



DepED MEMORANDUM

No. 289 , s. 2004

JUL 07 2004

To: Bureau Directors
Regional Directors
Schools Division/City Superintendents
All Others Concerned

TEXTBOOK POLICY

I. STATEMENTS OF POLICY

1. **Student access to textbooks.** The Department shall endeavor to provide one textbook per pupil (elementary) and student (secondary) in all public schools nationwide, provided that this shall be, at the minimum, the same title textbook per class or school, per subject.³
2. **Textbook quality.** The Department shall provide only textbooks that pass the evaluation and quality production standards of the Department. The Department shall oversee a textbook evaluation process that includes the expert judgment of accredited academicians, educators, education administrations, and textbook and curriculum specialists. The evaluation process shall protect the identity of evaluators while making the results of the evaluation wholly transparent to all interested parties.

¹ Discussed with the National Book Development Board, August 2003. The NBDB, in turn, discussed the proposal with various stakeholders in the book industry including publishers, printers and paper suppliers. Discussed with the Philippine Education Publishers Association (PEPA), March and May 2004. With additional inputs from the position paper of the National Book Suppliers and Publishers Association (NBSAP, February 2004) and the NBDB response to the NBSAP (April 2004).

² Discussed with and approved by the regional directors at the Management Committee, October 2003.

³ In November 2002, during the evaluation of the SEMP 2001 textbook procurement, the problem of multiple titles per subject in schools was first highlighted by A. Somerset, World Bank, in an internal note to the DepED. This has been the result of a procurement process in earlier years under competitive bidding when different titles for the same grades were purchased in different years and distributed to schools. This was compounded by purchases made by local school boards (LSB) of a wide range of titles accredited by an earlier DepED Memorandum (35, series of 1998). The multiple titles situation led to a paradox: While there are enough textbooks on the supply-side to meet the desired 1:1 textbook-student/pupil ratio, teachers in fact select only one title (on average) and use this while keeping other titles for the same subject in storage or in the library as "reference material". Hence, on the demand-side, there is in fact less than a 1:1 ratio for textbooks per student/pupil *in use in the classroom*.

3. **Textbook development.** The Department, through the Instructional Materials Council Secretariat, shall establish the necessary textbook standards to guide the local textbook industry in the development of new instructional materials. The Department shall use such standards in working with the local textbook industry through the National Book Development Board on a textbook development program towards improving the quality of Philippine textbooks.

4. **Textbook procurement.** The Department shall procure quality textbooks from the textbook industry following accepted Government procurement laws and regulations and through national competitive bidding rules undertaken by the Department's National Bids and Awards Committee (BAC).⁴ The Department shall adopt a procurement system that allows for the following flexibility and ensuring the widest range of participation by private textbook publishers:⁵

4.1 Textbooks by subject shall be purchased for the entire student population every five years following a published schedule.

- During the year of universal purchase (for the subject), the Department shall conduct open competitive bidding for titles.
- In subsequent years, the Department shall only bid out reprinting of the same titles.

4.2 Winning titles shall be subject to the following copyright and royalties arrangement.

- Publishers of winning titles shall retain copyright of the said title. They must, however, agree to give the Department reprint rights of the said titles in open competitive bidding for a stated period of time (4 years maximum or for the entire 5 years of the subject cycle. See III.3.4).
- The Department shall pay the copyright-holder a fee every time it subjects the title to a competitive bid for reprinting.

⁴ Note, however, that loan covenants with foreign-assisted projects require international competitive bidding.

⁵ Details of how the textbook procurement policy will be carried out is covered by the mechanics of the policy (see below).

- The Department shall pay the authors a royalty fee for every copy printed and distributed.
- 4.3 The Department will purchase textbooks by series (not individual subject and title). Thus, the Department will make a decision to purchase an entire subject series (Grades 1-6 or HS I-IV) in subjects which have a logic of curricular progression.
- 4.3.1 The procurement by series applies to all subject areas except for high school science, where the individual subjects of chemistry, physics, biology and general science will be purchased as individual subjects.
- 4.3.2 In the elementary level, a publisher, to win a bid, must have passed textbook evaluation in four of the six grade levels, with the remaining two grades requiring no more than minor revisions (subject to correction).^{6, 7}
- 4.3.3 In the secondary level, a publisher, to win a bid, must pass textbook evaluation in three of the four year levels, with the remaining year level requiring no more than minor revisions (subject to correction).
- 4.4 Nationally-funded textbooks will be purchased by the National BAC on a regional basis (to generate the necessary economies of scale to bring down textbook prices).⁸ (Under foreign-assisted projects, however, textbook procurement is done by zone.)⁹

⁶ The standards for major and minor revisions are established by the Instructional Materials Council Secretariat (IMCS).

