

'16 JUL 21 AIG :24

SENATE

S. B. No. 727

RECORDED

BY: 

Introduced by Senator FRANCIS G. ESCUDERO

AN ACT
STRENGTHENING THE FUNCTIONAL AND STRUCTURAL ORGANIZATION
OF THE COMMISSION ON HUMAN RIGHTS, AND FOR OTHER PURPOSES

EXPLANATORY NOTE

The case of *Cariño vs. Commission on Human Rights* (CHR) (GR No. 96681, 02 December 1991) categorizes the CHR as a toothless tiger. It is neither a judicial nor a quasi-judicial body. It can only extend preventive measures, such as initiating applications in court for judicial writs and orders, conduct investigation and receive evidence of violations of human rights, among others.

The above ruling is reiterated in the more recent case of *Simon, Jr., et. al. v. CHR, et. al.* (GR No. 100150, 05 January 1994) which revisited the powers and functions of the CHR vis-à-vis the implementation of Republic Act No. 7279, otherwise known as the Urban Development and Housing Act (UDHA) of 1992. This case defined the parameters of the CHR's jurisdiction which is limited only to political and civil rights. It enumerated the cases over which the CHR can exercise jurisdiction without, however, regarding them as having preclusive effect but merely a matter of priority setting.

Such ineffectiveness of the Commission to address the protection of human rights is blamed on the CHR's failure to prosecute reported cases of human rights violations due to the fact that it is tied up by existing law that provides the CHR only investigative and advocacy powers. However, Sections 18 (11) and 19, Article XIII of the 1987 Constitution reserves to Congress the authority and the power to give CHR "such other duties and functions" to perform and to provide "other cases of violations of human rights that should fall within the authority of the Commission", respectively.

Hence, this bill basically seeks to strengthen the Commission by providing an effective and expanded structural and functional organization to meet the demands of human rights cases here and abroad. By providing the Commission with prosecutorial powers over delineated forms of human rights violations, it is hoped that the Commission will be able to meet the rising demands from victims of human rights violations and the general public for an effective and speedy resolution of all human rights cases filed with the CHR.

To make categorical the state policy that the CHR can exercise jurisdiction over cultural, economic and social rights is very important. It is to afford in general the CHR the unequivocal authority to step into cases involving rights excluded from the

definition and scope of political and civil rights. It is meant in particular to erase all doubts brought about by the issue of whether or not the CHR can take cognizance of cases of demolition and resettlement pursuant to the UDHA.

The prosecutorial power being sought to be granted is on the other hand meant to equip the CHR a significant power if only to realize its mandate under Article XIII of the Constitution. It is unacceptable to forever regard CHR as a toothless or paper tiger if it is a State policy to secure, protect and guarantee the dignity of its citizens and to ensure the fulfillment of such citizens' human rights.

The grant of quasi-judicial powers will unclog the court dockets and further enhance specialization in the investigation and prosecution of human rights violation cases.

Hence, on the basis of the foregoing and by virtue of Section 18, par. (11), and Section 19, Article XIII of the Constitution, immediate passage of this proposed legislation is earnestly sought.



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STRENGTHENING THE FUNCTIONAL AND STRUCTURAL ORGANIZATION
OF THE COMMISSION ON HUMAN RIGHTS, AND FOR OTHER PURPOSES

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

1 **Section 1. Title.** - This Act shall be known as the "Commission on Human
2 Rights Charter".

3
4 **Sec. 2. State Policy on Human Rights.** - The State values the dignity of every
5 human person and guarantees full respect for human rights. It shall give highest
6 priority to the enactment of measures that protect and enhance the right of all the
7 people to human dignity at all stages of human life.

8
9 **Sec. 3. Definition of Terms.** - For purposes of this Act, human rights shall
10 include those rights found in Article III of the Constitution and those affirmed and
11 recognized by the State in the following international covenants: the Universal
12 Declaration of Human Rights (1948); the International Covenant on Civil and Political
13 Rights (1976); and the International Covenant on Economic, Social and Cultural Rights
14 (1976), and any other international treaties on human rights to which the Philippines is
15 a signatory.

16
17 **I. THE COMMISSION ON HUMAN RIGHTS**

18 **A. Nature of the Commission**

19
20 **Sec. 4. The Commission as an Independent Office and as the National Human**
21 **Rights Institution of the Philippines.** - The Commission on Human Rights is an
22 independent constitutional office and is the national human rights institution of the
23 Philippines in accordance with the Principles Relating to the Status of National
24 Institutions ("The Paris Principles") and other United Nations' Resolutions and
25 Instruments pertaining to the effective functioning of national human rights
26 institutions.

27
28 **Sec. 5. Fiscal Autonomy.** - The Commission shall always enjoy full fiscal
29 autonomy equivalent to that of the Constitutional Commissions under Art. IX of the
30 1987 Constitution. The approved annual appropriations of the Commission shall be

1 automatically and regularly released.
2

3 **B. The Chairperson and Commissioners**

4
5 **Sec. 6. The Commission, Composition and Qualifications.** - The Commission
6 on Human Rights, also referred to as the Commission in this Act, is a collegial body and
7 shall be composed of a Chairperson and four (4) Commissioners who shall possess the
8 following qualifications:
9

- 10 a) Must be natural-born citizens of the Philippines;
11 b) Must be at least thirty five (35) years of age at the time of their appointment, who are
12 human rights advocates of known probity, competence and integrity;
13 c) Majority of whom, including the Chairperson, must be members of the Philippine
14 Bar who have been engaged in the practice of law for at least five (5) years;
15 d) Must have an understanding of human rights protection, promotion and advocacy;
16 e) Must not have been candidates, including party-list nominees, for any elective
17 position in any national or local elections, immediately preceding their appointment.
18

19 **Sec. 7. Appointment and Term of Office.** - The Chairperson and Commissioners
20 shall be appointed by the President for a term of seven (7) years without re-
21 appointment. Of those first appointed under this Act, the Chairperson shall hold office
22 for seven (7) years, two (2) Commissioners for five (5) years and the other two (2)
23 Commissioners for three (3) years, all without reappointment. In no case shall any
24 commissioner be appointed, re-appointed or designated in a temporary or acting
25 capacity.
26

