



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

20th CONGRESS
1st Regular Session

HOUSE BILL NO 9091



Introduced by **REPRESENTATIVE JENNIFER A. LAGBAS**

EXPLANATORY NOTE

Menstruation is a natural and healthy biological process, yet millions of women, girls, and other menstruating persons cannot afford menstrual products or access the water, sanitation, and privacy necessary to manage their menstrual health and hygiene with dignity. This challenge, known as *period poverty*, robs its victims of health, education, productivity, and dignity.

The Philippines is no exception. According to the Philippine Statistics Authority, there are approximately 27.85 million Filipino women of reproductive age (15, 49).¹ For a typical five-day cycle using roughly twenty pads at an average retail price of seven pesos each, a single menstruator spends about Php 140 every month, or nearly Php 1,700 every year, excluding pain medication, underwear, and laundry costs. For students, informal-sector workers, and families below the poverty line, this cost is a recurring, gendered expense that directly translates into missed school days, lost wages, unsafe hygienic practices, and compounded health risks.

At the same time, reproductive health access in the Philippines remains uneven more than a decade after the passage of Republic Act No. 10354, otherwise known as the *Responsible Parenthood and Reproductive Health Act of 2012*. While that law guarantees universal access to medically safe, non-abortifacient, and quality reproductive health care, chronic underfunding, stock-outs of contraceptive commodities, uneven LGU implementation, stigma, and the persistence of adolescent barriers have left many Filipinos, especially the poor, rural women, adolescents, persons with disabilities, LGBTQI+ persons, and indigenous communities, without meaningful access to birth control, emergency contraception, prenatal supplements, sexually transmitted infection (STI) prevention supplies, and menstrual hygiene products.

Period products and reproductive health commodities are not luxuries. They are essential health supplies — comparable to first-aid kits, potable water, or vaccines — and their availability is a

¹ Philippine Statistics Authority, *Age and Sex Distribution in the Philippine Population (2020 Census of Population and Housing)*, Philippine Statistic Authority, August 12, 2020, <https://psa.gov.ph/content/age-and-sex-distribution-philippine-population-2020-census-population-and-housing#:~:text=They%20made%20up%208.5%20percent,Table%202%20and%20Figure%207> (accessed April 20, 2026).

determinant of whether half the population can fully participate in school, work, and public life. The United Nations, the World Health Organization, and a growing list of jurisdictions have recognized this issue by providing menstrual products free of charge in public institutions. The Philippines can and should follow.

This measure seeks to guarantee universal, free, and dignified access to period products and reproductive health items in public schools, state universities and colleges, workplaces of the national government and local government units, barangay health stations, rural health units, public hospitals, detention and rehabilitation facilities, evacuation centers, and other public places. It complements and strengthens Republic Act No. 10354 by: (1) plugging the commodity-supply gap for contraceptives and related reproductive-health items; (2) extending coverage to menstrual hygiene, which RA 10354 does not expressly cover; (3) mandating emergency stockpiles for disasters and armed conflict; and (4) entrenching a zero-stock-out policy with clear accountability mechanisms.

Access to period products and reproductive health items is not a privilege, it is a component of the constitutional rights to health, dignity, education, and equal protection.

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


HON. JENNIFER A. LAGBAS
Representative
First District, Misamis Oriental



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Introduced by **REPRESENTATIVE JENNIFER A. LAGBAS**

AN ACT
GUARANTEEING UNIVERSAL AND FREE ACCESS TO PERIOD PRODUCTS AND
OTHER REPRODUCTIVE HEALTH ITEMS, STRENGTHENING AND EXPANDING
REPUBLIC ACT NO. 10354, OTHERWISE KNOWN AS THE RESPONSIBLE
PARENTHOOD AND REPRODUCTIVE HEALTH ACT OF 2012, AND
APPROPRIATING FUNDS THEREFOR

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 “Free Menstrual and Reproductive Health Products Act.”

