

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

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. **6898**



Introduced by Representative LEILA M. DE LIMA

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

EXPLANATORY NOTE

Public office is a public trust. As such, in consonance with the Constitutional mandate to ensure that public officers and employees are accountable to the people, Article II, Section 28 of the 1987 Constitution declares, “subject to reasonable conditions prescribed by law, the State adopts and implements a policy of full public disclosure of all its transactions involving public interest.”

Despite existing laws and administrative mechanisms that pursue said mandate, the public’s access to budget transactions and other fiscal information remains severely constrained.¹ Each step of the budget process is almost always conducted privately, allowing critical decisions related to the Philippine budget to be mostly shielded from public scrutiny.² Coupled with poor management of government records and other institutional and political barriers that all thwart public disclosure and citizen oversight,³ it becomes extremely difficult for the country’s taxpayers to trace public money. Lamentably, this glaring gap in our accountability mechanisms allows

¹ Flores, D. N. (28 August 2025). Civil society wants FOI law, urge Congress to hike education, health budget. *Philstar.com*. Retrieved from <https://www.philstar.com/headlines/2025/08/28/2468761/civil-society-wants-foi-law-urge-congress-hike-education-health-budget>.

² International Budget Partnership. (2023). *Open Budget Survey 2023 – Philippines*. Retrieved from <https://internationalbudget.org/sites/default/files/country-surveys-pdfs/2023/open-budget-survey-philippines-2023-en.pdf>.

³ Brillantes Jr, A. B., Lilangan, C. R. W. B., & Ruiz, K. E. V. (2023). Open Government and Freedom of Information: The Philippine Experience. In *Open Government and Freedom of Information: Policy and Practice in Asia and the Middle East* (pp. 75-106). Cham: Springer International Publishing.

public funds to become more vulnerable to graft whilst shielding negligent or corrupt officials from accountability.

Given the deep public mistrust brought forth by the unprecedented scale of recent corruption scandals, it becomes even more imperative to ensure complete and reliable disclosure of government transactions in order to encourage public participation in the Philippine budget process and ultimately strengthen accountability. The proposed Citizen Access and Disclosure of Expenditures for National Accountability (CADENA) Act seeks to do exactly this through the establishment of a unified Digital Budget Portal. The Digital Budget Portal shall provide open, interoperable, and tamper-resistant access to public budget information, enabling real-time updates, auditability, traceability across all budget phases.

Specifically, this bill requires all national government agencies, government-owned or controlled corporations, and their subsidiaries to record and publish comprehensive budget data covering all phases of the budget cycle. This covers documents such as the National Expenditure Program (NEP), Budget of Expenditures and Sources of Financing (BESF), General Appropriations Bill (GAB) versions, Allotment Release Orders (SAROs), procurement contracts, and audit reports, among others.

This bill also mandates the creation of a National Budget Transparency and Accountability Council (NBTAC) to oversee implementation, formulate policies and standards, conduct audits, and ensure that the portal remains secure and accessible to citizens. This Council shall consist of secretaries from DICT, DBM, DOF, DOJ, COA, as well as four citizen representatives from civil society, academe, media, and the private sector.

Ultimately, this bill seeks to establish an accessible and centralized mechanism for the disclosure of all government budget transactions, effectively addressing the institutional and political gaps that have long impeded the Filipino people from accessing the information necessary to hold the government accountable. Fiscal transparency marks the essential first step in restoring public trust and establishing good governance.

This bill fully adopts Senator Bam Aquino's Senate Bill No. 1506 filed in the 20th Congress.

Early approval of this measure is requested.



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

1 SECTION. 1. *Short Title.* – This Act shall be known as the “CADENA Act.”

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

13
14 SEC. 3. *Definition of Terms.* – As used in this Act:

15
16 (a) *Budget Process* refers to the entire cycle of planning, legislation, execution,
17 and accountability through which public funds are proposed, authorized, released,
18 disbursed, and reported;

1 (b) *Citizen Access and Disclosure of Expenditures for National Accountability*
2 (*CADENA*) refers to the digital budget portal established under this Act to serve as the
3 official and publicly accessible portal for all public budget data;

4
5 (c) *Cryptographic* refers to the use of mathematical methods or algorithms to
6 secure and verify digital data or transactions, ensuring their integrity, and authenticity;

