

NINETEENTH CONGRESS OF THE)
REPUBLIC OF THE PHILIPPINES)
First Regular Session)



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SENATE
S. No. 549

RECEIVED BY: 

Introduced by Senator Grace Poe

AN ACT
IMPROVING THE DISCLOSURE AND TRANSPARENCY OF THE EXTRACTIVE
INDUSTRIES

EXPLANATORY NOTE

The Philippines is known for its abundant minerals, oil and gas reserves and is estimated to possess about 21.5 billion metric tons of metal deposits, highest in Southeast Asia. The Philippines has potential deposits of petroleum of about 8.9 billion barrel of oil equivalent (bboe) or a total of about 1 million square kilometers¹. Mineral, oil and gas are finite resources, with a single opportunity to gain from its extraction.

Thus, ensuring that the Filipino people maximize benefits from it while minimizing losses is essential. Proper management of these resources may contribute to economic growth and social development. In contrast, if left unimpeded, it may cause permanent environmental damage and create conflict within and among communities.

Communities have experienced adverse environmental and social impacts from mining: fish kill in Lake Mainit near the operation of Greenstone Resources Corporation²; breaching of Philex Padcal Mine tailings pond in Itogon, Benguet, releasing over 20 million metric tons of sediments and toxic materials into water channels in August 2012³; incidents of mine collapse in Semirara Mining and Power Corporation's Painan pit in 2013 and 2015 costing the lives of over a dozen

¹ Data from the Philippine Extractive Industries Transparency Initiative Report 2014.

² http://www.mindanews.com/top-stories/2015/12/15/mayor-threatens-to-close-mining-firm-if-found-responsible-for-fish-kill-in-lake-mainit/?utm_campaign=shareaholic&utm_medium=facebook&utm_source=socialnetwork.

³ <https://ejatlas.org/conflict/philex-padcal-mining-disaster-benguet-philippines>.

workers⁴; landslide and destruction of homes in Itogon, Benguet forcing the Mines and Geoscience Bureau (MGB) to review the mining areas in 2016⁵; the killing and displacement of Lumads in Mindanao because of development aggression⁶; and the proven water, air, and soil pollution, and siltation in Zambales and Pangasinan caused by five mining firms as decided in a Supreme Court case where a Writ of Kalikasan was issued.⁷

In 2015, the Caraga Region was host to 21 of 40 operating large-scale metallic mines⁸. Based on the Fourth PH-EITI Annual Report, a reconciled amount of Php186 million⁹ was collected in taxes and fees by local government units in the region from the 12 mining entities in Caraga that participated in PH-EITI¹⁰. Collections from national wealth including mining taxes¹¹ and proceeds from mineral resources¹² for the same period was at Php162 million. Current policies mandate social and environmental expenditures for the development of mining communities, and for the protection and enhancement of impacted areas. A total of Php980 million was declared as mandatory expenditures in 2015. In addition, operating large-scale metallic mining companies in the Caraga Region employed about 13,800¹³ individuals during the period. Despite the mandatory payments, programs, and individuals employed, development in the area is slow. Per 2015 Philippine Statistics Authority, the Caraga Region has a poverty incidence of 39.1%, well above the national poverty level of 21.6%¹⁴.

Minerals, coal, petroleum, gas, and other mineral oils are owned by the State¹⁵ on behalf of its citizens. As such, management of these resources are of public concern.

The Extractive Industries Transparency Initiative (EITI) is an international standard of open and accountable governance in mining, oil, and gas sectors¹⁶. The

⁴ <http://www.gmanetwork.com/news/news/regions/524006/ocd-9-workers-dead-after-semirara-mining-mishap/story/>.

⁵ <http://www.sunstar.com.ph/baguio/local-news/2016/01/05/geologists-cordillera-mull-review-mining-areas-450153>.

⁶ <http://www.abs-cbnnews.com/blogs/opinions/11/09/15/on-eve-of-apec-summit-ph-leaders-ignore-cost-of-development-on-social-margins>.

⁷ <http://www.sunstar.com.ph/manila/local-news/2016/06/21/sc-issues-writ-kalikasan-vs-5-mining-firms-480726>.

⁸ Fourth Ph-EITI Report, p. 35-36.

⁹ Fourth Ph-EITI Report, p. 345. Locally collected taxes and fees include local business tax, real property tax and special education funds, among others.

¹⁰ Fourth Ph-EITI Report, p. 438.

¹¹ Fourth Ph-EITI Report, p. 357.

¹² Fourth Ph-EITI Report, p.363.

¹³ Fourth Ph-EITI Report, p. 114-117.

¹⁴ <https://psa.gov.ph/poverty-press-releases/data> – Table 2

¹⁵ Article XII, Section 2 of the 1987 Constitution.

