

NINETEENTH CONGRESS OF THE REPUBLIC OF THE PHILIPPINES First Regular Session

23 ABR 12 P5:12

RECEIVED BY:

SENATE

]

s.B. No. 2067

Introduced by SEN. WIN GATCHALIAN

AN ACT

INSTITUTIONALIZING THE AUTOMATIC INCOME CLASSIFICATION OF PROVINCES, CITIES, AND MUNICIPALITIES, AMENDING FOR THE PURPOSE SECTION 8 OF REPUBLIC ACT NO. 7160, OTHERWISE KNOWN AS THE LOCAL GOVERNMENT CODE OF 1991, AS AMENDED

EXPLANATORY NOTE

Section 9 of Executive Order (EO) No. 249, series of 1987, passed on July 25, 1987, grants the Secretary of Finance (SOF) the administrative authority to review and recommend the appropriate changes of the income ranges of the income classifications of the cities, provinces, and municipalities, at least once every four years. Section 8 of the Local Government Code of 1991, passed on October 10, 1991, provides that the income classification of local government units (LGUs) be updated within six (6) months from the effectivity of this Code to reflect the changes in their financial position resulting from increased revenues. The latest issuance by the DOF Secretary on re-classification was Department Order No. 23-08, dated 29 July 2008, *Prescribing the New Income Brackets for the Re-classification of Provinces, Cities and Municipalities and Amending for the Purpose DOF Order No. 20-05, dated July 29, 2005.*

However, the Department of Justice (DOJ) issued DOJ Opinion No. 68, series of 2012, dated September 21, 2012, interpreting EO No. 249, which provides that the SOF has the authority to reclassify, every four years, all provinces, cities (except Manila and Quezon City) and municipalities based on the schedule of their annual income

during the last four consecutive calendar years but his authority with respect to revising or modifying such schedule of income or "income ranges" only extends to recommending such appropriate changes or revisions to the proper authority, the Philippine Congress. This was reaffirmed in DOJ Opinion No. 020, s. 2015, dated March 25, 2015 which declared that a congressional amendment of EO No. 249 is needed in order for the income benchmarks in the said executive order be adjusted, and that the concerned LGUs, through Bureau of Local Government Finance (BLGF), were advised to continue the usage of the general income reclassification of 2008 until a new general reclassification is used by Congress.

Consequently, these DOJ Opinions resulted in the abeyance of the income reclassifications in 2012 and the succeeding cycles. Almost 15 years after the last DOF income brackets reclassification in 2008, the unchanged income classifications are not congruent with the prevailing economic conditions and actual financial standing of these LGUs.

Accordingly, this bill will address the DOJ requirement of a Congressional action on LGU income reclassification, to finally resolve this quandary. Moreover, this bill aims to effectively and systematically determine the LGUs financial capability and fiscal position that are reflective of the economy and the state of local development by: (1) granting the mandate and clear authority to the SOF to set income targets for the periodic automatic income reclassification of LGUs; (2) having a system of automatic income reclassification (upgrade/downgrade) of LGUs every two (2) years based on the updated table of income classifications to be released by the BLGF, and (3) utilizing the BLGF's Statement of Receipts and Expenditures for purposes of the LGUs' automatic income reclassification.

In view of the foregoing, the passage of this measure is earnestly sought.

WIN GATCHALIAN



NINETEENTH CONGRESS OF THE REPUBLIC OF THE PHILIPPINES First Regular Session

]]] 23 ABR 12 P5 :12

SENATE

S. B. No. <u>2067</u>

Introduced by SEN. WIN GATCHALIAN

AN ACT

INSTITUTIONALIZING THE AUTOMATIC INCOME CLASSIFICATION OF PROVINCES, CITIES, AND MUNICIPALITIES, AMENDING FOR THE PURPOSE SECTION 8 OF REPUBLIC ACT NO. 7160, OTHERWISE KNOWN AS THE LOCAL GOVERNMENT CODE OF 1991, AS AMENDED

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

1 SECTION 1. Short Title. - This Act shall be known as the "Automatic Income Classification Act for Local Government Units". 2 3 SEC. 2. Section 8 of Republic Act (RA) No. 7160, otherwise known as the 4 5 "Local Government Code of 1991", as amended, is hereby amended to read as follows: 6 "Section. 8. Division, [and] Merger, AND AUTOMATIC 7 INCOME CLASSIFICATION AND RECLASSIFICATION. -8 9 (A) DIVISION AND MERGER. - Division and merger of existing local government units shall comply with the same 10 requirements herein prescribed for their creation: Provided 11 however, That such division shall not reduce the income, 12 population, or land area of the local government unit or units 13 concerned to less than the minimum requirements prescribed in 14 this Code: Provided, further, That the income classification of 15

the original local government unit or units shall not fall below its current classification prior to such division.

