

Assessing the Implementation of Philippine Identification System (PhilSys) Act in Sorsogon City, Philippines

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Abstract— This study sought to determine the status of the registration rate, registration centers, PHLPost delivery, and ePhilID distribution in Sorsogon City. It also determined the views of the implementers and registrants on the implementation of the act in Sorsogon City. The study employed a documentary analysis and qualitative research method which analyzed documentary data from the Philippine Statistics Authority Sorsogon Provincial Office, and qualitative insights gathered through unstructured interviews, wherein an interview guide question has been utilized to gather the needed data from the five implementers from PSA Sorsogon Provincial Office, who were directly involved in the registration process within Sorsogon City. Additionally, fifteen registrants aged 18 years and over from Barangay Macabog were interviewed to capture their insights. The findings revealed significant progress in registration rates, attributed to proactive strategies like mobile and school-based registrations that effectively reached geographically isolated and disadvantaged areas. While the registration process was generally efficient, substantial challenges were identified in the delivery of physical PhilID cards by PHLPost, characterized by lengthy delays and an ineffective tracking system, negatively impacting public trust. The introduction of the ePhilID or the National ID in paper form served as a timely solution, offering immediate access to the benefits of PhilSys registration and demonstrating successful initial use. However, past issues with the acceptance of the physical National ID have created some hesitancy among registrants regarding its validity and functionality, and due to limited knowledge of the National ID. The study concludes that while Sorsogon City has made strides in PhilSys registration through accessible and community-based approaches, addressing the inefficiencies in ID delivery and ensuring widespread awareness and acceptance of both physical and digital National IDs are essential for the program's long-term success and the realization of its intended benefits. The findings led to the proposal of a P.H.I.L.S.Y.S booklet to be used for the information dissemination campaigns to raise awareness about the importance of the National ID.

Keywords— ePhilID, National ID, Philippine Identification System, Republic Act No. 11055, Unified Identification.

I. INTRODUCTION

The right to legal identity for all Filipinos, including registration at birth, is a key component of the Sustainable Development Goals. The Philippine Identification System (PhilSys) Act, under Republic Act No. 11055, represents a significant step towards modernization. It enhances government services and supports inclusive growth during a time of rapid technological advancements and dynamic political systems. By simplifying public and private transactions, PhilSys eliminates the need to present multiple forms of identification when interacting with both the public and private sectors. This process is subject to appropriate authentication measures based on a biometric identification system.

The act was signed into law by President Rodrigo Duterte on August 6, 2018, which establishes a single national identification system. The Philippine

Identification System is the government's central identification platform for all citizens and resident aliens of the Philippines. An individual's record in the PhilSys shall be considered official and sufficient proof of identity. PhilSys holds immense implications for governance, citizenship, and socio-economic growth (NEDA, 2024). The electronic ID system is a modern tool used to verify citizenship and identity. Globally, it provides a strong foundation measure for any government to effectively deliver inclusive and accurate access to public services, such as opportunities in health, social, and finance programs, and other purposes (Omorog, Bonita et al. 2019).

This will generate useful information for decision-making, government organizations, and citizens' transactions. Additionally, it aims to be a social and economic platform through which all transactions, including public and private services, can be availed,

promoting seamless service delivery, enhancing administrative governance, reducing corruption, strengthening financial inclusion, and promoting ease of doing business (RA 11055 Revised IRR - Philippine Identification System, n.d.). Also, to strengthen inclusivity, efficiency, and transparency in governmental transactions by implementing a strong and secure identity system, ultimately advancing the country's socioeconomic development (About US – Philippine Identification System, n.d.).

In the Philippine Development Plan 2023-2028, pursuing AmBisyon Natin 2040 for a Matatag, Maginhawa at Panatag na Buhay Para sa Lahat, the government will collaborate with all sectors of society to achieve economic transformation for a prosperous, inclusive, and resilient community. One of the government's 8-Point Agenda is to reduce vulnerability, an initiative aimed at strengthening social protection and enhancing the core functions of poverty reduction and human capital investment within the Pantawid Pamilyang Pilipino Program (4Ps). This includes adopting a National ID system and facilitating the digital transformation of social protection systems to enable more efficient, targeted, and equitable delivery of social programs.

