

A Free Webinar

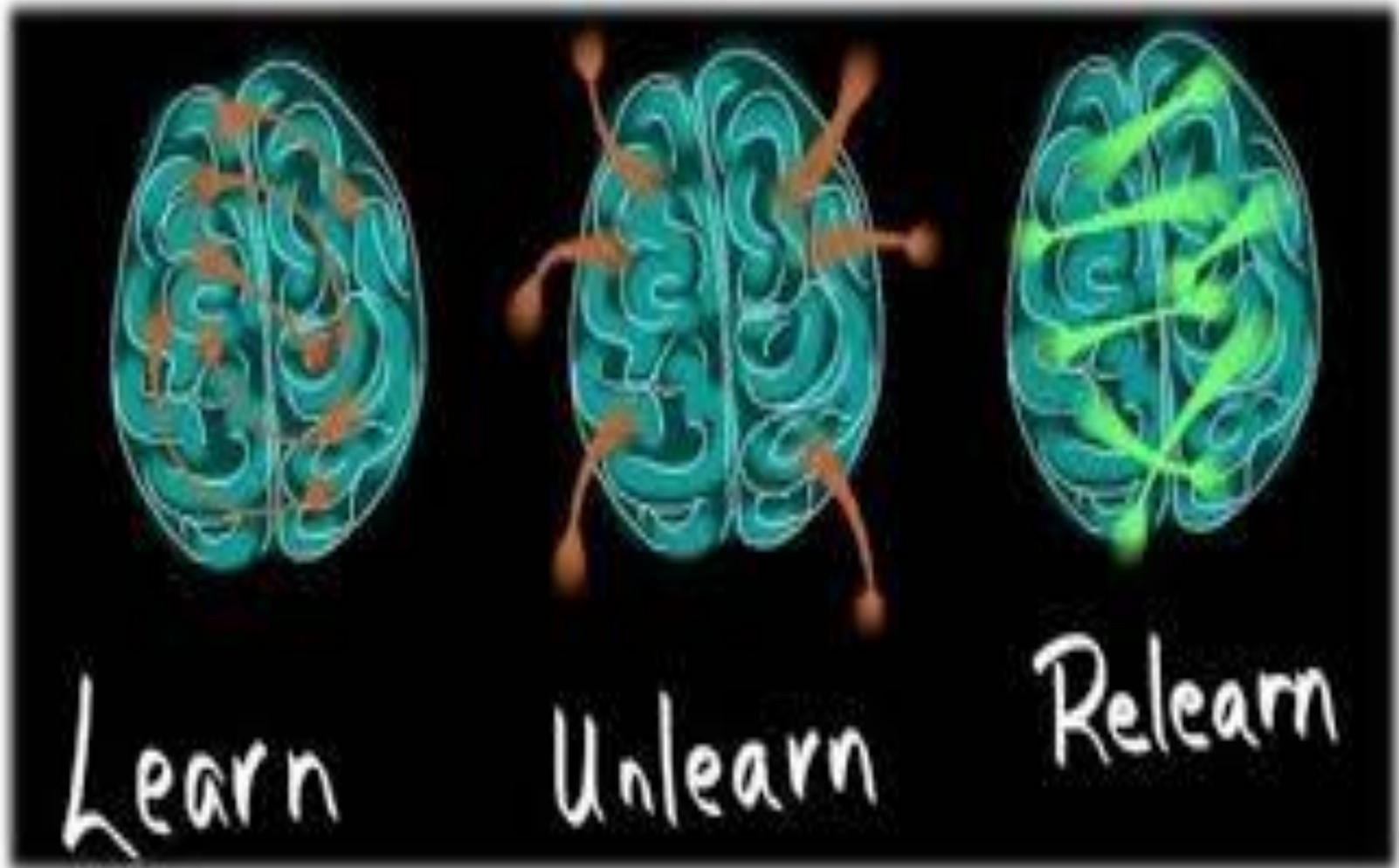
# **Administrative Agencies under the Bayanihan Act**

