

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Metro Manila

Twentieth Congress
First Regular Session

HOUSE BILL NO. 4760



Introduced by **Representative RAYMOND ADRIAN SALCEDA**

AN ACT
**INSTITUTIONALIZING THE MANAGEMENT AND SUPPORT STRUCTURES OF
THE PANTAWID PAMILYANG PILIPINO PROGRAM UNDER THE DEPARTMENT
OF SOCIAL WELFARE AND DEVELOPMENT, PROVIDING FUNDS THEREFOR,
AND FOR OTHER PURPOSES**

EXPLANATORY NOTE

Republic Act No. 11310, otherwise known as the *Pantawid Pamilyang Pilipino Program (4Ps) Act*, established the 4Ps as the national poverty reduction strategy of the State. The Program is a conditional cash transfer scheme that provides grants to eligible households in exchange for compliance with health, nutrition, and education requirements. As of 2023, the Program covers about 4.2 million households nationwide.

Independent evaluations and government audits confirm that the 4Ps has been effective in improving school attendance, prenatal visits, and other conditionalities. However, the Program has not been as effective in enabling household graduation from poverty. The Commission on Audit (COA) reported in 2022 that about **90 percent of active 4Ps households remained below the national poverty threshold**, with only **32,331 households** (less than 1 percent) moving above the poverty line by the end of 2021 despite years of participation. Between 2008 and 2021, the government invested **₱780.71 billion** in cash grants, yet the impact on long-term poverty exit remains limited.

The Philippine Statistics Authority (PSA) reported that the national poverty rate stood at **15.5 percent in 2023**, representing about **17.54 million Filipinos** living below the poverty line. The persistence of poverty despite large-scale investments underscores the need to strengthen the 4Ps as a true bridge (*pantawid*) from subsistence to self-reliance.

A key institutional weakness lies in data and program management. The *Listahanan* poverty targeting system assessed 14.5 million households in its third round, covering **92.3 percent** of its intended scope. Yet the absence of two-way integration between *Listahanan* and the 4Ps database, coupled with limited interoperability with PSA, DepEd, DOH, and LGU systems, undermines accuracy and responsiveness in targeting.

At the regional and local levels, **Regional Program Management Offices (RPMOs)** and municipal/city links implement the Program. However, municipal/city links remain largely contractual, facing high turnover and vulnerability to politicization. While **Municipal and City Social Welfare and Development Offices (MSWDOs/CSWDOs)** provide counterpart support, their coordination with DSWD program staff is not institutionalized. This weakens case management, grievance redress, and monitoring.

There is also insufficient feedback and grievance redress. Beneficiaries face delays in grant disbursement, disputes in compliance, and errors in targeting. Current grievance systems are limited and not integrated into program learning. In addition, while family development sessions exist, they remain heavily focused on compliance education, with insufficient emphasis on **capacity development** such as financial literacy, livelihood readiness, or parental coaching.

For these reasons, this bill proposes to institutionalize within the DSWD a strengthened **National Program Management Office (4Ps-NPMO)** and **Regional Program Management Offices (RPMOs)**, with permanent plantilla and budget lines, structured into the following core divisions:

1. **Capacity Development Division**, to provide structured training modules for both households and program staff, ensuring that family development sessions expand into livelihood readiness, financial literacy, and parental support, and that staff receive continuous training and certification.
2. **Monitoring and Evaluation Division**, to produce annual program scorecards covering compliance and outcomes, maintain transparency dashboards, deploy digital verification tools, and commission independent third-party evaluations every three years.
3. **Transition and Graduation Division**, to define graduation benchmarks, design exit packages, link beneficiaries with employment, training, or livelihood programs, and maintain post-program tracking for not less than three years.
4. **Data Integration and Systems Division**, to maintain full interoperability with *Listahanan* and ensure two-way data exchange with PSA, DepEd, DOH, and other agencies. This Division shall also operate a digital case management system where each household has an updated digital case file accessible to NPMO, RPMOs, and municipal/city links.
5. **Beneficiary Feedback and Grievance Division**, to manage a grievance redress system with defined resolution timelines, conduct periodic beneficiary satisfaction surveys,

publish aggregate grievance data, and provide whistleblowing channels for program-related misconduct.

