

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Constitution Hills, Quezon City

FIFTEENTH CONGRESS
First Regular Session

00000 301
House Bill No. _____

**Introduced by AKBAYAN Party-List Representatives Walden F. Bello
and Arlene "Kaka" J. Bag-a0**

EXPLANATORY NOTE

The people's right to information is an indispensable element of a functioning representative democracy. The ideal of a "government by the people" presupposes that the people have access to information on matters of public concern in order to effectively exercise its governing power. The right to information is not only a political imperative; it is also essential in the country's economic life.

The free flow of information about the affairs of the government paves the way for debate in public policy, and fosters accountability in government. It results in better government policies as it provides the institutional foundation to a more responsive government planning by enhancing the capacity of the public to provide timely feedback to government. It widens the base for the generation of more knowledge about key development issues, not only by research and academic institutions, but also by the public at large. It promotes constructive and informed debate between and among government and stakeholders and builds consensus around policy objectives and design. All these promote more informed government interventions supported by a solid and broad-based constituency.

A free flow of official information is also a vital safeguard against corruption and rent seeking in government. The economic costs of corruption and rent seeking are well known. There is loss in consumer surplus arising from higher prices, as well as loss in output because resources are wasted in rent-seeking activities such as bribery. Secrecy in government makes corruption and rent seeking flourish. It gives government officials and rent seekers alike a wider room for maneuver and a greater cover for any evidence in corruption. In contrast, transparency exposes the vested interests involved, leads to the identification of corrupt officials, and eventually develops a more level playing field among economic actors.

A free flow of official information enhances the economic performance. The availability of information on official rules, policies, programs, and resource allocation enables the private sector to make sound long-term economic decisions. This, in turn, advances economic efficiency and competitiveness.

The Philippine Constitution guarantees the right of its people to information on matters of public concern. Sec. 7 of the Bill of Rights reads:

"The right of the people to information on matters of public concern shall be recognized. Access to official records, and to documents, and papers pertaining to official acts, transactions, or decisions, as well as to government research data used as basis for policy development, shall be afforded the citizen, subject to limitations as may be provided by law."

Jurisprudence has so far clarified key aspects of the right of the people to information on matters of public concern, particularly its nature and scope. As regards its nature, the Supreme Court has proclaimed that the right to information is not a private right, but a public right, which may be asserted by any citizen. Regarding its enforceability, the Supreme Court has held that the Constitutional provisions on the right to information are self executing.

Despite the Constitutional guarantee and the judicial affirmation of the right, denial of access to information on matters of public concern in the Philippines remains widespread. A comprehensive law on public access to official information that complements the existing Constitutional guarantee and relevant jurisprudence can mitigate this situation.

In particular, this legislation aims to:

- (a) put in place a uniform, simple, speedy and effective means of enforcing the right to information;
- (b) provide a clear penalty for the unlawful denial of access to official information; and,
- (c) clarify further the scope of the guarantee by defining its coverage.

Approval of this bill is earnestly sought.



WALDEN F. BELLO



ARLENE "Kaka" J. BAG-AO

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AN ACT
IMPLEMENTING THE RIGHT OF THE PEOPLE TO INFORMATION ON
MATTERS OF PUBLIC CONCERN GUARANTEED UNDER SECTION SEVEN,
ARTICLE THREE OF THE 187 CONSTITUTION AND THE STATE POLICY OF
FULL PUBLIC DISCLOSURE OF ALL ITS TRANSACTIONS INVOLVING PUBLIC
INTEREST UNDER SECTION TWENTY-EIGHT, ARTICLE TWO OF THE 1987
CONSTITUTION, 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 as the "Freedom of Information
Act of 2010"

SEC.2. Declaration of Policy. - The State recognizes the right of the people to
information on matters of public concern, and adopts and implements a policy of full
public disclosure of all its transactions involving public interest, subject to the
procedures and limitations provided by this Act. This right is indispensable to the
exercise of the right of the people and their organizations to effective and reasonable
participation at all levels of social, political and economic decision making.

SEC.3. Coverage. – This Act shall cover all government agencies as defined under
Section 4 of this Act.

