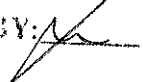




Senate  
Office of the Secretary

FIFTEENTH CONGRESS OF THE REPUBLIC )  
OF THE PHILIPPINES )  
First Regular Session )

'11 MAY -5 P5:54

RECEIVED BY: 

SENATE

COMMITTEE REPORT NO. 31

Submitted jointly by the Committees on Education, Arts and Culture; Youth, Women and Family Relations; Finance; and Local Government on MAY - 5 2011.

Re: Senate Bill No. 2802

Recommending its approval in substitution of Senate Bill Nos. 839, 1518, 2567, and 2613.

Sponsor: Senator Angara.

MR. PRESIDENT:

The Committees on Education, Arts and Culture; Youth, Women and Family Relations; Finance; and Local Government, to which were referred Senate Bill No. 839, introduced by Senator Ejercito Estrada, entitled:

**“AN ACT  
ESTABLISHING EARLY LEARNING PROGRAMS FOR INDIGENT  
PRE-KINDERGARTEN CHILDREN”**

Senate Bill No. 1518, introduced by Senator Defensor Santiago, entitled:

**“AN ACT  
ESTABLISHING A PROGRAM TO HELP IMPROVE THE PHILIPPINE  
EDUCATIONAL SYSTEM BY PROVIDING GRANTS TO STATE EDUCATIONAL  
INSTITUTIONS FOR THE INCLUSION OF AT LEAST ONE YEAR OF EARLY  
EDUCATION PRECEDING THE YEAR A CHILD ENTERS KINDERGARTEN”**

Senate Bill No. 2567, introduced by Senator Angara, entitled:

**“AN ACT  
RECOGNIZING THE EARLY YEARS FROM 0 TO 6 AS THE FIRST CYCLE OF  
EDUCATIONAL DEVELOPMENT, AMENDING REPUBLIC ACT NO. 8980 FOR THIS  
PURPOSE, STRENGTHENING THE EARLY CHILDHOOD CARE AND DEVELOPMENT  
COUNCIL, AND FOR OTHER PURPOSES”**

and Senate Bill No. 2613, introduced by Senator Defensor Santiago, entitled:

**“AN ACT  
PROVIDING PROFESSIONAL DEVELOPMENT FOR ELEMENTARY SCHOOL  
PRINCIPALS IN EARLY CHILDHOOD EDUCATION AND DEVELOPMENT”**

have considered the same and have the honor to report them back to the Senate with the recommendation that the attached bill, Senate Bill No. 2802, prepared by the Committees, entitled:

**“AN ACT  
RECOGNIZING THE EARLY YEARS FROM ZERO (0) TO SIX (6) AS THE FIRST  
CYCLE OF EDUCATIONAL DEVELOPMENT AND FOR THIS PURPOSE  
STRENGTHENING THE EARLY CHILDHOOD CARE AND DEVELOPMENT COUNCIL,  
RENAMING THE DAY CARE CENTER AS CHILD DEVELOPMENT CENTER, AND  
FOR OTHER PURPOSES”**

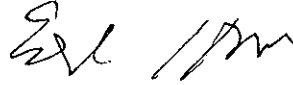
be approved in substitution of Senate Bill Nos. 839, 1518, 2567, and 2613 with Senators Ejercito Estrada, Defensor Santiago and Angara as authors.

**Chairpersons:**



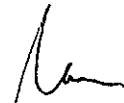
**PIA S. CAYETANO**

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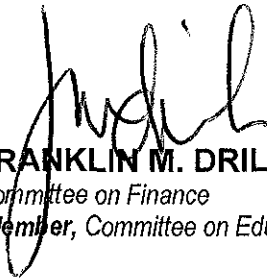
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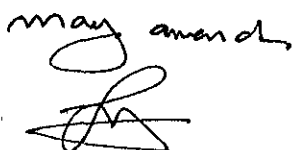
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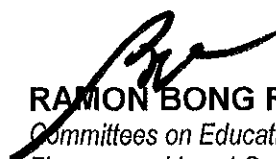


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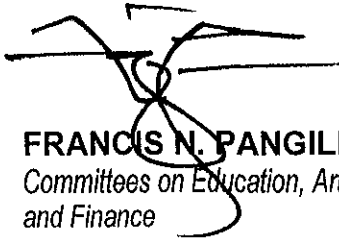
**JOKER P. ARROYO**

