

NINETEENTH CONGRESS OF THE
REPUBLIC OF THE PHILIPPINES
First Popular Session

'22 JUL 12 A11:27

First Regular Session

RECEIVED BY:

**SENATE** 

S. B. NO. <u>364</u>

# Introduced by SENATOR JOEL VILLANUEVA

#### AN ACT

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

### **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."

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>

<sup>&</sup>lt;sup>1</sup> International Labor Organization, Lifelong Learning: Concepts, Issues, and Actions, available at <a href="https://www.ilo.org/wcmsp5/groups/public/---ed-emp/---ifip-skills/documents/publication/wcms-711842.pdf">https://www.ilo.org/wcmsp5/groups/public/---ed-emp/---ifip-skills/documents/publication/wcms-711842.pdf</a> (last accessed September 2, 2021).

<sup>&</sup>lt;sup>2</sup> 2030 Agenda for Sustainable Development.

<sup>&</sup>lt;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). For this purpose, the PQF-NCC shall determine 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 that are designated as Learning Cities or Municipalities shall be empowered to take the lead in the implementation of this measure within their jurisdictions, including the establishment and operation of community learning centers, to provide all their residents, especially the underprivileged, to avail of such opportunities. Learning Cities or Municipalities shall also 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, persons of every age and of any status, especially marginalized communities, can be assured that there will be no shortage of sources of knowledge that will allow them 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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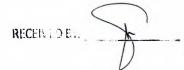
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## Introduced by SENATOR JOEL VILLANUEVA

## AN ACT

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

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

**SECTION 1. Short Title.** – This Act shall be known as "The Lifelong Learning Development Framework (LLDF) Act."

SEC. 2. Declaration of Policy. – It is hereby declared the policy of the State to create an environment free of poverty, hunger, violence, and war, and to ensure equity, inclusion, and a healthy environment for everyone. To this end, the State shall promote lifelong learning as a means to achieve full, productive, and freely chosen employment and decent work for all, and to promote a more sustainable national, regional, and local development. The State shall promote universal literacy and promote the constitutional right of all citizens to quality and accessible education at all levels, and prescribe the duties of the State in this regard.

## SEC. 3. Definition of Terms. - As used in this Act:

- a) Community Learning Center (CLC) refers to a venue outside the formal education system, including, but not limited to, learning hubs, reading centers, libraries and elibraries, to provide lifelong learning opportunities for community development and improvement of the quality of life;
- Learning City or Municipality refers to a city or municipality which effectively mobilizes its resources to: a) promote inclusive learning in all education levels; b) encourage learning in families and communities; c) facilitate continuous learning for

and in the workplace; d) extend the use of modern learning technologies; e) enhance quality and pursuit of excellence in learning; and f) foster a culture of learning throughout life;

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- c) Lifelong Educational Institution refers to any establishment, corporation, organization, or public or private institution for lifelong education providing lifelong vocational training, or offering supplementary education for school curricula. It shall also refer to a center or an office attached to an existing educational institution that offers lifelong education to persons other than its regular students;
- d) Lifelong Learning refers to a philosophy that recognizes learning as a continuum and not confined to a particular period in life nor the school system but takes place in all modes and locales, at all stages of life, which results in improving knowledge, knowhow, skills, competencies, and/or qualifications for personal, social, and/or professional reasons. As a conceptual framework and organizing principle for educational policy, lifelong learning, also known as lifelong education, encompasses all modes of learning and all types of formal, nonformal, or informal educational activities;
- e) Literacy Education refers to a significantly higher level of literacy, which includes not only reading and writing skills, but also numeracy skills. The skills must be sufficiently advanced to enable the individual to participate fully and efficiently in activities commonly occurring in his or her life situation that requires a reasonable capability of communicating by written language; and
- f) Tertiary Education refers to the stage of education following the secondary cycle which covers post-secondary nondegree diploma, technical-vocational education and training, and higher education programs, including graduate education.
- SEC. 4. Lifelong Learning Development Framework. A Lifelong Learning Development Framework (LLDF) shall be developed by the Philippine Qualifications Framework-National Coordinating Council (PQF-NCC) as provided under this Act. The LLDF 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.

The LLDF shall have the following objectives:

- a) Promote functional literacy at all levels of society;
- b) Promote inclusive learning in the educational system;
- c) Revitalize learning in families and communities;
- d) Facilitate learning for and in the workplace, with the participation of industry and other stakeholders;
- e) Extend the use of modern learning technologies;
- f) Ensure the quality of learning; and
- g) Foster a culture of learning throughout life.

