Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

EIGHTEENTH CONGRESS
First Regular Session

HOUSE BILL NO. 6490

Introduced by HON. LUIS RAYMUND “LRAY” F. VILLAFUERTE, JR.

EXPLANATORY NOTE

In pursuit of the State policy to secure its sovereignty and the integrity of its national territory, acquiring defense equipment, facilities, materiel, ordnance, services, and integrated military systems is necessarily considered a government priority.

Capacitating the Philippine defense establishment involves modernizing our armed forces through a procurement system that expeditious and specialized. This requires the adoption of the appropriate criteria in determining the best rated offer governed by confidentiality in the acquisition process.

Through this Defense Acquisition Act, the Philippine government recognizes the specialized needs of the defense establishment in the procurement of goods and services as well as the construction, improvement, rehabilitation, demolition, repair, restoration or maintenance of naval vessels or station and aircraft bases, roads and bridges, railways, airports, seaports, communication facilities, civil works components of information technology projects, water supply, sewerage and solid waste management systems, and other related defense construction projects.

By streamlining the procurement process for the defense establishment through this Act, the government will be able to bring our defense systems at par with our Southeast Asian neighbors.

Most importantly, this Act completes the government’s commitment to the capacity-building and morale-boosting of the country’s brave men and women of the Navy, Air Force, and Armed Forces.

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

LUIS RAYMUND “LRAY” F. VILLAFUERTE, JR.
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HOUSE BILL NO. 6490  

Introduced by HON. LUIS RAYMUND "LRAY" F. VILLAFUERTE, JR.  

AN ACT PROVIDING FOR THE ACQUISITION OF MATERIEL, SYSTEMS, FACILITIES, INTEGRATED MILITARY SYSTEMS AND SERVICES BY THE DEPARTMENT OF NATIONAL DEFENSE AND ITS BUREAUS AND FOR OTHER PURPOSES  

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

ARTICLE I  
GENERAL PROVISIONS  

Section 1. Short Title. - This act shall be known as the "Defense Acquisition Act of 2019."  

Section 2. Declaration of Policy. - It is the policy of the State to secure its sovereignty and the integrity of its national territory. Towards this end, the acquisition of defense equipment, facilities, materiel, ordnance, services and integrated military systems shall be given utmost priority.  

Section 3. Governing Principles, - The Defense Acquisition Act shall be governed by the following principles:  

a. Expeditious and specialized process in the acquisition of defense materiel, systems, military facilities and installations, and services;  
b. Quality, reliability, and sustainability of defense equipment, facilities, services, systems, critical components, and other critical requirements through the adoption of appropriate criteria in determining the best rated offer;  
c. Confidentiality in the acquisition process of defense equipment, facilities, materiel, ordnance, services and integrated military systems that has significant impact to national interest and security;
d. **Self-reliant defense posture** to support defense requirements of the Department of National Defense (DND) and its bureaus and promote the development of local defense industry, reduce foreign exchange outflow, generate local employment, and enhance technology transfer; and

e. **Accountability and integrity** through special monitoring of defense acquisition procedures and implementation of awarded contracts.

**Section 4. Scope and Application.** - This Act shall apply to the acquisition of Defense materiel, services, ordnance, systems, and facilities of the Department of National Defense and its bureaus. In so far as practicable, the Defense System of Management (DSOM) process, as prescribed by the Secretary of National Defense (SND), shall be used in the determination of requirements to be procured under this Act.

When acquisition is done pursuant to a treaty or International or Executive or Defense Cooperation Agreement, said agreements shall prevail.

**Section 5. Definition of Terms.** – For purposes of this Act, the following terms, words or phrases shall mean or be understood as follows:

a. **Acquisition** – refers to the acquisition of defense equipment, materiel, ordnance, services, facilities and integrated military systems. It is synonymous with "procurement" if pertaining to items not covered by this Act.

b. **Facilities/Infrastructure** – includes the construction, improvement, rehabilitation, demolition, repair, restoration or maintenance of naval vessels or station and aircraft and bases, roads and bridges, railways, airports, seaports, communication facilities, civil works components of information technology projects, irrigation, flood control and drainage, water supply, sanitation, sewerage and solid waste management systems, shore protection, energy/power and electrification facilities, national buildings, school buildings, hospital buildings, and other related defense constructions projects of the government.

