CONGRESS OF THE PHILIPPINES NINETEENTH CONGRESS Third Regular Session

SENATE

S. No. 2960

- PREPARED AND SUBMITTED JOINTLY BY THE COMMITTEES ON HIGHER, TECHNICAL AND VOCATIONAL EDUCATION (UPON THE RECOMMENDATION OF THE SUBCOMMITTEE ON PHILIPPINE QUALIFICATIONS FRAMEWORK); BASIC EDUCATION; AND FINANCE, WITH SENATORS VILLANUEVA, ESTRADA, CAYETANO (A.), GATCHALIAN, POE, AND BINAY AS AUTHORS THEREOF
- AN ACT INSTITUTIONALIZING THE LIFELONG LEARNING DEVELOPMENT FRAMEWORK, BROADENING THE MANDATE OF THE PHILIPPINE QUALIFICATIONS FRAMEWORK -NATIONAL COORDINATING COUNCIL (PFQ-NCC), AMENDING FOR THE PURPOSE REPUBLIC ACT NO. 10968, OTHERWISE KNOWN AS THE PHILIPPINE QUALIFICATIONS FRAMEWORK ACT, APPROPRIATING FUNDS THEREFOR AND FOR OTHER PURPOSES

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

- 1 SECTION 1. Short Title. This Act shall be known as
- 2 the "Lifelong Learning Development Framework (LLDF)
- 3 Act."

1	SEC. 2. Declaration of Policy It is hereby declared
2	the policy of the State to create an environment free from
3	poverty, hunger, violence, and war, and to ensure equity,
4	inclusion, and a healthy environment for everyone. To this
5	end, the State shall promote lifelong learning as a means
6	to achieve full, productive, freely chosen and decent work
7	for all, and to promote a more sustainable national,
8	regional, and local development. The State shall promote
9	universal literacy and promote the constitutional right of
10	all citizens to quality and accessible education at all levels
11	and prescribe the duties of the State in this regard.
12	SEC. 3. Definition of Terms. – As used in this Act:
13	(a)Community Learning Center (CLC) refers to a
14	venue outside the formal education system, including, but
15	not limited to, learning hubs, reading centers, libraries,
16	and e-libraries, to provide lifelong learning opportunities
17	for community development and improvement of the
18	quality of life;

1 (b) Learning city, municipality, or barangay refers to 2 a city, municipality, or barangay which effectively 3 mobilizes its resources to: 1) promote inclusive learning in all education levels; 2) encourage learning in families and 4 5 communities; 3) facilitate continuous learning for and in 6 the workplace; 4) extend the use of modern learning technologies; 5) enhance quality and pursuit of excellence 7 in learning; and 6) foster a culture of learning throughout 8 9 life;

10 learning provider (c) Lifelong refers to any 11 establishment, corporation, organization, public or private 12 institution for lifelong education providing lifelong 13 vocational training or offering supplementary education for school curricula. It also refers to a center or an office 14 15 attached to an existing educational institution that offers lifelong education to persons other than its regular 16 17 students:

18 (d)Lifelong learning refers to a principle that
19 recognizes learning as a continuum and not confined to a

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particular period in life or the school system but takes 1 place in all modes and locales, at all stages of life, which 2 3 results in improving knowledge, know-how, skills. competencies, and/or qualifications for personal, social, 4 5 and/or professional reasons. As a conceptual framework .6 and organizing principle for educational policy, lifelong 7 learning, also known as lifelong education, encompasses all 8 modes of learning and all types of formal, non-formal, or 9 informal educational activities;

(e) Basic literacy refers to the ability of a person to
read, write, and compute;

12 (f) Functional literacy refers to the ability of a person 13 to read, write, compute, and comprehend. The skills must 14 be sufficiently advanced to enable the individual to 15 participate fully and efficiently in activities commonly 16 occurring in his or her life situation that requires a 17 reasonable ability to communicate by written language and 18 other digital means; and

1 (g) Tertiary education refers to the stage of education 2 following the secondary cycle which covers post-secondary 3 non-degree diploma, technical-vocational education and 4 training, and higher education programs, including 5 graduate studies.

