

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



HOUSE OF REPRESENTATIVES

House Bill No. 2476

Introduced by Hon. Antonio B. Legarda, Jr.

AN ACT
PROVIDING FOR BENEFITS AND PRIVILEGES TO UNPAID CARE
WORKERS AND THEIR FAMILIES, APPROPRIATING FUNDS
THEREFOR AND FOR OTHER PURPOSES

EXPLANATORY NOTE

Every day, an estimated 16 billion hours of unpaid care work are performed globally – equivalent to 9% of global GDP or US\$11 trillion annually,¹ according to the International Labour Organization (ILO). This labor, essential yet invisible, is overwhelmingly done by women and girls.²

In the Philippines, this gendered burden is deeply entrenched. The University of Oxford's Young Lives Study (2025) reports that by age 29, Filipino women perform three times more unpaid care work than men, spending 4.5 to 5.3 hours daily. This imbalance begins early and persists throughout their lives.

As highlighted during Oxfam Pilipinas' EmpowerHer Campaign (April 2025), the heavy and unequal distribution of care responsibilities is a key factor behind the declining participation of women in the labor force.³ Many women are forced to exit or forego formal employment due to unrecognized and unsupported caregiving roles. Unpaid care work fills the gap left by inadequate social services – from childcare to elder care. At their own expense, women sustain families and communities, effectively

¹ Retrieved June 26, 2025 from: <https://www.younglives.org.uk/sites/default/files/2025-04/YL-PolicyBrief-02-Apr25.pdf>

² *Ibid.*

³ <https://oxfam.org.ph/empowerher-campaign-unpaid-care-work/>

subsidizing the broader economy. Yet despite its immense value, this work remains unrecognized, unmeasured, and uncompensated.

This bill seeks to formally recognize unpaid care work and provide care workers—primarily women—with access to a comprehensive package of social development and welfare services, benefits, and protections. It affirms that care is not merely a private duty, but an economic and social function deserving state support. The measure also strengthens inter-agency coordination, with the Department of Social Welfare and Development (DSWD) designated to lead implementation as a member of the Social Development Committee under the Economy and Development Council.

Recognizing, valuing, and supporting unpaid care work is not only a matter of justice—it is a prerequisite for inclusive recovery, gender equality, and sustainable development.

In line with the policy espoused by its original proponent, Senator Loren Legarda, this bill is being introduced as a counterpart measure. In view of the foregoing, the immediate passage of this measure is earnestly sought.


HON. ANTONIO B. LEGARDA, JR.

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

1 Section 1. *Short Title.* – This Act shall be known as the “Unpaid Care Workers
2 *Equity and Empowerment Act.*”

3 Sec. 2. *Declaration of Policy.* – It is the policy of the State to promote a just and
4 dynamic social order that will ensure the prosperity and independence of the nation
5 and free the people from poverty through policies that provide adequate social
6 services, promote full employment, a rising standard of living, and an improved
7 quality of life for all.

8 The State likewise values the dignity of every human person and recognizes
9 the role of women in nation-building. Towards this end, the State shall ensure full
10 respect for human rights and the fundamental equality of men and women in the eyes
11 of the law.

12 Sec. 3. *Definition of Terms.* – As used in this Act, the following terms shall be
13 defined as follows:

14 (a) “Care work” consists of the following activities:

15 (1) *Direct, personal, and relational care activities*, such as taking care of
16 the children, tending to the elderly or persons with disabilities,
17 nursing an ill member of the household; and/or

1 (2) *Indirect care activities*, such as, among others, production of goods
2 and services for the exclusive use of the household, domestic work
3 like cleaning, cooking, and other household chores;

4 (b) “Unpaid care work” refers to care work provided by unpaid care
5 workers for members of his or her household without monetary reward.
6 Unpaid care work is still considered work and is thus a crucial
7 dimension of the world of work;

