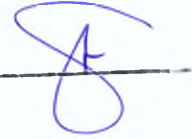


NINETEENTH CONGRESS OF THE]
REPUBLIC OF THE PHILIPPINES]
First Regular Session]

23 MAR 21 P3:43

SENATE
S.B. No. 2029

RECEIVED BY: _____



Introduced by SENATOR WIN GATCHALIAN

AN ACT
ENSURING THE ALIGNMENT OF BASIC EDUCATION AND EARLY
CHILDHOOD EDUCATION, APPROPRIATING FUNDS THEREFOR, AND
FOR OTHER PURPOSES

EXPLANATORY NOTE

Young children aged 0-4 years old are among the most vulnerable in our society, requiring loving care from their parents, their community, and the government. According to the Philippine Statistics Authority (PSA), there will be an estimated 11.1 million young children aged 0-4 years old by July 2023. This will account for around 10% of the total population, which is estimated to reach 112.9 million by July 2023. These young children are the future of our nation and, therefore, they must be fully supported by the government, especially as they go through their educational journey.

Early childhood education (ECEd), as part of early childhood care and development (ECCD), is extremely crucial in the development of these young children. Quality ECEd sets a strong foundation for learning.¹ According to a study conducted by UNICEF Philippines, the positive impact of ECEd is sustained

¹ UNICEF, "A World Ready to Learn: Prioritizing Quality Early Childhood Education" (April 2019), p. 12. See: <https://www.unicef.org/media/57926/file/A-world-ready-to-learn-advocacy-brief-2019.pdf>

for over five (5) school years.² A study also found that early childhood education and development has an effect on later student performance, where Grade 4 learners who were able to often perform early literacy and numeracy activities with their parents before primary school scored higher in mathematics and science compared to those who were not.³ Further, ECEd helps make education systems more effective and efficient, as children who received ECEd are more likely to attend and stay in school, sparing education systems from the need for “catch-up” efforts.⁴ Equitable ECEd is also an effective strategy for promoting economic growth, as it can narrow early achievement gaps for children from disadvantaged settings and teach fundamental skills needed for the workforce.⁵ Therefore, it is a sound policy to provide universal quality ECEd.

The gains under ECEd will be wasted if it is not aligned with the K to 12 curriculum. Corollarily, the K to 12 basic education system will suffer if children who enter Kindergarten have not been properly equipped with the necessary skills or taught the essential learning competencies. The responsibilities over ECEd and K to 12 basic education are lodged under different government agencies. ECEd is under the jurisdiction of the ECCD Council, while K to 12 basic education is lodged under the Department of Education (DepEd). While DepEd chairs the ECCD Council, it has no jurisdiction over the implementation of ECEd, as child development teachers (CDTs) and child development workers (CDWs) are employed and supervised by the local government units (LGUs), usually under their city or municipal social welfare development office. There is, therefore, a need for legislative enactment to ensure and strengthen the learning continuum between ECEd and basic education, and to emphasize that, under R.A. No. 10410, or the Early Years Act (EYA) of 2013, ECCD has evolved from being a primarily social and welfare concern to a system that must be addressed holistically, with ECEd as a primary concern.

² UNICEF Philippines, et al. “Research Snapshot: 2021 UNICEF Philippines Early Childhood Education Kindergarten to Grade 4 Longitudinal Study”, p. 11. See: https://research.acer.edu.au/cgi/viewcontent.cgi?article=1037&context=early_childhood_misc

³ Trends in International Mathematics and Science Study (TIMSS) 2019, p. 299

⁴ UNICEF, *supra* Note 1

⁵ *Id.*

In order to achieve the objective of optimum alignment between ECEd and basic education, the ECCD system, as a whole, should be fixed. Over the past decades, there have been several legislative updates to improve the ECCD system. Currently, R.A. No. 10410 provides the legal framework for ECCD. However, major problems persist. Foremost of these problems is the inequitable delivery of ECCD services due to the decentralization of the ECCD system. The quality of ECCD services received by a young child is highly dependent on the financial and budget framework,⁶ resources, and political will of the LGU. To achieve equitable and universal ECCD, especially ECEd, LGUs should be held more accountable, but at the same time, they should also be supported and capacitated to perform their mandate, especially the poorest municipalities.

