



**EDCOM2**

The Second Congressional  
Commission on Education



**BASIC EDUCATION**

# Learning Resources

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**PRIORITY AREA #5**



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The Green Paper aims to stimulate discussion on priority areas being considered by the Second Congressional Commission on Education. It hopes to invite concerned stakeholders and the general public to participate in the debates surrounding specific areas, and to submit relevant research, as well as specific comments and suggestions.

Cover Photo courtesy of the Office of Senator Win Gatchalian.

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# 1. Introduction

This Green Paper is an opportunity to comment on issues related to *Learning Resources* in the country's basic education system. It seeks to flesh out the incentives and challenges encountered by publishers and producers of learning resources and to map out the laws and regulations that govern the procurement and distribution of learning resources. The goal is to ensure that every learner and teacher can access quality and relevant resources that will help improve their teaching and learning experiences, and thus result in improved learning outcomes.

## 2. Priority

UNESCO International Bureau of Education defines learning resources as “any resource – including print and non-print materials and online/open-access resources – which supports and enhances, directly or indirectly, learning and teaching.” For this green paper and for succeeding consultation activities, EDCOM II will focus on three clusters of learning resources, namely (1) textbooks, (2) supplementary learning materials that are developed and/or procured by the Department of Education (DepEd), and (3) educational technology, with emphasis on the use of videos and games for learning. Table 1 summarizes the definitions of these categories of learning resources.

**TABLE 1: Categories of Learning Resources covered by EDCOM II Consultations**

Category	Definition
Textbook	A book (i.e., a printed non-periodical publication of at least forty-eight (48) pages, exclusive of cover pages, published in the country and made available to the public) which is an exposition of generally accepted principles in one (1) subject, intended primarily as a basis for instruction in a classroom or pupil-book-teacher situation <b>(Republic Act 8047)</b>
Supplementary Learning Materials	Storybooks, big books, fictional materials, and references for general use or for specific learning areas other than regular textbooks <b>(DepEd Order No. 035 s. 2019)</b>
Educational Technology	Diverse set of technological tools and resources used to transmit, store, create, share or exchange information including computers, the Internet (websites, blogs and emails), live broadcasting technologies (radio, television and webcasting), recorded broadcasting technologies (podcasting, audio and video players and storage devices) and telephony (fixed or mobile, satellite, visio/video-conferencing, etc.) <b>(UNESCO Institute for Statistics)</b>

Through this priority area, EDCOM II intends to **examine the processes of evaluation, selection, quality assurance, and distribution of textbooks and other learning materials**. It also aims to review the **budget allocation and the procurement process**, to determine if they are sufficient and appropriate for the current needs of schools.

### 3. Current Situation

The report of the first EDCOM (1994) highlighted the complexity of the textbook development process, which used to take three years per textbook on average. At that time, textbooks were developed by the **Bureau of Secondary Education**, approved by the **Instructional Materials Council**, and then printed and distributed by the **Instructional Materials Corporation**. The process was highly centralized, with all of the above offices operating under the authority of the Secretary of Education.

In 1995, Republic Act No. 8047, or the Book Publishing Industry Development Act was passed. This law effectively transferred the publication and distribution of textbooks from the government to the private sector. Specifically, the law mandated the Department of Education, Culture, and Sports (DECS), now renamed as the Department of Education (DepEd), to “phase out its elementary and secondary textbook publication and distribution functions”, and to limit its functions to the setting of minimum standards, the reviewing of manuscripts submitted by private publishers, and assisting in the distribution of books.

Twenty-three years after the passage of this law, teachers still report that they are not receiving textbooks on time, resulting in students sharing or rotating books, and teachers producing alternative learning materials for their students sometimes even at their own expense (EDCOM II Teacher Consultations, 2023). Results of the recent international learning assessments similarly show gaps in learners’ and teachers’ access to quality learning resources. In the 2019 round of Trends in International Mathematics and Science Study (TIMSS), 95 percent of the participating Grade 4 students were found to be in schools where instruction is affected by shortages of learning materials in both Science and Math. Similarly, in PISA 2018, the Philippines was found to be one of the countries with the highest mean index of shortage of learning materials. Finally, Southeast Asian Primary Learning Metrics (SEA-PLM) results show that at least one of five of the participating Grade 5 students shared textbooks with another student or more.

