## EIGHTEENTH CONGRESS OF THE REPUBLIC OF THE PHILIPPINES First Special Session

## SENATE

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S. No. 1418

(In substitution of S.B. No. 1413)

## Prepared by the Committee on Finance with Senators Sotto and Cayetano as authors thereof

AN ACT [TO DECLARE] 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

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 and cited as "[We]
 BAYANIHAN TO Heal As One Act."

Section 2. State of National Emergency. - Presidential Proclamation No. 922, 3 s. 2020, was issued declaring a State of Public Health Emergency throughout the 4 Philippines due to the Coronavirus Disease 2019 (COVID-19) and the Code Alert 5 System for COVID-19 was raised to Code Red Sublevel Two (2) in accordance with 6 the recommendation of the Department of Health (DOH) and the Inter-Agency Task 7 8 Force for the Management of Emerging Infectious Diseases. Further, Presidential Proclamation No. 929, s. 2020, was issued declaring a State of Calamity throughout 9 the Philippines and imposed an Enhanced Community Quarantine throughout Luzon. 10

In view of the continuing rise of confirmed cases of COVID-19, the serious threat to the health, safety, security, and lives of our countrymen, the long-term adverse effects on their means of livelihood, and the severe disruption of economic activities, a state of national emergency is hereby declared over the entire country.

1 Section 3. Declaration of Policy. - The COVID-19 pandemic has greatly 2 affected nations worldwide, including the Philippines, and has caused and is continuing 3 to cause loss of lives and disruption to the economy. Thus, there is an urgent need 4 to: (1) [minimize, if not prevent, further transmission and spread of COVID-19] 5 MITIGATE, IF NOT CONTAIN, THE TRANSMISSION OF COVID-19; (2) 6 immediately mobilize assistance in the provision of basic necessities to families and 7 individuals affected by the imposition of Community Quarantine, especially indigents and their families; (3) undertake measures that will prevent the overburdening of the 8 9 healthcare system; (4) immediately and amply provide healthcare, including medical tests and treatments, to COVID-19 patients, persons under investigation [(PUI)] 10 11 (PUIs), or persons under monitoring [(PUM)] (PUMs); (5) undertake a program for 12 recovery and rehabilitation, including a social amelioration program and provision of 13 safety nets to all affected sectors; (6) ensure that there is sufficient, adequate and readily available funding to undertake the foregoing; and (7) promote and protect the 14 collective interests of all Filipinos in these challenging times. By reason thereof, and 15 16 in order to optimize the efforts of the President to carry out the tasks needed to 17 implement the aforementioned policy, it is imperative to grant him authority subject to such limitations as hereinafter provided. 18

Section 4. Authorized Powers. - [Pursuant to Article VI, Section 23 (2) of 19 the Constitution, and to implement the declared national policy, the President is 20 hereby authorized to issue such rules, regulations and directives as may be necessary 21 to carry out any or all of the following powers: ] PURSUANT TO ARTICLE VI, 22 SECTION 23 (2) OF THE CONSTITUTION, THE PRESIDENT IS HEREBY 23 AUTHORIZED TO EXERCISE POWERS THAT ARE NECESSARY AND PROPER 24 25 TO CARRY OUT THE DECLARED NATIONAL POLICY. THE PRESIDENT SHALL HAVE THE POWER TO ADOPT THE FOLLOWING TEMPORARY EMERGENCY 26 27 **MEASURES TO RESPOND TO CRISIS BROUGHT BY THE PANDEMIC:** 

28 29 30 (1) Adopt and implement measures to prevent or [minimize] **SUPPRESS** further transmission and spread of **COVID-19 THROUGH EFFECTIVE EDUCATION, DETECTION, PROTECTION, AND TREATMENT**;

