




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

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SENATE
S.B. No. 687

RECEIVED BY: 

Introduced by: Senator Paolo Benigno "Bam" A. Aquino IV

AN ACT INSTITUTIONALIZING THE PANTAWID PAMILYANG PILIPINO ROGRAM

EXPLANATORY NOTE


Despite country's success in achieving moderate economic growth, the results of the 2015 Social Weather Stations (SWS) survey still show that 50% of Filipinos consider themselves as poor. This result is a call for the national government to strengthen its effort in addressing problems of unemployment and alleviating poverty. A study conducted by Asian Development Bank in 2006 suggests a strong link between poverty levels and educational attainment. Almost 50% of household heads who did not complete any formal schooling are poor while only 2% of college graduates have income below the poverty line. Despite Philippine Statistics Authority (PSA) reporting an increase in subsistence incidence among Filipino Families from 10% in 2012 to 9.2% in the first semester of 2015, it is still reported that incomes of poor families were short by 29% of the poverty threshold. Based on this, on the average, an additional monthly income of PHP 2649 is needed by a poor family with five members in order to move out of poverty in the first semester of 2015.

These data show that despite the decrease in poverty levels, improvement to current poverty alleviation efforts is much needed. It is in this line of reasoning that we push for the institutionalization of the Pantawid Pamilyang Pilipino Program. Pantawid Pamilyang Pilipino Program is a human development measure of the national government that provides conditional cash grants to the poorest of the poor, to improve the health, nutrition, and the education of children aged 0-18. Other countries have been implementing similar programs like Argentina's Universal Allowance for Children, Brazil's Family Grant, and Chile's Solidarity System which all have reduced their poverty levels significantly. All these

have been made into laws. The Pantawid Pamilyang Pilipino Program Act of 2016, with its enhancements on the existing program, hopes to ensure that all youth beneficiaries will have the assistance they need to finish high school and college and thus have a greater chance of landing a job. These include the expansion of age coverage from 0-14 to 0-18 years old and the increase in the amount received by students 12-18 years of age. This Act also strengthens implementation by penalizing actions which jeopardize the integrity of the program.

With the current implementation of the program in the country, high compliance rates were recorded by the Department of Social Welfare and Development (DSWD) for the months of March and April 2015, with 99.91% for the deworming of children aged 6-14; 98.99% for school attendance of children aged 6-14; 98.33% for school attendance of children in daycare aged 3-5; 97.05% for school attendance of children aged 15-18; 95.95% for health visits of pregnant women and children aged 0-5; and 94.84% for attendance in family development sessions. The program, designed to address short term needs for the long term goal of breaking the intergenerational poverty cycle, is only beginning to receive its return on investment, with year 2015's 300,000 thousand high school graduates from household beneficiaries. Given what the program has already accomplished and in consideration of what it could still achieve given the improvements to the program, it is the government's responsibility to ensure sustainability regardless of transitions the Philippines may go through as it shifts from administration to administration.

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


Senator Paolo Benigno "Bam" Aquino



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

1 **SECTION 1. Short Title.** — This Act shall be known as the "*Pantawid Pamilyang*
2 *Pilipino Program Act.*"

3 **SECTION 2. Declaration of Policy.** — The State recognizes the need to promote
4 human and societal development due to the identified strong correlation of between low
5 schooling to malnutrition and poverty.

6 To this end, it shall be the policy of the State to provide conditional cash transfers to
7 eligible households to reduce poverty in the short run and in the long run through the
8 enhancement of capabilities obtained by the conditioning of the cash transfer.

9 **SECTION 3. Definition of Terms.** — As used in this Act, the following terms shall
10 mean:

11 (a) *Beneficiaries* — poor households with pregnant women and/or with children zero
12 to eighteen (0-18) years of age selected by the Department of Social Welfare and
13 Development (DSWD) to be part of the program through the National Household
14 Targeting System for Poverty Reduction or *Listahanan*;

15 (b) *Pantawid Pamilyang Pilipino Program (4Ps)* — national poverty reduction strategy
16 that provides conditional cash transfer to extremely poor households to improve
17 their health, nutrition, and education, particularly of children aged 0-18 years;

18 (c) *Department* — Department of Social Welfare and Development (DSWD); the lead
19 implementing agency of this program;

1 (d) *Extremely Poor or food poor* – a person whose income or other resources fall short
2 of enabling him to provide for even just his nutritional requirements. An individual
3 earning less than ₱27.70 (US\$ 0.55) or ₱830 (US\$14.60) a month or ₱9,963.00 (US
4 \$200.00) a year is extremely poor or food poor, or as may be defined or adjusted by
5 the National Statistical Coordination Board (NSCB);

6 (e) *Poor* – a person whose income is sufficient to provide for his nutritional needs
7 but falls short of enabling him to provide for his other basic necessities such as
8 clothing, shelter, health, and education. An individual earning less than ₱24.80 (\$US
9 0.83) a day ₱1,242 (US \$24.80) a month or ₱14,906 (\$US298.00) a year is poor, or as
10 may be defined or adjusted by NSCB;

11 (f) *Small Area Poverty Estimate* – statistical tool and methodology of generating
12 estimates of poverty incidence by combining survey and census data at lower levels
13 of geographic disaggregation (cities and municipalities) utilized by the NSCB.

