


NINETEENTH CONGRESS OF THE)
REPUBLIC OF THE PHILIPPINES)
First Regular Session)



23 APR 17 P2:42

SENATE
S. No. 2072

RECEIVED BY: 

Introduced by Senator Jinggoy Ejercito Estrada

AN ACT
INSTITUTIONALIZING THE LIFELONG LEARNING DEVELOPMENT
FRAMEWORK, CREATING A LIFELONG LEARNING DEVELOPMENT
COUNCIL, AND APPROPRIATING FUNDS THEREFOR

EXPLANATORY NOTE

In 2015, the United Nations adopted the Sustainable Development Goals (SDG) as a “universal call to action to end poverty, protect the planet, and ensure that by 2030 all people enjoy peace and prosperity”.¹ SDG Goal 4 promotes quality education and aims to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”.² According to the United Nations Economic and Social Commission for Western Asia, “Lifelong learning may be broadly defined as learning that is pursued throughout life: learning that is flexible, diverse and available at different times and in different places. Lifelong learning crosses sectors, promoting learning beyond traditional schooling and throughout adult life (i.e. post-compulsory education).”³ This international commitment is consistent with the Philippine government’s constitutional mandate to “protect and promote the right of all citizens to quality education at all levels and shall take appropriate steps to make such education accessible to all.”

¹ [Sustainable Development Goals | United Nations Development Programme \(undp.org\)](https://www.undp.org/sustainable-development-goals)

² [Sustainable Development Goal 4 \(SDG 4\) | SDG4 Education 2030 - Global Education Cooperation Mechanism](https://www.unescwa.org/lifelong-learning)

³ [lifelong learning \(unescwa.org\)](https://www.unescwa.org/lifelong-learning)

Lifelong learning emphasizes gaining knowledge and skills beyond classroom walls, outside the traditional educational system, without restrictions and discrimination in age, and in any location that is conducive to learning. Therefore, it pertains to unceasing education that is relevant to citizens in the different stages of their lives.

Lifelong learning is especially beneficial to our country which is considered as one of countries that is taking the path of “graying population” in the world. As stated in the study, “Ageing and Health in The Philippines” published by the Economic Research Institute for ASEAN and East Asia and Demographic Research and Development Foundation, Inc. and Demographic Research and Development Foundation, Inc., “As we anticipate further improvements in longevity and as sustained fertility decline, the demographics landscape is projected to slowly transition to an ageing population. From 2025 to 2030, older Filipinos aged 60 years and over are projected to account for at least 10% of the total population, making the Philippines an ageing society based on the UN definition.”⁴ Given this trend, lifelong learning will enable Filipinos to gain sufficient and appropriate education in various stages of their lives and allow them to continue to be productive and enjoy a fulfilling life even in their advanced aged.

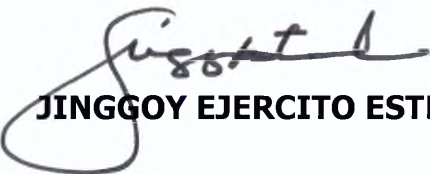
However, it is a disheartening fact that our country has yet to realize quality and accessible education for all. This is reflected in our poor rankings in international surveys pertaining to formal education such as Programme for International Student Assessment (PISA), Trends in International Mathematics and Science Study (TIMSS), and Southeast Asia Primary Learning Metrics (SEA-PLM).⁵ This dismal state of education in the country calls for a more robust, comprehensive and holistic approach to achieve our constitutional mandate and international commitment. The formal education must continue to be strengthened while complementary endeavors will definitely prove to be worthwhile.

