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Commission
on Women



PHILIPPINE NATIONAL CARE ECONOMY POLICY FRAMEWORK

**Strengthening the Care Economy: Breaking Barriers to Gender Equality
and Economic Empowerment**



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AN INITIATIVE OF THE AUSTRALIAN GOVERNMENT

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What is Care Economy?

“Sum of all forms of care work. It therefore comprises both unpaid carers and care workers. The conditions under which both **paid** and **unpaid care work** are performed influence each other and also have a bearing on paid work outside the care economy. This is referred to as the “unpaid care work–paid work–paid care work circle”.

2018 ILO Report on Care Work and Care Jobs

Why Care Economy Matters?

1. Care is not a peripheral issue – is it the foundation of any sustainable economy.
2. Care work sustains the labor force and reproduces society.
3. Based on caring as a public good and a shared responsibility.*

Care is not charity. Care is infrastructure. Care is economy.

*ROK, APEC PPWE 1

Global Issue on Care

Women shoulder 76% of
the world's unpaid care
work (ILO, 2018).

Undervalued | Invisible | Exploited

**Estimated Value of
Unpaid Care Work
by Women**



**\$10
Trillion**

**13%
of Global GDP**

Source:
McKinsey Global Institute

The Philippine Care Economy Landscape

- 1. An emerging aging society by 2030 - CPD**
 - ✓ Increasing older adults; shrinking youth population
= serious economic and social implications

Expand Healthcare Systems | Strengthen Social Protection | Invest in Care Economy

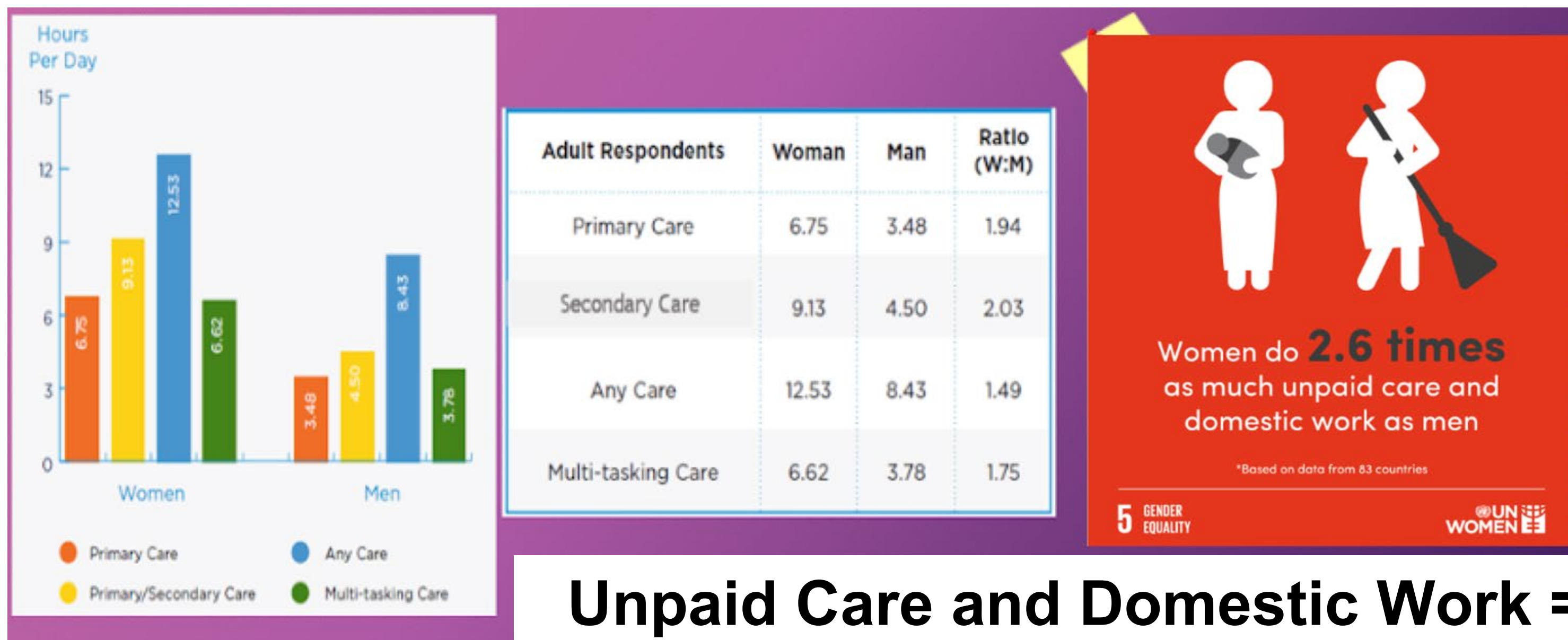
The Philippine Care Economy Landscape

2. Limited transformative and impactful care policies

| Total Country Score (Scored Sections 1 and 3) | % | Overall Score (0-5) | Degree of Transformation |
|---|-----|------------------------|---|
| Philippines: 166/411 | 40% | 3 | Policies exist and are transformative to a limited extent |