- 31 (2) [Expedite the medical testing and observation of PUIs and PUMs and the immediate treatment of patients suffering from COVID-19] EXPEDITE 32 33 AND STREAMLINE THE ACCREDITATION OF TESTING KITS AND 34 FACILITATE PROMPT TESTING BY PUBLIC AND DESIGNATED 35 PRIVATE INSTITUTIONS OF **PUIs** AND PUMs AND COMPULSORY AND IMMEDIATE ISOLATION AND TREATMENT 36 37 **OF PATIENTS;**
- (3) Ensure that all Local Government Units (LGUs) are acting in line with the
  rules, regulations and directives issued by the National Government
  pursuant to this Act; are implementing standards of community

quarantine consistent with what the National Government has laid down for the subject area, while allowing LGUs to continue exercising their autonomy in matters undefined by the National Government or are within the parameters it has set; and are fully cooperating towards a unified, cohesive and orderly implementation of the national policy to address COVID-19;

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- 7 (4) CONSISTENT WITH SEC. 17, ART. XII OF THE CONSTITUTION, 8 [W] when the public interest so requires, direct the operation of any 9 privately-owned hospitals and medical and health facilities INCLUDING 10 **PASSENGER VESSELS AND**, other establishments, to house health 11 workers, serve as quarantine areas, quarantine centers, medical relief and aid distribution locations, or other temporary medical facilities; and 12 public transportation to ferry health, emergency, and frontline personnel 13 and other persons; Provided, however, That the management and 14 operation of the foregoing enterprises shall be retained by the owners 15 of the enterprise, who shall render a full accounting to the President or 16 17 his duly authorized representative of the operations of the utility or 18 business as basis for appropriate compensation; Provided, further, That 19 reasonable compensation for any additional damage or costs incurred 20 by the owner or the possessor of the subject property solely on account of complying with the directive shall be given to the person entitled to 21 22 the possession of such private properties or businesses after the 23 situation has stabilized or at the soonest time practicable; Provided, 24 finally, that if the foregoing enterprises unjustifiably refuse or signified 25 that they are no longer capable of operating their enterprises for the purpose stated herein, the President may take over their operations 26 subject to the limits and safeguards enshrined in the Constitution; 27
- (5) Continue to [adopt] ENFORCE measures to protect the people from 28 hoarding, profiteering, injurious speculations, manipulation of prices, 29 product deceptions, and cartels, monopolies or other combinations in 30 31 restraint of trade, or other pernicious practices affecting the supply, distribution and movement of food, clothing, HYGIENE AND 32 33 SANITATION PRODUCTS, medicine and medical supplies, fuel, 34 fertilizers, chemicals, building materials, implements, machinery 35 equipment and spare parts required in agriculture, industry and other essential services, and other articles of prime necessity, whether 36 37 imported or locally produced or manufactured;
- (6) ENSURE THAT DONATION ACCEPTANCE AND DISTRIBUTION
  OF HEALTH PRODUCTS INTENDED TO ADDRESS THE COVID-19
  PUBLIC HEALTH EMERGENCY ARE NOT UNNECESSARILY
  DELAYED;

[(6)] (7) Undertake the procurement of the following as the need arises, in the most expeditious manner, as exemptions from the provisions of Republic Act No. 9184 OR THE "GOVERNMENT PROCUREMENT REFORM ACT" and other relevant laws:

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- (a) Goods, which may include personal protective equipment such as gloves, 5 gowns, masks, goggles, face shields; surgical equipment and supplies; 6 laboratory equipment and its reagents; medical equipment and devices; 7 support and maintenance for laboratory and medical equipment, surgical 8 equipment and supplies; medical supplies, tools, and consumables such 9 10 as alcohol, sanitizers, tissue, thermometers, hand soap, detergent, sodium hydrochloride, cleaning materials, povidone iodine, common medicines 11 (e.g., paracetamol tablet and suspension, mefenamic acid, vitamins tablet 12 and suspension, hyoscine tablet and suspension, oral rehydration solution, 13 and cetirizine tablet and suspension); testing kits, and such other supplies 14 or equipment as may be determined by the DOH and other relevant 15 government agencies[.]: PROVIDED, THAT THE DOH SHALL 16 PRIORITIZE THE ALLOCATION AND DISTRIBUTION OF THE 17 18 AFORESAID GOODS, SUPPLIES AND OTHER RESOURCES TO THE **FOLLOWING:** 19 20
  - 1. PUBLIC HEALTH FACILITIES IN THE REGIONS, PROVINCES, OR CITIES, THAT ARE DESIGNATED AS COVID-19 REFERRAL HOSPITALS, SUCH AS BUT NOT LIMITED TO PHILIPPINE GENERAL HOSPITAL, LUNG CENTER OF THE PHILIPPINES, AND DR. JOSE N. RODRIGUEZ MEMORIAL HOSPITAL;
    - 2. PRIVATE HOSPITALS WHICH HAVE EXISTING CAPACITIES TO PROVIDE SUPPORT CARE AND TREATMENT TO COVID-19 PATIENTS; AND
    - **3. PUBLIC AND PRIVATE LABORATORIES THAT HAVE EXISTING CAPACITIES TO TEST SUSPECTED COVID-19 PATIENTS.**
- (b) Goods and services for social amelioration measures in favour of affected
  communities;
- (c) Lease of real property or venue for use to house health workers or serve
  as quarantine centers, medical relief and aid distribution locations, or
  temporary medical facilities;
- (d) Establishment, construction, and operation of temporary medical
  facilities; [and]

