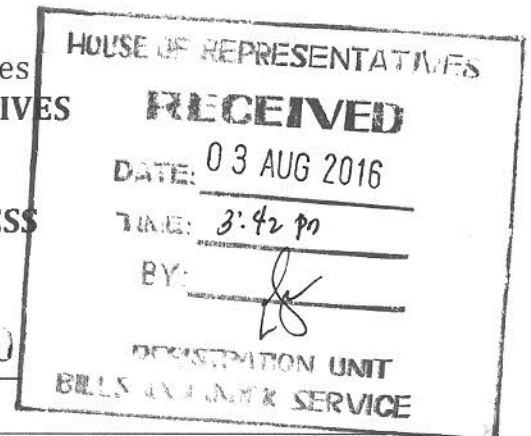


Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Manila

SEVENTEENTH CONGRESS
First Regular Session

House Bill No. 2440



Introduced by **REPRESENTATIVE ROSE MARIE 'BABY' J. ARENAS**

EXPLANATORY NOTE

In the 2015 annual survey of Transparency International, an internationally accepted yardstick, the Philippines ranked 95th out of 186 countries in the **Corruption Perceptions Index (CPI)** for **2015**, scoring 35/100. The index corruption shows the relative degree of corruption by ranking countries. While this is better than our **2010** ranking of 134th out of 178 countries, we went down 10 notches from our ranking of 85th out of 175 countries in **2014**.

The stark reality, however, remains the same – that ours is a society that has been crippled by corruption, in all forms – from simple theft, graft, bribery, embezzlement, to the complexities of the crime of plunder. Indeed, corruption happens in all levels of government and affects people from all sectors, and has become, sadly, a way of life for many of us.

The cost of corruption a year at P250 billion can buy us more than a million homes, can rehabilitate more than 5 million hectares of damaged farmlands, can build more than 500,000 classrooms, can pay for the annual health care of 210 million indigent families, or provide 50 million scholarship programs from the Commission on Higher Education.

The difficulty in combating corruption lies in its very nature of being committed behind closed doors and well beyond the purview of the public eye. This is where the importance of obtaining credible witnesses, with reliable information regarding the corrupt practices of government officials or employees comes into place.

The prosecution of high ranking officials for these misdeeds has brought the issue of corruption to the front and centre of public attention but because it has become endemic, a more radical approach has to be

developed to fight this disease, and this includes **expanding and institutionalizing the protection of whistleblowers.**

Whistleblowers are the best source of exposes and yet they are also the most vulnerable being subject to reprisals that affect all aspects of their life. The protection of whistleblowers is a key element in putting our drive against corruption into high gear.

This proposed legislation seeks to encourage whistleblowers to come out in the open to put an end to the corrupt acts of government officials and employees. At the same time, it aims to strengthen the present machinery in ensuring the **full protection and security of these brave witnesses against any form of retaliation or ostracism.** A rewards and benefits system will also be established in order to ensure the livelihood and welfare of these whistleblowers.

In order, however, to protect the public, a rigid procedure will also be enforced in order to prevent any abuse of the provisions of this Act as well as to prevent false testimonies that will only wreck more havoc into our society.

In view of the above premises, the immediate approval of this bill is urgently sought.


ROSE MARIE 'BABY' J. ARENAS

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AN ACT
PROVIDING FOR THE PROTECTION, SECURITY AND BENEFITS OF
WHISTLEBLOWERS, APPROPRIATING FUNDS THEREFOR AND
FOR OTHER PURPOSES

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

SECTION 1. *Short Title.* - This Act shall be known as the "Whistleblower Protection, Security and Benefit Act of 2014."

SEC. 2. *Declaration of Policy.* - Public Office is a public trust. It is the policy of the State to promote and ensure full accountability in the conduct of its officers and employees, and exact full retribution from those who shall engage in graft and corrupt practices. Towards this end, the State shall:

- (a) maintain honest and high standards of integrity in the public service;
- (b) safeguard the national interest through the investigation and prosecution of corrupt and erring public officials and employees; and
- (c) encourage and facilitate the disclosure of corrupt conduct and practices in the public service by providing protection, security and benefits to whistleblowers.

Nothing in this Act shall diminish or restrict the entitlement, receipt or enjoyment by a whistleblower of more or higher benefits provided under existing laws.

