



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session



House Bill No. 8985

Introduced by CIBAC Party-List Representative
EDUARDO “BRO. EDDIE” C. VILLANUEVA

EXPLANATORY NOTE

The Citizen Access and Disclosure of Expenditures for National Accountability (CADENA) Act seeks to institutionalize a modern, tamper-resistant, and publicly accessible digital system for the disclosure of all national government budget documents and fiscal transactions.

For years, the fight against corruption has been undermined by fragmented disclosure practices, opaque procurement systems, inconsistent data formats, and delayed publication of crucial budget information. Numerous scandals involving anomalous fund releases, questionable procurement awards, and undisclosed project modifications have revealed how gaps in transparency allow irregularities to flourish. These scandals have eroded public trust and demonstrated the urgent need for structural reform, not just case-by-case investigation.

This measure addresses that need by establishing CADENA, a unified digital budget portal where all national government departments, agencies, and government-owned and controlled corporations are mandated to record and publish their budget preparation documents, fund releases, procurement records, audit findings, and other fiscal data in structured, machine-readable, verifiable, and tamper-resistant formats. The system is anchored on data integrity, security, interoperability, and traceability, ensuring the public can follow every peso from authorization to disbursement and final use.

The Act creates a multi-stakeholder National Budget Transparency and Accountability Council (NBTAC) composed of key government oversight bodies and citizen-sector representatives to govern standards, enforce compliance, and ensure independent monitoring. A phased implementation timeline ensures readiness while preventing indefinite delays. Administrative and criminal penalties are included to deter non-disclosure, falsification, concealment, or destruction of mandated records.

By enabling real-time public access to linked budget-cycle datasets, CADENA strengthens oversight by Congress, COA, civil society, the media, and the general public. It helps close systemic loopholes exploited in past corruption cases and shifts

transparency from a discretionary promise into a mandatory, enforceable, and technologically safeguarded public right.

In view of the foregoing, the immediate passage of this bill is earnestly sought.


EDUARDO "BRO. EDDIE" C. VILLANUEVA



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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:

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,
18 released, disbursed, and reported;
19 (b) *Citizen Access and Disclosure of Expenditures for National Accountability*
20 (*CADENA*) refers to the digital budget portal established under this Act to
21 serve as the official and publicly accessible portal for all public budget data;
22 (c) *Cryptographic* refers to the use of mathematical methods or algorithms to
23 secure and verify digital data or transactions, ensuring their integrity, and
24 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;
- (f) *Data Minimization* refers to the principle that only the data and information necessary, relevant, and proportionate to the purpose of disclosure or processing shall be collected, recorded, and published;
- (g) *Data Sovereignty* refers to the principle that all public budget data under this Act shall remain the property of the Filipino people, held in trust by the State, and governed by Philippine laws on data protection, privacy, and national security;
- (h) *Digital Budget Portal* refers to a digital platform that records, organizes, and publishes government transactions and documents in an open-source, interoperable, tamper-resistant, and structured digital format;
- (i) *Digital Signature* refers to an electronic method of authentication using encryption or cryptographic algorithms that validates the identity of the sender or author of a digital record and ensures non-repudiation of published transactions;
- (j) *Disclosure* refers to the process of recording, certifying, and publishing of public budget data under this Act in a manner that ensures accuracy, authenticity, time-stamping, and public accessibility in structured digital formats, for the purpose of promoting transparency, accountability, and citizen participation in governance;
- (k) *Distributed Ledger Technology* refers to a shared database architecture that records transactions across multiple nodes or locations to ensure verifiability and resistance to tampering;
- (l) *Interoperability* refers to the capability of different systems, platforms, or technologies to exchange, interpret, and use information in a coordinated and secure manner, consistent with established standards;
- (m) *Mirror Site* refers to an accredited independent copy or parallel instance of CADENA, maintained by non-government organizations, media institutions, or universities to provide redundancy, tamper-resistant, and continuous public access to official data;
- (n) Open Application Programming Interface (API) refers to a publicly documented software interface that allows authorized users, systems, or developers to access, retrieve, or submit data from the CADENA under defined security, privacy, and access controls;
- (o) Open-source refers to software or technology whose source code is publicly accessible, allowing anyone to inspect, use, modify, and distribute it;
- (p) Publicly Accessible refers to the state or condition in which data, records, or documents are made available to the general public through an online platform without the need for prior authorization, ensuring that any individual may freely view, search, download, verify, and analyze such information in a structured digital format;
- (q) Public Budget Data refers to all information, documents, datasets, and transaction records generated or required to be disclosed under Section 5 of this Act, covering all phases of the national budget cycle from preparation and legislation to execution and accountability;