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(e) Utilities, telecommunications, and other critical services in relation to operation of quarantine centers, medical relief and aid distribution centers and temporary medical facilities; **AND** 

- 4 (f) Ancillary services related to the foregoing.
- (8) MAY ENGAGE THE SERVICES OF THE PHILIPPINE RED CROSS, 5 HUMANITARIAN THAT 6 AS THE PRIMARY AGENCY IS 7 AUXILIARY TO THE GOVERNMENT IN GIVING AID TO THE 8 PEOPLE, SUBJECT TO **REIMBURSEMENT**, IN THE DISTRIBUTION OF GOODS AND SERVICES INCIDENTAL IN THE 9 FIGHT AGAINST COVID-19; 10
- (9) ENGAGE TEMPORARY HUMAN RESOURCES FOR HEALTH (HRH) 11 MEDICAL AND ALLIED MEDICAL STAFF TO 12 SUCH AS COMPLEMENT OR SUPPLEMENT THE CURRENT 13 HEALTH WORKFORCE OR TO MAN THE TEMPORARY MEDICAL 14 FACILITIES TO BE ESTABLISHED IN ACCORDANCE WITH 15 SECTION 4 7(D) OF THIS ACT: PROVIDED, THAT HRH TO BE 16 BASIS HIRED ON TEMPORARY SHALL RECEIVE THE 17 **APPROPRIATE** COMPENSATION AND **ALLOWANCES:** 18 **PROVIDED, FURTHER, THAT ALL HRH SERVING IN THE FRONT** 19 20 LINE DURING THE STATE OF CALAMITY DUE TO COVID-19, 21 SHALL RECEIVE AN ACTUAL HAZARD DUTY PAY FROM THE 22 **GOVERNMENT;**
- [(7)] **(10)** Ensure the availability of credit to the productive sectors of the economy especially in the countryside through measures such as, but not limited to, lowering the effective lending rates of interest and reserve requirements of lending institutions;
- [(8)] (11) Liberalize the grant of incentives for the manufacture or 27 importation of critical or needed equipment or supplies for the carrying-28 29 out of the policy declared herein, including healthcare equipment and **PROVIDED**, THAT IMPORTATION OF 30 supplies, THESE EQUIPMENT AND SUPPLIES SHALL BE EXEMPT FROM IMPORT 31 32 **DUTIES, TAXES OTHER FEES;**
- [(9)] (12) Require businesses to prioritize and accept contracts, subject to
  fair and reasonable terms, for materials and services necessary to
  promote the herein declared national policy;
- 36 [(10)] (13) Regulate and limit the operation of all sectors of transportation
  37 through land, sea or air, whether private or public;

- 1 [(11)] (14) Regulate traffic on all roads, streets, and bridges, and access 2 thereto; prohibit putting up of encroachments or obstacles; authorize 3 the removal of encroachments and illegal constructions in public places; and perform all other related acts; 4
- [(12)] (15) Continue to authorize alternative working arrangements for employees and workers in the Executive Branch, and whenever it 6 becomes necessary, in other independent branches of government and 7 constitutional bodies, and the private sector; 8