27 The term of the Chairperson and Commissioners of the Commission shall start
28 on the day immediately after the end of the previous term, regardless of the date of
29 appointment. Appointment to any vacancy occurring during the term shall be only for
30 the remaining portion of said term.
31

32 **Sec. 8. Prohibition and Disqualification.** - The Chairperson and
33 Commissioners of the Commission shall not, during their tenure, hold any other office
34 or employment. Neither shall they engage in the practice of any profession or in the
35 active management or control of any business which in any way may be affected by the
36 functions of their office, nor shall they be financially interested, directly or indirectly, in
37 any contract with, or in any franchise or privilege, granted by the Government and its
38 subdivisions, agencies or instrumentalities, including government-owned or controlled
39 corporations or their subsidiaries. They shall avoid conflict of interest in the conduct of
40 their office. They shall not be allowed to appear or practice before the Commission for
41 two years following their cessation from office.
42

43 No spouse or relative by consanguinity or affinity within the fourth civil degree
44 and no law, business or professional partner or associate of the Chairperson or
45 Commissioners may appear as counsel or agent on any matter pending before the
46 Commission or transact business directly or indirectly therewith. This disqualification
47 shall apply during the tenure of the official concerned and one year thereafter.
48

49 **Sec. 9. Disclosure of Relationship.** - It shall be the duty of the Chairperson and
50 Commissioners to make under oath to the best of their knowledge and information a
51 written public disclosure of the identities of, and their relationship with the persons

1 referred to in the preceding section. The disclosure shall be filed with the Office of the
2 Ombudsman before the appointee assumes office and every annual anniversary of the
3 date of assumption of office thereafter. The disclosures made pursuant to this Section
4 shall form part of the public records and shall be made available and accessible to the
5 public.
6

7 **Sec. 10. Salary, Retirement, Benefits and Other Privileges of the Chairperson**
8 **and Commissioners.** - The Chairperson and Commissioners of the Commission shall
9 receive the same salary, privileges and benefits as the Chairperson and Members of the
10 Constitutional Commissions which shall not be decreased during their term of office.
11 Likewise, they shall receive the same retirement benefits to those of the Constitutional
12 Commissions as provided by law.
13

14 **Sec. 11. Removal from Office.** - The Chairperson and Commissioners of the
15 Commission may be removed from office on any of the following grounds:
16

- 17 (a) Disloyalty to the Republic of the Philippines;
- 18 (b) Culpable violation of the Constitution;
- 19 (c) Bribery and graft and corruption, [other high crimes, or betrayal of public trust];
- 20 (d) Dishonesty, misconduct in office, gross negligence, or dereliction of duty;
- 21 (e) Commission of any offense involving moral turpitude or an offense punishable
22 by *prision mayor*;
- 23 (f) Abuse of authority;
- 24 (g) Such other grounds as may be provided by law.
25

26 The proceedings for removal shall be initiated by filing a verified complaint with
27 the Court of Appeals stating the grounds therefor and alleging the ultimate facts upon
28 which the complaint is based.
29

30 The Court of Appeals shall act on the complaint and conduct the necessary
31 investigation and hearing. Thereafter, the Court of Appeals shall dismiss the complaint
32 or declare the removal from office of the Chairperson or Commissioner of the
33 Commission within ninety (90) days from the date of filing of the complaint. Failure to
34 resolve the complaint within said period shall result in its automatic dismissal.
35

36 In deciding upon a complaint for removal from office, the Court of Appeals shall
37 not impose any lesser penalty or disciplinary action such as suspension, censure, or
38 reprimand other than removal from office.
39

40 Any decision of removal from office shall be automatically stayed by the filing of
41 a petition for review on *certiorari* with the Supreme Court.
42

43 **C. Nomination of Chairperson and Commissioners** 44

45 **Sec. 12. Nominations Committee.** - The President shall choose and appoint the
46 Chairperson and Commissioners of the Commission from a list of three (3) nominees
47 per position selected by a Nominations Committee to be composed of the following
48 members:
49

- 50 a) The Chairperson of the Commission on Human Rights or if vacant, any
51 Commissioner as designated by the Commission En Banc;

- 1
2 b) The Chairperson of the Senate Committee on Justice and Human Rights;
3
4 c) The Chairperson of the House of Representatives' Committee on Human
5 Rights;
6
7 d) Four (4) members selected by the Commission from any of the following
8 duly accredited entities, sectors or groups : human rights non-government
9 organizations (NGOs), people's organizations, lawyers' and/or paralegal
10 groups, indigenous peoples, the academe; woman, child and family rights
11 groups.
12

13 **Sec. 13. Selection of Nominees.** - The members of the Nominations
14 Committee shall each have one vote. They shall meet not later than thirty (30) days
15 before the end of a current term or within seven (7) days after the occurrence of a
16 vacancy during a term. They shall submit to the President their list of nominees thirty
17 (30) days before the end of said term or thirty (30) days after said vacancy. The
18 President shall make the appointment within thirty (30) days after the submission of the
19 list of nominees by the Nominations Committee.
20

21 The Commission shall provide secretariat support to the Nominations
22 Committee. It shall make all proceedings of the Nominations Committee open and
23 accessible to the public. Vacancies as well as the list of nominees shall be published in a
24 newspaper of general circulation. The Nominations Committee shall adopt its own
25 rules of procedure.
26

27
28 **Sec. 14. Pluralist Representation.** - In the selection of nominees for Chairperson
29 and Commissioners of the Commission, the Nominations Committee shall take into
30 consideration pluralist representation of Philippine society in the promotion and
31 protection of human rights.
32