- 1 (r) Record and Publish refers to the to the process of uploading or encoding,
2 certifying, and making public budget data available through the official
3 disclosure platform prescribed under this Act, in accordance with the
4 timeframes, formats, and authentication standards provided in the
5 Implementing Rules and Regulations (IRR);
- 6 (s) Redundancy refers to the establishment of multiple, independent systems or
7 data copies to ensure data preservation, reliability, and continuity of public
8 access in case of system failure or disruption;
- 9 (t) Responsible Agency and Accountable Officer refers to the government entity
10 and designated official identified as responsible for the certification, recording,
11 and publication of specific categories of public budget data;
- 12 (u) Structured Digital Format refers to a machine-readable data format that
13 complies with open data standards, such as CV, JSON, or XML and allows
14 automated processing, analysis, and interoperability among information
15 systems;
- 16 (v) Tamper-resistant refers to the property of a record or system that makes any
17 unauthorized alteration, deletion, or manipulation of recorded data extremely
18 difficult by way of technological and operational safeguards, including but not
19 limited to cryptographic protections, secure key management, hardware
20 security modules, redundancy and access controls, such that any attempt at
21 tampering would be prohibitively costly, detectable, and would leave
22 measurable forensic evidence; and
- 23 (w) Unified Accounts Code Structure (UACS) refers to the government-wide
24 coding framework prescribed by the Department of Budget and Management
25 (DBM), in coordination with the Department of Finance (DOF) and the
26 Commission on Audit (COA), that provides a unified and consistent
27 classification system for budgeting, accounting, and auditing of government
28 transactions. It serves as the standard reference for identifying the source,
29 purpose, and use of public funds across all phases of the national budget
30 cycle.

31
32 **SEC. 4. Coverage.** - This Act shall apply to all National Government departments,
33 bureaus, offices, agencies, and other instrumentalities, including government-owned
34 or controlled corporations, and their subsidiaries.

35
36 The Act shall likewise apply to all projects and programs funded through public-
37 private partnerships (PPPs) or foreign-assisted programs insofar as they utilize,
38 disburse, or account for public funds through national government agencies or
39 mechanisms.

40
41 Local government units (LUs) are not covered by this Act but are encouraged to
42 adopt similar mechanisms consistent with the principles and standards established
43 under this Act, to strengthen fiscal transparency, participatory governance, and public
44 accountability at the local level.

45
46 **SEC. 5. Disclosure of Public Budget Data.** - All National Government entities
47 are hereby mandated to record and publish to CADENA the data and information
48 found in every document relating to the national government budget process to
49 facilitate public scrutiny and ensure transparency in budget planning and preparation,
50 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
(a) Budget Preparation Documents	
1. Budget Call	Department of Budget and Management (DBM)
2. All Versions of Budget Preparation Forms submitted by agencies through the OSBP Portal	Concerned line agencies, consolidated by DBM
3. National Expenditure Program (NEP)	DBM
4. Budget of Expenditures and Sources of Financing (BESF)	DBM
5. President's Budget Message	DBM / Office of the President
(b) Budget Legislation Documents	
1. General Appropriations Bill (GAB) versions	House of Representatives (HOR) and Senate of the Philippines (Senate)
2. Committee Reports	HOR and Senate
3. Individual, Committee, and Bicameral Amendments	HOR and Senate
4. Bicameral Report	HOR and Senate
5. President's Veto Message	DBM / Office of the President
6. General Appropriations Act (GAA)	DBM
(c) Budget Execution and Fund Release Documents	
1. Agency-level Budget Execution Documents	Concerned agencies
2. National Budget Circular (NBC) with Agency Budget Matrix (ABM)	DBM
3. Allotment Release Orders (SAROs)	DBM
4. Notices of Cash Allocation (NCAs)	DBM
5. Other Fund Release Documents (including CDCs, MYCAs, and others)	DBM / Bureau of Treasury (BTr)
6. Fund Release Receipts	Concerned agencies
7. Registry of Allotments, Obligations, and Disbursements (RAOD)	Concerned agencies
8. Disbursement Vouchers	Concerned agencies
9. Fund Utilization Reports	Concerned agencies / DBM
10. All Civil Service Commission (CSC) - DBM - Commission on Audit (COA) Circulars	DBM / COA / CSC
(d) Infrastructure and Procurement-Related Documents	
1. Program of Works	Procuring agencies