Aside from textbooks, DepEd has also implemented various efforts to offer digital learning resources to public school teachers and learners through the years. DepEd Order No. 76, s. 2011 institutionalized the adoption of the Learning Resources Management and Development System (LRMDS), a “web-based catalog and repository of learning, teaching, and professional development resources”.

At the height of the COVID-19 pandemic, DepEd has also launched different platforms to support blended learning, including DepEd TV, the DepEd Learning Management System (LMS), and various social media channels on Facebook and Youtube. While the analytics for these platforms are able to give some insight into their reach, teachers also report issues such as difficulties in accessing the LMS and limited or incomplete digital resources in certain subject areas.

## 4. Link to Learning Outcomes

Smart and Jagannathan (2018) argue that while it is difficult to establish a direct link between improved access to textbooks and improved learning outcomes due to the differences in the contexts where schools operate, it is clear that textbooks add value for teachers and learners alike by supporting “structured pedagogy”. Specifically, they argue that textbooks help teachers save time and effort for preparations, provide learners with material for self-directed learning, and make it easier for teachers to track progress and support individual learners. Additionally, results of international large-scale assessments show that the availability of learning materials may be related to performance. For instance, in TIMSS 2019, average performance in Math and Science for both Grades 4 and 8 is considerably higher for learners whose schools are “not affected” by learning resource shortages.

## 5. Issues Under This Priority



**ISSUE #1:** Textbook development, production, and distribution

### Questions of the Standing Committee on the matter:

1. How does the Department of Education (DepEd), which is the biggest institutional buyer of textbooks:
  - Evaluate/select the providers of education resources and textbooks;
  - Quality assure the produced resources/textbooks; and
  - Distribute them to the public schools?
2. How are DepEd teaching-learning materials developed, quality-assured, produced, and distributed?
  - Is there a big enough budget to develop, reproduce, and distribute these resources?
  - Should the procurement of learning resources be decentralized?

3. How can the procurement, quality assurance, and distribution of textbooks and other learning materials be streamlined?
4. What are other resources that can be used by the teachers to aid their day-to-day instruction? (e.g. teacher guides)
5. How can the use of e-books be optimized to supplement printed textbooks? Are there specific contexts where e-books can replace printed textbooks as the main learning resource?



## ISSUE #2: Using media to enhance language learning

### Questions of the Standing Committee on the matter:

1. What is the mass media exposure of K-6? How can mass media exposure support language learning in K-6?
2. What readily available tech-mediated learning resources can be adapted for use in instructional delivery to support the development of foundational/core skills in K-6?

## 6. Outlook

The policy direction of the EDCOM II is geared towards the following outcomes:



Streamlining the procurement process to encourage more private publishers



Providing flexibility and support for schools/divisions/regions to acquire and localize the learning resources that are suited to the needs of their teachers and learners



Improving DepEd's ability to distribute textbooks to learners in a timely manner



Maximizing available media resources for learning

## 7. How to Take Part in the Consultation

This green paper launches a 10-week public consultation. Submissions should be received by **December 15, 2023**. The Commission invites concerned stakeholders to submit their contributions using the electronic form, which can be found here: <https://bit.ly/EduKonsultasyon5>

The Commission will take all contributions into consideration in its future work and provide feedback on the results. All submissions will be made publicly available by the Commission unless the respondent indicates otherwise, or requests that part of the submission be kept confidential and acceptable reasons are provided.

The directions outlined in this paper are for consultation purposes only and no final decisions have been made by the Government on the reforms presented.

The Commission is subject to the Freedom of Information law and submissions may be required to be disclosed in response to requests made under that Act. The Commission reserves the right not to publish any submission, or part of a submission, which in its view contains potentially defamatory material, or for confidentiality reasons.

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SCAN TO PARTICIPATE!




## About EDCOM 2

The Second Congressional Commission on Education (EDCOM II) is a national commission tasked to undertake a comprehensive national assessment and evaluation of the performance of the Philippine education sector.



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