

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

**SEVENTEENTH CONGRESS**

First Regular Session

**HOUSE BILL NO. 1711**

HOUSE OF REPRESENTATIVES

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**INTRODUCED BY REPRESENTATIVE XAVIER JESUS D. ROMUALDO**

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This measure seeks to establish the Filipino Identification System, a single and streamlined national identification database for all Filipino citizens. This system will provide for a means to verify and authenticate identities, a convenient way for citizens to establish facts about themselves, a secure and reliable method of ascertaining, obtaining, and preserving information and data about Filipinos, and the eventual harmonization and integrations of all existing government identification and identification-related systems and databases. Nevertheless, the rights to privacy, confidentiality, and access to personal information registered or recorded in the system shall always be upheld.

Under this measure, Filipinos will be required to register under the system. Registered adult Filipinos shall then be issued Filipino Identification (ID) Cards, which shall serve as the official government-issued identification document in dealing with national government agencies, local government units, government-owned or controlled corporations, government financial institutions, and private institutions or establishments. Upon presentation of the Filipino ID Card, no other government-issued identification document shall be required in order to avail of services from or transact business with the government.

The proposed Filipino Identification System, established with the latest developments in identity management, information and communications technology, and cyber security, will eliminate multiple government identification systems and requirements, reduce redundancies and delays in government services and transactions, bring down administrative costs and expenses, promote greater convenience to the public, facilitate private business, and prevent the use of false or stolen identities.

Hence, the support of the Members of Congress for the prompt passage of this measure is earnestly sought.



**XAVIER JESUS D. ROMUALDO**

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**AN ACT**  
**PROVIDING FOR THE ESTABLISHMENT OF THE**  
**FILIPINO IDENTIFICATION SYSTEM, THE REGISTRATION OF FILIPINO**  
**CITIZENS UNDER SUCH SYSTEM, THE ISSUANCE OF FILIPINO**  
**IDENTIFICATION CARDS, AND FOR OTHER PURPOSES**

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

1       SECTION 1. *Short Title.* – This Act shall be known as the *Filipino Identification System*  
2   *Act.*

3  
4       SEC. 2. *Declaration of Policy.* – It is hereby declared the policy of the State to establish a  
5   single, unified, and streamlined national identification system for all Filipinos for the purpose of  
6   eliminating multiple government identification systems, reducing redundancies and delays in  
7   government services and transactions, bringing down administrative costs and expenses,  
8   promoting greater convenience to the public, facilitating private business, and preventing the use  
9   of false or stolen identities, while upholding and securing at all times the rights to privacy,  
10   confidentiality, and access to registered information.

11  
12       SEC. 3. *Definition of Terms.* – As used in this Act, the following terms are herein defined as  
13   follows:

14  
15   (a) **Adult** – refers to a person who is at least eighteen (18) years of age.

16  
17   (b) **Application for modification** – refers to an application for the addition, correction, or  
18   modification of the contents of an entry under the Filipino Identification System.

1  
2 (c) Application for registration – refers to an application for registration under the Filipino  
3 Identification System.

4  
5 (d) Biometric information – refers to data about a person's external characteristics.

6  
7 (e) Cardholder – refers to a citizen who has been registered under the Filipino Identification  
8 System and who has been issued and thus possesses a Filipino ID Card.

9  
10 (f) Citizen – refers to a Filipino citizen, as defined in the Constitution, including those with dual  
11 or multiple nationalities.

12  
13 (g) Common Reference Number – refers to the unique and permanent identification number  
14 assigned by the Philippine Statistics Authority to every citizen registered under the Filipino  
15 Identification System, which shall be used as a standard number for a registered citizen  
16 across all agencies, offices, and instrumentalities of government.

17  
18 (h) Entry – refers to information about a citizen required under this Act to be recorded under the  
19 Filipino Identification System.

20  
21 (i) Filipino ID Card – refers to the non-transferrable identification document to be issued to  
22 every citizen registered under the Filipino Identification System.

23  
24 (j) Filipino Identification System or the System – refers to the national identification database  
25 system established under this Act.

26  
27 (k) Forge – refers to counterfeiting or producing an imitation of or a fake Filipino ID Card.

28  
29 (l) Guardian – refers to the legal or judicial guardian of a minor or an incompetent person.

1 (m) Incompetent person – refers to a citizen who is insane, even though he or she may have lucid  
2 intervals, or a person who is not insane but, by reason of age, illness, physical or mental  
3 disability, or other similar causes, is unable to fully take care of himself or herself.

4  
5 (n) Minor – refers to a person below eighteen (18) years of age.

