

EIGHTEENTH CONGRESS OF THE  
REPUBLIC OF THE PHILIPPINES  
*First Regular Session*

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HOUSE OF REPRESENTATIVES

House Bill No. 4629

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Introduced by Hon. Abdullah D. Dimaporo and Hon. Mohamad Khalid Q. Dimaporo

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**AN ACT  
PROMOTING INCLUSIVE EDUCATION THROUGH INNOVATION AND  
RESPONSIVE 21<sup>st</sup> CENTURY EDUCATION PROGRAM  
FOR ALL FILIPINO LEARNERS**

**EXPLANATORY NOTE**

The Constitution provides that it is the primary responsibility of the State to "protect and promote the rights of all citizens to quality education at all levels, and shall take appropriate steps to make such education accessible to all." (Article XIV, Section 1 of the 1987 Constitution).

After the passage of Republic Act 10533 in 2013 (Enhanced Basic Education Act of 2013, or the K to 12 law) and the significant increase in investments annually for basic education, net enrolment rates have improved markedly, at 95.9 percent net enrolment rate for elementary education and at 74.2 percent for secondary education, based on the 2017 year-end report of the Philippine Statistics Authority. A recent World Bank study<sup>1</sup> has confirmed that the share of adults who did not complete basic education has been reduced significantly, from 53 percent in 1988 to 35 percent in 2018.

With participation in basic education reaching its all-time high, it remains critical, if not more urgent, for the Philippine government to close remaining gaps to ensure that all Filipinos have access to education, regardless of where they are and their capacity to pay. Notwithstanding all the gains in basic education, the Philippine government remains constrained to reach the last mile learners who are hardest to reach, especially those at-risk and vulnerable, and those who have not been catered to by the mainstream system<sup>2</sup>, who need and could most benefit from support:

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<sup>1</sup> World Bank Group, May 2018. "A Second Chance to Develop the Human Capital of Out-of-School

*Youth and Adults: The Philippines Alternative Learning System"*

<sup>2</sup> The same World Bank report highlights that there are about 24 million Filipinos who have not completed basic education and are prospective beneficiaries of the ALS Program.

- Students belonging to highly congested and far-flung communities affected by the 18,000-classroom shortage<sup>3</sup>, despite annual allocations from the national government, due to, among other factors, the lack of buildable space<sup>4</sup>.
- The 6.6 million youth identified by the World Bank in the same report as potential enrollees under the Alternative Learning System (ALS) Program, of which only 10% are reached and are enrolled, and only 20% eventually pass the ALS Accreditation and Equivalency exam.

Following this aspiration for access is the equally important aspiration for quality, to ensure that the education Filipino learners receive is of quality, is globally competitive, and is responsive to the demands of the 21<sup>st</sup> century.

Despite the demands of the global economy and our greater connectedness to the ASEAN community, Philippine education remains challenged in leveraging the advances provided by education technologies, in leapfrogging to attain quality comparable to most of our neighbors, and in translating efforts towards improvements in student learning and achievement.

To support these aspirations for access and quality, this measure seeks to provide structural remedies to ongoing hurdles faced by government and the private sector in ensuring access, to mobilize non-government entities with a strong track record and commitment to education, and to leverage these combined resources of public and private entities, finally provide access to basic education to last mile learners. Alongside this, the bill also seeks to put in place safeguards for transparency and accountability to ensure education quality.

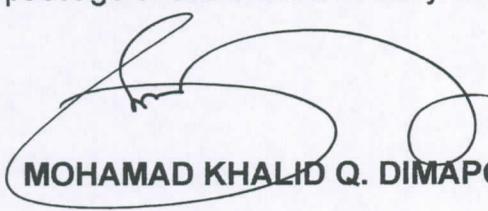
To accelerate gains in quality, the bill likewise seeks to encourage and support the use of innovative models of basic education delivery, as well as of internet technologies and online resources, to enable Filipino schools, teachers, and learners to keep abreast with advancements in education technologies, and to benefit from the growing community of teachers and learners around the world.

To reach the Target 4 of the Sustainable Development Goals (SDGs) to “ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes” by 2030, it is imperative for the Philippine government to involve as many partners in the attainment of these collective aspirations.

