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Office of the Secretary  
Senate of the Philippines

SENATE

'21 SEP -6 P 4 :34

S. B. NO. 2387



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Introduced by **SENATOR JOEL VILLANUEVA**

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**AN ACT**  
**INSTITUTIONALIZING THE LIFELONG LEARNING DEVELOPMENT**  
**FRAMEWORK, BROADENING THE MANDATE OF THE PHILIPPINE**  
**QUALIFICATIONS FRAMEWORK-NATIONAL COORDINATING**  
**COUNCIL (PQF-NCC), AMENDING FOR THE PURPOSE REPUBLIC**  
**ACT NO. 10968, OTHERWISE KNOWN AS THE PHILIPPINE**  
**QUALIFICATIONS FRAMEWORK ACT, AND APPROPRIATING**  
**FUNDS THEREFOR**

**EXPLANATORY NOTE**

The International Labour Organization noted that the concept of lifelong learning recognized that “whilst the value of initial training was not to be discounted, the frontloading of skills through education and training for a single lifetime qualification was no longer sufficient, and that education and training systems of the future needed to be flexible and prepare individuals to learn continuously over their life.”<sup>1</sup>

In the United Nations (UN) 2030 Agenda for Sustainable Development, Goal 4, UN Member States have committed to ensure inclusive and equitable quality education and promote lifelong opportunities for all.<sup>2</sup> Flexible lifelong learning has likewise been recognized by the Philippine government as a priority strategy, with a special focus on digital skills training.<sup>3</sup>

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<sup>1</sup> International Labor Organization, *Lifelong Learning: Concepts, Issues, and Actions*, available at [https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---ifp\\_skills/documents/publication/wcms\\_711842.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_711842.pdf) (last accessed September 2, 2021).

<sup>2</sup> 2030 Agenda for Sustainable Development.

<sup>3</sup> Updated Philippine Development Plan 2017-2022.

Indeed, while present learning frameworks prioritize the education and development of children and young adults to prepare them for the future, it is clear that learning is a continuous and lifelong process. There is, therefore, a need to establish policies that will provide an enabling environment for lifelong learning opportunities to flourish, and to be accessible to persons from all walks of life.

This measure requires the development of a Lifelong Learning Development Framework, to be developed by the Philippine Qualifications Framework-National Coordinating Council (PQF-NCC). The PQF-NCC shall describe and set standards for the development of action components and desirable success measures for the promotion and implementation of lifelong learning in cities, municipalities, and lifelong educational institutions.

To ensure equitable, inclusive, and accessible lifelong learning opportunities, local government units which are designated as Learning Cities or Municipalities shall be empowered to take the lead in the implementation of this measure within their respective jurisdictions, including the establishment and operation of community learning centers. For this purpose, LGUs designated as Learning Cities or Municipalities shall enjoy additional support and funding to promote their residents' participation in lifelong education.

With the increasingly volatile labor markets and the advent of the Fourth Industrial Revolution, this bill ensures that there is be no shortage of sources of knowledge that will allow our citizens to better adapt to dynamic and ever-changing times.

Thus, the immediate passage of this bill is earnestly sought.

  
SENATOR JOEL VILLANUEVA

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*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 “The Lifelong Learning  
2 Development Framework (LLDF) Act”  
3

4 **SEC. 2. Declaration of Policy.** – It is hereby declared the policy of the State to create  
5 an environment free of poverty, hunger, violence, and war, and to ensure equity,  
6 inclusion, and a healthy environment for everyone. To this end, the State shall promote  
7 lifelong learning as a means to achieve a more sustainable development and thus  
8 promote national development. The State shall promote universal literacy and  
9 prescribe the duties of the State in this regard.