Digitalization can also help the government build better data systems that will create better programs, such as more targeted social protection enabled by the national ID through PhilSys (Philippine Development Plan 2023-2028 - Philippine Development Plan, 2023). According to the United Nations ESCAP (2019), this new ID is seen as a citizen's access card for online public services and promotes the idea of seamless integration of services among government frontline agencies and local governments.

As many people disagree with the system concerning how PhilSys ID may improve the overall service delivery provision of the government services that are reliant on PhilSys ID (Aceron, 2021), a lot more support the new system and are willing to share their personal information for the success of the implementation. PhilSys was eating up too much time and energy of PSA personnel that could be put to better use for statistical operations and statistical development, especially in the wake of the extra responsibilities for the implementation (Albert & Vizmanos, 2019).

The Provincial Office of Sorsogon operates under the directives and guidelines set by the Philippine Statistics

Authority in implementing the act. In Section 15 of RA 11055, the PSA shall be the primary implementing agency to carry out the provisions of the act. It shall issue rules in the implementation and enhancement of the PhilSys, including, but not limited to, registration, authentication, and data governance. It is also indicated that the PSA shall collaborate with LGUs, other government agencies, and GOCCs to ensure the registration and enrolment of all citizens and resident aliens into the PhilSys, including the indigenous cultural communities/indigenous people (ICCs/IPs) and those located in remote localities (Republic Act No. 11055, n.d.).

In 2020, the Philippine Statistics Authority (PSA) Sorsogon Provincial Office collaborated with local government units (LGUs) to establish LGU-Based Registration Centers, as outlined in Office Memorandum 2020-76. They partnered with the Department of the Interior and Local Government (DILG), which issued Memorandum Circular 2020-99 to encourage LGUs to support the Philippine Identification System (PhilSys). A Memorandum of Agreement (MOA) was signed to define responsibilities. According to Office Memorandum No. 2021-180, Sorsogon deployed 59 registration kits across 19 centers for PhilSys Step 1 Pre-Registration, which ran from January 18 to April 30, 2021. The PSA sought help from LGUs and the Local Civil Registry Office to prioritize barangays for pre-registration. Per Office Memorandum No. 2021-98, Sorsogon aims to register 571,872 individuals, a number expected to grow. The PSA is coordinating with LGUs and barangay officials to facilitate registration, including house-to-house efforts for vulnerable groups and PhilSys Information Caravans to raise awareness and promote inclusivity for marginalized sectors.

The Philippine Identification System represents a step towards unified and digitized identification for all Filipino citizens and resident aliens. This initiative streamlined public and private transactions to enhance social service delivery and improve governance. However, despite how well policies are converted to simplify implementation at the local level, it is always faced with implementation failure (Mwilongo et al., 2025) that affects the effective implementation of the policy. Conflicting values among both policymakers and the public are another important factor in risk perceptions (Alerta & De Castro, 2023). Resources during the implementation affect the successful implementation of the policy. In the study of Alerta and

De Castro (2023) the government has suffered an economic turndown and loss of revenues while setting up measures to contain the virus that limit the government's ability to address the basic social needs during the COVID-19 crisis. The knowledge and attitude of clients, as well as their lack of awareness of processes and guidelines (Gonzales & De Castro, 2024), could affect the success of the program.

Nurani et al. (2018) mentioned that community support is crucial to the success of a policy implementation, ensuring that the problems are not only identified but, more importantly, that problems are addressed through action plans, strategies, and activities (Pantoja & De Castro, 2023) which will make the policy run effectively and efficiently while achieving the policy's goals for the betterment of the citizens of Sorsogon City. Enhanced collaboration and cooperation among government agencies may improve sustainable implementation (Alcantara & De Castro, 2023) because proper execution will allow registrants to benefit from the Philippine Identification System, aligning with the targets and objectives stated by the act.

II. METHODOLOGY

This paper employed a descriptive qualitative research method, conducting unstructured interviews with both implementers and registrants. The qualitative data was analyzed using thematic analysis to identify patterns and themes within the interview transcripts and accompanying documents. Due to the unavailability of transcription software, the researcher manually coded the interviews to highlight recurring patterns and key themes within the data. Codes were assigned, and responses were categorized based on shared concepts to facilitate a comprehensive understanding and analysis of the insights gathered. Additionally, recommendations from both implementers and registrants were carefully considered in the analysis.

