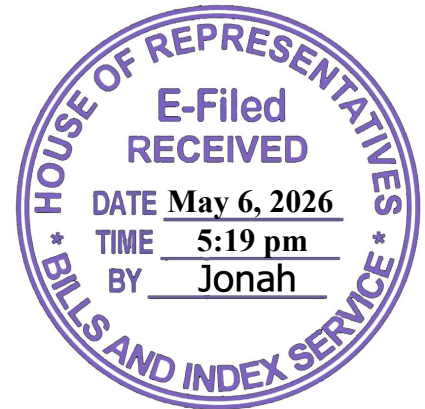


Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City
TWENTIETH CONGRESS
First Regular Session



HOUSE BILL NO. 9148

Introduced by **REP. BERNADETTE "DETTE" G. ESCUDERO**

AN ACT
ESTABLISHING THE KALINGA PROGRAM TO SHIELD FILIPINO
HOUSEHOLDS, WORKERS, FARMERS, FISHERFOLK, TRANSPORT
OPERATORS, AND MICRO, SMALL, AND MEDIUM ENTERPRISES (MSMEs)
FROM FUEL-DRIVEN INFLATION, ENERGY SUPPLY DISRUPTIONS, AND
ESSENTIAL GOODS PRICE SHOCKS, AND FOR OTHER PURPOSES

EXPLANATORY NOTE

Fuel price volatility remains one of the most immediate drivers of increases in the cost of living of Filipino households, affecting transport costs, food prices, power generation, logistics, and the survival of micro, small, and medium enterprises (MSMEs). The need for an immediate and coordinated government response is underscored by the sharp acceleration of inflation in April 2026, when the country's headline inflation rose to 7.2%, from 4.1% in March 2026 and 1.4% in April 2025. The Philippine Statistics Authority (PSA) identified the leading contributors to overall inflation are food and non-alcoholic beverages, contributing 31.9% or 2.3 percentage points, transportation costs contributing 27.0% or 1.9 percentage points, and housing, water, electricity, gas and other fuels, contributing 23.2% or 1.7 percentage points. Food inflation likewise accelerated to 6.1% in April 2026 from 2.7% in the previous month, driven mainly by the increase in rice inflation to 13.7%, from 3.5% in March 2026. These figures demonstrate that inflation is no longer confined to fuel prices alone, but has already spread to food, transportation, utilities, and other basic necessities, thereby justifying the establishment of a coordinated, targeted, and time-bound national response framework.¹

Consequently, the Department of Energy reported that as of 28 April 2026, domestic oil price movements resulted in year-to-date net increases of ₱44.23 per liter for gasoline, ₱48.96 per liter for diesel, and ₱57.99 per liter for kerosene, amid elevated global crude prices, geopolitical tensions, and foreign exchange pressures.² The Bangko Sentral ng Pilipinas also warned in its 2025 Monetary Policy Report that

¹ Philippine Statistics Authority. (n.d.). *Consumer price index and inflation rate*. <https://psa.gov.ph/price-indices/cpi-ir>

² Department of Energy. (2026, April 28). *Oil monitor: As of 28 April 2026* [PDF]. https://prod-cms.doe.gov.ph/documents/d/guest/oil-monitor_28-april-2026_male_reviewed_msdc_ayp-copy-pdf

domestic inflation could breach the government's 2%–4% target range if Dubai crude oil prices average US\$80 per barrel in 2026, even before considering second-round effects.³ This bill therefore provides a necessary, targeted, and fiscally responsible mechanism for government response. Instead of relying on fragmented or purely reactive subsidies, this measure, anchored on House Bill No. 8834 earlier filed, seeks to establish the KALINGA Program or the Komprehensibong Alalay sa Livelihood, Inflation, Negosyo and Goods Assistance Program, as a national emergency response framework to mitigate fuel-driven inflation, secure energy and essential goods supply, and provide targeted, time-bound assistance to vulnerable sectors.

