RA 11767 OR THE FOUNDLING RECOGNITION AND PROTECTION ACT (MAY, 2023) DLSU Law Clinic (DLC)

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INTRODUCTION

The Philippine government acknowledges the intent of international law to reduce and prevent statelessness. In recognition of this, the Philippine government seeks to protect the best interests of every child in the country, which includes the neglected, stateless, and abandoned or deserted children. Given this goal, the Philippine government wishes to protect their rights and ensure their access to assistance, such as special protection from all forms of neglect, abuse, cruelty, exploitation, and other conditions prejudicial to the development of children.

In furtherance of the internationally accepted principles and the government's policy to protect abandoned children, Republic Act 11767, or the Foundling Recognition and Protection Act was enacted. It defines who are foundlings, their status, and legitimacy and the law also provides the grounds for adoption. It names National Authority for Child Care (NACC) as the primary agency concerned with the registration of a foundling. Other government agencies such as Local Government Units (LGUs), the Philippine National Police (PNP), and the Department of Health (DOH) also work with the NACC in the registration of foundlings. The law also discusses what a safe haven is, its duties and responsibilities, and what happens to infants relinquished under it. Finally, this law ensures that support services are provided to foundlings and that acts detrimental to their welfare are penalized.

In addition to RA 11767, Philippine jurisprudence is also replete with concepts and cases regarding the historical treatment of foundlings, such as the discriminatory effect of refusing to recognize foundlings as Filipinos and that no less than the Constitution negates such discrimination. This stance is consistent with previous constitutions, domestic laws, and international conventions.

Finally, in the implementation of our laws, pertinent government agencies are tasked to advocate for and disseminate information regarding the protection of foundlings and to collect data for the development of responsive policies. There are also charitable local non-government organizations that cater to abandoned infants and surrendered children. Thankfully, the noble purpose of the law in protecting foundlings is also reflected in the number of international organizations in different parts of the world.

Laws like RA 11767 aim to protect and address the rights of foundlings because, as stated by the Supreme court in the case of *Poe-Llamanzares v. Commission on Elections*, "to deny full Filipino citizenship to all foundlings and render them stateless just because there may be a theoretical chance that one among the thousands of these foundlings might be the child of not just one, but two, foreigners are downright discriminatory, irrational, and unjust."

Republic Act 11767: Foundling Recognition and Protection Act [https://www.officialgazette.gov.ph/2022/05/06/republic-act-no-11767/]

LAW GOVERNING THE ADOPTION OF FOUNDLINGS

1. What law governs the adoption of foundlings?

A: Republic Act No. 11642 or the Domestic Administrative Adoption and Alternative Child Care Act (Sec. 6).

DEFINITIONS

2. Who is a foundling?

A: A foundling refers to a deserted or abandoned child or infant with unknown facts of birth and parentage.

It also includes those who have been duly registered as a foundling during his or her childhood but have reached the age of majority without being adopted upon passage of this law (Sec. 3).

3. Who is a Finder?

A: A Finder is a person of legal age who discovered a deserted or abandoned child. If the Finder is a minor, his or her parent or legal guardian shall assist in making the report (Sec. 4).

4. What is a Safe Haven?

A: There is a Safe Haven when an infant thirty (30) days old and younger are left by any parent to a Safe Haven Provider such as the following:

- a) A licensed child-caring agency;
- b) A licensed child-placing agency;
- c) A church, which is a place devoted to religious worship with regularity;
- d) A DOH-accredited health facilities including hospitals, infirmaries, city health offices, birthing homes, rural

health units and barangay health stations:

- e) A Local Social Welfare and Development Office; and
- f) DSWD-managed residential care facilities and LGU- managed residential care facilities (Sec.13).

5. What is alternative child care?

A: Alternative child care refers to the provision of planned substitute parental care to a child who is orphaned, abandoned, neglected, or surrendered, by a child-caring or child-placing agency (Section 4(g), R.A. No. 11642 or the Domestic Administrative Adoption and Alternative Child Care Act 2022).

