Republic of the Philippines HOUSE OF REPRESENTATIVES

Quezon City

NINETEENTH CONGRESS

First Regular Session



COMMITTEE REPORT NO. 30

Submitted by the Committee on Information and Communications Technology or September 12, 2022

Re : House Bill No. <u>14</u>

Recommending its approval without amendments in consolidation with House Bills Numbered 59, 116, 506, 794, 841, 951, 1528, 2113, 2478, 2819, 2923, 3299, 3327, 4098 and 4299

Sponsors: Representatives Tobias "Toby" M. Tiangco and Ferdinand Alexander A. Marcos

Mr. Speaker:

The Committee on Information and Communications Technology to which were referred House Bill No. 14 introduced by Reps. Ferdinand Martin G. Romualdez, Yedda Marie K. Romualdez, Ferdinand Alexander A. Marcos, Jude A. Acidre and Wilter Y. Palma, entitled:

"AN ACT REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bill No. 59 introduced by Rep. Jaime R. Fresnedi, entitled:

"AN ACT REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bill No. 116 introduced by Rep. Roy M. Loyola, entitled:

"AN ACT

REGULATING THE SALE OF PRE-PAID SUBSCRIBER IDENTITY MODULE (SIM) CARDS, PROVIDING PENALTY FOR VIOLATION THEREOF AND FOR OTHER PURPOSES"

House Bill No. 506 introduced by Reps. Edvic G. Yap, Eric Go Yap, Paolo Z. Duterte, Jocelyn P. Tulfo, Ralph Wendel P. Tulfo, and Jeffrey Soriano, entitled:

"AN ACT

ERADICATING MOBILE PHONE, INTERNET OR ELECTRONIC COMMUNICATION-AUDED CRIMINAL ACTIVITIES, MANDATING FOR THIS PURPOSE OWNERSHIP REGISTRATION OF ALL SUBSCRIBER IDENTITY MODULE (SIM) CARDS FOR ELECTRONIC DEVICES AND SOCIAL MEDIA ACCOUNTS" House Bill No. 794 introduced by Rep. Rex T. Gatchalian, entitled:

"AN ACT

REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bill No. 841 introduced by Rep. Christian Tell A. Yap, entitled:

"AN ACT

REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bill No. 951 introduced by Rep. Rex T. Gatchalian, entitled:

"AN ACT

REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bill No. 1528 introduced by Rep. Roman T. Romulo, entitled:

"AN ACT

REGULATING THE SALE OF PREPAID SUBSCRIBER IDENTITY MODULE (SIM) CARDS, PROVIDING PENALTIES FOR VIOLATIONS THEREOF, AND FOR OTHER PURPOSES"

House Bill No. 2113 introduced by Reps. Luis Raymund "Lray" F. Villafuerte Jr., Miguel Luis R. Villafuerte, Tsuyoshi Anthony G. Horibata, Nicholas C. Enciso VIII, entitled:

"AN ACT

REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bills No. 2478 introduced by Rep. Virgilio S. Lacson, entitled:

"AN ACT

REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bills No. 2819 introduced by Rep. Keith Micah "Atty. Mike" D.L. Tan, entitled:

"AN ACT

TO ERADICATE MOBILE PHONE-AIDED TERRORISM AND CRIMINAL ACTIVITIES, MANDATING FOR THIS PURPOSE OWNERSHIP REGISTRATION OF ALL SIM CARDS FOR CELLULAR PHONES"

House Bill No. 2923 introduced by Rep. Tobias "Toby" M. Tiangco, entitled:

"AN ACT

REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bill No. 3299 introduced by Rep. Rufus B. Rodriguez, entitled:

"AN ACT

REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

House Bill No. 3327 introduced by Rep. Jefferson F. Khonghun, entitled:

"AN ACT REQUIRING THE REGISTRATION OF ALL PRE-PAID SUBSCRIBER IDENTITY MODULE (SIM) CARDS"

House Bill No. 4098 introduced by Rep. Lorenz R. Defensor, entitled:

"AN ACT REQUIRING THE REGISTRATION OF SUBSCRIBER IDENTITY MODULE CARDS"

and House Bill No. 4299 introduced by Rep. Cheeno Miguel D. Almario, entitled:

"AN ACT REQUIRING THE REGISTRATION OF ALL USERS OF PREPAID SUBSCRIBER IDENTITY MODULE (SIM) CARDS"

recommends that House Bill No. 14 be approved without has considered the same and amendments in consolidation with House Bills Numbered 59, 116, 506, 794, 841, 951, 1528, 2113, 2478, 2819, 2923, 3299, 3327, 4098 and 4299 with Representatives Representatives Ferdinand Martin G. Romualdez, Yedda Marie K. Romualdez, Ferdinand Alexander A. Marcos, Jude A. Acidre, Wilter Y. Palma, Jaime R. Fresnedi, Roy M. Loyola, Edvic G. Yap, Eric Go Yap, Paolo Z. Duterte, Jocelyn P. Tulfo, Ralph Wendel P. Tulfo, Jeffrey Soriano, Rex Gatchalian, Christian Tell A. Yap, Roman T. Romulo, Luis Raymund "LRay" F. Villafuerte, Jr., Miguel Luis R. Villafuerte, Tsuyoshi Anthony G. Horibata, Nicholas C. Enciso VIII, Virgilio S. Lacson, Keith Micah "Atty. Mike" D.L. Tan, Tobias "Toby" M. Tiangco, Rufus B. Rodriguez, Jefferson F. Khonghun, Lorenz R. Defensor, Cheeno Miguel D. Almario, Jaime D. Cojuangco, Mario Vittorio "Marvey" A. Mariño, Dean Asistio, Jose Francisco "Kiko" B. Benitez, Jurdin Jesus M. Romualdo, Johnny Ty Pimentel, Fernando T. Cabredo, Richelle Singson, Francisco Paolo P. Ortega V, Aurelio "Dong" D. Gonzales Jr., Ramon Jolo B. Revilla III, Bryan B. Revilla, Harris Christopher M. Ongchuan, Emigdio P. Tanjuatco, Irwin C. Tieng, Alan "Aldu" R. Dujali, Carlito S. Marquez, Jose Gay G. Padiernos, Sonny "SL" L. Lagon, Joey Sarte Salceda, Rosanna "Ria" V. Vergara, Yevgeny Vincent B. Emano, Maria Angela S. Garcia, Juan Carlos "Arjo" C. Atayde, Nicholas C. Enciso VIII, Jernie Jett Nisay, Arnan C. Panaligan, Francisco Jose Bingo F. Matugas II, Antonio B. Legarda Jr., Albert S. Garcia, Kristine Alexie B. Tutor and Caroline L. Tanchay as authors thereof.

Respectfully submitted:

TOBIAS "TOBY" M. TIANGCO

Chairperson

Committee on Information and Communications Technology

THE HONORABLE SPEAKER HOUSE OF REPRESENTATIVES Quezon City



Republic of the Philippines HOUSE OF REPRESENTATIVES

Quezon City, Metro Manila

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NINETEENTH CONGRESS

First Regular Session

HOUSE BILL NO.

Introduced by Representatives FERDINAND MARTIN G. ROMUALDEZ, YEDDA MARIE K. ROMUALDEZ, FERDINAND ALEXANDER A. MARCOS and JUDE A. ACIDRE

EXPLANATORY NOTE

This bill seeks to require ownership registration of Subscriber Identity Module (SIM) cards to eradicate mobile phone-aided criminal activities.

In 2020, World Bank reported that there are 137 mobile cellular subscriptions, including both postpaid subscriptions and active prepaid accounts, per 100 Filipinos. The data indicates that there are Filipinos who have multiple cellular subscriptions. This may be due in part to the affordability and accessibility of prepaid SIM cards in the Philippines. Currently, a SIM card can be purchased for as low as Php30.00 in a *sari-sari* or convenience store.

On one hand, the affordability and accessibility of SIM cards have resulted in the democratization of mobile communications, possibly contributing to a more levelled playing field in terms of employment, education, and access to public information. On the other hand, having an unregulated SIM card market has also given way to several mobile phone scams. The cases range from simple text messages asking users to send cellular loads, to more sophisticated voice phishing methods and marketing spams that are used to gain unauthorized access to sensitive personal information of unsuspecting mobile users.