SEC. 4. Definition of Terms. - As used in this Act:

(a) "Information" shall mean any knowledge, record, document, paper,
report, letters, contract, minutes and transcript of official meetings, maps,
books, photographs, data, research materials, film, sound and video recordings,
magnetic or other tapes, electronic data, computer stored data, or any other like
or similar data or material recorded, stored or archived in whatever form or
format, which are made, received or kept in or under the control and custody of
any government agency pursuant to law, executive order, rules and regulations,
ordinance or in connection with the performance or transaction of official
business by any government agency.

(b) "Government Agency" shall include the executive, legislative and judicial
branches as well as the constitutional bodies of the Republic of the Philippines

including, but not limited to, the national government and all its agencies, departments, bureaus, offices and instrumentalities, constitutional commissions and constitutionally mandated bodies, local governments and all their agencies, regulatory agencies, chartered institutions, government owned and controlled corporations, including wholly-owned or controlled subsidiaries, government financial institutions, state universities and colleges, the Armed Forces of the Philippines including the offices of Senators and Representatives, the Supreme Court and all lower courts established by law.

(c) "Official records" shall refer to information produced or received by a public officer or employee, or by a government agency in an official capacity or pursuant to a public function or duty, and is not meant to be a stage or status of the information.

(d) "Public records" shall include information required by law, executive orders, rules, or regulations to be entered, kept and made publicly available by a government agency.

SEC.5. Presumption. – There shall be a legal presumption in favor of access to information. Accordingly, government agencies shall have the burden of proof of showing by clear and convincing evidence that the information requested is exempted from disclosure by this Act.

SEC.6. Access to Information. – Government agencies shall make available to the public for scrutiny, copying and reproduction in the manner provided by this Act, all information pertaining to official acts, transactions or decisions, as well as government research data used as basis for policy development, regardless of their physical form or format in which they are contained and by whom they were made.

SEC.7. Exceptions. – Subject to the qualifications set forth in Section 8 of this Act, access to information may be denied when:

- (a) The information is specifically authorized to be kept secret under guidelines established by an executive order, and in fact properly classified pursuant thereto: Provided, that 1) The information directly relates to national defense and its revelation will cause grave damage to the internal and external defense of the State; 2) The information requested pertains to the foreign affairs of the Republic of the Philippines, when its revelation unduly weaken the negotiating position of the government in an ongoing bilateral or multilateral negotiation or seriously jeopardize the diplomatic relation of the Philippines with one or more states with which it intends to keep friendly relations; Provided further, That the executive order shall specify the reasonable period by which the information shall be automatically declassified or subject to mandatory declassification review, and that any reasonable doubt as to classification and declassification shall be settled in favor of the right to information;
- (b) The information requested pertains to internal and external defense and law enforcement, when the revelation thereof would render a legitimate military or law enforcement operation ineffective, unduly compromise the prevention. Detection or suppression of a criminal activity, or endanger the life or physical safety of confidential or protected sources or witnesses, law enforcement and military personnel or their immediate families. Information relating to the details of the administration, budget and expenditure, and management of the defense and law enforcement agencies shall always be accessible to the public.
- (c) The information requested pertains to the personal information of a natural person other than the requesting party, and its disclosure will constitute a clearly unwarranted invasion of his or her personal privacy, unless it forms part of a public record, or the person is or was an official of a government agency and the

- information relates to his or her public function, or the person has consented to the disclosure of the information;
- (d) The information requested pertains to trade, industrial, financial or commercial secrets of a natural or judicial person other than the requesting party, obtained in confidence by, and/or filed with a government agency, whenever the revelation thereof will seriously prejudice the interest of such natural or judicial person in trade, industrial, financial or commercial competition, unless such natural or judicial person has consented to the disclosure of the information;
 - (e) The information is privileged from production in legal proceedings by law or by the Rules of Court, unless the person entitled to the privilege has waived it;
 - (f) The information requested is exempted by law or the Constitution, in addition to those provided in this section;
 - (g) The information requested is obtained by any committee of either House of Congress in executive session, whenever such information falls under any of the foregoing exceptions; and
 - (h) The information requested consists of drafts of decisions by any executive, administrative, judicial or quasi-judicial body in the exercise of their adjudicatory functions whenever the revelation thereof would reasonably tend to impair the impartiality of verdicts, or otherwise obstruct the administration of justice

For letters (b) to (h) of this section, the determination whether any of these grounds shall apply and shall be the responsibility of the head office of the government agency in custody or control of the information, or any responsible central or field officer/s duly designated by him.