[The income classification of local government units shall be updated within six (6) months form the effectivity of this Code

the increased revenues as provided herein.]"

(B) INCOME CLASSIFICATION

1. CLASSIFICATION OF PROVINCES. - PROVINCES SHALL BE CLASSIFIED INTO SIX (6) CLASSES, ACCORDING TO THEIR INCOME RANGES, UTILIZING AS BASIS THE AVERAGE ANNUAL REGULAR INCOME FOR TWO (2) FISCAL YEARS PRECEDING AN AUTOMATIC INCOME RECLASSIFICATION. THE CLASSIFICATION SHALL BE AS FOLLOWS:

to reflect the changes of their financial position resulting from

- a. FIRST CLASS PROVINCES THAT HAVE OBTAINED
 AN AVERAGE ANNUAL REGULAR INCOME OF ONE
 BILLION TWO HUNDRED MILLION PESOS
 (P1,200,000,000.00) OR MORE;
- b. SECOND CLASS PROVINCES THAT HAVE OBTAINED AN AVERAGE ANNUAL REGULAR INCOME OF NINE HUNDRED MILLION PESOS (P900,000,000.00) OR MORE, BUT LESS THAN ONE BILLION TWO HUNDRED MILLION PESOS (P1,200,000,000.00);
- c. THIRD CLASS PROVINCES THAT HAVE
 OBTAINED AN AVERAGE ANNUAL REGULAR
 INCOME OF SEVEN HUNDRED MILLION PESOS
 (P700,000,000.00) OR MORE, BUT LESS THAN
 NINE HUNDRED MILLION PESOS
 (P900,000,000.00);
- d. FOURTH CLASS PROVINCES THAT HAVE
 OBTAINED AN AVERAGE ANNUAL REGULAR

1	INCOME OF FIVE HUNDRED MILLION PESOS
2	(P500,000,000.00) OR MORE, BUT LESS THAN
3	SEVEN HUNDRED MILLION PESOS
4	(P700,000,000.00);
5	e. FIFTH CLASS — PROVINCES THAT HAVE OBTAINED
6	AN AVERAGE ANNUAL REGULAR INCOME OF
7	THREE HUNDRED MILLION PESOS
8	(P300,000,000.00) OR MORE, BUT LESS THAN
9	FIVE HUNDRED MILLION PESOS
10	(P500,000,000.00); AND
11	f. SIXTH CLASS — PROVINCES THAT HAVE
12	OBTAINED AN AVERAGE ANNUAL REGULAR
13	INCOME OF LESS THAN THREE HUNDRED
14	MILLION PESOS (P300,000,000.00).
15	2. CLASSIFICATION OF CITIES CITIES SHALL BE
16	CLASSIFIED INTO SEVEN (7) CLASSES, ACCORDING TO
17	THEIR INCOME RANGES, UTILIZING AS BASIS THE
18	AVERAGE ANNUAL REGULAR INCOME FOR TWO (2)
19	FISCAL YEARS PRECEDING AN AUTOMATIC INCOME
20	RECLASSIFICATION. THE CLASSIFICATION SHALL BE
21	AS FOLLOWS:
22	a. SPECIAL CLASS — CITIES THAT HAVE OBTAINED
23	AN AVERAGE ANNUAL REGULAR INCOME OF
24	TWELVE BILLION PESOS (P12,000,000,000.00)
25	OR MORE;
26	b. FIRST CLASS – CITIES THAT HAVE OBTAINED AN
27	AVERAGE ANNUAL REGULAR INCOME OF ONE
28	BILLION ONE HUNDRED MILLION PESOS
29	(P1,100,000,000.00) OR MORE, BUT LESS THAN
30	TWELVE BILLION PESOS (P12,000,000,000.00);
31	c. SECOND CLASS — CITIES THAT HAVE OBTAINED
20	AN AVERACE ANNUAL DECULAR INCOME OF NINE