⁷ In cases where publishers have the same number of textbooks that pass evaluation, the most responsive bid will be determined based on the bid price *for the entire series*.

⁸ Analysis done by the Department concludes that procurement by division (i.e. province) does not generate adequate economies of scale and will result in more expensive textbooks. Hence, procurement by region is deemed the smallest unit for procurement of textbooks that will provide adequate economies of scale.

⁹ In 2003/2004, the Department procured textbooks based on the following zones:

- Zone 1 - Northern and Central Luzon (Regions I, II, III, CAR)
- Zone 2 - Metro Manila and Southern Luzon (Regions IV-A, IV-B, V, NCR)

- 4.5 For textbooks to be considered, these must have been tested in schools. The definition of “tested” is “in actual use in classrooms as instructional materials, whether this be private or public schools.”¹⁰
5. **Rescission of DepED Memo 35 (Series of 1998).** Consistent with this policy, DepED Memo 35 (series of 1998) is rescinded. It is recommended that local government units looking to purchase books through the Special Education Fund either:
- (a) Purchase the same titles used in the classrooms in their local area at the Department’s price (Least preferred);
- or
- (b) Focus their instructional materials purchases on either supplementary reading materials, library books (readers not textbooks), workbooks, or multi-media materials. (Preferred)
6. **NOTE on Multiple Titles.** The Department of Education interprets the definition of “multiple titles” as the adoption of different titled textbooks per subject nationwide but only one title within a region, division or school. Thus, different regions may have different titles/textbooks per subject per grade level, but only one title per subject per grade level within a specific region. This will ensure that the following two situations occur in consonance:
- 6.1 The Department provides a single title per subject per grade level in schools within a region so that teachers can use common instructional materials in the classrooms in that area from year to year;

Zone 3 - Visayas (Regions VI, VII, VIII)

Zone 4 - Mindanao (Regions IX, X, XI, XII, XIII, but excluding ARMM)

ARMM is an autonomous region and has its own regional Department of Education.

¹⁰ To be acceptable, the book must be in use in at least **five different schools** (public or private) with a combined total student user population of **no less than 1000 students**. The criteria for both (5 different schools and 1000 student users) is required, and not one or the other only.

and

- 6.2 The Department provides enough opportunity for the local publishing industry to compete for contracts under national competitive bid procedures by adopting more than one title per subject per grade level across the country.¹¹

II. POLICY GOAL AND OBJECTIVES

1. Policy Goal

Rational provision of quality textbooks that allows each student one textbook per subject.

2. Policy Objectives

- 2.1 To ensure that textbooks are in the hands of students (i.e. in use) rather than in storage or in libraries "as reference material".
- 2.2 To eliminate the multiple titles situation in many schools and transform this into limited titles per school so that textbooks are put in use.
- 2.3 To raise the quality standards of the Philippine textbook industry.

III. MECHANICS

1. Textbook quality

- 1.1 Textbook evaluation shall be undertaken by a pool of textbook evaluators that shall include:

- University-based academicians
- Private educators
- Master teachers

¹¹ To support Section 3, Rule VII, Implementing Rules and Regulations of Republic Act 8047.

- Education administrators (principals, district and education supervisors, division superintendents)
 - Textbook specialists (but not publishers or authors of textbooks whose books are part of the overall evaluation process)
 - Curriculum specialists
- 1.2 No more than one-third of the evaluation panel per title shall be an employee of the Department of Education.
- 1.3 No education administrator with DepED who has a relationship with any bidding publisher, whether as an editor, author or publisher, will be permitted to be part of the evaluation process.¹²

2. Textbook development

- 2.1 The Department, through the Instructional Materials Council Secretariat and with the collaboration of the National Book Development Board, shall draft and make available to the textbook industry a *DepED Manual of Textbook Style and Standards* which shall establish the industry standards.¹³ The manual shall lay out the following:
- General technical standards (size, paper stock, cover stock, preferred binding)
 - Cover specifications (use of logos, fonts, font size, general layout, qualifiers)
 - Print specifications (font types, font sizes suitable per grade level)
- 2.2 The Department shall also publish a list of sight words appropriate to specific grade levels in both English and Filipino to guide textbook writers.

