



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

20th CONGRESS
2nd Regular Session

HOUSE BILL NO. 10861



Introduced by **REPRESENTATIVE JENNIFER A. LAGBAS**

EXPLANATORY NOTE

Within the span of three months, the country witnessed two deadly school shootings — the killing of three students and the wounding of at least twenty others at San Jose National High School in Tacloban City in June 2026, and the killing of two junior high school students, including the shooter himself, at the Ateneo de Zamboanga University (AdZU) on August 18, 2026.

The glock pistol used in the Tacloban incident was a service firearm reportedly issued to the aunt of one of the suspects, a police officer assigned to the Eastern Visayas Police Regional Office. The aunt later said that her nephew had broken into her house to steal the weapon, which was stored in a gun box inside a plastic locker. The revolver was registered to a security agency in Cebu City but had been in the possession of one of the shooters' grandfathers, who used to work as a security guard. In the Zamboanga incident, one of the two firearms carried by the shooter — a 9mm pistol fitted with a Roni conversion kit to make it appear as a rifle — was a firearm issued by the Bureau of Customs (BOC) to the shooter's own father, who serves as district commander of the Port of Zamboanga Enforcement and Security Services. The Customs Commissioner himself confirmed that the official had been relieved of his post pending investigation into possible negligence in the handling and safekeeping of his service firearm. This is not an isolated pattern: it reflects a recurring vulnerability in which minors gain access to firearms issued to a parent or guardian by reason of government employment, rather than through illegal acquisition.

Department of Interior and Local Government (DILG) Secretary Jonvic Remulla, in a public appeal following these incidents, pointed out that the persons actually entrusted with such firearms presently face little to no criminal liability for losing control over their weapons — at most, the offense of reckless imprudence — while the minor who used the firearm is dealt with under the juvenile justice system, and the owner of the firearm bears no corresponding penalty. Secretary Remulla likewise called on Congress to review the laws on loose firearms, noting that

ninety-eight percent (98%) of gun-related crimes in the country involve loose firearms and that amendments that had relaxed the treatment of illegal possession of loose firearms as a bailable offense contributed to the continued availability of such firearms.

Republic Act No. 10591, the “Comprehensive Firearms and Ammunition Regulation Act,” already requires an applicant for a license to secure a “vault or a container secured by lock and key or other security measures” as a condition for the issuance of a license under Section 9, and separately penalizes a licensee’s failure to report a lost or stolen firearm under Section 40. The law, however, does not presently: (1) impose an affirmative and freestanding duty of safe storage enforceable at all times, whether the firearm is privately owned or issued in connection with government employment; (2) criminalize negligent storage that results in an unauthorized person — particularly a minor — gaining access to and using the firearm; (3) impose command responsibility and periodic audit requirements on the government agencies, local government units, and government-owned or -controlled corporations that issue firearms to their personnel; or (4) squarely prohibit the carrying of any firearm within school premises.

This bill seeks to close these gaps. It amends Republic Act No. 10591 to: require the safe and secure storage of all firearms, whether privately owned or government-issued, separate from ammunition and inaccessible to unauthorized persons whenever the firearm is not in the immediate control of the licensee or authorized user; create the distinct criminal offense of negligent storage of firearms, with graduated penalties depending on whether the resulting unauthorized access leads to injury or death and an aggravated penalty where the unauthorized person is a minor; impose command responsibility, mandatory periodic inventory, and unannounced spot-inspection requirements upon the heads of national government agencies, local government units, and government-owned or -controlled corporations that issue firearms to qualified personnel; establish gun-free school zones; institute periodic psychological and psychiatric re-evaluation of licensees as a condition for the renewal of their licenses; and reaffirm the non-bailable character of firearms offenses punishable by reclusion perpetua, consistent with Section 13, Article III of the Constitution.

In view of the foregoing, the approval of this bill is earnestly requested.


HON. JENNIFER A. LAGBAS
Representative
First District, Misamis Oriental



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HOUSE BILL NO. 10861

Introduced by **REPRESENTATIVE JENNIFER A. LAGBAS**

AN ACT
STRENGTHENING THE SAFE STORAGE AND CUSTODY OF FIREARMS,
ESTABLISHING GUN-FREE SCHOOL ZONES, IMPOSING COMMAND
RESPONSIBILITY OVER GOVERNMENT-ISSUED FIREARMS, PROVIDING
PENALTIES FOR NEGLIGENT STORAGE, AND FOR OTHER PURPOSES,
AMENDING FOR THE PURPOSE CERTAIN SECTIONS OF REPUBLIC ACT NO.
10591, OTHERWISE KNOWN AS THE "COMPREHENSIVE FIREARMS AND
AMMUNITION REGULATION ACT"

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

SECTION 1. *Short Title.* — This Act shall be known as the "Safe Firearms Storage and Accountability Act."

