



21 JAN 14 P3:15

**SENATE**

**S.B. No. 1985**

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**Introduced by SEN. WIN GATCHALIAN**

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**AN ACT  
MANDATING THE ESTABLISHMENT AND IMPLEMENTATION OF THE  
PARENT EFFECTIVENESS SERVICE PROGRAM TO STRENGTHEN  
PARENTAL INVOLVEMENT IN THEIR CHILDREN'S DEVELOPMENT AND  
LEARNING AND APPROPRIATING FUNDS THEREFOR**

**EXPLANATORY NOTE**

The United Nations Convention on the Rights of the Child (UNCRC) recognizes the family as a fundamental group of society and the natural environment for the growth and well-being of all its members and particularly, children. It further recognizes that the child, for the full and harmonious development of his or her personality, should grow up in a family environment, in an atmosphere of happiness, love and understanding.<sup>1</sup> A child is defined by the UNCRC as "every human being below the age of 18 years unless, under the law applicable, majority is attained earlier."<sup>2</sup>

The 1987 Philippine Constitution confirms the UNCRC by recognizing the sanctity of family life and protecting and strengthening the family as a basic autonomous social institution.<sup>3</sup> The State recognizes the Filipino family as the foundation of the nation, strengthens its solidarity, and actively

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<sup>1</sup> Preamble of the UNCRC

<sup>2</sup> *Id.* at Article 1

<sup>3</sup> Section 12, Article II of the 1987 Constitution

promotes its total development.<sup>4</sup> Accordingly, the State shall defend the right of families or family associations to participate in the planning and implementation of policies and programs that affect them.<sup>5</sup>

The recognition of the family as a fundamental group of society and basic autonomous social institution proves that parent involvement has a substantial influence on the child's behavior and cognitive development in the early years.

In 1978, the Local Government Units (LGUs) implemented a devolved program of the then Ministry of Social Services and Development called the Parent Effectiveness Service (PES) Program. This program aimed to help parents, surrogate parents, guardians and other caregivers to enhance their knowledge, skills, and attitude in parenting.<sup>6</sup> This notwithstanding, research shows that there are various factors that still hinder parental involvement such as parental aspirations, access to learning and financial resources, efficacy in helping the child, finding time to be involved, the child's disposition toward studying, support from spouse, support from other family members, support from fellow parents and friends, past interaction with teachers, and school policies, among others.<sup>7</sup>

Further, statistics show that children, especially adolescents, have contracted sexually transmitted diseases such as Human Immunodeficiency Virus (HIV), engaged in premarital sex which resulted in early pregnancies, and dropped out of school:

- From January to March 2020, 129 adolescents were diagnosed to have HIV. Three were 10-14 years old; 23 were 15-17 years old; and 103 were 18-19 years old;<sup>8</sup>

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<sup>4</sup> *Id.* at Section 1, Article XV

<sup>5</sup> *Id.* at Section 3(4)

<sup>6</sup> Bautista, F., 2012. *Philippines: Capacity Development for Social Protection*. ADB Technical Assistance Consultant's Report, p. 7. <https://www.adb.org/sites/default/files/project-document/173665/43407-013-tacr-03.pdf>. Accessed on November 24, 2020.

<sup>7</sup> Garcia, A., 2018. *Parental Involvement Among Low-Income Filipinos: A Phenomenological Inquiry*. University of Nebraska - Lincoln, pp. 67 to 69. <https://digitalcommons.unl.edu/cgi/viewcontent.cgi?article=1310&context=cehsdiss>. Accessed on November 24, 2020.

<sup>8</sup> [https://doh.gov.ph/sites/default/files/statistics/EB\\_HARP\\_Jan-Mar\\_AIDSreg2020.pdf](https://doh.gov.ph/sites/default/files/statistics/EB_HARP_Jan-Mar_AIDSreg2020.pdf). Accessed on December 6, 2020.

