SEVENTEENTH CONGRESS
OF THE REPUBLIC OF THE PHILIPPINES
First Regular Section

BILLS AND NOT CATRIMOR

HOUSE OF REPRESENTATIVES

House Bill No 2876

Introduced by Representative Victor A. Yap

EXPLANATORY NOTE

Existing and emerging information and communications technologies and applications now enable broadcast, telecommunications, internet and other platforms or networks to compete with one another, and to deliver the same products and services. Equally important, digital delivery now empowers a single player to provide a range of products and services over a single platform.

Historically different and separate regulatory traditions however, still prescribe different rules for players based on the technologies they use to provide products and services, despite their ability to effectively compete in the same markets. As such, current laws that govern information and communications technologies are no longer appropriate, and do not foster free and fair competition.

Addressing the legal and policy challenges posed by this new converged reality requires a single legal framework that achieves a balance between creating the right incentives for investment and innovation on the one hand, and enforcing necessary rules and arrangements to promote competition and universal access to information and communications technology, on the other.

This bill known as the "Information and Communications Technology (ICT) Development Act of the Philippines" initiates a dynamic policy paradigm aimed at: (a) encouraging development of ICT as an integral part of national progress; (b) fostering universal access to ICT; (c) ensuring a fair and competitive market for ICT service providers with the aim of serving the consumers first; (d) regulating the radio frequency spectrum in compliance with international law and the public weal; and among others (e) generating reasonable government revenues without hindering private endeavour.

This is an important measure for national development and hence its unquestionable necessity requires its immediate passage.

VICTOR A. YAP

Representative, 2nd District of Tarlac

SEVENTEENTH CONGRESS)
OF THE REPUBLIC OF THE PHILIPPINES)
First Regular Section)

HOUSE OF REPRESENTATIVES

House Bill No. 2879

Introduced by Representative Victor A. Yap

AN ACT

TO PROMOTE AND GOVERN THE DEVELOPMENT, REGULATION AND PROMOTION OF ACCESS TO CONVERGE INFORMATION AND COMMUNICATIONS TECHNOLOGIES AND SERVICES IN THE PHILIPPINES

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

1 2 3		ARTICLE I. GENERAL PROVISIONS
4	SEC.	1. Short Title This Act shall be known as the "Information and Communications
5	Techn	ology (ICT) Development Act of the Philippines".
6		
7	SEC. 2	2. Declaration of Policy Recognizing the vital role that converging information and
8	comm	unications technologies play in the overall social and economic future of the Philippines
9	and pu	ursuant to the Constitutional goals for the national economy to attain a more equitable
10	distrib	ution of opportunities, income, and wealth; a sustained increase in the amount of goods
11	and so	ervices produced by the nation for the benefit of the people; and an expanding
12	produc	ctivity as the key to raising the quality of life for all, the State shall:
13	a.	Encourage the continued development and maintenance of viable, efficient, reliable and
14		universal information and communications technology infrastructures as vital tools to
15		nation-building and development;
16	b.	Provide universal access to information and communications technologies, particularly
17		in unserved and underserved areas;
18	c.	Foster a free and fair competitive environment where convergence service providers
19		are free to make business decisions, and to interact and compete with one another in
20		providing products and services; with the goal of promoting innovation, efficiency,
21		access and broader choices at affordable prices for the general public;
22	d.	Administer and efficiently allocate the radio frequency spectrum in accordance with
23		international agreements and conventions to which the Philippines is a party, and in a
24		manner that best serves the public interest and the promotion of greater competition in

1 the market;

