



SENATE

S. NO. 2016

'18 SEP 19 A11 :08

Introduced by **SENATOR LEILA M. DE LIMA**

AN ACT
INSTITUTIONALIZING THE PANTAWID PAMILYANG PILIPINO
PROGRAM (4Ps) AS A HUMAN CAPITAL INVESTMENT AND POVERTY
REDUCTION PROGRAM

EXPLANATORY NOTE

The importance of adequate and responsive social services remains as one of the prime duties of government especially as a developing country. Amid the diverse socio-economic challenges and broadening inequalities we face, we find assurance in Article II of the 1987 Constitution which edicts:

Sec. 10. The State shall promote social justice in all phases of national development.

Coupled with this commitment is the State's recognition of its role in supporting an accessible quality education, promoting the health of our people, and strengthening the family as a basic autonomous social institution. Government and its policies shall likewise "give priority for the needs of the underprivileged sick, elderly, disabled, women, and children. The State shall endeavor to provide free medical care to paupers" (Article XIII Sec. 11) towards eventually uplifting the vulnerable and marginalized sectors from poverty, and improve the quality of their lives.

Among the roster of poverty reduction programs implemented by the government, the Pantawid Pamilyang Pilipino Program, or 4Ps, has stood out as a significant intervention to alleviate poverty, given its clear and tightly defined set of objectives and strategies on how these objectives would be achieved: to provide cash transfers that are conditional upon children's school attendance, mothers' and

children's attendance at regular health check-ups, and parent's participation in training activities or Family Development Session (FDS).

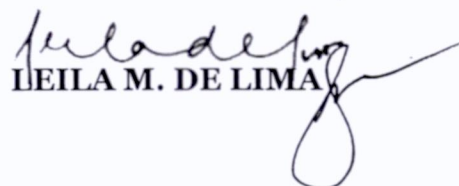
The Philippine Development Plan recognizes the impact of the expansion of 4Ps as a "major factor that resulted in the significant decline in poverty rate".¹

Unlike the usual government investments in infrastructure, the 4Ps, popularly categorized as a human capital investment, funnels the resources directly to our people: the greatest assets of our nation. As one, and not the sole anti-poverty measure to address our poverty woes, it seeks to uproot the long-standing contributory factors of poverty which is access to education and health programs and other human development characteristics that disadvantage a poor person.² Anchored on the framework of social justice, it promises to uplift the human dignity and the lives of many Filipinos by promoting equal economic, political and social rights to them.

This measure will institutionalize the 4Ps which transcended three (3) administration transitions, expand the benefits of the qualified beneficiaries of the program, and tighten the processes and effective implementation of the program – which includes mandating an inter-agency advisory committee to consistently oversee this massive poverty reduction program, as executed in international models of conditional cash transfer programs.

Government must provide the basic needs of our vulnerable citizens: food, health and education – which are the core mandates of human rights, and is the very centerpiece of social justice. It is our solemn duty to ensure its sustainable implementation, protection from political patronage and insulation from government transition that can weaken the impact of the program.

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


JEILA M. DE LIMA

¹ National Economic and Development Authority (2017) *Philippine Development Plan 2017-2022 Chap. 4*; Pg. 47

² Mendoza R. (01 November 2014) *Why we should support the 4Ps*; Accessed from:
<https://www.rappler.com/thought-leaders/36210-mendoza-4p-cct-support>



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PROGRAM (4Ps) AS A HUMAN CAPITAL INVESTMENT AND POVERTY
REDUCTION PROGRAM

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

1 SEC. 1. **Short Title.** – This Act shall be known as the “*Pantawid Pamilyang*
2 *Pilipino Program (4Ps) Act*”.

3 SEC. 2. **Declaration of Policies.** – The State shall unceasingly promote a just
4 and dynamic social order thereby uplifting its citizens and marginalized sectors from
5 poverty “through policies that provide adequate social services, promote full
6 employment, a rising standard of living, and an improved quality of life for all”.

7 The State recognizes the need to foster social justice as provided for in Article
8 XIII of the 1987 Constitution as follows:

9 (a) The Congress shall give highest priority to the enactment of measures that
10 protect and enhance the right of all the people to human dignity, reduce social,
11 economic, and political inequalities, and remove cultural inequities by equitably
12 diffusing wealth and political power for the common good;

13 (b) The promotion of social justice shall include the commitment to create
14 economic opportunities based on freedom of initiative and self-reliance.

