

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

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. **4936**



Introduced by **Representative AGATHA PAULA "AGAY" A. CRUZ**

EXPLANATORY NOTE

In the Philippines, disasters are not rare occurrences but recurring realities. Typhoons, earthquakes, volcanic eruptions, and other calamities test the resilience of our communities year after year. Despite the lessons learned from each event, the distribution of food and essential supplies too often remains reactive, fragmented, and insufficient. Displaced and affected families are left waiting, sometimes for days, for relief that should have been ready long before the storm made landfall.

This measure seeks to change that. It mandates the establishment of a Disaster Food Bank and Stockpile in every province and highly urbanized city in the country. These Stockpiles will serve as secure repositories of food, water, medicines, and other life-saving necessities, strategically prepositioned to ensure their immediate availability when calamities strike.

More than mere warehouses, these Disaster Food Bank and Stockpiles are envisioned as an integrated system of preparedness:

- (1) Supplies will be replenished regularly to prevent waste and ensure quality;
- (2) Stockpiling will prioritize local sourcing to support farmers, fisherfolk, and micro-entrepreneurs while reducing dependence on foreign aid and vulnerable global supply chains; and
- (3) Their management will be jointly undertaken by the National Disaster Risk Reduction and Management Council (NDRRMC) and the Department of Social Welfare and Development (DSWD), with the active cooperation of key agencies and local government units.

In pursuing these objectives, the bill also advances sustainability and resilience. It requires environmentally responsible practices to ensure that our readiness for calamities does not come at the expense of future generations.

In essence, this measure recognizes that disaster resilience is not achieved in the aftermath of tragedy, but in the foresight and preparation that precede it. The genius of this bill lies in a simple but profound principle: by stockpiling today, we safeguard tomorrow.

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



AGATHA PAULA "AGAY" AGUILAR CRUZ
Representative, Fifth Legislative District of Bulacan

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. **4936**

Introduced by **Representative AGATHA PAULA “AGAY” A. CRUZ**

AN ACT
PROVIDING FOR THE ESTABLISHMENT AND CONSTRUCTION OF A
DISASTER FOOD BANK AND STOCKPILE IN EVERY PROVINCE AND HIGHLY
URBANIZED CITY IN THE PHILIPPINES, PROVIDING FOR THEIR
MAINTENANCE, AND APPROPRIATING FUNDS THEREFOR

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 “Disaster Food Bank and
2 Stockpile Act.”
3

4 **Section 2. Declaration of Policy.** – It is hereby declared the policy of the State to
5 protect the people from the adverse effects of calamities and emergencies by establishing
6 and maintaining a sufficient, reliable, and strategically prepositioned supply of essential
7 goods and materials. Toward this end, the State shall endeavor to prevent the country’s
8 dangerous dependence on foreign sources and to reduce vulnerability to production and
9 supply-chain disruptions.
10

11 Consistent with Article II, Section 9 of the Constitution, which mandates the
12 promotion of a just and dynamic social order to ensure national prosperity and
13 independence and improve the quality of life for all, this Act shall be implemented in a
14 manner that strengthens national resilience, self-sufficiency, inclusivity, and
15 environmental sustainability by:
16

- 17 (1) Establishing Disaster Food Banks and Stockpiles in every province and highly
18 urbanized city to guarantee the immediate availability of food, water,
19 medicines, and other essential goods during calamities and emergencies;
20 (2) Promoting local agriculture, livelihood, and income generation by prioritizing
21 the use of products from local farmers, fisherfolk, micro-producers, and
22 cooperatives for storage in the Disaster Food Bank and Stockpile;
23 (3) Ensuring that disaster response is equitable and inclusive by prioritizing the

1 needs of vulnerable and marginalized sectors, including the poor, elderly,
2 persons with disabilities, children, and other disadvantaged groups, in the
3 deployment and utilization of the Stockpile;

4 (4) Adopting environmentally sustainable practices in the procurement,
5 packaging, storage, transportation, and replenishment of goods to minimize
6 waste and environmental impact; and

7 (5) Encouraging research, innovation, and inter-agency coordination to
8 continuously improve the efficiency, sustainability, and responsiveness of
9 disaster preparedness and relief systems.

