

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. 4796



Introduced by **HON. BRIAN RAYMUND S. YAMSUAN**

AN ACT
INSTITUTING THE MAGNA CARTA FOR NON-UNIFORMED PERSONNEL IN
UNIFORMED AGENCIES

EXPLANATORY NOTE

The 1987 Constitution declares that the maintenance of peace and order is essential for the enjoyment by all the people of the blessings of democracy.¹ At the same time, it mandates the State to afford full protection to labor.² This balance in the Constitution is readily seen in the experiences of non-uniformed personnel in the uniformed agencies of the government.

In 2025, there were around 12,800 authorized civilian positions for the Bureau of Fire Protection, Bureau of Jail Management and Penology, and the Philippine National Police.³ These non-uniformed personnel (NUP) work at the frontlines of emergencies and serve as our lifelines especially during situations where lives and properties are at risk. However, they have quietly suffered from low pay, long work hours, unsafe working conditions and lack of benefits, social protection and job security.

A limited study on NUPs found that they are facing significant challenges such as pressing time constraints, overwhelming workloads, strained mental health, limited career advancement and recognition disparities.⁴ Another study recommended that

¹ 1987 Constitution, Article II, Section 5.

² 1987 Constitution, Article XIII, Section 3.

³ CPBRD Agency Budget Notes, BN2025-17: Department of the Interior and Local Government FY 2026. Available at <https://cpbrd.congress.gov.ph/wp-content/uploads/2025/09/ABN2025-17-DILG-FY-2026.pdf>.

⁴ Laraga, Gallego, Cojedor, Jalalon, Maldepeña, Cuevas, Jr. (2025). Challenges Encountered by Non- Uniformed Personnel of Philippine National Police: A Phenomenological Study, *International*

NUPs be given attractive and sound monthly income to increase job satisfaction, which may consequently improve length of service. It further recommends hiring NUPs according to educational attainment and granting hazard pay.⁵

In my experience as former Assistant Secretary for Public Affairs at the Department of the Interior and Local Government, I saw the vital role NUPs played in support services, administrative work, logistics, and technical operations, ensuring the efficient and effective delivery of public safety and security.

This measure aims to recognize the indispensable part NUPs play in uniformed agencies, and to provide them a comprehensive framework of rights, benefits, and protections. Among others, this bill establishes a rationalized promotion system and training programs, guarantees their security of tenure and freedom of association, and grants them salaries, allowances, and other benefits. By uplifting the well-being of our NUPs, we hope to ultimately strengthen the delivery of public service.

In view of the foregoing, the approval of this measure is earnestly sought.



BRIAN RAYMUND S. YAMSUAN
Representative
2nd District of Parañaque

Journal of Research and Innovation in Social Science, doi:
<https://dx.doi.org/10.47772/IJRISS.2025.9010302>.

⁵ Lazaro (2023). Profile and Job Satisfaction of Non-Uniformed Personnel of the Philippine National Police, *United International Journal for Research & Technology*, Vol. 4, Issue 4, ISSN: 2582-6832. Available at <https://uijrt.com/articles/v4/i4/UIJRTV4I40003.pdf>.

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

Chapter One
General Provisions

SECTION 1. Short Title. — This Act shall be known as the “Magna Carta for Non-Uniformed Personnel.”

SECTION. 2. Declaration of Policy. — It is hereby declared the policy of the State to promote and improve the social and economic well-being of all non-uniformed personnel in the military and other uniformed agencies of the government and ensure that their rights are protected. Decent work for all non-uniformed personnel is integral in ensuring the efficiency and effectiveness of all uniformed agencies in the performance of their roles and services to the public.

SECTION 3. Coverage. — This Act shall apply to all non-uniformed personnel in uniformed agencies. As used in this Act, the term “non-uniformed personnel” shall mean all civilian employees in the military and all other uniformed agencies of the government, including but not limited to the Armed Forces of the Philippines,

Philippine National Police, Bureau of Jail Management and Penology, Department of National Defense, Bureau of Fire Protection, Bureau of Corrections, Philippine Coast Guard, and the National Mapping and Resource Information Authority (NAMRIA).