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*Saturday, May 30, 2020*

# Be “Better Normal”-Ready



# 7 Topics

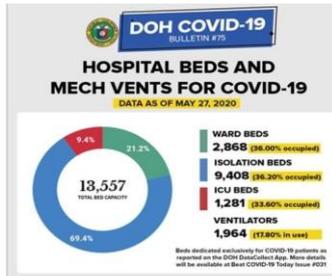
1. Context
2. Administrative Law
  - a) Defined
  - b) Relevant Administrative Laws
3. Administrative Agencies (AAs)
  - a) Defined and Classified
  - b) Bayanihan Act-Empowered AAs Listed
  - c) Charter Requirements
4. Relationships and Conflict-Resolution
5. Valid Delegation to AAs
6. Powers of AAs
  - a) Investigate
  - b) Quasi-Legislative
    - i. List of Bayanihan Act-Related Rules
  - c) Quasi-Judicial and Administrative
  - d) Police Power
7. Judicial Review and Defenses

# “New Normal” Today



[ REPUBLIC ACT No. **11469** ]

AN ACT DECLARING THE EXISTENCE OF A NATIONAL EMERGENCY ARISING FROM THE CORONAVIRUS DISEASE 2019 (COVID-19) SITUATION AND A NATIONAL POLICY IN CONNECTION THEREWITH, AND AUTHORIZING THE PRESIDENT OF THE REPUBLIC OF THE PHILIPPINES FOR A LIMITED PERIOD AND SUBJECT TO RESTRICTIONS, TO EXERCISE POWERS NECESSARY AND PROPER TO CARRY OUT THE DECLARED NATIONAL POLICY AND FOR OTHER PURPOSES



Manila Public Inf...  
@ManilaPIO



**BREAKING:** The entire first district of the City of Manila will be placed under a 48-hour hard lockdown from 5:00 am on Sunday (May 3) until 5:00 am on Tuesday (May 5). #AlertoManileno #COVID19PH



# Presidential Extraordinary Powers

**Emergency**  
*(national  
emergency and  
national policy)*

**Take-Over**  
*(national  
emergency and  
public interest)*

**✘ Operate Vital  
Industries**  
*(national welfare)*

**✘ Total  
Nationalization**  
*(national welfare)*

- Pursuant to the 1987 Constitution
- Bayanihan Act is operative and presumed constitutional
- Faithful Execution Clause
- Temporary: 3 months from March 25, 2020

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1. Context
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# 1<sup>st</sup> Question

Can the Metropolitan Manila Development Authority (MMDA), through an ordinance, compel private subdivisions to allow non-residents to use their roads?

Yes       No

# Fundamental Question

1. Can or should an Administrative Agency undertake a particular activity or exercise a certain power?
2. What are Dos and Don'ts?
3. Are there powers AAs can exercise under extraordinary times, and not during ordinary times?

Not 1-size fits all, depends on:

- Charter/ Law
- Mandate
- General Welfare
- Jurisdiction
- Compliance or Non-Violation of Laws

# Even under Extraordinary Times

Administrative Agencies cannot:

- Violate the Constitution and laws (since they are delegates)
- Enact laws (but can issue rules), except LGUs
- Resolve disputes (unless allowed)
- Be exempt from judicial reach

# Administrative Law

- **Definition:** All laws and policies that regulate or control the administrative *organization and operations* of the government through *administrative agencies (AAs)*
- **Classifications:**
  1. Internal and External Administration
  2. Law that Controls (Charter) and those issued by Administrative Agencies (Rules)
  3. Substantive and Procedural Administrative Law
  4. General and Special Administrative Law
  5. Geographical and Functional Jurisdiction

# 7 Relevant Administrative Laws

1. 1987 Philippine Constitution
2. Bayanihan to Heal as One Act (RA 11469)
3. 1987 Administrative Code (EO 292)
4. 1991 Local Government Code (RA 7160)
5. Mandatory Reporting of Notifiable Diseases and Health Events of Public Health Concern Act (RA 11332)
6. Customs Modernization and Tariff Act (RA 10863)
7. Charters of AAs and Rules issued by them

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# Administrative Agencies (AAs)

“4<sup>th</sup> Branch”

Public Offices

Legal Persons

Delegates/  
Agents/  
Subordinates

Fusion of  
Powers

Duty-Holders

*Include boards, commissions, departments, bureaus, offices, authorities, government corporations, government instrumentalities and local governments*

# AA Categories

## ***Creation***

- Constitution
- Congress
- Executive
- AA themselves

## ***Geographical***

- National: NGAs
- Local: LGUs

## ***Capital Structure***

- GOCC
- GI

## ***Functional***

- Offers gratuities, grants or privileges
- Performs specific governmental functions
- Undertakes public service
- Regulates businesses affected with public interest
- Exercises police power to regulate private businesses
- Resolves controversies

# Trivia

How many AAs do we have in the Philippines? Close to ...