⁴ [Ageing and Health in The Philippines \(eria.org\)](http://eria.org)

⁵ [Philippine struggle to make the grade in STEM education | Multisectoral Regional Office in Bangkok \(unesco.org\)](http://unesco.org)

The "*Lifelong Learning Development Framework (LLDF) Act*" seeks to promote universal literacy through the promotion of literacy at all levels of society, promotion of inclusive learning in the educational system, revitalization of learning in families and communities, revitalization of learning for and in the workplace, extension of the use of modern learning technologies, enhancing the quality and learning, and fostering a culture of learning throughout life. The LLDF will be implemented in local government units, particularly in Learning Cities and Municipalities, under the guidance of the Lifelong Learning Development Council.

In view of the foregoing, the immediate passage of this bill is highly recommended.




JINGGOY EJERCITO ESTRADA

NINETEENTH CONGRESS OF THE)
REPUBLIC OF THE PHILIPPINES)
First Regular Session)



23 APR 17 P2:42

SENATE
S. No. 2072

RECEIVED BY: 

Introduced by Senator Jinggoy Ejercito Estrada

AN ACT
INSTITUTIONALIZING THE LIFELONG LEARNING DEVELOPMENT
FRAMEWORK, CREATING A LIFELONG LEARNING DEVELOPMENT
COUNCIL, AND APPROPRIATING FUNDS THEREFOR

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

9 Sec. 3. *Guiding Principles.* - The following guiding principles shall be
10 respected at all times:

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

16 Sec. 4. *Definition of Terms.* - As used in this Act:

- 1 a) *Community Learning Center (CLC)* refers to a venue outside the formal
2 education system established and managed by LGUs to provide lifelong
3 learning opportunities for community development and improvement of
4 the quality of life;
- 5 b) *Learning City or Municipality* refers to a city or municipality which
6 effectively mobilizes its resources to: (i) promote inclusive learning in all
7 education levels; (ii) encourage learning in families and communities; (iii)
8 facilitate learning for and in the workplace; (iv) extend the use of modern
9 learning technologies; (v) enhance quality and pursuit of excellence in
10 learning; and, (vi) foster a culture of learning throughout life;
- 11 c) *Lifelong Educational Institution* refers to any establishment, corporation,
12 organization, or public or private educational institution established mainly
13 for lifelong education or provide lifelong vocational training or offering
14 supplementary education for school curricula. It shall also refer to a
15 center or an office attached to an existing educational institution that
16 offers lifelong education to persons other than its regular students;
- 17 d) *Lifelong Learning or Lifelong Education* refers to a philosophy that
18 recognizes learning as a continuum and not confined to a particular period
19 in life nor the school system but takes place everywhere, at all stages of
20 life. As a conceptual framework and organizing principle for educational
21 policy, lifelong learning encompasses all modes of education and all types
22 of systematic educational activities other than regular school curriculum,
23 including supplementary education, graduate studies and all forms of
24 continuing education, basic literacy education for adults, ability
25 enhancement education, culture and art education, book reading clubs,
26 and citizen's participation education;
- 27 e) *Literacy Education* refers to a systematic educational program designed to
28 teach adults who are unable to read and write or lack of the necessary
29 skills needed for early or basic literacy and other forms of media, digital,
30 financial, legal and health literacy; and,
- 31 f) *Tertiary Education* refers to the stage of education following the secondary
32 cycle which covers post-secondary nondegree diploma, technical-

1 vocational education and training, and higher education programs,
2 including graduate education.

3 *Sec. 5. Lifelong Learning Development Framework.* – A Lifelong Learning
4 Development Framework (LLDF), which shall describe and set standards for the
5 development of action components and desirable success measures for the
6 promotion and implementation of lifelong learning in cities, municipalities and
7 lifelong educational institutions, shall be established by the Lifelong Learning
8 Development Council created under this Act.

9 The LLDF shall have the following objectives:

- 10 a) Promote literacy at all levels of society;
- 11 b) Promote inclusive learning in the educational system;
- 12 c) Revitalize learning in families and communities;
- 13 d) Revitalize learning for and in the workplace;
- 14 e) Extend the use of modern learning technologies;
- 15 f) Enhance the quality of learning; and,
- 16 g) Foster a culture of learning throughout life.

