

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City



TWENTIETH CONGRESS
Second Regular Session

HOUSE BILL NO. 11418

Introduced by: **Rep. MARIA VANESSA C. AUMENTADO**

EXPLANATORY NOTE

The State recognizes the dignity of every person and is committed to a humane, effective, and rehabilitative justice system that protects public safety while providing qualified offenders meaningful opportunities for reform and reintegration.

The Parole and Probation Administration (PPA) plays a vital role in the country's community-based correctional system. Through probation, parole, and related programs, the PPA supervises individuals in the community, facilitates rehabilitation, assists in their reintegration, and helps prevent recidivism. However, increasing caseloads, expanding responsibilities, geographic challenges, and the growing need for specialized rehabilitation services require the PPA to be provided with stronger institutional, personnel, technological, and operational capabilities.

This proposed measure seeks to strengthen the PPA by improving its organizational structure, personnel complement, caseload management, professional development, infrastructure, transportation, and field-operation resources. It also institutionalizes evidence-based risk and needs assessment and individualized case management to ensure that rehabilitation interventions are responsive to the circumstances and needs of persons under supervision.

The bill further promotes employment, livelihood, education, skills training, counseling, family reintegration, community service, and other rehabilitation programs. It strengthens coordination among the PPA, courts, Board of Pardons and Parole,

national government agencies, local government units, civil society organizations, educational institutions, and private-sector partners.

Recognizing the importance of modern technology, the measure provides for an integrated and secure electronic case-management system while ensuring compliance with data privacy, cybersecurity, and confidentiality requirements. It likewise strengthens research, monitoring, and evaluation to measure program effectiveness, successful completion, employment and reintegration outcomes, and recidivism.

The bill also provides for the welfare, safety, and professional development of PPA personnel and establishes a Parole and Probation Administration Modernization and Development Fund to support infrastructure, digitalization, equipment, transportation, training, research, and other essential modernization requirements.

A strengthened community-based correctional system benefits not only persons under probation and parole, but also their families, victims, communities, and the Filipino people. By combining accountability, effective supervision, rehabilitation, and reintegration, the State can promote safer communities and reduce the likelihood of reoffending.

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



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HOUSE BILL NO. 11418

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AN ACT

**STRENGTHENING THE PAROLE AND PROBATION ADMINISTRATION,
PROVIDING FOR ITS ORGANIZATIONAL AND OPERATIONAL CAPACITY,
ENHANCING COMMUNITY-BASED CORRECTIONS, REHABILITATION AND
REINTEGRATION PROGRAMS, APPROPRIATING FUNDS THEREFOR, AND FOR
OTHER PURPOSES**

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

SECTION 1. Short Title. This Act shall be known as the "Strengthening the Parole and Probation Administration Act."

SEC. 2. Declaration of Policy. It is hereby declared the policy of the State to promote a humane, effective, restorative, and community-based correctional system that recognizes the dignity and potential for reform of persons under probation, parole, and other forms of community-based correction.

The State shall strengthen the capacity of the Parole and Probation Administration (PPA) to effectively supervise probationers, parolees, pardonees, and other persons placed under its jurisdiction; prevent recidivism; promote rehabilitation; facilitate social reintegration; protect communities; and support the administration of justice.

The State further recognizes that effective community-based corrections can complement institutional corrections by providing individualized supervision and

rehabilitation while allowing qualified offenders to remain productive members of their families and communities.

SEC. 3. Objectives. This Act shall pursue the following objectives:

- a. Strengthen the institutional, organizational, financial, technological, and human-resource capacity of the PPA;
- b. Establish adequate staffing and reasonable caseload standards for probation and parole officers;
- c. Improve the quality, timeliness, and reliability of investigation, assessment, supervision, and monitoring services;
- d. Develop evidence-based rehabilitation and reintegration programs addressing the individual risks, needs, and circumstances of persons under community-based corrections;
- e. Strengthen coordination among the PPA, courts, Board of Pardons and Parole, Department of Justice, Department of the Interior and Local Government, local government units, law enforcement agencies, educational institutions, health and social welfare agencies, civil society organizations, and other relevant stakeholders;
- f. Establish a modern and secure information and case-management system;
- g. Expand access to livelihood, employment, education, skills training, counseling, and other reintegration services;
- h. Strengthen community participation through the Volunteer Probation Assistant Program and other appropriate mechanisms;
- i. Protect the rights, privacy, dignity, and welfare of probationers, parolees, pardonees, and PPA personnel; and
- j. Reduce recidivism and improve public safety through effective supervision, rehabilitation, accountability, and reintegration.