- a) 1,000
- b) 2,000
- c) 10,000
- d) 50,000

# Bayanihan Act-Empowered AAs

## ***Coordinative***

- IATF
- LGUs

## ***Health***

- DOH
- Philhealth
- FDA
- Public Health Facilities
- Lung Center
- UP/ PGH
- Rodriguez Memorial

## ***Employees' Welfare***

- DOLE
- GSIS
- SSS
- Pag-Ibig

## ***Economy/ Funds***

- (DOF)
- (DBM)
- (NEDA)
- BIR
- BOC
- GFIs
- GOCCs/ Gl

## ***NGAs***

- DTI
- DA
- DEPED
- DSWD
- (DPWH)
- (DOT)
- (DICT)

## ***Procurement***

- (COA)
- (GPPB)

## ***Transport/ Security***

- (DOTr)
- (MMDA)
- (AFP)
- (PNP)

*Other AAs continue to function*

# Charter: Enabling Instrument

1. Name
2. Principles/ Mandate/ Results
3. Purpose/ Specialization
4. Powers/ Functions
5. Duties/ Responsibilities
6. Relationship/ Accountability
7. Jurisdiction/ Territory
8. Structure/ Size
9. Budget/ Capitalization
10. Life/ Dissolution

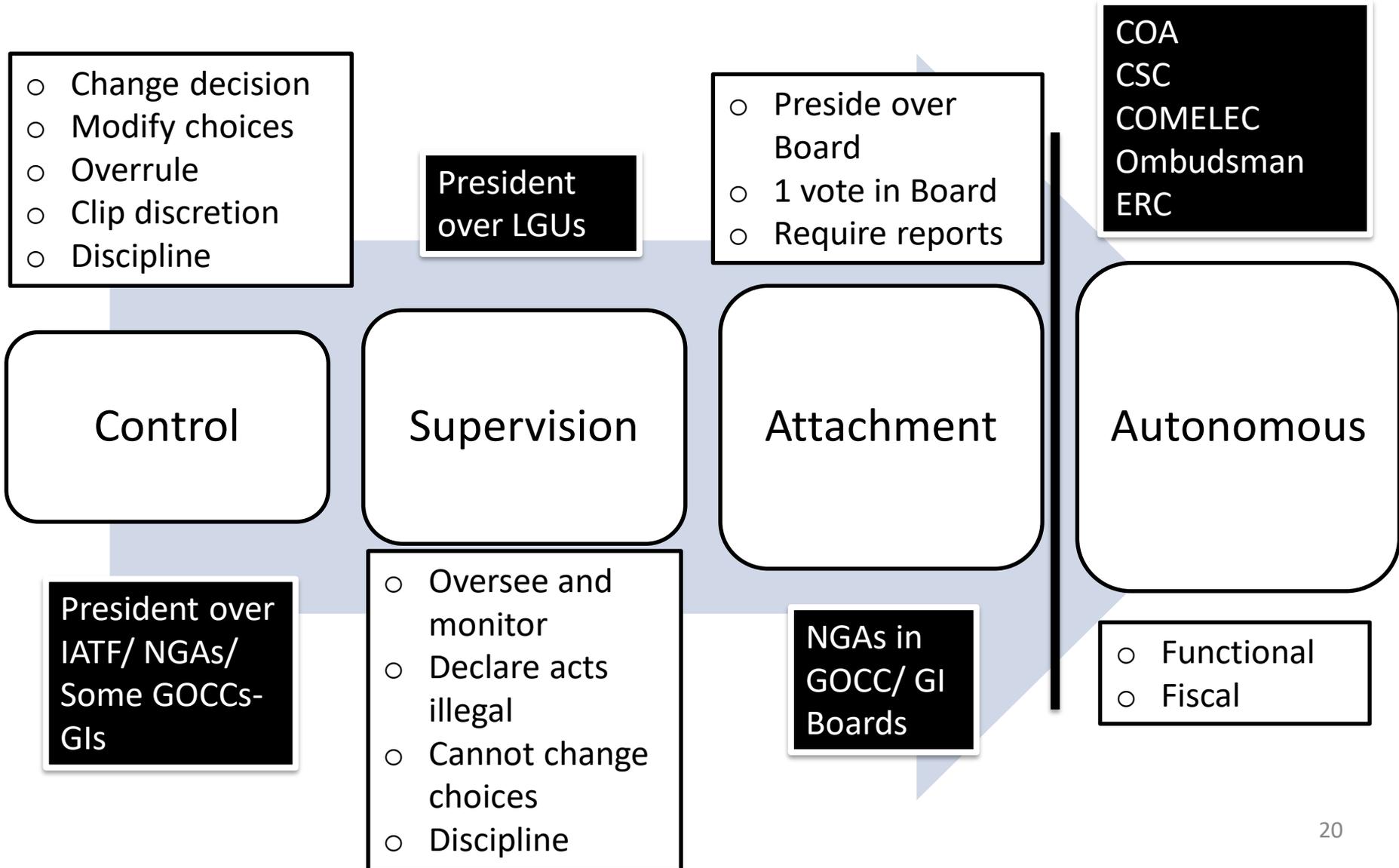
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# True or False

