes while also recognising their local adaptations and unique expressions within national settings. With the professional standards policy being associated with international best practices, proven method and predetermined scripts (Sahlberg, 2016), it also perpetuates a conception of teacher professionalism that is too ideal. Such a claim only confirms policymakers' failure to recognise the diversity of contextual conditions in the Philippines. The institution of professional standards has thus resulted in plurality of enacted professionalism (Evans,

2008), largely depicted in this study as complexity of teaching practices and variegated professional agencies of teachers.

This study confirms what Ball (1993) raised: that professional standards are encoded in complex ways (compromises, struggles, conditions of official development assistance) and decoded in complex ways (teachers' interpretation of the policy in relation to their cultural and socio-economic conditions). Further exploration is necessary to determine the appropriateness of institutionalising uniform standards in other contexts characterised by diversity, economic challenges and different leadership styles. Instead of viewing teacher competencies as equivalent to a list of predetermined requirements, it is crucial to recognise the gap between the idealistic image of professionalism and the enacted form of professionalism. This recognition is essential for teachers to transition into better professionals (Clarke & Moore, 2013).

This study affirms that for a globalising education policy to succeed, the professional standards account for the varied contexts in which the teachers work. Effective change cannot rely solely on policy directives imposed by the state with tones of control. Instead, teachers require localised and consistent developmental support in their day-to-day work. This necessitates policies that are sensitive to contextual diversity and implemented at the local community level by those who are most familiar with local conditions. This argument strengthens the earlier claim that the professional standards policy lacks practicality. The professional standards policy fails to recognise the real teacher and the cultural and material constraints imposed by classroom and social realities.

E. The impracticality of the professional standards in the Philippine context

In the moment of outcomes, Dale and Robertson (2015) asked, "How far are the successes of some achieved at the expense of others?" (p. 157). The presentation of idealised professionalism claims that the globalisation process played a dominant role in the ideation and development of professional standards policy. With a critical theory and critical realism lens, idealised professionalism as a social and institutional structure is analysed through the strategic responses of school heads and teachers. It is concluded that the policy upholds an ideal professionalism which, when enacted by the teachers, elicits varied responses and

complex practices, rather than standardisation and certainty. Its conception of teacher professionalism is too ideal, impractical for teachers' day-to-day practices and distant from the realities of teaching.

The idealised professionalism that has mainly been developed in international and national spaces travels to local sites where it is adopted, interpreted and contested by teachers. This reveals the failure of the policy to capture the complexity of teachers' works, evidenced by the varied responses of teachers in enacting the policy. There is an evident, ongoing tension between state regulation and teachers' professionalism autonomy. On the one hand, the force above drives standardisation and perfection from teachers. On the other hand, the force below is driven by teachers trying to balance state regulation and their contextual needs. This has resulted in a set of teaching practices marked by complexity rather than certainty.

Apart from the broader social, economic and cultural factors unique to the Philippines, the institutional factors that characterise each school also play a crucial role in determining whether the objectives of professional standards are realised. The diversity of responses among teachers can be attributed to the varying local conditions, such as principal leadership, hierarchical organisation and economic conditions of both teachers and students. Unfortunately, the policy fails to acknowledge this diversity, and it seems policymakers have overlooked these crucial factors during the policy development process. All these support the claim regarding the impracticality of the idealised professionalism that underpins the professional standards policy.

Dale's (2018) analysis of global education policies yielded a bold conclusion that despite their wide reach and complex enactment across different cases, locations, objectives and partnership models, most, if not all, of these policies appear to fail. He noted that these policies share a common trait of being externally induced reforms that have only resulted in limited gains. While there are claims that failure is due to technicalities, such as lack of funds or inappropriate implementation mechanisms, Dale argues that an emerging factor that explains this failure is cultural disjunction. One implicit message conveyed by these global education policies is the assumption of similarity in the conditions where they are enacted.

This study strengthens this claim and justifies how the professional standards, as a globalising policy, is a misfit in the Philippine context.

F. Theoretical contribution

The Critical, Cultural Political Economy of Education (CCPEE) (Dale & Robertson, 2015) offers a theoretical and methodological approach that promises "new ways of understanding modern social formations, their social relations and subjectivities, by bringing the political economy into a productive conversation with the cultural turn" (p. 149). Unlike earlier cultural political economy approaches that reduce economic analysis to capitalism, political analysis to government, and cultural analysis to discourse, CCPEE deviates from these limiting analytic frameworks of analysis on the globalisation of education. Based on this premise, this study explores the relationship between globalisation and teacher professionalism with CCPEE as its theoretical and methodological guide.

This thesis examines the interplay of professional standards as a globalising education reform, the ideation and enactment of this policy, the roles played by international aid organisations, the politics of active policy borrowing, and the broader economic, social and cultural globalisation and their manifestations in the renewed teacher professionalism in the Philippines. As such, the CCPEE provided a robust conceptual framework analysing the education ensemble.

Critical theory, critical realism and CCPEE

As a theoretical and methodological framework for exploring new ways of understanding modern social formations, CCPPE is anchored in the foundations of critical theory and critical realism. The alignment of the ontological and epistemological foundations of these approaches has helped uncover critical factors of causality in this study, with its focus on structures, powers, generative mechanisms and tendencies (Danermark et al., 2019). CCPEE has allowed the exploration of "a stratified world with emergent powers and mechanisms" (p. 49), which is a core aspect of this study. The use of education questions has been particularly useful in this process, as the decomposition approach allows for a reduction process that breaks down concrete phenomena by analysing small components. CCPEE's

approach to “breaking open” (Dale & Robertson, 2015, p. 155) the education ensemble is a fitting representation of the reduction process and has largely contributed to achieving the research aims of this study.

The education questions of CCPEE served as the analytic framework in exploring the relationship between globalisation and teacher professionalism. With the education questions, CCPEE enables the simultaneous investigation of the conceptualisation of teacher professionalism in international, national and local contexts. It also provides a methodological approach for analysing how the enactment of professional standards policies results in changes in teachers’ roles and responsibilities. By combining CCPEE and the SRA (Jessop, 2005), the deep-seated socio-politico structures are identified, with policymakers and teachers taking varying positions in these. Also, the education questions provided opportunities to explore the gaps between policy production and enactment sites, broader socio-political structures, and the influences and manifestations of economic, political and cultural globalisation. This has enabled an in-depth analysis of the perceived and observed empirical events resulting from the enactment of the professional standards policy. The framework has facilitated the exploration of “critical enlightenment” (Kincheloe & Mclaren, 2011, p. 288) which characterises this study’s narrative.

In addition, the CCPEE framework has facilitated the analysis of social structure and human agency, which is a core aspect of this study. Competing interests among Australia’s DFAT, national government leaders, school heads and teachers are analysed within the structure-agency discussion in this study. The movement through different layers of analysis has allowed the exploration of who wins and who loses in the social arrangements, and how power plays a role in the introduction of professional standards. Together with the SRA, the CCPEE framework enables the analytical exploration of the social conditions brought about by the institution of the professional standards policy. It also allows for the investigation of the teachers’ professional agency in their process of accommodating, adapting and contesting the policy guidelines. This framework specifies the structures, institutions and practices that can give rise to a much broader and nuanced understanding of the education ensemble.

One advantage of the CCPEE approach over other cultural political economy approaches is its ability to consider a broad range of viewpoints, leading to a comprehensive analysis of the education ensemble. However, this same openness can result in a lack of clear theoretical guidance. This lack of clarity can be particularly problematic in the context of economic, political, and cultural globalisation, where a diverse range of perspectives is important, but where clear parameters and characteristics are equally vital. CCPEE poses a paradox condition in that it provides 'thin' theoretical guidance for an exhaustive undertaking. With the openness of the CCPEE approach to multiple viewpoints, comes the need for clearer theoretical guidance that will provide a foundation for the direction and coherence of the study. It is with this premise that the next section is introduced, which aims to 'thicken' the framework in analysing the education ensemble.

Cultural political economy of education

The first layer of exploring the education ensemble is concerned with the moment of educational practice*,* which focuses on the analysis of the observable phenomenon at the empirical level. Aligned with the tenets of critical realism, this layer of analysis examines human perception, experiences and actions that are further explored in relation to other levels of the stratified realities (Danermark et al., 2019). In this study, this was achieved through two sets of analyses. First, I compared and contrasted the professional standards policy with the previous policy on teacher professionalism, the National Competency-based Teacher Standards (NCBTS). Second, I explored the interview data on teachers' accounts of changes in their roles, responsibilities and practices resulting from the enactment of the professional standards policy.

The moment of educational practice can be viewed as an exploration of empirical domains in critical realism (O'Mahoney & Vincent, 2014). It involves investigating "who is taught what?" (p. 156) and the circumstances under which learning takes place (Dale & Robertson, 2015). However, this distinction is limiting in its literal sense as it focuses solely on learning and restricts analysis to aspects such as curriculum and pedagogical approach. The education ensemble is broad, and with critical realism underpinning its theoretical foundation, a robust examination of empirical events is necessary in the analysis of other unobserved generative mechanisms. Therefore, a broader distinction is proposed, one that

encompasses observed events and perceived experiences. In this way, the empirical events become more concrete and inclusive. Questions such as “What are the tangible manifestations of the phenomenon observed in the education ensemble? How do agents perceive, construct and explain their experiences?” are offered for researcher consideration.

The moment of politics of education is concerned with understanding *“*how and by whom are things decided” (Dale & Robertson, 2015, p. 156)*,* and in the process, identifying the gaps between policy and practice. To achieve this, two sets of analyses are presented: First, I examined the conceptualisation of teacher professionalism at the international, national and local levels. Second, I explored the broader economic, political and socio-cultural forces that influenced the ideation and development of the professional standards policy. From the moment of educational practice to the moment of politics of education*,* there is an evident shift from the observed practices in education to the socio-political conditions that enable them. Broad conditions that frame the possibilities of education policies are established in this layer of analysis (Dale, 2018).

Similar to the argument presented in examining the moment of educational practice*,* the moment of politics of education is limiting as it only provides the gaps between policy and practice as a theoretical ground, while there are other critical factors that might influence the observed events and experiences of agents. It can also be deduced that by solely focusing on these gaps, critical realism’s actual domain “where events happen whether we experience them or not” (Danermark et al., 2019, p. 22) is not fully explored. Therefore, in analysing critical elements of the study in the moment of politics of education*,* recontextualisation is necessary to give a new meaning to the already known phenomenon (Danermark et al., 2019). In addition to the education questions given by CCPEE, several other questions can expand the inquiry in this layer of analysis. These include, “What key conceptualisation and events have informed the phenomenon observed? What are the influences of these to the observed phenomenon? What power dynamics exist in the observed phenomenon?” In this aspect, critical factors in a realist study are explored, which includes power and structures.