SECTION 4. Definition of Terms. – As used in this Act, the following terms are defined as follows:

- (a) Non-uniformed personnel – all civilian employees in the military and other uniformed agencies of the government;
- (b) Uniformed agencies – government agencies and institutions responsible in ensuring peace, order, and security and protecting the people from crimes, disasters and other potential dangers and threats including law enforcement, firefighting, civil defense, correctional services, medical and emergency services, and other government agencies with uniformed personnel;
- (c) Workplace – means the office, premises or work site, where the workers are habitually employed and shall include the office or place where the workers, who have no fixed or definite work site, regularly report for assignment in the course of their employment.

Chapter Two

Recruitment, Human Resource Development and Policies

SECTION 5. Recruitment and Qualification. – Recruitment policy and minimum requirements with respect to the selection and appointment of a non-uniformed personnel shall be developed and implemented by the appropriate government agencies concerned, in accordance with the policies and standards of the Civil Service Commission (CSC): *Provided*, That in the absence of appropriate eligible personnel, as certified by the highest official in charge of human resource management, and it becomes necessary in the public interest to fill a vacancy, a temporary appointment shall be issued to the person who meets all the requirements for the position to which he/she is being appointed except the appropriate civil service eligibility: *Provided*, further, That such temporary appointment shall not exceed twelve (12) months and three (3) months renewal thereafter, but that the appointee may be replaced sooner if (a) a qualified person with the appropriate civil service eligibility becomes available, or (b) the appointee is found wanting in performance or conduct befitting a government employee.

SECTION 6. Screening and Selection for Appointment. – Applicants for the non-uniformed personnel positions shall undergo a screening process to be conducted by a duly constituted Selection and Promotion Board based on qualification standards set forth by the respective agencies in accordance with CSC laws.

SECTION 7. Human Resource Development for Non-Uniformed Personnel. – There shall be established a Human Resource Development Program for non-

uniformed personnel in the military and all uniformed agencies of the government. The relevant government agencies, in consultation with accredited employees' organizations, shall develop said Human Resource Development Program, including provisions on merit promotion, performance evaluation, in-service training grants, incentive and award system, job rotation, cross-posting overseas, local scholarships, training grants, and such other similar services and human resource development interventions, including programs on counseling, coaching, job rotation, secondment, job swapping. The program shall conform to the rules and regulations of the CSC.

SECTION 8. Rationalized Promotion System. – There shall be a system of promotion for non-uniformed personnel which shall be based on merit, fitness, and the available vacant positions in the agency's staffing pattern. Such system shall be gender-fair and shall ensure that female non-uniformed personnel shall enjoy equal opportunity for promotions as that of men.

The performance evaluation plan shall consider foremost the improvement of individual employee efficiency and organizational effectiveness: *Provided*, That each employee shall be informed regularly by his/her supervisor of his/her performance evaluation.

The merit promotion plan shall be in consonance with the rules of the CSC.

SECTION 9. Sustaining the Professionalization of Non-uniformed Personnel. – To sustain the professionalization of non-uniformed personnel, training shall be done intensively and extensively. The cost of Continuing Professional Development as required by the PRC shall be shouldered by the concerned uniformed agencies.

SECTION 10. Local Training Programs. – Local training programs aimed at enhancing the professional growth of non-uniformed personnel shall be established and maintained. Such local training programs, undertaken in coordination with other governmental and non-governmental agencies, shall provide managerial, technical, administrative, and operational courses such as logistics and fiscal management, including training on professional services and criminal procedures.

