### SEVENTEENTH CONGRESS OF THE REPUBLIC OF THE PHILIPPINES

First Regular Session

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SENATE

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S.B. No. 303

#### **Introduced by Senator SONNY ANGARA**

# AN ACT CREATING THE OFFICE OF THE NATIONAL TAXPAYER ADVOCATE TO SAFEGUARD THE RIGHTS OF THE TAXPAYERS AND FOR OTHER PURPOSES

#### **EXPLANATORY NOTE**

In 1990, the Organisation for Economic Co-operation and Development's (OECD) Committee of Fiscal Affairs Working Party Number 8 published a document entitled *Taxpayer's rights and obligations – A survey of the legal situation in OECD Countries.* The survey found that, while most countries at that time did not have an explicit Taxpayer's charter, the following basic taxpayer rights were present in all systems: 1) the right to be informed, assisted and heard; 2) the right of appeal; 3) the right to pay no more than the correct amount of tax; 4) the right to certainty; 5) the right to privacy; and 6) the right to confidentiality and secrecy<sup>1</sup>. Since then, several countries have expounded these basic rights into a taxpayers' charter. Australia, Belgium, Canada, France, Germany, Netherlands, Ireland, United Kingdom and the United States are among the advanced economies that have already provided for a taxpayer's bill of rights. In Asia, Japan, Korea, China, Malaysia, Singapore, Thailand and Indonesia have also enacted and passed the taxpayer's rights into law<sup>2</sup>.

Over the years, many taxpayers have cried foul against dishonest and corrupt practices of some officers and employees of the Bureau of Internal Revenue (BIR) and the Bureau of Customs (BOC). Corruption and harassment have put unwarranted and unfair burden to the taxpaying public. Aside from legislating taxpayer's rights, we are also creating a National Taxpayer Advocate Office that would take the cudgel in promoting, ensuring and protecting taxpayer's rights. Among the functions of the proposed National Taxpayer Advocate Office include: to assist taxpayers in resolving problems with the BIR and the BOC; to identify areas in which taxpayers have problems in dealings with the BIR and the BOC; to propose changes, to the extent possible, in the administrative practices of the BIR and the BOC to mitigate problems identified; and, to issue Taxpayer Assistance Order to avoid, reduce or minimize the difficulty that a taxpayer may experience in settling their tax liabilities.

Through this measure, both the taxpayer and tax officials will have more clarity on how to do their business professionally, efficiently and transparently. This does not intend to put BIR or BOC employees and officials in bad light, but more so to highlight the need to protect and safeguard the rights of taxpayers who are entrusting a significant share of their hard-earned money to the hands of the government. In return, it is our hope that all taxpayers will be more truthful in the timely filing and payment of correct tax dues.

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

SONNY ANGARA

<sup>1</sup> https://www.oecd.org/tax/administration/Taxpayers1\_Rights\_and\_Obligations-Practice\_Note.pdf

<sup>&</sup>lt;sup>2</sup> Tax Administration 2015: Comparative Information on OECD and Other Advanced and Emerging Economies, OECD 2015.

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### Introduced by Senator SONNY ANGARA

## AN ACT CREATING THE OFFICE OF THE NATIONAL TAXPAYER ADVOCATE TO SAFEGUARD THE RIGHTS OF THE TAXPAYERS AND FOR OTHER PURPOSES

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

I **SECTION 1.** Title. This Act shall be known as "The National Taxpayers Advocate Act of 2016."

SEC. 2. Declaration of Principles. It is hereby declared the policy of the State to promote honesty, integrity, transparency, responsibility and accountability in the management of public property and public affairs. Towards this end, the State shall establish and promote effective and efficient public service practices aimed at the prevention of graft and corruption in the revenue collecting agencies of the government, which shall encompass a program for the adoption of simplified procedures that will reduce/eliminate the opportunity of abuse of discretion and expedite transactions in the government, by creating the Office of the Taxpayer Advocate to safeguard the rights of the taxpayers.

**SEC. 3.** Creation of the Office of the National Taxpayers Advocate. In order to properly implement the law in protecting and promoting the rights of the Filipino taxpayers, there is hereby created an Office of the National Taxpayers Advocate. The Office of the National Taxpayers Advocate shall be under the Office of the President for administrative purposes only.