- 6 SEC. 4. Guidelines. The following guidelines shall
 7 be respected at all times:
- 8 (a) All citizens shall be guaranteed equal
 9 opportunities for lifelong learning;
- 10 (b) Lifelong learning shall be conducted based on the
 11 willingness of the learner to voluntarily participate and
 12 study accordingly; and
- 13 (c) Lifelong learning shall not be exploited as a tool14 for political propaganda or personal prejudice.

SEC. 5. Lifelong Learning Development Framework. –
A Lifelong Learning Development Framework (LLDF)
shall describe and set the standards for the development of
action components and desirable measures for success to

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1	promote and implement lifelong learning in cities,
2	municipalities, barangays, and lifelong learning providers.
3	(a) The LLDF shall have the following objectives:
4	(1) Promote functional literacy at all levels of society;
5	(2) Promote inclusive learning in the educational
6	system;
7	(3) Revitalize learning in families and communities;
8	(4) Facilitate learning for and in the workplace, with
9	the participation of industry and other stakeholders;
10	(5) Extend the use of modern learning technologies;
11	(6) Ensure the quality of learning; and
12	(7) Foster a culture of learning throughout life.
13	(b) The action components and corresponding success
14	measures shall include the following:
15	(1)Promotion of Literacy at All Levels of Society. –
16	This component upholds the importance of promoting basic
17	and functional literacy for all and includes activities that
18	provide every citizen the opportunity to become literate

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and obtain foundational and transversal skills. Adult
 literacy rate shall be the corresponding success measure
 for this action component.

4 (2) Promotion of Inclusive Learning in the 5 Educational System. - No person, regardless of ability, sex, 6 social background, language, ethnicity, religion, or culture, 7 shall be excluded from participating in the lifelong 8 learning system. The following activities and 9 corresponding success measures shall fall under this 10 component:

(2.1) Expanding access to early childhood care and
education, with net enrolment rate in pre-primary
education, as its success measure;

14 (2.2) Scaling micro-credential initiatives, promoting
15 transferable skills development, and recognizing
16 alternative learning certifications through the Philippine
17 Credit Transfer System (PCTS), as the success measure;

1 (2.3) Promoting inclusivity and equity in education by 2 expanding access to and participation in alternative 3 education programs for underserved groups, with the 4 number of beneficiaries reached and the quality of 5 programs provided, as success measures;

6 (2.4) Expanding access to formal education from
7 primary to tertiary level, with the average number of years
8 of formal education by people aged twenty-five (25) and
9 older, as success measure;

10 (2.5) Expanding access to and participation in adult
11 education and technical-vocational education and training,
12 with percentage of citizens aged twenty-five (25) to
13 sixty-four (64) who were monitored and reported to have
14 received education or training in the last twelve (12)
15 months, as success measure; and

16 (2.6) Providing support for underrepresented and
17 marginalized groups, including women, youth, indigenous
18 peoples, and persons with disabilities, to ensure equitable
19 access to education through inclusive learning options,

pathways, and support mechanisms, with the adoption of
 quality measures by local government units (LGUs) and
 the successful integration and retention of learners, as
 success measures.

5 (3) Revitalization of Learning in Families and 6 Communities. - Lifelong learning shall not be confined to 7 educational or business settings but shall also include 8 learning within families and local communities. The 9 following activities and corresponding success measures 10 shall fall under this component:

(3.1) Establishing or recognizing community-based
learning spaces and providing learning resources to
families and communities, with the number of functional
community-based infrastructure or spaces dedicated to
lifelong learning, as success measure; and

16 (3.2) Motivating citizens to participate in family and
17 community learning, giving special attention to vulnerable
18 and disadvantaged groups, such as indigent families,
19 migrants, people with disabilities, minorities, and

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third-age learners, with (i) the availability or presence of
 LGU legislation to support learning in families, (ii)
 percentage of community members participating in
 community learning activities on a regular basis, and (iii)
 percentage of community members engaging in learning
 activities, as success measures.

7 (4) Facilitation of Learning for and in the Workplace. 8 Lifelong learning shall support the economic activities and
9 the workforce in the community and related environs. The
10 following activities and corresponding success measures
11 shall fall under this component:

12 (4.1) Ensuring that all members of the workforce
13 have access to a broad array of learning opportunities as
14 part of work-to-work transition, with the rate of employees'
15 participation in job-related education and training, as
16 success measure;

17 (4.2) Providing appropriate learning opportunities for
18 unemployed youths and adults, with the percentage of
19 their enrollment in various employment or

entrepreneurship training programs offered in the city,
 municipality, or barangay, as success measure; and

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3 (4.3) Promoting innovative, transparent, equitable, and sustainable financing mechanisms as well 4 as 5 non-financial incentives for workers' participation in 6 training, with the percentage of workers' enrollment in and completion of training programs directly resulting from the 7 8 introduced financing mechanisms and incentives, as 9 success measure.