According to the telecommunications provider, Globe Telecom Inc., it has blocked almost 71 million spam messages and deactivated 5,670 mobile phone numbers in 2021, due to user complaints claiming that they have received text messages containing suspicious job offers.

In a span of three days, between June 11 to 14, 2022, telecommunications provider, PLDT Inc., blocked more than 23 million text messages posing as legitimate organizations but contained links to phishing websites.

While private telecommunications providers are able to block mobile numbers that repeatedly send spam messages, the accessibility of getting SIM cards only prompts scammers to purchase new SIM cards and continue their operations. Furthermore, due to the lack of SIM card regulation in the country, it becomes nearly impossible to trace the persons behind the text scams and hold them accountable for fraud, breach of data privacy or other punishable offenses that they committed using an unknown mobile number.

The time has come to regulate the sale and distribution of SIM cards in order to promote end-user accountability, prevent the proliferation of mobile phone scams and data breaches, and to assist law enforcement agencies in resolving crimes involving the use of mobile phone units.

The proposal was originally filed during the 15th Congress by former Rep. Marcelino Teodoro, re-filed by Rep. Rodolfo Biazon during the 16th Congress, and Rep. Mariano Michael Velarde in the 17th Congress where it was approved on 3rd Reading by the House of Representatives and transmitted to the Senate. During the 18th Congress, Rep. Victor Yap re-filed it and was approved by the House of Representatives on 3rd Reading.

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

Representative First District, Leyte YEØDA MARIE K. ROMUALDEZ

Representative

Party-List, Tingog Sinirangan

FERDINAND | R A. MARCOS

> Representative First District, Ilocos Norte

Party-List, Tingog Sinirangan



Republic of the Philippines HOUSE OF REPRESENTATIVES

Quezon City

NINETEENTH CONGRESS

First Regular Session

HOUSE BILL NO. 14

Introduced by Representatives FERDINAND MARTIN G. ROMUALDEZ, YEDDA MARIE K. ROMUALDEZ, FERDINAND ALEXANDER A. MARCOS and JUDE A. ACIDRE

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an end user;

seller;

(a) Direct seller refers to a person, natural or juridical, who directly dispenses or sells a SIM card to

(b) End user refers to any individual/subscriber who directly purchases a SIM card from a direct

(c) Postpaid subscription refers to the subscription wherein service is provided by virtue of a prior

arrangement with a public telecommunications entity, and the end user thereof is billed at the end of the monthly billing cycle according to the use of mobile service;

- (d) *Prepaid subscription* refers to the subscription wherein credit is purchased in advance of service use. The purchased credit is used to pay for mobile phone services at the point the service is accessed or consumed. If there is no available credit, then access to the requested service is denied;
- (e) Public Telecommunications Entity or PTE refers to any person, natural or juridical, government or private, engaged in the provision of telecommunications services to the public for compensation;
- (f) SIM refers to the Subscriber Identity Module which is an embedded circuit that securely stores international mobile subscriber identity and related keys used to identify and authenticate subscribers on mobile devices, such as mobile phones and computers;
- (g) SIM card refers to a removable card into which an electronic integrated circuit is embedded and is transferrable between different mobile devices; and
- (h) SIM card registration refers to the process of recording and verifying mobile phone number and personal information of a subscriber, by a PTE or other direct seller, including the subscriber's full name, date of birth, gender, and address.
- SEC. 4. Sale and Registration of SIM Cards. Every PTE or direct seller shall require the end user of a SIM card to present a valid identification document with photo to ascertain the latter's identity. The PTE or direct seller shall further require the end user to accomplish and sign a control-numbered registration form issued by the respective PTE of the SIM card purchased. The registration form shall include an attestation by the end user that the person appearing before the direct seller is the same person who accomplished and signed the registration form and that the identification documents presented are valid and correct. Failure of an end user to comply with the requirements under this section shall be a ground for the PTE or direct seller to refuse the sale and issuance of a SIM card.
- Except in cases where the PTE is the direct seller, the accomplished registration form must be submitted by the direct seller to the concerned PTE within fifteen (15) days from the date of sale. Failure on the part of the direct seller to comply under this section shall constitute a violation of this Act.
- SEC. 5. Coverage of Registration. All direct sellers are hereby mandated to register the following information in the SIM card registration form:
- (a) Full name, date of birth, gender, and address of the end user appearing in a valid government-issued identification document with photo. SIM card end users shall be required to present the original copy of any of the following valid government identification document (ID) with photo:
 - (1) Passport;

