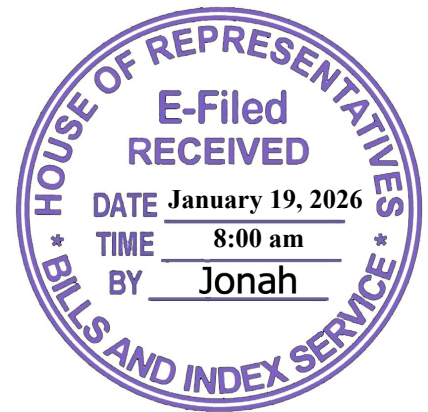




Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

House Bill No. 7151



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

EXPLANATORY NOTE

Despite being a major food producer, the Philippines faces significant food insecurity, with millions of Filipinos experiencing involuntary hunger. A Social Weather Stations (SWS) survey reports that 20% of Filipino families experienced involuntary hunger in April 2025.¹ The State of Food Security and Nutrition in the World 2024 report by the Food and Agriculture Organization (FAO) reveals that around 51 million people in the Philippines faced moderate or severe food insecurity from 2021 to 2023, accounting for 44.1% of the country's total population.²

In spite of this problem, it has been estimated that Filipinos still manage to waste up to 308,000 tons of rice annually. In Metro Manila alone, an estimated 2,175 tons of food scraps are discarded daily.³ This underscores the need for efficient systems to redistribute excess food to those in need.

One such solution seen to be effective in addressing these issues is the establishment of food banks. In South Korea, community-based food banks have successfully partnered with restaurants, groceries, and convenience stores to collect and distribute surplus food to vulnerable populations.⁴ These initiatives not only alleviate hunger but also promote social cohesion and self-reliance through skills training

¹SWS. *Hunger at 20.0% by end of April 2025*. Available at <https://www.sws.org.ph/swsmain/artclisppage/?artcsyscode=ART-20250627174857>. (Accessed on 04 July 2025).

² FAO. *State of Food Security and Nutrition in the World 2024*. Available at <https://doi.org/10.4060/cd1254en> (Accessed on 04 July 2025).

³ WWF Philippines. *Sustainable consumption and production*. Available at <https://archive.wwf.org.ph/what-we-do/food/thesustainablediner/>. (Accessed on 18 May 2025).

⁴ Korea Foodbank. *Who Are We*. Available at <https://www.foodbank1377.org/koreafoodbank/intro.do> (Accessed on 19 May 2025).

programs.⁵ Similarly, in Singapore, the Food Bank Singapore collects excess food from various donors and redistributes it to organizations serving the needy, operating as a registered charity and Institution of a Public Character.⁶⁷

In the Philippines, existing initiatives like the Good Food Grocer in Taguig⁸ and the Cebu Food Ban⁹ are already demonstrating the viability of food banks. These organizations collaborate with private companies, local government units, and food establishments to collect surplus food, which is then distributed to communities in need. Such models highlight the potential for scaling up food bank operations nationwide.

Considering the foregoing, this bill seeks to establish the *Pagkain Para Sa Lahat* Program which shall ensure that food surplus of all food-related businesses is channeled and distributed to food banks and soup kitchens established and/or accredited in accordance with this measure. In turn, the food banks and soup kitchens store and utilize the food surplus for preparation and distribution to citizens who need food the most.

This bill also empowers local government units to establish their own food banks and/or soup kitchens to ensure that all Filipinos in every LGU have access to quality food.

All donations and services donated by food-related businesses or logistics service providers, respectively, shall be exempt from donor's tax and shall be considered as an allowable deduction from their gross income. In addition, the Department of Social Welfare and Development shall establish an incentive system to recognize the best practices of all partners in the implementation of the Program.

For these reasons, the immediate passage of this measure is earnestly sought.


EDUARDO "BRO. EDDIE" C. VILLANUEVA

⁵ 16 January 2014. *Lesson from South Korea's food banks*. Rappler. Available at <https://www.rappler.com/moveph/48031-lessons-south-korea-food-banks/> (Accessed on 19 May 2025).

⁶ Food Bank Singapore. *Who We Serve*. Available at <https://foodbank.sg/about/who-we-serve/> (Accessed on 19 May 2025).

⁷ Food Bank Singapore. *The Food Bank Singapore Achieves /PC Status*. Available at <https://foodbank.sg/the-food-bank-singapore-achieves-ipc-status/> (Accessed on 19 May 2025).

