

IMPLEMENTING RULES AND REGULATIONS OF REPUBLIC ACT NO. (R.A) 11984, OR "AN ACT MANDATING PUBLIC AND PRIVATE EDUCATIONAL INSTITUTIONS TO ALLOW DISADVANTAGED STUDENTS WITH UNPAID TUITION AND OTHER SCHOOL FEES TO TAKE THE PERIODIC AND FINAL EXAMINATIONS AND FOR OTHER PURPOSES," OTHERWISE KNOWN AS THE "NO PERMIT, NO EXAM PROHIBITION ACT"

Pursuant to Section 6 of R.A. No. 11984, otherwise known as the "No Permit, No Exam Prohibition Act," the following rules and regulations are hereby issued:

**RULE I
PRELIMINARY PROVISIONS**

Section 1. *Title.* This set of rules and regulations shall be known as the Implementing Rules and Regulations (IRR) of R.A. No. 11984, or the "No Permit, No Exam Prohibition Act."

Section 2. *Declaration of State Policy.* The State shall protect and promote the right of all citizens to quality education at all levels and shall take appropriate steps to make such education accessible to all.

Consistent with Article XIV, Section 1 of the 1987 Constitution, the State shall establish, maintain, and support an educational system that is complete, adequate, integrated, and relevant to the needs of the people and society. It shall also take into account the collective welfare of students and educational institutions by ensuring that educational opportunities are made available to students regardless of their economic status and that educational institutions are exercising just and reasonable supervision.

Section 3. *Coverage.* These IRR shall apply to all public and private basic institutions (K to 12), higher education institutions, and technical-vocational institutions (TVIs); Provided that in the case of TVIs, these IRR shall only cover long-term courses exceeding one (1) year.

**RULE II
DEFINITION OF TERMS**

Section 4. *Definition of Terms.* As used in these IRR, the following terms are defined as follows:

- a. Calamity - refers to a state of extreme distress or misfortune, produced by some adverse circumstance, event, any great misfortune, or cause or loss or misery caused by natural forces.

b. Certificate of Disadvantaged Status - refers to a document issued by the Local Social Welfare and Development Office (LSWDO) or Department of Social Welfare and Development (DSWD) Regional Office certifying that a student meets the criteria of a "Disadvantaged Student" as defined in these Rules.

c. Disadvantaged Student - refers to students who are unable to pay tuition and other fees to take the scheduled periodic and final examinations due to adverse life situations, such as, but not limited to, the following conditions, provided that such condition directly results in the student's inability to meet the required financial obligations for the relevant academic term, and provided further, that such status is duly certified by the LSWDO or the appropriate Regional Office of the DSWD:

- i. Economic Hardship - The student belongs to a family whose gross income falls below the prevailing annual per capita poverty threshold as determined by the Philippine Statistics Authority (PSA), and whose family experiences sudden loss or substantial reduction of income due to unemployment, business closure, or other analogous causes;
- ii. Impact of Calamities, Disasters, or Emergencies - The student or their family is suffering from a significant adverse financial impact resulting directly from natural calamities (e.g., typhoons, floods, earthquakes), human-induced disasters (e.g., fires, armed conflict), or other declared states of emergency;
- iii. Serious Illness or Accident - The student, or the primary income earner of their family, suffers from a serious illness, injury, or medical condition requiring substantial expenditure that impairs the family's capacity to finance the student's education;
- iv. Orphanhood - The student has recently lost one or both parents or legal guardians responsible for their financial support, resulting in an inability to pay educational expenses;
- v. Indigenous Community Disruption- The student is a member of an indigenous cultural community/indigenous people (ICC/IP) whose family's livelihood or financial capacity has been significantly disrupted due to factors such as displacement, loss of ancestral domain, or other circumstances affecting their traditional sources of income;
- vi. Disability - The student is a Person with Disability (PWD), as defined under R.A. No. 7277, as amended, and faces aggravated financial burdens directly related to their disability or circumstances impacting their support system;
- vii. Solo Parenthood - The student is a solo parent, as defined under R.A. No. 8972 as amended by R.A. No. 11861, who experiences sudden loss or substantial reduction of income due to unemployment, business closure, or other analogous causes;