SEC. 3. *Definition of Terms.* - As used in this Act, the following terms are hereby defined as follows:

- (a) "***Acts constituting graft and corruption***" refer to 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, otherwise known as the "Anti-Graft and Corrupt Practices Act";

(2) Sections 7, 8 and 9 of Republic Act No. 6713, otherwise known as the "Code of Conduct and Ethical Standards for Public Officials and Employees";

(3) Republic Act No. 7080, entitled "An Act Defining and Penalizing the Crime of Plunder";

(4) Presidential Decree No. 46, entitled "An Making Punishable for Public Officials and Employee to Receive, and for Private Persons to Give, Gifts on Any Occasion, Including Christmas";

(5) Title VII of Book Two of the Revised Penal Code on "Crimes Committed by Public Officers".

(b) "**Council**" refers to the Whistleblower Benefits and Protection Council created pursuant to Section 29 of this Act.

(c) "**Employee**" refers to 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 an "employee" under the Labor Code.

(d) "**Employer**" refers to 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, hires an employee as defined in this Act.

(e) "**Government**" refers to the National Government and any of its subdivisions, agencies or instrumentalities, including government-owned and controlled corporations and their subsidiaries, and the Local Government Units.

(f) "**Informant**" refers to any person who has personal knowledge or access to data, events or information, of any conduct constituting graft and corruption as defined under this Act by public officer/s and employee/s, and who shall deliberately disclose of individual, collective or organized conduct constituting graft and corruption as provided in this Act.

(g) "**Program**" refers to the "Whistleblower Protection, Security and Benefit Program" which the Council shall formulate and implement pursuant to this Act.

(h) "**Public officer**" refers to any person holding any public office in the Government of the Republic of the Philippines by virtue of an appointment, election or contract.

(i) **"Whistleblower"** refers to an informant admitted into the Program of the Council in accordance with this Act and its Rules and Regulations.

(j) **"Reprisal"** refers to any negative or obstructive response or reaction to a disclosure made under this Act aimed at, pertaining to, or against a whistleblower or any of the members of the family and relatives up to the second degree of consanguinity or affinity, including but not limited to criminal, civil or administrative proceedings commenced or pursued against said whistleblower or any of the members of the family or relatives up to the second degree of consanguinity or affinity as well as reprisal in the workplace.

(k) **"Reprisal in workplace"** refers to any discriminatory conduct or policies against a whistleblower which affect promotion or job assignment including undue negative performance appraisal, unusual and unwarranted close monitoring by supervisors, unwarranted criticisms or avoidance by co-employees, blacklisting from other job opportunities or prejudicial transfers by reason of a disclosure made under this Act.

SEC. 4. Coverage - Conduct constituting graft and corruption, whether commenced or consummated before the effectivity of this Act, refers to any conduct, act or omission of public officers and/or employees solely, or in cooperation or conspiracy with private persons which are covered by, or amount to violations of Presidential Decree No. 46; Republic Act No. 3019; Sections 7, 8 and 9 of Republic Act No. 6713; Republic Act No. 7080; and Title VII of Book Two of the Revised Penal Code on "Crimes Committed by Public Officers".

SEC. 5. Admission to the Program. - Informants, whether from the public or private sector, may be admitted into the Program by the Council: *Provided*, that all the following requisites concur:

- (a) The disclosure is voluntary, in writing and under oath;
- (b) The disclosure relates to acts constituting graft and corruption under Section 3(a) of this Act;
- (c) Such disclosure is necessary for an effective and successful investigation or prosecution, or essential for the acquisition of material evidence not yet in the possession of the Whistleblower's Protection Council;
- (d) The information given by the informant can be corroborated; and
- (e) The information disclosed leads to a successful gathering of evidence and/or conduct of investigation sufficient to sustain the filing of criminal, administrative or civil cases.

SEC. 6. Necessity of Testimony. - The testimony of a whistleblower in court shall not be necessary for the entitlement to the protection, security and benefits under this Act, subject to the provision of Section 17 herein. In the event that the whistleblower's testimony is determined by the Council to be necessary and

indispensable to the success of an investigation or the prosecution of a case, the whistleblower shall as far as practicable be placed under the Witness Protection Program in accordance with Republic Act 6891, otherwise known as the "Witness Protection, Security and Benefit Act".