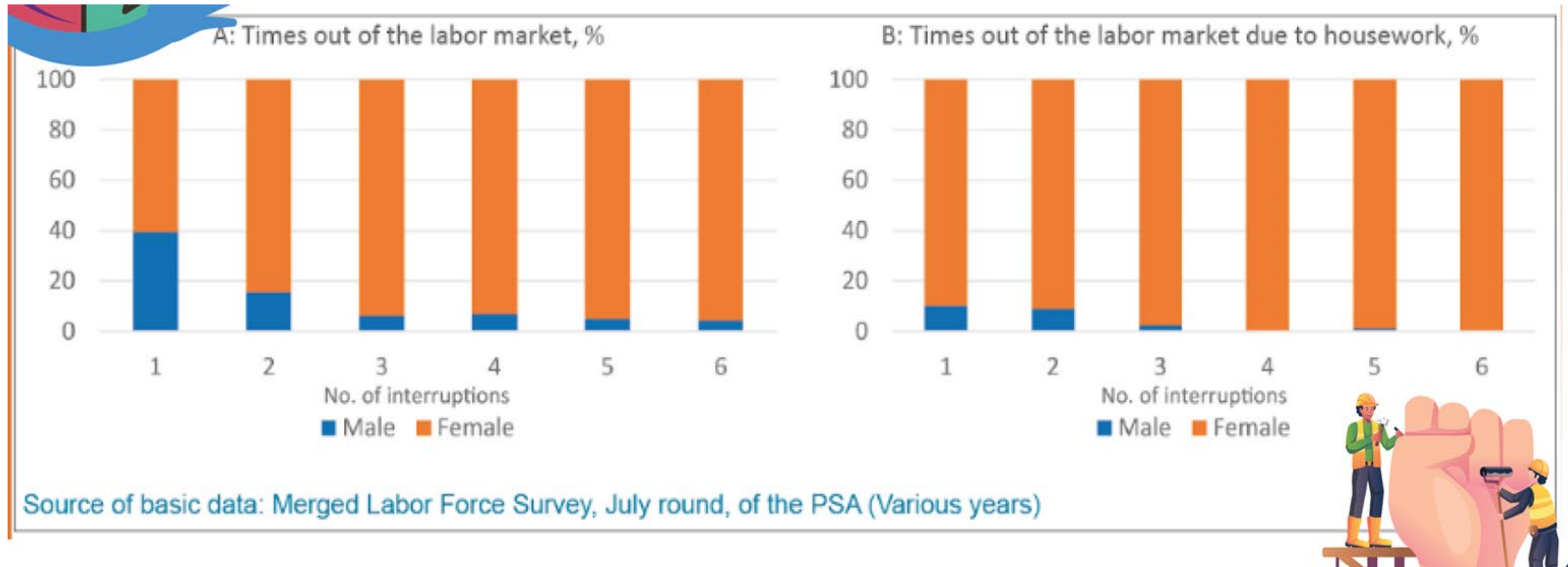
Source: [The Philippines' Unpaid Care Policy Landscape Key Findings and Insights from the Pilot Care Policy Scorecard Assessment](#)

3. Unpaid Care and Domestic Work disproportionately fall on women and girls



**Unpaid Care and Domestic Work =
Time Poverty**

A. Gender Disparity in Labor Market Interruptions





Committee on the Elimination
of Discrimination against Women



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Why Address Unpaid Care Work?

✓ It is a state obligation (Art. 1, UN CEDAW & SDG 5.4)



5 GENDER
EQUALITY



TARGET

5-4



VALUE UNPAID CARE
AND PROMOTE SHARED
DOMESTIC
RESPONSIBILITIES

- **General Recommendation No. 17 (10th Session, 1991):** *Measurement and quantification of domestic activities of women and their recognition in the gross national product*
 - a) Measure and quantify unpaid care work
 - b) Include its value in Gross National Product (GNP)
 - c) Report progress made to GNP inclusion

Unpaid Care Work is a form of discrimination.



