

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

16th CONGRESS
First Regular Session

HOUSE BILL NO. 1587



Introduced by **REP. EVELINA G. ESCUDERO**

EXPLANATORY NOTE

"Public office is a public trust. Public officers and employees must at all times be accountable to the people, serve them with utmost responsibility, integrity, loyalty, and efficiency, act with patriotism and justice, and lead modest lives."

To strengthen accountability and reduce corruption in the public and private sectors, this bill seeks to provide protection, security and benefits to whistleblowers.

In this bill, a whistleblower is defined as any person who has personal knowledge or access to any data, information, fact or event constituting improper conduct; Provided that such person must not have any direct participation in such improper conduct, or in cases where such person participated in any improper conduct, such person is not the most guilty and shall therefore qualify as a state witness against the persons subject of such disclosure.

It is the intention of this bill to encourage citizens to stand up and report alleged violations of law, improper use of governmental office, gross waste of funds, or any other abuse or gross neglect of duty on the part of an agency, public officer or employee, and private entity.

Hence, the immediate approval of this bill is urgently sought.


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AN ACT
PROVIDING FOR PROTECTION, SECURITY AND BENEFITS OF
WHISTLEBLOWERS

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

1 **SECTION 1. Short Title.** - This Act shall be known as the “Whistleblower Protection
2 Act.”

3 **SEC. 2. Declaration of Policy.** – Public Office is a public trust. It is the policy of the
4 State to promote and ensure full accountability in the conduct of its officers and employees, and
5 exact full retribution from those who shall engage in improper conduct. Toward this end, the
6 State shall:

7 (A) Maintain honest and high standards of integrity in the public service;

8 (B) Safeguard the national interest through the prosecution of corrupt and erring public
9 officials and employees; and

10 (C) Encourage and facilitate the disclosure of corrupt conduct and practices in the public
11 service by providing benefits provided in existing laws.

12 **SEC. 3. Definitions.** -As used in this Act:

13 (A) “Employer” shall mean any individual, partnership, association, corporation or entity,
14 including the government, or any person or group of persons who shall directly or indirectly for
15 or on behalf of said individual, partnership, association, corporation or entity, employ an
16 employee as defined in this Act.

17 (B) “Employee” shall mean any person who is made to work by, or who renders service
18 for, an employer. The term shall include public officers and employees as defined in this Act as
19 well as any person considered an “employee” under the Labor Code.

20 (C) “Public officer/employee” shall refer to any person holding any office or performing
21 any function or duty in the Government of the Republic of the Philippines by virtue of an
22 appointment, election or contract.

23 (D) “Government” shall include the National Government, and any of its subdivisions,
24 agencies or instrumentalities, including government-owned and controlled corporations and their
25 subsidiaries, and Local Government Units.

1 (E) "Retaliatory action" shall refer to any negative or obstructive response, reaction or
2 reprisal to a disclosure made under this Act aimed at, pertaining to, or against a whistleblower or
3 any of the members of his/her family and relatives up to the fourth civil degree of consanguinity
4 or affinity. Said actions shall include criminal, civil or administrative proceedings commenced or
5 pursued against said whistleblower or any of the members of his/her family or relatives up to the
6 fourth civil degree of consanguinity or affinity as well as any retaliatory action in the workplace.

7 (F) "Retaliatory action in the workplace" shall mean any discriminatory conduct or
8 policies which affect promotion or job assignment including undue negative performance
9 appraisal, close monitoring by supervisors, unwarranted criticisms or avoidance by co-
10 employees, blacklisting from other job opportunities or prejudicial transfers by reason of a
11 disclosure made under this Act.