- e. Ensure that rates and tariff charges are fair, just and reasonable, and consistent with the goals of fostering competition in the market;
 - f. Encourage and promote the continuing role of the private sector as the engine of rapid and efficient growth in the information and communications technology sector, while retaining the government's right and residual powers to respond appropriately where the market fails to provide efficient access to such technologies, or to promote greater competition in the market;
 - g. Create an environment of regulatory certainty and operational conditions necessary to assure and encourage the continued local and international investment in, and development of, the Philippines' information and communications technology sector;
 - h. Establish a competition framework that is responsive to the technical and market realities of convergence, considers the fundamental characteristics and challenges of the information and communications technology industries of the Philippines and, promotes and sustains the interests of the local sector and all its stakeholders;
 - i. Manage an orderly transition from the existing arrangements of traditional communications industry structures to a more complex and globalized convergence environment; and
 - j. Develop an effective national framework that responds to the global opportunities and challenges of convergence, and also addresses the specific characteristics of the Philippines market.
- SEC. 3. Scope. This Act shall apply to and be enforceable against any person or entity engaged in the ownership, operation and provision of information and communications technology products and services in the Philippines.
- **SEC. 4.** *Definitions.* For purposes of this Act, the following terms shall be used:
 - a. "Applications service" refers to particular functions or capabilities such as voice services, data services, content-based services, electronic commerce, and other transmission services that are provided to end-users through one or more network facilities and/or services;
 - b. "Commission" refers to the National Telecommunications Commission;
- 33 c. "communications" refers to any communications, whether between persons and 34 persons, things and things, or persons and things in the form of sound, data, text, visual 35 images, signals or any other form or any combination of those forms;
- d. "communications service" refers to a service for the delivery of communications to users by means of one or more network services and may include telecommunications

services, subscribed television services, broadcasting services, internet services and other value added services;

- e. "content" refers to any sound, text, still picture, moving picture or other audio visual representation, tactile representation or any other combination of these which is capable of being created, manipulated, stored, retrieved and transmitted electronically;
 - f. "content applications service" refers to an applications service that provides content;
 - g. "convergence" can refer either to (a) the use of different ICT platforms or networks, such as but not necessarily limited to telecommunications, broadcasting, electronic commerce and data processing, to deliver the same ICT product and/or service; or (b) the delivery of a range of ICT products and/or services by a single company using one or several of its own ICT platforms or networks;
 - h. "**Dominant Position**" refers to a position of economic strength that an entity or entities hold which makes it capable of controlling the relevant market independently from any or a combination of the following: competitors, customers, suppliers, or consumers;
 - i. "Department" refers to the Department of Information and Communications Technology;
 - j. "Information and Communications Technology (ICT) service providers" refers to network facilities providers, network service providers, applications service providers, and content applications service providers.
 - k. "mass media service" is a type of content applications service provided through the transmission of free to air commercial radio or television messages for reception of a broad audience in a geographic area;
 - "mass media service provider" refers to an entity which is authorized to provide mass media services;
 - m. "network facilities" means any element or combination of elements of transmission and distribution facilities used principally for, or in connection with, the provision of network services to the general public or to other convergence service providers, but does not include customer equipment, or infrastructure intended to provide network services to small and limited areas such as schools, subdivisions and other geographically discrete areas as may be defined by the Implementing Rules and Regulations of this Act;
 - n. "network facilities provider" refers to a public utility that owns or operates network facilities, and who operates physical network facilities and related infrastructure and systems, including but not limited to broadband cables, telecommunications lines and exchanges, radiocommunications transmission equipment, mobile base stations, and broadcasting transmission towers and equipment.
 - o. "network service" refers to a service which utilizes network facilities and provides a platform for the delivery of communications services to provide the basic connectivity

- and bandwidth necessary to support applications services and products; and to enable connectivity and/or transport between different networks.
 - p. "significant market power obligations" are obligations in relation to access, price setting, separate accounting for interconnection or access services, publication, non-discrimination, and/or other requirements that may be imposed by the Commission on an entity that it determines as holding a dominant position in a relevant market.
 - q. "Universal Access Fund" refers to a fund established by the Department for the purpose of ensuring the availability of a minimum set of reliable and affordable information and communications technology products and/or services throughout the Philippines, and particularly in unserved and underserved areas of the country.

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ARTICLE II. ICT SECTOR SERVICE PROVIDERS

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SEC. 5. *Categories of Service Providers.* – The ICT service providers shall be comprised of network facilities providers, network service providers, applications service providers, and content applications service providers.

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SEC. 6. *Market Entry.* – In the interest of fuller competition, transfer of technology and knowledge, and the overall welfare of the consuming public, the entry of new ICT service providers, including foreign participation in the ICT sector, shall be encouraged, except as provided hereunder.

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SEC. 7. Ownership and Management. – Network facilities providers, as public utilities, shall be owned by citizens of the Philippines, corporations or associations, cooperatives, partnerships or joint ventures organized under the laws of the Philippines, at least 60% of whose aggregate common stock is owned by such citizens. The participation of foreign investors on the governing body of any entity providing network services shall be limited to their proportionate share in its capital.