1	HUNDRED MILLION PESOS (P900,000,000.00) OR
2	MORE, BUT LESS THAN ONE BILLION ONE
3	HUNDRED MILLION PESOS (P1,100,000,000.00) ;
4	d. THIRD CLASS – CITIES THAT HAVE OBTAINED AN
5	AVERAGE ANNUAL REGULAR INCOME OF SEVEN
6	HUNDRED MILLION PESOS (P700,000,000.00) OR
7	MORE BUT LESS THAN NINE HUNDRED MILLION
8	PESOS (P900,000,000.00);
9	e. FOURTH CLASS – CITIES THAT HAVE OBTAINED
10	AN AVERAGE ANNUAL REGULAR INCOME OF FIVE
11	HUNDRED MILLION PESOS (P500,000,000.00) OR
12	MORE, BUT LESS THAN SEVEN HUNDRED MILLION
13	PESOS (P700,000,000.00);
14	f. FIFTH CLASS – CITIES THAT HAVE OBTAINED AN
15	AVERAGE ANNUAL REGULAR INCOME OF THREE
16	HUNDRED MILLION PESOS (P300,000,000.00) OR
17	MORE, BUT LESS THAN FIVE HUNDRED MILLION
18	PESOS (P500,000,000.00); AND
19	g. SIXTH CLASS – CITIES THAT HAVE OBTAINED AN
20	AVERAGE ANNUAL REGULAR INCOME OF LESS
21	THAN THREE HUNDRED MILLION PESOS
22	(P300,000,000.00).
23	3. CLASSIFICATION OF MUNICIPALITIES
24	MUNICIPALITIES SHALL BE CLASSIFIED INTO SIX (6)
25	CLASSES, ACCORDING TO THEIR INCOME RANGES,
26	UTILIZING AS BASIS THE AVERAGE ANNUAL REGULAR
27	INCOME FOR TWO (2) FISCAL YEARS PRECEDING AN
28	AUTOMATIC INCOME RECLASSIFICATION. THE
29	CLASSIFICATION SHALL BE AS FOLLOWS:
30	a. FIRST CLASS - MUNICIPALITIES THAT HAVE
31	OBTAINED AN AVERAGE ANNUAL REGULAR

1	THEORIE OF ONE HONDRED FIFT I MITELION PESOS
2	(P150,000,000.00) OR MORE;
3	b. SECOND CLASS - MUNICIPALITIES THAT HAV
4	OBTAINED AN AVERAGE ANNUAL REGULAI
5	INCOME OF ONE HUNDRED MILLION PESOS
6	(P100,000,000.00) OR MORE, BUT LESS THAN
7	ONE HUNDRED FIFTY MILLION PESOS
8	(P150,000,000.00);
9	c. THIRD CLASS – THE MUNICIPALITIES THAT HAV
10	OBTAINED AN AVERAGE ANNUAL REGULAR
11	INCOME OF NINETY MILLION PESOS
12	(P90,000,000.00) OR MORE BUT LESS THAN ON
13	HUNDRED MILLION PESOS (P100,000,000.00);
14	d. FOURTH CLASS - MUNICIPALITIES THAT HAVE
15	OBTAINED AN AVERAGE ANNUAL REGULAR
16	INCOME OF SIXTY MILLION PESOS
17	(P60,000,000.00) OR MORE, BUT LESS THAN
18	NINETY MILLION PESOS (P90,000,000.00);
19	e. FIFTH CLASS -MUNICIPALITIES THAT HAVI
20	OBTAINED AN AVERAGE ANNUAL REGULAR
21	INCOME OF FORTY MILLION PESOS
22	(P40,000,000.00) OR MORE, BUT LESS THAN
23	SIXTY MILLION PESOS (P60,000,000.00); AND
24	f. SIXTH CLASS — MUNICIPALITIES THAT HAVI
25	OBTAINED AN AVERAGE ANNUAL REGULAR
26	INCOME OF LESS THAN FORTY MILLION PESOS
27	(P40,000,000.00).
28	WITHIN THIRTY (30) DAYS UPON EFFECTIVITY OF
29	THIS ACT, THE SECRETARY OF FINANCE SHALL CAUSI
30	THE PUBLICATION OF THE FIRST GENERAL INCOME
31	RECLASSIFICATION OF ALL EXISTING LOCAL
32	GOVERNMENT UNITS BASED ON THE INCOME RANGES

