



Republic of the Philippines  
**House of Representatives**  
Quezon City, Metro Manila

Twentieth Congress  
First Regular Session



HOUSE BILL NO. 9493

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**Introduced by Representatives Ferdinand Martin G. Romualdez, Yedda Marie K. Romualdez, Andrew Julian K. Romualdez and Jude A. Acidre**

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**AN ACT**  
**RECOGNIZING UNPAID CARE AND DOMESTIC WORK AS AN**  
**ECONOMIC CONTRIBUTION TO NATIONAL DEVELOPMENT,**  
**INTEGRATING IT INTO NATIONAL STATISTICS AND**  
**POLICYMAKING, AND FOR OTHER PURPOSES**

**EXPLANATORY NOTE**

Despite the significant contribution of unpaid care and domestic work to the well-being of Filipino families, communities, and the national economy, such labor remains largely invisible, undervalued, and unsupported in public policy and economic planning. Across the Philippines, women and girls continue to bear the disproportionate burden of caregiving and household responsibilities, often at the expense of their education, employment opportunities, economic participation, health, and personal development.

Unpaid care work includes essential activities such as childcare, eldercare, caring for persons with disabilities and sick household members, cooking, cleaning, laundry, household management, and other domestic responsibilities necessary for daily life and social reproduction. While indispensable to the functioning of society and the economy, these contributions are not adequately measured in conventional economic systems and are frequently excluded from national statistics, development planning, and public investment priorities.

Thus, this proposed measure seeks to institutionalize a comprehensive national framework for recognizing, reducing, redistributing, and supporting unpaid care and domestic work through the establishment of a coherent care economy policy system. The bill mandates the integration of unpaid care work into national statistics through regular time-use surveys and the development of a Satellite Account for Unpaid Work. It also strengthens evidence-based policymaking by ensuring that care-related data are incorporated into development planning, budgeting, labor policies, and social protection programs.

The measure further establishes the Care Economy Policy and Planning Office (CEPPO) under the Department of Economy, Planning, and Development (DEPDev) to serve as the central coordinating body for care economy policies and programs. It likewise promotes whole-of-government and whole-of-society approaches through inter-agency coordination, local government participation, public awareness campaigns, capacity-building initiatives, and partnerships with civil society, labor groups, academia, and the private sector.

By recognizing care work as essential social and economic labor, this measure aims to promote gender equality, strengthen family and community resilience, expand women's economic participation, improve human development outcomes, and build a more inclusive, equitable, and sustainable economy.

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



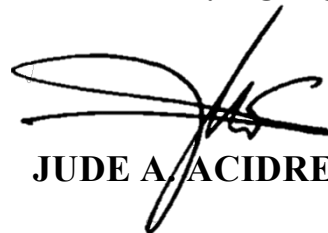
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*Be it enacted by the Senate and House of Representatives of the Philippines  
in Congress assembled:*

**SECTION 1. Short Title.** - This Act shall be known as the “Care Economy Support and Recognition Act.”

**SEC. 2. Declaration of Policy.** - Consistent with the provisions of the 1987 Constitution, the State’s policy of recognizing the role of women in nation-building, the principles embodied in the Magna Carta of Women, and the State’s commitments

under international agreements including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Sustainable Development Goals (SDGs), particularly Goal 5.4 on recognizing and valuing unpaid care and domestic work, the State hereby affirms that unpaid care and domestic work constitute essential social and economic contributions that sustain households, communities, and the national economy.

Towards this end, the State shall:

- a. Recognize unpaid care and domestic work, disproportionately performed by women and girls, as valuable contributions to social reproduction, human development, economic productivity, and national well-being;
- b. Promote gender equality, women's economic empowerment, and inclusive development by addressing the unequal distribution of unpaid care and domestic responsibilities;
- c. Adopt measures to reduce and redistribute unpaid care work through accessible, affordable, and quality public services, social protection programs, care infrastructure, and family-friendly policies;
- d. Integrate the measurement and valuation of unpaid care and domestic work into national statistical systems, development planning, public investment programming, and gender-responsive budgeting frameworks;
- e. Strengthen evidence-based policymaking through the conduct of time-use surveys, development of satellite accounts, and generation of sex-disaggregated and care-sensitive data;

- f. Ensure that national and local development policies, programs, and budgets take into account the care economy and its impact on labor force participation, poverty reduction, education, health, and social welfare;
- g. Promote the equal sharing of domestic and caregiving responsibilities among all genders and foster cultural transformation toward shared care responsibilities within households and communities; and
- h. Support the development of a sustainable and resilient care economy that advances social justice, decent work, human dignity, and inclusive economic growth.