- viii. Senior Citizen Status - The student is a senior citizen, pursuant to R.A. No. 9994, and faces urgent, sudden, and serious financial constraints related to age, such as reliance on limited pension or savings, or increased health expenditures, demonstrably hindering their capacity to finance their education; or
 - ix. Other Analogous Circumstances - Other urgent, sudden, and serious situations or conditions comparable to the foregoing, which render the student unable to meet their financial obligations to the educational institution, as may be determined and certified by the LSWDO or the DSWD Regional Office based on submitted documentation and assessment.
- d. Disaster - a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. Disasters are often described as a result of the combination of: (1) the exposure to a hazard; (2) the conditions of vulnerability that are present; and (3) insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, injury, disease, and other negative effects on human, physical, mental, and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption, and environmental degradation.
- e. Emergency - refers to unforeseen or sudden occurrence, especially danger, demanding immediate action.
- f. Force Majeure - refers to events which could not be foreseen, or which, though foreseen, were inevitable.
- g. Student - refers to any Filipino citizen currently enrolled in a duly authorized basic, technical-vocational, or higher education institution. For learners in the K to 12 Basic Education Program, this status shall be effective for the entire school year. The term does not include those enrolled in postgraduate degree courses and informal short-term courses such as dancing, swimming, music and driving lessons and seminar-type courses.

RULE III CERTIFICATION OF DISADVANTAGED STATUS

Section 5. Certification of Disadvantaged Status. Any Local Social Welfare and Development Officers (LSWDO) in Municipal, City, or Provincial Social Welfare and Development Offices, or the Regional Office of the DSWD, which is nearest to the current physical location or which is otherwise most accessible or convenient for the student seeking certification or their parent or legal guardian, in case the student is a minor, shall issue a certification of disadvantaged status based on any of the following criteria:

- a. The family is experiencing economic hardship as defined in Section 4(c) of these IRR;
- b. The student, or a member of his/her family, guardian, or benefactor primarily responsible for providing financial support, is suffering from significant adverse financial impact resulting directly from calamities, disasters or other events considered as force majeure that disrupt financial stability, as demonstrated by clear evidence of the event and its financial consequences;
- c. The student, or his/her immediate family member, guardian, or primary financial benefactor, is facing significant financial hardship directly resulting from an emergency, serious illness, or injury;
- d. The student becomes an orphan due to the recent death of his/her parents or legal guardians resulting to a loss of financial support which directly impacts their ability to continue his/her education; or
- e. Other good or justifiable reasons as may be determined and certified by the LSWDO or the Regional Office of the DSWD, provided that the following conditions are met:
 - i. Detailed and verifiable documentation is provided, clearly demonstrating a significant and unexpected negative impact on the student's ability to pay educational expenses;
 - ii. A clear and comprehensive rationale is provided by the LSWDO or DSWD Regional Office, explaining that the student's circumstances warrant certification, notwithstanding their exclusion from the previously listed categories; and
 - iii. The reason provided does not contradict other sections of these IRR.

For applications in cases of calamities, disasters, emergencies, and other force majeure situations as may be declared by competent authorities, the processing time shall be expedited to a maximum of two (2) working days to ensure that affected students can avail of the benefits of the Act without delay.

However, in cases other than those related to calamities, disasters, emergencies, or force majeure, the LSWDO shall conduct a thorough assessment to verify the student's disadvantaged status. This assessment must be completed and a decision shall be rendered within three (3) working days upon receipt of the student's complete application, in accordance with R.A. No. 11032, or the "Ease of Doing Business and Efficient Government Service Delivery Act of 2018." The relevant DSWD Regional Office may provide technical assistance and guidance to the LSWDOs during the verification process. This assessment shall remain applicable and shall be uniformly applied by the certifying office, regardless of where the application is filed pursuant to this provision.

The LSWDO or DSWD Regional Office shall issue a **Certificate of Disadvantaged Status** to eligible students. The certificate shall contain the following: (1) the name of

the student; (2) the name of the educational institution to which the student is enrolled; and (3) the specific reason(s) for the student's disadvantaged status.

If the requirements are incomplete or the student does not meet the criteria, the concerned office shall inform the applicant in writing, specifying the deficiencies or the reasons for non-issuance.

Section 6. Requirements for Certification. The following documents shall be submitted to obtain certification:

- a. Accomplished application form (ANNEX A);
- b. Proof of enrollment or student status; and
- c. All documents relevant to the claims of disadvantaged students under any of the following criteria herein, such as but not limited to the following:
 - i. For calamities, disasters, or other events considered as force majeure that disrupt financial stability:

A copy of the official Declaration of a State of Calamity covering the student's or their family's area of residence, or an equivalent document issued by a competent authority such as the National Disaster Risk Reduction and Management Council (NDRRMC), or the Local Government Unit or its Local Disaster Risk Reduction and Management Council.

- ii. For emergencies, serious illness, or injury:

Documentation substantiating the emergency situation, such as but not limited to:

- (a) Medical certificates for serious illness or injury;
 - (b) Police reports for accidents or crimes;
 - (c) Fire department reports for fires;
 - (d) Barangay certifications attesting to the specific emergency and its impact on the student or family;
 - (e) News reports from reputable media outlets, supported by additional corroborating evidence, such as but not limited to, government or official records, affidavits from eyewitnesses, expert opinions, or reports from other credible and independent sources; and
 - (f) Dated photographic or video documentation, if relevant and reliable.