The study utilized an interview guide consisting of eight questions for implementers and seven questions for registrants. These questions were aligned with four key variables to assess the implementation status of the PhilSys Act in Sorsogon City: a) registration rate, b) registration centers, c) PHLPost delivery, and d) ePhilID distribution.

To further evaluate the status of the act's implementation in Sorsogon City, the researcher conducted a documentary analysis using data from the Philippine

Statistics Authority – Sorsogon Provincial Office to supplement the study.

III. RESULTS AND DISCUSSION

This study aimed to determine the status of the implementation of RA 11055, or the Philippine System Identification Act, in Sorsogon City. Specifically, it sought to: (1) determine the status of the implementation of RA 11055 in terms of a. registration rate, b. registration center, c. PHLPost delivery, and d. ePhilID Distribution; (2) identify the views of the implementers and registrants on the implementation of RA 11055; and (3) booklet P.H.I.L.S.Y.S: Papel na Hatid ay Impormasyon para sa Lahat tungo sa Sistematikong Yugto ng Serbisyo publico.

Status of the Implementation of the PhilSys Act in Sorsogon City

This presents the data gathered from the Philippine Statistics Authority, Sorsogon Provincial Office, to illustrate the current status of the implementation of the PhilSys Act in Sorsogon City, which includes the registration rate, registration centers, PHLPost delivery, and ePhilID distribution.

a. Registration Rate

Registration rate covers the percentage of completion based on the target population from the 2020 Census of Population and Housing of 693,740 individuals for Sorsogon City. Percentage of completion means that the registrants had undergone PhilSys Step 2 registration, wherein supporting documents were validated and biometric information such as iris scan, fingerprints, and a front-facing photograph had been collected from the registrants.

Based on the data presented, most of the barangays in the three districts were covered within the 51-75% registration rate category, particularly evident in the Bacon District with a 54% registration rate and the West District with a 45% registration rate. This indicates that a substantial portion of Sorsogon City's barangays have achieved moderate success in registration. Furthermore, all districts demonstrate a healthy representation in the 76% and above category, with East District showing a notable 29% registration rate.

The barangays with registration rates of 76% and above are primarily located near the Fixed Registration Centers, benefiting from more accessible transportation. In contrast, the barangays with the lowest registration rates, specifically those below 25%, include areas in the Bacon District, such as Santo Niño and Osiao. These

barangays are classified as Geographically Isolated and Disadvantaged Areas (GIDAs) because they are situated in remote coastal regions that can only be accessed by boat, with limited transportation schedules. To address the low number of registrants in Sorsogon City, the Philippine Statistics Authority (PSA) is actively

conducting mobile registration campaigns in barangays and schools. They are also implementing information dissemination efforts and deploying PhilSys registration teams to reach Filipinos living in Geographically Isolated Disadvantaged Areas (GIDAs) more effectively.

Table 1. PhilSys Registration Rate Distribution of Barangays in Sorsogon City by District, 2021

Registration Rate (%)	Number of Barangays					
	Bacon District		East District		West District	
	f	%	F	%	F	%
76 and above	5	17.86	4	28.57	5	22.73
51 - 75	15	53.57	4	28.57	10	45.45
26 - 50	6	21.43	6	42.86	6	27.27
below 25	2	7.14	0	0.00	1	4.55
Total	28	100.00	14	100.00	22	100.00

In addition to this initiative, the Philippine Statistics Authority (PSA) is enhancing its registration efforts in remote areas by utilizing service vehicles to reach more Filipinos. This initiative, known as “PhilSys on Wheels,” is part of the province’s strategy to conduct registration activities in each purok, aiming to increase the number of registered residents (PSA Doubles Registration Efforts in Far-Flung Areas, Utilizes PhilSys on Wheels to Register More Filipinos – Philippine Identification System, 2023).

The proactive strategies of the PSA on targeting residents who have not been registered and have no resources to travel to the registration centers will be accommodated, which subsequently increases the registration rate in Sorsogon City, and this initiative was considered successful in bringing services closer to the people.

b. Registration Centers

The registration centers in the city were considered insufficient to accommodate the remaining number of registrants in the area, especially those in remote areas or underserved communities. Even though most of the registrants have already completed PhilSys Step 2 registration, having a total of two teams was insufficient to assist unregistered individuals, including those aged 0-4 years. During the roll-out of the registration, the PhilSys Registration Team had covered the 70.38% of the target population which is about 128,263 registrants were registered through the fixed registration centers located at Fernandos Hotel, Sorsogon East Elementary School, and Sorsogon National High School, mobile registrations in the barangays of the city, and mall-based registration in City Mall. As of December 31, 2024, the

city had 19,309 target registrants remaining, which is about 13.16% of the population.