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

- a) Promotion of Literacy at all levels of society. This component upholds the importance of promoting literacy for all. The activities under this component shall include those that ensure for every citizen the opportunity to become literate and obtain foundational and transversal skills. The corresponding success measure for this action component shall be adult literacy rate.
- b) Promotion of inclusive learning in the educational system. No person, regardless of ability, sex, social background, language, ethnicity, religion or culture, shall be excluded from participating in the lifelong learning system. The activities under this component and their corresponding success measures shall include the following:
  - (1) Expanding access to early childhood care and education, with net enrolment rate in pre-primary education, as success measure;
  - (2) Expanding access to and participation in alternative learning system programs for out-of-school children and youth, with the number of beneficiaries and quality of programs as success measure;
  - (3) Expanding access to and participation in the Expanded Tertiary Education Equivalency and Accreditation Program (ETEEAP) for adults with work experience, with the number of beneficiaries and quality of programs as success measures:
  - (4) Expanding access to formal education from primary to tertiary level, with average number of years of formal schooling received by people aged twenty-five (25) and older, as success measure;
  - (5) Expanding access to and participation in adult education and technical-vocational education and training, with percentage of citizens aged twenty-five to sixty-four (25-64) who reported receiving education or training in the last twelve (12) months as reported and monitored, as success measure;
  - (6) Providing support for marginalized groups, including, but not limited to, women, youth, indigenous persons, and persons with disabilities, to ensure access to education, including learning options and pathways, with the number or quality of measures adopted by LGUs to support learners from marginalized groups, as success measure; and
  - (7) Assigning qualified professional individuals to assist persons with disabilities to be able to adapt and cope while being integrated in the education system, with the number of learners with disabilities who re-enroll or remain in schools, as success measure.
- c) Revitalization of learning in families and communities. Lifelong learning shall not only be confined to educational or business settings, but shall also include learning within families and local communities. This learning shall have the following activities and corresponding success measures:

- (1) Establishing or recognizing community-based learning spaces and providing resources for learning in families and communities, with the number of functional community-based infrastructure or spaces dedicated to lifelong learning, as success measure; and
- (2) Motivating citizens to participate in family and community learning, giving special attention to vulnerable and disadvantaged groups, such as indigent families, migrants, people with disabilities, minorities and third-age learners, (i) with 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.
- d) Facilitation of learning for and in the workplace. Lifelong learning shall support the economic activities and the workforce in the community and related environs. The following activities and corresponding success measures shall fall under this component:
  - (1) Ensuring that all members of the workforce have access to a broad array of learning opportunities as part of work-to-work transition, with employees' participation rate in job-related education and training, as success measure;
  - (2) Providing appropriate learning opportunities for unemployed youths and adults, with percentage of the unemployed enrolled in various employment or entrepreneurship training programs offered in the city or municipality, as success measure;
  - (3) Promoting innovative, transparent, equitable, and sustainable financing mechanisms as well as non-financial incentives for workers' participation in training, with mechanisms on skills development between workers and employers as a success measure.
- e) Extension of the use of modern learning technologies. Cities or municipalities shall enable all citizens to use the information and communication technologies (ICT), particularly the internet and in general, all forms of relevant media, for learning and self-empowerment. The activities and corresponding success measures under this component shall include the following:
  - (1) Training administrators, teachers and educators to use technologies that enhance learning, with the percentage of teachers or educators who have received ICT training in the last twelve (12) months, as success measure; and
  - (2) Expanding citizens' access to ICT tools and learning programs, with the number of established ICT tools and learning programs, as well as the percentage of users who use ICT on a regular basis for class activities in schools and other lifelong learning spaces, as success measures.
- f) Enhancement of quality learning. The following activities and corresponding success measures shall fall under this component:
  - (1) Promoting a paradigm shift from teaching to learning, from the mere acquisition of information to the development of creativity and learning skills,

- with the measure of learning acquired assessed in accordance with relevant standards, as success measure:
- (2) Employing appropriately trained administrators, teachers and educators, with the availability of appropriately trained teachers or educators, as success measure;
- (3) Fostering an environment in which learners have, as far as practicable, ownership of their own learning, with ratio of students to teachers in preprimary, primary, secondary, and adult and continuing education, as success measure; and
- (4) Ensuring the relevance of skills training to the needs of business and labor market needs, with employment of graduates as a success measure.

For the purpose of this component, education agencies shall likewise provide assessment mechanisms, with success measures and performance indicators, in coordination with the PQF-NCC.

