



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

20th CONGRESS
2nd Regular Session

HOUSE BILL NO. 10325



Introduced by **REPRESENTATIVE JENNIFER A. LAGBAS**

EXPLANATORY NOTE

The Philippine penal and corrections system has long recognized rehabilitation and reformation as essential aims of penalties. Act No. 3185 (The Revised Penal Code), Act No. 4103 (The Indeterminate Sentence Law), Republic Act No. 10707 (The Probation Law of 1976), Republic Act No. 10575 (The Bureau of Corrections Act of 2013), Republic Act No. 9263 (The Bureau of Jail Management and Penology Law), and Republic Act No. 9344, as amended by RA 10630 (The Juvenile Justice and Welfare Act of 2006) each contain provisions on reformation and rehabilitation. Yet, these laws operate in silos. The outcome is a fragmented approach that frequently leaves reintegration responsibility unclear and does not seamlessly link custodial rehabilitation, probation, parole, and post-release aftercare.

The need for a comprehensive, integrated framework is urgent. Recidivism rates remain high, stigma prevents employment and housing opportunities, and many releasees return to society without IDs, health coverage, or family and community support.

This bill addresses these gaps by establishing a Rehabilitation and Reintegration System anchored on three pillars:

1. The creation of a National Reintegration and Desistance Council (NRDC), attached to the Department of Justice, to coordinate and harmonize the programs of BuCor, BJMP, the Parole and Probation Administration, DSWD, DOH, DepEd, TESDA, DOLE, and other agencies;
2. The establishment of Reintegration Centers in all provinces and highly urbanized cities, serving as one-stop hubs to provide case management, job placement, housing support, health referral, IDs and clearances, family counseling, and aftercare services; and

3. The creation of a Social Reintegration Fund, ensuring sustained resources for reintegration programs while encouraging innovation, community participation, and partnerships with NGOs and people's organizations.

This measure is firmly rooted in the Philippines' obligations under international human rights treaties, including the *Universal Declaration of Human Rights* (UDHR), the *International Covenant on Civil and Political Rights* (ICCPR), and the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW). The bill likewise adopts key principles from international standards, including the *Nelson Mandela Rules*, the *Tokyo Rules*, the *Doha Declaration*, and the *Bangkok Rules*. It incorporates comparative best practices, such as the Normalization Principle and the Import Model from the Norwegian prison system, where imprisonment is solely the deprivation of liberty, prison life approximates normal community life, and services inside prisons are provided by the same agencies that serve the general population. These principles, proven to reduce recidivism, ensure that rehabilitation and reintegration are meaningful and humane.

By consolidating existing laws, strengthening coordination, institutionalizing local government unit-led Reintegration Centers, and guaranteeing funding through the Social Reintegration Fund, this measure envisions a justice system where every person deprived of liberty is given a fair chance at reformation, release is prepared and supported, and reintegration is sustained at the community level.

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


HON. JENNIFER A. LAGBAS
Representative
First District, Misamis Oriental



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HOUSE BILL NO. 10325

Introduced by **REPRESENTATIVE JENNIFER A. LAGBAS**

AN ACT
CREATING A COMPREHENSIVE AND INTEGRATED SYSTEM FOR THE
REINTEGRATION OF PERSONS DEPRIVED OF LIBERTY AND PREVIOUSLY
INCARCERATED INDIVIDUALS, STRENGTHENING THE PROGRAMS OF THE
BUREAU OF CORRECTIONS, THE BUREAU OF JAIL MANAGEMENT AND
PENOLOGY, THE PAROLE AND PROBATION ADMINISTRATION, AND LOCAL
GOVERNMENT UNITS, ALIGNING THEM WITH INTERNATIONAL STANDARDS
AND BEST PRACTICES, AND FOR OTHER PURPOSES

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

SECTION 1. *Short Title.* - This Act shall be known as the “Social Reintegration Act of 2026.”

SEC. 2. *Declaration of Policy.* - It is hereby declared the policy of the State that the administration of criminal justice shall not only serve the ends of retribution but must equally uphold rehabilitation, reformation, and reintegration as essential aims of penalties and correctional measures, consistent with the Constitution and with the Philippines’ obligations under the *Universal Declaration of Human Rights* (UDHR), the *International Covenant on Civil and Political Rights* (ICCPR), and the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW). The punishment for those deprived of liberty shall consist solely in the deprivation of liberty itself and not in the infliction of additional suffering, consistent with the Principle of *Normalization* which seeks to approximate prison life to the positive aspects of life in the community.

The State affirms that rehabilitation must be continuous and coordinated through a system of throughcare that begins upon admission to custody and extends until full reintegration into society, ensuring continuity in education, health, livelihood, and psychosocial support. Programs

and services within penal institutions shall adopt the import model, whereby education, health, vocational training, and cultural services are delivered by the same agencies and professionals that serve the general community, to promote dignity, reduce stigma, and foster equal access.

