



IMPLEMENTATION BULLETIN



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RA 11055: An Act Establishing the Philippine Identification System

This law seeks to establish a single national identification system (PhilSys) for all citizens and resident aliens of the Republic of the Philippines to provide a valid proof of identity as a means of simplifying public and private transactions.

Data to be collected under this system shall be limited to the following: demographic data (full name, sex, date of birth, place of birth, blood type, address, Filipino or resident alien), optional demographic data (marital status, mobile number, e-mail address), biometric information, front facing photograph, full set of fingerprints, iris scan, and other identifiable features as may be determined by the Implementing Rules and Regulations (IRR).

RA 11055 was approved on August 6, 2018 during the Seventeenth Congress. The IRR of this law was approved and signed on October 5, 2018 by former National Statistician and Civil Registrar General Lisa Grace S. Bersales.

The Philippine Statistics Authority (PSA) through National Statistician and Civil Registrar General Dennis S. Mapa reported to the Senate the following updates on the implementation of this law.

Annual targets

PSA targets the enrolment of majority of Filipinos by 2022, with the “last mile” population including children below five years old targeted for registration until 2023. Specific targets are outlined in the table below.

Program, Activity, Project (PAP)	2020	2021	2022	2023
Local registration¹	At least 5 million low-income household heads	40 million Filipinos (including 10 million low income	42 million Filipinos	25 million Filipinos

¹ Based on the updated Projected Mid-Year Population for 2023 from the 2015 Census of Population of the Philippine Statistics Authority; exact population estimate is 112,892,871

		household heads)		
Overseas registration		Pilot overseas registration launched	Overseas registration expanded	Overseas registration sustained
Use cases	Strategy and implementation roadmap for pilot use cases developed	Pilot use cases on financial inclusion and social protection operational	Additional use cases for public and private sector operational	

Implementing the Philippine Identification System

The agency reported progress in terms of procurement, systems development and testing, and the establishment of data centers. The remaining technology components are expected to be completed by Q4 2020, in time for the target pre-registration and registration roll-out in October and November 2020. Groundwork for the development of use cases in utilizing PhilSys authentication services has been laid, with a focus on bank account opening for the low-income sector.

Initiative	Target	Accomplishment
1. Major procurement blocks		
1.1. Registration Kits	5,000 kits delivered by 30 June 2020	<ul style="list-style-type: none"> Contract was awarded in August 2019 with contract amount of PhP 1.2 billion. Delivery of the 5,000 registration kits was completed on July 3, 2020.
1.2. Automated Biometric Identification System (ABIS)	Contract awarded by April 2020	<ul style="list-style-type: none"> Contract was awarded in April 2020 with contract amount of PhP 684 million. Procurement was completed and contract implementation stage is ongoing.
1.3. Card production, personalization, and distribution	Completion of requirements for agency-to-agency agreement with Bangko Sentral ng Pilipinas (BSP) by June 2020	<ul style="list-style-type: none"> The Memorandum of Agreement (MOA) between PSA and Bangko Sentral ng Pilipinas (BSP) for the production and personalization of 116 million PhilID cards for 2020-2023 was signed on June 10, 2020. PhilSys Policy and Coordination Council (PSPCC) approved the engagement of BSP in the provision of card production and personalization services for PhilSys in August 2019.
	PhilID delivery services procured by September 2020	<ul style="list-style-type: none"> The multi-year budget for the PhilID card delivery services amounting to PhP 4.3 billion for 116 million PhilID cards from 2020-2023 was approved by PSA. Request for the approval of a Multi-Year Contracting Authority (MYCA) for the project was submitted to Department of Budget and Management (DBM) in the first week of August 2020. Negotiated procurement via agency-to-agency agreement with PHLPost shall be implemented for

