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

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SENATE

P.S. Res. No. 15

RECEIVED [Signature]

Introduced by SENATOR WIN GATCHALIAN

RESOLUTION
DIRECTING THE APPROPRIATE SENATE COMMITTEE TO CONDUCT
AN INQUIRY, IN AID OF LEGISLATION, ON THE STATUS OF THE
IMPLEMENTATION OF REPUBLIC ACT NO. 10968 OTHERWISE
KNOWN AS THE PHILIPPINE QUALIFICATIONS FRAMEWORK ACT TO
ENSURE THE FULFILLMENT OF ITS OBJECTIVES

1 **WHEREAS**, according to the International Labor Office, the development
2 of National Qualifications Frameworks (NQFs) has been a major international
3 trend in reforming national education and training systems since the late 1990s.
4 Many countries have introduced NQFs because they believe that these can help
5 ensure that qualifications meet the country's economic and social needs, are of
6 good quality, provide flexibility and progression for learners, and enjoy
7 international recognition;¹

8 **WHEREAS**, on October 1, 2012, Executive Order 83, series of 2012² was
9 signed providing for the institutionalization of the Philippine Qualifications
10 Framework (PQF). Designed in 2003 and adopted in 2012 to address the
11 mismatch in jobs and skills, the PQF evolved from the Philippine Technical and

¹ International Labour Office (2007). An Introductory Guide to National Qualifications Frameworks: Conceptual and Practical Issues for Policy Makers. (See chrome-extension://oemmnrcbldboiebfnladdacbfmadadm/https://www.ilo.org/wcmsp5/groups/public/--ed_emp/--ifp_skills/documents/instructionalmaterial/wcms_103623.pdf)

² Official Gazette. Executive Order 83, series of 2012: Institutionalization of the Philippine Qualifications Framework (See <https://www.officialgazette.gov.ph/2012/10/01/executive-order-no-83-s-2012/>)

1 Vocational Qualifications Framework (PTVQF).³ It was designed to harmonize
2 basic education, technical and vocational education, and higher education into a
3 nationwide unified framework of skills and competencies;⁴

4 **WHEREAS**, the United Nations Educational, Scientific and Cultural
5 Organization Institute for Lifelong Learning, in its country report, noted that
6 PQFs are meant to address the unemployment and underemployment rates of
7 the Philippines which are largely the result of a mismatch between the jobs on
8 offer and the skills possessed by the workforce.⁵ Based on the recent Labor Force
9 Survey,⁶ the annual unemployment rate in 2021 reached 7.8% or about 3.7
10 million unemployed Filipinos; and, the annual underemployment rate was
11 15.9%, or about 7 million underemployed Filipinos;

12 **WHEREAS**, Sen. Joel Villanueva, in one of the public hearings conducted
13 for Senate Bill No. (SBN) 211, emphasized that there is a need to institutionalize
14 and legislate the PQFs “to fast-track the attainment of its goals and to take a
15 bigger step on the country’s labor and employment agenda to make Filipino
16 workers more competitive and employable”;^{7,8,9}

17 **WHEREAS**, on January 6, 2018, Republic Act No. 10968 or the “Act
18 Institutionalizing the Philippine Qualifications Framework (PQF) Establishing the

³ TESDA Board Resolution 2003-05: Adoption of Philippine TVET Qualifications Framework (PTQF). (See [chrome-extension://oemmndcbldboiebfnladdacbfmadadm/https://www.tesda.gov.ph/CMSFiles/TESDABoardResolution/2003/TB_resolution_no_2003-0005.pdf](https://www.tesda.gov.ph/CMSFiles/TESDABoardResolution/2003/TB_resolution_no_2003-0005.pdf))

⁴ UNESCO Institute for Lifelong Learning, Philippines. (See [chrome-extension://oemmndcbldboiebfnladdacbfmadadm/https://uil.unesco.org/fileadmin/keydocuments/LifelongLearning/en/UII_Global_Inventory_of_NQFs_Philippines.pdf](https://uil.unesco.org/fileadmin/keydocuments/LifelongLearning/en/UII_Global_Inventory_of_NQFs_Philippines.pdf))

⁵ *Ibid.*

⁶ 2021 Annual Labor Market Statistics: Preliminary Results (See <https://psa.gov.ph/content/2021-annual-labor-market-statistics-preliminary-results>)

⁷ Sen. Joel Villanueva, Public Hearing on SBN 211 [An Act Institutionalizing the Philippine Qualifications Framework (PQF) and Establishing the National Coordinating Council for Education] by the Committee on Education, Arts and Culture Joint with the Committees on Civil Service, Government Reorganization and Professional Regulation; Public Services; Ways and Means; Labor, Employment and Human Resources Development; and Finance, January 25, 2017.