The bill also mandates the **professionalization of 4Ps staff** through a certification program with the Civil Service Commission and TESDA, renewable every three years, covering competencies in social protection, digital case management, ethics, and community facilitation. Certified staff shall be eligible for plantilla positions and career progression.

To institutionalize participation, the bill provides for **Household Advisory Councils** in each RPMO, composed of elected beneficiary representatives, local government officials, and accredited civil society or academic partners, meeting quarterly and feeding recommendations into the NPMO's monitoring and evaluation.

This measure is necessary to transform the 4Ps into a fully professional, data-driven, and accountable institution. By strengthening its management structures, aligning with Listahanan, professionalizing staff, institutionalizing grievance and feedback systems, and embedding graduation pathways, the Program can more effectively fulfill its mandate as a true bridge from poverty to self-reliance.

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


RAYMOND ADRIAN E. SALCEDA

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Metro Manila

Twentieth Congress
First Regular Session

HOUSE BILL NO. **4760**

Introduced by Representative **RAYMOND ADRIAN SALCEDA**

AN ACT
INSTITUTIONALIZING THE MANAGEMENT AND SUPPORT STRUCTURES OF
THE PANTAWID PAMILYANG PILIPINO PROGRAM UNDER THE DEPARTMENT
OF SOCIAL WELFARE AND DEVELOPMENT, PROVIDING FUNDS THEREFOR,
AND FOR OTHER PURPOSES

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

SECTION 1. Short Title. — This Act shall be known as the “Pantawid Pamilyang Pilipino Program Institutional Strengthening Act.”

SEC. 2. Declaration of Policy. — It is hereby declared the policy of the State to complement Republic Act No. 11310, otherwise known as the Pantawid Pamilyang Pilipino Program Act, by institutionalizing permanent management and support structures within the Department of Social Welfare and Development (DSWD). The Program shall be implemented through national, regional, and local structures that provide capacity development, monitoring and evaluation, transition and graduation systems, data management, and beneficiary feedback.

SEC. 3. National Program Management Office. — There is hereby institutionalized within the DSWD the National Program Management Office for the Pantawid Pamilyang Pilipino Program (4Ps-NPMO), which shall serve as the central office responsible for program planning, policy, coordination, and oversight. The 4Ps-NPMO shall be provided with plantilla positions, budget lines, and authority to exercise its mandate. The Secretary of Social Welfare and Development may reorganize or realign positions across its divisions, subject to civil service and budgetary rules, provided that the core functions established under this Act are maintained.

SEC. 4. Regional Program Management Offices. — Regional Program Management Offices (RPMOs) are hereby institutionalized as the regional arms of the 4Ps-NPMO. Each RPMO

shall maintain units corresponding to the divisions created under this Act, consolidate data and reports from the field, and manage day-to-day operations. Staffing and plantilla allocations shall be determined by the Secretary of Social Welfare and Development, in coordination with the Department of Budget and Management (DBM) and the Civil Service Commission (CSC), based on regional workload and coverage.

SEC. 5. Municipal and City Links; Coordination with Local Social Welfare Offices. — Municipal and city links shall serve as the frontline case managers of the Program. They shall be plantilla personnel of the DSWD and shall perform case management, compliance verification, grievance intake, and support for capacity development and transition activities. The Municipal and City Social Welfare and Development Offices (MSWDOs/CSWDOs) shall serve as the institutional counterparts of the municipal and city links. The DSWD shall establish coordination mechanisms with local government units to ensure that links are provided with facilities, logistical support, and access to local data systems, without prejudice to the national character of their appointment and accountability.

