


**FIFTEENTH CONGRESS OF THE** )  
**REPUBLIC OF THE PHILIPPINES** )  
**First Regular Session** )

OFFICE OF THE SECRETARY

10 JUL -1 A9:21

**SENATE**

**S. NO. 11**

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**Introduced by Senator Antonio "Sonny" F. Trillanes IV**

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**Explanatory Note**

Section 24 of Article II under the 1987 Philippine Constitution provides that the State recognizes the vital role of communication and information in nation-building. Section 28 of the same articulates that 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. Moreover, Section 7 of Article III under the same mandates that the right of the people to information on matters of public concern shall be recognized and that access to official records and to documents and papers pertaining to official acts, transactions, or decisions, as well as to government research data used as basis for policy development, shall be afforded the citizen, subject to such limitations as may be provided by law.

However, while the public's right to information is firmly enshrined in the Constitution and affirmed by the Supreme Court, access to public records largely remains limited. The state agencies' unwillingness to share documents, particularly on documents pertaining to official development assistance (ODA) projects highlight the government's snail-paced progress toward transparency, and full compliance with the Constitution's provision on access to information. This best described the Philippine Center for Investigative Journalism (PCIJ) experiences, which, have been repeatedly denied of what is supposed to be public documents such as the NBN-ZTE deal and assets and liabilities of the Supreme Court justices.

Thus, this bill seeks to allow the Filipino citizens the opportunity to review records and actions of its government. This shall enhance the free flow of information and the formation of a rigorous and enlightened public opinion. This proposed measure shall also include provisions that will penalize failure to disclose information within a given period of which, penalties range from damages, suspension and imprisonment.

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

  
**ANTONIO "SONNY" F. TRILLANES IV**  
Senator

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AN ACT

IMPLEMENTING THE RIGHT OF ACCESS TO INFORMATION ON MATTERS OF PUBLIC CONCERN GUARANTEED UNDER SECTION TWENTY-EIGHT, ARTICLE II AND SECTION SEVEN, ARTICLE III OF THE 1987 CONSTITUTION AND FOR OTHER PURPOSES

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

1           **SECTION 1. *Title.*** – This Act shall be known as the “Freedom of Information Act of  
2 2010”.

3  
4           **SEC. 2. *Declaration of Policy.*** – The State recognizes the right of the people to  
5 information on matters of public concern, and adopts and implements a policy of full public  
6 disclosure of all its transactions involving public interest, subject to limitations provided by this  
7 Act. This right is indispensable to the exercise of the right of the people and their organizations  
8 to effective and reasonable participation at all levels of social, political and economic  
9 decisionmaking.

10  
11           **SEC. 3. *Coverage.*** – This Act shall cover all government agencies as defined in Section 4  
12 of this Act.

13  
14           **SEC. 4. *Definition of Terms.*** – As used in this Act:

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

9 (b) "Government agency" shall include the executive, legislative and judicial branches as well as  
10 the constitutional bodies of the Republic of the Philippines including, but not limited to, the  
11 national government and all its agencies, departments, bureaus, offices and instrumentalities,  
12 constitutional commissions and constitutionally mandated bodies, local governments and all their  
13 agencies, regulatory agencies, chartered institutions, government-owned or -controlled  
14 corporations, government financial institutions, state universities and colleges, the Armed Forces  
15 of the Philippines, the Philippine National Police, all offices in the Congress of the Philippines  
16 including the offices of Senators and Representatives, the Supreme Court and all lower courts  
17 established by law.

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

21 (d) "Public records" shall include information required by law to be entered, kept and made  
22 publicly available by a government agency such as, but not limited to, the:

- 23 (1) Office of the Civil Registry;
- 24 (2) National Statistics Office;
- 25 (3) Register of Deeds;
- 26 (4) Land Transportation Office;

- 1 (5) Land Transportation Franchising and Regulatory Board;  
2 (6) Securities and Exchange Commission;  
3 (7) Intellectual Property Office; or  
4 (8) Business Permits and Licenses Office and Assessor's Office of the various local government  
5 units.

6  
7 **SEC. 5. *Presumption.*** – There shall be a legal presumption in favor of access to  
8 information. Accordingly, government agencies shall have the burden of proof of showing by  
9 clear and convincing evidence that the information requested should not be disclosed.