UNDER SUBPARAGRAPH (B) OF THIS SECTION: PROVIDED, THAT, THE EFFECTS OF THE FIRST GENERAL INCOME RECLASSIFICATION SHALL BE APPLICABLE ON THE FIRST DAY OF JANUARY OF THE IMMEDIATELY SUCCEEDING YEAR FOLLOWING ITS PUBLICATION BY

THE SECRETARY OF FINANCE.

1

2

3

4

5

6 7

8

9 10

11

12

13

14 15

16

17 18

19

20 21

22

23

24

25

26

27

28

29

30

31 32 (C) AUTOMATIC RECLASSIFICATION - THE ANNUAL REGULAR INCOME SHALL BE COMPUTED FROM THE STATEMENT OF RECEIPTS AND EXPENDITURES (SRE) MAINTAINED BY THE BUREAU OF LOCAL GOVERNMENT FINANCE (BLGF). THE ANNUAL REGULAR INCOME REFERS TO REVENUES, INCLUDING FEES AND RECEIPTS **ACTUALLY REALIZED WHICH ARE REPORTED YEARLY** ON CASH BASIS BY PROVINCES, CITIES, AND **MUNICIPALITIES** FROM REGULAR SOURCES, INCLUDING THE NATIONAL TAX ALLOTMENT (NTA) AND OTHER SHARES IN NATIONAL WEALTH BUT EXCLUSIVE OF NON-RECURRING RECEIPTS, SUCH AS NATIONAL AIDS, GRANTS, FINANCIAL ASSISTANCE, LOAN PROCEEDS, SALES OF ASSETS, MISCELLANEOUS INCOME, AND OTHER SIMILAR RECEIPTS OF LOCAL **GOVERNMENT UNITS. FOR PURPOSES OF THIS** SECTION, SHARES FROM NATIONAL WEALTH, EXCISE TAX ON TOBACCO, INCREMENTAL COLLECTION FROM VALUE ADDED TAX (VAT) UNDER REPUBLIC ACT NO. 7643, AND THE GROSS INCOME TAX PAID BY BUSINESS AND ENTERPRISES IN SPECIAL ECONOMIC ZONE UNDER REPUBLIC ACT NO. 7916, AS AMENDED, AND **SUCH OTHER SHARES AS MAY BE GRANTED BY LAW TO** THE PROVINCE, CITY OR MUNICIPALITY, SHALL BE CONSIDERED AS PART OF THE ANNUAL REGULAR INCOME.

EVERY SIX (6) YEARS FROM THE FIRST GENERAL INCOME RECLASSIFICATION, THE SECRETARY OF FINANCE SHALL UPDATE THE INCOME RANGES FOR THE INCOME CLASSIFICATION OF ALL PROVINCES, CITIES AND MUNICIPALITIES SET IN SUBSECTIONS 1, 2, AND 3 OF SUBPARAGRAPH (B) BASED ON THE ANNUAL REGULAR INCOME GROWTH RATE.

1

2

4

56

7

8

9

10

11

12

13

14

15

1617

18

19

20

21

22

23

24

25

26

27

28

29

30

EVERY TWO (2) YEARS FOLLOWING THE FIRST GENERAL INCOME RECLASSIFICATION, THE SECRETARY OF FINANCE SHALL AUTOMATICALLY UPDATE THE INCOME CLASSIFICATION WITHIN SIXTY (60) DAYS FROM THE DEADLINE FOR SUBMISSION OF THE YEAR-END REPORT.

A LOCAL GOVERNMENT UNIT SHALL BE UPGRADED WHEN ITS AVERAGE ANNUAL REGULAR INCOME FOR TWO (2) FISCAL YEARS EXCEEDS THE INCOME RANGE SET FOR ITS CURRENT INCOME CLASS. WHERE THE **AVERAGE ANNUAL REGULAR INCOME OF AN LGU FALLS** BELOW THE INCOME RANGE OF ITS CURRENT INCOME CLASS, IT SHALL BE GIVEN A DOWNGRADE WARNING STATUS BY THE SECRETARY OF FINANCE. IF IT CONTINUES TO FALL BELOW THE INCOME RANGE IN THE NEXT INCOME RECLASSIFICATION, CONCERNED LOCAL GOVERNMENT UNIT SHALL BE DOWNGRADED TO ITS CORRESPONDING INCOME CLASS.

