

NINETEENTH CONGRESS OF THE |
REPUBLIC OF THE PHILIPPINES |
First Regular Session |

'22 JUL 11 P 6:04

SENATE

RECEIVED BY: 

P.S. Res. No. 5

Introduced by SENATOR WIN GATCHALIAN

RESOLUTION

DIRECTING THE SENATE COMMITTEE ON BASIC EDUCATION, ARTS AND CULTURE TO CONDUCT AN INQUIRY, IN AID OF LEGISLATION, ON THE STATUS OF THE IMPLEMENTATION OF THE K TO 12 LAW FOR THE PURPOSE OF CRAFTING POLICY RECOMMENDATIONS AND INITIATING COMPLEMENTARY AND AMENDATORY LEGISLATION TO FURTHER STRENGTHEN THE LAW AND ENSURE ITS EFFECTIVE AND EFFICIENT INTEGRATION INTO THE PHILIPPINE BASIC EDUCATION SYSTEM TO PROVIDE QUALITY EDUCATION AND ACHIEVE GLOBAL COMPETITIVENESS

1 **WHEREAS**, Republic Act No. 10533, otherwise known as the “Enhanced
2 Basic Education Act of 2013” or the K to 12 Law, was enacted on May 15, 2013
3 in consonance with our international commitment to achieve an improved quality
4 of basic education by 2015 (Education For All 2015) and develop a basic
5 education system that is at par with international standards;

6 **WHEREAS**, this legislative reform introduced an enhanced program that
7 extends the basic education cycle to include two additional years in the secondary
8 level with the end in view of decongesting the curriculum, providing learners the
9 opportunity to learn the necessary skills to prepare them for higher education or
10 for the labor market, and to comply with the global standards¹;

11 **WHEREAS**, while the K to 12 Law was seen as a significant and necessary
12 change to address the deficiencies of the basic education curriculum and
13 restructure the country’s education goals in line with the development of 21st

¹Senate Economic Planning Office, K to 12: The Key to Quality Education (A Policy Brief), June 2011.

1 century literacies, various reports depict that our learners are still lagging in
2 terms of actual learning²;

3 **WHEREAS**, the dismal quality of basic education is highlighted by the fact
4 that Grades 6 and 10 learners garnered a score of 37 and 45 (out of 100),
5 respectively, in the National Achievement Test for school year (SY) 2017-18,
6 displaying low proficiency in their grasp of key subject areas at the basic level³,
7 and similar results were observed for Grade 12 learners for whom the Department
8 of Education (DepEd) conducted the Basic Education Exit Assessment (BEEA) in
9 SY 2018-19;

10 **WHEREAS**, for SY 2018-19, the DepEd used the Philippine Informal
11 Reading Inventory (Phil-IRI) tool to measure the reading aptitude of public-school
12 learners in English from Grades 4 to 6, pre-testing 3.6 million learners and
13 conducting post-tests on 3.9 million learners. In the pre-tests conducted, 40% of
14 learners were frustrated readers while 3% were identified as non-readers. In the
15 post-tests, the share of frustrated learners declined to 24% and non-readers
16 declined to 1%⁴;

17 **WHEREAS**, our Filipino learners performed consistently low in successive
18 global standardized assessments measuring their competency. Based on the
19 latest Programme for International Student Assessment (PISA) result released on
20 December 3, 2019, the Philippines scored 353 in Mathematics, 357 in Science,
21 and 340 in Reading – all below the average of participating Organisation for
22 Economic Co-operation and Development (OECD) countries.⁵ The 2019
23 Southeast Asia Primary Learning Metrics (SEA-PLM) results showed that a
24 majority of Filipino learners in Grade 5 did not meet the proficiency level expected
25 at the end of primary school in Reading, Writing, and Mathematics.⁶ Further, the
26 2019 Trends in International Mathematics and Science Study (TIMSS) results
27 showed that Grade 4 Filipino learners lagged behind their peers in Science and
28 Math, registering the lowest score among all 58 participating countries for both
29 tests⁷;

²<https://news.mb.com.ph/2019/05/18/has-change-come-to-philippine-education/>

³DepEd data.

