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INTRODUCED BY SENATOR RISA HONTIVEROS

AN ACT DEFINING AND PROHIBITING ELDER ABUSE, PROVIDING  
PENALTIES THEREFORE, AND FOR OTHER PURPOSES

EXPLANATORY NOTE

For many years, Elder Abuse was a hidden, unspoken issue in society. Similar to wife-beating, incest, and child abuse, it was a private problem kept within the confines of the domestic realm. But as a form of family violence, it has remained under or misdiagnosed, under-reported, and poorly addressed by public policy even if it is not uncommon that if one type of abuse is occurring within a home, other forms of abuse may be (or will soon be) taking place. Meanwhile, elderly abuse is still often ignored by health professionals, and sadly, most perpetrators of the abuse are usually one's own family members.

As the elderly population multiplies, so will the incidence of elder abuse. One out of every twenty (20) elderly people will be a victim of neglect or physical, psychological or financial abuse this year.

Extreme cases of elder abuse have obvious manifestations, like pressure marks on the body, broken bones, depression, unexplained withdrawal from normal activities, unattended medical needs, or strained, tense relationships. But most of elder abuse is subtle. It is difficult to tell the difference between normal interpersonal stress and abuse. Thus, it seems, elder abuse and neglect are often "hidden".

But the phenomenon of elder abuse is becoming increasingly recognized by both medical facilities and social agencies. More and more studies have highlighted the seriousness and magnitude of elder abuse as an issue concerning the health and welfare of older persons. As such, Elder Abuse is now considered a major public health

and human rights issue.

The World Health Organization's (WHO) Toronto Declaration on Elder Abuse defines elder abuse as "a single or repeated act, a lack of appropriate action, occurring within any relationship where there is an expectation of trust that causes harm or distress to an older person." It is not just an intentional negligent act that causes harm to a vulnerable adult, but may actually consist of neglect, abuse, and actual violence against an older person. It may take the form of physical, psychological and emotional abuse, financial or material exploitation, medical maltreatment, even sexual exploitation and abandonment.

Statistics uncover a frightening picture of elderly abuse around the world. The problem may get worse as the number of senior citizens increase. In the United States, it is estimated that people over the age of sixty-five (65) will number about fifty-two (52) million in the year 2020. With those aged eighty-five (85) years or older as the fastest growing group, they will comprise a big part of America's population-almost 1/6 of the total. Meanwhile, the Philippines' elderly population has been steadily increasing in both size and proportion. By 2010, Filipino senior citizens are estimated to be seven (7) million.

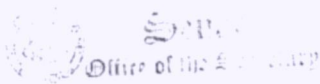
Initially thought to be a problem of the developed world, elder abuse is now recognized as universal, although evidence from less-developed countries is primarily anecdotal. In the Philippines, elderly abuse is still not as prevalent as in the West. But of late, elderly abuse is no longer unheard of in modern Filipino culture. Despite our strong tradition of filial piety, it is not as unknown as people perceive it to be. It may be quite disturbing, but we have to admit that it may be a sign of the changing times and it is about time that the government does something to address this problem.

The purpose of this bill is more than just clearly defining elder abuse as a specific offense with a corresponding penalty. It seeks to bring to light the special context of Elder Abuse, of the particular "vulnerability" advance age has and which is taken advantage of by offender-perpetrators. Like domestic violence or VAWC, elder abuse may be a form of family abuse that is both a sensitive and controversial issue, requiring careful intervention from the State, hence the necessity for rules on immunity and confidentiality. More importantly, the most significant intervention is the requirement for clear and concrete Affirmative Acts that will raise public awareness and prevent the

incidence of elder abuse.

*Risa Montiveros*  
**RISA HONTIVEROS**  
Senator





SENATE

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S. No. 354

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INTRODUCED BY SENATOR RISA HONTIVEROS

AN ACT DEFINING AND PROHIBITING ELDER ABUSE, PROVIDING  
PENALTIES THEREFORE, AND FOR OTHER PURPOSES

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

1       Sec. 1. *Short Title.* – This Act shall be known as the “Anti-Elder Abuse Law of  
2   2019”.

3       Sec. 2. *Declaration of Policy.* – Pursuant to the 1987 Constitution’s Article II,  
4   Section 11, which declared that the State values the dignity of every human person  
5   and thereby guarantees the full respect for human rights, and Article III, Section 1,  
6   which mandates that “No person shall be deprived of life, liberty, or property without  
7   due process of law, nor shall any person be denied the equal protection of the laws”,  
8   it is hereby declared the policy of the State to work actively for the elimination of all  
9   forms of discrimination, violence and abuse against the elderly.