The third layer of analysis, the moment of the politics of education, examines the manifestations of economic, political and cultural globalisation and identifies the strategic responses of policymakers, national leaders, school heads and teachers. The most plausible mechanism of these globalisation processes is determined by treating the structures as strategically-selective (a certain structure may selectively reinforce some people, social events and actions, and discourage others) and the agency as structurally-constrained (people navigate the differential privileging created by and within structures) (Jessop, 2005). In analysing this aspect, broader generative mechanisms are theorised, and their links to empirical events established. This layer of analysis also facilitates the exploration of the interplay between structure and agency. In addition to the education questions provided by the framework, specific questions on the interplay of structure and agency can serve as a strong theoretical guidance. These include, "How does social structure facilitate or restrict agentic responses? In what ways do agents' individual agency and decision-making interact with broader structural factors in education? How do agents perpetuate, challenge and transform social structures?

Finally, the moment of outcomes represents a consolidation of the findings from the moment of educational practice, the moment of education politics, and the moment of the politics of education to draw conclusions about the relationship between globalisation and teacher professionalism. This layer of analysis focuses on the outcomes of the education processes and, more importantly, the "wider personal/individual, community/collective, social and economic qualities arising from the operation of education ensemble" (Dale & Robertson, 2015, p. 157). While the framework is generally useful, there are challenges associated with the theoretical and methodological guidance in the moment of outcomes. The greatest difficulty lies in moving from empirical to abstract analysis then back to the empirical level, which is a crucial aspect of employing critical realism (Danermark et al., 2019). Although the moment of outcomes deals with the immediate outcomes of educational practices, a deeper investigation into the reasons for these outcomes is necessary. By doing so, this study fulfils its commitment to establish causation as underpinned by the principles of critical realism (O'Mahoney & Vincent, 2014). The study does not just describe but also explains why events at the empirical level are observed the way they are. Additional theoretical questions such as, "Who benefits and who loses in the

education ensemble? How do contextual factors, such as economic, social and cultural conditions, impact the outcomes of globalisation processes in education?" can provide a sound theoretical foundation in exploring the moment of outcomes.

Table 10 below summarises the proposed additions to the CCPEE framework. The aim of these is to 'thicken' the framework by providing additional analytical questions that can guide researchers in 'breaking open' the education ensemble. This expansion can address the issue presented earlier, where the CCPEE framework provided limited theoretical guidance for such a significant undertaking.

Table 10

Proposed additional questions to investigate in the education ensemble

Education questions	***Analytical questions***	***Proposed additions***
The moment of educational practice	• Who is taught what? • What are the circumstances in which learning takes place (how, where, by whom, and so on)?	• What are the tangible manifestations of the phenomenon observed in the education ensemble? • How do agents perceive, construct, and explain their experiences?
The moment of education politics	• How and by whom are these things decided? • What is the relationship between policy and practice?	• What key conceptualisations have informed the phenomenon observed? • What are the influences of the observed phenomenon? • What power dynamics exist in the observed phenomenon?
The moment of the politics of education	• What are the political-economic structures, and deeply embedded cultural/civilizational/national structures and discourses? • How do individuals and institutions occupy varying positions in those social structures?	• How do social structures facilitate or restrict agentic responses? • In what ways do agents' individual agency and decision making interact with broader structural factors in education? • How do agents perpetuate, challenge and transform social structures?

The moment of outcomes	• What are the immediate consequences of educational practices, policies and politics for those directly involved? • What are the wider personal/individual, community/ collective, social and economic qualities arising from the operation of education ensembles? • 'How far are the successes of some achieved at the expense of others? • What are the collective benefits of the conjunctions of the three moments?'	• How do contextual factors, such as economic, social and cultural conditions, impact the outcomes of globalisation processes in education?

CHAPTER 8: CONCLUSION

This chapter restates the research aims, theoretical foundations and methodologies of the study, and summarises its findings. It then lays out recommendations for policy and practice for the international academics and researchers, the Philippine government, the Australia's DFAT, Department of Education officials, school heads and teachers. Finally, the limitations of the study are acknowledged, and recommendations for future research proposed.

A. The research objectives, theoretical foundations, methodologies and findings

This research aimed to examine the ideation, development and enactment of professional standards policy in the Philippines, as well as the broader economic, political and cultural forces that influenced these processes. To achieve this objective, the study explored the phenomenon of globalisation, investigated the roles of Australia's DFAT as the dominant international influence, and identified various professional agencies employed by teachers when enacting the policy. Informed by the ontological and epistemological foundations of critical theory and critical realism, as well as the theoretical and methodological underpinnings of Dale and Robertson's (2015) Critical, Cultural Political Economy of Education (CCPEE), this study uncovered the generative mechanisms that have influenced changes in teachers' roles, responsibilities and practices. The findings in the study demonstrate the evolving relationship between globalisation and teacher professionalism in the Philippines.

There were three major areas of investigation. Firstly, an analysis was conducted between the professional standards policy and the previous policy on teacher professionalism, the National Competency-based Teacher Standards, to identify the underlying ideological principles of both policies. Additionally, the study examined teachers' perceptions of the changes in their practices' roles and responsibilities. Also, the research investigated the dynamics of power during policymaking by analysing how teacher professionalism is conceptualised at international, national and local levels. In addition, the study explored broader contextual factors to analyse the economic, political and socio-cultural forces that

influence the ideation, development and enactment of the professional standards policy. Finally, the manifestations of globalisation processes are determined, and the generative mechanisms underpinning that empirical events identified.

This research explored the underlying mechanisms influencing the ideation, development and enactment of the professional standards policy. The phenomenon of globalisation was examined and the different ways it manifests in policy production and enactment. The core of this inquiry was to identify the deep-seated structure and generative mechanisms whose power, when activated, results in a phenomenon seen, observed, and perceived. This study uncovered this through the combined theoretical and methodological processes underpinning critical realism, Critical, Cultural Political Economy of Education (CCPEE), and the Strategic-relational Approach (SRA).

To achieve the research aim, three specific questions were answered:

1. To what extent have the roles, responsibilities, and practices of teachers changed as a result of the enactment of the Philippine Professional Standards for Teachers policy?
2. In what ways have international, national, and local conceptions of teacher professionalism influenced the ideation, development, and enactment of the Philippine Professional Standards for Teachers policy?
3. In what ways has education policymaking processes in the Philippines been shaped by wider, political, economic, social, and cultural forces?

The first specific research question was uncovered by analysing two sets of data: (1) the significant differences between the professional standards policy and the previous policy on teacher professionalism, the competency-based framework, and (2) the accounts of teachers on the changes in their roles, responsibilities and practices. The second question explored the possible explanation for these identified changes by examining the conception of teacher professionalism at international, national and local levels, and the economic, political and socio-cultural forces taking place during the policymaking process of ideation and development of the professional standards policy. Finally, the third research question determined how broader political, economic and cultural forces have shaped teacher

professionalism. Manifestations of globalisation processes were analysed, and the different ways these institutional structures restrict and/or encourage policymakers' and teachers' agencies were established.

This research began with investigation of empirical events and, from there, identified the generative mechanisms and structures responsible for these events. At the empirical level, study findings reveal a shift in emphasis on teachers' skills, knowledge and abilities, their competencies and how they should rise to the standards set for them. Individualist professionalism seems to have emerged, and this challenges collective practices and traditions that teachers have been culturally accustomed to. Also, the standardisation of teachers' practices and professional paths exposes the technicism of the standards, signifying a profession that highlights the importance of measurable skills, which, in turn, become a measure of good teaching. These re-defined practices allow for the emergence of technicist professionalism, obscuring other dimensions of teaching that are not emphasised in the standards and compelling teachers in re-shaping their professional identity. Finally, the professional standards challenge teachers with their various and often conflicting roles, as they become a tool for the development and regulation of teachers' professional development and a mechanism that encourages both accountability and professional judgment. There were also indications that the policy was not properly communicated and is on opposition with existing practices and policies. Ideal professionalism in a convoluted context is thus advanced, and this intensifies the entanglement of various forces that both support and restrict teachers in executing the roles and functions stipulated in the professional standards policy.

The next research question aimed to explore the actual level of stratified reality in critical realism. This section constitutes an important piece of the research puzzle by exploring elements that explain findings on changes in the roles, practices and responsibilities of teachers as a result of the enactment of the professional standards policy. One aspect of this exploration reveals the hegemonic view of teacher professionalism favoured by international and national policymakers. At the international level, teacher professionalism is conceptualised as a reform agenda and a contributing factor in regionalisation and globalisation. At the national level, teacher professionalism is conceptualised as a normative

value system and a mechanism to enhance the teaching profession's status, signifying a move for policy to respond to local issues related to the poor quality of education, in large part attributed to the poor performance of teachers. These findings point to both bureaucratic and regulatory views of professionalism. At the core of these views is the commanding presence of international consultants and national leaders in determining the principles and ideologies underpinning the policy. Equally prominent is the advancement of the set of standards as a mechanism to enhance the teaching profession collectively and improve teachers individually. This entails heightened surveillance of teachers and stricter performance audits.

Finally, the last set of findings reveals how broader economic, social and cultural forces serve as institutional structures that frame the agency of international consultants, local education leaders, school heads and teachers during the ideation, development and enactment of the professional standards policy. The phenomena observed at the empirical and actual levels in the stratified reality may have been driven by these structures, defining the different ways in which actors in this research accept, resist and transform these through their agencies. Economic globalisation manifests in how the professional standards policy has become an avenue to advance economic competition with traces of human capital theory and lifelong learning. The policy also unveils new ways of governing education with the purposeful importation of corporate practices underpinning efficiency, effectiveness and accountability. With these wider institutional forces, teachers have been compelled to embrace the values of self-responsibilisation and performativity, where they are constantly pressured to achieve and persevere for labour productivity and to calculate their worth against the standards set for them. The critical role that donor governments play perpetuate political globalisation. Policy convergence is a dominant force that encourages policymakers to borrow policy. The geopolitical positioning of a country as a recipient of official development assistance further obligates international and national policy actors to navigate the tensions of conflict and cooperation, signifying the complex process of policymaking under aid conditions. Consequently, teachers become state professionals who execute their roles in accordance with broader national agreements. Finally, Western hegemony is advanced as a culturally based script, constituting a large part of the professional standards policy. With this manifestation of cultural globalisation,

school-specific ways of working and relationships have emerged, as teachers translate policy in contextualised local settings.

