

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. 5118



Introduced by **REPRESENTATIVE AUDREY KAY T. ZUBIRI**

AN ACT
PROVIDING FOR A SYSTEM OF REDISTRIBUTING AND RECYCLING FOOD
WASTE TO PROMOTE FOOD SECURITY

EXPLANATORY NOTE

Both food waste and hunger present an evident paradox: while millions of people go hungry, an enormous amount of food is being put into waste. According to a recent survey conducted by the Social Weather Stations (SWS), the number of Filipinos who experienced hunger rose to 20% by the end of April 2025 with Mindanao being the highest at 26.3%, followed by Metro Manila at 20.3% and Visayas at 19.7%.¹

²In contrast, the United Nations Environment Programme (UNEP) in its 2024 Food Waste Index Report showed that Philippine household food waste amounted to 2.95 million tonnes a year or 26 kilograms per capita³. The Department of Science and Technology (DOST), itself reported that rice, vegetables, and meat were the top three (3) most commonly wasted food items among Filipino households. This trend is often observed among individuals aged 50 to 69 and those residing in rural areas.⁴

In view of the foregoing data, this proposed measure seeks to establish a system that promotes, facilitates, and ensures the reduction of food waste through redistribution and

¹ <https://www.gmanetwork.com/news/topstories/nation/950863/sws-hunger-among-ph-families-up-slightly-to-20-in-end-april-2025/story/>

² <https://www.abs-cbn.com/news/10/04/22/tons-of-food-wasted-as-millions-of-filipinos-go-hungry>

³ <https://www.bworldonline.com/economy/2024/03/27/584555/phl-household-food-waste-falls-sharply-to-nearly-3-million-tonnes-a-year-unep/>

⁴ <https://stii.dost.gov.ph/1658-rice-vegetables-and-meat-the-top-3-most-wasted-foods-among-filipino-households>

recycling. This is in line with the country's commitment to end hunger and achieve food security under the United Nations Sustainable Development Goals 2030 Agenda.

Furthermore, this bill will involve relevant government agencies in the implementation and oversight of a National Zero Food Waste Campaign targeting businesses and households. It further seeks to prevent food wastage and, more importantly, redirect food surplus to individuals and communities that cannot afford adequate food.

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


AUDREY KAY T. ZUBIRI
Representative, 3rd District of Bukidnon

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

1 **SECTION 1. *Short Title.*** - This Act shall be known as the "Zero Food Waste Act."

2
3 **SEC. 2. *Declaration of Policy.*** — The State recognizes that each person has a right to
4 an adequate standard of living, including to sufficient food. It is hereby declared a policy of the
5 State to safeguard food security, end hunger, and promote the efficient use of the country's food
6 resources.

7
8 Towards this end, the State shall adopt a system to promote, facilitate, and ensure the
9 reduction of food waste through redistribution and recycling. The massive amount of food
10 wasted and the considerable number of people going hungry daily is a breach that this Act
11 intends to correct.

12
13 **SEC. 3. *Definition of Terms.*** — As used in this Act, the following terms shall mean:

- 14
15 a. *Food insecure* - persons or groups who have difficulty producing or purchasing food to
16 avoid hunger.
17 b. *Edible food waste* - food discarded in the retail and consumption stages, determined to be
18 fit for consumption based on standards set by the National Nutrition Council.

- 1 c. *Food waste reduction* - the decrease of food waste generation, the redistribution of food
2 waste to the food insecure or recycling of food as fertilizer or compost.
- 3 d. *Food-related business* - public and private businesses involved in the manufacturing and
4 processing of food products (i.e. *food manufacturers*), private businesses involved the
5 wholesaling and retailing of food products (i.e. *supermarkets*), and private businesses
6 involved in serving food products (i.e. *restaurants, cafeterias, and hotels*).
- 7 e. *Food banks* - non-profit, charitable or other social mission-driven organizations that
8 distribute food to the food insecure.
- 9 f. *Inedible food waste* - food discarded in the retail and consumption stages, determined to be
10 unfit for consumption based on standards set by the National Nutrition Council.
- 11 g. *Waste management and recycling enterprises* - organizations that manage inedible food
12 waste by converting these into fertilizers or compost.
- 13

14 **SEC. 4. National Zero Food Waste Campaign.** — The National Nutrition Council
15 (NNC) in close coordination with the Department of Health (DOH), the Department of
16 Environment and Natural Resources (DENR), the Department of Social Welfare and
17 Development (DSWD), the Department of Education (DepEd), the Department of Trade and
18 Industry (DTI), , and other concerned agencies and Local Government Units (LGUs), is hereby
19 tasked to undertake a National Zero Food Waste Campaign, and the food waste reduction
20 efforts required of food-related businesses and households through LGUs. The Campaign shall
21 also promote the food waste reduction hierarchy, and recommend means of reducing individual
22 food waste.