10   Moreover, the following Constitutional provisions also mandate that:

11       “The State shall promote a just and dynamic social order that will ensure the  
12   prosperity and independence of the nation and free the people from poverty  
13   through policies that provide adequate social services, promote full  
14   development, a rising standard of living and an improved quality of life.”  
15   (Article II, Section 9)

16       “The State shall adopt an integrated and comprehensive approach to health  
17   development which shall endeavor to make essential goods, health and other  
18   social services available to all people at affordable cost. There shall be priority  
19   for the needs of the underprivileged sick, elderly, disabled, women and  
20   children.” (Article XIII, Section 2 on Health Services)

1 "It is the duty of the family to take care of its older person members while the  
2 State may design programs of social security for them."( Article XV, Section 4  
3 on the Filipino Family)

4 In addition, Republic Act No. 9262 or the VAWC Act declares that the State shall  
5 exert efforts to address violence committed against women, and Republic Act No.  
6 9710 or the Magna Carta of Women's Section 33 on the Protection of Senior Citizens  
7 state that "the State shall protect women senior citizens from neglect, abandonment,  
8 domestic violence, abuse, exploitation, and discrimination."

9 Towards this end, the following discriminatory and abusive practices committed  
10 against senior citizens s defined herein shall be proscribed and penalized. Moreover,  
11 the State shall ensure that special protective mechanisms and support services  
12 against violence, sexual abuse, exploitation, and discrimination of older people.

13 Sec. 3. *Definition of Terms.* – As used in this Act:

- 14 a) Elderly - refers to any resident of the Philippines at least sixty (60)  
15 years of age.
- 16 b) Discrimination - any distinction, exclusion, restriction, or preference  
17 which is based on any ground such as sex, sexual orientation, gender  
18 identity, whether actual or perceived, and which has the purpose or  
19 effect of nullifying or impairing the recognition, enjoyment, or exercise  
20 by all persons of an equal footing of all rights and freedoms.
- 21 c) Marginalization – any condition where people are systematically  
22 excluded from meaningful participation in economic, social, political,  
23 cultural and other forms of human activity in their communities and  
24 thus are denied the opportunity to fulfil themselves as human beings.
- 25 d) Senior Citizen – is a person 60 years old or above; it may be used  
26 interchangeably with the words "elderly" or "older person" which are  
27 more general or encompassing to refer to older people.
- 28 e) Elder Abuse - any act of commission or of omission ("neglect") to an  
29 elderly (60 years old and above) that may be either intentional or  
30 unintentional resulting in unnecessary suffering, injury or pain, the loss  
31 or violation of human rights, and a diminished quality of life for the  
32 older person. It may take the form of physical, psychological and  
33 emotional abuse, financial or material exploitation, medical  
34 maltreatment, even sexual exploitation and abandonment. It is not just  
35 an intentional negligent act that causes harm to a vulnerable adult, but  
36 may actually consist of neglect, abuse, and actual violence against an



1           older person. Some cases involve more than one type of abusive  
2           behavior, such as the abuser victimizing the elderly person both  
3           physically and emotionally.

4           f) Physical abuse - the "infliction of pain or injury, physical coercion, or  
5           physical or drug-induced restraint". Includes intentional acts of violence  
6           that inflict bodily or physical harm.

7           g) Battery – act of inflicting physical harm resulting to physical and  
8           psychological or emotional distress

9           h) Sexual abuse - a "non-consensual sexual contact of any kind with an  
10          elderly". Applies to acts which are sexual in nature such as sexual  
11          harassment, acts of lasciviousness, rape and/or sexual assault.

12          i) Psychological or Emotional abuse - the "infliction of mental anguish".  
13          Applies to acts and/or omissions causing or likely to cause mental or  
14          emotional suffering such as but not limited to intimidation, public  
15          ridicule and humiliation, mockery and vilification, repeated verbal  
16          abuse, harassment, and threats.

17          j) Financial or Material abuse - "the illegal or improper exploitation or use  
18          of funds or resources of the elderly". Applies to Acts that make or  
19          attempt to make an older person financially dependent, and/or actual  
20          deprivation or threat of deprivation of financial resources such as  
21          withdrawal of financial support, including controlling the victim-  
22          survivor's own money or properties.