The ideation, development and enactment of the professional standards policy for teachers involved complex layers intertwined with various forces and factors. At the empirical level, there has been a shift in focus from teaching practices to teachers' themselves, from student learning outcomes to teachers' competencies, and from effective teaching to meeting established standards. The professional standards framework appears to present conflicting perspectives, both constraining and fostering professional development, as well as promoting autonomy and accountability. This discrepancy may have emerged due to conflicting conceptions of teacher professionalism. At the international level, teacher professionalism is primarily viewed as a reform agenda driven by the imperative for regionalisation. At the national level, the professional standards are perceived as a normative value system intended to elevate the status of the teaching profession. At the local level, teacher professionalism is seen as a force imposed from above, characterised by a narrow set of knowledge and skills that teachers are expected to exhibit. All of these events, observations and processes are linked to wider forces. Globalisation processes, including economic competitiveness, the corporatisation of education, policy convergence, and Western hegemony, have played a significant role in shaping these identified changes. The professional standards framework is underpinned by neoliberal and neo-colonial principles, which accounts for the increasing rigidity and accountability required of teachers.

These main findings centre on the notion that the professional standards policy upholds an idealised professionalism, a catch-all phrase summarising how the influence of globalisation redefines teacher professionalism in the Philippines through the professional standards policy. However, this appears to be only a rhetorical/ideological construct as it lacks practicality and fails to reflect the day-to-day work of teachers in the Philippines. The new conceptualised teacher professionalism challenges the traditional norms of teacher practices, resulting in diverse agentic responses from the teachers. Ironically, the institution of standardised practices is marked by complexity rather than certainty.

The findings highlight how externally driven programmes, often initiated by donor governments, perpetuate education reforms that are not only rooted in neoliberal and

neocolonial principles, but also fail to align with the local contexts of the recipient country. This raises questions regarding the true agenda behind financial support and about whose interests are served in the proliferation of educational programmes funded through official development assistance.

B. Recommendations for policy and practice

Building upon the findings of this study, this section presents recommendations for policy and practice. These recommendations encompass a diverse range of topics related to promoting studies focusing on the effects of official development assistance programmes to aid recipient countries, strengthening the institutional capacity of developing countries to effectively utilise financial aid, improving policy development processes, and ensuring the education policies align with local contexts. These recommendations are specifically tailored for various stakeholders, including international academics and researchers, international aid organisations, the Philippine government, the Philippine Department of Education, and school heads and teachers.

B.1. Recommendations for international aid organisations

As evidenced in this study, international aid organisations have emerged as a prominent organisation linked to significant reforms in the Philippine education sector. Their impact on the DepEd is substantial, and their potential to provide significant assistance to the teachers is considerable. However, similar to the misalignment observed in the professional standard policy with the school context, there is also a risk that their efforts may not yield the desired outcomes (Niyonkuru, 2016). This study puts forward two recommendations to ensure the significance of international aid programmes to the DepEd and teachers.

Recommendation 1. Collaborate with local academics, researchers and subject content experts

A crucial issue during the development of the professional standards policy was the lack of involvement of local academics, researchers and subject content experts. While certain government officials played a significant role in the development of the policy, local

expertise and insights were not given equal importance compared to international frameworks and global benchmarks. As a result, the professional standards policy does not adequately align with the local contexts. By capitalising on local expertise and insights, the policy could have been more appropriate and relevant to the local context.

This study recommends that Australia's DFAT collaborate with local academics, researchers and subject context experts to enhance the effectiveness of their programmes. Local consultants have a deep understanding of the school context, including social and economic factors that affect students and teachers. Their knowledge of cultural practices enables them to tailor policies to accommodate diverse practices and traditions within communities, thereby increasing the likelihood of the success of official development assistance-funded programmes. Furthermore, this approach would promote knowledge exchange and mutual learning. When local consultants are given equal opportunities alongside international consultants in programme development, it strengthens the capacity of both parties to deliver progressive, relevant and appropriate programmes to teachers.

Recommendation 2. Initiate regular policy dialogues with DepEd central office and local school stakeholders

The study raises a concern regarding Australia's DFAT and its consultants introducing global best practices that are not aligned with the context of Filipino teachers. This suggests the need for international consultants and officers to thoroughly study the contextual needs of aid recipient countries and to contextualise their approaches and frameworks to fit local needs.

By engaging in regular policy dialogues with the DepEd central office and local school stakeholders, Australia's DFAT can develop a comprehensive understanding of the DepEd's priorities and goals, and the underlying issues and concerns that require attention. Through these dialogues, Australia's DFAT can gain valuable insight into what works within the DepEd, its best practices, and the professional needs of teachers. Initiating regular policy dialogues with DepEd central office and local school stakeholders helps ensure that the programmes initiated under official development assistance align with the DepEd's national

development programmes. Ultimately, this ensures that Australia's DFAT's efforts become an integral part of the broader activities of the DepEd.

The literature emphasises the role of policy dialogue as a collaborative tool for effective governance among Australia's DFAT. Robert et al. (2020) affirm that policy dialogue facilitates multistakeholder engagement, serving as a platform for knowledge exchange and collaborative planning. During policy dialogue, stakeholders review, negotiate, and affirm goals and plans. Similarly, Villanger (2007) argues that one distinguishing characteristic of Arab donors compared to Western countries is their commitment to engaging in policy dialogue with recipient countries, which has facilitated the establishment of genuine partnerships with aid recipient countries. In their literature review, Robert et al. (2020) claim that policy dialogues is an emerging key facilitating factor in strengthening multistakeholder governance in low and middle-income countries receiving official development assistance. They affirmed three characteristics of successful policy dialogue: the recipient country representatives' continued and sustained engagement throughout all relevant stages, their ability to make constructive contributions while being truly representative of their organisations, and their high interest in the subject. By initiating policy dialogue in the Philippines, international aid organisations can effectively address several issues raised in this study. These include enhancing local stakeholder engagement, promoting knowledge sharing, achieving consensus, and identifying common goals and priorities.

B.2. Recommendations for the Department of Education

The Philippines heavily relies on external financial and technical resources to implement significant education reforms (Abouraia, 2014; Bautista et al., 2009; Williams, 2009), making it particularly susceptible to the complex processes of education policymaking in an era of heightened globalisation. In fact, national education policies have transformed from being solely a national affair to a complex process influenced not only by national actors, but also by international actors from multinational and bilateral organisations (Beck, 2005; Lingard & Rizvi, 2010). As a result, the national leaders' political will may not be strong enough to counter the agendas promoted by donor governments, despite potential resistance at the national level (Edwards, 2012; Samoff, 2007). Given these contexts, along with the findings

of this study, this section proposes strategies for the Philippine DepEd in minimising the negative effects of externally induced education programmes funded by official development assistance.

Recommendation 3. Redirect official development assistance towards institutional capacity building and organisational development within the Department of Education

This study presents the unsettling claim that the existing set of professional standards is a misfit in the Philippine context, thereby contributing to the ongoing discourse on the failure of official development assistance-funded programmes. Building upon a similar argument made by Bautista et al. (2009) over a decade ago, which emphasised the necessity for the DepEd to systematically analyse the gains and lessons learned from previous official development assistance programmes, this study recommends an evaluation of where official development assistance should be directed for maximum effect. It is imperative that the Department conducts a comprehensive evaluation of the nature and impact of official development assistance programmes within the country. It should also evaluate how official development assistance can be beneficial to the Department in light of the Department's goals. This is particularly important given the documented failures of project-based reforms both at the local (Bautista et al., 2009) and international levels (Gillies, 2011; Williams, 2009).

Given the significant disparity between the framework employed by international consultants and the local school contexts, it is crucial for the DepEd to recognise and bridge this gap. One way to achieve this is by directing the support of international consultants towards a space that is more familiar to both international and national leaders. A potential re-direction is to focus the efforts of donor governments on institutional capacity building and organisational development within the DepEd. As the largest institution in the country, the DepEd Central Office holds the primary responsibility for policymaking. However, it is plagued by numerous concerns, including financial mismanagement (Reyes, 2010), cumbersome bureaucratic approaches (Bautista et al., 2009; Reyes, 2016), and severe resource constraints (Reyes et al., 2018), among others. This demonstrates that the main office responsible for the overall management of public education encounters numerous

challenges when it comes to effectively formulating appropriate and relevant policies for teachers and students. It is only when the Central Office has strong foundations, competent leaders and a comprehensive understanding of the status and conditions of schools that they can formulate policies that accommodate the diverse conditions of schools.

Internationally, approaches such as capacity-building, knowledge transfer and technical cooperation are considered more effective in official development assistance-funded programmes (Riddell & Niño-Zarazúa, 2016). By emphasising institution building and organisational development, the DepEd can enhance its adaptability to ever-evolving education policymaking in the era of heightened globalisation. This can be achieved through various means, including conducting thorough and intensive research among schools, engaging local school stakeholders, fostering collaboration with other concerned government units and local organisations, and designing policies that accommodate flexibility, adaptability, and feedback mechanisms. Focusing on these functions contributes to the development and long-term goals of the DepEd, empowering national leaders to assume greater role in the ideation and development of local education policies. These approaches will likely challenge the traditional official development assistance project-based reforms but have the potential to significantly improve the DepEd.

Recommendation 4. Integrate official development assistance-funded reforms within the context of long-term national education goals

Given the significant role of Australia's DFAT in shaping externally induced programmes in the Philippines, the goal then shifts towards expanding the scope for national officers and local actors to influence crucial aspects of policies. One potential solution is to establish long-term national education goals and ensure that official development assistance-funded reforms are integrated within this framework (Gillies, 2011). By having clear long-term national education goals, national leaders can effectively negotiate with donor governments to align initiatives with predetermined national development objectives. This alignment establishes a firm foundation for government resistance against any programmes that do not serve its interest. In the long term, the pursuit of national education goals often leads to

reduced reliance on donor governments (Riddell & Niño-Zarazúa, 2016), thereby allowing the national government to take greater control of education reforms and policies.

This study has demonstrated that the DepEd holds the upper hand in decision-making and overall policymaking directives in numerous aspects. Instead of the traditional project-based reforms conducted by various donor organisations in the Philippines (Bautista et al., 2009), the DepEd can ensure the integration of aligned programmes directly related to these national education goals. This also implies that the DepEd may need to resist certain programmes offered by donor governments that do not align with these goals. Although this may pose a challenge for national leaders, it is worth noting that some leaders in African countries have demonstrated resistance to the demands of donor government (Tikly, 2001). This may be the case, for instance, if donor government seek unreasonable measurable and quantifiable results in the form of project-based reforms (Niño-Zarazúa, 2016).

