

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

House Bill No. 7073



Introduced by TUCP Partylist Representative
HON. RAYMOND DEMOCRITO C. MENDOZA

EXPLANATORY NOTE

The Philippines is experiencing rapid demographic shifts with profound implications for economic growth, social services, human-capital formation, and long-term national development. These trends underscore the urgency of adopting an updated, comprehensive, life-course population and development (POPDEV) policy to ensure the demographic resilience or capacity of the country to withstand, adopt, and leverage on the challenges and opportunities of changing population dynamics.

The country's population reached 112.7 million (2024 Census), with a slowly declining growth rate of 0.80%. Despite overall growth, regional development remains uneven: 39% of Filipinos reside in the National Capital Region (NCR), Region IV-A, and Central Luzon, while many rural provinces continue to experience depopulation due to internal migration and urban congestion. The population structure is also changing. The working-age population (15–64) continues to expand, rising from 60% in 2020 to 63.9% in 2024, presenting an opportunity for economic gains. However, this “demographic window” is projected to narrow by 2050, when the proportion of older persons (65+) is expected to reach 12.3%, marking the transition to an aged society. Fertility has declined sharply from 2.7 children per woman (2017) to 1.9 (2022 NDHS) yet gaps in reproductive agency persist. Many births remain mistimed or unintended, and a one-child difference remains between ideal (2.7) and actual fertility, reflecting unmet reproductive intentions. Meanwhile, early pregnancies among young adolescents continue to rise, with long-term implications for health, education, and economic opportunity.

These demographic patterns of slowing growth, regional disparities, urbanization pressures, fertility decline, and an aging population demand a modern policy framework grounded in demographic resilience. The current legal basis, Presidential Decree No. 79 (1972), is outdated and no longer responsive to twenty-first-century realities.

The proposed Philippine Population and Development Act of 2026 provides an updated and forward-looking framework that:

1. Adopts a life-course, human-capital development approach, ensuring investments in health, education, and skills from childhood to old age.
2. Enable reproductive agency and family development by ensuring an enabling environment to achieve their aspirations and goals.
3. Institutionalizes data-driven governance, strengthening demographic data collection, analysis, and use in policymaking.
4. Integrates population dynamics into social protection, migration management, regional planning, and inclusive development, addressing uneven demographic trends across areas and groups.
5. Establishes flexible and anticipatory strategies to respond to transitions in fertility, aging, migration, and urbanization.
6. Creates a long-term Population and Development Plan of Action (PPD-POA) aligning demographic realities with economic, social, infrastructure, and human-capital priorities.
7. Strengthens the Commission on Population and Development (CPD) as the lead institution in coordinating POPDEV strategies across all levels of government.

The proposed measure positions population dynamics as a central pillar of national planning, ensuring that demographic shifts are transformed into opportunities for inclusive and sustainable development. By enacting this bill, Congress affirms the State's commitment to secure the well-being of present and future generations through a coherent, future-ready population and development policy.

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



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**AN ACT STRENGTHENING THE NATIONAL POPULATION AND
DEVELOPMENT POLICY TO ENHANCE THE COUNTRY'S
DEMOGRAPHIC RESILIENCE, REPEALING FOR THIS PURPOSE
PRESIDENTIAL DECREE NO. 79, SERIES OF 1972, AS AMENDED, 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 "Philippine Population and Development Act."

SECTION 2. *Declaration of Policies.* It is the policy of the State to:

- a. Foster demographic resilience or the country's capacity to adapt, thrive and sustain socioeconomic growth and stability amidst the evolving population dynamics or changes through comprehensive, coherent, and responsive policies that mitigate challenges, leverage opportunities, and optimize available dividends;
- b. Effectively develop its human resources through increased investments in education, health, and skills through a person's life course to ensure that they can meaningfully and productively participate in the economy and society in whatever demographic context the country has;
- c. Enable and support couples and individuals to fully exercise their rights to form and raise their families, including their right to have the number, timing, and spacing of children they desire within the demands of responsible parenthood and informed choices ensuring that all social and development policies are fully responsive to their diverse and changing needs; and
- d. Anticipate and respond to global megatrends such as climate change, demographic shifts, and social inequality, among others, through digitalization and other innovations to foster resilience and sustainability for an inclusive future.