Another issue is whether it is sound fiscal policy to establish and maintain Child Development Centers (CDCs) in every barangay, as mandated under R.A. No. 6972, or the “Barangay-Level Total Development and Protection of Children Act,” as amended by R.A. No. 10410. According to the Department of Social Welfare and Development (DSWD), there were 1,260,707 young children enrolled in CDCs during SY 2021-2022, or just around 11% of the estimated population of children aged 0-4 years old.⁷ Clearly, very few young children are serviced by CDCs. This does not reflect an efficient ECCD system, especially with the limited fiscal space for ECCD.

Stakeholders have also pointed out the problem with the qualifications, employment arrangements, professionalization, and career progression of CDTs and CDWs. According to the DSWD, as of January 31, 2023, there are 65,424 CDCs in the country, and there are 79,451 CDWs. Of this number, 14,725 or 19% of CDWs receive a monthly honorarium or salary of Php 1,000 or below, while only 1,054 CDWs receive Php 15,000 or more. Around 72% of CDWs are either contractual employees, casual employees, or hired under Memoranda of

⁶ Save the Children Philippines, “Analysis of Public Investments in Maternal, Neonatal, Child Health and Nutrition (MNCHN) and Early Childhood Care Development (ECCD) Programs in Caloocan, Malabon, Navotas, Taguig, Paranaque, Pateros and Manila (Tondo)”, p. 16

⁷ In a 2011 study, the figure stands at 20% of young children attending the CDCs. Regardless of the discrepancy, the proportion of young children that attend CDCs is very low. See Early Childhood Workforce Initiative, The Philippines Country Brief: Combining Training with Job Security to Improve the Quality of the Childcare Workforce, p. 2

Agreement, while only 11% are permanent employees of LGUs. Around 9% are volunteers. There is also little or no oversight over the quality, hiring process, and performance of CDTs and CDWs at the local level. Our young children deserve the best educators and carers; in turn, CDTs and CDWs should be empowered and highly qualified individuals.

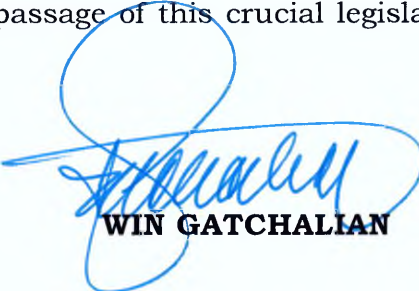
This legislation seeks to address these issues by introducing the following amendments to R.A. No. 10410:

1. mandating the ECCD Council to ensure the alignment between the K to 12 basic education curriculum and the ECCD curriculum, among others;
2. mandating greater responsibilities on LGUs on the implementation of ECCD programs, through the Local School Boards; and
3. reorganizing the ECCD Council and adding the Secretary of the Department of the Interior and Local Government as ex-officio Vice-Chairperson;

This legislation also introduces new provisions to R.A. No. 10410 on the following:

1. providing for the professionalization of CDTs and CDWs;
2. creation of ECCD divisions in cities and municipalities; and
3. streamlining the delivery of ECCD services.

In view of the foregoing, the urgent passage of this crucial legislation is earnestly sought.




WIN GATCHALIAN

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

1 Section 1. *Short Title.* – This Act shall be known as the “*Basic Education*
2 *and Early Childhood Education Alignment Act.*”

3
4 Sec. 2. Section 4(c) of Republic Act No. 10410, otherwise known as the
5 “*Early Years Act (EYA) of 2013*”, is hereby amended to read as follows:

6 “SEC. 4. *Definitions.* – The following terms are defined as
7 follows:

8 x x x

9 (c) *ECCD Curriculum* shall refer to the developmentally-
10 appropriate educational objectives and practices, programs of
11 activities, organized learning experiences, recommended learning
12 materials and appropriate assessment for children from age zero (0)

1 to four (4) years that are **ALIGNED WITH THE K TO 12 BASIC**
2 **EDUCATION CURRICULUM AND** implemented by service providers
3 through center and home-based programs. It shall consist of
4 national program goals and guidelines, instructional objectives, and
5 content outlines that are age-appropriate, individually appropriate
6 and culturally relevant.”