SEC. 2. *Declaration of Policy.* - It is hereby declared the policy of the State to uphold the inherent dignity of every person and to guarantee, without discrimination, the rights to health, education, information, privacy, and equal protection of the laws. Pursuant to Sections 11, 12, 13, 14, and 15 of Article II, Section 1 of Article III, and Sections 11 and 14 of Article XIII of the 1987 Constitution, the State recognizes that access to menstrual hygiene and reproductive health commodities is a component of the fundamental right to health and a precondition to women’s substantive equality, the full realization of the rights of the youth, and the participation of all persons, regardless of sex, sexual orientation, gender identity or expression, and sex characteristics, in the economic, social, civic, and political life of the nation.

The State shall therefore ensure that every Filipino who menstruates, or who requires reproductive health commodities, has universal, free, confidential, and dignified access to safe, effective, culturally appropriate, age-appropriate, and environmentally responsible period products and reproductive health items, especially in times of ordinary life, in public institutions, and during emergencies, natural disasters, and armed conflict.

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

- a) **Covered Institution** refers to any (1) public school at the elementary, secondary, senior high, and tertiary levels, including state universities and colleges, TESDA-supervised institutions, and Alternative Learning System (ALS) community learning centers; (2) barangay health station, rural health unit, city or municipal health office, district hospital, provincial hospital, DOH-retained hospital, and any other government-operated health facility; (3) office, workstation, or workplace of a national government agency, government-owned or controlled corporation, constitutional body, or local government unit; (4) public transportation terminal, correctional institution, jail, detention center, youth care facility, and evacuation or relief center; and (5) such other public places as the Department of Health (DOH) may, by regulation, designate.
- b) **Period Products** refers to sanitary napkins, pantyliners, tampons, period underwear, reusable cloth pads, menstrual cups, menstrual discs, and other menstrual-hygiene articles approved by the Food and Drug Administration (FDA); and includes ancillary items necessary for their hygienic use, such as disposal bags, hand soap, and, where feasible, clean water and waste-disposal receptacles.
- c) **Reproductive Health Items** refers to the full range of medically safe, non-abortifacient, legal, effective, and quality commodities contemplated under Republic Act No. 10354 and this Act, including but not limited to: (1) hormonal and non-hormonal contraceptives, oral pills and male and female condoms; (2) emergency contraceptive pills duly certified by the FDA as non-abortifacient; (3) testing kits and prophylactic supplies for sexually transmitted infections and HIV; (4) lubricants and dental dams; (5) breastfeeding and lactation supplies; (6) menopause-related supplies; and (7) such other commodities as may be provided for by DOH.
- d) **Menstruator** refers to any person who experiences menstruation, regardless of age, marital status, gender identity, gender expression, or sex characteristics.
- e) **Period Poverty** refers to the inability, whether temporary or recurring, to afford or access safe period products, clean water, adequate sanitation, menstrual-hygiene education, or pain-relief management, resulting in adverse physical, psychosocial, educational, or economic consequences.
- f) **Zero-Stock-Out Policy** refers to the standard operational requirement that Covered Institutions maintain, at all times, a minimum buffer of period products and reproductive health items sufficient to meet forecast demand for no less than ninety (90) days, in accordance with guidelines issued by the DOH.

SEC. 4. Universal Right to Period Products and Reproductive Health Items; Non-Discrimination. - Every person in the Philippines shall have the right to receive, without cost, period products and reproductive health items at any Covered Institution. Such right shall be enjoyed without discrimination on account of sex, gender identity or expression, sexual orientation, sex characteristics, age, civil status, religion, political belief, disability, ethnicity, indigenous identity, socioeconomic status, HIV status, nationality, immigration status, or nature of work.

