

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Metro Manila

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. **6721**



Introduced by **REP. NATHANIEL “Atty. Nat” M. ODUCAO**

EXPLANATORY NOTE

The Citizen Access and Disclosure of Expenditures for National Accountability (CADENA) Act seeks to institutionalize transparency, accountability, and citizen participation in the national budget process through the creation of a comprehensive digital platform. Recognizing that public funds are held in trust for the Filipino people, the Act mandates that all stages of the budget cycle—from planning and authorization to execution, procurement, and reporting—be fully disclosed, verifiable, and accessible to the public. Moreover, by requiring the use of tamper resistant, interoperable, and structured digital systems, CADENA ensures that budgetary transactions are traceable, auditable, and safeguarded against unauthorized alteration, thereby strengthening fiscal integrity and mitigating opportunities for graft and corruption.

More importantly, the Act establishes a digital budget portal as the official platform for publishing all public budget data, including budget preparation, legislation, fund release, procurement, and accountability documents. Moreover, CADENA employs advanced technologies, such as cryptographic digital signatures, distributed ledger systems, and secure data integrity protocols, to guarantee authenticity, reliability, and traceability of information. The platform also integrates with existing government financial and procurement systems, ensuring interoperability and real-time access while providing features such as independent mirror sites, audit trails, citizen feedback channels, and outcome-based performance dashboards. As a result, citizens, civil society organizations, and oversight institutions are empowered to monitor public expenditures, fostering participatory governance and promoting informed public scrutiny of government spending.

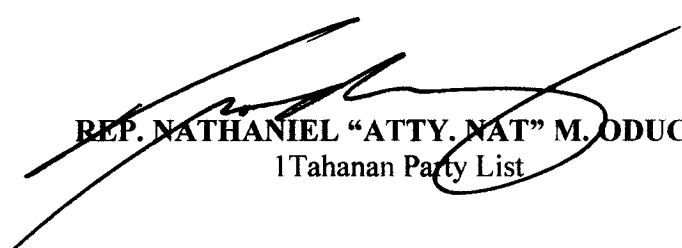
Additionally, the Act mandates the creation of the National Budget Transparency and Accountability Council (NBTAC) to oversee the implementation, auditing, and continuous improvement of CADENA. The Council, composed of key government officials and citizen representatives, is tasked with establishing policies, governance standards, and interoperability protocols, while the Joint Congressional Oversight Committee (JCOC) ensures ongoing monitoring and corrective action. Meanwhile, the Department of Information and Communications Technology (DICT) serves as the primary data custodian, ensuring compliance with data sovereignty, cybersecurity, and privacy standards. Implementation is phased: first, immediate disclosure through agency websites; next, integration with top-spending agencies within two years; and finally, full government-wide adoption within three years. In the same vein, local government units are encouraged to adopt similar mechanisms to strengthen fiscal transparency at the local level.

Enforcement mechanisms under the Act include administrative and criminal penalties for non-compliance, false reporting, or concealment of budget information. Moreover, records stored

¹ Philippine Institute For Development Studies (2025) Available at <https://www.pids.gov.ph/details/news/in-the-news/philippines-ranking-inches-up-in-global-corruption-perceptions-index> (last accessed December 09, 2025)

in CADENA are deemed prima facie evidence in legal proceedings, further strengthening the reliability and authority of the platform. This approach addresses the persistent challenge of public distrust in government spending, as highlighted by the Transparency International 2024 Corruption Perceptions Index, which ranked the Philippines 114th out of 180 countries with a score of 33 out of 100. Therefore, by ensuring that public funds are traceable, auditable, and accessible, CADENA enhances governance efficiency, deters corruption, and restores public confidence in the management of national resources.

Ultimately, the CADENA Act represents a transformative step toward modern, transparent, and accountable public finance management in the Philippines. By implementing a digital, tamper resistant, and interoperable platform, the Act guarantees that all government transactions are open to public scrutiny, thereby empowering citizens to participate actively in governance while safeguarding the integrity of public funds.



REP. NATHANIEL "ATTY. NAT" M. ODOCADO
I Tahanan Party List

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HOUSE BILL NO. 6721

Introduced by **REP. NATHANIEL “ATTY. NAT” M. ODUCAO**

**AN ACT MANDATING THE FULL DISCLOSURE OF GOVERNMENT
TRANSACTIONS THROUGH THE ESTABLISHMENT OF A DIGITAL BUDGET
PORTAL TO ENHANCE TRANSPARENCY, ACCOUNTABILITY, AND PUBLIC
PARTICIPATION IN THE PHILIPPINE BUDGET PROCESS**

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 “*CADENA Act.*”

SEC. 2. *Declaration of Policy.* —It is hereby declared the policy of the State to: it is the policy of the State to uphold transparency, accountability, and good governance in the management and disbursement of public funds. The State shall safeguard honesty and integrity in public service, adopt effective measures against graft and corruption, and institutionalize public disclosure through open, verifiable, and citizen-accessible digital systems. To this end, the government shall establish a digital platform that provides timely, accurate, tamper resistant, interoperable, and traceable publication of government budget transactions. The system shall guarantee that all government appropriations, disbursements, procurements, and expenditures are disclosed and made publicly accessible to citizens and oversight institutions.

