


FOURTEENTH CONGRESS OF THE  
REPUBLIC OF THE PHILIPPINES  
First Regular Session

SENATE

RECEIVED BY: 

Senate Bill No. 2129

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**INTRODUCED BY SEN. MANNY VILLAR**

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**EXPLANATORY NOTE**

Article 11 Section 1 of the Constitution provides that:

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

However, there were many instances that public officers and employees fail to live up with the above mandate of the Constitution. Graft and corruption become very prevalent in the country making the Philippines as one of the most corrupt countries in Asia.


In order to fight corruption, proper and complete protection has to be accorded to credible and reliable witnesses who come forward to unveil the wrong doings of public officials and employees. With the passage of this bill, it is expected that corruption will be lessened if not eradicated.

In view of the foregoing, the approval of this bill is earnestly requested.

  
MANNY VILLAR

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**AN ACT  
PROVIDING FOR PROTECTION, SECURITY AND BENEFITS OF  
WHISTLEBLOWERS AND FOR OTHER PURPOSES**

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

**SECTION 1.** Title. This Act shall be known as the "Whistleblower Act of 2008".

**SECTION 2.** Declaration Policy. Public office is a public trust. Public officers and employees must at all times be accountable to the people, serve them with utmost responsibility, integrity and efficiency, act with patriotism and justice and lead modest lives.

**SECTION 3.** Definition of Terms. For purposes of this Act, the following terms shall be defined as follows:

- a. Acts constituting graft and corruption- shall mean any conduct, act or omission of public officers and employees solely, or in cooperation or conspiracy with private persons which are covered by, or constitute as violations of:
  - 1) Republic Act No. 3019;
  - 2) Republic Act No. 6713;
  - 3) Republic Act No. 7080;
  - 4) Presidential Decree No. 46;
  - 5) Titles II and VII of Book Two of the Revised Penal Code.
- b. Employee- shall mean any person who is made to suffer work by, or who renders service for, an employer. The term shall include public officers and employees as defined in this Act as well as any person considered as employee under the Labor Code.
- c. Employer- shall mean any individual, partnership, association, corporation or entity, including the government, or any person or

group of persons who shall directly or indirectly for or on behalf of said individual, partnership, association, corporation or entity, employs an employee as defined in this Act.

- d. Government- includes the National Government, and any of its subdivisions, agencies or instrumentalities, including government-owned and controlled corporations and their subsidiaries and the Local Government.
- e. Whistleblower- shall refer to an informant or any person who has privileged or personal knowledge or access to date, events or information and who shall deliberately disclose any individual, collective or organized conduct of any public officer/s.
- f. Public Officer- shall refer to any person holding any public office in the Government of the Republic of the Philippines by virtue of an appointment, election or contract.
- g. Retaliatory action- shall refer to any negative or obstructive responses, reactions or reprisals to the disclosure made under this Act aimed at, pertaining to, or against a whistleblower or an informant or any of the members of his/her family and relatives up to the fourth civil degree of consanguinity or affinity. Said action shall include criminal, civil or administrative proceedings commenced or pursued against said whistleblower or any of the members of his family or relatives up to the second degree of consanguinity or affinity as well as retaliatory action in the workplace.
- h. Retaliatory action in workplace- shall refer to any discriminatory conduct or policies which affect the promotion or job assignment including undue negative performance appraisal, close monitoring by supervisors, unwanted criticisms or avoidance by co-employees, blacklisting from other job opportunities or prejudicial transfers by reason of disclosure made under this Act.
- i. Qualified Whistleblower- shall mean an informant or any person *qualified and admitted into the Whistleblower's Program* of the Office of the Court Administrator under the supervision of the Supreme Court in accordance with this Act and the Rules and Regulations.

**SECTION 4. Coverage-** Conduct constituting graft and corruption, whether commenced or consummated before the effectivity of this Act, shall mean any conduct, acts or omissions of public officers and employees solely, or in cooperation or conspiracy with private persons, which are covered by, or amount to violations of:

- a. Presidential Decree No. 46 otherwise known as "Making it Punishable for Public Officials and Employees to receive, and for Private Persons to Give Gifts on any Occasion, including Christmas;
- b. Republic Act No. 3019 otherwise known as "Anti-Graft and Corrupt Practices Act";
- c. Republic Act No. 6713 otherwise known as "An Act Establishing a Code of Conduct and Ethical Standards for Public Officials and Employees".

- d. Republic Act No. 7080 otherwise known as the "Anti-Plunder Law".
- e. Titles II and VII of Book Two of the Revised Penal Code on "Crimes Against the Fundamental Laws of the State and Crimes Committed by Public Officers".