2. Bill of Quantities	Procuring agencies
3. Detailed Unit Price Analysis	Procuring agencies
4. Bid Announcements and Invitations to Bid	Procuring agencies
5. Request for Expressions of Interest	Procuring agencies
6. Technical and Financial Evaluation	Procuring agencies
7. Records of Competing Bids	Procuring agencies
8. Eligibility & Ownership Disclosures / Certifications of Good Standing	Procuring agencies
9. Notices of Award and Notices to Proceed	Procuring agencies
10. Contracts and Purchase Orders	Procuring agencies
11. Performance/Warranty Security	Procuring agencies
12. Advanced Payment/Mobilization Fee Receipt	Procuring agencies
13. Milestone Billings and Progress Billings	Procuring agencies
14. Inspection and Acceptance Reports	Procuring agencies
15. Delivery Receipts	Procuring agencies
16. Disbursement Vouchers, Progress Billings, and Completion Certificates	Procuring agencies
17. Other related documents pursuant to Republic Act No. 12009 (New Government Procurement Act)	As prescribed in the IRR
(e) Budget Accountability Documents	
1. Agency Performance Review Reports and BFARS	DBM / Concerned agencies
2. Agency Financial Statements	Concerned agencies / COA
3. COA Annual Audit Reports	COA
4. Audit Observation Memorandums	COA
5. Agency Action Plan and Status of Implementation (AAPSI)	Concerned agencies / COA
6. Statement of Appropriations, Allotments, Obligations, and Disbursements and Balances (SAAODB)	Concerned agencies
7. All Civil Service Commission (CSC) – DBM – COA Circulars	Concerned Agency CSC/DBM/COA
8. Records of oversight hearings, performance audits, and corrective action reports	Congress / COA / Concerned agencies

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.

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

7
8 For each type of document listed above, the Implementing Rules and
9 Regulations (IRR) shall clearly identify the responsible agency or office, as well as the
10 designated accountable officer, for the disclosure of public budget data under this Act.
11 For procurement-related documents under subsection (d), the designated accountable
12 officer shall be the Head of the Procuring Entity (HoPE).

13
14 All required public budget data in the documents listed above shall be disclosed
15 by the designated accountable officer within seven (7) working days from the date of
16 approval, official issuance, receipt of the concerned agency, completion, or generation
17 of the document, whichever is applicable. All corrections or updates shall be versioned
18 in a manner that retains previous entries to ensure data traceability, auditability, and
19 accountability.

20
21 Disclosures shall include linkage identifiers or references sufficient to trace
22 each appropriation, obligation, and disbursement to the corresponding final payee,
23 contractor, or beneficiary program, using the Unified Accounts Code Structure (UACS)
24 and other interoperable tagging standards.

25
26 Beyond document publication, agencies shall ensure that budget-cycle
27 datasets are interlinked and reconcilable, allowing citizens to trace the full flow of funds
28 from authorization to actual expenditure and results achieved.

29
30 The disclosure requirement under this Act shall not apply to specific data fields
31 within documents whose publication would compromise national defense or security,
32 or violate the Republic Act No. 10173 or the Data Privacy Act of 2012, as determined
33 by the NBTAC in consultation with the National Privacy Commission and other
34 appropriate agencies: Provided, That the provisions of the Data Privacy Act of 2012,
35 shall not be invoked to restrict or delay the disclosure of public budget data, as public
36 expenditure, contract, and supplier information shall not be deemed personal data.