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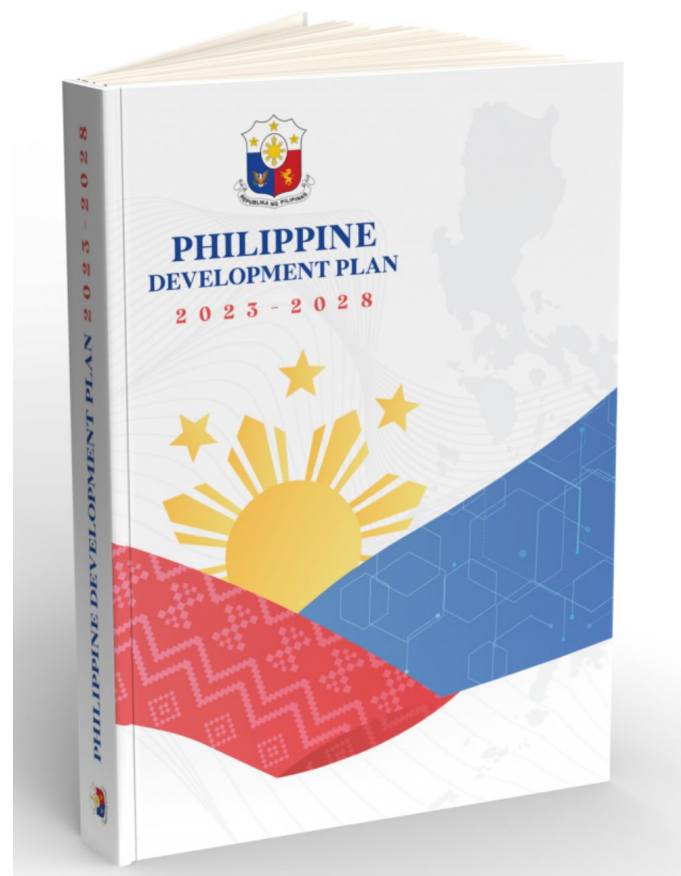
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Why Address Unpaid Care Work?

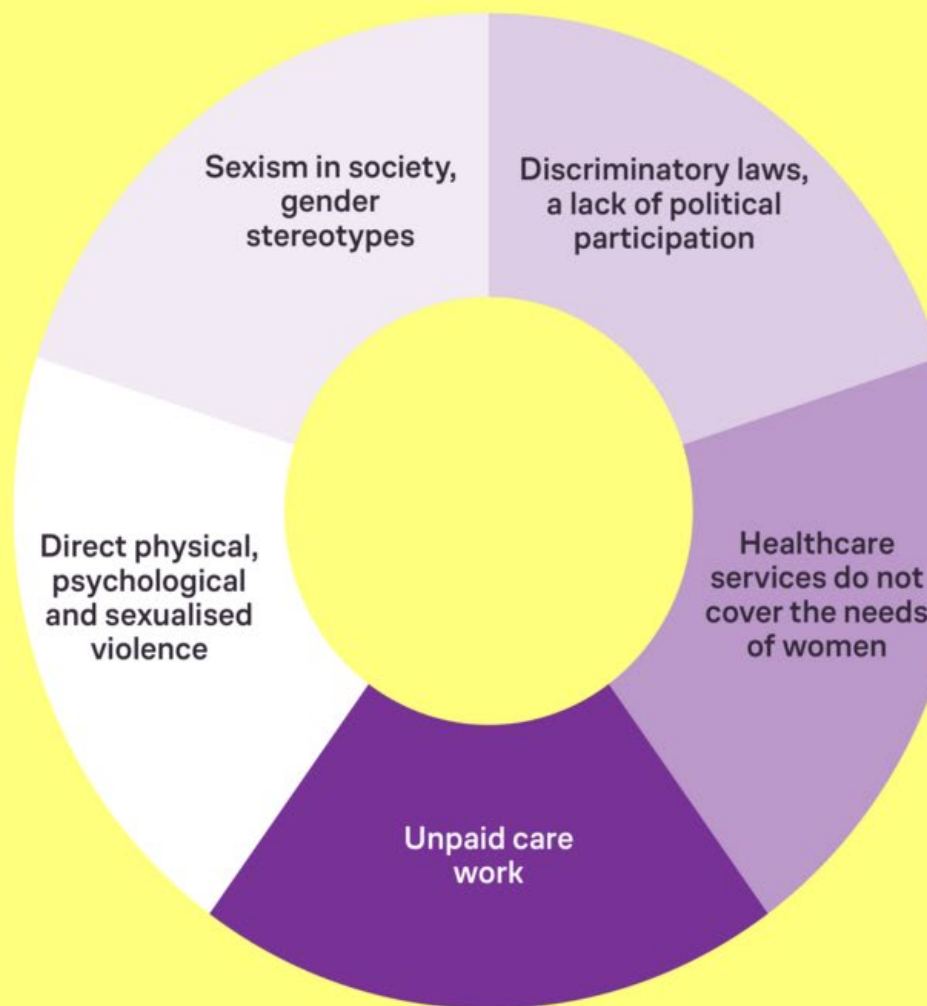


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- ❑ PDP 2023-2028, Chapter 14: Labor and Wages: **Increase female labor force participation rate to 52–54% by 2028, currently 49% vs men's 76% (PIDS).**