c. **Materiel** – refers to all items with military specifications that are necessary for the equipment, maintenance, services, operation and support of governmental and military activities.

d. **Services** – refers to all defense related services.

e. **Systems** – refer to the organization of hardware, software, materiel, facilities, personnel, data, and services needed to perform a designated function with specified results, such as the gathering of specified data, its processing, and delivery to users. A combination of two (2) or more interrelated equipment's set arranged in a functional package to perform an operational function or to satisfy a requirement.

f. **Military specifications** – refers to the project/product standard based on local/international publication recognized and/or made by the AFP.

g. **Ordnance** – refers to all items needed by the Navy, Air Force and Army defense requirements.
h. **Head of Acquisition Entity (HAE)** – refers to the Head of the agency or body, or his duly authorized official in the acquisition of defense materiel, ordnance, facilities, services and integrated military systems. It is synonymous with “Head Procuring Entity (HoPE)” if pertaining to procurement of items not covered by this Act.

i. **Best Rated Offer** – is the offer with the best calculated rating based on criteria/parameters including, but not limited to financial capacity, technical capabilities, additional technical capabilities of appropriate upgrade, and others such as life-cycle cost, after support, willingness to transfer technology, warranty, perquisites and price as determined by the end user.

j. **Previous Supplier** – refers to a juridical entity that has supplied the same defense equipment, critical components, services and other critical requirements being procured. The surviving or consolidated juridical entity resulting from a merger, consolidation and acquisition shall be considered a previous supplier.

k. **Request for Expression of Interest (REI)** – refers to a letter inviting the pre-selected suppliers identified by the Procuring Entity to be technically, legally and financially capable to render services or to supply the requirements and construction of facilities of the DND and its bureaus.

l. **Resource Manager (RM)** – is a designated senior executive official appointed by the SND who is directly accountable to SND for developing financially realistic program, budget, and spending plan proposals that comply with the centralized policy and planning direction provided by the SND; accomplishing established programmatic and financial management objectives established by the SND; and, reporting performance against the established objectives;

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**ARTICLE II**

**ACQUISITION, PLANNING, BUDGETING AND EXECUTION**

**Section 6. Defense Acquisition Planning and Budgeting (DAPB).** – The DAPB is collaboratively developed acquisition plan with a realistic financial programs that meet identified capability requirements in a timely manner. Only those priority needs and/or crucial to the efficient discharge of functions shall be included in the DAPB.

**6.1. Preparation of Acquisition Plan and Budget (APB).** – The APB must be consistent with the duly approved budget of the Department of National Defense and shall bear the approval of the concerned HAE.

**6.1.1. Short Term Acquisition plan and Budget (SAPB).** – It is a 3-year defense procurement program to be funded thru General Appropriations.

**6.1.1.1. For the AFP, the approving authority shall be the Chief of Staff, Armed Forces of the Philippines.**

**6.1.1.2. For DND Civilian Bureaus, the approving authority shall be the Head Bureaus.**
6.1.2. Midterm Acquisition Plan and Budget (MAPB). – A 5-year defense procurement program to be funded thru General Appropriation and/or other sources as enumerated in the AFP Modernization Program Act (RA 7898, as amended by RA 10349). The MAPB shall be approved by Secretary of National Defense.

6.2. Modes of Payment. – In order to have a uniform and standard modes of payment, the same shall be limited to the following:

6.2.1. For Foreign Suppliers. – The modes of payment shall be limited to Local Letters of Credit and Electronic Wire Transfer.

6.2.2. For Local Suppliers. – The modes of payment shall be limited to Local Letters of Credit or Direct Payment.

6.3. Budgetary Requirements. The Secretary of National Defense shall submit to the President, Congress and Secretary of Budget and Management the required budgets for defense procurement.

6.4. Release of Funds by the Department of Budget and Management (DBM). – The DBM shall release the amounts to support the funding requirements for the acquisition of materiel, systems, facilities and services of the DND proper and its bureaus in accordance with the guidelines set forth by the DBM:

6.5. Execution. – The DND proper and its bureaus shall execute the allocated amount for the acquisition of materiel, systems, ordnance, facilities and services in accordance with the existing government accounting and auditing rules and regulations.