SEC. 2. *Declaration of Policy.* — Section 2 of Republic Act No. 10591 is hereby amended to read as follows:

"SEC. 2. *Declaration of State Policy.* — It is the policy of the State to maintain peace and order and protect the people against violence. The State also recognizes the right of its qualified citizens to self-defense through, when it is the reasonable means to repel the unlawful aggression under the circumstances, the use of firearms. Towards this end, the State shall provide for a comprehensive law regulating the ownership, possession, carrying, manufacture, dealing in and importation of firearms, ammunition, or parts thereof, in order to provide legal support to law enforcement agencies in their campaign against crime, stop the

proliferation of illegal firearms or weapons and the illegal manufacture of firearms or weapons, ammunition and parts thereof.

THE STATE FURTHER RECOGNIZES THAT THE RIGHT TO OWN AND POSSESS FIREARMS CARRIES WITH IT THE CORRESPONDING RESPONSIBILITY TO SAFELY STORE AND SECURE SUCH FIREARMS IN A MANNER THAT PREVENTS ACCESS BY UNAUTHORIZED PERSONS, PARTICULARLY MINORS, AND SHALL HOLD ACCOUNTABLE ANY PERSON, INCLUDING GOVERNMENT OFFICIALS AND EMPLOYEES ISSUED FIREARMS BY REASON OF THEIR OFFICE, WHO BY NEGLIGENCE OR FAILURE TO EXERCISE THE DILIGENCE REQUIRED BY LAW ALLOWS SUCH ACCESS TO OCCUR. THE STATE SHALL LIKEWISE PROTECT THE SANCTITY OF SCHOOLS AND LEARNING INSTITUTIONS AS GUN-FREE ZONES."

SEC. 3. *Additional Definitions.* — Section 3 of Republic Act No. 10591 is hereby amended by inserting new paragraphs (hh), (ii), (jj), (kk), and (ll), to read as follows:

"(HH) GOVERNMENT-ISSUED FIREARM OR DUTY-ISSUED FIREARM REFERS TO A FIREARM OWNED BY THE NATIONAL GOVERNMENT, A LOCAL GOVERNMENT UNIT, OR A GOVERNMENT-OWNED OR -CONTROLLED CORPORATION, WHICH IS ISSUED TO A QUALIFIED OFFICIAL OR EMPLOYEE FOR USE IN THE PERFORMANCE OF OFFICIAL DUTY, WHETHER COVERED BY A LONG CERTIFICATE OF REGISTRATION, A SHORT CERTIFICATE OF REGISTRATION, OR A DUTY DETAIL ORDER.

(II) SAFE STORAGE REFERS TO THE STORAGE OF A FIREARM, WHEN NOT IN THE IMMEDIATE PHYSICAL CONTROL OF THE LICENSEE, DULY AUTHORIZED POSSESSOR, OR AUTHORIZED USER, IN A MANNER THAT RENDERS THE FIREARM AND ITS AMMUNITION INACCESSIBLE TO ANY PERSON NOT AUTHORIZED BY LAW OR BY THE LICENSEE TO POSSESS OR USE THE SAME, THROUGH THE USE OF A TRIGGER LOCK, CABLE LOCK, LOCK BOX, GUN SAFE, VAULT, OR SIMILAR LOCKING DEVICE OR CONTAINER OF SUFFICIENT STRENGTH TO RESIST FORCED ENTRY, WITH THE AMMUNITION, WHEN PRACTICABLE, STORED SEPARATELY FROM THE FIREARM.

(JJ) NEGLIGENT STORAGE REFERS TO THE FAILURE OF A LICENSEE, DULY AUTHORIZED POSSESSOR, CUSTODIAN, OR GOVERNMENT AGENCY TO COMPLY WITH THE SAFE STORAGE REQUIREMENTS UNDER THIS ACT, WHETHER THROUGH ACT OR OMISSION, WHICH FAILURE RESULTS IN AN UNAUTHORIZED PERSON OBTAINING ACCESS TO AND POSSESSION OF A FIREARM.

(KK) SCHOOL ZONE REFERS TO THE PREMISES OF ANY SCHOOL, WHETHER PUBLIC OR PRIVATE, INCLUDING ITS BUILDINGS, GROUNDS, AND APPURTENANT FACILITIES, AND THE AREA WITHIN A RADIUS OF ONE HUNDRED (100) METERS FROM THE PERIMETER OF SUCH PREMISES.