Initiative	Target	Accomplishment
		the project, based on PSA's market research findings. Mobilization activities began in July 2020 to meet the target procurement completion by Q3 2020.
1.4. Systems Integrator (SI)	Contract awarded before August 2020	<ul style="list-style-type: none"> • The procurement process for consulting services was launched on May 15, 2020. • The first stage of procurement was completed in June 2020, which yielded five shortlisted bidders. The second stage of procurement immediately followed – bid preparation began on June 11, 2020 and was concluded on August 3, 2020. • Bid evaluation is ongoing (as of August 2020). Contract is expected to be awarded by the end of August 2020.
1.5. Pre-registration tablets and SMS services	4,000 pre-registration tablets delivered by September 2020	<ul style="list-style-type: none"> • The PSPCC has approved in its July 2020 meeting PSPCC Resolution No. 15 Approving the PhilSys Pre-registration Process. Procurement activities to acquire 4,000 pre-registration tablets and SMS services were initiated thereafter. Completion of procurement is expected in August 2020.
2. Systems development and testing		
2.1. Registration kit acceptance testing and registration client installation	5,000 registration kits underwent hardware acceptance test by July 2020	<ul style="list-style-type: none"> • 100% (5,000 units) registration kits have undergone hardware acceptance test by the end of July 2020.
2.2. ABIS development	ABIS production hardware delivered by July 2020	<ul style="list-style-type: none"> • The hardware delivery for ABIS production at the primary data center in MK2 Makati was completed in July 2020. The production hardware requirements delivered include servers, racks, and other related equipment.
	ABIS solution delivered by October 2020	<p>Three sub-systems are being developed by the ABIS service provider for the PhilSys biometric deduplication system. The following completion rates were reported as of August 3, 2020:</p> <ul style="list-style-type: none"> - Software Development Kit (SDK) – 90% completed - ABIS solution – 90% completed - Manual adjudication – 70% completed
2.3. Pre-registration System development	Pre-registration system developed and installed by September 2020	<ul style="list-style-type: none"> • The pre-registration system will be composed of three application modules – mobile application, staging server, and reporting module for data analytics and performance reporting. As of July 2020, the first version of the mobile application was developed and initially tested during the mock pre-registration exercise conducted on July 28, 2020. • All module development will be completed by end August 2020. Systems testing will be

Initiative	Target	Accomplishment
		embedded in the module development process and shall continue until September 2020. Deployment of the final version of the preregistration system for roll-out is projected by October 2020.
3. Establishment of Data Centers		
3.1. Identification of Data Centers	Primary and secondary data centers, and disaster recovery site identified by March 2020	Locations for the PhilSys permanent data centers were finalized as of July 2020 as follows: <ul style="list-style-type: none"> - Primary Data Center – National Capital Region - Secondary Data Center – Central Luzon - Disaster Recovery Site – Central Luzon The MOA between DICT was signed by both parties on July 20, 2020, which formalizes the technical assistance to be provided by DICT to the PhilSys program, including the provision of data centers to house PhilSys requirements.
3.2. Handover and Commissioning of Data Centers	MOSIP sandbox requirements delivered, installed, and commissioned to data centers by July 2020	As a necessary component in setting up the ABIS sandbox environment, PSA has installed and configured five servers for the Modular Open Source Identity Platform (MOSIP) sandbox requirements to the primary data center in the National Capital Region.
	ABIS requirements delivered, installed, and commissioned to data centers by August 2020	<ul style="list-style-type: none"> •The ABIS requirements to be established pertain to (1) sandbox requirements, which are for the testing environment, and (2) production requirements, which are for the actual deployment environment. The sandbox requirements will be setup in the primary data center, while the production requirements be established in both the primary data center and the disaster recovery site. • Delivery of both requirements to the primary data center were completed on June 23, 2020 for the sandbox and on July 17, 2020 for the production requirements. • Installation, configuration, and testing for both the sandbox and production requirements are ongoing and expected for completion in August 2020.
4. Use case development		
4.1. Identification of pilot use cases	Pilot use cases determined by June 2020	<ul style="list-style-type: none"> • The PSPCC issued a directive during its 13th and 14th meetings to operationalize bank account opening as the first PhilSys use case. It is a means to facilitate the distribution of social and emergency social benefits to low-income households, particularly during the pandemic, while contributing to the larger government program on financial inclusion.
	Detailed plan and business process on harmonized PhilSys	<ul style="list-style-type: none"> • To operationalize the opening of bank accounts for the targeted low-income household heads upon their registration to PhilSys within the year, two

Initiative	Target	Accomplishment
	registration and bank account opening determined	options were presented by the Inter-agency Committee (IAC) on Use Cases and Authentication. <ul style="list-style-type: none"> • The first option is to set up kiosks for opening bank accounts in the registration sites, while the second is to share the pre-registration data to banks for batch account opening. As of September 2020, the IAC is in the process of consulting with relevant stakeholders regarding the feasibility and efficiency of each of the options. It is also gathering data on bank account ownership among the targeted registrants to determine the extent of roll-out that should be done by Q4 2020.

