

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. 9084



Introduced by: Kababaihan Kabalikatan para sa Kapakanan at Kaunlaran ng Bayan (4K) Party-list
Representative Iris Marie D. Montes

AN ACT
ESTABLISHING A NATIONAL REGISTRY SYSTEM, PROVIDING FOR ITS
GOVERNANCE, INTEROPERABILITY, AND DATA SHARING MECHANISMS, AND
APPROPRIATING FUNDS THEREFOR

EXPLANATORY NOTE

This bill seeks to establish a National Registry System (NRS) as a foundational mechanism for efficient, transparent, and responsive governance, firmly anchored on the principles and mandates of the 1987 Constitution of the Philippines.

The Constitution explicitly recognizes the central role of information, accountability, and social justice in governance. Article II, Section 27 declares that the State shall maintain honesty and integrity in public service and take positive and effective measures against corruption. A unified and interoperable registry system strengthens transparency and reduces leakages, duplication, and inefficiencies in government programs—thereby advancing this constitutional directive.

Further, Article II, Section 28 affirms the policy of full public disclosure of all transactions involving public interest. By enabling accurate, standardized, and timely data across government agencies, the proposed National Registry System enhances the State's capacity to uphold this principle while ensuring that disclosure remains consistent with lawful safeguards.

The measure also advances the State's commitment to social justice under Article XIII, particularly in ensuring that services reach the most vulnerable sectors. Fragmented data systems have long hindered the effective targeting of beneficiaries in social protection, health, housing, and disaster response programs. By integrating key registries—such as identity, social, and civil registration systems—the NRS enables more precise, equitable, and timely delivery of government assistance.

Moreover, consistent with Article X on local autonomy, the bill recognizes the vital role of Local Government Units as partners in data generation, updating, and utilization, while providing them with the necessary support to align with national standards.

The proposed system builds on existing national initiatives such as the Philippine Identification System and social registries, transforming them into a unified data ecosystem that supports inclusive growth and digital transformation.

This measure addresses the long-standing fragmentation of government data systems, which limits the efficiency and effectiveness of public service delivery.

To address concerns on privacy, feasibility, and inter-agency coordination, the bill adopts a federated (non-centralized) architecture and a phased, pilot-first implementation approach anchored on strong compliance with the Data Privacy Act

Rather than replacing existing systems, the measure connects and strengthens them, enabling a whole-of-government approach to governance while preserving agency mandates.

Finally, the designation of the Philippine Statistics Authority as the lead agency ensures that the system is guided by statistical integrity, professional independence, and technical expertise—key elements in maintaining public trust and institutional credibility.

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


IRIS MARIE D. MONTES
Kababaihan Kabalikatan para sa Kapakanan
at Kaunlaran ng Bayan (4K) Party-list

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

CHAPTER I

GENERAL PROVISIONS

SECTION 1. *Short Title.* - This Act shall be known as the "National Registry System Act."

SEC. 2. *Declaration of Policy.* - It is hereby declared the policy of the State to promote efficient, evidence-based governance through reliable and integrated data systems. Towards this end, it shall strengthen coordination among government agencies through interoperable registries, protect the fundamental right to privacy, ensure responsible data governance, and adopt a secure and standards-based approach to registry integration towards the improvement of targeting and delivery of public services and social protection.

SEC. 3. *Definition of Terms.* - For purposes of this Act:

(a) *Integrated Social Registry System* refers to the unified national system consolidating data from multiple sources;

(b) *Interoperability* refers to the ability of systems to securely exchange and utilize information seamlessly;

(c) *National Registry System* refers to a federated and interoperable system linking government registries through shared standards and protocols;

(d) *PhilSys Number (PSN)* refers to the unique identifier assigned under PhilSys;

(e) *Registry* refers to a government-maintained database for a specific administrative purpose;

(f) *Social Registry* refers to a database containing socio-economic and demographic information of individuals and households for social protection purposes; and

(g) *Unique Identifier* refers to a distinct reference number used for record linkage.

CHAPTER II

NATIONAL REGISTRY SYSTEM

SEC. 4. *Establishment of the National Registry System.* - There is hereby established a National Registry System (NRS) which shall:

(a) Serve as a federated system, not requiring full centralization of all data;

(b) Enable secure, controlled, and purpose-specific data sharing;

(c) Provide a unified framework for integrating key government registries; and

(d) Support planning, service delivery, disaster response, and policy development.

SEC. 5. *Components of the NRS.* - The NRS shall have the following components:

(a) Administrative registries;

(b) Civil registration and identification systems;

(c) Sectoral and program-based registries;

(d) Social Registry System; and

(e) Other relevant government data systems.