10
11 **Section 3. Establishment of Disaster Food Bank and Stockpile.** – A Disaster Food
12 Bank and Stockpile, hereinafter referred to as the Stockpile, shall be established as central
13 repository and supply reserve of food, water, medicines, vaccines, antidotes, and other
14 critical medical supplies, essential raw materials, and other emergency-related articles,
15 facilities, and equipment such as, portable power source, first aid kits, portable light
16 source, clothing, tents, and communication devices in every province and highly
17 urbanized city of the Philippines: *Provided*, That such items and materials shall be non-
18 perishable or shall have a shelf life of at least two (2) years, for food items: *Provided, further*,
19 That the establishment shall be implemented in phases over a period not exceeding five
20 (5) years, prioritizing provinces and highly urbanized cities assessed by the National
21 Disaster Risk Reduction and Management Council (NDRRMC) as high-risk, subject to the
22 availability of funds appropriated for the purpose: *Provided, furthermore*, That existing
23 warehouses and structures used by the government in storing and prepositioning food
24 and non-food items during calamities first be assessed for retrofitting and, where feasible,
25 converted or upgraded into a Food Bank and Stockpile in accordance with the minimum
26 standards set under this Act before the construction of new Structures is undertaken:
27 *Provided, finally*, That contiguous provinces and highly urbanized cities may temporarily
28 share Disaster Food Bank and Stockpile among each other, in the absence of readily
29 available land or structures which meet the specifications set under this Act.

30
31 **Section 4. Establishment, Management, and Supervision of the Disaster Food**
32 **Bank and Stockpile.** – The establishment of the Stockpile shall be undertaken as an inter-
33 agency effort, headed by the NDRRMC and the Department of Social Welfare and
34 Development (DSWD), in consultation with the Department of National Defense (DND).
35 For this purpose, the expertise and cooperation of the following agencies shall be
36 required:

37
38 (1) Department of Public Works and Highways (DPWH) – for the construction,
39 maintenance, and rehabilitation of facilities and infrastructure necessary for the
40 storage, transportation, and distribution of food supplies;

41
42 (2) Department of Trade and Industry (DTI) – for ensuring fair trade practices,
43 market stabilization, and price monitoring of food and related supplies;

- 1 (3) Department of Agriculture (DA) – for the identification, sourcing, and
2 provision of agricultural commodities, including coordination with farmers,
3 cooperatives, and food producers;
4
- 5 (4) Department of Science and Technology (DOST) – for the application of food
6 safety, preservation, and storage technologies to maintain the quality and shelf
7 life of the stockpile;
8
- 9 (5) Department of the Interior and Local Government (DILG) – for coordination
10 with local government units (LGUs) in the prepositioning, mobilization, and
11 distribution of the stockpile during disasters and emergencies;
12
- 13 (6) Department of Health (DOH) – for the provision, storage, and rotation of
14 medicines, vaccines, antidotes, and other health-related supplies; and
15
- 16 (7) Such other national government agencies, government-owned and -controlled
17 corporations (GOCCs), and instrumentalities as may be deemed necessary by
18 the NDRRMC and the DSWD to ensure the full and efficient implementation
19 of this Act.
20

21 The management and supervisions of the Stockpile shall be the joint responsibility
22 of the NDRRMC and the DSWD. To ensure coordination, operational readiness, and
23 accountability, the NDRRMC and the DSWD shall convene periodic inter-agency
24 meetings, at least once every quarter, with the foregoing agencies and other relevant
25 stakeholders.
26

27 The specific roles, responsibilities, and mechanisms of coordination among the
28 foregoing agencies shall be further defined in the Implementing Rules and Regulations
29 (IRR) of this Act.
30