7
8 (d) *Data Embassy* refers to a secure server or storage facility located outside
9 the Philippines but placed under Philippine ownership, jurisdiction, and control, for
10 data backup and continuity of critical fiscal systems;

11
12 (e) *Data Integrity* refers to the accuracy, consistency, and reliability of data
13 throughout its lifecycle, ensuring that public fiscal information has not been altered or
14 tampered with after its creation;

15
16 (f) *Data Minimization* refers to the principle that only the data and information
17 necessary, relevant, and proportionate to the purpose of disclosure or processing shall
18 be collected, recorded, and published;

19
20 (g) *Data Sovereignty* refers to the principle that all public budget data under this
21 Act shall remain the property of the Filipino people, held in trust by the State, and
22 governed by Philippine laws on data protection, privacy, and national security;

23
24 (h) *Digital Budget Portal* refers to a digital platform that records, organizes, and
25 publishes government transactions and documents in an open-source, interoperable,
26 tamper-resistant, and structured digital format;

27
28 (i) *Digital Signature* refers to an electronic method of authentication using
29 encryption or cryptographic algorithms that validates the identity of the sender or
30 author of a digital record and ensures non-repudiation of published transactions;

31
32 (j) *Disclosure* refers to the process of recording, certifying, and publishing public
33 budget data under this Act in a manner that ensures accuracy, authenticity, time-
34 stamping, and public accessibility in structured digital formats, for the purpose of
35 promoting transparency, accountability, and citizen participation in governance;

36
37 (k) *Distributed Ledger Technology* refers to a shared database architecture that
38 records transactions across multiple nodes or locations to ensure verifiability and
39 resistance to tampering;

40
41 (l) *Interoperability* refers to the capability of different systems, platforms, or
42 technologies to exchange, interpret, and use information in a coordinated and secure
43 manner, consistent with established standards;

1 (m) *Mirror Site* refers to an accredited independent copy or parallel instance of
2 CADENA, maintained by non-government organizations, media institutions, or
3 universities to provide redundancy, tamper-resistance, and continuous public access
4 to official data;

5
6 (n) *Open Application Programming Interface (API)* refers to a publicly
7 documented software interface that allows authorized users, systems, or developers
8 to access, retrieve, or submit data from the CADENA under defined security, privacy,
9 and access controls;

10
11 (o) *Open-source* refers to software or technology whose source code is publicly
12 accessible, allowing anyone to inspect, use, modify, and distribute it;

13
14 (p) *Publicly Accessible* refers to the state or condition in which data, records, or
15 documents are made available to the general public through an online platform without
16 the need for prior authorization, ensuring that any individual may freely view, search,
17 download, verify, and analyze such information in a structured digital format;

18
19 (q) *Public Budget Data* refers to all information, documents, datasets, and
20 transaction records generated or required to be disclosed under Section 5 of this Act,
21 covering all phases of the national budget cycle from preparation and legislation to
22 execution and accountability;

23
24 (r) *Record and Publish* refers to the process of uploading or encoding,
25 certifying, and making public budget data available through the official disclosure
26 platform prescribed under this Act, in accordance with the timeframes, formats, and
27 authentication standards provided in the Implementing Rules and Regulations (IRR);

28
29 (s) *Redundancy* refers to the establishment of multiple, independent systems
30 or data copies to ensure data preservation, reliability, and continuity of public access
31 in case of system failure or disruption;

32
33 (t) *Responsible Agency and Accountable Officer* refers to the government entity
34 and designated official identified as responsible for the certification, recording, and
35 publication of specific categories of public budget data;

36
37 (u) *Structured Digital Format* refers to a machine-readable data format that
38 complies with open data standards, such as CSV, JSON, or XML, and allows
39 automated processing, analysis, and interoperability among information systems;

40
41 (v) *Tamper-resistant* refers to the property of a record or system that makes
42 any unauthorized alteration, deletion, or manipulation of recorded data extremely
43 difficult by way of technological and operational safeguards, including but not limited
44 to cryptographic protections, secure key management, hardware security modules,

1 redundancy and access controls, such that any attempt at tampering would be
2 prohibitively costly, detectable, and would leave measurable forensic evidence; and
3