¹⁶ <https://eiti.org/who-we-are>

Philippines expressed its commitment to participate in EITI through Executive Order No. 79 S. 2012¹⁷. Further, the Philippines, as one of the founding countries of the Open Government Partnership (OGP), aims to increase access to information, public accountability, and civic participation. EITI compliance is one of the country's commitments to the OGP.

Moreover, EITI fulfills the people's constitutional right to information under Section 7, Article III of the 1987 Constitution. Composed of representatives from government, extractive companies, and civil society organizations, the EITI provides a platform for the regular and systematic reporting, review, and assessment of information concerning the industry. It also strengthens multi-sectoral participation in extractives governance.

Transparency is a cornerstone of governance. This bill aims to ensure sustained transparency in the extractive industries. In so doing, government commits to disclose timely, complete, and accurate information and documents pertinent to resource extraction to enable evidence-based management. Further, it intends to continue producing the PH-EITI Annual Report. To date, the Philippines has published four Annual Reports. The said Reports contain information on fees, taxes, and other mandatory payments made by mining, oil, and gas companies. The Report may be expanded to extensively discuss social and environmental costs and benefits. Moreover, it may also be extended to reflect economic linkages. With access to such information, citizens are empowered to meaningfully participate in resource management.

In the wake of fiscal rationalization, monitoring the impact of taxes and incentives to assess if they meet their set objectives is key. Institutionalizing PH-EITI is therefore urgently needed. The passage of this bill is earnestly sought.



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¹⁷ Section 14, Executive Order No. 79, s. 2012.

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

1 Section 1. *Title.* – This Act shall be known as the “Open Extractives Data Act
2 of 2022.”

3 Sec. 2. *Declaration of Policy.* – Under Section 7, Article III of the Philippine
4 Constitution, the right of the people to information on matters of public concern shall
5 be recognized – access to official records, and to documents, and papers pertaining
6 to official acts, transactions, or decisions shall be afforded the citizen. Accordingly,
7 the following are declared policies of the State:

- 8 a. The State shall adopt and implement a policy of full public disclosure of all
9 its transactions involving public interest.
- 10 b. All natural resources are owned by Filipinos represented by the State. The
11 State shall be under the full control and supervision of the exploration,
12 development, and utilization of natural resources.
- 13 c. The State shall be responsible for promoting the rational exploration,
14 development, utilization, and conservation of the country’s mineral
15 resources through the combined efforts of government and the private
16 sector in order to enhance national growth in a way that effectively
17 safeguards the environment and protects the rights of affected

1 communities

2 d. The State shall protect and advance the right of the people to a balanced
3 and healthful ecology in accord with the rhythm and harmony of nature.

4 Sec. 3. *Objectives.* – In pursuit of Section 28, Article II of the Philippine
5 Constitution, this Act shall have the following objectives:

6 a. To ensure sustained Philippine government's commitment to participate in
7 the Extractive Industries Transparency Initiative (EITI) that sets
8 international standards for transparency and accountability in the
9 extractive industries and in government;

10 b. To promote better understanding of the public on the nature of extractive
11 industries and the benefits of transparent and accountable governance of
12 our natural resources;

13 c. To promote genuine participation of civil society in the design,
14 implementation, evaluation and modification of policies and actions of the
15 Government associated with resource governance in the Philippines;

16 d. To require all entities engaged in the extraction of natural resources to
17 participate in such initiative;

18 e. To ensure that the initiative is effectively integrated in other related
19 government reform agenda and make the information required by EITI
20 available and accessible through government reporting systems and
21 structures; and

22 f. To ensure material information is disclosed and payments are reconciled.

23 Sec. 4. *Definition of Terms.* – For purposes of this Act, the following terms
24 shall be defined as follows:

25 a. *Beneficial owner* refers to the natural person/s who directly or indirectly
26 ultimately owns or controls the corporate entity.

27 b. *Contract* refers to an agreement between the Government and a
28 contractor for the exploration, development, production and utilization of
29 natural resources for commercial and other uses as authorized by law.

30 c. *Contractor* refers to a qualified person acting alone or in consortium who
31 is a party to a contract as defined under this Act.

32 d. *Extractive Industries* refer to the mining, oil, gas, and coal sectors and all

1 other sectors that require the extraction of natural resources for
2 commercial and other uses;

3 Sec. 5. *Institutionalization of the PH-EITI.* – The Philippine Extractive
4 Industries Transparency Initiative (hereinafter referred to as PH-EITI) is hereby
5 institutionalized to ensure that all of what is due to the Filipino people and the
6 Government on account of the exploration, development, production and utilization
7 of natural resources are (a) verifiably paid; (b) duly accounted for; and (c)
8 judiciously utilized for the benefit of all Filipinos and on the basis of intergenerational
9 equity and sustainability.