31 **Section 5. *Location of the Stockpile.*** – The NDRRMC shall determine the actual
32 locations of the Stockpile, taking into consideration equitable distribution among the
33 regions of the country, accessibility, safety and security from natural and human-induced
34 disasters, and the immediate release of the stockpile in case of a disaster or an emergency.
35 The exact locations of the Stockpile shall be treated as confidential information for security
36 purposes, but may be disclosed under confidentiality agreements to LGUs, the
37 Commission on Audit (COA), and oversight committees of Congress for coordination and
38 accountability.
39

40 **Section 6. *Disaster Food Bank and Stockpile Structure.*** – Every Stockpile shall be
41 housed in a calamity-proof structure or warehouse, hereinafter referred to as the
42 Structure, to be designed and constructed by the DPWH with the following specifications
43 and considerations:
44

- 1 (a) The Structure shall be able to withstand Category 5 typhoons, high magnitude
2 earthquakes, volcanic eruptions, and storm surges;
- 3 (b) The size and volumetric capacity of the Structure shall be sufficient to hold
4 supplies of food, water, essential goods, and other basic necessities for the
5 whole population of the province for at least three (3) weeks;
- 6 (c) The Structure shall be powered using sustainable sources such as solar, wind,
7 or hydro-electric power, and shall have backup power in case of power
8 outages;
- 9 (d) Measures shall be taken to ensure that the Structure is secure from
10 unauthorized access, thievery, and looting. Limited and secure access granted
11 to the officials in charge of its maintenance and replenishment shall likewise be
12 included in the design;
- 13 (e) The Structure shall be vermin-proof and well-insulated and designed to be fire-
14 resistant and fully equipped with fire extinguishers in case of fires resulting
15 from electrical fault, accident, or arson;
- 16 (f) Each Structure shall incorporate, where technically and economically feasible,
17 rainwater harvesting, natural ventilation, energy-efficient lighting, renewable
18 energy systems, and shall be insured under a government-approved insurance
19 or risk-management program to cover loss or damage from disasters, looting,
20 or fire.

21
22 **Section 7. *Quantity and Replenishment of the Stockpile.*** – The quantity and
23 volume of the Stockpile shall be strictly and regularly monitored and maintained.
24 Replenishment, replacement, and addition to the Stockpile shall be done on a rolling or
25 periodic basis or as often as may be deemed necessary to maintain quality and prevent
26 wastage, following a first-in, first-out system. Pursuant to this, a computerized system for
27 the real-time monitoring of the dates of expiration and shelf lives of the items and
28 materials in the Stockpile shall be set up to avoid unnecessary wastage and decay.

29
30 If after the lapse of twelve (12) months from any instance of stockpiling, the
31 remaining unused goods in a Stockpile shall be distributed by the DSWD to the indigent
32 communities through any of their programs.

33
34 The NDRRMC and DSWD shall develop advance purchase or rolling procurement
35 agreements with local farmers, micro-producers, and suppliers to ensure continuous
36 rotation of goods and minimize spoilage.

37
38 All procurements and operations under this Act shall adopt environmentally
39 sustainable practices, including but not limited to:

- 40 (a) Prioritizing goods produced using sustainable and ethical methods;
- 41 (b) Utilizing eco-friendly or biodegradable packaging materials;
- 42 (c) Implementing a waste-reduction and recycling plan for expired or damaged
43 goods; and
- 44 (d) Promoting energy efficiency and renewable energy use in the operation of

1 Structures and transport of goods.

2
3 Preference shall be given to local farmers, fisherfolk, micro-, small- and medium-
4 scale enterprises, and cooperatives operating within the province or highly urbanized
5 city, to support local livelihoods and reduce the environmental impact of transportation.
6 The IRR shall prescribe equitable procurement quotas to avoid overburdening or
7 excluding small producers.

