



HOUSE OF REPRESENTATIVES

H. No. 4484

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BY REPRESENTATIVES DEL MAR, EVARDONE, TEODORO, MARCOLETA, UNABIA, AUMENTADO, SYJUCO, HERRERA-DY, SARMIENTO (C.), FERRIOL, ZAMORA-APSAY, ARAGO, CASTELO, KHO (A.), ALMARIO, BALINDONG, CUA, ERIGUEL, FLORES, ILAGAN, LAGDAMEO (M.), PALMONES, RODRIGUEZ (M.), SARMIENTO (M.), SINGSON (E.), VIOLAGO, YAP (S.), PAEZ, ABAD, ABAYON, AGLIPAY, ALVAREZ (M.), ANGPING, AVANCE-FUENTES, BAG-AO, BAGASINA, BERNOS, BINAY, BONDOC, BULUT-BEGTANG, CAJAYON, CALIMBAS-VILLAROSA, CALIXTO-RUBIANO, CASTRO, CATAMCO, CLIMACO, COJUANGCO (K.), CORTUNA, DE VENECIA, QUIBRANZA-DIMAPORO, CERILLES, GARCIA-ALBANO, GARIN (J.), GARIN (S.), GO (A.C.), GOMEZ, JOSON, LACSON-NOEL, LEONEN-PIZARRO, LIMKAICHONG, LOPEZ (C.J.), MACAPAGAL-ARROYO (G.), MAGSAYSAY (M.), MARCOS, MELLANA, MERCADO-REVILLA, OBILLO, OCAMPO, PRIMICIAS-AGABAS, ROMAN, SAHIDULLA, SEMA, SY-ALVARADO, TAN, VILLARICA, MENDOZA (R.) AND ALL MEMBERS OF THE COMMITTEE ON POVERTY ALLEVIATION, PER COMMITTEE REPORT NO. 846

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AN ACT PROVIDING FOR A MAGNA CARTA OF THE POOR

*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 “Magna Carta of  
2   the Poor”.

1           SEC. 2. *Declaration of Policy.* – It is the declared policy of the State  
2 to uplift the standard of living and quality of life of the poor and provide them  
3 with sustained opportunities for growth and development. The alleviation of  
4 poverty is likewise a responsibility of government that primarily requires the  
5 creation and expansion of employment and livelihood opportunities involving  
6 a gradual shift from government subsidy to the eventual empowerment of the  
7 poor to meet their minimum basic needs.

8           In pursuit of this policy, the following guiding principles are hereby  
9 adopted:

10          (a) Government shall prioritize investments in anti-poverty programs to  
11 enable the poor to fully participate in the country's growth and development;

12          (b) All government departments, agencies and instrumentalities shall  
13 provide full access to government services for the poor at all levels;

14          (c) Government shall strengthen interventions to address the genuine  
15 concerns of the poor for daily survival, and shall institutionalize long-term  
16 strategies and solutions for the empowerment of the poor and for the protection  
17 of the environment and conservation of natural resources to ensure sustainable  
18 development;

19          (d) Government strategies shall enhance and promote the capabilities  
20 and competencies of the basic sectors, the nongovernment organizations  
21 (NGOs) and people's organizations (POs), as development partners of the  
22 government for the effective delivery and implementation of a wide range of  
23 anti-poverty programs and basic services; and

24          (e) Government shall ensure adequate and decent employment and  
25 living wage for the basic sector workers.

26           SEC. 3. *Definition of Terms.* – As used in this Act, the following  
27 terms are hereby defined:

1           (a) *Basic sectors* shall refer to the disadvantaged sectors of Philippine  
2 society including, but not limited to, farmer-peasants, artisanal fisherfolk,  
3 workers in the formal sector including migrant workers, workers in the  
4 informal sector, indigenous peoples and cultural communities, women,  
5 differently-abled persons, senior citizens, victims of calamities and disasters,  
6 youth and students, children and urban poor.