No identification document, proof of income, parental or spousal consent, prescription, registration, or other form of gatekeeping shall be required as a pre-condition for obtaining period products. Reproductive health items shall be dispensed in accordance with existing laws and medical protocols: *Provided*, That no minor shall be denied access to information or

counseling on reproductive health and that no person shall be deprived of emergency reproductive health care on account of age, marital status, or absence of parental or spousal consent.

SEC. 5. *Free Period Products in Covered Institutions.* - All Covered Institutions shall make period products available, free of charge, in accessible, clearly marked, and adequately private locations, including but not limited to restrooms, clinic rooms, guidance offices, and similar spaces. Period products shall be available at all times during the normal operating hours of the Covered Institution, and in sufficient variety (disposable, reusable, and sustainable options) to allow the user to choose a product that meets her health, comfort, and religious or cultural needs.

In public elementary and secondary schools, a designated menstrual-hygiene focal point, which may be the school nurse, a female guidance counselor, or a barangay health worker, shall be available to assist learners in accessing period products with privacy and without embarrassment. No learner shall be required to seek permission from, or make a written request to, male personnel to obtain period products.

SEC. 6. *Free Reproductive Health Items.* - All Covered Institutions with a health-service function, including barangay health stations, rural health units, city and municipal health offices, DOH-retained hospitals, district hospitals, provincial hospitals, and public-sector employee clinics, shall dispense, free of charge and in accordance with medical protocols, the full range of Reproductive Health Items defined in Section 3(c) of this Act.

All accredited public health facilities shall observe the Zero-Stock-Out Policy.

Private health facilities receiving accreditation from the Philippine Health Insurance Corporation (PhilHealth) shall be required, at no cost to the patient, reproductive health items for indigent and low-income patients identified through the National Household Targeting System for Poverty Reduction (NHTS-PR) or any successor system of the Department of Social Welfare and Development (DSWD), subject to reasonable reimbursement by the national government.

SEC. 7. *Designated Access Points.* - Without prejudice to other locations, the following designated access points shall be established:

- a) All school restrooms accessible to learners, including those used by gender-nonconforming learners, in every public educational institution;
- b) The clinic or guidance office of every public elementary, secondary, senior high, TESDA, ALS, and tertiary school;
- c) Every barangay health station, rural health unit, and city or municipal health office;
- d) The employee-welfare or health unit of every office, workstation, or workplace of a national government agency, government-owned or controlled corporation, constitutional body, and local government unit;
- e) Every jail, detention center, youth care facility, and correctional institution operated by the Bureau of Jail Management and Penology, the Bureau of Corrections, the Juvenile Justice and Welfare Council, and local government units;

- f) Every evacuation center, temporary shelter, and relief-operation site activated during natural disasters, public-health emergencies, or armed conflict;
- g) Every public transportation terminal, including airports, seaports, bus terminals, and major rail stations; and
- h) Such other public places as the DOH may designate by regulation.

SEC. 8. *Emergency Stockpiles.* - In recognition of the fact that natural disasters, public-health emergencies, and armed conflict disproportionately affect women, girls, and other menstruators, all LGUs, in coordination with the Office of Civil Defense and the National Disaster Risk Reduction and Management Council (NDRRMC), shall maintain menstrual-hygiene and reproductive-health emergency stockpiles in every evacuation center, relief-operations hub, and pre-positioned warehouse. Standard dignity-kit contents shall include, at a minimum, period products for three (3) menstrual cycles, pain-relief medication, clean undergarments, soap, and information materials in the local dialect.

SEC. 9. *Sustainability and Environmental Considerations.* - The DOH, in coordination with the Department of Environment and Natural Resources (DENR) and the Department of Science and Technology (DOST), shall promote the use of reusable, biodegradable, and environmentally responsible menstrual products, such as reusable pads, period underwear, and menstrual cups, and shall support research and development of locally appropriate sustainable alternatives. Covered Institutions shall ensure proper disposal of single-use period products, the availability of menstrual-waste receptacles in all gender-inclusive restrooms, and menstruation-sensitive solid-waste management consistent with Republic Act No. 9003 (the *Ecological Solid Waste Management Act of 2000*).