10  
11 **SEC. 6. *Access to Information.*** – Government agencies shall make available to the  
12 public for scrutiny, copying and reproduction in the manner provided by this Act, all information  
13 pertaining to official acts, transactions or decisions, as well as government research data used as  
14 basis for policy development, regardless of their physical form or format in which they are  
15 contained and by whom they were made.

16  
17 **SEC. 7. *Qualifications.*** – Even if the information falls under the exceptions set forth in  
18 the succeeding section, access to information shall not be denied if:  
19 (a) The information may be reasonably severed from the body of the information which would  
20 be subject to the exceptions; or  
21 (b) The public interest in the disclosure outweighs the harm to the interest sought to be protected  
22 by the exceptions.

23  
24 **SEC. 8. *Exceptions.*** – Subject to the qualifications set forth in Section 7: *Provided, That*  
25 the information is specifically designated and described, and the facts and reasons for preserving  
26 the confidentiality are precisely and specifically recited, and: *Provided, further, That* such

1 information shall be available to either House of Congress at all times, access to information may  
2 be denied when:

3 (a) The revelation of the information will create a clear and present danger of war, invasion or  
4 any external threat to the State as determined by the Office of the President and/or the Secretary  
5 of the Department of National Defense: *Provided*, That the Supreme Court may, upon complaint  
6 by any citizen, inquire into the sufficiency of the factual basis for such determination;

7 (b) The information pertains to the foreign affairs of the Republic of the Philippines, when its  
8 revelation would unduly weaken the negotiating position of the government in an ongoing  
9 bilateral or multilateral negotiation or seriously jeopardize the diplomatic relations of the  
10 Philippines with one or more states with which it intends to keep friendly relations, except that  
11 such information must always be accessible to either House of Congress;

12 (c) The information pertains to internal and external defense and law enforcement, when the  
13 revelation thereof would render a legitimate military operation ineffective, unduly compromise  
14 the prevention, detection or suppression of a criminal activity, or endanger the life or physical  
15 safety of confidential or protected sources or witnesses, law enforcement and military personnel  
16 or their immediate families. Information relating to the details of the administration, budget and  
17 expenditure, and management of the defense and law enforcement agencies shall always be  
18 accessible to the public;

19 (d) The information pertains to the personal information of a third party natural person, unless it  
20 forms part of a public record, or the third party is or was an official of a government agency and  
21 the information relates to his or her public function;

22 (e) The information pertains to trade, industrial, financial or commercial secrets of a third party  
23 natural or juridical person, obtained in confidence by a government agency whenever the  
24 revelation thereof would seriously prejudice the interests of the third party in trade, industrial,  
25 financial or commercial competition, unless the third party has consented to the disclosure of the  
26 information;

1 (f) The information is privileged from production in legal proceedings by law or by the Rules of  
2 Court, unless the person entitled to the privilege has waived it;

3 (g) The information is exempted by statutes of Congress, in addition to those provided in this  
4 section;

5 (h) The information is obtained by any committee of either House of Congress in executive  
6 session; and

7 (i) Drafts of decisions of any executive, administrative, judicial or quasi-judicial body in the  
8 exercise of their adjudicatory functions are being requested.

9

10 **SEC. 9. Procedure of Access.** – (a) Any person who wishes to obtain information shall  
11 submit a request to the government agency concerned, as much as practicable in writing or  
12 through electronic means, reasonably describing the information required, the reason for the  
13 request of the information and the means by which the government agency shall communicate  
14 such information to the requesting party.

15 (b) The request shall be stamped by the government agency, indicating the date and time of  
16 receipt and the name, rank, title and position of the receiving public officer or employee with the  
17 corresponding signature, and a copy thereof furnished to the requesting party. In case the request  
18 is submitted by electronic means, the government agency shall provide for an equivalent means  
19 by which the requirements of this paragraph shall be met.

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

21 (1) A true copy of the information in permanent or other form;

22 (2) An opportunity to inspect the information, using equipment normally available to the  
23 government agency when necessary;

24 (3) An opportunity to copy the information using personal equipment;

25 (4) A written transcript of the information contained in a sound or visual form;

1 (5) A transcript of the content of an information, in print, sound or visual form, where such  
2 transcript is capable of being produced using equipment normally available to the  
3 government agency; or

4 (6) A transcript of the information from shorthand or codified form.