- (2) National ID;
- (3) Digitized Social Security Service (SSS) ID;

(4) Government Service Insurance System (GSIS) e-Card; 1 (5) Driver's license; 2 (6) Firearms' License to Own and Possess (LTOP) ID; 3 4 (7) Professional Regulation Commission (PRC) ID; Integrated Bar of the Philippines (IBP) ID; 5 (9) Overseas Workers Welfare Administration (OWWA) ID; 6 (10) Digitized Bureau of Internal Revenue (BIR) ID; 7 (11) Voter's ID; 8 9 (12) Senior Citizen's card; 10 (13) Person with Disabilities (PWDs) card; or 11 (14) Other government-issued ID. 12 In the absence of any of the above IDs, a National Bureau of Investigation (NBI) clearance, police 13 clearance, or a Philippine Statistics Authority (PSA) certified birth certificate with an ID picture taken within the last six (6) months prior to the purchase of a SIM card shall suffice. The direct seller may make 14 15 further inquiries or require the submission of additional identification, if necessary. The purchase of a 16 SIM card may be withheld pending submission of the additional requirements; (b) Assigned cell phone number of SIM card and its serial number. 17 18 In the case of end users who are foreign nationals, they shall register their full name, passport 19 number, and address in the SIM card registration form upon presentation of the following: 20 (1) For foreign nationals visiting as tourists for not more than thirty (30) days: 21 Passport; 22 (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 23 departure from the Philippines. 24 (2) For foreign nationals staying for more than thirty (30) days either as workers or students: 25 Passport; 26 (ii) Full name as indicated in the passport; 27 (iii) Proof of address in the Philippines; 28 (iv) Alien Employment Permit issued by the Department of Labor and Employment (DOLE); 29 30 (v) Alien Certificate of Registration Identification Card or ACRI-Card issued by the Bureau of

Immigration (BI); or

(vi) School registration and ID for students.

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SEC. 6. Submission of Registration Form. – The registration form shall be accomplished in triplicate, and forwarded by the direct seller to the concerned PTE. The required registration form and copies thereof shall be certified by the direct seller or any other duly appointed officer of the PTE.

SEC. 7. Submission of Verified List of Dealers or Agents. — The PTE shall submit to the National Telecommunications Commission (NTC), within thirty (30) days from the date of effectivity of this Act, a verified list of their current authorized dealers/agents nationwide. The PTE shall submit to the NTC every quarter of each year an updated list of the same.

SEC. 8. Confidentiality Clause. — Any information in the SIM card registration shall be treated as absolutely confidential, unless access to information has been granted upon written consent of the subscriber: *Provided*, That the waiver of absolute confidentiality shall not be made a condition for the approval of subscription agreements. The confidentiality clause in the SIM card registration shall take effect at the point of sale.

SEC. 9. Disclosure of Information. – Notwithstanding the provisions of Section 8 hereof and in accordance with Section 12(e) of Republic Act No. 10173, otherwise known as the "Data Privacy Act of 2012", the PTE shall be required to disclose the full name and address contained in the SIM card registration, upon a duly issued subpoena or order of a court upon finding of probable cause, or upon written request from a law enforcement agency in relation to an ongoing investigation, that a particular number is used in the commission of a crime or that it was used as a means to commit an unlawful act.

SEC. 10. SIM Card Register. – All PTEs are required to maintain a SIM Card Register of their subscribers containing information required under Section 5 of this Act.

