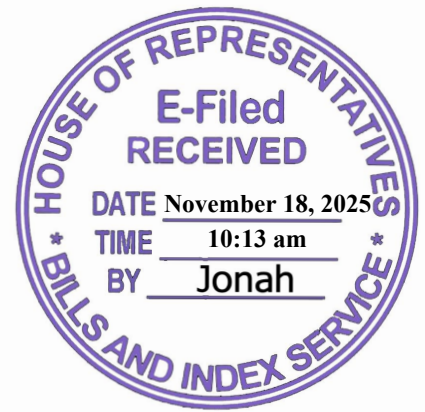


Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session



HOUSE BILL NO. 6091

Introduced by **REPRESENTATIVE AUDREY KAY T. ZUBIRI**

AN ACT
INTEGRATING BASIC FINANCIAL LITERACY AS A CORE SUBJECT IN THE
JUNIOR AND SENIOR HIGH SCHOOL CURRICULA AND AS AN INTEGRATED
COMPONENT OF THE K-12 PROGRAM

EXPLANATORY NOTE

The State recognizes that financial literacy is an essential life skill and a fundamental component of a modern education. Empowering citizens with financial knowledge is crucial for fostering individual well-being, building national economic resilience, and enabling informed participation in the nation's development.

However, the Philippines consistently faces significant challenges in this area. National surveys and global studies reveal that a large portion of the Filipino population cannot answer basic questions about financial concepts such as interest, inflation, and risk. According to a global financial literacy study by Standard & Poor's (S&P Global Ratings), the Philippines ranks in the bottom 30 of 144 countries surveyed, with only 25% of Filipino adults considered financially literate.¹ This figure is significantly lower than neighboring countries such as Singapore (59%), Malaysia (39%), and even the regional average.²

Further, a Bangko Sentral ng Pilipinas (BSP) survey revealed that 41% of Filipinos can only answer one of three financial literacy questions correctly, and a meager 8% can answer all three correctly. In the 2021 Financial Inclusion Survey, only 2% of respondents correctly

¹ Klapper, L., Lusardi, A., & van Oudheusden, P. (2015). *Financial literacy around the world: Insights from the Standard & Poor's Ratings Services Global Financial Literacy Survey*. World Bank Development Research Group.

² *Id.*

answered all six basic financial literacy questions, while just 30% correctly answered questions on simple and compound interest.³

This "*financial illiteracy*" has severe, real-world consequences: it leaves individuals and families vulnerable to predatory lending, fraudulent investments, and scams; it hinders their ability to save, invest, and build assets; and it contributes to a cycle of debt and financial instability that undermines the nation's economic progress.

The economic impact is substantial. Investment scams alone have caused losses exceeding PHP 25 billion, victimizing one in every 100 Filipinos. Online lending scams and predatory lending practices continue to proliferate, particularly targeting vulnerable populations with limited financial knowledge. The Anti-Money Laundering Council (AMLC) reported that cross-border investment fraud involving the Philippines amounted to approximately PHP 4.66 billion over five years.⁴ High-interest debt traps continue to plague low-income families, creating emotional distress, financial instability, and perpetuating cycles of poverty. Studies indicate that close to 50% of Filipinos have debts or loans, with many caught in unsustainable borrowing patterns.⁵

While previous efforts to integrate financial education have been made, they have been fragmented. Republic Act No. 10922, or the Economic and Financial Literacy Act of 2016, declared the second week of November as "Economic and Financial Literacy Week" and mandated government agencies to conduct consciousness-raising activities. However, this law focuses primarily on awareness campaigns during a designated week rather than establishing a comprehensive, mandatory curriculum with dedicated instructional time throughout the academic year. The Department of Education (DepEd) itself has promulgated policies, like DepEd Order No. 022, s. 2021⁶ aimed at integration, but these lack the full force of law, a dedicated curriculum, and a unified, inter-agency support structure. DepEd Order No. 022, s. 2021 relies on integration and contextualization within existing subjects without establishing financial literacy as a separate core subject with its own curriculum standards.

³ Bangko Sentral ng Pilipinas. (2022). *2021 Financial Inclusion Survey: Topline report*. Financial Inclusion Office.

⁴ Anti-Money Laundering Council Secretariat. (2015). *Cross-border investment fraud: 2015 strategic analysis report*. Anti-Money Laundering Council.

⁵ *Supra* note 3.