5. Organizational Development

5.1. PhilSys plantilla positions	Phase 1 PhilSys plantilla positions filled up by June 2020	<ul style="list-style-type: none"> • Nine organizational units and 45 positions (42 regular and 3 contractual) under the PhilSys Registry Office were created by the DBM in August 2019. • According to the Human Resources Division report, 62% (28) of the positions were filled up as of June 2020. A second round of posting was done in July 2020 for the recruitment of the remaining vacancies.
	Proposal for Phase 2 PhilSys plantilla positions submitted by June 2020	<ul style="list-style-type: none"> • The proposal for Phase 2 plantilla positions was submitted by the PSA in June 2020. The highlights of the proposal include the following: <ul style="list-style-type: none"> - Creation of a separate service for registration and validation - Creation of a service for use case development and management - Creation of a division for advocacy and grievance - Creation of divisions for PhilSys operations at the PSA regional and provincial offices - Additional positions in the PSA Central Office • The proposal reflects the existing gaps in operational functions necessary to carry out the end-to-end implementation of the PhilSys program. • The initial meeting with the DBM was conducted in July 2020 to discuss this request. Revisions to come up with a leaner number of requested positions, based on the initial comments of the DBM, is ongoing and is to be finalized in August 2020.

Update on registration to Philsys

The amended PhilSys Implementation Plan approved in August 2019 called for a pilot registration scheme to test the functionality and efficiency of the registration system and processes, and to ensure seamless implementation of registration operations once it opens to the public. It was designed to be

implemented in multiple runs allow the detection of gaps the implementation of adjustments. Demographic and biometric data of targeted pilot registrants were captured from September to December 2019.

The pandemic highlighted the potential of PhilSys to facilitate the delivery of social protection and emergency programs. Thus, PSA shifted its registration strategy to target at least 5 million low-income household heads in 2020. This is to (1) facilitate efficient identity verification of the selected government support program beneficiaries, and (2) enable bank account opening for low-income households without identity documentation and contribute to a more efficient and seamless distribution of aid through cashless mechanisms.

The PhilSys registration process was modified to integrate a pre-registration scheme which aims to ensure safe conduct of registration activities while improving operational efficiency. By pre-collecting the demographic data of targeted registrants and pre-scheduling their registration appointments through doorstep enumeration, the PSA was able to shorten the processing activities conducted within the registration centers, while closely managing the number of expected registrants at the registration area at any given time. Moreover, on-site registration protocols were revised to address the health risks posed to both the registrants and the registration team. The revised protocols involve the use of personal protective equipment, strict crowd control and physical distancing measures, setting up of physical barriers in registration areas, and frequent sanitation and disinfection of equipment.

Initiative	Target	Accomplishment
6. Registration operations		
6.1. Implementation of 2019 pilot registration	Pilot registration launched in September 2019	<ul style="list-style-type: none"> • The first run of pilot registration was launched in September 2019. The initial system was tested with a few PSA employees and Department of Social Welfare and Development (DSWD) beneficiaries. • The second run of the pilot registration was rolled out in November 2019, capturing a total of 10,166 registrants covering 10,018 government employees and 148 DSWD beneficiaries across 10 sites in Metro Manila. • Registration in government agencies was set up to mimic a fixed registration site while mobile registration was demonstrated at the DSWD beneficiary site in Navotas, Metro Manila. • Findings from the pilot provided valuable insights on the operationalization of the registration system and processes. System enhancements were put in place to address bugs and technical deficiencies found during the pilot, and registration guidelines were adjusted in areas where bottlenecks were experienced.
6.2. Development of 2020	2020 PhilSys registration strategy	<ul style="list-style-type: none"> • The list of the 40 priority areas (eight cities in NCR and 32 provinces in 10 regions) was finalized in July 2020. These areas were selected primarily

Initiative	Target	Accomplishment
registration strategy	approved by July 2020	<p>based on the results from the 2018 Family Income and Expenditure Survey (FIES) bottom 40 percent families. In addition, the ease of deployment of registration kits and mobilization of registration staff, level of COVID-19 cases, and security of locations were considered in the selection of areas.</p> <ul style="list-style-type: none"> • The list of the 5 million low-income household heads will be produced using the <i>Listahanan 3</i> dataset to be provided by DSWD. A MOA and Data Sharing Agreement between PSA and DSWD has been signed, and the dataset is expected to be received in August 2020. • The partial summary on the distribution of the target registrants down to the barangay level, along with the initial allocation of IT and manpower resources required at the provincial level was released in July 2020, for the guidance of the PSA Field Offices as they prepare for the pre-registration and registration activities later this year. • To enjoin the support of local government units (LGUs), a Memorandum Circular was issued by Department of Interior and Local Government (DILG) in July 2020.
6.3. Development of registration policies and protocols	PhilSys registration manuals finalized by August 2020	<ul style="list-style-type: none"> • The PhilSys Policies and Guidelines Manual, along with the PhilSys Field Operations Manual and the PhilSys Work Instructions Manual, were revised following the modification of the registration process to include a pre-registration scheme. • As of August 2020, the revised draft of the PhilSys Policies and Guidelines Manual has been completed and consultations with groups representing PWDs, Muslim, and indigenous peoples will be undertaken in August. • The PhilSys Field Operations Manual and PhilSys Work Instructions Manual are currently undergoing revisions to include key learnings from the mock pre-registration and registration exercise conducted in July 2020. The revised drafts are expected for completion in August 2020.
6.4. Establishment of registration centers	Fixed Registration Centers established by September 2020	<ul style="list-style-type: none"> • Mobilization for the establishment of registration centers is ongoing. 10 initial sites for PSA-based Registration Centers were identified, and procurement of fixtures and supplies for all sites were completed in June 2020. • The strategy also included the establishment of LGU-based registration centers to align with the