7           (b) *Cooperative* shall refer to a duly registered association of at least  
8 fifteen (15) persons, the majority of whom are poor, who have a common bond  
9 of interest and voluntarily work together to achieve a lawful common social  
10 and economic end. It is organized by the members who equitably contribute  
11 the required shared capital and accept a fair share of the risks and benefits of  
12 their undertaking in accordance with the universally accepted corporate  
13 principles and practices.

14           (c) *Development partners* shall refer to NGOs, POs and private  
15 corporations which are engaged in programs and activities aimed at alleviating  
16 the condition of the poor.

17           (d) *Hazardous/danger zones* shall refer to areas, which when occupied  
18 for residential or business purposes, pose a danger to the life and safety of the  
19 occupants or of the general public.

20           (e) *Nongovernment organizations (NGOs)* shall refer to duly registered  
21 nonstock, nonprofit organizations focused on the upliftment of the basic or  
22 disadvantaged sectors of society by providing advocacy, training, community  
23 organizing, research, access to resources, protection of the environment and  
24 conservation of natural resources, and other similar activities.

25           (f) *People's organizations (POs)* shall refer to self-help groups  
26 belonging to the basic sectors and/or disadvantaged groups composed of  
27 members having a common bond of interest, who voluntarily join together to  
28 achieve a lawful common social or economic end.

1 (g) *Poor* shall refer to individuals or families whose income falls below  
2 the poverty threshold as defined by the National Economic and Development  
3 Authority (NEDA) and/or who cannot afford in a sustained manner to provide  
4 their minimum basic needs of food, health, education, housing or other  
5 essential amenities of life. Under this Act, the poor shall be identified by the  
6 National Anti-Poverty Commission (NAPC), in coordination with the basic  
7 sectors, the local government units (LGUs), the NEDA and other government  
8 agencies. As such, the NAPC shall be the sole repository of all consolidated  
9 data on the poor.

10 SEC. 4. *Fundamental Rights of the Poor.* – The poor shall have the  
11 following rights, the enjoyment of which is an essential requirement towards  
12 poverty alleviation:

- 13 (a) The right to food;
- 14 (b) The right to employment and livelihood;
- 15 (c) The right to relevant and quality education;
- 16 (d) The right to shelter; and
- 17 (e) The right to basic health services and medicines.

18 The government shall, as a matter of duty and obligation, provide the  
19 requirements, conditions and opportunities for the full enjoyment of these  
20 rights of the poor. The poor can demand this full enjoyment as a matter of  
21 right:

22 (1) *The Right to Food.* – The Department of Social Welfare and  
23 Development (DSWD) shall expand a program of subsidy to help the poor  
24 meet their minimum food necessities. The DSWD shall issue food certificates  
25 to the poor to enable them to obtain food items from stores duly accredited by  
26 the Department of Trade and Industry (DTI).

27 To help ensure the implementation of the food subsidy program, all  
28 food items and food products, including rice, corn, sugar and other prime

1 commodities, seized and forfeited with finality in favor of the government for  
2 violations of customs laws shall be automatically transferred to and/or turned  
3 over to the DSWD for proper disposition.

4 The Department of Agriculture (DA) and the LGUs shall develop a  
5 complementary program to food subsidy so that the poor can engage in  
6 productive activities that promote food self-sufficiency among the poor.

7 (2) The Right to Employment and Livelihood. – The Department of  
8 Labor and Employment (DOLE), in coordination with development partners  
9 especially trade unions; the Presidential Commission for the Urban Poor  
10 (PCUP); and the LGUs, shall be responsible for ensuring that the poor shall  
11 have access to information regarding employment openings in private  
12 enterprises and in government programs and projects. The DOLE, through the  
13 Public Employment Service Office (PESO), shall likewise provide displaced  
14 families with referral to and information regarding available emergency  
15 employment opportunities in the community.

16 Thirty percent (30%) of the skilled labor requirements of private  
17 contractors and subcontractors doing national and local public work projects  
18 funded by either the national government or any LGU, must be filled by  
19 qualified workers who come from the poor sector and who are residents of the  
20 LGUs where these projects are undertaken: *Provided*, That where the number  
21 of available resources is less than the required percentage provided therein,  
22 said requirements shall be based on the maximum number of locally available  
23 labor resources and shall be certified by the municipal, city, provincial or  
24 district engineer as sufficient compliance with the labor requirements under  
25 this Act.