⁸ Rappler. *FAST FACTS: How Philippines' first food bank works*. 19 July 2018. Available at <https://www.rappler.com/newsbreak/iq/207684-things-to-know-good-food-grocer-first-food-bank-philippines/> (Accessed on 19 May 2025).

⁹ Cebu Food Bank. *What We Do*. Available at <https://www.cebufoodbank.com/about-us/> (Accessed on 19 May 2025).



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. 7151

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

AN ACT
ESTABLISHING THE PAGKAIN PARA SA LAHAT PROGRAM 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 “*Pagkain Para Sa Lahat*
2 *Act.*”
3

4 **SEC. 2. Declaration of Policy.** – It is hereby declared the policy of the State to
5 safeguard food security, end hunger, and promote the efficient distribution of the country's
6 food resources. Towards this end, the State shall adopt a system to promote, facilitate,
7 and ensure that food surplus produced by establishments and food manufacturers are
8 distributed to food banks and soup kitchens.
9

10 **SEC. 3. Definition of Terms.** – As used in this Act, the following terms shall mean:
11

12 a) **Food banks** refer to either public, private, non-profit, charitable, or other social
13 mission-driven organizations that store food surplus and distribute it to soup
14 kitchens or other establishments, or sell it to consumers;
15

16 b) **Food-related businesses** refer to public and private businesses involved in the
17 manufacturing and processing of food products, private businesses involved in
18 the wholesaling and retailing of food products, and private businesses involved
19 in serving food products, which may include, but are not limited to, farms,
20 factories, supermarkets, groceries, wholesalers, convenience stores,
21 restaurants, fast food chains, cafeterias, and hotels;
22

- 1 c) **Food surplus** refers to food inventory from food-related businesses which have
2 been left unsold during the ordinary course of business, but is still fit for
3 consumption based on standards set by relevant laws, rules, and regulations;
4
5 d) **Logistics service providers** refer to persons or entities engaged in the transport
6 or delivery of goods; and
7
8 e) **Soup kitchens** refer to either public, private, non-profit, charitable, or other social
9 mission-driven organizations that prepare and serve food given by food banks or
10 other donors.
11

12 **SEC. 4. Establishment of the Pagkain Para Sa Lahat Program; Role of DSWD.**

13 – There shall be created a Pagkain Para Sa Lahat Program which shall ensure that food
14 surplus of all food-related businesses shall be channeled and distributed to food banks
15 and soup kitchens established and/or accredited in accordance with this Act.
16

17 The Department of Social Welfare and Development (DSWD) shall be the lead and
18 coordinating agency for the proper implementation of the Program. In the performance of
19 this function, the DSWD shall:
20

- 21 a) Provide the framework, guidelines, and standards for the collection, storage, and
22 distribution of food surplus donated to food banks and/or soup kitchens;
23
24 b) Coordinate with local government units (LGUs) on the establishment of local food
25 banks and/or soup kitchens;
26
27 c) Promote linkages between food-related businesses, food banks, and soup
28 kitchens to create a community-based food distribution system; and
29
30 d) Coordinate with food manufacturers, food-related businesses, food banks, and
31 other government agencies for the development of programs to bolster food
32 distribution to beneficiaries.
33

34 **SEC. 5. Accreditation and Establishment of Food Banks and Soup Kitchens.**

35 – The DSWD shall establish a system of accreditation of private food banks and soup
36 kitchens. It shall also ensure that at least one (1) food bank and soup kitchen is available
37 in every city or municipality. In the absence thereof, the DSWD shall immediately inform
38 and coordinate with the LGU concerned for the establishment of a food bank and soup
39 kitchen in such locality.
40

41 To ensure that all food surplus is consumed properly and in a timely manner, a food
42 bank shall, as far as practicable, have a partner soup kitchen. All food banks and soup
43 kitchens established and/or accredited in accordance with this Act shall offer their
44 products to the public without any qualification.
45

1 **SEC. 6. Duties of Food-related Businesses.** – To achieve the objectives of this
2 Act, all food-related businesses shall:

- 3
- 4 a) Determine the amount, type, and quantity of food surplus that can be delivered
5 for consumption of beneficiaries of food banks and/or soup kitchens;
6
- 7 b) Enter into contracts or agreements with food banks and soup kitchens to
8 redistribute food surplus to beneficiaries of food banks and/or soup kitchens;
9
- 10 c) Shoulder the costs, on its own or in partnership with a logistics service provider,
11 of transporting food surplus from the business or storage site to the food bank or
12 soup kitchen, or to their respective warehouse or distribution center; and
13
- 14 d) Ensure that the food surplus is unadulterated, fit for human consumption, and in
15 good condition upon arrival at the food bank's distribution center. For this
16 purpose, a system for evaluating food surplus shall be created by the National
17 Nutrition Council (NNC) to ensure that food surplus is fit for human consumption.
18