7
8 Sec. 3. Section 5(a) of the same Act is hereby amended to read as
9 follows:

10 “SEC. 5. *System Framework and Components.* x x x

11 (a) ECCD Curriculum. – The curriculum shall focus on
12 children’s total development and take into account age, individual
13 and socio-cultural appropriateness. It shall promote the delivery of
14 complementary and integrative services for **EARLY CHILDHOOD**
15 **EDUCATION (ECED)**, health, nutrition, [early childhood education,]
16 sanitation and cultural activities. [~~It shall use the child’s first~~
17 ~~language as the medium of instruction.~~]

18 **THE NATIONAL ECCD COUNCIL SHALL ENSURE THAT**
19 **THE ECCD CURRICULUM IS ALIGNED WITH THE K TO 12 BASIC**
20 **EDUCATION CURRICULUM;”**

21
22 Sec. 4. Section 7(b) of the same Act is hereby amended to read as
23 follows:

24 “SEC. 7. *Implementing Arrangements and Operational*
25 *Structures.* – The implementation of the National ECCD System shall
26 be the responsibility of the ECCD Council.

27 x x x

28 Responsibilities of Local Government Units. – Local
29 government units (LGUs) shall include allocations from their Special
30 Education Fund (SEF) and Gender and Development (GAD) Fund in

1 addition to other local funds to be utilized for the following
2 purposes[.].

3 **FURTHERMORE, LGUs, THROUGH THE LOCAL SCHOOL**
4 **BOARDS, SHALL BE RESPONSIBLE FOR THE**
5 **IMPLEMENTATION IN THEIR RESPECTIVE JURISDICTIONS OF**
6 **ECCD PROGRAMS AND SHALL PERFORM THE FOLLOWING**
7 **FUNCTIONS:**

8 ~~[(1) Support the implementation of their ECCD Program;]~~

9 ~~[(2) Organize and support parent cooperatives to establish~~
10 ~~community based ECCD programs;]~~

11 ~~[(3) Provide counterpart funds for the continuing professional~~
12 ~~development of their ECCD public service providers; and]~~

13 ~~[(4) Provide the facilities for the conduct of their ECCD Program.]~~

14 **(1) FORMULATE LOCAL POLICIES ON ECCD BASED ON**
15 **NATIONAL POLICIES ISSUED BY THE ECCD COUNCIL;**

16 **(2) PROVIDE THE FACILITIES AND RESOURCES FOR THE**
17 **IMPLEMENTATION OF ECCD PROGRAMS. THEY SHALL**
18 **ESTABLISH OR CONVERT EXISTING DAYCARE CENTERS TO**
19 **CHILD DEVELOPMENT CENTERS (CDCs) AND MAINTAIN THEM**
20 **ACCORDING TO STANDARDS AND SPECIFICATIONS SET BY THE**
21 **ECCD COUNCIL. THERE SHALL BE AT LEAST ONE (1) NATIONAL**
22 **CDC IN EVERY CITY OR MUNICIPALITY;**

23 **(3) AIM TO ACHIEVE UNIVERSAL COVERAGE FOR THE**
24 **NATIONAL ECCD SYSTEM BY IDENTIFYING AND SUPPORTING ALL**
25 **YOUNG CHILDREN AND THEIR PARENTS OR PARENT-**
26 **SUBSTITUTES WITHIN THEIR RESPECTIVE JURISDICTIONS;**

27 **(4) CREATE PLANTILLA POSITIONS FOR CHILD**
28 **DEVELOPMENT TEACHERS (CDTs) AND CHILD DEVELOPMENT**
29 **WORKERS (CDWs), AND PROMOTE AND ENCOURAGE THEIR**
30 **PROFESSIONAL DEVELOPMENT;**

1 **(5) ENGAGE PARENTS, PARENT-SUBSTITUTES,**
2 **GOVERNMENT AGENCIES, CIVIL SOCIETY ORGANIZATIONS, AND**
3 **OTHER STAKEHOLDERS IN THE IMPLEMENTATION OF ECCD**
4 **PROGRAMS; AND**