26 Programs that promote livelihood among the poor shall be implemented  
27 by the concerned government agencies with the participation of development  
28 partners and other juridical entities. These agencies shall provide technical and

1 administrative support to help the poor establish their livelihood enterprise  
2 using loans obtained from the same. The government shall provide  
3 employment and livelihood opportunities to the poor who are displaced by  
4 natural calamities or relocated from hazardous/danger zones.

5 (3) The Right to Relevant and Quality Education. – The right of the  
6 poor to free public elementary and secondary education shall not be impaired.

7 The Department of Education (DepED), the Commission on Higher  
8 Education (CHED) and the Technical Education and Skills Development  
9 Authority (TESDA), in coordination with development partners concerned,  
10 shall ensure the full enjoyment of the poor of the right to relevant and quality  
11 education, including preferential access to science high schools.

12 The right to education shall include access to quality and relevant  
13 education at the college level. The programs of providing socialized college  
14 education to the poor, including the student loans or study-now-pay-later plans,  
15 shall be expanded in state/local universities and colleges: *Provided*, That the  
16 students qualify and maintain good academic standing.

17 It shall also include the right to free availment of quality  
18 technical/vocational education and training to ensure access to decent and  
19 productive employment.

20 (4) The Right to Shelter. – The government shall develop and  
21 implement a well-targeted and responsive subsidy scheme that will provide  
22 decent housing with the least financial burden. This scheme shall ensure the  
23 security of tenure for the poor beneficiaries.

24 In ensuring the exercise and enjoyment of this right of the poor, the  
25 government shall put in place a system consisting of simple requirements and  
26 procedures, and expeditious processing and approval.

27 The LGUs, in coordination with the Housing and Urban Development  
28 Coordinating Council (HUDCC) and the National Housing Authority (NHA),

1 shall prioritize the implementation of the socialized housing program. In  
2 identified hazardous/danger zones where the housing needs of the poor are  
3 urgent, these agencies shall immediately construct and provide free housing  
4 facilities complete with accessible road system at resettlement sites.

5 (5) The Right to Basic Health Services and Medicines. – The LGUs  
6 shall ensure and promote the health of the populace, by providing basic and  
7 direct health services. They shall develop and implement a system of free  
8 delivery of health services and medicines to the poor who permanently reside  
9 in their locality. The Department of Health (DOH) shall provide the highly  
10 specialized level of health care and technical assistance to LGUs and  
11 development partners in effectively implementing programs, projects and  
12 services that will promote the health and well-being of every Filipino,  
13 especially the poor. Government medical and health insurance programs under  
14 existing laws shall increase, expand and liberalize their coverage so as to  
15 include socialized basic health services and medicines to the poor. The  
16 Philippine Health Insurance Corporation (PhilHealth), in coordination with the  
17 LGUs, shall implement an expanded primary care package for the poor.

18 SEC. 5. *Other Rights of the Poor.* – All other rights of the poor  
19 provided under existing laws shall remain in full force and effect. Nothing  
20 herein shall be construed in a manner that will diminish the enjoyment of such  
21 rights by the poor who shall have the right to avail of other rights offered by  
22 existing laws, including those granted under this Act.

23 SEC. 6. *Funding Requirements.* – The funding provided for the  
24 pro-poor programs and projects of the different departments and agencies, but  
25 not limited to those enumerated below, shall be geared towards the  
26 implementation of this Act as follows:

27 (a) DSWD – Pantawid Pamilyang Pilipino Program (4Ps),  
28 Self-Employment Assistance-Kaunlaran (SEA-K) and Kapit Bisig Laban sa

1 Kahirapan-Comprehensive and Integrated Delivery of Social Services  
2 (KALAHI-CIDSS);

3 (b) DOLE – Special Program for Employment of Students (SPES)  
4 and DOLE Integrated Livelihood Program;

5 (c) TESDA – Skills training, Private Education Student Financial  
6 Assistance (PESFA) and the Training for Work Scholarship Program (TWSP);

7 (d) DepED – Alternative Learning System (ALS), Government  
8 Assistance to Students and Teachers in Private Education (GASTPE);

9 (e) CHED – Student Financial Assistance Program (STUFAP);

10 (f) NHA – Socialized housing program;

11 (g) DOH – Basic health care services including potable water system;  
12 and

13 (h) PhilHealth – Expanded primary care packages for the poor.