The Department of Interior and Local Government can direct LGUs to postpone the collection of local taxes and fees wherein the deadline is prescribed in the 1991 Local Government Code.

# Administrative Relationship



# Conflict-Resolution

1 <sup>st</sup> Party	2 <sup>nd</sup> Party	Outcome
President	NGAs, IATF	President ( <i>since control</i> )
NGA Heads	Bureaus	NGA Heads ( <i>since control</i> )
NGAs	GOCC/GI	<i>if attachment: Majority Vote of Board</i>
OP/ NGAs	GOCC/GI	<i>if control: OP/ NGAs</i>
OP/ NGAs	LGUs*	<i>NGA Defined Area: NGA (“enhanced supervision”)</i>
OP/ NGAs	LGUs*	<i>Undefined Area: LGU (cooperate)</i>
Higher LGU	Lower LGU	Higher LGU can declare illegal
GOCC/ GI	GOCC/ GI	Higher resolves/ what law provides

\* = *Under Bayanihan Act*

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# Powers

Delegated (no  
inherent)

Subordinate  
Legislation

Mandate-  
Driven

Liberal  
Interpretation

(1)  
**Completeness**

(2)  
**Sufficient Standards**

**Valid Delegation**

**RA 11469**

- Authorized powers enumerated
- “reprogram, reallocate and realign from savings”
- “move statutory deadlines”
- “penalties”

**RA 11332**

- “declare epidemics”
- “regularly update list”
- “prohibited acts”

**RA 11469**

- “public health emergency” xxx “due to COVID 19”
- “loss of lives and disruption to the economy”
- “public interest”
- “Bill of Rights”

**RA 11332**

- “health of people”
- “efficient and effective disease surveillance”

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# Menu of AA Powers

Investigate-  
Protect-Compel

Administrative/  
Executive

Quasi-  
Legislative

Quasi-Judicial

Police Power

Others/  
Corporate

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# Investigate-Protect-Compel

- Cease and Desist
- Preventive Suspension
- Abatement of Nuisance
- Withdraw Privilege

Informational

Preventive/  
Protective

Coercive/  
Penal

Express/ Implied in Charter

- Fact-Finding
- Clearance
- Ocular Inspection
- Visitorial
- Investigate anomalies
- File cases

Express in Charter

- Contempt
- Subpoena
- Search & Seizure

## Another one

All AAs have the authority to issue a cease and desist order to a private entity.

- a) Yes
- b) No
- c) Depends

# Cease and Desist Orders

Depending on Charter/ law:

- Mandate/ purpose of AA defines object of CDO
- Power can be express or implied
- Can be an incident of administrative or quasi-judicial proceedings
- Can be done *motu proprio*, *ex parte* or after notice and hearing (pre- or post-issuance)
- Observe pre-conditions (e.g. show cause order)
- Subject to administrative reversal and/ or judicial review

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# Law vs. Rule

## Law (Congress/ LGUs)

- Why of law (purpose/ policy)?
- Who covered (not covered)?
- What are:
  - Scope? Boundaries?
  - Limitations? Exclusions?
  - Acts? Rights?
  - Classes? Categories?
  - Obligations? Requirements?
  - Standards? Conditions?
  - Offenses? Penalties?
- When take effect?

## Rule (AAs)

- How implemented?
- What are details?
- When take effect (if parameter/ condition in law)?