10 (5) Extension of the Use of Modern Learning 11 Technologies. - Cities, municipalities, or barangays shall 12 enable all citizens to use information and communication 13 technologies (ICT), particularly the internet and all forms 14 of relevant media, for learning and self-empowerment. The 15 following activities and corresponding success measures 16 shall fall under this component:

17 (5.1) Training administrators, teachers, and
18 educators to use technologies that enhance learning, with
19 the percentage of teachers or educators who received ICT

training in the last twelve (12) months, as success
 measure; and

3 (5.2) Expanding citizens' access to ICT tools and 4 learning programs, with the number of established ICT 5 tools and learning programs, as well as the percentage of 6 users who regularly utilize ICT for class activities in 7 schools and other lifelong learning spaces, as success 8 measures; and

9 (5.3) Enhancing comprehensive digital literacy, 10 including cybersecurity awareness and exposure to 11 emerging technologies, with the percentage of individuals 12 who received digital literacy programs in the last twelve 13 (12) months, as success measure.

14 (6) Enhancement of Quality Learning. - The following
15 activities and corresponding success measures shall fall
16 under this component:

17 (6.1) Promoting a paradigm shift from teaching to
18 learning, from the mere acquisition of information to the
19 development of creativity and learning skills, with the

measure of learning acquired, assessed according to
 relevant standards, as success measure;

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3 (6.2) Employing appropriately trained 4 administrators, teachers, educators, and subject matter 5 experts, with the availability of appropriately trained 6 teachers or educators as success measure;

7 (6.3) Fostering an environment where learners have,
8 as far as practicable, ownership of their learning, with
9 ratio of students to teachers in kindergarten, elementary,
10 junior high school, senior high school, and adult and
11 continuing education, as success measure; and

12 (6.4) Ensuring that skills training is relevant to
13 business and labor market needs, with employment,
14 engagement, and productive activities of graduates, as
15 success measure.

16 For the purpose of this component, education
17 agencies shall provide assessment mechanisms, which
18 include various dimensions such as learning to know, to do,
19 to be, to live together, and to use technology with success

measures and performance indicators, in coordination with
 the Philippine Qualifications Framework - National
 Coordinating Council (PQF-NCC).

4 (7) Fostering a Culture of Learning Throughout Life. 5 The following activities and corresponding success
6 measures shall fall under this component:

7 (7.1) Organizing and supporting public events that 8 encourage and celebrate learning, with the existence of 9 public activities such as adult learning week, learning 10 festivals, International Literacy Day, and the use of 11 different modalities to promote and celebrate learning, as 12 success measure;

13 (7.2) Providing adequate information, career 14 counselling, vocational guidance, and support to all 15 citizens, and stimulating them to learn through diverse 16 pathways, with the percentage of learners satisfied with 17 the information and counselling received, as success 18 measure; and

1 (7.3) Acknowledging the importance of learning in 2 informal and non-formal settings and developing systems 3 that recognize and reward all forms of learning, with the 4 availability of LGU ordinance and practice of recognizing, 5 validating, and accrediting all learning outcomes aligned 6 with the PCTS and Republic Act No. 10968 or the 7 "PQF Act", as success measures.

8 (8) Improvement of Governance and Participation of 9 All Stakeholders. – All sectors of society shall have a key 10 role in learning and education, and shall participate in 11 building learning cities, municipalities, or barangays. The 12 following activities and corresponding success measures 13 shall fall under this component:

14 (8.1) Establishing inter-sectoral coordination
15 mechanisms to involve governmental and non-governmental
16 organizations and the private sector in effectively building
17 learning cities, municipalities, or barangays, to encourage
18 stakeholder mobilization and coordination in developing

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learning cities, municipalities, or barangays as success
 measure;