VIOLENCE AGAINST WOMEN HAS MANY FACES



UCW = VAW



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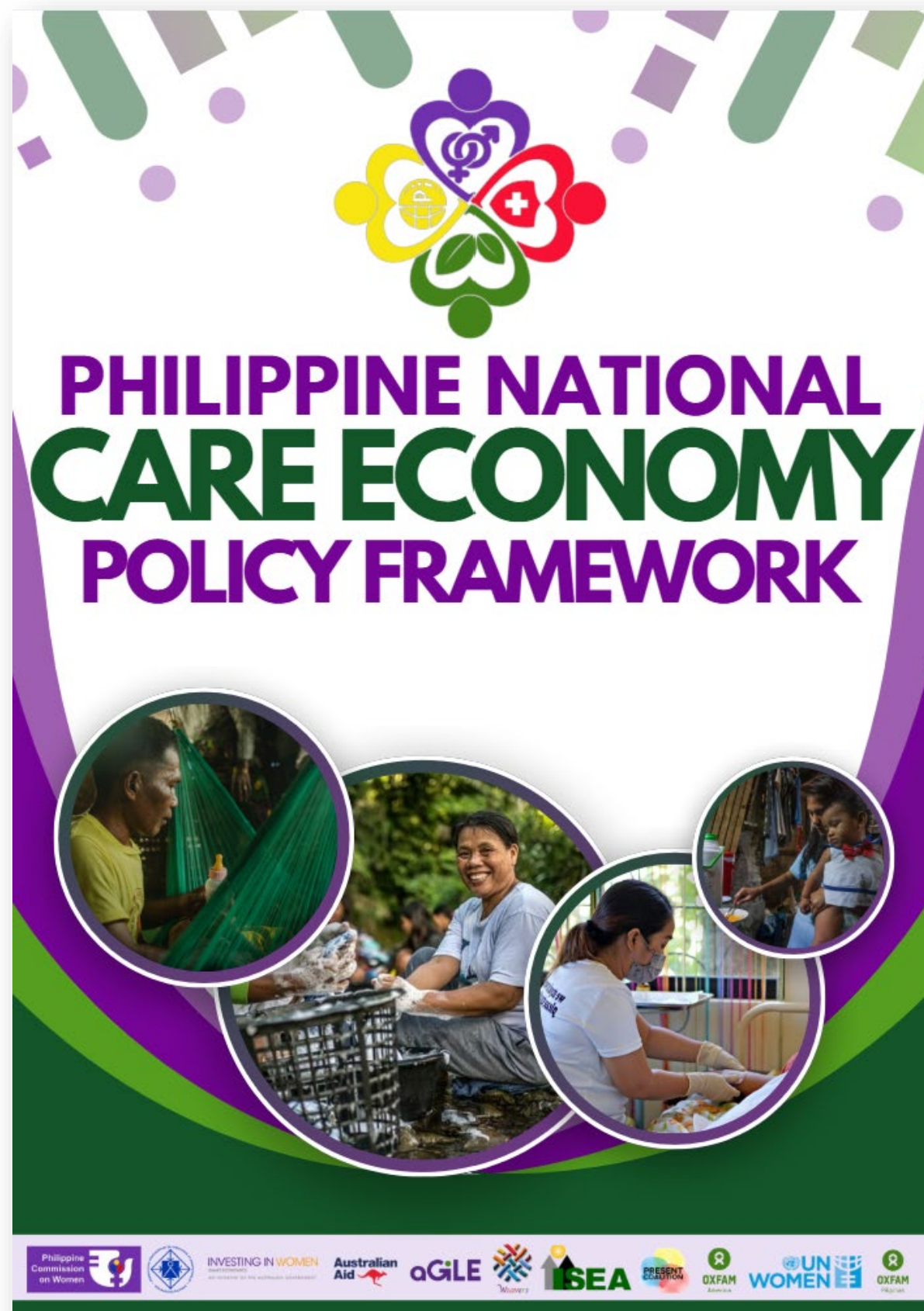
Why should Philippines care for CARE?