SEC. 6. Capacity Development Division. — A Capacity Development Division shall be established within the 4Ps-NPMO, with counterpart units in each RPMO. This Division shall design and implement training modules for household beneficiaries on financial literacy, livelihood readiness, health, nutrition, and parental support, and shall manage the training, retraining, and certification of program staff. Training modules shall be standardized nationwide and linked to monitoring and graduation systems.

SEC. 7. Monitoring and Evaluation Division. — A Monitoring and Evaluation Division shall be established within the 4Ps-NPMO, with counterpart units in each RPMO. It shall prepare an annual program scorecard covering compliance and outcomes, manage digital verification tools, maintain a public transparency dashboard, and commission independent third-party evaluations every three (3) years.

SEC. 8. Transition and Graduation Division. — A Transition and Graduation Division shall be established within the 4Ps-NPMO, with counterpart units in each RPMO. It shall define benchmarks for graduation, prepare exit packages, and coordinate with other agencies for employment, training, or livelihood opportunities. It shall also maintain a post-program tracking system for not less than three (3) years after graduation.

SEC. 9. Data Integration and Systems Division. — A Data Integration and Systems Division shall be established within the 4Ps-NPMO, with counterpart units in each RPMO. It shall maintain interoperability with the National Household Targeting System for Poverty Reduction (Listahanan), ensuring continuous two-way exchange of household data. Updates generated from case management at the municipal and regional levels shall be transmitted to Listahanan, and updated targeting data from Listahanan shall be integrated into the 4Ps database. The Division shall also ensure two-way data exchange with the Philippine Statistics Authority, the Department of Education, the Department of Health, and other agencies. It shall develop and maintain digital case management files for each household and ensure compliance with the Data Privacy Act.

SEC. 10. *Beneficiary Feedback and Grievance Division.* — A Beneficiary Feedback and Grievance Division shall be established within the 4Ps-NPMO, with counterpart units in each RPMO. It shall manage a grievance redress system with defined resolution timelines, conduct periodic beneficiary surveys, publish aggregate grievance data, and provide whistleblowing channels for program-related misconduct.

SEC. 11. *Professionalization of Staff.* — The DSWD, in coordination with the CSC and the Technical Education and Skills Development Authority (TESDA), shall establish a professional certification program for 4Ps staff, including municipal and city links, case managers, and regional officers. Certification shall be renewable every three (3) years and shall cover program competencies and ethics. Certified staff shall be eligible for plantilla positions and career progression.

SEC. 12. *Digital Case Management System.* — The DSWD shall establish a national digital case management system for all 4Ps households. Each household shall have a digital case file updated by municipal and city links and accessible to RPMOs and the 4Ps-NPMO. The system shall integrate with Listahanan and other government datasets to ensure accuracy, interoperability, and institutional memory.

SEC. 13. *Household Advisory Councils.* — Each RPMO shall establish Household Advisory Councils composed of beneficiary representatives, local government officials, and accredited civil society or academic partners. The Councils shall meet quarterly to provide feedback and recommendations. Reports of the Councils shall be submitted to the 4Ps-NPMO and incorporated into the annual program scorecard and evaluation.

SEC. 14. *Appropriations.* — The amount necessary for the initial implementation of this Act shall be charged against current appropriations of the DSWD. Thereafter, the sums necessary for its continued implementation shall be included in the annual General Appropriations Act, with line items for the divisions established under this Act and their regional counterpart units.

SEC. 15. *Implementing Rules and Regulations.* — The DSWD, in consultation with the Department of Budget and Management with respect to plantilla and staffing, shall issue the implementing rules and regulations within ninety (90) days from the effectivity of this Act.

SEC. 16. *Separability Clause.* — If any provision of this Act is declared unconstitutional, the other provisions not affected shall remain in full force and effect.

SEC. 17. *Effectivity.* — This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in at least two (2) newspapers of general circulation.

Approved,