



Republic of the Philippines
House of Representatives
Quezon City, Metro Manila



TWENTIETH CONGRESS

First Regular Session

House Bill No. 8423

Introduced by REPRESENTATIVE GERALD CLOYD ALEXIS V. GALANG

EXPLANATORY NOTE

The passage of Republic Act No. 11934, or the “Subscriber Identity Module (SIM) Registration Act” was a landmark step toward accountability in digital communications. The primary purpose of this law is to curb cybercrimes, such as text scams, phishing, among others, by establishing accountability for mobile users. It aims to stop the anonymous use of SIMs in fraudulent activities, enabling law enforcement to identify perpetrators.

While the SIM Card Registration Act was intended as a primary solution to curb mobile-based fraud, current evidence suggests it is not enough on its own to eliminate digital scams in the Philippines. Although it initially reduced some text-based scam complaints, scammers have quickly adapted by finding significant loopholes and shifting their tactics. Scammers are bypassing the law by registering SIM cards using stolen identities or fake ID documents. As fraudsters and scammers quickly evolved in circumventing the system, the government must also find new ways to effectively combat cybercrime and provide a more secure digital environment.

This bill seeks to strengthen the current law by introducing two critical safeguards designed to curb the proliferation of cybercriminal activities. First is the introduction of mandatory biometric verification. Biometric verification offers the highest level of security, accuracy, and accountability in SIM card registration by linking a mobile number directly to a person's unique biological traits—such as fingerprints or facial recognition—rather than just to a forged or stolen ID card. It eliminates the anonymity that criminals rely on, making it a critical tool in reducing identity theft, financial fraud, and SMS scams.

Lastly, this bill limits SIM ownership. The current law allows for the unrestrained registration of multiple SIM cards, a loophole frequently exploited by “click-farms” and syndicates to facilitate automated scams and phishing expeditions. This bill mandates that an end-user may only register a maximum of three (3) SIMs. This restriction aims to significantly reduce the volume of disposable numbers available for illicit use while still accommodating the legitimate needs of the general public.

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

GERALD GALANG

2nd Legislative District, City of Valenzuela



Republic of the Philippines
House of Representatives
Quezon City, Metro Manila

TWENTIETH CONGRESS
First Regular Session

House Bill No. 8423

Introduced by **REPRESENTATIVE GERALD CLOYD ALEXIS V. GALANG**

AN ACT
AMENDING REPUBLIC ACT NO. 11934, OTHERWISE KNOWN AS THE "SUBSCRIBER
IDENTITY MODULE (SIM) REGISTRATION ACT"

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

SECTION 1. Section 3 of Republic Act No. 11934 is hereby amended to read as follows:

“Section 3. *Definition of Terms.* - As used in this Act:

xxx

(H) BIOMETRIC VERIFICATION IS A SECURITY METHOD THAT USES A PERSON’S UNIQUE PHYSICAL CHARACTERISTICS TO CONFIRM THEIR IDENTITY, SUCH AS FINGERPRINTS, FACIAL RECOGNITION, OR IRIS SCANS.”

SEC. 2. Section 4 of Republic Act No. 11934 is hereby amended to read as follows:

“**Section 4. *SIM Registration.*** - In order to regulate the registration and use of SIMs, all end-users shall be required to register their SIMs with PTEs as a pre-requisite to the activation thereof, in accordance with the guidelines set forth under this Act. ***PROVIDED THAT, EACH END USER, WHETHER ON POSTPAID OR PREPAID SUBSCRIPTION, MAY REGISTER NO MORE THAN THREE (3) ACTIVE SIM CARDS. PROVIDED, FURTHER, THAT THE NATIONAL TELECOMMUNICATIONS COMMISSION (NTC), IN COORDINATION WITH THE DEPARTMENT OF INFORMATION AND COMMUNICATIONS TECHNOLOGY (DICT), SHALL PROMULGATE GUIDELINES PROVIDING THE REASONABLE EXCEPTIONS TO THE MAXIMUM NUMBER OF REGISTERED SIM CARDS FOR LEGITIMATE PURPOSES, INCLUDING BUT NOT LIMITED TO BUSINESS ENTERPRISES, GOVERNMENT AGENCIES, JOURNALISTS, MACHINE-TO-MACHINE (M2M) COMMUNICATIONS, INTERNET OF THINGS (IOT) DEVICES, AND OTHER SIMILARLY SITUATED USERS, SUBJECT TO ENHANCED REGISTRATION, VERIFICATION, AND AUDIT REQUIREMENTS.***”

xxx

SEC. 3. Section 5 of Republic Act No. 11934 is hereby amended to read as follows:

“Section 5. *Registration Guidelines.* - The SIM process shall be guided by the following parameters:

xxx

~~(b) Presentation of valid government-issued identification (ID) cards or other similar forms of documents with photo that will verify the identity of the end-user such as, but not limited to the following:~~

- ~~(1) Passport;~~
- ~~(2) Philippine Identification;~~
- ~~(3) Social Security System ID;~~
- ~~(4) Government Service Insurance System e-Card;~~
- ~~(5) Driver's license;~~
- ~~(6) National Bureau of Investigation clearance;~~
- ~~(7) Police clearance;~~
- ~~(8) Firearms' license to own and possess ID;~~
- ~~(9) Professional regulation Commission ID;~~
- ~~(10) Integrated Bar of the Philippines ID;~~
- ~~(11) Overseas Workers Welfare Administration ID;~~
- ~~(12) Bureau of Internal Revenue ID;~~
- ~~(13) Voter's ID;~~
- ~~(14) Senior Citizen's card;~~
- ~~(15) Unified Multi-purpose Identification card;~~
- ~~(16) Persons with Disabilities card; or~~
- ~~(17) Other valid government-issued ID with photo.~~

UNDERGOING A MANDATORY BIOMETRIC VERIFICATION TO VERIFY THE IDENTITY OF THE END-USER AGAINST THE END-USER'S STORED TEMPLATES IN OFFICIAL GOVERNMENT DATABASES, INCLUDING BUT NOT LIMITED TO THE NATIONAL ID (PHILSYS) DATABASE.

xxx

“(e) In the case of end-users who are foreign nationals, they shall register their full name, nationality, passport number, ~~and~~ address in the Philippines, **AND UNDERGO A MANDATORY BIOMETRIC VERIFICATION** and present the following:

(1) For foreign nationals visiting as tourists under Section 9(a) of Commonwealth Act No. 613, as amended:

- (i) Passport;
- (ii) Proof of address in the Philippines; and

(iii) Return ticket to own country of the tourist or any other ticket showing the date and time of departure from the Philippines;

(2) For foreign nationals with other type of visas:

(i) Passport;

(ii) Proof of address in the Philippines;

(iii) Alien Employment Permit issued by the Department of Labor and Employment (DOLE);

(iv) Alien Certificate of Registration Identification Card or ACRI-Card issued by the Bureau of Immigration (BI);

(v) School registration and ID for students; or

(vi) Other pertinent documents, whichever is applicable.”

xxx

SEC. 4. Section 10 of Republic Act No. 11934 is hereby amended to read as follows:

“Section 10. *Disclosure of Information.* - Notwithstanding the provisions on confidentiality, the PTEs shall be required to provide information obtained in the registration process, **INCLUDING BIOMETRIC VERIFICATION DATA**, only upon the issuance of a subpoena by a competent authority, **BASED ON A FINDING OF PROBABLE CAUSE AND RELEVANCE TO A SPECIFIC CRIMINAL INVESTIGATION**, pursuant to an investigation based on a sworn complaint that a specific mobile number was or is being used in the commission of a crime or that it was utilized as a means to commit a malicious, fraudulent or unlawful act, and that the complaint is unable to ascertain the identity of the perpetrator. **ALL DISCLOSURES MADE PURSUANT TO THIS SECTION SHALL BE PROPERLY LOGGED AND SUBJECT TO POST-AUDIT BY THE NATIONAL PRIVACY COMMISSION (NPC).**

THE COLLECTION, PROCESSING, STORAGE, AND DISCLOSURE OF BIOMETRIC VERIFICATION DATA UNDER THIS ACT SHALL BE STRICTLY LIMITED TO LAWFUL PURPOSES RELATED TO A SPECIFIC CRIMINAL INVESTIGATION. SUCH INFORMATION SHALL BE SUBJECT TO THE PRINCIPLES OF DATA MINIZATION, PROPORTIONALITY, SECURITY AND RETENTION LIMITS IN ACCORDANCE WITH REPUBLIC ACT NO. 10173, OTHERWISE KNOWN AS THE “DATA PRIVACY ACT OF 2012.”

UNDER NO CIRCUMSTANCES SHALL BIOMETRIC VERIFICATION DATA BE USED FOR MASS SURVEILLANCE, PROFILING, COMMERCIAL EXPLOITATION, OR ANY PURPOSE UNRELATED TO A LAWFUL INVESTIGATION AUTHORIZED BY A COMPETENT AUTHORITY.”

xxx

SEC. 5. *Separability Clause.* – If any provision of this Act is declared invalid or unconstitutional, the remainder provisions not affected thereby shall continue to be in full force and effect.

SEC. 6. *Repealing Clause.* – All laws, decrees, executive orders, proclamations, rules and regulations, and other issuances or parts thereof which are inconsistent with any provisions of this Act are hereby repealed, amended or modified accordingly.

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

Approved,