12
13 (G) "Acts constituting improper conduct" shall mean any act or omission of a public
14 officer or employee solely, or in cooperation, conspiracy with, or with the assistance of, private
15 persons which is covered by or constitute a violation of:

16
17 (1) Presidential Decree No. 46 otherwise known as "Making it punishable for
18 Public Officials and Employees to receive, and for Private persons to give, gifts on any occasion,
19 including Christmas;"

20
21 (2) Republic Act No. 3019 otherwise known as "Anti-Graft and Corrupt Practices
22 Act;"

23
24 (3) Republic Act No. 6713 otherwise known as "An Act Establishing a Code
25 of Conduct and Ethical Standards for Public Officials and Employees;"

26
27 (4) Republic Act No. 7080 otherwise known as the "Anti-Plunder Law;"

28
29 (5) Title VII of Book Two of the Revised Penal Code on Crimes Committed by
30 Public Officers; and

31
32 (6) All other laws which penalize or sanction any act or omission of a public
33 officer or employee.

34
35 (H) "Whistleblower" shall refer to any person who has personal knowledge or access to
36 any data, information, fact or event constituting improper conduct; Provided that such person
37 must not have any direct participation in such improper conduct, or in cases where such person
38 participated in any improper conduct, such person is not the most guilty and shall therefore
39 qualify as a state witness against the persons subject of such disclosure.

40
41 (I) "Qualified Whistleblower" shall mean a whistleblower qualified and admitted into the
42 Whistleblower's Program of the Implementing Agency in accordance with this Act and its
43 implementing rules and regulations.

44
45 (j) "Implementing Agencies or Agency" shall collectively or individually refer to the
46 Department of Justice (DOJ), the Office of the Ombudsman, the Commission on Human Rights
47 (CHR), and the Public Attorney's Office (PAO).

48
49 (k) "Whistleblower Council" shall refer to the Council created and defined under Section
50 31 of this Act.

51
52 **SEC. 4. Coverage.** -Notwithstanding the provisions of law on prescription of crimes, this
53 Act shall cover all acts constituting improper conduct irrespective of the time of commission.

1 **SEC. 5. Admission/Qualification to the Program.** – Whistleblowers, whether from the
2 public or private sector, shall be entitled to the benefits under this Act, provided, that all the
3 following requisites concur:

- 4
5 (a) The disclosure is voluntary, in writing and under oath;
6 (b) The disclosure relates to acts constituting improper conduct;
7 (c) The information to be disclosed is admissible in evidence;
8 (d) The whistleblower appears to be not the most guilty; and
9 (e) The whistleblower is not a beneficiary of the Act or acts of improper conduct in the
10 amount of more than one million pesos or any kind of consideration of the same
11 value.
12

13 It is only upon concurrence of the above requisites can a whistleblower be qualified
14 and thus admitted into the program as provided for in this Act.
15

16 **SEC.6. Necessity of Testimony.** – The testimony of a qualified whistleblower in court
17 shall not be necessary for the entitlement or enjoyment of the benefits of this Act. In the event
18 that the said whistleblower's testimony is required as found by the Implementing Agency to be
19 necessary and indispensable for a successful prosecution of a case, he/she shall be entitled to the
20 additional benefits and protection under R.A. No. 6981 otherwise known as the Witness
21 Protection Program, funding for which shall be sourced from the budget as provided under
22 Section 32 hereof.

23 **SEC. 7. Credibility of a Whistleblower.** - In all cases, the fact of the entitlement of the
24 qualified whistleblower to the protection and benefits provided in this Act shall not be admissible
25 in evidence to diminish or affect his credibility.

26 **SEC. 8. Perpetuation of Testimony.** – Once admitted into the program, a whistleblower
27 may perpetuate his/her testimony pursuant to Rule 134 of the Revised Rules of Court.

28 **SEC. 9. Memorandum of Agreement with the Person to be Protected.** – Before a person is
29 provided protection and benefits as a whistleblower for the State, he/she shall first execute a
30 *Memorandum of Agreement* with the Implementing Agency which shall set forth his/her
31 responsibilities as follows:

- 32 (A) To provide information to and testify before all branches or agencies of
33 government in an appropriate proceeding on facts constituting improper conduct;
34 (B) To avoid commission of crime;
35 (C) To take all necessary precautions to preclude detection by others of the facts
36 concerning the protection provided him/her under this Act;
37 (D) To cooperate with all reasonable requests of officers and employees of the
38 government who are providing him/her protection under this Act; and
39 (E) To regularly inform the Implementing Agency's program official concerned of
40 his/her current activities and address.