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Mass media service providers shall be wholly (100%) owned by citizens of the Philippines, corporations or associations, cooperatives, partnerships or joint ventures organized under the laws of the Philippines.

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All other service providers under this Act shall not be subject to ownership and/or management restrictions on foreign investment.

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SEC. 8. Franchise and Other Authorization Requirements. – Any network facilities provider or mass media service provider shall first obtain a legislative franchise, certificate of public

convenience and necessity, and other governmental authorizations as may be required by 1 2 existing laws. 3 No legislative franchise shall be required of other ICT service providers, except where such 4 providers own or operate a network facility as defined under this Act. 5 6 7 The Commission may identify and impose the licensing, registration and other requirements for the different ICT services, as may be necessary in the public interest or to further promote 8 9 market competition, and adopt an administrative process to facilitate greater entry of service providers into the ICT sector. 10 11 12 SEC. 9. Lease of Facilities. - Network facilities providers are obliged to provide network 13 services if requested by any ICT sector service provider unless: (i) the request for service is on non-commercial terms and conditions; (ii) the provision of service is likely to cause material 14 15 damage to network facilities; or (iii) the network service provider has grounds to believe that 16 the provision of service would be in breach of the law. 17 Network service providers shall have the right to acquire network services from other network 18 19 service providers. 20 21 SEC. 10. Registration of Access Agreements - Access arrangements for network facilities 22 and/or services shall be negotiated between the parties. 23 24 Where the parties cannot agree upon the terms and conditions for the supply of network 25 facilities or services, either party may submit the matter to the Commission for resolution. The Commission shall intervene to resolve the matter only if it is satisfied that the parties have had 26 a reasonable opportunity to negotiate on the terms and conditions of access and such 27 28 negotiations have failed. 29 30 Where the parties reach an agreement for the provision of network facilities or network access and/or services, such agreement shall be submitted to and registered with the Commission. 31 32 No written access agreement for the provision of listed network facilities or network services 33 34 shall be enforceable unless it has been registered with the Commission. 35 36 SEC. 11 - Residual Powers. - The Commission shall retain its residual powers to regulate 37 access charges, rates or tariffs where there is a lack of sufficient competition; where one of the 38 parties involved is a dominant entity; when ruinous competition results; or when a monopoly

1	or a cartel or combination in restraint of free competition exists and the rates or tariffs are
2	distorted or unable to function freely and the public is adversely affected.
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4	SEC. 12. Equality of Treatment. – Any advantage, favor, privilege, exemption, or immunity
5	granted under existing franchises, or may hereafter be granted, shall ipso facto become part of
6	franchises covered under this Act and shall be accorded immediately and unconditionally to
7	the grantees of such franchises: Provided, however, that the foregoing shall neither apply to
8	nor affect provisions of franchises concerning territory covered by the franchise, the life span
9	of the franchise, or the type of service authorized by the franchise.
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11	ARTICLE III. COMPETITION
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13	SEC. 13. Competition Practice Service providers shall not engage in conduct which has the
14	purpose or effect of substantially lessening competition in the ICT sector.
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16	The Commission shall work with, and assist the Philippine Competition Commission to set and
17	publish guidelines which clarify the meaning of "substantial lessening of competition". Such
18	guidelines may include reference to:
19	(a) the relevant economic market;
20	(b) global trends in the relevant market;
21	(c) the impact of the conduct on the number of competitors in a market and their
22	market shares;
23	(d) the impact of the conduct on barriers to entry into the market;
24	(e) the impact of the conduct on the range of services in the market;
25	(f) the impact of the conduct on the cost and profit structures in the market; and
26	(g) any other matters which the Commission and/or the Philippine Competition
27	Commission deem to be relevant.
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29	SEC. 14. Standard Access Obligations for Facilities and Services A network facilities
30	provider and a network service provider shall provide access to their network facilities or
31	network services to any other network facilities provider, network service provider,
32	applications service provider, or content applications service provider, who makes a written
33	request for access to such network facilities provider or network service provider on
34	reasonable terms and conditions.
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36	The access provided by one provider ("the first provider") to another provider under
37	subsection (1), shall be:
38	(a) of at least the same or more favorable technical standard and quality as the