¹² DepED administrators who are publishers or are beneficial owners of a publishing house are prohibited from participating in any bid for textbook procurement due to conflict of interest.

¹³ The Department agrees to having industry associations (PEPA, NBSAP) in the process provided inputs are consistent with international publishing standards.

- 2.3 The Department shall make available the Revised Basic Education Curriculum (RBEC) for the textbook industry to use as a guide in the development of textbooks.¹⁴ Note, however, that the RBEC builds on the Philippine Elementary Learning Competencies (PELC) and the Philippine Secondary School Learning Competencies (PSSLC).
- 2.4 The Department shall work with the local textbook industry through the National Book Development Board on a textbook development program towards improving the quality of Philippine textbooks. Specific years will be scheduled for specific subjects.

3. **Textbook procurement.**

- 3.1 The Department shall procure quality textbooks from the textbook industry following R.A. 9184, the Government Procurement Reform Act of 2002.
- 3.2 In cases of international competitive bidding, the Department shall procure textbooks by zone to ensure economies of scale. The current zones are:

- Zone 1 - Northern and Central Luzon (Regions I, II, III, CAR)
Zone 2 - Metro Manila and Southern Luzon (Regions IV-A, IV-B, V, NCR)
Zone 3 - Visayas (Regions VI, VII, VIII)
Zone 4 - Mindanao (Regions IX, X, XI, XII, XIII, but excluding ARMM)

Note: ARMM is an autonomous region and has its own regional Department of Education. It is therefore responsible for its own textbook procurement.

- 3.3 For all other nationally-funded textbook procurement, the Department shall procure textbooks by region under national competitive bidding procedures conducted by the Department's national Bids and Awards Committee (BAC).

¹⁴ The Department's RBEC and specific subject learning competencies shall be part of the bid document purchased by a potential bidder for a specific textbook bid.

3.4 Textbooks by subject shall be purchased for the entire student population every five years following a published schedule.¹⁵

Subject	Yr. 1	2	3	4	5	6	7	8	9	10
Science	X	y	y	y	y	X	y	y	y	y
Makabayan	*	X	y	y	y	y	X	y	y	y
English	yy	yy	X	y	y	y	y	X	y	y
Filipino	yy	yy	yy	X	y	y	y	y	X	y
Math	**	yy	yy	yy	X	y	y	y	y	X

- X Year of universal procurement of titles for all elementary pupils and secondary students
- Y Reprinting of awarded titles from X year
- * Special textbook development effort for Makabayan
- yy Incremental procurement to fill gaps in current textbook shortages. Bids will be open to titles.
- > Textbook development phase for the given subject.

3.5 The new schedule will commence with the procurement in 2003 (November bid opening) with universal purchase of high school science textbooks (SEDIP and SEMP 2).

¹⁵ For SY 2004-2005, the Department started partial universal procurement with the bid and contracting of high school science textbooks for all high schools nationwide.

- 3.6 Publishers of winning titles during the universal procurement year (per subject) shall retain their copyright of the titles but shall grant to the Department the reprint right to bid out reprints in the next four years after awarding of original contracts, subject to royalty arrangements.
- 3.7 The Department shall pay the winning publisher for the use of the copyright in the reprinting of the title. The copyright fee shall be equivalent to a percentage of the cost per copy in accordance with international practice.¹⁶
- 3.8 The Department shall also pay the authors a royalty fee equivalent to a percentage of the cost per copy multiplied by the number of copies reprinted.¹⁷
- 3.9 The cover of reprinted copies shall be exactly the same in design as the original winning title including the name of the original publisher. The printer's name shall be included in the credits page only.


EDILBERTO C. DE JESUS
Secretary

Reference:

DECS Memorandum: No. 35, s. 1998

Allotment: 1—(D.O. 50-97)

To be indicated in the Perpetual Index
under the following subjects:

FUNDS
POLICY
SCHOOLS
TEXTBOOKS

¹⁶ The amount to be determined based on international practice.

¹⁷ The amount to be determined based on international practice.