19 **SEC. 7. Duties of Food Banks.** – To ensure that all food surplus given or donated
20 to food banks benefit all citizens, all food banks shall:

- 21
- 22
- 23 a) Submit periodic reports to the DSWD and the concerned LGU on the type of food
24 donated, quantity donated, and other pertinent information on the distribution of
25 food surplus in their establishments;
26
- 27 b) Ensure that all food surplus given or donated to it is fit for human consumption,
28 and require as proof a certification from the NNC for this purpose;
29
- 30 c) Establish linkages with soup kitchens;
31
- 32 d) Store food surplus for distribution to beneficiaries and partner-soup kitchens; and
33
- 34 e) Ensure that their facilities follow best practices and procedures on food storage.
35

36 **SEC. 8. Duties of Soup Kitchens.** – To ensure that all food ingredients used by
37 soup kitchens are fit for human consumption, soup kitchens shall:

- 38
- 39 a) Ensure that all food surplus given or donated to it is fit for human consumption,
40 and require as proof a certification from the NNC for this purpose; and
41
- 42 b) Prepare food surplus to cooked or processed form fit for consumption, and ensure
43 such is free from contamination.
44

45 **SEC. 9. Duties of Local Government Units.** – LGUs are hereby required to:
46

- a) As far as practicable and in the absence of a food bank and/or soup kitchen located in their respective localities, establish local food banks and soup kitchens in their area;
- b) Utilize food banks and/or soup kitchens and, if possible, merge the latter with its community development programs;
- c) Provide technical, financial, and logistical support to food bank and/or soup kitchen operations within its territorial jurisdiction; and
- d) Regularly inspect the establishments of food-related businesses, food banks, and soup kitchens to ensure that they are compliant with all sanitation and other related laws.

SEC. 10. Incentives for Participation. – All donations of food surplus or service donated by food-related businesses or logistics service providers, respectively, shall be exempt from donor's tax. In addition, 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.

The DSWD, in coordination with the Department of the Interior and Local Government (DILG) and LGUs, shall also establish a system of incentives to participants of the Program to recognize their best practices with regard to achieving the objectives of this Act, such as training packages, technical guidance, awards, and other similar incentives.

SEC. 11. Liability. – The certification issued by the NNC shall serve as sufficient proof that the food surplus donated or distributed is fit for human consumption: Provided, That the distribution or preparation of food surplus, processed or otherwise, was done in good faith and in compliance with good food handling processes.

SEC. 12. Implementing Rules and Regulations. – Within sixty (60) days from the effectivity of this Act, the DSWD shall, in coordination with the DILG, Department of Health (DOH), NNC, Bureau of Internal Revenue (BIR), and other relevant government agencies and stakeholders, promulgate the necessary rules and regulations for the effective implementation of this Act.

Failure of the relevant government agencies to promulgate the IRR within the specified period shall subject the heads of these government agencies to administrative penalties under applicable civil service laws.

Should the IRR contain provisions that are contrary to this Act, the heads of the government agencies responsible for such provision, when done in bad faith or with gross negligence, shall be held administratively liable.

1 **SEC. 13. Annual Report.** – The DSWD shall, in coordination with the DILG, DOH,
2 and other relevant agencies, submit an annual report on the implementation of this Act to
3 the President of the Philippines and both Houses of Congress on or before April 30 of
4 each year.

5
6 **SEC. 14. Appropriations.** – The funds needed to implement the provisions of this
7 Act shall be included in the annual General Appropriations Act.

8
9 **SEC. 15. Separability Clause.** – If any portion or provision of this Act is declared
10 unconstitutional, the remainder hereof or any provisions not affected thereby shall remain
11 in force and effect.

12
13 **SEC. 16. Repealing Clause.** – Any law, presidential decree or issuance, executive
14 order, letter of instruction, rule, or regulation inconsistent with the provisions of this Act is
15 hereby repealed or modified accordingly.

16
17 **SEC. 17. Effectivity.** – This Act shall take effect fifteen (15) days after its complete
18 publication in the Official Gazette or in a newspaper of general circulation.

19
20 *Approved,*