SEC. 10. *Information, Education, and Communication; Menstrual and Reproductive-Health Literacy.* - DepEd, CHED, TESDA, and the Commission on Higher Education shall integrate menstrual health and reproductive-health literacy, including the physiology of menstruation, pain management, proper product use, the right to freedom from menstrual stigma, consent and bodily autonomy, STI prevention, and responsible parenthood, into the age- and development-appropriate reproductive health education mandated by Republic Act No. 10354. The DOH and the Philippine Information Agency shall implement a sustained nationwide information campaign, including in Filipino sign language and in at least the eight (8) major Philippine languages.

Menstrual and reproductive-health education shall be delivered to all learners, regardless of sex or gender, and shall address the role of boys, men, and gender-nonconforming persons in dismantling stigma.

SEC. 11. *Confidentiality and Data Privacy.* - All personal data collected in connection with the receipt of period products or reproductive health items shall be treated with the highest level of confidentiality, consistent with Republic Act No. 10173 (the *Data Privacy Act of 2012*). The receipt of such items shall not be recorded in any manner that identifies the recipient, unless clinically necessary and only with the recipient's free and informed consent; in the case of minors, with appropriate age-sensitive protocols.

SEC. 12. *Integration with Republic Act No. 10354 and Other Laws.* - This Act shall be read in *pari materia* with, and is hereby integrated into, the framework of Republic Act No. 10354. The rights and services under this Act are in addition to, and not in derogation of, those provided under Republic Act No. 9710 (*Magna Carta of Women*), Republic Act No. 11148 (*Kalusugan at Nutrisyon ng Mag-Nanay Act*), Republic Act No. 11223 (*Universal Health Care Act*), Republic Act No. 11210 (*105-Day Expanded Maternity Leave Law*), Republic Act No. 11166 (*Philippine HIV and AIDS Policy Act*), and all other laws enhancing the right to health and gender equality.

SEC. 13. *Reporting, Monitoring, and Citizen Oversight.* - The DOH shall submit annually to the President of the Philippines and to both Houses of Congress a consolidated annual report on the implementation of this Act, which shall be publicly available online.

SEC. 14. *Appropriations.* - The amount necessary for the initial implementation of this Act shall be charged against the current year's appropriations of the DOH, DepEd, CHED, TESDA, and the Philippine Commission on Women. Thereafter, such sums as may be necessary for the continued implementation of this Act shall be included in the annual General Appropriations Act under the budgets of the said agencies. The Gender and Development (GAD) funds of all national government agencies and LGUs, equivalent to at least five percent (5%) of their total budgets under the Magna Carta of Women, may be used as a source of funding for this Act.

SEC. 15. *Implementing Rules and Regulations.* - Within ninety (90) days from the effectivity of this Act, the DOH, as lead agency, in consultation with DepEd, CHED, TESDA, DBM, DILG, DSWD, DENR, DOST, the Department of Labor and Employment, the Bureau of Internal Revenue, the Philippine Commission on Women, the National Youth Commission, the National Anti-Poverty Commission, LGU leagues, and accredited civil-society organizations representing women, youth, LGBTQI+ persons, persons with disabilities, and indigenous peoples, shall issue the implementing rules and regulations for this Act.

SEC. 16. *Separability Clause.* - If any provision of this Act is declared invalid or unconstitutional, the remaining provisions not affected shall continue to be in full force and effect.

SEC. 17. *Repealing Clause.* - All laws, presidential decrees, executive orders, rules, regulations, or parts thereof inconsistent with the provisions of this Act are hereby repealed, modified, or amended accordingly.

SEC. 18. *Effectivity.* - This Act shall take effect fifteen (15) days after its publication in the Official Gazette or any two (2) newspapers of general circulation in the Philippines.

Approved,