37
38 Nothing in this Act shall be construed to diminish, restrict, or otherwise limit
39 existing transparency and disclosure obligations under other laws, rules, and
40 regulations.

41
42 **SEC. 6. Data Quality Standards.** - The National Transparency and
43 Accountability Council (NBTAC) shall determine data quality, formatting, and
44 metadata standards for the CADENA to ensure completeness, consistency,
45 searchability, and interoperability across agencies, enabling cross-referencing through
46 standard coding systems such as the Unified Accounts Code Structure (UACS).

1 The implementing rules shall ensure that the CADENA aligns with the
2 standards of existing transparency systems of the DBM, COA, and other agencies
3 toward a unified, interoperable, and open public financial data framework.
4

5 **SEC. 7. Establishment of the CADENA.** - The Citizen Access and Disclosure
6 of Expenditures for National Accountability (CADENA) shall serve as the official and
7 publicly accessible portal for all public budget data required under this Act.
8

9 The CADENA shall be the primary access point through which the public may
10 freely access, search, and download public budget data in open-source, interoperable,
11 tamper-resistant, and structured digital format. It shall provide features that promote
12 transparency, accountability, and citizen participation, subject to tiered-access
13 controls to protect personal data and national security information.
14

15 The CADENA shall be developed using distributed ledger technology including
16 but not limited to blockchain, secure data integrity technology, or other technology that
17 conforms with the standards and features prescribed under section 8 of this Act.
18 The NBTAC shall, at intervals of not more than three (3) years, review and recommend
19 the adoption of alternative or emerging technologies.
20

21 CADENA shall interface with existing government systems including but not
22 limited to the Integrated Financial Management Information System (IFMIS), Budget
23 and Treasury Management System (BTMS), Philippine Government Electronic
24 Procurement System (PhilGEPS), and other platforms through standardized
25 Application Programming Interfaces (APIs) or newer technologies. These systems
26 shall maintain parallel operation during transition periods as specified by the NBTAC.
27

28 **SEC. 8. Core Features of the CADENA.** - The CADENA shall be designed to
29 promote transparency and accountability in all phases of the national budget cycle. It
30 shall, at a minimum, have the following features:
31

- 32 (a) Data Integrity and Authenticity - All published records shall bear digital and non-
33 repudiable signatures, timestamps, and metadata ensuring verifiable origin and
34 traceability.
- 35 (b) Transparency and Accessibility - All budget records and reports shall be made
36 available through public dashboards and open application programming
37 interfaces (APIs) in structured digital formats for real-time access, visualization,
38 and reuse, subject to tiered access controls to protect personal data and
39 privileged information.
- 40 (c) Redundancy and Oversight - Independent mirror sites, hosted by qualified and
41 accredited institutions, including government agencies, the private sector, civil
42 society, and the academe, and other third-party audit mechanisms shall be
43 established to safeguard against data loss, tampering, and concentration of
44 control and strengthen mutual oversight and institutional accountability.
- 45 (d) Traceability Across the Budget Cycle - The system shall maintain a structured
46 audit trail linking each stage of the budget process from call and approval to
47 release, procurement, and liquidation, identifying the responsible committee or

- 1 agency at each decision point, while observing data minimization and purpose
2 limitation under applicable privacy laws.
- 3 (e) Programmability and Process Validation - The CADENA may employ rule-
4 based or automated validation tools to ensure compliance with budgetary laws,
5 detect irregularities, and flag inconsistencies for oversight review, without
6 substituting or interfering with lawful approval procedures.
- 7 (f) Security and Resilience - The system shall employ encryption, redundancy,
8 access controls, and disaster recovery protocols that comply with international
9 cybersecurity standards.
- 10 (g) Interoperability and Open Standards - The CADENA shall adopt open-source,
11 technology-neutral frameworks and ensure compatibility with existing and
12 future government information systems. It shall be designed for integration with
13 the eGov PH Portal, the eGov Super App, and other national digital platforms
14 to allow seamless data exchange, interoperability, and unified public access.
15 The CADENA shall likewise be accessible to the general public through its own
16 portal and/or other government portals to promote ease of use, transparency,
17 and citizen engagement.
- 18 (h) Auditability - The system shall maintain verifiable activity logs accessible to the
19 COA and other public auditors and civic society organizations duly authorized
20 by the NBTAC for post-factum review, without exposing personal or security-
21 sensitive information on public endpoints.
- 22 (i) Citizen Feedback and Participation - The CADENA shall include real-time
23 channels for citizens and civil society organizations to report, track, and receive
24 acknowledgment of verified discrepancies or irregularities in published data.
25 Each report shall be logged, traceable, and subject to timely resolution by the
26 concerned agency.
- 27 (j) Scalability and Performance - The system shall be designed to handle high
28 transaction volumes, ensure continuity of operations during peak usage, and
29 include forward-looking capacity planning sufficient to accommodate at least
30 ten (10) years of projected data growth and system demand.
- 31 (k) Outcome-based Metrics - The system shall include performance dashboards
32 linking budget disbursements to outputs and outcomes, allowing public tracking
33 of agency performance and corrective actions.