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



ABDULLAH D. DIMAPORO



MOHAMAD KHALID Q. DIMAPORO

<sup>3</sup> <https://news.mb.com.ph/2018/06/03/depeds-underspending-blamed-for-lack-of-classrooms-teachers-books-and-other-educational-supplies/>

<sup>4</sup> <http://www.gmanetwork.com/news/news/nation/655599/deped-addressing-classroom-shortage-says-briones/story/>

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

1       **Section 1. Title** - This Act shall be known as the "Innovation for Inclusive  
2       **Education Act"**

3

4       **Section 2. Declaration of Policy** - It is the policy of the State to protect and  
5       promote the right of all citizens to quality education and to take appropriate steps to  
6       make education accessible to all. Towards this end, it shall enable and encourage  
7       innovation in education, and expand efforts towards inclusion of all Filipino  
8       learners. The State shall establish a policy environment that is pro-innovation and  
9       that leverage public and private partnerships in efforts to improve access and  
10      quality, to ensure that all Filipinos receive a globally competitive 21<sup>st</sup> century  
11      education and to promote lifelong learning.

12

13       **Section 3. Statement of Purpose** - Following the bridging of supply gaps and  
14      the initial implementation of Republic Act No. 10533 (The Enhanced Basic

1 Education Act of 2013 or the K to 12 Law), this Act seeks to attain the following  
2 objectives:

3

4

- 5 a) To accelerate efforts to innovate in Philippine education in the areas of  
6 service delivery, teacher training and pedagogy, use of technology,  
7 among others, alongside the establishment of relevant safeguards for  
8 transparency, to improve learning quality;  
9 b) To encourage greater participation of non-government entities to expand  
10 access to education and to improve quality, especially for those  
11 unreach ed by the mainstream system.

12

13 **Section 4. Definition of Terms** – The terms used in this Act are defined as  
14 follows:

- 15 a. **“Alternative Learning System”** – as defined and adopted from Republic  
16 Act No. 9155, otherwise known as the Governance of Basic Education Act  
17 of 2001, is a parallel learning system to provide a viable alternative to the  
18 existing formal education instruction. It encompasses both the non-formal  
19 and informal sources knowledge and skills;
- 20 b. **“Alternative Delivery Modes”** –refers to alternative modalities of  
21 delivering education which allow schools to deliver quality education to  
22 marginalized students and those at risk of dropping out in order to help  
23 them overcome personal, social and economic constraints in their  
24 schooling. It shall include, without limitation, the following:

- a. Enhanced Instructional Management Parents, Communities and Teachers (E-IMPACT);
  - b. Modified In-School Off-School Approach (MISOSA); and
  - c. Open High School Program (OHSP)
- c. **Mobile Laboratories**— refer to equipment (laptops, tablets, and other similar equipment/resources used for science experiments) that are assembled in moveable carts, trolleys, or vehicles, to enable easier movement and storage across classes.
- d. **"Non-Government Entities"** – refers to private individuals, partnerships, associations, corporations, or other groups of individuals organized to engage in the delivery of basic education or other education-related activities such as teacher training or resource development.
- e. **"Open Educational Resources"** - refers to any type of educational materials that are in the public domain or introduced with an open license. The nature of these open materials means that anyone can legally and freely copy, use, adapt and re-share them.
- f. **"School Branches"** – refers to separate school sites established by educational institutions that provide educational programs that are offered in the main school. All the school branches, regardless of their location in the country, shall be considered as forming one school, subject to standard admission requirements, curriculum, educational programs, and school policies, and to be recognized as such for purposes of grant of authority to operate and other DepEd requirements, to ensure consistency with national educational policies, plans and standards.

1       g. "**Special Education (SPED)**" – refers to the customized instructional  
2                  program or service designed to meet the unique needs of individual  
3                  learners, which may necessitate use of supplementary aids and services  
4                  and teaching strategies in classroom and non-academic settings. It  
5                  addresses significant physical, sensory, neuropsychological, cognitive or  
6                  behavioral characteristics that may necessitate the use of such specialized  
7                  approaches and resources.