10  
11 **SEC. 3. Definition of Terms.** – As used in this Act:

- 12  
13 a) Community Learning Center (CLC) refers to a venue outside the formal  
14 education system established and managed by local government units (LGUs)  
15 to provide lifelong learning opportunities for community development and  
16 improvement of the quality of life;  
17  
18 b) Learning City or Municipality refers to a city or municipality which effectively  
19 mobilizes its resources to: (a) promote inclusive learning in all education levels;  
20 (b) encourage learning in families and communities; c) facilitate learning for and  
21 in the workplace; d) extend the use of modern learning technologies; e)

1 enhance quality and pursuit of excellence in learning; and f) foster a culture of  
2 learning throughout life;

3  
4 c) Lifelong Educational Institution refers to any establishment, corporation,  
5 organization, or public or private teaching institution established mainly for  
6 lifelong education providing lifelong vocational training, or offering  
7 supplementary education for school curricula. It shall also refer to a center or  
8 an office attached to an existing educational institution that offers lifelong  
9 education to persons other than its regular students;

10  
11 d) Lifelong Learning refers to a philosophy that recognizes learning as a  
12 continuum and not confined to a particular period in life nor the school system  
13 but takes place everywhere, at all stages of life. As a conceptual framework  
14 and organizing principle for educational policy, lifelong learning, also known as  
15 lifelong education, encompasses all modes of education and all types of  
16 systematic educational activities other than regular school curriculum, and all  
17 other learning attained through different modes;

18  
19 e) Literacy Education refers to a systematic educational program designed to  
20 teach adults who are unable to read and write or lack the necessary skills  
21 needed for early or basic literacy and other forms of media, digital, financial,  
22 legal and health literacy; and

23  
24 f) Tertiary Education refers to the stage of education following the secondary  
25 cycle which covers post-secondary nondegree diploma, technical-vocational  
26 education and training, and higher education programs, including graduate  
27 education.

28  
29 **SEC. 4. Lifelong Learning Development Framework.** – A Lifelong Learning  
30 Development Framework (LLDF) shall be developed by the Philippine Qualifications  
31 Framework-National Coordinating Council (PQF-NCC) as provided under this Act. The  
32 LLDF shall describe and set standards for the development of action components and  
33 desirable success measures for the promotion and implementation of lifelong learning  
34 in cities, municipalities and lifelong educational institutions.

35  
36 The LLDF shall have the following objectives:

- 37 a) Promote literacy at all levels of society;  
38 b) Promote inclusive learning in the educational system;  
39 c) Revitalize learning in families and communities;  
40 d) Facilitate learning for and in the workplace;  
41 e) Extend the use of modern learning technologies;  
42 f) Enhance the quality of learning; and  
43 g) Foster a culture of learning throughout life.

44  
45 The action components and corresponding success measures shall include the  
46 following:

- 47  
48 a) Promotion of Literacy at all levels of society. - This component upholds the  
49 importance of promoting literacy for all. The activities under this component  
50 shall include those that ensure for every citizen the opportunity to become

1 literate and obtain basic skills. The corresponding success measure for this  
2 action component shall be adult literacy rate.  
3

4 b) Promotion of inclusive learning in the educational system. - No person,  
5 regardless of ability, sex, social background, language, ethnicity, religion or  
6 culture, shall be excluded from participating in the educational system. The  
7 activities under this component and their corresponding success measures  
8 shall include the following:  
9

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

12 (2) Expanding access to formal education from primary to tertiary level, with  
13 average number of years of formal schooling received by people aged  
14 twenty-five (25) and older, as success measure;

15 (3) Expanding access to and participation in adult education and technical-  
16 vocational education and training, with percentage of citizens aged  
17 twenty-five to sixty-four (25-64) who reported receiving education or  
18 training in the twelve (12) months preceding the survey, as success  
19 measure;

20 (4) Providing support for marginalized groups, including, but not limited to,  
21 migrant families, to ensure access to education, with the number or  
22 quality of measures adopted by LGUs to support learners from  
23 indigenous peoples and disadvantaged backgrounds, as success  
24 measure; and

25 (5) Assigning qualified professional individuals to assist persons with  
26 disabilities to be able to adapt and cope while being integrated in the  
27 education system, with the number of learners with disabilities who re-  
28 enroll or remain in schools, as success measure.  
29