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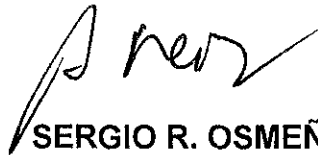
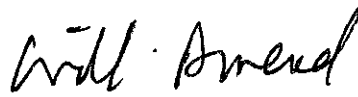
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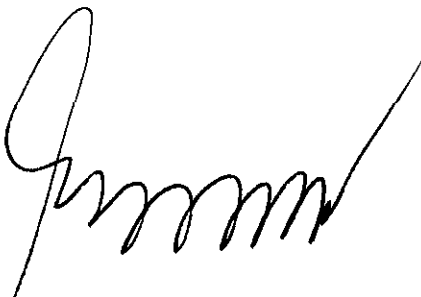
**FRANCIS N. PANGILINAN**

*Committees on Education, Arts and Culture;  
and Finance*



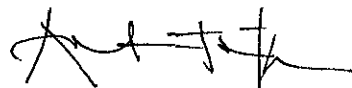
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*Committees on Education, Arts and Culture;  
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**GREGORIO B. HONASAN II**

*Committees on Education, Arts and Culture;  
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**Ex-Officio Members:**

**JINGGOY EJERCITO-ESTRADA**  
*President Pro-Tempore*



**VICENTE C. SOTTO III**  
*Majority Leader*



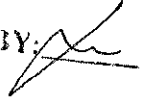
**ALAN PETER "COMPAÑERO" S. CAYETANO**  
*Minority Leader*

**Hon. JUAN PONCE ENRILE**  
*Senate President*  
*Senate of the Philippines*  
*Pasay City*



11 MAY -5 P5:54

FIFTEENTH CONGRESS OF THE REPUBLIC )  
OF THE PHILIPPINES )  
First Regular Session )

RECEIVED BY: 

SENATE

S. No. 2802

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*Prepared jointly by the Committees on Education, Arts and Culture; Youth, Women and Family Relations; Finance; and Local Government with Senators Ejercito Estrada, Defensor Santiago and Angara as authors*

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AN ACT

RECOGNIZING THE EARLY YEARS FROM ZERO (0) TO SIX (6) AS THE FIRST CYCLE OF EDUCATIONAL DEVELOPMENT AND FOR THIS PURPOSE STRENGTHENING THE EARLY CHILDHOOD CARE AND DEVELOPMENT COUNCIL, RENAMING THE DAY CARE CENTER AS CHILD DEVELOPMENT CENTER, AND FOR OTHER PURPOSES

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

1           **SECTION 1. Short Title.** - This Act shall be known as the Early Years Act  
2 (EYA).

3           **SEC 2. Declaration of Policy.** - It is hereby declared the policy of the State to  
4 promote the rights of children to survival, development and special protection with full  
5 recognition of the nature of childhood and its special needs; and to support parents in  
6 their roles as primary caregivers and as their children's first teachers.

7           The State shall institutionalize a National System for Early Childhood Care and  
8 Development (ECCD) that is comprehensive, integrative and sustainable, that involves

1 multi-sectoral and inter-agency collaboration at the national and local levels among  
2 government; among service providers, families and communities, and among the public  
3 and private sectors, nongovernment organizations; professional associations, and  
4 academic institutions.

5       This System shall promote the inclusion of children with special needs and  
6 advocate respect for cultural and linguistic diversity. It shall be anchored on  
7 complementary strategies for ECCD that include service delivery for children from  
8 zero (0) to age six (6), educating parents and caregivers, encouraging the active  
9 involvement of parents and communities in ECCD programs, raising awareness about  
10 the important efforts that improve the quality of life for young children and families.

11       It shall also be the policy of the State to recognize the early years from zero (0) to  
12 age six (6) as the first cycle of educational development.