Investing in Care Economy: A missed Opportunity?

1. Unlocks economic growth and productivity

- ILO: Investing 2% of GDP in care can unlock massive economic gains.
- ❖ Philippine 2025 GDP \$1.479 trillion (PPP, 2025 est.)
 - 2% = approx. PHP 820 billion of potential care investment

Job creation | Boosting Domestic Consumption | Social Benefits | Fiscal Returns



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“A Philippine society where care work is equitably shared, time poverty caused by heavy and unequal unpaid care workloads eliminated, and care provision is prioritized in policy, planning, budgeting, and decision-making.”



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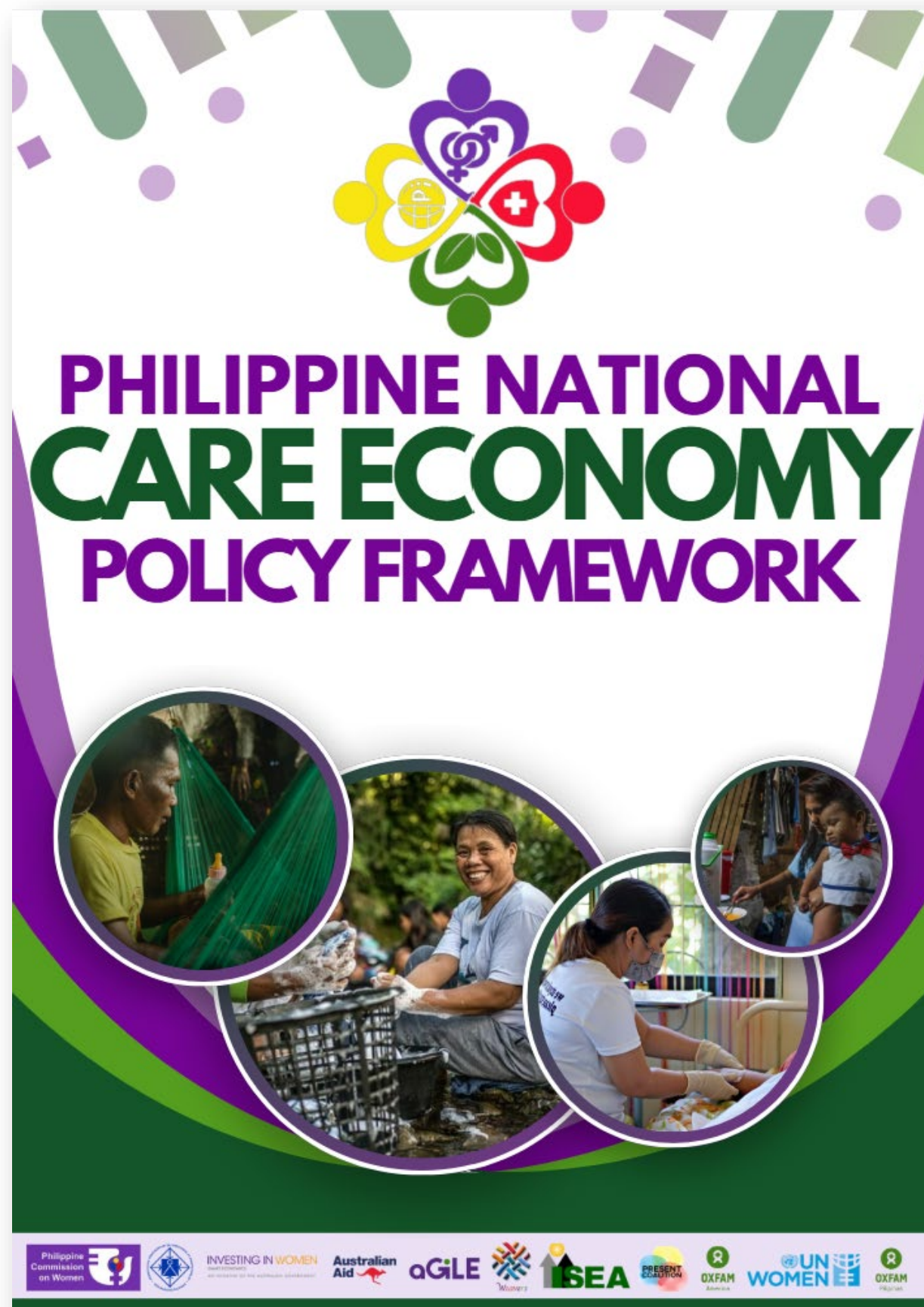
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7Rs of Care Justice

