



## HOUSE OF REPRESENTATIVES

H. No. 9004

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BY REPRESENTATIVES GARCIA (J.E.), SY-ALVARADO, BORDADO, NIETO, BENITEZ, SUNTAY, GO (M.), ROMULO, SALCEDA, VILLANUEVA (E.), RIVERA, VILLAFUERTE, ALONTE, GUICO, UMALI (M.V.), PADUANO, ESCUDERO, BALINDONG, BABASA, DALOG, ELAGO, TIANGCO, GASATAYA, CASTELO, SAULOG, ACOPI, FORTUNO, REYES, CALDERON, REVILLA, MARIANO-HERNANDEZ, CASTRO (F.L.), HOFER, TAMBUNTING, YAP (E.), ARENAS, ATIENZA, HERNANDEZ, MARCOLETA, RODRIGUEZ, SAVELLANO, SINGSON-MEEHAN, AGABAS, DE VENECIA, QUIMBO, ZARATE, ERMITA-BUHAIN, BAUTISTA-BANDIGAN, CAMPOS, CUA, CUARESMA, DAZA, FARIÑAS I (R.C.), FRASCO, GO (E.C.), GONZAGA, GONZALEZ, HARESCO, JALOSJOS, LIMKAICHONG, MOMO, NUÑEZ-MALANYAON, SAGARBARRIA, SUAREZ (D.), VARGAS, VIOLAGO, ZUBIRI, ALBANO, BARBA, BASCUG, CABREDO, CARI, DAGOOC, DELOS SANTOS, DIMAPORO (A.), DIMAPORO (M.K.), DY (F.), DY (F.M.C.), GULLAS, GUYA, JIMENEZ, LABADLABAD, NATIVIDAD-NAGAÑO, ORTEGA, TAN (A.S.), TY (D.), VARGAS ALFONSO, VERGARA, DEFENSOR (M.), ERIGUEL, FLORES, GAITE, LACSON, ROBES, SUANSING (E.) AND DALIPE, PER COMMITTEE REPORT NO. 871

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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 the House of Representatives of the Philippines in Congress assembled:*

1           **SECTION 1. *Short Title.*** – This Act shall be known as “*The Lifelong Learning*  
2 *Development Framework (LLDF) Act.*”  
3

4           **SEC. 2. *Declaration of Policy.*** – It is hereby declared the policy of the State to create  
5 an environment free of poverty, hunger, violence, and war; and to ensure equity, inclusion,  
6 and a healthy environment for everyone. To this end, the State shall promote lifelong  
7 learning as a means to achieve a more sustainable development and thus promote national  
8 security. The State shall promote universal literacy and prescribe the duties of the State in  
9 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 established and managed by LGUs to provide lifelong learning opportunities  
15 for community development and improvement of the quality of life;  
16  
17 b) *Learning City or Municipality* refers to a city or municipality which effectively  
18 mobilizes its resources to: (a) promote inclusive learning in all education levels; (b)  
19 encourage learning in families and communities; c) facilitate learning for and in the  
20 workplace; d) extend the use of modern learning technologies; e) enhance quality and  
21 pursuit of excellence in learning; and f) foster a culture of learning throughout life;  
22  
23 c) *Lifelong Educational Institution* refers to any establishment, corporation,  
24 organization, or public or private teaching institution established mainly for lifelong  
25 education or providing lifelong vocational training, or offering supplementary  
26 education for school curricula. It shall also refer to a center or an office attached to  
27 an existing educational institution that offers lifelong education to persons other than  
28 its regular students;  
29  
30 d) *Lifelong Learning* refers to a philosophy that recognizes learning as a continuum and  
31 not confined to a particular period in life nor the school system but takes place  
32 everywhere, at all stages of life. As a conceptual framework and organizing principle  
33 for educational policy, lifelong learning, which is also known as lifelong education,  
34 encompasses all modes of education and all types of systematic educational activities  
35 other than regular school curriculum, including supplementary education, graduate  
36 studies and all forms of continuing education, basic literacy education for adults, ability  
37 enhancement education, culture and art education, book reading clubs, and citizen's  
38 participation education;  
39  
40 e) *Literacy Education* refers to a systematic educational program designed to teach  
41 adults who are unable to read and write or lack the necessary skills needed for early  
42 or basic literacy and other forms of media, digital, financial, legal and health literacy;  
43 and  
44  
45 f) *Tertiary Education* refers to the stage of education following the secondary cycle which  
46 covers post-secondary nondegree diploma, technical-vocational education and  
47 training, and higher education programs, including graduate education.  
48

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

7  
8           The LLDF shall have the following objectives:

- 9  
10                   a) Promote literacy at all levels of society;  
11  
12                   b) Promote inclusive learning in the educational system;  
13  
14                   c) Revitalize learning in families and communities;  
15  
16                   d) Facilitate learning for and in the workplace;  
17  
18                   e) Extend the use of modern learning technologies;  
19  
20                   f) Enhance the quality of learning; and  
21  
22                   g) Foster a culture of learning throughout life.