SEC. 8. Qualifications. – Even if the information fails under the exceptions set forth in the preceding section, access to information shall not be denied if:

- (a) The information maybe reasonably severed from the body of the information which would be subject to the exceptions;
- (b) The public interest in the disclosure outweighs the harm to the interest sought to be protected by the exceptions; or
- (c) The requesting party is either House of Congress, or any of its Committees and the disclosure is to be made in executive session, unless the disclosure will constitute a violation of the Constitution.

SEC.9. Procedure of Access. – (a) Any person who wishes to obtain information shall submit a request to the government agency concerned personally, by mail, or through electronic means. The request shall state the name and preferred contact information of the requesting party, and reasonably describe the information required, the reason for the request of the information and the preferred means by which the government agency shall communicate such information to the requesting party: Provided, That the stated reason shall not be used as a ground to deny the request or to refuse the acceptance of the request, unless such reason is contrary to law. If the request is submitted personally, the requesting party shall show his current identification card issued by any government agency, or government or private employer or school, or a community tax certificate. If the request is submitted by mail or through electronic means, the requesting party may submit a photo static or electronically scanned copy of the identification, or other convenient means as determined by the agency.

(b) The request shall be stamped by the government agency, indicating the date and time of receipt and the name, rank, title and position of the receiving public officer or employee with the corresponding signature, and a copy thereof furnished to the requesting party. In case the request is submitted by electronic means, the government

agency shall provide for an equivalent means by which the requirements of this paragraph shall be met.

(c) The request may indicate the following preferred means of communication:

- (1) A true copy of the information in permanent or other form;
- (2) An opportunity to inspect the information, using equipment normally available to the government agency when necessary;
- (3) An opportunity to copy the information using personal equipment;
- (4) A written transcript of the information contained in an audio or visual form;
- (5) A transcript of the content of an information requested, in print, sound or visual form, where such transcript is capable of being produced using equipment normally available to the government agency;
- (6) A transcript of the information from shorthand or codified form; or
- (7) Other reasonable means or format.

(d) A government agency may communicate the information requested in a form other than the preferred means whenever such preferred means would unreasonably interfere with the effective operation of the agency, or be detrimental to the preservation of the record.

(e) The government agency shall comply with such request within seven (7) working days from the receipt thereof.

(f) The time limits prescribed in this Section for the production of the requested information may be extended whenever there is a need for any of the following:

- (1) To search for and collect the requested information from field facilities or other establishments that are separate from the office processing the request;
- (2) To search for, collect and appropriately examine a voluminous amount of separate and distinct information which are demanded in a single request;
- (3) Consultation, which shall be conducted in all practicable speed, with another government agency or among two (2) or more components of the government agency having substantial interest in the determination of the request; and
- (4) To consider fortuitous events or other events due to force majeure or other analogous cases.

(g) The government agency shall in writing or through electronic means, notify the person making the request of extension, setting forth the reasons for such extension and the date when the information shall be made available: Provided, That no such notice shall specify a date that would result in an extension of more than fifteen (15) working days from the original deadline.

SEC. 10. Access Fees. – Government agencies may charge a reasonable fee to reimburse the actual cost of reproduction, copying or transcription and the communication of the information requested.

SEC. 11. Notice of Denial. – If the government agency decides to deny the request, in whole or in part, it shall, within seven (7) working days from the receipt of the request, notify the person making the request of such denial in writing or through electronic means. The notice shall clearly indicate the name, rank, title or position of the person making the denial, and the grounds for the denial. In case the denial is by reason of claimed exemption, the denial shall also state clearly the legitimate aim or

interest sought to be protected in the confidentiality, and the facts and circumstances invoked showing the substantial harm to, or frustration of, the legitimate aim or interest that will result in the disclosure of the information. Failure to notify the person making the request of the denial, or of the extension, shall be deemed a denial of the request for access to information.