- d. Assessment results from the LSWDO, as applicable (ANNEX B).

To support their application, students must submit the necessary documents that evidence their disadvantaged status. The required documents may include, but are not limited to, a Solo Parent ID for solo parent students, a PWD ID for students with

disabilities, a Certificate of ICCs/IPs Membership (CIPM) for students who are members of ICC/IP, a death certificate of the student's parent(s) for orphan students, or a Senior Citizen ID for elderly students. Along with the initially listed documents mentioned above, the students may also be required to provide other relevant documents such as a proof of income, a Social Case Study Report from the DSWD, or any other documents that will sufficiently prove the student's disadvantaged status as defined in this IRR. The DSWD shall issue a comprehensive list of acceptable documents to guide the applicants.

Section 7. *Validity and Effectivity of Certification.* For colleges and universities and TVIs, the certification shall only be valid for the periodic or final examination that the student has applied for, while the certification granted to students enrolled in basic educational institutions (K to 12) shall be valid for one (1) school year. In case of recurrence, the LSWDO or the DSWD Regional Office may reassess or extend the student's disadvantaged status.

Provided that, this certification shall only grant the student eligibility to undertake his/her examination. In all cases, it is expressly understood that this certification does not waive or relieve the student of any financial obligations related to his/her examination fees or other associated costs thereof. The student shall remain liable for the unpaid tuition fees.

RULE IV RIGHTS AND RESPONSIBILITIES OF EDUCATIONAL INSTITUTIONS

Section 8. *Rights and Responsibilities of Educational Institutions.* All covered educational institutions shall allow certified disadvantaged students to take scheduled periodic and final examinations without requiring a permit.

The educational institutions may require disadvantaged students or, in case of minor students, their parents or legal guardians, to execute a promissory note, guarantee letter, accommodation letter, bill of exchange or other similar instruments duly addressed to the educational institution concerned or its duly authorized representative.

Without prejudice to the obligation mandated in the preceding paragraphs, educational institutions shall retain the right, consistent with existing laws, rules, regulations, and pertinent jurisprudence, to withhold the issuance or release of official school records and credentials until the student's outstanding financial obligations have been fully settled.

The school may resort to such other legal and administrative remedies and shall reserve the right to pursue the recovery of the unpaid tuition fees through proper court action where civil rights and liabilities may be judicially established and collected and/or any appropriate administrative tribunal. This shall not prohibit the students, parents, or legal guardians to seek informal means of resolving tuition fee disputes or enter into an agreement with the school before proceeding to court and/or the administrative body concerned.

Educational institutions may voluntarily, without the need of the certifications mentioned above, allow a Disadvantaged Student with outstanding tuition and other fees to take examinations and release their relevant records and credentials in accordance with its policies, rules and regulations.

RULE V GRIEVANCE MECHANISM AND SANCTIONS

Section 9. *Grievance mechanism.* A disadvantaged student who is refused the right to take examinations under this Act may file a complaint with:

- a. The Department of Education (DepEd) for basic education institutions (K to 12);
- b. The Commission on Higher Education (CHED) for higher education institutions;
- c. The Technical Education and Skills Development Authority (TESDA) for TVIs; and
- d. The DSWD for issues related to the certification of disadvantaged students.

These agencies are hereby authorized to investigate complaints and/or impose the administrative sanctions provided for in Section 10 of these IRR on educational institutions that refuse or fail to comply with the provisions of this Act. Complaints against DSWD/LSWDO personnel regarding their duties under these IRR will be handled through the DSWD's established internal disciplinary procedures and relevant civil service regulations.

All complaints shall be filed in writing, verified by the complainant, and shall state clearly and concisely the following:

- a. Full name, address, and contact details of the complainant (student);
- b. Name and address of the educational institution complained against;
- c. A narration of the relevant facts, including the date of the refusal to take the examination, the specific examination involved, and the name/position of the person(s) who implemented the refusal;
- d. Copies of supporting documents, such as proof of disadvantaged status, proof of enrollment, and any relevant communication or notices; and
- e. The specific relief sought.

The relevant agencies (DepEd, CHED, TESDA, DSWD) may develop and provide a standard complaint form, which may be made available physically and electronically.

Complaints may be filed personally, by registered mail, or through designated electronic means as established by the relevant agency. The date of filing shall be the date of receipt by the appropriate agency.

Complaints must be filed within seven (7) calendar days from the date the complainant was refused to take the examination.