In case of loss of a SIM card or any change in information contained in the registration form after purchase of the SIM card, the subscriber shall notify the PTE within forty-eight (48) hours from such loss or change in information. All PTEs are required to keep the data of their subscribers and shall ensure that this data is kept with utmost confidentiality.

SEC. 11. Registration of Existing Prepaid Mobile Phone Subscribers. – All existing mobile phone subscribers with prepaid SIM cards are required to register with their respective PTE within one hundred eighty (180) days from the effectivity of this Act. An extension period of not longer than one hundred twenty (120) days shall be allowed upon a valid written request to the Department of Information and Communications Technology (DICT).

Failure to register within the prescribed period shall authorize the PTE to automatically deactivate its services to the concerned prepaid SIM card subscriber.

SEC. 12. Penalties. – The following penalties shall be imposed for failure to comply with any of the provisions of this Act:

- (a) If the offense is committed by a PTE, the President and other responsible officers of the PTE shall be held liable, and the following penalties shall be imposed:
 - (1) First offense: a fine not exceeding Three hundred thousand pesos (P300,000.00);
 - (2) Second offense: a fine not exceeding Five hundred thousand pesos (P500,000.00); and
- (3) Third and subsequent offenses: a fine not exceeding One million pesos (P1,000,000.00) for every offense;
- (b) If the offense is committed by a direct seller, a penalty of suspension of its operation and a fine of Five thousand pesos (P5,000.00) to Fifty thousand pesos (P50,000.00) shall be imposed; and
- (c) If the offense is committed by an officer or employee of an implementing agency under this Act, a penalty of suspension or dismissal from service and a fine to be determined by the court shall be imposed without prejudice to the filing of an appropriate criminal, civil and administrative case.
- SEC. 13. Implementing Rules and Regulations (IRR). Within ninety (90) days from the effectivity of this Act, the NTC, in coordination with the DICT and other concerned agencies, shall promulgate the rules and regulations and other issuances as may be necessary to ensure the effective implementation of this Act.
- SEC. 14. Transitory Provision. Only direct sellers who have been duly authorized by the PTEs and the NTC shall be allowed to sell prepaid SIM cards. Upon the effectivity of this Act, all PTEs are mandated to recall all prepaid SIM cards for sale to the public by those establishments not authorized by it. Otherwise, they shall be liable for the penalties prescribed in this Act.
- SEC. 15. Separability Clause. Should any part of this Act be declared unconstitutional or invalid, the other provisions hereof that are not affected thereby shall continue to be in full force and effect.
- SEC. 16. Repealing Clause. All laws, decrees, executive orders, proclamations, rules and regulations, and issuances, or parts thereof which are inconsistent with the provisions of this Act are hereby repealed, amended or modified accordingly.
- SEC. 17. Effectivity. This Act shall take effect fifteen (15) days after its publication in the Official

 Gazette or in a newspaper of general circulation.

Approved,

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FACT SHEET

House Bill No. 14

(In Consolidation with House Bills Numbered 59, 116, 506, 794, 841, 951, 1528, 2113, 2478, 2819, 2923, 3299, 3327, 4098 and 4299)

"SUBSCRIBER IDENTITY MODULE (SIM) CARD REGISTRATION ACT"