# 6 Types of Rules

Supplementary/  
Implementing

Procedural

Penal

Contingent

Interpretative/  
Opinions

Internal

*Which of these:*

- can be issued without an express authority?*
- must these be published in order to become effective?*

# Types of Rules

<i>Type</i>	<i>Grant</i>	<i>Publication</i>
<b>Supplementary/ Implementing</b>	Express (E) or Implied (I)	Required
<b>Interpretative</b>	E or I	Not Required
<b>Contingent</b>	E	Required
<b>Penal</b>	E	Required
<b>Procedural</b>	E or I	Required
<b>Internal</b>	E or I	Not Required

# Rule-Type and Examples

## ***Supplementary or Implementing***

*IATF: Guidelines on Community Quarantine*

*DOH IRR (RA 11332): Mandatory Reporting of Notifiable Diseases*

*DOH Administrative Order: Guidelines to Securing COVID-19 Testing Laboratory*

*DOH Administrative Order: Grant of 20% Discount on Purchase of Vitamins and Mineral Supplements by Senior Citizens*

*DTI-DOLE Interim Guidelines: Workplace Prevention and Control of COVID 19*

*DOLE Advisory: Non-Inclusion of CQ in 6-Month Probationary Period*

*DILG-DOH Memorandum Circular: Management of Human Remains*

*DTI Memorandum Circular: Operation of Malls and Shopping Centers*

*DTI Circular: Concessions on Residential Rents*

*SSS-DOF-BIR Joint Memorandum Circular: Small Business Wage Subsidy*

*BSP IRR: 30-day Grace Period for Loans*

# Rule-Type and Examples

## ***Supplementary or Implementing***

*DOH-NPC Memorandum Circular: Privacy Guidelines on COVID-19 Related Data*  
*DOLE Advisory: Flexible Work Arrangements*

*BLGF-DOF Department Circular: Extension of Deadlines for Local Taxes and Fees*

*DSWD Memorandum Circular: Assistance to Individuals in Crisis Situations*

*SEC Memorandum Circular: Filing of GIS; Authentication of AOIBL*

*BIR/DOF Revenue Regulation: Extension ITR Filing*

*DPWH Department Order: Construction Safety Guidelines*

*DEPED Department Order: August 2020 opening of classes*

*BIR Memorandum Circular: POGO Resumption*

*LTFRB Memorandum Circular: Operation of Transport Network Vehicle Service and Taxis; and Buses*

# Rule-Type and Examples

<p><b><i>Procedural</i></b></p>	<p><i>DOH-DTI-DA-DOJ-DILG-BOC Joint Circular: Seizure of COVID-Necessary Goods</i></p> <p><i>SEC: Authentication of Articles of Incorporation</i></p> <p><i>IC Circular: Electronic Filing of Complaints</i></p> <p><i>DAR Circular: Suspension of Agrarian Proceedings</i></p> <p><i>COMELEC Resolution: Interruption of Periods and Conduct of Proceedings</i></p> <p><i>PCC Administrative Order: Interruption of Periods</i></p>
<p><b><i>Penal</i></b></p>	<p><i>Customs Modernization and Tariff Act: Violation of Rules</i></p> <p><i>DOF IRR: Violation of Grace Periods</i></p> <p><i>DPWH Department Order: Violation of Construction Safety Guidelines</i></p> <p><i>ERC: Violation of Rules</i></p> <p><i>LLDA: Violation of Rules</i></p>
<p><b><i>Contingent</i></b></p>	<p><i>DOH AO: Inclusion of COVID 19 as Notifiable Disease</i></p>

# Rule-Type and Examples

## ***Internal***

*DOH Memorandum: Revised Criteria for Discharged and Recovered Patients*

*DBM Budget Circular: Adoption of Economy Measures*

*DICT Circular: Use of Updated Versions of Cryptographic Protocols*

*DILG/ DBM Memorandum Circular: Guidelines for use of 20% Share in National Tax*

*DILG Circular: Prohibition on Mandatory Testing for Returning Workers*

*DOF/ DBM: Collection of Pooled Resources for Social Amelioration*

*DENR Memorandum: Lifting of Suspension of the Transportation of All Forest Products and Wildlife*

*COA/ GPPB Circular: Emergency Procurement*

*CSC: Deadline of Submission of SALNs*

*CSC Memorandum Circular: Alternative Work Arrangements*

*LTO Memorandum: Non-collection of penalties*

*BSP Memorandum: Regulatory Relief for BSP-Supervised Financial Institutions*

# Rule-Type and Examples

## ***Interpretative or Opinions***

*DOF*: COVID impact worse than expected

*NEDA*: “Despite these challenges, we are still well positioned to recover strongly because of our country’s solid macroeconomic and fiscal management.”