SECTION 11. Transfer or Geographical Reassignment of Non-Uniformed Personnel. – Non-uniformed personnel shall not be transferred and or reassigned, except when made in the interest of public service, in which case, the employee concerned shall be informed of the reasons therefore in writing. If the non-uniformed personnel believe that there is no justification for the transfer and/or reassignment, he/she may appeal his/her case to the CSC, which shall cause his/her reassignment to be held in abeyance; *Provided*, That no transfer and/or reassignment whatsoever shall be made three (3) months before any local or national elections: *Provided*, further, That the necessary expenses of the transfer and/or reassignment of the non-uniformed personnel shall be paid for by the Government.

As used in this Act, a “transfer” shall refer to the movement from one position to another which is of equivalent rank, level or salary without break in service. A geographical reassignment, hereinafter referred to as “reassignment,” is a movement from one geographical location to another.

SECTION 12. Married Couples. – Whenever possible, the proper authorities shall take steps to enable married couples, both of whom are non-uniformed personnel, to be employed or assigned in the same locality, but not in the same workplace.

SECTION 13. Solo Parents. – In accordance with Republic Act No. 8972, as amended, the concerned uniformed agencies shall take steps to enable solo parents to be employed or assigned in the same locality of his/her residence.

Family members or relatives of non-uniformed personnel up to fourth degree of affinity and consanguinity shall not be assigned to the same workplace.

SECTION 14. Security of Tenure. – Non-uniformed personnel shall be assured security of tenure. Their services shall not be terminated except for just cause provided by law and after due process, *Provided*, that if a non-uniformed personnel is found by the CSC to be unjustly dismissed from work, he/she shall be entitled to reinstatement without loss of seniority rights and to his/her back wages with twelve percent (12%) interest or the prevailing legal interest rate at the time of his reinstatement, whichever is higher, computed from the time his/her compensation was withheld from his/her up to time of reinstatement; social security contributions/obligations/penalties and all other benefits.

SECTION 15. Prohibition Against Discrimination. – A non-uniformed personnel shall not be discriminated against with regard to age, sexual orientation, gender identity and expression, disability, civil status, creed, religious or political beliefs and ethnic groupings in the exercise of his/her employment.

SECTION 16. No Understaffing/Overloading of Non-Uniformed Personnel. – There shall be no understaffing or overloading of non-uniformed personnel. The ratio of non-uniformed personnel to workload shall be such as to reasonably effect a sustained delivery of public service at all times without overworking the non-uniformed personnel and over-extending his/her duty and service. In excess of minimum working hours, the non-uniformed personnel shall be entitled to payment of overtime pay, night differential, holiday pay, and premium pay for rest days.

In line with the above policy, substitute officers or employees shall be provided in place of officers or employees who are on leave for over three (3) months.

SECTION 17. Duties and Obligations. – All non-uniformed personnel shall:

- (a) discharge his/her duty humanely with conscience and dignity;
- (b) perform his/her duty with utmost respect for human life, regardless of race, gender, religion, nationality, party policies, social standing or capacity to pay;
- (c) uphold integrity, accountability, and transparency in the performance of official duties; and
- (d) conduct themselves at all times in a manner befitting public trust.

SECTION 18. Code of Conduct. – Within six (6) months from the approval of this Act, the military and other uniformed agencies, upon consultation with other appropriate agencies and non-uniformed personnel organizations, shall formulate and prepare a Code of Conduct for Non-Uniformed Personnel, which shall be disseminated as widely as possible.

SECTION 19. Safeguards in Disciplinary Procedures. – In every disciplinary proceeding, the non-uniformed personnel shall have the following rights:

- (a) to be informed, in writing, of the charges;
- (b) to full access to the evidence in the case;
- (c) to defend himself/herself and to be defended by a representative of his/her choice and/or by his/her organization, and to have adequate time for the preparation of his/her defense;
- (d) to confront witnesses presented against him/her and summon witnesses in his/her behalf;
- (e) to appeal to designated authorities;
- (f) to reimburse reasonable expenses incurred in his/her defense in case of exoneration or dismissal of the charges; and
- (g) such other rights as will ensure fairness and impartiality during proceedings.