1	technical standard and quality provided on the first provider's network facilities or
2	network services; and
3	(b) on an equitable and a non-discriminatory basis.
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5	The Commission shall work with and assist the Philippine Competition Commission to set and
6	publish the appropriate penalties and fines to be imposed for any violation of this section.
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8	SEC. 15. Non-Discrimination. – Service providers shall not discriminate between
9	entities/persons who acquire network or communications services of a particular kind in
10	relation to the charges for the service, timing of the service delivery, the terms and conditions
11	on which the service is supplied and the performance conditions/quality of the service.
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13	SEC. 16. Market Dominance. – The Commission may determine that a service provider is in a
14	dominant position in a relevant market in the ICT sector.
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16	The Commission shall work with, and assist the Philippine Competition Commission to
17	publish guidelines which clarify how it will apply the test of "dominant position" to a licensee.
18	The guidelines may specify the matters which the Commission may take into account,
19	including:
20	(a) the relevant economic market;
21	(b) global technology and commercial trends affecting market power;
22	(c) the market share of the licensee;
23	(d) the licensee's power to make independent rate setting decisions;
24	(e) the degree of product or service differentiation and sales promotion in the market;
25	and
26	(f) any other matters which the Commission deems as relevant.
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28	SEC. 17. Significant Market Power Obligations The Commission, in consultation with the
29	Philippine Competition Commission, may set and direct a provider in a dominant position in a
30	relevant market to abide by a set of significant market power obligations in order to prevent or
31	mitigate the possibility of conduct that may have the effect of substantially lessening
32	competition in the ICT market. Such obligations shall take immediate effect, unless reversed or
33	subsequently disapproved by the Philippine Competition Commission.
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35	SEC. 18. Anticompetitive Conduct The Commission, upon petition by an interested party or
36	motu propio, may order a dominant provider to cease a conduct in that market which has, or
37	may have, the effect of substantially lessening competition in any ICT sector market, and to

implement appropriate remedies.

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2	The Commission shall work with and assist the Philippine Competition Commission to publish
3	guidelines for this purpose, including setting appropriate penalties and fines for violations
4	thereof.
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6	ARTICLE IV. UNIVERSAL ACCESS
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8	SEC. 19. Universal Access Fund The Department shall establish a Universal Access Fund.
9	The Secretary of the Department shall issue the rules and regulations that would govern the
10	establishment of the Universal Access Fund, including setting the amounts to be required from
11	ICT sector service providers or by any other person to be contributed to the Universal Access
12	Fund, and any other matters related to or incidental to the establishment and operation of the
13	Universal Access Fund.
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15	The Department shall appoint an independent manager of the Universal Access Fund to ensure
16	that the contributions will be used exclusively in accordance with the purpose of the Fund.
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18	The Department will ensure that the books of account and other records of the Universal
19	Access Fund are independently audited each year in accordance with the purpose of the Fund
20	and generally accepted accounting principles, and that a report of the audit is made publicly
21	available.
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23	SEC. 20. Access to Information Every person who is a Filipino citizen shall have the right
24	to, and shall, upon request, be given prompt access to any and all information and records
25	pertaining to the Universal Access Fund. The Department, Commission and all other
26	government agencies who may have been involved in any matter of relevance to the Fund,
27	shall make available to any requesting person all information and records pertaining to official
28	acts, transactions, or decisions, as well as government research data used as a basis for UAF-
29	related policy or action, regardless of their physical form or format in which they are
30	contained and by whom they were made, for scrutiny, copying and/or reproduction.
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32	ARTICLE V. RIGHTS OF USERS
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Sec. 21. *Rights of End Users.* – Notwithstanding rights provided generally under this Act or other applicable laws, users of ICT services shall be afforded the following rights:

a. Right to change from one ICT service provider to another;

b. Right to non-discriminatory, reliable, and efficient ICT products and services conforming to the minimum standards prescribed by the Commission;

c. Right to choose and pay only for the ICT service(s) required;
 d. Right to regular, timely, unbundled and separate service charges, accurate billing, and efficient service;
 e. Right to thorough and fair investigation, and prompt resolution by the Commission of any valid service related complaint; and
 f. Right to privacy in the use of ICT products and services.