6  
7 (o) Non-resident citizen – refers to a citizen who resides outside of the Philippines, including  
8 those who are overseas workers registered with the Philippine Overseas Employment  
9 Administration or those who have obtained immigrant status in foreign countries.

10  
11 (p) Person with disability – refers to a citizen who is suffering from a restriction of different  
12 abilities, as a result of a mental, physical, or sensory impairment, to perform an activity in the  
13 manner or within the range considered normal for a human being.

14  
15 (q) Philippine embassies or consulates – refer to diplomatic missions or consular offices of the  
16 Republic of the Philippines in foreign countries, including economic and cultural offices of  
17 the Philippines, or the like, in foreign territories.

18  
19 (r) Registered person – refers to a citizen who has been registered under the Filipino  
20 Identification System.

21  
22 (s) Registered information – refers to information, including biometric information, regarding a  
23 registered person that has been recorded in the Filipino Identification System.

24  
25 (t) Record history – refers to an entry in the Filipino Identification System consisting of the  
26 following information regarding a registered person in connection with his or her entries in  
27 the System and his or her Filipino ID Card:

28  
29 (1) Date of filing of the application for registration and the particulars thereof;

1 (2) Date of filing of every application for modification and the particulars thereof;

2  
3 (3) Modification of entries made, the dates such were made, and the documents or  
4 other proof submitted in support thereof;

5  
6 (4) The reason for the omission of any entry; and

7  
8 (5) Dates of issuance, renewal, reissue, cancellation, and expiry of the Filipino ID  
9 Card, including the reasons therefor;

10  
11 (u) Resident citizen – refers to a citizen who resides within the Philippines.

12  
13 (v) Senior citizen – refers to a citizen who is at least sixty (60) years old.

14  
15 (w) Solo parent – refers to a citizen who is a solo parent as defined in Republic Act No. 8972,  
16 otherwise known as the *Solo Parents' Welfare Act of 2000*.

17  
18 (x) Special status – refers to the status of a person who, because of specific attributes, is entitled  
19 to certain privileges and benefits under the law, such as being a senior citizen, a person with  
20 disability, or a solo parent.

21  
22 (y) Tamper – refers to erasing, substituting, counterfeiting, or altering, by any means, the  
23 photograph, information, words, letters, or figures appearing in a Filipino ID Card.

24  
25 (z) Ward – refers to an incompetent person who is under the legal or judicial guardianship of  
26 another.

27  
28  
29 SEC. 4. *The Filipino Identification System*. – There is hereby established the Filipino  
30 Identification System, a confidential database containing information regarding registered

persons required under this Act, which shall be operated and administered by the **Philippine Statistics Authority** (PSA). The System shall have the following objectives:

- (1) Enable the PSA to issue, using entries in the System, Filipino ID Cards to citizens registered under the System;
- (2) Provide a means to verify and authenticate the identities of citizens;
- (3) Use fingerprints and other biometric information as unique and unambiguous features in identifying citizens;
- (4) Provide for a convenient method for citizens to establish facts about themselves;
- (5) Provide for a secure and reliable method of ascertaining, obtaining, and preserving information and data about citizens; and
- (6) Enable the eventual harmonization and integrations of all existing government identification and identification-related systems and databases.

SEC. 5. *Entries in the Filipino Identification System.* – The information regarding a registered person that shall be recorded in the Filipino Identification System shall be limited to the following:

- (a) Full legal name;
- (b) Date of birth;
- (c) Place of birth;
- (d) Gender;

- 1 (e) Civil status;
- 2
- 3 (f) Common Reference Number;
- 4
- 5 (g) Address of principal place of residence;
- 6
- 7 (h) A front-facing photograph of the registered person's head and shoulders;
- 8
- 9 (i) The registered person's fingerprints;
- 10
- 11 (j) Other biometric information, as may be required by the PSA;
- 12
- 13 (k) Special status, if any;
- 14
- 15 (l) Record history;
- 16
- 17 (m) The registered person's:
- 18
- 19 (1) Philippine Passport Number,
- 20
- 21 (2) **Taxpayer Identification Number,**
- 22
- 23 (3) Social Security System (SSS) and/or Government Service Insurance System (GSIS)
- 24 Number,
- 25
- 26 (4) National Health Insurance Program Membership Number,
- 27
- 28 (5) Home Development Mutual Fund (HDMF) Membership Number,
- 29
- 30

1 (6) Voter's Identification Number,

2  
3 (7) Driver's License Number; and

4  
5 (n) Such other information as the PSA may require for the purpose of attaining the objectives of  
6 the System.

