

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

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SENATE

S.B. NO. 1281

Introduced by Senator Rodolfo G. Biazon

EXPLANATORY NOTE

The Philippines currently ranks 12th among the most populated countries in the world (US Census Bureau, 2003) with our total population at 82 million. And with an annual growth rate of 2.36%, our population is expected to double in 29 years (National Statistics Office). The 2.36 growth rate is still very high compared to our ASEAN neighbors such as Thailand and Indonesia, which have reduced their growth rates to 1.4 and 1.6, respectively. While Thailand and the Philippines had almost the same population size in 1965, our country had about 14 million more people than Thailand in 2000 (Orbeta, 2002).

Our large and still rapidly growing population impacts on the country's development. Rapid population growth impacts on the country's development. Our large population heavily strains the government's capacity to provide basic social services, develop the rural areas, and stem the tide of rapid rural-to-urban migration. Congestion in many urban centers have led to a host of problems such as housing shortage, unemployment, poor nutrition, flooding, diseases, inadequate educational facilities and shortage in educators, pollution, and a breakdown in the peace and order situation.

- In 2003, the government spent a mere 37 centavos per day for the health care of every Filipino. The health budget is 4 times smaller than defense and 20 times smaller than the allocation for debt servicing (ISSA, 2003).
- There is only 1 government doctor for every 28,493 people; 1 government nurse for every 16,986; and 1 government midwife for every 5,193; there is only one rural health unit to provide service to 29,746 people (ISSA, 2003);
- There is a shortage of 39,383 classrooms and a teacher shortage of 49,212 (Phil. Star, 11 March 2004).
- Only 67 percent of students entering grade 1 complete the elementary level (UN, 2003).
- Approximately 3.4 million Filipinos are unemployed while 4.6 million are underemployed (NSO, 2002).

The country's rapidly growing population is also one among the crucial factors that need to be addressed in the battle against intergenerational poverty. 39.4 percent of our population or almost 31 million Filipinos live on less than fifty pesos a day (UN, 2003). Studies have also revealed that poverty incidence is greater among families that have more children. Only 23.8% of families with four members are poor in contrast to almost half (48.7%) of families with seven members that are poor (NSO 2000).

By age bracket, 37 percent of the total population belongs to the 0-14 age group while 4 percent to that of 65 and above. Therefore, there exists a high dependency ratio that strains our resources both at the household and national levels (NSO, 2000). Per capita income, which was 44,591 pesos in 2000 or roughly 124 pesos per person per day, is one of the lowest in the world (UN, 2003). We also have the lowest GDP per capita growth in East and Southeast Asia at less than 1.5% (Pernia, 2003).

Moreover, our unmanaged population growth negatively impacts on the environment's carrying capacity that puts increased pressure on various ecosystems. Because of systemic degradation due to a variety of factors including logging, kaingin, and population encroachment, total forest cover has decreased from 6.2 million hectares in 1990 to 5.4 million hectares in 1997, consequently reducing its share to total land area from 21% to 18% (UN, 2003). Each person in highly urbanized cities such as Quezon City, Davao City, and Cebu City produces 0.54 kilograms of garbage every day; This translates to a daily average of 6,600 tons of garbage for the entire Metro Manila, 621 tons for Davao City, and 387 tons for Cebu City (ADB and DENR, 2003). The air pollution level in Metro Manila is three times higher than the standard set by the World Health Organization for air quality (PLCPD, 2000). Fifty out of the country's 421 river systems are now biologically dead (PLCPD, 2000).

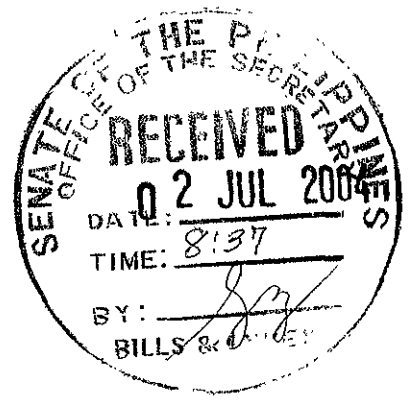
The multi-faceted nature of the problems besetting our country and its people calls for the vital recognition of the interdependent relationship between population and sustainable development. Achieving rational population growth and distribution should be defined in the context of available resources and the country's carrying capacity, and should respect every Filipino's right to self-determination by empowering them to decide rationally through the provision of complete and up-to-date information and quality services.