- In 2019, the Commission on Population raised concerns about early and unplanned pregnancies by citing that around 500 teenage girls have given birth in the country every day as more adolescents engage in premarital sex. The Commission said some 196,000 Filipinos between the ages of 15 and 19 years old get pregnant each year;<sup>9</sup> and
- In 2017, the survey of out-of-school children and youth (OSCY) determined that the population in 2017 represents 9.1% of the 39.2 million Filipinos aged 6 to 24 years old, according to the Philippine Statistics Authority's 2017 Annual Poverty Indicators Survey. By age group, 83.1% of the 3.6 million OSCY were 16-24 years old; 11.2% were 12-15; and 5.7% were 6-11.<sup>10</sup>

The inefficacy of the PES Program is further bolstered by the challenges that parents face in education's new normal as brought about by the Coronavirus Disease 2019. Some parents aired their unpreparedness to homeschool their children, handle online learning for them, or even guide them through modules provided by their teachers.<sup>11</sup>

To prevent the dilemma faced by parents and society in childhood development, this bill stresses the importance of institutionalizing the PES Program as a tool to equip parents and parent substitutes, who are the first caregivers and educators of their children, the capacity to provide quality early childhood and adolescent care during the children's critical stage of human development.

The PES Program shall primarily cover fathers and mothers, surrogate parents, and caretakers of children below 18 years of age. It shall be established in every city and municipality and assist parents and parent substitutes in strengthening their knowledge and skills in responding to their parental duties and responsibilities. Modules which involve topics such as,

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<sup>9</sup> <https://pia.gov.ph/features/articles/1026925>. Accessed on December 6, 2020.

<sup>10</sup> [https://www.bworldonline.com/out-of-school-population-declines-in-2017-psa-says/#:~:text=THE%20population%20of%20persons%20of,Statistics%20Authority%20\(PSA\)%20said](https://www.bworldonline.com/out-of-school-population-declines-in-2017-psa-says/#:~:text=THE%20population%20of%20persons%20of,Statistics%20Authority%20(PSA)%20said). Accessed on December 6, 2020.

<sup>11</sup> <https://www.thestar.com.my/aseanplus/aseanplus-news/2020/10/06/many-unprepared-for-remote-learning>. Accessed on November 24, 2020.

but not limited to, the Filipino family, parenting issues and challenges, child development and protection, child behavior, health and nutrition, home management, and investment in adolescents shall be produced and rolled out in sessions to be administered by the DSWD. To ensure the resiliency and robustness of the program, the bill introduces the use of research methods, establishment of analytical framework, and assessment of the PES Program.

In terms of implementation, parent effectiveness sessions shall be conducted in every barangay. This is without prejudice to home visits whenever deemed to be more effective due to the observation of the day to day routines of the parents and their children inside their homes. Further, with borderless distance education being one of the visible manifestations of globalization, distance PES Program may likewise be utilized as a tool to raise awareness about the importance of parent involvement in childhood development in far-flung areas where some families are situated.

The PES Program shall be jointly implemented by the DSWD, the Department of Education, the Early Childhood Care and Development Council, the Department of Health, the Department of Justice, and the Department of the Interior and Local Government through the LGUs, in pursuit of their respective mandates and expertise on areas relating to family, child protection, and child development.

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



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*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 Parent*  
2 *Effectiveness Service Program Act*”.

3  
4           SEC 2. *Declaration of Policy.* – It is the declared policy of the State to  
5 recognize the sanctity of family life, protect and strengthen the family as a  
6 basic autonomous social institution and foundation of the nation, strengthen  
7 its solidarity, and actively promote its total development. The right of families  
8 or family associations to participate in the planning and implementation of  
9 policies and programs that affect them shall be promoted.

10           It is further the policy of the State to defend the right of children to  
11 assistance, including proper care and nutrition, and special protection from  
12 all forms of neglect, abuse, cruelty, exploitation, and other conditions

1 prejudicial to their development.

2  
3 SEC. 3. *Coverage.* – The Parent Effectiveness Service (PES) Program  
4 shall primarily cover fathers and mothers, surrogate parents, and caretakers  
5 of children below 18 years of age.

6  
7 SEC. 4. *Definition of Terms.* – As used in this Act, the following terms  
8 shall mean:

9 (a) PES Program – refers to a program on the provision and expansion  
10 of knowledge and skills of parents and parent substitutes on  
11 parenting to be able to respond to parental duties and  
12 responsibilities on the areas of early childhood development,  
13 behavior management of younger and older children, husband-wife  
14 relationships, prevention of child abuse, health care, and other  
15 challenges of parenting. It assists parents and parent substitutes to  
16 develop and strengthen their knowledge and skills so they can  
17 assume the major educational role in their child’s growth and  
18 development.