- ✓ Recognition
- ✓ Redistribution
- ✓ Reduction
- ✓ Reward
- ✓ Representation
- ✓ Re-education
- ✓ Reclaim

National Care Economy Policy Framework



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| Main Policy Areas | Strategies |
|---|---|
| 1. Macro-economic and Social Protection | <ul style="list-style-type: none"> • Mainstream a national Care Agenda • Enhance protection and benefits for paid care workers • Care-related data integration into government policies and plans |
| 2. Health Care | <ul style="list-style-type: none"> • Psychosocial support for unpaid carers • Strengthen policies for healthcare of unpaid carers • Formalize BHWs and BNS as community care workers • Improve employment conditions for healthcare workers |
| 3. Public Care Policies | <ul style="list-style-type: none"> • Integrate care provisions into LGU regulations and ordinances • Increase investments in public care infrastructure and create care jobs • Improved quality and accessibility of childcare, disability, and elderly care services, with better facilities, higher wages, and increased awareness • Care-sensitive curricula to shift social norms and challenge gendered care roles |



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National Care Economy Policy Framework

| Main Policy Areas | Strategies |
|--|---|
| Care in Conflict, Climate and Health Disaster Response | <ul style="list-style-type: none"> • Expand Cash for Care Work (CFCW) for unpaid care workers during and after disasters • Facilities and infrastructure upgrade to withstand climate emergencies |
| Labor and Migration | <ul style="list-style-type: none"> • Integrate care principles into labor, migration, and climate disaster policies • Care Leave for all workers • Monitoring and evaluation of Batas Kasambahay and Magna Carta for Informal Workers • Strengthened migration policies to protect migrant care and domestic workers rights • Recognition and accreditation of care work as skilled work |

Existing Care-Related Policies

- ❑ LGU-managed Child Care and Child Minding Centers and Care Ordinances
- ❑ Senate Bill No. 1648: *An Act Providing for Benefits and Privileges to Unpaid Care Workers and Their Families, Appropriating Funds Therefor and For Other Purposes*

Existing Care-Related Practices



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- ☐ DSWD Cash-for-Work
- ☐ PSA and PCW integrating care data into national statistics
- ☐ Sector-specific upskilling and labor protection initiatives



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PHILIPPINE NATIONAL CARE ECONOMY POLICY FRAMEWORK

SECTION 1 OVERVIEW

Purpose
Background, Literature and Evidence
Audience and Users
Structure of the Framework

SECTION 2 LEGAL MANDATES

Philippine Constitution of 1987
Local Government Code of the Philippines (RA 7160)
Philippine Plan for Gender-Responsive Development (PPGD)
Framework Plan for Women (FPW)
Gender Equality and Women's Empowerment (GEWE) Plan
1995 General Appropriations Act
ILO resolution on Decent Work and the Care Economy
Sustainable Development Goals

SECTION 3 GUIDING PRINCIPLES

Recognition
Reduction
Redistribution
Reward
Representation
Re-education
Reclaim

SECTION 4 VISION AND SCOPE

SECTION 5 MAIN POLICY AREAS



SECTION 5.A MACRO-ECONOMIC AND SOCIAL PROTECTION

Strategy I: Strengthen recognition of care work's contribution to the Philippine economy through alignment of relevant policies and increased investments in care. The national government is tasked to promote a care agenda in all agencies.

Strategy II: Strengthened social protection and employment benefits are a priority for paid care workers, particularly domestic workers (often referred to as "kasambahay").

Strategy III: Accurate, reliable and timely data about care work and carers is an important foundation for national government agencies and local governments to integrate care agendas in existing policies and plans.



SECTION 5.B HEALTH CARE

Strategy I: Ensure adequate psychosocial support services for unpaid carers (voluntary community workers and family carers) who shoulder disproportionate responsibility for alleviating and managing emotional trauma after conflict, climate, and health emergencies.

Strategy II: Strengthened policies are needed to ensure health care for unpaid carers in marginalized sectors.

Strategy III: Recognize and formalize BHWs and SHSs as community care workers.

Strategy IV: Improved employment conditions for healthcare workers, especially front-line workers. This is critical for the well-being of paid and unpaid healthcare workers and their dependents.



SECTION 5.C PUBLIC CARE SERVICES

Strategy I: Integrate care-related provisions in the relevant regulations and ordinances of all LGUs.

Strategy II: Increased investment in public care infrastructure, and create and maintain employment in the care economy.