SEC. 3. *Definition of terms.* —As used in this Act:

- a) *Budget Process* refers to the entire cycle of planning, legislation, execution, and accountability through which public funds are proposed, authorized, released, disbursed, and reported;
- b) *Citizen Access and Disclosure of Expenditures for National Accountability (CADENA)* refers to the digital budget portal established under this Act to serve as the official and publicly accessible portal for all public budget data;
- c) *Cryptographic* refers to the use of mathematical methods or algorithms to secure and verify digital data or transactions, ensuring their integrity, and authenticity;
- d) *Data Embassy* refers to a secure server or storage facility located outside the Philippines but placed under Philippine ownership, jurisdiction, and control, for data backup and continuity of critical fiscal systems;
- e) *Data Integrity* refers to the accuracy, consistency, and reliability of data throughout its lifecycle, ensuring that public fiscal information has not been altered or tampered with after its creation;

- 1 f) *Data Minimization* refers to the principle that only the data and information necessary,
2 relevant, and proportionate to the purpose of disclosure or processing shall be collected,
3 recorded, and published;
- 4 g) *Data Sovereignty* refers to the principle that all public budget data under this Act shall
5 remain the property of the Filipino people, held in trust by the State, and governed by
6 Philippine laws on data protection, privacy, and national security;
- 7 h) *Digital Budget Portal* refers to a digital platform that records, organizes, and publishes
8 government transactions and documents in an open-source, interoperable, tamper resistant,
9 and structured digital format;
- 10 i) *Digital Signature* refers to an electronic method of authentication using encryption or
11 cryptographic algorithms that validates the identity of the sender or author of a digital
12 record and ensure non-repudiation of published transactions;
- 13 j) *Disclosure* refers to the process of recording, certifying, and publishing of public budget
14 data under this Act in a manner that ensures accuracy, authenticity, time-stamping, and
15 public accessibility in structured digital formats, for the purpose of promoting transparency,
16 accountability, and citizen participation in governance;
- 17 k) *Distributed Ledger Technology* refers to a shared database architecture that records
18 transactions across multiple nodes or locations to ensure verifiability and resistance to
19 tampering;
- 20 l) *Interoperability* refers to the capability of different systems, platforms, or technologies to
21 exchange, interpret, and use information in a coordinated and secure manner, consistent
22 with established standards;
- 23 m) *Mirror Site* refers to an accredited independent copy or parallel instance of CADENA,
24 maintained by non-government organizations, media institutions, or universities to provide
25 redundancy, tamper resistant, and continuous public access to official data;
- 26 n) *Open Application Programming Interface (API)* refers to a publicly documented software
27 interface that allows authorized users, systems, or developers to access, retrieve, or submit
28 data from the CADENA under defined security, privacy, and access controls;
- 29 o) *Open-source* refers to software or technology whose source code is publicly accessible,
30 allowing anyone to inspect, use, modify, and distribute it;
- 31 p) *Publicly Accessible* refers to the state or condition in which data, records, or documents are
32 made available to the general public through an online platform without the need for prior
33 authorization, ensuring that any individual may freely view, search, download, verify, and
34 analyze such information in a structured digital format;
- 35 q) *Public Budget Data* refers to all information, documents, datasets, and transaction records
36 generated or required to be disclosed under Section 5 of this Act, covering all phases of the
37 national budget cycle from preparation and legislation to execution and accountability;
- 38 r) *Record and Publish* refers to the process of uploading or encoding, certifying, and making
39 public budget data available through the official disclosure platform prescribed under this
40 Act, in accordance with the timeframes, formats, and authentication standards provided in
41 the Implementing Rules and Regulations (IRR);
- 42 s) *Redundancy* refers to the establishment of multiple, independent systems or data copies to
43 ensure data preservation, reliability, and continuity of public access in case of system
44 failure or disruption;