19 (b) Parent Substitute – refers to the guardian other than the biological  
20 parent who has custody over a child and is primarily responsible for  
21 his or her care, and physical, moral and intellectual development.  
22 It shall also include surrogate parents and caretakers.

23 (c) Module – refers to a component subject consisting of a written  
24 material with varied number of sessions, that together with other  
25 modules shall count towards the completion of the PES Program.

26  
27 SEC. 5. *Establishment of the PES Program.* – There is hereby established  
28 in every city and municipality a PES Program to assist parents and parent  
29 substitutes in strengthening their knowledge and skills in responding to their  
30 parental duties and responsibilities, protect and promote children’s rights,  
31 foster positive early childhood development, and advance their educational

1 progress. The PES Program shall consist of modules to be developed by the  
2 Department of Social Welfare and Development (DSWD), in coordination with  
3 the Department of Education (DepEd), the Early Childhood Care and  
4 Development (ECCD) Council, the School Governing Councils (SGCs), the  
5 Department of Health (DOH), the Department of Justice (DOJ), and the  
6 Department of the Interior and Local Government (DILG), and rolled out in  
7 such number of sessions as the DSWD and the Local Government Units  
8 (LGUs) may prescribe. Subject to modifications by the concerned LGUs to  
9 adapt to local context, the core of the modules shall embody the following  
10 principles:

11 (a) Parents and Parent Substitutes and their Roles and Needs. – This  
12 aims to provide participants with a deeper understanding of their  
13 different roles, needs, responsibilities, and joy as parents and  
14 parent substitutes by going through lessons that enrich their  
15 understanding of themselves. Facilitators will help participants  
16 identify individual strengths and weaknesses, describe factors  
17 that affect the characteristics of their personhood, ascertain the  
18 divergent needs of married parents, solo parents, grandparents,  
19 and other guardians in the family, and clarify family values and  
20 goals aligned with strengthening their role as parents who are  
21 the best people to support all aspects of their children’s growth  
22 and development, among others;

23 (b) The Filipino Family. – This aims to give an overview of family  
24 dynamics in the Philippine context. Facilitators will help  
25 participants understand the importance, functions, and  
26 characteristics of the family, and inform them of the family’s  
27 strengths and weaknesses to enable them to reflect building on  
28 their strengths to address their weaknesses so that they can be  
29 responsible members of the community, among others;

30 (c) Challenges of Parenting. – This aims to provide participants with  
31 a more in-depth understanding of the obstacles that will be faced

1 by parents and how stronger parenting skills will be able to  
2 address them. Innovations, technology, changes in values, and  
3 issues brought about by globalization and social media may be  
4 considered as challenges;

5 (d) Child Development. – This aims to provide participants with a  
6 proper understanding of child growth and development, different  
7 learning avenues for children, and domains of child development.  
8 This shall likewise include the importance of encouraging  
9 parents and parent substitutes to fully support their children’s  
10 cognitive development, most importantly their skills on Reading,  
11 Mathematics, Science, and Development;

12 (e) Keeping Children Safe from Abuse. – This aims to prevent child  
13 abuse by educating parents about the rights of their children and  
14 familiarizing them with risk factors of warning signs of abuse in  
15 children. It shall present the basic principles on laws relevant to  
16 violence and abuse against children and how to report incidents  
17 thereon to the proper government authorities;

18 (f) Building the Child’s Positive Behavior. – This aims to improve  
19 parental understanding of child behavior and promote and  
20 support the development and socialization of the child. Basic  
21 theories on child behavior, character development, and factors  
22 that can positively or negatively affect the same shall be  
23 discussed;

24 (g) Health and Nutrition. – This aims to provide adequate  
25 information on common health and nutrition needs of children,  
26 common childhood diseases, basic nutrition principles, and  
27 growth monitoring;

28 (h) Home Management. – This aims to provide participants with  
29 practical ideas on how to manage their respective households  
30 through proper time, financial, and stress management;