15 Towards this end, the State shall establish programs that invest and harness our
16 country’s human capital and improvement of delivery of basic services to the poor,
17 particular education, health and nutrition, which is an intervention anticipated to
18 break the intergenerational cycle of poverty.

1 SEC. 3. **Definition of Terms.** – As used in this Act, the following terms are
2 defined, as follows:

- 3 a) *Authorized Government Depository Banks* refers to banking institutions
4 accredited and managed by government which is also categorized as
5 Government-Owned and Controlled Corporation (GOCC) or Government
6 Financial Institution;
- 7 b) *Case Management* refers to a process used by the Department of Social Welfare
8 and Development (DSWD) to enable the household-beneficiaries improve their
9 functioning by dealing with their difficulties specifically in complying with the
10 terms of the program;
- 11 c) *Conditional Cash Grant* refers to the amount received by the qualified
12 household-beneficiaries who comply with the conditions for entitlement;
- 13 d) *Extremely Poor* refers to households, duly identified as such by the
14 standardized targeting system, whose income falls short of enabling them to
15 provide even just their nutritional requirements;
- 16 e) *Grantee* refers to the most responsible adult member of the qualified
17 household-beneficiary authorized to receive the conditional cash transfer;
- 18 f) *Grievance Redress System* refers to the mechanism of the DSWD which
19 addresses and resolves issues and concerns related to the implementation of
20 the Program;
- 21 g) *Health Facility* refers to a barangay health station, rural health unit or primary
22 hospital;
- 23 h) *Institutionalization* refers to making the Pantawid Pamilyang Pilipino Program
24 (4Ps) an added function of the DSWD and a regular program funded from its
25 annual appropriation;
- 26 i) *Poor* refers to households whose income falls below the poverty threshold as
27 defined by the National Economic and Development Authority (NEDA) and
28 cannot afford in a sustained manner to provide their minimum basic needs of
29 food, health, education, housing and other essential amenities of life;
- 30 j) *Preventive Health Check Up* refers to health services comprising of complete
31 immunization, deworming, weight monitoring and management of childhood
32 diseases;

- 1 k) *Qualified Household-Beneficiaries* refers to household identified by the DSWD
2 for entitlement of the monthly conditional cash grant;
- 3 l) *Responsible Person* refers to the parent or guardian in the qualified household-
4 beneficiary;
- 5 m) *Standardized Targeting System* refers to a system for identifying who and
6 where the poor households are through the generation of socio-economic
7 database of poor households that is adopted by national government agencies
8 and implemented by the DSWD; and
- 9 n) *Sustainable Livelihood Program* is a livelihood and capability building
10 program managed by the DSWD for poor, vulnerable and marginalized families
11 and individuals to help improve their socioeconomic conditions. The livelihood
12 assistance is in the form of microenterprise development (MD) and
13 employment facilitation (EF). The MD track is a microcredit program that
14 provides small loans to the poor to encourage entrepreneurial activity and
15 savings generation. On the other hand, the EF track is patterned after the DOLE
16 strategy of job matching and skills training to facilitate employment.

17 SEC. 4. ***The Pantawid Pamilyang Pilipino Program (4Ps).*** – The
18 Pantawid Pamilyang Pilipino Program (4Ps) is the national poverty reduction strategy
19 and a human capital investment program that provides conditional cash transfer to
20 poor households for a maximum period of seven (7) years, to improve the health,
21 nutrition and education aspect of their lives.

22 SEC. 5. ***Selection of Qualified Household-Beneficiaries.*** – On a nation-
23 wide basis, the DSWD shall select qualified household-beneficiaries of the 4Ps using a
24 standardized targeting system. It shall conduct a regular revalidation of beneficiary
25 targeting every three (3) years.

26 SEC. 6. ***Local Verification Committee.*** – A Local Verification Committee
27 shall be created in every municipality of city composed of two (2) local government
28 unit representatives, a midwife from the barangay, a representative of a DSWD-
29 accredited civil society organization, and the school head as designated by the
30 Department of Education (DepEd).

31 The Committee shall be tasked to ensure that the initial list of beneficiaries
32 satisfies the eligibility requirements set forth under this Act.

