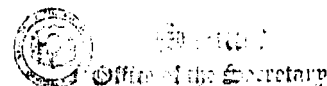


SEVENTEENTH CONGRESS OF THE )  
REPUBLIC OF THE PHILIPPINES )  
Second Regular Session )



'18 MAY 15 P4:58

SENATE  
S.B. No. 1806

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Introduced by **Senator Ana Theresia "Risa" Hontiveros-Baraquel**

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**AN ACT INSTITUTIONALIZING THE PANTAWID PAMILYANG PILIPINO PROGRAM (4Ps) TO REDUCE POVERTY AND PROMOTE HUMAN CAPITAL DEVELOPMENT AND PROVIDING FUNDS THEREFOR**

**EXPLANATORY NOTE**

Addressing poverty and reducing vulnerabilities of the poor remains a priority agenda of the Philippine government.

At the household level, the Philippine Statistics Authority (PSA) reported that 21.1% and 9.2% of Filipino families are poor and living in subsistence poverty respectively. To be considered non-poor, a family of five would be needing at least, on a monthly average, an amount of PhP 9,140.00 to meet their food and non-food needs.

And based on the same report, the PSA reported that the income of poor families was short of 29.0% or PhP 2,549.00 to move out of poverty, and even as such, there will still be around 6.1% of Filipino families whose income would fall below the thresholds.

And those who have not yet experienced poverty may still fall into it in the future in case of a shocks (i.e. job loss, illness, death of head of households; natural disasters and calamities; economic crises; etc.) with direct impact on their incomes occurs (Mina et. Al, 2017), such as the case of the implementation of the Tax Reform for Acceleration and Inclusion (TRAIN) Law.

Amidst claim by the government that the TRAIN Law will set the staging ground for lifting 21 million families out of poverty in the long run because of revenues that will be spend more on health, education and other social services (DOF, 2018), its implementation hurts the income of the poor and burden them with price increases.

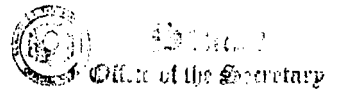
As such, to mitigate and to lessen the impact of the TRAIN law, and possible future shocks, among the poor, this Act that aims to institutionalize the Pantawid Pamilyang Pilipino Program (4Ps) with an end view of reducing poverty and promoting human capital development is being proposed.

The proposal highlights: (a.) inclusion and prioritization of families living in the danger zone in the program; (b.) setting the minimum amount of conditional cash transfers for health, nutrition and education; (c.) provision of rice subsidy and/or allowance; (d.) mechanisms for program monitoring, evaluation and impact assessments; (e.) penalizing acts that are proven inimical to the interest and intent of the program; and (f.) mandating a multi-stakeholder and inter-agency convergence of services to facilitate sustained exit of the poor families from the program.

As such, the approval of this bill is earnestly sought.

*ana theresia risa hontiveros baraquel*  
**ANA THERESIA "RISA" HONTIVEROS-BARAQUEL**

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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 "Pantawid Pamilyang  
2 Pilipino Program (4Ps) Act".  
3

4           **SECTION 2. Declaration of Policy.** - The State recognizes the need to strengthen  
5 the solidarity of the family and actively promote its total development.  
6

7           The State further recognizes its obligation to promote a just and dynamic social  
8 order that will ensure the prosperity and independence of the nation and free the people  
9 from poverty through policies that provide adequate social services, promote full  
10 employment, a rising standard of living, and an improved quality of life for all.  
11

12           The State furthermore recognizes the need to protect the poor; thus, the State  
13 hereby declares it a policy to:  
14

- 15           a) Provide assistance to the poor to alleviate their immediate needs;  
16           b) Break the inter-generational cycle of poverty through investment in human  
17           capital and improved delivery of basic services to the poor, particularly  
18           education, health, and nutrition;  
19           c) Promote gender equality and empowerment of women;  
20           d) Achieve universal primary education;  
21           e) Reduce child mortality; and  
22           f) Improve maternal health.  
23

24           **SECTION 3. Definition of Terms.** - As used in this Act:  
25

- 26           a) *Case Management* refers to a process used by the Department of Social Welfare  
27           and Development (DSWD) to enable household-beneficiaries improve their

