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Introduced by SENATOR WIN GATCHALIAN

RESOLUTION
DIRECTING THE APPROPRIATE SENATE COMMITTEE TO CONDUCT AN
INQUIRY, IN AID OF LEGISLATION, TO DISCUSS AND ASSESS THE
DEPARTMENT OF EDUCATION'S PROCUREMENT OF TEXTBOOKS AND
OTHER LEARNING MATERIALS BASED ON THE FINDINGS OF THE
SECOND CONGRESSIONAL COMMISSION ON EDUCATION (EDCOM II),
FOR THE PURPOSE OF IDENTIFYING AND ADDRESSING PROCUREMENT
CHALLENGES AND GAPS, AND CRAFTING COMPLEMENTARY OR
AMENDATORY LEGISLATION

1 **WHEREAS**, it is a policy of the State to protect and promote the right of
2 all citizens to quality education at all levels and take appropriate steps to make
3 such education accessible to all.¹ The State shall also establish, maintain and
4 support a complete, adequate, and integrated system of education relevant to
5 the needs of the people and society;

6
7 **WHEREAS**, Republic Act (R.A.) No. 8047 or the "Book Publishing Industry
8 Development Act" was enacted in 1995, which effectively transferred the
9 publication and distribution of textbooks from the government to the private

¹ 1987 Philippine Constitution, Article XIV, Sec. 1.

1 sector;²

2
3 **WHEREAS**, twenty-three years after the passage of R.A. No. 8047, teachers
4 in the Department of Education (DepEd) still report that they are not receiving
5 textbooks on time, resulting in either no textbooks to be used by learners or
6 sharing and rotating books, and teachers producing alternative learning
7 materials for their students sometimes even at their own expense;³

8
9 **WHEREAS**, the results of the Southeast Asian Primary Learning Metrics
10 2019⁴ (SEA-PLM 2019) revealed that 26.2% of Grade 5 learners in the country
11 either did not have textbooks or shared the use of Language textbook with one
12 or more learners, and 28.1% for Mathematics textbook;

13
14 **WHEREAS**, the SEA-PLM 2019 further revealed that learners who shared
15 the use of textbooks and those who did not have textbooks scored significantly
16 lower than those who had their own textbooks, with score difference of -6 points
17 in Reading, -5 points in Writing, and -5 points in Mathematics;

18
19 **WHEREAS**, R.A. No. 11899, created the Second Congressional
20 Commission on Education (EDCOM II), to undertake a comprehensive national
21 assessment and evaluation of the performance of the Philippine education
22 sector for the purpose of recommending transformative, concrete and targeted
23 reforms in the sector with the end in view of making the Philippines globally
24 competitive in both education and labor markets;⁵

25
26 **WHEREAS**, the EDCOM II Year One Report⁶ revealed low utilization of the
27 budget allocated for textbooks and other instructional materials, where only
28 Php 4,470,900,000 (35.3%) has been obligated and Php 951,900,000.00 (7.5%)
29 has been disbursed out of the Php 12,648,000,000 total allocation from FY

² Sec. 11: "Guided by the minimum learning competencies for the elementary level, the desired learning competencies for the secondary level, and other specifications prepared by the DECS, publishers shall develop and submit to the DECS those syllabi and/or prototypes and manuscripts or books intended for use in the public schools for testing, evaluation, selection and approval.

Upon approval of the manuscripts or books, publishers shall produce and supply the textbooks as ordered by the DECS."

³ EDCOM 2 The Green Paper. Basic Education Priority Area #5: Learning Resources.

⁴<https://www.unicef.org/philippines/media/2556/file/Southeast%20Asia%20Primary%20Learning%20Metrics%202019%20National%20Report%20of%20the%20Philippines.pdf>

⁵ Sec. 4, R.A. No. 11899.

⁶ <https://edcom2.gov.ph/publications/>

1 2018 to FY 2022;

2
3 **WHEREAS**, the findings of the EDCOM II Year One Report revealed that
4 since the K to 12 curriculum was introduced in 2013, only 27 textbook titles
5 have been procured by the DepEd out of the 90 textbook titles required from
6 Grades 1 to 10, with only Grades 5 and 6 having complete set of textbooks for
7 all subjects;

8
9 **WHEREAS**, during the EDCOM II Consultation with the DepEd⁷, the
10 National Book Development Board, and groups of private textbook publishers,
11 identified several procurement issues including:

- 12 a. **Insufficient development time** with DepEd giving only 6 months from
13 textbook call despite the typical 18-month timeline required for the
14 development of quality textbooks;
- 15 b. **High participation costs** with steep evaluation fees of Php 25,000.00
16 per title or a Php 150,000.00 cumulative fee for titles covering Grades
17 1–6 for one subject, without a guarantee that their manuscripts will be
18 selected for publication;
- 19 c. **Prolonged review processes** of learning materials at both the selection
20 and finalization stages; and
- 21 d. **Pricing issues** with DepEd having less flexibility in adjusting textbook
22 prices despite imposing higher standards for paper quality and
23 production timelines compared to their private-sector counterparts;

24
25 **WHEREAS**, in the absence of textbooks, learners and teachers use
26 learners' manuals, self-learning modules (SLM), activity sheets, and other
27 locally developed learning resources. The production of SLMs was charged
28 against the learning resources under the flexible learning options and did not
29 use the funds allocated for the procurement of textbooks.⁸ However, concerns
30 were raised about the quality of SLMs and teachers extracting content from
31 copyrighted textbooks;⁹

32
33 **WHEREAS**, the Philippine Development Plan 2023-2028 Strategy
34 Framework to Improve Education and Lifelong Learning prioritizes ensuring
35 access to quality learning resources;

36
37 **WHEREAS**, Priority 5 under Basic Education of the EDCOM 2 focuses on

⁷ EDCOM 2 Consultation, June 1, 2023.

⁸ *Supra* Note 6.

⁹ *Supra* Note 7.

1 the problems and challenges in learning resources, particularly textbook
2 development, production, and distribution;

3
4 **WHEREAS**, the DepEd commits to deliver 80% of textbooks for Grades 1,
5 4 and 7 students by July 2024;¹⁰

6
7 **WHEREAS**, considering the significant role of textbooks and other learning
8 materials in enabling learners to acquire the necessary knowledge and develop
9 critical thinking skills¹¹, there is an urgent need to address problems in the
10 DepEd's procurement of textbooks and other learning materials;

11
12 **NOW, THEREFORE, BE IT RESOLVED BY THE SENATE OF THE**
13 **PHILIPPINES**, to direct the appropriate Senate Committee to conduct an
14 inquiry, in aid of legislation, to discuss and assess the Department of
15 Education's procurement of textbooks and other learning materials based on
16 the findings of the Second Congressional Commission on Education, for the
17 purpose of identifying and addressing procurement challenges and gaps, and
18 crafting complementary or amendatory legislation.

Adopted,



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¹⁰ <https://edcom2.gov.ph/depd-commits-to-deliver-80-of-textbooks-for-grades-1-4-and-7-students-by-july/>

¹¹ Mithans, M., The Use of Textbooks in the Teaching-Learning Process. University of Maribor (2020).