23

24 The DepEd shall have the duty to ensure that the education curriculum includes
25 materials on the current global and national food waste situation, on ways to reduce food waste,
26 on national and local food waste prevention programs, and regarding the provisions of this Act.
27 The DTI shall encourage food-related business to purchase lower-price, non-standard size or
28 shape produce to be used in their food products.

29

30 **SEC. 5. Food-related Business Waste Reduction Strategy.** - Food-related businesses
31 such as food manufacturers, supermarkets, restaurants, cafeterias, and hotels are hereby
32 required to:

33

- a. Submit an initial report to the DSWD and DENR that contains data on the amount (in tons) of its edible and inedible food waste in the past year, organized according to the manner of disposal, including donation, composting or discarding;
- b. Submit an annual report to the DSWD and DENR that contains data on the amount (in tons) of its edible and inedible food waste in the immediately precedent year, organized according to the manner of disposal, including donation, composting or discarding;
- c. Enter into a contract with food banks to redistribute edible food waste to the food insecure;
- d. Shoulder the costs of transporting edible food waste from business location to the food bank's warehouse or distribution center;
- e. Ensure that the edible food waste is unadulterated and in good condition upon arrival at the food bank's distribution center;
- f. Enter into a contract with waste management and recycling enterprises to recycle inedible food waste into fertilizer or compost;
- g. Shoulder the costs of transporting inedible food waste from collection areas to waste management sites; and
- h. Reach and maintain food waste levels at the target set by the DENR.

SEC. 6. *National Zero Food Waste Scheme.* – The DSWD, as the coordinating agency between the food business and good banks, shall:

- a. Provide guidelines and standards for the collection, storage, and distribution of edible food donated to food banks;
- b. Ensure that food businesses have entered into contracts with food banks and issue acceptance certificates to food businesses;
- c. Promote linkages between food banks and LGUs to create a community-based food distribution system for the food insecure; and
- d. Create a Self-Sufficiency Program that will provide the food insecure with skills training on managing food banks and livelihood programs to avoid the dependence on donation solely.

SEC. 7. *Household and Local Government Unit Waste Reduction Strategy.* - LGUs are hereby required to:

- a. Submit an initial report that contains data on the amount (*in tons*) of inedible food waste that can be recycled as raw material for fertilizers or compost to the DENR;
- b. Submit an annual report that contains data on the amount (*in tons*) of inedible food waste that can be recycled as raw material for fertilizers or compost to the DENR;
- c. Initiate waste segregation efforts per household through local campaigns;
- d. Enter into a contract with waste management and recycling enterprises to recycle inedible food waste from households into fertilizer or compost;
- e. Shoulder the costs of transporting inedible food waste from collection areas to waste management sites; and
- f. Reach and maintain inedible food waste levels at the target set by DENR.

SEC. 8. *Tax Incentives.* - Food related businesses that donate edible food to food banks shall be exempt from donor's tax and the same shall be considered as an allowable deduction from their gross income in accordance with the provisions of the National Internal Revenue Code, as amended.

SEC. 9. *Penal Provisions/Penalties.* - The penalty of *prision correccional* will be imposed on any individual, private or public, who deliberately makes food waste unfit for consumption. The same penalty is applicable to private or public actors who shall prevent the redirection of edible food waste to food banks or inedible food waste to waste management and recycling enterprise.

SEC. 10. *Implementing Rules and Regulations.* - Within sixty (60) days from the effectivity of this Act, the NNC, in coordination with the DSWD, DENR, DepEd, DTI, DOH, and other relevant government agencies, shall promulgate the necessary rules and regulations for the effective implementation of this Act.

SEC. 11. *Periodic Review.* - The implementing agencies shall submit an annual report to Congress on the progress in the implementation of this Act.

SEC. 12. *Appropriations.* - The funds needed to implement this Act shall be included in the annual General Appropriations Act.

1 **SEC. 13. *Separability Clause.*** - Should any provision herein be declared
2 unconstitutional, the same shall not affect the validity of the other provisions of this Act.

3
4 **SEC. 14. *Repealing Clause.*** - All laws, decrees, orders, rules, and regulations or other
5 issuances or parts inconsistent with the provisions of this Act are hereby repealed or modified
6 accordingly.

7
8 **SEC. 15. *Effectivity.*** - This Act shall take effect fifteen (15) days after its publication
9 in the Official Gazette or in any two (2) newspapers of general circulation in the Philippines.

Approved,