Initiative	Target	Accomplishment
		targeted registration of low-income household heads, in collaboration with LGUs. Guidelines on establishment of such centers were cascaded to PSA Field Offices on July 21, 2020 for appropriate planning and mobilization.

Safeguards in PhilSys

To ensure that PhilSys systems and processes are compliant with the Data Privacy Act of 2012, Dr. Mapa reported that PSA conducted a Privacy Impact Assessment from September 2019 to March 2020.

The key result area of the exercise was the development of a data privacy risk register and action plan. It identified possible exposures of data in 11 front-end and back-end processes concerning personal information flow throughout the registration cycle, as well as some data privacy gaps in certain policies and guidelines, which are currently being addressed. The registration kits, registration client, and pilot registration server were also subjected to Vulnerability Assessment and Penetration Testing (VAPT) to identify areas of vulnerabilities that may be exploited. The PhilSys technical team noted that the findings were linked to the level of maturity of the registration system and server, as both are still under the development and testing stage. The systems are expected to be fully developed, configured, and integrated by Q3 2020.

The PhilSys Data Privacy Manual has been produced, which will anchor the data privacy and security standards and protocols for PhilSys. Dr. Mapa noted that while the groundwork for establishing a privacy management program for PhilSys has been established, focus must now be directed to the implementation stage given the scale of personal data that the project will need to collect, manage and use to be successful. Thus, the PSA will prioritize the onboarding of a dedicated data privacy governance team by Q3 2020 to ensure implementation, monitoring, and continual improvement of the data privacy management program for PhilSys.

Moreover, a second round of Privacy Impact Assessment (PIA) will be conducted beginning Q4 2020 to assess compliance of the modified registration business process (i.e., with pre-registration process) with the Data Privacy Act of 2012, as well as the new business processes brought about by the completion of the major system components (i.e., Automated Biometric Identification System, card production and personalization, and Systems Integrator). As a key block of the PhilSys privacy management program, PSA is planning to regularly conduct the PIA to ensure PhilSys' adherence to statutory and regulatory requirements on data privacy and security.

In addition, a VAPT is in the pipeline to identify the vulnerabilities of the PhilSys end-to-end solution, including its primary and secondary data centers and disaster recovery site, and enable the installation of appropriate mitigating measures that will ensure the information and cyber security of the system prior to the registration roll-out.

Budget source to implement this law

Budget source (2020)	Amount
GAA (new appropriations)	PhP 3,000,000,000.00
GAA (2019 continuing)	PhP 2,012,483,342.87

Source: Philippine Statistics Authority

Issues and concerns

PSA identified the following issues and concerns in the implementation of this law:

Issues and concerns	Proposed actions
1. Possible difficulties in mobilizing equipment and personnel due to recurring Modified/Enhanced Community Quarantine (MECQ/ECQ) status in priority registration areas	<ul style="list-style-type: none"> • Leverage the coordination and mobilization support provided by the LGUs and regional DILG Offices for PhilSys registration operations • Shifting of registration targets to priority registration areas which are not in MECQ or ECQ status and with high incidence of low-income families
2. Health and security risks during registration operations under pandemic conditions	<ul style="list-style-type: none"> • Strict implementation of health and safety protocols during registration operations • Specific health and safety protocols in conducting registration operations must be emphasized when training registration officers
3. Additional budgetary requirements for pre-registration operations	<ul style="list-style-type: none"> • In view of changes to the implementation plan, additional budget requests amounting to PhP 1.9 billion to cover for the costs of pre-registration operations was submitted to DBM. Timely evaluation and approval of the said request is necessary to ensure that mobilization activities will be in place in time for the pre-registration roll-out in October 2020.
4. Gaps in PhilSys Registry Office organizational structure	<ul style="list-style-type: none"> • Ensure completion of the revised proposal for the Phase 2 plantilla positions and additional requisite documents within the target timeline, duly considering the initial comments of the DBM to fast track the evaluation and approval of the said proposal.

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Issues will be compiled in an annual report released every fourth quarter of the year.