1 SEC. 7. **Conditional Cash Transfer to Beneficiaries.** – Subject to certain
2 conditions, each qualified beneficiary shall receive a cash transfer equivalent to:

3 (1) Seven hundred fifty pesos (P750) per month for health and nutrition
4 expenses or the equivalent of Nine thousand pesos (P9,000) per qualified
5 household-beneficiary per year;

6 (2) A maximum of three (3) children per qualified household-beneficiary shall
7 be given conditional cash grants for educational expenses with the following
8 scheme:

9 (a) Three hundred pesos (P300) per month per child enrolled in elementary
10 or the equivalent of Three thousand pesos (P3,000) for the 10-month
11 school year;

12 (b) Five hundred pesos (P500) per month per child enrolled in junior high
13 school or the equivalent of Five thousand pesos (P5,000) for the 10-
14 month school year; and

15 (c) Seven hundred pesos (P700) per month per child enrolled in senior high
16 school or the equivalent of Seven thousand pesos (P7,000) for the 10-
17 month school year.

18 SEC. 8. **Coverage in the National Health Insurance Program (NHIP).**

19 – All beneficiaries of 4Ps as identified by the standardized targeting system to be
20 qualified household-beneficiaries of the 4Ps shall automatically be covered in the
21 NHIP. The necessary funding for their coverage shall be sourced from revenue
22 generated pursuant to Republic Act. No. 10351, otherwise known as the “Sin Tax
23 Reform Act of 2012”.

24 SEC. 9. **Mode of Cash Transfer.** – The DSWD shall provide beneficiaries
25 with direct and secured access to cash grants through any number of Authorized
26 Government Depository Banks (AGDBs). For localities not adequately served by an
27 AGDB, the DSWD may, by itself or through an AGDB, contract the services of rural
28 banks, thrift banks, cooperative banks, and institutions engaged in money remittances
29 duly accredited by the Bangko Sentral ng Pilipinas (BSP).

30 SEC. 10. **Periodic Assessment.** – The amounts indicated in Sec. 7 shall be
31 made available to the qualified household-beneficiaries during the first three (3) years
32 of the implementation of this Act. Reasonable adjustments may thereafter be made by
33 the President, if necessary, upon recommendation by the Advisory Council with

1 concurrence of its members from the National Economic and Development Authority
2 (NEDA), the Department of Finance (DOF) and the Department of Budget and
3 Management (DBM), after taking into account the rates of inflation and similar
4 economic indicators. The DSWD shall ensure that the grant rates are sufficient to make
5 a positive impact on the health, nutrition and education of the beneficiaries and are
6 timely received and spent by the beneficiaries.

7 SEC. 11. **Conditions for Entitlement.** – All qualified household-
8 beneficiaries shall comply with all of the following conditions as a requirement for
9 continued program eligibility:

- 10 (1) Children zero (0) to five (5) years old must receive regular preventive
11 health check-ups and vaccinations;
- 12 (2) Children one (1) to fourteen (14) years old must avail of de-worming
13 pills at least twice a year;
- 14 (3) Children three (3) to four (4) years old must attend day care or pre-
15 school classes at least eighty-five percent (85%) of the time;
- 16 (4) Children five (5) to eighteen (18) years old must attend elementary or
17 secondary classes at least eighty-five percent (85%) of the time;
- 18 (5) Pregnant women must avail of pre- and post-natal care and give birth
19 with the assistance of a skilled or trained health care professional in
20 a health facility;
- 21 (6) At least one (1) responsible person must attend family development
22 sessions conducted by the DSWD, at least once a month;
- 23 (7) At least one responsible person must attend and complete training on
24 disaster risk reduction and disaster preparedness or assist, help, or
25 participate in bayanihan projects in their respective barangay or
26 municipality whichever is available to the area; and
- 27 (8) At least one (1) responsible person must join and complete at least
28 two (2) government recognized or accredited NGO-sponsored skills
29 training programs or must be engaged in livelihood activities.

30 SEC. 12. **Non-Compliance with Conditions.** – The responsible person of a
31 reported qualified household-beneficiary who fails to comply with conditions set forth
32 in Sec. 11 of this Act shall at first be notified in writing. After four (4) months of non-

1 compliance, the household-beneficiary shall be subject to case management process of
2 DSWD. If despite the case management, the qualified household-beneficiary
3 continues to be non-compliant, the benefits under this Act may be suspended.

4 Should the qualified household-beneficiary so notified persist in not complying
5 with the conditions within a period of one (1) year since the day of the release of the
6 written notification, the conditional cash grant shall be cancelled.

