REPUBLIC OF THE PHILIPPINES First Regular Session	) ) )	Office of the entropy
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#### INTRODUCED BY SENATOR RISA HONTIVEROS

# AN ACT PROVIDING FOR A NATIONAL FRAMEWORK FOR STUDENTS' RIGHTS AND WELFARE

#### **EXPLANATORY NOTE**

Education is an essential bulwark of democracy. It is the primary institution where young members of society develop their physical, moral, spiritual, intellectual, and social well-being. It is where patriotism and civic consciousness are instilled and where idealism is nourished. It is important in ensuring that all Filipinos are able to participate fully in nation-building. Hence, the right to education is guaranteed to all Filipinos in the 1987 Constitution as well as in several international human rights instruments, such as the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, and the International Covenant on Economic, Social and Cultural Rights, and the Convention on the Rights of the Child.

The right to education is key to youth empowerment. Despite this, repressive school policies curtail the full enjoyment of this right. Deregulated fee increases, campus journalism censorship, lack of independent student representation, campus militarization, outright prohibition and restriction of the right to organize and the right to free speech, and other oppressive measures have been historically and continuously implemented in our schools, impeding academic freedom, violating fundamental rights.

With the lack of a national policy to uphold and defend the rights and interests of students, campuses may cease to be a space for genuine education. Students are in danger of being alienated from democratic processes and their role in nation-building may be compromised. Schools should provide a climate conducive for both learning and empowerment. Thus, there is a need to protect students from an educational system that violates their rights and neglects their welfare.

This proposed legislation will recognize, promote, and protect the rights and freedoms of students enshrined in the Constitution and various human rights instruments inside and outside campuses. It will provide minimum standards for consultation regarding tuition and other school fees increase. It will penalize students' rights violations and will provide mechanisms for a meaningful participation in decision-making processes in crafting and formulating policies affecting students.

Protecting the rights and welfare of students is an integral part of the guarantee to the full enjoyment of the right to education. In view of the foregoing considerations, the enactment of this bill is earnestly sought.

RISA HONTIVEROS

Senator

<b>EIGHTEENTH CONGRESS OF THE</b>
REPUBLIC OF THE PHILIPPINES
First Regular Session

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### **INTRODUCED BY SENATOR RISA HONTIVEROS**

## AN ACT PROVIDING FOR A NATIONAL FRAMEWORK FOR STUDENTS' RIGHTS AND WELFARE

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

Section 1. Short Title. – This Act shall be known as the "Students' Rights and Welfare Act of 2019."

Sec. 2. Declaration of Policy. – Pursuant to Article II, Section 1 of the 1987 Philippine Constitution, which makes it an obligation of the State to prioritize education, science and technology, arts, culture and sports with the end of fostering patriotism and nationalism, accelerating social progress, and promoting total human liberation and development, to Article III of the Constitution which guarantees the fundamental rights of every Filipino citizen; and in accordance with State obligations under international agreements, including the International Convention on Civil and Political Rights, International Convention on Economic and Social Rights, the Universal Declaration on Human Rights, International Convention on the Rights of the Child, Convention on the Elimination of All Forms of Discrimination Against Women, it is hereby declared a policy of the State to protect and promote the welfare of Filipino students.

Pursuant to Article XIV, Sections 1 and 5(1) of the Constitution, the State hereby recognizes its obligation to protect and promote the right of all citizens to quality education at all levels, shall take appropriate steps to make education accessible to all, and guarantees the enjoyment of academic freedom in all institutions of higher learning.

Towards this end, the State:

a) Recognizes that education is a right and as such it can only be exercised 1 and enjoyed fully when rights and welfare of students and young 2 Filipinos are promoted and protected. 3 b) Acknowledges that education is essential to the full participation of Filipinos in nation-building. It is also essential in instilling nationalism, critical and creative thinking, and values necessary to promote civil liberties, human rights, and fundamental freedoms. 7 c) Affirms that students have the right to meaningful participation in 8 decision-making processes inside and outside educational institutions, 9 especially in the crafting and formulation of policies directly affecting 10 them. The promotion of this right to participate is an integral part of the 11 12

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- nation's democratic processes.

  d) Affirms that the fundamental right to expression of students shall be unabridged and autonomous from the influences of educational institutions.
- e) Affirms the students' right to organize, which encompasses the right to establish student organizations, student unions, and student councils and governments.