7  
8 SEC. 6. *Mandate of the Philippine Statistics Authority.* – The PSA shall have the following  
9 functions and responsibilities in relation to the Filipino Identification System:

10  
11 (a) Manage, maintain, and administer the System, including the eventual harmonization and  
12 integration of all existing identification and identification-related systems and databases of  
13 the government and integrating them into the System;

14  
15 (b) Carry out the registration of citizens under the System, including the conduct of mobile  
16 registration to ensure that all citizens, including those belonging to indigenous cultural  
17 communities and those residing in remote communities, are registered;

18  
19 (c) Issue a unique and permanent Common Reference Number to registered persons, which shall  
20 be incorporated or made compatible with existing identification and identification-related  
21 systems and databases of the government, in respect of which information regarding such  
22 registered citizen has been documented, recorded, or stored;

23  
24 (d) Issue Filipino ID Cards to registered persons;

25  
26 (e) Organize information and data obtained by it in pursuance of its functions under this Act, and  
27 generate and release to the public figures, statistics, and insights about the population of the  
28 country based thereon;



- (f) Ensure at all times the protection, confidentiality, and security of all registered information, as well as any and all information or data collected or obtained in connection with registration or modification of entries in the System;
- (g) Establish and maintain secured communication links with government agencies or offices with existing relevant government identification and identification-related systems and databases for the purpose of verifying, matching, and integrating information or data in such systems and databases;
- (h) Continuously collaborate with relevant agencies in the setting of the standards, technical specifications, and equipment necessary for the preservation, protection, and security of all registered information and for the operation of the communication links established or maintained pursuant to paragraph (g) hereof; and
- (i) Monitor and research, for possible use and adoption, the latest developments in identity management, information and communications technology, and cybersecurity.

SEC. 7. *Compulsory Registration.* – All citizens, whether residing within or outside the Philippines, shall register under the **Filipino Identification** System. Registration under the System shall commence on January 2, 2019. All citizens shall file their applications for registration within one year from such date.

SEC. 8. *Application Forms.* – The PSA shall prepare the necessary forms for applications for registration and modification, identify the documents or other proof required to be submitted in support thereof, and distribute and make such forms available in all Local Civil Registry Offices (LCROs) in the Philippines and all Philippine embassies and consulates. The PSA may develop and use paper-based and electronic application forms.

SEC. 9. *Filing of Applications for Registration and Applications for Modification.* – Resident citizens shall file their applications with the LCRO in the city or municipality where they

1 principally reside. Non-resident citizens shall file their applications with the Philippine embassy  
2 or consulate nearest to where they presently reside. No fees shall be charged for the filing of  
3 applications for registration or modification and all applications shall be made under oath.

4  
5 The parent(s) or guardian(s) of a minor or incompetent person may file, on behalf of the minor or  
6 incompetent person, an application with the LCRO in the city or municipality where the minor or  
7 incompetent person principally resides or with the Philippine embassy or consulate nearest to  
8 where the minor or incompetent person presently resides, as the case may be.

9  
10 Senior citizens or persons with disability who, due to physical incapacity, cannot personally file  
11 their applications may file the same through a representative authorized under a special power of  
12 attorney.

13  
14 Every Filipino child born after December 31, 2018 shall be registered under the Filipino  
15 Identification System upon the registration of the child's birth with the LCRO or the reporting of  
16 the child's birth with the Philippine embassy or consulate, as the case may be.

17  
18 The PSA shall prescribe the reasonable periods within which applications for modification with  
19 regard to changes in specific entries in System shall be filed.

20  
21 SEC. 10. *Processing of Applications.* – The LCRO or Philippine embassy or consulate  
22 shall forward to the PSA a copy of the duly accomplished application for registration or  
23 modification, with the documents or other proof submitted in support thereof, within five (5)  
24 days from receipt thereof. LCROs and Philippine embassies or consulates shall keep and retain  
25 copies of all applications, with supporting documents or proof, filed with them.

26  
27 Upon receipt of the copy of the application and its supporting documents or other proof, the PSA  
28 shall forthwith verify the information submitted. Once the information submitted is verified and  
29 validated, the PSA shall approve the application and cause the registration or modification of the  
30 contents of entries in the Filipino Identification System. If the information submitted cannot be

1 validated, the PSA shall deny the application and immediately inform the LCRO or Philippine  
2 embassy or consulate concerned of such fact, including the reasons therefor. The LCRO or  
3 Philippine embassy or consulate shall then inform the person concerned of the denial of his or  
4 her application, who shall be allowed to submit additional or other proof to support the approval  
5 of his or her application.