SECTION 3. *Definition of Terms.* For purposes of this Act, the following shall refer to:

- a. *Demographic Dividend* – Refers to the economic growth potential that can result from shifts in a population’s age structure, mainly when the share of the working-age population (15 to 64) is larger than the non-working-age share of the population (14 and younger, and 65 and older).
- b. *Demographic Resilience* – Pertains to the capacity of the population to cope with and adapt to significant demographic changes such as aging population, migrations patterns and fluctuation in birth rates ensuring economic stability and addressing challenges posed by demographic shifts.
- c. *Life-Course Approach to Population Development* – This pertains to a way of designing population and development strategies that considers the impact of experiences, conditions, and capacities at each stage of life in the later human development stage and the cumulative effect of investments and interventions in early life stage, such as before birth, during childhood, adolescence, adulthood, old age, over time. It focuses on the continuity and connections between generations, recognizing that today’s investments shape tomorrow’s demographic and socioeconomic outcomes.
- d. *People-centered Development* – Refers to an approach to development that focuses on improving the capacity of people to participate and contribute to relevant development initiatives and in their community and equitably benefit from the fruits of socioeconomic progress.
- e. *Population and Development* – The explicit consideration of population dynamics and factors in development initiatives towards more people-centered interventions.

SECTION 4. *Key Components of Demographic Resilience.* The State shall build and sustain its demographic resilience through the following key integrated components:

- a. *Data-driven governance.* The government shall strengthen its capacity to collect, analyze, and use population data to understand and anticipate changes as basis for policy and strategic decisions. This includes the capacity of the government institutions to consider the forecasted or projected impact of population dynamics on relevant development strategies and programs.
- b. *Human capital development through life course.* The State shall harmonize initiatives to support the continuous process of building, enhancing, and sustaining individuals’ health, skills, knowledge, and capacities from early childhood through old age, recognizing that human development unfolds across interconnected phases of life—each influencing future outcomes and overall well-being.
- c. *Family-centered development.* The State shall strengthen its capacity to absorb, adapt to, and recover from demographic changes through effective

family-centered approaches in development initiatives, which places people and family at the core of policies, programs, and interventions, recognizing and strengthening their capacity as the primary social institution responsible for nurturing human capital, transmitting values, and providing emotional, social, and economic support across the life course.

- d. *Social and economic adaptation.* The government shall endeavor to institute reforms in social protection systems, adapt to changing labor markets, and pursue responsive economic infrastructure and reforms to meet the needs of a changing population structure, dynamics, and outcomes.
- e. *Leveraging demographic opportunities.* The government shall actively seek out and promote opportunities that arise from demographic shifts, such as potential demographic dividend from a large youth population or economic engagement of older adults.
- f. *Life-course and intergenerational policies and approaches in healthy and active ageing.* The government shall formulate coherent policies and approaches to ensure that individuals accumulate health, skills, and social support over time, while fostering solidarity and mutual support across age groups. This entails the institution of policies that strengthen the health systems, social protection, environments, and community support to enable older persons to remain healthy, independent, productive, and socially engaged for as long as possible.
- g. *Migration and Labor Mobility.* The government shall develop and pursue immediate to long-term solutions to efficiently and effectively manage social and economic issues and opportunities resulting from population movement such as rapid urbanization in the receiving areas and depopulation in sending localities. It also includes policies and strategies to promote more equitable distribution of socioeconomic development across regions and provinces.
- h. *Social Inclusion and Intergenerational Cohesion.* The government shall ensure that all population groups are integrated in the mainstream of development with no one left behind particularly those in the marginalized sectors. The State shall likewise foster solidarity, and mutual support among people of different age groups or generations within a family, community, or society

SECTION 5. *Population and Development (POPDEV) Plan of Action.* A long-term Philippine Population and Development Plan of Action, herein referred to as “PPD-POA,” shall be formulated through multisectoral collaboration upon assumption of the new Administration. The PPD-POA shall serve as the inter-agency plan for the implementation of the key components of demographic resilience provided in Section 4 of this Act. It shall be approved by the President and shall be aligned with the Philippine Development Plan and other relevant sectoral development plans.

SECTION 6. *Strengthening the Commission on Population and Development (CPD).* The Commission on Population and Development, herein referred to as

“CPD,” shall serve as the lead agency in the implementation of this Act. It shall be strengthened to serve as the primary policy, planning, coordinating, monitoring, and evaluating arm of the Executive Branch of the government in pursuing the country’s policies and the strategies in ensuring and enhancing the country’s demographic resilience to support its socioeconomic development thrust. The CPD shall maintain its attachment with the Department of Economy, Planning and Development (DEPDev) for purposes of policy and program coordination as provided in Republic Act No. 12145 (Economy, Planning and Development Act).