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

19 a) *Promotion of literacy at all levels of society.* – This component upholds the
20 importance of promoting literacy for all. The activities under this
21 component shall include those that ensure for every citizen the
22 opportunity to become literate and obtain basic skills. The corresponding
23 success measure for this action component shall be adult literacy rate.

24 b) *Promotion of inclusive learning in the educational system.* – No person
25 regardless of ability, gender and sexuality, social background, language,
26 ethnicity, religion or culture shall be excluded from participating in the
27 educational system. The activities under this component and their
28 corresponding success measures shall include the following:

- 29 1) Expanding access to early childhood care education, with net
30 enrolment rate in pre-primary education, as success measure;

- 1 2) Expanding access to formal education from primary to tertiary level,
2 with average number of years of formal schooling received by people
3 aged twenty-five (25) and older, as success measure;
 - 4 3) Expanding access to and participation in adult education and technical-
5 vocational education and training, with percentage of citizens aged
6 twenty-five (25) to sixty-four (64) who reported receiving education or
7 training in the twelve (12) months preceding the survey, as success
8 measure;
 - 9 4) Providing support for marginalized groups, including migrant families,
10 to ensure access to education, with the number or quality of measures
11 adopted by the local government unit (LGU) authorities to support
12 learners from indigenous peoples and disadvantaged backgrounds, as
13 success measure; and,
 - 14 5) Assigning qualified professional individuals to assist persons with
15 disabilities to be able to adapt and cope while being integrated in the
16 education system, with the number of learners with disabilities who re-
17 enroll or remain in schools, as success measure.
- 18 c) *Revitalization of learning in facilities and communities.* – Lifelong learning
19 shall not be confined to educational or business settings, but shall include
20 learning with families and local communities. This learning shall have the
21 following activities and corresponding success measures:
- 22 1) Establishing community-based learning spaces and providing resources
23 for learning in families and communities, with the number of functional
24 barangay-based infrastructure or spaces dedicated to lifelong learning,
25 as success measure; and,
 - 26 2) Motivating people to participate in family and community learning,
27 giving special attention to vulnerable and disadvantaged groups, such
28 as families in need, migrants, people with disabilities, minorities and
29 third-age learners, with the availability or presence of LGU legislation
30 to support learning in families, percentage of community members
31 participating in community learning activities on a regular basis, and
32 percentage of community members engaging in learning activities in

1 their families within twelve (12) months preceding the survey, as
2 success measure.

3 d) *Facilitation of learning for and in the workplace.* – The following activities
4 and corresponding success measures shall fall under this component:

5 1) Ensuring that all members of the workforce have access to a broad
6 array of learning opportunities, with employees’ participation rate in
7 job-related learning opportunities, with employees’ participation rate in
8 job-related education and training, as success measure; and,

9 2) Providing appropriate learning opportunities for unemployed youths
10 and adults, with percentage of the unemployed enrolled in various
11 employment and entrepreneurship training programs offered in the city
12 or municipality, as success measure.

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

18 1) Training administrators, teachers and educators to use technologies
19 that enhance learning, with the percentage of teachers or educators
20 who have received ICT training in the last twelve (12) months, as
21 success measure; and,

22 2) City partnerships and exchanges with other learning cities or
23 municipalities or lifelong educational institutions, as success measures.

24 The desired success measures for each component may be amended and
25 modified by the Lifelong Learning Development Council, as it may deem necessary.

26 Sec. 6. *Lifelong Learning Development Council.* – There is hereby created a
27 Lifelong Learning Development Council, hereinafter referred to as the Council, which
28 shall be under the Office of the President. It shall be composed of the Secretary of
29 the Department of Education (DepEd), as Chairperson, with the following as
30 members:

31 a) Secretary of the Department of the Interior and Local Government (DILG);

32 b) Chairpersons of the Commission on Higher Education (CHED); and,

1 c) Director General of the Technical Education and Skills Development
2 Authority (TESDA).