8
9 The stockpiling and regular replenishment of supplies shall be spearheaded and
10 facilitated through the coordinated efforts of the DSWD, DTI, DA, and DOST, with the
11 following guidelines:

12
13 (a) The DSWD shall:

- 14 (1) Update the institutionalized and standard contents of their family food
15 pack (FFP) and devise each FFP to contain all regular necessities such as,
16 rice, canned good, basic medication, water, and ready-to-eat meals
17 including the locally processed produced products of the local farmers and
18 micro-producers of the respective provinces/localities; and
19 (2) Make use of the fund allocation for the procurement of FFPs to purchase
20 the collated products of the local farmers and micro-producers.

21
22 (b) The DA, through their Provincial Directors, shall organize all farmers and
23 micro-producers in their respective provinces and facilitate the production and
24 purchase of their local produce. They shall ensure that the demand for raw
25 materials and agricultural produce are equitably distributed among all farmers
26 and micro-producers in the locality.

27
28 (c) The DTI, through their Provincial Directors, shall facilitate the purchase of non-
29 agricultural products, such as clothing, shelter materials, essential equipment,
30 and other essential goods, from local suppliers and producers. They shall
31 ensure that the demand for such products is equitably distributed among all
32 suppliers and producers in the locality.

33
34 (d) The DOST, through their Provincial Directors, shall facilitate the processing of
35 all agricultural and non-agricultural raw materials and products into preserved
36 goods or ready-to-eat meals, as well as the procurement or production of water
37 filtration devices and systems to be stocked into the Stockpile. The DOST shall
38 likewise ensure that the processed food packs and products do not expire for
39 at least two (2) years.

40
41 In the stockpiling process, the DSWD and the DILG, through their Regional
42 Directors, shall provide the DA, DTI, and DOST the necessary data such as, the number
43 of beneficiaries per barangay, municipality, city, or province, and other necessary
44 information to make sure that the raw materials to be procured and the stocks to be

1 processed will be sufficient for all constituents for at least three (3) weeks following a
2 calamity.

3
4 During the initiation and replenishment of stockpiling processes, the DILG and the
5 DSWD shall monitor any change in the number of beneficiaries to make the necessary 3
6 adjustment in the process of procurement of raw agricultural and non-agricultural goods
7 and stockpiling.

8
9 **Section 8. Utilization and Deployment of the Stockpile.** – The utilization and
10 deployment of the Stockpile shall only be undertaken upon a declaration of a local or
11 national state of calamity or emergency by the appropriate authority. For local
12 declarations, the concerned LGU and LDRRMC may initiate utilization in coordination
13 with the NDRRMC and the DSWD to avoid delay.

14
15 The NDRRMC, DSWD, and concerned LGUs shall prioritize the needs of
16 vulnerable and marginalized sectors in the utilization and deployment of the Stockpile.
17 Allocation plans shall be developed in advance and reviewed annually to ensure
18 inclusivity and fairness.

19
20 The NDRRMC and the DSWD shall initiate the use and deployment of the stocks,
21 in coordination with the DILG and the concerned local disaster risk reduction and
22 management councils. For this purpose:

- 23
24 (1) The NDRRMC, through the local councils, shall issue the necessary order,
25 memorandum, or circular to access and distribute the goods in the Stockpile,
26 and shall facilitate the provision of adequate local transportation from the
27 Stockpile to the affected barangays;
28
29 (2) The DSWD and the DILG shall identify the areas affected and coordinate with
30 the NDRRMC for the system of utilization, deployment, and distribution of
31 goods in the Stockpile: *Provided*, That such utilization and deployment shall be
32 efficient and immediate.

33
34 Any order of utilization and deployment shall be accompanied with a time-specific
35 plan for the replenishment and replacement of the withdrawn supplies.