4 (w) *Unified Accounts Code Structure (UACS)* refers to the government-wide
5 coding framework prescribed by the Department of Budget and Management (DBM),
6 in coordination with the Department of Finance (DOF) and the Commission on Audit
7 (COA), that provides a unified and consistent classification system for budgeting,
8 accounting, and auditing of government transactions. It serves as the standard
9 reference for identifying the source, purpose, and use of public funds across all phases
10 of the national budget cycle.
11

12 SEC. 4. *Coverage.* – This Act shall apply to all National Government
13 departments, bureaus, offices, agencies, and other instrumentalities, including
14 government-owned or controlled corporations, and their subsidiaries.
15

16 The Act shall likewise apply to all projects and programs funded through public
17 private partnerships (PPPs) or foreign-assisted programs insofar as they utilize,
18 disburse, or account for public funds through national government agencies or
19 mechanisms.
20

21 Local government units (LGUs) are not covered by this Act but are encouraged
22 to adopt similar mechanisms consistent with the principles and standards established
23 under this Act, to strengthen fiscal transparency, participatory governance, and public
24 accountability at the local level.
25

26 SEC. 5. *Disclosure of Public Budget Data.* – All National Government entities
27 are hereby mandated to record and publish to CADENA the data and information
28 found in every document relating to the national government budget process to
29 facilitate public scrutiny and ensure transparency in budget planning and preparation,
30 budget legislation and authorization, budget execution and fund management,
31 procurement process and contract management, and revenue collection and
32 generation. For this purpose, the data from the following documents and such other
33 documents as may be determined by the National Budget Transparency and
34 Accountability Council (NBTAC) shall be disclosed and published in accordance with
35 this Act:
36

Type of Document	Responsible Agency
(a) Budget Preparation Documents	
i. Budget Call	Department of Budget and Management (DBM)

ii. All Versions of Budget Preparation Forms submitted by agencies through the OSBP Portal	Concerned line agencies, consolidated by DBM
iii. National Expenditure Program (NEP)	DBM
iv. Budget of Expenditures and Sources of Financing (BESF)	DBM
v. President's Budget Message	DBM / Office of the President
(b) Budget Legislation Documents	
i. General Appropriations Bill (GAB) versions	House of Representatives (HOR) and Senate of the Philippines (Senate)
ii. Committee Reports	HOR and Senate
iii. Individual, Committee, and Bicameral Amendments	HOR and Senate
iv. Bicameral Report	HOR and Senate
v. President's Veto Message	DBM / Office of the President
vi. General Appropriations Act (GAA)	DBM
(c) Budget Execution and Fund Release Documents	
i. Agency-level Budget Execution Documents	Concerned agencies
ii. National Budget Circular (NBC) with Agency Budget Matrix (ABM)	DBM
iii. Allotment Release Orders (SAROs)	DBM
iv. Notices of Cash Allocation (NCAs)	DBM
v. Other Fund Release Documents (including CDCs, MYCAs, and others)	DBM / Bureau of Treasury (BTr)
vi. Fund Release Receipts	Concerned agencies
vii. Registry of Allotments, Obligations, and Disbursements (RAOD)	Concerned agencies
viii. Disbursement Vouchers	Concerned agencies
ix. Fund Utilization Reports	Concerned agencies / DBM
x. All Civil Service Commission (CSC) – DBM – Commission on Audit (COA) Circulars	DBM / COA / CSC
(d) Infrastructure and Procurement-Related Documents	
i. Program of Works	Procuring agencies

ii. Bill of Quantities	Procuring agencies
iii. Detailed Unit Price Analysis	Procuring agencies
iv. Bid Announcements and Invitations to Bid	Procuring agencies
v. Request for Expressions of Interest	Procuring agencies
vi. Technical and Financial Evaluation	Procuring agencies
vii. Records of Competing Bids	Procuring agencies
viii. Eligibility & Ownership Disclosures/ Certifications of Good Standing	Procuring agencies
ix. Notices of Award and Notices to Proceed	Procuring agencies
x. Contracts and Purchase Orders	Procuring agencies
xi. Performance / Warranty Security	Procuring agencies
xii. Advanced Payment / Mobilization Fee Receipt	Procuring agencies
xiii. Milestone Billings and Progress Billings	Procuring agencies
xiv. Inspection and Acceptance Reports	Procuring agencies
xv. Delivery Receipts	Procuring agencies
xvi. Disbursement Vouchers, Progress Billings, and Completion Certificates	Procuring agencies
xvii. Other related documents pursuant to Republic Act No. 12009 (New Government Procurement Act)	As prescribed in the IRR
(e) Budget Accountability Documents	
i. Agency Performance Review Reports and BFARs	DBM / Concerned agencies
ii. Agency Financial Statements	Concerned agencies / COA
iii. COA Annual Audit Reports	COA
iv. Audit Observation Memorandums	COA
v. Agency Action Plan and Status of Implementation (AAPSI)	Concerned agencies / COA
vi. Statement of Appropriations, Allotments, Obligations, and Disbursements and Balances (SAAODB)	Concerned agencies
vii. Records of oversight hearings, performance audits, and corrective action reports	Congress / COA / Concerned agencies