8       h. "**Turnaround Schools**" – refers to low performing schools, as to be  
9                  determined by the Department of Education (DepEd) in the IRR of this Act,  
10                  receiving comprehensive intervention to result in significant gains in  
11                  student achievement and to improve the overall quality of the school and  
12                  the learning environment;

13  
14       i. "**Vulnerable and At-Risk Learners**" - Refer to learners that are most  
15                  vulnerable or at risk of disparities in access and outcomes, due to various  
16                  circumstances, including but not limited to extreme poverty, conflict, among  
17                  others, thus requiring special intervention to succeed academically.

18  
19       **Section 5. Implementing Agency** – The Department of Education, hereinafter  
20                  referred to as the "Department", shall be the implementing agency of this Act. The  
21                  Secretary of Education shall be responsible for ensuring the implementation of the  
22                  provisions covered and programs described herein.

23  
24       **Section 6. Innovation for Inclusion in Philippine Education** – To promote a  
25                  truly inclusive education for all through interventions to improve learning quality,

1 and enable innovations in delivery, pedagogy and provision in basic education, in  
2 line with the demands of the 21<sup>st</sup> Century, while ensuring that innovations are  
3 balanced with clear and regular measures of accountability, the Department shall:

4 (1) Institutionalize its Alternative Learning System (ALS) Program to further  
5 expand the coverage of existing efforts, especially those aged 15 to 29.

6 (2) [Support the] use [of] internet technologies and online resources (e.g., e-  
7 *libraries and Integrated Resource Centers*) as well as Open Educational  
8 Resources for learning, as substitute to, or in combination with, hard  
9 copies of books, journals, among others, through enabling policies, seed  
10 funding/grants, teacher training, and other similar initiatives;

11 (3) [Support the] adopt[ion of] innovative models of basic education delivery,  
12 including, but not limited to the use of flipped classrooms, mobile  
13 laboratories, such as roving laptop and tablet carts, "Science Lab in a  
14 Box", "Kariton Classrooms", as substitute to, or in combination with,  
15 traditional models of teaching currently employed in the classroom;

16 (4) Develop pathways to enable and encourage public-private partnerships  
17 (PPPs) in education in the form of service delivery, provision of teacher  
18 training, and development of resources, including but not limited to the  
19 following forms:

20 a. To serve vulnerable and at-risk learners not yet reached by the  
21 current system, such as those in far-flung areas, and those  
22 belonging to isolated communities (indigenous peoples, conflict  
23 areas);

24 b. To complement the capacity of government in providing access to  
25 education in highly urbanized cities, especially in congested areas,

in areas with scarce resources, and those with existing and pending legal hurdles (e.g., schools in military bases);

- c. To provide interventions in schools whose average performance in the National Achievement Test (NAT) is lower than 25%, through the co-management of said public schools with non-government entities with a track record or experience in education delivery, or based on proposals to be submitted, vetted and approved by the Department;
  - d. To provide teacher training, particularly in specialized and/or emerging areas, or in priority areas of concern (e.g., ALS, SPED, early childhood care and development, and career guidance);
  - e. To develop contextually sensitive and innovative learning resources, to serve the marginalized, especially those underserved by the current system;
  - f. To develop guidelines in hiring teachers without discrimination as regards their age. Provided, they are certified fit to work by a government hospital.

In view of these aims, the Department shall formulate and establish guidelines for public-private partnership with non-government entities with a track record in education, or as vetted and approved by the Department, to participate in the delivery of said services to support the expansion of access to quality basic education, while leveraging public funds and private sector resources, to attain increased speed and efficiency in delivery.

(5) Establish implementing guidelines to allow non-government entities to tailor fit the delivery of services and the design of resources and training according to the specific needs of students, including but not limited to:

- a. **Education Content** - offering new/modified subjects/curriculum and programs based on multi-disciplinary platforms that foster 21<sup>st</sup> century competencies, allowing also to better respond to the needs of vulnerable and at-risk learners;
  - b. **Learning resources** – accelerating the use of e-libraries, mobile computer laboratories, and mobile science laboratories, in lieu of, or in addition to reference materials and textbooks, to facilitate both independent and collaborative learning. The same shall also be allowed in public schools, especially those with limited space or access to resources, or those under alternative modes of delivery;
  - c. **School sites** – allowing lease and usufruct agreements, among others in the granting of school recognition, *Provided*, that students are assured completion of education in elementary, junior high school and/or senior high school in the same school site or in a site near their residence, without prejudice to preference. The same shall also be allowed in the case of public schools, especially in congested areas with lack of buildable space for DepEd to procure land, and military bases and other areas where DepEd cannot procure land;
  - d. **School infrastructure** – allowing flexibility in the ownership of laboratories, gyms, and other required facilities, *Provided*, that other comparable alternatives are made available. These include,

1                   but are not limited to, the use of mobile computer or science  
2                   laboratories, the lease/rental of gyms and other facilities from third  
3                   party partners, among others.