Within three (3) working days from receipt, the agency shall conduct an initial assessment to determine if the complaint is within its jurisdiction and has sufficient basis to proceed with an investigation.

If the complaint is deemed sufficient, the agency shall furnish the educational institution with a copy of the complaint and supporting documents and require it to submit a verified answer or comment within three (3) working days from receipt.

The agency shall conduct a thorough investigation, which may include document review, site visits (if necessary), and clarificatory hearings or conferences with the parties involved.

The investigation shall be completed within ten (10) calendar days from the receipt of the institution's response unless circumstances warrant an extension, duly communicated to the parties.

The relevant agencies shall provide necessary assistance to disadvantaged students in the filing of their complaints, which may include guidance on procedures and form completion.

If an educational institution has substantial reason to believe that a "Certificate of Disadvantaged Status" was obtained through fraudulent means, it may file a verified complaint with the DSWD Regional Office or the LSWDO that issued the certificate.

The issuing office is vested with the authority to revoke any certificate that is proven to have been fraudulently acquired.

Section 10. Administrative Sanctions. All covered public and private educational institutions found guilty of violating these Rules shall be subject to administrative sanctions in accordance with applicable laws, rules, regulations, and guidelines that may be imposed by the DepEd, CHED, and TESDA.

RULE VI

ROLES AND RESPONSIBILITIES OF GOVERNMENT AGENCIES

Section 11. Institutional Arrangements. To ensure the effective implementation and enforcement of the Act and these Rules, the respective roles, responsibilities, and coordination mechanisms of the concerned government agencies are hereby delineated:

- a. Lead Implementing Agencies - The DepEd, CHED and TESDA are hereby mandated as the primary agencies responsible for the implementation, enforcement, and monitoring of these Rules within their respective jurisdictions.

- b. Role of the DSWD - The DSWD, primarily through its Regional Offices, shall:
- i. Assess applications and issue the corresponding Certificate of Disadvantaged Status to students applying directly through its Regional Offices, strictly adhering to the criteria defined in Section 5 hereof;
 - ii. Provide necessary technical assistance and guidance to LSWDOs to ensure consistent and standardized assessment processes and application of the criteria for Disadvantaged Student status under these Rules;
 - iii. Coordinate with DepEd, CHED, TESDA, and other relevant agencies in the formulation and conduct of information campaigns regarding the process for securing the Certificate of Disadvantaged Status; and
 - iv. Systematically track, consolidate, and analyze data pertaining to the issuance of Certificates of Disadvantaged Status to facilitate compliance with reporting requirements and inform the continuous enhancement of assessment and certification procedures.
- c. Role of Local Government Units (LGUs) through LSWDOs - Pursuant to their devolved functions, the LSWDOs shall:
- i. Receive and assess applications for the Certificate of Disadvantaged Status from students residing within their respective localities. In instances where a student submits an application to the LSWDO of a locality where such student does not reside, the receiving LSWDO shall evaluate the circumstances and may either proceed with the assessment, undertaking necessary verification, which may include coordination with the LSWDO of the student's place of current or permanent residence, or endorse the application to the appropriate DSWD Regional Office;
 - ii. Issue the Certificate of Disadvantaged Status upon determination that the student qualifies based on the criteria defined in these Rules and established assessment procedures; and
 - iii. Maintain close coordination with the concerned DSWD Regional Office for guidance, technical assistance, and reporting purposes, as may be necessary.
- d. Role of the Department of the Interior and Local Government (DILG) - The DILG shall ensure the dissemination of relevant information regarding the Act and these Rules to all LGUs, thereby apprising LSWDOs of their functions and responsibilities hereunder.

Section 12. Monitoring. The DepEd, CHED, and TESDA shall monitor compliance with RA 11984 within their respective jurisdictions.

Section 13. Issuance of Policies and Guidelines. The DSWD, DepEd, CHED, and TESDA, in consultation with concerned government agencies and other educational stakeholders, may individually or collectively issue additional policies and guidelines as may be necessary or applicable to further implement these IRR.

**RULE VII
FINAL PROVISIONS**

Section 14. *Separability Clause.* If any provision of these Rules is declared invalid or unconstitutional, the remaining provisions not affected by such declaration shall remain to be in full force and effect.

Section 15. *Effectivity.* These IRR shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation in the Philippines.

These Rules shall also be published in the DSWD official website and a certified true copy hereof shall be deposited to the Office of the National Administrative Register (ONAR) at the University of the Philippines Law Center.

Issued in Quezon City, Metro Manila.

Done this 3rd day of December, 2025.



REX GATCHALIAN,

Secretary

Department of Social Welfare and Development