1 functioning by dealing with their difficulties, especially in complying with the  
2 conditionalities of the program;  
3

- 4 b) *Compliance Verification* refers to the checking and monitoring done to ensure  
5 that the qualified household-beneficiaries comply with conditions for  
6 entitlement set forth by the Pantawid Pamilyang Pilipino Program;  
7 c) *Conditional Cash Grant* refers to the amount being received by the qualified  
8 household-beneficiaries who comply with the conditions for entitlement;  
9  
10 d) *Extremely Poor* refers to households, duly identified by the standardized  
11 targeting system, whose income falls short of enabling them to provide even just  
12 their nutritional requirements;  
13  
14 e) *Grantee* refers to the most responsible adult member of the qualified household-  
15 beneficiary authorized to receive the conditional cash transfer;  
16  
17 f) *Grievance Redress System* refers to the mechanism of the DSWD which addresses  
18 and resolves issues and concerns related to the implementation of the Program;  
19  
20 g) *Health Facility* refers to a barangay health station, rural health unit, or primary  
21 hospital;  
22  
23 h) *Health Service Providers* refer to barangay health workers, barangay nutrition  
24 scholars, and midwives;  
25  
26 i) *Poor* refers to households whose income falls below the poverty threshold as  
27 defined by the National Economic Development Authority (NEDA) and cannot  
28 afford, in a sustained manner, to provide their minimum basic needs of food,  
29 health, education, housing, and other essential amenities of life;  
30  
31 j) *Preventive Health Check Up* refers to health services comprising of complete  
32 immunization, deworming, weight monitoring, and management of childhood  
33 diseases;  
34  
35 k) *Program* refers to the Pantawid Pamilyang Pilipino Program (4Ps) which is the  
36 national poverty reduction strategy that provides conditional cash transfer to  
37 poor households to improve their health, nutrition, and education;  
38  
39 l) *Qualified Household-Beneficiaries* refer to households identified by the DSWD for  
40 entitlement of the monthly conditional cash grant;  
41  
42 m) *Responsible Person* refers to the parent or guardian in the qualified household-  
43 beneficiary; and  
44  
45 n) *Standardized Targeting System* refers to a system for identifying who and where  
46 the poor households are through the generation of socio-economic database of  
47 poor households that is adopted by national government agencies and  
48 implemented by the DSWD.  
49

1           **SECTION 4. Selection of Qualified Household-Beneficiaries.** – On a nationwide  
2 basis, the Department shall select qualified household-beneficiaries using a standardized  
3 targeting system. The DSWD shall conduct a re-validation of targeting of beneficiaries  
4 every three (3) years.

5  
6           **SECTION 5. Local Verification Committee.** – A Local Verification Committee shall  
7 be created in every municipality or city composed of two (2) local government unit  
8 representatives, an accredited health-service provider from the barangay, a representative  
9 of an accredited civil society organization, and the school head as designated by the  
10 Department of Education (DEPED).

11  
12           The Committee shall be tasked to ensure that the initial list of beneficiaries satisfies  
13 the eligibility requirements as set forth under this Act.

14  
15           **SECTION 6. Eligible Beneficiaries.** – To be eligible for the cash grants, households  
16 must meet the following criteria:

- 17  
18           1. Those belonging to the extremely poor household classification are defined by  
19 the poverty threshold of the municipality/province based on the issuance of the  
20 National Statistical and Coordination Board (NSCB) at the time of selection; or  
21 those households from the informal settlers sector, who will be displaced by the  
22 clearing and relocation operations of the government: Provided, That those  
23 residing in danger areas, such as but not limited to, esteros, riverbanks,  
24 waterways, shorelines, garbage dumps, and railroad tracks shall be given  
25 priority;  
26  
27           2. Those households which, at the time of registration into the program, have  
28 members who are aged 0 to 18 years old or have members who are pregnant;  
29 and  
30  
31           3. Those who are willing to comply with the conditions specified by this Act.  
32

33           **SECTION 7. Conditional Cash Transfer.** – Subject to certain conditions, each  
34 qualified household-beneficiary shall receive the following:

- 35  
36           1. A conditional cash transfer equivalent to Seven hundred fifty pesos (PhP  
37 750.00) per month for health and nutrition expenses or the equivalent of Nine  
38 thousand pesos (PhP 9,000.00) per qualified household-beneficiary per year.