6. What are examples of alternative child care options?

A: Under Sec. 7, the following are alternative child care options: kinship care, foster care, or residential care. Kinship care is not defined by RA 11767 and its Implementing Rules although in general, it refers to the care of children by relatives. Meanwhile, foster care is defined under the Foster Care Act of 2012 as the provision of planned temporary substitute parental care to a child by a foster parent. Finally, residential care refers to the service provided by government facilities that provide 24-hour residential group care to children on a temporary basis whose needs cannot, at the time, be adequately met by their biological parents and other alternative childcare family arrangements (Sec. 4r of the IRR).

7. What institutions shall ensure that foundlings are provided with alternative childcare options while the search and inquiry into the facts of birth and parentage of the foundling are ongoing? **A:** The National Authority for Child Care (NACC), Local Social Welfare and Development Office (LSWDO) and any accredited child-caring or child-placing agency (Sec. 7).

WHO MAY ADOPT

8. Who may adopt under R.A. 11642?

A: The following persons may adopt:

- 1. Any Filipino citizen who are:
 - a) at least twenty-five (25) years of age
 - b) in possession of full civil capacity and legal rights
 - c) not a convict of any crime involving moral turpitude
 - d) of good moral character and can model the same;
 - e) emotionally and psychologically capable of caring for children;
 - f) at least sixteen (16) years older than the adoptee;
 - The requirement of a i) sixteen-year difference between the age of the adopter and the adoptee may be waived when the adopter is the biological parent of the adoptee, or is the spouse of the adoptee's parent.
 - g) in a position to support and care for adopted children in keeping with the means of the family.
 - h) The legal guardian with respect to the ward after the termination of the guardianship and clearance of financial accountabilities;
 - i) The foster parent with respect to the foster child;

- j) Philippine government officials and employees deployed or stationed abroad: Provided, that they are able to bring the child with them; and
- k) Foreign nationals who are permanent or habitual residents of the Philippines for at least five (5) years possessing the same qualifications as above stated for Filipino nationals prior to the filing of the petition. (Sec. 21).

STATUS AND LEGITIMACY

9. What is the citizenship status of a foundling?

A: A foundling found in the Philippines and/or in Philippine embassies, consulates, and territories abroad is presumed a natural-born Filipino citizen regardless of the status or circumstances of birth.

A foundling is accorded rights and protections at the moment of birth equivalent to those belonging to such class of citizens whose citizenship does not need perfection or any further act (Sec. 5).

10. What is the status of infants relinquished under Safe Havens?

A: Infants relinquished under safe havens shall be considered foundlings (Sec. 15).

11. Can the presumption of the natural-born status of a foundling be impugned in any proceeding?

A: No, unless substantial proof of foreign parentage is shown (Sec. 5).

12. Can the natural-born status of the foundling be affected by the fact that the birth certificate was simulated, or that there was the absence of a legal adoption process, or that there was inaction or delay in reporting, documenting, or registering a foundling?

A: No. The natural-born status of a foundling shall not be affected by the fact that the birth certificate was simulated, or that there was an absence of a legal adoption process, or that there was inaction or delay in reporting, documenting, or registering a foundling (Sec. 5).

13. When can a foundling be declared as legally available for adoption?

A: A foundling can be declared as legally available for adoption when the biological parents cannot be identified and located.

The foundling will be declared as such subject to existing laws, rules, and regulations and taking into consideration the best interest of the child (Sec. 6).

14. When will the foundling be considered the legitimate child of the adopter?

A: The foundling will be considered the legitimate child of the adopter once the adoption of the foundling is finalized.

The adopted foundling is entitled to all the rights and obligations provided by law to legitimate children without discrimination of any kind.

The adoptee is entitled to love, guidance, and support. This legitimate filiation between the adopter and adopted foundling extends to the adopter's parents, the adopter's legitimate siblings, and legitimate descendants (Sec. 6).

15. Who is given the right to choose the name by which the adopted foundling is to be known?

A: The adopter chooses the name consistent with the best interest of the child (Sec. 6).