33 **Sec. 15. Non-Government and People's Organization Representatives to the**
34 **Nominations Committee.** - The duly accredited human rights non-government
35 organizations (NGOs), people's organizations (PO's), lawyers' and/or paralegal groups,
36 representatives from indigenous peoples, representatives from the academe, as well as
37 woman, child and family rights groups shall from among themselves choose the four
38 (4) representatives to the Nominations Committee in a meeting attended by an
39 authorized representative of the Commission. In the absence of a selection procedure
40 agreed upon by said organizations, the Commission shall promulgate the rules of
41 procedure to govern the selection of the four (4) representatives by the accredited
42 organizations.
43

44 **II. POWERS AND FUNCTIONS**

45 **A. General Powers and Functions**

46
47
48
49 **Sec. 16. General Powers and Functions of the Commission.** - The Commission
50 on Human Rights shall have the following general powers and functions:
51

- 52 a) Investigate, on its own or on complaint by any party, all forms of
53 human rights violations;

- 1
2 b) Adopt its operational guidelines and rules of procedure and cite for
3 direct and indirect contempt for violations thereof or its lawful orders
4 in accordance with the Rules of Court;
5
6 c) Provide appropriate legal and preventive measures for the protection
7 of human rights of all persons within the Philippines, as well as
8 Filipinos residing abroad;
9
10 d) Provide legal aid services to the underprivileged whose human rights
11 have been determined by the Commission to have been violated or in
12 of need protection to prevent a violation thereof;
13
14 e) Exercise unhampered and unrestrained visitorial powers over jails,
15 prisons, camps, detention facilities, safe houses and similar premises,
16 provided prior coordination is had with the agencies of government
17 concerned;
18
19 f) Establish a continuing program of research, education and information
20 dissemination to promote respect for the primacy of human life and
21 dignity, and the protection of human rights;
22
23 g) Recommend to Congress effective measures to promote human rights
24 and to provide for compensation to victims of violations of human
25 rights, or their families;
26
27 h) Monitor the Philippine government's compliance with international
28 treaty obligations on human rights;
29
30 i) Grant immunity from prosecution to any person whose testimony or
31 possession of documents or other evidence is necessary to determine
32 the truth in any investigation or prosecution conducted by it or under
33 its authority;
34
35 j) Request the assistance of any department, bureau, office or agency in
36 the performance of its functions;
37
38 k) Deputize government prosecutors or private lawyers, who shall be
39 under the direct control and supervision of the Commission, for the
40 prosecution of human rights cases under Section 21 hereof;
41
42 l) Accredite national non-government and people's organizations
43 involved in human rights promotion, protection and advocacy,
44 including those for purposes of visiting persons arrested, detained or
45 under custodial investigation;
46
47 m) Ensure that the status, rights and interests of children and of the family
48 are upheld in accordance with the Constitution, laws and duly ratified
49 instruments on human rights;
50
51 n) Create, establish, organize, re-structure, compress, and otherwise
52 manage such offices and centers the Commission deems necessary and
53 appropriate for expeditious and effective fulfillment of its mandate,

1 including a central office, regional, sub-regional, and provincial offices
2 for specific thematic and functional matters;

3
4 o.) Appoint its officers and employees in accordance with law; and

5
6 p.) Perform such other duties and functions as may be provided by law.
7

8 B. Investigation 9

10 **Sec. 17. Investigative Powers and Functions.** – The Commission shall exercise
11 primary and original jurisdiction to investigate, on complaint or *motu proprio*, cases of
12 human rights violations to include civil, political, economic, social and cultural rights.
13 In the exercise of its investigative function, the Commission shall have the following
14 powers:
15

16 a) Act promptly on complaints filed in any form or manner by any
17 person; and upon finding of human rights violation, recommend the
18 filing of appropriate administrative, civil and/or criminal action(s).
19 Any investigation being conducted by any other body shall not be a
20 bar to the investigation of the Commission;
21

22 b) Compel the attendance of witnesses and the production of evidence,
23 administer oaths, issue *subpoenas* and take testimony in any
24 investigation or inquiry;
25

26 c) Issue orders and directives constituting preventive and legal measures,
27 provided for under Sections 20 and 21 of this Act, respectively;
28

29 d) Provide protection and extend financial assistance to witnesses to
30 ensure their attendance in investigations and production of evidence;
31

32 e) Delegate to its deputies, investigators or representatives, such
33 authority or duty to ensure the effective exercise or performance of its
34 investigative functions;
35

36 f) Request and require the assistance and cooperation of any officer or
37 employee of any department, bureau or office, subdivision, agency or
38 instrumentality of the Government, including government-owned or
39 controlled corporations and local governments;
40

41 g) Deputize lawyers or legal aid groups, medical organizations, as well as
42 government agencies and offices, to provide assistance in the exercise
43 of its investigative functions;
44

45 h) Make the results and findings of its investigations available and
46 accessible to the public; and
47

48 i) Cite in contempt any person for failure to comply with a lawful order
49 of the Commission issued in the exercise of its investigative and
50 prosecutorial functions. In this regard, the 1997 Revised Rules of
51 Procedure shall apply suppletorily.
52
53

1 **Sec. 18 . Imprescriptibility of Human Rights Violations.** - The investigation of
2 human rights violations shall not be subject to any statute of limitations or prescriptive
3 period.
4

5 **Sec. 19. Scope of Preventive Measures.** - The preventive measures under
6 Article XIII, Sec. 18 (3) of the Constitution that may be issued by the Commission in the
7 investigation of cases involving all forms of human rights violations shall include the
8 following:
9

- 10 a) Issuance of injunctive relief directing any member of the government's
11 military or police forces, as well as public officials or employees, or any
12 person acting under their control and supervision, to immediately
13 desist from hiding, transferring, torturing or abusing a detainee and to
14 allow access to said detainee by the Commission, his/her counsel,
15 physician, psychologist, priest, pastor, rabbi, imam or any spiritual
16 adviser and relatives;
17
- 18 b) Order compelling the government official or employee, or any person
19 in control of the premises of any government agency or office,
20 specifically police and military detention facilities, secret detention
21 places, stations, installations, camps, bases, and training schools, as
22 well as private land and property, to permit the inspection of said
23 premises;
24
- 25 c) Order to transfer persons deprived of their liberty and in danger of
26 reprisal or retaliation due to the filing of a complaint in connection
27 with his/her detention, in order to secure safety of his/her person;
28
- 29 d) Restraining order prohibiting respondent, any unit(s), personnel or
30 persons under his/her immediate supervision from entering the
31 immediate vicinity of the affected area or residence of any person
32 who's human rights are being violated or are in danger of violation
33 and from searching the victim or his belongings;
34
- 35 e) Injunction ordering respondent to refrain from committing any and all
36 acts that would tend to cause irreparable harm and have the
37 immediate effect of rendering the investigation of the Commission
38 moot and academic.
39

