


FOURTEENTH CONGRESS OF THE
REPUBLIC OF THE PHILIPPINES
First Regular Session

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} 7 JUL -3 P5:42
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SENATE

RECEIVED BY: 

S. B. No. 877

Introduced by SENATOR EDGARDO J. ANGARA

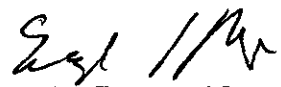
EXPLANATORY NOTE

The government is in a continuing quest to search for fast-approaches to solve problems of bureaucratic procedures. Red tape has been the focus of complaints of many who queue in government offices. It is not surprising therefore, that a number of treatises on public administration validated the impressions imprinted in the minds of common civilians anent the inefficiency plaguing the governmental workforce as well as the leadership itself.

The problem accounts as a primary reason for the failure of bringing governmental effort closer to the people. And just like us, other countries are on the look out to experiment on innovative approaches to solve red tape. But the experiences of such countries as Germany, Japan, Indonesia, South Africa and Malaysia provide examples in addressing the said bureaucratic system through the ID System. In these countries, government transactions are easily facilitated and immediately responded to with the use of ID.


This bill seeks to establish an effective system to curb the perennial problems of red tape in the bureaucracy and to simplify the process relative to public and private transactions of citizens. It is also aimed at preserving national security by institutionalizing an effective system of monitoring the movement and activities of citizens so that investigation and prosecution of criminal acts as well as civil liabilities could be more easily facilitated.

Early approval of this bill is earnestly requested.


EDGARDO J. ANGARA
Senator

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**AN ACT ESTABLISHING A NATIONAL IDENTIFICATION SYSTEM
IN THE PHILIPPINES, CONSTITUTING FOR THE PURPOSE THE
NATIONAL REGISTRATION COORDINATING COUNCIL, AND FOR
OTHER PURPOSES**

*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 National*
2 *Multi-Purpose ID Card Act of 2007."*

3
4 **SECTION 2. Declaration of Policy.** - It is hereby declared a policy of
5 the State to improve and uplift public service in the country, by promoting
6 and facilitating legitimate transactions with Government offices as well as
7 with private and business entities. For this purpose, there is a need to
8 establish an effective system to curb the perennial problem of red tape in the
9 bureaucracy and to simplify the processes relative to public and private
10 transactions.

11 It is likewise an imperative policy to strengthen citizenship,
12 immigration and national security laws.

13 The implementation of a National Identification System in this regard,
14 with full protection accorded to the right to privacy of the individuals covered
15 thereby, and with the full cooperation and active participation of various
16 basic services and social security- providing agencies and other Government
17 instrumentalities, will contribute to the attainment of the foregoing
18 declaration of policy.

19
20 **SECTION 3. Definition of Terms.** - The following terms as used in
21 this Act shall mean:

22 (a) **"ID Card"** - The national identification card issued by a
23 participating agency in the implementation of the National

1 Identification System, the features and uses of which are as
2 indicated in this Act and as to be determined by the Council;
3 provided, that the ID Card shall be used only by the Owner in
4 order to avail of the services defined in this Act; provided, further,
5 that the ID Card shall not be used to store data on the Owner more
6 than is necessary and material as required in this Act;

- 7 (b) **"ID Number"** - The Primary Reference Number determined by the
8 National Statistics Office and issued to every citizen of the
9 Philippines; or the number issued by the Bureau of Immigration to
10 every foreign national who applies for an Alien Certificate of
11 Registration pursuant to Republic Act No. 562 (1950), as amended;
- 12 (c) **"Council"** - The National Registration Coordinating Council
13 constituted under this Act;
- 14 (d) **"NSO"** - The National Statistics Office created pursuant to
15 Commonwealth Act No. 591 (1940), as amended;
- 16 (e) **"System"** - The National Identification System established and
17 authorized for implementation pursuant to this Act;
- 18 (f) **"Owner"** - The only authorized holder, possessor and user of the ID
19 Card;
- 20 (g) **"Data"** - The personal and other circumstances of the person to
21 whom was issued a National Identification Card, all of which are
22 encoded in said ID Card, and kept in the records of the
23 participating agencies;
- 24 (h) **"Use"** - The authorized functional use of the ID Card pursuant to
25 this Act and as may be hereafter prescribed by the Council;
- 26 (i) **"Participating Agency"** - A branch, agency, subdivision or
27 instrumentality of the Government of the Republic of the
28 Philippines, accredited by the Council to implement the National
29 Identification System.