The government should include initiatives to build capabilities to integrate population variables, including migration and urbanization, into development policies, plans and programs at the national, regional and local levels. It is hoped that this bill will address such an urgent and important goal.

The passage of this bill is earnestly requested.


RODOLFO G. BIAZON
Senator

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AN ACT
ESTABLISHING AN INTEGRATED POPULATION AND DEVELOPMENT POLICY,
STRENGTHENING ITS IMPLEMENTING MECHANISM AND FOR OTHER
PURPOSES

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

1 **SECTION 1. Title.** - This Act shall be known as the *"Integrated Population and*
2 *Development Act."*

3 **Sec. 2. Declaration of Policies.** - The State shall promote a just and dynamic social
4 order that shall ensure the prosperity of the country and free the people from poverty through
5 policies that provide adequate social services, promote full employment, a rising standard of
6 living and improved quality of life for all.

7 The State shall protect and advance the right of the people to a balanced and healthful
8 ecology.

9 Towards this end, the State shall ensure sustainable development and guarantee human
10 rights. As such, it shall recognize the dynamic interrelationships of population, development and
11 environment through their integration into national and local policies, programs, strategies and
12 plans including the appropriation, allocation and mobilization of resources at all levels.

13 **Sec. 3. Objectives.** - The State shall create an enabling environment where population,
14 development and environment-sensitive policies and programs are inextricably linked
15 instruments for the realization of a healthy, educated, and empowered people. The State shall
16 also prioritize human development, promote human dignity and respect human rights, including
17 the right to development in all critical areas covering psycho-social, political and economic
18 aspects.

1 To this end, the State must prioritize the attainment of social equity in society, the
2 promotion of the welfare and rights of the child, the delivery of comprehensive health services
3 with focus on the vulnerable groups/sectors, and ensure gender equity and equality in
4 development. The objectives of such policy are the following:

5 1. To fully integrate population concerns into the development strategies, planning, and
6 implementation of programs, including resource mobilization and allocation at all levels of
7 government to ensure that people shall be in the center of all development efforts;

8 2. To undertake programs which address the interrelationship between population,
9 development, and environment;

10 3. To ensure equity in development, reasonable utilization and consumption of
11 resources, and provision of social safety nets for vulnerable groups;

12 4. To achieve equality and equity based on harmonious partnership between women and
13 men. Women's contributions to sustainable development shall be enhanced through their full
14 involvement in policy-and decision-making processes at all stages and participation in all aspects
15 of production, employment, income-generating activities, politics, governance, education, health,
16 science and technology, sports, culture and other gender-sensitive activities;

17 5. To enable couples or parents decide their family size in the context of responsible
18 parenthood and sustainable development and in accordance with their personal, moral, religious
19 and cultural beliefs and values;

20 6. To support the family, contribute to its stability and harmony, promote equality of
21 rights and opportunities for family members, especially women and children, and provide
22 assistance to solo-parent households;

23 7. To foster a more balanced spatial distribution of the population by promoting in an
24 integrated manner the equitable and ecologically sustainable development of major sending and
25 receiving areas;

26 8. To incorporate the perspectives and needs of women, children and youth, indigenous
27 communities, the elderly and persons with disabilities into the design, implementation,
28 monitoring and evaluation of population, development and environment programs;

1 9. To promote an effective partnership at all levels between and among the national
2 government and the local government units, the private sector and the civil society, in the design,
3 implementation, coordination, monitoring and evaluation of programs relating to population,
4 development and environment;

5 10. To ensure adequate comprehensive health care information and services;

6 11. To assess population trends in order to achieve eventual population stabilization
7 within the context of social and economic development and respect for human rights;

8 12. To strengthen Government capacity to update relevant population development
9 information, studies and researches to establish a factual basis for understanding and anticipating
10 the interrelationships of population and socio-economic and environmental variables, and to meet
11 the need to formulate, implement, monitor, and evaluate sustainable population and development
12 strategies; and

13 13. To support policies protecting the welfare of Filipino migrants, giving attention to the
14 special needs of overseas Filipino workers and trafficked persons; and the effects of overseas
15 employment on the integrity and well-being of the family on on-hand, and on the country's long-
16 term sustainable development, on the other.