36
37 A first-in, first-out (FIFO) system, or any similar arrangement, shall be adopted in
38 the utilization and deployment of the Stockpile. Items and materials that are near their
39 expiration dates or the end of their shelf life shall be donated and transferred to
40 appropriate government agencies and institutions such as the DSWD, the Department of
41 Health (DOH), government hospitals, and local government units (LGUs), for immediate
42 distribution to indigent citizens or other beneficiaries as may be identified by the
43 concerned agency or institution, subject to immediate replenishment, replacement, and
44 reservation for imminent calamities or emergencies.

1
2 **Section 9. *Prepositioning of the Stockpile.*** – In preparation of the occurrence of a
3 disaster or calamity that can be reasonably predicted using available technology or
4 information, the NDRRMC shall preposition items and materials from the Stockpile in
5 secured Structures near the areas expected to be affected by the disaster or calamity.

6
7 The following areas are the priority for prepositioning of food and non-food items:

- 8 (1) Island municipalities;
9 (2) Geographically Isolated and Disadvantaged Areas (GIDA) or Hard to Reach
10 Areas; and
11 (3) Fourth (4th) and Fifth (5th) class municipalities.

12
13 All relief resources prepositioned in the strategic areas not owned by the DSWD
14 shall be subject to the provisions of a Prepositioning Agreement between the DSWD and
15 its partner organization. All Prepositioning Agreements with partner organizations shall
16 contain minimum standards for security, accountability, and audit as prescribed by the
17 Implementing Rules and Regulations.

18
19 **Section 10. *Incentives.*** – To encourage participation of local farmers, cooperatives,
20 and micro-producers in the Stockpile program, suppliers of goods and services under this
21 Act may be granted priority access to government programs, expedited payments, and
22 such tax or regulatory incentives as may be determined by the Department of Finance,
23 subject to existing laws.

24
25 **Section 11. *Research and Innovation.*** – The DOST, in coordination with higher
26 education institutions and local governments, shall develop and recommend innovations
27 in food preservation, packaging, waste reduction, and environmentally sustainable
28 storage and transportation methods for adoption under this Act.

29
30 **Section 12. *Annual Report.*** – The NDRRMC shall submit to the Office of the
31 President, the Senate of the Philippines, and the House of Representatives, within the first
32 quarter of every year, an annual report relating to the progress of the implementation of
33 this Act. The confidentiality of the locations of the Stockpile shall be observed in the
34 Annual Report.

35
36 The Annual Report shall include inventory status, utilization, replenishment, and
37 audit findings conducted by the COA. It shall also include indicators on the equitable
38 distribution of goods among vulnerable groups and the environmental sustainability
39 measures undertaken in procurement, storage, and deployment, including waste
40 minimization and renewable energy usage.

41
42 **Section 13. *Implementing Rules and Regulations.*** – Within sixty (60) days from the
43 effectivity of this Act, the NDRRMC, in consultation with the DSWD, DPWH, DTI, DA,
44 DOST, DOH, DILG, and other relevant government agencies, shall issue the necessary

1 rules and regulations for its effective implementation. The IRR shall include specific
2 mechanisms for coordination with LGUs, rolling procurement, security standards,
3 insurance requirements, equity measures, environmental sustainability, and public-
4 private partnership modalities for construction and management of Structures.
5

6 **Section 14. Appropriations.** – The amount necessary for the initial implementation
7 of this Act shall be charged against the current year’s budget appropriations of the
8 departments and agencies concerned. Thereafter, the funding shall be included in the
9 annual General Appropriations Act.
10

11 **Section 15. Separability Clause.** – If any part or provision of this Act is held
12 unconstitutional or invalid, the remainder thereof not otherwise affected shall remain in
13 full force and effect.
14

15 **Section 16. Repealing Clause.** – All laws, decrees, executive orders, rules, and
16 regulations, or parts thereof inconsistent with the provisions of this Act are hereby
17 repealed or modified accordingly.
18

19 **Section 17. Effectivity.** – This Act shall take effect fifteen (15) days following the
20 completion of its publication in the *Official Gazette* or in a newspaper of general circulation.
21

22 *Approved,*