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

5
6 Data and information required to be disclosed under this section, as derived
7 from the documents enumerated herein, shall hereafter be referred to as "Public
8 Budget Data." All Public Budget Data shall be digitally certified and presented in a
9 structured digital format, in accordance with the standards to be prescribed by the
10 NBTAC, ensuring that every allocation, transaction, or transfer is easily searchable,
11 traceable, and analyzable by the public.

12
13 For each type of document listed above, the Implementing Rules and
14 Regulations (IRR) shall clearly identify the responsible agency or office, as well as the
15 designated accountable officer, for the disclosure of public budget data under this Act.
16 For procurement-related documents under subsection (d), the designated accountable
17 officer shall be the Head of the Procuring Entity (HOPE).

18
19 All required public budget data in the documents listed above shall be disclosed
20 by the designated accountable officer within seven (7) working days from the date of
21 approval, official issuance, receipt of the concerned agency, completion, or generation
22 of the document, whichever is applicable. All corrections or updates shall be versioned
23 in a manner that retains previous entries to ensure data traceability, auditability, and
24 accountability.

25
26 Disclosures shall include linkage identifiers or references sufficient to trace
27 each appropriation, obligation, and disbursement to the corresponding final payee,
28 contractor, or beneficiary program, using the Unified Accounts Code Structure (UACS)
29 and other interoperable tagging standards.

30
31 Beyond document publication, agencies shall ensure that budget-cycle
32 datasets are interlinked and reconcilable, allowing citizens to trace the full flow of funds
33 from authorization to actual expenditure and results achieved.

34
35 The disclosure requirement under this Act shall not apply to specific data fields
36 within documents whose publication would compromise national defense or security,
37 or violate the Republic Act No. 10173 or the Data Privacy Act of 2012, as determined
38 by the NBTAC in consultation with the National Privacy Commission and other
39 appropriate agencies: *Provided*, That the provisions of the Data Privacy Act of 2012
40 shall not be invoked to restrict or delay the disclosure of public budget data, as public
41 expenditure, contract, and supplier information shall not be deemed personal data.

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

4
5 SEC. 6. *Data Quality Standards.* – The National Budget Transparency and
6 Accountability Council (NBTAC) shall determine data quality, formatting, and
7 metadata standards for the CADENA to ensure completeness, consistency,
8 searchability, and interoperability across agencies, enabling cross-referencing through
9 standard coding systems such as the Unified Accounts Code Structure (UACS).

10
11 The implementing rules shall ensure that the CADENA aligns with the
12 standards of existing transparency systems of the DBM, COA, and other agencies
13 toward a unified, interoperable, and open public financial data framework.

14
15 SEC. 7. *Establishment of the CADENA.* – The Citizen Access and Disclosure
16 of Expenditures for National Accountability (CADENA) shall serve as the official and
17 publicly accessible portal for all public budget data required under this Act.

18
19 The CADENA shall be the primary access point through which the public may
20 freely access, search, and download public budget data in open-source, interoperable,
21 tamper-resistant, and structured digital format. It shall provide features that promote
22 transparency, accountability, and citizen participation, subject to tiered-access
23 controls to protect personal data and national security information.

24
25 The CADENA shall be developed using distributed ledger technology including
26 but not limited to blockchain, secure data integrity technology, or other technology that
27 conforms with the standards and features prescribed under section 8 of this Act. The
28 NBTAC shall, at intervals of not more than three (3) years, review and recommend the
29 adoption of alternative or emerging technologies.

