



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

NINETEENTH CONGRESS

First Regular Session

HOUSE BILL NO. 4160



Introduced by Representative
HARRIS CHRISTOPHER M. ONGCHUAN

EXPLANATORY NOTE

In 2019, the Philippines ranked the lowest among 79 countries in the 2018 Programme for International Student Assessment (PISA), a study conducted by the Organization for Economic Cooperation and Development (OECD), despite having a functional literacy rate of 91.6% in that same year according to the Philippine Statistics Authority (PSA). This means that although a majority of Filipinos have the ability to read and write, there continues to be a deficiency in understanding and interpreting written information.

Taking this into consideration, it should be the priority of the state to promote universal literacy, in order to foster an environment where sustainable development is possible. This may be achieved through Lifelong Learning, a way of life that recognizes the importance of learning in all stages and aspects of life, even outside the schooling system.

This act aims to institutionalize Lifelong Learning by establishing the Lifelong Learning Development Framework (LLDF), which outlines a set of objectives and metrics leading to the implementation of Lifelong Learning. Furthermore, it will establish the Lifelong Learning Development Council (LLDC), an inter-agency body that will oversee the implementation of the LLDC.

This bill was filed in the 18th Congress by Representatives Garcia, Sy-Alvarado, and Bordado. It was approved by the House and was transmitted to the Senate.

In view of the foregoing, the passage of the bill is earnestly sought.

Harris Ongchuan
HARRIS CHRISTOPHER M. ONGCHUAN



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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:

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 a more sustainable development and thus promote national security. The State shall promote universal literacy 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 established and managed by LGUs to provide lifelong learning opportunities for community development and improvement of the quality of life:

b) 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 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;

c) Lifelong Educational Institution refers to any establishment, corporation, organization, or public or private teaching institution established mainly for lifelong education or 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 everywhere, at all stages of life. As a conceptual framework and organizing principle for educational policy, lifelong learning, which is also known as lifelong education, encompasses all modes of education and all types of systematic educational activities other than regular school curriculum, including supplementary education, graduate studies and all forms of continuing education, basic literacy education for adults, ability enhancement education, culture and art education, book reading clubs, and citizen's participation education;

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

(f) Tertiary Education refers to the stage of education following the secondary cycle which covers postsecondary non degree 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) which 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 shall be established by the Lifelong & Development Council created under this Act.

The LLDF shall have the following objectives:

- a) Promote 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;
- e) Extend the use of modern learning technologies;
- f) Enhance the quality of learning; and
- g) Foster a culture of learning throughout life.

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 basic 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, gender and sexuality, social background, language, ethnicity, religion or culture shall be excluded from participating in the educational 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 formal education from primary to tertiary level, with an average number of years of formal schooling received by people aged twenty five (25) and older as success measure;

(3) 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 twelve (12) months preceding the survey, as success measure;

(4) Providing support for marginalized groups, including migrant families, to ensure access to education, with the number or quality of measures adopted by the LGU authorities to support learners from indigenous peoples and disadvantaged measure; and

(5) 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 be confined to educational or business settings, but shall include learning within families and local communities. This learning shall have following activities and corresponding success measures:

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

(2) motivating people to participate in family and community learning, giving special attention to vulnerable and disadvantaged groups, such as families in need, migrants, people with disabilities, minorities and third-age learners, with the availability or presence of LGU legislation to support learning in families, percentage community members participating in community learning activities on a regular basis, and percentage of community members engaging in learning activities in their families within twelve (12) months preceding the survey, as success measure.

d) Facilitation of learning for and in the workplace. - 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, with employees' participation rate in job-related education and training, as success measure; and

(2) providing appropriate learning opportunities for unemployed youths and adults, with the percentage of the unemployed enrolled in various employment entrepreneurship training programs offered in the city or municipality, 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, 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 city partnerships and exchanges with other learning cities or municipalities or lifelong learning institutions, as success measures. The desired success measures for each component may be amended and modified by the Lifelong Learning Development Council, as it may deem necessary.

SEC. 5. Lifelong Learning Development Council. - There is hereby created a Lifelong Learning Development Council, hereinafter referred to as the Council, which shall be under the Office of the President. It shall be co of the Secretary of the Department of Education (DepEd), as Chairperson, and with it the following, as members:

- a) Secretary of the Department of the interior and Local Government (DILG);
- b) Chairperson of the Commission on Higher Education (CHED); and
- c) Director General of the Technical Education and Skills Development Authority (TESDA).