7 SEC. 13. **Loan Assistance.** – Pursuant to Sec. 11 of this Act, responsible
8 persons of the household beneficiaries who successfully completed the required skills
9 training programs may be granted loan assistance as their initial capital by the DSWD
10 under its Sustainable Livelihood Program (SLP) or other appropriate and similar
11 government agency programs.

12 As an alternative, the beneficiary may opt to also avail employment facilitation
13 track provided by the SLP or other employment programs of appropriate government
14 agencies implementing the same.

15 SEC. 14. **Lead Agency.** – The DSWD shall serve as the central planning,
16 coordinating, implementing and monitoring body of the program.

17 In the implementation of this Act, the DSWD shall perform the following
18 functions:

- 19 (1) Select and use an appropriate, effective and cost-efficient method to
20 identify and select qualified household-beneficiaries;
- 21 (2) Identify and select the target household-beneficiaries on the basis of a
22 uniform, objective and transparent selection process as indicated in Sec. 5
23 of this Act;
- 24 (3) Coordinate with different national and local government agencies,
25 including organizations from the private sector to ensure full
26 implementation of statutory commitments herein;
- 27 (4) Set up participatory monitoring and evaluation systems and
28 methodologies on compliance of conditions, implementation of
29 operations, and output and impact assessments. It shall also coordinate
30 with the Advisory Council and with the Independent monitoring

1 committee at the national and regional levels, to verify compliance on a
2 monthly basis, using the monitoring and evaluation systems designed for
3 the purpose;

- 4 (5) Recommend to the advisory board measures and policies for the
5 responsive delivery of the commitments under this Act;
- 6 (6) Coordinate with different national and local agencies, to maintain and
7 update objective poverty maps which will be checked and cross-checked
8 periodically against duplications and inaccurate or erroneous information;
- 9 (7) Provide the seminar-workshops and training programs indicated in Sec.
10 11 of this act in order to educate qualified household-beneficiary;
- 11 (8) Submit an annual report to Congress on all aspects of its operations,
12 financial status and other relevant data;
- 13 (9) Formulate implementing rules and guidelines for the enforcement of this
14 Act; and
- 15 (10) Perform such other functions as may be necessary or incidental to the
16 proper implementation of the provisions of this Act.

17 SEC. 15. **Grievance Committee.** – An appointed representative of the
18 DSWD shall head the Grievance Committee present at the regional and national level.
19 This committee is tasked to accept complaints and grievances pertaining to the
20 features of 4Ps that may arise within their respective territorial jurisdictions. DSWD
21 shall include the process of resolving complaints referred at the regional level and
22 those that shall be referred for national level action it the implementing rules and
23 regulations of this Act. Using the Grievance Redress System, it shall conduct
24 investigations in specific cases and dispose cases filed in connection thereto.

25 SEC. 16. **Advisory Council.** – An Advisory Council shall be created at the
26 regional and national level to monitor and assess actions and activities relative to the
27 implementation of the program. At the national level, it shall be led by the chair of the
28 Human Development and Poverty Reduction Cabinet Cluster and may be composed
29 of representatives from the agency members of the cluster which are the DSWD,
30 Department of Health (DOH), Department of Education (DepEd), Department of the
31 Interior and Local Government (DILG), Technical Education and Skills Development
32 Authority (TESDA), Department of Trade and Industry (DTI), Department of Labor
33 and Employment (DOLE), National Anti-Poverty Commission (NAPC), the NEDA, the

1 DBM, the DOF, and the Philippine Health Insurance Corporation (PhilHealth).
2 Additional members are two (2) accredited NGOs and the local government unit
3 concerned.

4 The Advisory Council shall recommend to the President measures and policies
5 for the responsive delivery of the commitments under this Act and integration with the
6 general poverty reduction strategy of Government;

7 SEC. 17. **Independent Monitoring Committee.** – An Independent
8 Monitoring Committee shall be created at the municipal, regional, and national levels,
9 composed of representatives from the private sector and civil society organizations
10 (CSOs) to complement the monitoring activities of the DSWD and provide feedback
11 thereto for proper action. It shall submit a report on the results of its monitoring
12 activities relative to the implementation of the program to the Advisory Council.

13 SEC. 18. **Convergence of Programs and Services.** – Within the
14 framework of a national poverty alleviation strategy and a holistic social protection
15 program, the various agencies of government implementing multi-stakeholder
16 programs and services for the poor shall guarantee that the same complement and
17 converge seamlessly with the aim of ensuring that the targeted household-
18 beneficiaries are alleviated from poverty and remain non-poor even after the
19 prescribed maximum period for the conditional cash grant. Further, such convergence
20 shall focus on the enhancement of operational efficiency and strengthening of inter-
21 agency partnership. The government shall monitor the performance of these agencies
22 to ensure the sustainability and positive impact of its pro-poor programs.

