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H. No. 11543

Republic of the Philippines  
Congress of the Philippines  
Metro Manila  
Nineteenth Congress  
Third Regular Session

Begun and held in Metro Manila, on Monday, the twenty-second  
day of July, two thousand twenty-four.

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[ REPUBLIC ACT NO. 12313 ]

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

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

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

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

SEC. 3. *Definition of Terms.* – As used in this Act:

(a) *Basic literacy* refers to the ability of a person to read, write, and compute;

(b) *Community Learning Center (CLC)* refers to a venue outside the formal education system, including, but not limited to, learning hubs, reading centers, libraries, and e-libraries, to provide lifelong learning opportunities for community development and improvement of the quality of life;

(c) *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 require a reasonable ability to communicate by written language and other digital means;

(d) *Learning city, municipality, or barangay* refers to a city, municipality, or barangay which effectively mobilizes its resources to: (1) promote inclusive learning in all education levels; (2) encourage learning in families and communities; (3) facilitate continuous learning for and in the workplace; (4) extend the use of modern learning technologies; (5) enhance quality and pursuit of excellence in learning; and (6) foster a culture of learning throughout life;

(e) *Lifelong learning* refers to a principle that recognizes learning as a continuum and not confined to a particular period in life or the school system but takes place in all modes and locales, at all stages of life, which results in improving

knowledge, know-how, skills, competencies, and/or qualifications for personal, social, and/or professional reasons. As a conceptual framework and organizing principle for educational policy, lifelong learning, also known as lifelong education, encompasses all modes of learning and all types of formal, non-formal, or informal educational activities;

(f) *Lifelong learning provider* refers to any establishment, corporation, organization, or public or private institution for lifelong education providing lifelong vocational training or offering supplementary education for school curricula. It also refers to a center or an office attached to an existing educational institution that offers lifelong education to persons other than its regular students; and

(g) *Tertiary education* refers to the stage of education following the secondary cycle which covers post-secondary non-degree diploma, technical-vocational education and training, and higher education programs, including graduate studies.

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 prejudice.

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 measures for success to promote and implement lifelong learning in cities, municipalities, barangays, and lifelong learning providers.

(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 and includes activities that provide every citizen the opportunity to become literate and obtain foundational and transversal skills. Adult literacy rate shall be the corresponding success measure for this action component.

(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 following activities and corresponding success measures shall fall under this component:

(2.1) Expanding access to early childhood care and education, with the net enrollment rate in pre-primary education, as its 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 the 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 measures;

(2.4) Expanding access to formal education from primary to tertiary level, with the average number of years of formal education 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 the percentage of citizens aged twenty-five (25) to sixty-four (64) who were monitored and reported to have received education or training in the last twelve (12) months, 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 local government units (LGUs) and the successful integration and retention of learners, as success measures.

(3) Revitalization of Learning in Families and Communities. – Lifelong learning shall not be confined to educational or business settings but shall also include learning within families and local communities. The following activities and corresponding success measures shall fall under this component:

(3.1) Establishing or recognizing community-based learning spaces and providing learning resources to 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, with (i) 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 the work-to-work transition, with the rate of employees' participation in job-related education and training, as success measure;

(4.2) Providing appropriate learning opportunities for unemployed youths and adults, with the percentage of their enrollment in various employment or entrepreneurship training programs offered in the city, municipality, or barangay, 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 the percentage of workers' enrollment in and completion of training programs directly resulting from the introduced financing mechanisms and incentives, as success measure.

(5) Extension of the Use of Modern Learning Technologies. – Cities, municipalities, or barangays shall enable all citizens to use information and communications technology (ICT), particularly the internet and all forms of relevant media, for learning and self-empowerment. The following activities and corresponding success measures shall fall under this component:

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

(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; and

(5.3) Enhancing comprehensive digital literacy, including cybersecurity awareness and exposure to emerging technologies, with the percentage of individuals who received digital literacy programs in the last twelve (12) months, as success measure.

(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 according to relevant standards, as success measure;

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

(6.3) Fostering an environment where learners have, as far as practicable, ownership of their learning, with the 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 that skills training is relevant to business and labor market needs, with employment, engagement, and productive activities of graduates, as success measure.