⁶ Department of Education Order No. 022, s. 2022 re: Financial Education Policy (03 June 2021).

This bill seeks to remedy these gaps by providing a comprehensive, long-term, and institutionalized solution.

First, it mandates that Basic Financial Literacy become a separate core subject in Junior and Senior High School, ensuring that all students receive a dedicated and structured education on this critical topic. It also integrates foundational concepts at the elementary level. This approach is aligned with international best practices and legislative mandates under Republic Act No. 10922 (Economic and Financial Literacy Act of 2016) and Republic Act No. 10679 (Youth Entrepreneurship Act of 2015).

Second, this bill designates the Department of Education (DepEd) as lead agency for the implementation of this measure. Collaboration with financial regulators, i.e., Securities and Exchange Commission (SEC), Bangko Sentral ng Pilipinas (BSP), Insurance Commission (IC), and Cooperative Development Authority (CDA), and relevant government agencies, i.e., Department of Finance (DOF), Department of Economic and Development (DepDev), Department of Trade and Industry (DTI), and Department of Budget and Management (DBM), is mandated in the development of the curriculum, parental and community engagement, determination of qualifications of teaching personnel, as well as the corresponding capacity-building.

Third, the bill adopts international best practices, specifically aligning the curriculum with the Organisation for Economic Co-operation and Development (OECD) Core Competencies Framework (financial knowledge, skills, and behaviors). The OECD/INFE Core Competencies Framework on Financial Literacy for Youth (aged 15-18) describes foundational outcomes covering knowledge, skills, attitudes, and behaviors needed for young people to fully and safely participate in economic and financial life. The G20/OECD INFE Core Competencies Framework on Financial Literacy for Adults provides similar guidance applicable across different life stages. It also addresses key practical gaps by mandating teacher training, developing learning materials, and promoting community/parental engagement to reinforce the lessons.

By passing this Act, Congress is not merely adding a subject to the curriculum. It is making a strategic, long-term investment in the financial well-being of every Filipino. It is building a generation of citizens capable of making sound financial decisions, protecting

themselves from fraud, and participating productively in an increasingly complex economy. This legislative initiative directly supports the vision articulated in the Philippine Development Plan and AmBisyon Natin 2040—a vision of Filipinos enjoying "matatag, maginhawa at panatag na buhay" (a stable, comfortable, and secure life). AmBisyon Natin 2040 identifies financial literacy as among the critical competencies needed for Filipinos to realize their long-term aspirations.

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


AUDREY KAY T. ZUBIRI
Representative, 3rd District of Bukidnon

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Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. **6091**

Introduced by **REPRESENTATIVE AUDREY KAY T. ZUBIRI**

AN ACT
INTEGRATING BASIC FINANCIAL LITERACY AS A CORE SUBJECT IN THE
JUNIOR AND SENIOR HIGH SCHOOL CURRICULA AND AS AN INTEGRATED
COMPONENT OF THE K-12 PROGRAM, AND APPROPRIATING FUNDS
THEREFOR

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

1
2 **SECTION 1. Title.** - This Act shall be known as the “The Financial Education and
3 Literacy Act.”

4
5 **SEC. 2. Declaration of Policy.** - The State recognizes that financial literacy is an
6 essential life skill and a fundamental component of modern education. Empowering citizens
7 with financial knowledge is crucial in fostering individual well-being, building national
8 economic resilience, and enabling informed participation in the nation's development. Towards
9 this end, the State shall:

- 10
11 a. Introduce Basic Financial Literacy as an integral part of the basic education curriculum.
12 b. Ensure that financial education becomes an integral part of formal learning.
13 c. Enhance the financial literacy capability of all young Filipinos.
14 d. Empower and equip the Filipino youth with the knowledge and skills to make sound
15 financial decisions.
16 e. Promote quality education that ensures an increasing number of Filipinos with relevant
17 skills and competencies for productive lives.
18 f. Align the national financial education strategy with international standards and best

practices.

- g. Support the broader national objectives for financial inclusion as articulated in the National Strategy for Financial Inclusion.

SEC. 3. *Integration into the Curriculum.* - Basic Financial Literacy shall be included in the curriculum of both public and private schools nationwide.