⁴ *Ibid.*

⁵Claudeth Mocon-Ciriaco, Business Mirror, DepEd vows to improve quality of education after PISA showing, December 6, 2019.

⁶SEA-PLM 2019 National Report of the Philippines, March 2021; <https://www.unicef.org/philippines/media/2556/file/Southeast%20Asia%20Primary%20Learning%20Metrics%202019%20National%20Report%20of%20the%20Philippines.pdf>

⁷PH lowest among 58 countries in math, science, Rappler; <https://www.rappler.com/nation/filipino-students-lagging-behind-math-science-timms-international-results-2019>; PH Education in Crisis, December 11, 2020, wingatchalian.com

1 **WHEREAS**, in July 2021, the World Bank released its revisions on the
2 estimates of the country’s “learning poverty” – a term used to refer to the share
3 of 10-year-old learners who cannot read and understand a simple story. While
4 the October 2019 estimates showed that learning poverty in the Philippines stood
5 at 69.5%, the revised estimates showed that learning poverty has become
6 staggeringly higher at 90.5% – which implies that 9 in every 10 Filipino learners
7 cannot read and understand a simple story;⁸

8 **WHEREAS**, Section 5 of the K to 12 Law which has drawn mixed reviews,
9 mandates the DepEd to formulate the design and details of the K to 12
10 curriculum using the spiral progression approach to ensure mastery of
11 knowledge and skills after each level. Public and private basic education schools
12 were required to use the spiral approach in teaching and learning since SY 2012-
13 13, where “subjects are taught from the simplest concepts to more complicated
14 concepts through grade levels in spiral progression”⁹;

15 **WHEREAS**, a research conducted on the use of the spiral progression
16 approach in teaching science and the performance of learners in District I, Capiz
17 found that while the Academic Performance of the Students in Science from
18 grades 7, 8, 9, and 10 in the different schools was, in general, very satisfactory,
19 the following top five (5) problems surfaced in the implementation of the spiral
20 progression approach in teaching Science:¹⁰

- 21 (1) teaching guide and learning modules have not yet been
- 22 massively distributed to teachers;
- 23 (2) implementation of the said program is not well-planned;
- 24 (3) lack of qualified teachers;
- 25 (4) incompetency of teachers due to the lack of academic
- 26 conferences and seminar-workshops; and
- 27 (5) time spent for teachers’ training is not enough;

⁸In the December 2021 State of the Global Education Crisis report jointly produced by UNESCO, UNICEF, and World Bank, it is estimated that learning poverty in lower-middle-income countries like the Philippines could increase by up to 10 percentage points due to school closures. *See the report in <https://documents1.worldbank.org/curated/en/416991638768297704/pdf/The-State-of-the-Global-Education-Crisis-A-Path-to-Recovery.pdf>*

⁹Official Gazette, The K to 12 Basic Education Program, November 30, 2012; <https://www.officialgazette.gov.ph/k-12-old/>

¹⁰Judy B. Dunton and Wilhelmina S. Co 2019 J. Phys.: Conf. Ser. 1254 012045, “Spiral Progression Approach in Teaching Science and the Performance of Learners in District I, Capiz; The research proposed a training program “to better prepare and equip the teachers in the implementation of the spiral progression approach in teaching science that would improve the teaching of science and the academic performance of the student.”

1 **WHEREAS**, a scoping review conducted on the implementation of the spiral
2 progression approach revealed that “teachers also have many criticisms towards
3 the spiral curriculum, such as repetition of contents across grade levels,
4 untraceable articulation of competencies, limited topic organization, lack of depth
5 and concentration for each area in science, and the omission of some
6 fundamental concepts, challenges in their content expertise and provision of
7 resources”;¹¹

8 **WHEREAS**, in a comparison of spiral versus strand curriculum, the
9 disadvantages of the spiral design in relation to Mathematics curricula were
10 examined. The research revealed that the use of the spiral curriculum has
11 caused the following:¹²