SEC. 4. Strengthening of the Parole and Probation Administration. The Parole and Probation Administration, an agency attached to the Department of Justice, shall be strengthened as the principal government agency responsible for the administration of the country's probation and parole system and for the implementation of community-based correctional programs as may be provided by law.

The PPA shall continue to perform the functions vested in it under existing laws, including Presidential Decree No. 968, as amended, Executive Order No. 292, otherwise known as the Administrative Code of 1987, Republic Act No. 10707, and other relevant laws.

Nothing in this Act shall be construed as diminishing or transferring the powers and functions of the courts, the Board of Pardons and Parole, or other agencies as provided by law.

SEC. 5. Powers and Functions. In addition to its existing powers and functions, the PPA shall:

- a. Develop and implement national standards for probation and parole investigation, assessment, supervision, rehabilitation, and reintegration;
- b. Establish evidence-based risk and needs assessment mechanisms for persons under its supervision;
- c. Develop individualized case management plans based on the assessed risks, needs, strengths, circumstances, and rehabilitation potential of each client;
- d. Establish programs addressing substance-use concerns, behavioral concerns, family relationships, education, employment, livelihood, and other factors associated with successful reintegration;
- e. Establish mechanisms for timely referral to government and private service providers;
- f. Develop and maintain an integrated electronic case-management and information system;
- g. Establish data-driven systems for measuring recidivism, compliance, rehabilitation outcomes, employment, reintegration, and other relevant indicators;
- h. Develop partnerships with public and private employers to facilitate lawful employment opportunities for qualified persons who have completed or are undergoing community-based corrections;
- i. Coordinate with local government units for community-based rehabilitation and reintegration services;
- j. Strengthen programs for victims, families, and communities affected by criminal offenses, consistent with applicable laws and the rights of all concerned;
- k. Develop continuing education and professional development programs for PPA personnel;
- l. Establish standards for the protection and security of confidential case records;
- m. Strengthen the Volunteer Probation Assistant Program;
- n. Conduct periodic studies on the effectiveness of probation and parole programs; and
- o. Perform such other functions as may be necessary to accomplish the purposes of this Act.

SEC. 6. Organizational Structure. The PPA shall be headed by an Administrator and assisted by two (2) Deputy Administrators, (1) Deputy Administrator for Operations and (1) for Deputy Administrator for Administration. The Administrator and his Deputy Administrator shall be appointed by the President upon the recommendation of the Secretary of Justice.

1. The Administrator shall have the rank, salaries, allowances and retirement privileges of a Director VI.

2. The Deputy Administrators shall have the rank, salaries, allowances and retirement privileges of a Director V.
3. The Administration shall have the following services in the Central Office to be headed by a Director who shall have the rank, salaries, allowances and retirement privileges of a Director II with qualifications requirements and based on general Civil Service Commission (CSC) qualification standards; namely, (a) Administrative Service, (b) Financial and Management Service, (c) Planning Service, (d) Legal Service, (e) Technical Service, (f) Rehabilitation Program Management Service, and (g) Information Technology and Case Management.
4. The Regional Offices of the Administration shall each be headed by Regional Director who shall be assisted by an Assistant Regional Director and shall be appointed by the President upon the recommendation of the Secretary of Justice. The Regional Director shall have the rank, salaries, allowances, and retirement privileges of a Director IV. An Assistant Regional Director shall have the rank, salaries, allowances and retirement privileges equivalent to the Salary Grade of a Director III

SEC. 7. Personnel Complement. The PPA shall be provided with an adequate number of probation and parole officers, social workers, psychologists, guidance counselors, legal personnel, administrative personnel, information technology specialists, program officers, researchers, and other technical and support personnel necessary for the effective implementation of this Act.

The Department of Budget and Management (DBM), in coordination with the Department of Justice and the PPA, shall periodically review the personnel complement of the Administration based on:

- a. Number of active cases;
- b. Average caseload per officer;
- c. Geographic coverage;
- d. Population and demographic conditions;
- e. Complexity and risk level of cases;
- f. Availability of community-based services; and
- g. Other relevant workload indicators.