**SEC. 4.** Appointment of the National Taxpayer Advocate. The Office of the National Taxpayer Advocate shall be under the supervision and direction of an official to be known as the National Taxpayer Advocate. The National Taxpayer Advocate shall be appointed by the President of the Philippines and shall have the rank of undersecretary.

The National Taxpayer Advocate shall be a Filipino citizen, at least forty (40) years old, of recognized probity, integrity, and independence, of good moral character, with at least ten (10) years of practice in the field of law, taxation and custom service, and must not have been convicted of any crime involving moral turpitude

An individual may be appointed as the National Taxpayer Advocate only if such individual was not an officer or employee of the Bureau of Internal Revenue (BIR), the Bureau of Customs (BOC), or the Department of Finance (DOF) two (2) years prior to such appointment. The National Taxpayer Advocate cannot serve as officer, employee or consultant of, or be appointed to or act in whatever capacity in, the BIR, BOC or DOF or as local treasurer, within three (3) years following his/her tenure as a National Taxpayer Advocate. For purposes of this Act, a local treasurer includes a municipal, city or provincial treasurer.

## **SEC. 5.** *Powers and Functions of Office of the National Taxpayers Advocate.* It shall be the function of the Office of the National Taxpayers Advocate to—

- a. Assist taxpayers in resolving problems with the BIR and the BOC;
- b. Identify areas in which taxpayers have problems in dealings with the BIR and the BOC;
- Propose changes, to the extent possible, in the administrative practices of the BIR and the BOC to mitigate problems identified under the preceding paragraph;
- d. Identify potential legislative changes which may be appropriate to mitigate such problems;
- e. Issue taxpayer assistance orders upon application filed by a taxpayer with the Office of the Taxpayer Advocate. The latter may issue a Taxpayer Assistance Order when:

  (i) it is determined that the taxpayer is suffering or about to suffer a significant hardship as a result of the manner in which the internal revenue laws are being administered by the BIR, the BOC or the local treasurer; or (ii) the taxpayer meets such other requirements as are set forth in the implementing rules and regulations (IRR) of the Act. For purposes of this paragraph, a significant hardship shall include (i) an immediate threat of adverse action; (ii) any action that will violate the right to privacy of a taxpayer; (iii) a delay of more than thirty (30) days in resolving taxpayer account problems; (iv) the taxpayer will incur significant and unnecessary cost, including fees for professional representation, if relief is not granted; or (v) irreparable injury to, or a long-term adverse impact on, the taxpayer if relief is not granted. Nothing herein shall prevent the National Taxpayer Advocate from taking any action in the absence of an application mentioned herein;
- f. In cases where any tax authority employee is not following the laws, rules and regulations or any applicable published administrative guidance, the National Taxpayer Advocate shall construe the factors taken into account in determining whether to issue a Taxpayer Assistance Order in the manner most favorable to the taxpayer;
- g. Any Taxpayer Assistance Order issued by the National Taxpayer Advocate under this section may be modified or rescinded only by the National Taxpayer Advocate, only if a valid written explanation was submitted by the Commissioner of Revenue or the Commissioner of Customs, as the case may be, and that the reasons for the

modification or rescission are specifically stated by the National Taxpayer Advocate in the modification or rescission order; and

h. The duration of on the period of limitation of assessment and collection of taxes with respect to any action for which a Taxpayer Assistance Order has been issued shall be suspended for the period beginning on the date of the taxpayer's application under subsection (e) and ending on the date of the National Taxpayer Advocate's decision with respect to such application or to any period that may be specified by the National Taxpayer Advocate in the Taxpayer Assistance Order issued pursuant to such application.

**SEC. 6.** *Organization and Staffing Pattern.* The Office of the Taxpayer Advocate shall be headed by a National Taxpayer Advocate. The National Taxpayer Advocate shall provide for the structural organization and staff of its offices and shall have the power and authority to designate and appoint officers and employees of the Office, in accordance with civil services laws, rules and regulations.

All positions in the Taxpayer Advocate Office shall be governed by compensation and position qualification system and qualification standards approved by the Taxpayers Advocate based on comprehensive job analysis and audit of actual duties and responsibilities. The National Taxpayer Advocate shall appoint and fix the remuneration of the emoluments of its personnel in accordance with existing laws on compensation and position classification.