30 c) Revitalization of learning in families and communities. - Lifelong learning  
31 shall not only be confined to educational or business settings, but shall also  
32 include learning within families and local communities. This learning shall  
33 have the following activities and corresponding success measures:  
34

35 (1) establishing community-based learning spaces and providing resources  
36 for learning in families and communities, with the number of functional  
37 barangay-based infrastructure or spaces dedicated to lifelong learning,  
38 as success measure; and

39 (2) motivating people to participate in family and community learning, giving  
40 special attention to vulnerable and disadvantaged groups, such as  
41 indigent families, migrants, people with disabilities, minorities and third-  
42 age learners, (i) with the availability or presence of LGU legislation to  
43 support learning in families, (ii) percentage of community members  
44 participating in community learning activities on a regular basis, and (iii)  
45 percentage of community members engaging in learning activities in  
46 their families within twelve (12) months preceding the survey, as success  
47 measures.  
48

49 d) Facilitation of learning for and in the workplace. - The following activities and  
50 corresponding success measures shall fall under this component:

- 1 (1) ensuring that all members of the workforce have access to a broad array  
2 of learning opportunities, with employees' participation rate in job-related  
3 education and training, as success measure; and  
4 (2) providing appropriate learning opportunities for unemployed youths and  
5 adults, with percentage of the unemployed enrolled in various  
6 employment or entrepreneurship training programs offered in the city or  
7 municipality, as success measure.  
8

9 e) Extension of the use of modern learning technologies. - Cities or  
10 municipalities shall enable all citizens to use the information and  
11 communication technologies (ICT), particularly the internet, for learning and  
12 self-empowerment. The activities and corresponding success measures  
13 under this component shall include the following:  
14

- 15 (1) training administrators, teachers and educators to use technologies that  
16 enhance learning, with the percentage of teachers or educators who  
17 have received ICT training in the last twelve (12) months, as success  
18 measure; and  
19 (2) expanding citizens' access to ICT tools and learning programs, with the  
20 percentage of teachers or educators who use ICT on a regular basis for  
21 class activities in schools and other lifelong learning spaces, as success  
22 measure.  
23

24 f) Enhancement of quality learning. - The following activities and  
25 corresponding success measures shall fall under this component:  
26

- 27 (1) promoting a paradigm shift from teaching to learning, from the mere  
28 acquisition of information to the development of creativity and learning  
29 skills, with the presence of LGU initiatives to promote the development  
30 of creativity and learning skills through the formal teaching curriculum,  
31 as success measure;  
32 (2) employing appropriately trained administrators, teachers and educators,  
33 with the availability of appropriately trained teachers or educators, as  
34 success measure; and  
35 (3) fostering an environment in which learners have, as far as practicable,  
36 ownership of their own learning, with ratio of students to teachers in pre-  
37 primary, primary, secondary, and adult and continuing education, as  
38 success measure.  
39

40 g) Fostering of a culture of learning throughout life. - The following activities  
41 and corresponding success measures shall fall under this component:  
42

- 43 (1) organizing and supporting public events that encourage and celebrate  
44 learning, with the existence of public activities such as adult learning  
45 week and learning festivals, and use of all media to promote and  
46 celebrate learning, as success measure;  
47 (2) providing adequate information, guidance, and support to all citizens,  
48 and stimulating them to learn through diverse pathways, with the  
49 percentage of learners satisfied with the provision of information and  
50 counselling to learners, as success measure; and

1 (3) acknowledging the importance of learning in informal and non-formal  
2 settings and developing systems that recognize and reward all forms of  
3 learning, with the availability of LGU ordinance and practice of  
4 recognizing, validating, and accrediting all learning outcomes, as  
5 success measure.  
6

7 h) Strengthening of political will and commitment. - Elected officials and  
8 administrators shall have the primary responsibility of committing political  
9 resources to realizing the vision of a learning city. The following activities  
10 and their corresponding success measures shall fall under this component:  
11