⁸ Senate of the Philippines. 17th Congress. SBN 211. (See [chrome-extension://oemmndcbldboiebfnladdacbfmadadm/http://legacy.senate.gov.ph/lisdata/2363220275!.pdf](http://legacy.senate.gov.ph/lisdata/2363220275!.pdf))

⁹ Senate of the Philippines. 17th Congress. SBN 1456 [An Act Institutionalizing the Philippine Qualifications Framework (PQF) and Establishing the National Coordinating Council for Education]. (See https://legacy.senate.gov.ph/lis/bill_res.aspx?congress=17&q=SBN-1456)

1 PQF National Coordinating Council (NCC) and Appropriating Funds Therefor”
2 was enacted into law;¹⁰

3 **WHEREAS**, the PQF Law seeks to achieve the following objectives:

4 (a) to adopt national standards and levels of learning outcomes of
5 education;

6 (b) to support the development and maintenance of pathways and
7 equivalencies that enable access to qualifications and to assist individuals to
8 move easily and readily between the different education and training sectors and
9 between these sectors and the labor market; and

10 (c) to align domestic qualification standards with the international
11 qualifications framework thereby enhancing recognition of the value and
12 comparability of Philippine qualifications and supporting the mobility of Filipino
13 students and workers;

14 **WHEREAS**, to implement the PQF, a National Coordinating Council (NCC)
15 was constituted to spearhead its implementation. The Implementing Rules and
16 Regulations of the PQF Law (PQF-IRR) was approved and signed by the members
17 of the PQF-NCC on January 15, 2019. The PQF-IRR was published in the Official
18 Gazette on April 26, 2019, more than 15 months from the time the PQF Law was
19 signed into law;¹¹

20 **WHEREAS**, the PQF-IRR further explained the details for the following
21 mandates:

22 (a) undertake a comprehensive review of the PQF and update the same as
23 may be necessary;¹²

24 (b) identification of priority sectors and programs for the initial
25 implementation of the PQF Law;¹³

26 (c) selection of sector representatives;¹⁴

¹⁰ Official Gazette. Republic Act No. 10968, otherwise known as the “PQF Act”. (See <chrome-extension://oemmdcbldboiebfnladdacbdm/https://www.officialgazette.gov.ph/downloads/2018/01jan/20180116-RA-10968-RRD.pdf>)

¹¹ Official Gazette. Implementing Rules and Regulations of Republic Act No. 10968, otherwise known as the “PQF Act”. (See <https://www.officialgazette.gov.ph/2019/01/15/implementing-rules-and-regulations-of-republic-act-no-10968/>)

¹² *Id.* at Rule II, Section 7.

¹³ *Id.* at Rule II, Section 11.

¹⁴ *Id.* at Rule III, Section 15.

1 (d) development of a system of monitoring and evaluation of all policies and
2 programs against the mandates of the PQF Act;¹⁵ and

3 (e) establishment of Working Groups as follows: (i) Qualifications Register,
4 (ii) Quality Assurance, (iii) Pathways and Equivalencies, (iv) Information and
5 Guidelines, (v) International Alignment, (vi) Government-Industry-Education
6 Sector, and (vii) Lifelong Learning, to pursue the implementation of the PQF;¹⁶

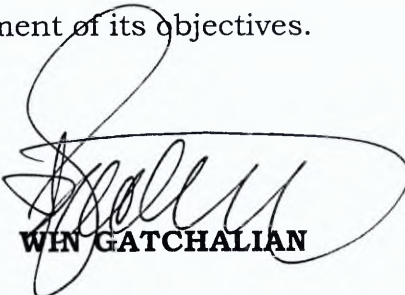
7 **WHEREAS**, despite these mandates under the PQF Law and its IRR and
8 the length of time that has passed since the enactment of the PQF Law, there has
9 been no significant progress concerning the adoption of programs and concrete
10 actions towards the achievement of the goals of the PQF Law. Specifically, no
11 strategic plan for PQF implementation is in place, and the members of the PQF-
12 NCC are still not complete;

13 **WHEREAS**, in a 2021 World Bank study on PQF implementation, it was
14 found that the PQF is based on a robust framework, but its implementation is
15 weak, with limited utilization and evidence of labor market impact;¹⁷

16 **WHEREAS**, the delay and lapses in implementation may have a significant
17 impact on the reforms that should be undertaken for the improvement of the
18 Philippine education sector. Thus, it is necessary to inquire, in aid of legislation,
19 the plans of the concerned agencies to ensure that the goals of the PQF Law are
20 continuously pursued;

21 **NOW, THEREFORE, BE IT RESOLVED BY THE SENATE OF THE**
22 **PHILIPPINES**, to direct the appropriate Senate Committee to conduct an inquiry,
23 in aid of legislation, on the status of the implementation of the Philippine
24 Qualifications Framework Act to ensure the fulfillment of its objectives.

Adopted,



WIN GATCHALIAN

¹⁵ *Id.* at Rule III, Section 17.

¹⁶ *Id.* at Rule IV, Section 20.

¹⁷ World Bank (2021). A Review of the Philippine Qualifications Framework: Towards Improved Skills Recognition and Mobility. (See [A Review of the Philippine Qualifications Framework : Towards Improved Skills Recognition and Mobility \(worldbank.org\)](https://www.worldbank.org/publications/philippines-qualifications-framework))