SEC. 7. Memorandum of Agreement with the Whistleblower. - As a pre-requisite to the admission into the Program and availment of the protection, security and benefits under this Act, a whistleblower shall enter into a *Memorandum of Agreement* with the Whistleblower's Council which shall set forth the whistleblower's responsibilities including the following:

(a) To provide information to and testify before all inquiries, in aid of legislation, and before any law enforcement official concerning any appropriate proceeding in connection with or arising from the disclosure of acts constituting graft and corruption

(b) To avoid a commission of a crime involving moral turpitude;

(c) To take all necessary precautions to avoid detection by others of the facts concerning the protection provided under this Act;

(d) To cooperate with respect to all reasonable requests of officers and employees of the government who are providing protection under this Act; and

(e) To regularly inform the appropriate program official of the whistleblower's current activities and address.

SEC. 8. Breach of the Memorandum of Agreement. - Substantial breach of the *Memorandum of Agreement* shall be a ground for the immediate termination of the protection and benefits provided under this Act. The Council shall send notice to a whistleblower concerned, stating therein the reason for such termination. In view thereof, a whistleblower shall be afforded reasonable time to take appropriate and necessary protection and security measures.

In addition, the whistleblower shall return all the financial rewards received pursuant to Section 17 of this Act.

SEC. 9. Protection against other Actions. - A whistleblower or an informant who has made a disclosure under this Act shall not be subject to any liability in any proceeding. Any disclosure made or any document submitted to the Council shall be inadmissible in evidence against the whistleblower.

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

SEC. 10. Defense of Privileged Communication. - A whistleblower or the informant 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 the disclosure or information given to the proper authorities.

Any information given to the Council by the whistleblower or informant shall be privileged communication.

SEC. 11. Confidentiality. - Except as allowed by this Act, during and after a disclosure, and throughout and after any proceeding taken thereafter, a whistleblower or an informant is entitled to absolute confidentiality about:

- (a) Whistleblower's identity;
- (b) The subject matter of the disclosure; and
- (c) The person to whom such disclosure was made.

There shall be no such confidentiality of identity if a whistleblower or an informant makes a public disclosure of a conduct constituting graft and corruption unless, notwithstanding such public disclosure, the whistleblower has taken means and measures obviously intended to preserve anonymity.

SEC. 12. No Breach of Duty of Confidentiality. - A whistleblower or an informant who has made a disclosure under this Act, on whom a provision of law, regulation, issuance, practice or other convention, imposes a duty to maintain confidentiality with respect to any information disclosed, is considered not to have committed a breach thereof.

SEC. 13. Confidential Information. - No person to whom a disclosure has been made or referred shall divulge any information that may identify or tend to identify a whistleblower or informant or reveal the subject matter of such disclosure, except under the following circumstances:

- (a) The whistleblower or the informant consents in writing prior to a disclosure of an information;
- (b) The disclosure is indispensable and essential as determined by the Council, 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 in his official capacity.

SEC. 14. Protection against Disciplinary Action or Reprisals. - A whistleblower 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 reprisals in a workplace or prejudicial conduct towards a whistleblower, such as: discriminatory actions behind policies and procedures, unwarranted reprimand, punitive transfers, malicious referral to a psychiatrist or counselor, and unfounded or baseless poor performance reviews. Other prejudicial actions include obstruction of an investigation, withdrawal of essential resources, undue reports and the attachment of false personnel file or notes.

To this end, any employer who shall discourage and impose sanctions or 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 the whistleblower 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 provision of this Act shall likewise be protected from reprisals and retaliatory action in the workplace.

For purposes 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 Council, within a period of thirty (30) days from the date when the whistleblower last reported for work: *Provided further*, That an employer shall have the option to remove said whistleblower from employment after securing a clearance from the Council 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 No. 6981.

SEC. 15. *Security and Protection of a Whistleblower* - When determined to be necessary and appropriate by the Council, a whistleblower, even if the disclosure is made in confidence, shall be entitled to personal security. For this purpose, the Council may request any law enforcement agency for assistance. Should, at anytime, the identity of the whistleblower be revealed, or anonymity compromised, the whistleblower may, upon the recommendation of the Council, be placed under the coverage of the Witness Protection Program in accordance with R. A. No. 6981, in addition to the other benefits under this Act.

SEC. 16. *Confidentiality of the Proceedings* - All proceedings before the Council involving application and/or enjoyment of the benefits under this Act, 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 Council, and provided such disclosure shall not endanger the life of a whistleblower.

SEC. 17. *Financial Rewards for Whistleblowers* - The whistleblower shall be entitled to a corresponding monetary reward in accordance with the following stages:

Stages	If the case is susceptible of pecuniary estimation	If the case is not susceptible of pecuniary estimation
Upon admission into the program	P 200,000.00	P 100,000.00
Upon filing of the case with the Office of the Ombudsman	P 100,000.00	P 50,000.00

Upon completion of the testimony of the whistleblower	P 100,000.00	P 50,000.00
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For cases susceptible to pecuniary estimation, such as 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 actual amount recovered by final judgment.