40 **Sec. 20. Scope of Legal Measures.** - The legal measures under Article XIII, Sec.
41 18 (3) of the Constitution that may be provided by the Commission shall include the
42 following:
43

- 44 a) Mandatory protection orders (MPO's) directing government security
45 forces, other government agencies, or private institutions to provide
46 specific protection to victims of human rights violations;
47
- 48 b) Orders deputizing government offices and private institutions and
49 organizations for the purpose of providing protection; and
50
- 51 c) Orders deputizing government and private lawyers as counsels *de*
52 *officio* to ensure that the human rights of the victim are not further
53 violated; and

1
2 d) Any order the purpose of which is analogous to any of the
3 foregoing.
4
5

6 **Sec. 21. Grant of Immunity.** - The Commission may grant immunity from
7 prosecution to any person whose possession and production of documents or other
8 evidence may be necessary to determine the truth in any hearing, inquiry or
9 proceeding under such terms and conditions as it may determine taking into account
10 the pertinent provisions of the Rules of Court and its own rules. The immunity shall
11 only be granted after a determination of the relevance, veracity and authenticity of the
12 evidence sought to be presented by the Commission. The immunity granted shall be
13 revoked on account of evidence presented to be true but which is, in fact, false and
14 spurious and without which the Commission would not have granted immunity.
15

16 **Sec. 22. Preventive Suspension.** - With the exception of Members of Congress,
17 the Judiciary, and impeachable officials, the Commission may preventively suspend
18 any officer or employee including but not limited to elective or appointive public
19 officers or employees, including Members of the Cabinet, local government,
20 government-owned-or-controlled corporations and their subsidiaries, pending an
21 investigation, provided it determines that (a) the evidence of guilt is strong; (b) the
22 charges would warrant removal from the service; and (c) the respondent's continued
23 stay in office may prejudice the case filed against him/her.
24

25 The preventive suspension shall be immediately executory, unless restrained by
26 the Court of Appeals or the Supreme Court and shall continue until the case is
27 terminated by the Commission; *Provided*, that said suspension shall not be more than
28 sixty (60) days without pay, except when the delay in the disposition of the case by the
29 Commission is due to the fault, negligence or petition of the respondent, in which case
30 the period of such delay shall not be counted in computing the period of suspension
31 herein provided.
32

33 The respondent official or employee preventively suspended from office shall
34 receive no salary or compensation during such suspension. However, upon
35 subsequent exoneration and reinstatement, he shall be paid full salary or
36 compensation including such emoluments, benefits and privileges accruing during
37 such suspension.
38

39 In the case of a suspended elective official, upon expiration of the period of
40 preventive suspension, he shall be deemed reinstated in office without prejudice to the
41 continuation of the proceedings against him which shall be terminated within one
42 hundred twenty (120) days from the date the official was formally notified of the case.
43

44 The respondent officer or employee shall be accorded full opportunity to
45 appear and defend himself in person or by counsel, to confront and cross-examine the
46 witnesses against him, and to require the attendance of witnesses and the production
47 of documentary evidence in his favour through the compulsory process of *subpoena* or
48 *subpoena duces tecum*.
49

50 **Sec. 23. Referral to Disciplining Authority.** - The Commission may endorse
51 and/or recommend to the proper authorities the filing of the appropriate sanction or
52 disciplinary action against a public officer or employee found guilty of committing
53 violations of human rights and recommend his removal, suspension, demotion,

1 censure, imposition of fine, or prosecution and to ensure compliance by requiring the
2 officer concerned to report on his action within thirty (30) days from receipt of the
3 recommendation and/or endorsement of the Commission. The failure of the
4 appropriate authority to act or comply with said recommendation or endorsement
5 shall constitute a ground for an application of the issuance of a writ of mandamus by
6 the Commission.

7
8 For this purpose, every case on which the Commission has rendered a resolution
9 or recommendation adverse to a public official shall be transmitted to the head of the
10 department, agency or instrumentality, or of the province, city or municipality
11 concerned for immediate action, as may be necessary.

12
13 **Sec. 24. Motu Proprio Dismissal.** - The Commission may dismiss, *motu proprio*,
14 a complaint for the investigation of human rights violations on any of the following
15 grounds:

- 16
17 a) The complaint pertains to a matter outside of the jurisdiction of the
18 Commission;
- 19
20 b) The complaint is trivial, frivolous, vexatious or made in bad faith; or
- 21
22 c) Other valid grounds as may be determined by the Commission.

23
24 **Sec. 25. Investigation by Regional Offices.** - The proper regional office of the
25 Commission shall investigate complaints falling within its territorial jurisdiction unless
26 the Commission *en banc*, in its discretion, takes direct cognizance of the same. Upon
27 recommendation of the regional office in investigations pending before it, the
28 Commission *en banc* may issue legal and preventive measures and preventive
29 suspension orders which are immediately executory. Within ten (10) days after
30 concluding the investigation, the regional office shall render the appropriate order,
31 directive or resolution subject to appeal to the Commission *en banc* pursuant to its
32 rules.

33 34 C. Prosecution

35
36 **Sec. 26. Concurrent Limited Prosecutorial Powers and Functions.** - The
37 Commission shall exercise concurrent prosecutorial powers and functions as herein
38 provided.