SEC. 8. Caseload Standards. The PPA shall establish reasonable caseload standards for probation and parole officers.

Caseload assignments shall consider the risk and needs classification of persons under supervision. High-risk and complex cases shall receive more intensive supervision and shall not be assigned in a manner that prevents the probation or parole officer from providing appropriate services.

The PPA shall submit to Congress, through the appropriate committees, an annual report on caseload levels and staffing requirements.

SEC. 9. Recruitment and Professional Development. The PPA shall establish a continuing professional development program for its personnel.

Training shall include, among others:

- a. Evidence-based probation and parole supervision;
- b. Risk and needs assessment;
- c. Case management;
- d. Restorative justice principles;
- e. Counseling and behavioral interventions;
- f. Crisis intervention;
- g. Substance-use intervention and referral;
- h. Family and community reintegration;
- i. Child and vulnerable-person protection;
- j. Human rights and ethical standards;
- k. Data protection and cybersecurity;
- l. Report writing and investigation;
- m. Conflict management and de-escalation; and
- n. Leadership and public administration.

The PPA shall coordinate with appropriate government agencies, universities, professional organizations, and accredited institutions for specialized training and certification programs.

SEC. 10. Risk and Needs Assessment. The PPA shall establish a standardized, evidence-based risk and needs assessment system for persons placed under probation, parole, or other community-based supervision.

The assessment shall be used solely for legitimate correctional, rehabilitation, supervision, and public-safety purposes and shall not be used as an automatic substitute for judicial or administrative determinations required by law.

Assessment tools shall be periodically reviewed and validated by qualified professionals.

SEC. 11. Individualized Case Management. Every probationer, parolee, pardonee, or other person under PPA supervision shall, whenever practicable, be provided with an individualized case management plan.

The plan may include:

- a. Supervision requirements;
- b. Counseling and behavioral programs;

- c. Education and literacy programs;
- d. Technical and vocational training;
- e. Employment and livelihood assistance;
- f. Family reunification and support;
- g. Community service;
- h. Health and social service referrals;
- i. Substance-use intervention and rehabilitation;
- j. Life-skills development;
- k. Faith-based or culturally appropriate support, when voluntarily requested and consistent with law; and
- l. Other interventions appropriate to the person's circumstances.

SEC. 12. Rehabilitation and Reintegration Programs. The PPA shall establish and continuously improve national rehabilitation and reintegration programs designed to reduce recidivism and promote responsible citizenship.

Programs shall prioritize, where appropriate:

- a. Employment placement;
- b. Entrepreneurship and livelihood;
- c. Technical-vocational education;
- d. Basic and higher education;
- e. Digital literacy;
- f. Financial literacy;
- g. Family counseling;
- h. Mental and behavioral wellness services through appropriate government or private providers;
- i. Substance-use rehabilitation and referral;
- j. Life-skills development;
- k. Community service;
- l. Restorative justice initiatives; and
- m. Other evidence-based interventions.

SEC. 13. Employment and Livelihood Assistance. The PPA shall establish a national employment and livelihood referral program in coordination with the Department of Labor and Employment, Technical Education and Skills Development Authority, Department of Trade and Industry, Department of Social Welfare and Development, local government units, and qualified private-sector partners.

The program shall facilitate access to skills training, job referrals, entrepreneurship assistance, livelihood programs, and other lawful economic opportunities.

No person shall be denied employment solely on the basis of having undergone probation or parole when such denial is prohibited by law.

SEC. 14. Community-Based Rehabilitation Partnerships. The PPA shall enter into appropriate agreements with local government units, civil society organizations, academic institutions, professional organizations, religious and faith-based organizations, employers, and other qualified entities to provide rehabilitation and reintegration services.

Such partnerships shall comply with applicable procurement, auditing, data privacy, child protection, and other relevant laws.

SEC. 15. Strengthening of the Volunteer Probation Assistant Program. The existing Volunteer Probation Assistant Program shall be strengthened and expanded as a mechanism for community participation in probation and parole services.

Volunteer Probation Assistants shall assist the PPA in accordance with law and applicable regulations.

They shall undergo appropriate screening, orientation, training, accreditation, and continuing education before being assigned to assist in community-based supervision.

The PPA shall provide reasonable transportation, meal, communication, training, and other necessary allowances to qualified volunteers, subject to the availability of appropriations and applicable accounting and auditing rules.