SEC. 7. Submission of Reports by the Office of the National Taxpayers Advocate. The Office of the Taxpayer Advocate shall, within sixty (60) days upon the close of each calendar year, submit a report to the Chairperson of the Committee on Ways and Means of the Senate of the Philippines and House of Representatives on its activities during the year. Such report shall contain full and substantive analysis and recommendation, in addition to statistical information, and shall—

- a. identify the initiatives the Office of the Taxpayer Advocate has taken on improving taxpayer services and the BIR's and the BOC's responsiveness;
- b. contain recommendations received from individuals with the Office of Taxpayer Advocate;
- c. contain a summary of the most serious problems encountered by taxpayers, including a description of the nature of such problems and the recommended resolutions;
- d. contain an inventory of the items described in subsections (a), (b), and (c) for which action has been taken and the result of such action;
- e. contain an inventory of the items described in subsections (a), (b), and (c) for which action remains to be completed and the period during which each item has remained on such inventory;

f. contain an inventory of the items described in subsections (a), (b), and (c) for which no action has been taken, the period during which each item has remained on such inventory, the reasons for the inaction, and identify any BIR and BOC official who is responsible for such inaction;

- g. identify any Taxpayer Assistance Office orders/recommendations which was not honored by the BIR and the BOC in a timely manner;
- h. contain recommendations for such administrative and legislative action as may be appropriate to resolve problems encountered by taxpayers;
- identify areas of the tax law that impose significant compliance burdens on taxpayers, the BIR and the BOC, including specific recommendations for remedying these problems;
- j. identify the most litigated issues for each category of taxpayers, including recommendations for mitigating such disputes; and
- k. include such other information as the National Taxpayer Advocate may deem advisable.

Each report required under this subparagraph shall be provided directly to the respective Committee on Ways and Means of the Senate of the Philippines and the House of Representatives without any prior review or comment from the respective Commissioner of the BIR or the BOC or any other officer or employee of the said Bureaus. On the other hand, the National Taxpayer Advocate shall furnish copies of their report to the Secretary of the Department of Finance, and to the respective Commissioners of the BIR and the BOC.

The Commissioners of the BIR and the BOC shall establish procedures requiring a formal response to all recommendations submitted to them by the National Taxpayer Advocate within three (3) months from the date of submission.

**SEC. 8.** Other Responsibilities of the National Taxpayer Advocate. The Filipino National Taxpayer Advocate shall—

- a. monitor the coverage and geographic allocation of local offices of taxpayer advocates;
- develop guidance to be distributed to all BIR and BOC officers and employees outlining the criteria for referral of taxpayer inquiries to local offices of taxpayer advocates;
- c. ensure that the local telephone number for each local office of the taxpayer advocate is published and available to taxpayers served by the office; and
- d. develop career paths for local taxpayer advocates choosing to make a career in the Office of the Taxpayer Advocate.