This suggests a very limited number of registration centers to cover the remaining targets in which affects the registration performance of the province, it was noted that mobile registration in coordination with the barangay had the most number of registrants recorded, with a total of 99,998, with the two registration team the mobile registration is much affected since, there were limited manpower to coordinate with the barangays and conduct a mobile registration. Due to the realignment of the registration operations budget leading to a decrease in registration kits and personnel (PSA Gives Updates on National ID During Flag Raising Ceremony | Philippine Statistics Authority, 2025) a decrease in the target registration affects the deployment of the number of registration teams in the province which also affects the minimal increase on the registration rate in Sorsogon City.

This implied that the number of registration centers was directly proportional to the registration rate, as there were more deployed registration centers, there would be an increase in the registration rate in the locality.

c. PHLPost Delivery

As of April 30, 2024, PHLPost demonstrated a highly successful National ID card delivery performance in Sorsogon City, with 99,551 out of 99,651 received cards delivered, resulting in a very high delivery rate of 99.90 percent. The East and West districts of Sorsogon City experienced a slightly higher number of delivery issues compared to Bacon. Out of 72,109 cards received, 72,012 were delivered. However, 70 cards were returned

to the sender, and 27 remained undelivered. While the delivery rate is still very high, these figures point to some challenges, possibly related to address accuracy or accessibility within this more populated area of Sorsogon City.

The total number of cards returned to the sender (73) and those remaining undelivered (27) are relatively low compared to the total number of cards received and delivered. This suggests that, with some issues with address accuracy and recipient availability, they affect a small percentage of the total deliveries which showed a

near-perfect delivery efficiency in the Bacon district and a slightly higher but minimal number of returns and undelivered items in the East and West districts.

This implied that the PHLPost Office had delivered all the National ID cards received by their office to the registrants with minimal reported returns and undelivered cards, indicating an effective distribution with minor localized challenges likely related to address accuracy or logistical factors and acceptance of the ePhilID as a full replacement for the physical card.

Table 2. *PHLPost Delivery of National ID in Physical Cards in Sorsogon City as of April 30, 2024*

Status of Delivery	Number of National ID			
	Bacon District		East and West District	
	f	%	f	%
Delivered	27539	99.99	72012	99.87
Return to Sender	3	0.01	70	0.10
Undelivered	0	0.00	27	0.04
Total Processed	27542	100.00	72109	100.00

d. ePhilID Distribution

The Philippine Statistics Authority (PSA) has launched the printed ePhilID to help meet its goals. This is a paper version of the digital PhilID. While all individuals registered in the Philippine Identification System are still entitled to receive a physical PhilID card, the printed ePhilID provides immediate access to PhilSys benefits. This includes streamlined transactions for financial and social services that require identity verification.

Despite its benefits, the ePhilID faces challenges such as limited security features, reliance on digital accessibility, which may exclude those without internet or compatible devices, and potential resistance from users unfamiliar with digital IDs (Pandey, 2025). This implied that, although the ePhilID distribution was said to be an efficient strategy for covering registrants who have not received physical cards, reduced backlogs in physical card production, and held the same functionality and validity as the physical card, with the.

Table 3. *Total Number of ePhilID Processed, Printed and Distributed in Sorsogon City as of March 31, 2025*

Year	Number of Barangays					
	Processed		Printed		Distributed	
	f	%	F	%	f	%
2022	14,084	26	14,084	26	14,084	26
2023	34,844	64	34,844	64	34,844	64
2024	5,010	9	5,010	9	5,010	9
2025	780	1	780	1	780	1
Total	54,718	100	54,718	100	54,718	100

The ePhilID distribution was a proactive approach in achieving the purpose of the National ID. It suggests an automated process where ePhilIDs are seemingly printed and distributed immediately upon processing. It was an efficient strategy to cope with the increasing complaints about the delayed deliveries of the National ID cards. As the data shows, the ePhilID distribution in 2023 had reached the highest number of IDs being

processed, printed, and distributed to the registrants, which suggests that most of the registrants from 2021 to 2022 have not yet received their National ID cards, which led to a request for a copy of the ePhilID.