To further strengthen the responsiveness, integrity, and accountability of the measure, the bill introduces additional safeguards and implementation mechanisms, including a beneficiary identification to ensure accurate targeting and avoid duplication of aid, anti-hoarding, anti-profiteering, and price manipulation safeguards to prevent abuse during periods of supply and price instability, data privacy and cybersecurity protection to secure beneficiary information and payment disbursement, fuel and essential goods priority allocation to protect critical sectors and public services during supply disruptions, penalties for fraudulent claims to deter misuse of public funds and false availment of benefits and a mandatory public dashboard to promote transparency, public monitoring, and accountability in the release and utilization of government assistance.

In view of the continuing threat of fuel-driven inflation and its direct impact on Filipino families, workers, farmers, fisherfolk, transport operators, MSMEs, and consumers, the immediate passage of this measure is earnestly sought.



HON. BERNADETTE "DETTE" G. ESCUDERO
Representative
1st District, Sorsogon

³ Bangko Sentral ng Pilipinas. (2025, June). Economic outlook: Monetary policy report [PDF]. https://www.bsp.gov.ph/Price%20Stability/MonetaryPolicyReport/EconomicOutlook_June2025.pdf

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ESSENTIAL GOODS PRICE SHOCKS, 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 "KALINGA Act of 2026"
2 or the "Komprehensibong Alalay sa Livelihood, Inflation, Negosyo and Goods Assistance
3 Act."

4
5 **SEC. 2. Declaration of Policy.** - It is hereby declared the policy of the State to
6 adopt and implement a comprehensive, responsive, and fiscally responsible intervention
7 framework to protect Filipino consumers, workers, farmers, fisherfolk, the transport
8 sector, and micro, small, and medium enterprises from the adverse effects of fuel price
9 shocks, energy supply disruptions, and inflationary pressures.

10 Towards this end, the State shall ensure the continuous supply and availability of
11 oil, fuel, electricity, and essential goods, stabilize prices and prevent excessive inflation;
12 support logistics and supply chains nationwide, promote energy conservation and
13 demand reduction, and authorize flexible tax, regulatory, and fiscal interventions when
14 necessary.

15 The State shall likewise maintain fiscal discipline by ensuring that all interventions
16 are targeted, time-bound, transparent, and designed to avoid unnecessary increases in
17 the budget deficit and government borrowing, while providing the government sufficient
18 flexibility to respond swiftly and effectively to fuel price volatility and energy-related
19 emergencies.

20
21 **SEC. 3. Definition of Terms.** - As used in this Act, the following terms are
22 defined, as follows:

(a) "Disadvantaged and underemployed workers" refers to a broad category of individuals who need government assistance by reason of underemployment or displacement, including self-employed persons who have lost their livelihood due to an economic crisis.

(b) "Farmers" are persons primarily engaged in agricultural production.

(c) "Fisherfolk" refer to persons directly and physically engaged in taking, culturing, or processing fishery and/or aquatic resources.

(d) "Low-income households" are individuals or families whose income falls below the poverty threshold as defined by the Department of Economy, Planning, and Development (DEPDev).

(e) "Micro, Small and Medium Enterprises (MSMEs)" are those defined under Republic Act No. 6977, as amended.

(f) "Minimum wage earners" are those defined under the National Internal Revenue Code of 1997, as amended.

(g) "Overseas Filipino workers" are those defined under Republic Act No. 10801.

(h) "Public transport drivers" are individuals duly licensed to operate a motor vehicle and who drive, as common carriers, for the conveyance of passengers along public highways, roads, or streets. This shall include, but is not limited to, drivers of jeepneys, buses, taxis, tricycles, transport network vehicle services (TNVS), UV Express, and other vehicles operating under a franchise or permit issued by the Land Transportation Franchising and Regulatory Board (LTFRB).

SEC. 4. Establishment of the KALINGA Program. - There is hereby established a KALINGA Program, which shall serve as the centralized national emergency response framework for addressing fuel-driven inflation, energy supply disruptions, and logistics cost shocks.

All measures, assistance programs, regulatory interventions, supply management measures, and emergency responses under this Act shall be implemented through and as part of the KALINGA Program.