39  
40           The health/nutrition grant component aims to promote healthy practices and  
41 family development, improve the nutritional status of young children, and  
42 increase the use of health services by the household-beneficiary. The health  
43 grant is a fixed amount and does not depend on the number of members in the  
44 household.

- 45  
46           2. A maximum of three (3) children per qualified household-beneficiary shall be  
47 given conditional cash grants for educational expenses; subject to following  
48 conditions:  
49

- 1 a. Three hundred pesos (PhP 300.00) per month per child enrolled in  
2 elementary or the equivalent of Three thousand pesos (PhP 3,000.00) per a  
3 10-month school year;  
4  
5 b. Five hundred pesos (PhP 500.00) per month per child enrolled in junior high  
6 school or the equivalent of Five thousand pesos (PhP 5,000.00) per a 10-  
7 month school year; and  
8  
9 c. Seven hundred pesos (PhP 700.00) per month per child enrolled in senior  
10 high school or the equivalent of (PhP 7,000.00) per a 10-month school year.  
11  
12 3. Five hundred pesos (PhP 500.00) per month for rice allowance or equivalent of  
13 the equivalent of Six thousand pesos (PhP 6,000.00) per qualified household-  
14 beneficiary per year.  
15

16 In the event that the child is already above 18 years old but is enrolled in or still  
17 wished to continue his/her elementary or secondary education, he/she shall be provided  
18 with the education grant until senior high school is completed.  
19

20 **SECTION 8. Conditions for Entitlement.** – All qualified household-beneficiaries  
21 shall comply with the following conditions as a requirement for continued eligibility:  
22

- 23 a. Children aged zero (0) to five (5) years old must receive regular preventive  
24 health-check-ups and vaccinations;  
25  
26 b. Children six (6) to thirteen (13) years old must avail of de-worming pills at least  
27 twice a year;  
28  
29 c. Children three (3) to five (5) years old must attend day care or pre-school  
30 classes at least fifty percent (50%) of the time;  
31  
32 d. Children must attend elementary or high school classes at least eighty-five  
33 percent (85%) of the time;  
34  
35 e. Pregnant women must avail of pre- and post-natal care and give birth with the  
36 assistance of a skilled or trained healthcare professional in a health facility; and  
37  
38 f. At least one (1) responsible person of the household-beneficiary must attend  
39 family development sessions conducted by the DSWD, at least once a month.  
40

41 **SECTION 9. Forfeiture of Grant.** – The payment of cash grants will be terminated if  
42 a household-beneficiary no longer meets the eligibility criteria provided in Section 6 of this  
43 Act and/or does not comply with the conditions set forth in Section 8 of this Act.  
44

45 The responsible person of a reported qualified household-beneficiary who fails to  
46 comply with the conditions set forth in Section 8 of this Act shall at first be notified in  
47 writing. After four (4) months of non-compliance, the household-beneficiary shall be  
48 subject to case management. If, despite the case management, the qualified household-  
49 beneficiary continues with non-compliance, the benefits under this Act may be suspended.

1  
2           Should the qualified household-beneficiary so notified persist in not complying with  
3 the conditions within a period of one (1) year, the conditional cash grant shall be cancelled.  
4

5           **SECTION 10. Mode of Cash Transfer.** – The conditional cash transfer shall be made  
6 by the DSWD. The conditional cash grant shall be received by the grantee or any of the  
7 grantee’s duly authorized representative on a bi-monthly basis through an authorized  
8 government depository bank duly identified by the DSWD, using different appropriate  
9 payment modes, including cash card, over-the-counter transaction, money remittance  
10 services, conduit rural banks, and cooperatives.  
11

12           **SECTION 11. Periodic Assessment.** – The amounts indicated in Section 7 shall be  
13 made available to the qualified household-beneficiaries during the first two (2) years of the  
14 implementation of this Act and reasonable adjustments may thereafter be made by the  
15 President, if necessary, upon recommendation by the DSWD, after taking into account the  
16 rates of inflation and similar economic indicators.  
17