For the purpose of this component, education agencies shall provide assessment mechanisms, which include various dimensions such as learning to know, to do, to be, to live together, and to use technology with success measures and performance indicators, in coordination with the Philippine Qualifications Framework - National Coordinating Council (PQF-NCC).

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

(7.1) Organizing and supporting public events that encourage and celebrate learning, with the existence of public activities such as adult learning week, learning festivals,

International Literacy Day, and the use of different modalities to promote and celebrate learning, as success measure;

(7.2) Providing adequate information, career counselling, vocational guidance, and support to all citizens, and stimulating them to learn through diverse pathways, with the percentage of learners satisfied with the information and counselling received, as success measure; and

(7.3) Acknowledging the importance of learning in informal and non-formal settings and developing systems that recognize and reward all forms of learning, with the availability of LGU ordinance and practice of recognizing, validating, and accrediting all learning outcomes aligned with the PCTS and Republic Act No. 10968 or the "PQF Act", as success measures.

(8) Improvement of Governance and Participation of All Stakeholders. – All sectors of society shall have a key role in learning and education, and shall participate in building learning cities, municipalities, or barangays. The following activities and corresponding success measures shall fall under this component:

(8.1) Establishing inter-sectoral coordination mechanisms to involve governmental and non-governmental organizations and the private sector in effectively building learning cities, municipalities, or barangays, to encourage stakeholder mobilization and coordination in developing learning cities, municipalities, or barangays as success measure;

(8.2) Encouraging all stakeholders to provide quality learning opportunities and unique contributions towards building a learning city, municipality, or barangay, with stakeholders' commitment, plans, and actions for the development of better, more accessible learning opportunities within their areas of responsibility and the existence of partnerships and cooperation between the city, municipality, or barangay, and the private sector to support the learning strategy, as success measures;

(8.3) Strengthening intersectoral coordination mechanisms to involve governmental and non-governmental organizations and the private sector in effectively building learning cities,

municipalities, or barangays to encourage stakeholder mobilization and coordination in developing learning cities, municipalities, or barangays, as success measure;

(8.4) Establishing coordination among government and stakeholders in the collection, analysis, and dissemination of labor market information, with the use of tools and latest technologies, supportive of skills development and lifelong learning policies, strategies, and programs, as success measure; and

(8.5) Establishing an inter-LGU mechanism to support the development and implementation of related lifelong learning programs.

(9) Boosting of Resource Mobilization and Utilization. – The following activities and corresponding success measures shall fall under this component:

(9.1) Encouraging greater financial investment in lifelong learning by the national and local governments, civil society, private sector organizations, and individuals, with public expenditure on education and learning as a percentage of the total LGU budget, and for different levels or types of education, as success measure;

(9.2) Making effective use of all stakeholders' learning resources and developing innovative funding mechanisms to support lifelong learning for all, with innovative initiatives of mapping and utilizing human, financial, cultural, and other resources available to the city, municipality, or barangay to facilitate learning, as success measure;

(9.3) 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;

(9.4) 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

(9.5) Encouraging the exchange of ideas, experiences, and best practices between and among organizations in different cities, municipalities, and barangays, with the number of international, inter-city, inter-municipality, or inter-barangay partnerships and exchanges with other lifelong learning institutions, as success measure.

The 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 the PQF-NCC.* – The mandate of the PQF-NCC established by virtue of Republic Act No. 10968 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 and the Department of Trade and Industry shall be members of the PQF-NCC.

All members of the PQF-NCC may designate their respective representatives, 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 Republic Act No. 10968, 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, municipalities, or barangays; develop guidelines for designation as such; and designate these LGUs based on such guidelines;

(c) Monitor and evaluate the master plan and work with the LGUs on its mandatory implementation and execution;

(d) Implement the PCTS within and across the different levels of education and modalities of delivery and recognition, in partnership with lifelong learning institutions, and the Philippine Qualifications Register (PhQuaR);

(e) Include in its annual report to the Office of the President, the Senate of the Philippines, and the House of Representatives its progress and accomplishments in relation to the LLDF;

(f) Support the capabilities and capability-building activities of the designated learning city, municipality, or barangay to effectively implement and measure the achievements/outcomes of the Master Plan;

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

(h) Recommend criteria for programs that promote sustainable education under Republic Act No. 11292 or the “The Seal of Good Local Governance Act of 2019”. These criteria shall be aligned with the Lifelong Learning National Master Plan and shall serve as basis for recognizing local government initiatives that foster inclusive, accessible, and quality lifelong learning opportunities; and

(i) Perform such other functions related to the implementation of the LLDF.