6  
7 SEC. 11. *Support to Local Government Units.* – The National Government, through the  
8 Department of Information and Communications Technology, shall provide funding and  
9 technical support and assistance to local government units to ensure that all LCROs have the  
10 appropriate equipment, facilities, and means to effectively perform their duties under this Act.

11  
12 SEC. 12. *Leave Benefit for Filing of Applications.* – Resident citizens shall be entitled to  
13 a one (1) day paid leave from their employers for the purpose of filing their applications for  
14 registration or modification, the applications for registration or modification of their minor  
15 children or wards, or the application for registration or modification of a physically incapacitated  
16 senior citizen or person with disability whom they are authorized to represent. To avail of the  
17 paid leave benefit, proof of filing of the application must be presented to employers.

18  
19 SEC. 13. *The Filipino ID Card.* – Every adult registered person shall be issued a Filipino  
20 ID Card. The Filipino ID Card shall serve as the official government-issued identification  
21 document of cardholders in dealing with national government agencies, local government units,  
22 government-owned or controlled corporations, government financial institutions, and private  
23 institutions or establishments.

24  
25 No other government-issued identification document shall be required from cardholders who  
26 wish to avail of services from or transact business with the government; *Provided*, that one's  
27 failure to present his or her Filipino ID Card shall not be a ground to deny or limit the provision  
28 of government services as long as he or she is qualified to avail of the same under existing laws,  
29 rules, regulations, and policies.

1 The Filipino ID Card shall have printed on its face:

2  
3 (a) The front-facing photograph, full legal name, gender, date of birth, and civil status of the  
4 cardholder;

5  
6 (b) The special status of the cardholder, if any;

7  
8 (c) The dates of the card's issuance and of its expiry;

9  
10 (d) The cardholder's Common Reference Number; and

11  
12 (e) Such other relevant and necessary information or data, which may include biometric  
13 information, as may be determined by the PSA.

14  
15 All information appearing in the Filipino ID Card must faithfully correspond to registered  
16 information in the Filipino Identification System.

17  
18 The Filipino ID Card shall have security features that shall prevent tampering or forgery.

19  
20 SEC. 14. *Issuance and Validity of the Filipino ID Card.* – The PSA shall issue and  
21 release the Filipino ID Card through the appropriate LCRO or Philippine embassy or consulate,  
22 or through other practicable means, not later than ninety (90) days from receipt of the appropriate  
23 application, with supporting documents or proof, or request for the issuance, renewal, or  
24 reissuance of the Filipino ID Card.

25  
26 Registered persons who were registered under the Filipino Identification System when they were  
27 minors shall file a request for the issuance of the Filipino ID Card with the appropriate LCRO or  
28 Philippine embassy or consulate at least ninety (90) days before they reach the age of majority.  
29 The Filipino ID Card to be issued to such registered persons shall have the date they reach the

age of majority as the date of issuance. The PSA shall endeavor that the Filipino ID Card be ready for actual release to such registered persons on the date they reach the age of majority.

A cardholder whose Filipino ID Card has been lost or destroyed shall immediately report such loss or destruction to the appropriate LCRO or Philippine embassy or consulate and request for a reissuance of his or her Filipino ID Card.

The issuance of a Filipino ID Card to a registered person for the first time shall be free of charge. Thereafter, a reasonable fee shall be charged for renewals or reissuances thereof; *Provided*, that if a registered person requests that the Filipino ID Card to be issued be sent to him or her through mail, he or she shall be charged the cost of such mailing.

The Filipino ID Card shall be valid for ten (10) years from the date of its issuance; *Provided*, that a Filipino ID Card issued to a registered person who is at least sixty (60) years of age at the time of such issuance shall no longer expire and shall be valid until such person's death. Cardholders may file requests for the renewal of their Filipino ID Card ninety (90) days before date of the expiration of the card's validity. The PSA shall endeavor that the renewed Filipino ID Card be ready for actual release before the date of the expiration of the old card's validity.

Applications for modification shall include a request for the issuance of new Filipino ID Card where the **modification of the contents of an entry under the System has to be reflected in the card.**

SEC. 15. *Functional Uses of the Filipino ID Card.* – The Filipino ID card shall be presented, honored, and accepted in transactions requiring proof of or verification of a citizen's identity or personal circumstances, such as but not limited to:

(a) Any and all transactions with the government, such as:

(1) Passport and Driver's License applications,

(2) Application for clearances from the National Bureau of Investigation, courts, provincial or city prosecutor's office, or the police, and

(3) Availment of services and benefits offered by the SSS, GSIS, HDMF, and the Philippine Health Insurance Corporation;

(b) Registration and identification for purposes of exercising the right of suffrage;

(c) Availment of benefits granted by law to senior citizens, persons with disability, solo parents, and other similar benefits;

(d) Payment of taxes and customs duties;

(e) Availment of notarial acts or notarization; and

(f) Banking and financial transactions.