Recommendation 5. Establish a mechanism for local school stakeholders and local community to participate in national policymaking

The core finding of this study revolves around the assertion that the existing professional standards are challenging to enact in schools, largely due to contextual factors. Therefore, another recommendation of this study emphasises the importance of establishing a mechanism within the DepEd that allows for the active participation of local school stakeholders and community members in national policymaking process. This approach would enable teachers, school heads and community leaders to contribute their perspectives, ensuring that their suggestions and recommendations are acknowledged and incorporated into the policies. Al' Abri (2011) explored this in the context of Oman and claimed that by embracing this approach, the formulation of education policies will more comprehensively address the contextual needs of teachers.

The professional standards policy reflects the policymaking traditions of the DepEd. By modifying the conventional processes of the department, it becomes possible to develop policies that are more responsive to the diverse conditions present in schools. Therefore, it is crucial for the DepEd to establish a mechanism that facilitates increased participation of local communities and teachers in education policymaking (Masino & Niño-Zarazúa, 2016).

One example of such an approach is grassroots policymaking, which adopts a bottom-up methodology where ideas originate from the grassroots and ascend to the central office (Vaz et al., 2022). In the Philippines, EDUCO, a non-governmental organisation, has piloted this innovative approach to education policymaking, emphasising the values of systems theory, social capital and community empowerment (Edwards, 2019). Through these approaches, local ideologies, local best practices and contextualised methods of learning become the primary baseline data for the formulation of education policies.

Recommendation 6. Provide continuing support to teachers in the enactment of policies in schools

In many instances in the Philippines, donor governments not only provide financial support for education reforms, but also take the lead in initiating, developing and evaluating projects (Bautista et al., 2009). However, it is observed in this study that support is predominantly focused on the policy development aspect. This study highlights that, while a significant portion of financial aid is allocated to the national level, schools receive limited human and financial resources to effectively implement the policies. With this, it is crucial to evaluate whether the DepEd possesses the human and financial capacity to implement a system-wide education reform from the outset of initiating a official development assistance funded programme. This evaluation is necessary to ascertain the institutional capacity to realise policy objectives, a concern that has been similarly raised by (Bautista et al., 2009).

Accordingly, this study recommends providing financial, human and material support for teachers and school heads in schools. One approach to achieve this is by ensuring that the DepEd has an effective mechanism for policy dissemination. The echoing approach, a strategy in training wherein the trainees conduct training to others until it reaches the teachers, is done by attendees has long been criticised as inefficient (Bautista et al., 2009), continues to be employed by donor governments in disseminating new policies (Tikly, 2001), This issue is reflected in how the professional standards policy has been enacted. This study highlights the significant disconnect in using this approach, as it reveals that some teachers only attend a brief orientation session on the policy resulting in confusion, neglect and lip-

service. To address this issue, assigning officers from the Regional and/or Division office to guide school heads and teachers would significantly help teachers interpret the policy. Additionally, teachers cited the imbued practice of 'official memo', which is similarly seen as a negative practice within the department. This practice implies that once an official memo is released indicating that the policy must be implemented, teachers are left to figure things out on their own.

Therefore, this study recommends providing ongoing support for schools in implementing new policy reforms. This would ensure the accurate interpretation of the policy, and its application is in alignment with the contextual needs of schools. Such an approach would minimise the potential for different interpretations of the policy and provide guidance to teachers on how to navigate the tension between contextual needs and policy fulfilment. Furthermore, the DepEd would be able to establish a feedback system to follow up on practices in schools, thus enabling policymakers to obtain first-hand information on the challenges teachers face when enacting a policy.

B.3. Recommendations for school heads and teachers

This study has demonstrated the active roles of school heads and teachers in enacting a globalising education policy. They are not passive agents; instead, they perpetuate, negotiate and transform the ideals of the policy. However, institutional and social structures, such as accountability, managerialism and performativity, pose obstacles that prevent them from fully realising their professional autonomy. It is within these contextual frameworks that recommendations for effective practice are outlined.

Recommendation 7. Strengthen teachers' professional groups/unions

In this study, one crucial factor that could have influenced the relationship between teacher professionalism and globalisation is the presence of teachers' professional groups and unions. In the Philippines, teacher professional groups are perceived as lacking proper organisation, often leading to a lack of collaboration and frequent contradictions with the government (Star, 2023, February 19). Furthermore, teachers' unions, although legal, are subtly considered as progressive and militant, signifying their inherent opposition to the

policies of the national government. The teachers have limited involvement with these groups, raising doubts about the groups' ability to truly represent teachers' aspirations and goals (Philstar Global, 2019). Their absence from the discourse of local policymaking further widens the gap between sites of policy production and policy enactment. If there were professional groups and unions actively supporting teachers, teachers would likely feel more empowered and assertive in defining their practice and in advocating for their voices to be heard in policy development.

A key issue is that teacher representation was lacking during the ideation and development of the professional standards. Only after the policy has been drafted were local stakeholders, including school heads and teachers, consulted. To address issues like this, this study proposes that teachers strengthen their professional groups and unions. This would enable them to have representation during critical discussions about the DepEd's reforms and policies. Group representatives and unions could champion the collective voice of teachers, helping to ensure that the provisions in the policy serve the best interests of teachers. Aside from this, these groups can also serve as a supportive network that fosters a positive and empowering environment for teachers.

Recommendation 8. Respond to the call to be activist professionals

The findings of this study demonstrate that teachers serve as mediators between policy and practice, as evidenced by their various professional agencies. Teachers are not passive recipients of policy; instead, they strive to strike a balance between accountability and autonomy. Therefore, one of the recommendations of this study is for teachers to respond to the call be activist professionals (Sachs, 2000). This recommendation aligns with Hargreaves' (2000) assertion that teachers must protect themselves from acts of de-professionalisation if they wish to uphold and advance their professionalism in an era heavily influenced by neoliberalism.

There are indications in the literature that teachers' responses to top-down reforms reveal their capacity to enact change within a tightly monitored environment created by a high-accountability system (Sleeter, 2005). One strategy that teachers can employ is what Sachs (2000) referred to as the normalisation of active trust. This strategy involves creating an

environment in which shared values and principles become the norm, with trust in colleagues at its core. It also entails promoting collaborative and critical reflection on practices, adopting a less hierarchical decision-making process, and encouraging critical public dialogues about teaching practices. Additionally, there is a call to pursue generative politics (Sachs, 2000). This strategy emphasises the creation of an environment where teachers take initiative and "make things happen rather than to let things happen to them" (p. 85). It requires teachers to reinvent their professional identity and refine their roles, not only as pedagogical practitioners, but also as individuals who maintain social relationships within and outside the schools.

Alongside professional groups and unions, teachers' commitment to becoming activist professionals contributes to what Hargreaves (2000) described as teacher professionalism that is open, democratic and inclusive. This type of professionalism can only be achieved through a social movement involving dedicated teachers and stakeholders who strive to advance teacher professionalism within an increasingly neoliberalised education system. Within this movement, teachers and local stakeholders work collaboratively to enhance the quality of teaching and promote improved professionalism.

Recommendation 9. Maximise the decentralisation system for instructional, administrative and fiscal autonomy

According to the Republic Act 9155, which establishes a new governance framework for Philippine basic education, school heads are granted authority in instructional, administrative and fiscal matters to facilitate the effective delivery of quality education (Gazette, 2011). As a result, the decentralisation of power, duties and responsibilities has led to the greater decision-making involvement of school heads in their specific educational contexts (Rivera & Ibarra, 2020). In light of this, this study recommends that school heads capitalise on this decentralised setup by exercising instructional leadership that effectively addresses the academic and social challenges faced by both teachers and students.

Although decentralised systems have their faults and limitations (Harmes, 2006), school heads can leverage certain aspects of decentralisation to help teachers navigate the tensions inherent in accountability mechanisms within the professional standards policy.

Firstly, school heads are granted local autonomy over teachers' instructional practices. This autonomy enables school heads to guide teachers in adapting educational strategies to meet the specific needs of their schools. Through this guidance, school heads play a crucial role in leading teachers to respond to local conditions, including student demographics and cultural contexts, resulting in education that is more appropriate and relevant for both teachers and students. Additionally, the flexibility and innovation associated with the roles of school heads allow them to encourage teachers to experiment with instructional and assessment methods, thereby promoting the implementation of innovative approaches in teaching strategies. This flexibility empowers teachers to explore new pedagogical techniques which can enhance the learning experiences of students. Lastly, school heads can initiate professional growth opportunities for teachers based on their perceived professional needs. With the authority to identify, develop and implement professional development activities, school heads have the opportunity to drive positive change among teachers and students.

B.4. Recommendations for international academics and researchers

International academics and researchers possess the potential to re-shape the direction of education policies pertaining to official development assistance-funded programs in both developed and developing countries. By amplifying peripheral viewpoints within the donor-recipient aid narrative and fostering policy engagement bodies in universities and research institutions, they can make significant contributions towards ensuring that policies are research-informed and evidence-based.

Recommendation 10. Amplify the peripheral views in the donor-recipient aid narrative

This research reveals misalignment between official development assistance-funded projects and the realities faced by teachers. The idealised professionalism that underpins the professional standards policy may prove to be more rhetorical than attainable in reality. Within the broader literature, this raises concerns about the effectiveness of official development assistance-funded programmes within the education systems of developing countries. In this context, my thesis adds to the growing body of evidence that highlights the

failures of official development assistance-funded programmes (Moyo, 2009; Niyonkuru, 2016).

However, the majority of literature on globalisation, particularly with regard to official development assistance, is predominantly conducted from the perspectives of Western researchers and organisations (Tikly, 2001). Most of the reports and studies from developed countries and aid agencies emphasise the 'numbers' gained through financial assistance, rather than focusing on the impact on the quality of education in aid recipient countries, particularly for marginalised and vulnerable populations (Riddell & Niño-Zarazúa, 2016). Therefore, this study emphasises the necessity for international academics and researchers to undertake studies that amplify peripheral views in the donor-recipient aid narrative by moving away from the input-output approach when investigating the effects of official development assistance. By conducting research with aid recipient countries, academics and researchers can offer an alternative perspective on the roles of donor governments in shaping donor-related activities. This approach will allow for a more nuanced understanding of the aid process. Through studies that utilise recipient countries as a vantage point, as this study does, academics and researchers can raise awareness of the educational and social inequalities that persist in donor-recipient relationships.

Recommendation 11. Strengthen policy engagement bodies in universities and research institutions

The findings of this research highlight the need for a thorough understanding of local context, suggesting the significance of evidence-based and data-driven education policies in ensuring the overall quality of education (Schildkamp, 2019). However, many developing countries continue to exhibit limited utilisation of research in their education policies (Adams et al., 2001). Therefore, another recommendation of this study for academics and researchers is to enhance policy engagement bodies in universities and research institutions. By advocating for research-informed policies, academics and researchers can exert a influence to ensure that research related to official development assistance-funded programmes is widely disseminated and effectively communicated to the government and policymaking institutions, especially in aid recipient countries. This entails actively seeking

engagement with policymakers through participation in policy forums, conferences and workshops focused on education policies, especially those pertaining to official development assistance-funded programmes. Establishing networks and partnerships for information sharing and joint advocacy efforts is also crucial. These collective endeavours amplify the voices of researchers and academics, ensuring that the government is well-informed of their findings.