- g) Fostering of a culture of learning throughout life. The following activities and corresponding success measures shall fall under this component:
  - (1) Organizing and supporting public events that encourage and celebrate learning, with the existence of public activities such as adult learning week and learning festivals, and use of different modalities to promote and celebrate learning, as success measure;
  - (2) Providing adequate information, career counselling and vocational guidance, and support to all citizens, and stimulating them to learn through diverse pathways, with the percentage of learners satisfied with the provision of information and counselling to learners, as success measure; and
  - (3) Acknowledging the importance of learning in informal and non-formal settings and developing systems that recognize and reward all forms of learning, with the availability of LGU ordinance and practice of recognizing, validating, and accrediting all learning outcomes aligned with the Philippine Credit Grant and Transfer Scheme of the Philippines Qualifications Framework under Republic Act No. 10968, as success measure.
- h) Strengthening of political will and commitment. Elected officials and administrators shall have the primary responsibility of committing political resources to realizing the vision of a learning city. The following activities and their corresponding success measures shall fall under this component:
  - (1) Demonstrating strong political leadership and making a steadfast commitment to turning LGUs into learning cities or municipalities, with the strength and commitment of leadership demonstrated in developing and implementing the learning city strategy as evidenced by qualitative validation, as success measure;
  - (2) Developing and implementing well-grounded and participatory strategies for promoting lifelong learning for all, through policies and strategies to promote

- lifelong learning adopted by the city or municipal council, as success measures; and
- (3) Consistent monitoring of progress towards becoming a learning city or municipality, with initiatives adopted by the local authorities to monitor progress in developing and implementing the learning city or municipality strategy, as success measure.
- i) Improvement of governance and participation of all stakeholders. All sectors of society shall have a key role in learning and education and shall participate in building learning cities or municipalities. The activities and corresponding success measures under this component shall include the following:
  - (1) Establishing inter-sectoral coordination mechanisms to involve governmental and nongovernmental organizations and the private sector in building learning cities or municipalities, with effectiveness to encourage stakeholder mobilization and coordination in developing learning cities, as success measure:
  - (2) Encouraging all stakeholders to provide quality learning opportunities and to make their own unique contribution to building a learning city or municipality, with stakeholders' commitment, plans and actions to develop better and more accessible learning opportunities within their areas of responsibility and the existence of partnerships and cooperation between the city and the private sectors to support the learning city strategy, as success measure;
  - (3) Strengthening intersectoral coordination mechanisms to involve governmental and nongovernmental organizations and the private sector in building learning cities or municipalities, with effectiveness to encourage stakeholder mobilization and coordination in developing learning cities, as success measure; and
  - (4) Establishing coordination among government and stakeholders in the collection, analysis, and dissemination of labor market information, with the use of tools and latest technologies, supportive of skills development and lifelong learning policies, strategies, programs, as success measure;
  - (5) Establishing inter-LGU mechanism to support the development and implementation of related lifelong learning programs.
- j) Boosting of resource mobilization and utilization. The following activities and corresponding success measures shall fall under this component:
  - (1) Encouraging greater financial investment in lifelong learning by national and local government units, civil society, private sector organizations and individuals, with public expenditure on education and learning as a percentage of the total city budget, percentage of public education expenditure spent at different levels or types of education, as success measure;
  - (2) Making effective use of the learning resources of all stakeholders 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 to facilitate learning in the city, as success measure;
- (3) Adopting pro-poor funding policies and providing various types of support to disadvantaged groups, with the allocation and effective use of funds to support the participation of disadvantaged groups in learning, as success measure;
- (4) Encouraging citizens to contribute their talents, skills, knowledge and experience on a voluntary basis, with the citizens' contribution to helping other citizens, as success measure: and
- (5) Encouraging the exchange of ideas, experiences and best practices between and among organizations in different cities, with the number of international or inter-city partnerships and exchanges with other learning cities or municipalities or lifelong learning institutions, as success measure.

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

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

All members of the PQF-NCC may designate their respective representatives to the PQF-NCC, whose rank shall not be lower than Assistant Secretary or its equivalent.

- **SEC. 6. Additional Powers and Functions of the PQF-NCC.** In addition to its mandate under the PQF Act, the PQF-NCC shall have the following specific powers and functions:
  - a) Formulate, implement, review, and amend the LLDF, including the action components and success measures for the effective implementation of this Act;
  - b) Implement the Philippine Credit Transfer System (PCTS) within and across the different levels of education and modalities of delivery and recognition, in partnership with lifelong learning institutions, and the Philippine Qualifications Register (PhQuar);
  - c) Formulate a master plan, in consultation with relevant government agencies, for the promotion of lifelong learning and the designation of learning cities and municipalities, develop guidelines for designation of cities and municipalities, and designate a particular city or municipality as a Learning City or Municipality based on such guidelines;

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- d) Review the master plan and work with the LGUs in the mandatory implementation and execution of the master plan;
- e) Include in its annual report to the Office of the President, the Senate of the Philippines, and the House of Representatives a report on the progress and accomplishments in relation to the LLDF;
- f) Build the capabilities of the designated learning city/municipality to effectively implement and measure the achievements/outcomes of the Master Plan; and
- g) Perform such other functions that may be related to the implementation of the LLDF.
- **SEC. 7. Lifelong Learning National Master Plan.** Within six (6) months from the effectivity of this Act, the PQF-NCC, with the participation of relevant stakeholders, shall draw a national master plan for the promotion of lifelong learning and the designation of learning cities or municipalities.