31 (i) Keeping a Healthy Environment for the Child. – This aims to



1 show the importance of physical environment cleanliness in  
2 creating a strong household. Waste management and community  
3 environmental management efforts shall be discussed; and

4 (j) Investment in Adolescents. – Adolescence is the developmental  
5 period during which a dependent child grows into an  
6 independent adult. This aims to help parents and parent  
7 substitutes to navigate their children’s risks and vulnerabilities  
8 and set them on the path to fulfill their potential. Risks and  
9 vulnerabilities may include, but not limited to, dropping out of  
10 school, identity crisis, gender confusion, hormonal changes,  
11 exposure to drugs, early marriage and pregnancies. Parents and  
12 parent substitutes shall be taught how to empower their children  
13 by preparing them for adulthood and citizenship and investing in  
14 their well-being, holistic development, and active participation in  
15 society.

16 The LGUs may design and contextualize their own modules as they  
17 deem appropriate taking into consideration the needs and challenges of the  
18 families in the communities under their respective jurisdictions and the  
19 progress and result of the PES Program implementation.

20  
21 *SEC. 6. Research Methods, Analytical Framework, and Assessment of*  
22 *the PES Program.* – To continuously and effectively improve the design and  
23 implementation of the PES Program, the DSWD, in coordination with the  
24 DepEd, the ECCD Council, the SGCs, the DOH, the DOJ, and the DILG  
25 through the LGUs, shall conduct research focused on effective and evidence-  
26 based policies and best practices on parent effectiveness, child welfare, child  
27 development, adolescence, family, health, education, and social protection,  
28 among others.

29 An analytical framework shall be established to determine how parent  
30 effectiveness and child development are interrelated. The analytical  
31 framework shall be utilized, among others, to gauge the use of resources,

1 evaluate the efficiency, understand the forms and drivers of change and the  
2 linkages between certain programmatic features and outcomes, and assess  
3 the sustainability of the PES Program.

4 The LGUs shall continuously evaluate the effectiveness of the PES  
5 Program by devising data-driven metrics, including but not limited to the  
6 participation rate of the parents and parent substitutes in the PES Program  
7 and the result of the children's evaluation of their parents and parent  
8 substitutes.

9  
10 **SEC. 7. *Implementing Tools for the PES Program.*** – The PES Program,  
11 particularly the parent effectiveness sessions, shall be implemented by the  
12 cities and municipalities through their respective social welfare and  
13 development offices and LGUs. Parent effectiveness sessions shall be  
14 conducted in every barangay at such schedule and interval to be determined  
15 by the social welfare and the LGU officers concerned. For this purpose, the  
16 officers shall, on an annual basis, prepare and submit to the local chief  
17 executive a complete program and schedule of the parent effectiveness  
18 sessions covering all barangays of their respective jurisdictions.

19 Reaching parents to facilitate and share skills and knowledge about  
20 parenting and support to learning may include intensive home visits which  
21 may be effective to recognize, respect, and build on existing strengths of  
22 parents and parent substitutes.

23 Distance PES Program may likewise be used as a tool to raise  
24 awareness about the importance of parenting within the broader community.

25 The PES Program conducted pursuant to this Act shall constitute as  
26 full and complete compliance with the PES component incorporated under  
27 Republic Act No. 8980, otherwise known as the "ECCD Act", and such other  
28 government programs mandating the delivery of the PES Program as requisite  
29 for program coverage and entitlement.

30  
31 **SEC. 8. *Implementing Agencies and Organizations and Their***

1 *Responsibilities.* – The implementation of the PES Program shall be the joint  
2 responsibility of the national government agencies, LGUs, non-governmental  
3 organizations, and other private organizations that promote parental and  
4 community involvement in the child’s learning and development.

5 The DSWD shall be primarily responsible for promoting, strengthening,  
6 and enhancing the well-being of Filipino families by providing integrated,  
7 comprehensive and developmental services in a fair, just and peaceful  
8 society.

9 The DepEd, the ECCD Council, the SGCs, and the DOH shall  
10 incorporate important principles on social services, early education, learning  
11 and holistic development, health, and nutrition in the PES Program and  
12 provide supplementary learning materials and reference materials thereon.