39
40 In the event of the failure of the Department of Justice or Office of the
41 Ombudsman to initiate a preliminary investigation within twenty (20) days from its
42 receipt of the case recommended for prosecution by the Commission, the inaction shall
43 be considered as an automatic endorsement of the matter to the Commission without
44 any further act or notice by the Department of Justice or Office of the Ombudsman for
45 purposes of preliminary investigation. Thereafter, the Commission shall conduct the
46 preliminary investigation and upon a finding of probable cause, issue a resolution for
47 the filing of the appropriate information and prosecution of the offense/s found to
48 exist.

49
50 For this purpose, the Commission shall have the power to deputize government
51 prosecutors or private lawyers to prosecute the criminal offence/s that have been the
52 subject of its preliminary investigation. The prosecution shall remain under the
53 Commission's direct control and supervision.

1
2 This section shall apply only to the following cases:
3

4 **A.) When committed by State Actors** - in cases where the offender is a public
5 officer as defined under Article 203 of Republic Act No. 3815, otherwise
6 known as the Revised Penal Code as amended, and acting in his capacity as
7 such, or any person acting on behalf or under the immediate control of the
8 State and its agents, and where the human rights violation constitutes a
9 criminal offense under the Revised Penal Code and special laws, as follows:
10

11 1. Use of physical, psychological and degrading punishment, torture,
12 force, violence, threats, and intimidation;
13

14 2. Extra-judicial killings, summary executions, and "massacres" or mass
15 killings;
16

17 3. Violations of the right to be secure from unreasonable searches and
18 seizures, including involuntary or enforced disappearances;
19

20 4. Violations of the rights of persons arrested, detained, or under custodial
21 investigation, including deprivation of the rights of political detainees;
22

23 5. Violations of the right to a speedy, impartial and public trial or
24 disposition of cases;
25

26 6. Hamletting, forced evacuation or eviction, illegal demolition,
27 development aggression and other violations of the right to travel and to
28 freely choose one's abode and change the same;
29

30 7. Violations of the right to peaceably assemble, free association, and to
31 petition the government for redress of grievances;
32

33 8. Violations of the right to worship and the free exercise of a religion;
34

35 9. Violations of the right to privacy;
36

37 10. Violations of civil and political rights of persons suspected, detained
38 for, and/or accused of the crime of terrorism or conspiracy to commit
39 terrorism; and
40

41 11. Political, religious, racial, ethnic, social or sexual persecution,
42 oppression, or harassment committed with acts constituting offenses
43 punished under the Revised Penal Code and special laws.
44

45
46 **B.) When Committed by Non-State Actors** - Non-state actors are persons, other
47 than public officers, belonging to and acting on behalf or under the
48 immediate control of a juridical or non-juridical person, whether legitimate or
49 illegitimate, including but not limited to the following:
50

51 1. Armed groups, bandits, warlords and private armies;
52
53

1 2. Criminal organizations and groups; and

2
3 3. Multi-national, foreign and domestic corporations, and other
4 business entities.

5
6
7
8 **C.) When Committed Against Vulnerable Persons** - in the investigation and
9 prosecution of the following offenses as penalized under the Revised Penal
10 Code and special laws when committed by any person against any member
11 or group of vulnerable persons, as defined herein:

12
13 1. Involuntary servitude constituting Crimes Against Personal Liberty
14 and Security under the Revised Penal Code;

15
16 2. Crimes penalized under Republic Act No. 7610, or the "Special
17 Protection of Children Against Abuse, Exploitation and Discrimination
18 Act;"

19
20 3. Crimes penalized as Infanticide and Abortion under the Revised
21 Penal Code;

22
23 4. Crimes penalized under Republic Act No. 9262, or the "Anti-
24 Violence Against Women and Their Children Act of 2004;" and

25
26 5. Crimes penalized under Republic Act No. 8371 or the "Indigenous
27 Peoples Rights Act of 1997."

28
29
30 Vulnerable persons shall include children, the unborn, women, elderly, persons
31 with disabilities, migrant workers, indigenous peoples, and ethnic and religious
32 minorities.

33 34 35 **D. Monitoring**

36
37 **Sec. 27. Monitoring Powers and Functions.** - In the exercise of its mandate to
38 monitor the Government's compliance with its international human rights treaty
39 obligations, the Commission shall have the following powers and functions:

40
41 a) Require any department, bureau or office, subdivision, agency or
42 instrumentality of the Government to submit compliance reports on
43 international human rights treaty and to furnish the Commission copies
44 thereof within thirty (30) days from submission to the United Nations
45 and other international bodies;

46
47 b) Conduct inquiries on the manner of implementation by the Philippine
48 Government of specific human rights treaty obligations;

49
50 c) Summon any public official to explain on the measures undertaken by
51 his or her agency in order to comply with the State's international treaty
52 obligations on human rights;

- 1 d) Enter and inspect the premises of any government agency or office,
2 specifically police and military stations, installations, camps, bases, and
3 training schools and access books, records, files, documents or papers
4 located in the above-mentioned office and facilities;
5
6 e) Study and recommend to the government international human rights
7 treaties or instruments for its signature, ratification or accession;
8
9 f) Make timely and regular submission of independent reports to
10 international human rights treaty bodies and other international human
11 rights mechanisms;
12
13 g) Advise and assist the government on clearly-identified gaps in human
14 rights treaty compliance;
15
16 h) Capacitate stakeholders to enable participation in monitoring human
17 rights treaty compliance by the government;
18
19 i) Delegate to its deputies, investigators or representatives, such authority
20 or duty which shall ensure the effective exercise or performance of its
21 monitoring functions; and
22
23 j) Recommend and institutionalize best practices and incentives for human
24 rights advocates and institutions.
25

26 **Sec. 28. Other Monitoring Functions.** - The Commission shall likewise monitor
27 observance by non-state actors of human rights obligations arising from agreements
28 entered into with the government, as well as unilateral declarations and similar
29 undertakings.
30

31 **Sec. 29. Annual Report.** - The Commission shall prepare and make public an
32 annual report on the findings of its monitoring activities with regard to the state of the
33 Government's compliance with its international human rights treaty obligations. The
34 report shall include, but not be limited, to the following:
35