SEC. 18. *Return of the amount received as financial rewards.* - A whistleblower admitted into the program who deliberately and voluntarily gives false or misleading information in connection with conduct constituting graft and corruption as defined under this Act or who unjustifiably recants testimony shall, in addition to the penalties provided in Section 21 and Section 22 of this Act, be required to return all the amounts received as financial rewards.

SEC. 19. *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 or informants, including the obligations of employers under this Act. Such abstract shall be provided in the rules and regulations to be promulgated pursuant to Section 31 of this Act.

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

SEC. 20. *Credibility of a Whistleblower.* - In all cases, the fact of the entitlement of the whistleblower to the protection and benefits provided in this Act shall not be admissible in evidence to diminish or affect the whistleblower's credibility.

SEC. 21. *Penalty for Giving False and Misleading Information.* - The penalty of imprisonment of not less than the penalty imposed upon the person against whom the false and misleading information and/or disclosure has been made shall be imposed upon a whistleblower who deliberately and voluntarily gives false or misleading information in connection with acts constituting graft and corruption under this Act. If the offender is a public officer or employee, the penalty of dismissal from the service and the accessory penalty of perpetual absolute disqualification from holding public office shall be also be imposed. In addition, the offender may be held criminally and civilly liable under existing laws.

SEC. 22. *Penalty for Coercing, Inducing or Compelling an Informant or Whistleblower to Give False and Misleading Information.* - The penalty of imprisonment of not less than the penalty imposed upon the person against whom the

information and/or disclosure has been made shall be imposed upon any person who coerces, induces, compels an informant or whistleblower to give false or misleading information in connection with acts constituting graft and corruption under this Act. If the offender is a public officer or employee, the penalty of dismissal from the service and the accessory penalty of perpetual absolute disqualification from holding public office shall be also be imposed. In addition, the offender may be held criminally and civilly liable under existing laws.

SEC. 23. *Penalty for Unjustified Recantation.* – The unjustified recantation of testimony by a whistleblower shall constitute an offense and shall be punishable by a penalty of imprisonment of not less than four (4) years but not more than six (6) years.

SEC. 24. *Penalty for Reprisal against Whistleblower.* – The penalty of imprisonment of not less than (6) years but not more than twelve (12) years or a fine of not more than One Hundred Thousand Pesos (Php100,000.00) or both at the discretion of the court shall be imposed upon any person who shall commit any act of reprisal as defined in this Act against a whistleblower 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 any proceeding for the revocation of a parole or probation; and

(e) Performing and enjoying the rights and benefits under this Act or attempt to do so:

In addition, the penalty of dismissal from the service and the accessory penalty of perpetual absolute disqualification from holding public office shall be imposed upon an offender who is a public officer or employee.,

SEC. 25. *Penalty for Violation of Confidentiality.* -- The penalty of imprisonment of not less than six (6) months but not more than six (6) years shall be imposed upon any person who shall violate the protection of confidentiality of a protected disclosure under Sections 10, 11, 13 and 16 of this Act. The penalty of dismissal from the service and the accessory penalty of temporary absolute disqualification from holding public office shall also be imposed upon an offender who is a public officer or employee. In addition, the offender shall be civilly liable to indemnify the whistleblower or informant in such amount of damages as may be awarded and deemed reasonable by a competent court.

SEC. 26. *Penalty for Reprisal in the Workplace.* – The penalty of imprisonment of not more than six (6) years but not more than twelve (12) years shall be imposed upon any person who shall commit any act of reprisal in a workplace as defined in this Act, against an employee who is a whistleblower or believed or suspected to be one. The penalty of dismissal from the service and the accessory penalty of temporary absolute disqualification from holding public office shall also be imposed upon an offender who is a public officer or employee. In addition, the offender shall be civilly liable to indemnify the whistleblower in such amount of damages as may be awarded and deemed reasonable by a competent court.

Toward this end, an aggrieved whistleblower shall be entitled to the provisional remedy of injunction against any reprisal 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.

SEC. 27. *Penalty for Discriminatory Hiring.*– The penalty of imprisonment of not more than six (6) months shall be imposed upon any person or employer who shall deny a qualified applicant for employment, or who shall reject an application for employment solely on the ground that an applicant is a whistleblower or informant for the State. If the offender is a corporation, partnership, association, or any juridical person, the penalty shall be imposed upon the owner, president, partner, manager, and/or any responsible officer who participated in the commission of the offense.