14 **SECTION 4. Objectives.** — The Pantawid Pamilyang Pilipino Program aims to:

- 15 (a) Provide social assistance by giving monetary support to extremely poor families
16 to respond to their immediate needs;
17 (b) Provide social development by breaking the intergenerational poverty cycle
18 through investment in the health and education of poor children;
19 (c) Provide the government support in achieving world development goals in
20 universal primary education, in promoting gender equality, in reducing child
21 mortality, and in improving maternal health care

22 **SECTION 5. Selection of Implementation Areas.** — The following guidelines shall be
23 followed in the selection of areas of implementation:

- 24 (a) In the selection of target areas, priority is given to the poorest municipalities as
25 determined by Small Area Poverty Estimates generated by the NSCB;
26 (b) Priority shall also be given to cities with large pockets of poverty as reported by
27 the National Anti-Poverty Commission (NAPC) and/or the Presidential
28 Commission on Urban Poor (PCUP) and or NSCB.
29 (c) Priority shall likewise be given to indigenous people and other population
30 subgroups that live far from public schools.

31 **SECTION 6. Eligible Households.** — For a household to qualify as beneficiary for this
32 program it must meet the following requirements:

- 1 (a) The household is within the municipality or city identified as area of
2 implementation;
- 3 (b) The household has at least one (1) zero to eighteen (0-18) year old child and/or a
4 pregnant woman at the time of registration;
- 5 (c) The household suffers from chronic poverty and falls within the priority ranking
6 as determined by the National Household Targeting System for Poverty
7 Reduction or *Listahanan* of the Department, which involves rigorous household
8 assessment and application of a Proxy Means Test, a tool used to estimate the
9 income of households on the basis proxy variables including of household
10 composition, education, socio-economic characteristic, housing conditions,
11 access to basic services, assets, tenure status and regional variables.

12 **SECTION 7. Program Conditions.** — All beneficiaries shall comply with the following
13 conditions as a requirement for continued program eligibility:

- 14
- 15 (a) Children three to fourteen (3-14) years of age must be enrolled in day care, pre-
16 school, grade school, high school, Alternative Learning System (ALS) and other
17 Home-Based Learning systems as recognized by the Department of Education
18 (DepEd) and attend at least eighty five percent (85%) of required school days per
19 month for ten (10) months;
- 20 (b) Children fifteen to eighteen (15-18) years of age must be enrolled in grade
21 school, high school, Alternative Learning System (ALS) and other Home-Based
22 Learning systems as recognized by DepEd and attend at least seventy-five
23 percent (75%) of required school days per month for ten (10) months;
- 24 (c) Children zero to five (0-5) years of age must get regular preventive health check-
25 ups and vaccines based on the Department of Health (DOH) protocol;
- 26 (d) Children six to fourteen (6-14) years of age must undergo deworming at least
27 twice a year;
- 28 (e) Pregnant women must get at least three (3) pre-natal check-up starting from the
29 first trimester, get post-natal care and the childbirth must be attended by a
30 skilled or trained health personnel;
- 31 (f) Parents or guardians must attend and complete responsible parenthood
32 seminars and parenting education sessions.

33 No additional condition shall be required or imposed to the beneficiaries of the
34 Pantawid Pamilyang Pilipino Program by the implementers, partner agencies and
35 implementers.

36 **SECTION 8. Health Grants.** — The health grant beneficiary or family shall receive six
37 hundred pesos (₱600) per month for ten (10) months a year per household, or a total of six
38 thousand pesos (₱6000) every year. The grants shall be released at least every two months.

1 **SECTION 9. Education Grants.** — The education beneficiary or family shall receive:

- 2
- 3 (a) Three hundred pesos (₱300) per month for the ten (10) month school year or a
- 4 total of three thousand pesos (₱3000) in a year, with a maximum of three (3)
- 5 children per household for those children three to eleven (3-11) years of age;
- 6 (b) Five hundred pesos (₱500) per month for the ten (10) month school year or a
- 7 total of five thousand pesos (₱5000) in a year with a maximum of three (3)
- 8 children per household for those children twelve to eighteen (12-18) years of
- 9 age;

10 The grants shall be released at least every two months.

11 **SECTION 10. Conditional Cash Amount Adjustment.** — The grant rates may be

12 adjusted by Department if warranted by the changes in the socio-economic conditions

13 existing at the time. The Department shall ensure that the grant rates are sufficient to make

14 a positive impact on the health, nutrition and education conditionalities; *Provided,* That

15 Department shall ensure that the grant will not serve as disincentive for family members to

16 work and improve their economic conditions.