41 **SEC. 10. Breach of the Memorandum of Agreement.** – Substantial breach of the
42 *Memorandum of Agreement*, provided for in Section 9 hereof, shall be sufficient ground for the
43 termination of the protection and benefits provided under this Act; *Provided*, however, that
44 before terminating the same, the Implementing Agency shall send notice to the qualified
45 whistleblower concerned, stating therein the reason for such termination; *Provided, Finally, That*
46 substantial breach of the memorandum of agreement shall be punishable by imprisonment of not
47 less than six (6) months but not more than one (1) year independent and separate from any other
48 criminal liability that may be incurred by reason of such breach.
49

1 **SEC. 11. Confidentiality.** – Except insofar as allowed by this Act, during and after the
2 disclosure, and throughout and after any proceedings taken thereafter, a qualified whistleblower
3 is entitled to absolute confidentiality as to:

4 (A) His/her identity;

5 (B) The subject matter of his/her disclosure; and

6 (C) The person to whom such disclosure has been made.

7 There shall be no such confidentiality in his/her identity if a whistleblower makes a
8 public disclosure of acts constituting improper conduct unless, notwithstanding such public
9 disclosure, he/she has taken means obviously intended to preserve his/her anonymity.

10 **SEC. 12. Confidential Information.** – No person to whom a disclosure has been made or
11 referred to shall divulge any information that may identify or tend to identify a whistleblower or
12 reveal the subject matter of such disclosure, except only as to the following circumstances:

13 (A) The whistleblower consents in writing prior to such a disclosure of;

14 (B) The disclosure is indispensable and essential as determined by the Implementing
15 Agency, taking into consideration the necessary proceedings to be had after said
16 disclosure; or

17 (C) The disclosure or referral is made pursuant to an obligation under this Act. The
18 prohibition on disclosure under this Section shall apply to any person who has
19 become privy to any confidential information, whether officially or otherwise.

20 **SEC. 13. Violation of Confidentiality.**– Any person who shall violate the protection of
21 confidentiality of a protected disclosure under Sections 11 and 12 of this Act, shall suffer the
22 penalty of not more than one (1) year but not less than six (6) months with the accessory penalty
23 of temporary absolute disqualification for public office, in case of a public officer or employee,
24 and shall be civilly liable to the whistleblower in such amount of damages as may be awarded
25 and deemed reasonable by the court.

26 The proceedings herein shall be independent of any action that an aggrieved
27 whistleblower may take before the Civil Service Commission or the Department of Labor and
28 Employment for unfair or discriminatory practices, back wages, or other labor dispute, or before
29 other quasi-judicial agencies that may or may not have arisen from a disclosure, or a believed or
30 suspected disclosure.

31 **SEC. 14. No Breach of Duty of Confidentiality.** – A whistleblower who has made a
32 disclosure under this Act on whom a provision of law, regulation, issuance, practice or other
33 convention, imposes upon him/her the duty to maintain confidentiality with respect to any
34 information disclosed is considered not to have committed a breach thereof.

35 **SEC. 15. Defense of Privileged Communication.** – A whistleblower who has made a
36 disclosure under this Act shall have in any other inquiry or proceeding the defense of absolute
37 privileged communication with respect to the subject matter of his/her disclosure or information
38 given to the proper authorities

39 **SEC. 16. False and Misleading Disclosures.**– Any person who deliberately and
40 voluntarily gives false or misleading information in connection with acts or omissions
41 constituting improper conduct shall be guilty of an offense punishable by imprisonment of not
42 more than two (2) years and perpetual absolute disqualification from holding public office, in
43 case of a public officer or employee, without prejudice to other liabilities under existing laws.

44 **SEC. 17. Protection against Disciplinary Action or Reprisals.** – A whistleblower who
45 has made or is believed or suspected to have made a disclosure under this Act is not liable to
46 disciplinary action for making said disclosure.