Strategy III: Improvements in the quality and accessibility of childcare care for persons with disability, and elderly-care services are also a priority, involving better facilities, increased salaries and benefits for workers, and mapping to increase awareness of childcare and elderly-care services in the population.

Strategy IV: Promote care-sensitive educational curricula and materials that help shift social norms and beliefs about the value of care work and challenge gendered roles in providing care.



SECTION 5.D CARE IN CONFLICT, CLIMATE AND HEALTH DISASTER RESPONSE

Strategy I: Expand Cash for Care Work (CFCW) during and post-disaster activities and ensure that unpaid care workers are entitled for cash payments to meet care needs of their dependents.

Strategy II: Improve and upgrade facilities and infrastructure to withstand climate emergencies.



SECTION 5.E LABOR AND MIGRATION

Strategy I: Integrate care principles in labor, migration, and climate disaster policy-making and programming.

Strategy II: Implement care leave for all workers.

Strategy III: Monitor and evaluate the implementation of the Batas Kasambahay Law and Magna Carta for the Informal Sector.

Strategy IV: Prioritize and strengthened migration policies to safeguard the rights of migrant care and domestic workers.

Strategy V: Recognize and accredit care work as skilled work through government employment guidelines, training programs, and certification.

SECTION 6 IMPLEMENTATION

A. PARTNERSHIPS

- DSWD in partnership with NGOs and private sector should prioritize Childcare PPPs to harmonize initiatives and pool resources for the implementation of innovative child development models, and promotion of best practices.
- Government agencies should partner with the private sector to explore funding facilities or sources and technologies that can improve care service delivery and efficiency.
- DSWD and private sector can pilot PPPs to provide care, especially for persons with disabilities, and help address the deficit in care infrastructure.
- DTI and NEDA should work with private sector MSMEs and social enterprises to provide market-based solutions on care services, and investment in care infrastructure.
- ECOP, the private sector, and academe should collaborate on research about which industries and companies have Care Economy components and good practices.
- PCW and labor unions should partner regarding research and campaigning on the care economy.
- DSWD, LGUs, NGOs and the Private sector are tasked to collaborate and form partnerships to anticipate and support the needs of unpaid carers and paid care workers during disasters, as well as measures to ensure that care facilities and services' continued operation during emergencies.
- Partnerships between PCW, PSA, and NGOs should continue and advance the inclusion of care data in monitoring frameworks and in measuring GDP.

B. PARTICIPATION

- LGUs and CSOs should promote community dialogues that engage paid and unpaid care workers to identify challenges and solutions in emergency care provision.
- NGOs and LGUs should guarantee formal acknowledgment of paid and unpaid care workers within policy structures, assuring their influence and participation in legislative and emergency preparedness processes (UNESCAP et al, 2023).
- NGOs and LGUs should establish guidelines that promote care champions' participation in decision-making councils at local, regional and national levels, especially on care services, infrastructure, social protection, and gender-responsive budgeting.
- NGOs, LGUs, academe, NGOs, and other stakeholders should work together to strengthen CSOs capacity for meaningful engagement. This includes advocating for greater CSO participation in decision-making councils and investing in capacity-building initiatives to enhance their effectiveness in constructive dialogue and policy influence.
- NGOs, LGUs, and CSOs should collaborate with organizations of person with disabilities to increase their participation in the development and formulation policies.

C. CAPACITY DEVELOPMENT

- The DOLE, DOH, and LGUs should innovate schemes of upskilling, pooling and accreditation of skilled carers, both paid and unpaid.
- LGUs and NGOs should initiate specialized training for carers focusing on climate resilience and emergency response, highlighting pandemic readiness and infection prevention.
- LGUs and NGOs should build be capacitated to implement cash for care work (CFCW) programs during disasters.
- DOLE and the private sector should organize and fund capacity building for unions and employers to include care services and provisions in CBAs.
- DMW and OWWA should collaborate in the delivery and development of Pre-Departure, Post-Arrival, and Employment Orientation Seminars for migrant care workers. Promote consultations with labor alliances regarding the development of the above-mentioned programs, with work and country specific preparation for the workers.
- LGUs and CSOs should institutionalize mentorship and peer support networks to bolster skill exchange and provide emotional support within care worker communities (UNESCAP et al, 2023).