12 (1) demonstrating strong political leadership and making a steadfast  
13 commitment to turning LGUs into learning cities or municipalities, with  
14 the strength and commitment of leadership demonstrated in developing  
15 and implementing the learning city strategy as evidenced by qualitative  
16 validation, as success measure;

17 (2) developing and implementing well-grounded and participatory strategies  
18 for promoting lifelong learning for all, through policies and strategies to  
19 promote lifelong learning adopted by the city or municipal council, as  
20 success measures; and

21 (3) consistent monitoring of progress towards becoming a learning city or  
22 municipality, with initiatives adopted by the local authorities to monitor  
23 progress in developing and implementing the learning city or municipality  
24 strategy, as success measure.  
25

26 i) Improvement of governance and participation of all stakeholders. - All  
27 sectors of society shall have a key role in learning and education and shall  
28 participate in building learning cities or municipalities. The activities and  
29 corresponding success measures under this component shall include the  
30 following:  
31

32 (1) establishing inter-sectoral coordination mechanisms to involve  
33 governmental and nongovernmental organizations and the private  
34 sector in building learning cities or municipalities, with effectiveness to  
35 encourage stakeholder mobilization and coordination in developing  
36 learning cities, as success measure; and

37 (2) encouraging all stakeholders to provide quality learning opportunities  
38 and to make their own unique contribution to building a learning city or  
39 municipality, with stakeholders' commitment, plans and actions to  
40 develop better and more accessible learning opportunities within their  
41 areas of responsibility and the existence of partnerships and cooperation  
42 between the city and the private sectors to support the learning city  
43 strategy, as success measure.  
44

45 j) Boosting of resource mobilization and utilization. - The following activities  
46 and corresponding success measures shall fall under this component:  
47

48 (1) encouraging greater financial investment in lifelong learning by  
49 government, civil society, private sector organizations and individuals,  
50 with public expenditure on education and learning as a percentage of the

1 total city budget, percentage of public education expenditure spent at  
2 different levels or types of education, as success measure;

3 (2) making effective use of the learning resources of all stakeholders and  
4 developing innovative funding mechanisms to support lifelong learning  
5 for all, with innovative initiatives of mapping and utilizing human,  
6 financial, cultural and other resources available to the city to facilitate  
7 learning in the city, as success measure;

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

12 (4) encouraging citizens to contribute their talents, skills, knowledge and  
13 experience on a voluntary basis, with the citizens' contribution to helping  
14 other citizens, as success measure: and

15 (5) encouraging the exchange of ideas, experiences and best practice  
16 between and among organizations in different cities, with the number of  
17 international or inter-city partnerships and exchanges with other learning  
18 cities or municipalities or lifelong learning institutions, as success  
19 measure.

20  
21 The desired success measures for each component may be amended and  
22 modified by the PQF-NCC, as it may deem necessary.

23  
24 **SEC. 5. Additional Role and Member of PQF-NCC.** – The mandate of the  
25 Philippine Qualifications Framework – National Coordinating Council (PQF-NCC)  
26 established by virtue of Republic Act No. 10968, otherwise known as the Philippine  
27 Qualifications Framework (PQF) Act, is further strengthened to assume the powers  
28 and functions provided under this Act. In addition to the existing composition of the  
29 PQF-NCC, the Secretary of the Department of the Interior and Local Government  
30 (DILG) shall also be a member of the PQF-NCC.

31  
32 For the avoidance of doubt, all members of the PQF-NCC may designate their  
33 respective representatives to the PQF-NCC, whose rank shall not be lower than  
34 Assistant Secretary or its equivalent.