The master plan shall be subject to review every five (5) years, with the participation of relevant stakeholders, and shall include the following:

- a) Medium and long-term policy objectives and basic direction for lifelong learning promotion and the establishment of learning cities or municipalities;
- b) Implementation of lifelong learning activities and guidelines for the funding of lifelong educational institutions;
- c) Investment plans and budgetary requirements for the promotion and expansion of lifelong educational institutions and learning cities or municipalities; and
- d) Guidelines for the evaluation of lifelong education programs and learning cities or municipalities.

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

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

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

- a) Establishment and operation of lifelong educational institutions and community learning centers;
- b) Cultivation and posting of certified lifelong education teachers;
- c) Development of lifelong education programs; and

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d) Other projects to be conducted for the promotion of citizens' participation in lifelong education.

Additionally, the PQF-NCC shall designate geographically isolated and disadvantaged areas that desire to become learning cities and municipalities, which shall likewise receive the assistance provided under this Act. The PQF-NCC shall also assist them in the attainment of success measures as indicated under this Act or thereafter amended or modified.

**SEC. 9. Functions of Learning Cities or Municipalities.** – Heads of LGUs designated as Learning Cities or Municipalities shall guide and support activities for the promotion of lifelong learning, whether initiated by the LGU or lifelong educational institutions.

The LGUs designated as Learning Cities or Municipalities shall undertake measures to institutionalize the following:

- a) Opportunities for counseling, coaching, mentoring, and information-sharing on lifelong learning;
- b) Operation of lifelong learning programs;
- c) Establishment and operation of CLCs to foster the implementation of lifelong educational programs and provide all persons, especially the underprivileged, access to information and communications technologies for e-learning, blended, distance or open learning, and community and enterprise-based trainings;
- d) Lifelong learning opportunities for residents within their jurisdictions; and
- e) Guidance for all lifelong learning activities/programs for stakeholders, including, but not limited to, private organizations.

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

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

SEC. 11. Literacy Education Programs. – The LGUs shall endeavor to enhance basic capabilities of all Filipinos, by, among others, developing and promoting adult literacy programs, which shall be offered in designated schools within the learning cities or municipalities. This shall be done in coordination with the Literacy Coordinating Council created under Republic Act No. 7165, as amended by Republic Act No. 10122, entitled "An Act Strengthening the Literacy Coordinating Council by Amending Republic Act No. 7165, Otherwise Known as "An Act Creating the Literacy Coordinating Council, Defining its Powers and Functions, Appropriating Funds Therefor and for Other Purposes", as well as the Bureau of Alternative Education of the Department of Education, created under Republic Act No. 11510, entitled "An Act Institutionalizing the Alternative Learning System

in Basic Education for Out-of-School Children in Special Cases and Adults and Appropriating Funds Therefor."

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

- a) Providing information to employees regarding current and future skills needed;
- b) Updating of skills standards and curriculum responsive to changing needs in the labor market;
- c) Development of enterprise-based and community-based skills training and career guidance mechanisms; and
- d) Collaboration through the involvement of all relevant stakeholders to pool expertise, resources, and funding towards concrete upskilling and reskilling actions.

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

SEC. 13. Guidelines. - The following guidelines shall be respected at all times:

- a) All citizens shall be guaranteed equal opportunities for lifelong learning;
- b) Lifelong learning shall be conducted based on the willingness of the learner to voluntarily participate and study accordingly; and
- c) Lifelong learning shall not be exploited as a tool for political propaganda or personal prejudices.
- SEC. 14. Appropriations. Notwithstanding the provisions of Sections 235 and 272 of the Local Government Code of 1991, a portion of the Special Education Fund created under the Local Government Code shall be used to fund the objectives of this Act within the LGUs' respective areas of jurisdiction. In addition, the amount necessary for the initial implementation of this Act shall be sourced from the current budgets of the concerned agencies and/or LGUs. Thereafter, the concerned agencies and LGUs shall include in its annual budget such appropriations as may be necessary to subsidize the continued operation of the lifelong learning institutions and other related activities.
- **SEC. 15.** Implementing Rules and Regulations. Within sixty (60) days from the effectivity of this Act, the PQF-NCC shall, in coordination with other concerned government agencies and civil society organizations, formulate and issue the necessary rules and regulations to 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.

**SEC. 17.** Repealing Clause. – The relevant provisions of the PQF Act are hereby amended to conform with the provisions of this Act. Section 272 of the Local Government Code of 1991 is also amended accordingly pursuant to the 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.

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

Approved,