

1 Republic of the Philippines
2 **HOUSE OF REPRESENTATIVES**
3 Constitution Hills, Quezon City

4
5 **TWENTIETH CONGRESS**
6 First Regular Session

7
8 **HOUSE BILL NO. 5714**
9



10
11 Introduced by REP. JESUS ANGEL MANUEL “BONG” C. SUNTAY
12

13 **EXPLANATORY NOTE**
14

15 The 1987 Constitution, Article II, Section 16, mandates that “The State shall protect
16 and advance the right of the people to a balanced and healthful ecology in accord with
17 the rhythm and harmony of nature.” This constitutional principle, together with the
18 State’s obligation to pursue energy security, environmental sustainability, and
19 inclusive development, forms the foundation of this proposed measure entitled the
20 “Sustainable Waste Management and Energy Recovery Act of 2025.”
21

22 Across the Philippines, the generation of municipal solid waste has reached crisis
23 proportions. Rapid urbanization, population growth, and consumption-driven
24 economic activity have led to the daily production of thousands of tons of garbage.
25 The majority of this waste continues to be disposed of through open dumping or
26 poorly managed landfills, resulting in groundwater contamination, air pollution,
27 flooding, and severe public health risks. Simultaneously, the country remains
28 dependent on imported fossil fuels that heighten energy insecurity, strain the balance
29 of payments, and exacerbate greenhouse gas emissions.
30

31 This bill seeks to address these interlinked challenges through the adoption of
32 environmentally sound waste-to-energy (WTE) technologies as a complement—not a
33 substitute—to existing waste minimization and recycling programs under Republic
34 Act No. 9003 or the *Ecological Solid Waste Management Act of 2000*. By converting
35 residual, non-recyclable waste into usable energy, the measure supports a *circular*
36 *economy* that transforms waste from an environmental liability into a renewable
37 resource contributing to sustainable power generation.
38

39 This measure introduces a modern, science-based, and rights-centered policy
40 framework that upholds strict environmental and social safeguards. It explicitly
41 recognizes the *waste hierarchy*—prioritizing waste reduction, reuse, and recycling—
42 and permits energy recovery only from residual wastes that cannot be feasibly
43 diverted. It likewise prohibits mass-burn incineration and restricts WTE operations
44 to conversion technologies that comply with national and international emission
45 standards.
46

47 To ensure sound governance, the bill establishes a Waste-to-Energy Council (WTEC)
48 composed of the Department of Energy (DOE), Department of Environment and
49 Natural Resources (DENR), Department of Science and Technology (DOST), and
50 other key agencies, together with representatives from the leagues of local

1 governments, the private sector, academe, and civil society. The Council will
2 formulate technical guidelines, maintain a public registry of WTE facilities, and
3 develop a National WTE Roadmap with measurable five-year targets for energy
4 recovery, landfill diversion, and greenhouse gas reduction.

5
6 Recognizing that local governments bear the primary responsibility for solid waste
7 management, the measure empowers LGUs to integrate WTE initiatives into their 10-
8 year Solid Waste Management Plans, provided that Material Recovery Facilities
9 (MRFs) are already operational and that only residual waste is used as feedstock. To
10 protect host communities, all WTE facilities shall undergo an Environmental Impact
11 Assessment (EIA), establish buffer zones, and maintain continuous emission
12 monitoring systems directly linked to the DENR's real-time database. Public
13 consultations and local legislative concurrence shall be mandatory prerequisites to
14 project approval.

15
16 The bill also introduces mechanisms to ensure climate accountability and
17 transparency. Operators must annually report energy outputs, waste diversion rates,
18 and emission levels, which shall be consolidated by the DOE and DENR for
19 submission to the Climate Change Commission (CCC) and inclusion in the national
20 greenhouse gas inventory. A publicly accessible online portal shall disclose all WTE-
21 related permits, data, and incentives, thereby enhancing public oversight and
22 deterring environmental violations.

23
24 To encourage innovation, the measure mandates the DOST to fund research and
25 development (R&D) on advanced low-emission conversion technologies and by-
26 product reuse, with a minimum annual allocation of ₱500 million. WTE facilities
27 compliant with national standards shall be deemed renewable energy producers
28 under Republic Act No. 9513 (*Renewable Energy Act of 2008*) and shall enjoy tax
29 holidays, duty-free importation of equipment, and eligibility for *feed-in-tariff* (FIT)
30 rates as determined by the Energy Regulatory Commission (ERC).

31
32 Finally, the bill introduces clear penal and audit mechanisms to ensure integrity and
33 accountability. Annual joint environmental and financial audits by the DENR and the
34 Commission on Audit (COA) shall be mandatory, and violations of emission limits,
35 transparency requirements, or reporting obligations shall carry substantial monetary
36 fines and the revocation of environmental compliance certificates and fiscal
37 incentives. In sum, this measure redefines the role of waste-to-energy within
38 Philippine environmental and energy policy. It transforms WTE from a controversial
39 disposal method into a regulated, transparent, and climate-aligned component of
40 sustainable development. By embedding technological safeguards, community
41 participation, and scientific accountability, the proposed Act operationalizes the
42 constitutional mandate of ecological balance while addressing the country's twin
43 crises of waste and energy insecurity.