- t) *Responsible Agency and Accountable Officer* refers to the government entity and designated officials identified as responsible for the certification, recording, and publication of specific categories of public budget data;
- u) *Structured Digital Format* refers to a machine-readable data format that complies with open data standards, such as CSV, JSON, or XML and allows automated processing, analysis, and interoperability among information systems;
- v) *Tamper-resistant* refers to the property of a record or system that makes any unauthorized alteration, deletion, or manipulation of recorded data extremely difficult by way of technological and operational safeguards, including but not limited to cryptographic protections, secure key management, hardware security modules, redundancy and access controls, such that any attempt at tampering would be prohibitively costly, detectable, and would leave measurable forensic evidence; and
- w) *Unified Accounts Code Structure (UACS)* refers to the government-wide coding framework prescribed by the Department of Budget and Management (DBM), in coordination with the Department of Finance (DOF) and the Commission on Audit (COA), that provides a unified and consistent classification system for budgeting, accounting, and auditing of government transactions. It serves as the standard reference for identifying the source, purpose, and use of public funds across all phases of the national budget cycle.

SEC. 4. Coverage. —This Act shall apply to all National Government departments, bureaus, offices, agencies, and other instrumentalities, including government-owned or controlled corporations, and their subsidiaries.

The Act shall likewise apply to all projects and programs funded through public-private partnerships (PPPs) or foreign-assisted programs insofar as they utilize, disburse, or account for public funds through national government agencies or mechanisms.

Local government units (LGUs) are not covered by this Act but are encouraged to adopt similar mechanisms consistent with the principles and standards established under this Act, to strengthen fiscal transparency, participatory governance, and public accountability at the local level.

SEC. 5. Disclosure of Public Budget Data. —All National Government entities are hereby mandated to record and publish to CADENA the data and information found in every document relating to the national government budget process to facilitate public scrutiny and ensure transparency in budget planning and preparation, budget legislation and authorization, budget execution and fund management, procurement process and contract management, and revenue collection and generation. For this purpose, the data from the following documents and such other documents as may be determined by the National Budget Transparency and Accountability Council (NBTAC) shall be disclosed and published in accordance with this Act:

Type of Document	Responsible Agency
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6	(a) Budget Preparation Documents	
7	i. Budget Call	Department of Budget and Management (DBM)
8		
9	ii. All Versions of Budget Preparation Forms submitted by	Concerned line agencies,
10	agencies through the OSBP Portal	consolidated by DBM
11	iii. National Expenditure Program (NEP)	DBM
12	iv. Budget of Expenditures and Sources of Financing (BESF)	DBM
13	v. President's Budget Message	DBM/Office of the
14		President
15	(b) Budget Legislation Documents	
16	i. General Appropriations Bill (GAB) versions	House of Representatives
17		(HOR) and Senate of the
18		Philippines (Senate)
19	ii. Committee Reports	HOR and Senate
20	iii. Individual, Committee, and Bicameral Amendments	HOR and Senate
21	iv. Bicameral Report	HOR and Senate
22	v. President's Veto Message	DBM/Office of the
23		President
24	vi. General Appropriations Act (GAA)	DBM
25	(c) Budget Execution and Fund Release Documents	
26	i. Agency-level Budget Execution Documents	Concerned agencies
27	ii. National Budget Circular (NBC) with Agency Budget	DBM
28	Matrix (ABM)	
29	iii. Allotment Release Orders (SAROs)	DBM
30	iv. Notices of Cash Allocation (NCAs)	DBM
1	v. Other Fund Release Documents (including CDCs, MYCAs,	DBM/Bureau of Treasury
2	and others)	(BTr)
3	vi. Fund Release Receipts	Concerned agencies
4	vii. Registry of Allotments, Obligations, and Disbursements	Concerned agencies
5	(RAOD)	
6	viii. Disbursement Vouchers	Concerned agencies
7	ix. Fund Utilization Reports	Concerned agencies/DBM
8		
9	x. All Civil Service Commission (CSC)—DBM—Commission	DBM / COA / CSC
10	on Audit (COA) Circulars	
11	(d) Infrastructure and Procurement-Related Documents	
12	i. Program of Works	Procuring agencies
13	ii. Bill of Quantities	Procuring agencies
14	iii. Detailed Unit Price Analysis	Procuring agencies
15	iv. Bid Announcements and Invitations to Bid	Procuring agencies
16	v. Request for Expressions of Interest	Procuring agencies
17	vi. Technical and Financial Evaluation	Procuring agencies
18	vii. Records of Competing Bids	Procuring agencies