17 **SECTION 11. Grievance Redress System.** — The Department shall develop a

18 Grievance Redress System that will address complaints regarding the implementation of this

19 program.

20 **SECTION 12. Penalties.** — The following penalties shall be imposed:

- 21 (a) A fine of five thousand pesos (₱5000) and suspension for two (2) weeks without
- 22 pay in addition to any administrative penalty that may be imposed shall be levied
- 23 to a social worker who threatens to remove beneficiaries or offer to include non-
- 24 qualified households as beneficiaries;
- 25 (b) A fine of ten thousand pesos (₱10000) or the penalty of *arresto mayor* shall be
- 26 levied to a government employee or local government official who uses his or
- 27 her position to include or remove beneficiaries in exchange for other services not
- 28 included as conditionalities in this Act;
- 29 (c) A fine of five thousand pesos (₱5000) and removal from the program shall be
- 30 levied to a beneficiary who transfers his or her grant under the program through
- 31 fraudulent or deceitful means against the government;
- 32 (d) A fine of five thousand pesos (₱5000) in addition to administrative penalty that
- 33 may be imposed, and suspension for two (2) weeks without pay if he or she is a
- 34 government employee, shall be levied to any individual who falsifies information
- 35 or aids in the falsification with the purpose of manipulating compliance of the
- 36 conditionalities for the cash transfer.

1 **SECTION 13. *Forfeiture of Grant.*** — The payment of cash grants will be terminated if
2 a beneficiary household no longer meets the eligibility criteria provided in Section 4 and/or
3 does comply with the conditions set forth in Section 6 of this Act.

4 If a beneficiary household is found to be non-compliant with the conditionalities in a
5 particular month, the cash grant will not be paid for that month. However, third offense of
6 non-compliance will result in termination of payments and temporary suspension from the
7 program.

8 Families permanently removed from the list of eligible household beneficiaries due
9 to failure to meet conditions for cash transfer shall be reassessed for a possible
10 recommendation to other poverty alleviation programs, including but not limited to Local
11 Government Unit (LGU) and Department efforts on Cash-for-Work.

12 **SECTION 14. *Inter-Agency Council.*** — There shall be a National Inter-Agency Council
13 for the implementation of the Pantawid Pamilyang Pilipino Program (4Ps) composed of the
14 DSWD as Chair and the DOH, DepEd, NAPC, Department of Interior and Local Government
15 (DILG), and the National Economic Development Authority (NEDA). The National Inter-
16 Agency Council formulate policies and oversee the implementation of the program.

17 **SECTION 15. *Program Monitoring and Evaluation.*** The Department, together with
18 the DOH, DepEd, shall conduct a periodic impact evaluation study to assess the overall
19 effectiveness of the program shall conduct a periodic impact evaluation study to assess the
20 overall effectiveness of the Pantawid Pamilyang Pilipino Program (4Ps) in meeting its health
21 and education objectives, and to address leakages to further improve the delivery of the
22 program. DILG shall mobilize the LGUs to conduct a parallel study as third party entity to
23 ensure objective assessment of the program's effectiveness. The specifics for such study
24 shall be indicated in the programs implementing rules and regulation. The Secretary of
25 DSWD shall furnish a copy of the results of the study to Congress and to the Commission on
26 Audit (COA).

27 **SECTION 16. *Appropriations.*** — The amount equivalent to not less than three
28 percent (3%) of the approved budget in the General Appropriation Act is hereby
29 automatically appropriated to cover approximately sixty percent (60%) of the total poor
30 families in the Philippines. The amount appropriated shall be automatically increased to
31 maintain the participation of sixty percent (60%) of the total poor families should they
32 increase from the four million seven hundred thousand (4.7 million) families currently
33 estimated. The appropriation shall continue for at least ten (10) years from the enactment
34 of this Act. The appropriation shall be included in the budget of the Department in the
35 annual General Appropriations Act (GAA).

1 **SECTION 17. *Implementing Rules and Regulations.*** — Within sixty (60) days from
2 the effectivity of this Act, DSWD, in coordination with the members of the Inter-Agency
3 Council created in this Act and other relevant agencies shall promulgate the necessary rules
4 and regulations for the implementation of this Act.

5
6 DSWD is hereby designated as the lead implementing agency of this Act. It is
7 authorized to enter into agreements or cooperation with development agencies, both
8 national and international for financing and technical, as well as program support for this
9 program.

10 **SECTION 18. *Separability Clause.*** — If any provision of this Act is held invalid or
11 unconstitutional, the same shall not affect the validity and effectivity of the other provisions
12 hereof.

13 **SECTION 19. *Implementing Rules and Regulations.*** — All laws, decrees, orders, and
14 issuances, or portions thereof, which are inconsistent with the provisions of this Act, are
15 hereby repealed, amended or modified accordingly.

16 **SECTION 20. *Effectivity Clause.*** - This Act shall take effect fifteen (15) days after its
17 publication in the Official Gazette or in two (2) newspapers of general circulation.

18 *Approved,*