D. AWARENESS RAISING

- The DOLE and LGUs should conduct educational programs and awareness campaigns to inform both employers and kasambahay about their rights and obligations under the law.
- DOLE and LGUs should conduct awareness-raising about the rights of BHWs, BNS, and volunteer daycare workers.
- CSC for the government sector and DOLE for the private sector should institutionalize campaigns and information dissemination to shift narratives on care, affirming that care is a public good and a human right.
- PCW, DSWD, CSC, DILG, DepEd, CHED, LGUs, and the Academe should acknowledge and embrace their roles and responsibility to promote a culture of care in public relations and communications.
- NGOs, Youth and CSOs should promote engagement in communities empowering individuals and local organizations to participate in the creation and implementation of awareness-raising initiatives that redistribute care work.
- DOH and Barangay EVAWC desks should develop education campaigns and IEC materials to challenge the acceptability of domestic abuse and violence, especially as related to rigid gender roles on unpaid care.
- DSWD, M/C/PWDOs, DOJ should include orientations that encourage all family members to share in unpaid care and domestic work, as part of campaigns to end VAWC.
- LGUs, NGOs, and academe should develop effective IEC materials about care and climate and health emergencies, and mobilize social media in cascading information about multi-disasters and hazards.
- LGUs, with explicit guidance from DILG and other NGOs, should develop localized materials about care translated to local dialects of communities and inclusive for people with disabilities who are deaf or blind.
- LGUs and trade unions should implement awareness campaigns that value the contributions of care workers, recognizing their societal role during crisis situations.
- The private sector with NEDA should develop and fund advertising and PR that promote shared responsibility in unpaid care and domestic work between men and women, shifting gender norms.
- Media, marketing, and PR organizations should contribute to campaigns to increase awareness of the benefits and gains of investments in care-related measures.
- DSWD, NEDA, and organizations of persons with disabilities should jointly campaign to increase awareness of their care needs and contributions to the care economy.
- DTI, DOLE, and ECOP could publicize the actions of care champions in the private sector, like the SCOE-seal, awarding bodies could publicize companies' actions to provide care services or family leave, and/or promote their brands and products, through publicity campaigns.
- DSWD should develop IEC to increase awareness and confidence of care facilities and ECOD centers.
- Trade Unions should include care initiatives in the Women Workers' Agenda campaigning. An alliance of women trade union leaders called Women Workers United (WWU) launched the 15-Point WWA, which provides a framework for government and employers to make workplaces inclusive and free from violence.

E. MONITORING AND EVALUATION

- DOLE and trade unions should monitor paid and unpaid care workers' social protection registration, health coverage, and maternity and paternity benefits, among other rights.
- Academe together with NGOs and Barangay EVAWC desks should evaluate attitudes about gender roles in care, and the impact of VAWC orientations.
- Oversight agencies, especially PCW, PSA, NEDA, and DILG, should implement monitoring frameworks with care indicators to track and evaluate the progress of care-related programs.
- DILG and relevant NGOs should collaborate to integrate care policy scorecard in the existing awards and recognition mechanisms (i.e. SGI-G) for monitoring progress in local levels.
- DOLE and Academe should monitor rights-based hiring, fair recruitment, and ethical compensatory mechanisms.
- DOLE and Academe should collaboratively monitor the private sector's role in the care economy, addressing issues of indecent and unpaid work. They should also oversee the implementation of mandated laws, such as hazard pay for private healthcare workers.
- DMW and DFA should institute joint monitoring of BLMAs, Government to Government and Private Recruitment Track to ensure the social protection for migrant domestic workers.
- CSOs play a crucial role in advocating for, operationalizing, and monitoring the implementation of the Framework in collaboration with other sectors and organizations. They must ensure that the policies developed are inclusive, actively avoiding ableism and heteronormativity in their lens.

F. RESOURCES

- NEDA, DTI, DOST, and private sector, should explore innovative funding mechanisms and time and labor-saving technologies to elevate care service efficiency (Agaton, 2022).
- LGUs should allocate GAD fund resources and mainstream care into basic facilities and services effectively to support the development and enforcement of local ordinances that protect and value unpaid care and domestic work. This includes financing initiatives that offer training, social recognition, and financial support to unpaid caregivers (UNESCAP et al, 2023).
- DSWD, DepEd, and LGUs should utilize policies that earmark funds specifically for early childhood programs at national and local levels to address improvements in employment conditions for ECOD workers, and investments in facilities.
- LGUs should fund public campaigns on disaster preparedness, integrating care components as mandated by law (DRRM Fund 5% and GAD Fund 5%) to raise awareness about care and climate justice.

CALL TO ACTION FOR DUTY BEARERS AND STAKEHOLDERS

National Government (Legislative)

National Government Agencies

Local Government Authorities and Regional Legislative Assemblies

Civil Society Organizations

Private Sector

Academe

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“A just economy is a caring
economy. Let’s build it
together.”

*Thank
you*