10 Sec. 6. *Applicability and Coverage.* – For the purposes of this Act, the
11 following sectors shall be covered by and within the scope of the PH-EITI: (a) the
12 mining sector; (b) the oil and gas sector; (c) the coal sector; and (d) such other
13 sectors as may be determined by the PH-EITI Multi Stakeholder Group, as defined in
14 the succeeding section.

15 Sec. 7. *Composition of the PH-EITI Multi Stakeholder Group.* –The PH-EITI
16 shall be implemented and operationalized through the Multi-Stakeholder Group
17 (MSG) chaired by the Secretary of the Department of Finance (DOF) and co-chaired
18 in rotation and by fixed term of the Secretary of the Department of Environment and
19 Natural Resources (DENR) and the Secretary of Department of Energy (DOE).

20 It shall specifically consist of the following members:

- 21 a. Six (6) Government Representatives from the DOF, DOE, DENR
22 Environmental Management Bureau, DENR Mines and Geosciences
23 Bureau, Department of Interior and Local Government (DILG),
24 National Commission on Indigenous Peoples (NCIP).
25 b. Six (6) Business Group Representatives which shall include, but not be
26 limited to, a representative from the mineral industry, from the oil and
27 gas sector, from the coal sector, and other sectors as may be
28 determined by the PH-EITI MSG; and
29 c. Six (6) Civil Society Organizations (CSOs) Representatives, which must
30 include at least one indigenous peoples (IP) representative and one (1)
31 a Labor Union Representative in the extractive industries.

1 The Business Group and the CSOs shall each designate six (6) full and six (6)
2 alternate representatives to the PH-EITI-MSG. Each organization, upon the decision
3 of its members and through its own independent processes and governance
4 mechanisms, can at any time replace their representatives in the PH-EITI-
5 MSG; *Provided that* such replacement shall only serve for the unexpired term of the
6 representative replaced. Permanent and alternate members shall attend and
7 participate in the PH-EITI-MSG meetings.

8 *Sec. 8. Powers and Functions of the PH-EITI MSG.* – The PH-EITI-MSG shall
9 have the following powers and functions:

- 10 a. Define the strategic direction and scope of EITI in the Philippines;
- 11 b. Craft, publish, review, and update a work plan in consultation with key
12 PH-EITI stakeholders and oversee the implementation of the same;
- 13 c. Procure the services of an independent administrator to perform
14 reconciliation of payments and mandatory expenditures with receipts
15 by government and other covered entities, applying international
16 auditing and professional standards;
- 17 d. Require relevant government agencies to disclose to the PH-EITI MSG
18 all information required by it for the production of regular and annual
19 reports;
- 20 e. Produce all regular reports with contextual information about the
21 extractive industries as may be required by PH-EITI implementation;
- 22 f. Direct and supervise the PH-EITI Secretariat in its various activities and
23 establish its internal rules of procedure;
- 24 g. Conduct outreach activities and road shows to promote better public
25 understanding of the extractive industries and the benefits of
26 transparent and accountable governance of our natural resources;
- 27 h. Identify discrepancies and undertake measures to enhance capacity of
28 any relevant organ of the Government or local government authority
29 having statutory responsibility to monitor revenues and payments by
30 all extractive industry companies to the Government; and

- 1 i. Perform such other functions as may be germane to the purpose for
2 which it was created and consistent with this Order and the EITI
3 Principles.

4 Sec. 9. *PH-EITI Secretariat.* – The PH-EITI shall be assisted by a PH-EITI
5 Secretariat whose composition shall be determined by the Secretary of Finance, in
6 consultation with the PH-EITI-MSG.

7 The PH-EITI Secretariat shall be composed of administrative and technical
8 personnel as the PH-EITI-MSG may deem necessary to assist the PH-EITI-MSG in
9 efficiently and effectively carrying out its powers and functions. The creation of
10 plantilla positions and hiring of personnel to carry out the functions enumerated
11 herein shall be authorized in coordination with, and subject to the approval of the
12 Department of Budget and Management (DBM).

13 Sec. 10. *Disclosure of Material Information and Reconciliation of Payments.* –
14 Disclosure shall adhere to the open data principles. All contractors shall disclose all
15 fiscal payments and mandatory expenditures while all government and concerned
16 entities shall disclose complete, timely and accurate information on receipts to the
17 PH-EITI MSG for reconciliation for the production of the annual EITI report.
18 Utilization of shares in national wealth which are subject of special accounts shall be
19 reported to PH-EITI. It shall be published in the government website and any widely
20 accessible media, among others.