**SECTION 5.** Admission to the Program- Whistleblowers or Informants whether from the public or private sector, shall be entitled to the benefits under this Act, provided, that all the following requisites concur:

- a. The disclosure is voluntary, in writing and under oath;
- b. The disclosure relates to conduct constituting graft and corruption under this act;
- c. The disclosure is not yet subject of a complaint filed with the Office of the Ombudsman or investigated by any other investigating agency unless such disclosure is necessary for an effective and successful investigation or prosecution, or essential for the acquisition of material evidence not yet in its possession;
- d. The information given by the whistleblower can be corroborated; and
- e. The information disclosed leads to a successful gathering or evidence and/or conduct of investigation sufficient to sustain a finding of probable cause for the filing of a criminal complaint or information before a court of competent jurisdiction.

**SECTION 6.** Necessity of Testimony- The testimony of a whistleblower in court shall not be necessary for the entitlement or enjoyment of the benefits of this Act. In the event that the whistleblower's testimony is required as found by the Office of the Court Administrator to be necessary and indispensable for the successful prosecution of a case, he shall be entitled to the additional benefits and protection under Republic Act No. 6981 otherwise known as the Witness Protection Program.

**SECTION 7.** Memorandum of Agreement with the Person to be Protected.- Before a person is provided protection as a whistleblower or informant for the State, he shall first execute a Memorandum of Agreement which shall set forth his/her responsibilities including the following:

- a. To provide information to and testify before all appropriate law enforcement officials concerning any appropriate proceeding in connection with or arising from the activities involves in the offense subject matter thereof;
- b. To avoid a commission of a crime;
- c. To take all necessary precautions to avoid detection by others of the facts concerning the protection provided him under this Act;
- d. To cooperate with respect to all reasonable requests of officers and employees of the government who are providing him/her protection under this Act; and
- e. To regularly inform the appropriate program official of his current activities and address.

**SECTION 8.** Breach of the Memorandum of Agreement- Substantial breach of the Memorandum of Agreement shall be ground for the termination of the protection order under this Act; Provided, however, that before terminating

the same, the Office of the Court Administrator shall send notice to a whistleblower concerned, stating therein the reason for such termination. Reasonable time shall be afforded the informant to take the appropriate and necessary measures for his/her protection and security in view thereof.

**SECTION 9. Protection Against other Actions.-** A whistleblower or any person who has made a disclosure under this Act shall not be subject to any liability, whether administrative, civil, criminal or other proceedings for making such a disclosure or acts in relation thereto. No action, claim or demand may be taken against a whistleblower for making such disclosure nor shall any evidence presented be used against him in court and other administrative or quasi-judicial agency/body.

This protection shall also operate as immunity in favor of a whistleblower or informant against any action or proceeding taken against him/her by any person *subject of the disclosure*, by reason thereof and acts in relation to the subject of disclosure.

**SECTION 10. Defense of Privileged Communication.-** A whistleblower or any person who has made a disclosure under this Act shall have, as defense in any other inquiry or proceeding, the absolute privilege with respect to the subject matter of his/her disclosure or information given to the proper authorities.

**SECTION 11. Confidentiality –** Except insofar as allowed by this Act, during and after the disclosure and throughout and after any proceeding taken thereafter, a whistleblower or an informant is entitled to absolute confidentiality as to:

- (a) His identity
- (b) The subject matter of his disclosure; and
- (c) The person to whom such disclosure was made.

There shall be no such confidentiality in his/her if a whistleblower or an informant makes a public disclosure of a conduct constituting graft and corruption as defined in this Act unless, notwithstanding such public disclosure, he has taken means and measures obviously intended to preserve his anonymity.

**SECTION 12. No Breach of Duty of Confidentiality –** An informant who has made a disclosure under this Act on whom a provision of law, regulation, issuance, practice or other convention, imposes upon him/her a duty to maintain *confidentiality with respect to any information disclosed*, is considered not to have committed a breach thereof.

**SECTION 13. Confidential Information –** No person to whom a disclosure has been made or referred shall disclose any information that may identify or tend to identify a whistleblower or informant or reveal the subject matter of such disclosure, except only as to the following circumstances:

- (a) The whistleblower consents in writing prior to the disclosure of an information;
- (b) The disclosure is indispensable and essential as determined by the Office of the Court Administrator, having regard to the necessary proceedings to be taken after the disclosure; or
- (c) The disclosure or referral is made pursuant to an obligation under this Act.

The prohibition on disclosure under this Section shall apply to any person who has become privy to any confidential information, whether officially or by other means.

**SECTION 14.** Protection against Disciplinary Action or Reprisals – A whistleblower or a person who has made or is believed or suspected to have made a disclosure under this Act is not liable to disciplinary action for making said disclosure.