The KALINGA Program shall include the following components:

1. Fuel Price Stabilization Component
2. Energy Supply, Security, and Inventory Management Component
3. Targeted Assistance Component
4. Essential Goods and Logistics Stabilization Component
5. MSME Energy Relief and Business Continuity Component
6. Energy Conservation and Demand Reduction Component
7. Flexible Fiscal and Regulatory Measures Component

SEC. 5. Eligible Beneficiaries.- For purposes of targeted assistance under the KALINGA Program, the vulnerable sectors under this Act covers the farmers, fisherfolk, homeless families, indigenous peoples, persons and families belonging to the informal settler sector, those residing in geographically isolated and disadvantaged areas,

including areas without access to electricity, and other sectors as may be identified by the KALINGA Inter-Agency Task Force based on data-driven assessment of vulnerability.

The KALINGA Inter-Agency Task Force shall establish and maintain a unified beneficiary registry for all assistance programs under this Act, using existing government databases, including but not limited to the Philippine Identification System, Listahanan, LTFRB, DA, DOLE, DSWD, DTI, and LGU registries.

SEC. 6. Fuel Price Stabilization Component. - The Fuel Price Stabilization Component shall include measures to stabilize fuel prices and mitigate fuel-driven inflation, including:

- (a) Targeted fuel subsidy programs for transport, agriculture, fisheries, and logistics sectors;
- (b) Flexible fuel tax adjustment, including temporary suspension, reduction, or staggered implementation of excise taxes on petroleum products;
- (c) Fuel price smoothing mechanisms;
- (d) Temporary transport fare support programs; and
- (e) Other price stabilization interventions as may be necessary.

All subsidies shall be targeted, time-bound, and subject to periodic review to ensure fiscal sustainability.

SEC. 7. Energy Supply, Security, and Inventory Management Component. - The Energy Supply Security Component shall ensure the availability of oil, fuel, electricity, and other energy products. The government is authorized to:

- (a) Enter into government-to-government fuel supply agreements;
- (b) Diversify sources of fuel imports and energy supply;
- (c) Monitor national fuel inventory levels;
- (d) Require and enforce minimum fuel inventory levels from oil companies and distributors;
- (e) Implement priority allocation of fuel for essential sectors;
- (f) Ensure fuel supply for power generation and essential services;
- (g) Implement emergency fuel supply and distribution measures;
- (h) Coordinate and direct oil companies, energy suppliers, logistics providers and distributors to ensure continuous supply of fuel and energy products nationwide;
- (i) Conduct emergency procurement and enter into supply contracts; and
- (j) Conduct national energy and logistics contingency planning.

SEC. 8. Targeted Assistance Component. - The Targeted Assistance Component shall provide direct and targeted assistance to vulnerable sectors, including:

- (a) Direct cash assistance to minimum wage earners and low-income households;
- (b) Fuel subsidies for public transport drivers, farmers, fisherfolk, and logistics providers;
- (c) Transport assistance for low-income workers;
- (d) Public transport fare subsidies; and

1 (e) Other targeted assistance as may be necessary.

2 All assistance shall be time-bound, targeted, and delivered through digital and
3 national targeting systems where practicable.

4
5 **SEC. 9. Essential Goods and Logistics Stabilization Component.** - To ensure
6 the continuous availability, efficient movement, and reasonable pricing of essential
7 goods during periods of fuel price volatility, inflationary pressure, or supply disruption,
8 the government shall implement measures to stabilize logistics, protect supply chains,
9 and prevent unreasonable increases in the prices of basic necessities and prime
10 commodities, including the following:

- 11 (a) Support for transport and distribution of essential goods;
- 12 (b) Buffer stocking and food supply stabilization measures;
- 13 (c) Shipping, inter-island transport, and logistics support;
- 14 (d) Cold chain and storage support programs;
- 15 (e) Priority fuel allocation for logistics transporting essential goods; and
- 16 (f) Temporary price stabilization measures consistent with existing laws.