*PSA*: Contraction of Philippine Economy by 0.2%

*DOF*: Deeper contraction in Q2

*NEDA*: Urges Intensifying Efforts to Boost Trade

*DOJ*: NTC CDO is immediately executory and reversible by President; Can issue provisional authority on equitable grounds

*OSG*: NTC only following the law on CDO issuance

*DILG*: SAP fund distribution may be extended anew

*ARTA Advisory*: Accreditation of Testing Laboratories

# Ordinances/ Executive Orders

- State of Calamity
- Quarantine
- Hard Lockdown
- Calibrated Lockdown
- Curfew
- Closures of Malls/  
Establishments
- Anti-Discrimination
- Anti-Hoarding/ -  
Profiteering
- Anti-Spitting
- Requiring Face Masks
- Liquor Ban
- Financial Assistance
- Supplemental Budget
- Tax Amnesty
- Waiver of Fees
- Regulation of Tricycles
- Loan for relief goods

# 12 Rules on Rule-Making

1. Executive in nature
2. Force and effect of law and must be followed
3. Subordinate legislation
4. Presumed valid
5. Issued by authority of law
6. Subject within jurisdiction/ authority
7. Notice and hearing not required (*unless law requires and material change*)
8. Pass reasonableness test
9. Operative upon publication
10. Prospective in application
11. Subject to repeal and amendment (*unless vested or contractual rights involved*)
12. Subject to judicial review (*unless business judgment*)

# Invalid Exercise

## *Law*

Creates

Strict Requirements

No Requirement

Stated Requirement

Enumeration Exclusive

No Classification

Limited Application

Fixed Period

Continue Practice

Grant Power

## *Rule*

Abolishes

Liberalizes Requirements

Imposes Requirement

Alters/ Deletes Requirement

Adds/ Deletes Requirement

Discriminates/ Classifies

Expands Application

Changes Period

Discontinues Practice

Nullifies Power

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# Question

In issuing a franchise or license, describe the proceedings. Is it ...

Administrative

Quasi-Judicial

# 2 Proceedings of AAs

## Administrative

- direct implementation of laws to ascertain facts as a consequence of regulation; or
- an undertaking to gather facts needed to pursue a further legal action or remedy in the case of investigation
- notice and hearing not required unless law requires and if particular and immediate

## Quasi-Judicial

- Resolving a controversy or dispute in favor of a party
- Rendering an order or decision supported by the facts proved
- Determining what the law is; what the legal rights and obligations of the contending parties are; and based thereon and the facts obtaining, the adjudication of the respective rights and obligations of the parties
- Observing due process

# Examples

## Administrative

- DOH: List of Notifiable Diseases
- DSWD: Emergency Subsidy Program
- DILG: Investigation of Complaints
- DENR-EMB: Issuance of Special Permit to Transport Hazardous Wastes
- FDA: Authorizations and Licenses to Operate
- SSS: Grant of Small Business Wage Subsidy
- BOC: Seizure of COVID 19-Necessary Goods
- PPA: Issuance of Certificate of Entry/ Withdrawal Permit
- PACC: Investigation of Complaints
- NTC: Grant of license/ franchise
- PCC: Clearance for M&As

## Quasi-Judicial

- DTI: Violation of Consumer Act
- COMELEC: Election Protests
- IC: Statement of Claims
- ERC: Capital Expenditure
- Ombudsman: Disciplinary Actions
- LLDA: Pollution-related
- Higher LGU: complaint against local elective officials

# 12 Rules on Quasi-Judicial

1. Power expressly given
2. Jurisdiction defined by Charter (*not by AA or parties*)
3. Questions of fact and/ or law
4. Non-delegable (*reception of evidence can be sub-delegated*)
5. Follow procedural rules
6. Due process – Notice and Hearing required (*absence curable*)
7. Impartial Tribunal
8. Substantial Evidence (*not bound by technical rules; must have some proof of authenticity*)
9. Decision needed (*need not be full blown like in courts*)
10. Counsel dispensable
11. Subject to Judicial Review
12. Courts accord great respect