6.6. Review. – The Office of the Assistant Secretary for Financial Management (OASFM) shall be responsible in the conduct of quarterly review and assessment of the financial performance of the DND proper and its bureaus for the acquisition of the materiel, systems, facilities and services based on the guidelines set forth in the Implementing Rules and regulations (IRR).

ARTICLE III
MODES OF ACQUISITON

Section 7. Modes of Acquisition. – Subject to objective evaluation and approval of SND and whenever justified by the conditions provided in this Act, the DND may, in order to promote economy and efficiency, in case of national emergency and calamity resort to any of the following modes of acquisition:

7.1. Procurement. - The procurement of defense equipment maybe in any of the following mode:

7.1.1. Open Competition – refers to a method of procurement which is open to participation by any interested party or entity who can meet the specified requirements. The procuring entity may enter into a framework agreement as necessary.
7.1.2. Limited/Selective Competition – is a method of procurement that limits the participants in the procurement process to known legitimate manufacturers/suppliers. This mode is used mainly for security reasons; often where the requirements have been deemed classified such that the same may not be disclosed freely through an open competition. It involves direct invitation to at least (2) manufacturers by the Procuring Entity from the list of pre-selected suppliers with known experience and proven capability. The pre-selection shall be based upon the capability and resources of the manufacturers to perform the contract taking into account their experience and past performance on similar contracts, capabilities with respect to personnel equipment or manufacturing facilities, and financial position.

7.1.3. Single-sourced - refers to the mode of procurement where the procuring Entity negotiated with one (1) manufacturer/supplier in view of national security and emergency and or other urgent strategic considerations.

7.1.3.1. Government-to-Government – refers to an arrangement involving negotiation with a State with which the Philippines has a Treaty or International or Executive Agreements.

7.1.3.2. Emergency Procurement – refers to the type of single-sourced procurement of defense materiel and other defense requirements necessary to support and sustain defense operations during a state of calamity or emergency where immediate acquisition is necessary to prevent loss of life or damage to property.

7.1.3.3. Anticipated Emergency Procurement- refers to the type of single-sourced procurement of defense material materiel necessary in anticipation of a disaster that poses an imminent danger to life or damage to property.

7.1.3.4. Direct Purchase- refers to the type of single-sourced method/mode that allows procurement directly from pre-selected supplier, manufacturer, and/or contractor. It may be resorted to under any of the following circumstances:

7.1.3.4.1. For procurement of readily available and off-the-shelf goods not available to the Procurement Service of the Department of Budget and management, subject to the threshold prescribed in the IRR.

7.1.3.4.2. In order to obtain and maintain the desired standardization and interoperability of defense materiel based on the defense inventory of the DND and /or its Bureaus.

7.1.3.4.3. Procurement of Goods of Proprietary nature which can be obtained only from the proprietary source, i.e. when patents, trade secrets, and copyrights prohibit others from manufacturing the same item.

7.1.3.5. Assumption of Contracts. – Assumption of contract by a specific supplier/manufacturer whenever a contract under any of the methods of procurement of this Act is terminated or rescinded for causes provided for in the contract and existing laws. In the case of Open and Limited Competition, all the ranked offerors shall be considered prior to the sending of REIs.
7.2 Donation – refers to an act of liberality whereby private companies, institutions, local government units (LGUs), government agencies and other foreign governments or institutions disposes gratuitously of assorted items/equipment to the DND and its attached bureaus.

7.3 Barter – refers to the mode of acquisition by the exchange of goods or services for other goods or services without the use of money which may be made with foreign governments, local government agencies and foreign and local private entities.

Section 8. Acquisition for the Development of Self-reliant Defense Posture (SRDP). – refers to the negotiation for acquisition of defense projects services, system and facilities that may also be undertaken if the SND has determined that the security interest of (the) country is protected by entering into in-country production with any foreign or local manufacturer.

Section 9. Terms and Conditions for the Use of Acquisition Methods. - The specific terms and conditions including the limitations and restrictions, for the application of each of the acquisition methods in this article shall be specified in the IRR.

ARTICLE IV
ORGANIZATIONAL STRUCTURE

Section 10. Head of Acquisition Entity (HAE). – The SND and the Bureau Heads shall be the Head of the Acquisition Entity for the DND and their respective bureaus.