17 **Sec. 4. Definition of Terms.** - For the purpose of this Act, the following terms shall be
18 defined as follows:

19 1. *Gender equality* — the absence of discrimination, on the basis of a person's sex, in
20 opportunities, in the allocation of resources or benefits, or in access to services.

21 2. *Gender equity* — fairness and justice in the distribution of benefits and
22 responsibilities between women and men, and often requires women-specific projects and
23 programs to end existing inequalities.

24 3. *Responsible parenthood* — the will and the ability of couples to respond to the needs
25 and aspirations of the family and children in accordance with their cultural and religious beliefs.

26 4. *Sustainable development* – development that meets the needs of the present without
27 compromising the ability of future generations to meet their own needs.

1 5. *Human development* – a process of expanding human choices by enabling people to
2 enjoy long, healthy and creative lives. The three essential capabilities for human development are
3 for people to lead long and healthy lives, to be knowledgeable and to have access to resources
4 needed for a decent standard of living.

5 6. *Spatial distribution* – the patterns of settlement and dispersal of population within a
6 country or other sub-national area.

7 7. *Migration* – the movement of people into or out of an area for the purpose of
8 establishing a new permanent residence in the area of destination, crossing a defined territorial
9 boundary.

10 **SEC. 5. Implementing Mechanism.** - All the national, regional, local and government
11 agencies are hereby tasked to analyze and integrate on a continuing basis the interrelated
12 population, development and environment variables into the planning, implementation,
13 allocation, mobilization of resources and evaluation of their respective programs.

14 a. This Act shall provide the means for a stronger and more effective partnership
15 between and among the government agencies, the private sector and civil society at all levels, and
16 the provision of the necessary support to expand their work more effectively among the citizenry.

17 b. The Commission on Population (POPCOM) shall serve as the central coordinating
18 body for the implementation of this Act. It shall be an attached agency of the National Economic
19 and Development Authority (NEDA). Specifically, it shall:

20 1. Provide technical advice and support, including capability building to the
21 national, regional and local agencies, including local government units in the implementation of
22 this Act.

23 2. Formulate a population investment plan;

24 3. Coordinate, monitor and evaluate the implementation of this Act;

25 4. Educate and inform the public about the implications of the population,
26 development and environment variables for the sustainable development of the country;

1 5. Act as the government's clearinghouse and resource center for population and
2 development information and data through an annual State of the Philippine Population and
3 Development Report (SPPDR); and

4 6. Promote and provide the mechanism and support for the full participation of
5 civil society, the private sector and the citizenry in the planning and implementation of
6 population and development programs and projects pursuant to this Act.

7 c. The following agencies, in addition to their primary mandates and functions, are
8 hereby tasked to effectively carry out the provisions of this Act:

9 1. The National Economic and Development Authority (NEDA) shall ensure that
10 the population and development (POPDEV) perspective is incorporated into the current national
11 and regional development plans of all government line agencies;

12 2. The Department of Health (DOH) shall plan, coordinate and implement
13 programs on comprehensive health care advantageous to the vulnerable sectors;

14 3. The Department of Interior and Local Government (DILG) shall provide
15 support for policy formulation and coordination with LGUs in ensuring integration of population
16 and development in the local development planning processes and programs;

17 4. The Department of Education (DepEd) shall integrate into its basic education
18 curriculum learning concepts on population, health, environment, and development. It shall
19 likewise design and implement opportunities for greater access to the vulnerable groups/ sectors.