### **SEC. 3. Definition of Terms -**

- a. *Care Burden* refers to the disproportionate allocation of unpaid care and domestic responsibilities borne by individuals or groups, particularly women and girls, which may limit participation in education, employment, public life, and leisure.
- b. *Care Economy* refers to the system of paid and unpaid labor, services, relationships, infrastructure, and institutions involved in the care of persons and households necessary for social reproduction, human well-being, and economic productivity, including childcare, eldercare, disability support, healthcare support, domestic work, and household maintenance.
- c. *Community Care Work* refers to unpaid or underpaid caregiving and support activities performed within communities or volunteer settings for collective welfare, including community health work, neighborhood caregiving, disaster response support, and informal social assistance.

- d. *Paid Care Work* refers to remunerated labor involving caregiving or domestic support services performed in households, communities, institutions, or care facilities, including work performed by domestic workers, childcare workers, healthcare aides, personal caregivers, and similar occupations.
- e. *Time-Use Survey* refers to a statistical tool or data collection methodology used to measure how individuals allocate time across various activities, including paid work, unpaid care and domestic work, personal care, leisure, and community participation.
- f. *Unpaid Care and Domestic Work* refers to non-remunerated activities performed within households or communities for the maintenance of persons and the home, including cooking, cleaning, laundry, caregiving, household management, fetching water or fuel, and similar tasks necessary for daily living and well-being.
- g. *Satellite Account for Unpaid Work* refers to a supplementary statistical framework that measures and estimates the economic value and contribution of unpaid care and domestic work separately from, but complementary to, the Philippine System of National Accounts.

**SEC. 4. Lead Implementing Agency and Inter-Agency Coordination.** – The Department of Economy, Planning, and Development (DEPDev) shall serve as the lead implementing and coordinating agency for the effective implementation of this Act.

To ensure a whole-of-government approach in recognizing, measuring, and addressing unpaid care and domestic work, an Inter-Agency Committee on the Care

Economy is hereby created, to be chaired by DEPDev, with the following as members:

- a. Philippine Statistics Authority (PSA);
- b. Department of Budget and Management (DBM);
- c. Department of Social Welfare and Development (DSWD);
- d. Department of Labor and Employment (DOLE);
- e. Department of the Interior and Local Government (DILG);
- f. Philippine Commission on Women (PCW); and
- g. At least five (5) representatives from civil society, academe, labor groups, and care sector organizations.

The Inter-Agency Committee shall:

- a. Adopt and oversee the implementation of the National Care Economy Policy Framework (NCEPF) as its central strategy, which shall be integrated into the Philippine Development Plan and other sector-specific strategies to ensure care concerns, from unpaid domestic work to formal care provision, are addressed across economic, health, education and social welfare policies and social protection programs at the national level;
- b. Coordinate the development of standards, guidelines, and monitoring mechanisms for the implementation of this Act;
- c. Recommend policies and programs to strengthen care infrastructure and support services; and

- d. Submit an annual report to Congress and the Office of the President on the implementation of this Act, including accomplishments, challenges, and policy recommendations.

The PSA shall serve as the technical lead agency for data collection, statistical methodology, and the development of the Satellite Account for Unpaid Work pursuant to this Act.

**SEC. 5. Creation of the Care Economy Policy and Planning Office (CEPPO). –**

There is hereby created, under the Department of Economy, Planning, and Development (DEPDev), the Care Economy Policy and Planning Office (CEPPO), which shall serve as the primary policy, planning, coordination, and monitoring body of the government on matters relating to the care economy and unpaid care and domestic work.

The CEPPO shall serve as the central coordinating mechanism for the integration of care economy principles, policies, and programs into national and local development planning, budgeting, labor and employment strategies, social protection systems, public service delivery, and gender-responsive governance.