23          k) Neglect - consists of "refusal or failure to fulfill a care-giving obligation.  
24          It can involve a conscious and intentional attempt to inflict physical or  
25          emotional distress on the older person."

26          Sec. 4. *Meaning and Context of Elder Abuse.* – Under this Act, advanced age  
27          or seniority shall no longer be considered as a mere Aggravating Circumstance in an  
28          offense. As in the case of Child Abuse, age shall be appreciated with the added  
29          dimension of vulnerability which the offender or perpetrator took advantage of or  
30          failed to respect or give special consideration to.

31          Elder abuse may be defined as "a single or repeated act, a lack of appropriate action,  
32          occurring within any relationship where there is an expectation of trust and support,  
33          that causes harm or distress to an older person."

34          Sec. 5. *Prohibited Acts Constituting Elder Abuse.* – Physical abuse is defined as  
35          the use of physical force that may result in bodily injury, physical pain, or  
36          impairment. Physical abuse may include but is not limited to such acts of violence as

1 striking (with or without an object), hitting, beating, pushing, shoving, shaking,  
2 slapping, kicking, pinching, and burning. In addition, inappropriate use of drugs and  
3 physical restraints, force-feeding, and physical punishment of any kind also are  
4 examples of physical abuse.

5 a) Sexual abuse is defined as non-consensual sexual contact of any kind  
6 with an elderly person. Sexual contact with any person incapable of  
7 giving consent is also considered sexual abuse. It includes, but is not  
8 limited to, unwanted touching, all types of sexual assault or battery,  
9 such as rape, sodomy, coerced nudity, and capturing sexually explicit  
10 acts in photographs and video.

11 b) Emotional or psychological abuse is defined as the infliction of  
12 anguish, pain, or distress through verbal or nonverbal acts.  
13 Emotional/psychological abuse includes but is not limited to verbal  
14 assaults, insults, threats, intimidation, humiliation, and harassment.  
15 In addition, treating an older person like an infant; isolating an elderly  
16 person from her/his family, friends, or regular activities; giving an  
17 older person the "silent treatment;" and enforced social isolation are  
18 examples of emotional/psychological abuse.

19 c) Financial or material exploitation is defined as the illegal or improper  
20 use of an elder's funds, property, or assets. Examples include, but are  
21 not limited to, cashing an elderly person's checks without  
22 authorization or permission; forging an older person's signature;  
23 misusing or stealing an older person's money or possessions;  
24 coercing or deceiving an older person into signing any document  
25 (e.g., contracts or will); and the improper use of conservatorship,  
26 guardianship, or power of attorney.

27 d) Neglect is defined as the refusal or failure to fulfill any part of a  
28 person's obligations or duties to an elder. Neglect may also include  
29 failure of a person who has fiduciary responsibilities to provide care  
30 for an elder (e.g., pay for necessary home care services) or the failure  
31 on the part of an in-home service provider to provide necessary care.  
32 Neglect typically means the refusal or failure to provide an elderly  
33 person with such life necessities as food, water, clothing, shelter,  
34 personal hygiene, medicine, comfort, personal safety, and other  
35 essentials included in an implied or agreed-upon responsibility to an  
36 elder.



- 1 e) Abandonment is defined as the desertion of an elderly person by an  
2 individual who has assumed responsibility for providing care for an  
3 elder, or by a person with physical custody of an elder.

4 Sec. 6. *Penalties.* – The crime of Elder Abuse shall be punished according to  
5 the following Rules:

- 6 a) An offender-perpetrator shall be punished with imprisonment  
7 according to present criminal laws under The Revised Penal Code  
8 (RPC) and Republic Act No. 9262, or the Anti-Violence against Women  
9 and Children Act (Anti-VAWC);

10 a. Acts constituting attempted, frustrated, or consummated  
11 Parricide, murder or homicide shall be penalized according to  
12 the RPC, especially if it results to mutilation,

13 b. Acts constituting Serious Physical Injuries shall be punished by  
14 *Prision Mayor*, acts constituting Less Serious Injuries shall be  
15 punished by *Prision Correctional*, and anything constituting  
16 Slight Physical Injuries shall be punished by *Arresto Mayor*;

17 c. Any act constituting sexual abuse or similar sexual-related  
18 offenses shall be punished by *Prision Mayor*;

19 d. Any act constituting psychological and/or emotional abuse shall  
20 be punished by *Prision Mayor*;