1	SEC. 9. Personnel Actions of the National Taxpayer Advocate. The National Taxpayer		
2	Advocate shall have the responsibility and authority to:		
3			
4	a. establish, operate, and maintain a local taxpayer advocate office in the differen		
5	administrative regions of the country as the need arises which shall be headed by a		
6	Regional Director to be appointed by the National Taxpayer Advocate; and		
7	b. evaluate and take personnel actions, including dismissal, with respect to any		
8 9	employee of any local taxpayer advocate office as provided in subsection (a).		
10	The regional offices shall have, within their respective administrative regions, the		
11	following functions:		
12			
13	a) Implement laws, policies, plans, programs, projects, rules and regulations of the		
14	Office;		
15	b) Provide efficient and effective service to the people:		
16	c) Coordinate with regional offices of other departments, offices, and agencies;		
17	d) Coordinate with the LGUs; and		
18	e) Perform such other functions as may be provided by law or assigned by the		
19	National Taxpayer Advocate.		
20			
21	SEC. 10. Taxpayer's Rights. In addition to the rights and remedies of the taxpayers as		
22	provided for in Republic Act (RA) No. 8424 or the National Internal Revenue Code (NIRC) of		
23	1997, as amended, RA No. 10863 or the Customs Modernization and Tariff Act, and RA No.		
24	1125, as amended, creating the Court of Tax Appeals and all other rules and regulations,		
25	circulars and issuances thereof, the taxpayers are hereto granted the following: a) taxpayers'		
26	basic rights; b) taxpayers' rights in civil cases; and c) taxpayers' rights in criminal tax cases.		
27			
28	SEC. 11. Taxpayers' Basic Rights. The following are the taxpayers' basic rights:		
29			
30	a. The right to available information and prompt and accurate responses to questions		
31	and requests for tax assistance. In this regard, all revenue employees and officers		
32	shall undergo regular evaluation on a variety of job standards including customer		
33	relations. This standard requires employees and or officials to ensure that they fully		
34	explain to taxpayers their rights under the law;		
35			
36	b. The right to be informed of any pending assessment, investigation and obtain clear		
37	and non-technical statements which explain the reason for audit/assessment,		
38	selection, and the procedures, remedies, and rights available during audit, appeals		
39	and collection proceedings. These rights include, but are not limited to, the rights		
40	pursuant to this Taxpayer's Bill of Rights and the right to be provided with a narrative		
41	description which explains the basis of audit changes, proposed assessments,		

assessments and denials of refunds; identifies any amount of tax, interest, or penalty ı due; and states the consequences of the taxpayer's failure to comply with the notice; 2 3 c. The right to have a speedy and impartial disposition of the case, whether it be 4 against him/her or against the officials and staff of the Bureau of Internal Revenue 5 (BIR), the Bureau of Customs (BOC) and other government agency or municipality, 6 including government owned and controlled corporations (GOCCs) or government 7 financial institutions (GFIs), tasked with the enforcement of revenue or banking and 8 9 financial laws, whether of local or national application; 10 d. The right to have the case tried in secrecy and devoid of any publicity, whether via 11 radio, television, newspaper or any alternative media, while said proceeding is 12 13 pending; 14 15 e. The right to request assistance from a Taxpayers' Rights Advocate, who shall be responsible for facilitating the resolution of taxpayer complaints and problems not 16 resolved through the normal administrative channels within the BIR or the BOC, 17 including any taxpayer complaints regarding unsatisfactory treatment by the BIR or 18 the BOC employees and/or officials. The Taxpayers' Rights Advocate may issue a 19 stay order if a taxpayer has suffered or is about to suffer irreparable loss as a result 20 21 of an action by the said Bureaus: 22 f. The right to have the taxpayer's tax information kept confidential unless otherwise 23 24 specified by law; 25 g. The right to participate in free education activities that help the taxpayer successfully 26 27 comply with the revenue laws of the state; 28 h. The right to fair and consistent application of the tax laws of the state by the BIR and 29 30 the BOC: 31 i. The right to have the BIR begins and completes its audits in a timely and expeditious 32 33 manner after notification of intent to audit (letter of authority); 34 j. The right to request for installment payment of tax liabilities under any compromise 35 settlement or any assessed tax liabilities pursuant to Taxpayer Assistance Order; 36 37 k. The right to recover attorney's fees and litigation costs for tax assessments made 38 without substantial justification, and for claims for tax refunds which are not acted 39 4() upon for an unreasonable length of time at the administrative level, or denied at the administrative level but subsequently allowed by the Court of Tax Appeals (CTA) if it 41