The CEPPO shall have the following powers and functions:

- a. Formulate, recommend, and oversee the implementation of a national framework and strategic action plan for the recognition, reduction, redistribution, and representation of unpaid care and domestic work;

- b. Coordinate with national government agencies, local government units, government-owned and controlled corporations, civil society organizations, academic institutions, labor groups, development partners, and the private sector in the implementation of this Act;
- c. Ensure the integration of care economy considerations into national development plans, public investment programs, poverty reduction strategies, labor force participation policies, and gender-responsive budgeting frameworks;
- d. Develop policy guidelines, standards, and monitoring mechanisms for the implementation of care-sensitive and gender-responsive programs and services across government agencies and local government units;
- e. Provide technical assistance and capacity-building support to government agencies and local government units in mainstreaming care economy policies, programs, and data systems;
- f. Monitor and evaluate the implementation of this Act and submit an annual State of the Care Economy Report to Congress and the Office of the President containing policy assessments, accomplishments, challenges, care-related indicators, and recommendations;
- g. Conduct or commission policy studies, research, and impact assessments on unpaid care work, care infrastructure, labor participation, social protection, gender equality, and related socioeconomic concerns;
- h. Advocate for investments in care infrastructure, family-friendly policies, public care services, and community-based care systems that reduce the disproportionate burden of unpaid care work; and
- i. Perform such other functions as may be necessary to carry out the objectives and purposes of this Act.

The CEPPO shall coordinate closely with the Philippine Statistics Authority (PSA) on matters relating to time-use surveys, satellite accounts, statistical methodologies, and care-related data systems, and with the Philippine Commission on Women (PCW) on gender mainstreaming, advocacy, and public education initiatives.

Within one (1) year from the effectivity of this Act, DEPDev shall organize and operationalize the CEPPO and determine its organizational structure, staffing pattern, and administrative requirements, subject to existing civil service, budgeting, and compensation laws, rules, and regulations.

**SEC. 6. Mandate to Integrate Unpaid Work in National Statistics.** - The Philippine Statistics Authority (PSA) shall:

- a. Develop and institutionalize Time-Use Surveys to be conducted at least once every three (3) years to capture data on unpaid care and domestic work disaggregated by sex, age, location, and socioeconomic status;
- b. Develop a Satellite Account for Unpaid Work to estimate its monetary value and contribution to the economy;
- c. Ensure that these data are integrated into the Philippine System of National Accounts (PSNA) and are published regularly.

**SEC. 7. Policy Integration and Use.** - All government agencies, especially the DEPDev, Department of Social Welfare and Development (DSWD), and Department of Budget and Management (DBM), shall:

- a. Incorporate the value and impact of unpaid care and domestic work in social protection policies, economic planning, and development programs;
- b. Prioritize care-sensitive budgeting and the provision of public services and infrastructure (e.g., daycare centers, elderly care services) to reduce and redistribute unpaid care burdens;
- c. Use the data to support targeted gender-responsive interventions in education, labor, and welfare programs.

**SEC. 8. Capacity Building, Public Awareness, and Social Norm Transformation.** - The Philippine Commission on Women (PCW), in coordination with the Department of Economy, Planning, and Development (DEPDev), through the Care Economy Policy and Planning Office (CEPPO), the Civil Service Commission (CSC), the Department of the Interior and Local Government (DILG), the Department of Education (DepEd), the Commission on Higher Education (CHED), and other relevant agencies, shall develop and implement a comprehensive national program on capacity building, public awareness, and social norm transformation relating to the care economy and unpaid care and domestic work.

The program shall aim to strengthen public understanding of the social and economic value of unpaid care and domestic work, promote shared caregiving responsibilities, and build institutional capacities for the effective implementation of this Act.

For this purpose, the concerned agencies shall:

- a. Conduct sustained nationwide information, education, and communication campaigns on the value of unpaid care and domestic work and its impact on

gender equality, labor participation, poverty reduction, human development, and inclusive economic growth;

- b. Promote the equal sharing of domestic and caregiving responsibilities among all genders and encourage positive social norms that recognize caregiving as a shared social responsibility;
- c. Develop training programs, technical guidelines, and learning modules for national government agencies, local government units, government-owned and controlled corporations, and other public institutions on the integration of care economy principles into planning, budgeting, policymaking, and program implementation;
- d. Provide technical assistance and institutional capacity-building support to local government units in the collection, analysis, and utilization of care-related and time-use data for local governance and development planning;
- e. Encourage the integration of care economy concepts, gender equality principles, shared caregiving responsibilities, and social protection awareness into educational curricula, professional development programs, leadership training, and public sector learning systems, subject to existing laws, policies, and educational standards;
- f. Support research, innovation, knowledge-sharing, and evidence generation on unpaid care work, care infrastructure, family-friendly policies, and community-based care systems;
- g. Engage civil society organizations, labor groups, academic institutions, community organizations, development partners, and the private sector in advocacy, public education, and policy dialogue initiatives relating to the care economy; and

- h. Develop mechanisms to recognize and promote exemplary local government units, institutions, workplaces, and communities that implement innovative and gender-responsive care economy programs and policies.