21 e. Any act constituting Financial, economic or material abuse shall  
22 be punished by *Prision Correctional*;

23 f. Any act constituting neglect or abandonment of an older  
24 person shall be punished by *Arresto Mayor*;

- 25 b) The penalty provided shall be imposed in its maximum period:

26 a. If the offender-perpetrator has been previously convicted  
27 under this Act;

28 b. If the offender is a descendant, collateral relative or family  
29 member of up to the 2<sup>nd</sup> degree of consanguinity or affinity;

30 c. If the offender is an owner-operator, manager, or employee of  
31 a privately-operated, for profit or non-profit, elderly facility;

32 d. If the offender is a public official, staff or employee of a  
33 government-operated elderly residential/group home;  
34 Provided, that said public servant or employee can be  
35 subjected to suspension and/or termination according to  
36 administrative discipline procedures.



- 1
- 2 c) The above-mentioned penalties shall not preclude the consequent
- 3 civil case for damages or administrative charges that may also result
- 4 in the suspension or revocation of accreditation or license to operate
- 5 from the Department of Social Work and Development (DSWD).

6 *Sec. 7. Enforcement and Protocols –*

- 7 a) Public Crime - Elder abuse shall be considered a Public Offense which
- 8 may be prosecuted upon the filing of a complaint by any citizen
- 9 having personal knowledge of the circumstances involving the
- 10 commission of the crime;
- 11 b) The following persons may file a complaint for Elder Abuse –
- 12 a. The Offended Older Person
- 13 b. A caregiver, family member or collateral relative within the 4<sup>th</sup>
- 14 degree of consanguinity or affinity;
- 15 c. A healthcare provider, therapist, or counselor;
- 16 d. A fellow senior citizen from an elderly organization, or a
- 17 churchmate from the parish;
- 18 e. Barangay officials, including Brgy. Chairperson, *Kagawads*, or
- 19 *Tanods*;
- 20 f. Social Welfare Officers from the DSWD or Local Government
- 21 Unit;
- 22 g. Police Officers or Law Enforcers.
- 23 c) Barangay Officials or Law enforcers shall respond immediately to a
- 24 call for help or request for assistance by entering the dwelling,
- 25 checking on the well-being of the victim, and ensuring the safety of
- 26 the victim-survivor; As immediate responders, they must also
- 27 transport or escort the victim to a safe place of their choice or to a
- 28 clinic or hospital, if and when necessary;
- 29 d) Immunity - Any person or private individual acting in accordance with
- 30 law, responds or intervenes without using violence or restraint greater
- 31 than necessary to ensure the safety of the victim, shall NOT be liable
- 32 for any criminal, civil, or administrative case resulting therefrom.
- 33 e) Prohibited Defense - Being under the influence of alcohol, any illicit
- 34 drugs, or any other mind-altering substance shall not be a defense
- 35 under this Act.

- 1 f) Prohibited Acts by Government Officials - Any barangay official or  
2 court hearing an application for a Protection Order for an abused  
3 elderly woman according to RA 9262 or VAWC Act, shall not order,  
4 direct, force, or in any way influence the applicant to compromise or  
5 abandon any of the reliefs sought under RA 9262. Failure to comply  
6 shall render the official or judge administratively liable.
- 7 g) The DSWD and Department of Health (DOH) shall require physicians,  
8 caregivers, or social workers who suspect ill treatment of senior  
9 citizens to discuss the concern with the family or the head of the  
10 nursing home or elderly facility. In case the ill-treatment is confirmed,  
11 or in the event of suspicious death, the same shall be reported to the  
12 appropriate authorities.
- 13 h) Confidentiality - All cases pertaining to elder abuse including those at  
14 the barangay level shall be confidential, and all public officers and  
15 employees of public or private hospitals/clinics shall respect the right  
16 to privacy of the victim-survivor. Any person who shall make public  
17 any relevant or identifying information about the case or the victim  
18 shall be made liable for contempt of court and shall suffer the penalty  
19 of one year imprisonment and a fine of P500,000.00.

20 *Sec. 8. Establishment of a Senior Citizens Help Desk.* – Every barangay shall  
21 establish a senior citizens Help Desk which shall provide immediate assistance to  
22 victim-survivors of elder abuse. Besides barangay officials, it may be manned by duly  
23 accredited representatives of the senior citizens sector or from the membership of a  
24 local elderly organization designated and authorized by the Barangay Council or  
25 Chairperson.