14 Any deficiency in the existing appropriations of the pro-poor programs  
15 in the different departments and agencies shall be included in the General  
16 Appropriations Act of the year following its enactment into law and thereafter.

17 *SEC. 7. Private Sector Participation.* – The private sector is highly  
18 encouraged to be an active partner for the empowerment of the basic sectors.  
19 The government implementing agencies shall be authorized to accredit  
20 development partners. These agencies and accredited development partners  
21 are hereby authorized to accept donations, aids or grants, in cash or in kind,  
22 from duly accredited sources, to meet the demands of the basic rights to food,  
23 employment and livelihood, quality education, shelter, basic health services  
24 and medicines. Acceptance and use of such donations, aids or grants, shall be  
25 transparent and subject to government applicable regulations.

26 The government shall recognize top performing development partners.

27 *SEC. 8. Tax Exemptions.* – Any donation, contribution and grant  
28 which may be made to the sponsored program shall be exempt from the

1 donor's tax and the same shall be considered as allowable deduction from the  
2 gross income in the computation of the income tax of the donor in accordance  
3 with the provisions of the "National Internal Revenue Code of 1997", as  
4 amended.

5 The implementers of the socialized housing resettlement program shall  
6 enjoy the incentives stated in Section 20 of Republic Act No. 7279, otherwise  
7 known as the "Urban Development and Housing Act of 1992".

8 *SEC. 9. Rational Allocation of Funds.* – The Department of Budget  
9 and Management (DBM) shall be principally responsible for the efficient and  
10 rational allocation of available funding requirements as may be needed by the  
11 different government departments and agencies in implementing this Act.

12 *SEC. 10. Penalty.* – Any public official or employee who knowingly  
13 or negligently permits the violation of any provision of this Act shall be  
14 punished with a fine not exceeding the equivalent of six (6) months salary or  
15 suspension not exceeding one (1) year or removal from office depending on  
16 the gravity of the offense, after due notice and hearing, without prejudice to  
17 any other civil or criminal liabilities.

18 Private contractors and subcontractors who violate Section 4 of this  
19 Act shall be prohibited from participating in any future bidding for  
20 government-funded public works projects, after due notice and hearing.

21 Implementing agencies shall terminate the accreditation of development  
22 partners, which, after due notice and hearing, have been found to violate any  
23 provision of their agreement. Development partners who violate government  
24 regulations adverted to in Section 7 of this Act shall be prohibited from  
25 participating in any government project, and shall retribute, in favor of  
26 government, all unused and unliquidated monies.

27 *SEC. 11. Implementing Rules.* – The NAPC, in coordination with the  
28 government departments and agencies, with participation of the LGUs and the

1 basic sectors, shall promulgate rules and regulations to carry out the provisions  
2 of this Act within six (6) months from its effectivity.

3       SEC. 12. *Compliance Report.* – The NAPC shall be tasked to monitor  
4 the compliance with this Act. Within six (6) months from the effectivity of this  
5 Act and every six (6) months thereafter, all implementing departments and  
6 agencies shall submit a report on the compliance with the provisions of this Act  
7 to the NAPC, and the latter will report to the House Committee on Poverty  
8 Alleviation and to the Senate Committee on Social Justice, Welfare and Rural  
9 Development.

10       SEC. 13. *Separability Clause.* – If, for any reason, any section or  
11 provision of this Act is declared unconstitutional or invalid, the other sections  
12 or provisions hereof which are not affected shall continue to be in full force  
13 and effect.

14       SEC. 14. *Repealing Clause.* – All laws, decrees, executive orders,  
15 proclamations, rules and regulations or parts thereof inconsistent herewith are  
16 hereby repealed.

17       SEC. 15. *Effectivity Clause.* – This Act shall take effect immediately  
18 upon its publication in any newspaper of general circulation.

Approved,

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