23 SEC. 19. **Regular Monitoring.** – The DSWD shall monitor the
24 implementation of the program and report its status at least once every three (3) years
25 in order to ensure the attainment of the goals enumerated in Sec. 2 of this Act to the
26 House of Representatives and the Senate of the Philippines.

27 SEC. 20. **Report of the Program.** – The DSWD shall annually publish a full
28 report of the 4Ps covering the implementation of the previous fiscal year. The said
29 report shall include financial disclosures, number of households included in the 4Ps,
30 and recommendations to the Advisory Council, the President and to both chambers of

1 Congress on how to further enhance it. This report shall be submitted to Congress
2 before the submission of the President's Budget Message.

3 SEC. 21. **Program Transparency.** – The DSWD shall regularly and timely
4 post and update on its website a report of financial disclosures and information about
5 beneficiaries based on geographical area, social, economic and cultural circumstances.

6 SEC. 22. **Joint Congressional Oversight Committee.** – Upon the
7 effectivity of this Act, a Congressional Oversight Committee, hereafter referred to as
8 the 4Ps Oversight Committee is hereby constituted. This Committee shall set the
9 overall framework to review the implementation of this Act. It shall likewise determine
10 inherent weaknesses in the law and recommend necessary remedial legislation or
11 executive measures. The 4Ps Oversight Committee shall be composed of fourteen (14)
12 members with the chairpersons of the Committee on Poverty Alleviation of the House
13 of Representatives, and the Committee on Social Justice, Welfare and Rural
14 Development of the Senate as Co-Chairpersons; and six (6) members from each House,
15 to be designated by the Speaker of the House of Representatives, and the Senate
16 President, respectively. For purposes of determining remedial legislation, the 4Ps
17 Oversight Committee shall, within three (3) years after the effectivity of this Act,
18 conduct a sunset review which shall include a systematic evaluation of the impact of
19 this Act, accomplishments of the program, and the performance of its implementing
20 agencies.

21 SEC. 23. **Appropriations.** – The amount necessary to carry out the provisions
22 of this Act shall be charged against those authorized in the current and subsequent
23 General Appropriations Act.

24 The appropriation shall continue until the program has covered sixty percent
25 (60%) of the total number of extremely poor households in the Philippines, as may be
26 determined by the Philippine Statistics Authority (PSA) at the time of the enactment
27 of this Act. The appropriation shall be included in the annual appropriation of the
28 DSWD.

29 SEC. 24. **Implementing Rules and Regulations.** – Within six (6) months
30 from the effectivity of this Act, the Secretary of the DSWD shall, in coordination with
31 appropriate government departments and agencies with the participation of the local

1 government units, promulgate the necessary rules and regulations to carry out
2 provisions of this Act.

3 SEC. 25. **Penalties.** – Any person, public or private, whether or not acting in
4 conspiracy with public officials, who, by act or omission, inserts or allows the insertion
5 of data or false information, or who diverts from what ought to be contained in the
6 registry, with the view of altering the fact, or aiding in the grant of the money to
7 persons other than the qualified household-beneficiaries, shall be penalized with
8 imprisonment of not less than one (1) month but not more than six (6) months, or a
9 fine of not less than Ten thousand pesos (P10,000) but not more than Twenty
10 thousand pesos (P20,000) or both imprisonment and fine, at the discretion of the
11 court. Administrative sanctions shall be imposed without prejudice to prosecution in
12 the proper courts.

13 SEC. 26. **Separability Clause.** – Should any provision of this Act be found
14 unconstitutional by a court of law, such provision shall be severed from the remainder
15 of this Act, and such action shall not affect the enforceability of the remaining
16 provisions of this Act.

17 SEC. 27. **Repealing Clause.** – All laws, decrees, letters of instruction,
18 resolutions, orders or parts thereof which are inconsistent with the provisions of this
19 Act are hereby repealed, modified or amended accordingly.

20 SEC. 28. **Effectivity Clause.** – This Act shall take effect fifteen (15) days
21 following its publication in the Official Gazette or in two (2) newspapers of general
22 circulation in the Philippines.

Approved,