SEC. 12. Implementation Requirements. – (a) For the effective implementation of this Act, all government agencies shall prepare a Freedom of Information Manual, with the end view of facilitating easy access to information, which shall include the following:

- (1) The location and contact information of the head, regional, provincial and field offices, and other established places where the public can obtain information or submit requests;
- (2) The types of information it generates, produces, holds and/or publishes;
- (3) A description of its record-keeping system;
- (4) The person or office responsible for receiving requests for information;
- (5) The procedure for filing of requests personally, by mail, or through identified electronic means;
- (6) The standard forms for the submission of requests and for the proper acknowledgment of the request;
- (7) The process for the disposition of the request, including the routing of the request to the person or office with the duty to act on the request, the decision-making, and the grant or denial of access and its implementation;
- (8) The procedure for the administrative appeal of any denial for access to information;
- (9) The schedule of fees;
- (10) The process and procedure for the mandatory disclosure of information under Section 14 of this Act;
- (11) Should the agency lack the capacity to comply with Section 14 (a) of this Act, a brief description of its plan to facilitate compliance within three (3) years from the approval of this Act; and
- (12) Such other information, taking into consideration the unique characteristics of an agency, that will help facilitate the effective implementation of this Act.

(b) The Judiciary shall prepare a similar manual as directed by the Supreme Court;

(c) The foregoing information shall also be posted in its website and bulletin boards, and be regularly updated;

(d) In no case shall the absence of the aforementioned Manual be a reason for the denial of any request for information made in accordance with this Act.

SEC. 13. Remedies in Cases of Denial. – (a) In all government agencies other than the judicial branch:

- (1) Every denial of any request for access to information may be appealed to the person or office next higher in authority, following the procedure mentioned in Section 12 (a)(8) of this Act: Provided, That the appeal must be filed within fifteen (15) calendar days from filing. Failure of the government agency to decide within the aforesated period shall constitute a denial of the appeal; and

- (2) Instead of appealing or after the denial of the appeal, the person denied access to information may file a verified complaint with the Office of the Ombudsman, praying that the government agency concerned be directed to immediately afford access to the information being requested. Such complaint shall be resolved by the Office of the Ombudsman within sixty (60) calendar days from filing, or earlier when time is of the essence, taking into account factors as the nature of the information requested, context of the request, public interest and danger that the information requested will become moot. The Office of the Ombudsman shall promulgate its special rules of procedure for the immediate disposition of complaints filed pursuant to this Section. Unless restrained or enjoined, the decisions of the Office of the Ombudsman shall immediately become executory, without prejudice to review in accordance with the Rules of Court.
 - (3) Instead of filing a complaint with the Office of the Ombudsman, whenever a request for information is denied originally or on administrative appeal, the requesting party may file a verified petition for mandamus in the proper court, alleging the facts with certainty and praying that judgment be rendered ordering the respondent, immediately or at some other time to be specified in court, to disclose the information and pay the damages sustained by the requesting party by reason of the denial. The procedure for such petition shall be summary in nature.
 - (4) In resolving a complaint or petition brought under the preceding paragraphs (2) and (3), the Ombudsman or the court is empowered to receive the information subject of a claim of exception under Section 7 herein and examine them in camera to determine the sufficiency of the factual and legal basis of such claim, when such sufficiency cannot be reasonably determined through evidence and circumstances apart from the information.
- (b) In the Judicial Branch – The Judiciary shall be governed by such remedies as promulgated by the Supreme Court.
 - (c) The remedies under this Section are without prejudice to any other administrative, civil or criminal action covering the same Act.
 - (d) The remedies available under this Act shall be exempt from the rules on non-exhaustion of administrative remedies and the application of the provisions of Republic Act No. 9285, otherwise known as the Alternative Dispute Resolution Act of 2004.
 - (e) In case the requesting party has limited or no financial capacity, the Public Attorney's Office shall be mandated to provide legal assistance to the requester in availing of the remedies provided under this Act.