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

8 (e) The government agency shall comply with such request within ten (10) calendar days from  
9 the receipt thereof.

10 (f) The time limits prescribed in this section may be extended during unusual circumstances  
11 where, in the production of the requested information, there is a need:

12 (1) To search for and collect the requested information from field facilities or other  
13 establishments that are separate from the office processing the request;

14 (2) To search for, collect and appropriately examine a voluminous amount of separate and  
15 distinct information which are demanded in a single request;

16 (3) For consultation, which shall be conducted in all practicable speed, with another  
17 government agency or among two (2) or more components of the government agency having  
18 substantial interest in the determination of the request; and

19 (4) To consider fortuitous events or other events due to *force majeure* or other analogous  
20 cases.

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

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

4  
5           **SEC. 11. Notice of Denial.** – If the government agency decides to deny the request, in  
6 whole or in part, it shall, within ten (10) calendar days from the receipt of the request, notify the  
7 person. The notice shall clearly indicate the name, rank, title or position of the person making the  
8 request of such denial in writing or through electronic means making the denial, and the grounds  
9 for the denial. In case the denial is by reason of a claimed exception, the denial shall also state  
10 clearly the legitimate aim or interest sought to be protected in the confidentiality, and the facts  
11 and circumstances invoked showing the substantial harm to, or frustration of, the legitimate aim  
12 or interest that will result in the disclosure of the information. Failure to notify the person  
13 making the request of the denial, or of the extension, shall be deemed a denial of the request for  
14 access to information.

15  
16           **SEC. 12. Remedies in Cases of Denial.** – (a) In the executive and legislative branches  
17 and the constitutional bodies --

18 (1) Every denial of any request for access to information may be appealed to the person or office  
19 next higher in authority, following the procedure provided in the guidelines as required by  
20 Section 17 of this Act: *Provided*, That the appeal must be filed within fifteen (15) calendar days  
21 from the notice of denial and must be decided within fifteen (15) calendar days from filing.  
22 Failure of the government agency to decide within the aforestated period shall constitute a denial  
23 of the appeal; and

24 (2) Instead of appealing or after the denial of the appeal, the person denied access to information  
25 may, within fifteen (15) calendar days from the original denial or denial of the appeal, file a  
26 verified complaint with the Office of the Ombudsman, praying that the government agency



1 concerned be directed to immediately afford access to the information being requested. Such  
2 complaint shall be resolved by the Office of the Ombudsman within sixty (60) calendar days  
3 from filing or earlier, when time is of the essence, taking into account such factors as the nature  
4 of the information requested, context of the request, public interest and danger that the  
5 information requested will become moot.

6 (b) In the Judicial Branch -- The Supreme Court shall promulgate the remedies that would govern  
7 offices under its jurisdiction.

8 (c) The remedies under this section are without prejudice to any other administrative, civil or  
9 criminal action covering the same act.

10 (d) The remedies available under this Act shall be exempt from the rules on non-exhaustion of  
11 administrative remedies and the application of the provisions of Republic Act No. 9285,  
12 otherwise known as the Alternative Dispute Resolution Act of 2004.

13 (e) The Office of the Ombudsman shall promulgate its rules of procedure to effect the purposes  
14 of this Act.

15 (f) Unless restrained or enjoined, the decisions of the Office of the Ombudsman shall be  
16 immediately executory, without prejudice to review in accordance with the Rules of Court.

17 (g) In case the requester has limited or no financial capacity, the Public Attorney's Office shall  
18 be mandated to provide legal assistance to the requester in availing of the remedies provided  
19 under this Act.

20  
21 **SEC. 13. *Mandatory Disclosure of Transactions Involving Public Interest.*** – Subject to  
22 Sections 7 and 8 of this Act, all government agencies shall post on their bulletin boards and  
23 upload on their websites all the steps, negotiations and key government positions pertaining to  
24 definite propositions of the government, as well as the contents of the contract, agreement or  
25 treaty in the following transactions involving public interest:

- 1 (a) Compromise agreements entered into by a government agency with any person or entity  
2 involving any waiver or its rights or claims;
- 3 (b) Private sector participation agreements or contracts in infrastructure and development  
4 projects under Republic Act No. 6957, as amended by Republic Act No. 7718, authorizing the  
5 financing, construction, operation and maintenance of infrastructure projects;
- 6 (c) Procurement contracts entered into by a government agency;
- 7 (d) Construction or concession agreements or contracts entered into by a government agency  
8 with any domestic or foreign person or entity;
- 9 (e) Loans, grants, development assistance, technical assistance and programs entered into by a  
10 government agency with official bilateral or multilateral agencies, as well as with private aid  
11 agencies or institutions;
- 12 (f) Loans from domestic and foreign financial institutions;
- 13 (g) Guarantees given by any government agency to government-owned or -controlled  
14 corporations and to private corporations, persons or entities;
- 15 (h) Public funding extended to any private entity;
- 16 (i) Bilateral or multilateral agreements and treaties in defense, trade, economic partnership,  
17 investments, cooperation and similar binding commitments; or
- 18 (j) Licenses, permits or agreements given by any government agency to any person or entity for  
19 the extraction and/or utilization of natural resources.

20

21 **SEC. 14. *Promotion of Openness in Government.*** – (a) Duty to Publish Information –  
22 Government agencies shall regularly publish and disseminate, at no cost to the public and in an  
23 accessible form, by print and through their website, timely, true, accurate and updated key  
24 information including, but not limited to:

- 25 (1) A description of its structure, powers, functions, duties and decision-making processes;

- 1 (2) A description of the frontline services it delivers and the procedure and length of time by  
2 which they may be availed of;
- 3 (3) Work programs, development plans, investment plans, projects, performance targets and  
4 accomplishments, and budgets, revenue allotments and expenditures;
- 5 (4) Important rules and regulations, orders or decisions;
- 6 (5) Current and important database and statistics that it generates;
- 7 (6) Bidding processes and requirements;
- 8 (7) Mechanisms or procedures by which the public may participate in or otherwise influence the  
9 formulation of policy or the exercise of its powers; and
- 10 (8) A guide on accessing information containing adequate information about its record-keeping  
11 system, the types of information it holds and/or publishes, the procedure for obtaining access by  
12 the public to such information, the person or office responsible for receiving the request and  
13 routing it to the person or office with the duty to act on the request, the standard forms and  
14 procedure for request, and the schedule of access fees.
- 15 (b) Keeping of Records – Government agencies shall maintain and preserve their records in a  
16 manner that facilitates easy identification, retrieval and communication to the public. They shall  
17 establish Management Information Systems (MIS) to strengthen their capability to store, manage  
18 and retrieve records, and to facilitate access to public records. The following shall not be  
19 destroyed:
  - 20 (1) Records pertaining to loans obtained or guaranteed by the government;
  - 21 (2) Records of government contracts;
  - 22 (3) The declaration under oath of the assets, liabilities and net worth of public officers and  
23 employees, as required by law;
  - 24 (4) Records of official investigations on graft and corrupt practices of public officers; and
  - 25 (5) Other records where there is a significant public interest in their preservation or where there  
26 is likely to be such interest in the future.

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

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

7  
8 **SEC. 15. Criminal Liability.** – The penalty of imprisonment of not less than six (6)  
9 months but not more than one (1) year, with the accessory penalty of suspension from office for  
10 the same duration, shall be imposed upon:

11 (a) Any public officer or employee receiving the request under Section 9 of this Act who shall  
12 knowingly refuse or, because of gross negligence, fails to promptly forward the request to the  
13 public officer responsible for officially acting on the request when such is the direct cause of the  
14 failure to disclose the information within the periods required by this Act;

15 (b) Any public officer or employee responsible for officially acting on the request, who shall:

16 (1) Knowingly refuse or, because of gross negligence, fail to act on the request within the  
17 periods required by this Act;

18 (2) Knowingly deny the existence of existing information;

19 (3) Deliberately destroy information being requested for the purpose of frustrating the  
20 requester's access thereto;

21 (4) Claim an exception under Section 8 of this Act, when the claim is manifestly devoid of  
22 factual basis; or

23 (5) Refuse to comply with the decision of his immediate supervisor, the Ombudsman or the  
24 court ordering the release of information that is not restrained or enjoined by a court;

25 (c) The head of office of the government agency directly and principally responsible for the  
26 negotiation and perfection of any of the transactions enumerated in Section 13 of this Act, who