THE BUREAU OF LOCAL GOVERNMENT FINANCE (BLGF) SHALL ISSUE A CERTIFICATION OF THE INCOME RECLASSIFICATION OF AN LGU; PROVIDED HOWEVER, THAT THE NON-ISSUANCE OF THE CERTIFICATION

SHALL NOT SUSPEND THE EFFECTS OF THE AUTOMATIC INCOME RECLASSIFICATION.

1 2

3

4

5

6 7

8

9 10

11

12

13

14

15

16

17 18

19

2021

22

23

24

25

26

27

28

29 30

31

IN CASES OF UNMANAGEABLE PUBLIC SECTOR DEFICIT, THE SECRETARY OF FINANCE MAY RETAIN THE EXISTING INCOME CLASSIFICATION OR ORDER THE RE-COMPUTATION AND REVISION OF THE INCOME CLASSIFICATION OF PROVINCES, CITIES AND MUNICIPALITIES TO REFLECT THE ACTUAL FINANCIAL SITUATION OF THE LOCAL GOVERNMENT UNITS; PROVIDED THAT, Α PROVINCE, CITY OR MUNICIPALITY, WHICH HAS BEEN IN EXISTENCE FOR A PERIOD OF LESS THAN TWO (2) FISCAL YEARS IMMEDIATELY PRECEDING THE AUTOMATIC INCOME RECLASSIFICATION OF LOCAL GOVERNMENT UNITS, AS HEREIN PROVIDED, SHALL BE CLASSIFIED ON THE **BASIS OF ITS AVERAGE ANNUAL REGULAR INCOME FOR** THE FISCAL YEAR OF ITS EXISTENCE; PROVIDED FURTHER THAT, IF A PROVINCE OR MUNICIPALITY IS CREATED BEFORE THE YEAR OF THE AUTOMATIC **RECLASSIFICATION OF LOCAL GOVERNMENT UNITS, IT** SHALL BE CLASSIFIED ON THE BASIS OF THE ESTIMATED AGGREGATE NET SHARE OF INCOME FROM REGULAR SOURCES OF ITS COMPONENT CITIES AND MUNICIPALITIES IN THE CASE OF A PROVINCE, OR ITS COMPONENT BARANGAYS IN THE CASE OF A MUNICIPALITY, INCLUDING THE CORRESPONDING ESTIMATED NTA OF THE NEWLY CREATED PROVINCE OR MUNICIPALITY PURSUANT TO SECTION 285 THIS ACT, DURING THE FISCAL YEAR IMMEDIATELY PRECEDING ITS CREATION. THIS RULE SHALL LIKEWISE APPLY TO A MUNICIPALITY THAT IS

1	CONVERTED INTO A CITY, OR A CITY THAT IS CREATED
2	OUT OF EXISTING MUNICIPALITIES OR BARANGAYS.
3	THE INCOME CLASSIFICATION OF PROVINCES,
4	CITIES, AND MUNICIPALITIES SHALL, AMONG OTHER
5	PURPOSES, SERVE AS BASIS FOR:
6	1. THE DETERMINATION OF ADMINISTRATIVE AND
7	STATUTORY AIDS, FINANCIAL GRANTS, AND OTHER
8	FORMS OF ASSISTANCE TO LOCAL GOVERNMENTS;
9	2. THE DETERMINATION OF THE FINANCIAL
10	CAPABILITY OF LOCAL GOVERNMENT UNITS TO
11	UNDERTAKE DEVELOPMENTAL PROGRAMS AND
12	PRIORITY PROJECTS;
13	3. THE TOTAL ANNUAL OR SUPPLEMENTAL
14	APPROPRIATION FOR PERSONAL SERVICES OF A LOCAL
15	GOVERNMENT UNIT TO ONE (1) FISCAL YEAR AS
16	PROVIDED IN SECTION 325 (A) OF LGC OF 1991;
17	4. COMPENSATION ADJUSTMENT FOR LGU PERSONNEL
18	AS PROVIDED UNDER SECTION 10 OF EXECUTIVE
19	ORDER NO. 201 (SALARY STANDARDIZATION LAW OF
20	2015);
21	5. THE CREATION OF A NEW LOCAL GOVERNMENT UNIT
22	WHEREIN SECTION 8 OF THE LGC OF 1991 PROVIDES
23	THAT THE DIVISION AND MERGER OF EXISTING LOCAL
24	GOVERNMENT UNIT SHALL NOT DOWNGRADE THE
25	INCOME CLASSIFICATION OF THE ORIGINAL UNIT;
26	6. THE NUMBER OF ELECTIVE MEMBERS IN THE
27	SANGGUNIANG BAYAN AS PROVIDED UNDER SECTION
28	2 OF RA NO. 6637;
29	7. ISSUANCE OF A FREE PATENT TITLE TO RESIDENTIAL
30	LANDS AS PROVIDED UNDER REPUBLIC ACT NO. 10023;