1 Prohibited acts under this section include retaliatory action in a workplace or prejudicial
2 conduct towards a whistleblower, such as: discriminatory actions behind policies and procedures,
3 reprimand, punitive transfers, unwarranted referral to a psychiatrist or counselor, and undue poor
4 performance reviews. Other prejudicial conducts include obstruction of an investigation,
5 withdrawal of essential resources, undue reports and the attachment of unfair personnel file
6 notes.

7 To this end, any employer who has discouraged and imposed sanctions or reprisals based
8 on workplace interactions, which shall include workplace ostracism, questions and attacks on
9 motives, accusations of disloyalty and dysfunction, public humiliation, and the denial of work or
10 promotion, or who encourages, causes or does retaliatory action or reprisal against a
11 whistleblower, or anyone believed or suspected to be one shall be liable for an offense defined
12 under this Act.

13 Any employee who refuses to follow orders of employers that would ~~cause them to~~
14 violate any provision of this Act shall likewise be protected from reprisals and retaliatory action
15 in the workplace.

16 For purposes of this protection, an applicant for employment shall be deemed an
17 employee and entitled to such protection.

18 Provided however, that an employer of a whistleblower shall be notified through a
19 certification issued by the Implementing Agency within a period of thirty (30) days, from the
20 date when the whistleblower last reported for work, stating that the employee has been qualified
21 as a whistleblower under the provisions of this Act and its implementing rules and regulations.
22 Provided further that an employer shall have the option to remove said whistleblower from
23 employment after securing a clearance from the Civil Service Commission and the Department
24 of Labor and Employment, whichever the case may be, in case of a prolonged absence due to
25 transfer or permanent relocation under this Act or R.A. No. 6981.

26 **SEC. 18. Protection against other Actions.** – A whistleblower who has made a disclosure
27 under this Act shall not be subject to any liability whether administrative, civil, criminal for
28 making such a disclosure. No action, claim or demand may be taken against a whistleblower for
29 making such disclosure, nor any evidence presented shall be used against him/her in court;
30 *Provided*, that the whistleblower is qualified under Section 5 of this Act.

31 This protection shall however not apply to a qualified whistleblower who shall commit
32 any false or misleading disclosure or commit substantial breach of the memorandum of
33 agreement.

34 **SEC.19. Discriminatory Hiring.**– Any individual, firm, corporation, office or employer
35 who shall deny a qualified applicant of employment, or who shall reject his/her application for
36 employment solely on the ground that the applicant is or will be a whistleblower, shall be guilty
37 of an offense punishable by not more than six (6) months imprisonment with the accessory
38 penalty of suspension of the right to hold public office, in case of a public officer or employee,
39 and shall be civilly liable to indemnify the whistleblower for damages as may be awarded by the
40 court.

41 **SEC. 20. Retaliatory Action in the Workplace.** – Any person who shall commit any
42 retaliatory act in a workplace as defined under this Act, against an employee who is a
43 whistleblower, or believed or suspected to be one, shall be guilty of an offense and shall suffer
44 the penalty of not more than six (6) months imprisonment with the accessory penalty of
45 suspension of the right to hold public office, in case of a public officer or employee, and shall be
46 civilly liable to indemnify a whistleblower in case damages are incurred and as may be awarded
47 by the court.

1 Toward this end, the aggrieved whistleblower shall be entitled to the provisional remedy
2 of injunction against any retaliatory action in the workplace, prejudicial conduct or
3 discriminatory treatment by reason of the said whistleblower's intended or actual disclosure.

4 The proceedings herein shall be independent of any action that an aggrieved person may
5 take before the Civil Service Commission or the Department of Labor and Employment for
6 unfair discriminatory practices, back wages, or other labor dispute, or before other quasi-judicial
7 agencies that may or may not have arisen from a disclosure, or a believed or suspected
8 disclosure.