In 2025, a total of 780 ePhilIDs had been distributed, which is about 1.43 percent of the total number of ePhilIDs that had been processed from 2021 to 2025. A

decreasing number of distributed ePhilIDs from 2023 to 2025 denotes that the registrants either received their physical cards already, or the ePhilID is not as secure as the physical card and unfamiliar or uncomfortable with digital identification formats, which may hinder the use limited knowledge of its benefits and usability could render it useless for registrants.

Views on the Implementation of the PhilSys Act

This presents the analyses and interpretations of the data collected through unstructured interviews with the implementers and informants. The interpretation of the

researcher was purely based on the answers of the implementers and informants, aligned with the four variables.

a. Logistical Hurdles

The PhilSys registration collects demographic and biometric information. In Sorsogon City, registrants generally had positive experiences, with many completing the process in 5 to 30 minutes. However, challenges remain, especially in transporting heavy registration kits between barangays, indicating a need for better logistical support.

Table 3. Views of the Implementers and Registrants

Implementers	Key Themes
a. Registration Rate	Logistical Hurdles
b. Registration Center	Mitigation Strategies of the Implementers
c. PHLPost delivery	Delivery Bottlenecks
d. ePhilID distribution	Registrant Engagement Challenges
Registrants	
a. Registration Rate	Registration Experiences
b. Registration Center	Accessibility of registration centers
c. PHLPost delivery	Delivery Bottlenecks
d. ePhilID distribution	Perception of ePhilID Usability and Validity

“Ang mga challenges, unang-una, sa pag-transport san mga kits. Kasi medyo may distansya po... Pero ang mga strategy ka ito, na ginggibo ko... nag-request kami sa baranggay, kay may mga baranggay service man po sinda... hali ngaya sa Sugod, susundun san baranggay Jamislagn. Para, hatid sundo, hatid sundo san mga masunod na barangay...” (The challenges, first and foremost, the transportation... But, we have strategized, we’ve been requesting service vehicles from departing barangay to the next barangay).

It is also noted that personnel deployment impacts the intensity of the coverage registration, from 150 to 8 clustered teams. In the first quarter of 2025, the PSA Sorsogon Provincial Office had eight remaining teams to cover the number of unregistered residents, focusing on municipalities with low registration rates. Implementer 2 mentioned that,

“Before, we were able to deploy 150 plus personnel all over the province. So we were able to cover all the municipalities in the city of the province of Sorsogon... However, since it is an ongoing project, little by little, the target also dwindles. So we had to ... lessen the deployed personnel to match the target. Currently, for this quarter (first), 2025, we only have 8 teams assigned all throughout the province. They are clustered. To

accommodate ... municipalities. Like one team is assigned three or four municipalities as opposed to before wherein one team or even two teams are assigned in a certain municipality to accommodate their population”.

This implied that as the registration target decreased, the number of registration centers also decreased, which subsequently impacted the overall registration rate in the province. The registration targets can easily be achieved if focus is given on logistical support and team deployment to bring services closer to the people. With adequate manpower and available resources, achieving the targets will not be difficult for the province.

b. Mitigation Strategies of the Implementers

Due to the limited registration teams and registration centers in Sorsogon, increasing the registration rate was a challenge for the implementers to achieve the target population. PSA Sorsogon Provincial Office has initiated to conduct of information dissemination campaigns to spread awareness, educate LGUs, NGAs, and the public about the benefits of the National ID. Mobile Registrations and PhilSys on Wheels were also a proactive effort to reach the barangays, especially those with low completion rates. Implementer 2 mentioned that,

“We conduct mobile registration. By mobile registration, we do barangay registration, house-to-house registration. Daycare, rehistro bulilit that is also considered mobile registration. We have also implemented, before, PhilSys on Wheels wherein the utility vehicle of the office is being used to service or to register in remote barangays. Besides mobile registration, we have institutional registration wherein the registration teams are coordinating with various national government agencies as well as private establishments to conduct national ID registration in their premises”.

As per Office Memorandum No. 2022-174 dated June 27, 2022, mobile registrations can be conducted through institutional registration in remote barangays, during public event such as job fairs, celebration of groups/sectors, caravans and special registrations conducted for institutional population (Guidelines in the Conduct of Mobile Registration for the Philippine Identification System. Office Memorandum 2022-174, 2022). By addressing the challenges, Sorsogon would enhance accessibility and eliminate logistical and awareness barriers to registration.