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

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12
13 **AN ACT INSTITUTIONALIZING SUSTAINABLE WASTE MANAGEMENT**
14 **AND ENERGY RECOVERY THROUGH ENVIRONMENTALLY SOUND**
15 **WASTE-TO-ENERGY TECHNOLOGIES, STRENGTHENING**
16 **SAFEGUARDS FOR PUBLIC HEALTH AND CLIMATE INTEGRITY, AND**
17 **FOR OTHER PURPOSES**
18

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

21
22 **SECTION 1. Short Title.**

23 This Act shall be known as the “**Sustainable Waste Management and Energy**
24 **Recovery Act of 2025.**”
25

26 **SEC. 2. Declaration of Policy.**

27 It is hereby declared the policy of the State to uphold the constitutional right of the
28 people to a balanced and healthful ecology, promote the hierarchy of waste
29 management—reduction, reuse, recycling, recovery, and responsible disposal—and
30 advance energy security and climate resilience through the sustainable conversion of
31 residual wastes into usable energy forms.
32

33 The State shall ensure that all waste-to-energy (WTE) initiatives are consistent with
34 the principles of environmental integrity, social equity, and transparency, and that
35 these shall contribute to the country’s compliance with its *Nationally Determined*
36 *Contributions (NDCs)* under the Paris Agreement.
37

38 To this end, the Department of Environment and Natural Resources (DENR) and the
39 Department of Energy (DOE) shall jointly formulate, within six (6) months from the
40 effectivity of this Act, the National Framework on Sustainable Waste-to-Energy
41 Development, which shall integrate these principles into all national and local waste
42 management and renewable energy plans.
43

44 **SEC. 3. Objectives.**

45 This Act shall pursue the following objectives:

- 46 (a) Integrate WTE systems into the national solid waste management and energy
47 development frameworks;
48 (b) Strengthen the technical and institutional capacities of local government units
49 (LGUs) to plan, operate, and monitor WTE projects;
50 (c) Encourage public-private partnerships (PPPs) and technological innovation in

waste conversion consistent with international environmental standards;
(d) Reduce dependence on landfills and lower greenhouse gas (GHG) emissions;
(e) Ensure public participation and access to environmental and fiscal information;
and
(f) Institutionalize regular performance evaluation and national reporting on WTE projects.

The National Solid Waste Management Commission (NSWMC), in coordination with the DOE and the Climate Change Commission (CCC), shall set measurable targets for landfill diversion, waste recovery, and emission reduction within twelve (12) months from the effectivity of this Act.

SEC. 4. Definition of Terms.

For purposes of this Act:

(a) Residual Waste refers to solid waste materials that remain after source reduction, segregation, composting, and recycling, and which cannot be processed through material recovery or biological treatment.

(b) Waste-to-Energy (WTE) refers to the conversion of residual waste into usable energy such as electricity, heat, or fuel through approved technologies, including anaerobic digestion, gasification, pyrolysis, and refuse-derived fuel processing, but excluding mass-burn incineration.

(c) Circular Economy refers to a system that minimizes waste generation by promoting material reuse, resource efficiency, and waste recovery.

The DENR shall, every three (3) years, issue updated classifications of permissible WTE technologies and corresponding material recoverability criteria consistent with global best practices.

SEC. 5. Creation of the Waste-to-Energy Council.

There is hereby created a **Waste-to-Energy Council (WTEC)** composed of the following:

(1) Secretary of Energy – Chairperson;

(2) Secretary of Environment and Natural Resources – Co-Chairperson;

(3) Secretaries of Science and Technology, Interior and Local Government, Finance, and Socioeconomic Planning – Members;

(4) The Chairperson of the National Solid Waste Management Commission;

(5) Presidents of the Leagues of Cities, Municipalities, and Provinces; and

(6) Representatives from the private sector, academe, and recognized environmental organizations.

The Council shall:

(a) Formulate and periodically update technical, social, and safety standards for the establishment and operation of WTE facilities;

(b) Develop a National WTE Roadmap with five-year targets for waste diversion, energy recovery, and emissions reduction;

(c) Maintain a publicly accessible registry of WTE projects, permits, and emissions data; and

(d) Recommend the grant or suspension of fiscal and non-fiscal incentives under this Act.

The DOE shall provide secretariat and administrative support to the Council, which shall meet at least once every quarter.