18           The grant rates may be adjusted by the DSWD if warranted by the changes in socio-  
19 economic conditions existing at the time. The DSWD shall ensure that the grant rates are  
20 sufficient to make a positive impact on the health, nutrition, and education of grantees:  
21 provided, that the DSWD shall ensure that the grant will not serve as dis-incentive for  
22 family members to work and improve their economic conditions.  
23

24           **SECTION 12. Lead Agency.** – The DSWD shall serve as the central planning,  
25 coordinating, implementing, and monitoring body of the program.  
26

27           In the implementation of this Act, the Department shall have the following functions:  
28

- 29           a. Select and use an appropriate, effective, and cost-efficient method devised for  
30           the purpose of identifying and selecting qualified household-beneficiaries;  
31
- 32           b. Identify and select the target household-beneficiaries on the basis of a uniform,  
33           objective, and transparent selection process;  
34
- 35           c. Conduct seminar-workshops and training programs in order to ensure qualified  
36           household-beneficiary awareness of the conditions and other actions pertinent  
37           to this Act;  
38
- 39           d. Coordinate with different national and local agencies, including organizations  
40           from the private sector to ensure full implementation of statutory commitments  
41           herein;  
42
- 43           e. Set up monitoring and evaluation systems and methodologies on compliance of  
44           conditions, implementation of operations, and output and impact assessments.  
45           It shall also coordinate with the Advisory and Monitoring committees at the  
46           national, regional, and municipal levels to verify compliance once a month using  
47           the monitoring and evaluation systems designed for the purpose;  
48

- 1 f. Recommend to the President measures and policies for the responsive delivery  
2 of the commitments under this Act;  
3  
4 g. Coordinate with different national and local agencies to maintain and update  
5 objective poverty maps which will be checked and cross-checked periodically  
6 for duplications and inaccurate or erroneous information;  
7  
8 h. Formulate implementing rules and guidelines for the enforcement of this Act;  
9  
10 i. Submit an annual report to Congress including, but not limited to, all aspects of  
11 its operations, financial status, and other relevant data; and  
12  
13 j. Perform other functions as may be necessary or incidental to the proper  
14 implementation of the provisions of this Act.  
15

16 To ensure the effective implementation of the Program, the DSWD shall closely  
17 coordinate with the Department of Education (DEPED) and the Department of Health  
18 (DOH), as regards the household-beneficiaries' availment of education and health services.  
19

20 **SECTION 13. Program Monitoring and Evaluation.** – The DSWD, together with  
21 the DEPED and DOH, shall conduct a periodic impact evaluation study to assess the overall  
22 effectiveness of the program in meeting its health and education objectives, and to address  
23 leakages to further improve the delivery of the program. The Secretary of the DSWD shall  
24 furnish a copy of the results of the study to Congress.  
25

26 **SECTION 14. Advisory Council.** – An Advisory Council shall be created at the  
27 municipal, regional, and national levels to be headed by the DSWD and may be composed of  
28 representatives from the DEPED, DOH, Department of Interior and Local Government  
29 (DILG), Department of Trade and Industry (DTI), Department of Labor and Employment  
30 (DOLE), Technical Education and Skills Development Authority (TESDA), Philippine Health  
31 Insurance Corporation (PhilHealth), National Anti-Poverty Commission (NAPC), the  
32 Presidential Commission for the Urban Poor (PCUP), the local government unit concerned,  
33 and accredited NGOs as members.  
34

35 The Advisory Council is principally tasked to monitor and assess actions and  
36 activities relative to the implementation of the program. It shall also serve as a Grievance  
37 Committee tasked to accept complaints and grievances that may arise within their  
38 respective territorial jurisdictions, conduct investigation on specific cases and dispose  
39 cases filed in connection thereto, using the Grievance Redress System.  
40

41 **SECTION 15. Independent Monitoring Committee.** – An independent Monitoring  
42 Committee at the national level composed of representatives from the private sector and  
43 civil society organizations (CSOs) shall be created.  
44