This suggested that the provincial office should develop initiatives to strategically address the challenges to achieve the registration rate. The office has conducted mobile registrations to address the limited number of deployed registration teams in reaching the barangays in far-flung areas, and conducted Information Caravans to disseminate information and educate registrants and integrators in the utilization and acceptance of the National ID cards. These initiatives would not just increase the registration rate in the city but also increase the level of awareness of registrants about the importance and usability of the National ID.

c. Delivery Bottlenecks

The delivery of national ID cards emerged as a significant challenge for registrants in Sorsogon City, with almost all interviewed individuals reporting waiting times of nearly a year. This delay was compounded by a lack of communication from PHLPPost, leading to rumors and misconceptions among the public, such as the unconfirmed speculation of IDs being damaged in a post office fire. Implementers attributed the delivery inefficiencies to limited manpower within PHLPPost and a potential lack of understanding among postal workers regarding the importance of the National ID. As Informant 5 shared,

“Ako, hindi pa po. Sabi, may nasunog daw. Siguro nakasabay yung sa amin doon.” (I haven’t received my ID yet, hearsay that there was a news that there was a fire, and they say that our National ID seems to be included in the damage.)

Another implementer has shared that,

“Sa 28 barangays sa Bacon, saro lang siya..” (In Bacon District, there are 28 barangays, but only one postman was assigned to deliver the IDs.)

While a tracking system was in place, its outdated nature rendered it largely ineffective for monitoring the status of national ID cards. Registration Kit Operators noted that the tracking system often showed the last known location as Legazpi City, even for IDs that had potentially reached Sorsogon. This discrepancy suggested that PHLPPost might have been overwhelmed by the sheer volume of IDs, leading to a prioritization of delivery over updating the tracking system. Consequently, many IDs were likely delivered without proper registration in the tracking system, leaving recipients unable to monitor their delivery progress and creating confusion about the whereabouts of the national ID cards. As Implementer 4 shared,

“Oo. Sa ngayon kasi, na-encounter ko as RKO (Registration Kit Operator), pag tinatry ko i-track yung mga national ID ng mga client is, yung latest, is the oldest. Kasi yung pag trinack mo, walang latest update... nasa legaspi lang... We can say na-deliver naman dito sa Sorsogon and nai-stack lang sa post office sa Sorsogon.” (Yes, right now, as an RKO, when I try to track the national IDs of the clients, the latest one is the oldest in the tracking system. Because when you track it, there are no latest updates... their status is only in Legaspi. We can say it was delivered here in Sorsogon and just got stuck at the post office in Sorsogon.)

The PHLPPost received a high volume of National IDs that they cannot efficiently register into their tracking system. This leads to IDs being delivered without proper tracking updates, leaving recipients unable to monitor their delivery status. This concludes that the PHLPPost might be prioritizing fast delivery over system updates, resulting in inaccurate tracking information. The delay in the delivery of physical national IDs is quite incomprehensible. The government must fast-track its delivery so that many Filipinos can reap the benefits of possessing a national ID (Sunnexdesk & Sunnexdesk, 2022).

This implies that the high delivery rate in Sorsogon City, with 99% of the received cards being delivered, along with logistical problems, an outdated tracking system, and a lack of proper communication from PHLPPost, affects the overall performance of the delivery of National ID cards. This also impacts the efficiency of the National ID cards being unused due to the prolonged waiting time to receive them, consequently affecting public trust in the utilization of the cards.

d. Registrant Engagement Challenges

The widespread complaints regarding delayed ID delivery and ineffective tracking systems pose a significant threat to public trust and the perceived success of the PhilSys program in Sorsogon City. The lengthy waiting times can frustrate citizens and undermine the intended benefits of the national ID, potentially leading to disengagement and a hesitation to utilize the national ID once received. Implementer 2 mentioned that,

“The primary challenge is, of course, the awareness of the registrants but rather the willingness for them to be registered. At this time, the awareness of the national ID is very prominent or it's widely known. Awareness equals benefits... Before, the main challenge was that the people are not aware of what the national ID is. Therefore, they are not aware of what the benefits the national ID may offer.”