SEC. 16. *Prohibition against Unauthorized Disclosure of Information.* – No person may disclose, convey, disseminate, publish, or use registered information or any other data or information obtained in connection with registration or modification of entries under the Philippine Identification System to third persons, including government agencies, offices, and instrumentalities, except where the registered person expressly authorizes in writing the disclosure of such information to such third person or upon the order of a competent court.

Any information obtained as a result of an unauthorized or unlawful disclosure shall be inadmissible in any and all civil, criminal, and administrative proceeding against the registered person concerned.

SEC. 17. *Penalties.* – (A) The penalty of a fine of not less than Fifty Thousand Pesos (P50,000.00) but not more than Three Hundred Thousand Pesos (P300,000.00) or imprisonment of not less than six (6) months but not more than two (2) years, or both, shall be imposed upon:

(1) Any person who knowingly enters or makes use of false information in an application for registration or modification.

(2) Any public officer or employee who facilitates or causes the registration of a person under the Filipino Identification System or modification of the contents of an entry in the System with knowledge that the application for registration or modification therefor contains false information.

(3) Any person who, without lawful authority, accesses registered information or any other data or information obtained in connection with the registration or modification of entries under the System.

(4) Any person who willfully destroys or mutilates a Filipino ID Card.

(B) The penalty of a fine of not less than One Hundred Thousand Pesos (P100,000.00) but not more than Five Hundred Thousand Pesos (P500,000.00) and imprisonment of not less than one (1) year but not more than three (3) years shall be imposed upon:

(1) Any public officer or employee who willfully or through negligence, allows any person to accesses registered information or any other data or information obtained in connection with the registration or modification of entries under the System.

(2) Any person who discloses, conveys, disseminates, publishes, or uses registered information or any other data or information obtained in connection with the registration or modification of entries under the System to third persons, including government agencies, offices, and



1 instrumentalities, without the express written authority or consent of the registered person  
2 concerned or the order of a competent court.

3  
4 (3) Any person who takes the Filipino ID Card of another, without the latter's consent or without  
5 lawful authority to do so.

6  
7 (4) Any person who tampers or forges a Filipino ID Card.

8  
9 (5) Any person who, not being the tamperer or forger, knowingly uses a tampered or forged  
10 Filipino ID Card.

11  
12 SEC. 18. *Congressional Oversight Committee*. – To monitor and oversee the implementation  
13 of this Act, there is hereby created a Congressional Oversight Committee on the Filipino  
14 Identification System, which shall be composed of five (5) Senators and five (5) Members of the  
15 House of Representatives elected by the Senate and the House of Representatives, respectively;  
16 *Provided*, that at least one (1) Senator and one (1) Member of the House of Representatives shall  
17 be nominated by the respective Minority Leaders of the Senate and the House of  
18 Representatives. The Committee shall be co-chaired by a Senator and a Member of the House of  
19 Representative designated by the President of the Senate and the Speaker of the House of  
20 Representatives, respectively.

21  
22 SEC. 19. *Implementing Rules and Regulations*. – Within ninety (90) days from the effectivity  
23 of this Act, the PSA, after due consultation and coordination with the National Privacy  
24 Commission, Department of Foreign Affairs, Department of the Interior and Local Government,  
25 Department of Information and Communications Technology, Department of Labor and  
26 Employment, Land Transportation Office, Bureau of Internal Revenue, Commission on  
27 Elections, GSIS, SSS, HDMF, and the Philippine Health Insurance Corporation, shall  
28 promulgate the rules and regulations for the effective implementation of this Act.



1        SEC. 20. *Appropriations.* – The amounts necessary to carry out the provisions of this Act  
2        shall be charged against any appropriate and available items in the General Appropriations Act  
3        (GAA) for the current fiscal year and shall thereafter be included in the annual GAA.

4  
5        SEC. 21. *Separability Clause.* – If any provision of this Act is declared invalid or  
6        unconstitutional, the other provisions not affected thereby shall remain in full force and effect.

7  
8        SEC. 22. *Repealing Clause.* – All laws, decrees, executive orders and issuances, rules and  
9        regulations, and other issuances, or parts thereof, that are inconsistent with the provisions of this  
10       Act are hereby repealed or modified accordingly.

11  
12       SEC. 23. *Effectivity.* – This Act shall take effect fifteen (15) days after its publication in the  
13       Official Gazette or a newspaper of general circulation.

14  
15       Approved,