34
35 **SEC. 9. Data Sovereignty and Custodianship.** - All fiscal data collected and
36 processed under this Act are property of the Filipino people, held in trust by the State.
37

38 The Department of Information Technology (DICT) shall serve as primary data
39 custodian, responsible for ensuring lawful access, integrity and long-term preservation
40 of such data.
41

42 The exercise of data sovereignty shall be understood as the State's control and
43 lawful access over public data through secure and verifiable systems consistent with
44 Philippine jurisdiction and regulatory standards.
45

46 All hosting and data infrastructure utilized under this Act shall remain under the
47 lawful control, access, and regulatory supervision of the Philippine Government, in
48 accordance with the applicable data governance, cybersecurity, and privacy

1 regulations of DICT and the National Privacy Commission (NPC): Provided, That the
2 State, in coordination with the country having jurisdiction of the data center
3 infrastructure, may establish or designate a Data Embassy during the pilot or initial
4 implementation phases; Provided, further, That full domestic hosting shall be achieved
5 upon nationwide implementation.

6
7 This provision affirms that Philippine data sovereignty is a non-delegable national
8 function, and that any extraterritorial hosting shall be treated strictly as a contingency
9 measure in support of, not in lieu of, local infrastructure self-sufficiency.

10
11 All third-party providers, developers and service contractors engaged in the
12 design, operation or maintenance of the CADENA or any component digital system
13 supporting government transactions shall be deemed entities imbued with public
14 interest and thus must follow and comply with the governance standards set by the
15 Security and Exchange Commission's in accordance with Republic Act No. 11232,
16 otherwise known as the Revised Corporation Code of the Philippines.

17
18 **SEC. 10. National Budget Transparency and Accountability Council**
19 **(NBTAC).** - There is hereby created a National Budget Transparency and
20 Accountability Council (NBTAC) to oversee the implementation, audit, and continuous
21 improvement of the CADENA and related mechanisms under this Act.

22
23 The Council shall be composed of:

- 24 (a) The Secretary of the Department of Information and Communications
25 Technology (DICT), Co-chairperson;
26 (b) The Secretary of the Department of Budget and Management (DBM), Co-
27 chairperson;
28 (c) The Chairperson of the Commission on Audit (COA), Member;
29 (d) The Secretary of the Department of Justice (DOJ), Member;
30 (e) The Secretary of the Department of Finance (DOF); and
31 (f) Four (4) citizen representatives, to be appointed by the President upon joint
32 recommendation of the DICT and DBM, through an open and transparent
33 selection process, representing the following:
34 (1) Civil society organizations engaged in budget transparency, fiscal openness,
35 or participatory governance;
36 (2) Academic or research institutions with expertise in public finance, data
37 analytics, or digital governance;
38 (3) The media, particularly those with a track record in investigative journalism,
39 data reporting, or governance advocacy; and
40 (4) The business and technology sector.

41
42 The citizen members shall serve for a term of three (3) years, without prejudice
43 to reappointment for one (1) additional term.

44
45 The Council shall meet at least once every quarter or as often as necessary to
46 effectively discharge its functions under this Act. All regular and special meetings shall
47 be conducted in a transparent and publicly accessible manner, subject to the
48 provisions of this Act and applicable laws.