SEC. 6. *Digital Infrastructure.* - The NRS shall adopt a secure and interoperable digital architecture. For this purpose, the Department of Information and Communications Technology (DICT), shall provide cloud infrastructure, cybersecurity safeguards and interoperability standards in coordination with the Department of Science and Technology (DOST), and other appropriate agencies, and shall develop an application programming interface (API) for system integration.

SEC. 7. *Lead Implementing Agency.* - The Philippine Statistics Authority (PSA) shall be the lead implementing agency to carry out the provisions of this Act. It shall manage and administer the NRS, establish data standards, protocols, and registry architecture, coordinate with relevant agencies for data integration, and ensure data quality, updating, and validation through its existing Philippine Identification System (PhilSys) Registry Office, which shall be strengthened and

transformed into a full-fledged bureau to be named as the PhilSys Registry Bureau that is tasked to perform the overall management and administration of this Act. Additional plantilla positions shall be created for this purpose.

SEC. 8. *Core Registries and Initial Scope.* - The NRS shall initially prioritize integration of:

- (a) National ID registry under the PhilSys;
- (b) Social registry, including the Community-Based Monitoring System (CBMS);
- (c) Civil registration and vital statistics; and
- (d) Selected pilot sectoral registries as determined by the National Registry System Council (NRSC) as provided under Section 8 of this Act.

SEC. 9. *Phased Implementation Framework.* - The establishment and operationalization of the NRS shall be undertaken in a phased and adaptive manner to ensure system integrity, data protection, and institutional readiness.

(a) **Phase 1: Pilot Integration.** - Within two (2) years from the effectivity of this Act, a limited integration of core registries shall be implemented in selected regions, as may be determined by the PSA. The pilot shall prioritize high-impact registries and test interoperability across participating agencies. An independent evaluation shall be conducted to assess data quality, privacy safeguards, cybersecurity resilience, and overall system performance.

(b) **Phase 2: Expansion.** - Within four (4) years from the effectivity of this Act, the system shall be expanded through the gradual onboarding of additional national government agencies (NGAs), government-owned or -controlled corporations (GOCCs), government financial institutions (GFIs), and local government units (LGUs). During this phase, focus shall be given on strengthening interoperability standards, enhancing digital infrastructure, improving data governance mechanisms, and scaling system capabilities based on lessons from the pilot phase.

(c) **Phase 3: Nationwide Integration.** - Within six (6) years from the effectivity of this Act, the NRS shall be fully operationalized across all relevant national and local government entities. At this stage, the system shall function as the primary platform for integrated data sharing, program targeting, policy planning, and service delivery across sectors.

Provided, that progression from one phase to the next shall be subject to certification by the PSA that established data protection safeguards, interoperability standards, and system performance benchmarks have been satisfactorily met: Provided, further, that such certification shall be supported by independent technical and privacy audits, and shall be submitted to Congress for oversight and transparency.

SEC. 10. *National Registry System Council.* - NRSC is hereby created, composed of the following: the National Statistician and Civil Registrar General

of the PSA, as Chairperson; Secretary of the DICT, as Vice Chairperson; Secretary of the DOST; Secretary of the Department of the Interior and Local Government (DILG); Secretary of the Department of Economy, Planning, and Development (DEPDev); Secretary of the Department of Budget and Management (DBM); Chairperson of the Commission on Audit (COA); and Privacy Commissioner and Chairman of the National Privacy Commission (NPC).

The Council shall set strategic direction; approve registry integration; resolve inter-agency concerns; and ensure compliance with privacy and governance standards.

SEC. 11. *Interoperability and Data Sharing Framework.* - The NRS shall adopt a federated interoperability model, ensuring agencies retain control over their data.

Data sharing among agencies shall be purpose-specific, consent-based or legally authorized, and logged and auditable.

Standardized data formats, API, and protocols shall be implemented nationwide.

SEC. 12. *Data Privacy and Protection.* - All processing shall comply with Republic Act (RA) No. 10173, otherwise known as the Data Privacy Act of 2012.

The PSA, in consultation with the DICT, shall ensure that privacy-by-design principles shall be embedded in all systems and shall enforce strict data minimization and purpose limitation.

Independent oversight by the NPC shall be ensured.

SEC. 13. *Use of Unique Identifier.* - The NRS shall utilize the unique identification number under the Philippine Identification System to enable accurate record linkage.

