

NINETEENTH CONGRESS OF THE )  
REPUBLIC OF THE PHILIPPINES )  
*Third Regular Session* )

24 OCT 28 04:39

**SENATE**

**S. No. 2860**

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**Introduced by Senator Jinggoy Ejercito Estrada**

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**AN ACT  
PROVIDING FOR THE ESTABLISHMENT OF A DISASTER FOOD BANK AND  
STOCKPILE FOR EVERY PROVINCE AND HIGHLY URBANIZED CITY IN THE  
PHILIPPINES, PROVIDING FOR THEIR MAINTENANCE, AND  
APPROPRIATING FUNDS THEREFOR**

**EXPLANATORY NOTE**

Republic Act No. 10121 or the Philippine Disaster Risk Reduction and Management Act of 2010 mandates, among others, the institutionalization of arrangement and measures for reducing disaster risks, including projected climate risks, and enhancing disaster preparedness and response capabilities at all levels<sup>1</sup>. As defined therein, "disaster preparedness" includes activities as contingency planning, stockpiling of equipment and supplies, the development of arrangements for coordination, evacuation and public information, and associated training and field exercises.

Several countries have set up and maintained national stockpiles over the years in order to ensure that food and essential supplies are available<sup>2</sup> as seen in the following examples: Singapore Food Agency and the Agri-Food and Veterinary Authority of Singapore to diversify food sources, the United States' Strategic National Stockpile of medical supplies and Finland's National Emergency Supply Agency which maintains different stockpiles from fuel to medicine and food<sup>3</sup>.

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<sup>1</sup> Republic Act No. 10121, Section 2 (e)

<sup>2</sup> <https://reference.nlb.gov.sg/guides/business/global-economy/stockpiling/>

<sup>3</sup> Ibid.

Following the global supply chain disruptions triggered by the pandemic, armed conflicts, and other trade uncertainties, establishing stockpiles have become a rational response to guarantee immediate and reliable supply of basic necessities, at least for a short-term period. In addition, considering the country's vulnerability to severe weather disturbances, geological phenomena, and adverse effects of rapidly changing climate, disaster preparedness and response strategies must be further enhanced.

This measure aims to institutionalize the effective mobilization and prepositioning of food and non-food items at strategic areas to ensure urgent relief and humanitarian assistance for families displaced by natural calamities and emergencies. We also do not want a repeat of what happened during the raging health crisis when the country did not have enough domestic inventory of personal protective equipment (PPE) which could have halted the spread of the disease early on and could have saved lives. The proposed stockpile shall be housed in a calamity-proof and secure structure/warehouse and shall be jointly managed by the National Disaster Risk Reduction and Management Council (NDRRMC) and the Department of Social Welfare and Development (DSWD).

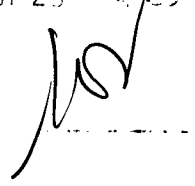
The passage of this legislation is hereby endorsed.



**JINGGOY EJERCITO ESTRADA**

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*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 "*Disaster Food Bank*  
2 *and Stockpile Act*".

3           *Sec. 2. Declaration of Policy.* – It is declared the policy of the State to protect  
4 the people from the adverse effects of calamities and emergencies by ensuring  
5 continuous, immediate and adequate supply of essential items and materials and  
6 preventing whenever possible the dangerous and costly dependence of the Philippines  
7 on foreign nations and organizations for supplies of such items and materials and the  
8 country's vulnerability to production and supply-chain disruptions.

9           Article II, Section 9 of the Constitution declares that "the State shall promote a  
10 just and dynamic social order that will ensure the prosperity and independence of the  
11 nation and free the people from poverty through policies that provide adequate social  
12 services, promote full employment, a rising standard of living, and an improved quality  
13 of life for all."

14           These policies and principles shall be upheld and promoted by ensuring supply  
15 of food, water and other essential goods during calamities through strategic

1 prepositioning of the same in all provinces and highly urbanized cities of the  
2 Philippines.

3 In achieving the same, the implementers shall likewise promote agriculture,  
4 livelihood, and income generation for local producers by using the agricultural  
5 products of the locality for the supplies to be stored in the Disaster Food Bank and  
6 Stockpile established under this Act.