5 **(6) ENDEAVOR TO AUGMENT THEIR SEF AND GAD FUND**
6 **FROM PRIVATE SOURCES, BOTH LOCAL AND INTERNATIONAL,**
7 **FOR THE IMPLEMENTATION OF ECCD PROGRAMS.”**

8
9 Sec. 5. Section 9 (a) of the same Act is hereby amended to read as
10 follows:

11 “SEC. 9. *Organization of the ECCD Council.* – The ECCD
12 Council shall be composed of the following:

13 (a) ECCD Governing Board- The ECCD Governing Board
14 shall be composed of:

15 **(1)** Secretary of the DepEd, as *ex officio* Chairperson;

16 **(2) SECRETARY OF THE DEPARTMENT OF THE**
17 **INTERIOR AND LOCAL GOVERNMENT AS EX OFFICIO**
18 **VICE-CHAIRPERSON;**

19 **(3) [(2)]** Executive Director of the ECCD Council, as [Vice
20 Chairperson] member;

21 **(4) [(3)]** Secretary of the DSWD, as member;

22 **(5) [(4)]** Secretary of the DOH, as member;

23 **(6) [(5)]** Executive Director of the NNC, as member;

24 **(7) [(6)]** President of the ULAP, as member; and

25 **(8) [(7)]** One (1) private individual who is an ECCD
26 practitioner and expert shall be appointed by the
27 President upon the recommendation of the Board, as
28 member.

29 The Board shall meet once a month or upon the call of the
30 Chairperson or three (3) members of the Board.”

1 Sec. 6. Section 10 of the same Act is hereby amended to read as follows:

2 “SEC.10. *Functions of the ECCD Council.* — The ECCD Council
3 shall carry out the objectives of the National ECCD System by
4 performing the following functions:

- 5 (a) Promulgate policies and implement guidelines for ECCD
6 programs in consultation with **LGUs AND OTHER**
7 stakeholders, including the regional [~~level~~] **AND LOCAL**
8 **LEVELS** when appropriate, consistent with the national
9 policy and program frameworks as defined in this Act;
- 10 (b) ~~[Establish ECCD program]~~ **FORMULATE POLICIES AND**
11 standards [~~that reflect developmentally appropriate~~
12 ~~practices for ECCD programs, which shall interface with~~
13 ~~the kindergarten]~~ **TO ENSURE ALIGNMENT BETWEEN**
14 **THE K TO 12 BASIC EDUCATION CURRICULUM AND**
15 **THE ECCD CURRICULUM, WITH A FOCUS ON THE ROLE**
16 **OF LGUs, THROUGH THE LOCAL SCHOOL BOARDS, IN**
17 **IMPLEMENTING ECCD PROGRAMS IN THEIR**
18 **RESPECTIVE JURISDICTIONS;**
- 19 (c) Develop a national system for the recruitment, registration,
20 accreditation, continuing education and equivalency, and
21 credential system of ECCD service providers, supervisors
22 and administrators to improve and professionalize the
23 ECCD sector and upgrade quality standards of public and
24 private ECCD programs;
- 25 (d) **ESTABLISH STANDARDS FOR THE ESTABLISHMENT**
26 **OF NATIONAL CDCs AND CDCs OR THE CONVERSION**
27 **OF EXISTING DAYCARES INTO CDCs;**
- 28 (e) ~~[(d)]~~ Develop a national system of awards and recognition to
29 deserving ECCD program implementers and service
30 providers;