8 (c) “Unpaid care worker” (UCW) refers to any individual who performs
9 unpaid care work as defined in this Act;

10 (d) “Household” refers to the immediate members of the family or the
11 occupants of the house who are directly and regularly provided services
12 by the unpaid care worker;

13 (e) “Children” refer to those living with the unpaid care worker and
14 dependent on him/her for support, who are single and unmarried,
15 unemployed, and below eighteen (18) years of age, or those over 18 years
16 of age but are unable to fully take care of themselves or protect
17 themselves from abuse, neglect, cruelty, exploitation or discrimination
18 because of a physical or mental disability or condition;

19 (f) “Disabled persons” refers to those suffering from the restriction of
20 different abilities, a result of mental, physical, or sensory impairment, to
21 perform an activity in the manner or within the range considered normal
22 for a human being as provided by Republic Act No. 7277, as amended,
23 otherwise known as the “*Magna Carta for Disabled Persons*,” and

24 (g) “Parental responsibility” refers to the rights and duties of parents with
25 respect to their children as defined in Article 220 of Executive Order No.
26 209, as amended, otherwise known as the “*Family Code of the Philippines*.”

27 Sec. 4. *Criteria for Support.* – Any person who possesses either of the following
28 qualifications may avail of the benefits and privileges provided for under this Act:

29 (a) Any spouse living with the household, primarily performing unpaid
30 care work as defined by this Act for at least 20 hours per week, and is:

31 (1) At least eighteen (18) years of age but not more than sixty (60) years
32 of age; and

- 1 (2) Must have legally contracted marriage;
- 2 (b) Any family member living with the household, and primarily
- 3 performing unpaid care work as defined by this Act; or
- 4 (c) Any individual living with the household, and primarily performing
- 5 unpaid care work as defined by this Act.

6 Employment, whether part-time or full-time, shall not disqualify these

7 individuals from claiming benefits under this Act: *Provided, further,* That only one (1)

8 individual may qualify as a UCW for every household.

9 Sec. 5 *Disqualifications* - The following shall not be qualified to avail the benefits

10 of this Act:

- 11 (a) Individuals convicted by final judgment for an offense involving moral
- 12 turpitude shall not be qualified;
- 13 (b) A change in the status or circumstance of the UCW claiming benefits
- 14 under this Act placing him or her outside the definition of a UCW shall
- 15 terminate his or her eligibility for these benefits; and
- 16 (c) Those receiving similar benefits as a Solo Parent or Senior Citizen.

17 Sec. 6. *Lead Implementing Agency* - The Department of Social Welfare and

18 Development (DSWD) shall serve as the lead implementing agency of this Act. In the

19 exercise of this mandate, the DSWD shall:

- 20 (a) Develop and implement policies, programs, and services under this Act
- 21 and coordinate with the appropriate national government agencies and
- 22 local government units;
- 23 (b) Study the viability of creating a national registry of unpaid care workers;
- 24 (c) Formulate policies and strategies for the implementation of this Act,
- 25 which should be raised to and reviewed through the Social
- 26 Development Committee under the Economy and Development
- 27 Council under Republic Act No. 12145. For this purpose, the DSWD
- 28 shall consult with the following:
- 29 (a) Philippine Commission on Women (PCW) as the Vice-
- 30 Chairperson;
- 31 (b) Philippine Statistics Authority (PSA);
- 32 (c) Commission on Human Rights (CHR);

- (d) Department of Health (DOH);
- (e) Department of Education (DepEd);
- (f) Commission on Higher Education (CHED);
- (g) Technical Education and Skills Development Authority (TESDA);
- (h) Department of Labor and Employment (DOLE);
- (i) Department of Interior and Local Government (DILG); and
- (j) Department of Budget and Management.