# Quasi-Legislative - Quasi-Judicial

<i>Subject</i>	<i>Quasi-Judicial</i>	<i>Quasi-Legislative</i>
Grant	E	E or I
Parties	Particular	All/ Sectors
Adversarial	Yes	No
Controversy	Exists	None
Notice and Hearing	Required	Not Required, as rule
Primary/ Exhaustion	Applicable	Not Applicable
Time	Past/ Present	Future
Publication	Not Required	Depends on type
Res Judicata	Applicable	Not Applicable

# Due Process: Notice and Hearing

## Required

- Quasi-Judicial (except motu proprio/ ex parte orders)
- Rule-making if:
  - Law provides
  - Affects a particular party like vested and contractual rights
  - Material change
- Administrative/ Executive Actions if:
  - Notice/ hearing required by law
  - Cannot be issued motu proprio/ ex parte
- MR filed by a particular party

## Not Required

- Rule-making unless:
  - Law requires
  - Material change
- Changes in rules and practices affecting general public, not a particular party with vested and contractual rights
- Motu Proprio/ Ex Parte Administrative and Executive Action

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# Police Power

**Why/  
Purpose**

***Lawful Subject***

- General Welfare
- Quality of life
- Health, safety and morals

**How/  
Means**

***Lawful Means***

- Regulate
- Prohibit
- Restrict
- Taking not compensable

# 3-Month “Enhanced Supervision”

## NG-Defined

LGUs are directed to:

- Act within the letter and spirit of all the rules, regulations and directives by the NG
- Implement standards of CQ consistent with what the NG has laid down for the subject area

## Undefined by NG

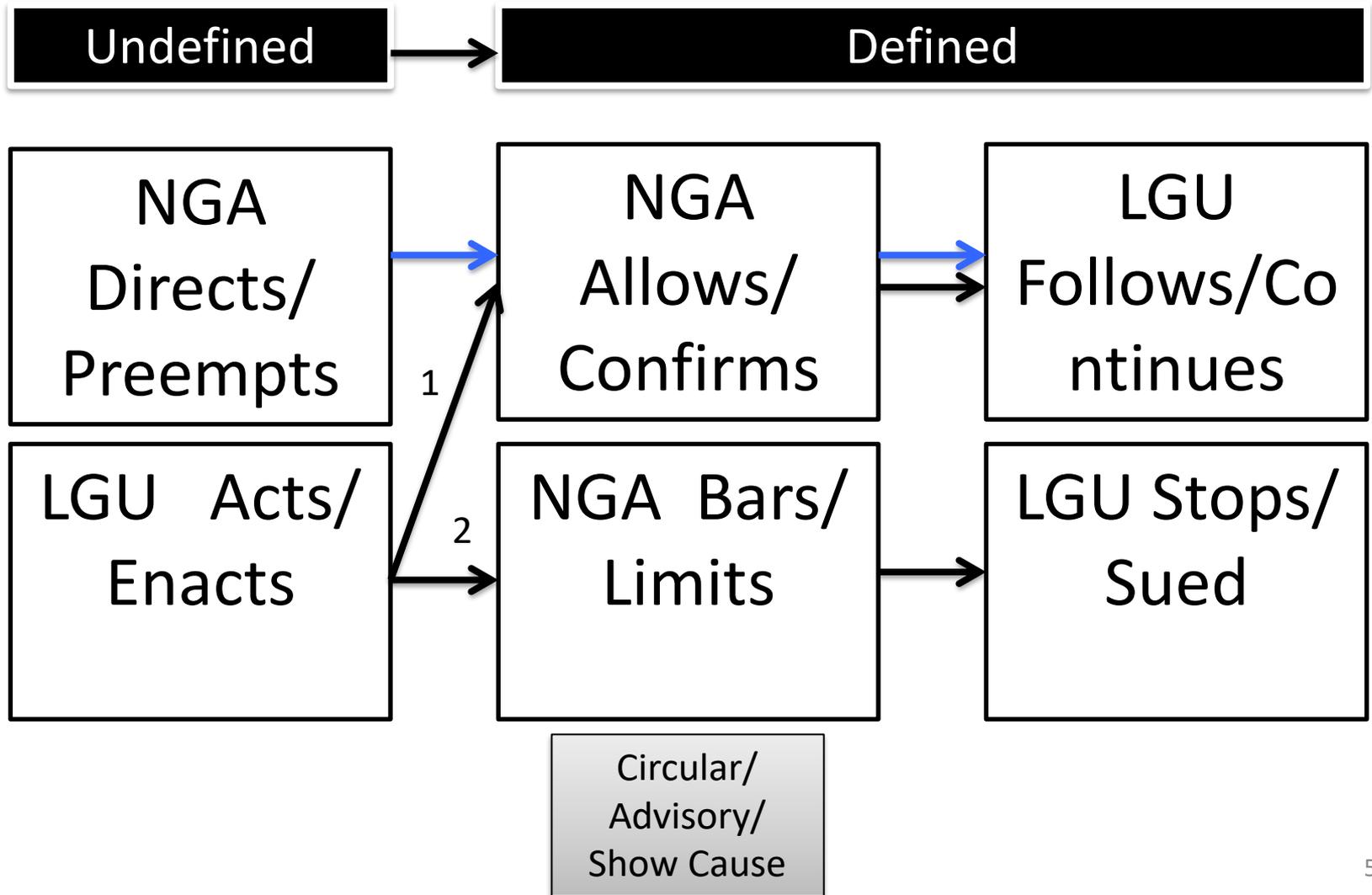
LGUs shall exercise local autonomy, provided, that they:

- Act within the parameters NG has set, and
- Fully cooperate towards a unified, cohesive and orderly implementation of the national policy to address COVID-19.

Regardless:

- Non-impairment of Local Autonomy
- Bayanihan Act and Exercise of Powers Listed vs. Other Laws (e.g. 1991 Local Government Code) and Rules, former prevails
- LGU officials must follow quarantine policies and directives, otherwise, penalized
- Only under Bayanihan Act/ COVID-19-related (not all aspects of local governance)

# Undefined to Defined



**DILG to LGUs: Don't impose excessive fees for medical certificate required for travel authority of LSIs**

May 26, 2020

**All relief operations must be LGU-certified - DILG**

May 4, 2020

**DILG issues show cause orders against 3 governors, 2 mayors for violating national quarantine policies**

April 15, 2020

**DILG to LGUs: No mandatory COVID-19 testing needed for returning workers**

May 26, 2020

**DILG urges LGUs to pass ordinance vs discrimination of Covid-19 frontline workers**

April 9, 2020

**DILG: 1,265 LGUs beat SAP payout deadline**

May 11, 2020

**DILG to PNP: Probe and arrest corrupt local officials in SAP distribution**

May 5, 2020

**DILG to public: Breaking quarantine directives is breaking the law**

April 21, 2020

**DILG to LGUs: Pass ordinance on mandatory wearing of face mask in public**

April 6, 2020

**DILG to LGUs: Stop spraying disinfectants, mists on individuals**

April 20, 2020

**DILG: Malls will be closed if they violate physical distancing rules, curfew will still be imposed**

May 18, 2020

**DILG directs LGUs to submit names of families who have not received SAP aid**

May 19, 2020

**43 mayors to be given show cause order for poor SAP payout accomplishment**

May 14, 2020

**DILG: 134 barangay officials now facing criminal raps for SAP anomalies**

May 26, 2020

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  - c) Charter Requirements
4. Relationships and Conflict-Resolution
5. Valid Delegation to AAs
6. Powers of AAs
  - a) Investigate
  - b) Quasi-Legislative
    - i. List of Bayanihan Act-Related Rules
  - c) Quasi-Judicial and Administrative
  - d) Police Power
- 7. Judicial Review and Defenses**

# Redress and Judicial Review

## Act

1. Certiorari
2. Prohibition
3. Injunction
4. Mandamus
5. Declaratory Relief
6. Appeal

## Actor

1. Criminal
2. Civil
3. Administrative
4. Recall (for LGUs)

# AA or Courts

AA

Higher/  
Level 2

Lower/  
Level 1

Courts

1. No actual injury, filed case in AA or Court
2. Instead of filing case before AA, filed directly with Court
3. While case pending before AA Level 2, filed case in Court
4. After AA Level 1 decides case, filed case before Court

# Defenses:

## Judicial Review Premature

Doctrine of:

1. Ripeness for Review
2. Primary Jurisdiction
3. Finality of Administrative Action
4. Non-Exhaustion of Administrative Remedies

*With exceptions*

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**THANK YOU.**

**LOOKING FORWARD TO A “BETTER  
NORMAL”**