SECTION 7. Powers and Functions of the CPD. The CPD shall have the following powers and functions:

a. Policy, Plan and Program Development

- i. Lead the formulation, coordination, implementation, monitoring and evaluation of the PPD-POA and strategies in pursuing the thrusts of this Act;
- ii. Provide information and knowledge-based technical input to government agencies and relevant institutions in addressing and integrating population dynamics into their development policies, plans, programs, and strategies at all levels.
- iii. Collaborate with regional and local government units or institutions in developing and implementing strategic population and development interventions within their demographic contexts.
- iv. Develop innovative programs and approaches specifically on health, education, and other relevant advocacies (e.g. human capital development) addressing population and development issues for adoption and institutionalization of relevant institutions at the national and sub-national levels.
- v. Recommend relevant policies to Congress in ensuring the demographic resilience of the country.

b. Institutional Capacity Development

- i. Capacitate or train relevant institutions at all levels in analyzing and addressing the impact of population dynamics in their development agenda and strategies.
- ii. Capacitate national, regional, local, and community-based population workers on population and development-related strategies, skills, plans, and other interventions or services.
- iii. Establish online and other accessible digital platforms for population and development knowledge products and training for various stakeholders.
- iv. Provide relevant training and capacity building to pre-marriage orientation facilitators, local and community-based population and development and workers.

c. Population Data, Information and Knowledge Generation and Management

- i. Generate and disseminate knowledge, including research, on emerging population trends and issues and its current and potential impact on critical development concerns in collaboration with government statistical and research agencies and/or academic/research institutions.

- ii. Develop and establish databases or population surveillance systems such as the registry of migrants and marginalized population, among others, in collaboration with relevant agencies to strengthen evidence-based planning and policy development, subject to Data Privacy Act of 2012 (RA 10173).
 - iii. Formulate projections and estimates on the potential impact of population issues on socioeconomic development at all levels to inform planning, policy development, and projection of service requirements at all levels of governance.
- d. *Education, Promotion, and Communication*
 - i. Develop, implement, and assess promotion and communication strategies and materials using effective channels and media at the national and regional levels to increase the level of awareness of stakeholders on the interrelationships of population and development.
 - ii. Collaborate with educational institutions and agencies in integrating population and development in curricular or educational programs.
- e. *National and International Cooperation*
 - i. Collaborate with relevant national, regional, and local government agencies and other institutions in pursuing the objectives of the national population and development strategies.
 - ii. Actively participate in international dialogue or conferences and collaborate with international organizations in forging international consensus and cooperation on global population and development agenda.
 - iii. Pursue and strengthen south-south technical cooperation or collaboration or knowledge-sharing with other countries on population and development.
 - iv. Enter, on behalf of the Republic of the Philippines, into relevant contracts, agreements or arrangements with national and international government or private agencies as will be necessary, contributory and desirable in the implementation of this policy, subject to relevant protocols in international engagement.
- f. *Resource Generation and Mobilization*
 - i. Generate, accept, and disburse grants, donations, and other resources in support of the implementation of population and development strategies.
 - ii. Foster private sector participation in promoting the objectives of the population and development policy.
 - iii. Collect and retain revenue from the training fees for the maintenance and sustainability of capacity building activities for stakeholders, subject to government accounting rules and regulations.

SECTION 8. CPD Board of Commissioners. The CPD Board of Commissioners (BOC), referred to as the Board, shall serve as the executive collegial body responsible for directing and providing overall policy direction on population matters as they relate to demographic resilience to promote inclusive and sustainable economic growth and development in the country. The Board shall be composed of the Secretaries/Heads of the following agencies:

- a. Department of Economy, Planning and Development (DEPDev), as the Chairperson;
- b. Department of Health (DOH);
- c. Department of Education (DepEd);
- d. Department of Health (DOH);
- e. Department of Social Welfare and Development (DSWD);
- f. Department of the Interior and Local Government (DILG);
- g. Department of Labor and Employment (DOLE);
- h. Department of Agriculture (DA);
- i. Department of Trade and Industry (DTI);
- j. Department of Agrarian Reform (DAR);
- k. Department of Human Settlement and Urban Development (DHSUD);
- l. Department of Environment and Natural Resources (DENR);
- m. Department of Public Works and Highways (DPWH);
- n. Department of Migrant Workers (DMW);
- o. Department of Budget and Management (DBM);
- p. University of the Philippines Population Institute (UPPI); and,
- q. Two (2) representatives from civil society organizations, academe or private institutions with expertise on population and development to be appointed by and co-terminus with the President.

The Secretaries of government agencies may be represented by their authorized representatives, who shall not be lower than a Director level.