appears that such denial was unjustified. The award of attorney's fees and costs of 1 litigation shall be included in the order upholding the taxpayer's claim; 2 3 I. The right to have interests and penalties abated in case of any unjustifiable error or 4 5 delay caused by the tax authorities or their agents, including ministerial act such as 6 loss of records, personnel transfers, extended illness or leaves of absence, and 7 personnel training; and 8 0 m. The right to have the assistance of counsel in criminal proceedings should the 10 taxpayer request for it. 11 SEC. 12. Taxpayers' Rights in Civil Cases. The following are the taxpayers' rights in civil 12 13 cases: 14 a. The right to have the opportunity to have the case against him/her amicably settled, 15 as the case may warrant: Provided, that in every stage of the proceeding, whether in 16 the administrative or judicial level, the parties shall always be given the chance to 17 exhaust all and every remedy available for the speedy settlement of the case: Provided, however, That nothing in this law shall deprive the court of competent 18 19 jurisdiction of its judicial prerogatives; 20 b. The right to be informed of impending collection actions which require sale or seizure 21 of property or freezing of assets, except jeopardy assessments, and the right to at 22 least thirty (30) days notice in which to pay the liability or seek further review; 23 24 c. The right to have all other collection actions attempted before a jeopardy 25 assessment, unless delay will endanger collection and, after a jeopardy assessment, 26 the right to have an immediate review of the jeopardy assessment. As used herein, 27 jeopardy assessment is a tax assessment made by an authorized revenue officer 28 (RO) without the benefit of a complete or partial audit, in light of the RO's belief that 29 the assessment and collection of a deficiency tax will be jeopardized by delay 30 31 caused by the taxpayer's failure to: (1) comply with audit and investigation 32 requirements to present his books of accounts and/or pertinent records; or (2) 33 substantiate all or any of the deductions, exemptions or credits claimed in his return; 34 35 d. The right to seek review, through formal or informal proceedings, of any adverse 36 decisions relating to determinations in the audit or collection processes and the right 37 to seek a reasonable administrative stay enforcement action while the taxpayer 38 pursues other administrative remedies available under the law; 39 e. The right to procedures for retirement of tax obligations by installment payment 40

agreements which recognize both the taxpayer's financial condition and the best

1 2		interests of the State, provided that the taxpayer gives accurate and current information and meets all other tax obligations on schedule;
3		and the state of t
4	f.	The right to procedures for requesting cancellation, release, or modification of liens
5		filed by the BIR and the BOC and for requesting that any lien which is filed in error be
6		so noted on the lien cancellation filed by the BIR and the BOC, in public notice to any
7		credit agency at the taxpayer's request;
8		, , , , , , , , , , , , , , , , , , , ,
9	g.	The right of the taxpayer in a judicial or administrative action brought or maintained
10	•	without the support of justiciable issues of fact or law, to recover all costs of the
11		administrative or judicial action, including reasonable attorney's fees; and
12		, and any concentration attention of tools, and
13	h.	The right to waiver of interest that accrues as the result of errors or delays caused by
14		a BIR/BOC employee; provided that the provisions of Rule 63 of the Rules of Civil
15		Procedures shall likewise be applicable to the aggrieved taxpayer.
16		The same aggine real taxpayor.
17	SEC. 13.	Taxpayers' Rights in Criminal Tax Cases. The following are the taxpayers' rights in
18	criminal ta	
19		
20	a.	The right to be knowledgeably and intelligently informed of the charges as contained
21		in any properly and timely prepared audit report, assessment notice,
22		correspondence, document, letter and the like, as implemented by rules and
23		regulations, as the case may be, coming from the concerned government agency
24		tasked to enforce the revenue laws and banking and financial laws, in appropriate
25		cases;
26		
27	b.	The right to be given ample and adequate opportunity, as the situation may warrant,
28		to present proof/proofs at his/her or anybody else's possession that would assist
29		him/her in the pursuit of the case;
30		
31	c.	The taxpayer shall have the right to seek the assistance of competent and willing
32		counsel of his/her own choice, to help and assist him/her in the preparation or
33		defense of the case;
34		
35	d.	The right to be served with all the necessary documents and papers appurtenant
36		thereto, relative to the charges against him/her, in a manner that would assist
37		him/her to expeditiously present his/her side pursuant the charges against him/her;
38		
39	e.	The taxpayer shall have the right to present witnesses in his/her favor: and
40		
41	f.	The right to be represented or advised by counsel or other qualified representatives
42		at any time in administrative interactions with the BIR and the BOC, the right to
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procedural safeguards with respect to recording of interviews during tax determination or collection processes conducted by the BIR and the BOC, the right to be treated in a professional manner by the BIR and the BOC personnel and the right to have audits, inspections of records, and interviews conducted at a reasonable time and place except in criminal and internal investigations.

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**SEC. 14.** *Penalties for the Violation of the Rights of Taxpayers*. Any person who is found to have violated the Taxpayers Rights shall be punished with imprisonment of not less than six (6) years nor more than twelve (12) years and a fine of not less than One Hundred Thousand Pesos (Php100,000.00) but not more than Five Hundred Thousand Pesos (Php500,000.00).