17
18 **SEC. 10. MSME Energy Relief and Business Continuity Component.** - To
19 protect micro, small, and medium enterprises from business closures, job losses, and
20 rising energy costs during periods of fuel price volatility or supply disruption, the
21 government shall provide support through the following measures:

- 22 (a) Targeted energy and fuel subsidies where necessary;
- 23 (b) Low-interest loans and credit guarantee programs;
- 24 (c) Tax payment deferment and regulatory fee relief;
- 25 (d) Incentives for energy efficiency and fuel-saving technologies;
- 26 (e) Logistics and distribution support for MSMEs; and
- 27 (f) Implementation of a moratorium of up to six (6) months on the payment of
28 interest and/or suspension of loan collections for qualified MSMEs under
29 government financial institutions and government directed lending programs,
30 without the imposition of penalties, surcharges, or additional interest.
- 31 (g) Government loan guarantees and credit support programs in lieu of direct
32 subsidies where feasible.

33
34 **SEC. 11. Energy Conservation and Demand Reduction Component.** - To
35 reduce fuel consumption, stabilize energy supply, and promote responsible energy use
36 during periods of fuel price volatility or supply disruption, the government may
37 implement the following measures:

- 38 (a) Work-from-home arrangements in government and encouraged in the private
39 sector;
- 40 (b) Compressed workweek and staggered working hours;
- 41 (c) Carpooling and public transport promotion programs;
- 42 (d) Reduced fuel consumption by government agencies;
- 43 (e) Energy conservation programs in government and commercial establishments;

- (f) Speed regulation and fuel-saving measures; and
- (g) Promotion of alternative fuels and biofuels.

SEC. 12. Flexible Fiscal and Regulatory Measures Component. - To provide flexibility in responding to fuel price shocks, the government is authorized to implement the following measures:

- (a) Temporary suspension or reduction of fuel excise taxes and import duties;
- (b) Tax payment deferment for affected sectors and MSMEs;
- (c) Reduction of regulatory fees and charges;
- (d) Streamlined permits and regulatory processes;
- (e) Anti-hoarding and anti-profiteering measures;
- (f) Price monitoring and public price bulletins; and
- (g) Other temporary regulatory interventions necessary to stabilize prices and supply.

Provided, that any suspension or reduction on taxes shall:

- i. Be subject to prior notification to Congress; and
- ii. Be automatically reviewed by Congress within sixty (60) days from implementation.

SEC. 13. Automatic Trigger Mechanisms. - Activation or expansion of KALINGA Program components shall be guided by automatic triggers, including:

- (a) The Global oil price, including the average Dubai crude oil price based on the Mean of Platts Singapore (MOPS), exceeds market thresholds;
- (b) Sustained increases in domestic fuel prices of at least thirty percent (30%) within a period of thirty (30) days;
- (c) Extraordinary inflation;
- (d) National fuel inventory levels falling below thirty (30) days of supply, as determined by the Department of Energy (DOE);
- (e) Imminent supply disruptions or energy shortages, as determined by the DOE;
- (f) Declaration of a state of national energy emergency by the President; or
- (g) Other extraordinary external shocks resulting in a significant increase in domestic fuel prices or supply.

SEC. 14. Emergency Powers of the President. - For the effective implementation of the KALINGA Program, and subject to constitutional limitations, congressional oversight, and the safeguards provided under this Act, the President is authorized to exercise temporary emergency powers, including the following:

- (a) Realign, reprogram, and augment funds under the General Appropriations Act in accordance with Article VI, Section 25 of the 1987 Constitution;
- (b) Utilize emergency procurement modalities;
- (c) Enter emergency supply agreements;
- (d) Suspend or reduce fuel taxes, fees, and charges temporarily;

- (e) Require minimum fuel inventory levels;
- (f) Implement fuel demand reduction measures; and
- (g) Direct agencies to prioritize KALINGA Program implementation;
- Provided, that any suspension or reduction on taxes shall:
- (a) Be subject to prior notification to Congress; and
- (b) Be automatically reviewed by Congress within sixty (60) days from implementation.
- Provided, further, that the emergency powers granted under this Section shall automatically expire ninety (90) days after activation of the KALINGA program, unless extended by a joint resolution of Congress.