23  
24           The action components and corresponding success measures shall include the  
25 following:

26  
27           *a) Promotion of Literacy at all levels of society.* - This component upholds the  
28 importance of promoting literacy for all. The activities under this component shall include  
29 those that ensure for every citizen the opportunity to become literate and obtain basic skills.  
30 The corresponding success measure for this action component shall be adult literacy rate.

31  
32           *b) Promotion of inclusive learning in the educational system.* - No person regardless  
33 of ability, gender and sexuality, social background, language, ethnicity, religion or culture  
34 shall be excluded from participating in the educational system. The activities under this  
35 component and their corresponding success measures shall include the following:

- 36  
37                   (1) Expanding access to early childhood care and education, with net enrolment rate  
38                   in pre-primary education, as success measure;  
39  
40                   (2) Expanding access to formal education from primary to tertiary level, with average  
41                   number of years of formal schooling received by people aged twenty five (25) and  
42                   older, as success measure;  
43  
44                   (3) Expanding access to and participation in adult education and technical-vocational  
45                   education and training, with percentage of citizens aged twenty five to sixty four  
46                   (25-64) who reported receiving education or training in the twelve (12) months  
47                   preceding the survey, as success measure;  
48

1 (4) Providing support for marginalized groups, including migrant families, to ensure  
2 access to education, with the number or quality of measures adopted by the LGU  
3 authorities to support learners from indigenous peoples and disadvantaged  
4 backgrounds, as success measure; and  
5

6 (5) Assigning qualified professional individuals to assist persons with disabilities to  
7 be able to adapt and cope while being integrated in the education system, with  
8 the number of learners with disabilities who re-enroll or remain in schools, as  
9 success measure.  
10

11 c) *Revitalization of learning in families and communities.* - Lifelong learning shall not  
12 be confined to educational or business settings, but shall include learning within families and  
13 local communities. This learning shall have the following activities and corresponding success  
14 measures:  
15

16 (1) establishing community-based learning spaces and providing resources for learning  
17 in families and communities, with the number of functional barangay-based  
18 infrastructure or spaces dedicated to lifelong learning, as success measure; and  
19

20 (2) motivating people to participate in family and community learning, giving special  
21 attention to vulnerable and disadvantaged groups, such as families in need, migrants,  
22 people with disabilities, minorities and third-age learners, with the availability or  
23 presence of LGU legislation to support learning in families, percentage of  
24 community members participating in community learning activities on a regular  
25 basis, and percentage of community members engaging in learning activities in their  
26 families within twelve (12) months preceding the survey, as success measure.  
27

28 d) *Facilitation of learning for and in the workplace.* - The following activities and  
29 corresponding success measures shall fall under this component:  
30

31 (1) ensuring that all members of the workforce have access to a broad array of learning  
32 opportunities, with employees' participation rate in job-related education and  
33 training, as success measure; and  
34

35 (2) providing appropriate learning opportunities for unemployed youths and adults,  
36 with percentage of the unemployed enrolled in various employment or  
37 entrepreneurship training programs offered in the city or municipality, as success  
38 measure.  
39

40 e) *Extension of the use of modern learning technologies.* - Cities or municipalities shall  
41 enable all citizens to use the information and communication technologies (ICT), particularly  
42 the internet, for learning and self-empowerment. The activities and corresponding success  
43 measures under this component shall include the following:  
44

45 (1) training administrators, teachers and educators to use technologies that enhance  
46 learning, with the percentage of teachers or educators who have received ICT  
47 training in the last twelve (12) months, as success measure; and  
48

1 city partnerships and exchanges with other learning cities or municipalities or  
2 lifelong learning institutions, as success measures.