Section 11. Office of the Defense Acquisitions (ODA). – The ODA shall be created to assist the Secretary of the National Defense Acquisitions who shall be assisted by at least two (2) Directors under the Department of National Defense (DND).

Section 12. Defense Acquisition Secretariat (DAS). – The DAD shall be a permanent body composed of five (5) permanent members, with at least one (1) lawyer. The members of DAD shall occupy plantilla positions with salary grades to be determined by the SND. There shall also be two (2) alternate regular members and two (2) provisional members from the end-user. The SND may create additional ad hoc Defense Acquisitions Committees DND shall create their own permanent and ad hoc DACs in accordance with this Act. Bureaus of the DND shall create their own permanent and ad hoc DACs in accordance with this Act. All members of the DAC shall have appropriate competencies to be determined by the HAE, and shall undergo a comprehensive training program.

Section 14. Defense Acquisition Technical Assistance Office (DATAO). – The DATAO shall provide support to the Department in the performance of its duties and responsibilities specified in this Act and its IRR. The DND shall determine the DATAO’s organizational structure and staffing. The DATAO shall be headed by a senior official of the Department of good moral character, unquestionable integrity, and known probity, to be designated by the SND, upon favorable recommendation of the Chief, DATAO.
14.1. The DATAO shall provide research, technical and administrative support to the Department, including: a) Research-based acquisition policy recommendations and rule-drafting; b) Development and updating of generic acquisition manuals and standard bidding forms; c) Management and conduct of training on acquisition systems and procedures; d) Evaluation of the effectiveness of the government acquisition system and recommendation of improvements in systems and procedures. E) Monitoring the compliance to this Act and assisting Acquisitioning Entities improve their compliance; and f) Secretariat support.

Section 15. Professionalization of Acquisition Personnel. – The ODA shall establish a sustained training program to develop the capability of the Defense Acquisition Division (DAD), Defense Acquisition Secretariats, Project Management Teams (PMTs), and the Acquisition Units of Acquisition Entities, and professionalize the same. The HAE shall ensure that the DAD, its Secretariat and PMT members, including other relevant acquisitioning personnel are sent to attend acquisition training or capacity development program. Within six (6) months upon designation, the DAD, its Secretariat and PMT members should have satisfactorily completed such training or program conducted, authorized or accredited by the DATAO. The HAE is encouraged to attend similar acquisition training and capacity development activities.

Section 16. Project Management Team (PMT). – There shall be PMTs created to support the DAD which shall be composed of financial, legal, and technical experts to assist in the acquisition process.

ARTICLE V
ACQUISITION PROCEDURES

Section 17. Acquisition Requirements. – The acquisition requirements shall be determined in accordance with the DSOM process prescribed by the SND.

17.1. Determination of the Mode of Acquisition. – The end user shall recommend the mode of acquisition for approval of the HAE.

17.2. Best Rated Offer (BRO). – The offer with the best calculated rating based on criteria/parameters including but not limited to financial capacity, technical capabilities, additional technical capabilities of appropriate upgrade, and other such as life-cycle cost, after-sales support, willingness to transfer technology, warranty, perquisites, and price.

Section 18. Awarding of Contract. – The DAC shall recommend award of contract to the supplier with the Best Rated Offer.

18.1. Contract Signing. – The HAE shall be the signing authority to enter into a contract with the supplier with the Best Rated Offer.

Section 19. Contract Implementation. – The rules and guidelines for the implementation of contracts which includes but not limited to the delivery, acceptance test, extension of contract, variation of contract and payment shall be
prescribed in the IRR. The rules and guidelines shall include standard general and special conditions for contracts.

Section 20. Contract of Termination. – The rules and guidelines for the termination of contracts awarded pursuant to the provisions of this Act shall be prescribed in the IRR. The rules and guidelines shall include standard general and special conditions for contracts.

Section 21. Warranties. – In order to ensure the integrity of the material acquired and the supplier’s obligation to repair or replace the same when warranted, a warranty security shall be required from the supplier for a period as specified in the contract.

Section 22. Review and Assessment. – The HAE may create an Acquisition Review Committee to assess the acquisition activities of the Department and its bureaus on a quarterly basis in accordance with the guidelines and procedures provided for in the IRR.