13       **SEC 3. Objectives.** – The objectives of the National ECCD System are:

14       a) To achieve improved infant and child survival rates by ensuring that  
15 adequate health and nutrition programs are accessible to young children and their  
16 parents from the prenatal period throughout the early childhood years;

17       b) To enhance the physical, social, emotional, cognitive, psychological, spiritual  
18 and language development of young children;

19       c) To enhance the role of parents and other caregivers as the primary  
20 caregivers and educators of their children especially from zero (0) to six (6) years;

21       1.) To facilitate a smooth transition from care and education provided at home to  
22 community or school-based setting and to kindergarten and primary school;



1        2.) To enhance the capabilities of service providers and their supervisors to comply  
2 with quality standards for various ECCD programs;

3        3.) To enhance and sustain the efforts of communities to promote ECCD programs  
4 and ensure that special support is provided for poor, disadvantaged and linguistic  
5 minority communities;

6        4.) To ensure that young children are adequately prepared for the formal learning  
7 system and that both public and private schools are responsive to the development  
8 needs of these children;

9        5.) To establish an efficient system for early identification, prevention, referral,  
10 and intervention for giftedness and development disorders and disabilities in children  
11 from zero (0) to six (6) years; and

12        6.) To improve the quality standards of public and private ECCD programs through,  
13 but not limited to, a registration and credential system for ECCD service providers.

14        **SEC 4. Definitions.** – For purposes of this Act:

15        a) Early Childhood Care and Development (ECCD) System refers to the full range  
16 of health, nutrition, early education and social development programs that provide for  
17 the basic holistic needs of young children from zero (0) to age six (6), and to promote  
18 their optimum growth and development. These programs include:

19        1) Center-based programs, such as the day care service established under  
20 Republic Act No. 6972 hereinafter referred to as the child development service, public  
21 and private pre-schools, kindergarten or school-based programs, community or church-  
22 based early childhood education programs initiated by non-government organizations

1 or people's organizations, workplace-related child care and education programs, child  
2 minding centers, health centers and stations; and

3 2) Home-based programs, such as the neighborhood-based play groups,  
4 family child care programs, parent education and home visiting programs.

5 b) ECCD Service Providers include the various professionals, paraprofessionals,  
6 and volunteer caregivers who are directly responsible for the care and education of  
7 young children from zero (0) to six (6) years through the various center and home-  
8 based programs. They include, but are not limited to, day care workers hereinafter  
9 referred to as child development workers, child development teachers, teacher-aiders,  
10 rural health midwives, social workers, community health workers, barangay nutrition  
11 scholars, parent effectiveness service volunteers, and family child care providers.

12 c) ECCD Curriculum refers to the age-appropriate and developmentally appropriate  
13 educational objectives, programs of activities, organized learning experiences and  
14 recommended learning materials for children that are implemented by service  
15 providers through center and home-based programs. It shall consist of national  
16 program goals and guidelines, instructional objectives, and content outlines  
17 integrating local language, local learning experiences and indigenous learning  
18 materials.

19 d) Parent Education refers to the various formal and alternative means of providing  
20 parents with information, skills, and support systems to assist them in their roles as  
21 their children's primary caregivers and educators. These include public and private

1 parent education programs linked to center, home and media-based child care and  
2 education programs.

3 **SEC 5. System Framework and Components.** - The ECCD System shall include  
4 the following components:

5 a) ECCD Curriculum – which focuses on children’s total development according to  
6 their individual needs and socio-cultural background. It shall promote the delivery of  
7 complementary and integrative services for health care, nutrition, early childhood  
8 education, sanitation and cultural activities. It shall use the child’s first language as  
9 the medium of instruction.

10 b) Parent Education and Involvement, Advocacy, and Mobilization of Communities  
11 – which harness and develop parents’ strengths as providers of ECCD programs at  
12 home, active partners of other stakeholders, advocates for community concerns that  
13 affect children, and pillars of support for local and national ECCD programs through  
14 community organization efforts.

15 c) Human Resource Development Program – which establishes mechanisms for  
16 the systematic professionalization of ECCD service providers, through enrollment in  
17 educational programs in site-based or distance education modes, through pre-service  
18 or in-service training including continuing education programs, whereby a registration  
19 and credential system shall be developed in the ECCD System.

20 d) ECCD Management – which focuses on a continuing process of planning,  
21 implementation, supervision, financial management, monitoring, evaluation and  
22 reporting. It shall encourage the active involvement and build the capabilities

1 of service providers, parents and local government officials to sustain the  
2 program, and it shall be guided by the principles of decentralization as stipulated in  
3 the Local Government Code of 1991 and the principles of shared governance in the  
4 *Governance of Basic Education Act of 2001*.