13 The DOJ shall ensure that the PES Program shall be guided by the  
14 principles of non-discrimination, best interests of the child, and the right of  
15 the child to life. It shall also guarantee the legal protection of all children.

16 The DILG shall recognize the LGUs which are outstanding in the  
17 implementation of the PES Program by providing an annual recognition and  
18 a mechanism for their modules to be replicated or adopted by other LGUs.

19 The LGUs shall coordinate with the relevant government agencies to  
20 ensure the implementation of the PES Program. They may collaborate with  
21 the DepEd’s Schools Division Offices in providing facilities for the conduct  
22 thereof. The LGUs shall likewise provide incentives to parents and parent  
23 substitutes who actively participated or garnered high evaluation rates from  
24 their children in the PES Program.

25 The families and communities shall support the PES Program by  
26 participating in various projects for the overall development of their children.

27  
28 *SEC. 9. Capacity Building.* – The DSWD, the DepEd, the DOH, the DOJ,  
29 the DILG, and LGUs shall assist the cities and municipalities in developing  
30 the required competencies of facilitators who shall be deployed to conduct  
31 parent effectiveness sessions in the barangays. The facilitators shall include,

1 but not limited to, parents and parent substitutes, educational psychologists,  
2 health professionals, social workers, teachers, and other paraprofessionals.

3 The capacity building shall focus on the important skills that must be  
4 possessed by facilitators such as the ability to connect with families in a way  
5 that is mutually respectful and reciprocal, set goals with families, prepare  
6 them to adopt behaviors and engage in activities that enhance children's  
7 development and early learning, promote the rights of the child, and prevent  
8 child abuse, among others.

9 For the LGUs and their personnel, capacity building shall focus on the  
10 monitoring and evaluation of the PES Program in terms of facilities, modules,  
11 and competence assessment of the facilitators, among others. LGUs shall  
12 likewise designate their respective personnel to be trained to gather, analyze,  
13 and interpret data and establish a comprehensive action plan for a more  
14 effective implementation of the PES Program.

15  
16 **SEC. 10. *Development and Production of PES Manuals.*** – The DSWD, in  
17 coordination with the DepEd and the ECCD Council, the DOH, the DOJ, and  
18 the DILG through the LGUs shall, within three (3) months from the effectivity  
19 of this Act, develop and produce the PES Module Manuals to be utilized by  
20 the facilitators in conducting the parent effectiveness sessions, subject to  
21 modifications by the concerned LGUs for local adaptation.

22  
23 **SEC. 11. *Appropriations.*** – The funds necessary to carry out the  
24 responsibilities delegated to the DSWD, the DepEd, the ECCD Council, the  
25 DOH, the DOJ, and the DILG shall be sourced from their current  
26 appropriations. Thereafter, the funds necessary for the continuing  
27 implementation of the mandate under this Act shall be included in the  
28 Annual General Appropriations Act.

29 The costs for conducting the parent effectiveness sessions and other  
30 expenses relevant thereto shall be charged against the respective  
31 appropriations of the cities and municipalities or the Special Education Fund

1 as the case may be.

2

3 SEC. 12. *Implementing Rules and Regulations.* – Within sixty (60) days  
4 from the effectivity of this Act, the DSWD, in coordination with the DepEd,  
5 the ECCD Council, the DOH, the DOJ, and the DILG, shall issue the rules  
6 and regulations for the effective implementation of this Act.

7 The Implementing Rules and Regulations issued pursuant to this  
8 section shall take effect thirty (30) days after its publication in a newspaper  
9 of general circulation.

10

11 SEC. 13. *Separability Clause.* – If any part or provision of this Act is  
12 declared invalid or unconstitutional, the remaining parts or provisions not  
13 affected shall remain in full force and effect.

14

15 SEC. 14. *Repealing Clause.* – All other laws, presidential decrees,  
16 executive orders, administrative orders, rules and regulations, issuances, or  
17 parts thereof contrary to or inconsistent with the provisions of this Act are  
18 hereby repealed, amended, or modified accordingly.

19

20 SEC. 15. *Effectivity.* – Notwithstanding the non-issuance of the IRR, this  
21 Act shall take effect fifteen (15) days after its publication in the Official  
22 Gazette or in a newspaper of general circulation.

Approved,