Sec. 7. Comprehensive Package of Social Development and Welfare Services for Unpaid Care Workers. – A Comprehensive Package of Social Development and Welfare Services for UCWs, hereinafter referred to as the UCW Comprehensive Package, is hereby established for the benefit of qualified UCWs and their families. The DSWD, in partnership with the appropriate agencies, shall lead the implementation of the UCW Comprehensive Package, in coordination with LGUs, non-government organizations, people’s organizations, and other key stakeholders. At the minimum, the package shall include:

- (a) *Livelihood development services*, including, but not limited to, training programs on livelihood skills, basic business management, value orientation, and the provision of seed capital for self-employed UCWs or job placement in flexible work opportunities;
- (b) *Counseling services*, including, but not limited to, individual, peer group, or family counseling. This will focus on conflict resolution in personal relationships;
- (c) *Parent effectiveness services*, including, but not limited to, the provision and expansion of knowledge and skills of the UCWs and the members of their households on early childhood development, behavior management, health care, and the rights and duties of parents and children;
- (d) *Child and elderly care support services*, including, but not limited to, the establishment of elderly care centers, breastfeeding centers, and day-care centers;

1 (e) *Critical incidence stress debriefing*, including, but not limited to,
2 preventive stress management strategies designed to assist UCWs in
3 coping with crisis situations and cases of abuse; and

4 (f) *Special projects for individuals in need of protection*, including, but not
5 limited to, temporary shelter, counseling, legal assistance, medical care,
6 self-concept or ego-building, crisis management, and spiritual
7 enrichment.

8 Sec. 8. *Privileges for Unpaid Care Workers*. – In consideration of the services by
9 the qualified UCWs, they may avail the following privileges, in addition to the
10 benefits herein provided:

11 (a) *UCW Discount*. – The grant of twenty percent (20%) discount from all
12 establishments relative to the utilization of transportation services,
13 restaurants, and recreation centers, and purchase of medicine anywhere
14 in the country: *Provided*, That the establishments may claim the
15 discounts granted under this Section as a tax deduction based on the net
16 cost of the goods sold or services rendered: *Provided, further*, That the
17 cost of the discount shall be allowed as a deduction from gross income
18 for the same taxable year that the discount is granted: *Provided, finally*,
19 That the total amount of the claimed tax deduction net of value-added
20 tax, if applicable, shall be included in their gross sales receipts for tax
21 purposes and shall be subject to proper documentation and to the
22 provisions of the National Internal Revenue Code, as amended;

23 (b) *Prohibition Against Work Discrimination*. – No employer shall
24 discriminate against any UCW employee with respect to terms and
25 conditions of employment on account of his or her status;

26 (c) *Flexible Work Schedule*. –The employer shall provide for a flexible
27 working schedule for UCWs: *Provided*, That the same shall not affect
28 individual and company productivity: *Provided, further*, That any
29 employer may request exemption from the above requirements from the
30 DOLE on certain meritorious grounds;

31 (d) *UCW Leave*. – In addition to leave privileges under existing laws,
32 parental leave of not more than three (3) working days every year shall

1 be granted to any UCW employee who has rendered service of at least
2 one (1) year;

3 (e) *Educational Benefits.* – DepEd, CHED, and TESDA shall provide the
4 following benefits and privileges:

5 (1) Scholarship programs for qualified UCWs and the members of
6 their household in institutions of basic, tertiary, and technical or
7 skills education; and

8 (2) Non-formal education programs appropriate for UCWs and the
9 member of their household.

10 (f) *Medical Assistance.* – DOH shall develop a comprehensive healthcare
11 program for UCWs and their family. The program shall be implemented
12 by DOH through their retained hospitals and medical centers and by
13 LGUs through their respective local hospitals and/or health care
14 centers;

15 (g) *Community Engagement.* – The LGUs, in coordination with non-
16 government organizations, people's organizations, the private sector,
17 and other stakeholders, shall conduct regular dialogues and information
18 drives with the community to educate them on the importance of care
19 work and other gender issues. Through this multi-sectoral mechanism,
20 UCWs can participate and put forth their needs for integration into the
21 local government pandemic programming and management;