5 e) Quality Standards and Accreditation – which ensures that each component in  
6 the ECCD System complies with national quality standards to be established by  
7 the ECCD Council linked to an accreditation process.

8 **SEC 6. - *Expanding the ECCD System.*** – The National ECCD System shall be  
9 expanded to all provinces, cities/municipalities and barangays as may be determined  
10 by the ECCD Council to achieve universal ECCD coverage for all children from zero (0)  
11 to six (6) years over a five-year period.

12 **SEC 7. - *Implementing Arrangements and Operational Structures.*** – The  
13 implementation of the National ECCD System shall be the responsibility of the  
14 ECCD Council.

15 a) Responsibilities of the ECCD Council – The ECCD Council shall be  
16 responsible for developing policies and programs, providing technical assistance  
17 and support to the ECCD service providers, and monitoring of ECCD service benefits  
18 and outcomes.

19 The Department of Education (DepED), the Department of Social Welfare and  
20 Development (DSWD), the Department of Health (DOH), the National Nutrition Council  
21 (NNC) and the Union of Local Authorities of the Philippines (ULAP) shall jointly prepare

1 annual ECCD work plans that will coordinate their respective technical assistance and  
2 support for the National ECCD System.

3 They shall consolidate existing program implementing guidelines that ensure  
4 consistency in integrated service delivery within the National ECCD System.

5 1) The DepEd shall promote the National ECCD System in schools.  
6 ECCD programs in public schools shall be the responsibility of their respective  
7 school principal/school-head within the standards set forth in the National ECCD  
8 System. It shall also make available existing facilities of public elementary schools  
9 for ECCD classes.

10 2) Private pre-schools, NGO-initiated community, church, home, and  
11 workplace-based service providers shall be registered by the ECCD Council.

12 These public and private ECCD service providers shall operate within the  
13 standards set forth in the National ECCD system.

14 b) Responsibilities of Local Government Units – Local government units (LGUs)  
15 shall be primarily responsible for:

16 1) Implementing the National ECCD System by providing basic public ECCD  
17 programs;

18 2) Supporting the organization of parent cooperatives to initiate the  
19 establishment of ECCD programs;

20 3) Ensuring that service providers of public ECCD programs under their  
21 supervision shall be justly compensated, that adequate funds are available, and their  
22 working conditions are conducive to fulfill national quality standards; and

1           4) Providing funds for the training and continuing education of public ECCD  
2 service providers.

3           c) Responsibilities of Families and Communities - The families and  
4 communities shall support the local ECCD programs by participating in various  
5 projects for the overall development of their children from zero (0) to six (6) years.

6           **SEC 8. Strengthening of the ECCD Council.** - The ECCD Council shall be  
7 strengthened to ensure the State's focus on building a strong foundation for the  
8 learning and development of children during the early years from zero (0) to six (6)  
9 years and support the full range of health, nutrition, early education and social  
10 development programs for the child's holistic development; and ensure sustained inter-  
11 agency and multi-sectoral collaboration.

12           Organization - The ECCD Council shall be composed of a Governing Board and  
13 a Secretariat. The ECCD Governing Board shall be headed by a Chairman with the  
14 salary grade and emoluments of a cabinet secretary to be appointed by the President.

15           a) Composition of the ECCD Governing Board. The following shall be members of  
16 the ECCD Governing Board:

- 17           1) Department of Education (DepED)
- 18           2) Department of Social Welfare and Development (DSWD)
- 19           3) Department of Health (DOH)
- 20           4) National Nutrition Council (NNC)
- 21           5) Union of Local Authorities of the Philippines (ULAP)

1           In addition one (1) private individual who is an ECCD practitioner and expert shall  
2 be appointed by the President upon recommendation of the Board.

3           The heads of the concerned departments, agencies and institutions shall as  
4 much as possible attend the meetings of the Board. In their absence they must  
5 designate a permanent representative with a rank not lower than an Undersecretary or  
6 its equivalent who may attend and participate at meetings of the Board.