- a. ***Junior and Senior High School:*** Basic Financial Literacy shall be included as a separate core subject in the Junior and Senior High School curricula.
- b. ***Elementary Level:*** The Department of Education (DepEd) shall ensure that foundational concepts of financial literacy are integrated into relevant subjects, such as *Edukasyong Pantahanan at Pangkabuhayan* (EPP) and Technology and Livelihood Education (TLE), at the elementary level, focusing on values necessary to become financially responsible citizens.

SEC. 4. *Curriculum Development.* - The DepEd, in coordination with the Securities and Exchange Commission (SEC), Bangko Sentral ng Pilipinas (BSP), Department of Finance (DOF), Department of Economic and Development (DepDev), Insurance Commission (IC), Cooperative Development Authority (CDA), Department of Trade and Industry (DTI), and Department of Budget and Management (DBM), shall develop the curriculum for the subject, guided by international standards and best practices on financial education and literacy.

- a. The core subject on Basic Financial Literacy shall be designed to develop student competencies in financial knowledge and understanding, financial skills, and financial attitudes and behaviors. This shall include, but not be limited to, the following topics, adapted as necessary according to grade level, and national, regional or local circumstances:

- i. Basic Financial Concepts (Credit, Debt, Deposit, Income, Insurance, Interests, Investments, Savings)
- ii. Banks, Financial Cooperatives, and Other Financial Institutions
- iii. Consumer Protection and Rights
- iv. Opening a Savings Account
- v. Budgeting and Planning

- vi. Resource Management
- vii. Digital Financial Services
- viii. Basic Tax Principles
- ix. Retirement Planning
- x. Fraud Awareness and Prevention

- b. The subject and topics shall be taught in English and Filipino, and translated as necessary, in the local dialects.

SEC. 5. *Learning Materials, Libraries, and Community Engagement.* - There shall be a separate section in all public and private school libraries exclusively for financial literacy education materials. The DepEd shall ensure the development and provision of adequate and age-appropriate learning materials for this subject.

To reinforce the competencies taught in school, the DepEd, in coordination with the SEC, BSP, DOF, DepDev, IC, CDA, DTI, DBM, and the Department of the Interior and Local Government, shall develop and disseminate financial literacy awareness materials for parents and the wider community.

SEC. 6. *Minimum Qualifications of Teaching Personnel.* The DepEd, in consultation with the SEC, BSP, DOF, DepDev, IC, CDA, DTI, and DBM, shall provide the guidelines on the minimum qualifications and competencies of financial educators, which shall be adapted as necessary to national, regional or local circumstances.

SEC. 7. *Training and Capacity Building.* The DepEd shall conduct training and capacity-building programs for teachers. The SEC, BSP, DOF, DepDev, IC, CDA, DTI, and DBM shall provide assistance in such trainings and programs. Teachers shall receive continuous support and training to strengthen their skills and effectiveness in:

- a. Designing and implementing the curriculum;
- b. Assessing learners' needs and competencies;
- c. Employing effective educational strategies and teaching methods; and
- d. Upgrading learning tools and pedagogical resources.

1 **SEC. 8. *Monitoring and Evaluation.*** - The DepEd shall, whether through new or
2 existing systems, (i) monitor the actual teaching of the subject in schools through various
3 oversight mechanisms; (ii) evaluate the competencies of students in financial knowledge, skills,
4 and behaviors via formal examinations, practical assessments, and ad hoc regional or national
5 contests; and (iii) establish baseline surveys on the level of financial literacy of students to set
6 a benchmark, recognize gaps, and measure progress over time.

7
8 **SEC. 9. *Appropriations.*** The amount necessary for the initial implementation of this
9 Act shall be charged against the appropriations of the DepEd. Thereafter, such sums as may be
10 necessary for the continued implementation of this Act shall be included in the annual General
11 Appropriations Act.

12
13 **SEC. 10. *Implementing Rules and Regulations.*** Within ninety (90) days from the
14 effectivity of this Act, the DepEd, in coordination with the SEC, BSP, DOF, DepDev, IC, CDA,
15 DTI, and DBM, shall formulate such rules, regulations and guidelines for the effective
16 implementation of this Act.

17
18 **SEC. 11. *Repealing Clause.*** All laws, ordinances, rules, regulations, and other
19 issuances, or parts thereof, inconsistent with the provisions of this Act are repealed or modified
20 accordingly.

21
22 **SEC. 12. *Effectivity.*** This Act shall take effect fifteen (15) days after its publication in
23 the Official Gazette, or in a newspaper of general circulation in the Philippines.

24
25 *Approved,*
26