While awareness has improved, initial resistance or lack of understanding of the benefits among registrants was a major hurdle. Change resistance stems from people's natural dislike of new things, causing them to push back against new policies and processes. This problem is caused by variety of factors, including fear, security concerns, rigid cultures, and lack of trust in leadership (Ngui, 2025). Implementer 4 also shared,

“Challenges lang talaga namin na-encounter sometimes is yung mga bata lang talaga na ayaw magparegister...more or less mga around 0-5-8 mga ganyan... Mahirap magcapture ng picture and also magcapture pa ng biometrics. Tapos pati yung iris eh.” (Some of the challenges that we have encountered, sometimes kids find it hard to be registered. Around ages 0-5-8 years old... It's hard to register the kid since capturing a photo and biometrics took time.)

Registering young children, aged 0-8 years old, also posed specific challenges, especially in capturing their biometric information and photos. Due to their fear and crying, it prolongs the process, which leads to increased

waiting times for other registrants and potential discouragement for both parents and registration personnel.

This implied that the registrants' awareness would turn to willingness to register in the PhilSys. With the knowledge of the registrants that the National ID can be used in any public and private transactions, and also integrated in any government support and assistance, comes the willingness of unregistered individuals to be registered in PhilSys, including children 0-4 years old were given a chance to be registered in the National ID, as long as their guardians were already registered. This would suggest that the PSA Sorsogon Provincial Office had effectively disseminated information and positively spread awareness on the acceptance and integration of the National ID cards in public and private institutions.

e. Registration Experiences

Most of the registrants reported a quick service delivery at the registration centers, especially when there were few clients in the registration center, for about 5 to 30 minutes from waiting to registration. Informant 9 shared that,

“Amu na, sa National, Sorsogon National High School. Madali lang, mga 30 minutes.” (Yes, at Sorsogon National High School, the registration is fast, an estimated time of 30 minutes.)

Despite fast initial registration, there's a widespread frustration with the delayed delivery of the physical National ID, which often takes nearly a year, leading to speculation and decreasing public trust in the overall efficiency and reliability of the PhilSys program. Public trust in government services hinges, in part, on the timely and accurate issuance of official documents. On a broader scale, consistent delays undermine government efficiency and impede citizens' ability to exercise their rights (Respicio, 2024a).

This implied that a positive registration experience could lead to a negative impact on the efficiency of the National ID, due to delayed deliveries of the physical cards, which also impacted the overall effectiveness of the National ID in Sorsogon City, leading to non-utilization of the National ID.

f. Accessibility of Registration Centers

In the first quarter of 2025, the PSA Sorsogon Provincial Office strategically deployed its remaining eight registration teams, clustering them to focus on municipalities with lower registration rates across the

entire province. This represents a significant reduction from the initial rollout, where over 150 personnel were deployed to cover all municipalities more intensively. The current approach reflects the dwindling target population as the registration process progresses. For Sorsogon City itself, two teams were operational: one based at the Fixed Registration Center conducting mobile registrations, and another stationed at major malls (Gaisano Capital and SM Mall). Accordingly, the existing teams are deemed sufficient to cover the remaining unregistered residents in Sorsogon City, which constituted 10.60% of the target population at that time.

This implied that the shift from numerous, widespread teams and centers in the initial high-demand period to a more consolidated approach in 2025 indicated an adaptation to the decreasing number of unregistered individuals and an optimization of resources to efficiently reach the remaining target population, which is somehow considered insufficient to cover the barangays in far-flung areas and barangays with recorded low registration rate. With a limited teams conducting mobile registration, PhilSys on Wheels, Rehistro Bulilit and institutional registrations could led to a slow increase in the registration targets in Sorsogon City.

g. Perception of ePhilID Usability and Validity

The ePhilID emerged as a proactive solution by the PSA to address the delays in physical ID card delivery, offering registered individuals immediate access to the benefits of the national ID with the same validity. Responses from the informants indicate successful use of the ePhilID for various government transactions, such as PRC, NBI, PhilHealth, and BIR, and even in financial institutions like lending and money remittances. Implementers highlighted the efficiency of ePhilID issuance, often taking just minutes upon presentation of the transaction slip at registration centers, provided the system is operational.