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- [(13)] (16) Conserve and regulate the distribution and use of power, fuel, 9 energy and water, and ensure adequate supply of the same; 10
- [(14)] (17) Notwithstanding any law to the contrary, direct the [cancellation] 11 **DISCONTINUANCE** of appropriated programs, projects or activities 12 (P/A/P) of any agency of the Executive Department, including 13 government-owned or -controlled corporations (GOCC), in the FYs 2019 14 15 and 2020 General Appropriations Act (GAA), WHETHER RELEASED OR UNRELEASED THE ALLOTMENTS FOR WHICH REMAIN 16 17 **UNOBLIGATED**, and utilize the savings generated therefrom to 18 augment the allocation for any item [for] DIRECTLY RELATED TO 19 support operations, response measures, and other such P/A/P in the FY 2020 GAA [as the President may deem] WHICH ARE necessary OR [,] 20 beneficial [or desirable] in order to address the COVID-19 emergency, 21 22 consistent with the herein declared national policy; PROVIDED 23 HOWEVER, THAT THE FOLLOWING ITEMS IN THE BUDGET 24 SHALL BE PRIORITIZED FOR AUGMENTATION:
- 25 (A) UNDER THE DEPARTMENT OF HEALTH - OPERATIONAL **BUDGETS OF GOVERNMENT HOSPITALS, PRIMARILY THOSE** 26 **IDENTIFIED FOR TREATMENT OF COVID-19; PREVENTION AND** 27 CONTROL OF OTHER INFECTIOUS DISEASES; EMERGENCY 28 **PREPAREDNESS AND RESPONSE; QUICK RESPONSE FUND;** 29
- 30 (B) UNDER THE UNIVERSITY OF THE PHILIPPINES - THE 31 OPERATIONAL BUDGET OF THE PHILIPPINE **GENERAL** 32 HOSPITAL;
- 33 (C)THE NATIONAL DISASTER RISK REDUCTION FUND OR 34 CALAMITY FUND;
- 35 (D) PROGRAMS OF THE DEPARTMENT OF LABOR AND 36 EMPLOYMENT, SUCH AS BUT NOT LIMITED TO TULONG PANGHANAPBUHAY SA ATING DISADVANTAGED/DISPLACED 37 WORKERS AND COVID-19 ADJUSTMENT MEASURES PROGRAM 38

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(E) UNDER THE DEPARTMENT OF TRADE AND INDUSTRY LIVELIHOOD SEEDING PROGRAM AND NEGOSYO SERBISYO SA
 BARANGAY;

- 5(F) UNDER THE DEPARTMENT OF AGRICULTURE RICE6FARMERS FINANCIAL ASSISTANCE PROGRAM
- 7(G) UNDER VARIOUS DEPARTMENT OF SOCIAL WELFARE AND8DEVELOPMENT PROGRAMS, SUCH AS BUT NOT LIMITED TO9ASSISTANCE TO INDIVIDUALS IN CRISIS SITUATIONS (AICS),10DISTRIBUTION OF FOOD AND NON-FOOD ITEMS, AND11LIVELIHOOD ASSISTANCE GRANTS;
- 12 (H) UNDER ALLOCATIONS TO LOCAL GOVERNMENT UNITS;
- 13(I) QUICK RESPONSE FUNDS LODGED IN THE VARIOUS14RELEVANT DEPARTMENTS, SUCH AS, BUT NOT LIMITED TO THE15DOH AND DSWD.
- 16NOTWITHSTANDING THE PROVISIONS OF THIS ACT, THE17DISCONTINUED PROGRAM, ACTIVITY OR PROJECT MAY BE18REVIVED AT ANY TIME AFTER THE NATIONAL EMERGENCY HAS19CEASED, AND NOTWITHSTANDING SEC. 67 OF REPUBLIC ACT20NO. 11465 OR THE "GENERAL APPROPRIATIONS ACT OF 2020",21MAY BE REVIVED AND PROPOSED FOR FUNDING WITHIN THE22NEXT TWO (2) FISCAL YEARS;
- [(15)] (18) Any unutilized or unreleased balance in a special purpose fund, 23 24 as of the date of declaration of State of Emergency, shall be considered 25 to have their purpose abandoned for the duration of the State of Emergency. All such unspent, unutilized or unreleased money or funds 26 27 sourced from collections or receipts, including future collections and 28 receipts, shall be utilized and are hereby appropriated for such measures 29 to address the COVID-19 situation and accomplish the declared national policy herein; 30
- 31 [(16)] (19) Notwithstanding any law to the contrary, reprogram, reallocate, 32 and realign FROM SAVINGS ON OTHER ITEMS OF [any] appropriationS in the FY 2020 GAA [for whatever purpose the President 33 may deem] IN THE EXECUTIVE DEPARTMENT, AS MAY BE 34 necessary and BENEFICIAL [desirable] to fund measures [to] THAT 35 36 address and respond to the COVID-19 emergency, including social 37 amelioration for affected communities, and the recovery [and 38 rehabilitation of areas] OF AREAS, SECTORS AND INDUSTRIES