19	viii. Eligibility & Ownership Disclosures/Certifications of	Procuring agencies
20	Good Standing	
21	ix. Notices of Award and Notices to Proceed	Procuring agencies
22	x. Contracts and Purchase Orders	Procuring agencies
23	xi. Performance/Warranty Security	Procuring agencies
24	xii. Advanced Payment/Mobilization Fee Receipt	Procuring agencies
25	xiii. Milestone Billings and Progress Billings	Procuring agencies
26	xiv. Inspection and Acceptance Reports	Procuring agencies
27	xv. Delivery Receipts	Procuring agencies
28	xvi. Disbursement Vouchers, Progress Billings, and	Procuring agencies
29	Completion Certificates	
30	xvii. Other related documents pursuant to Republic Act	As prescribed in the IRR
31	No. 12009 (New Government Procurement Act)	
1	(e) Budget Accountability Documents	
2	i. Agency Performance Review Reports and BFARs	DBM/Concerned agencies
3		
4	ii. Agency Financial Statements	Concerned agencies/COA
5		
6	iii. COA Annual Audit Reports	COA
7	iv. Audit Observation Memorandums	COA
8	v. Agency Action Plan and Status of Implementation (AAPSI)	Concerned agencies/COA
9		
10	vi. Statement of Appropriations, Allotments, Obligations, and	Concerned agencies
11	Disbursements and Balances (SAAODB)	
12		
13	vii. Records of oversight hearings, performance audits, and	Congress/COA /
14	corrective action reports	Concerned agencies

f) Other Documents. —The NBTAC may determine additional documents for which other public budget data should be disclosed under this Act, without prejudice to other disclosures necessary to promote transparency, accountability, and citizen participation in the budget process.

Data and information required to be disclosed under this section, as derived from the documents enumerated herein, shall hereafter be referred to as “*Public Budget Data*.” All Public Budget Data shall be digitally certified and presented in a structured digital format, in accordance with the standards to be prescribed by the NBTAC, ensuring that every allocation, transaction, or transfer is easily searchable, traceable, and analyzable by the public.

For each type of document listed above, the Implementing Rules and Regulations (IRR) shall clearly identify the responsible agency or office, as well as the designated accountable officer, for the disclosure of public budget data under this Act. For procurement-related documents under subsection (d), the designated accountable officer shall be the Head of the Procuring Entity (HoPE).

All required public budget data in the documents listed above shall be disclosed by the designated accountable officer within seven (7) working days from the date of approval, official

1 issuance, receipt of the concerned agency, completion, or generation of the document, whichever
2 is applicable. All corrections or updates shall be versioned in a manner that retains previous entries
3 to ensure data traceability, auditability, and accountability.

4
5 Disclosures shall include linkage identifiers or references sufficient to trace each
6 appropriation, obligation, and disbursement to the corresponding final payee, contractor, or
7 beneficiary program, using the Unified Accounts Code Structure (UACS) and other interoperable
8 tagging standards.

9
10 Beyond document publication, agencies shall ensure that budget-cycle datasets are
11 interlinked and reconcilable, allowing citizens to trace the full flow of funds from authorization to
12 actual expenditure and results achieved.

13
14 The disclosure requirement under this Act shall not apply to specific data fields within
15 documents whose publication would compromise national defense or security, or violate the
16 Republic Act No. 10173 or the Data Privacy Act of 2012, as determined by the NBTAC in
17 consultation with the National Privacy Commission and other appropriate agencies: *Provided*, That
18 the provisions of the Data Privacy Act of 2012, shall not be invoked to restrict or delay the
19 disclosure of public budget data, as public expenditure, contract, and supplier information shall not
20 be deemed personal data.

21
22 Nothing in this Act shall be construed to diminish, restrict, or otherwise limit existing
23 transparency and disclosure obligations under other laws, rules, and regulations.

24
25 **SEC. 6. Data Quality Standards.** —The National Transparency and Accountability
26 Council (NBTAC) shall determine data quality, formatting, and metadata standards for the
27 CADENA to ensure completeness, consistency, searchability, and interoperability across agencies,
28 enabling cross-referencing through standard coding systems such as the Unified Accounts Code
29 Structure (UACS).

30
31 The implementing rules shall ensure that the CADENA aligns with the standards of existing
32 transparency systems of the DBM, COA, and other agencies toward a unified, interoperable, and
33 open public financial data framework.

34
35 **SEC. 7. Establishment of the CADENA.** —The Citizen Access and Disclosure of
36 Expenditures for National Accountability (CADENA) shall serve as the official and publicly
37 accessible portal for all public budget data required under this Act.

38
39 The CADENA shall be the primary access point through which the public may freely
40 access, search, and download public budget data in open-source, interoperable, tamper resistant,
41 and structured digital format. It shall provide features that promote transparency, accountability,
42 and citizen participation, subject to tiered-access controls to protect personal data and national
43 security information.

44
45 The CADENA shall be developed using distributed ledger technology including but not
46 limited to blockchain, secure data integrity technology, or other technologies that conforms with

1 the standards and features prescribed under section 8 of this Act. The NBTAC shall, at intervals of
2 not more than three (3) years, review and recommend the adoption of alternative or emerging
3 technologies.