30
31 CADENA shall interface with existing government systems including but not
32 limited to the Integrated Financial Management Information System (IFMIS), Budget
33 and Treasury Management System (BTMS), Philippine Government Electronic
34 Procurement System (PhilGEPS), and other platforms through standardized
35 Application Programming Interfaces (APIs) or newer technologies. These systems
36 shall maintain parallel operation during transition periods as specified by the NBTAC.

37
38 SEC. 8. *Core Features of the CADENA.* – The CADENA shall be designed to
39 promote transparency and accountability in all phases of the national budget cycle. It
40 shall, at a minimum, have the following features:

41
42 (a) Data Integrity and Authenticity – All published records shall bear digital and
43 non-repudiable signatures, timestamps, and metadata ensuring verifiable origin and
44 traceability.

1 (b) Transparency and Accessibility – All budget records and reports shall be
2 made available through public dashboards and open application programming
3 interfaces (API) in structured digital formats for real-time access, visualization, and
4 reuse, subject to tiered access controls to protect personal data and privileged
5 information.

6
7 (c) Redundancy and Oversight – Independent mirror sites, hosted by qualified
8 and accredited institutions, including government agencies, the private sector, civil
9 society, and the academe, and other third-party audit mechanisms shall be established
10 to safeguard against data loss, tampering, and concentration of control and strengthen
11 mutual oversight and institutional accountability.

12
13 (d) Traceability Across the Budget Cycle – The system shall maintain a
14 structured audit trail linking each stage of the budget process from call and approval
15 to release, procurement, and liquidation, identifying the responsible committee or
16 agency at each decision point, while observing data minimization and purpose
17 limitation under applicable privacy laws.

18
19 (e) Programmability and Process Validation – The CADENA may employ rules-
20 based or automated validation tools to ensure compliance with budgetary laws, detect
21 irregularities, and flag inconsistencies for oversight review, without substituting or
22 interfering with lawful approval procedures.

23
24 (f) Security and Resilience – The system shall employ encryption, redundancy,
25 access controls, and disaster recovery protocols that comply with international
26 cybersecurity standards.

27
28 (g) Interoperability and Open Standards – The CADENA shall adopt
29 opensource, technology-neutral frameworks and ensure compatibility with existing
30 and future government information systems. It shall be designed for integration with
31 the eGov PH Portal, the eGov Super App, and other national digital platforms to allow
32 seamless data exchange, interoperability, and unified public access. The CADENA
33 shall likewise be accessible to the general public through its own portal and/or other
34 government portals to promote ease of use, transparency, and citizen engagement.

35
36 (h) Auditability – The system shall maintain verifiable activity logs accessible to
37 the COA and other public auditors and civic society organizations duly authorized by
38 the NBTAC for post-factum review, without exposing personal or security-sensitive
39 information on public endpoints.

40
41 (i) Citizen Feedback and Participation – The CADENA shall include real-time
42 channels for citizens and civil society organizations to report, track, and receive
43 acknowledgment of verified discrepancies or irregularities in published data. Each

1 report shall be logged, traceable, and subject to timely resolution by the concerned
2 agency.

3
4 (j) Scalability and Performance – The system shall be designed to handle high
5 transaction volumes, ensure continuity of operations during peak usage, and include
6 forward-looking capacity planning sufficient to accommodate at least ten (10) years of
7 projected data growth and system demand.

8
9 (k) Outcome-based Metrics – The system shall include performance
10 dashboards linking budget disbursements to outputs and outcomes, allowing public
11 tracking of agency performance and corrective actions.

12
13 SEC. 9. *Data Sovereignty and Custodianship.* – All fiscal data collected and
14 processed under this Act are property of the Filipino people, held in trust by the State.

15
16 The Department of Information Technology (DICT) shall serve as primary data
17 custodian, responsible for ensuring lawful access, integrity, and long-term
18 preservation of such data.

19
20 The exercise of data sovereignty shall be understood as the State's control and
21 lawful access over public data through secure and verifiable systems consistent with
22 Philippine jurisdiction and regulatory standards.