7           The Board shall meet once a month or as often as necessary.

8           b) Council Secretariat -- There shall be established an ECCD Secretariat headed  
9 by an executive director to be appointed by the President upon recommendation of the  
10 Board. He/she shall have the rank, privileges, and emoluments of a Career Executive  
11 Service Officer I.

12           Nothing herein shall prejudice any right vested prior to the enactment of this Act.

13           There shall be created two (2) permanent positions of Deputy Executive  
14 Directors to be appointed by the Board, one of whom shall be concerned with ECCD  
15 programs and activities and the other with general administrative services of the ECCD  
16 Council.

17           The Executive Director and the Deputy Executive Directors shall be assisted by a  
18 designated ECCD Focal Person from the DepED, DSWD, DOH, NNC and ULAP and  
19 by technical staff as may be necessary to achieve the goals and objectives of the  
20 National ECCD System.

1 c) Functions of the ECCD Council – The ECCD Council shall implement  
2 the National Early Childhood Care and Development System and perform the following  
3 functions:

4 1. Promulgate policies and implementing guidelines for ECCD programs in  
5 consultation with stakeholders, including the regional level when appropriate,  
6 consistent with the national policy and program frameworks as defined in this Act;

7 2. Establish ECCD program standards that reflect developmentally appropriate  
8 and culturally relevant practices for ECCD programs, which shall interface with the  
9 kindergarten and primary school curriculum of the DepED;

10 3. Develop a national system for the recruitment, registration, continuing  
11 education and equivalency, and credential system of ECCD service  
12 providers, supervisors and administrators to improve and professionalize the  
13 ECCD sector and upgrade quality standards of public and private ECCD programs;

14 4. Develop a national system of awards and recognition to deserving  
15 ECCD program implementers and service providers;

16 5. Promote, encourage and coordinate the various ECCD programs of the  
17 DepED, DSWD, DOH and NNC and monitor the delivery of services to the ECCD  
18 program beneficiaries nationwide;

19 6. Evaluate and assess the impact and outcome of various ECCD programs  
20 nationwide through an effective information system;

21 7. Develop and establish a national system for early identification, screening,  
22 surveillance of early childhood disabilities, developmental problems, and giftedness;



1           8. Develop and implement various support mechanisms that maximize the  
2 public and private resources for implementing ECCD programs, giving priority to  
3 the needy and high risk children from poor communities;

4           9. Provide funds to poor and disadvantaged communities for the establishment  
5 and expansion of public ECCD programs, improvement of physical facilities and for  
6 hiring of ECCD service providers;

7           10. Promote and encourage private sector initiatives for the establishment of  
8 ECCD programs;

9           11. Provide guidelines for the conduct of solicitations and requests for  
10 assistance from local and international civic organizations, private philanthropic  
11 foundations to supplement available resources; and

12           12. Perform such other functions as the ECCD Council may deem necessary.

13           **SEC 9. *Financing ECCD Programs.*** – ECCD programs shall be financed through  
14 a combination of public and private funds. All public ECCD program providers shall  
15 prioritize children from zero (0) to six (6) years from families who are in greatest need  
16 and who can least afford private ECCD programs.

17           a) The DepED, DSWD, DOH, NNC and ULAP shall support the implementation of  
18 the National ECCD System and shall include in their respective annual general  
19 appropriation beginning the fiscal year following the approval of this Act the necessary  
20 funding to achieve the goal of universal coverage of ECCD programs to all children  
21 from zero (0) to six (6) years within a five year period and sustain the Program from  
22 thereon.

1        b) Public support for ECCD programs – The government shall support public  
2 ECCD programs that shall involve the LGUs, and funds from the national government  
3 agencies for technical assistance and support.

4            Additional funds may be generated from intergovernmental donors and financial  
5 institutions by the appropriate government agencies through the NEDA to support the  
6 public programs in all municipalities including the urban poor.

7            There shall be established a fund for an ECCD Program Contracting Scheme  
8 with accredited private providers at the community levels.

9        c) ECCD Council support for ECCD programs. The ECCD Council members shall  
10 support ECCD programs through funds for technical assistance and support.