8 ARTICLE V. INSTITUTIONAL RESPONSIBILITIES

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- SEC. 22. Powers of the Department of Information and Communications Technology. The
 Department, in addition to its existing powers, functions and responsibilities, and in
 coordination with other concerned agencies, shall:
- a. Ensure that the national policies and objectives as set out in this Act are actively
 pursued;
 - b. Develop operational and administrative arrangements to support the establishment of a Universal Access Fund;
 - c. Recommend the grant of incentives to service providers in unserved areas, educational institutions such as schools and libraries, social-service agencies, tourist destinations such as national parks, and underserved rural areas;
 - d. Promote the development and transfer of technologies that allow efficient deployment of communications services; and
- e. Supervise and approve the internal restructuring of the Commission to reflect the objectives of this Act.

SEC. 23. Powers of the National Telecommunications Commission. – The National Telecommunications Commission shall be the principal implementing agency of this Act, and as such, shall take the necessary measures and remove any impediments to implement the policies and objectives set forth herein. It shall issue and adopt the rules and regulations necessary for the effective and efficient implementation of this Act.

- 31 The Commission, in addition to its existing powers, functions and responsibilities, shall:
- a. Prepare the implementing rules and regulations for this Act, and submit the same to the
 Department for approval;
- b. Prepare and submit an internal restructuring plan for approval by the Department, and
 to enable the Commission to meet the objectives of the Act;
- 36 c. Ensure that all entities provide services in a non-discriminatory manner;
- d. Ensure the interconnection and inter-operability of all networks;

- e. Working with the Philippine Competition Commission, formulate and implement rules to prevent unfair competition and trade practices;
- f. Require the submission by service providers of periodic and standardized reports of finances, operations and industry development;
- g. Formulate and implement rules and regulations and procedures to protect the rights of
 the users;
 - h. Formulate and implement rules, regulations, and procedures for the prompt issuance of authorizations, certificates, licenses and permits required of the service providers; and
 - i. Enforce the promulgated fines and penalties for violations of any provision of this Act.

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11 SEC. 24. Composition of the Commission. – The Commission shall be composed of a Chairperson and two (2) Commissioners.

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14 The Chairperson and Commissioners shall be citizens and residents of the Philippines, of good 15 moral character, of recognized probity and independence and must have distinguished 16 themselves professionally in public, civic or academic service in any of the following fields: 17 economics, law, finance, commerce or engineering. They must have been in the active practice of their professions for at least ten (10) years, and must not have been candidates for any 18 19 elective national or local office in the immediately preceding elections, whether regular or 20 special: Provided, That at least one (1) shall be a member of the Philippine Bar with at least ten (10) years of experience in the active practice of law, and at least one (1) shall be an 21

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The Chairperson and the Commissioners who shall have the rank equivalent of undersecretary and assistant secretary, respectively, shall be appointed by the President.

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- 27 SEC. 25. Term of Office. The term of office of the Chairperson and the Commissioners shall
- 28 be seven (7) years without reappointment. Of the first set of appointees following the
- enactment of this Act, the Chairperson shall hold office for seven (7) years and of the two (2)
- 30 Commissioners, one (1) shall hold office for a term of five (5) years and one (1) for a term of
- 31 three (3) years.

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In case a vacancy occurs before the expiration of the term of office, the appointment to such vacancy shall only be for the unexpired term of the predecessor.

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The Chairperson and the Commissioners shall enjoy security of tenure and shall not be suspended or removed from office except for just cause as provided by law.

- 1 SEC. 26. Prohibitions and Disqualifications. The Commissioners shall not, during their
- 2 tenure, hold any other office or employment. They shall not, during their tenure, directly or
- 3 indirectly practice any profession, except in a teaching capacity, participate in any business, or
- 4 be financially interested in any contract with, or any franchise, or special privileges granted by
- 5 the government or any subdivision, agency, or instrumentality thereof, including government-
- 6 owned and-controlled corporations or their subsidiaries. They shall strictly avoid conflict of
- 7 interest in the conduct of their office.