CHAPTER III

NATIONAL SOCIAL REGISTRY SYSTEM

SEC. 14. *Establishment of the National Integrated Social Registry System.*
- As a core component of the NRS, a National Integrated Social Registry System (NISRS) shall be created. It shall serve as the primary database for all social protection programs, which shall include the Tulong Panghanapbuhay sa Ating Disadvantaged/Displaced Workers (TUPAD), Assistance to Individuals in Crisis Situations (AICS), Medical Assistance to Indigent and Financially Incapacitated Patients (MAIFIP), and Pantawid Pamilyang Pilipino Program (4Ps), and other social protection initiatives of the government.

The NISRS shall consolidate data from PhilSys, CBMS, and other administrative systems subject to the provisions of the Data Privacy Act of 2012. It shall maintain household-level and individual-level records, which shall be regularly updated and validated.

SEC. 15. *Use Cases.* - The NISRS, as a comprehensive information system that collects, manages, and updates socioeconomic data on households to identify, target, and register potential beneficiaries for various social protection programs of the government, shall be used for the following purposes:

(a) Targeting beneficiaries of social protection programs such as individuals and households who are poor, vulnerable, or at risk of falling into poverty like farmers, fisherfolks, transport workers, laborers, persons with disabilities, rural households, and micro, small and medium enterprises (MSMEs);

(b) Disaster relief and emergency assistance;

(c) Poverty monitoring and SDG reporting; and

(d) Planning and budgeting at national and local levels.

SEC. 16. *Mandatory Use of the NISRS Across Government Programs.* - All NGAs, GOCCs, and GFIs implementing social protection, subsidy, welfare, or assistance programs shall utilize the NISRS for beneficiary identification, targeting, and validation.

Provided, That all covered programs shall utilize the NISRS for beneficiary validation prior to fund release.

Provided, further, That in cases of emergency, disaster, or urgent humanitarian response, provisional assistance may be granted subject to post-validation within a period not exceeding thirty (30) days.

Provided, finally, That repeated non-compliance without justifiable cause shall constitute administrative liability.

Existing agency-specific beneficiary databases shall be integrated into, or made interoperable with the NISRS.

Non-compliance with this provision shall result in administrative liability and may be grounds for disallowance of expenditures by oversight agencies.

SEC. 17. *Real-Time National Social Protection Dashboard.* - A real-time National Social Protection Dashboard, hereinafter referred to as the Dashboard, is hereby established to provide a unified, continuously updated visualization of data from the NISRS.

The Dashboard shall be developed, maintained, and managed by the PSA and the DICT in coordination with appropriate agencies of government.

The Dashboard shall be accessible to the Office of the President (OP) and the DEPDev for purposes of monitoring, policy direction, and performance evaluation.

The Dashboard shall include, but not be limited to, the following features:

(a) Real-time beneficiary counts disaggregated by program, location, income class, and vulnerability sector;

(b) Coverage gaps and exclusion indicators, including underserved populations;

(c) Duplication and overlap detection across programs;

(d) Budget utilization and program reach tracking, linked with registry data;

(e) Disaster-responsive modules for emergency aid distribution monitoring; and

(f) SDG-aligned indicators, particularly on poverty, inequality, and social protection;

The Dashboard shall support data-driven decision-making and enable the timely issuance of policy directives by the DEPDev and the OP.

It shall incorporate role-based access controls, audit trails, and cybersecurity safeguards consistent with national and international standards;

A public-facing version of the Dashboard shall be developed to promote transparency and citizen engagement, with anonymized open-data portals accessible at national and local levels, provided that all data is compliant with data privacy laws.

Access to personally identifiable information shall be restricted. The Dashboard shall, by default, present aggregated, anonymized, and privacy-preserving data, in compliance with the Data Privacy Act of 2012.

SEC. 18. *Mandatory Reporting Using Dashboard Metrics.* - The PSA shall submit quarterly reports to Congress based on data generated from the NISRS and the Dashboard.

Such reports shall be submitted to the appropriate committees of the Senate and the House of Representatives and shall include, but not be limited to:

(a) Total number of registered individuals and households in the NISRS;

(b) Beneficiary coverage across all social protection programs, disaggregated by region, province, city/municipality, sex, age, and sector;

(c) Identified inclusion and exclusion errors;

(d) Instances of duplication or overlap across programs;

(e) Status of integration of agency databases into the NISRS;

(f) Budget utilization and program reach, in coordination with the DBM;

(g) Performance indicators aligned with the Philippine Development Plan and SDGs;

Reports shall be submitted within thirty (30) days after the end of each quarter and shall be made available in machine-readable and open data formats, subject to applicable data privacy laws, including Republic Act No. 10173.

