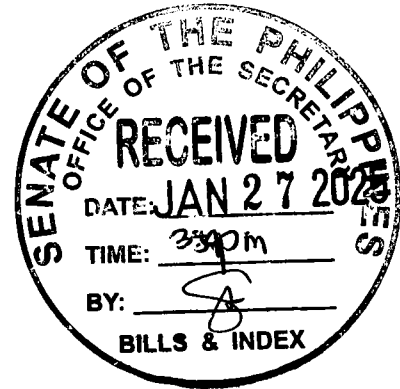


NINETEENTH CONGRESS OF THE )  
REPUBLIC OF THE PHILIPPINES )  
*Third Regular Session* )

SENATE

S.B. No. 2960



(In substitution of Senate Bill No. 364 and Senate Bill No. 2072)

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Prepared and submitted by the Committee on Higher, Technical and Vocational Education (upon the recommendation of the Subcommittee on Philippine Qualifications Framework), jointly with the Committees on Basic Education; and Finance, with Senators Villanueva, Ejercito Estrada, Cayetano (A.), Gatchalian, and Poe as authors thereof

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### 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 “The Lifelong Learning  
2       Development Framework (LLDF) Act.”

1  
2       **SEC. 2. Declaration of Policy.** – It is hereby declared the policy of the State to  
3 create an environment free of poverty, hunger, violence, and war, and to ensure equity,  
4 inclusion, and a healthy environment for everyone. To this end, the State shall promote  
5 lifelong learning as a means to achieve full, productive, and freely chosen employment  
6 and decent work for all, and to promote a more sustainable national, regional, and local  
7 development. The State shall promote universal literacy and promote the constitutional  
8 right of all citizens to quality and accessible education at all levels and prescribe the duties  
9 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 education  
14 system, including, but not limited to, learning hubs, reading centers, libraries and e-  
15 libraries, 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; b)  
20 encourage learning in families and communities; c) facilitate continuous learning for  
21 and in the workplace; d) extend the use of modern learning technologies; e) enhance  
22 quality and pursuit of excellence in learning; and f) foster a culture of learning  
23 throughout life;  
24
- 25 c. *Lifelong Learning Provider* refers to any establishment, corporation, organization, or  
26 public or private institution for lifelong education providing lifelong vocational training  
27 or offering supplementary education for school curricula. It shall also refer to a center  
28 or an office attached to an existing educational institution that offers lifelong  
29 education to persons other than its regular students;  
30
- 31 d. *Lifelong Learning* refers to a principle that recognizes learning as a continuum and  
32 not confined to a particular period in life nor the school system but takes place in all  
33 modes and locales, at all stages of life, which results in improving knowledge, know-  
34 how, skills, competencies, and/or qualifications for personal, social, and/or  
35 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. *Basic literacy* refers to the ability of a person to read, write, and compute;

f. *Functional Literacy* refers to the ability of a person to read, write, compute, and comprehend. 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 other digital means of communication; and

g. *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. 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. 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 success measures for the promotion and implementation of lifelong learning in cities, municipalities and lifelong learning provider.

a. The LLDF shall have the following objectives:

1. Promote functional literacy at all levels of society;

2. Promote inclusive learning in the educational system;
3. Revitalize learning in families and communities;
4. Facilitate learning for and in the workplace, with the participation of industry and other stakeholders;
5. Extend the use of modern learning technologies;
6. Ensure the quality of learning; and
7. Foster a culture of learning throughout life.

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

1. Promotion of Literacy at All Levels of Society. – This component upholds the importance of promoting basic and functional 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.

2. 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:

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

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

2.3 Promoting inclusivity and equity in education by expanding access to and participation in alternative education programs for underserved groups, with the number of beneficiaries reached and the quality of programs provided, as success measure;

2.4 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;

2.5 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; and

2.6 Providing support for underrepresented and marginalized groups, including women, youth, indigenous peoples, and persons with disabilities, to ensure equitable access to education through inclusive learning options, pathways and support mechanisms, with the adoption of quality measures by LGUs and the successful integration and retention of learners as success measure.

3. 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:

3.1 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

3.2 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.

4. 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:

4.1 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;

4.2 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; and

4.3 Promoting innovative, transparent, equitable, and sustainable financing mechanisms as well as non-financial incentives for workers' participation in training, with percentage of workers who enroll in and complete training programs as direct result of the introduced financing mechanisms and incentives as success measure.

5. 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:

5.1 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

5.2 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 regularly utilize ICT for class activities in schools and other lifelong learning spaces, as success measures.

6. Enhancement of Quality Learning. – The following activities and corresponding success measures shall fall under this component:

6.1 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;

6.2 Employing appropriately trained administrators, teachers, educators and subject matter expert with the availability of appropriately trained teachers or educators, as success measure;

6.3 Fostering an environment in which learners have, as far as practicable, ownership of their own learning, with ratio of students to teachers in kindergarten, elementary, junior high school, senior high school and adult and continuing education, as success measure; and

6.4 Ensuring the relevance of skills training to the needs of business and labor market needs, with employment and engagement and productive activities of graduates as a success measure.