- 12 (1) With many topics covered but only briefly, many students fail
13 to master important mathematical concepts that may lead to
14 a superficial understanding of mathematical skills;
- 15 (2) With the same time allotted for all concepts, easy or difficult,
16 instructional time is wasted when there is too much time
17 allotted for a particular concept, while in some days there will
18 be not enough time to introduce or master concepts;
- 19 (3) The inappropriate rate of introducing new content and
20 difficulty structuring allocated time resulted in less academic
21 learning time. This negatively affects academic achievement
22 caused either by the students’ unsuccessful grasp of new and
23 difficult content, or students were bored by the slow pace and
24 redundancy; and
- 25 (4) It does not promote sufficient review once the units are
26 completed, which hinders mastery and generalization of
27 previously learned mathematical skills;

28 **WHEREAS**, the foregoing researches call for an oversight to determine
29 whether the use of the spiral progression approach in the K to 12 curriculum has
30 contributed to the country’s poor performance in both domestic and international
31 educational assessments;

¹¹Perez, J. C., Bongcales, R. C., & Bellen, J. (2020). A Scoping Review on the Implementation of the Spiral Progression Approach. *JOURNAL OF ACADEMIC RESEARCH*, 5(3), 1-16. Retrieved from <https://jar.ssu.edu.ph/index.php/JAR/article/view/198>, citing Elmas et al., 2014; Montebon, 2014; Samala, 2018; Scielleri, 2011.

¹²Snider, Vicki E., (2004) A Comparison of Spiral versus Strand Curriculum, *Journal of Direct Instruction*, v4 n1.

1 **WHEREAS**, Section 4 of the K to 12 Law is likewise faced with challenges
2 on its mandate to strengthen the use of the Mother Tongue-Based Multilingual
3 Education (MTB-MLE) in order to deliver basic education in languages
4 understood by the learners as the language plays a strategic role in shaping the
5 formative years of learners;

6 **WHEREAS**, for Kindergarten and the first three years of elementary
7 education, instruction, teaching materials, and assessment shall be in the
8 regional or native language of the learners, while from Grades 4 to 6, Filipino and
9 English shall be gradually introduced as languages of instruction until such time
10 when these two languages can become the primary languages of instruction at
11 the secondary level;

12 **WHEREAS**, in the initial implementation of the MTB-MLE program in SY
13 2012-13, eight major languages¹³ were identified as learning areas and languages
14 of instruction¹⁴, and in 2013, seven local languages were added as media of
15 instruction;^{15,16}

16 **WHEREAS**, a study conducted by the Komisyon ng Wikang Filipino in
17 2017-19 validated that the Philippines has 130 spoken languages¹⁷ as opposed
18 to the total of only nineteen (19) languages that are being officially used as media
19 of instruction in public schools, while the Summer Institute of Linguistics
20 International, a faith-based nonprofit organization committed to serving language
21 communities worldwide, claim that there are 183 languages spoken in the
22 Philippines today¹⁸;

23 **WHEREAS**, considering the variety of languages in the country, in addition
24 to hundreds of dialects spoken, the quality of implementing the MTB-MLE is
25 affected by the following factors: inadequacy of instructional and reference
26 materials; insufficiency and irregular training of teachers who are expected to be
27 multilingual; lack of local language mapping; and lack of teachers who are
28 proficient and fluent in the mother tongue used as medium of instruction;

¹³Tagalog, Kapampangan, Pangasinense, Iloko, Bikol, Cebuano, Hiligaynon, and Waray – and four languages in the South – Tausug, Maguindanaoan, Meranao, and Chabacano

¹⁴Department of Education, DepEd Order No. 74, Series of 2009 entitled “Institutionalizing Mother Tongue-Based Multilingual Education (MLE)”

¹⁵Ybanag for pupils in Tuguegarao City, Cagayan, and Isabela; Ivatan for the Batanes Group; Sambal in Zambales; Aklanon in Aklan; Kinaray-a in Capiz, Aklan; Yakan in then Autonomous Region of Muslim Mindanao, and Surigaonon covering Surigao City and provinces. See <https://www.philstar.com/headlines/2013/07/12/964701/deped-adds-7-more-dialects-mother-tongue-education>.