26 *Sec. 9. Mandatory Programs and Services for Victims of Elder Abuse.* – The  
27 DSWD and LGUs shall provide the victims temporary shelter, counseling, psycho-  
28 social services and/or recovery, rehabilitation programs and financial assistance.  
29 The Office of Senior Citizens Affairs (OSCA) shall include services addressing gender-  
30 based violence as well as elder abuse. All suspected cases of abuse and/or neglect of  
31 senior citizens must be reported in accordance with existing laws. The OSCA, in  
32 coordination with the Local Social Welfare and Development Officer (LSWDO), shall  
33 maintain an Elder Abuse documentation and case monitoring system, and set up a  
34 databank to keep an accurate and reliable record of instances of abuse and violence  
35 committed against the elderly.



1           Sec. 10. *Counseling and Rehabilitation of Offenders-Perpetrators.* – The DSWD  
2 shall provide rehabilitative counseling and treatment of perpetrators towards learning  
3 constructive ways of coping with their anger, emotional outbursts, or stress, and  
4 reforming their ways. Psychiatric treatment or confinement may also be  
5 recommended by the responsible authorities if necessary.

6           Sec. 11. *Trainings and Capacity-Building for Intervenors.* – All government  
7 agencies involved in responding to elder abuse cases shall be required to undergo  
8 education and training to acquaint them with:

- 9           a) The nature, extent, causes, and risk factors of elder abuse;
- 10           b) The legal rights and remedies of victim-survivors of elder abuse;
- 11           c) Legal duties of barangay officials, OSCA Heads, LSWDOs, police  
12           officers and court authorities in offering assistance and protection;
- 13           d) The available services and facilities for victim-survivors of elder  
14           abuse;
- 15           e) Specific techniques in handling elder abuse cases to minimize injury  
16           and promote the safety and ensure the well-being of the victim-  
17           survivor.

18 The DOH and other concerned institutions shall provide capacity-building on the  
19 prevention, detection, and management of psycho-social problems and other  
20 geriatric concerns of senior citizens such as dementia and Alzheimer's Disease,  
21 among healthcare providers, home caregivers, and staff and employees of nursing  
22 homes and/or elderly residential facilities, specifically on handling older person  
23 abuse.

24           Sec. 12. *Affirmative Acts.* – To ensure that the rights and welfare of older  
25 persons are protected, the following programs and interventions shall be developed  
26 and implemented:

- 27           a) Establish clear advocacy/information programs and increase public  
28           awareness to minimize risks of neglect, abuse and violence to older  
29           persons;
- 30           b) Include training on the prevention, detection and management of  
31           social problems of senior citizens among healthcare professionals and  
32           law enforcement officers, specifically on the handling of elder abuse  
33           cases;
- 34           c) Encourage the development and utilization of supportive community  
35           resources that provide in-home services, respite care, and stress  
36           reduction with high-risk families; In addition, explore the possibilities

1 of subsidies and outreach support for family and caregivers to  
2 promote quality homecare for senior citizens; and

3 d) Ensure high priority to the enactment of measures that would provide  
4 social protection to the elderly and reduce their socio-economic and  
5 political disparities.

6 e) Continue to develop and initiate programs and services for senior  
7 citizens that are gender-responsive, rights-based, and culture-  
8 sensitive so as to ensure specific needs and concerns of senior  
9 citizens are identified and addressed.

10 f) Review school curricula and teaching modules through the DepEd and  
11 CHED to highlight with renewed focus the importance of family  
12 values, filial piety, and respect for the elderly.

13 Sec. 13. *Appropriation.* – The amount necessary to carry out the provisions of  
14 this Act shall be included and incorporated in the annual General Appropriations Act.

15 Sec. 14. *Separability Clause.* – If any provision or part hereof is held invalid or  
16 unconstitutional, the remaining provisions not affected thereby shall remain valid and  
17 subsisting.

18 Sec. 15. *Repealing Clause.* – Any law, presidential decree or issuance,  
19 executive order, letter of instruction, administrative order, rule or regulation contrary  
20 to or inconsistent with the provisions of this Act is hereby repealed, modified, or  
21 amended accordingly.

22 Sec. 16. *Effectivity.* – This Act shall take effect fifteen (15) days after its  
23 publication in the Official Gazette or in two (2) newspapers of general circulation in  
24 the Philippines.

Approved,