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

SEC. 6. Powers and Functions of the Council. - The Council 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) Designate a particular city or municipality as a Learning City or Municipality based on its proven capacity to carry out the component activities and attain the success measure

(c) Develop guidelines for using the action components to access 11 2 city or municipality will qualify for designation as a learning city or municipality:

(d) Formulate a master plan, in consultation with other relevant government agencies, for the promotion of lifelong learning and the designation of learning cities of municipalities, and to implement or execute the same:

(e) Review the master plan and work with the LGUs in the mandatory implementation and execution of the master plan;

(f) Organize a secretariat and determine the staffing pattern, qualifications, duties and responsibilities of the secretariat, as well as the compensation for the positions to be created in accordance with the existing rules and regulations of the Civil Service Commission (SC) and Republic Act No.11466 or the "Salary Standardization Law (SSL) of 2019",

(g) Submit annually to the Office of the President, the Senate of the Philippines, and the House of Representatives an updated report on the progress and accomplishments in relation to the LLDF; and

(h) Perform such other functions that may be related to the implementation of the LLDF.

SEC. 7. Council Secretariat. - The Council shall organize a secretariat to be headed by a Chief of Office. The Council shall determine the staffing pattern, qualifications, duties and responsibilities of the secretariat, as well as the compensation for the positions to be created in accordance with the existing rules and regulations of the SC and the SSL.

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

SEC. 8. Lifelong Learning Master Plan. - Within six (6) months from the effectivity of this Act, the Council shall draw a 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 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 Council may consult other relevant government agencies in the formulation of the master plan. It shall also work with the LGs in the mandatory implementation and execution of the master plan.

SEC. 9. Designation of Learning Cities or Municipalities. - The Council 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. It shall also develop guidelines for using the action components 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:

(1) expanding citizens' access to IT tools and learning programs, with the percentage of teachers or educators who use ICT on a regular basis for class activities in school and other lifelong learning spaces, as success measures.

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, and from the mere acquisition of information to the development of creativity and learning skills, with the presence of L.GU initiatives to promote the development of creativity and learning skills through the formal teaching curriculum, as a success measure.

(2) employing appropriately trained administrators, teachers and educators, with the availability of appropriately trained teachers or educators, as success measure; and

(3) fostering an environment in which learners have, as far as practicable, ownership of their own learning. with ratio of students to teachers in pre-primary, primary, secondary, and adult and continuing education, as success measure.

g) Fostering 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 all media to promote and celebrate learning, as success measure;

(2) providing adequate information, 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 counseling to learning, 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, as success measures.

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 because it takes strong political will and commitment to successfully build a learning city or municipality, 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, 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 a 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 measures.

i) Improvement of governance and participation of all stakeholders. - All sectors of society shall have a key role in learning 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; and

(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.

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 government, 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 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, success measure; and

(5) encouraging the exchange of ideas, experiences and best practice between and among organizations in different cities, with the number of interational or inter

- a) Establishment and operation of lifelong educational institutions;
- b) Cultivation and posting of certified lifelong education teachers;
- c) Development of lifelong education programs;
- d) Establishment of CLCs: and
- e) Other projects to be conducted for the promotion of citizens' participation in lifelong education.

SEC. 10. Functions of Learning Cities or Municipalities. - Heads of LGUs designated as Learning Cities or Municipalities, in coordination with the Council, shall be required to, in coordination with the Council, conduct training necessary to upgrade the capabilities of persons and institutions engaged in lifelong learning activities. The LGs designated as Learning Cities or Municipalities are likewise mandated to comply with the following:

- a) Provide opportunities, counseling, and information on lifelong learning;
- b) Support the operation of lifelong learning programs;
- c) Establish and operate CCs 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
- d) Provide lifelong learning opportunities for residents within their jurisdictions.

SEC. 11. 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 free and accessible to all residents, including migrants, senior citizens and people with disabilities. For purposes of this Act, such amount shall be taken from the Special Education Fund (SEF) under Republic Act No. 7160, otherwise known as the "Local Government Code of 1991", The appropriate government agency shall include in its annual budget the necessary amount to subsidize the continued operation of lifelong educational institutions and other related activities.

SEC. 12. Literacy Education Programs. - The State and the LGUs shall endeavor to enhance basic capabilities including literacy for adults. Literacy education programs for adults shall be offered in designated schools within the learning cities or municipalities nationwide, 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"

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

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

SEC. 14. 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 participate and study voluntarily; and
- c) Lifelong learning shall not be exploited as a tool for political propaganda or personal prejudices.

SEC. 15. Appropriations. - The amount necessary for the immediate implementation of this Act shall be included in the annual General Appropriations Act.

SEC. 16. **Implementing Rules and Regulations.** - Within sixty (60) days from the approval of this Act, the DepEd, CHED and TESDA shall, in coordination with the DILG and other concerned government agencies and civil society organizations, formulate and issue the necessary rules and regulations to implement the provisions of this Act.

SEC. 17. **Separability Clause.** - If any portion or provision of this Act is declared invalid or unconstitutional, other provision hereof shall remain in full force and effect.

SEC. 18. **Repealing Clause.** - All laws, decrees, executive orders, rules and regulations, issuances or part thereof inconsistent with the provision of this Act are hereby repealed, amended, or modified accordingly.

SEC. 19. **Effectivity.** - This Act shall take effect fifteen (15) days after the completion of its publication in the *Official Gazette* or at least two (2) newspapers of general circulation.

Approved.