30
31 **SECTION 4. *The National Identification System.*** - A National
32 Identification System is hereby established and instituted, to provide official
33 identification of all citizens of the Republic of the Philippines, and all foreign
34 nationals permanently residing in the Philippines, through the issuance of a
35 National Identification Card with ID Number of a permanent character, to
36 convert and consolidate all existing Government-initiated identification

1 systems intended for various purposes into one, integrated and multi-purpose
2 system.

3
4 **SECTION 5. *Issuance of Primary ID Number.*** - All citizens of the
5 Republic of the Philippines, upon registration of birth or upon their
6 acquisition of Philippine citizenship, shall be issued by the NSO a Primary
7 Reference Number, which shall serve as the identification number. The
8 Primary Reference Number shall reflect only the basic data on the Owner of
9 the ID. Card Such Primary Reference Number issued to a citizen shall not be
10 transferable to another, and shall remain his/her number regardless of any
11 change in his/her status, residence or other personal circumstances. For this
12 purpose, the NSO shall, in the determination of the Primary Reference
13 Number, devise a system of issuing such numbers with due regard to the
14 immutability of such number in relation to the person to whom it was issued.

15 All such citizens born before the effectivity of this Act, or who acquired
16 Philippine citizenship before the effectivity of this Act, shall secure their
17 Primary Reference Number from the NSO.

18
19 **SECTION 6. *Issuance of Subsidiary ID Numbers.*** - The
20 participating agencies in the System may issue subsidiary numbers to the
21 Primary ID Number issued under Section 5 hereof, with due regard to the
22 requirements of such agencies and under such conditions as the Council shall
23 prescribe.

24
25 **SECTION 7. *Citizens of Other Countries.*** - Citizens of other
26 countries permanently residing in the Philippines shall likewise be assigned
27 an ID Number and issued an ID Card at reasonable cost in the manner
28 prescribed by the Bureau of Immigration; provided, that the assignment of an
29 ID Number and issuance of the corresponding ID Card shall be done not later
30 than the date of issuance of the Alien Certificate of Registration issued
31 pursuant to Republic Act No. 562 (1950), as amended.

32 An accredited official of a recognized international organization, or of a
33 foreign government with whom the Republic of the Philippines has
34 established diplomatic relations, and members of his/her family and official
35 staff, who are not citizens of the Philippines, shall not be required to secure
36 an ID Number or the ID Card contemplated under this Act.

1 **SECTION 8. *Issuance of the ID Card.*** - All persons qualified under
2 Section 4 and Section 5, respectively, hereof shall be issued by any of the
3 participating agencies a National Identification Card not earlier than at the
4 age of sixteen (16) years, free of charge and in the manner prescribed by the
5 Council; provided, that in case a participating agency requires the issuance of
6 an ID Card for those transacting business with it who may be younger than
7 sixteen (16) years old, such agency shall do so under such conditions as the
8 Council shall prescribe.

9
10 **SECTION 9. *Features of the ID Card.*** - The National Identification
11 Card shall be made of a tamper-proof security material. It shall have on its
12 face the ID Number, the imprinted photograph, name, birth date, date of
13 issue, signature of the Owner, and such other material and necessary data as
14 may be required by the Council and the participating agencies.

15 The Council shall likewise establish the standards in the use of
16 biometric technology and in computer application designs of the System.

17
18 **SECTION 10. *Validity of the ID Card.*** - The ID Card shall be valid
19 effective upon its issuance by the participating agency, and for as long as the
20 material of which it is made permits its usage, unless sooner cancelled upon
21 the death of the Owner, or surrendered by the Owner, or revoked, cancelled
22 or recalled by the participating agency for good cause shown.