(LL) COMMAND CUSTODIAN REFERS TO THE HEAD OF OFFICE, AGENCY, OR UNIT, OR SUCH OTHER OFFICER DULY DESIGNATED IN A DUTY DETAIL ORDER, WHO IS RESPONSIBLE FOR THE SAFEKEEPING, INVENTORY, AND ACCOUNTING OF GOVERNMENT-ISSUED OR DUTY-ISSUED FIREARMS UNDER HIS OR HER SUPERVISION OR CONTROL.”

SEC. 4. A new section is hereby inserted after Section 9 of Republic Act No. 10591, to be known as Section 9-A, to read as follows:

“SEC. 9-A. MANDATORY SAFE STORAGE OF FIREARMS. — ALL LICENSED CITIZENS, LICENSED JURIDICAL ENTITIES, AND GOVERNMENT AGENCIES, OFFICES, AND INSTRUMENTALITIES OWNING OR POSSESSING FIREARMS UNDER THIS ACT SHALL AT ALL TIMES OBSERVE SAFE STORAGE OF SUCH FIREARMS WHENEVER THE SAME ARE NOT IN THE IMMEDIATE PHYSICAL CONTROL OF THE LICENSEE, AUTHORIZED POSSESSOR, OR AUTHORIZED USER.

FOR FIREARMS OWNED BY OR ISSUED TO PRIVATE INDIVIDUALS, SAFE STORAGE SHALL CONSIST OF, AT MINIMUM, A TRIGGER LOCK OR SIMILAR LOCKING MECHANISM INSTALLED ON THE FIREARM, OR STORAGE OF THE FIREARM IN A LOCKED CONTAINER, VAULT, OR GUN SAFE, WITH AMMUNITION STORED SEPARATELY FROM THE FIREARM TO THE EXTENT PRACTICABLE, PARTICULARLY IN HOUSEHOLDS WHERE A MINOR RESIDES OR REGULARLY HAS ACCESS.

FOR GOVERNMENT-ISSUED OR DUTY-ISSUED FIREARMS, THE CONCERNED NATIONAL GOVERNMENT AGENCY, LOCAL GOVERNMENT UNIT, OR GOVERNMENT-OWNED OR -CONTROLLED CORPORATION SHALL PROVIDE AN ARMORY, VAULT, OR SIMILARLY SECURE REPOSITORY FOR FIREARMS NOT CURRENTLY REQUIRED TO BE CARRIED BY REASON OF OFFICIAL DUTY, AND SHALL REQUIRE THE PERSONAL POSSESSOR THEREOF TO COMPLY WITH THE SAFE STORAGE REQUIREMENTS OF THIS SECTION AT ALL OTHER TIMES, INCLUDING WHEN THE FIREARM IS BROUGHT TO THE POSSESSOR'S RESIDENCE PURSUANT TO A DUTY DETAIL ORDER.

THE CHIEF OF THE PNP, THROUGH THE FEO, SHALL ISSUE THE APPROPRIATE RULES SPECIFYING ACCEPTABLE SAFE STORAGE DEVICES AND STANDARDS, WHICH SHALL TAKE INTO ACCOUNT THE TYPE, CLASS, AND CALIBER OF THE FIREARM CONCERNED."

SEC. 5. A new section is hereby inserted after Section 20 of Republic Act No. 10591, to be known as Section 20-A, to read as follows:

"SEC. 20-A. *COMMAND RESPONSIBILITY AND PERIODIC AUDIT OF GOVERNMENT-ISSUED FIREARMS.* — THE HEAD OF EVERY NATIONAL GOVERNMENT AGENCY, LOCAL GOVERNMENT UNIT, AND GOVERNMENT-OWNED OR -CONTROLLED CORPORATION THAT ISSUES FIREARMS TO ITS OFFICIALS OR EMPLOYEES SHALL:

(A) DESIGNATE A COMMAND CUSTODIAN WHO SHALL MAINTAIN AN UPDATED RECORD OF ALL FIREARMS ISSUED TO PERSONNEL UNDER HIS OR HER SUPERVISION, INCLUDING THE CORRESPONDING DUTY DETAIL ORDERS;

(B) CONDUCT, OR CAUSE TO BE CONDUCTED, A PHYSICAL INVENTORY AND INSPECTION OF ALL GOVERNMENT-ISSUED AND DUTY-ISSUED FIREARMS AT LEAST ONCE EVERY SIX (6) MONTHS, AND ADDITIONAL UNANNOUNCED SPOT INSPECTIONS AS CIRCUMSTANCES MAY WARRANT, TO VERIFY COMPLIANCE WITH THE SAFE STORAGE REQUIREMENTS UNDER SECTION 9-A OF THIS ACT;