#### Sec. 3. *Definition of terms.* – As used in this Act:

- a) "School" refers to a private, public or government-run and funded institution for learning in all levels of education. For purposes of this Act, the term shall include institutions for vocational and technical education but excludes those institutions for enhanced basic education. A school is comprised of the studentry, administration, faculty, and non-faculty personnel.
- b) "School campus" refers to areas designated by the school administration for use by students, which shall include, but are not limited to, facilities, contiguous or proximate buildings, and the school grounds.
- c) "Student" refers to any person enrolled in a particular school, as the latter is defined in subparagraph (a) of this Section.
- d) "Governing board" refers to the highest policy-making body of the school such as a Board of Directors, Regents, or Trustees.
- e) "Student council" or "student government" is the collective term to refer to the representatives of students in a school or of students in different independent units of a school, college, or university. A designated student population annually elects members of the student council or of

the student government at large following election rules in the charter or constitution of the student council or the student government.

- f) "Council of leaders" refers to a duly constituted body composed of the heads of all, or almost all, student organizations in a school. The chairperson or the president of the student council or student government, or any student duly elected by the members of the council of leaders shall preside over the council of leaders.
- g) "Tuition" refers to amounts paid for the privilege to receive education in a school.
- h) "Other school fees" refer to fees other than tuition. These include library and athletic fees, laboratory fees, entrance fees, National Service Training Program fees, student council or student government fees, graduation fees, medical and dental fees, and other similar fees.
- Sec. 4. *Right against discrimination in educational institutions.* No student shall be denied admission or dropped from the rolls of an institution, punished with disciplinary action, given mandatory counseling, or denied welfare services, scholarships, and other student privileges solely on the basis of physical handicap, socio-economic status, political and religious beliefs, sexual orientation, gender identity or expression or membership in organizations.
- Sec. 5. Right to competent instruction and accessible, quality, relevant education.

   Students have the right to accessible, competent, holistic, quality, and relevant education that is essential to personal development and to the development of the nation. Students shall also take part in teacher performance assessments through written evaluations at the end of each school term. The conduct of such assessments shall be the obligation of the school administration.
- Sec. 6. *Right to organize.* The right of students to form, assist, or join organizations, alliances, or federations shall not be abridged.
- The student council or the student government and the council of leaders shall formulate guidelines for the accreditation of student organizations. Such guidelines shall be implemented by the office of student affairs, in coordination with the student council or student government, which shall adopt a mechanism to resolve issues that may be raised in the accreditation process.
- The accreditation requirements shall not unduly restrict the right of students to organize and may include submission of documentary requirements such as, but not limited to, a

- written application for accreditation, a copy of the constitution and by-laws of the
- organization, a general plan of action or list of activities, list of incumbent officers, and
- 3 a list of members.

- 4 Accredited student organizations shall coordinate with the office of student affairs for
- on- and off-campus activities. The school shall provide, free of charge, a hall or building
- 6 within the school campus where a student organization may establish its office or
- 7 permanent meeting area. Furthermore, the school administration shall allow student
- 8 organizations to use school facilities for their activities free of charge.
  - Sec. 7. Right to establish a student council or government. There shall be a student council or student government recognized in every school, university or college, as the case may be.
    - a) In schools, universities, or colleges where there is no existing student council or student government, the following procedure shall be followed in establishing the student council or student government:
      - A constitution or charter of the student council or student government resulting from a consultative process involving the council of leaders and representatives of unaffiliated students shall be adopted. The constitution or charter shall be formally adopted after its ratification by at least two-thirds (2/3) of the designated student population. It shall contain provisions on the structure, functions, and responsibilities of the student council or student government.

Every student council or student government shall have the right to determine its policies and programs on student activities subject to the provisions of its charter or constitution and in consonant with school rules and regulations: *Provided*, that the latter does not infringe on the basic rights and freedoms of students.