4
5 CADENA shall interface with existing government systems including but not limited to the
6 Integrated Financial Management Information System (IFMIS), Budget and Treasury Management
7 System (BTMS), Philippine Government Electronic Procurement System (PhilGEPS), and other
8 platforms through standardized Application Programming Interfaces (APIs) or newer technologies.
9 These systems shall maintain parallel operation during transition periods as specified by the
10 NBTAC.

11
12 **SEC. 8. Core Features of the CADENA.** —The CADENA shall be designed to promote
13 transparency and accountability in all phases of the national budget cycle. It shall, at a minimum,
14 have the following features:

- 15 a) Data Integrity and Authenticity—All published records shall bear digital and non-
16 repudiable signatures, timestamps, and metadata ensuring verifiable origin and traceability.
- 17 b) Transparency and Accessibility—All budget records and reports shall be made available
18 through public dashboards and open application programming interfaces (APIs) in
19 structured digital formats for real-time access, visualization, and reuse, subject to tiered
20 access controls to protect personal data and privileged information.
- 21 c) Redundancy and Oversight—Independent mirror sites, hosted by qualified and accredited
22 institutions, including government agencies, the private sector, civil society, and the
23 academe, and other third-party audit mechanisms shall be established to safeguard against
24 data loss, tampering, and concentration of control and strengthen mutual oversight and
25 institutional accountability.
- 26 d) Traceability Across the Budget Cycle — The system shall maintain a structured audit trail
27 linking each stage of the budget process from call and approval to release, procurement,
28 and liquidation, identifying the responsible committee or agency at each decision point,
29 while observing data minimization and purpose limitation under applicable privacy laws.
- 30 e) Programmability and Process Validation — The CADENA may employ rule-based or
31 automated validation tools to ensure compliance with budgetary laws, detect irregularities,
32 and flag inconsistencies for oversight review, without substituting or interfering with lawful
33 approval procedures.
- 34 f) Security and Resilience — The system shall employ encryption, redundancy, access
35 controls, and disaster recovery protocols that comply with international cybersecurity
36 standards.
- 37 g) Interoperability and Open Standards — The CADENA shall adopt open-source,
38 technology-neutral frameworks and ensure compatibility with existing and future
39 government information systems. It shall be designed for integration with the eGov PH
40 Portal, the eGov Super App, and other national digital platforms to allow seamless data
41 exchange, interoperability, and unified public access. The CADENA shall likewise be
42 accessible to the general public through its own portal and/or other government portals to
43 promote ease of use, transparency, and citizen engagement.
- 44 h) Auditability — The system shall maintain verifiable activity logs accessible to the COA
45 and other public auditors and civic society organizations duly authorized by the NBTAC

1 for post-factum review, without exposing personal or security-sensitive information on
2 public endpoints.

- 3 i) Citizen Feedback and Participation — The CADENA shall include real-time channels for
4 citizens and civil society organizations to report, track, and receive acknowledgment of
5 verified discrepancies or irregularities in published data. Each report shall be logged,
6 traceable, and subject to timely resolution by the concerned agency.
- 7 j) Scalability and Performance — The system shall be designed to handle high transaction
8 volumes, ensure continuity of operations during peak usage, and include forward-looking
9 capacity planning sufficient to accommodate at least ten (10) years of projected data growth
10 and system demand.
- 11 k) Outcome-based Metrics — The system shall include performance dashboards linking
12 budget disbursements to outputs and outcomes, allowing public tracking of agency
13 performance and corrective actions.

14
15 **SEC. 9. *Data Sovereignty and Custodianship.*** —All fiscal data collected and processed
16 under this Act are property of the Filipino people, held in trust by the State.

17
18 The Department of Information Technology (DICT) shall serve as primary data custodian,
19 responsible for ensuring lawful access, integrity and long-term preservation of such data.

20
21 The exercise of data sovereignty shall be understood as the State's control and lawful access
22 over public data through secure and verifiable systems consistent with Philippine jurisdiction and
23 regulatory standards.

24
25 All hosting and data infrastructure utilized under this Act shall remain under the lawful
26 control, access, and regulatory supervision of the Philippine Government, in accordance with the
27 applicable data governance, cybersecurity, and privacy regulations of DICT and the National
28 Privacy Commission (NPC): Provided, That the State, in coordination with the country having
29 jurisdiction of the data center infrastructure, may establish or designate a Data Embassy during the
30 pilot or initial implementation phases; Provided, further, That full domestic hosting shall be
31 achieved upon nationwide implementation.