By implementing these recommendations, academics and researchers can assume intermediary roles between donor governments and schools. Through their efforts, they can help bridge the gap between these distinct spaces and enable the exchange of valuable insights. Their studies can inform the parties involved, facilitating collaboration and shared understanding. This enhanced communication increases the likelihood of policymakers incorporating research findings into their policymaking processes. As a result, there is a greater chance of evidence-based research influencing policy decisions and shaping the trajectory of future educational policies and programmes.

B.5. Recommendations for the Philippine government

The literature reveals a consistent increase in the amount of official development assistance received by developing countries in the last decade (Maruta et al., 2020). Over time, the Philippines has emerged as a major recipient of official development assistance not only in the education sector but also in health, agriculture, infrastructure development, and emergency and humanitarian assistance (Abouraia, 2014). The findings of this study contribute valuable information regarding management of official development assistance in the country and the mitigation of risks associated with the failures of aid-funded programmes.

Recommendation 12. Strengthen institutional capacity

Several studies affirm that the contextual conditions of a country are critical factors in ensuring that official development assistance contributes to the country's economic growth (Niyonkuru, 2016). Specifically, the institutional capacity of a country, encompassing factors such as a conducive policy environment, established investment, fiscal and trade

management, and internal political and civil policies can serve as predictors of the maximum benefits derived from official development assistance (Brautigam & Knack, 2004; Maruta et al., 2020; Niyonkuru, 2016). However, the Philippine national government faces challenges such as inappropriate use of funds, political instability, and declining economic growth (Abouraia, 2014), which may impede its capacity to effectively utilise financial aid assistance for meaningful initiatives that successfully contribute to economic growth.

This study recommends specific actions for the Philippine government to challenge existing practices and build institutional capacity that maximises the benefits of official development assistance. This emphasis is crucial because there is limited evidence to suggest that external development consistently contributes to improved institutional performance in developing countries (Buntaine et al., 2017). Therefore, the government's ability to independently solve problems and its dedication to strengthening institutional capacity are prerequisites for effectively managing aid resources. These efforts encompass various measures, including anti-corruption initiatives (Reyes et al., 2018), enhancements in financial management (Venner, 2019), and active engagement with stakeholders and civil society (Ahmad, 2008), to name a few. By focusing on improving local and internal processes, the country can enhance its "absorptive capacity" (Kang, 2010, p. 5) in effectively managing official development assistance.

Recommendation 13. Establish a local government office for effective official development assistance management

Another recommendation of this study to the Philippine government is establishing a local government unit that oversees all matters related to official development assistance in the country. Given the significant influx of official development assistance to support programmes across various sectors, such as education, health, and public infrastructure, having a dedicated local government office becomes crucial. This unit would be responsible for ensuring proper accountability, allocation and management of official development assistance. By establishing such a unit, the government would gain a better understanding of the areas in which official development assistance is most needed and the effective management practices required for it to contribute to the country's economic growth.

In the DepEd, the Educational Development Projects Implementing Task Force (EDPITAF) was established in 1988 as the department's project development and implementing arm for all official development assisted projects in education. Its responsibilities include project preparation, development, implementation and evaluation, as well as identifying sources of project funds and conducting pre-project studies (Department of Education, 1998). However, it has been noted by some education leaders (Bautista et al., 2009) that this office is not effectively utilised for the management of official development assistance. Nevertheless, the Philippine government could adopt this approach by scaling up this practice. By establishing a national unit that serves as a central arm responsible for the management of aid resources, the government can ensure a more coordinated and streamlined approach to managing official development assistance in the country. More importantly, the government can better align official development assistance with the country's development priorities.

C. Limitations of the research and future research focus

This study has uncovered various aspects of education policymaking under the conditions of official development assistance. However, certain limitations regarding perspectives on globalisation and the selection of school heads and teachers have been identified. To address these limitations, future research should aim to provide a different perspective on globalisation and expand the scope of the study both vertically and laterally.

C.1.Re-narrativise the globalisation story

This study employs a globalisation lens that reinforces the core-periphery perspective, highlighting the core influence of developed counties and multilateral organisations in shaping the direction of the modernisation of education, while developing countries such as the Philippines are positioned on the periphery. However, a notable finding of this study is the significant role played by local contexts in the narrative of globalisation. With this, future studies can re-narrativise the globalisation story by placing local contexts at the forefront and utilising these as the vantage point to understand the modernisation of education.

This study employs CCPEE as a theoretical foundation to examine how globalisation affects education policymaking. CCPEE has proven to be a useful and effective approach for breaking open the education ensemble and examining the different layers of education policymaking. To gain additional insights, the phenomenon of globalisation can also be explored using other various theoretical approaches to understand its different facets, such as postcolonial theory and dependency theory (Abouraia, 2014; Tikly, 2001). For instance, the use of postcolonial theory in the study of globalisation can facilitate exploration of power imbalances, colonial hierarchies and historical transformations (Tikly, 2001) in the Philippines. Dependency theory, when applied to the study of globalisation, can focus on structural inequalities, the domination of developed countries in global capitalism and Western development frameworks (Barnett, 2015). These frameworks contribute to new understandings of the critical roles of local contexts in the narrative of globalisation and can provide new insights on the phenomenon of globalisation.

C.2.Broaden the scope of the study vertically and laterally

Although this study explores the policymaking process at the international and national levels and policy enactment at the school level, this can be enhanced by adding further layers of governance levels to be investigated in the ideation, development and enactment of the professional standards. There exists a regional level led by the Regional Director, who, despite not having direct governance over teachers in the schools, plays a crucial role in mediating national policies through the issuance of regional directives that provide further guidance to schools. Similarly, the Division Office, headed by the Schools Division Superintendent, holds substantial influence in designing and enacting projects that affect schools. Therefore, vertical expansion of the scope of the study is recommended for future research. By conducting an analysis of policy enactment that involves the intervention and mediation of officers from the Regional Office and Schools Division Office, valuable insights can be gained regarding the enactment of globalising education policies.

Additionally, a lateral expansion of the study is recommended for future research. While this study argues that the diversity of local conditions poses challenges to the implementation of a standardised approach to teaching practices, it also acknowledges that the selection of schools cannot be generalised. The current study focuses on nine schools within a single

locality, where the variations among the schools are limited to their size and student population. However, in the Philippines, there are different school typologies based on size (small, medium, and large schools) and geographical locations (rural and central schools). In most remote areas, schools are often classified as multigrade schools, where students from different grade levels are taught together in the same classroom by a single teacher. Finally, 'last mile' schools refer to remote schools in geographically isolated, disadvantaged and conflict-affected areas. Recognising the significant differences in enacting the professional standards policy among schools of different typologies will provide more comprehensive insight into the challenges that teachers face in enacting a globalising education policy.

D. Concluding remarks

This study began as a personal endeavour, stemming from me questioning whether my work truly mattered to Filipino teachers. Inquiring into the essence of my work posed challenges on multiple levels. First, witnessing the politics surrounding the policymaking process proved to be discouraging. Second, the concerns and issues raised by numerous teachers were even more disheartening. Lastly, the way this study highlights the misfit between the professional standards policy and Philippine public schools leaves me unsettled.

The findings in this study regarding the idealised professionalism embodied in the professional standards, and the stark disparity with the actual conditions of teachers, initiated an academic and professional journey of recognising what is frequently misjudged and scarcely acknowledged in the Philippines. As a developing country, official development assistance and international consultants are often viewed as saviours, bringing technical knowledge and skills that can help address the seemingly endless challenges surrounding the quality of education. However, as this study reveals, there is much more to learn about official development assistance and the politics behind it. It sheds light on how, in many instances, official development assistance -funded programmes may result in limited gains and achievements.

This study, among few others conducted in the Philippines, provides a critical examination of the issues surrounding policymaking under the conditions of official development

assistance. It is hoped that further research in this area continues to uncover the often-obscured reality of the assistance of official development assistance and advocate for social justice amongst teachers and students.

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APPENDICES

Appendix A: The Philippine Professional Standards for Teachers

Philippine Professional Standards for Teachers

Appendix B. Ethical Approval from the Department of Education (University of Waikato)

Te Wānanga Toi Tangata
Division of Education
The University of Waikato
Private Bag 3105
Hamilton,
New Zealand, 3240

Division of Education Research
Ethics Committee (DEREC)
fedu.ethics@waikato.ac.nz
www.waikato.ac.nz

THE UNIVERSITY OF WAIKATO
Te Whare Wānanga o Waikato

16/3/2021

Dear Alea Ann F. Macam

Division of Education Research Ethics Committee Application Approved
FEDU009/21

I am pleased to advise you that your ethics application for the project entitled "A Critical Realist Study on Policy Ideation, Development, and Enactment: The Case of Professional Standards for Teachers in the Philippines" was approved by Te Wānanga Toi Tangata Division of Education Research Ethics Committee on March 16th, 2021.

Please be aware that the Te Wānanga Toi Tangata Division of Education Research Ethics Committee must be advised (by memo) of any changes to the details recorded in your ethics application. Please send any such advice to fedu.ethics@waikato.ac.nz. You will receive a memo of approval once the change(s) has been considered.

Kind regards

Co-chairs
Te Wānanga Toi Tangata Division of Education Research Ethics Committee (DEREC)

Appendix C. Letter of Permission to the Department of Education

Date

_____
_____
_____
_____

Dear _____

Re: Request for Approval and Endorsement to Interview Public Schools District Supervisor, School Heads, and Teachers from the Division of Lipa City

Greetings!

I am **Alea Ann F. Macam**, a PhD student at the University of Waikato in Hamilton, New Zealand. Prior to pursuing my doctoral studies, I worked with the Department of Education through foreign-assisted projects such as Basic Education Sector Transformation (BEST) Program and Advancing Basic Education in the Philippines (ABC+) as a Teacher Professional Development Specialist who develops programs for continuing professional development of teachers. I am currently undertaking my thesis "*How are Education Reforms Re-forming? An Exploration of Teacher Professionalism in the Philippines as Influenced by the Philippine Professional Standards for Teachers Policy".* My research aims to examine the ideation, development, and enactment of the Philippine Professional Standards for Teachers and how it contributes to the conception of teacher professionalism.