The election of the members or officers of the student council or the student government shall be conducted by an independent commission on elections which shall ensure that such elections are honest, orderly, and peaceful. The members of commission of elections shall be chosen from a list of nominees from members of the council of leaders. The school concerned shall ensure that the commission on elections has sufficient funds to carry out its mandate.

b) In schools, universities, or colleges where there are existing student councils or student governments, student representation shall still be lodged in the duly-elected student councils or student governments.

The existing procedure for the election of members of student councils or student governments shall be retained and enforced as long as it conforms to the provisions of this Act. Otherwise, the existing procedure shall have transitory effects until the designated student population has adopted a new charter or constitution consistent with the provisions of this Act. Such adoption shall be among the primary activities of the existing student council or student government.

A "student council or student government fee" may be collected from students to finance the operations of the student council or student government, the amount of which shall be determined by the student council or student government in consultation with the student body and should be consistent with the student council or student government's general plan of action or list of activities for a specific term. The school administration shall facilitate the collection of the student council or student government fee and shall turn over the collected amount to the student council or student government within fifteen (15) days after the start of the semester or school period. The student council or student government shall release a financial report at the end of its term. To take effect, a proposal to increase the student council or student government fee shall require a vote of simple majority by the designated student population.

No policy restricting the right of student councils or student governments to join federations or alliances of student councils shall be imposed by the school administration.

Sec. 8. Right against campus militarization. – Students have the right to an academic environment free from fear and surveillance from military and police agents and instruments.

Prior notification shall be given by a commander of an AFP or PNP unit intending to conduct any military or police operations in any part of a school campus, to the school president, dean, or their respective officers-in-charge in the event of their absence, when the situation so warrants.

Except in cases of hot pursuit and similar occasions of emergency, or in cases defined in the next succeeding paragraph, or ordinary transit through a school campus, no

- member of the AFP or PNP shall enter the premises of a school. Whenever requested by
- law enforcers, the appropriate school officials shall extend the necessary assistance in
- 3 the enforcement of the law within school premises.
- Whenever the president, dean, or their respective officers-in-charge is of the opinion
- 5 that the assistance of the AFP or PNP is indispensable to the maintenance of security,
- 6 peace and order within campus premises, the said official shall inform in writing the
- 7 head of the AFP or PNP unit in the area and the latter shall promptly dispatch such
- 8 assistance as may be warranted by the circumstances.
- 9 In case the request for assistance is granted, only uniformed members of the AFP or
- 10 PNP with proper identification shall be allowed entry into the campus concerned.
- Members of the AFP or PNP shall not interfere with peaceful protest actions by students
- within school premises. The pertinent school officials shall be deemed responsible for
- the behavior of their students, faculty, and employees in such activities.
- Sec. 9. Right to publish a student newspaper and other similar publications. In
- accordance with Republic Act No. 7079 or the "Campus Journalism Act of 1991,"
- students shall have the right to publish a student newspaper and other similar
- 17 publications.
- 18 The editorial staff of the student paper shall be comprised of students. The editorial
- staff will have a faculty adviser who has the role of providing technical assistance.
- The selection of the student editor-in-chief and the members of the editorial staff shall
- be conducted annually through fair and competitive examinations to be administered by
- 22 an impartial board of judges, which shall be comprised of professional journalists,
- representatives, from the faculty, and students.
- 24 Ethics in journalism shall be observed by the editorial staff. It shall be the responsibility
- of the editorial staff to ensure that the student paper is not used for purposes contrary
- 26 to law.
- Unless sooner removed for cause and with due process, the editor-in-chief and editorial
- staff shall have security of tenure for the duration of his/her prescribed term.
- The student publication shall be financially autonomous from the school administration.
- 30 A "student publication fee" shall be collected from the students and shall be held in
- trust by the school administration. No policy shall be imposed by the school
- administration to hamper the access of the editorial staff to such fund, subject to
- existing school regulations in the disbursement of funds. The school administration shall