SECTION 10. *Powers and Duties of the Board.* The Board shall have the following powers and duties:

- a. Direct and approve the formulation, adoption and implementation of policies, plans, programs, strategies and projects that address emerging population issues with national importance as they relate to socioeconomic development in the country.
- b. Enjoin relevant government agencies and its instrumentalities to integrate, adopt, consider, and support the population and development strategies to collectively attain the goals and objectives of the PPD-POA.
- c. Ensure the adoption and integration of agreed population and development strategies within the relevant mandates, programs, and strategies of the Board's member agencies.
- d. Constitute committees consisting of members of the Board or such other experts and consultants from both the private and public sectors as are deemed necessary in the preparation of technical inputs needed in the discharge of its functions.
- e. Approve the level of annual CPD budget for consideration in the National Expenditure Program for the succeeding fiscal year.
- f. Issue rules and regulations necessary for the effective discharge of its powers and functions.

SECTION 11. *Functions of the Chairperson of the Board.* The Chairman of the CPD Board shall have the following powers and duties:

- a. Call and preside over the meetings of the Board or delegate the same to his/her authorized representative or to the most senior official of the members of the Board present in the meeting;
- b. Resolve, with the concurrence of the Board, emerging major policy-related issues;
- c. Appoint, with the concurrence of the Board, the Executive Director and such number of Deputy Executive Directors and Regional Directors as the exigencies of the service may require and recommend to the Board their suspension and removal of said officials for cause;
- d. Delegate to the Executive Director, subject to the approval of the Board, any of the powers vested in him/her as may be necessary in the performance of functions; and
- e. Perform such other duties as may be assigned to him by the Board from time to time.

Section 12. *Meetings of the CPD Board.* The Board shall meet every four months for a meeting. Special meetings can be called by the Chairperson as needed. The majority of the members of the Board shall constitute a quorum and no action shall be considered as a decision of the Board unless it carries the affirmative vote of the majority members present and voting. The deliberation and voting of the Board for urgent or emerging issues or resolutions that may arise in between regular meetings of the Board may be carried out via a referendum to be reported during the regular meeting. The authorized representative may sign resolutions and other pertinent documents on behalf of their principal, provided that a certification or authorization for representation specified such power or duty.

The members of the Board who are government officials shall serve without additional compensation except for the reimbursement of actual travel expenses. The appointed representatives from the civil society organization, academe, or private sector shall be entitled to honorarium to be agreed by the Board based on existing government rules and regulations.

Section 13. *The Executive Director* – The management, direction, and overall operation of the Commission on Population and Development in the implementation of its mandate shall be vested in an Executive Director, to be appointed by the Chairperson of the Board, subject to the concurrence of the members of the Board. The Executive Director shall serve for a fixed term of six (6) years and maybe reappointed. The Executive Director shall receive the emoluments attached to the rank of an undersecretary as provided for in Executive Order No. 71 series of 2018.

The Executive Director shall have solid education, training, and expertise related to the development, implementation, studies, and coordination of population and development-related strategies and programs and substantial managerial experience as minimum qualifications.

The Executive Director shall have the following powers, duties and responsibilities:

- a. Directs and manages the affairs and operations of CPD, in accordance with its duties and functions provided in this law, policies enunciated by the Board, and existing government rules and regulations;

- b. Serves as the secretariat to the CPD Board of Commissioners;
- c. Sits in all meetings of the Board and participate in its deliberations without the right to vote;
- d. Reviews, recommends, establishes, and maintains the approved organizational structure of the CPD;
- e. Appoints officials and employees below the Regional Director and to remove, suspend and otherwise discipline, for just cause, any subordinate personnel;
- f. Disburses, administers, and obligates appropriations of the CPD and report the financial performance of the agency to the Board;
- g. Submits annual and/or supplemental budget estimates to the Chairperson of the Board for endorsement to the Department of Budget and Management (DBM) for approval and inclusion in the National Expenditure Program (NEP) and General Appropriations Act (GAA);
- h. Facilitates the preparation of the PPD-POA and its corresponding accomplishment report for approval of the Board;
- i. Recommends to the Board major policies and strategies on population and development that entails adoption by the member agencies within their mandates and key programs and for submission to Congress for their consideration and enactment;
- j. Enter into and sign institutional agreements required and necessary for the implementation of the PPD-POA and policies enshrined in this Act including amendments, renewal, and/or extension thereof;
- k. Represents the agency in high level meetings at the national and international levels; and
- l. Performs other duties as may be assigned to him/her by the Board and the Chairperson.