32
33 This provision affirms that Philippine data sovereignty is a non-delegable national function,
34 and that any extraterritorial hosting shall be treated strictly as a contingency measure in support of,
35 not in lieu of, local infrastructure self-sufficiency.

36
37 All third-party providers, developers and service contractors engaged in the design,
38 operation or maintenance of the CADENA or any component digital system supporting government
39 transactions shall be deemed entities imbued with public interest and thus must follow and comply
40 with the governance standards set by the Security and Exchange Commission's in accordance with
41 Republic Act No. 11232, otherwise known as the Revised Corporation Code of the Philippines.

42
43 **SEC. 10. *National Budget Transparency and Accountability Council (NBTAC).*** —There
44 is hereby created a National Budget Transparency and Accountability Council (NBTAC) to oversee
45 the implementation, audit, and continuous improvement of the CADENA and related mechanisms
46 under this Act.

1
2 The Council shall be composed of:

- 3 a) The Secretary of the Department of Information and Communications Technology (DICT),
4 Co-chairperson;
5 b) The Secretary of the Department of Budget and Management (DBM), Co-chairperson;
6 c) The Chairperson of the Commission on Audit (COA), Member;
7 d) The Secretary of the Department of Justice (DOJ), Member;
8 e) The Secretary of the Department of Finance (DOF); and
9 f) Four (4) citizen representatives, to be appointed by the President upon joint
10 recommendation of the DICT and DBM, through an open and transparent selection process,
11 representing the following:
12 (1) Civil society organizations engaged in budget transparency, fiscal openness, or
13 participatory governance;
14 (2) Academic or research institutions with expertise in public finance, data analytics, or
15 digital governance;
16 (3) The media, particularly those with a track record in investigative journalism, data
17 reporting, or governance advocacy; and
18 (4) The business and technology sector.

19
20 The citizen members shall serve for a term of three (3) years, without prejudice to
21 reappointment for one (1) additional term.
22

23 The Council shall meet at least once every quarter or as often as necessary to effectively
24 discharge its functions under this Act. All regular and special meetings shall be conducted in a
25 transparent and publicly accessible manner, subject to the provisions of this Act and applicable
26 laws.

27 A dedicated Program Management Office (PMO) for CADENA implementation shall be
28 established under DICT, adequately staffed with technical, procurement, change management, and
29 project management specialists. It shall also serve as the secretariat for the NBTAC.
30

31 **SEC. 11. *Functions of the National Budget Transparency and Accountability Council***
32 ***(NBTAC).*** —

33 The NBTAC shall:

- 34 a) Formulate and approve policies, data standards, interoperability protocols, and governance
35 guidelines for the CADENA;
36 b) Oversee the enforcement of the Implementing Rules and Regulations (IRR) of this Act;
37 c) Oversee compliance and performance audits of the system and its accredited independent
38 mirror sites;
39 d) Ensure that all transparency mechanisms remain open-source, secure, and citizen-
40 accessible;
41 e) Issue periodic reports to Congress and the President on the state of budget transparency and
42 recommend improvements;
43 f) Monitor and evaluate the compliance of agencies covered under Section 5 of this Act, and
44 issue notice of non-compliance and warning to erring and/or noncomplying public official
45 or employee;

- g) Initiate investigation, motu proprio or upon receipt of a complaint, and refer the same to the Civil Service Commission or the Office of the Ombudsman, or file cases for violations of this Act;
- h) Engage relevant stakeholders in consultative and advisory capacities when necessary, without expanding the formal membership of the Council;
- i) Ensure that all regular and special meetings of the Council are publicly accessible through live-streaming and archiving via recognized streaming platforms or government broadcasting channels, except when discussions involve matters of national security or personal data protection, in which case minutes shall still be published in summary form within seven (7) working days; and
- j) Perform such other functions necessary to carry out the provisions of this Act.

SEC. 12. *Implementation Timeline.* —The establishment and operationalization of CADENA shall be undertaken in phases, ensuring that transparency mechanisms are rolled out in a manner consistent with agency readiness, data integrity, and fiscal process priorities, as follows:

- a) Phase 1—Immediate Disclosure through Agency Websites. Within nine (9) months from the effectivity of this Act, all National Government departments, bureaus, offices, agencies, and instrumentalities shall record and publish in their respective official websites all public documents referred to under Section 5 of this Act: Provided, that during this phase, the publication requirement for Infrastructure and Procurement-Related Documents under Section 5(d) shall apply only to projects or contracts with an approved cost exceeding Two Million Pesos (Php 2,000,000.00).

All published documents shall be in digitally structured format, searchable, and officially certified. All agency disclosure systems shall adopt interoperable formats to facilitate continuity and integration.