also be prohibited from using such fund. At the end of each term, the editorial board 1 shall publish a financial statement. 2 Sec. 10. Right to adequate welfare services and academic facilities. – The school 3 administration shall endeavor to provide the following services: 4 a) Health services for students with at least one (1) functioning clinic and a 5 registered nurse to provide basic care for common ailments; 6 7 b) Legal assistance in cases involving the exercise and enjoyment of rights and freedoms provided in this Act; 8 c) Counseling; 9 d) Adequate laboratory, library, research, recreation, and physical 10 education facilities; 11 e) Effective communications system to ensure that students are promptly 12 notified and informed; 13 f) Adequate, safe, and clean board and lodging facilities, such as 14 dormitories, inside the school campus. In case the school has no in-15 campus dormitories, the school administration and the student council 16 or student government shall be required to accredit or recommend out-17 of-campus dormitories where students are encouraged to stay. 18 Sec. 11. Representation in the school's highest policy-making body. – There shall 19 be a student representative in the highest policy-making body of the school. The 20 selection process for the student representative will be formulated by the student 21 council or student government but adopted through a referendum among the students. 22 The student representative shall have the same rights as the other members of the 23 governing board: Provided, that no monetary compensation shall be given to the 24 student representative except as reimbursement of actual and necessary expenses 25 incurred in attending meetings and representing the governing board. 26 Sec. 12. Right to information. – The right of students to information on matters 27 affecting their welfare shall be recognized. 28 At the minimum, students shall have access to the following documents: 29 a) Official school acts embodying school policies; 30 b) The school's annual budget information, including pertinent 31 transactions; and 32

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c) Any other document that involves the rights and welfare of the students.

Any student who wishes to obtain information from the school administration shall simply forward a written request through mail or through electronic means to the assigned custodian of the requested information or document.

Sec. 13. Right to freedom of expression. – Students shall have the right to freely express their views and opinions. They shall have the right to peaceably assemble and petition the government and school authorities for the redress of their grievances. No school regulation shall be imposed violating or abridging the student's right to assembly.

- Students shall have access to print and broadcast media in their activities. They shall also have the right to print, circulate, and/or mount leaflets, newsletters, posters, wall news, petitions, and such other materials. School authorities shall ensure the provision of facilities such as bulletin boards.
- Sec. 14. *Academic freedom.* Students' academic freedom shall consist of, but not limited to, the following rights:
  - a) To conduct researches in connection with academic work, and to freely discuss and publish their findings and recommendations;
  - b) To conduct inquiry within the campus in relation to curricular and extra-curricular activities;
  - c) To choose a field of study and to pursue the quest for truth;
  - d) To express their opinion on any subject or public or general concern which directly or indirectly affects the students of the educational system;
  - e) To invite off-campus speakers or resource persons to studentsponsored assemblies, forums, symposia, and other similar activities;
  - f) To express contrary interpretations or dissenting opinions inside and outside the classroom;
  - g) To participate in the drafting of a new curriculum and in the review or revision of the old through consultations and membership in working groups;
  - h) To participate in the process of revising the student handbook and school rules and regulations. A copy of the existing student handbook will be given to students upon admission to the school; and
  - To decide and choose actions according to personal and political beliefs, and be free from the imposition of any thought, ideology, or principle.

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2	a)	Syllabus.
3		A syllabus should clearly define and reflect the contents of the
4		curriculum. The course syllabus shall be provided to students before
5		the start of classes to ensure that students are guided throughout the
6		school term.
7	b)	Class requirements and measures for evaluation.
8		a. Criteria for grading should be formal and appropriately
9		quantified.
10		b. Mere absences from scheduled classroom lectures should
11		not be the sole basis for grading: Provided, that a maximum
12		number of absences shall be prescribed.
13		c. A student shall have the right to do make-up work in the
14		event that requirements were not accomplished because of
15		excusable inability to be physically present.
16	c)	Class performance.
L7		Students have a right to know their class performance data from
18		submitted papers, quizzes, long or short examinations and other
19		similar class requirements.
20	d)	Consultations.
21		Members of the school faculty shall have regular consultation hours
22		and make themselves available to discuss relevant student concerns.
23		These hours should be made known to the students at the beginning
24		of the term.
25	Sec. 16.	Right to due process. – The right of a student to due process shall be
26	observed and re	spected especially during disciplinary proceedings.
. 7	Thoro shall be	an independent student dissiplinary beard to be composed of one (1)
27		an independent student disciplinary board to be composed of one (1)
28		rom the school administration, two (2) faculty members, and two (2)
29		ded, that the representatives shall have the written endorsement of the
30	student council (	or student government.
31	The board shall conduct investigations and decide student disciplinary cases following	
32	the adopted guid	delines for the proceedings. The representative from the administration
3	shall ssit in the b	poard for five (5) years, the representative from the faculty for three (3)