9 **SEC. 21. *Penalty for Retaliatory Acts against a Whistleblower.*** – Any person who
10 commits any of the retaliatory acts as defined in this Act against a whistleblower and/or hinders,
11 delays, prevents or dissuades a whistleblower from:

12 (A) Attending, assisting or testifying before any investigating agency or quasi-judicial
13 body or judicial;

14 (B) Reporting to a law enforcement officer or judge the commission or possible
15 commission of an offense or a violation of conditions of probation, parole, or
16 release pending judicial proceedings;

17 (C) Seeking the arrest of another person in connection with the offense;

18 (D) Causing a criminal prosecution, or a proceeding for the revocation of a parole or
19 probation; or

20 (E) Performing and enjoying the rights and benefits under this Act or attempts to do so

21 shall be fined not more than One Hundred Thousand Pesos (Php 100,000.00) or suffer
22 imprisonment of or not less than six (6) months but not more than six (6) years or both at the
23 discretion of a court and shall also suffer the penalty of perpetual disqualification from holding
24 public office in case of a public officer or employee.

25 **SEC. 22. *Benefits and Security and Protection of a Qualified Whistleblower.*** – A
26 qualified whistleblower shall be entitled to an allowance equivalent to his /her daily basic
27 financial requirement, provided he/she requests for said allowance and the Implementing Agency
28 determines and approves the reasonableness of such request.

29 A qualified whistleblower shall likewise be entitled to housing and personal security
30 regardless of whether the disclosure is made in confidence or in public.

31 Accordingly, the Implementing Agency is hereby authorized to allocate funds as
32 provided for in Section 32 hereof for the full satisfaction of the benefits and security and
33 protection of a qualified whistleblower.

34 This section is without prejudice to any benefits a qualified whistleblower may be
35 entitled to under R.A. No. ~~6894~~ **6981** provided that the necessary amount shall be sourced from
36 the budget as provided for in Section 32 hereof and that no duplication of benefit shall ensue.

37 **SEC. 23. *Financial Rewards for Whistleblower.*** – A qualified whistleblower shall be
38 entitled to a corresponding monetary reward on a contingency basis, equivalent to at least ten
39 percentum of the amount which may be recovered or the amount of One Million Pesos (Php
40 1,000,000.00), whichever is lower, as a result of his/her disclosure.

41 **SEC. 24. *Abstract.*** – All government agencies, offices, bureaus and local government
42 units, including government owned or controlled corporations, whether or not with original
43 charters, shall conspicuously display an abstract of this Act and the rights and protections of
44 whistleblowers, including the obligations of employers under this Act. Such abstract shall be
45 provided in the implementing rules and regulations.

1 All government agencies, offices, bureaus and local government units, including
2 government owned and controlled corporations, whether or not with original charters, shall
3 likewise put in place internal procedures for dealing with whistleblowers consistent with the
4 provisions of this Act and its implementing rules and regulations. Said internal procedure shall
5 be widely disseminated to all employees.

6 All other employers, specifically those in the private sector, shall also conspicuously
7 display notices of their employees' protections and their obligations under this Act and its
8 implementing rules and regulations.

9 **SEC. 25. Failure of an Employer to Post Abstract-** The failure to post an Abstract or
10 internal procedures as required under Section 5 of this Act shall constitute an offense and shall
11 be penalized with a fine in the amount of One Hundred Thousand Pesos (Php 100,000.00) for the
12 first offense. Said amount shall be doubled for every succeeding offense/s.

13 **SEC. 26. Failure to Act or Report to the Implementing Agency.-** Any person under
14 obligation to report a disclosure under this Act to the Implementing Agency, who fails to do so
15 within the period of two (2) months, or who fails to act thereon or cause an investigation thereof,
16 shall be guilty of an offense and shall suffer the penalty of not more than one (1) month
17 imprisonment, and/or a fine amounting to not more than Fifty Thousand Pesos (Php 50,000.00)
18 without prejudice to any other liability that may be imposed upon such person under existing
19 laws.

20 **SEC. 27. Confidentiality of the Proceedings.** – All proceedings involving application
21 and/or enjoyment of the benefits under this Act, including any action taken thereon, shall be
22 confidential in nature. No information or documents given or submitted in support thereof shall
23 be released except upon written order of the Implementing Agency, and provided such disclosure
24 shall not endanger the life of a qualified whistleblower.