23
24 All hosting and data infrastructure utilized under this Act shall remain under the
25 lawful control, access, and regulatory supervision of the Philippine Government, in
26 accordance with the applicable data governance, cybersecurity, and privacy
27 regulations of DICT and the National Privacy Commission (NPC): *Provided*, That the
28 State, in coordination with the country having jurisdiction of the data center
29 infrastructure, may establish or designate a Data Embassy during the pilot or initial
30 implementation phases: *Provided*, further, That full domestic hosting shall be achieved
31 upon nationwide implementation.

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

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

1 SEC. 10. *National Budget Transparency and Accountability Council (NBTAC).*
2 – There is hereby created a National Budget Transparency and Accountability Council
3 (NBTAC) to oversee the implementation, audit, and continuous improvement of the
4 CADENA and related mechanisms under this Act.

5
6 The Council shall be composed of:

7 (a) The Secretary of the Department of Information and Communications
8 Technology (DICT), Co-chairperson;

9 (b) The Secretary of the Department of Budget and Management (DBM), Co-
10 chairperson;

11 (c) The Chairperson of the Commission on Audit (COA), Member;

12 (d) The Secretary of the Department of Justice (DOJ), Member;

13 (e) The Secretary of the Department of Finance (DOF); and

14 (e) Four (4) citizen representatives, to be appointed by the President upon joint
15 recommendation of the DICT and DBM, through an open and transparent selection
16 process, representing the following:

17 (1) Civil society organizations engaged in budget transparency, fiscal
18 openness, or participatory governance;

19 (2) Academic or research institutions with expertise in public finance, data
20 analytics, or digital governance;

21 (3) The media, particularly those with a track record in investigative journalism,
22 data reporting, or governance advocacy; and

23 (4) The business and technology sector.

24 The citizen members shall serve for a term of three (3) years, without prejudice
25 to reappointment for one (1) additional term.

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

31
32 A dedicated Program Management Office (PMO) for CADENA implementation
33 shall be established under DICT, adequately staffed with technical, procurement,
34 change management, and project management specialists. It shall also serve as the
35 secretariat for the NBTAC.

36
37 SEC. 11. *Functions of the National Budget Transparency and Accountability*
38 *Council (NBTAC).* –

39
40 The NBTAC shall:

41 (a) Formulate and approve policies, data standards, interoperability protocols,
42 and governance guidelines for the CADENA;

43 (b) Oversee the enforcement of the Implementing Rules and Regulations (IRR)
44 of this Act;

1 (c) Oversee compliance and performance audits of the system and its
2 accredited independent mirror sites;

3 (d) Ensure that all transparency mechanisms remain open-source, secure, and
4 citizen-accessible;

5 (e) Issue periodic reports to Congress and the President on the state of budget
6 transparency and recommend improvements;

7 (f) Monitor and evaluate the compliance of agencies covered under Section 5
8 of this Act, and issue notice of non-compliance and warning to erring and/or
9 noncomplying public official or employee;

10 (g) Initiate investigation, *motu proprio* or upon receipt of a complaint, and refer
11 the same to the Civil Service Commission (CSC) or the Office of the Ombudsman
12 (OBM), or file cases for violations of this Act;

13 (h) Engage relevant stakeholders in consultative and advisory capacities when
14 necessary, without expanding the formal membership of the Council;

15 (i) Ensure that all regular and special meetings of the Council are publicly
16 accessible through live streaming and archiving via recognized streaming platforms or
17 government broadcasting channels, except when discussions involve matters of
18 national security or personal data protection, in which case minutes shall still be
19 published in summary form within seven (7) working days; and

20 (j) Perform such other functions necessary to carry out the provisions of this
21 Act.

22
23 SEC. 12. *Implementation Timeline.* – The establishment and operationalization
24 of CADENA shall be undertaken in phases, ensuring that transparency mechanisms
25 are rolled out in a manner consistent with agency readiness, data integrity, and fiscal
26 process priorities, as follows:

27
28 (a) Phase 1 – Immediate Disclosure through Agency Websites. Within nine (9)
29 months from the effectivity of this Act, all National Government departments, bureaus,
30 offices, agencies, and instrumentalities shall record and publish in their respective
31 official websites all public documents referred to under Section 5 of this Act: *Provided,*
32 That during this phase, the publication requirement for Infrastructure and
33 Procurement-Related Documents under Section 5(d) shall apply only to projects or
34 contracts with an approved cost exceeding Two Million Pesos (P2,000,000.00).