16. Will the parental authority of the biological parents terminate upon adoption?

A: Yes. The parental authority of the biological parents shall terminate upon adoption. The parental authority shall then be vested in the adopters. However, the adopter can only exercise full parental authority over the adoptee upon issuance of the Order of Adoption (Sec. 42, R.A. No. 11642 or the Domestic Administrative Adoption and Alternative Child Care Act 2022).

RIGHTS AND PROTECTION OF FOUNDLINGS

17. Is a foundling entitled to every available government program or service, including registration, facilitation of documents for adoption, education, legal and police protection, proper nourishment and medical care for survival and development, and admission to safe and secure child centers?

A: Yes. A foundling shall, as a matter of right, be entitled to every available government program or service, including registration, facilitation of documents for adoption, education, legal and police protection, proper nourishment and medical care for survival and development, and admission to safe and secure child centers (Sec. 8).

18. What are the protections given to foundlings under this Act?

A: Foundlings shall have the following rights:

- a) The foundling shall have the right to access all the documentary requirements submitted for registration;
- b) The foundling shall not be referred to as a foundling or in any other discriminatory manner in the Certificate of Live Birth and succeeding public documents;
- c) The foundling shall not be considered stateless between the period of finding or discovery and the issuance of the order of confirmation of citizenship; and
- d) The privacy and best interest of the child shall be protected at all times (Sec. 10).

DUTIES AND RESPONSIBILITIES

19. What are the duties and responsibilities of a Finder?

A: The duties and responsibilities of the Finder are:

- Report the discovery of the foundling within forty-eight (48) hours to either the LSWDO, or Punong Barangay, or police station or any safe haven provider where the foundling was discovered.
 - i) If the foundling was found in a different barangay from the residence of the Finder, both the Punong Barangays or police stations must be informed. The Finder is allowed to use the fastest means available in reporting the case.

- ii) If the foundling was given to a safe haven provider, the Head of the said safe haven must report the circumstances of the foundling to the LSWDO or Punong Barangay or police station within forty-eight (48) hours.
- b) Execute an affidavit attesting to the discovery of the foundling
- c) Cooperate with the proper authorities in the conduct of search and inquiry so that the identity of the foundling would be established.
- d) In cases where the Finder applies to become the foster parent of the foundling, the NACC, through the Regional Alternative Child care Office (RACCO), or LSWDO, or a child-placing agency shall be assessed in accordance with the provisions of the Foster Care Act (RA 10165). (Sec. 9 of the IRR).
- 20. What are the duties and responsibilities of a Safe Haven Provider?
- A: A Safe Haven Provider shall:
 - a) Act appropriately to take care of the infant;
 - b) Inform the parent that he or she is not required to answer questions regarding the identity and medical history of the infant:
 - c) Confirm, if the parent wishes to permanently relinquish their parental rights and release the infant for adoption, when practicable; and
 - d) Inform the NACC through the RACCO that a child has been relinquished in its custody, including all information surrounding the identity and circumstances of abandonment of the child within forty-eight (48) hours from the time of relinquishment of the child to the safe haven provider or from the

report by a Finder that a foundling was discovered, as applicable (Sec. 14).

21. What is the duty of DOH Accredited Health Facilities?

A: DOH Accredited Health Facilities must report and refer the foundling to the LSWDO, residential care facilities and/or registered, licensed, and accredited child caring agency or child-placing agencies together with the medical report on the foundling within 24 hours (Sec. 10(D) of the IRR).

22. What is the duty of the NACC after the commitment of a foundling, receipt of an affidavit of the Finder or other concerned person, or receipt of information that there is a probable foundling?

A: Within fifteen (15) days from any of the abovementioned instances, the NACC through the RACCOs, shall conduct a proactive and diligent search and inquiry into the facts of birth and parentage of the foundling. The NACC shall issue an official report afterwards (Sec. 9).

23. What is the NACC or the LSWDOs duty when the biological parents of a foundling are identified and they express their desire to reclaim or exercise parental authority over the child?