20 5. The Department of Environment and Natural Resources (DENR) shall
21 integrate into the planning and implementation of its programs the population and development
22 variables including the development and dissemination of environment and sustainable
23 development indicators;

24 6. The Department of Social Welfare and Development (DSWD) in coordination
25 with the LGUs shall institutionalize the provision of day-care services, emphasizing early
26 childhood care and development, in every barangay with particular focus on the children of poor
27 families and the girl-child. It shall likewise design appropriate support mechanisms to address the

1 special needs of the elderly and persons with disabilities, consistent with and supplementary to
2 existing laws;

3 7. The Department of Labor and Employment (DOLE) shall plan, coordinate and
4 implement programs related to the equalization of employment opportunities between men and
5 women and the promotion of gender equality and equity in the workplace. The Philippine
6 Overseas Employment Administration (POEA) and the Overseas Workers Welfare
7 Administration (OWWA) under the Department of Labor and Employment shall integrate
8 corresponding adjustments into their program and services relating to the special needs of
9 Filipino migrant workers, particularly women, and the prevention of trafficking and violence in
10 persons;

11 8. The Housing and Urban Development Coordinating Council (HUDCC) shall
12 promote a sustainable, ecologically sound and well-planned urban development and housing
13 delivery system by consistently integrating the National Urban Development and Housing
14 Framework with population and development variables and goals; Provided, That the vulnerable
15 sectors shall be accorded priority access to housing benefits and opportunities;

16 9. The National Anti-Poverty Commission (NAPC) shall plan, implement and
17 evaluate population and development programs and provides opportunities intended to benefit
18 the basic sectors;

19 10. The National Commission on the Role of Filipino Women (NCRFW) shall
20 plan, coordinate and implement programs relating to women empowerment and women's rights,
21 including the mainstreaming of gender equality and equity in both national and local levels;

22 11. The National Youth Commission (NYC), through the Sangguniang Kabataan
23 and its affiliate organizations, shall plan and implement at all levels policies and programs that
24 promote the health and rights of adolescents, especially young women;

25 12. The Technical Education and Skills Development Authority (TESDA) shall
26 plan, coordinate and implement programs that integrate population, development and
27 comprehensive health issues in the development of life skills and competencies;

1 13. The UP Population Institute (UPPI) shall promote the proper understanding
2 of population, economic and sustainable development, and environment through the conduct of
3 population health research, training, and research dissemination among policy-makers, program
4 managers, local government executives and civil society;

5 14. The Philippine Information Agency (PIA) shall conduct a comprehensive
6 information dissemination program to support the purposes of this Act; and

7 15. The Leagues shall provide representation to all the local government units,
8 apart from those that are already defined under the *Local Government Code*, in the crafting of
9 policies, and in the development and implementation of programs and projects pursuant to the
10 integrated population and development goals of this Act.

11 c. The implementation of this mandate shall be integrated in the regular budgets of the
12 agencies enumerated herein.

13 d. The private sector consisting of all individual corporations, companies, enterprises,
14 and partnerships, operating for profit, including their business organizations and chambers, shall
15 assist in the program implementation of population and development goals of the State as part of
16 their service to their employees and in the performance of their social responsibility;

17 e. The civil society shall represent the interest of the basic sectors in the crafting of
18 policies, and in the development of programs and projects pursuant to the population and
19 development goals of the State.

20 **Sec.. 6. Implementing Rules and Regulations.** - The NEDA in coordination with all
21 the agencies herein mentioned, and with a representative each from the private sector and civil
22 society shall formulate the IRR within thirty (30) days upon approval of this Act.

23 **Sec. 7. Reporting Requirements.** - Before the end of April each year, POPCOM shall
24 submit an annual State of the Philippine Population and Development Report (SPPDR) to the
25 President of the Philippines, the President of the Senate and the Speaker of the House of
26 Representatives. The report shall provide a definitive and comprehensive assessment of the
27 implementation of this Act and recommend appropriate priorities for executive and legislative

1 actions. The report shall be printed and disseminated to all national agencies, the LGUs, civil
2 society and the private sector involved in said programs.

3 **Sec. 8. Separability Clause.** - If any part, section or provision of this Act is held invalid
4 or unconstitutional, other provisions not affected thereby shall remain in force and effect.

5 **Sec. 9. Repealing Clause.** - All other laws, decrees, orders, issuances, rules and
6 regulations, which are inconsistent with the provisions of this Act, are hereby repealed, amended
7 or modified accordingly.

8 **Sec. 10. Effectivity.** - This Act shall take effect fifteen (15) days after its publication in
9 the Official Gazette or in at least two (2) newspapers of general circulation.

10 Approved.