The agencies concerned shall ensure that all capacity-building and awareness programs under this Act are inclusive, gender-responsive, culturally sensitive, and accessible to marginalized and vulnerable sectors, including women, solo parents, older persons, persons with disabilities, indigenous peoples, informal workers, and low-income households.

**SEC. 9. Targeted Support Measures for Caregivers and Care Workers.** – The State shall institutionalize targeted support measures to strengthen the welfare, capacity, and well-being of unpaid caregivers and workers in the care economy, recognizing their essential role in sustaining households, communities, and social development.

For this purpose, and subject to existing laws, rules, regulations, and the availability of funds, the following measures shall be implemented:

- a. **Support for Unpaid Caregivers.** – Unpaid caregivers, including family members and household members performing unpaid care and domestic work, shall be provided access to the following support measures:
  - 1. Priority access to community care services, including childcare, eldercare, disability support services, and other publicly provided or community-based care programs;

2. Caregiver training and capacity-building programs to enhance caregiving skills, financial literacy, psychosocial resilience, and access to available government services;
  3. Respite care services, including temporary substitute care arrangements to allow caregivers periods of rest, recovery, or personal time;
  4. Inclusion in applicable social protection programs, including conditional and unconditional cash assistance, health insurance coverage, and other forms of social safety nets under existing government programs;
  5. Mental health and psychosocial support services, including counseling, community-based support groups, and referral systems within public health and social welfare programs; and
  6. Livelihood support and flexible work facilitation, including access to skills training, employment facilitation services, and promotion of flexible or hybrid work arrangements where applicable.
- b. Support for Paid Care Workers. – Workers engaged in paid care work, including but not limited to domestic workers, childcare workers, caregivers, health aides, and other similar occupations, shall be entitled to the following support measures:
1. Skills development, training, and certification programs, in coordination with the Technical Education and Skills Development Authority (TESDA) and other relevant agencies, to enhance professionalization and career progression in the care sector;

2. Occupational safety and health protections, including enforcement of workplace safety standards, protection from abuse and exploitation, and access to grievance and reporting mechanisms;
3. Access to social protection systems, including health insurance, social security coverage, and other applicable benefits under existing laws;
4. Career development and professionalization pathways, including recognition of competencies, opportunities for advancement, and access to continuing education and training; and
5. Fair and decent working conditions, including protection of labor rights, just compensation consistent with applicable labor laws, reasonable working hours, rest periods, and protection against discrimination and unfair labor practices.

**SEC. 10. Local Government Unit Implementation and Compliance.** – Local government units shall:

All local government units (LGUs) shall integrate care economy and unpaid care and domestic work considerations into their respective local development plans, local gender and development (GAD) plans and budgets, local investment programs, and other relevant local policies and programs.

In furtherance thereof, LGUs shall:

- a. Utilize available time-use data, sex-disaggregated statistics, and care-related indicators in local planning, policymaking, and program development;

- b. Develop and implement programs, services, and infrastructure that recognize, reduce, and redistribute unpaid care and domestic work, particularly among women and marginalized sectors, including but not limited to childcare services, community care facilities, eldercare support, water and sanitation systems, public transportation access, and family support programs;
- c. Establish mechanisms to support caregivers, especially solo parents, persons with disabilities, older persons, low-income households, and informal workers with caregiving responsibilities;
- d. Allocate appropriate funding for care-responsive and gender-responsive programs consistent with existing Gender and Development (GAD) budgeting policies and other applicable laws, rules, and regulations; and
- e. Submit periodic reports on the implementation of care economy initiatives and programs to the Department of the Interior and Local Government (DILG) and the Department of Economy, Planning, and Development (DEPDev), through the Care Economy Policy and Planning Office (CEPPO).

The DILG, in coordination with DEPDev, the Philippine Commission on Women (PCW), the Department of Budget and Management (DBM), and other relevant agencies, shall formulate and issue guidelines for the implementation, monitoring, and evaluation of LGU compliance with this Act.