SECTION 20. Normal Hours of Work. – The normal hours of work of any non-uniformed personnel shall not exceed eight (8) hours a day or forty (40) hours a week.

Chapter Three

Freedom of Association

SECTION 21. Freedom of Association. – All non-uniformed personnel shall have the right to freely form, join or assist employees' organizations of their own choosing for the furtherance and protection of their interests.

SECTION 22. Freedom from Interference or Coercion. – It shall be unlawful for any person to commit any of the following acts of interference or coercion:

- (a) to require as a condition of employment that non-uniformed personnel shall not join a employees' organization or shall relinquish membership therein;
- (b) to discriminate in hiring, tenure of employment, or any item or condition of employment in order to encourage or discourage membership in any employees' organization;

- (c) to prevent non-uniformed personnel from carrying out duties laid upon him/her by his/her position in the organization, or to penalize him/her for the action undertaken in such capacity;
- (d) to harness or interfere with the discharge of the functions of the non-uniformed personnel when these are calculated to intimidate or to prevent the performance of his/her duties and responsibilities; and
- (e) to otherwise interfere in the establishment, functioning, or administration of a non-uniformed personnel organization through acts designed to place such organization under the control of government authority.

SECTION 23. Consultation with the Non-uniformed Personnel Organizations. – Organizations of non-uniformed personnel shall be consulted in the formulation of national, regional, and local policies that impact their working conditions and social security. For this purpose, social dialogue mechanisms at the national, regional and other appropriate levels should be institutionalized. Non-uniformed personnel organizations should be represented in all relevant labor-management committees.

Chapter Four **Status, Salaries, and Allowances**

SECTION 24. Status of Non-uniformed Personnel. – All non-uniformed personnel shall be considered employees of the national government, *Provided*, that non-uniformed personnel in Metropolitan Manila, chartered cities, component cities and other municipalities shall be provided with monetary and non-monetary incentives by the local government unit concerned subject to the availability of funds.

SECTION 25. Salary Scale. – Salary scales of non-uniformed personnel shall be the same as the salary scale of uniformed personnel.

SECTION 26. Criteria for Salary. – The salaries of all non-uniformed personnel shall correspond to the following criteria:

- (a) The salaries shall be comparably equal to those paid in other occupations or professions requiring equivalent or similar qualifications, training, and abilities, regardless of rank positions.
- (b) The salary scale shall ensure that the lowest rank and position receives an amount which will ensure a reasonable and decent standard of living. The basic monthly salary shall exclude the subsistence allowance, cost of living allowance, quarters allowance, clothing allowance, hazard pay, amelioration pay, health care pay, and all other allowances as may be provided under existing laws.

SECTION 27. Payment of Salary. – The salaries of non-uniformed personnel shall be paid in legal tender of the Philippines.

Salaries shall be released on time and without undue delay. No deduction whatsoever shall be allowed from the salaries due to all non-uniformed personnel except under specific provisions of applicable laws authorizing such deduction.

SECTION 28. Overtime Work. – Where the exigencies of the service so require, any non-uniformed personnel may be required to render service beyond the normal eight (8) hours a day. In such cases, the workers shall be paid an additional compensation in accordance with existing laws.

SECTION 29. Work During Rest Day. –

- (a) Where non-uniformed personnel are made to work on his/her scheduled rest day, he/she shall be paid an additional compensation in accordance with existing laws.
- (b) Where non-uniformed personnel are made to work on any special holiday, he/she shall be paid an additional compensation in accordance with existing laws. Where such holiday work falls on the worker's scheduled rest day, he/she shall be entitled to an additional compensation as may be provided by existing laws.

SECTION 30. Night-Shift Differential. – Every non-uniformed personnel shall be paid night-shift differential of ten percent (10%) of his/her regular wage for each hour of work performed between ten o'clock in the evening and six o'clock in the morning.