4                   e. **Capacity-building of teachers** – adoption of various models for  
5                   teacher development program to enable to respond to the  
6                   changing needs of Filipino learners and international standards;

7  
8                   f. **School Accessibility** – in line with the Constitutional mandate for  
9                   the State to take appropriate steps to make quality education  
10                  accessible to all, facilitate the establishment of school branches all  
11                  over the country. To ensure compliance with DepEd standards, an  
12                  educational institution shall secure approval from the appropriate  
13                  DepEd Regional Office to operate a main school branch, the  
14                  approval of which shall extend to all other school branches to be  
15                  established within the same region.

16                  **Section 7. Monitoring of Public-Private Partnership Models.** To balance  
17                  innovation and flexibility with accountability, the Department shall likewise establish  
18                  mechanisms to regularly track performance of students participating in the above  
19                  public-private partnership models, thus enabling the State to monitor and ensure  
20                  student learning. Therefore, in support of this aim, the Department shall:

21                  (1) Ensure that standardized assessments are conducted at appropriate  
22                  stages of learning and implemented annually in such institutions as  
23                  identified above. *Provided*, that continued poor performance or non-  
24                  improvement of student achievement in said PPP institutions, as to be  
25                  determined by the Department after a period of time, shall result in the

1 dissolution of said public-private partnership/s or the disqualification from  
2 eligibility;

3 (2) Ensure that data on vulnerable learners (e.g., those belonging to  
4 indigenous communities, urban and rural poor, and those in conflict areas,  
5 etc.) are disaggregated and submitted to Congress annually, highlighting  
6 information on geographic concentration, student profile, student  
7 achievement, and efforts undertaken by the Department to support them;

8 (3) Publicly publish performance of the poorest performing schools annually  
9 (*those scoring an average of 25% and below in the National Achievement*  
10 *Tests*), in major broadsheets, provided that said publication and other  
11 information shall abide by Republic Act 10173 (Data Privacy Act of 2012).

12 These schools shall be prioritized for public-private partnerships in  
13 education, including but not limited to private sector co-management as  
14 *Turnaround Schools and*, as provided under Section 6.4 of this Act.

15

16 **Section 8. Implementing Rules and Regulations.** - Within ninety (90) days

17 after the effectivity of this Act, the Department of Education (DepEd) shall, in  
18 consultation with relevant stakeholders such as but not limited to the Coordinating  
19 Council of Private Educational Associations (COCOPEA), the Federation of  
20 Associations of Private Schools & Administrators (FAPSA), and the Philippine  
21 Business for Education (PBED), promulgate the rules and regulations needed for  
22 the implementation of this Act.

23

24 **Section 9. Appropriations.** – The amount of Three Billion Pesos

25 (P3,000,000,000.00) is hereby allocated for the initial implementation of this Act.

1 Such amounts as may be necessary for the continued implementation of this Act  
2 shall be included in the annual budget of the Department of Education under the  
3 General Appropriations Act, and may be augmented by grants, donations and  
4 endowments from domestic and foreign sources, pursuant to existing laws and  
5 regulations.

6

7       **Section 10. Separability Clause.** – If any provision of this Act is held invalid  
8 or unconstitutional, the same shall not affect the validity and effectivity of the other  
9 provisions hereof.

10

11       **Section 11. Repealing Clause.** – All other laws, decrees, executive orders  
12 and rules and regulations contrary to or inconsistent with the provisions of this Act  
13 are hereby repealed or modified accordingly.

14

15       **Section 12. Effectivity Clause.** – This Act shall take effect fifteen (15)  
16 days after its publication in at least two (2) newspapers of general circulation.

17

18       Approved,