(C) SUBMIT A COPY OF THE INVENTORY AND INSPECTION REPORT TO THE FEO OF THE PNP WITHIN FIFTEEN (15) DAYS FROM COMPLETION THEREOF; AND

(D) IMMEDIATELY RELIEVE, PENDING INVESTIGATION, AND THEREAFTER TAKE APPROPRIATE ADMINISTRATIVE ACTION AGAINST, ANY PERSONNEL FOUND TO HAVE FAILED TO COMPLY WITH THE SAFE STORAGE REQUIREMENTS UNDER THIS ACT, WITHOUT PREJUDICE TO SUCH PERSONNEL'S CRIMINAL LIABILITY UNDER SECTION 28-A OF THIS ACT.

THE HEAD OF AGENCY OR THE DESIGNATED COMMAND CUSTODIAN WHO FAILS TO COMPLY WITH PARAGRAPHS (A) TO (C) OF THIS SECTION SHALL BE ADMINISTRATIVELY LIABLE UNDER EXISTING CIVIL SERVICE LAWS, RULES, AND REGULATIONS, WITHOUT PREJUDICE TO ANY CRIMINAL LIABILITY THAT MAY HAVE BEEN INCURRED."

SEC. 6. A new section is hereby inserted after Section 28 of Republic Act No. 10591, to be known as Section 28-A, to read as follows:

“SEC. 28-A. NEGLIGENT STORAGE OF FIREARMS. — ANY LICENSEE, DULY AUTHORIZED POSSESSOR, OR GOVERNMENT OFFICIAL OR EMPLOYEE ISSUED A GOVERNMENT OR DUTY-ISSUED FIREARM WHO, BY NEGLIGENT STORAGE OR FAILURE TO COMPLY WITH THE SAFE STORAGE REQUIREMENTS UNDER SECTION 9-A OF THIS ACT, ALLOWS AN UNAUTHORIZED PERSON TO OBTAIN ACCESS TO AND POSSESSION OF A FIREARM, SHALL BE PENALIZED AS FOLLOWS:

(A) THE PENALTY OF ARRESTO MAYOR IN ITS MAXIMUM PERIOD TO PRISION CORRECCIONAL IN ITS MINIMUM PERIOD IF NO INJURY RESULTS;

(B) THE PENALTY OF PRISION CORRECCIONAL IN ITS MEDIUM PERIOD TO PRISION MAYOR IN ITS MINIMUM PERIOD, IF THE UNAUTHORIZED PERSON USES THE FIREARM TO INFLICT PHYSICAL INJURIES UPON ANOTHER;

(C) THE PENALTY OF PRISION MAYOR IN ITS MEDIUM PERIOD TO RECLUSION TEMPORAL IN ITS MINIMUM PERIOD, IF THE UNAUTHORIZED PERSON USES THE FIREARM TO CAUSE THE DEATH OF ANOTHER; AND

(D) IF THE UNAUTHORIZED PERSON REFERRED TO IN PARAGRAPHS (A) TO (C) IS A MINOR, THE PENALTY NEXT HIGHER IN DEGREE SHALL BE IMPOSED.

THE PENALTIES UNDER THIS SECTION SHALL BE WITHOUT PREJUDICE TO ANY ADMINISTRATIVE LIABILITY UNDER SECTION 20-A OF THIS ACT AND SHALL BE IMPOSED REGARDLESS OF WHETHER THE NEGLIGENT POSSESSOR IS RELATED BY CONSANGUINITY OR AFFINITY TO THE UNAUTHORIZED PERSON, OR IS THE LATTER'S PARENT OR GUARDIAN.

THE PROVISIONS OF THIS SECTION SHALL BE IN ADDITION TO, AND NOT IN LIEU OF, WHATEVER CRIMINAL LIABILITY MAY ARISE UNDER THE REVISED PENAL CODE OR OTHER SPECIAL LAWS AS A CONSEQUENCE OF THE UNAUTHORIZED PERSON'S USE OF THE FIREARM.”

SEC. 7. A new section is hereby inserted after Section 31 of Republic Act No. 10591, to be known as Section 31-A, to read as follows:

“SEC. 31-A. GUN-FREE SCHOOL ZONES. — IT SHALL BE UNLAWFUL FOR ANY PERSON, INCLUDING A LICENSED CITIZEN OR A GOVERNMENT OFFICIAL OR EMPLOYEE POSSESSING A GOVERNMENT-ISSUED OR DUTY-ISSUED FIREARM, TO BRING, CARRY, OR POSSESS ANY FIREARM WITHIN A SCHOOL ZONE, WHETHER THE SAME IS LOADED OR UNLOADED, AND WHETHER OR NOT THE POSSESSOR HOLDS A VALID LICENSE, PERMIT TO CARRY, OR DUTY DETAIL ORDER FOR THE FIREARM CONCERNED.