Introduced by: REPRESENTATIVES FERDINAND MARTIN G. ROMUALDEZ, YEDDA MARIE K. ROMUALDEZ, FERDINAND ALEXANDER A. MARCOS, JUDE A. ACIDRE, WILTER Y. PALMA, JAIME R. FRESNEDI, ROY M. LOYOLA, EDVIC G. YAP, ERIC GO YAP, PAOLO Z. DUTERTE. JOCELYN P. TULFO. RALPH WENDEL P. TULFO. JEFFREY SORIANO. REX GATCHALIAN, CHRISTIAN TELL A. YAP, ROMAN T. ROMULO, LUIS RAYMUND "LRAY" F. VILLAFUERTE, JR., MIGUEL LUIS R. VILLAFUERTE, TSUYOSHI ANTHONY G. HORIBATA, NICHOLAS C. ENCISO VIII, VIRGILIO S. LACSON, KEITH MICAH "ATTY. MIKE" D.L. TAN, TOBIAS "TOBY" M. TIANGCO, RUFUS B. RODRIGUEZ, JEFFERSON F. KHONGHUN, LORENZ R. DEFENSOR, CHEENO MIGUEL D. ALMARIO, JAIME D. COJUANGCO, MARIO VITTORIO "MARVEY" A. MARIÑO, DEAN ASISTIO, JOSE FRANCISCO "KIKO" B. BENITEZ, JURDIN JESUS M. ROMUALDO, JOHNNY TY PIMENTEL, FERNANDO T. CABREDO, RICHELLE SINGSON, FRANCISCO PAOLO P. ORTEGA V, AURELIO "DONG" D. GONZALES JR., RAMON JOLO B. REVILLA III, BRYAN B. REVILLA. HARRIS CHRISTOPHER M. ONGCHUAN. EMIGDIO P. TANJUATCO, IRWIN C. TIENG, ALAN "ALDU" R. DUJALI, CARLITO S. MARQUEZ, JOSE GAY G. PADIERNOS, SONNY "SL" L. LAGON, JOEY SARTE SALCEDA, ROSANNA "RIA" V. VERGARA, YEVGENY VINCENT B. EMANO, MARIA ANGELA S. GARCIA, JUAN CARLOS "ARJO" C. ATAYDE, NICHOLAS C. ENCISO VIII, JERNIE JETT NISAY, ARNAN C. PANALIGAN, FRANCISCO JOSE BINGO F. MATUGAS II, ANTONIO B. LEGARDA JR., ALBERT S. GARCIA, KRISTINE ALEXIE B. TUTOR AND CAROLINE L. TANCHAY

Committee Referral: **COMMITTEE ON INFORMATION AND COMMUNICATIONS TECHNOLOGY** (Primary)

Committee Chairperson: Hon. TOBIAS "TOBY" M. TIANGCO

OBJECTIVE:

- To regulate the sale and distribution of SIM cards.
- To promote end-user accountability.
- To prevent the proliferation of mobile phone scams and data breaches.
- To assist law enforcement agencies in resolving crimes involving the use of mobile phone units.

KEY PROVISIONS:

- Establishes a system of Sale and Registration of Subscriber Identity Module (SIM) Card for all users of SIM cards by registering pertinent data in a registration form set up for the purpose;
- Mandates all Public Telecommunications Entities (PTEs) to submit a verified list of their authorized dealers and agents nationwide to the National Telecommunications Commission (NTC) and an updated list of the same every quarter of each year;
- Mandates that all PTEs are required to maintain a SIM Card Register of their subscribers containing information required under the Act;
- Provides provisions on Confidentiality and Non-disclosure of Information which prohibit disclosure of any information of a subscriber, unless upon subpoena or lawful order from a competent court or written request from law enforcement agency in relation to an ongoing investigation, that a particular number requested is used in the commission of a crime;
- Mandates that the confidentiality clause in the SIM card registration shall take effect at the point of sale.
- Mandates the registration of existing pre-paid SIM card phone subscribers, the failure to comply therewith within the prescribed period shall authorize the Public Telecommunications Entities (PTEs) to automatically deactivate its services to the specific existing prepaid SIM Card subscriber.
- Provides for the following penalties for violation of the Act:
 - o If committed by a PTE:
 - 1st Offense a fine of Three hundred thousand pesos (Php 300,000.00)
 - 2nd Offense a fine of Five hundred thousand pesos (Php 500,000.00)
 - 3rd and subsequent offenses a fine of One million pesos (Php 1,000,000.00)
 - If committed by a direct seller, a penalty of suspension of operation and a fine ranging from Five thousand pesos (Php 5,000.00) to Fifty thousand pesos (Php 50,000.00) shall be imposed.
 - o If committed by an officer or employee of an implementing agency under the Act, a penalty of suspension or dismissal from service and a fine to be determined by the court without prejudice to the filing of an appropriate criminal, civil and administrative cases.

RELATED LAWS:

- Act No. 3815, as amended, otherwise known as the "Revised Penal Code"
- Republic Act No. 10173, otherwise known as the "Data Privacy Act of 2012"