With this, I would like to seek for your permission and endorsement to conduct interviews with policy implementers within the Lipa City Division. I would like to request a list of potential participants from elementary schools who satisfy the criteria, from which the target participants will be randomly chosen. In this way, anonymity of the participants will be protected and, should a potential participant decline to participate, an additional participant can be invited from the list.

Below is the details of the target participants and their desired qualifications.

Number	***Position***	***Qualifications***
4	Public Schools District Supervisor	• Has been in the position for five years or more • Has been trained on the Philippine Professional Standards for Teachers (PPST) • Has been implementing the Philippine Professional Standards for Teachers (PPST)

10	School Heads *(from districts where the Public Schools District Supervisor are from)*	• School Heads of central, medium, and small schools • Has been in the position for five years or more • Has been trained on the Philippine Professional Standards for Teachers (PPST) • Has been implementing the Philippine Professional Standards for Teachers (PPST)
20 teachers	Grades 1-6 Teachers *(from schools where the School Heads are from)*	• Teacher I, II, or III and Master Teacher in each school • Has been in the position for five years or more • Has been trained on the Philippine Professional Standards for Teachers (PPST) • Has been implementing the Philippine Professional Standards for Teachers (PPST)

Should the selected officers agree to participate, they will be invited to participate in a 60-minute (approx.) interview via face-to-face or online (via Zoom, Skype, or phone) at a date and time most convenient to them from ***January 17- July 31, 2022***. With their consent, the interview will be audio recorded and transcribed. They may request to switch off the recorder at any point in the interview. A transcript of the interview will be sent to them which they can review and edit to ensure that the document reflects their intended meaning. This will take around 30 minutes.

Participation in the study is voluntary. Any decision to participate or not participate will not affect their relationship or employment status with DepEd. They have the right to withdraw anytime and the information they shared until they have approved the transcript. They may email me at aafm1@students.waikato.ac.nz should they wish to withdraw your participation and the data they shared.

Their identity and any potential identifiable information about them and the school will be protected in the study to ensure anonymity. However, while every effort will be ensured for confidentiality, this cannot be guaranteed since the study will be published in scholarly journals.

Should you wish to find out more details about the study, you may contact me via email at aafm1@students. waikato.ac.nz. If you have any concerns that are feel are unable to be resolved by speaking with me directly, you may contact my supervisors. Their contact details are as follows:

Chief Supervisor
Dr. Donella Cobb
Senior Lecturer
School of Education
The University of Waikato
E: donella.cobb@waikato.ac.nz

Supervisor
Dr. Michele Morrison
Senior Lecturer
School of Education
The University of Waikato
E: michele.morrison@waikato.ac.nz

At the end of the research, they will also be given a one-page summary of the results.

Thank you and I hope for your positive response on this.

Regards,

Alea Ann F. Macam
aafm1@students.waikato.ac.nz
+63 956 702 6232

This research has been approved by the University of Waikato Faculty of Education Ethics Committee on March 16, 2020. Approval number: FEDU009/21.

Appendix D: Letter of Invitation to Policymakers

Date

_____
_____
_____
_____

Dear _____

Re: Request for an interview

Greetings!

I am Alea Ann F. Macam, a PhD student at the University of Waikato in Hamilton, New Zealand. Prior to pursuing my doctoral studies , I worked with the Department of Education through foreign-assisted projects such as Basic Education Sector Transformation Program and Advancing Basic Education in the Philippines. The focus of my work was on developing programs for continuing professional development of teachers. My PhD thesis, which is titled *Professional Standards for Teachers in the Philippines: An exploration of Policy and Practice* aims to examine the ideation, development, and enactment of the Philippine Professional Standards for Teachers. As one of the key policymakers who were involved in the development of the *Philippine Professional Standards for Teachers policy,* your experiences and professional background will be significant to the study. With this, I would like to invite you to participate in the study by sharing your experiences and contributions in the development of the aforementioned policy.

Should you agree to participate, you will be invited to participate in an approximately 30-minute interview via Zoom, Skype, or phone at a date and time most convenient to you. With your consent, the interview will be audio recorded and transcribed. You may request to switch off the recorder at any point in the interview. A transcript of the interview will be sent to you which you can review and edit to ensure that the document reflects your intended meaning. This will take around 15 minutes.

Participation in the study is voluntary. You have the right to withdraw anytime and the information you shared until you have approved the transcript. You may email me at aafm1@students.waikato.ac.nz should you wish to withdraw your participation and the data you shared.

Pseudonyms will be used, however because your name is already publicly associated with the *Philippine Professional Standards for Teachers* policy, it may not be possible to guarantee that your identity will remain anonymous and confidential. As the data will be published in scholarly journals, confidentiality cannot be guaranteed.

Should you wish to find out more details about the study, you may contact me via email at aafm1@students.waikato.ac.nz. If you have any concerns that you feel are unable to be resolved by speaking with me directly, you may contact my supervisors. Their contact details are as follows:

Chief Supervisor
Dr. Donella Cobb
Senior Lecturer
School of Education
The University of Waikato
E: donella.cobb@waikato.ac.nz

Supervisor
Dr. Michele Morrison
Senior Lecturer
School of Education
The University of Waikato
E: michele.morrison@waikato.ac.nz

If you are willing to be part of this research, please complete the attached consent form and email it to me on or before March 1, 2022. Thank you and I hope for your positive response on this.

Kind regards,

Alea Ann F. Macam
PhD Candidate
aafm1@students.waikato.ac.nz
macamaleaann@gmail.com
+63 956 702 6232

This research has been approved by the University of Waikato Faculty of Education Ethics Committee on March 16, 2020. Approval number: FEDU009/21.

Appendix E. Letter of Invitation to Public Schools District Supervisor, School Heads and Teachers

Date

_____
_____
_____
_____

Dear _____

Re: Request for Interview

Greetings!

I am **Alea Ann F. Macam**, a PhD student at the University of Waikato in Hamilton, New Zealand. Prior to pursuing my doctoral studies, I worked with the Department of Education through foreign-assisted projects such as Basic Education Sector Transformation (BEST) Program and Advancing Basic Education in the Philippines (ABC+) as a Teacher Professional Development Specialist who develops programs for continuing professional development of teachers. I am currently undertaking my thesis *"Professional Standards for Teachers in the Philippines: An exploration of policy and practice".* As a Public Schools District Supervisor who is implementing the PPST policy, your experiences will be significant to the study. With this, I would like to invite you to participate in the study through an online interview.

Should you agree to participate, you will be invited for a 60-minute interview (approx.) via Zoom, Skype, or phone at a date and time most convenient to you. With your consent, the interview will be audio recorded and transcribed. You may request to switch off the recorder at any point in the interview. A transcript of the interview will be sent to you which you can review and edit to ensure that the document reflects your intended meaning. This will take around 30 minutes.

Participation in the study is voluntary. Any decision to participate or not participate will not affect your relationship or employment status with DepEd. You have the right to withdraw anytime and the information you shared until you have approved the transcript. You may email me at aafm1@students.waikato.ac.nz should you wish to withdraw your participation and the data you shared.

Pseudonyms will be used to ensure that your identity will remain anonymous and confidential. Your identity and any potential identifiable information about you and your district will be protected in the study to ensure anonymity. However, while every effort will

be ensured for confidentiality, this cannot be guaranteed since the study will be published in scholarly journals.

Should you wish to find out more details about the study, you may contact me via email at aafm1@students.waikato.ac.nz. If you have any concerns that you feel are unable to be resolved by speaking with me directly, you may contact my supervisors. Their contact details are as follows:

Chief Supervisor
Dr. Donella Cobb
Senior Lecturer
School of Education
The University of Waikato
E: donella.cobb@waikato.ac.nz

Supervisor
Dr. Michele Morrison
Senior Lecturer
School of Education
The University of Waikato
E: michele.morrison@waikato.ac.nz

At the end of the research, you will also be given a one-page summary of the results.

If you are willing to be part of this research, please complete the attached consent form and email it to me at aafm1@students.waikato.ac.nz on or before January 20, 2022. Thank you and I hope for your positive response on this.

Kind regards,

Alea Ann F. Macam
PhD Candidate
aafm1@students.waikato.ac.nz
+63 956 702 6232

This research has been approved by the University of Waikato Faculty of Education Ethics Committee on March 16, 2020. Approval number: FEDU009/21.

Appendix F. Consent Form for Policymakers

CONSENT FORM

This is to advise that I have read the information sheet regarding the study *Professional Standards for Teachers in the Philippines: An Exploration of Policy and Practice.* I understand the research aims and the reason I am invited to participate in the study.

I understand that:
(Please tick the box to indicate that you agree to the terms stated in this consent form.)

☐ My participation in this study is voluntary.

☐ I can withdraw my participation in the study at any time, and that I can withdraw my data up until I have approved my transcripts.

☐ Pseudonyms will be used, however because my name is already publicly associated with the *Philippine Professional Standards for Teachers* policy, it may not be possible to guarantee that my identity will remain anonymous and confidential. As the data will be published in scholarly journals and/or conferences, confidentiality cannot be guaranteed.

I consent to:
(Please tick the box to indicate that you agree to the terms stated in this consent form.)

☐ Participate in a 30-minute (approx.) interview via Zoom, Skype, or phone at a date and time suitable to me.

☐ My contribution to the study being audiotaped and transcribed.

☐ Review the transcript of the interview to ensure that the document reflects my intended meaning. This will take approximately 15 minutes.

Name of the Participant:
Signature:
Date:

This research has been approved by the University of Waikato Faculty of Education Ethics Committee on March 16, 2020. Approval number: FEDU009/21.

Appendix G. Consent Form for Public Schools District Supervisor, School Head and Teachers

CONSENT FORM

This is to advise that I have read the information sheet regarding the study *Professional Standards for Teachers in the Philippines: An Exploration of Policy and Practice.* I understand the research aims and the reason I am invited to participate in the study.

I understand that:
(Please tick the box to indicate that you agree to the terms stated in this consent form.)

☐ My participation in this study is voluntary.

☐ I can withdraw my participation in the study at any time, and that I can withdraw my data up until I have approved my transcripts.

☐ Pseudonyms will be used, however because my name is already publicly associated with the *Philippine Professional Standards for Teachers* policy, it may not be possible to guarantee that my identity will remain anonymous and confidential. As the data will be published in scholarly journals and/or conferences, confidentiality cannot be guaranteed.

I consent to:
(Please tick the box to indicate that you agree to the terms stated in this consent form.)

☐ Participate in a 60-minute (approx.) interview via Zoom, Skype, or phone at a date and time suitable to me.

☐ My contribution to the study being audiotaped and transcribed.

☐ Review the transcript of the interview to ensure that the document reflects my intended meaning. This will take approximately 15 minutes.