3 The Chairperson and members of the Council may designate their respective
4 representatives to the Council, whose rank shall not be lower than Assistant
5 Secretary or its equivalent.

6 *Sec. 7. Powers and Functions of the Council.* – The Council shall have the
7 following specific powers and functions:

- 8 a) Formulate, implement, review, and amend the LLDF, including the action
9 components and success measures for the effective implementation of this
10 Act;
- 11 b) Designate a particular city or municipality as a Learning City or
12 Municipality based on its proven capacity to carry out the component
13 activities and attain the success measures;
- 14 c) Develop guidelines for using the action components to assess if a city or
15 municipality will qualify for designation as a Learning City or Municipality;
- 16 d) Formulate a master plan, in consultation with other relevant government
17 agencies, for the promotion of lifelong learning and the designation of
18 learning cities or municipalities, and to implement or execute the same;
- 19 e) Review the master plan and work with the LGUs in the mandatory
20 implementation and execution of the master plan;
- 21 f) Organize a secretariat and determine the staffing pattern, qualification,
22 duties and responsibilities of the secretariat, as well as the compensation
23 for the positions to be created in accordance with the existing rules and
24 regulations of the Civil Service Commission (CSC) and the prevailing salary
25 standardization law (SSL);
- 26 g) Submit annually to the Office of the President, the Senate of the
27 Philippines, and the House of Representatives an updated report on the
28 progress and accomplishments in relation to the LLDF; and,
- 29 h) Perform such other functions that may be related to the implementation of
30 the LLDF.

31 *Sec. 8. Council Secretariat.* – The Council shall organize a secretariat to be
32 headed by a Chief of Office. The Council shall determine the staffing pattern,

1 qualifications, duties and responsibilities of the secretariat, as well as the
2 compensation for the positions to be created in accordance with the existing rules
3 and regulations of the CSC and the SSL.

4 The secretariat shall hold office at such place as may be determined by the
5 Council. Pending the formal organization of the secretariat, the Council members
6 may designate personnel from their respective offices to temporarily discharge the
7 functions of the secretariat.

8 *Sec. 9. Lifelong Learning Master Plan.* – Within six (6) months from the
9 effectivity of this Act. The Council shall draw a master plan for the promotion of
10 lifelong learning and the designation of Learning Cities or Municipalities.

11 The master plan shall be subject to review every five (5) years and shall
12 include the following:

- 13 a) Medium and long-term policy objectives and basic direction for lifelong
14 learning promotion and the establishment of Learning Cities or
15 Municipalities;
- 16 b) Implementation of lifelong learning activities and guidelines for the
17 funding of lifelong educational institutions;
- 18 c) Investment plans and budgetary requirements for the promotion and
19 expansion of lifelong educational institutions and Learning Cities or
20 Municipalities; and,
- 21 d) Guidelines for the evaluation of lifelong education programs and Learning
22 Cities or Municipalities.

23 The Council may consult other relevant government agencies in the
24 formulation of the master plan. It shall also work with the LGUs in the mandatory
25 implementation and execution of the master plan.

26 *Sec. 10. Designation of Learning Cities or Municipalities.* – The Council shall
27 designate a city or municipality as a Learning City or Municipality based on its proven
28 capacity to carry out the component activities and attain the success measures in
29 accordance with the provisions of this Act. It shall also develop guidelines for using
30 the action components to assess if a city or municipality may qualify for designation
31 as a Learning City or Municipality.

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

- 3 a) Establishment and operation of lifelong educational institutions and
4 community learning centers (CLCs);
- 5 b) Cultivation and posting of certified lifelong education teachers;
- 6 c) Development of lifelong education programs; and,
- 7 d) Other projects to be conducted for the promotion of citizens' participation
8 in lifelong education.