SEC. 19. *Integration with the DBM for Real-Time Budget Tracking.* - The NISRS and the Dashboard shall be integrated with the systems of the DBM to enable real-time tracking of budget allocations, obligations, and disbursements for all social protection programs.

The DBM, in coordination with the PSA and DICT, shall establish a Budget-Registry Linkage Framework that shall:

(a) Tag all social protection expenditures to corresponding programs and beneficiaries in the NISRS;

(b) Enable real-time visualization of fund flows, utilization rates, and geographic distribution of expenditures;

(c) Detect inefficiencies, underspending, and fund concentration risks; and

(d) Support performance-informed budgeting and expenditure reviews.

No release of funds for social protection programs shall be made unless such programs are properly tagged and integrated within the NISRS and Dashboard framework, except in times of national emergencies.

The DBM shall utilize data from the Dashboard in budget preparation and review, determination of funding priorities, and performance-based budgeting mechanisms.

The integration shall align with existing government financial management systems and shall adopt open standards, interoperability protocols, and cybersecurity safeguards.

SEC. 20. *Automatic Audit Triggers and Oversight by the Commission on Audit.* - The Dashboard shall incorporate an Automated Audit Trigger System (AATS) designed to detect anomalies, irregularities, inefficiencies, and potential misuse of funds in the implementation of social protection programs.

The AATS shall generate real-time alerts to the COA, the DBM, and the PSA upon detection of any of the following conditions:

(a) Unusual spikes or drops in beneficiary counts inconsistent with historical or demographic trends;

(b) Duplicate or overlapping beneficiaries across multiple programs beyond acceptable thresholds;

(c) Discrepancies between budget disbursements and actual beneficiary coverage;

(d) Geographic concentration of funds inconsistent with poverty, vulnerability, or disaster data;

(e) Delayed or unutilized funds exceeding thresholds to be determined by the concerned agencies; and

(f) Any other anomaly indicators as may be defined by appropriate agencies;

Upon receipt of an automated alert, the COA shall:

(a) Conduct targeted, risk-based audits of the concerned agency, program, or local government unit;

(b) Issue audit observations, notices of disallowance, or recommendations in accordance with existing laws and rules; and

(c) Coordinate with concerned agencies to ensure timely corrective actions.

The AATS shall utilize data analytics, artificial intelligence, and machine learning tools, where feasible, to continuously refine anomaly detection and improve audit targeting.

It shall maintain complete audit trails, logs, and documentation to ensure transparency, traceability, and accountability.

Safeguards shall be implemented to ensure that automated triggers do not result in arbitrary or unjustified audits, and that due process is strictly observed.

AATS shall not, by itself, constitute a finding of liability and shall be subject to human review and due process. For this purpose, affected agencies shall be given notice and opportunity to explain prior to any adverse action.

SEC. 21. *Citizen Feedback Integration and Participatory Monitoring.* - The NISRS and the Dashboard shall incorporate a Citizen Feedback and Grievance Redress Mechanism (CFGRM) to enable individuals, households, and communities to report issues, verify data, and provide feedback on the delivery of social protection programs.

The CFGRM shall be accessible through multiple channels, including but not limited to:

(a) Online portals and mobile applications;

(b) Short Message Service (SMS) and hotline systems; and

(c) LGU-facilitated reporting desks.

Citizen feedback shall be systematically integrated into the AATS and shall serve as an additional input for anomaly detection, including but not limited to:

- (a) Reports of exclusion from eligible beneficiaries;
- (b) Complaints on duplication or ghost beneficiaries;
- (c) Reports of delays, non-delivery, or partial delivery of benefits; and
- (d) Allegations of corruption, favoritism, or misuse of funds.

Verified and validated citizen reports shall generate risk flags or anomaly indicators, which may trigger internal validation by implementing agencies, dashboard alerts, and automatic audit triggers to COA.

The PSA shall ensure timely acknowledgment and resolution of complaints.

Mechanisms shall be established to verify, filter, and prevent malicious, fraudulent, or duplicate reporting, including the use of digital authentication and cross-validation with registry data.

The ATTS shall ensure full compliance with Republic Act No. 10173 and other applicable laws, including safeguards against misuse of personal data.

SEC. 22. *Access and Use of Data.* - Authorized government agencies may access the NISRS for program targeting, planning, and monitoring. Access shall be role-based and subject to strict controls. Data sharing with third parties shall be prohibited unless authorized by law.