3 (8.2) Encouraging all stakeholders to provide quality learning opportunities and unique contributions towards 4 5 building a learning city, municipality, or barangay, with 6 stakeholders' commitment, plans, and actions for the 7 development of better, accessible learning more 8 opportunities within their areas of responsibility and the 9 existence of partnerships and cooperation between the city, municipality, or barangay, and the private sector to 10 11 support the learning strategy, as success measures;

12 (8.3)Strengthening intersectoral coordination 13 mechanisms to involve governmental and non-governmental 14 organizations and the private sector in effectively building 15 learning cities, municipalities, or barangays to encourage stakeholder mobilization and coordination in developing 16 17 learning cities, municipalities, or barangays, as success 18 measure:

1 (8.4) Establishing coordination among government 2 and stakeholders in the collection, analysis, and 3 dissemination of labor market information, with the use of 4 tools and latest technologies, supportive of skills 5 development and lifelong learning policies, strategies, 6 programs, as success measure; and

7 (8.5) Establishing inter-LGU mechanism to support
8 the development and implementation of related lifelong
9 learning programs.

10 (9) Boosting of Resource Mobilization and Utilization. 11 The following activities and corresponding success
12 measures shall fall under this component:

(9.1) Encouraging greater financial investment in
lifelong learning by the national and local governments,
civil society, private sector organizations, and individuals,
with public expenditure on education and learning as a
percentage of the total LGU budget, and for different levels
or types of education, as success measure;

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(9.2) Making effective use of all stakeholders' learning
 resources and developing innovative funding mechanisms
 to support lifelong learning for all, with innovative
 initiatives of mapping and utilizing human, financial,
 cultural, and other resources available to the city,
 municipality, or barangay to facilitate learning, as success
 measure;

8 (9.3) Adopting pro-poor funding policies and providing 9 various types of support to disadvantaged groups, with the 10 allocation and effective use of funds to support the 11 participation of disadvantaged groups in learning, as 12 success measure;

13 (9.4) Encouraging citizens to contribute their talents,
14 skills, knowledge, and experience on a voluntary basis,
15 with citizens' contribution to helping other citizens, as
16 success measure; and

17 (9.5) Encouraging the exchange of ideas, experiences,
18 and best practices between and among organizations in
19 different cities, municipalities, and barangays, with the

number of international, inter-city, inter-municipality, or
 inter-barangay partnerships and exchanges with other
 lifelong learning institutions, as success measure.

4 The success measures for each component shall be 5 reviewed and evaluated annually, and amended and 6 modified by the PQF-NCC, as it may deem necessary. For 7 each success measure, whether enumerated under this Act, 8 or thereafter amended or modified, performance indicators 9 shall be identified by the PQF-NCC.

10 SEC. 6. Additional Role and Member of PQF-NCC. -11 The mandate of the PQF-NCC established by virtue of Republic Act No. 10968 is further strengthened to assume 12 the powers and functions provided under this Act. In 13 14 addition to the existing composition of the PQF-NCC, the 15 Secretaries of the Department of the Interior and Local Government (DILG) and the Department of Trade and 16 Industry (DTI) shall be members of the PQF-NCC. 17

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All members of the PQF-NCC may designate their 1 respective representatives, whose rank shall not be lower 2 3 than Assistant Secretary or its equivalent. 4 SEC. 7. Additional Powers and Functions of the 5 PQF-NCC. - In addition to its mandate under Republic 6 Act No. 10968, the PQF-NCC shall have the following 7 specific powers and functions: 8 (a) Formulate, implement, review, and amend the 9 LLDF, including the action components and success 10 measures, for the effective implementation of this Act; 11 (b) Formulate a master plan, in consultation with relevant government agencies, for the promotion of lifelong 12 13 learning and the designation of learning cities. 14 municipalities, or barangays; develop guidelines for 15 designation as such; and designate these LGUs based on such guidelines; 16 17 (c) Monitor and evaluate the master plan and work 18 with the LGUs on its mandatory implementation and

19 execution;

1 (d) Implement the PCTS within and across the 2 different levels of education and modalities of delivery and 3 recognition, in partnership with lifelong learning 4 institutions, and the Philippine Qualifications Register 5 (PhQuar);

6 (e) Include in its annual report to the Office of the
7 President, the Senate of the Philippines, and the House of
8 Representatives its progress and accomplishments in
9 relation to the LLDF;