SEC. 15. KALINGA Inter-Agency Task Force. - There is hereby created a KALINGA Inter-Agency Task Force which shall oversee, coordinate, and ensure the effective implementation of all components of the KALINGA Program.

The Task Force shall be chaired by the Executive Secretary and co-chaired by the Secretary of Energy and the Secretary of Finance. It shall be composed of representatives from relevant government agencies, including the Department of Economy, Planning, and Development (DEPDev), Department of Budget and Management (DBM), Bangko Sentral ng Pilipinas (BSP), Department of Trade and Industry (DTI), Department of Agriculture (DA), Department of Transportation (DOTr), Department of Social Welfare and Development (DSWD), Philippine Statistics Authority (PSA), and such other agencies as may be necessary for the implementation of this Act.

The Task Force shall have the following powers and functions:

- (a) Formulate, coordinate, and implement the KALINGA Program;
- (b) Prepare the Comprehensive KALINGA Program Implementation Plan;
- (c) Monitor fuel prices, inflation, energy supply, logistics costs, food prices, and other relevant economic indicators;
- (d) Recommend the activation, expansion, modification, or suspension of program components based on the trigger mechanisms and standards provided under this Act;
- (e) Ensure coordination among national government agencies, local government units, government financial institutions, and other concerned stakeholders; and
- (f) Submit monthly and quarterly reports to Congress on the implementation, fund utilization, program outcomes, and recommendations concerning the KALINGA Program.

SEC. 16. KALINGA Program Implementation Plan and Results Framework. - Within sixty (60) days from the effectivity of this Act, the KALINGA Inter-Agency Task Force shall prepare a Comprehensive KALINGA Program Implementation Plan adopting a results-based management framework.

The Implementation Plan shall include:

1. Program goals and strategic objectives;
2. Expected results and outcomes with measurable indicators;
3. Program outputs;
4. Specific activities and interventions;

5. Implementation timeline;
6. Responsible agencies;
7. Monitoring and evaluation framework;
8. Risk management and contingency measures;
9. Budgetary requirements;
10. Funding sources; and
11. Fiscal sustainability plan.

The Implementation Plan shall be regularly updated and submitted to Congress every six (6) months.

SEC. 17. Role of Local Government Units. - Local government units (LGU) shall assist in the implementation of the KALINGA Program under the direction and coordination of the KALINGA Inter-Agency Task Force.

For this purpose, LGUs shall:

- (a) Implement and localize KALINGA Program interventions consistent with national policies and guidelines;
- (b) Identify and validate beneficiaries within their respective jurisdictions;
- (c) Assist in the distribution of assistance and delivery of services;
- (d) Monitor local prices, supply conditions, and fuel related impacts, and submit periodic reports to the Task Force; and
- (e) Coordinate with national agencies and ensure alignment of local measures with the KALINGA program.

SEC. 18. Anti-Hoarding, Anti-Profiteering, Price Manipulation, and Economic Sabotage Measures. - During the implementation of the KALINGA Program, the DTI, DOE, DA, DOTr, PCC, and other concerned agencies shall intensify monitoring and enforcement against hoarding, profiteering, cartel-like behavior, artificial shortages, unjustified price increases, and price manipulation involving fuel, energy products, transport services, logistics, food, agricultural and fishery products, and essential goods.

When the prohibited act involves agricultural or fishery products and constitutes economic sabotage under Republic Act No. 12022, or the Anti-Agricultural Economic Sabotage Act, the offender shall be prosecuted and penalized under said law, including life imprisonment and a fine of five (5) times the value of the agricultural and fishery products subject of the crime, without prejudice to penalties under other applicable laws.

SEC. 19. Data Privacy and Cybersecurity. - All agencies implementing this Act shall comply with the Data Privacy Act of 2012 and applicable cybersecurity standards. Personal information collected for the KALINGA Program shall be used solely for beneficiary identification, verification, delivery of assistance, monitoring, audit, and evaluation. Unauthorized disclosure, misuse, sale, or sharing of beneficiary data shall be prohibited and penalized under existing laws.