1 shall knowingly refuse or, because of negligence, fails to direct the mandatory posting or  
2 uploading of such transaction. The same penalty shall be imposed upon the public officer or  
3 employee who, despite a directive from the head of office, shall knowingly refuse or, because of  
4 negligence, fails to post or upload any of the transactions enumerated in Section 14 of this Act;  
5 (d) Any public officer or employee who shall destroy, or cause to destroy, records of information  
6 covered by Section 14(b) of this Act;  
7 (e) Any public officer who intentionally formulates policies, rules and regulations manifestly  
8 contrary to the provisions of this Act, and which policies, rules and regulations are the direct  
9 cause of the denial of a request for information; or (f) Any public or private individual who  
10 knowingly induced or caused the commission of the foregoing acts under this section.

11

12         **SEC. 16. *Strict Civil Liability.*** – In case a request for information is denied and  
13 subsequently reversed by final and executory judgment of the Ombudsman or the courts, the  
14 government agency shall be liable to pay the requester damages in the amount of One thousand  
15 pesos (P1,000.00) per day from the date of notice of denial until the date of compliance with the  
16 request, which amount shall be automatically appropriated. The public officer or employee and  
17 the private individual responsible for the denial shall be solidarily liable with the government  
18 agency, unless he can prove that such denial was made without fault or negligence, or was not  
19 done arbitrarily or in manifest bad faith. The liability under this section shall be without  
20 prejudice to actual, moral and exemplary damages that may be adjudicated under the law.

21

22         **SEC. 17. *Guidelines.*** – (a) For the full implementation of this Act within the executive  
23 branch of the government, the Office of the Press Secretary, particularly the Philippine  
24 Information Agency, shall, through a consultative process, promulgate within six (6) months  
25 from the passage of this Act, the general guidelines to which the government agencies controlled,

1 supervised or situated under the Office of the President, and shall adhere in the establishment of  
2 their specific guidelines for access to information, which shall include:

3 (1) The location of the head, regional, provincial or field offices, or other established places  
4 where the public can obtain information or submit requests therefor;

5 (2) The types of information it holds and/or publishes;

6 (3) The person or office responsible for receiving the request and for routing it to the person or  
7 office with the duty to act on the request, and the standard forms and procedures for the request;

8 (4) The procedure for the administrative appeal of any denial for access to information; and

9 (5) The schedule of fees which shall be limited to the reasonable and standard charges for  
10 document search and reproduction, and the recovery of the direct costs thereof.

11 Each of the abovementioned government agency, office and instrumentality shall submit  
12 to the Philippine Information Agency a copy of its guidelines for review to ensure the  
13 standardization of the procedure and the uniformity of fees, without prejudice to the right of the  
14 different agencies, offices and instrumentalities to adopt appropriate procedures for their unique  
15 functions and responsibilities.

16 (b) The legislative and judicial branches and the constitutional bodies shall promulgate their own  
17 guidelines that would govern offices under their respective jurisdictions. The Secretary of the  
18 Senate, the House of Representatives' Secretary General, the head of the Supreme Court Public  
19 Information Office and the public information officers of the constitutional bodies shall be  
20 responsible in furnishing copies of their respective guidelines to the Philippine Information  
21 Agency.

22 (c) The Office of the Ombudsman shall likewise promulgate its special rules of procedure for the  
23 immediate disposition of complaints filed pursuant to Section 12 of this Act.

24 In no case shall the absence of the aforementioned guidelines be a reason for the denial of  
25 any request for information made in accordance with this Act.

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

4  
5           **SEC. 19. *Separability Clause.*** – If, for any reason, any section or provision of this Act is  
6 held unconstitutional or invalid, no other section or provision shall be affected.

7  
8           **SEC. 20. *Repealing Clause.*** – All laws, decrees, executive orders, rules and regulations,  
9 issuances or any part thereof inconsistent with the provisions of this Act, including  
10 Memorandum Circular No. 78 dated 14 August 1964 (Promulgating Rules Governing Security of  
11 Classified Matter in Government Offices), as amended, and Section 3, Rule IV of the Rules  
12 Implementing Republic Act No. 6713 (Code of Conduct and Ethical Standards for Public  
13 Officials and Employees), are deemed repealed.

14  
15           **SEC. 21. *Effectivity.*** – This Act shall take effect fifteen (15) days after its publication in  
16 at least two (2) national newspapers of general circulation.

Approved,