- 36 a) Identification of systematic patterns of human rights violations using
37 documented cases;
38
39 b) Analysis of the factors which contribute to the commission of human
40 rights violations;
41
42 c) Assessment of the legal mechanisms of existing institutions in
43 providing adequate human rights protection;
44
45 d) Recommendations for legal, legislative, and institutional reforms for
46 the greater promotion and protection of human rights; and
47
48 e) Statistics and data indicating the nature of complaints received, the
49 investigations conducted and findings made, and the actions taken by
50 the government agencies concerned on the Commission's
51 recommendations.
52
53

1
2
3 **E. Education and Advocacy**

4 **Sec. 30. Education and Advocacy in Government.** - The Commission shall
5 undertake a program of human rights promotion and advocacy through education
6 and training to promote and increase respect for the primacy and dignity of human
7 life in all its stages and the protection of human rights in coordination with the
8 different agencies of the government. It shall likewise administer a mandatory and
9 continuing human rights education program for the military, police and other law
10 enforcement agencies, as well as public school teachers, and shall, for this purpose,
11 draw up the components of the program, accredit course and training providers, and
12 issue certificates of completion to those who have successfully completed the program.

13 **Sec. 31. Education and Advocacy in Civil Society.** - The Commission shall also
14 undertake human rights education, advocacy, and information campaign programs
15 among sectors of civil society, particularly the vulnerable, marginalized and
16 underprivileged groups. In conducting this program, the Commission shall actively
17 cooperate and coordinate with human rights non-government organizations, lawyers'
18 groups, the academe and people's organizations of the concerned sectors of civil
19 society.

20
21 **Sec. 32. Research.** - The Commission shall undertake a continuing research and
22 study on select human rights issues for purposes of recommending policy reforms, as
23 well as administrative and legislative measures that will also address economic, social
24 and cultural rights.

25
26 **Sec. 33. Coverage of Programs.** - The Commission shall prescribe the scope and
27 coverage of education, advocacy, information and training programs on human rights,
28 and which will be provided for in the implementing rules and regulations of this Act.

29
30
31 **F. Other Powers and Functions**

32
33 **Sec. 34. Witness Protection Program.** - The Commission shall strengthen its
34 witness protection program, including the provision of security, shelter, relocation and
35 livelihood assistance to witnesses and their families

36
37 **Sec. 35. Financial Assistance Program.** - The Commission shall enhance its
38 financial assistance program to victims of human rights violations and their families.

39
40 **Sec. 36. Legal Assistance Program.** - The Commission shall implement a legal
41 assistance program to benefit victims of human rights violations in coordination with
42 human rights organizations and lawyers' groups, the Integrated Bar of the Philippines
43 and Philippine law schools.

44
45 **Sec. 37. Protection of Filipinos Abroad.** - The Commission shall undertake
46 measures for the protection and promotion of human rights of Filipinos living abroad.
47 It shall coordinate with Philippine Embassy or Consulate officers as well as private
48 individuals of known probity and active involvement in human rights work, or
49 foreign-based human rights and migrant workers' non-government organizations in
50 countries where the incidence of human rights violations of Filipinos is widespread
51 and commonplace, including traditional host countries of Overseas Filipino Workers,
52 for purposes of monitoring the status of human rights of Filipinos living abroad,
53 establishing networks among Filipinos to promote protection of human rights,

1 reporting cases of violations thereof, facilitating the remedial measures of victims and
2 coordinating with respective agencies to provide counselling and financial aid.
3

4 **Sec. 38. Creation of *Ad Hoc* Truth Commissions.** - The Commission may
5 recommend the creation of an ad hoc Truth Commission on matters of transcendental
6 importance, such as widespread and systematic human rights violations occurring
7 over prolonged periods of time, or under extraordinarily-repressive conditions, or
8 attended by a culture of impunity that is instigated, inspired or orchestrated by public
9 officials, in conspiracy with government security forces or State-sponsored armed
10 groups.
11

12 **Sec. 39. Issuance of clearances.** - The Commission shall issue clearances to
13 members of the military, police and other law enforcement agencies prior to, and as
14 requirement for, their promotion or assumption of office. The Commission may also
15 issue clearances for other purposes such as training, education or study grants abroad
16 upon proper request of the applicant.
17

18 The Commission shall make its own recommendations to the Commission on
19 Appointments prior to the confirmation of other officials other than those mentioned in
20 the preceding paragraph, who are being considered for promotion or appointment.
21 This provision shall also apply to other government officers with salary grade 27 or its
22 equivalent and higher.
23

24 **Sec. 40. Appeals; Prohibition against Injunction.** - Orders, decisions or findings
25 of the Commission, including determination of probable cause, shall be appealed to the
26 Court of Appeals on both questions of fact and law, or on certiorari to the Supreme
27 Court on pure questions of law. No restraining order or writ of injunction shall be
28 issued against the Commission in the performance of its powers and functions other
29 than those issued by the Court of Appeals or the Supreme Court.
30

31 **Sec. 41. Protection from Harassment Suits; Dismissal.** - The Chairperson,
32 Commissioners, officers and employees of the Commission shall be immune from civil
33 or criminal prosecution for acts performed in pursuance of their official functions for
34 the duration of their tenure.
35

36 **Sec. 42. Obstruction.** - Any person who, after due hearing, is found to have
37 wilfully obstructed or hindered the proper exercise of the powers and functions of the
38 Commission, or who wilfully misleads or attempts to mislead the Chairperson,
39 Commissioners and the duly designated Commission officials and representatives
40 shall be punished for obstruction of justice by the Commission. In addition, he/she
41 shall be penalized by a fine not exceeding Twenty Five Thousand Pesos (P25,000.00),
42 at the discretion of the Commission.
43
44

45 **TITLE III. ORGANIZATION AND STRUCTURE**

46

47 **Sec. 43. Commission as a Collegial Body.** - The Commission composed of the
48 Chairperson and four (4) Commissioners, as a collegial body, is responsible for the
49 promulgation of policies, decisions, orders and resolutions necessary for the efficient
50 administration of the Commission and for proper execution of its constitutional
51 mandate.
52