11            The DepED shall provide technical assistance and resources to support the  
12 kindergarten program in the private schools; and the kindergarten program in child  
13 development centers as may be deemed necessary by the ECCD Council; and the  
14 early education component of ECCD programs for children aged zero (0) to four (4)  
15 years, by providing teacher training, supplementary learning materials and reference  
16 materials as may be deemed necessary by the ECCD Council.

17            The DSWD shall provide technical assistance and resources to support the child  
18 care program, parent effectiveness service, child minding centers, family child care  
19 and parent-child development programs that shall continue to be funded by the LGUs  
20 for the construction of basic infrastructure, provision of facilities, materials and  
21 equipment, compensation for the service providers.

1           The DOH shall provide technical assistance and resources to support the health  
2 care programs, growth monitoring and promotion, and supplemental nutrition programs  
3 that shall continue to be funded by the LGUs.

4           The Work and Financial Plans of DepED, DSWD, DOH, NNC and ULAP shall be  
5 coordinated with the ECCD Council.

6           d) Support for ECCD Programs - Support for ECCD programs can be solicited from  
7 local and international civil organization and private philanthropic foundations to  
8 supplement available resources.

9           Workplace-based or related ECCD programs shall be supported by corporations  
10 and employees in the form of physical facilities and recurrent operating costs. The  
11 operating costs incurred for employer or corporate-sponsored ECCD programs can be  
12 deducted from taxable income. Provided, that the employer or corporation will not  
13 charge user fees.

14           e) Costs to be shouldered by families - The Council shall monitor user fees and  
15 contributions allowed for both public and private ECCD programs to ensure that these  
16 are affordable and within reasonable limits.

17           User fees for public programs should be limited to monthly contributions intended  
18 to subsidize recurrent costs. Parents are encouraged to contribute their time and  
19 services especially to cases where they are unable to afford the regular contributions.

20           **SEC 10. Appropriations.** - For the implementation of this Act the amount of  
21 Five Hundred Million Pesos (₱500,000,000.00) per year for five (5) years is hereby

1 appropriated for the National ECCD Program of the ECCD Council effective upon  
2 approval of this Act that shall be utilized to support the goal of achieving universal  
3 ECCD coverage for all children from zero (0) to six (6) years. Said amount shall be  
4 funded from the gross income of the Philippine Amusement and Gaming Corporation  
5 and shall be directly remitted in four (4) quarterly installments to a special account of  
6 the ECCD Council.

7         Thereafter, such sums as may be necessary for the operations of the Council  
8 shall be included in the General Appropriations Act.

9         An initial annual appropriation in the amount of Five Hundred Million Pesos  
10 (₱500,000,000.00) shall be provided from to support the operations of the ECCD  
11 Council upon approval of this Act.

12         Expenses for ECCD programs and technical support packages provided by the  
13 DepED, DSWD, DOH and NNC shall be specified as separate line items in their  
14 respective annual budgets in the General Appropriations Act. Their annual ECCD  
15 workplans shall be the basis for these budgets.

16         **SEC 11. *Annual Report.*** – The ECCD Council shall, at the close of each  
17 calendar year, submit an annual report to Congress, giving a detailed account of its  
18 proceedings and accomplishments during the year and making recommendations for  
19 the adoption of measures that will improve the National ECCD System and ensure  
20 achievement of universal coverage of ECCD benefits to all children from zero (0) to six  
21 (6) years within a five-year period.

1           **SEC 12. *Separability Clause.*** - If any provisions of this Act is declared  
2 unconstitutional, the same shall not affect the validity and effectivity of the other  
3 provision thereof.

4           **SEC 13. *Repealing Clause.*** - Pertinent provisions of all laws, decrees,  
5 executive orders, presidential proclamations, rules and regulations or parts thereof  
6 contrary to or inconsistent with the provisions of this Act are hereby repealed or  
7 modified according.

8           **SEC 14. *Implementing Rules and Regulations.*** - The Council in consultation  
9 with appropriate government agencies and nongovernment organizations shall  
10 formulate and issue the necessary rules and regulations for the implementation of this  
11 Act within ninety (90) days after the effectivity of this Act.

12           **SEC 15. *Effectivity Clause.*** - This Act shall take effect fifteen (15) days after its  
13 publication in the *Official Gazette* or in at least two (2) newspapers of general  
14 circulation.

15           Approved,