35
36 All published documents shall be in digitally structured format, searchable, and
37 officially certified. All agency disclosure systems shall adopt interoperable formats to
38 facilitate continuity and integration.

39
40 (b) Phase 2 – Integration with Top Spending Agencies. Within twenty four (24)
41 months from the effectivity of this Act, CADENA shall be deployed and fully integrated
42 with the financial management, accounting, and procurement systems of top-spending
43 agencies identified by the NBTAC, including but not limited to the Department of
44 Education (DepEd), the Department of Public Works and Highways (DPWH),

1 Department of Health (DOH), Department of the Interior and Local Government
2 (DILG), and the Department of Transportation (DOTr).

3
4 During this phase, these agencies shall record and publish all documents
5 enumerated under Section 5 in open-source, interoperable, tamper-resistant, and in
6 structured digital format, including all Infrastructure and Procurement-Related
7 Documents under Section 5(d), regardless of project cost, through CADENA.

8
9 The DICT, in coordination with the National Privacy Commission (NPC), shall
10 ensure that privacy-impact assessments, cybersecurity protocols, and data-
11 classification standards are in place prior to full deployment of CADENA within these
12 agencies.

13
14 (c) Phase 3 – Full Government-Wide Implementation. Within three (3) years
15 from the effectivity of this Act, CADENA shall be expanded to cover all other national
16 government agencies, government-owned or -controlled corporations (GOCCs), and
17 their subsidiaries. All National Government departments, agencies, GOCCs, and other
18 covered entities shall fully comply with the disclosure requirements under Section 5,
19 through CADENA, including the disclosure of all Infrastructure and Procurement-
20 Related Documents under section 5(d) of this act for all projects, regardless of amount
21 or classification. Nothing in this Section shall preclude any department, agency, or
22 government-owned or -controlled corporation from complying with the requirements of
23 this Act ahead of schedule or from undertaking parallel implementation of succeeding
24 phases.

25
26 SEC. 13. *Capacity-Building and Technical Support.* – During the initial
27 implementation period, the DICT shall provide capacity-building programs, systems
28 integration assistance, and technical support to ensure the readiness of all covered
29 entities for full adoption of CADENA.

30
31 DICT, DBM, and DILG may provide technical assistance, shared hosting
32 infrastructure, and training to LGUs that voluntarily adopt the CADENA or develop
33 similar systems.

34
35 SEC. 14. *Progress Reports.* – The DICT shall submit to the Joint Congressional
36 Oversight Committee (JCOC) a written progress report within sixty (60) working days
37 after the conclusion of each implementation phase of this Act.

38
39 The report shall include, at a minimum, the following:

40
41 (a) Agency Compliance Levels – The percentage of required documents and
42 structured digital records disclosed by covered entities within prescribed timelines;

1 (b) System Performance – Metrics on the CADENA uptime, posting speed,
2 interoperability, and cybersecurity safeguards, including results of independent audits
3 conducted under this Act;

4 (c) Citizen Access and Participation – Data on unique users, frequency of public
5 access, number of downloads, citizen feedback submissions, and government
6 response actions;

7 (d) Governance and Oversight Metrics – Reports on NBTAC activities,
8 meetings, and decisions relating to budget transparency, data integrity, and open-
9 source collaboration;

10 (e) Challenges Encountered – Technical, institutional, budgetary, or legal
11 barriers to compliance, and recommended solutions; and

12 (f) Recommendations – Proposed measures to strengthen transparency,
13 accountability, data security, and citizen engagement.

14
15 All progress reports and accompanying datasets shall be published in open,
16 structured digital formats through the CADENA, mirrored by accredited independent
17 institutions and civil-society partners for public verification and long-term archival.

18
19 SEC. 15. *Evidentiary Value of CADENA Records.* – All records, data, and
20 transactions stored in CADENA shall be considered *prima facie* evidence of the facts
21 stated therein and shall be admissible in all judicial, quasi-judicial, and administrative
22 proceedings without further proof of authenticity; *Provided*, That the record:

- 23
24 (a) Bears a digital timestamp;
25 (b) Is cryptographically signed or verified through the digital portal; and
26 (c) Has not been altered without authorization, as verified by CADENA's
27 integrity controls.

28
29 CADENA records officially obtained from the government portal shall be
30 deemed self-authenticating and shall not require the testimony of a custodian or other
31 foundational witness for admission in evidence.