7 *Sec. 3. Establishment of Disaster Food Bank and Stockpile.* – A Disaster Food  
8 Bank and Stockpile, hereinafter referred to as the Stockpile, shall be established as  
9 central repository and supply reserve of food, water, medicines, vaccines, antidotes,  
10 and other critical medical supplies, and other essential goods such as portable power  
11 source, first aid kits, portable light source, clothing, tents, and communication devices  
12 for every province and highly urbanized city of the Philippines, intended for basic and  
13 augmentation support along disaster response and recovery operations: Provided,  
14 That such items and materials shall be non-perishable or shall have a shelf life of at  
15 least two (2) years for food items: Provided, further, That if simultaneous  
16 establishment of the same in all provinces and highly urbanized cities is impracticable  
17 due to financial and logistical considerations, priority shall be given to island provinces  
18 or island regions, coastal provinces, earthquake-prone provinces, provinces with a  
19 highly active volcano, and other similarly situated provinces: Provided, furthermore,  
20 that existing warehouses and structures used by the government in storing and  
21 prepositioning food and non-food items during calamities may be converted or  
22 upgraded into a Food Bank and Stockpile in accordance with the minimum standards  
23 set under this Act: Provided, finally, that contiguous provinces and highly urbanized  
24 cities may temporarily share Disaster Food Bank and Stockpile among each other, in  
25 the absence of readily available land or structures which meet the specifications set  
26 under this Act.

27 *Sec. 4. Management and Supervision of the Disaster Food Bank and Stockpile.*

28 - The Stockpile shall be jointly managed and supervised by the National Disaster Risk  
29 Reduction and Management Council (NDRRMC) and the Department of Social Welfare  
30 and Development (DSWD). The expertise and cooperation of the following agencies  
31 shall likewise be required for the full and efficient implementation of this Act:

32 1) Department of Public Works and Highways (DPWH);

- 1           2) Department of Trade and Industry (DTI);
- 2           3) Department of Agriculture (DA);
- 3           4) Department of Science and Technology (DOST); and
- 4           5) Department of the Interior and Local Government (DILG).

5           *Sec. 5. Location of the Stockpile.* – The NDRRMC shall determine the actual  
6 locations of the Stockpile, taking into consideration equitable distribution among the  
7 regions of the country, accessibility, safety and security from natural and human-  
8 induced disasters, and the strategic mobilization and immediate release of the  
9 stockpile in case of a disaster or an emergency. The actual locations shall be kept  
10 strictly confidential and shall not be publicly disseminated.

11           *Sec. 6. Disaster Food Bank and Stockpile Structure.* – Every Stockpile shall be  
12 housed in a calamity-proof structure or warehouse, hereinafter referred to as the  
13 Structure, to be designed and constructed by the DPWH.

14           Said Structure shall be designed with the following specifications and  
15 considerations:

- 16           a) The Structure shall be able to withstand Category 5 typhoons, high  
17           magnitude earthquakes, volcanic eruptions, and storm surges;
- 18           b) The size and volumetric capacity of the Structure shall be sufficient to hold  
19           supplies of food, water, essential goods, and other basic necessities for the  
20           whole population of the province for at least three (3) weeks;
- 21           c) The Structure shall be powered using sustainable sources such as solar,  
22           wind, or hydro-electric power, and shall have backup power in case of power  
23           outages;
- 24           d) Measures shall be taken to ensure that the Structure is secure from  
25           unauthorized access, thievery, and looting. Limited and secure access  
26           granted to the officials in charge of its maintenance and replenishment shall  
27           likewise be included in the design; and
- 28           e) The Structure shall be vermin-proof and well-insulated and designed to be  
29           fire-resistant and fully equipped with fire distinguishers in case of fires  
30           resulting from electrical fault, accident or arson.

31           *Sec. 7. Quantity and Replenishment of the Stockpile.* – The quantity and volume  
32 of the Stockpile shall be strictly and regularly monitored and maintained.

1 Replenishment, replacement, and addition to the Stockpile shall be done on an annual  
2 basis or as often as may be deemed necessary. Pursuant to this, a computerized  
3 system for the real-time monitoring of the date of expiration and shelf-life of the items  
4 and materials in the Stockpile shall be set up to avoid unnecessary wastage and decay.

5 If after the lapse of twelve (12) months from any instance of stockpiling, the  
6 remaining unused goods in a Stockpile shall be distributed by the DSWD to the indigent  
7 communities through any of their programs.

8 The stockpiling and regular replenishment of supplies shall be spearheaded and  
9 facilitated through the coordinated efforts of the DSWD, DTI, DA, and DOST, with the  
10 following guidelines:

11 a) The DSWD shall:

- 12 1) Update the institutionalized and standard contents of their family food  
13 pack (FFP) and devise each FFP to contain all regular necessities such  
14 as rice, canned goods, basic medication, water, and ready-to-eat meals  
15 including the locally processed and produced products of the local  
16 farmers and micro-producers of the respective provinces/localities; and  
17 2) Make use of the fund allocation for the procurement of FFPs to purchase  
18 the collated products of the local farmers and micro-producers.

19 b) The DA, through their Provincial Directors, shall organize all farmers and  
20 micro-producers in their respective provinces and facilitate the production  
21 and purchase of their local produce. They shall ensure that the demand for  
22 raw materials and agricultural produce are equitably distributed among all  
23 farmers and micro-producers in the locality.