9 They shall not be qualified to run for any office in the election immediately succeeding their cessation from office.

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- 12 Neither shall they be allowed to personally appear or practice as counsel or agent on any
- matter pending before the Commission for two (2) years following their cessation from office.
- No spouse or relative by consanguinity or affinity within the fourth civil degree of any of the
- 15 Commissioners, the Chairperson and the Executive Director of the Commission may appear as
- 16 counsel nor agent on any matter pending before the Commission or transact business directly
- or indirectly therein during incumbency and within two (2) years from cessation of office.

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- 19 SEC. 27. Compensation and Other Emoluments for Members and Personnel of the
- 20 *Commission.* The compensation and other emoluments for the members and personnel of the
- 21 Commission shall be exempted from the coverage of Republic Act No. 6758, otherwise known
- as the "Salary Standardization Act". For this purpose, the salaries and other emoluments of the
- 23 Chairperson, the Commissioners, and personnel of the Commission shall be set based on an
- 24 objective classification system, taking into consideration the importance and responsibilities
- 25 attached to the respective positions, and shall be submitted to the President of the Philippines
- 26 for his approval.

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- 28 SEC. 28. Quorum. Two (2) members of the Commission shall constitute a quorum and the
- affirmative vote of two (2) members shall be necessary for the adoption of any rule, ruling,
- order, resolution, decision or other acts of the Commission.

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- 32 SEC. 29. Executive Director and Staff. The Commission shall appoint, fix the compensation,
- and determine the status, qualifications, and duties of its supporting staff, which shall include
- 34 an Executive Director of the Commission.

- 36 The Executive Director shall be appointed by the Commission and shall have relevant
- 37 experience in any of the fields of law, economics, commerce, management, finance or

1	engineering for at least ten (10) years. The members of the technical staff, except those
2	performing purely clerical functions, shall possess at least a Bachelor's Degree.
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4	ARTICLE VI. PENAL PROVISION
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6	SEC. 30. Sanctions. – Failure to comply with any provision of this Act shall be dealt with in
7	accordance with due process of law and following the schedule of fines and penalties which
8	shall promulgated by the Commission in accordance with the provisions of this Act.
9	ADTICLE VIII FINAL PROVICIONO
10	ARTICLE VII. FINAL PROVISIONS
11 12	SEC. 31. Policy Implementation The Commission, in consultation with the concerned
13	agencies and sectors, shall formulate and adopt, not later than ninety (90) days from the
14	effectivity of this Act, the necessary implementing rules and regulations for the
15	implementation of this Act, and shall prescribe appropriate penalties and sanctions therefore.
15	implementation of this rict, and shall presented appropriate penalties and sanctions therefore.
16	SEC. 32. Relationship with Philippine Competition Commission The Philippine
17	Competition Commission shall have original and primary jurisdiction in the enforcement and
18	regulation of all competition-related issues. The Commission shall work with the Philippine
19	Competition Commission to issue rules and regulations to promote competition, protect
20	consumers, and prevent abuse of market power by dominant players within the information
21	and communications technology sector.
22	SEC. 33. <i>Transitory Provisions.</i> – Upon the effectivity of this Act, all existing and authorized
23	providers of network and communications services shall be given one (1) year to comply with
24	the requirements of this Act.
25	Existing legislative franchises of telecommunications, broadcast, Cable TV, satellite TV, and
26	other communications service entities shall be considered as franchises for the provision of
27	network facility services.
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29	Existing franchises of free-to-air broadcast entities shall be considered as franchises for the
30	provision of mass media services.
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32	SEC. 34. Separability Clause. – Any portion or provisions of this Act that may be declared
33	unconstitutional or invalid shall not have the effect if nullifying other portions or provisions
34	hereof as long as such remaining portions or provisions can still subsist and be given effect in
35	their entirety
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- 1 SEC. 35. Repealing Clause. Republic Act 7925, otherwise known as the Public
- 2 Telecommunications Policy Act of the Philippines, and all other laws, ordinances, rules,
- 3 regulations and other issuances or parts thereof, which are inconsistent with this Act are hereby
- 4 repealed, or modified accordingly.

- 6 SEC. 36. Effectivity Clause. This Act shall take effect fifteen (15) days from the date of its
- 7 publication in the Official Gazette or in at least two (2) major newspapers of general
- 8 circulation, provided further that at least three (3) certified copies thereof shall have been filed
- 9 with the University of the Philippines Law Center.

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11 Approved.