1 For the purpose of this component, education agencies shall likewise provide  
2 assessment mechanisms, which include various dimensions such as learning to  
3 know, to do, to be, to live together, and to use technology with success measures  
4 and performance indicators, in coordination with the PQF-NCC.

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

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

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

20  
21 7.3 Acknowledging the importance of learning in informal and non-formal  
22 settings and developing systems that recognize and reward all forms of  
23 learning, with the availability of LGU ordinance and practice of  
24 recognizing, validating, and accrediting all learning outcomes aligned with  
25 the PCTS and Republic Act No. 10968 or the Philippine Qualifications  
26 Framework (PQF) Act, as success measure.

27  
28 8. Strengthening Political Will and Commitment. – Elected officials and  
29 administrators shall have the primary responsibility of committing political  
30 resources to realizing the vision of a learning city or municipality. The following  
31 activities and their corresponding success measures shall fall under this  
32 component:

33  
34 8.1 Demonstrating strong political leadership and making a steadfast  
35 commitment to turning LGUs into learning cities or municipalities, with the



1 strength and commitment of leadership demonstrated in developing and  
2 implementing the learning city or municipality strategy as evidenced by  
3 qualitative validation, as success measure;  
4

5 8.2 Developing and implementing well-grounded and participatory strategies  
6 for promoting lifelong learning for all, through policies and strategies to  
7 promote lifelong learning adopted by the city or municipal council, as  
8 success measures; and  
9

10 8.3 Consistent monitoring of progress towards becoming a learning city or  
11 municipality, with initiatives adopted by the local authorities to monitor  
12 progress in developing and implementing the learning city or municipality  
13 strategy, as success measure.  
14

15 9. Improvement of Governance and Participation of All Stakeholders. – All sectors  
16 of society shall have a key role in learning and education and shall participate  
17 in building learning cities or municipalities. The activities and corresponding  
18 success measures under this component shall include the following:  
19

20 9.1 Establishing inter-sectoral coordination mechanisms to involve  
21 governmental and nongovernmental organizations and the private sector  
22 in building learning cities or municipalities, with effectiveness to  
23 encourage stakeholder mobilization and coordination in developing  
24 learning cities, as success measure;  
25

26 9.2 Encouraging all stakeholders to provide quality learning opportunities and  
27 to make their own unique contribution to building a learning city or  
28 municipality, with stakeholders' commitment, plans and actions to  
29 develop better and more accessible learning opportunities within their  
30 areas of responsibility and the existence of partnerships and cooperation  
31 between the city or municipality and the private sector to support the  
32 learning strategy, as success measure;  
33

34 9.3 Strengthening intersectoral coordination mechanisms to involve  
35 governmental and nongovernmental organizations and the private sector

1 in building learning cities or municipalities, with effectiveness to  
2 encourage stakeholder mobilization and coordination in developing  
3 learning cities or municipalities, as success measure;

4 9.4 Establishing coordination among government and stakeholders in the  
5 collection, analysis, and dissemination of labor market information, with  
6 the use of tools and latest technologies, supportive of skills development  
7 and lifelong learning policies, strategies, programs, as success measure;  
8 and

9  
10 9.5 Establishing inter-LGU mechanism to support the development and  
11 implementation of related lifelong learning programs.

12  
13 10. Boosting of Resource Mobilization and Utilization. – The following activities and  
14 corresponding success measures shall fall under this component:

15  
16 10.1 Encouraging greater financial investment in lifelong learning by national  
17 and local government units, civil society, private sector organizations and  
18 individuals, with public expenditure on education and learning as a  
19 percentage of the total city or municipality budget, percentage of public  
20 education expenditure for different levels or types of education, as  
21 success measure;

22  
23 10.2 Making effective use of the learning resources of all stakeholders and  
24 developing innovative funding mechanisms to support lifelong learning for  
25 all, with innovative initiatives of mapping and utilizing human, financial,  
26 cultural and other resources available to the city or municipality to  
27 facilitate learning, as success measure;

28  
29 10.3 Adopting pro-poor funding policies and providing various types of support  
30 to disadvantaged groups, with the allocation and effective use of funds to  
31 support the participation of disadvantaged groups in learning, as success  
32 measure;

10.4 Encouraging citizens to contribute their talents, skills, knowledge and experience on a voluntary basis, with citizens' contribution to helping other citizens, as success measure; and