This provision shall be implemented consistently with Republic Act No. 10707 and Executive Order No. 468.

SEC. 16. Digital Case Management System. The PPA shall establish and maintain an integrated and secure electronic case-management system.

The system shall, as appropriate:

- a. Maintain electronic case records;
- b. Track investigation and supervision activities;
- c. Monitor compliance with conditions of probation or parole;
- d. Generate statistical and management reports;
- e. Facilitate coordination among authorized PPA offices;
- f. Provide appropriate interfaces with other government justice-sector information systems; and
- g. Support evidence-based policy development.

The system shall comply with the Data Privacy Act of 2012, cybersecurity laws, government information-security standards, and applicable rules on confidentiality of probation and parole records.

SEC. 17. Confidentiality and Protection of Records. All investigation reports, case records, supervision histories, risk assessments, personal information, and other records obtained or generated by the PPA in connection with its official functions shall remain confidential and shall be disclosed only in accordance with law.

Nothing in this Act shall diminish the confidentiality protections provided under existing law, including Presidential Decree No. 968, as amended.

Unauthorized access, disclosure, alteration, reproduction, or use of confidential records shall be subject to applicable administrative, civil, and criminal laws.

SEC. 18. Inter-Agency Coordination. The PPA shall establish mechanisms for regular coordination with:

- a. Department of Justice;
- b. Supreme Court and the courts, subject to judicial independence;
- c. Board of Pardons and Parole;
- d. Bureau of Corrections;
- e. Bureau of Jail Management and Penology;
- f. Philippine National Police;
- g. Department of the Interior and Local Government;
- h. Department of Social Welfare and Development;
- i. Department of Labor and Employment;
- j. Technical Education and Skills Development Authority;
- k. Department of Education;
- l. Department of Health;
- m. Department of Trade and Industry;
- n. Local government units;
- o. Public and private educational institutions;
- p. Civil society organizations; and
- q. Other agencies and organizations as may be necessary.

Such coordination shall respect the respective mandates and legal authorities of each agency.

SEC. 19. Local Government Support. Local government units are encouraged to establish or strengthen local programs supporting persons under probation and parole.

Such programs may include employment referral, livelihood assistance, skills training, counseling, community service placements, educational assistance, family support, and other rehabilitation services.

LGUs may enter into memoranda of agreement with the PPA for the implementation of community-based correctional programs, subject to applicable laws and regulations.

SEC. 20. Specialized Programs. The PPA shall establish specialized intervention programs for persons requiring particular forms of assistance, including:

- a. Youth and young adult offenders, when covered by applicable law;
- b. Persons with substance-use concerns;
- c. Persons requiring psychological or behavioral interventions;
- d. Persons with disabilities;
- e. Elderly persons;
- f. Persons requiring employment or livelihood assistance;
- g. Persons with significant family reintegration needs; and
- h. Other vulnerable or special populations identified through assessment.

SEC. 21. Community Service Programs. The PPA shall develop and maintain a national registry of appropriate community-service opportunities in coordination with LGUs and qualified public or private organizations.

Community-service assignments shall be consistent with court orders, applicable laws, and the dignity and safety of the person performing the service.

SEC. 22. Family Reintegration. The PPA shall develop programs that promote healthy family relationships and responsible reintegration.

Where appropriate, programs may include family counseling, parenting education, mediation, referral services, and assistance in restoring family and community relationships.

SEC. 23. Research and Evaluation. The PPA shall establish a research and evaluation unit or strengthen its existing research capability to conduct studies on:

- a. Recidivism;
- b. Effectiveness of rehabilitation programs;
- c. Caseload and staffing requirements;
- d. Compliance with probation and parole conditions;
- e. Employment and reintegration outcomes;
- f. Community participation;
- g. Cost-effectiveness of community-based corrections; and
- h. Other matters relevant to probation and parole administration.

Research findings shall be used to improve policies and programs.

SEC. 24. Performance Monitoring. The PPA shall establish measurable performance indicators, including, as appropriate:

- a. Timeliness of investigation reports;

- b. Supervision compliance;
- c. Completion of rehabilitation programs;
- d. Employment and livelihood outcomes;
- e. Successful completion of probation and parole;
- f. Recidivism rates;
- g. Client satisfaction;
- h. Caseload per officer;
- i. Availability of rehabilitation services; and
- j. Other indicators determined by the PPA and DOJ.