Compliance with the provisions of this Act shall be incorporated, whenever practicable, into existing local governance performance assessment systems, including gender and development monitoring and local development planning evaluations.

The DILG and DEPDev shall provide technical assistance, capacity-building support, and policy guidance to LGUs to ensure the effective implementation of this Act.

**SEC. 11. Monitoring, Evaluation, and Reporting Framework.** – The Department of Economy, Planning, and Development (DEPDev), through the Care Economy Policy and Planning Office (CEPPO), shall establish and administer a comprehensive monitoring and evaluation framework for the effective implementation of this Act.

The framework shall assess the progress, effectiveness, and impact of national and local government policies, programs, services, and investments relating to the care economy and unpaid care and domestic work.

For this purpose, CEPPO, in coordination with the Philippine Statistics Authority (PSA), the Philippine Commission on Women (PCW), the Department of Budget and Management (DBM), the Department of the Interior and Local Government (DILG), and other relevant agencies, shall:

- a. Develop national indicators and benchmarks for measuring unpaid care and domestic work, care burdens, access to care services and infrastructure, labor force participation impacts, gender equality outcomes, and other care economy-related concerns;
- b. Monitor the integration of care economy considerations into national and local development plans, investment programs, gender and development (GAD) plans and budgets, and social protection policies;

- c. Evaluate the effectiveness of government interventions intended to recognize, reduce, and redistribute unpaid care and domestic work;
- d. Maintain a centralized database and information system on care economy indicators, time-use data, and related statistics, subject to existing data privacy and statistical laws, rules, and regulations;
- e. Conduct periodic policy reviews and impact assessments to identify gaps, implementation challenges, and emerging priorities relating to the care economy; and
- f. Recommend legislative, policy, administrative, and budgetary measures to strengthen care-responsive governance and development planning.

All national government agencies and local government units covered by this Act shall cooperate with and provide relevant information, reports, and assistance to CEPPO for monitoring and evaluation purposes, subject to applicable laws and regulations.

DEPDev, through CEPPO, shall submit to Congress and the Office of the President an annual State of the Care Economy Report not later than June 30 of each year, containing:

- a. Updates on the implementation of this Act;
- b. Key national and local care economy indicators;
- c. Findings from time-use surveys and related statistical studies;
- d. Assessment of government programs, expenditures, and policy outcomes relating to unpaid care and domestic work;
- e. Status of LGU compliance and implementation; and

- f. Recommendations for policy reforms and future government action.

The annual report shall be made publicly accessible through appropriate government platforms, subject to applicable laws and regulations on public disclosure and data privacy.

**SEC. 12. Appropriations.** - The amount necessary for the initial implementation of this Act, including the establishment and operationalization of the Care Economy Policy and Planning Office (CEPPO) under the Department of Economy, Planning, and Development (DEPDev), and the implementation of priority programs under this Act, shall be charged against the current appropriations of the DEPDev and such other concerned agencies as may be determined by the Department of Budget and Management (DBM).

Thereafter, the funding requirements for the continued implementation of this Act shall be included in the annual General Appropriations Act (GAA), and may be sourced from the budgets of implementing agencies, including, where applicable, their Gender and Development (GAD) budgets, program funds, and other available appropriations authorized under existing laws, rules, and regulations.

Local government units shall likewise be authorized to allocate funds for the implementation of this Act from their respective internal revenue allotment (IRA) or National Tax Allotment (NTA), local development funds, and GAD budgets, subject to applicable budgeting guidelines.

The Department of Budget and Management (DBM), in consultation with DEPDev through CEPPPO and other concerned agencies, shall issue necessary budget guidelines to ensure the effective and coordinated allocation and utilization of funds for the implementation of this Act.

**SEC. 13. Implementing Rules and Regulations.** - The DEPDev shall, in coordination with the PSA, DILG, PCW and the DBM promulgate the rules and regulations to implement the provisions of this Act within one hundred twenty (120) days after its effectivity.

**SEC. 14. Separability Clause.** - If any part or provision of this Act is held invalid or unconstitutional, the other provisions not affected thereby shall remain in full force and effect.

**SEC. 15. Repealing Clause.** - All laws, executive orders, issuances, decrees, rules and regulations inconsistent with or contrary to the provisions of this Act are deemed amended, modified or repealed accordingly.

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

Approved,