- 1 (f) [(e)] Promote, encourage and coordinate the various ECCD
2 programs of the [~~DepEd, the DSWD, the DOH and the NNC~~],
3 **ECCDC MEMBER AGENCIES, FACILITATE THE**
4 **COOPERATION BETWEEN SUCH MEMBER AGENCIES**
5 **AND THE LGUs**, and monitor the delivery of services to the
6 ECCD program beneficiaries nationwide;
- 7 (g) [(f)] Evaluate and assess the impact and outcome of various
8 ECCD programs nationwide through an effective
9 information system;
- 10 (h) [(g)] Develop a national system for early identification,
11 screening and surveillance of young children from age zero
12 (0) to four (4) years **WITH THE AIM OF UNIVERSAL**
13 **COVERAGE**;
- 14 (i) [(h)] Develop various support mechanisms that maximize
15 public and private resources for implementing ECCD
16 programs, giving priority to the needy and high risk children
17 from poor **AND DISADVANTAGED** communities;
- 18 (j) [(i)] Provide funds to poor and disadvantaged communities
19 for the establishment and expansion of public ECCD
20 programs, improvement of physical facilities and for hiring
21 of ECCD service providers;
- 22 (k) [(j)] Promote and encourage private sector initiatives for the
23 establishment of ECCD programs;
- 24 (l) [(k)] Provide guidelines for the conduct of solicitations from
25 local and international civic organizations, and request
26 private foundations to supplement available resources; and
- 27 (m) [(l)] Perform such other functions as the ECCD Council may
28 deem necessary.”

29
30 Sec. 7. Sec. 11 of the same Act is hereby amended to read as follows:

1 “SEC. 11. *Appropriations.* – The amount needed for the initial
2 implementation of this Act shall be charged against the current
3 year’s appropriations of the [~~DepEd, the DSWD, the DOH and the~~
4 ~~NNC~~] **ECCD COUNCIL AND LGUs** for the purpose. Thereafter, such
5 sums as may be necessary for the continued implementation of this
6 Act shall be included in the annual General Appropriations Act
7 (GAA.)

8 ~~[In addition, the Philippine Amusement and Gaming~~
9 ~~Corporation shall contribute an amount of Five hundred million~~
10 ~~pesos (P500,000,000.00) per year for five (5) years from its gross~~
11 ~~income to fund the establishment of National Child Development~~
12 ~~Centers and the conversion of existing Day Care Centers into Child~~
13 ~~Development Centers in various LGUs upon approval of this Act.~~
14 ~~Said amount shall be directly remitted in four (4) quarterly~~
15 ~~installments to a special account of the ECCD Council.]”~~

16
17 Sec. 8. A new section to be denominated as Section 14 is hereby
18 inserted in the same Act to read as follows:

19 “**SEC. 14. PROFESSIONALIZATION OF CDTs AND CDWs. –**
20 **EACH CITY OR MUNICIPALITY SHALL CREATE PLANTILLA**
21 **POSITIONS FOR CDTs AND CDWs. THE GUIDELINES FOR,**
22 **AMONG OTHERS, THE RECOMMENDED SALARY GRADES,**
23 **ELIGIBILITY AND QUALIFICATIONS, AND DUTIES AND**
24 **RESPONSIBILITIES, SHALL BE ISSUED BY THE ECCD COUNCIL**
25 **IN CONSULTATION WITH THE CIVIL SERVICE COMMISSION**
26 **AND THE DEPARTMENT OF BUDGET AND MANAGEMENT;**
27 **PROVIDED, THAT THE SALARY GRADES FOR CDTs SHOULD BE**
28 **NO LOWER THAN SALARY GRADE (SG) 8 AND NO HIGHER THAN**
29 **SG 11 IN CITIES, AND NO LOWER THAN SG 4 AND NO HIGHER**
30 **THAN SG 8 IN MUNICIPALITIES; PROVIDED FURTHER, THAT A**

1 CDT SHOULD HOLD AT LEAST A BACHELOR'S DEGREE IN
2 CHILDHOOD EDUCATION OR ELEMENTARY EDUCATION
3 PREFERABLY WITH SPECIALIZATION ON EARLY CHILDHOOD,
4 AND THAT A CDW SHOULD HOLD AT LEAST ANY DEGREE
5 RELATED TO ECCD SUCH AS BACHELOR'S DEGREE IN
6 PSYCHOLOGY, CHILD STUDY, AND FAMILY LIFE AND CHILD
7 DEVELOPMENT, AMONG OTHERS. CDTs AND CDWs SHALL
8 LIKEWISE COMPLETE TRAININGS OR SEMINARS RELATED TO
9 ECCD OR ECED TO BE DESIGNED AND REQUIRED BY THE
10 ECCDC AND PROVIDED BY THE ECCDC, ITS MEMBER
11 AGENCIES OR ACCREDITED ORGANIZATIONS.