23 The ID Card may be replaced during its validity period, upon written
24 application by the owner of the ID Card, to reflect the changed circumstances
25 of the Owner.

26
27 **SECTION 11. *Issuance of Replacement Card.*** - A new ID Card
28 which replaces a lost, worn-out or destroyed card, or upon written application
29 by the Owner, shall be issued by a participating agency in the manner to be
30 prescribed by the Council.

31
32 **SECTION 12. *Safeguards.*** - The Council and the participating
33 agencies shall take appropriate and necessary measures to ensure that the
34 privacy, confidentiality, integrity and accuracy of an individual's personal
35 data are protected from unwarranted and unauthorized access. Such
36 safeguards shall, as a minimum, include the following:

- 1 (a) The Council and the participating agencies shall limit the number
2 of persons who can have access to the data on the ID Card;
- 3 (b) The ID Card will be protected by advanced security features and
4 cryptographic technology;
- 5 (c) The Council shall ensure that only minimal, material and necessary
6 data to the Owner and to the participating agency issuing the ID
7 Card shall be recorded and stored in the ID Card;
- 8 (d) There will be a stringent system of access control, including
9 passwords or personal identification numbers; different levels of
10 access; and, audit trails;
- 11 (e) The Owner of the ID Card shall be provided with the means to
12 access, print and interpret the data on his/her card and the
13 application of such data;
- 14 (f) Any correction of relevant data stored in the ID Card shall be
15 effected only upon a written request by the Owner of the ID Card,
16 under such conditions as the participating agency issuing the ID
17 Card shall prescribe; and
- 18 (g) All data included in the database shall be kept and treated as
19 strictly confidential, and shall not be accessed or disclosed except
20 upon written authorization of the Owner and in accordance with
21 the requirements of Section 22 and Section 23, respectively, of this
22 Act.

23
24 **SECTION 13. *Non-transferability.*** - The ID number issued
25 pursuant to this Act is unique to the Owner of the ID Card. Both the ID
26 Number and the ID Card are non-transferable, and shall not be assigned to
27 any other individual even after the death of its owner. For this purpose, the
28 participating agency shall devise a system of retiring ID numbers no longer
29 in use on account of death of the owners or for other reasons.

30
31 **SECTION 14. *Limitation on Data to be Stored.*** - The right to
32 privacy of the Owner of the ID Card is paramount, and shall be respected by
33 the Council and the participating agencies in the implementation of the
34 System. For this purpose, only such data personal to the Owner of the ID
35 Card and which are material and necessary to carry out the functional uses of

1 the ID Card as enumerated in Section 14 hereof shall be stored in the ID
2 Card.

3

4 **SECTION 15. *Functional Uses of the Card.*** - The National
5 Identification Card shall serve as the only official identification of the person
6 to whom it is issued and shall be valid and accepted for all legal intents and
7 purposes, which shall include, but shall not be limited to, the following:

- 8 (a) Availment of SSS and GSIS benefits;
- 9 (b) Application for driver's license, passport, marriage license, and
10 business permits;
- 11 (c) Issuance of death certificate;
- 12 (d) Application for clearances, licenses and permits from investigative
13 and police agencies;
- 14 (e) Availment of services in health and medical institutions;
- 15 (f) Application for employment;
- 16 (g) Availment of benefits under Republic Act No. 7432 ("The Senior
17 Citizens Law");
- 18 (h) Pre-requisite for registration as a voter, and for the exercise of the
19 right to vote;
- 20 (i) Payment of taxes, fees and other charges;
- 21 (j) Opening of bank accounts;
- 22 (k) Encashment of checks;
- 23 (l) Applications for loans, credit cards, and utilities;
- 24 (m) Purchase of stocks;
- 25 (n) Insurance claims;
- 26 (o) Receipts of payments, checks, valuables, etcetera; and
- 27 (p) Claiming mail matters.

28 Other functional uses of the ID Card shall be determined by the
29 Council.

30

31 **SECTION 16. *Absence of ID Card.*** - Failure of any person to present
32 his/her ID Card when transacting business with the Government or with
33 private entities requiring the use and presentation of the ID Card shall not
34 be a ground to deny or limit him/her of the basic Government and private
35 services as long as he/she is qualified under existing laws.