Section 23. Security and Confidentiality. – Whenever necessary, an offeror or bidder may be required to sign a Non-Disclosure Agreement.

ARTICLE VI
SANCTIONS FOR DEFAULT

SECTION 24. Liquidated Damages. – All contracts executed in accordance with this Act and its IRR shall contain a provision on liquidated damages which shall be payable by the contractor or supplier in case of breach as specified in the contract.

Section 25. Blacklisting. -Corporations, companies, board members, single proprietorships, their principals, and duly authorized representatives or agents shall be blacklisted in accordance with the grounds and procedures as provided for in the IRR. The Period of Blacklisting shall be as follows:

a. 1st Blacklisting – five (5) years

b. 2nd Blacklisting – Perpetual disqualification from participating in the acquisition process of the DND

Non-performance of obligation under warranty shall be a ground for blacklisting.

ARTICLE VII
SETTLEMENT OF DISPUTES

Section 26. Protests on Decisions of the DAC – Decisions of the DAC in all stages of acquisition may be protested to the HAE and shall be in writing. Decisions of the DAC may be protested by filling a verified position paper
and paying a non-refundable protest fee. The amount of the protest fee and the periods during which the protests may be filed ad resolved shall be specified in the IRR.

Section 27. Resolution of Protests — The protests shall be resolved strictly on the basis of records of the DAC. The decisions of the HAE shall be final.

Section 28. Non-interruption of the Acquisition Process. — In no case shall any protest taken from any decision treated in this Article stay or delay the acquisition process.

Section 29. Resort to Regular Courts; Certiorari. — Court action may be resorted to only after the protests contemplated in this Article shall have been completed. Cases that are filed in violation of the process specified in this Act shall be dismissed for lack of jurisdiction. The Regional Trial Court shall have jurisdiction over final decisions of the HAE. Court actions shall be governed by Rule 65 of the 1997 Rules of Civil Procedure or its amendment as the case maybe and as applicable.

Section 30. Arbitration — Any and all disputes arising from the implementation of a contract covered by this Act shall be submitted to arbitration in the Philippines according to the provisions of the Republic Act No. 876, otherwise known as the “Arbitration Law” Provided, however, That, disputes that are within the competence of the Construction Industry Arbitration Commission to resolve shall be referred thereto. The process of arbitration shall be incorporated as a provision in the contract that will be executed pursuant to the provisions of this Act. Provided, that by mutual agreement, the parties may agree in writing to resort to alternative modes of dispute resolution.

Section 31. Appeals. — The arbitral award and any decision rendered in accordance with the foregoing Section shall be appealable by way of a petition for review to the Court of Appeals. The petition shall raise pure questions of law and shall be governed by the Rules of Court.

ARTICLE VIII
PENAL CLAUSE

Section 32. Offenses and Penalties. — The provisions of Republic Act No. 3019, otherwise known as the “Anti-Graft and Corrupt Practices Act”, and other pertinent penal laws shall be strictly applied against erring public officers or any person for action or inaction in violation of the provision or intent of this Act as the competent body or court may determine.

ARTICLE IX
CIVIL LIABILITY

Section 33. Civil Liability in Case of Conviction. — Without prejudice to administrative sanctions that may be imposed in proper cases, a conviction under
this Act or Republic Act No. 3019 shall carry with it civil liability, which may either consist of restitution for the damage done or the forfeiture in favor of the government of any unwarranted benefit derived from the act or acts in question or both, at the discretion of the courts.

Section 34. Liquidated Damages. – All contracts executed in accordance with this Act shall contain a provision on liquidated damages which shall be payable in case of breach thereof. The amount thereof shall be specified in the IRR.

ARTICLE X
LEGAL ASSISTANCE

Section 35. Legal Assistance. - The legal office of the DND or its equivalent for DND bureaus, is authorized to represent in all stages of the case for the members of DAS, DAD, PMT and TWG or any or all persons involved in the procurement or acquisition process immediately upon receipt of Court Notice that a civil, criminal, or Ombudsman case, suit or proceeding in filed against them.