10.5 Encouraging the exchange of ideas, experiences and best practices between and among organizations in different cities and municipalities, with the number of international or inter-city or inter-municipality partnerships and exchanges with other 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. 6. Additional Role and Member of PQF-NCC.** – The mandate of the PQF-NCC established by virtue of Republic Act No. 10968, otherwise known as the 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 Secretaries of the Department of the Interior and Local Government (DILG) and the Department of Trade and Industry (DTI) 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. 7. 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. 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

1 designate a particular city or municipality as a Learning City or Municipality based  
2 on such guidelines;

3  
4 c. Monitor and evaluate the master plan and work with the LGUs in the mandatory  
5 implementation and execution of the master plan;

6  
7 d. Implement the PCTS within and across the different levels of education and  
8 modalities of delivery and recognition, in partnership with lifelong learning  
9 institutions, and the Philippine Qualifications Register (PhQuar);

10  
11 e. Include in its annual report to the Office of the President, the Senate of the  
12 Philippines, and the House of Representatives a report on the progress and  
13 accomplishments in relation to the LLDF;

14  
15 f. Support the capability-building activities of the designated learning city/municipality  
16 to effectively implement and measure the achievements/outcomes of the Master  
17 Plan; Support the capabilities of the designated learning city/municipality to  
18 effectively implement and measure the achievements/outcomes of the Master Plan;

19  
20 g. Integrate relevant provisions of Republic Act No. 8759 or the Public Employment  
21 Service Office (PESO) Act of 1999 to facilitate a seamless transition between  
22 education and employment; and

23  
24 h. Perform such other functions that may be related to the implementation of the LLDF.

25  
26 **SEC. 8. Lifelong Learning National Master Plan.** – Within six (6) months from  
27 the effectivity of this Act, the PQF-NCC, with the participation of relevant stakeholders,  
28 shall formulate a national master plan for the promotion of lifelong learning that aligns with  
29 and supports the objectives and priorities of the Philippine Development Plan (PDP). The  
30 master plan shall serve as a strategic blueprint for the promotion of lifelong learning and  
31 the establishment of learning cities and municipalities across the country.

32 The master plan shall be subject to review every five (5) years to ensure its  
33 alignment with evolving national development goals and stakeholder needs. It shall  
34 include the following components:

- 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 learning provider;
- c. Investment plans and budgetary requirements for the promotion and expansion of lifelong learning provider and learning cities or municipalities; and
- d. Guidelines for the evaluation of lifelong education programs and learning cities or municipalities.

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

**SEC. 9. Designation of Learning Cities and 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. Support the operation of lifelong learning provider and community learning centers;
- b. Cultivation and posting of certified lifelong education teachers;
- c. Development of lifelong education programs; and

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

3  
4 Additionally, the PQF-NCC shall designate geographically isolated and  
5 disadvantaged areas that desire to become learning cities and municipalities, which shall  
6 likewise receive the assistance provided under this Act. The PQF-NCC shall also assist  
7 them in the attainment of success measures as indicated under this Act or thereafter  
8 amended or modified.

9  
10 **SEC. 10. Functions of Designated Learning Cities and Municipalities.** – Heads  
11 of LGUs designated as Learning Cities or Municipalities shall guide and support activities  
12 for the promotion of lifelong learning, whether initiated by the LGU or lifelong learning  
13 provider.

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

- 16  
17 a. Opportunities for counseling, coaching, mentoring, and information-sharing on  
18 lifelong learning;  
19  
20 b. Operation of lifelong learning programs;  
21  
22 c. Establishment and operation of CLCs to foster the implementation of lifelong  
23 educational programs and provide all persons, especially the underprivileged,  
24 access to information and communications technologies for e-learning, blended,  
25 distance or open learning, and community and enterprise-based trainings;  
26  
27 d. Lifelong learning opportunities for residents within their jurisdictions; and  
28  
29 e. Guidance for all lifelong learning activities/programs for stakeholders, including, but  
30 not limited to, private organizations.

31 **SEC. 11. Support and Subsidiy for Lifelong Learning Provider.** – The heads of  
32 learning provider offering lifelong learning shall submit an annual report to the appropriate  
33 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 the necessary 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. 12. Literacy Education Programs.** – The LGUs shall endeavor to enhance basic capabilities of all Filipinos, b), 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 or “An Act Creating the Literacy Coordinating Council, Defining its Powers and Functions, Appropriating Funds Therefor, and for Other Purposes,” As Amended by Republic Act No. 10122, as well as the Bureau of Alternative Education of the Department of Education created under Republic Act No. 11510 or “An Act Institutionalizing the Alternative Learning System in Basic Education for Out-of-School Children in Special Cases and Adults and Appropriating Funds Therefor.”

**SEC. 13. 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 training design 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. 14. Appropriations.** – Notwithstanding the provisions of Sections 235 and 272 of Republic Act No. 7160 or the “Local Government Code of 1991”, a portion of the Special Education Fund 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 ninety (90) 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.**<sup>18</sup> – 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.



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

3

4       *Approved,*