The penalty of dismissal from the service and the accessory penalty of suspension of the right to hold public office shall also be imposed upon the offender who is a public officer or employee.

In addition, the offender shall be civilly liable to indemnify the whistleblower in such amount of damages as may be awarded and deemed reasonable by a competent court.

SEC. 28. *Failure of an Employer to Post Abstract.* - The failure to post an *Abstract* required under Section 19 of this Act shall constitute an offense and shall be punishable with a fine of One Hundred Thousand Pesos (Php 100,000.00) for the first offense. The amount shall be doubled for every succeeding offense, and punishable with imprisonment of not more than six (6) months at the discretion of the court. For this purpose, the president, general manager, or head of agency, office or bureau shall be held criminally liable and shall suffer the accessory penalty of suspension of the right to hold public office.

SEC. 29. Failure to Act or Report to the Council. - Any person under obligation to report a disclosure under this Act to the Council, who fails to do so within a period of two (2) months, or who fails to act thereon or cause an investigation thereof, shall be held liable and shall suffer the penalty of not more than one (1) month imprisonment or a fine of not more than Fifty Thousand Pesos (Php 50,000.00) at the discretion of the court.

SEC. 30. Whistleblower Benefits and Protection Council. - A Whistleblower Benefits and Protection Council is hereby created composed of the Overall Deputy Ombudsman as Chairperson, and the following as members:

- a) Prosecutor General, DOJ;
- b) Chief Public Attorney, DOJ;
- c) Special Prosecutor, Ombudsman;
- d) Witness Protection Program Director of the Department of Justice;
- e) Executive Director, Anti-Money Laundering Council;
- f) Director, Legal Service, Philippine National Police, in case the respondent is a member thereof;
- g) The Judge Advocate General of the Armed Forces of the Philippines, in case the respondent is a member thereof;
- h) A representative from the Civil society/NGO involved in anti-corruption and good governance to be appointed by the Chairperson of the Council, upon the recommendation of the members thereof;
- i) A representative from the business sector to be appointed by the Chairperson of the Council upon the recommendation of the Philippine Chamber of Commerce and Industry.

SEC. 31. Powers and Functions of the Council. - In addition to its powers and functions under existing laws, the Council shall have the following powers and functions:

(a) Monitor, coordinate and evaluate all efforts relative to the implementation and enforcement of the provisions of this Act;

(b) Evaluate the disclosure and qualification of whistleblowers or informants for coverage within this Act, and make the appropriate decision on their admission to the Program and their entitlement to the benefits extended herein: Provided, That the Council shall render its decision on the admission of an informant to the Program and the latter's entitlement to the benefits under this Act within fifteen (15) days from receipt of the informant's application and evidence;

(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 to 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 purposes 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 any other government agency or public official to assist in the effective implementation and enforcement of this Act; and

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

SEC. 32. *Creation of the Whistleblower Protection Service.* – A protection program for the benefit and protection of the whistleblowers in pursuit of the provisions of this Act, and which is called the Office of the Ombudsman's Whistle Protection Service (WPS), is hereby created. The WPS shall be controlled and administered by the Office of the Ombudsman and shall serve as the Secretariat of the Whistleblower's Protection Council.

The WPS shall be responsible for receiving and processing the application for admission of an informant together with the evidence, and transmitting the same within fifteen (15) days from receipt thereof for assessment and evaluation of the Council.

SEC. 33. *Construction of Provisions.* – In case of doubt, any provision of this Act shall be construed in favor of the admission of the informant or whistleblower.

SEC. 34. *Appropriations.* -- The amount necessary to carry out the provisions of this Act shall be included in the Annual General Appropriations.

SEC. 35. *Implementing Rules and Regulations.* – Within fifteen (15) days from the effectivity of this Act, the Council 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.

SEC. 36. *Separability Clause.* – If any portion or provision of this Act or the application thereof shall be declared invalid or unconstitutional, the validity of other parts or provisions not affected thereby shall continue to be in full force and effect.

SEC. 37. *Repealing Clause.* -- All laws, decrees, executive issuances, rules and regulations inconsistent with this Act are hereby repealed or modified accordingly.

SEC. 8. *Effectivity Clause.* - This Act shall take effect after fifteen (15) days following its complete publication in two (2) newspapers of general circulation.

Approved,