SEC. 14. Mandatory Disclosure of Transactions Involving Public Interest. –

(a) Subject to Sections 7 and 8 of this Act, all government agencies shall upload on their websites, which shall be regularly updated every fifteen (15) days, all the steps, negotiations and key government positions pertaining to definite propositions of the government, as well as the contents of the contract, agreement or treaty in the following transactions involving public interest:

- (1) Compromise agreements entered into by a government agency with any person or entity involving any waiver of its rights or claims;
- (2) Private sector participation agreements or contracts in infrastructure and development projects under Republic Act No. 6957, as amended by Republic Act No. 7718, authorizing the financing, construction, operation and maintenance of infrastructure projects;

- (3) Procurement contracts entered into by a government agency;
- (4) Construction or concession agreements or contracts entered into by a government agency with any domestic or foreign person or entity;
- (5) Loans, grants, development assistance, technical assistance and programs entered into by a government agency with official bilateral or multilateral agencies, as well as with private aid agencies or institutions;
- (6) Loans from domestic and foreign financial institutions;
- (7) Guarantees given by any government agency to government-owned or controlled corporations and to private corporations, persons or entities;
- (8) Public funding extended to any private entity;
- (9) Bilateral or multilateral agreements and treaties in defense, trade, economic partnership, investments, cooperation and similar binding commitments; or
- (10) Licenses, permits or agreements given by any government agency to any person or entity for the extraction and/or utilization of natural resources.

A summary list of the foregoing information uploaded in the website shall be posted in the bulletin boards of the concerned government agency.

(b) The information uploaded in the website under letter (a) of this Section may be withdrawn after a period of three (3) years from the time of uploading: *Provided*, That an abstract of the information withdrawn shall remain uploaded in the website, containing a brief description of the transaction and an enumeration of the information withdrawn, and indicating the dates of posting and withdrawal.

(c) Should an agency lack the capacity to comply with letter (a) of this Section, the agency shall initiate a capacity-building program, or coordinate another appropriate agency, to facilitate substantive compliance not later than three (3) years upon approval of this Act.

SEC. 15. Keeping of Records. – a) Government agencies shall create and/or maintain in appropriate formats, accurate and reasonably complete documentation or records of their organizations, policies, transactions, decisions, resolution, enactments, actions, procedures, operations, activities, communications, documents received or filed with them and the data generated or collected. These shall include working files such as drafts or notes, whenever these have been circulated within the agency for official purpose such as for discussion, comment or approval or when these contain unique information that can substantially contribute to a proper understanding of the agency organization, policies, transactions, decisions, resolutions, enactments, actions, procedures, operations, and activities;

(b) Government agencies shall identify specific and classes of official records in their custody or control that have continuing historical, administrative, informational, legal, evidentiary, or research value for preservation by such agencies or their legitimate successors, or for transfer to the National Archives of the Philippines. In addition, the National Archives of the Philippines shall likewise identify specific and classes of official records that it shall require agencies to prepare and transfer to it.

(c) In addition to the specific and classes of official records identified for preservation under letter (b) of this Section, the following shall not be destroyed:

- 1) Records pertaining to loans obtained or guaranteed by the government;
- 2) Records of government contracts;
- 3) The declaration under oath of the assets, liabilities and net worth of public officers and employees, as required by law; and

- 4) Records of official investigations on graft and corruption practices of public officers;

(d) Government agencies shall prepare, following standards and period promulgated pursuant to Republic Act No. 9470 or the National Archives of the Philippines Act of 2007, a records management program that includes the following:

- 1) A records maintenance system for the creation, selection, classification, indexing and filing of official records that facilitates easy identification, retrieval and communication of information to the public;
- 2) A records maintenance, archival and disposition schedule providing a list of records under current use, for retention by the agency, for transfer to the National Archives, or for destruction; *Provided*, That destruction of the official records may be implemented only upon approval of the National Archives of the Philippines; and
- 3) A specification of the roles and responsibilities of agency personnel in the implementation of such system and schedule.

(e) In addition to its function as repository of all rules and regulations issued by agencies as provided under Book VII, Chapter 11 of the Administrative Code of 1987, the University of the Philippines Law Center, in coordination with the National Printing Office as the agency with exclusive printing jurisdiction over the *Official Gazette*, shall maintain a database, and publish the same in print in the *Official Gazette* or in digital or online form, the following: 1) All laws of the Philippines and their amendments, from the period of the Philippine Commission to the present; 2) All presidential issuances from November 15, 1935 to the present, including but limited, to executive orders, presidential proclamations, administrative orders, memorandum circulars, general orders, and other similar issuances; 3) A database of all appointments made by the President of the Philippines; and 4) Opinions of the Secretary of Justice.