1SEVERELY AFFECTED[, where the emergency is subsiding]. All2amounts so reprogrammed, reallocated or realigned shall be deemed3automatically appropriated for such measures to address the COVID-194situation WITHIN THE PERIOD SPECIFIED UNDER SECTION 95HEREOF;

- 6 [(17)] (20) Notwithstanding any law to the contrary, the President is hereby 7 authorized to allocate cash, funds, investments, including unutilized or 8 unreleased subsidies and transfers, held by any GOCC or any national 9 government agency [for whatever purpose the President may deem 10 necessary and desirable] in order to address the COVID-19 emergency, 11 AS DECLARED IN SECTION 3;
- 12 [(18)] (21) Move statutory deadlines and timelines for the filing and 13 submission of any document, the payment of taxes, fees, and other 14 charges required by law, and the grant of any benefit, in order to ease 15 the burden on individuals under Community Quarantine;
- (22) DIRECT ALL BANKS, OUASI-BANKS, FINANCING COMPANIES, 16 LENDING COMPANIES, AND OTHER **FINANCIAL** 17 18 INSTITUTIONS, PUBLIC AND PRIVATE, INCLUDING THE 19 GOVERNMENT SERVICE **INSURANCE** SYSTEM, SOCIAL SECURITY SYSTEM AND PAG-IBIG FUND, TO IMPLEMENT A 20 MINIMUM OF A THIRTY (30)-DAY GRACE PERIOD FOR THE 21 PAYMENT OF ALL LOANS, INCLUDING BUT NOT LIMITED TO 22 SALARY, PERSONAL, HOUSING, AND MOTOR VEHICLE LOANS, 23 AS WELL AS CREDIT CARD PAYMENTS, FALLING DUE WITHIN 24 THE PERIOD FROM MARCH 16 TO APRIL 15, 2020, WITHOUT 25 INCURRING INTERESTS, PENALTIES, FEES, OR OTHER 26 CHARGES. PERSONS WITH MULTIPLE LOANS SHALL LIKEWISE 27 BE GIVEN THE MINIMUM THIRTY (30)-DAY GRACE PERIOD 28 FOR EVERY LOAN; 29
- 30(23) PROVIDE FOR A THIRTY (30) DAY GRACE PERIOD ON31RESIDENTIAL RENTS FALLING DUE WITHIN THE PERIOD FROM32MARCH 16 TO APRIL 15, 2020, WITHOUT INCURRING33INTERESTS, PENALTIES, FEES, AND OTHER CHARGES;
- (24) IMPLEMENT AN EXPANDED AND ENHANCED PANTAWID 34 PAMILYA PROGRAM RESPONSIVE TO THE NEEDS POSED BY 35 THE CRISIS, AND PROVISION OF COMMODITY ASSISTANCE 36 PROGRAM WHERE THE SECRETARY OF DEPARTMENT OF 37 SOCIAL WELFARE AND DEVELOPMENT MAY PURCHASE 38 COMMODITIES FOR EMERGENCY DISTRIBUTION TO THE 39 40 MEMBERS OF THE INFORMAL AND MARGINALIZED SECTOR

1DURING THE DURATION OF QUARANTINE. THE SECRETARY OF2DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT MAY3APPROVE THE TEMPORARY EMERGENCY STANDARDS OF4ELIGIBILITY AND LEVELS OF BENEFITS.