25 **SEC. 28. Powers and Functions of the Implementing Agencies or Agency .** - In addition
26 to their respective powers and functions under existing laws, the Implementing Agencies shall:

- 27 (a) Supervise, monitor and coordinate all efforts relative to the implementation and
28 enforcement of the provisions of this Act;
- 29 (b) Investigate all disclosures made under this Act, prosecute or recommend prosecution
30 of the same when warranted;
- 31 (c) Evaluate the qualification of whistleblowers for coverage within this Act, and
32 whichever the case may be, make the appropriate decision on their entitlement to the
33 benefits and security and protection extended herein;
- 34 (d) Undertake, in coordination and cooperation with the private and public sectors, an
35 information campaign to educate the public on the provisions and benefits of this Act;
- 36 (e) Develop plans and implement programs to further encourage whistleblowers on acts
37 constituting improper conduct with a view to effective deterrence and/or prosecution;
- 38 (f) Control and administer, through coordination and consistent with the provisions and
39 purpose of this Act, the protection and benefits of whistleblowers and the funds
40 necessary to carry out the provisions of this Act;
- 41 (g) Call upon, or deputize any department, bureau, office or any other government
42 agency or public official to assist in the effective implementation and enforcement of
43 this Act; and
- 44 (h) Grant immunity in accordance with the provisions of this Act and its implementing
45 rules and regulation.

1 **SEC. 29. Implementing Agency, Option of Whistleblower.** – A whistleblower shall have
2 the right to choose which Implementing Agency he/she intends to be admitted and qualified as a
3 whistleblower. As such, the Implementing Agency so chosen shall have the primary jurisdiction
4 and authority to exercise the powers and functions provided for under Section 28 of this Act.

6 **SEC. 30. Congressional Whistleblower Program.** – The Senate and the House of
7 Representatives may have their own Whistleblower's Program for resource persons or
8 whistleblowers appearing before them or their respective committees.

9 The resource person or whistleblower, with his/her express consent, may be admitted into
10 the program upon the recommendation of the legislative committee where his/her testimony is
11 needed when in its judgment there is pressing necessity therefor: *Provided*, That such
12 recommendation is approved by the President of the Senate or the Speaker of the House,
13 whichever the case may be.

14 The Senate or the House of Representative, whichever the case may be, shall have
15 primary jurisdiction in the administration and implementation of the program independent from
16 any other agency of government when the investigation or the safety of the resource person or
17 whistleblower shall be prejudiced.

18
19 **SEC. 31. Implementing Rules and Regulations.** – There is hereby created a
20 Whistleblower Council which shall be composed of the Implementing Agencies and headed by
21 the Office of the Solicitor General.

22 The Council shall be primarily and solely responsible for the drafting and promulgation
23 of the necessary Implementing Rules and Regulations (IRR) for the effective implementation of
24 this Act. The Council's submission to Congress of the approved IRR and the causing of its
25 publication in at least two (2) newspapers of general circulation shall render the council *functus*
26 *officio*.

27 **SEC. 32. Funding.** –The amount One Hundred Million Pesos (Php 100,000,000.00) is
28 hereby authorized to be appropriated out of any funds in the National Treasury not otherwise
29 allocated to carry into effect the purpose of this Act.

30 Other funding schemes or sources that may be authorized under existing laws shall be
31 allowed in furtherance hereof.

32 The funds appropriated under this section shall be allocated amongst the implementing
33 agencies based on actual requirements and as may be provided for under the implementing rules
34 and regulations; *Provided*, however, that the initial amount shall be first released to the
35 Department of Justice.

36 **SEC.33.Separability Clause.** - If any provision or part hereof, is held invalid or
37 unconstitutional, the remainder of the law or the provisions not otherwise affected thereby shall
38 remain valid and subsisting.

39 **SEC. 34.Repealing Clause.** - Any law, presidential decree or issuance, executive order,
40 letter of instruction, administrative order, rule or regulation contrary to or inconsistent with, the
41 provisions of this Act is hereby repealed, modified, or amended accordingly.

42 **SEC. 35.Effectivity Clause.** - This Act shall take effect fifteen (15) days after its
43 publication in the Official Gazette or at least two (2) newspapers of general circulation.

Approved,