SECTION 31. Hazard Allowance. – All non-uniformed personnel shall be given hazard allowances equivalent to at least twenty-five percent (25%) of the monthly basic salary of workers receiving salary grade 19 and below, and five percent (5%) for workers with salary grade 20 and above.

SECTION 32. Subsistence Allowance. – Non-uniformed personnel shall be entitled to full subsistence allowance of three (3) meals per day, which may be computed in accordance with prevailing circumstances.

SECTION 33. Longevity Pay. – A monthly longevity pay comparable to the longevity pay of uniformed personnel shall be paid to all non-uniformed personnel for every five (5) years of continuous, efficient, and meritorious services rendered as certified by the chief of office concerned, commencing from the original attested appointment of each non-uniformed personnel.

SECTION 34. Laundry Allowance. – All non-uniformed personnel who are required to wear uniforms regularly shall be entitled to laundry allowance equivalent to one thousand pesos (Php 1000.00) per month: Provided, that this rate shall be reviewed periodically and increased accordingly in consultation with appropriate agencies and

the non-uniformed personnel organizations taking into account existing laws and prevailing practices

SECTION 35. Rice Subsidy. – All non-uniformed personnel shall be entitled to one (1) sack of rice per month or its monetary equivalent.

SECTION 36. Housing. – All non-uniformed personnel who are on tour of duty and those who, because of unavoidable circumstances, are forced to stay in their workplace, shall be entitled to free living quarters within their workplaces, or if such quarters are not available, shall receive quarters allowance: *Provided*, That this rate shall be reviewed periodically and increased accordingly in consultation with appropriate government agencies and the non-uniformed personnel organizations concerned.

SECTION 37. Salaries based on the Cost of Living. – The salaries of non-uniformed personnel shall be based on the prevalent cost of living. Salaries shall automatically follow changes in the cost-of-living index determined after due consultation with the appropriate government agencies and non-uniformed personnel organizations.

SECTION 38. Clothing/Uniform Allowance. – Non-uniformed personnel shall be entitled to uniform allowance equivalent to six thousand pesos (P6,000.00) per year; *Provided*, That this rate shall be reviewed periodically and increased accordingly taking into account existing laws and prevailing practices.

Chapter Five

Health Measures and Programs

SECTION 39. Medical Examination. – Compulsory pre-employment and annual medical examinations shall be provided free of charge to all non-uniformed personnel during their tenure of employment. The cost of such medical examination shall be included as automatic appropriation in said entity's annual budget.

SECTION 40. Physical and Mental Fitness Programs. – All public safety agencies shall formulate policies and guidelines on physical fitness and sports development programs.

SECTION 41. Hospitalization Expenses. – If any non-uniformed personnel suffer any injury or becomes ill in the performance of his/her official duties, the hospitalization expenses of such personnel shall be shouldered by the office where he/she belongs from the concerned agency's appropriations.

SECTION 42. Compensation for Injuries. – Non-uniformed personnel shall be protected against the consequences of employment injuries in accordance with existing laws.

Chapter Six

Leaves and Other Benefits

SECTION 43. Vacation Leave. – A non-uniformed personnel who has rendered at least one year of service shall earn fifteen (15) day-vacation leave credits every year.

SECTION 44. Sick Leave. – All non-uniformed personnel shall be granted fifteen (15) day sick leave credits for every year of service.

SECTION 45. Mandatory Leave. – A non-uniformed personnel is entitled to a mandatory leave with full pay for five (5) days which is not chargeable to his/her leave credits regardless of any situation or event.

SECTION 46. Maternity Leave. – All qualified female non-uniformed personnel are entitled to maternity leave benefits as mandated in national laws.

SECTION 47. Paternity Leave. – All qualified male non-uniformed personnel shall be entitled to paternity leave as mandated in national laws.

SECTION 48. Study Leave. – In addition to the leave privileges enjoyed under this Act and other existing laws, non-uniformed personnel shall be entitled to study leaves not exceeding six (6) months with pay, depending on the field of study chosen by the employee.