SEC. 25. Annual Report. The PPA shall submit an annual report to the President and to the appropriate committees of the Senate and House of Representatives not later than March 31 of the succeeding year.

The report shall include:

- a. Number of probationers, parolees, pardonees, and other persons supervised;
- b. Investigation and supervision statistics;
- c. Caseload and personnel data;
- d. Program completion rates;
- e. Recidivism indicators;
- f. Employment and reintegration outcomes;
- g. Financial expenditures;
- h. Staffing requirements;
- i. Infrastructure and equipment requirements;
- j. Digitalization and information-system development;
- k. Challenges encountered; and
- l. Recommendations for legislative and administrative action.

SEC. 26. Infrastructure and Equipment. The PPA shall be provided with adequate offices, training facilities, transportation, communication equipment, information technology infrastructure, security equipment, furniture, and other facilities necessary for the effective performance of its functions.

Priority shall be given to underserved, geographically isolated, and high-case-volume areas.

SEC. 27. Transportation and Field Operations. The PPA shall be provided with adequate transportation and operational resources necessary for home visits, field supervision, investigations, community coordination, court-related activities, and other official functions.

The DBM shall ensure that the annual appropriations proposal of the PPA includes sufficient funding for field operations based on actual geographic and workload requirements.

SEC. 28. Personnel Welfare and Safety. The PPA shall establish programs promoting the occupational safety, welfare, mental well-being, professional development, and security of its personnel.

Appropriate security protocols shall be developed for personnel performing high-risk field assignments.

SEC. 29. Incentives for Outstanding Service. Subject to existing compensation and civil service laws, the PPA may establish recognition and incentive programs for personnel and Volunteer Probation Assistants who demonstrate exceptional performance, innovation, integrity, and contribution to successful rehabilitation and community reintegration.

SEC. 30. Appropriations. The amount necessary for the initial implementation of this Act shall be charged against the current appropriations of the Parole and Probation Administration. Thereafter, such sums as may be necessary for the full and effective implementation of this Act shall be included in the annual General Appropriations Act.

SEC. 31. PPA Modernization and Development Fund. There is hereby established a Parole and Probation Administration Modernization and Development Fund, which shall be used exclusively to support the modernization and strengthening of the Administration.

The Fund shall be included in the appropriations of the PPA and shall be subject to existing budgeting, accounting, procurement, and auditing laws.

The Fund may support:

- a. Digital transformation;
- b. Construction and rehabilitation of PPA offices;
- c. Acquisition of vehicles and field equipment;
- d. Development of rehabilitation facilities and training centers;
- e. Information security and cybersecurity;
- f. Research and program evaluation;
- g. Professional development; and
- h. Other capital and development requirements approved under the national budget.

SEC. 32. Implementing Rules and Regulations. Within ninety (90) days from the effectivity of this Act, the Secretary of Justice, through the PPA and in consultation with the DBM, Civil Service Commission, relevant government agencies, local government

units, and other stakeholders, shall promulgate the rules and regulations necessary for the effective implementation of this Act.

The implementing rules and regulations shall include standards for staffing, caseload management, rehabilitation programs, digital case management, volunteer participation, performance measurement, and inter-agency coordination.

SEC. 33. Congressional Oversight. There shall be established a Joint Congressional Oversight Committee on the Strengthening of the Parole and Probation Administration composed of members of the appropriate committees of the Senate and House of Representatives.

The Committee shall monitor and evaluate the implementation of this Act for a period of five (5) years from its effectivity.

SEC. 34. Separability Clause. If any provision of this Act is declared unconstitutional or invalid, the other provisions not affected thereby shall remain in full force and effect.

SEC. 35. Repealing Clause. All laws, decrees, executive orders, rules, regulations, or other issuances, or parts thereof, inconsistent with the provisions of this Act are hereby repealed, amended, or modified accordingly.

Nothing in this Act shall be construed to repeal or diminish provisions of Presidential Decree No. 968, as amended, Republic Act No. 10707, Executive Order No. 292, Executive Order No. 468, or other laws relating to probation, parole, executive clemency, and community-based corrections, except insofar as they are inconsistent with this Act.

SEC. 36. Effectivity. This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation.

Approved,