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

To this end, any employer who shall discourage and impose sanctions on reprisals based on workplaces interaction, which shall include workplace ostracism, questions and attacks on motives, accusations of disloyalty and dysfunction, public humiliation, and the denial of work or promotion, or who encourages, causes or does retaliatory action or reprisal against an informant or anyone believed or suspected to be one shall be liable for an offense defined under this Act.

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

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

Provided however, that an employer of a whistleblower shall be notified through a certification issued by the Office of the Court Administrator, within a period of thirty (30) days, from the date when the informant last reported for work. Provided further that an employer shall have the option to remove such whistleblower from employment after securing a clearance from the Office of the Court Administrator and the Department of Labor and Employment in case of a prolonged absence due to transfer or permanent relocation under this Act or R.A 6891.

**SECTION 15.** Security and Protection of a Whistleblower – When determined to be necessary and appropriate by the Office of the Court Administrator, a whistleblower, even if the disclosure is made in confidence, shall be entitled to personal security. Should, at anytime, the identity of the informant be revealed, or his anonymity compromised, the whistleblower shall, in addition to the other benefits under this Act, and when warranted, be entitled to the benefits of R.A 6981.

**SECTION 16.** Confidentiality of the Proceedings – All proceedings involving application and/or enjoyment of the benefits under this Act, under the Office of the Court Administrator, including any action taken thereon, shall be confidential in nature. No information or documents given or submitted in support thereof shall be released except upon written order of the Office of the Court Administrator, and provided such disclosure shall not endanger the life of a qualified whistleblower.

**SECTION 17. Financial Rewards for Informants** – The whistleblower shall be entitled to a corresponding monetary reward in accordance with the provisions of this Act and the implementing Rules and Regulations.

The informant shall receive an amount in accordance with the following schedule:

SALARY GRADE OF MOST SENIOR RESPONDENT	FINACIAL REWARD OF QUALIFIED WHISTLEBLOWER
33	5,000,000
32	4,000,000
31	3,000,000
30	2,500,000
29	2,000,000
28	1,500,000
27	1,000,000
26	900,000
24-25	800,000
22-23	700,000
20-21	600,000
18-19	500,000
16-17	400,000
14-15	300,000
12-13	200,000
10-11	100,000
5-9	75,000
1-4	50,000

Upon being qualified as a whistleblower and admitted to the program by the Office of the Court Administrator, fifty percent (50%) of the reward shall be given to the qualified whistleblower. The remaining fifty percent shall be given prior to the filing of a case in a proper court.

For cases susceptible to pecuniary estimation, such a plunder, forfeiture of ill-gotten wealth, bribery, malversation and damage or injury to government, the whistleblower shall be entitled to an additional reward of ten percent (10%) of the amount recovered by final judgment.

During the pendency of the case, however, a whistleblower shall be advanced the amount equivalent to not less than twenty five percent (25%) of the additional reward of the total award due consistent with the nature of the case and the amount involved and deemed recoverable. This shall be given in accordance with the Rules and Regulations implementing this Act.

**SECTION 18. Abstract** – All government agencies, offices, bureaus and local government units, including government-owned or controlled corporations, whether or not with original charters, shall conspicuously display an abstract of this Act and the rights and protections of whistleblowers, including the obligations of employers under this Act. Such abstract shall be provided in the Rules and Regulations

All government agencies, offices, bureaus and local government units, including government-owned or controlled corporations, whether or not with original charters, are likewise required to put in place internal procedures for dealing with whistleblowers, consistent with the provisions of this Act and the Rules and Regulations. Said internal procedure shall be widely disseminated to all employees.

**SECTION 19.** Credibility of an Informant - In all cases, the fact of the entitlement of the qualified whistleblower or informant to the protection and benefits provided in this Act shall not be admissible in evidence to diminish or affect his credibility.

**SECTION 20.** Penalty for Retaliatory Acts Against a Whistleblower – Any person who commits any of the retaliatory acts as defined in this Act against a qualified whistleblower or informant and/or hinders, delays, prevents or dissuades said whistleblower from:

- (a) Attending, assisting or testifying before any investigating agency or quasi-judicial body or judicial;
- (b) Reporting to a law enforcement officer or judge the commission or possible commission of an offense, or a violation of conditions of probation, parole, or release pending judicial proceedings;
- (c) Seeking the arrest of another person in connection with the offense;
- (d) Causing a criminal prosecution, or proceeding for the revocation of a parole or probation;
- (e) Performing and enjoying the rights and benefits under this Act or attempt to do so.

Shall be fined not more than One Hundred Thousand Pesos (P100,000.00) or suffer imprisonment of not less than six (6) months but not more than six (6) years or both at the discretion of a court, and shall also suffer the penalty of perpetual disqualification from holding public office in case of a public officer or employee.