This leave shall be granted to non-uniformed personnel who are preparing for their bar or board examination, or completing their undergraduate, graduate, or post-graduate degree, such as but not limited to thesis writing and field practice.

SECTION 49. Scholarship Privileges for Dependents. – Surviving children of deceased or permanently incapacitated non-uniformed personnel shall be given priority in the availment of scholarships up to college in a non-exclusive institution, subject to the policies on the tuition of said institution. Subsidies shall also be provided to scholars for their books, transportation, stipend and lodging.

Chapter Seven

Retirement

SECTION 50. Early Retirement Program. – Any non-uniformed personnel who has reached the age of fifty-five (55) years may avail of the early retirement program and be paid separation benefits in accordance with prevailing laws: *Provided*, That he/she has rendered at least fifteen (15) years of continuous service in the concerned government agency; *Provided*, further, That those who have availed of this benefit shall not be allowed re-entry to the same agency.

SECTION 51. Compulsory Retirement. – Compulsory retirement shall be upon the attainment of age 65 years old.

SECTION 52. Highest Basic Salary Upon Retirement. – A retired non-uniformed personnel shall automatically be granted one (1) salary range or grade higher than his/her basic salary and his/her retirement benefit thereafter, computed on the basis of his/her highest salary, which shall be given in effect three (3) months prior to the compulsory retirement: *Provided*, that the personnel has reached the age and fulfilled service requirements under existing laws.

Chapter Eight Grievances and Dispute Settlement

SECTION 53. Complaints and Grievances. – Non-uniformed personnel shall have the right to present his/her complaints and grievances to his/her superior officers for the immediate redress thereof. The exercise of this right shall not be used as a ground for discrimination nor as a bar for the exercise of other privileges, rights, and benefits afforded by law.

SECTION 54. Dispute Settlement. – Each agency shall put in place their own dispute settlement systems and procedures. The composition of which should ensure the representation of the accredited employees' organization.

Chapter Nine Miscellaneous Provisions

SECTION 55. Implementing Rules and Regulations. – The military and all other uniformed agencies, with the uniformed personnel organizations, shall jointly formulate and prepare the rules and regulations necessary to implement the provisions of this Act. All rules and regulations so formulated shall be liberally construed in favor of the non-uniformed personnel so as to give him/her the greatest degree of benefits that can be derived from this Act. The implementing rules and regulations of this Act shall take effect fifteen (15) days after publication in a paper of general circulation.

SECTION 56. Budget. – The military and agencies shall submit to Congress the annual budget to implement the provisions of this Act which shall be included in the General Appropriations Act. In no case shall the budget implementing this Act allotted for a given fiscal year be less than that of the previous fiscal year.

SECTION 57. Penal Provision. – Any person who shall willfully interfere with, restrain or coerce any non-uniformed personnel in the exercise of his/her rights or shall in any manner act in violation of any of the provisions of this Act shall, upon conviction, be punished by a fine of not less than Five Hundred Thousand Pesos (PHP500,000.00)

but no more than One Million Pesos (PHP1,000,000.00) or imprisonment of up to six (6) years, or a combination of both.

If the offender is a public official, the court, in addition to the penalties provided in the preceding paragraph, may impose the additional penalty of disqualification from office.

SECTION 58. Interpretation. – Nothing in this Act shall be construed to prejudice and diminish whatever benefits non-uniformed personnel are entitled to receive under existing laws.

SECTION 59. Separability Clause. - Should any provision of this Act be declared unconstitutional, the remaining parts not affected thereby shall remain valid and operational.

SECTION 60. Repealing Clause. — All laws, decrees, orders, circulars, issuances, rules and regulations and parts thereof which are inconsistent with this act are hereby repealed, amended or modified accordingly.

SECTION 61. Effectivity. — This act shall take effect fifteen (15) days after its publication in the Official Gazette or in any two (2) newspapers of general circulation in the Philippines.

Approved,