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

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

(a) Medium- and long-term policy objectives and basic direction for lifelong learning promotion and the establishment of learning cities, municipalities, or barangays;

(b) Implementation of lifelong learning activities and guidelines for the funding of lifelong learning providers;

(c) Investment plans and budgetary requirements for the promotion and expansion of lifelong learning providers and learning cities, municipalities, or barangays; and

(d) Guidelines for the evaluation of lifelong education programs and learning cities, municipalities, or barangays.

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, Municipalities, or Barangays.* – The PQF-NCC shall designate a city, municipality, or barangay as a learning city, municipality, or barangay based on its proven capacity to carry out the component activities and attain the success measures under this Act. The PQF-NCC shall also develop guidelines in using the action components under this Act to assess if a city, municipality, or barangay may qualify for designation as a learning city, municipality, or barangay.

A designated learning city, municipality, or barangay shall enjoy additional support and funding for the following:

(a) Operation of lifelong learning providers and community learning centers;

(b) Cultivation and posting of certified lifelong education teachers;

(c) Development of lifelong education programs; and

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

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

SEC. 10. *Functions of Designated Learning Cities, Municipalities, or Barangays.* – Heads of LGUs designated as learning cities, municipalities, or barangays shall guide and support activities for the promotion of lifelong learning, whether initiated by the LGU or a lifelong learning provider.

The LGUs designated as learning cities, municipalities, or barangays shall undertake measures to institutionalize the following:

(a) Opportunities for counselling, coaching, mentoring, and information sharing on lifelong learning;

(b) Operation of lifelong learning programs;

(c) Establishment and operation of CLCs to foster the implementation of lifelong educational programs and provision of access to ICT for e-learning, blended, distance, or open learning, and community and enterprise-based trainings to all persons, especially the underprivileged;

(d) Lifelong learning opportunities for residents within their jurisdictions; and

(e) Guidance on all lifelong learning activities/programs for stakeholders, including, but not limited to, private organizations.

SEC. 11. *Support and Subsidy for Lifelong Learning Providers.* – The heads of learning providers 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 the necessary amount to ensure and guarantee that lifelong learning in its jurisdiction is accessible to all residents, including, but not limited to, women, youth, indigenous peoples, and persons with disabilities.

SEC. 12. *Literacy Education Programs.* – The LGUs shall endeavor to enhance basic capabilities of all Filipinos by, among others, developing and promoting adult literacy programs, which shall be offered in designated schools within the learning cities, municipalities, or barangays. 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 the “Alternative Learning System Act”.

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 of 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 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- and community-based skills training and career guidance mechanisms; and

(d) Collaboration through the involvement of all relevant stakeholders in pooling 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 their annual budget such appropriations as 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.* – The relevant provisions of Republic Act No. 10968 are hereby amended to conform with the provisions of this Act. Section 272 of Republic Act No. 7160 is also amended accordingly.

All other laws, presidential decrees, executive orders, and rules and regulations contrary to or inconsistent with the provisions of this Act are repealed or modified accordingly.




SEC. 18. *Effectivity.* – This Act shall take effect fifteen (15) days after its publication in the *Official Gazette* or in a newspaper of general circulation.

Approved,

  
FERDINAND MARTIN G. ROMUALDEZ  
*Speaker of the House  
of Representatives*

  
FRANCIS "CHIZ" G. ESCUDERO  
*President of the Senate*

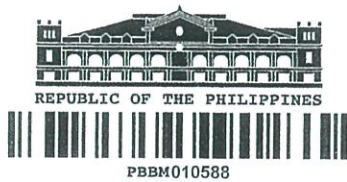
This Act was passed by the Senate of the Philippines as Senate Bill No. 2960 on June 2, 2025 and adopted by the House of Representatives as an amendment to House Bill No. 11543 on June 10, 2025.

  
REGINALD S. VELASCO  
*Secretary General  
House of Representatives*

  
RENATO N. BANTUG JR.  
*Secretary of the Senate*

Approved: **OCT 23 2025**

  
FERDINAND ROMUALDEZ MARCOS JR.  
*President of the Philippines*



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