¹⁶<https://www.philstar.com/headlines/2013/07/12/964701/deped-adds-7-more-dialects-mother-tongue-education>

¹⁷Komisyon ng Wikang Filipino, Atlas Filipinas. See <http://kwf.gov.ph/atlas-filipinas/>

¹⁸<https://philippines.sil.org/>

1 **WHEREAS**, this legislative inquiry is critical as the realization of the
2 following objectives¹⁹ on the use of MTB-MLE are far from being achieved: (1)
3 language development which establishes a strong education for success in school
4 and for lifelong learning; (2) academic development which prepares the learner to
5 acquire mastery of competencies; (3) cognitive development which focuses on
6 Higher Order Thinking Skills; and (4) socio-cultural awareness which enhances
7 the pride of the learner’s heritage, language, and culture;

8 **WHEREAS**, one of the top selling points of the K to 12 program is
9 employability where senior high school (SHS) students may choose a
10 specialization based on aptitude, interest, and school capacity in line with
11 specific tracks, namely academic, technical-vocational-livelihood, sports, or arts
12 and design,²⁰ each consisting different strands;

13 **WHEREAS**, the first batch of SHS graduates finished the mandatory 12
14 years of basic education in April 2018, however, in a survey on hiring preferences
15 conducted by Jobstreet.com in February 2018, wherein 503 company
16 representatives participated, the survey report revealed that 41% were indefinite
17 about hiring SHS graduates, 35% were not willing to hire, and only 24% said that
18 they were willing to hire;²¹

19 **WHEREAS**, 36% of those who were not willing to hire SHS graduates
20 reasoned that the available jobs were only for college graduates, 25% believed
21 that SHS graduates were not qualified, 20% said that there were no openings for
22 any position, and the remaining 16% stated that SHS graduates lack work
23 experience. Meanwhile, small and medium enterprises (SMEs) were among those
24 which were most reluctant to hire SHS graduates as these businesses have only
25 10 to 20 workers, hence, they would rather not take the risk in terms of
26 recruitment;²²

27 **WHEREAS**, following the Jobstreet survey report, the President of
28 Philippine Chamber of Commerce and Industry’s Human Resources Development
29 Foundation Inc. (PCCI HRDF), Alberto Fenix, on April 2018, stated that, “[a]t the

¹⁹Department of Education, DepEd Order No. 16, Series of 2012 entitled “Guidelines on the Implementation of the Mother Tongue-Based Multilingual Education (MLE)”.

²⁰<https://www.officialgazette.gov.ph/k-12/>

²¹Orbeta, A., Lagarto, M., Kristina, M., Ortiz, P., Aisa, D., & Potestad, M. (2018). Senior High School and the Labor Market: Perspectives of Grade 12 Students and Human Resource Officers, Discussion Paper Series No. 2018-49. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps1349_rev.pdf citing Fresh graduate hiring shows shifts in demand and preferences [Infographic]. (2018, April 27). JobStreet Philippines. <https://www.jobstreet.com.ph/career-resources/fresh-graduate-hiring-shows-shifts-demand-preferences/>

²²*Id.*

1 moment, we really have no confidence that they (SHS graduates) do have it”.
2 They quantified that the hesitation may be due to the absence of necessary skills
3 and training those industries need but not yet provided by the current SHS
4 program. The SHS students’ “on-the-job training” requires a minimum of 80
5 hours or two weeks, which Mr. Fenix said were not enough for these students “to
6 learn the rigors of the industry they want to get into”²³;

7 **WHEREAS**, it is worthy to note that the unemployment rate of individuals
8 whose highest grade completed was SHS, has increased significantly from 1.8%
9 in 2018 to 6.6% in April 2022.^{24,25} According to a study conducted by the
10 Philippine Institute for Development Studies (PIDS), compared to their ASEAN
11 neighbors, the Filipino youth (15 to 24 years old) have historically had the lowest
12 rates of labor participation. In recent years, more than 70% of Vietnamese youth
13 are in the labor force while only less than 60% of their counterparts in the
14 Philippines are in the labor force. PIDS added that there is a need to re-examine
15 the employment and entrepreneurial objectives of the SHS program and the work
16 preparation component in the SHS curriculum due to the following reasons: (1)
17 most of the SHS graduates continue with their education rather than enter the
18 labor market; and (2) there is no clear advantage nor disadvantage of SHS
19 graduates compared to grade 10 and second-year college completers;²⁶