36

1 **SECTION 17. *National Registration Coordinating Council.*** - The
2 National Registration Coordinating Council is hereby constituted, which
3 shall be a collegial body, consisting of permanent representatives of various
4 government agencies with direct involvement in the development and
5 implementation of the System, to be appointed by their respective heads,
6 including, but not limited to the Commission on Elections, the Department of
7 Foreign Affairs, the Department of Interior and Local Government, the
8 Department of National Defense, the Bureau of Immigration, the National
9 Statistics Office, the Land Transportation Office, the Bureau of Internal
10 Revenue, the Social Security System, the Government Service Insurance
11 System, and the Philippine Health Insurance Corporation.

12 The Council shall be assisted by a Secretariat, headed by an officer in
13 the NSO not lower in rank than a Director III, and with all the participating
14 agencies in the System represented therein.

15 The Administrator of the NSO shall serve as permanent chairman of
16 the Council.

17
18 **SECTION 18. *Powers and Functions of the Council.*** - The Council
19 shall exercise the following powers and functions:

- 20 (a) To issue, adopt and prescribe implementing rules and regulations
21 for the effective implementation of this Act;
- 22 (b) To design the ID Card to be issued by the participating agencies,
23 incorporating therein the basic features of the ID Card and the
24 safeguards for its issuance and uses as indicated in this Act;
- 25 (c) To adopt all measures to maintain the privacy and security of all
26 personal information maintained or kept by the participating
27 agencies and all private entities or institutions with existing
28 databases or registries of individuals, to prevent their unauthorized
29 disclosure and ensure the confidentiality and proper management
30 of these personal data;
- 31 (d) To adopt rules and regulations for the registration of persons,
32 entities or institutions handling registries or databases of personal
33 data of individuals, and determine which personal information
34 being obtained, kept or maintained should be deemed confidential;
- 35 (e) Without prejudice to Section 19 hereof, to entertain, initiate, *motu*
36 *proprio* or at the instance of the Owner of the ID Card, and endorse

- 1 to the Department of Justice any complaint for the criminal
2 prosecution of persons for any violation of the provisions of this Act;
- 3 (f) To adopt all measures to ensure the security, integrity and
4 authenticity of all ID Cards issued under the System;
- 5 (g) To conduct or hold extensive public information campaign on the
6 System in coordination with the Philippine Information Agency;
- 7 (h) To submit to Congress a written report of its operations and
8 activities within sixty (60) days after the opening of every regular
9 session; and
- 10 (i) To perform such other functions necessary to effectively implement
11 the provisions of this Act.
- 12

13 **SECTION 19. *Assistance.*** - The Council shall call upon all branches,
14 agencies, subdivisions and instrumentalities of Government to assist and
15 cooperate with the Council in the effective implementation of the provisions
16 of this Act.

17

18 **SECTION 20. *Enforcement by the Participating Agencies.*** - All
19 participating agencies shall have the power and authority to effectively
20 enforce the provisions of this Act.

21 In addition to their powers under their respective charters and under
22 the Code of 1987 (Executive Order No. 292), the participating agencies shall
23 have the power to issue cease and desist orders to prevent fraud or injury to
24 individuals whose rights to privacy may be violated with the collection and
25 use of personal data or information about him/her pursuant to the
26 implementation of this Act.

27

28 **SECTION 21. *Prohibited Acts; Penalties.*** - The penalty of
29 imprisonment from six (6) months and one (1) day to six (6) years shall be
30 imposed upon any offender found guilty of the following acts or omissions:

- 31 (a) The willful submission, or causing to be submitted, of a fictitious
32 name and other false data in the application form for a National
33 Identification Card;
- 34 (b) The unauthorized printing, preparation or issuance of a National
35 Identification Card;

- 1 (c) The falsification, mutilation, alteration of, or tampering with, the
2 National Identification Card;
- 3 (d) The unauthorized use of a National Identification Card by any
4 person other than the one to whom the card was issued; and
- 5 (e) The possession of a fake, falsified or altered National Identification
6 Card.