Section 36. Private Legal Assistance. - In case of inability of the legal office of the DND or its equivalent for DBD bureaus, the Acquisitioning Entity shall provide for the lawyer’s fee subject to guidelines as provided for under the IRR.

ARTICLE XI
MISCELLANEOUS PROVISIONS

Section 37. Multi-Year contracts and Other Contractual Arrangement. – For the purpose of acquisitions under this Act, notwithstanding existing laws to the contrary, the DND and its bureaus shall be authorized to enter into multi-year contracts and other multiyear contractual arrangements; Congress shall, upon issuance of a multi-year obligation authority by the DBM, make the corresponding appropriation for the ensuing fiscal years.

Section 38. Issuance of Import Licenses and other Licenses. All acquisition under this Act shall be exempt from import and other licenses imposed by other agencies of the government. In lieu thereof, the SND shall issue an Authority to Import and other certification that the goods, services, systems and equipment being imported are acquired pursuant to this Act.

Section 39. Exemption from Custom Duties and other Taxes for Donated Goods. The donation of defense equipment or items to the Department of National Defense, which are directly and exclusively used for its projects, undertakings, activities, services and programs under this Act, shall be exempted from custom duties and other taxes.

Section 40. Acquisition of Units Deployed Overseas. – Units deployed overseas such as the DAFA, U.N. Peace-Keepeers and the likes are authorized to acquire certain reasonable requirements in connection with the discharge of their
functions within the country where they are deployed, subject to the guidelines provided for in the IRR.

Section 41. Administration of the Revised AFP Modernization Act Trust Fund. — Section 11 of Republic Act No. 7898, otherwise known as the "AFP Modernization Act", as amended by Republic Act No. 10349, is hereby further amended to read as follows:

"Sec. 11. The Revised AFP Modernization Act Trust Fund. — x x x:

(a) x x x (b) x x x (c) x x x (d) x x x (e) x x x (f) x x x (g) x x x (h) x x x (i) x x x (j) x x x

Funds from the foregoing sources, regardless of income source, shall be directly deposited to a special account in the general fund created specifically for the Revised AFP Modernization Program. The corresponding allotment and cash allocation shall be released to the DND subject to the submission of a special budget and subject to submission of periodic report to the Oversight Committee. Thereafter, the cash allocation shall be transferred to the Revised AFP Modernization Trust Fund which shall be administered by the Secretary of National Defense in accordance with the existing government budgeting and auditing rules and regulations. The DND shall conduct periodic studies on how to maximize the utilization of the trust fund and how additional revenues can be generated to fund the Revised AFP Modernization Program."

Section 42. Exemption from Value-Added Tax, Customs Duties and other Taxes. — The sale and/or importation of weapons, equipment and ammunitions to and by the AFP, which are directly and exclusively used for its projects, undertakings and activities and programs under Revised AFP Modernization Act, shall be exempt from the value added tax, customs duties and other taxes.

ARTICLE XII
FINAL PROVISIONS

Section 43. Join Congressional Oversight Committee on Defense Acquisition. — For the purposes of transparency and accountability, there shall be a Joint Congressional Oversight Committee on Defense Acquisition.

Section 44. Implementing Rules and Regulations: Supplementary Regulations. — Within 60 days from the promulgation of this Act, the necessary rules and regulations for the proper implementation of its provisions shall be formulated by the DBD. The said rules and regulations shall be approved by the President of the Philippines. The President thru the Secretary of National Defense is authorized to implement this Act, formulate and amend, whenever necessary, the implementing
rules and regulations and standard forms necessary for the implementation of this Act, and issue supplemental regulations to hasten and facilitate the implementation of this Act.

Section 45. Rule of Interpretation. – Rights and obligations existing on the date of effectivity of this Act and arising out of contracts shall be governed by the original terms and conditions of said contract or the law in force at that time such rights were vested.

Section 46. Repealing Clause. – All provisions of existing laws, orders and regulations contrary to or inconsistent with this Act are hereby repealed or modified accordingly.

Section 47. Separability Clause. - In any provision of this Act is declared invalid or unconstitutional, the other provisions not affected thereby shall remain valid and subsisting.

Section 48. – Effectivity Clause. – This Act shall take effect fifteen (15) days following its publication in the Official Gazette or in two (2) newspapers of general circulation.

Approved.