9 *Sec. 11. Functions of Learning Cities or Municipalities.* – Heads of LGUs
10 designated as Learning Cities or Municipalities, in coordination with the Council, shall
11 be required to guide and support activities for the promotion of lifelong learning,
12 whether initiated by the LGU or private lifelong learning educational institutions. If
13 requested by such institutions, the LGU shall, in coordination with the Council,
14 conduct trainings necessary to upgrade the capabilities of persons and institutions
15 engaged in lifelong learning activities.

16 The LGUs designated as Learning Cities or Municipalities are likewise
17 mandated to comply with the following:

- 18 a) Provide opportunities, counselling and information of lifelong learning;
- 19 b) Support the operation of lifelong learning programs;
- 20 c) Establish and operate CLCs to foster the implementation of lifelong
21 educational programs and provide all persons, especially the
22 underprivileged, access to information and communications technologies
23 for e-learning, blended, distance or open learning; and,
- 24 d) Provide lifelong learning opportunities for residents within their
25 jurisdictions.

26 *Sec. 12. Literacy Education Program.* – The State and the LGUs shall
27 endeavor to enhance basic capabilities including literacy for adults. Literacy
28 education programs for adults shall be offered in designated schools within the
29 Learning Cities or Municipalities nationwide, in coordination with the Literacy
30 Coordinating Council created under Republic Act No. 7165, as amended by Republic
31 Act No. 10122 entitled, "An Act Strengthening the Literacy Coordinating Council by
32 Amending Republic Act No. 7165, Otherwise Known as 'An Act Creating the Literacy

1 Coordinating Council Defining its Powers and Functions’, Appropriating Funds
2 Therefor and for Other Purposes”.

3 Sec. 13. *Support and Subsidy for Lifelong Educational Institutions.* – The LGU
4 shall appropriate an amount to ensure and guarantee that lifelong learning in its
5 jurisdiction shall be free and accessible to all residents, including migrants, senior
6 citizens and people with disabilities. For purposes of this Act, such amount shall be
7 taken from the Special Education Fund (SEF) under Republic Act No. 7160, otherwise
8 known as the “Local Government Code of 1991”.

9 Sec. 14. *Lifelong Learning in Private Enterprises.* – Private corporations,
10 institutions, workplaces and other similar establishments are encouraged to provide
11 lifelong learning to their employees, conduct activities for its promotion, and give
12 consideration to employees who enroll in graduate studies or in any form of lifelong
13 learning and continuing education by allowing revised schedules and workloads
14 without necessarily sacrificing the quality of work.

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

17 Sec. 15. *Reportorial Requirements.* – The heads of educational institutions
18 offering lifelong learning shall submit an annual report to the appropriate
19 government agency which has jurisdiction over them, detailing the programs
20 offered, number of attendees, and other relevant data necessary to assess the
21 success of the lifelong learning program.

22 Sec. 16. *Appropriations.* – The amount necessary for the implementation of
23 this Act shall be included in the annual General Appropriations Act.

24 Sec. 17. *Implementing Rules and Regulations.* – Within sixty (60) days from
25 the approval of this Act, the DepEd, CHED and TESDA shall, in coordination with the
26 DILG and other concerned government agencies and civil society organizations,
27 formulate and issue the necessary rules and regulations to implement the provisions
28 of this Act.

29 Sec. 18. *Separability Clause.* – If any provision or part hereof is held invalid
30 or unconstitutional, the remainder of the law or the provision or part not otherwise
31 affected shall remain valid and subsisting.

1 Sec. 19. *Repealing Clause.* – Section 272 of Republic Act No. 7160 shall be
2 amended to include the purpose of this Act to the allocation of the SEF. Any law,
3 presidential decree or issuance, executive order, letter of instruction, administrative
4 order, rule, or regulation contrary to or inconsistent with the provisions of this Act
5 are hereby repealed, modified, or amended accordingly.

6 Sec. 20. *Effectivity.* – This Act shall take effect fifteen (15) days after its
7 publication in the *Official Gazette* or in a newspaper of general circulation.

Approved,