Name of the Participant:
Signature:
Date:

This research has been approved by the University of Waikato Faculty of Education Ethics Committee on March 16, 2020. Approval number: FEDU009/21.

Appendix H. Interview Questions for International Policymakers

1. What is your role in the University of New England- Australia/ SiMERR National Research Centre/ Basic Education Sector Transformation (BEST) Program?

2. Why did you become involved in developing the *Philippine Professional Standards for Teachers* policy?

3. What was the nature of your contribution to the development of the *Philippine Professional Teacher Standards* policy?

4. What previous roles and engagements informed your contributions in the development of the *Philippine Professional Standards for Teachers* policy?

5. What do you understand teacher professionalism to be?

6. How has your understanding of teacher professionalism informed your contributions to the development of the *Philippine Professional Standards for Teachers* policy?

7. How was the conceptualisation of teacher professionalism decided on in the development of the *Philippine Professional Standards for Teachers* policy?

    - Who contributed to these discussions?

    - What process was used to achieve consensus of understanding?

    - How and by whom were timeframes decided on?

    - Whose voices/perspectives of teacher professionalism were considered in the development of the *Philippine Professional Standards for Teachers* policy?

    - What challenges did you encounter and how were these resolved?

8. What were some of the key considerations in the development of the *Philippine Professional Standards for Teachers* policy*?*

9. Which of these considerations were you particularly interested in advancing? Why?

10. What changes do you anticipate that the *Philippine Professional Standards for Teachers* policy will bring to teachers' practice and the teaching profession?

11. How do these anticipated changes in teachers' practice and the teaching profession contribute to the wider goals of your work?

12. How has your contribution to the ideation and development of the *Philippine Professional Standards for Teachers* policy influenced future directions of your organisation in terms of its support to the Philippine government?

Appendix I. Interview Questions for Local Policymakers

1. What is your role in your organisation during the development of the *Philippine Professional Standards for Teachers* policy?

2. Why did you become involved in developing the *Philippine Professional Standards for Teachers* policy?

3. What was the nature of your contribution to the development of the *Philippine Professional Teacher Standards* policy?

4. What previous roles and engagements have you held? To what extent did these roles inform your contributions in the development of the *Philippine Professional Standards for Teachers* policy?

5. For you, what does it mean to be a quality Filipino teacher?

6. For you, what does it mean to enhance the status of the teaching profession in the Philippines?

7. How has your understanding of quality teacher and improved status of the teaching profession informed your contributions to the development of the *Philippine Professional Standards for Teachers* policy?

8. What are some of the significant changes between *National Competency-Based Teacher Standards* and *Philippine Professional Standards for Teachers* policies and what were the reasons for these changes?
    - Why are these changes better?
    - To what extent do these changes align with the vision your organisation holds for teacher quality?

9. How was the conceptualisation of teacher quality decided on in the development of the *Philippine Professional Standards for Teachers* policy?
    - Who contributed to these discussions?
    - What process was used to achieve consensus of understanding?
    - How and by whom were timeframes decided on?
    - Whose voices/perspectives of teacher professionalism were considered in the development of the *Philippine Professional Standards for Teachers* policy?
    - What challenges did you encounter and how were these resolved?

10. Were there any particular objectives that had to be achieved in the development of the *Philippine Professional Standards for Teachers* policy?

11. What were some of the key considerations in the development of the *Philippine Professional Standards for Teachers* policy*?*

12. Which of these considerations were you particularly interested in advancing? Why?

13. After four years of implementing the Philippine Professional Standards for Teachers policy, to what extent has it enhanced the status of the teaching profession and improvement of the teacher quality?

Appendix J. Interview Questions to Public Schools District Supervisor (English)

1. What do you understand teacher professionalism to be? What has informed your understanding of teacher professionalism?

2. How will you describe the definition of teacher professionalism in *Philippine Professional Standards for Teachers*? What are your roles in the fulfillment of this vision?

   Possible prompts:

   - How will you describe the definition of teacher professionalism in the *Philippine Professional Standards for Teachers* in terms of
     - knowledge base (necessary knowledge of teaching)
     - autonomy (the teachers' decision making over aspects related to their work)
     - peer networks (opportunities for information exchange and support needed to maintain high standards of teaching)

3. How has the implementation of the *Philippine Professional Standards for Teachers* changed your conception of teacher professionalism?

4. What are some of the significant changes between *National Competency-Based Teacher Standards* and *Philippine Professional Standards for Teachers*?

   Possible prompts:

   - What were the significant changes in terms of your roles as Public Schools District Supervisor in terms of:
     - conducting instructional supervision
     - providing technical assistance in school management and curriculum implementation
     - sustaining strong and harmonious partnerships and collaboration among stakeholders in order to improve access to and delivery of quality basic education
   - What were the significant changes in the practices of teachers in terms of:
     - delivering instructions
     - maintaining positive, fair, and nurturing learning environment
     - establishing environment that is responsive to learner diversity
     - delivering the national curriculum ○ designing assessments and reporting learners' progress
     - maintaining community linkages and professional engagement

- designing professional development activities

5. In what ways have your practices changed (both positive and negative) because of the *Philippine Professional Standards for Teachers*? Can you provide an example?

6. In what ways have the practices of the teachers changed (both positive and negative) *Philippine Professional Standards for Teachers*? Can you provide an example?

7. What factors have supported the implementation of the *Philippine Professional Standards for Teachers?*

8. What factors have inhibited the implementation of the *Philippine Professional Standards for Teachers?* How do you resolve these challenges?

9. What happens to the teachers if they do not meet what is expected from them?

10. What financial resources have been provided to supporting your role out of this policy?

11. What professional development activities were provided for you to help you prepare execute your roles as prescribed in the *Philippine Professional Standards for Teachers?*

12. What do you think that DepEd hope to achieve with this policy? In your opinion, how successful will the policy be in achieving that vision?

13. How do you think did the policy change teacher professionalism in the Philippines in general?

Appendix K. Interview Questions to Public Schools District Supervisor (Filipino)

1. Ano ang pagkakaintindi mo sa “teacher professionalism”? Ano ano ang mga bagay na nakaimpluwensiya sa iyo na maintindihan ang “teacher professionalism”?
2. Paano mo ilalarawan ang “teacher professionalism” ayon sa Philippine Professional Standards for Teachers? Ano ano ang mga katungkulan mo para maisakatuparan ang “teacher professionalism” sa polisiya?

   Posibleng mga senyas:

   - Paano mo ilalarawan ang “teacher professionalism” ayon sa Philippine Professional Standards for Teachers sa aspeto ng:
     - kaalaman sa pagtuturo (mga kinakailangang kaalaman para makapagturo ng maayos?
     - otonomiya (ang pagdedesisyon ng mga guro sa mga bagay kaugnay ng kanilang trabaho)
     - ang pakikipagtrabaho sa iba (mga pagkakataon na mapaunlad pa ang pagtuturo sa pamamagitan ng pakikitrabaho sa iba)
3. Paano nabago ng pagpapatupad ng Philippine Professional Standards for Teachers ang iyong pagpapakahulugan sa “teacher professionalism”?
4. Ano ano ang mga mahahalagang pagkakaiba ng National Competency-Based Teacher Standards at Philippine Professional Standards for Teachers?

   Posibleng mga senyas:

   - Ano ano ang mga mahahalagang pagkakaiba ng National CompetencyBased Teacher Standards at Philippine Professional Standards for Teachers sa aspeto ng trabaho mo bilang Public School District Supervisor?
     - pagbibigay ng superbisyon sa pagtuturo
     - pagtulong sa pagpapalakad ng school at pagpapatupad ng kurikulum
     - pagpapatibay ng relasyon ng paaralan sa iba’t ibang partners para mapabuti ang kalidad ng edukasyon
   - Ano ano ang mga mahahalagang pagkakaiba ng National CompetencyBased Teacher Standards at Philippine Professional Standards for Teachers sa aspeto ng trabaho ng mga teachers?
     - pagtuturo o pagpapatupad ng masaya at pantay pantay na kultura
     - pagpapatupad ng kultura ng pagtanggap sa pagkakaiba iba
     - pagpapatupad ng nasyunal na kurikulum o pagggawa ng assessment at pagbahagi ng mga progreso
     - pagpapatibay ng relasyon sa komunidad at mga propesyunal na gawain
     - pagpaplano ng mga propesyunal na gawain

5. Sa ano anong paraan nabago ang iyong mga gawain (positibo at negatibo) dahil sa pagpapatupad ng Philippine Professional Standards for Teachers? Maaari ka bang magbigay ng halimbawa?
6. Sa ano anong paraan nabago ang gawain ng mga guro (positibo at negatibo) dahil sa pagpapatupad ng Philippine Professional Standards for Teachers? Maaari ka bang magbigay ng halimbawa?
7. Ano ano ang mga bagay na nakakatulong para maipatupad mo ang Philippine Professional Standards for Teachers?
8. Ano ano ang mga bagay na nakakahadlang para maipatupad mo ang Philippine Professional Standards for Teachers? Paano mo ito sinusolusyunan?
9. Ano ang nangyayari kapag hindi nagagawa ng mga teachers ang kanilang trabaho?
10. Ano ano ang mga probisyong pinansiyal ang ibinigay sa inyo para maipatupad ang polisya?
11. Ano anong mga pangkalinangang propersyonal na gawain ang ipinagkaloob para matulungan kayo na maipatupad ang mga katungkulan niyo sa Philippine Professional Standards for Teachers?
12. Ano sa tingin niyo ang nais mangyari ng DepEd sa pagpapatupad ng polisiya na ito? Sa tingin mo, makakamit ba ito ng DepEd?
13. Sa pangkalahatan, paano nabago ng polisiya na ito ang “teacher professionalism” sa Pilipinas?

Appendix L. Interview Questions to School Heads (English)

1. What do you understand teacher professionalism to be? What has informed your understanding of teacher professionalism?

2. How will you describe the definition of teacher professionalism in *Philippine Professional Standards for Teachers*? What are your roles in the fulfillment of this vision?

   Possible prompts:

   - How will you describe the definition of teacher professionalism in the *Philippine Professional Standards for Teachers* in terms of:
     - knowledge base (necessary knowledge of teaching)
     - autonomy (the teachers' decision making over aspects related to their work)
     - peer networks (opportunities for information exchange and support needed to maintain high standards of teaching)

3. How has the implementation of the *Philippine Professional Standards for Teachers* changed your conception of teacher professionalism?

4. What are some of the significant changes between *National Competency-Based Teacher Standards* and *Philippine Professional Standards for Teachers*?