	of the filliant was of bornesite workers as
2	PROVIDED UNDER SECTION 24 OF RA NO. 10361;
3	9. LGUS TO INSURE ITS PROPERTIES WITH GSIS IN
4	COMPLIANCE WITH SECTION 5 OF RA NO. 656 OR
5	PROPERTY INSURANCE LAW;
6	10. SETTING LIMITATIONS ON THE PERCENTAGE OF
7	AGRICULTURAL LAND THAT CAN BE RECLASSIFIED AND
8	PROVIDED FOR THE MANNER OF THEIR UTILIZATION
9	OR DISPOSITION AS STIPULATED IN SECTION 20 OF
10	THIS CODE; AND
11	11. SUCH OTHER PURPOSES AS MAY BE PROVIDED
12	UNDER EXISTING LAWS AND REGULATIONS.
13	FOR PURPOSES OF IMPLEMENTING THIS SECTION, THE
14	SECRETARY OF FINANCE SHALL ISSUE SUCH RULES
15	AND REGULATIONS AS MAY BE DEEMED NECESSARY
16	AND THE APPROPRIATE DEPARTMENT ORDERS FOR
17	THE AUTOMATIC INCOME CLASSIFICATION OF
18	PROVINCES, CITIES AND MUNICIPALITIES."
19	
20	SEC. 4. Guidelines in Cases Where a Fourth or Lower Income Cla
21	Province, City, or Municipality Receives a Third or Higher Income Cla

8 THE MINIMUM WAGE OF DOMESTIC WORKERS AS

1

22

23

24 25

26

27 28

29

30

Province, City, or Municipality Receives a Third or Higher Income Class Designation as a Result of the First General Income Reclassification - A fourth or lower income class province, city or municipality which is reclassified as First, Second, or Third income class following the first general income reclassification shall not be required to provide for additional personal services and it may maintain its existing personnel complement prior to the reclassification, pursuant to civil service rules and regulations, until the next automatic income reclassification. In case of personnel transfers, resignations, or deaths, the LGU concerned may not fill up the vacant position or provide for its funding until the next succeeding general reclassification.

The local government units which exceeded the limitations provided in Section 325 (a) of the Local Government Code of 1991 despite maintaining the status quo after it received a first, second, or third income class designation following the first general income reclassification shall not be considered in violation of Section 325 of the Local Government Code.

SEC. 5. *Transitory Provision.* – All existing income classifications of provinces, cities and municipalities shall continue to be in force and effect until superseded by the issuance of the first general income reclassification by the Secretary of Finance pursuant to this Act. Nothing herein shall be construed to eliminate or in any way diminish existing salaries and benefits granted by LGUs.

SEC. 6. Repealing Clause. – Executive Order No. 249, dated July 25, 1987 is hereby repealed. Section 8 of the Local Government Code of 1991, as amended, is hereby amended. All laws, presidential decrees, executive orders, presidential proclamations, rules and regulations which are inconsistent with this Act are hereby repealed, or amended accordingly.

SEC. 7. *Effectivity.* – This Act shall take effect fifteen (15) days after its complete publication in the *Official Gazette* or in a newspaper of general circulation.

Approved,