To this end, all interventions shall be evidence-based, trauma-informed, gender-responsive, and culturally sensitive, and shall be implemented in harmony with international standards, including the *Nelson Mandela Rules*, the *Tokyo Rules*, the *Doha Declaration*, and the *Bangkok Rules*. In pursuit of these principles, the State commits to reducing recidivism, strengthening alternatives to incarceration, empowering local government units as frontliners of reintegration, combating stigma and discrimination against previously incarcerated individuals, and ultimately ensuring community safety through a comprehensive and humane system of justice.

SEC. 3. *Definition of Terms.* - For purposes of this Act, the following terms are defined as follows:

- a) *Persons Deprived of Liberty (PDLs)* – individuals detained in Bureau of Jail Management and Penology (BJMP) jails or Bureau of Corrections (BuCor) prisons, including pre-trial detainees;
- b) *Previously Incarcerated Individuals* – persons released from prison or jail, whether by sentence completion, parole, probation, pardon, or acquittal;
- c) *Throughcare* – a seamless continuum of interventions from intake, custodial rehabilitation, pre-release planning, and release, to aftercare and community reintegration;
- d) *Normalization* – the principle that the punishment is solely the deprivation of liberty; prison life must, as far as possible, mirror positive aspects of community life;
- e) *Import Model* – the system whereby education, health, vocational training, cultural and social services inside prisons are provided by the same external agencies and professionals serving the general community;
- f) *Reformation Programs* – education, livelihood, vocational skills, health and psychosocial services, therapeutic community programs, restorative justice, cultural and recreational activities; and
- g) *Reintegration Centers* – managed by accredited local government units (LGUs) and licensed and/or accredited nongovernment organizations (NGOs) serving as one-stop shops for reintegration services.

SEC. 4. *National Reintegration and Desistance Council (NRDC).* - There is hereby created a National Reintegration and Desistance Council (NRDC) which shall be attached to the Department of Justice (DOJ) and placed under its administrative supervision.

The Council shall be chaired by an Undersecretary of the Department of Justice, and co-chaired by an Undersecretary of the Department of the Interior and Local Government (DILG). The Department of Social Welfare and Development (DSWD) shall serve as vice-chair.

The Council shall ensure the effective implementation of this Act and coordination among the following agencies and institutions:

- a) Bureau of Corrections (BuCor);

- b) Bureau of Jail Management and Penology (BJMP);
- c) Parole and Probation Administration (PPA);
- d) Department of Social Welfare and Development (DSWD);
- e) Department of Health (DOH);
- f) Department of Education (DepEd);
- g) Commission on Higher Education (CHED);
- h) Technical Education and Skills Development Authority (TESDA);
- i) Department of Labor and Employment (DOLE);
- j) Department of Trade and Industry (DTI);
- k) Department of Human Settlements and Urban Development (DHSUD);
- l) Public Attorney's Office (PAO); and
- m) Other institutions focused on reintegration and rehabilitation programs.

The NRDC shall be composed of representatives, whose ranks shall not be lower than director, to be designated by the heads of the following departments or agencies:

- a) Department of Health (DOH);
- b) Department of Education (DepEd);
- c) Commission on Higher Education (CHED);
- d) Technical Education and Skills Development Authority (TESDA);
- e) Department of Labor and Employment (DOLE);
- f) Department of Trade and Industry (DTI);
- g) Department of Human Settlements and Urban Development (DHSUD);
- h) Public Attorney's Office (PAO); and
- i) Two (2) representatives from NGOs, one to be designated by the Secretary of Justice and the other to be designated by the Secretary of Social Welfare and Development.

The NRDC shall convene within fifteen (15) days from the effectivity of this Act. The Secretary of Justice and the Secretary of the Interior and Local Government shall determine the organizational structure and staffing pattern of the NRDC, including the establishment of a permanent Secretariat.

The NRDC shall coordinate with the Office of the Court Administrator, the Philippine Judicial Academy, and other relevant institutions to ensure the proper discharge of its duties and the effective realization of its mandate.