1 **SEC. 20. Grievance Redress and Appeals Mechanism.-** The KALINGA Inter-
2 Agency Task Force shall establish an accessible grievance and appeals mechanism for
3 individuals, households, transport workers, farmers, fisherfolk, MSMEs, and other
4 qualified beneficiaries who are denied, excluded from, or delayed in receiving assistance.
5 The mechanism shall include online, hotline, and LGU-based channels and shall require
6 concerned agencies to act on complaints within a reasonable period.

7
8 **SEC. 21. Priority Allocation During Supply Disruption. -** In times of fuel,
9 electricity, logistics, or essential goods supply disruption, the government may adopt a
10 priority allocation system to ensure the continued operation of hospitals, emergency
11 services, food production and distribution, public transport, power generation, water
12 utilities, disaster response, and other essential public services. Such allocation shall be
13 temporary, transparent, and subject to periodic review.

14
15 **SEC. 22. Appropriations -** The amount necessary to carry out the provisions of
16 this Act shall be sourced from:

- 17 (a) Existing appropriations under the General Appropriations Act;
18 (b) Realigned and augmented funds;
19 (c) Contingency and emergency funds;
20 (d) Savings from government agencies;
21 (e) Windfall revenues, if any; and
22 (f) Other available government funds.

23 Implementation shall, as far as practicable, avoid unnecessary increases in
24 budget deficits and government borrowing.

25
26 **SEC. 23. Public Transparency Portal -** The KALINGA Inter-Agency Task Force
27 shall maintain a publicly accessible online dashboard showing, at the minimum, the
28 amount of funds released and utilized, number of beneficiaries served, type of
29 assistance granted, geographic distribution of assistance, fuel price data, supply
30 monitoring data, and status of program implementation. Personal and sensitive
31 information of beneficiaries shall not be disclosed.

32
33 **SEC. 24. Fraudulent Claims and Misuse of Benefits. -** Any person who
34 knowingly submits false information, uses falsified documents, claims benefits under
35 false pretenses, sells or transfers fuel subsidies or vouchers, or misuses assistance
36 granted under this Act shall be disqualified from the program and shall be liable under
37 applicable civil, administrative, or criminal laws. Public officials or employees who
38 facilitate fraudulent claims, manipulate beneficiary lists, or divert program funds shall
39 be subject to administrative, civil, and criminal liability.

40
41 **SEC. 25. Joint Congressional Oversight Committee. -** There is hereby created
42 a Congressional Oversight Committee to monitor and oversee the implementation of
43 this Act and the KALINGA Program. The Committee shall be composed of six (6)
44 members from the Senate and six (6) members from the House of Representatives. The

1 Chairpersons of the Committees of Energy and Ways and Means of both Houses shall
2 serve as Joint Chairpersons. The remaining members shall be designated by the Senate
3 President and the Speaker of the House of Representatives, respectively. The Minority
4 shall have at least two (2) representatives from each Chamber.

5
6 **SEC. 26. Sunset Review Clause.** - The Joint Congressional Oversight Committee
7 shall conduct a comprehensive review of the powers granted under this Act within
8 twelve (12) months from its effectivity, or within thirty (30) days after the cessation of
9 the declared national emergency, whichever comes earlier. Such review shall determine
10 the necessity of continuing, amending, or repealing the provisions of this Act.

11
12 **SEC. 27. Separability Clause.** - Should any provision of this Act be found
13 unconstitutional by a court of law, such provision shall be severed from the remainder
14 of this Act, and such action shall not affect the enforceability of the remaining provisions
15 of this Act.

16
17 **SEC. 28. Repealing Clause.** - All laws, decrees, letters of instruction, resolutions,
18 orders or parts thereof which are inconsistent with the provisions of this Act are hereby-
19 repealed, modified or amended accordingly.

20
21 **SEC. 29. Effectivity.** - This Act shall take effect fifteen (15) days following its
22 publication in the Official Gazette or in two (2) newspapers of general circulation in the
23 Philippines.

Approved,