45 The Independent Monitoring Committee is principally tasked to complement the  
46 monitoring activities of the DSWD and provide feedback thereto for proper action. It shall  
47 submit a report on the results of its monitoring activities relative to the implementation of  
48 the program to the Advisory Council.  
49

1           **SECTION 16. Sustainability and Convergence of Programs and Services.** – A  
2 multi-stakeholder and inter-agency convergence of programs and services shall be  
3 implemented, focusing on the different needs beyond education and health services of the  
4 household-beneficiaries during their coverage under the program and preparing the  
5 household-beneficiaries for their transition after the maximum limit for the receipt of the  
6 cash grant, or any earlier exit from the program. The convergence of the programs and  
7 services and the preparation and implementation of a transition program shall focus on the  
8 enhancement of operational efficiency and the strengthening of inter-agency partnerships  
9 for greater impact and sustainability of outcomes.

10  
11           **SECTION 17. Grievance Redress System.** – The Department shall develop a  
12 Grievance Redress System that will address complaints regarding the implementation of  
13 this Program.

14  
15           **SECTION 18. Penalty.** – The following penalties shall be imposed:

16  
17           A fine of five thousand pesos (PhP 5,000.00) and suspension for two (2) weeks  
18 without pay in addition to any administrative penalty that may be imposed shall be levied  
19 to a social worker who threatens to remove the beneficiaries or offer to include non-  
20 qualified beneficiaries;

21  
22           A fine of ten thousand pesos (PhP 10,000.00) or the penalty of *arresto mayor* shall  
23 be levied to a government employee or local government official who uses his/her position  
24 to include or remove beneficiaries in exchange for other services not included as  
25 conditionalities of this Act;

26  
27           A fine of five thousand pesos (PhP 5,000.00) and removal from the program shall be  
28 levied to a beneficiary who transfers his/her grant under the program through fraudulent  
29 or deceitful means against the government;

30  
31           A fine of five thousand pesos (PhP 5,000.00) in addition to administrative penalty  
32 that may be imposed and suspension for two (2) weeks if he/she is a government  
33 employee, shall be levied to any individual who falsified information or aids in the  
34 falsification with the purpose of manipulating compliance of the conditionalities for the  
35 cash transfer.

36  
37           **SECTION 19. Joint Congressional Oversight Committee.** – Upon the effectivity of  
38 this Act, a congressional oversight committee, hereafter referred to as the 4Ps Committee,  
39 is hereby constituted. The 4Ps Committee shall be composed of: fourteen (14) members  
40 with the chairpersons of the Committee on Poverty Alleviation of the House of  
41 Representatives and the Committee on Social Justice, Welfare, and Rural Development of  
42 the Senate and six (6) additional members from each House, to be designated by the  
43 Speaker of the House of Representatives and the Senate President, respectively.

44  
45           This committee is principally tasked to set the overall framework to monitor and  
46 ensure the proper implementation of this Act. It will likewise determine inherent  
47 weaknesses in the law and recommend necessary remedial legislation or executive  
48 measures.



1           **SECTION 20. Appropriations.** – The amount necessary to carry out the provisions  
2 of this Act shall be charged against those authorized in the current and subsequent General  
3 Appropriations Acts.  
4

5           **SECTION 21. Implementing Rules and Regulations.** – Within thirty (30) days  
6 from the effectivity of this Act, the Secretary of DSWD shall, in coordination with  
7 appropriate government departments and agencies and with the participation of local  
8 government units, promulgate the necessary rules and regulations to carry out the  
9 provisions of this Act.  
10

11           **SECTION 22. Separability Clause.** – If any provision or part of this Act is held  
12 unconstitutional or invalid, the remaining parts of provisions not affected shall remain in  
13 full force and effect.  
14

15           **SECTION 23. Repealing Clauses.** – Any law, presidential decree or issuance,  
16 executive order, letter of instruction, administrative order, rule or regulation contrary to or  
17 inconsistent with the provisions of this Act, is hereby repealed, modified, or amended  
18 accordingly.  
19

20           **SECTION 24. Effectivity.** – This Act shall take effect fifteen (15) days after its  
21 publication in the Official Gazette or in a newspaper of general circulation.  
22

23           *Approved,*