24 c) The DTI, through their Provincial Directors, shall facilitate the purchase of  
25 non-agricultural products, such as clothing, shelter materials, essential  
26 equipment, and other essential goods from local suppliers and producers.  
27 They shall ensure that the demand for such products is equitably distributed  
28 among all suppliers and producers in the locality.

29 d) The DOST, through their Provincial Directors, shall facilitate the processing  
30 of all agricultural and non-agricultural raw materials and products into  
31 preserved goods or ready-to-eat meals, as well as the procurement or  
32 production of water filtration devices and systems to be stocked into the

1 Stockpile. The DOST shall likewise ensure that the processed food packs  
2 and products do not expire for at least two (2) years.

3 In the stockpiling process, the DSWD and the DILG, through their Regional  
4 Directors, shall provide the DA, DTI, and DOST the necessary data such as the number  
5 of beneficiaries per barangay, municipality, city or province, and other necessary  
6 information to make sure that the raw materials to be procured and the stocks to be  
7 processed will be sufficient for all constituents for at least three (3) weeks following a  
8 calamity.

9 During the initiation and replenishment of stockpiling processes, the DILG and  
10 the DSWD shall monitor any change in the number of beneficiaries to make the  
11 necessary adjustment in the process of procurement of raw agricultural and non-  
12 agricultural goods and stockpiling.

13 *Sec. 8. Utilization and Deployment of the Stockpile.* – In the event of any  
14 calamity, the NDRRMC and the DSWD shall initiate the use and deployment of the  
15 stocks in the Stockpile. Any order of utilization and deployment shall be accompanied  
16 with a time-specific plan for the replenishment and replacement of the withdrawn  
17 supplies.

18 The NDRRMC, through the local councils, shall issue an order, memorandum or  
19 circular to access and distribute the goods in the Stockpile. They shall likewise facilitate  
20 the provision of adequate local transportation from the Stockpile to the affected  
21 barangays.

22 The DSWD and the DILG shall identify the areas affected and coordinate with  
23 the NDRRMC for the system of utilization, deployment, and distribution of goods in  
24 the Stockpile: Provided, That the same shall be efficient and immediate.

25 A first-in, first-out system or any similar arrangement shall be adopted in the  
26 utilization and deployment of the Stockpile. Items and materials that will be near their  
27 expiration dates or the end of their shelf-life shall be donated and transferred to the  
28 appropriate government agencies and institutions such as the DSWD, the Department  
29 of Health, government hospitals and local government units for immediate distribution  
30 to indigent citizens or other beneficiaries as may be identified by the concerned agency  
31 or institution, subject to immediate replenishment and replacement and reservation  
32 for imminent calamities or emergencies.

1            *Sec. 9. Prepositioning of the Stockpile.* – In preparation of the occurrence of a  
2 disaster or calamity that can be reasonably predicted using available technology or  
3 information, the NDRRMC shall preposition items and materials from the Stockpile in  
4 secured Structures near the areas expected to be affected by the disaster or calamity.

5            The following areas are the priority for prepositioning of food and non-food  
6 items: 1) Island municipalities; 2) Geographically Isolated and Disadvantaged Areas  
7 (GIDA) or Hard to Reach Areas; and 3) 4<sup>th</sup> to 5<sup>th</sup> class municipalities.

8            All relief resources prepositioned in the strategic areas not owned by the DSWD  
9 shall be subject to the provisions of a Prepositioning Agreement between the DSWD  
10 and its partner organization.

11           *Sec. 10. Annual Report.* – The NDRRMC shall submit to the Office of the  
12 President, the Senate of the Philippines, and the House of Representatives, within the  
13 first quarter of every year, an annual report relating to the progress of the  
14 implementation of this Act. The confidentiality of the locations of the Stockpile shall  
15 be observed in the Annual Report.

16           *Sec. 11. Implementing Rules and Regulations.* – Within sixty (60) days from  
17 the effectivity of this Act, the NDRRMC, in consultation with the DSWD, DPWH, DTI,  
18 DA, DOST, and other relevant government agencies, shall issue the necessary rules  
19 and regulations for its effective implementation.

20           *Sec. 12. Appropriations.* – The amount necessary for the initial implementation  
21 of this Act shall be charged against the current year's appropriations of the  
22 departments and agencies concerned. Thereafter, the funding of which shall be  
23 included in the annual General Appropriations Act.

24           *Sec. 13. Separability Clause.* – If for any reason, any provision of this Act is  
25 declared unconstitutional or invalid, such parts not affected thereby shall remain in  
26 full force and effect.

27           *Sec. 14. Repealing Clause.* – All laws, decrees, executive orders, rules and  
28 regulations and other issuances or parts thereof which are inconsistent with this Act  
29 are hereby repealed, amended or modified accordingly.

30           *Sec. 15. Effectivity.* – This Act shall take effect fifteen (15) days after its  
31 publication in the *Official Gazette* or in any two (2) newspapers of general circulation.

*Approved,*