35  
36 **SEC. 6. Additional Powers and Functions of the PQF-NCC.** – In addition to  
37 its mandate under the PQF Act, the PQF-NCC shall have the following specific powers  
38 and functions:

39  
40 (a) Formulate, implement, review, and amend the LLDF, including the action  
41 components and success measures for the effective implementation of this  
42 Act;

43 (b) Implement the Philippine Credit Transfer System (PCTS) and the Philippine  
44 Qualifications Register (PhQuar);

45 (c) Designate a particular city or municipality as a Learning City or Municipality  
46 based on its proven capacity to carry out the component activities and attain  
47 the success measures;

48 (d) Develop guidelines for using the action components to assess if a city or  
49 municipality will qualify for designation as a learning city or municipality;



- 1 (e) Formulate a master plan, in consultation with other relevant government  
2 agencies, for the promotion of lifelong learning and the designation of  
3 learning cities or municipalities, and to implement or execute the same;  
4 (f) Review the master plan and work with the LGUs in the mandatory  
5 implementation and execution of the master plan;  
6 (g) Include in its annual report to the Office of the President, the Senate of the  
7 Philippines, and the House of Representatives a report on the progress and  
8 accomplishments in relation to the LLDF; and  
9 (h) Perform such other functions that may be related to the implementation of  
10 the LLDF.  
11

12 **SEC. 7. Lifelong Learning Master Plan.** – Within six (6) months from the  
13 effectivity of this Act, the PQF-NCC shall draw a master plan for the promotion of  
14 lifelong learning and the designation of learning cities or municipalities.  
15

16 The master plan shall be subject to review every five (5) years and shall include  
17 the following:  
18

- 19 (a) Medium and long-term policy objectives and basic direction for lifelong  
20 learning promotion and the establishment of learning cities or municipalities;  
21 (b) Implementation of lifelong learning activities and guidelines for the funding  
22 of lifelong educational institutions;  
23 (c) Investment plans and budgetary requirements for the promotion and  
24 expansion of lifelong educational institutions and learning cities or  
25 municipalities; and  
26 (d) Guidelines for the evaluation of lifelong education programs and learning  
27 cities or municipalities.  
28

29 The PQF-NCC may consult other relevant government agencies in the  
30 formulation of the master plan. It shall also work with the LGUs in the mandatory  
31 implementation and execution of the master plan.  
32

33 **SEC. 8. Designation of Learning Cities or Municipalities.** – The PQF-NCC  
34 shall designate a city or municipality as a Learning City or Learning Municipality based  
35 on its proven capacity to carry out the component activities and attain the success  
36 measures in accordance with the provisions of this Act. It shall also develop guidelines  
37 for using the action components to assess if a city or municipality may qualify for  
38 designation as a learning city or municipality.  
39

40 A designated Learning City or Municipality shall enjoy additional support and  
41 funding for the following:  
42

- 43 a) Establishment and operation of lifelong educational institutions;  
44 b) Cultivation and posting of certified lifelong education teachers;  
45 c) Development of lifelong education programs;  
46 d) Establishment of community learning centers (CLCs); and  
47 e) Other projects to be conducted for the promotion of citizens' participation in  
48 lifelong education.  
49

1           **SEC. 9. Functions of Learning Cities or Municipalities.** – Heads of LGUs  
2 designated as Learning Cities or Municipalities, in coordination the PQF-NCC, shall  
3 be required to guide and support activities for the promotion of lifelong learning,  
4 whether initiated by the LGU or private lifelong educational institutions. If requested by  
5 such institutions, the LGU shall, in coordination with the PQF-NCC, conduct trainings  
6 necessary to upgrade the capabilities of persons and institutions engaged in lifelong  
7 learning activities.

8  
9           The LGUs designated as Learning Cities or Municipalities shall undertake the  
10 following:

- 11  
12           a) Provide opportunities, counseling, and information on lifelong learning;  
13           b) Support the operation of lifelong learning programs;  
14           c) Establish and operate CLCs to foster the implementation of lifelong  
15           educational programs and provide all persons, especially the  
16           underprivileged, access to information and communications technologies  
17           for e-learning, blended, distance or open learning; and  
18           d) Provide lifelong learning opportunities for residents within their jurisdictions.  
19

20           **SEC. 10. Support and Subsidy for Lifelong Educational Institutions.** – The  
21 heads of educational institutions offering lifelong learning shall submit an annual report  
22 to the appropriate government agency which has jurisdiction over them, detailing the  
23 programs offered, number of attendees, and other relevant data necessary to assess  
24 the success of the lifelong learning program.