32
33 SEC. 16. *Administrative Penalties.* – Any public official or employee who
34 performs or causes the performance of the following acts shall be liable:

35
36 a) Failure to disclose the required public budget data within seven (7) working
37 days from the date of approval, official issuance, receipt by the concerned agency, or
38 completion or generation of the document or work, whichever is applicable; and

39 b) Issuance, approval, or implementation of policies, rules, and regulations that
40 are manifestly contrary or intended to circumvent the provisions of this Act, or
41 obstructs or interferes with the publication, audit, or verification of information under
42 CADENA.

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

a) First Offense. Administrative penalty of reprimand or up to six (6) months suspension from the service.

b) Second offense. Administrative penalty of dismissal from the service and perpetual disqualification from holding office.

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

Non-compliance detected through CADENA shall trigger automatic referral to the CSC and the OMB. Quarterly compliance dashboards shall be publicly displayed.

SEC. 17. *Penal Provisions.* –

(a) Any public official, employee, private individual, or entity who commits any of the following shall be liable:

- i. Fails to upload, disclose, or publish the required public budget data within thirty (30) working days, without justifiable cause, from the date of approval, official issuance, receipt by the concerned agency, or completion or generation of the document or work, whichever is applicable;
- ii. Knowingly publishes false, or misleading information to simulate compliance with this Act; or
- iii. Willfully denies, conceals the existence of, or destroys or causes to be destroyed, information and/or any document mandated for disclosure under this Act.

Any violation of the preceding actions shall be meted out with the penalty of imprisonment ranging from six (6) years and one (1) day to not more than fifteen (15) years and a fine of up to Three Million Pesos (P3,000,000.00).

(b) If it is established that such act was committed to conceal or facilitate fraud, graft, or corruption involving public funds or property, the public officer or employee shall be liable as a principal or co-conspirator to crimes punishable under Republic Act No. 3019 or the Anti-Graft and Corrupt Practices Act and Republic Act No. 7080 or the Anti-Plunder Act; and

(c) Any private individual or entity who knowingly induces or causes the commission of the foregoing acts shall be liable as principal by inducement in the prosecution of public officials or employees under this section.

1 Criminal liability shall also be incurred through the commission of bribery,
2 extortion, or when the violation was done maliciously and deliberately to solicit favor
3 in cash or in kind. In such cases, the pertinent provisions of the Revised Penal Code
4 and other special laws shall apply.
5

6 SEC. 18. *Administrative Jurisdiction.* – The administrative jurisdiction on any
7 violation of the provisions of this Act shall be vested in either the CSC, or the OMB, as
8 determined by appropriate laws and issuances.
9

10 SEC. 19. *Civil and Criminal Liability, Not Barred.* – The finding of administrative
11 liability under this Act shall not be a bar to the filing of criminal, civil, or other related
12 charges under existing laws arising from the same act or omission as herein
13 enumerated.
14

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

22 SEC. 21. *Joint Congressional Oversight Committee (JCOC).* – Upon the
23 effectivity of this Act, the Joint Congressional Oversight Committee (JCOC) is hereby
24 constituted. The JCOC shall be composed of eight (8) members with the Chairpersons
25 of the Committee on Science and Technology of the Senate and the House of
26 Representatives as Co-Chairpersons; Chairpersons of the Committee on Finance of
27 the Senate and Committee on Appropriations of the House of Representatives as
28 members; and two (2) members from each House to be designated by the Senate
29 President and the Speaker of the House of Representatives, respectively: *Provided,*
30 That the Minority Bloc in the Senate and the House of Representatives shall each have
31 at least one (1) seat in the JCOC.
32

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

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

42 SEC. 23. *Separability Clause.* – If any provision of this Act is declared invalid
43 or unconstitutional, the provisions not affected thereby shall continue to be in full force
44 and effect.

1 SEC. 24. *Repealing Clause.* – All laws, executive orders, presidential decrees,
2 presidential proclamations, letters of instruction, rules and regulations, or parts thereof
3 inconsistent with the provisions of this Act are hereby repealed, modified, or amended
4 accordingly.

5
6 SEC. 25. *Effectivity.* – This Act shall take effect fifteen (15) days following its
7 publication in the Official Gazette or in two (2) newspapers of general circulation in the
8 Philippines.

Approved,