53 In the exercise of its powers and functions, the Commission shall sit and render

1 its decision *en banc*. Every such decision, order or resolution of the Commission must
2 bear the concurrence and signature of at least three (3) Members thereof.
3

4 The Commission shall meet regularly once a week, or as the Commission may
5 direct, or upon call by the Chairperson. A majority of the members, at least three (3),
6 constitutes a quorum needed in any *en banc* meeting of the Commission.
7

8 **Sec. 44. The Chairperson as Executive Officer; Powers and Duties.** The
9 Chairperson shall be the Chief Executive Officer of the Commission, and shall:
10

- 11 a) Execute and carry out the policies, decisions, orders and resolutions
12 approved by the Commission;
- 13 b) Direct and supervise the operations and internal administration of the
14 Commission;
- 15 c) Sign appointments of subordinate officials and employees made by
16 the Commission and enforce decisions on administrative discipline
17 involving them;
- 18 d) Make temporary assignments, rotate and transfer personnel in
19 accordance with the provisions of the Civil Service Law and the
20 policies involving them;
- 21 e) Submit an annual budget to the Commission for its approval and
22 submission to the Department of Budget and Management and to the
23 Congress of the Philippines;
- 24 f) Delegate his/her authority, in whole or in part, to other officials of the
25 Commission in accordance with Executive Order No. 292, otherwise
26 known as the Administrative Code of 1987, and rules and regulations
27 of the Commission; and
- 28 g) Perform such other functions as may be authorized by the
29 Commission.
30

31
32 **Sec. 45. Structural Organization.** - The Commission shall have the following line
33 offices and operating units:
34

- 35 a) Office of the Chairperson;
- 36 b) Office of the Commissioners;
- 37 c) Office of the Executive Director;
- 38 d) Office of the Commission Secretary;
- 39 e) Legal Office;
- 40 f) Investigation Office;
- 41 g) Human Rights Instruments Compliance And Monitoring Office;
- 42 h) Education, Advocacy And Research Office;
- 43 i) Information System Management Office;
- 44 j) Assistance and Visitorial Office;
- 45 k) Forensic Office;
- 46 l) Planning And Management Office;
- 47 m) Financial Management Office;
- 48 n) General Administrative Office;
- 49 o) Sectoral Rights Offices;
- 50 p) Public Information Office; and
- 51 q) Regional Offices.
52

53 All the above offices will be headed by an officer with a rank, salary and

1 privileges equivalent to a Director IV, except for the Executive Director and who shall
2 have the rank, salary and privileges of an Assistant Secretary. All centers will be headed
3 by a Director III. Each office may have such divisions as are necessary to carry out their
4 respective functions. As an independent constitutional office, the Commission may
5 effect changes in the organization as the need arises.
6

7 All officers and employees of the Commission, unless otherwise provided herein,
8 shall receive emoluments and privileges that shall not be less than those given to
9 comparable positions in any office in the government.
10

11 **Sec. 46. The Executive Director.** - The Executive Director shall be responsible for
12 managing the day-to-day affairs, activities and operations of the Commission, in
13 accordance with its policies, standards, rules and regulations adopted and promulgated
14 by the Commission. In particular, the Executive Director shall:
15

- 16 a. Provide direct supervision, control, coordination and monitoring of all
17 activities, functions and operations of both the central and regional
18 units of the Commissioner;
- 19 b. Recommend and /or implement administrative and management
20 policies, rules and standard operating procedures to be established by
21 the Commission;
- 22 c. Recommend and initiate programs, projects and policies which
23 promoted productivity, efficiency and effectiveness in the
24 Commission;
- 25 d. Coordinate with different CHR organization units in the information
26 and reporting requirement of the Commission;
- 27 e. Resolve operational issues in accordance with the levels of authority
28 prescribed by the Commission;
- 29 f. Undertake appraisal on issues/problems and policy recommendations
30 requiring decision/action by the Commission;
- 31 g. Conduct necessary representation with different branches and
32 agencies of the government on vital issues/concerns involving the
33 organization, operations and programs of the Commission and
- 34 h. Perform such other functions as may be assigned by the Commission
35 *En Banc*.

36
37 The Executive Director shall be appointed by the Commission and shall be a
38 member of the Philippine Bar with proven integrity and competence, and must have
39 been involved in human rights promotion and protection activities for seven (7) years.
40 He/she shall have the rank, salary and privileges of an Assistant Secretary.
41

42 **Sec. 47. The Commission Secretary.** - The Commission Secretary, who shall
43 head the Commission Secretariat, shall provide executive services to the Commission
44 on its regular, special and executive meetings, assistance on policy review and
45 coordination, review and appraisal of the programs and other project undertakings of
46 the Commission, including technical support on the formulation of guidelines,
47 directives, mandates and executive summaries and reports. In addition, the
48 Commission Secretary shall:
49

- 50 a. Prepare the agenda of meetings of the Commission *En Banc* and ensure
51 complete recording of proceedings;
- 52 b. Develop, recommend to the Commission *En Banc*, and implement an
53 approved disclosure policy for the Commission on Human Rights of

1 the Philippines;

- 2 c. Formulate, propose and implement a central records management
3 system for the Commission *En Banc*, and act as the custodian of all
4 records on human rights cases filed with the Commission, including
5 records on resolutions, rules, policies, regulations and other decisions,
6 proceedings of its meetings, and other pertinent records;
- 7 d. Design, propose and implement a central records management system
8 and provide records management orientation and assistance to the
9 various offices of the Commission;
- 10 e. Prepare and issue directives to concerned offices, by authority of the
11 Commission *En Banc*;
- 12 f. Represent the Commission *En Banc* in different technical working
13 committees of the Commission, as may be directed by it;
- 14 g. Respond to queries from the different central and regional offices on
15 matters pertaining to policies, rules and decisions, as authorized by the
16 Commission *En Banc*; and
- 17 h. Perform such other related functions as may be assigned by the
18 Commission *En Banc*.

19
20 The Commission Secretary, who must be at least a degree holder of Bachelor of
21 Laws (L.L.B.) or Juris Doctor (JD), shall have the rank, salary and privileges of a Director
22 IV.