SEC. 16. *Promotion of Openness in Government.* – (a) Duty to Publish Information – Government agencies shall regularly publish, print and disseminate at no cost to the public and in an accessible form, in conjunction with R.A. 9485, or the Anti-Red Tape Act of 2007, and through their website, timely, true, accurate and updated key information including, but not limited to:

- (1) A description of its mandate, structure, powers, functions, duties and decision-making processes;
- (2) A description of the frontline services it delivers and the procedure and length of time by which they may be availed of;
- (3) The names of its key officials, their powers, functions and responsibilities, and their profiles and curriculum vitae;
- (4) Work programs, development plans, investment plans, projects, performance targets and accomplishments, and budgets, revenue allotments and expenditures;
- (5) Important roles and regulations, orders or decisions; *Provided*, That they be published within fifteen (15) calendar days from promulgation;
- (6) Current and important database and statistics that it generates;
- (7) Bidding processes and requirements; and
- (8) Mechanisms or procedures by which the public may participate in or otherwise influence the formulation of policy or the exercise of its powers.

(b) **Accessibility of Language and Form** – Every government agency shall endeavor to translate key information into major Filipino languages and present them in popular form and means.

(c) **Improving Capability** – Every government agency shall ensure the provision of adequate training for its officials to improve awareness of the right to information and the provisions of this Act, and to keep updated of best practices in relation to information disclosure, records maintenance and archiving.

SEC. 17. Criminal Liability and Administrative Liability. – The penalty of imprisonment of not less than one (1) month but not more than six (6) months shall be imposed upon:

- a) Any public officer or employee receiving the request under Section 9 of this Act who shall fail to promptly forward the request to the public officer within the same office or agency responsible for officially acting on the request when such is the direct cause of the failure to disclose the information within the periods required by this Act;
- b) Any public officer or employee responsible for officially acting on the request, who shall:
 - (1) Fail, to act on the request within the periods required by this Act;
 - (2) Knowingly deny the existence of existing information;
 - (3) Destroy information being requested for the purpose of frustrating the requester's access thereto;
 - (4) Claim an exception under Section 7 of this Act, or under the Constitution, when the claim is manifestly devoid of factual basis; or
 - (5) Refuse to comply with the decision of his immediate supervisor, the Ombudsman or the court ordering the release of information that is not restrained or enjoined by a court.
- c) The head of office of the government agency directly and principally responsible for the negotiation and perfection of any of the transactions enumerated in Section 14(a) of this Act, who shall knowingly refuse, to direct the mandatory posting or uploading of such transaction despite the agency capacity to implement such directive. The same penalty shall be imposed upon the public officer or employee who, despite a directive from the head of office, shall fail, to post or upload any of the transactions enumerated in Section 14(a) of this Act;
- d) Any public officer or employee who shall destroy, or cause to destroy, records of information covered by Section 15(c) of this Act;
- e) Any public officer who formulates policies, rules and regulations manifestly contrary to the provisions of this Act, and which policies, rules and regulations are the direct cause of the denial of a request for information; or
- f) Any public or private individual who knowingly induced or caused the commission of the foregoing acts under this Section.

The foregoing shall be without prejudice to any administrative liability of the offender under existing laws and regulations.

SEC. 18. Act Not a Bar to Claim of Right to Information Under the Constitution. – No provision of this Act shall be interpreted as a bar to any claim of denial of the right to information under Article III, Section 7 of the 1987 Constitution.

SEC. 19. Separability Clause. – If, for any reason, any section or provision of this Act is held unconstitutional or invalid, no other section or provision shall be affected.

SEC. 20. *Repealing Clause* – All laws, decrees, executive orders, rules and regulations, issuances or any part thereof inconsistent with the provisions of this Act, including Memorandum Circular No, 78 dated 14 August 1964 (Promulgating Rules Governing Security of Classified Matter in Government Offices), as amended, and Section 3, Rule IV of the Rules Implementing Republic Act No. 6713 (Code of Conduct and Ethical Standards for Public Officials and Employees), are deemed repealed.

SEC. 21. *Effectivity*. – This Act shall take effect fifteen (15) days after its publication in at least two (2) national newspapers of general circulation.

Approved,