



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session



House Bill No. 5728

Introduced by CIBAC Party-List Representative
EDUARDO "BRO. EDDIE" C. VILLANUEVA

EXPLANATORY NOTE

Recent data underscores a critical demographic shift in the Philippines: the ageing of its population. According to the Philippine Statistics Authority (PSA), as of 2020, there were 9,242,121 Filipinos aged 60 and above, and 5,866,831 aged 65 and above. These figures represent 8.5% and 5.4% of the total population of 109,033,245, respectively. These numbers are expected to grow significantly in the coming decades due to improvements in life expectancy and declining birth rates.

Culturally, Filipinos have long taken pride in caring for their elderly at home. The notion of institutionalizing care--such as placing aging family members in nursing homes--is often foreign and, in many cases, frowned upon. It is deeply ingrained in the Filipino identity to look after our elderly parents, grandparents, and relatives, particularly during the twilight of their lives.

Unfortunately, the reality on the ground reveals a much more troubling picture. Across cities and towns, it is not uncommon to see elderly individuals begging, selling small goods on sidewalks, or sleeping outside train stations, churches, and other public spaces. Homelessness among senior citizens has emerged as a deeply concerning issue.

This problem arises from a combination of socioeconomic and emotional factors. Many families are simply unable to provide the financial and logistical support needed to care for their aging members. Others may neglect or exclude elderly relatives, leading some senior citizens to voluntarily leave their homes due to feelings of abandonment or mistreatment. Current estimates suggest that as many as 90% of senior citizens in the country do not receive adequate care.¹

The 1987 Philippine Constitution, under Section 11, Article XIII, clearly provides that "the State shall adopt an integrated and comprehensive approach to health

¹ Senior Citizen Benefits: It's More Fun to Live in PH in your Golden Years. Published on May 19, 2022. Retrieved from <https://www.lumina.com.ph/news-and-blogs/blogs/senior-citizen-benefits-its-more-fun-to-live-in-ph-inyour-golden-years/> (Last accessed on July 7, 2025).

development which shall endeavor to make essential goods, health and other social services available to all the people at affordable cost. There shall be priority for the needs of the underprivileged, sick, elderly, disabled, women, and children. The State shall endeavor to provide free medical care to paupers."

In line with this constitutional directive and in response to this growing crisis, the proposed measure seeks to institutionalize the care and protection of elderly Filipinos by mandating the establishment of at least one residential care facility, group home, or nursing home in every province and highly urbanized city. These facilities are envisioned to provide not only safe and secure shelter but also essential services that uphold the dignity and well-being of elderly residents. This includes the provision of nutritious food, proper clothing, medical and healthcare services, and psychosocial support. In addition, programs will be implemented to promote literacy, livelihood and vocational training, religious and cultural engagement, and efforts to reconnect estranged elderly individuals with their families through outreach and dialogue.

Through this measure, the State affirms its commitment to ensuring that no elderly Filipino is left behind. It seeks to turn compassion into policy by creating a system of care that respects the worth of every senior citizen, upholding our cultural values while addressing the urgent social realities of our time.

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


EDUARDO "BRO. EDDIE" C. VILLANUEVA



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AN ACT

MANDATING THE ESTABLISHMENT OF NURSING HOMES FOR THE ABANDONED, NEGLECTED, UNATTACHED, OR HOMELESS SENIOR CITIZENS, AMENDING FOR THE PURPOSE REPUBLIC ACT NO. 7432, OTHERWISE KNOWN AS "AN ACT TO MAXIMIZE THE CONTRIBUTION OF SENIOR CITIZENS TO NATION BUILDING, GRANT BENEFITS AND SPECIAL PRIVILEGES AND FOR OTHER PURPOSES," AS AMENDED, AND FOR OTHER PURPOSES

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

1 **SECTION 1. Short Title.** - This Act shall be known as the "*Homes for the Elderly*
2 *Act*".
3

4 **SEC. 2. Declaration of Policy.** - It is hereby declared the policy of the State to
5 value the dignity of every human person and guarantee full respect for human rights,
6 extend assistance to its elderly citizens through programs of social security, and
7 promote the right to health and safety of its senior citizens. Towards this end, the State
8 shall extend assistance to neglected and homeless senior citizens by establishing
9 nursing homes that will provide shelter and assistance for this marginalized sector.
10

11 **SEC. 3. Nursing Homes.** – Section 5 of Republic Act No. 7432, otherwise known
12 as "An Act to Maximize the Contribution of Senior Citizens to Nation Building, Grant
13 Benefits and Special Privileges and for Other Purposes" as amended, is hereby
14 amended to read as follows;
15

16 "SEC. 5. Government Assistance. - The government shall provide the
17 following:

18 x x x

19 d) Social Services

20 At least fifty percent (50%) discount shall be granted on the
21 consumption of electricity, water, and telephone by the senior citizens
22 center and residential care/group homes that are government-run or non-
23 stock, non-profit domestic corporation organized and operated primarily for

1 the purpose of promoting the well-being of abandoned, neglected,
2 unattached, or homeless senior citizens, subject to the guidelines
3 formulated by the DSWD.
4

5 **IN ADDITION, THESE RESIDENTIAL CARE, GROUP HOMES OR**
6 **NURSING HOMES SHALL BE EXEMPTED FROM THE PAYMENT OF**
7 **CUSTOMS DUTIES, TAXES, AND TARIFFS ON THE PURCHASE AND**
8 **IMPORTATION OF EQUIPMENT AND SUPPLIES USED ACTUALLY,**
9 **DIRECTLY, AND EXCLUSIVELY BY THE NURSING HOME PURSUANT**
10 **TO THIS ACT, INCLUDING THOSE DONATED TO THEM. ALL**
11 **DONATIONS MADE TO THESE FACILITIES SHALL ALSO BE EXEMPT**
12 **FROM DONOR'S TAXES AND SHALL BE ALLOWED AS A DEDUCTION**
13 **IN ACCORDANCE WITH THE NATIONAL INTERNAL REVENUE CODE,**
14 **AS AMENDED. THESE NURSING HOMES SHALL LIKEWISE BE**
15 **EXEMPT FROM PAYMENT OF LOCAL BUSINESS TAXES.**

16 x x x

17 (4) "substitute family care" in the form of residential care, ~~[or]~~ group homes,
18 or **NURSING HOMES** for the abandoned, neglected, unattached, or
19 homeless senior citizens and those incapable of self-care: **PROVIDED,**
20 **THAT THERE SHALL BE AT LEAST ONE (1) RESIDENTIAL CARE,**
21 **GROUP HOME, OR NURSING HOME IN EVERY PROVINCE AND**
22 **HIGHLY URBANIZED CITIES: PROVIDED, FURTHER, THAT IN**
23 **ADDITION TO PROVIDING A COMFORTABLE AND SAFE LIVING**
24 **QUARTERS, THE SERVICES THAT THESE ESTABLISHMENTS SHALL**
25 **OFFER SHALL INCLUDE:**

- 26 (i) **ADEQUATE AND NUTRITIOUS FOOD;**
27 (ii) **CLOTHING;**
28 (iii) **MEDICAL AND HEALTH CARE SERVICES;**
29 (iv) **COUNSELLING;**
30 (v) **FAMILY OUTREACH, RECONCILIATION AND DIALOGUE;**
31 (vi) **LITERACY AND OTHER VOCATIONAL OR LIVELIHOOD**
32 **TRAINING; AND**
33 (vii) **RELIGIOUS, CULTURAL AND VOCATIONAL ACTIVITIES;**
34 **PROVIDED, FINALLY, THAT THE DSWD, LGUS, NATIONAL**
35 **COMMISSION OF SENIOR CITIZENS, AND OTHER**
36 **APPROPRIATE AGENCIES SHALL COORDINATE AMONG EACH**
37 **OTHER FOR THE ESTABLISHMENT, MANAGEMENT AND**
38 **OPERATION OF THESE FACILITIES.**

39
40 **SEC. 4. Implementing Rules and Regulations.** – Within ninety (90) days from
41 the effectivity of this Act, the DSWD, in coordination with the Department of the Interior
42 and Local Government (DILG), the Department of Health (DOH), the National
43 Commission of Senior Citizens, the Federation of Senior Citizens Associations of the
44 Philippines, and other appropriate government agencies, the Confederation of Older
45 Persons Associations of the Philippines, and other concerned stakeholders, shall
46 issue the rules and regulations to effectively implement the provisions this Act.
47

48 **SEC. 5. Appropriations.** - The amount necessary to carry out the provisions of
49 this Act shall be included in the General Appropriations Act of the year following its
50 enactment into law and every year thereafter.

1
2 **SEC. 6. Separability Clause.** - If any portion or provision of this Act is declared
3 unconstitutional, the remainder hereof or any provisions not affected thereby shall
4 remain in force and effect.
5

6 **SEC. 7. Repealing Clause.** - Any law, presidential decree or issuance, executive
7 order, letter of instruction, rule, or regulation inconsistent with the provisions of this Act
8 is hereby repealed or modified accordingly.
9

10 **SEC. 8. Effectivity.** - This Act shall take effect fifteen (15) days after its complete
11 publication in the Official Gazette or in a newspaper of general circulation.
12

13 *Approved,*