Section 14. *Organizational Structure and Staffing Pattern of the CPD.* The CPD shall be composed of the Central Office and Regional Offices. The CPD shall be headed by the Executive Director to be assisted by two (2) Deputy Executive Directors:

- a. Deputy for Technical Operations; and,
- b. Deputy for Administrative and Financial Services.

Under the Office of the Executive Director, there shall be the following support units:

- a. Legal Services;
- b. International Cooperation and Special Projects;
- c. BOC Secretariat and Institutional Partnership; and,
- d. Internal Audit.

The Deputy Executive Director for Technical Operations shall manage and supervise the operations of the following Divisions, to be headed by a Division Chief:

- a. Policy, Planning, Monitoring and Evaluation;
- b. Research and Data Management;
- c. Capacity Development and Localization;
- d. Communications and Knowledge Management; and,
- e. Information and Communications Technology and Digitalization Division.

The Deputy Executive Director for Administrative and Financial Services shall manage and supervise the operations of the following Divisions, to be headed by a Division Chief:

- a. Human Resource Management;
- b. Administrative and Logistics Services; and,
- c. Financial Management and Services.

The CPD shall have a structure in accordance with its major functions. The CPD Management shall review its existing organizational and staffing pattern every five (5) years or as often as necessary to recommend an efficient organizational and staffing pattern to the Board. The Board shall endorse the said recommendation to the Department of Budget and Management (DBM), upon review and approval, to ensure more effective delivery of CPD's mandates, objectives, tasks, and functions.

Subject to the DBM's approval, the CPD may create new divisions or units with plantilla positions as it may deem necessary, and shall appoint officers and employees in accordance with the civil service law, rules, and regulations.

Section 15. CPD Regional Offices. The CPD shall establish, operate, and maintain an office in each region of the country, except in Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), which may be created under the Organic Law for the BARMM (Republic Act No. 11054). Each regional office shall be headed by a Regional Director, who shall be assisted by an Assistant Regional Director. The CPD Regional Offices shall discharge the functions of the CPD, as applicable, at the regional level.

As part of the staffing pattern of the CPD Regional Offices, there shall be a Provincial Population and Development Officer for every province, to provide technical assistance to local government units in the planning and implementation of population and development strategies based on their contexts.

Section 16. Creation and Mobilization of Inter-agency Regional Coordinative and Advisory Bodies on Population and Development. To promote interagency collaboration in advancing the population and development agenda at the regional levels, a Regional Population and Development Sub-Committee under the Regional Development Committee (RDC) at the regional level shall be organized and mobilized. The RPD-SC shall discuss, recommend, organize and assess interagency actions in addressing the population and development policies and agenda in Section 2 and 4 of this Act. The RPD-SC shall consist of the agency member of the CPD Board and other relevant institutions as deemed by the sub-committee.

Section 17. Population and Development Personnel as Public Health Workers. All personnel of the CPD shall be classified as public health workers in accordance with the pertinent provisions under Republic Act (R.A.) No. 7305, also known as the Magna Carta of Public Health Workers and its Revised Implementing Rules and Regulations (RIRR);

Section 18. Monitoring, Evaluation, and Reporting. The CPD shall initiate the monitoring and assessment of this Act based on the approved results framework. It shall submit to the Congress, Office of the President and CPD Board, a

comprehensive State of the Philippine Population and Development Report (SPPDR) every beginning, middle and end of the new Congress and Administration. The Report shall serve as an input in the formulation of the socioeconomic development agenda. Moreover, the CPD shall submit an annual agency accomplishment report to the Office of the President and CPD Board.

Section 19. *Implementing Rules and Regulations.* Within one hundred twenty (120) days from the effectivity of this Act, the CPD Board shall promulgate the necessary rules and regulations to carry out the provisions of this Act in consultation with other concerned government agencies, private agencies, and civic society.

Section 20. *Appropriations.* The amount necessary for the effective and continued implementation of the provisions of this Act shall be included in the annual General Appropriations Act. A program convergence budget shall be instituted for the national population and development program to harmonize and mobilize existing financial resources.

Section 21. *Separability Clause.* If any provision of this Act or any part thereof be declared invalid, the other provisions, insofar as they are separable from the invalid ones, shall remain in full force and effect.

Section 22. *Repealing Clause.* Presidential Decree No. 79 series of 1972 and all laws, decrees, orders, issuances, rules and regulations or parts thereof inconsistent with this Act are hereby repealed or modified accordingly.

Section 23. *Effectivity.* This Act shall take effect fifteen (15) days after its complete publication in newspapers of general circulation.

Approved,