- b) Phase 2—Integration with Top Spending Agencies. Within twenty-four (24) months from the effectivity of this Act, CADENA shall be deployed and fully integrated with the financial management, accounting, and procurement systems of top-spending agencies identified by the NBTAC, including but not limited to the Department of Education (DepEd), the Department of Public Works and Highways (DPWH), Department of Health (DOH), Department of the Interior and Local Government (DILG), and the Department of Transportation (DOTr).

During this phase, these agencies shall record and publish all documents enumerated under Section 5 in open-source, interoperable, tamper resistant, and in structured digital format, including all Infrastructure and Procurement-Related Documents under Section 5(d), regardless of project cost, through CADENA.

The DICT, in coordination with the National Privacy Commission (NPC), shall ensure that privacy-impact assessments, cybersecurity protocols, and data-classification standards are in place prior to full deployment of CADENA within these agencies.

- c) Phase 3—Full Government-Wide Implementation. Within three (3) years from the effectivity of this Act, CADENA shall be expanded to cover all other national government

1 agencies, government-owned or—controlled corporations (GOCCs), and their subsidiaries.
2 All National Government departments, agencies, GOCCs, and other covered entities shall
3 fully comply with the disclosure requirements under Section 5, through CADENA,
4 including the disclosure of all Infrastructure and Procurement-Related Documents under
5 section 5(d) of this act for all projects, regardless of amount or classification. Nothing in
6 this Section shall preclude any department, agency, or government-owned or—controlled
7 corporation from complying with the requirements of this Act ahead of schedule or from
8 undertaking parallel implementation of succeeding phases.

9
10 **SEC. 13. *Capacity-Building and Technical Support.*** —During the initial implementation
11 period, the DICT shall provide capacity-building programs, systems integration assistance, and
12 technical support to ensure the readiness of all covered entities for full adoption of CADENA.

13
14 DICT, DBM, and DILG may provide technical assistance, shared hosting infrastructure,
15 and training to Local Government Units (LGUs) that voluntarily adopt the CADENA or develop
16 similar systems.

17
18 **SEC. 14. *Progress Reports.*** —The DICT shall submit to the Joint Congressional Oversight
19 Committee (JCOC) a written progress report within sixty (60) working days after the conclusion
20 of each implementation phase of this Act.

21
22 The report shall include, at a minimum, the following:

- 23 a) Agency Compliance Levels — The percentage of required documents and structured digital
24 records disclosed by covered entities within prescribed timelines;
25 b) System Performance—Metrics on the CADENA uptime, posting speed, interoperability,
26 and cybersecurity safeguards, including results of independent audits conducted under this
27 Act;
28 c) Citizen Access and Participation—Data on unique users, frequency of public access,
29 number of downloads, citizen feedback submissions, and government response actions;
30 d) Governance and Oversight Metrics—Reports on NBTAC activities, meetings, and
31 decisions relating to budget transparency, data integrity, and open-source collaboration;
32 e) Challenges Encountered—Technical, institutional, budgetary, or legal barriers to
33 compliance, and recommended solutions; and
34 f) Recommendations—Proposed measures to strengthen transparency, accountability, data
35 security, and citizen engagement.

36
37 All progress reports and accompanying datasets shall be published in open, structured
38 digital formats through the CADENA, mirrored by accredited independent institutions and civil-
39 society partners for public verification and long-term archival.

40
41 **SEC. 15. *Evidentiary Value of CADENA Records.*** —All records, data, and transactions
42 stored in CADENA shall be considered *prima facie* evidence of the facts stated therein and shall
43 be admissible in all judicial, quasi-judicial, and administrative proceedings without further proof
44 of authenticity, provided that the record:

- 45 a) Bears a digital timestamp;
46 b) Is cryptographically signed or verified through the digital portal; and

- 1 c) Has not been altered without authorization, as verified by CADENA's integrity controls.

2
3 CADENA records officially obtained from the government portal shall be deemed self-
4 authenticating and shall not require the testimony of a custodian or other foundational witness for
5 admission in evidence.

6
7 **SEC. 16. *Administrative Penalties.*** —Any public official or employee who performs or
8 causes the performance of the following acts shall be liable:

- 9 a) Failure to disclose the required public budget data within seven (7) working days from the
10 date of approval, official issuance, receipt by the concerned agency, or completion or
11 generation of the document or work, whichever is applicable; and
12 b) Issuance, approval, or implementation of policies, rules and regulations that are manifestly
13 contrary or intended to circumvent the provisions of this Act, or obstructs or interferes with
14 the publication, audit, or verification of information under CADENA.

15
16 Any violation of the preceding actions shall warrant the following penalties and liabilities:

- 17 a) First Offense. Administrative penalty of reprimand or up to six (6) months suspension from
18 the service.
19 b) Second offense. Administrative penalty of dismissal from the service and perpetual
20 disqualification from holding office.