years, and the representative from the students for one (1) year.

Blacklisting, expulsion, suspension, and other disciplinary sanctions that may be 1 imposed against an erring student shall be imposed only if the following rights have 2 been observed and accorded the student: 3 a) To a hearing before the board, which includes the right to present 4 one's case and submit evidence in support thereof; 5 b) Against self-incrimination; 6 c) To be defended by a representative or counsel of choice, adequate 7 time being given for the preparation of the defense; d) To have the decision rendered on the evidence presented at the 9 hearing, or at least contained in the record and disclosed to the parties 10 affected; 11 e) To appeal adverse decisions of the student disciplinary board to the 12 governing board and ultimately to the appropriate education agencies; 13 f) To have the deciding body, in all controversial questions, render its 14 decision in such a manner that the issues involved and the reasons for 15 any decision rendered are made clear to the student; 16 g) To confidentiality; and 17 h) Any other rights as afforded and guaranteed to an accused under the 18 Constitution. 19 Subject to existing laws, a decision on a case filed before a student disciplinary board 20 shall be resolved within three (3) months after the filing of such a case or complaint. 21 The office of the guidance counselor of the concerned school, in consultation with the 22 student disciplinary board, shall publish on a periodic basis a list of acts that violate 23 school rules and regulations and their corresponding disciplinary sanctions: Provided, 24 that such rules and regulations do not violate the rights guaranteed herein and under 25 the Constitution. 26 Sec. 17. Right against illegal searches and seizures. - Except for the following, 27 any other form of search and seizure shall be unreasonable and illegal: 28 a) Searches made with a valid search warrant: 29 b) Searches made at the point of ingress and egress by a person 30

c) Seizure of articles deemed illegal under existing laws falling in the plain

authorized by the school;

view of duly confiscating authority; and

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d) Searches and seizures made when the student is about to commit, is committing, or has just committed a crime or a serious infraction of school rules and regulations.

Articles seized in violation of this Section shall be deemed fruits of an unlawful search and seizure and therefore cannot be used as evidence against the student in any disciplinary action.

Sec. 18. Access to school records and issuance of official certificates. – Students shall have access to their own school records, and have the right to be issued official certificates, diplomas, copies of transcript of records, copies of grades, documents required as transfer credentials, and other similar documents within thirty (30) days from the filing of a written request together with other reasonable requirements.

The school shall strictly maintain the confidentiality of all school records.

Sec. 19. *Right to privacy.* – The right of students to the privacy of their communication and correspondence is affirmed and shall remain inviolable. This right to privacy also extends to the following:

- a) The public use of a student's name or likeness;
- b) A student's private affairs, including seclusion or solitude;
- c) Personal circumstances, whether facts or otherwise, especially those which are, from the point of view of the student, will cause him embarrassment when made public; and
- d) That information which might put any person in false light and destroy good repute.

Sec. 20. Ban on Firearms. – No person shall carry firearms or explosives in school campuses except if such person has the necessary permit to carry such firearm issued by appropriate government authorities by reason of his obligation to ensure peace and security of the school campus, such as that of a member of the Philippine National Police.

Sec. 21. School fees and other tariffs. – Contributions which do not pertain to the tuition or other fees, as well as to other fees allowed to be collected in this Act, shall prima facie be considered unnecessary and shall be prohibited from being collected.

To comply with student requests for information as provided in Section 18 of this Act, schools are prohibited from imposing fees beyond the actual cost of reproducing school

- records, official certificates, copies of transcript of records, copies of grades, and other
- 2 documents required as transfer credentials.