22 (h) *Gender and Development Information Drive.* – PCW, in coordination with
23 the CHR, shall lead the conduct of advocacy activities, gather input, and
24 develop data on UCWs, in coordination with the PSA, thru the conduct
25 of the *Census of Population*, dissemination of information, and education
26 of communities in the recognition of UCW's importance in nation
27 building. The PCW shall be guided by a model of three (3)
28 interconnected dimensions to incorporate the issue of UCW into the
29 development agenda, namely: (1) Recognition; (2) Reduction; and (3)
30 Redistribution.

31 Sec. 9. *Care Work Education and Training Program.* – The Council, together with
32 DepEd for basic education, the CHED for State Universities and Colleges (SUCs), and

1 TESDA for technical-vocational schools, shall establish a strong collaboration for the
2 formulation and implementation of plans and programs for the integration and
3 mainstreaming of care work in the educational system.

4 Sec. 10. *Responsibility of Local Government Units.* - The city or municipality,
5 through the city or municipal mayor concerned, shall ensure the effective
6 implementation of the provisions of this Act, as well as care policies, programs, and
7 services developed by the Council, within their respective jurisdictions. The city or
8 municipal mayor concerned shall submit annual reports to DILG on their progress.

9 Sec. 11. *Implementing Rules and Regulations.* - The Council, through its
10 Chairperson, shall issue the necessary rules and regulations for the effective
11 implementation of this Act within sixty (60) days from its approval. The Council, in
12 consultation with LGUs, non-government organizations, people's organizations, and
13 other key stakeholders, shall lead the preparation of the implementing rules and
14 regulations. The rules and regulations issued pursuant to this Section shall take effect
15 fifteen (15) days after its publication in a newspaper of general circulation.

16 Sec. 12. *Appropriations.* - The funds necessary to carry out the initial
17 implementation of this Act shall be charged against the respective budget of
18 concerned agencies for the current year. Thereafter, such sums as may be necessary
19 for the continued implementation of this Act shall be included in the annual General
20 Appropriations Act.

21 Sec. 13. *Annual Report.* - The Council shall submit comprehensive annual
22 reports to the Congress of the Philippines, which shall include its assessment of the
23 efficacy of the care policies, programs, and services, and the status of its
24 implementation, including, but not limited to, progress reports, challenges, and
25 recommendations, review of the policies involved, research and data, and other
26 reports integral to the implementation of this Act.

27 Sec. 14. *Congressional Oversight.* - Both Houses of Congress, particularly the
28 Committee on Women, Children, Family Relations, and Gender Equality of the Senate
29 and the Committee on Women and Gender Equality of the House of Representatives,
30 shall oversee the implementation of this Act.

31 Sec. 15. *Sunset Review.* - Within five (5) years after the effectivity of this Act, or
32 as the need arises, both Houses of Congress shall conduct a sunset review. For

1 purposes of this Act, the term "sunset review" shall mean a systematic evaluation by
2 the Committee on Women, Children, Family Relations, and Gender Equality of the
3 Senate and by the Committee on Women and Gender Equality of the House of
4 Representatives of the accomplishments and impact of this Act, as well as the
5 performance and organizational structure of its implementing agencies, for purposes
6 of determining remedial legislation.

7 Sec. 16. *Separability Clause.* - If any part, section, or provision of this Act shall
8 be held invalid or unconstitutional, no other part, section, or provision thereof shall
9 be affected thereby.

10 Sec. 17. *Repealing Clause.* - All laws, decrees, executive orders, rules and
11 regulations, issuances, or parts thereof inconsistent with the provisions of this Act are
12 hereby repealed, amended, or modified accordingly.

13 Sec. 18. *Effectivity Clause.* - This Act shall take effect fifteen (15) days after its
14 complete publication either in the Official Gazette or in at least two (2) newspapers of
15 general circulation.

Approved,