SEC. 15. Remedies. Any violation of the provisions of this Act committed by any official or employee of the BIR and the BOC, other than the Commissioner of Internal Revenue and Commissioner of Customs, shall be filed with the office of the Commissioners of either BIR or BOC, as the case may warrant, with the assistance of the National Taxpayer Advocate. The Commissioner of Internal Revenue or the Commissioner of Customs shall decide the controversy expeditiously, which shall not in any case be less than thirty (30) days nor more than sixty (60) days from the time the complaint or case is filed with their respective offices. The aggrieved party or anybody acting on his/her behalf may bring any adverse decision of the Commissioner of Internal Revenue or the Commissioner of Customs to the Secretary of Finance, within 30 days from receipt of such decision, for review. Should the Commissioner of Internal Revenue or Commissioner of Customs fail to act on a complaint or case within the time herein prescribed, the aggrieved party or anybody acting on his/her behalf may file the complaint or case directly to the Secretary of Finance.

Complaints against the Commissioner of Internal Revenue or the Commissioner of Customs for violation of this Act shall be filed directly with the Secretary of Finance who shall decide the case within sixty (60) days from the date the complaint was filed. Decisions of the Secretary of Finance may be appealed before the Office of the President.

Any complaint or case filed pursuant to this Section shall be without prejudice to any other action that may be instituted against the employee or official of the BIR or the BOC under existing laws, rules and regulations.

Evidence against the taxpayers obtained in relation to this Act shall be inadmissible in any court or proceeding if found to have been obtained in violation of any of the above-enumerated taxpayer's rights.

The evidence in any court or proceeding obtained in relation to this Act shall be inadmissible in a court proceeding if found to have violated any of the enumerated taxpayer's bill of rights.

I SEC. 16. Report of the Secretary of Department of Finance. On or before June 1 of each

- calendar year, the Secretary of the Department of Finance shall submit to both the Chairperson
- 3 of the Senate and House of Representatives Ways and Means Committee a report on: (a) all
- 4 categories of incidents involving the misconduct of the officers and employees of the BIR and
- 5 the BOC during the preceding calendar year; and (b) action on and disposition of any such
- 6 instances.

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- 8 SEC. 17. Funding. The amount necessary to carry out the purposes of this Act, including
- 9 operation, maintenance, and capital outlay shall be sourced from the current General
- 10 Appropriation Act (GAA) of 2017 of the Office of the President. Thereafter, the amount needed
  - for the operation and maintenance of the Office of the Taxpayer Advocate Office shall be
- included in the annual GAA.

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- 14 SEC. 18. Implementing Rules and Regulations. Within thirty (30) days after the effectivity of
- this Act, the following shall convene for the purpose of formulating the implementing rules and
- l6 regulations for this Act:
  - a. A representative of the Department of Finance;
  - b. A representative from the Bureau of Internal Revenue;
  - c. A representative from the Bureau of Customs;
    - d. A representative from the Congressional Oversight Committee on Comprehensive Tax Reform Program;
    - e. Representatives from the Committee on Ways and Means of both houses of Congress; and
    - f. A representative each from a business association and the Philippine Institute of Certified Public Accountants (PICPA).

Said officials and representatives shall convene every day for the purpose of formulating the said rules until such time that the implementing rules and regulations have been formulated; *Provided*, that the failure to produce implementing rules and regulation within sixty (60) days from the effectivity of this Act shall not hinder the implementation of this Act.

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- SEC. 19. Repealing Clause. All laws, orders, decrees, rules and regulations, and other parts
- 32 thereof inconsistent with the provisions of this Act are hereby repealed, amended or modified
- 33 accordingly.

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- 35 SEC. 20. Separability Clause. If any provision of this Act is declared invalid or unconstitutional,
- 36 other provisions hereof which are not affected thereby shall remain in full force and effect.

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- 38 SEC. 21. Effectivity Clause. This Act shall take effect fifteen (15) days after its publication in at
- 39 least two (2) national newspapers of general circulation, whichever date comes earlier.

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41 Approved,