1
2 A dedicated Program Management Office (PMO) for CADENA implementation
3 shall be established under DICT, adequately staffed with technical, procurement,
4 change management, and project management specialists. It shall also serve as the
5 secretariat for the NBTAC.

6
7 **SEC. 11. Functions of the National Budget Transparency and**
8 **Accountability Council (NBTAC).** – The NBTAC shall:
9

- 10 (a) Formulate and approve policies, data standards, interoperability protocols, and
11 governance guidelines for the CADENA;
12 (b) Oversee the enforcement of the Implementing Rules and Regulations (IRR)
13 (1) of this Act;
14 (c) Oversee compliance and performance audits of the system and its accredited
15 independent mirror sites;
16 (d) Ensure that all transparency mechanisms remain open-source, secure, and
17 citizen-accessible;
18 (e) Issue periodic reports to Congress and the President on the state of budget
19 transparency and recommend improvements;
20 (f) Monitor and evaluate the compliance of agencies covered under Section 5 of
21 this Act, and issue notice of non-compliance and warning to erring and/or
22 noncomplying public official or employee;
23 (g) Initiate investigation, motu proprio or upon receipt of a complaint, and refer the
24 same to the Civil Service Commission or the Office of the Ombudsman, or file
25 cases for violations of this Act;
26 (h) Engage relevant stakeholders in consultative and advisory capacities when
27 necessary, without expanding the formal membership of the Council;
28 (i) Ensure that all regular and special meetings of the Council are publicly
29 accessible through live streaming and archiving via recognized streaming
30 platforms or government broadcasting channels, except when discussions
31 involve matters of national security or personal data protection, in which case
32 minutes shall still be published in summary form within seven (7) working days;
33 and
34 (j) Perform such other functions necessary to carry out the provisions of this Act.
35

36 **SEC. 12. Implementation Timeline.** - The establishment and operationalization
37 of CADENA shall be undertaken in phases, ensuring that transparency mechanisms
38 are rolled out in a manner consistent with agency readiness, data integrity, and fiscal
39 process priorities, as follows:
40

- 41 (a) Phase 1 – Immediate Disclosure through Agency Websites. Within nine (9)
42 months from the effectivity of this Act, all National Government departments,
43 bureaus, offices, agencies, and instrumentalities shall record and publish in
44 their respective official websites all public documents referred to under Section
45 5 of this Act: Provided, that during this phase, the publication requirement for
46 Infrastructure and Procurement-Related Documents under Section 5(d) shall
47 apply only to projects or contracts with an approved cost exceeding Two Million
48 Pesos (P2,000,000.00).

1
2 All published documents shall be in digitally structured format, searchable,
3 and officially certified. All agency disclosure systems shall adopt interoperable
4 formats to facilitate continuity and integration.
5

- 6 (b) Phase 2 – Integration with Top Spending Agencies. Within twenty four (24)
7 months from the effectivity of this Act, CADENA shall be deployed and fully
8 integrated with the financial management, accounting, and procurement
9 systems of top-spending agencies identified by the NBTAC, including but not
10 limited to the Department of Education (DepEd), the Department of Public
11 Works and Highways (DWH), Department of Health (DOH), Department of the
12 Interior and Local Government (DILG), and the Department of Transportation
13 (DOTr).
14

15 During this phase, these agencies shall record and publish all documents
16 enumerated under Section 5 in open-source, interoperable, tamper-resistant,
17 and in structured digital format, including all Infrastructure and Procurement-
18 Related Documents under Section 5(d), regardless of project cost, through
19 CADENA.
20

21 The DICT, in coordination with the National Privacy Commission (NPC),
22 shall ensure that privacy-impact assessments, cyberSECurity protocols, and
23 data-classification standards are in place prior to full deployment of CADENA
24 within these agencies.
25

- 26 (c) Phase 3 – Full Government-Wide Implementation. Within three (3) years from
27 the effectivity of this Act, CADENA shall be expanded to cover all other national
28 government agencies, government-owned or -controlled corporations
29 (GOCCs), and their subsidiaries. All National Government departments,
30 agencies, GOCCs, and other covered entities shall fully comply with the
31 disclosure requirements under Section 5, through CADENA, including the
32 disclosure of all Infrastructure and Procurement-Related Documents under
33 section 5(d) of this act for all projects, regardless of amount or classification.
34 Nothing in this Section shall preclude any department, agency, or government-
35 owned or -controlled corporation from complying with the requirements of this
36 Act ahead of schedule or from undertaking parallel implementation of
37 succeeding phases.
38