3  
4 The desired success measures for each component may be amended and modified by  
5 the Lifelong Learning Development Council, as it may deem necessary.  
6

7 **SEC. 5. *Lifelong Learning Development Council.*** – There is hereby created a  
8 Lifelong Learning Development Council, hereinafter referred to as the Council, which shall be  
9 under the Office of the President. It shall be composed of the Secretary of the Department of  
10 Education (DepEd), as Chairperson, and with the following, as members:

- 11  
12 a) Secretary of the Department of the Interior and Local Government (DILG);  
13  
14 b) Chairperson of the Commission on Higher Education (CHED); and  
15  
16 c) Director General of the Technical Education and Skills Development Authority  
17 (TESDA).  
18

19 The Chairperson and members of the Council may designate their respective  
20 representatives to the Council, whose rank shall not be lower than Assistant Secretary or its  
21 equivalent.  
22

23 **SEC. 6. *Powers and Functions of the Council.*** – The Council shall have the following  
24 specific powers and functions:

- 25  
26 (a) Formulate, implement, review, and amend the LLDF, including the action  
27 components and success measures for the effective implementation of this Act;  
28  
29 (b) Designate a particular city or municipality as a Learning City or Municipality based  
30 on its proven capacity to carry out the component activities and attain the success  
31 measures;  
32  
33 (c) Develop guidelines for using the action components to assess if a city or  
34 municipality will qualify for designation as a learning city or municipality;  
35  
36 (d) Formulate a master plan, in consultation with other relevant government agencies,  
37 for the promotion of lifelong learning and the designation of learning cities or  
38 municipalities, and to implement or execute the same;  
39  
40 (e) Review the master plan and work with the LGUs in the mandatory  
41 implementation and execution of the master plan;  
42  
43 (f) Organize a secretariat and determine the staffing pattern, qualifications, duties and  
44 responsibilities of the secretariat, as well as the compensation for the positions to  
45 be created in accordance with the existing rules and regulations of the Civil  
46 Service Commission (CSC) and Republic Act No. 11466 or the “Salary  
47 Standardization Law (SSL) of 2019”;  
48

1 (g) Submit annually to the Office of the President, the Senate of the Philippines,  
2 and the House of Representatives an updated report on the progress and  
3 accomplishments in relation to the LLDF; and  
4

5 (h) Perform such other functions that may be related to the implementation of the  
6 LLDF.  
7

8 **SEC. 7. Council Secretariat.** – The Council shall organize a secretariat to be headed  
9 by a Chief of Office. The Council shall determine the staffing pattern, qualifications, duties  
10 and responsibilities of the secretariat, as well as the compensation for the positions to be  
11 created in accordance with the existing rules and regulations of the CSC and the SSL.  
12

13 The secretariat shall hold office at such place as may be determined by the Council.  
14 Pending the formal organization of the secretariat, the Council members may designate  
15 personnel from their respective offices to temporarily discharge the functions of the  
16 secretariat.  
17

18 **SEC. 8. Lifelong Learning Master Plan.** – Within six (6) months from the effectivity  
19 of this Act, the Council shall draw a master plan for the promotion of lifelong learning and  
20 the designation of learning cities or municipalities.

21 The master plan shall be subject to review every five (5) years and shall include the  
22 following:  
23

- 24 a) Medium and long-term policy objectives and basic direction for lifelong learning  
25 promotion and the establishment of learning cities or municipalities;
- 26 b) Implementation of lifelong learning activities and guidelines for the funding of  
27 lifelong educational institutions;
- 28 c) Investment plans and budgetary requirements for the promotion and expansion  
29 of lifelong educational institutions and learning cities or municipalities; and
- 30 d) Guidelines for the evaluation of lifelong education programs and learning cities  
31 or municipalities;  
32  
33  
34  
35

36 The Council may consult other relevant government agencies in the formulation of  
37 the master plan. It shall also work with the LGUs in the mandatory implementation and  
38 execution of the master plan.  
39

40 **SEC. 9. Designation of Learning Cities or Municipalities.** – The Council shall  
41 designate a city or municipality as a Learning City or Learning Municipality based on its  
42 proven capacity to carry out the component activities and attain the success measures in  
43 accordance with the provisions of this Act. It shall also develop guidelines for using the action  
44 components to assess if a city or municipality may qualify for designation as a learning city  
45 or municipality.  
46

47 A designated Learning City or Municipality shall enjoy additional support and  
48 funding for the following:  
49

1 (2) expanding citizens' access to ICT tools and learning programs, with the percentage  
2 of teachers or educators who use ICT on a regular basis for class activities in schools  
3 and other lifelong learning spaces, as success measure.  
4

5 *f) Enhancement of quality learning.* – The following activities and corresponding  
6 success measures shall fall under this component:  
7

8 (1) promoting a paradigm shift from teaching to learning, and from the mere acquisition  
9 of information to the development of creativity and learning skills, with the  
10 presence of LGU initiatives to promote the development of creativity and learning  
11 skills through the formal teaching curriculum, as success measure;  
12

13 (2) employing appropriately trained administrators, teachers and educators, with the  
14 availability of appropriately trained teachers or educators, as success measure; and  
15