CHAPTER IV

INSTITUTIONAL ROLES

SEC. 23. *Institutional Roles and Responsibilities.* - To ensure the effective implementation of this Act, the following agencies shall have the following roles and responsibilities:

(a) PSA. - As the lead implementing agency and as central statistical authority on primary data collection, the PSA shall manage and administer the NRS and ensure data quality, updating, and validation of registry information. It shall operate the Real-Time National Social Protection Dashboard, and oversee the CFGRM. Consistent with its mandate under RA No. 11055, it shall provide PhilSys authentication and verification services to support identity validation using the PSN; ensure harmonization of statistical standards, classifications, and data quality frameworks across the NISRS; lead in data deduplication, validation, and interoperability protocols; support the integration of CBMS data into the NISRS; and ensure alignment with national statistical policies and frameworks.

(b) DICT. - As the primary administrative entity of the government in charge of the planning, development, and promotion of the national information and communications technology, the DICT shall build the digital backbone of the NRS and shall develop and maintain their digital infrastructure, cloud

architecture, and interoperability framework. It shall establish cybersecurity standards, protocols, and incident response mechanisms, ensure system scalability, reliability, and nationwide connectivity, particularly for local government units, provide technical assistance for system integration across agencies, and promote the adoption of open standards and digital government architecture.

(c) DOST. - As the leading enabler and provider of science, technology, and innovation (STI) explicit solutions towards national development, the DOST shall provide technical expertise in data analytics, artificial intelligence, and machine learning applications for anomaly detection and predictive analytics. It shall support research and development initiatives to improve the efficiency and accuracy of the NRS, assist in the development of data science tools for poverty mapping, risk management and targeting; and vulnerability assessments to identify areas and populations highly susceptible to hazards, focusing on exposure, sensitivity, and adaptive capacity to guide disaster risk reduction and management (DRRM) planning consistent with the "Philippine Disaster Risk Reduction and Management Act of 2010".

(d) Department of Social Welfare and Development (DSWD). - As a leader in transformative social protection and social welfare systems, the DSWD shall serve as the lead agency for social protection policy and program implementation and shall co-manage the Social Registry System with the PSA, particularly in beneficiary targeting methodologies, validation protocols, and program integration.

(e) DepDev. - As the main socioeconomic planning agency, the DEPDev shall ensure alignment of the NRS with the Philippine Development Plan (PDP) and national priorities. It shall utilize the NRS for policy analysis, planning, and performance monitoring, and lead in integrating NISRS outputs into national and sectoral planning processes.

(f) LGUs. - As territorial and political subdivisions, all provinces, cities, municipalities, and barangays shall serve as the primary data collection, validation, and updating units of the NRS through CBMS. LGUs shall facilitate citizen registration, updating of household data, and grievance reporting; ensure accuracy, completeness, and timeliness of submitted data; support implementation of social protection programs using NISRS data; establish local help desks or focal persons for registry-related concerns; and comply with national standards on data privacy, security, and interoperability.

CHAPTER V

MISCELLANEOUS PROVISIONS

SEC. 24. *LGU Incentives.* - Local Government Units demonstrating compliance and high-quality data submission shall be eligible for performance-based grants, priority access to national programs, and technical assistance support

SEC. 25. *Prohibited Acts and Penalties.* - The following shall constitute violations:

- (a) Unauthorized access, use, or disclosure of registry data;
- (b) Deliberate refusal to comply with interoperability and integration requirements
- (c) Submission of falsified or manipulated data;
- (d) Circumvention of NRS and NISRS validation requirements without lawful justification.

Any person found guilty shall be penalized with imprisonment of not less than one (1) month but not more than one (1) year, or a fine of not less than Ten thousand pesos (P10,000.00) but not more than One hundred thousand pesos (P100,000.00) or both imprisonment and fine, at the discretion of the court. A public official who commits any of the acts provided herein shall be penalized with temporary disqualification to hold public office. Administrative sanctions shall be imposed without prejudice to prosecution in the proper courts.

SEC. 26. *Appropriations.* - The amount necessary to carry out the provisions of this Act shall be included in the annual General Appropriations Act.

SEC. 27. *Implementing Rules and Regulations.* - Within ninety (90) days from the effectivity of this Act, the PSA, in consultation with the DICT, DOST, and other concerned agencies and stakeholders, shall promulgate the rules and regulations necessary for the effective implementation of this Act.

SEC. 28. *Separability Clause.* - If any provision or part of this Act is held unconstitutional or invalid, the remaining parts or provisions not affected shall remain in full force and effect.

SEC. 29. *Repealing Clause.* - Any law, presidential decree, executive order, letter of instruction, administrative order, rule or regulation contrary to or inconsistent with the provisions of this Act is hereby repealed, modified, or amended accordingly.

SEC. 30. *Effectivity.* - This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation.

Approved,