23
24 **Sec. 48. Duties and Functions of the Offices of the Commission.** - The
25 different offices of the Commission provided in Section 47 of this Act shall operate in
26 accordance with their respective duties and functions assigned them by the
27 Commission subject to requirements of efficiency, economy and effectiveness, and
28 pertinent budget and civil service laws, rules and regulations.

29
30 **Sec. 49. Officers of the Commission.** - All officers appointed by the Commission
31 who possess the rank or position above Division Chief level and officially performs
32 managerial and executive functions, must be Career Executive Service (CES) eligible
33 under the Career Executive Service Board or has equivalent eligibility as the
34 Commission may establish.

35
36 The Commission may propose additional qualification standards to be submitted
37 for approval to the Department of Budget and Management and for information of the
38 Civil Service Commission.

39
40 **Sec 50. Central Offices** - The Commission shall establish Central Offices
41 to effect its functional mandates of investigation, legal advocacy, visitorial, education,
42 research and compliance monitoring, and such other functions necessary for the
43 effective and efficient performance of its duties.

44
45 **Sec. 51. Regional Offices.** - The Commission shall have seventeen (17) regional
46 offices, as may be further established by law, with two regional offices for Region IV,
47 including the National Capital Region (NCR), the Caraga Administrative Region
48 (CARAGA), Cordillera Administrative Region (CAR) and the Autonomous Region of
49 Muslim Mindanao (ARMM).

50
51 Each Regional Office shall be headed by a Regional Human Rights Director with
52 a rank and salary of Director IV, who must be a member of the Philippine Bar, assisted
53 by an Assistant Regional Human Rights Director, and such other subordinate officers or

1 employees as the Commission may appoint. The Assistant Regional Human Rights
2 Director shall carry the rank and receive the same salary and privileges of a Director III.
3

4 The Commission may delegate its powers and functions or order the
5 implementation or enforcement of its orders, rulings or decisions through the heads of
6 its regional offices in accordance with its rules and regulations to be promulgated by the
7 Commission.
8

9 **Sec 52. Provincial Offices.** - The Commission may establish such Provincial
10 Offices as may be necessary in the provinces falling under the administrative
11 jurisdiction of the Regional Office. The Provincial Office shall be headed by a Provincial
12 Human Rights Officer and staffed by such other officers or employees as the
13 Commission may appoint. The Provincial Human Rights Officer shall carry the rank
14 and receive the same salary and privileges of a Division Chief.
15

16 **Sec. 53. Sectoral Rights Offices.** - The Commission shall establish offices and
17 centers to undertake promotion and protection of the rights of vulnerable sectors, to
18 include but not be limited to women and children, as the Commission may deem
19 appropriate.
20

21 **Sec. 54. Joint Congressional Oversight Committee.** - A Joint Congressional
22 Oversight Committee is hereby created, composed of the Chairman of the Senate
23 Committee on Justice and Human Rights and three (3) other Senators designated by the
24 Senate President, and the Chairman of the House Committee on Human Rights, and
25 three (3) other Members of the House of Representatives designated by the Speaker of
26 the House of Representatives: Provided, That, of the three (3) members to be designated
27 by each House of Congress, two (2) should come from the majority and the remaining
28 Member from the minority.
29

30 The Joint Congressional Oversight Committee shall have the power to monitor
31 and evaluate the implementation of this Act.
32

33 **Sec. 55. Implementing Rules and Regulations.** - The Commission shall, within
34 sixty (60) days from the approval of this Act, formulate the implementing rules and
35 regulations in the exercise of its general, investigative, prosecutorial, monitoring,
36 education and advocacy powers and functions together with the Department of Justice
37 (DOJ), Department of National Defense (DND), Department of Interior and Local
38 Government (DILG), Department of Social Welfare and Development (DSWD), Armed
39 Forces of the Philippine (AFP), Philippine National Police (PNP) and other concerned
40 agencies of the Government.
41

42 **Sec. 56. Operational Guidelines.** - The Commission shall also formulate its
43 operational guidelines which shall include, but not be limited to, the functions and
44 duties of the Executive Director, the Commission Secretary and the heads of the line
45 offices, the implementation and management of its Witness Protection, Financial
46 Assistance and Legal Aid Programs, and such other matters as may be necessary for the
47 implementation of this Act.
48

49 **Sec. 57. Franking Privilege.** - All official mail matters and telegrams of the
50 Commission addressed for delivery within the Philippines shall be received,
51 transmitted and delivered free of charge; *Provided*, That such mail matters when
52 addressed to private persons or non-government offices shall not exceed One Thousand
53 and Twenty (1,020) grams. All mail matters and telegrams sent through government

1 telegraph facilities containing complaints to the Commission on Human Rights shall be
2 transmitted free of charge; *Provided*, That the telegram shall contain not more than One
3 Hundred and Fifty (150) words.
4

5 **Sec. 58. Financial Report.** - The Commission shall make available to the public
6 its annual financial statements, including but not limited to, expenditures and sources
7 of funds.
8

9 **Sec. 59. Transitory Provision.** - Nothing in this Act shall prejudice the positions,
10 emoluments, security of tenure, qualifications, privileges and benefits of the incumbent
11 Chairperson and Commissioners, officers and employees of the Commission upon its
12 effectivity. However, officials and employees of the Commission, in aid of its
13 reorganization upon the effectivity of this Act, may avail of an early retirement program
14 as may be provided for by the Commission.
15

16 **Sec. 60. Separability Clause.** - If any provision of this Act shall be held
17 unconstitutional, other provisions not affected thereby shall remain valid and binding.
18

19 **Sec. 61. Repealing Clause.** - All laws, republic acts, presidential decrees, letters
20 of instructions, executive orders, rules and regulations insofar as they are inconsistent
21 with this Act are hereby repealed or amended, as the case may be.
22

23 **Sec. 62. Effectivity Clause.** - This Act shall take effect fifteen (15) days upon its
24 publication in at least two (2) newspapers of general circulation.
25

26
27 *Approved,*