SEC. 5. *Functions of the NRDC.* - The Council shall:

- a) Formulate a National Reintegration and Desistance Strategy every six (6) years, with a review every two (2) years, to guide all programs under this Act. The strategy shall align with existing Philippine laws, including the Revised Penal Code, the Indeterminate

Sentence Law, the Probation Law, the BuCor Act, and the BJMP Law, and shall be consistent with international standards;

- b) Harmonize and integrate the programs of BuCor, BJMP, the Parole and Probation Administration, DSWD, DOH, DepEd, CHED, TESDA, DOLE, DHSUD, LGUs, and other concerned agencies, and provide a unified referral and case management system for all PDLs, probationers, parolees, and releasees;
- c) Develop and issue national standards for rehabilitation, reformation, and reintegration programs, including education, livelihood, health, psychosocial support, and community aftercare, and accredit programs and service providers, including those run by local government units and civil society organizations;
- d) Establish a National Reintegration Information System (NRIS) to consolidate data on PDLs, probationers, parolees, releasees, programs, and outcomes; define and track recidivism rates; and require annual reports from agencies and LGUs on reintegration performance;
- e) Promote public awareness campaigns, community participation, and private sector partnerships to combat stigma, expand employment and housing opportunities, and encourage fair-chance policies; and
- f) Submit an annual report to Congress on the state of rehabilitation and reintegration in the country, including statistics on recidivism, program coverage, outcomes, challenges, and policy recommendations.

SEC. 6. *Establishment of Reintegration Centers.* - Every province and highly urbanized city shall establish a Reintegration Center under the supervision of the local government unit within one (1) year from the effectivity of this Act. The Reintegration Center shall be managed by the Provincial or City Social Welfare and Development Office with support from BuCor, BJMP, and the Parole and Probation Administration.

The Reintegration Center shall serve as a one-stop hub for the reintegration of previously incarcerated individuals, probationers, and parolees. It shall provide:

- a) Case management and counseling services;
- b) Education and skills training referrals (DepEd ALS, TESDA, CHED);
- c) Job placement, livelihood starter kits, and entrepreneurship support (DOLE, DTI, TESDA);
- d) Health and mental health referral, treatment continuity, and substance-use aftercare (DOH, LGU health offices);
- e) Assistance in securing valid government-issued IDs, police and NBI clearances, barangay clearances, and other documents required for employment, housing, or education;
- f) Housing navigation, temporary shelters, and access to socialized housing (DHSUD, NHA);
- g) Family counseling, mediation, and community mentoring; and

- h) Legal assistance and paralegal services.

Furthermore, Reintegration Centers shall partner with NGOs, people's organizations, and faith-based groups to deliver programs and expand coverage.

Finally, Reintegration Centers shall be linked to the National Reintegration Information System for case tracking, monitoring, and reporting of outcomes, including recidivism rates.

SEC. 7. *Bureau of Correction Programs.* - The BuCor, pursuant to Republic Act No. 10575, shall provide comprehensive reformation programs for persons deprived of liberty (PDLs) serving sentences of more than three (3) years in national prisons and penal farms. These programs shall include:

- a) Education – provision of literacy, Alternative Learning System (ALS), secondary, technical, and higher education programs in partnership with DepEd, TESDA, and CHED;
- b) Skills Training and Employment – TESDA-accredited vocational courses, apprenticeships, and prison industries that provide fair pay, safe working conditions, and certification for post-release employment;
- c) Therapeutic and Psychosocial Services – counseling, group therapy, restorative justice processes, and trauma-informed care;
- d) Family Engagement – family counseling, visitation support, and mediation to prepare detainees for community return;
- e) Faith-Based and Values Formation – voluntary participation in moral, religious, and spiritual activities;
- f) Health and Mental Health Care – medical, psychiatric, and substance-use disorder treatment consistent with Republic Act No. 11036 (Mental Health Act) and Republic Act No. 9165, as amended by Republic Act No. 10640 (Comprehensive Dangerous Drugs Act of 2002), with continuity of care after release;
- g) Normalization Activities – daily routines that approximate community life, including recreation, cultural programs, and family contact; and
- h) LGU and NGO Partnership – active collaboration with LGUs, NGOs/POs, and community groups for program delivery and aftercare support.

SEC. 8. *Bureau of Jail Management and Penology Programs.* - The Bureau of Jail Management and Penology (BJMP), pursuant to Republic Act No. 6975 as amended by RA 9263, shall provide reformation and welfare programs for detainees awaiting trial and inmates serving sentences of three (3) years or less in city, district, and municipal jails. These programs shall include:

- a) Education – ALS and literacy classes in partnership with DepEd, with priority for juvenile detainees;
- b) Skills training and employment – short-term livelihood and skills projects coordinated with TESDA, DOLE, and LGUs to provide immediate income-generating opportunities;
- c) Therapeutic and Psychosocial Services – counseling, group therapy, restorative justice processes, and trauma-informed care;
- d) Family Engagement – family counseling, visitation support, and mediation to prepare detainees for community return;
- e) Faith-Based and Values Formation – voluntary participation in moral, religious, and spiritual activities;
- f) Health and Mental Health Care – medical, psychiatric, and substance-use disorder treatment consistent with Republic Act No. 11036 (Mental Health Act) and Republic Act No. 9165, as amended by Republic Act No. 10640 (Comprehensive Dangerous Drugs Act of 2002), with continuity of care after release;
- g) Normalization Activities – daily routines that approximate community life, including recreation, cultural programs, and family contact; and
- h) LGU and NGO Partnership – active collaboration with LGUs, NGOs/POs, and community groups for program delivery and aftercare support.