39 **SEC. 13. Capacity-Building and Technical Support.** - During the initial
40 implementation period, the DICT shall provide capacity-building programs, systems
41 integration assistance, and technical support to ensure the readiness of all covered
42 entities for full adoption of CADENA.
43

44 DICT, DBM, and DILG may provide technical assistance, shared hosting
45 infrastructure, and training to Local Government Units (LGUs) that voluntarily adopt
46 the CADENA or develop similar systems.
47

1 **SEC. 14. Progress Reports.** - The DICT shall submit to the Joint Congressional
2 Oversight Committee (JCOC) a written progress report within sixty (60) working days
3 after the conclusion of each implementation phase of this Act.
4

5 The report shall include, at a minimum, the following:
6

- 7 (a) Agency Compliance Levels -The percentage of required documents and
8 structured digital records disclosed by covered entities within prescribed
9 timelines;
- 10 (b) System Performance - Metrics on the CADENA uptime, posting speed,
11 interoperability, and cybersecurity safeguards, including results of
12 independent audits conducted under this Act;
- 13 (c) Citizen Access and Participation - Data on unique users, frequency of public
14 access, number of downloads, citizen feedback submissions, and government
15 response actions;
- 16 (d) Governance and Oversight Metrics - Reports on NBTAC activities, meetings,
17 and decisions relating to budget transparency, data integrity, and open-source
18 collaboration;
- 19 (e) Challenges Encountered - Technical, institutional, budgetary, or legal barriers
20 to compliance, and recommended solutions; and
- 21 (f) Recommendations - Proposed measures to strengthen transparency,
22 accountability, data security, and citizen engagement.
23

24 All progress reports and accompanying datasets shall be published in open,
25 structured digital formats through the CADENA, mirrored by accredited independent
26 institutions and civil-society partners for public verification and long-term archival.
27

28 **SEC. 15. Evidentiary Value of CADENA Records.** - All records, data, and
29 transactions stored in CADENA shall be considered prima facie evidence of the facts
30 stated therein and shall be admissible in all judicial, quasi-judicial, and administrative
31 proceedings without further proof of authenticity, provided that the record:
32

- 33 (a) Bears a digital timestamp;
- 34 (b) Is cryptographically signed or verified through the digital portal; and
- 35 (c) Has not been altered without authorization, as verified by CADENA's integrity
36 controls.
37

38 CADENA records officially obtained from the government portal shall be deemed
39 self-authenticating and shall not require the testimony of a custodian or other
40 foundational witness for admission in evidence.
41

42 **SEC. 16. Administrative Penalties.** - Any public official or employee who
43 performs or causes the performance of the following acts shall be liable:
44

- 45 a) Failure to disclose the required public budget data within seven (7) working
46 days from the date of approval, official issuance, receipt by the concerned
47 agency, or completion or generation of the document or work, whichever is
48 applicable; and
- 49 b) Issuance, approval, or implementation of policies, rules and regulations that
50 are manifestly contrary or intended to circumvent the provisions of this Act, or

1 obstructs or interferes with the publication, audit, or verification of information
2 under CADENA.

3
4 Any violation of the preceding actions shall warrant the following penalties and
5 liabilities:

- 6
7 a) First Offense. Administrative penalty of reprimand or up to six (6) months
8 suspension from the service.
9 b) Second offense. Administrative penalty of dismissal from the service and
10 perpetual disqualification from holding office.
11

12 In cases where no specific officer, employee, or unit is designated as responsible
13 for the submission, publication, or safekeeping of documents required under this Act,
14 the Head of the Procuring Entity shall be presumed responsible and held
15 administratively liable under applicable laws.
16

17 Non-compliance detected through CADENA shall trigger automatic referral to the
18 Civil Service Commission and the Ombudsman. Quarterly compliance dashboards
19 shall be publicly displayed.
20