25  
26           The LGU shall appropriate an amount to ensure and guarantee that lifelong  
27 learning in its jurisdiction shall be free and accessible to all residents, including  
28 migrants, senior citizens and persons with disabilities. For the purposes of this Act,  
29 such amount shall be taken from the Special Education Fund (SEF) under Republic  
30 Act No. 7160, otherwise known as the Local Government Code of 1991. The  
31 appropriate government agency shall include in its annual budget the necessary  
32 amount to subsidize the continued operation of lifelong educational institutions and  
33 other related activities.  
34

35           **SEC. 11. Literacy Education Programs.** – The State and the LGUs shall  
36 endeavor to enhance basic capabilities of all Filipinos, by, among others, developing  
37 and promoting adult literacy programs, which shall be offered in designated schools  
38 within the learning cities or municipalities. This shall be done in coordination with the  
39 Literacy Coordinating Council created under Republic Act No. 7165, as amended by  
40 Republic Act No. 10122, entitled "An Act Strengthening the Literacy Coordinating  
41 Council by Amending Republic Act No. 7165, Otherwise Known as "An Act Creating  
42 the Literacy Coordinating Council, Defining its Powers and Functions, Appropriating  
43 Funds Therefor and for Other Purposes".  
44

45           **SEC. 12. Lifelong Learning in Private Enterprises.** – Private corporations,  
46 institutions, workplaces and other similar establishments are encouraged to provide  
47 lifelong learning to their employees, conduct activities for its promotion, and give  
48 consideration to employees who enroll in graduate studies or in any form of lifelong  
49 learning and continuing education by allowing revised schedules and workloads  
50 without necessarily sacrificing the quality of work.

1  
2 The employers are also encouraged to provide scholarships and incentives to  
3 their employees who wish to pursue lifelong learning activities.  
4

5 **SEC. 13. Guidelines.** – The following guidelines shall be respected at all times:  
6

- 7 a) All citizens shall be guaranteed equal opportunities for lifelong learning;  
8 b) Lifelong learning shall be conducted based on the willingness of the learner  
9 to participate and study voluntarily; and  
10 c) Lifelong learning shall not be exploited as a tool for political propaganda or  
11 personal prejudices.  
12

13 **SEC. 14. Appropriations.** – The Special Education Fund created under the  
14 Local Government Code shall also be used to fund the objectives of this Act. In  
15 addition, the amount necessary for the initial implementation of this Act shall be  
16 sourced from the current budgets of the concerned agencies and/or LGUs. Thereafter,  
17 the concerned agencies shall include in its annual budget such appropriations as may  
18 be necessary to subsidize the continued operation of the lifelong learning institutions  
19 and other related activities.  
20

21 **SEC. 15. Implementing Rules and Regulations.** – Within sixty (60) days from  
22 the approval of this Act, the PQF-NCC shall, in coordination with other concerned  
23 government agencies and civil society organizations, formulate and issue the  
24 necessary rules and regulations to implement the provisions of this Act.  
25

26 **SEC. 16. Separability Clause.** – If, for any reason, any part or provision of this  
27 Act is declared invalid or unconstitutional, the remaining parts or provisions not  
28 affected shall remain in full force and effect.  
29

30 **SEC. 17. Repealing Clause.** – The relevant provisions of the PQF Act are  
31 hereby amended to conform with the provisions of this Act. Section 272 of the Local  
32 Government Code of 1991 shall also be amended in accordance with the provisions  
33 of this Act.  
34

35 All other laws, presidential decrees, executive orders, and rules and regulations  
36 contrary to or inconsistent with the provisions of this Act are repealed or modified  
37 accordingly.  
38

39 **SEC. 19. Effectivity.** – This Act shall take effect fifteen (15) days after its  
40 publication in the Official Gazette or in a newspaper of general circulation.  
41

42 **Approved,**