SEC. 9. *Coordination Between BuCor, BJMP, and LGUs.* — To ensure continuity of rehabilitation and reintegration, the Bureau of Corrections (BuCor) and the Bureau of Jail Management and Penology (BJMP) shall establish coordination mechanisms with each other and with local government units (LGUs), as follows:

- a) **Transfer of Inmates.** — When a person deprived of liberty (PDL) serving a sentence of more than three (3) years is transferred from a BJMP facility to a BuCor facility, the BJMP shall transmit a complete record of the PDL's case, including education, livelihood, health, therapeutic, and family engagement history, to BuCor within thirty (30) days from transfer.
- b) **Continuity of Programs.** — BuCor shall continue and build upon the programs initiated by BJMP, ensuring that detainees do not lose credit for education, skills training, or therapeutic participation completed while in BJMP custody.
- c) **Throughcare with LGUs.** — Both BuCor and BJMP shall coordinate with LGUs where the inmate or detainee is domiciled so that Reintegration Centers and social welfare offices are prepared to receive and assist the individual upon release.
- d) **Joint Case Management.** — BuCor, BJMP, and LGUs shall establish a unified case management system, accessible through the National Reintegration Information System, to track the progress of PDLs from detention to imprisonment to release and aftercare.

- e) Family and Community Linkages. — Both agencies shall ensure regular family communication and community engagement programs, in coordination with LGUs, to strengthen support networks for PDLs and reduce stigma.

SEC. 10. Probation. — Probationers shall be enrolled in LGU Reintegration Centers for services.

SEC. 11. Parole and Pardon. — Parolees and conditional pardonees supervised by PPA shall also access LGU Reintegration Centers.

SEC. 12. Pre-release Reintegration Plan. - BuCor and BJMP shall prepare a reintegration plan for each eligible releasee at least six (6) months before release. The plan shall include:

- a) Initial processing of valid government-issued identification (PhilSys, SSS, PhilHealth, Pag-IBIG) and clearances in coordination with the concerned agencies;
- b) Health discharge summary and referral to DOH and LGU health services for treatment continuity;
- c) Certification of education and skills training completed during custody, in coordination with DepEd, TESDA, or CHED;
- d) Pre-release employment preparation, including job readiness seminars and preliminary employment interviews in coordination with DOLE and private employers; and
- e) Referral to LGUs and the nearest Reintegration Center for housing assistance, family counseling, and community aftercare.

Reintegration Centers shall serve as the receiving end of the Pre-Release Reintegration Plan prepared by BuCor and BJMP. Upon release, Reintegration Centers shall continue and complete the reintegration process.

SEC. 13. Programs and Services for Women. - Women deprived of liberty and previously incarcerated women shall be provided with gender-sensitive and nondiscriminatory services consistent with the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW) and the *Bangkok Rules*.

SEC. 14. Programs and Services for Other Vulnerable Groups. - Specialized services shall be provided for the elderly, disabled, indigenous, foreign nationals, and those with mental illness.

SEC. 15. Reintegration Information System. — DOJ and DICT shall maintain a national data system covering rehabilitation, reentry, and recidivism.

SEC. 16. Annual Reports. — NRDC shall publish annual reports and conduct independent evaluations every three years.

SEC. 17. *Implementing Rules and Regulations.* - The NRDC shall issue the IRRs for the implementation of the provisions of this Act within ninety (90) days from the effectivity thereof.

SEC. 18. *Appropriations.* - The amount necessary to carry out the initial implementation of this Act shall be charged to the Office of the President. In addition, an initial amount of Fifty Million Pesos (Php50,000,000.00) is hereby authorized to be released from the proceeds of the Philippine Charity Sweepstakes Office (PCSO).

Thereafter, such sums as may be necessary for the full and continued implementation of this Act shall be included in the annual General Appropriations Act (GAA) to be known as the Social Reintegration Fund. Funding for Reintegration Centers shall form part of the National Tax Allotment (NTA) of LGUs, augmented by grants from the Social Reintegration Fund to be administered by the NRDC.

SEC. 19. *Separability Clause.* - Any portion of or provision of this Act that may be declared unconstitutional or invalid shall not have the effect of nullifying the other portions or provisions hereof as long as such remaining portion or provision can still subsist and be given effect in its entirety.

SEC. 20. *Repealing Clause.* - All laws, decrees, orders, rules, and regulations or other issuances or parts thereof inconsistent with the provisions of this Act are hereby repealed or modified accordingly.

SEC. 21. *Effectivity.* - This Act shall take effect fifteen (15) days after its publication in the Official Gazette or any two (2) newspapers of general circulation in the Philippines.

Approved,