21 **SEC. 17. Penal Provisions. –**

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

- 24 i. Fails to upload, disclose, or publish the required public budget data
25 within thirty (30) working days, without justifiable cause, from the date of
26 approval, official issuance, receipt by the concerned agency, or
27 completion or generation of the document or work, whichever is
28 applicable;
29 ii. Knowingly publishes false, or misleading information to simulate
30 compliance with this Act; or
31 iii. Willfully denies, conceals the existence of, or destroys or causes to be
32 destroyed, information and/or any document mandated for disclosure
33 under this Act.
34

35 Any violation of the preceding actions shall be meted out with the penalty of
36 imprisonment ranging from six (6) years and one (1) day to not more than
37 fifteen (15) years and a fine of up to Three Million Pesos (P3,000,000.00).
38

39 (b) If it is established that such act was committed to conceal or facilitate fraud,
40 graft, or corruption involving public funds or property, the public officer or
41 employee shall be liable as a principal or co-conspirator to crimes punishable
42 under Republic Act No. 3019 or the Anti-Graft and Corrupt Practices Act and
43 Republic Act No. 7080 or the Anti-Plunder Act; and
44

45 (c) Any private individual or entity who knowingly induces or causes the
46 commission of the foregoing acts shall be liable as principal by inducement in
47 the prosecution of public officials or employees under this section.
48

49 Criminal liability shall also be incurred through the commission of bribery,
50 extortion, or when the violation was done maliciously and deliberately to solicit favor

1 in cash or in kind. In such cases, the pertinent provisions of the Revised Penal Code
2 and other special laws shall apply.

3
4 **SEC. 18. Administrative Jurisdiction.** - The administrative jurisdiction on any
5 violation of the provisions of this Act shall be vested in either the Civil Service
6 Commission, or the Office of the Ombudsman as determined by appropriate laws and
7 issuances.

8
9 **SEC. 19. Civil and Criminal Liability, Not Barred.** - The finding of
10 administrative liability under this Act shall not be a bar to the filing of criminal, civil or
11 other related charges under existing laws arising from the same act or omission as
12 herein enumerated.

13
14 **SEC. 20. Implementing Rules and Regulations (IRR).** - Within sixty (60) days
15 from the effectivity of this Act, DICT, in coordination with DBM, COA, the DOJ, and
16 other concerned agencies, shall promulgate the necessary rules and regulations for
17 the effective implementation of this Act. The formulation of the IRR shall be undertaken
18 in consultation with representatives from civil society organizations, the academe,
19 media, and relevant industry stakeholders.

20
21 **SEC. 21. Joint Congressional Oversight Committee (JCOC).** - Upon the
22 effectivity of this Act, the Joint Congressional Oversight Committee (JCOC) is hereby
23 constituted. The JCOC shall be composed of eight (8) members with the Chairpersons
24 of the Committee on Science and Technology of the Senate and the House of
25 Representatives as Co-Chairpersons; Chairpersons of the Committee on Finance of
26 the Senate and Committee on Appropriations of the House of Representatives as
27 members; and two (2) members from each House to be designated by the Senate
28 President and the Speaker of the House of Representatives, respectively.

29
30 The JCOC shall monitor the effective implementation of this Act, recommend the
31 necessary remedial or administrative measures, and perform such other duties and
32 functions as may be necessary to attain the objectives of this Act.

33
34 **SEC. 22. Appropriations.** - The amount necessary to carry out this Act shall be
35 charged against the current appropriations of DICT for digital-governance and
36 transparency programs. Subsequent funding requirements shall be included in the
37 annual General Appropriations Act.

38
39 **SEC. 23. Separability Clause.** – If any portion or provision of this Act is declared
40 unconstitutional, the remainder hereof or any provisions not affected thereby shall
41 remain in force and effect.

42
43 **SEC. 24. Repealing Clause.** – Any law, presidential decree or issuance,
44 executive order, letter of instruction, rule, or regulation inconsistent with the provisions
45 of this Act is hereby repealed or modified accordingly.

46 **SEC. 25. Effectivity.** – This Act shall take effect fifteen (15) days after its
47 complete publication in the Official Gazette or in a newspaper of general circulation.

48
49 *Approved,*