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[(19)] (25) Undertake such other measures as may be reasonable and necessary to enable the President to carry out the declared national policy subject to the Bill of Rights and other constitutional guarantees.

8 Section 5. Reports to Congress and Creation of an Oversight 9 Committee. – The President, during Monday of every week, shall submit a weekly 10 report to Congress of all acts performed pursuant to this Act during the immediately 11 preceding week. THE REPORT SHALL LIKEWISE INCLUDE THE AMOUNT AND 12 CORRESPONDING UTILIZATION OF THE FUNDS USED, AUGMENTED, 13 REPROGRAMMED, REALLOCATED AND REALIGNED PURSUANT THIS ACT.

For this purpose, the Congress shall establish a Joint Congressional Oversight Committee composed of four (4) members of each house to be appointed by the Senate President and the House Speaker, respectively. This Committee shall determine whether such acts, orders, rules and regulations are within the restrictions provided herein. [This Committee can override any acts, orders, rules and regulations determined to be exercised in excess of the restrictions provided herein.]

Section 6. Penalties. - IN ADDITION TO ACTS OR OMISSIONS 20 PENALIZED BY EXISTING LAWS, VIOLATIONS OF THE PROVISIONS OF 21 THIS ACT [Any violation of the rules, regulations and directives of the National 22 Government issued pursuant hereto], shall be punishable with imprisonment of two 23 (2) months or a fine of not less than Ten Thousand Pesos but not more than One 24 Million Pesos, or both such imprisonment and fine at the discretion of the court, 25 without prejudice to prosecution under other applicable laws with heavier penalties: 26 Provided, however, That if the offender is a corporation, association, partnership or 27 any other juridical person, the penalty shall be imposed upon the president, directors, 28 managers, managing partners, as the case may be, who participated in the 29 30 commission of the offense or who shall have knowingly permitted or failed to prevent the commission of the same. If the offender is an alien, he shall, in addition to the 31 penalties herein prescribed, be deported without further proceedings; Provided, 32 further, that if the offender is a public official or employee, he shall, in addition to the 33 penalties prescribed herein, suffer perpetual or temporary absolute disqualification 34 35 from office, as the case may be.

36 Section 7. Construction or Interpretation. - [Nothing in this Act shall be 37 construed or interpreted as a restriction of the Bill of Rights or of the Constitution. In 38 case the exercise of the powers herein granted conflicts with other laws, this Act shall 39 prevail.] NOTHING HEREIN SHALL BE CONSTRUED AS AN IMPAIRMENT,

## 1RESTRICTION OR MODIFICATION OF THE PROVISIONS OF THE2CONSTITUTION. IN CASE THE EXERCISE OF THE POWERS HEREIN3GRANTED CONFLICTS WITH OTHER STATUTES, ORDERS, RULES OR4REGULATIONS, THE PROVISIONS OF THIS ACT SHALL PREVAIL.

5 **Section 8. Separability.** - If any provision of this Act or the application of 6 such provision to any person or circumstance is declared invalid, the remainder of this 7 Act or the application of such provision to any other person or circumstances shall not 8 be affected by such declaration.

9 Section 9. Effectivity. - This Act shall take effect immediately upon its publication in a newspaper of general circulation or in the Official Gazette and shall be 10 in full force and effect only for [two (2) months or longer if the calamity persist, as 11 may be determined by the President,] THREE MONTHS, UNLESS EXTENDED BY 12 **CONGRESS** [, without prejudice to the powers that the President may continue to 13 exercise under the Constitution or other laws.] Provided, That the powers granted 14 15 under this Act may be withdrawn sooner by means of a concurrent resolution of 16 Congress or ended by Presidential Proclamation. [Provided, further, that the 17 implementation of all P/A/Ps that were cancelled pursuant to this Act may resume any 18 time after the effectivity of this Act, notwithstanding provisions of law to the contrary.

Approved,