The distribution of printed ePhilIDs was conducted at registration centers, plazas, and through house-to-house efforts by authorized personnel. Despite these efforts, doubts persist among some registrants due to past experiences where the ePhilID was not accepted as valid identification. Reports of rejections during transactions, such as with GCash and cash withdrawals, have led some individuals to prefer more widely accepted forms of ID.

This suggested a gap in public awareness and acceptance of the national ID's validity across various institutions, whether in physical or digital form. Many registrants may lack knowledge about the benefits and validity of ePhilID, which hinders its adoption and utilization. While the ePhilID is a good temporary solution, the government needs to convince everyone, both the public and private, that the national ID in any format is valid everywhere. If trust in its acceptance is not established, registrants won't bother using it, and the whole point of having a national ID will be wasted.

P.H.I.L.S.Y.S: Papel na Hatid ay Impormasyon para sa Lahat tungo sa Sistematikong Yugto ng Serbisyo publico

The booklet P.H.I.L.S.Y.S: Papel na Hatid ay Impormasyon para sa Lahat tungo sa Sistematikong Yugto ng Serbisyo publico contains a summary of the Frequently Asked Questions (FAQS), which was presented in a Tagalog version, wherein the community can relate. Also, the status of the National ID registration of Sorsogon City from 2021 to 2025, data on the National ID in Paper Form Distribution in Sorsogon City from 2022 to 2025 and PHLPost delivery as of April 30, 2024 were presented. A summary of the findings of the study was also presented. Furthermore, it will include contact information for relevant PSA offices and online resources for additional support and inquiries.

The booklet consists of 16 pages, including a cover page, a table of contents, and a back page. On the cover page, there is a question mark accompanied by the National ID logo, along with the question "Ano nga ba ang National ID?" (What is the National ID?). The logo of the Philippine Statistics Authority is also featured on the cover, along with a QR code that directs readers to the FAQs section of the PhilSys website. The second page to tenth page contains the common questions of the registrants like: Ano nga ba ang Republic Act 11055?, Ano nga ba ang National ID?, Ano nga ba ang kahalagahan ng pagkakaroon ng National ID?, Paano ko makikita ang status ng aking National ID?, Paano magkaroon ng Digital National ID? (What is Republic Act 11055?, What is the National ID?, What is the importance of having a National ID?, How can I check the status of my National ID?, How to get a Digital National ID?).

An online materials were also provided in most of the pages which were written in link or QR code for ease of access. The pages eleven to thirteen were composed of

data on the National ID registration, National ID in paper form Distribution, and PHLPPost delivery in Sorsogon City. The page fourteen contains the information written in the recommendation of this study for the Ways Forward. And the last page at the back of the booklet contains the location of the Fixed Registration Center in Sorsogon City and other contact information of the PSA Sorsogon Provincial Office.

IV. CONCLUSION AND RECOMMENDATION

The study concluded that the implementation of the PhilSys Act in Sorsogon City has significantly enhanced registration rates, with numerous barangays achieving notable success through the proactive strategies of the PSA Sorsogon Provincial Office. However, the existing number of registration centers is inadequate, underscoring the crucial role of mobile and school-based registration efforts, such as PhilSys on Wheels, in reaching unregistered individuals, especially in remote areas.

Delivery challenges with National ID cards through PHLPPost represent a critical obstacle that must be addressed to restore public trust and ensure the program's success. Despite a generally high delivery rate, extensive delays, ineffective tracking, and insufficient manpower have harmed public perception. The rollout of the ePhilID is a necessary step to alleviate these issues, providing immediate access to services while registrants await their physical cards. However, some registrants are justifiably hesitant to adopt it due to limited acceptance and the absence of a signature.

To optimize PhilSys implementation, immediate action is required. This includes strengthening PHLPPost's delivery efficiency and communication, enhancing mobile registration initiatives, and forming strategic partnerships with local entities. Introducing real-time ID printing is essential for streamlining the process. Furthermore, a robust public awareness campaign must promote the validity and acceptance of the National ID in all formats. The proposed booklet, "P.H.I.L.S.Y.S: Papel na Hatid ay Impormasyon para sa Lahat," will be instrumental in these outreach efforts during community engagements.

By addressing the identified challenges in ID delivery and public acceptance while building on the successes in registration accessibility, Sorsogon City can move towards a more effective and impactful implementation of the PhilSys Act, ultimately empowering its citizens

with a universally recognized and beneficial form of identification.

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