THE PROHIBITION UNDER THIS SECTION SHALL NOT APPLY TO: (1) ON-DUTY LAW ENFORCEMENT OFFICERS AND MILITARY PERSONNEL ACTING WITHIN THE SCOPE OF THEIR OFFICIAL FUNCTIONS, INCLUDING SCHOOL OR CAMPUS SECURITY PERSONNEL DULY LICENSED AND ACCREDITED FOR SUCH PURPOSE; (2) FIREARMS KEPT IN A LOCKED VEHICLE'S COMPARTMENT, PROVIDED THE SAME ARE NOT VISIBLE AND ARE OTHERWISE IN COMPLIANCE WITH THE SAFE STORAGE REQUIREMENTS OF THIS ACT, AND THE VEHICLE IS NOT USED TO TRANSPORT A STUDENT TO AND FROM A SCHOOL EVENT; AND (3) SUCH OTHER CIRCUMSTANCES AS MAY BE PROVIDED IN THE IMPLEMENTING RULES AND REGULATIONS ISSUED JOINTLY BY THE DILG, THE PNP, AND THE DEPARTMENT OF EDUCATION, IN CONSULTATION WITH THE COMMISSION ON HIGHER EDUCATION AND THE TECHNICAL EDUCATION AND SKILLS DEVELOPMENT AUTHORITY.

ANY PERSON WHO VIOLATES THIS SECTION SHALL SUFFER THE PENALTY OF PRISION MAYOR IN ITS MINIMUM PERIOD AND A FINE OF TWO HUNDRED THOUSAND PESOS (P200,000.00), WITHOUT PREJUDICE TO THE PENALTIES UNDER SECTION 28 OF THIS ACT AND TO WHATEVER CRIMINAL LIABILITY MAY ARISE FROM THE USE OF THE FIREARM WITHIN THE SCHOOL ZONE.

EVERY SCHOOL, WHETHER PUBLIC OR PRIVATE, SHALL POST VISIBLE SIGNAGE AT ALL POINTS OF ENTRY INDICATING THAT THE PREMISES IS A GUN-FREE ZONE UNDER THIS ACT.”

SEC. 8. Section 19 of Republic Act No. 10591 is hereby amended to read as follows:

“SEC. 19. *Renewal of Licenses and Registration.* — All types of licenses to possess a firearm shall be renewed every two (2) years. AS A CONDITION FOR RENEWAL, THE LICENSEE SHALL BE REQUIRED TO PASS ANEW THE PSYCHIATRIC OR PSYCHOLOGICAL TEST REQUIRED UNDER SECTION 4(b) OF THIS ACT AND TO EXECUTE A SWORN

CERTIFICATION OF COMPLIANCE WITH THE SAFE STORAGE REQUIREMENTS UNDER SECTION 9-A OF THIS ACT. Failure to renew the license on or before the date of its expiration shall cause the revocation of the license and of the registration of the firearm/s under said licensee.

x x x”

SEC. 9. Section 39 of Republic Act No. 10591 is hereby amended by adding a new paragraph (k), to read as follows:

“(K) FAILURE TO COMPLY WITH THE SAFE STORAGE REQUIREMENTS UNDER SECTION 9-A OF THIS ACT, OR NEGLIGENT STORAGE AS DEFINED AND PENALIZED UNDER SECTION 28-A OF THIS ACT.”

SEC. 10. *Implementing Rules and Regulations.* — Within ninety (90) days from the effectivity of this Act, the PNP, in coordination with the DILG, the Department of Education, the Civil Service Commission, and other concerned agencies, shall promulgate the necessary rules and regulations for the effective implementation of this Act.

SEC. 11. *Appropriations.* — Such sums as may be necessary for the initial implementation of this Act shall be charged against the current year's appropriations of the PNP and the DILG. Thereafter, such amounts as may be necessary shall be included in the annual General Appropriations Act.

SEC. 12. *Separability Clause.* — If any provision of this Act is held invalid or unconstitutional, the remaining provisions not affected thereby shall remain in full force and effect.

SEC. 13. *Repealing Clause.* — All laws, decrees, executive orders, issuances, rules and regulations, or parts thereof inconsistent with this Act are hereby repealed, amended, or modified accordingly.

SEC. 14. *Effectivity.* — This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation.

Approved,