12 DAY CARE WORKERS OR CDC WORKERS CURRENTLY
13 EMPLOYED BY THE LGUs SHALL BE GIVEN PRIORITY IN THE
14 FILLING UP OF PLANTILLA POSITIONS. IN CASE THEY DO NOT
15 MEET THE MINIMUM REQUIREMENTS FOR THE PLANTILLA
16 POSITIONS, THEY SHALL STILL BE PRIORITIZED AND SHALL
17 BE GIVEN FIVE (5) YEARS FROM THE EFFECTIVITY OF THIS
18 ACT TO FULFILL THE MINIMUM REQUIREMENTS.

19 THERE SHALL BE AT LEAST ONE CDT AND ONE CDW FOR
20 EVERY NATIONAL CDC, AND AT LEAST ONE CDW FOR EVERY
21 CDC, SUBJECT TO SEC. 16 OF THIS ACT.”

22
23 Sec. 9. A new section to be denominated as Section 15 is hereby
24 inserted in the same Act to read as follows:

25 **“SEC. 15. CREATION OF ECCD DIVISIONS IN CITIES AND**
26 **MUNICIPALITIES. – EVERY CITY AND MUNICIPALITY SHALL**
27 **CREATE AN ECCD DIVISION, TO BE UNDER THE**
28 **ADMINISTRATIVE SUPERVISION OF THE MAYOR, WHICH**
29 **SHALL MANAGE THE DAY-TO-DAY OPERATIONS OF CDCs,**

1 **INCLUDING THE MANAGEMENT OF CDTs AND CDWs IN THE**
2 **PERFORMANCE OF THEIR DUTIES.”**

3
4 Sec. 10. A new section to be denominated as Section 16 is hereby
5 inserted in the same Act to read as follows:

6 **“SEC. 16. STREAMLINING THE DELIVERY OF ECCD**
7 **SERVICES. – THE ECCD COUNCIL SHALL PROVIDE GUIDELINES**
8 **FOR THE STREAMLINING OF THE DELIVERY OF ECCD**
9 **SERVICES, TAKING INTO CONSIDERATION, AMONG OTHERS,**
10 **THE NUMBER OF YOUNG CHILDREN BEING SERVICED BY**
11 **EACH CDC, THE PHYSICAL ACCESSIBILITY OF CDCs, AND THE**
12 **AVAILABILITY OF FUNDS AND RESOURCES OF THE LGUs.”**

13 **STREAMLINING MEASURES MAY INCLUDE CLUSTERING**
14 **OF CDCs FOR MULTIPLE BARANGAYS, AND THE PROMOTION**
15 **OF HOME-BASED PROGRAMS AS FAR AS PRACTICABLE,**
16 **PARTICULARLY IN AREAS WHERE VERY FEW YOUNG**
17 **CHILDREN ARE SERVICED BY THE CDCs AND FOR LGUs WITH**
18 **LIMITED RESOURCES.”**

19
20 Sec. 11. *Implementing Rules and Regulations (IRR).* – The ECCD Council,
21 in consultation with appropriate government agencies and relevant
22 nongovernment organizations, shall formulate and issue the necessary rules
23 and regulations within sixty (60) days after the effectivity of this Act. The IRR
24 issued pursuant to this section shall take effect thirty (30) days after its
25 publication in a newspaper of general circulation.

26
27 Sec. 12. *Separability Clause.* – If any part or provision of this Act is held
28 invalid or unconstitutional, the other provisions not so declared shall remain
29 in force and effect.

1 Sec. 13. *Repealing Clause.* – All other laws, executive orders,
2 presidential decrees, administrative orders, rules and regulations, issuances
3 or parts thereof contrary to or inconsistent with the provisions of this Act are
4 hereby repealed or amended accordingly.

5
6 Sec. 14. *Effectivity.* – Notwithstanding the non-issuance of the IRR, this
7 Act shall take effect fifteen (15) days after its publication in the Official Gazette
8 or in a newspaper of general circulation.

Approved,