   Possible prompts:

   - What were the significant changes in terms of your roles as School Heads in terms of:
     - implementing the school curriculum and being accountable for higher learning outcomes
     - establishing school and community networks
     - sustaining strong and harmonious partnerships and collaboration among stakeholders in order to improve access to and delivery of quality basic education
   - What were the significant changes in the practices of teachers in terms of:
     - delivering instructions
     - maintaining positive, fair, and nurturing learning environment
     - establishing environment that is responsive to learner diversity
     - delivering the national curriculum
     - designing assessments and reporting learners' progress
     - maintaining community linkages and professional engagement
     - designing professional development activities

5. In what ways have your practices changed (both positive and negative) because of the *Philippine Professional Standards for Teachers*? Can you provide an example?

6. In what ways have the practices of the teachers changed (both positive and negative) *Philippine Professional Standards for Teachers*? Can you provide an example?

7. What factors have supported the implementation of the *Philippine Professional Standards for Teachers?*

8. What factors have inhibited the implementation of the *Philippine Professional Standards for Teachers?* How do you resolve these challenges?

9. What happens to the teachers if they do not meet what is expected from them?

10. What financial resources have been provided to supporting your role out of this policy?

11. What professional development activities were provided for you to help you prepare execute your roles as prescribed in the *Philippine Professional Standards for Teachers?*

12. What do you think that DepEd hope to achieve with this policy? In your opinion, how successful will the policy be in achieving that vision?

13. How do you think did the policy change teacher professionalism in the Philippines in general?

Appendix M. Interview Questions to School Heads (Filipino)

1. Ano ang pagkakaintindi mo sa “teacher professionalism”? Ano ano ang mga bagay na nakaimpluwensiya sa iyo na maintindihan ang “teacher professionalism”?
2. Paano mo ilalarawan ang “teacher professionalism” ayon sa *Philippine Professional Standards for Teachers?* Ano ano ang mga katungkulan mo para maisakatuparan ang “teacher professionalism” sa polisiya?

   Posibleng mga senyas:

   - Paano mo ilalarawan ang “teacher professionalism” ayon sa *Philippine Professional Standards for Teachers* sa aspeto ng:
     - kaalaman sa pagtuturo (mga kinakailangang kaalaman para makapagturo ng maayos?
     - otonomiya (ang pagdedesisyon ng mga guro sa mga bagay kaugnay ng kanilang trabaho)
     - ang pakikipagtrabaho sa iba (mga pagkakataon na mapaunlad pa ang pagtuturo sa pamamagitan ng pakikitrabaho sa iba)
3. Paano nabago ng pagpapatupad ng *Philippine Professional Standards for Teachers* ang iyong pagpapakahulugan sa “teacher professionalism”?
4. Ano ano ang mga mahahalagang pagkakaiba ng *National Competency-Based Teacher Standards* at *Philippine Professional Standards for Teachers*?
   Posibleng mga senyas:
   - Ano ano ang mga mahahalagang pagkakaiba ng *National CompetencyBased Teacher Standards* at *Philippine Professional Standards for Teachers* sa aspeto ng trabaho mo bilang punong-guro:
     - pagpapatupag ng kurikulum at pagpapaunlad ng pagkatuto ng mga bata
     - pagpapatibay ng relasyon sa paaralan at sa komunidad
     - pagpapatibay ng relasyon ng paaralan sa iba’t ibang partners para mapabuti ang kalidad ng edukasyon
   - Ano ano ang mga mahahalagang pagkakaiba ng *National CompetencyBased Teacher Standards* at *Philippine Professional Standards for Teachers* sa aspeto ng trabaho ng mga teachers?
     - Pagtuturo
     - pagpapatupad ng masaya at pantay pantay na kultura
     - pagpapatupad ng kultura ng pagtanggap sa pagkakaiba iba
     - pagpapatupad ng nasyunal na kurikulum
     - pagggawa ng assessment at pagbahagi ng mga progreso
     - pagpapatibay ng relasyon sa komunidad at mga propesyunal na gawain
     - pagpaplano ng mga propesyunal na gawain
5. Sa ano anong paraan nabago ang iyong mga gawain (positibo at negatibo) dahil sa pagpapatupad ng *Philippine Professional Standards for Teachers*? Maaari ka bang magbigay ng halimbawa?

6. Sa ano anong paraan nabago ang gawain ng mga guro (positibo at negatibo) dahil sa pagpapatupad ng *Philippine Professional Standards for Teachers*? Maaari ka bang magbigay ng halimbawa?
7. Ano ano ang mga bagay na nakakatulong para maipatupad mo ang *Philippine Professional Standards for Teachers?*
8. Ano ano ang mga bagay na nakakahadlang para maipatupad mo ang *Philippine Professional Standards for Teachers?* Paano mo ito sinusolusyunan?
9. Ano ang nangyayari kapag hindi nagagawa ng mga teachers ang kanilang trabaho?
10. Ano ano ang mga probisyong pinansiyal ang ibinigay sa inyo para maipatupad ang polisya?
11. Ano anong mga pangkalinangang propersyonal na gawain ang ipinagkaloob para matulungan kayo na maipatupad ang mga katungkulan niyo sa *Philippine Professional Standards for Teachers?*
12. Ano sa tingin niyo ang nais mangyari ng DepEd sa pagpapatupad ng polisiya na ito? Sa tingin mo, makakamit ba ito ng DepEd?
13. Sa pangkalahatan, paano nabago ng polisiya na ito ang “teacher professionalism” sa Pilipinas?

Appendix L. Interview Questions to Teachers (English)

1. What do you understand teacher professionalism to be? What has informed your understanding of teacher professionalism?

2. How will you describe the definition of teacher professionalism in *Philippine Professional Standards for Teachers*? What are your roles in the fulfillment of this vision?

   Possible prompts:

   - How will you describe the definition of teacher professionalism in the *Philippine Professional Standards for Teachers* in terms of:
     - knowledge base (necessary knowledge of teaching)
     - autonomy (the teachers' decision making over aspects related to their work)
     - peer networks (opportunities for information exchange and support needed to maintain high standards of teaching)

3. How has the implementation of the *Philippine Professional Standards for Teachers* changed your conception of teacher professionalism?

4. What are some of the significant changes between *National Competency-Based Teacher Standards* and *Philippine Professional Standards for Teachers*?

   Possible prompts:

   - What were the significant changes in terms of the practices of teachers in terms of:
     - delivering instructions
     - maintaining positive, fair, and nurturing learning environment
     - establishing environment that is responsive to learner diversity
     - delivering the national curriculum
     - designing assessments and reporting learners' progress
     - maintaining community linkages and professional engagement
     - designing professional development activities

5. In what ways have your practices changed (both positive and negative) because of the *Philippine Professional Standards for Teachers*? Can you provide an example?

6. In what ways have the practices of the teachers changed (both positive and negative) *Philippine Professional Standards for Teachers*? Can you provide an example?

7. What factors have supported the implementation of the *Philippine Professional Standards for Teachers?*

8. What factors have inhibited the implementation of the *Philippine Professional Standards for Teachers?* How do you resolve these challenges?

9. What happens to the teachers if they do not meet what is expected from them?

10. What financial resources have been provided to supporting your role out of this policy?

11. What professional development activities were provided for you to help you prepare execute your roles as prescribed in the *Philippine Professional Standards for Teachers?*

12. What do you think that DepEd hope to achieve with this policy? In your opinion, how successful will the policy be in achieving that vision?

13. How do you think did the policy change teacher professionalism in the Philippines in general?

Appendix L. Interview Questions to Teachers (Filipino)

1. Ano ang pagkakaintindi mo sa "teacher professionalism"? Ano ano ang mga bagay na nakaimpluwensiya sa iyo na maintindihan ang "teacher professionalism"?
2. Paano mo ilalarawan ang "teacher professionalism" ayon sa *Philippine Professional Standards for Teachers?* Ano ano ang mga katungkulan mo para maisakatuparan ang "teacher professionalism" sa polisiya?

   Posibleng mga senyas:

   - Paano mo ilalarawan ang "teacher professionalism" ayon sa *Philippine Professional Standards for Teachers* sa aspeto ng:
     - kaalaman sa pagtuturo (mga kinakailangang kaalaman para makapagturo ng maayos?
     - otonomiya (ang pagdedesisyon ng mga guro sa mga bagay kaugnay ng kanilang trabaho)
     - ang pakikipagtrabaho sa iba (mga pagkakataon na mapaunlad pa ang pagtuturo sa pamamagitan ng pakikitrabaho sa iba)
3. Paano nabago ng pagpapatupad ng *Philippine Professional Standards for Teachers* ang iyong pagpapakahulugan sa "teacher professionalism"?
4. Ano ano ang mga mahahalagang pagkakaiba ng *National Competency-Based Teacher Standards* at *Philippine Professional Standards for Teachers*?
   Posibleng mga senyas:
   - Ano ano ang mga mahahalagang pagkakaiba ng *National CompetencyBased Teacher Standards* at *Philippine Professional Standards for Teachers* sa aspeto ng trabaho ng mga teachers?
     - Pagtuturo
     - pagpapatupad ng masaya at pantay pantay na kultura
     - pagpapatupad ng kultura ng pagtanggap sa pagkakaiba iba
     - pagpapatupad ng nasyunal na kurikulum
     - pagggawa ng assessment at pagbahagi ng mga progreso

- pagpapatibay ng relasyon sa komunidad at mga propesyunal na gawain
- pagpaplano ng mga propesyunal na gawain

5. Sa ano anong paraan nabago ang iyong mga gawain (positibo at negatibo) dahil sa pagpapatupad ng *Philippine Professional Standards for Teachers*? Maaari ka bang magbigay ng halimbawa?

6. Sa ano anong paraan nabago ang gawain ng mga guro (positibo at negatibo) dahil sa pagpapatupad ng *Philippine Professional Standards for Teachers*? Maaari ka bang magbigay ng halimbawa?

7. Ano ano ang mga bagay na nakakatulong para maipatupad mo ang *Philippine Professional Standards for Teachers?*

8. Ano ano ang mga bagay na nakakahadlang para maipatupad mo ang *Philippine Professional Standards for Teachers?* Paano mo ito sinusolusyunan?

9. Ano ang nangyayari kapag hindi nagagawa ng mga teachers ang kanilang trabaho?

10. Ano ano ang mga probisyong pinansiyal ang ibinigay sa inyo para maipatupad ang polisya?

11. Ano anong mga pangkalinangang propersyonal na gawain ang ipinagkaloob para matulungan kayo na maipatupad ang mga katungkulan niyo sa *Philippine Professional Standards for Teachers?*

12. Ano sa tingin niyo ang nais mangyari ng DepEd sa pagpapatupad ng polisiya na ito? Sa tingin mo, makakamit ba ito ng DepEd?

13. Sa pangkalahatan, paano nabago ng polisiya na ito ang “teacher professionalism” sa Pilipinas?