21 Sec. 11. *Disaggregation of Shares from the National Wealth by Sector.* – Local
22 government units shall report the direct and non-direct payments made by extractive
23 industries, and shall provide a detailed expenditure report against these collections
24 and receipts through the Environment and Natural Resources Data Management
25 Tool (ENRDMT). The report shall include the following:

- 26 a) Receipts of shares from national wealth within the LGU's jurisdiction;
27 b) Expenditures of LGUs coming from receipts/collections from the
28 extractive industries and share from national wealth; and
29 c) Such other monetary and non-monetary benefits received by LGUs
30 from extractive industries and shared from national wealth.

1 The reports shall be submitted quarterly. The ENRDMT data shall be uploaded by all
2 concerned local treasurers of each respective local government units to the system
3 on or before the following dates:

- 4 i. For the first three quarterly reports: on or before the 30th month
5 following the end of each quarter; and
- 6 ii. For the year-end report: on or before April 30 of the subsequent
7 fiscal year.

8 *Sec. 12. Annual Report.* – The PH-EITI shall submit an annual report to the
9 President and Congress, in any case not later than April 30 of each year.

10 The annual report to be prepared, submitted and published by the PH-EITI shall
11 include, but not limited to:

- 12 a) Report of Payments and Revenues including government spending of these
13 proceeds;
- 14 b) Report and Audit of Contracts and Monitoring Reports;
- 15 c) Civil society assessment of the EITI Process.

16 The annual report shall comply with the international standards of EITI and include
17 additional reporting requirements as agreed upon by the PH-EITI MSG.

18 *Sec. 13. Beneficial Ownership.* – A publicly available register of the beneficial
19 owners of the corporate entities that apply for, or hold a participating interest in an
20 exploration or production oil, gas or mining license or contract, including the
21 identities of their beneficial owners, the level of ownership and details about how
22 ownership or control is exerted, shall be developed and maintained.

23 Information about the identity of the beneficial owner should include, but not
24 be limited to:

- 25 a. Name of the beneficial owner;
- 26 b. Nationality;
- 27 c. Country of residence
- 28 d. Tax Identity Number
- 29 e. Date of birth
- 30 f. Residential or service address
- 31 g. Contact details

1 Disclosed information on beneficial ownership should also be included in the Annual
2 Report.

3 Sec. 14. *Penalties.* – Non-participation in or non-disclosure of the information
4 required by PH-EITI shall constitute a breach or violation by extractive companies of
5 their contracts as defined under this Act, and shall be meted the appropriate
6 penalties, including suspension or termination of the contract.

7 Failure of extractive companies to comply with requirements provided by the
8 PH-EITI MSG shall cause suspension of the pertinent Environmental Compliance
9 Certificate (ECC) and non-issuance of Ore Transport Permit and/or Mineral Export
10 Permit.

11 Failure of government agencies to comply with the requirements of this Act
12 shall constitute grounds for disciplinary action against the responsible officer/s under
13 the Administrative Code of 1987, and shall be penalized accordingly.

14 Sec. 15. *Transitory Provision.* – The existing PH-EITI Secretariat created
15 under Executive Order No. 147, s. 2013 shall continue to operate until such time
16 that the Secretariat has be constituted under the provisions of this Act.

17 Sec. 16. *Appropriations.* – The Secretary of the Department of Finance shall
18 immediately include in the department’s program the implementation of this Act, the
19 funding of which shall be included in the annual General Appropriations Act.

20 Sec. 17. *Exemption from Confidentiality Clauses.* – Confidentiality provisions
21 stated under the Section 270 of the National Internal Revenue Code and Article 81
22 of the Omnibus Investments Code shall not be applicable to extractive companies
23 insofar as their participation in the PH-EITI process is concerned.

24 Sec. 18. *Implementing Rules and Regulations.* – Within sixty (60) days from
25 the effectivity of this Act, the Secretaries of Finance, Budget and Management,
26 Environment and natural Resources, Interior and Local Government, and Energy
27 shall promulgate the necessary rules and regulations for the effective
28 implementation of this Act.

29 Sec. 19. *Separability Clause.* – If any provision of this Act is declared
30 unconstitutional or invalid, other parts or provisions hereof not affected thereby shall
31 continue to be in full force and effect.

1 Sec. 20. *Repealing Clause.* – All laws, decrees, executive orders, rules and
2 regulations or parts thereof which are contrary to or inconsistent with this Act are
3 hereby repealed, amended or modified accordingly: *Provided*, that nothing in this Act
4 shall be construed as a diminution of local autonomy or in derogation of ancestral
5 domain rights under the Indigenous Peoples’ Rights Act of 1997.

6 Sec. 21. *Effectivity.* – This Act shall take effect fifteen (15) days after its
7 publication in the Official Gazette or in any newspaper of general circulation.

Approved,