21
22 In cases where no specific officer, employee, or unit is designated as responsible for the
23 submission, publication, or safekeeping of documents required under this Act, the Head of the
24 Procuring Entity shall be presumed responsible and held administratively liable under applicable
25 laws.

26
27 Non-compliance detected through CADENA shall trigger automatic referral to the Civil
28 Service Commission and the Ombudsman. Quarterly compliance dashboards shall be publicly
29 displayed.

30
31 **SEC. 17. *Penal Provisions.*** —

- 32 a) Any public official, employee, private individual or entity who commits any of the
33 following shall be liable:
34 i) Fails to upload, disclose, or publish the required public budget data within thirty (30)
35 working days, without justifiable cause, from the date of approval, official issuance, receipt
36 by the concerned agency, or completion or generation of the document or work, whichever
37 is applicable;
38 ii) Knowingly publishes false, or misleading information to simulate compliance with this
39 Act; or
40 iii) Willfully denies, conceals the existence of, or destroys or causes to be destroyed,
41 information and/or any document mandated for disclosure under this Act.

42
43 Any violation of the preceding actions shall be meted out with the penalty of imprisonment
44 ranging from six (6) years and one (1) day to not more than fifteen (15) years and a fine of up to
45 Three Million Pesos (Php 3,000,000.00).

- 1 b) If it is established that such act was committed to conceal or facilitate fraud, graft, or
2 corruption involving public funds or property, the public officer or employee shall be liable
3 as a principal or co-conspirator to crimes punishable under Republic Act No. 3019 or the
4 Anti-Graft and Corrupt Practices Act and Republic Act No. 7080 or the Anti-Plunder Act;
5 and
6 c) Any private individual or entity who knowingly induces or causes the commission of the
7 foregoing acts shall be liable as principal by inducement in the prosecution of public
8 officials or employees under this section.

9
10 Criminal liability shall also be incurred through the commission of bribery, extortion, or
11 when the violation was done maliciously and deliberately to solicit favor in cash or in kind. In such
12 cases, the pertinent provisions of the Revised Penal Code and other special laws shall apply.

13
14 **SEC. 18. *Administrative Jurisdiction.*** —The administrative jurisdiction on any violation
15 of the provisions of this Act shall be vested in either the Civil Service Commission, or the Office
16 of the Ombudsman as determined by appropriate laws and issuances.

17
18 **SEC. 19. *Civil and Criminal Liability, Not Barred.*** —The finding of administrative
19 liability under this Act shall not be a bar to the filing of criminal, civil or other related charges
20 under existing laws arising from the same act or omission as herein enumerated.

21
22 **SEC. 20. *Implementing Rules and Regulations (IRR).*** —Within sixty (60) days from the
23 effectivity of this Act, DICT, in coordination with DBM, COA, the DOJ, and other concerned
24 agencies, shall promulgate the necessary rules and regulations for the effective implementation of
25 this Act. The formulation of the IRR shall be undertaken in consultation with representatives from
26 civil society organizations, the academe, media, and relevant industry stakeholders.

27
28 **SEC. 21. *Joint Congressional Oversight Committee (JCOC).*** —Upon the effectivity of
29 this Act, the Joint Congressional Oversight Committee (JCOC) is hereby constituted. The JCOC
30 shall be composed of eight (8) members with the Chairpersons of the Committee on Science and
31 Technology of the Senate and the House of Representatives as Co-Chairpersons; Chairpersons of
32 the Committee on Finance of the Senate and Committee on Appropriations of the House of
33 Representatives as members; and two (2) members from each House to be designated by the Senate
34 President and the Speaker of the House of Representatives, respectively.

35
36 The JCOC shall monitor the effective implementation of this Act, recommend the necessary
37 remedial or administrative measures, and perform such other duties and functions as may be
38 necessary to attain the objectives of this Act.

39
40 **SEC. 22. *Appropriations.*** —The amount necessary to carry out this Act shall be charged
41 against the current appropriations of DICT for digital-governance and transparency programs.
42 Subsequent funding requirements shall be included in the annual General Appropriations Act.

43
44 **SEC. 23. *Separability Clause.*** —If any provision of this Act is declared unconstitutional,
45 the remainder shall remain in full force and effect.

1 **SEC. 24. *Repealing Clause.*** —All laws, orders, and regulations inconsistent herewith are
2 repealed or modified accordingly.

3
4 **SEC. 25. *Effectivity.*** —This Act shall take effect fifteen (15) days after publication in the
5 Official Gazette or in a newspaper of general circulation.

6
7 *Approved,*