(f) Support the capabilities and capability-building
activities of the designated learning city, municipality, or
barangay to effectively implement and measure the
achievements/outcomes of the Master Plan;

(g)Integrate relevant provisions of Republic Act
No. 8759 or the "Public Employment Service Office Act of
1999" to facilitate a seamless transition between education
and employment;

18 (h) Recommend criteria for programs that promote19 sustainable education under Republic Act No. 11292 or the

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"Seal of Good Local Governance Act of 2019". These criteria
 shall be aligned with the Lifelong Learning National
 Master Plan and shall serve as basis for recognizing local
 government initiatives that foster inclusive, accessible, and
 quality lifelong learning opportunities; and

6 (i) Perform such other functions related to the7 implementation of the LLDF.

8 SEC. 8. Lifelong Learning National Master Plan. -9 Within six (6) months from the effectivity of this Act. the PQF-NCC, with the participation of relevant stakeholders, 10 11 shall formulate a national master plan to promote lifelong 12 learning that aligns with and supports the objectives and priorities of the Philippine Development Plan (PDP). The 13 14 master plan shall serve as a strategic blueprint for the 15 promotion of lifelong learning and the establishment of 16 learning cities, municipalities, or barangays across the 17 country.

18 The master plan shall be reviewed every five (5)19 years to ensure its alignment with evolving national

development goals and stakeholder needs. It shall include
 the following components:

3 (a) Medium and long-term policy objectives and 4 basic direction for lifelong learning promotion and the 5 establishment of learning cities, municipalities, or 6 barangays;

7 (b) Implementation of lifelong learning activities and8 guidelines for the funding of lifelong learning providers;

9 (c) Investment plans and budgetary requirements 10 for the promotion and expansion of lifelong learning 11 providers and learning cities, municipalities, or barangays; 12 and

13 (d) Guidelines for the evaluation of lifelong
14 education programs and learning cities, municipalities, or
15 barangays.

16 The PQF-NCC shall actively collaborate with other 17 relevant government agencies in the formulation of the 18 master plan to ensure comprehensive policy coherence. It 19 shall also coordinate with LGUs in the mandatory implementation and execution of the master plan, with
 clear reference to the PDP's overarching objectives.

3 SEC. 9. Designation of Learning Cities. 4 Municipalities, or Barangays. - The PQF-NCC shall designate a city, municipality, or barangay as a learning 5 6 city, municipality, or barangay based on its proven capacity to carry out the component activities and attain 7 8 the success measures under this Act. The PQF-NCC shall also develop guidelines in using the action components 9 under this Act to assess if a city, municipality, or barangay 10 11 may qualify for designation as а learning city. municipality, or barangay. 12

A designated learning city, municipality, or barangay
shall enjoy additional support and funding for the
following:

16 (a) Operation of lifelong learning provider and17 community learning centers;

18 (b) Cultivation and posting of certified lifelong19 education teachers;

(c) Development of lifelong education programs; and
 (d) Other projects to be conducted for the promotion
 of citizens' participation in lifelong education.

4 The PQF-NCC shall designate geographically isolated 5 and disadvantaged areas desiring to become learning 6 cities, municipalities, or barangays to receive the 7 assistance provided under this Act. The PQF-NCC shall 8 assist them in the attainment of success measures as 9 indicated under this Act or thereafter amended or 10 modified.

11 SEC. 10. Functions of Designated Learning Cities, 12 Municipalities, or Barangays. – Heads of LGUs designated 13 as learning cities, municipalities, or barangays, shall guide 14 and support activities for the promotion of lifelong 15 learning, whether initiated by the LGU or a lifelong 16 learning provider.

17 The LGUs designated as learning cities,
18 municipalities, or barangays, shall undertake measures to
19 institutionalize the following:

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(a) Opportunities for counseling, coaching,
 mentoring, and information-sharing on lifelong learning;

3 (b) Operation of lifelong learning programs;
4 (c) Establishment and operation of CLCs to foster
5 the implementation of lifelong educational programs and
6 provision of access to ICT for e-learning, blended, distance,
7 or open learning, and community and enterprise-based
8 trainings to all persons, especially the underprivileged;

9 (d) Lifelong learning opportunities for residents10 within their jurisdictions; and

11 (e) Guidance on all lifelong learning
12 activities/programs for stakeholders, including, but not
13 limited to, private organizations.