7

8 **SECTION 22. *Refusal to Accept.*** - Any person who shall willfully
9 and unjustifiably refuse to accept, acknowledge and/ or recognize the
10 National Identification Card as the only official identification of the Owner
11 thereof shall be liable to a penalty of a fine of not more than Twenty
12 Thousand Pesos
13 (Php20,000.00), at the discretion of the Court, for the first offense. Any
14 subsequent violation shall be punishable by a fine of not less than Fifty
15 Thousand Pesos (Php50,000.00) but not more than One Hundred Thousand
16 Pesos (Php100,000.00), at the discretion of the Court.

17

18 **SECTION 23. *Confidentiality.*** - Without prejudice under existing
19 laws applicable to the participating agencies, the records, reports and
20 documents duly accomplished and submitted to a participating agency by the
21 Owner of the ID Card, and any such records, reports and documents encoded
22 in the database of the participating agency and/or reflected in the ID Card,
23 shall be kept and treated as strictly confidential. They shall not be divulged
24 without the written consent of the Owner or pursuant to a lawful Court order
25 upon a prior endorsement by the participating agency, and shall be presumed
26 correct as to the data and other matters stated therein, unless the necessary
27 corrections to such records, reports and documents have been properly made
28 upon written authorization by the Owner.

29

30 **SECTION 24. *Disclosure.*** - Any person who shall willfully use or
31 disclose data or information furnished by the Owner of the ID Card, without
32 written authorization from the latter, or except by a lawful Court order upon
33 a prior endorsement by the participating agency, or as may be authorized by
34 law, shall be liable to a penalty of a fine of not more than Fifty Thousand
35 Pesos (Php50,000.00) or imprisonment for not more than six (6) months, or
36 both, at the discretion of the Court.

1 **SECTION 25. *Congressional Oversight Committee.*** - There is
2 hereby created for purposes of the implementation of this Act a congressional
3 oversight committee composed of five (5) members from the Senate
4 designated by the Senate President and five (5) members from the House of
5 Representatives designated by the Speaker of the House of Representatives;
6 Provided, That of the five (5) members to be designated by each house of
7 Congress, three (3) of them shall come from the majority and the remaining
8 two (2) from the minority.

9
10 **SECTION 26. *Appropriation.*** - The amount of Twenty Million Pesos
11 (Php20,000,000.00) is hereby appropriated out of funds of the National
12 Treasury not otherwise appropriated, as operating funds of the Council and
13 for it to undertake the information campaign required under this Act.
14 Thereafter, such funds sufficient to fully carry out the purposes of this Act
15 shall be appropriated for the Council and every participating agency every
16 fiscal year in the General Appropriations Act.

17
18 **SECTION 27. *Transitory Provisions.*** - Within three (3) months from
19 its full constitution and activation, the Council shall adopt a staggered
20 program of implementation of the System as to coverage, with due regard to
21 the existing identification projects of participating agencies, to realize
22 economies of scale.

23 The Council shall, within the same period, coordinate with other
24 Government agencies that issue similar identification numbers for varied
25 purposes, in order to integrate all such systems in the National Identification
26 System.

27
28 **SECTION 28. *Information Campaign.*** - Within six (6) months from
29 the effectivity of this Act, the Council shall undertake an extensive campaign
30 program to explain the implementation of the National Identification System
31 to all citizens and resident aliens in the country.

32
33 **SECTION 29. *Implementing Rules.*** - The Council shall, not later
34 than sixty (60) days from its full constitution, promulgate the Implementing
35 Rules of this Act. Such Rules shall be effective fifteen (15) days from their
36 publication in a newspaper of general circulation.

1 **SECTION 30. *Repealing Clause.*** - All laws, presidential decrees,
2 orders, rules or regulations or parts thereof which are inconsistent with this
3 Act are hereby repealed and/or modified accordingly.

4

5 **SECTION 31. *Effectivity Clause.*** - This Act shall take effect fifteen
6 (15) days after its complete publication in two (2) newspapers of general
7 circulation.

8

9 *Approved,*