1 **SEC. 6. Environmental and Social Safeguards.**

2 All WTE facilities shall be subject to environmental and social safeguards as follows:

- 3 (a) Each project shall undergo an Environmental Impact Assessment (EIA) and
4 secure an Environmental Compliance Certificate (ECC) from the DENR prior to
5 construction or operation;
6 (b) All facilities shall install and maintain Continuous Emission Monitoring Systems
7 (CEMS) integrated into the DENR's centralized real-time monitoring database;
8 (c) Each host LGU shall establish a Public Health and Safety Monitoring Board
9 composed of representatives from local government, civil society, and nearby
10 communities to oversee compliance and report violations;
11 (d) WTE facilities shall maintain a minimum buffer zone of five hundred (500)
12 meters from residential, school, or hospital zones; and
13 (e) Public consultation and the endorsement of the concerned local sanggunian shall
14 be mandatory prior to ECC issuance.
15 Failure to comply with any of these requirements shall be grounds for denial or
16 revocation of the project's environmental permits and fiscal incentives.

17
18 **SEC. 7. Local Implementation.**

19 Each province, city, and municipality shall integrate waste-to-energy initiatives into
20 its Ten-Year Solid Waste Management Plan consistent with Republic Act No. 9003.
21 Local governments may enter into Public-Private Partnerships (PPPs) for the
22 establishment of WTE facilities, subject to prior technical evaluation and concurrence
23 of the DOE and DENR.

24 Only residual waste shall be eligible as feedstock for WTE facilities, and the
25 establishment of at least one (1) operational Material Recovery Facility (MRF) within
26 the LGU jurisdiction shall be a precondition for the issuance of any WTE permit.
27 The Department of the Interior and Local Government (DILG) and NSWMC shall
28 certify LGU readiness based on compliance with segregation and MRF operation
29 standards.

30
31 **SEC. 8. Research, Development, and Innovation.**

32 The Department of Science and Technology (DOST) shall prioritize and allocate
33 research funds for:

- 34
35 (a) Development of advanced, low-emission WTE technologies;
36 (b) Pilot demonstration projects utilizing local waste feedstock; and
37 (c) Health and environmental impact studies in collaboration with state universities
38 and research institutions.

39
40 An annual allocation of not less than Five Hundred Million Pesos (₱500,000,000.00)
41 shall be provided under the General Appropriations Act to support the foregoing
42 activities.

43
44 **SEC. 9. Economic and Fiscal Incentives.**

45 Waste-to-Energy facilities that comply with the standards of this Act shall be
46 considered Renewable Energy Producers under Republic Act No. 9513 and shall
47 enjoy:

- 48
49 (a) Income tax holiday for seven (7) years from the start of commercial operations;
50 (b) Duty-free importation of machinery and equipment;
51 (c) Priority dispatch to the national power grid; and

(d) Eligibility for Feed-in-Tariff (FIT) rates as determined by the DOE and Energy Regulatory Commission (ERC).

The DOE and ERC shall, within six (6) months from the effectivity of this Act, issue joint guidelines establishing WTE-specific FIT rates and qualification standards.

SEC. 10. Climate Alignment and Reporting.

All WTE operators shall annually submit to the DOE and DENR reports containing:

- (a) Total energy generated;
- (b) Volume of waste diverted from landfills;
- (c) Greenhouse gas emissions avoided; and
- (d) Compliance with air and water quality standards.

The DENR and DOE shall consolidate these data for submission to the Climate Change Commission (CCC) and inclusion in the national GHG inventory and the Philippines' NDC progress reports.

The CCC shall publish an annual National Waste-to-Energy Performance Report not later than March 31 of every year.

SEC. 11. Funding and Appropriations.

The amount of Three Billion Pesos (₱3,000,000,000.00) is hereby appropriated for the initial implementation of this Act, chargeable against the current appropriations of the DOE and DENR, to be included thereafter in their annual budgets under the General Appropriations Act.

SEC. 12. Transparency and Public Access.

The WTEC, through the DOE, shall establish a publicly accessible online portal containing all permits, ECCs, emissions data, and incentives granted under this Act.

Citizens and civil society organizations may file verified administrative complaints before the DENR against any operator found in violation of emission limits, transparency requirements, or permit conditions.

SEC. 13. Monitoring, Audit, and Penalties.

The DENR and the Commission on Audit (COA) shall conduct an Annual Joint Environmental and Financial Audit of all WTE facilities.

Violations of this Act shall be subject to the following penalties:

- (a) Exceeding emission limits – fine of not less than Five Million Pesos (₱5,000,000.00) and suspension of operations until compliance;
- (b) Repeated violation – permanent revocation of ECC and forfeiture of fiscal incentives; and
- (c) Failure to submit required data – fine of One Million Pesos (₱1,000,000.00) for every instance of non-submission.

1 **SEC. 14. Repealing Clause.**

2 All laws, decrees, orders, and issuances inconsistent with the provisions of this Act
3 are hereby repealed, amended, or modified accordingly.
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5 **SEC. 15. Separability Clause.**

6 If any provision of this Act is declared invalid or unconstitutional, the remaining
7 provisions shall continue to be in full force and effect.
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9 **SEC. 16. Effectivity.**

10 This Act shall take effect fifteen (15) days after its publication in the *Official Gazette*
11 or in a newspaper of general circulation.
12

13 Approved,