20 **WHEREAS**, it is equally important to address the skills mismatch
21 challenge because for countries, it can increase unemployment, and affect
22 competitiveness and attractiveness to investors, which means lost opportunities
23 on the pathway to productive transformation and job creation.²⁷ The
24 International Labour Organization defines “skills mismatch” as a discrepancy

²³Yee, J. (April 7, 2018). SPECIAL REPORT: Jobs a hit or miss for senior high school graduates. INQUIRER.net. <https://newsinfo.inquirer.net/980738/special-report-jobs-a-hit-or-miss-for-senior-high-school-graduates>

²⁴PSA Preliminary Results of the 2019 Annual Estimates of Labor Force Survey (LFS), December 20, 2019. See <https://psa.gov.ph/statistics/survey/labor-and-employment/labor-force-survey/title/Preliminary%20Results%20of%20the%202019%20Annual%20Estimates%20of%20Labor%20Force%20Survey%20%28LFS%29> Note: PSA defines unemployed as one without work; and currently available for work; and seeking work or not seeking work due to the following reasons: i. belief that no work is available, or ii. awaiting results of previous job application, or iii. because of temporary illness or disability, or iv. bad weather, or v. waiting for rehire or job recall.

²⁵<https://psa.gov.ph/statistics/survey/labor-and-employment/labor-force-survey/title/Employment%20Rate%20in%20April%202022%20is%20Estimated%20at%2094.3%20Percent> (last accessed on June 27, 2022)

²⁶Orbeta, A. & Potestad, M. (2020). On the Employability of the Senior High School Graduates: Evidence from the Labor Force Survey, Discussion Paper Series No. 2020-40. <chrome-extension://oemmnadbldboiebfnladdacbfmadadm/https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2040.pdf>

²⁷What is skills mismatch and why should we care? (2020), www.ilo.org/skills/Whatsnew/WCMS_740388/lang--en/index.htm.

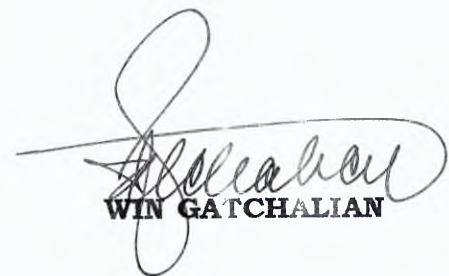
1 between the skills that are sought by employers and the skills that are possessed
2 by individuals – which means that education and training are not providing the
3 skills demanded in the labor market, or that the economy does not create jobs
4 that correspond to the skills of individuals²⁸ – an issue that requires urgent
5 inquiry and remedy;

6 **WHEREAS**, the implementation of an education reform as critical as the K
7 to 12 Law must be sustained to fully attain its benefits but not without
8 addressing these pressing issues that could compromise the effectiveness of the
9 program and pose as stumbling blocks in providing quality education and
10 achieving global competitiveness;

11 **WHEREAS**, a comprehensive review and gap analysis of the K to 12 Law
12 is vital to identify the issues and challenges in its implementation and utilize
13 them as basis in crafting policy recommendations and strategic solutions, as well
14 as initiating complementary and remedial legislation to further strengthen the
15 law and improve the implementation of the K to 12 program;

16 **NOW, THEREFORE, BE IT RESOLVED BY THE SENATE OF THE**
17 **PHILIPPINES**, to direct the Senate Committee on Basic Education, Arts and
18 Culture to conduct an inquiry, in aid of legislation, on the status of the
19 implementation of the K to 12 Law for the purpose of crafting policy
20 recommendations and initiating complementary and amendatory legislation to
21 further strengthen the law and ensure its effective and efficient integration into
22 the Philippine basic education system to provide quality education and achieve
23 global competitiveness.

Adopted,



WIN GATCHALIAN

²⁸*Id.*