- No increase in tuition or other school fees shall be allowed unless:
  - a) A notice of increase specifying the particular fee to be increased is publicly announced and posted in conspicuous locations a year prior before the proposed increase is planned to take effect. The council of leaders and the student council or student government shall be directly notified about the proposed increase.
  - b) At least one (1) public meeting was held where students, the council of leaders, and the student council or student government has an open discussion with the school administration as regards the proposed increase. The head of the governing board shall be present during this public meeting. Parents of students may be allowed to attend. The conduct of the public meeting shall not be interpreted as denying the students a continuous consultation process as regards the proposed increase.
  - c) All documents pertaining to the proposed increase is made available to the student council or student government.
  - d) The presentation of a counterproposal or position of the student representative to the governing board has been conducted.
  - Sec. 22. *Implementing rules and regulations.* The Department of Education, Commission on Higher Education, Technical Education and Skills Development Authority, Commission on Human Rights, in coordination with the National Youth Commission, representatives of national student organizations and representatives of school administrations shall promulgate the necessary rules and regulations to implement the provisions of the Act within ninety (90) days from the approval of this Act.
  - Sec. 23. Administrative bodies and remedies. The CHED, DepEd, and TESDA are hereby vested with powers necessary to investigate and impose administrative penalties to ensure the enforcement of this Act. Any student, member of a student council or student government, or a national organization of student councils or student governments, or youth organization may file written complaints before the CHED, DepEd, and TESDA.

a) Upon a finding that a school is guilty of violating rights guaranteed under this Act, either CHED, DepEd, or TESDA, as the case may be, may cause the suspension or revocation of the license or permit to operate of any school, college, or university.

- b) The order of suspension or revocation of license or permit to operate may carry with it a fine of not less than two hundred thousand Philippine pesos (Php 200 000.00) but not more than five hundred thousand Philippine pesos (Php 500 000.00).
- c) If the person violating the provisions of this Act is a student or student organization, the CHED, DepEd, or TESDA, may issue a recommendation for the suspension or expulsion of the student or the suspension or revocation of the accreditation of the school organization.

Sec. 24. *Penal Provisions.* – Any person who shall willfully interfere with, restrain, or coerce any student in the exercise and enjoyment of rights guaranteed by this Act shall, upon conviction, be punished by imprisonment for not less than one (1) year but not more than five (5) years, or a fine of not less than fifty thousand Philippine pesos (Php 50 000.00) but not more than one hundred thousand Philippine pesos (Php 100 000.00), or both, at the discretion of the court.

If the offender is a juridical person, the penalty shall be imposed upon the president, treasurer, secretary or any officer or person responsible for the violation. If the offender is a public officer or employee, the Court shall, in addition to the penalties above, order his or her dismissal from government service.

Refusal of any government official, including those working in state colleges and universities, whose duty includes investigating or acting on any complaint for a violation of this Act to perform his or her duty shall be considered as gross negligence on the part of such official who shall suffer the appropriate penalty under civil service laws, rules, and regulations.

Any student whose rights have been violated as stipulated in this Act may file independent civil case for damages against the offending persons, natural or juridical. He or she shall be exempt from filing fees.

Sec. 25. Annual Report. – The CHED, DepEd, and TESDA shall monitor the implementation of this Act and shall submit an annual report of the results of its monitoring to the Office of the President and to the Philippine Congress.

Sec. 26. *Separability Clause.* – If, for any reason, any part, section, or provision of this Act is held invalid or unconstitutional, the remaining provisions not affected thereby shall continue to be in full force and effect.

Sec. 27. Repealing Clause.- All laws, decrees, executive orders, proclamations, rules and regulations, and other issuances, or part or parts thereof, including inconsistent provisions of the *Education Act of 1982*, which are inconsistent with the provisions of this Act, are hereby repealed, amended, or modified accordingly.

Sec. 28. *Effectivity Clause.* – This Act shall take effect immediately after the completion of its publication in the Official Gazette or at least two (2) newspapers of general circulation.

Approved,