16 (3) fostering an environment in which learners have, as far as practicable, ownership of  
17 their own learning, with ratio of students to teachers in pre-primary, primary,  
18 secondary, and adult and continuing education, as success measure.  
19

20 *g) Fostering of a culture of learning throughout life.* – The following activities and  
21 corresponding success measures shall fall under this component:  
22

23 (1) organizing and supporting public events that encourage and celebrate learning,  
24 with the existence of public activities such as adult learning week and learning  
25 festivals, and use of all media to promote and celebrate learning, as success  
26 measure;  
27

28 (2) providing adequate information, guidance, and support to all citizens, and  
29 stimulating them to learn through diverse pathways, with the percentage of learners  
30 satisfied with the provision of information and counselling to learners, as success  
31 measure; and  
32

33 (3) acknowledging the importance of learning in informal and non-formal settings and  
34 developing systems that recognize and reward all forms of learning, with the  
35 availability of LGU ordinance and practice of recognizing, validating, and  
36 accrediting all learning outcomes, as success measure.  
37

38 *h) Strengthening of political will and commitment.* – Elected officials and  
39 administrators shall have the primary responsibility of committing political resources to  
40 realizing the vision of a learning city because it takes strong political will and commitment  
41 to successfully build a learning city or municipality. The following activities and their  
42 corresponding success measures shall fall under this component:  
43

44 (1) demonstrating strong political leadership and making a steadfast commitment to  
45 turning LGUs into learning cities, with the strength and commitment of leadership  
46 demonstrated in developing and implementing the learning city strategy as  
47 evidenced by qualitative validation, as success measure;  
48

49 (2) developing and implementing well-grounded and participatory strategies for  
50 promoting lifelong learning for all, through policies and strategies to promote

1 lifelong learning adopted by the city or municipal council, as success measures;  
2 and  
3

- 4 (3) consistent monitoring of progress towards becoming a learning city or  
5 municipality, with initiatives adopted by the local authorities to monitor progress  
6 in developing and implementing the learning city or municipality strategy, as  
7 success measures.  
8

9 *i) Improvement of governance and participation of all stakeholders.* – All sectors of  
10 society shall have a key role in learning and education and shall participate in building  
11 learning cities or municipalities. The activities and corresponding success measures under this  
12 component shall include the following:  
13

14 (1) establishing inter-sectoral coordination mechanisms to involve governmental and  
15 nongovernmental organizations and the private sector in building learning cities or  
16 municipalities, with effectiveness to encourage stakeholder mobilization and  
17 coordination in developing learning cities, as success measure; and  
18

19 (2) encouraging all stakeholders to provide quality learning opportunities and to make  
20 their own unique contribution to building a learning city or municipality, with  
21 stakeholders' commitment, plans and actions to develop better and more accessible  
22 learning opportunities within their areas of responsibility and the existence of  
23 partnerships and cooperation between the city and the private sectors to support the  
24 learning city strategy, as success measure.  
25

26 *j) Boosting of resource mobilization and utilization.* – The following activities and  
27 corresponding success measures shall fall under this component:  
28

29 (1) encouraging greater financial investment in lifelong learning by government, civil  
30 society, private sector organizations and individuals, with public expenditure on  
31 education and learning as a percentage of the total city budget, percentage of  
32 public education expenditure spent at different levels or types of education, as  
33 success measure;  
34

35 (2) making effective use of the learning resources of all stakeholders and developing  
36 innovative funding mechanisms to support lifelong learning for all, with  
37 innovative initiatives of mapping and utilizing human, financial, cultural and other  
38 resources available to the city to facilitate learning in the city, as success measure;  
39

40 (3) adopting pro-poor funding policies and providing various types of support to  
41 disadvantaged groups, with the allocation and effective use of funds to support the  
42 participation of disadvantaged groups in learning, as success measure;  
43

44 (4) encouraging citizens to contribute their talents, skills, knowledge and experience  
45 on a voluntary basis, with the citizens' contribution to helping other citizens, as  
46 success measure; and  
47

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



- 1 a) Establishment and operation of lifelong educational institutions;  
2  
3 b) Cultivation and posting of certified lifelong education teachers;  
4  
5 c) Development of lifelong education programs;  
6  
7 d) Establishment of CLCs; and  
8  
9 e) Other projects to be conducted for the promotion of citizens' participation in  
10 lifelong education.  
11