**SECTION 21.** Violation of Confidentiality – Any person who violated the protection of confidentiality of a protected disclosure under Sections 10, 11, 12 and 15 of this Act, shall suffer the penalty of temporary absolute disqualification for public office in case of a public officer or employee, and shall be civilly liable to indemnify the informant in such amount of damages as may be awarded and deemed reasonable by a competent court.

**SECTION 22.** Retaliatory Action in the Workplace – Any person who shall commit any retaliatory act in a workplace as defined in this act, against an employee who is a whistleblower or an informant or believed or suspected to be one, shall be guilty of an offense and shall suffer the penalty of not more than six (6) months imprisonment with the accessory penalty of suspension of the right to hold office in case of a public officer or employee, and shall be civilly liable to indemnify a whistleblower of damages as may be awarded by a competent court.

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

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

**SECTION 23.** Discriminatory Hiring – Any person, firm, corporation, office or employer who shall deny a qualified applicant for employment, or who shall reject his application for employment due to knowledge, belief or suspicion that



the applicant is a whistleblower or informant for the State, shall be guilty of an offense and shall suffer the penalty of not more than six (6) months imprisonment with the accessory penalty of suspension of the right to hold public office in case of a public officer or employee, and shall be civilly liable to indemnify the informant of damages as may be awarded by a competent court.

**SECTION 24.** Failure of an Employer to Post Abstract – The failure to post an *Abstract* required under Section 17 of this Act shall constitute an offense and shall be penalized with a fine in the amount of One Hundred Thousand Pesos (P100, 000.00) for the first offense. The amount shall be doubled for every succeeding offense, and shall suffer an imprisonment of not more than six (6) months at the discretion of the court with the accessory penalty of suspension of the right to hold public office in case of a public officer or employee. For this purpose, the president, manager, or head of office, bureau or agency shall be held responsible.

**SECTION 25.** Failure to Act or Report to the Office of the Court Administrator– Any person under obligation to report a disclosure under this Act to the Office of the Court Administrator, who fails to do so within the period of two (2) months, or who fails to act thereon or cause an investigation thereof, shall be guilty of an offense and shall suffer the penalty of not more than one (1) imprisonment, and/or a fine amounting to not more than Fifty thousand Pesos (Ph– All government agencies, offices, bureaus and local government units, including government-owned or controlled corporations, whether or not with original charters (Php 50,000.00).

**SECTION 26.** False and Misleading Disclosures – Any person who deliberately and voluntarily gives false or misleading information in connection with conduct constituting graft and corruption under this Act shall, in addition to penalties under other laws, be guilty of an offense and shall suffer the penalty of imprisonment of not more than twelve (12) years and shall also suffer the penalty of perpetual absolute disqualification from holding public office in case of public office or employee, in addition to other criminal and civil liability he may incur under existing laws.

**SECTION 27.** Powers and Functions of the Office of the Court Administrator – In addition to its powers and functions under existing laws, the Office of the Court Administrator shall have the following powers and functions:

- (a) Supervise, monitor and coordinate all efforts relative to the implementation and enforcement of the provisions of this Act;
- (b) Evaluate the qualification of whistleblowers or informants for coverage within this Act, and make the appropriate decisions on their entitlement to the benefits extended herein;
- (c) Undertake, in coordination and cooperation with the private and public sectors, an information campaign to educate the public on the provisions and benefits of this Act;
- (d) Develop plans and implement programs for further encourage whistleblowers or informants on graft and corrupt activities with a view to effective deterrence and/or prosecution;
- (e) Control and administer, consistent with the provisions and purpose of this Act, the protection and benefits of whistleblowers in connection with the cases within the coverage of Section 4 of this Act;
- (f) Call upon, or deputize any department, bureau, office or nay other government agency or public official to assist in the effective implementation and enforcement of this Act;

- (g) Grant immunity in accordance with the provisions of this Act and its implementing rules and regulation.

**SECTION 28.** Implementing Rules and Regulations – The Office of the Court Administrator shall promulgate such Rules and regulations as maybe necessary to implement the intent and purposes of this Act. Said Rules and Regulations shall be published in two (2) newspapers of general circulation.

**SECTION 29.** *Repealing Cause* – All laws, decrees, executive issuances, rules and regulations inconsistent with this Act are hereby repealed or modified accordingly.

**SECTION 30.** Funding – The amount of One Hundred Million Pesos (Php 100, 000, 000.00) is hereby authorized to be appropriated out of any funds in the National Treasury not otherwise appropriated to carry into effect the purpose of this Act.

Other funding schemes or sources, subject to the limitation, shall be allowed in furtherance hereof.

**SECTION 31.** Separability Clause, - The declaration of unconstitutionally or invalidity of any provision of this Act shall not affect the other provision hereof.

**SECTION 32.** Effectivity Date – This Act shall take effect after fifteen (15) days following its publication in two (2) newspapers of general circulation.

Approved,