14 SEC. 11. Support and Subsidy for Lifelong Learning 15 Provider. – The heads of learning providers offering 16 lifelong learning shall submit an annual report to the 17 appropriate government agency which has jurisdiction over 18 them, detailing the programs offered, number of attendees, and other relevant data necessary to assess the success of
 the lifelong learning program.

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The LGU shall appropriate the necessary amount to ensure and guarantee that lifelong learning in its jurisdiction is accessible to all residents, including, but not limited to, women, youth, indigenous persons, and persons with disabilities.

SEC. 12. Literacy Education Programs. - The LGUs 8 9 shall endeavor to enhance basic capabilities of all Filipinos, 10 by, among others, developing and promoting adult literacy 11 programs, which shall be offered in designated schools 12 within the learning cities, municipalities, or barangays. 13 This shall be done in coordination with the Literacy 14 Coordinating Council created under Republic Act No. 7165 or "An Act Creating the Literacy Coordinating Council, 15 16 Defining its Powers and Functions, Appropriating Funds Therefor, and for Other Purposes", as amended by Republic 17 Act No. 10122, as well as the Bureau of Alternative 18 Education of the Department of Education created under 19

Republic Act No. 11510 or the "Alternative Learning
 System Act".

SEC. 13. Lifelong Learning in Private Enterprises. -3 Private corporations, institutions, workplaces, and other 4 5 similar establishments are encouraged to provide inclusive lifelong learning to their employees to ensure that their 6 skills remain relevant and responsive to the changes of the 7 world of work. Private enterprises are encouraged to 8 conduct activities for the promotion of lifelong learning, 9 10 and give consideration and/or incentives to employees who enroll in graduate studies or in any form of lifelong 11 learning and continuing education by allowing revised 12 13 schedules, alternative work arrangements, and adjusted workloads without sacrificing the quality of work. The 14 participation of private enterprises in the following areas 15 supportive of lifelong learning shall also be promoted: 16

17 (a) Providing information to employees regarding18 current and future skills needed;

(b) Updating of skills standards and training design
 responsive to changing needs in the labor market;

- 3 (c) Development of enterprise- and community-based
 4 skills training and career guidance mechanisms; and
- 5 (d) Collaboration through the involvement of all
 6 relevant stakeholders in pooling expertise, resources, and
 7 funding towards concrete upskilling and reskilling actions.
- 8 The employers are also encouraged to provide
 9 scholarships and incentives to their employees who wish to
 10 pursue lifelong learning activities.

11 SEC. 14. Appropriations. -- Notwithstanding the provisions of Sections 235 and 272 of Republic Act No. 12 13 7160 or the "Local Government Code of 1991", a portion of 14 the Special Education Fund shall be used to fund the 15 objectives of this Act within the LGUs' respective areas of 16 jurisdiction. In addition, the amount necessary for the 17 initial implementation of this Act shall be sourced from the 18 current budgets of the concerned agencies and/or LGUs. 19 Thereafter, the concerned agencies and LGUs shall include

in their annual budget such appropriations as necessary to
 subsidize the continued operation of the lifelong learning
 institutions and other related activities.

4 SEC. 15. Implementing Rules and Regulations. – 5 Within ninety (90) days from the effectivity of this Act, the 6 PQF-NCC shall, in coordination with other concerned 7 government agencies and civil society organizations, 8 formulate and issue the necessary rules and regulations to 9 implement the provisions of this Act.

SEC. 16. Separability Clause. - If, for any reason, any
part or provision of this Act is declared invalid or
unconstitutional, the remaining parts or provisions not
affected shall remain in full force and effect.

14 SEC. 17. Repealing Clause. – The relevant provisions 15 of Republic Act No. 10968 are hereby amended to conform 16 with the provisions of this Act. Section 272 of Republic Act 17 No. 7160 is also amended accordingly pursuant to the 18 provisions of this Act.

All other laws, presidential decrees, executive orders,
 and rules and regulations contrary to or inconsistent with
 the provisions of this Act are repealed or modified
 accordingly.

5 SEC. 18. *Effectivity.* – This Act shall take effect fifteen (15)
6 days after its publication in the *Official Gazette* or a
7 newspaper of general circulation.

Approved,