12 **SEC. 10. *Functions of Learning Cities or Municipalities.*** – Heads of LGUs designated  
13 as Learning Cities or Municipalities, in coordination with the Council, shall be required to  
14 guide and support activities for the promotion of lifelong learning, whether initiated by the  
15 LGU or private lifelong educational institutions. If requested by such institutions, the LGU  
16 shall, in coordination with the Council, conduct trainings necessary to upgrade the capabilities  
17 of persons and institutions engaged in lifelong learning activities.  
18

19 The LGUs designated as Learning Cities or Municipalities are likewise mandated to  
20 comply with the following:  
21

- 22 a) Provide opportunities, counseling, and information on lifelong learning;  
23  
24 b) Support the operation of lifelong learning programs;  
25  
26 c) Establish and operate CLCs to foster the implementation of lifelong educational  
27 programs and provide all persons, especially the underprivileged, access to  
28 information and communications technologies for e-learning, blended, distance or  
29 open learning; and  
30  
31 d) Provide lifelong learning opportunities for residents within their jurisdictions.  
32

33 **SEC. 11. *Support and Subsidy for Lifelong Educational Institutions.*** – The heads of  
34 educational institutions offering lifelong learning shall submit an annual report to the  
35 appropriate government agency which has jurisdiction over them, detailing the programs  
36 offered, number of attendees, and other relevant data necessary to assess the success of the  
37 lifelong learning program.  
38

39 The LGU shall appropriate an amount to ensure and guarantee that lifelong learning  
40 in its jurisdiction shall be free and accessible to all residents, including migrants, senior  
41 citizens and people with disabilities. For purposes of this Act, such amount shall be taken  
42 from the Special Education Fund (SEF) under Republic Act No. 7160, otherwise known as  
43 the “Local Government Code of 1991”. The appropriate government agency shall include in  
44 its annual budget the necessary amount to subsidize the continued operation of lifelong  
45 educational institutions and other related activities.  
46

47 **SEC. 12. *Literacy Education Programs.*** – The State and the LGUs shall endeavor to  
48 enhance basic capabilities including literacy for adults. Literacy education programs for  
49 adults shall be offered in designated schools within the learning cities or municipalities  
50 nationwide, in coordination with the Literacy Coordinating Council created under Republic

1 Act No. 7165, as amended by Republic Act No. 10122, entitled "An Act Strengthening the  
2 Literacy Coordinating Council by Amending Republic Act No. 7165, Otherwise Known as  
3 "An Act Creating the Literacy Coordinating Council, Defining its Powers and Functions,  
4 Appropriating Funds Therefor and for Other Purposes".

5  
6 **SEC. 13. *Lifelong Learning in Private Enterprises.*** – Private corporations,  
7 institutions, workplaces and other similar establishments are encouraged to provide lifelong  
8 learning to their employees, conduct activities for its promotion, and give consideration to  
9 employees who enroll in graduate studies or in any form of lifelong learning and continuing  
10 education by allowing revised schedules and workloads without necessarily sacrificing the  
11 quality of work.

12  
13 The employers are also encouraged to provide scholarships and incentives to their  
14 employees who wish to pursue lifelong learning activities.

15  
16 **SEC. 14. *Guidelines.*** – The following guidelines shall be respected at all times:

- 17  
18 a) All citizens shall be guaranteed equal opportunities for lifelong learning;  
19  
20 b) Lifelong learning shall be conducted based on the willingness of the learner to  
21 participate and study voluntarily; and  
22  
23 c) Lifelong learning shall not be exploited as a tool for political propaganda or  
24 personal prejudices.

25  
26 **SEC. 15. *Appropriations.*** – The amount necessary for the immediate implementation  
27 of this Act shall be included in the annual General Appropriations Act.

28  
29 **SEC. 16. *Implementing Rules and Regulations.*** – Within sixty (60) days from the  
30 approval of this Act, the DepEd, CHED and TESDA shall, in coordination with the DILG  
31 and other concerned government agencies and civil society organizations, formulate and  
32 issue the necessary rules and regulations to implement the provisions of this Act.

33  
34 **SEC. 17. *Separability Clause.*** – If, for any reason, any part or provision of this Act is  
35 declared invalid or unconstitutional, the remaining parts or provisions not affected shall  
36 remain in full force and effect.

37  
38 **SEC. 18. *Repealing Clause.*** – Section 272 of Republic Act No. 7160 shall be amended  
39 to include the purpose of this Act to the allocation of the SEF. All laws, presidential decrees,  
40 executive orders, rules and regulations contrary to or inconsistent with the provisions of this  
41 Act are repealed or modified accordingly.

42  
43 **SEC. 19. *Effectivity.*** – This Act shall take effect fifteen (15) days after its publication  
44 in the *Official Gazette* or in a newspaper of general circulation.

45  
46 *Approved.*