A: The NACC or the LSWDO shall provide the necessary counseling and programs and services to the biological parents and necessary assistance to authorities (Sec.12).

PROCEDURES

24. What is the procedure when a foundling is found?

A: When the foundling is found, the procedure is as follows:

- If found within the Philippines
 - a. The Finder shall report within forty-eight (48) hours upon discovery of the foundling to the Barangay Officials or COMPAC/Police Stations. Provided, That in informing the Barangay Officials or COMPAC/Police Stations. the Finder may use the fastest means available to report and the date of reporting shall be the date when the initial report was made.
 - b. The Finder shall also execute an Affidavit of the Finder stating the circumstances of the discovery of the founding within forty-eight (48) hours (Sec. 19(A) of the IRR).

If found Abroad

- a) The Finder shall, within forty-eight (48) hours upon discovery of the foundling, report to the Philippine Consulate/Embassy or Office regarding the foundling and his/her circumstances.
- b) The Finder shall also execute an Affidavit of the Finder stating the circumstances of the discovery of the founding within forty-eight (48) hours before the head of the Philippine

Consulate/Embassy or Office and endorse the same to the latter

c) Within forty-eight (48) hours upon receipt of the report of the Finder, the Philippine Consulate/Embassy or Office shall report to the DFA Office regarding the founding. The DFA shall coordinate with NACC for the referral of the foundling to a registered, licensed and accredited child-caring agency or a residential care facility (Sec. 19(B) of the IRR).

25. When the foundling is found, what are the documents that must be submitted for registration?

A: When the foundling is found, the following documents must be submitted for registration with the Local Civil Registrar. Section 20 provides for these documents.

If the foundling is an Infant/Child

- a. Affidavit of the Finder
- b. Certification/blotter from the barangay captain or police authority on the circumstances surrounding the foundling's discovery: Provided, That, in the event that the child is found in a different barangay from the residence of the Finder, both barangay officials shall issue a certification/blotter; and
- c. Report of the NACC duly signed by the authorized officer.

If the foundling is an Adult Foundling

- a) Affidavit of the Finder
- b) LSWDO case study report on the foundling's background, including the estimated age of the foundling, and qualifications as a foundling under the Act.

26. What if the Finder wants to become the foster parent of the foundling?

A: The Finder has to apply to become a foster parent wherein the NACC will

prioritize the assessment if the Finder meets the qualifications under the Foster Care Act of 2012 (Sec. 4).

27. What are the procedures that Barangay Officials must follow?

A: Barangay Officials must follow the following procedure:

- a) Take custody of the foundling until such is referred to the LSWDO and conduct a search and inquiry into the circumstances surrounding the discovery of the foundling within 24 hours.
- b) Report and refer the case to the LSWDO, who will then submit an initial report to the NACC through the RACCO regarding the presence of the foundling within their jurisdiction within 48 hours. In this case, the barangay officials may use the fastest means available to report and refer the case.
- c) Ensure and/or follow-up with the Finder on the execution of the affidavit of the latter.
- d) Issue a blotter report on the result of the search and inquiry and endorse the said report to the LSWDO.
- e) Submit a Quarterly Report to the LSWDO with a summary of cases of foundlings reported to their office on or before the 5th day of the succeeding month (Sec. 10(A) of the IRR).

28. What are the procedures that COMPAC or Police Stations must follow?

A: COMPAC or Police Stations must follow the following procedures:

a) Conduct a search and inquiry to investigate the circumstances of the foundling within twenty-four (24) hours of receiving the report of the Finder.

- b) Report and refer the case of the foundling to the LSWDO, who will then submit an initial report to the NACC through the RACCO regarding the presence of the foundling within their jurisdiction within forty-eight (48) hours. In this case, the officers may use the fastest means available to report and refer the case.
- c) Assist the barangay officials and the LSWDO in conducting the search and inquiry on the circumstances of the foundling.
- d) Issue a blotter report on the result of the search and inquiry and endorse the said report to the LSWDO and/or barangay officials.
- e) Issue a certification on the foundling's discovery and the results of the search and inquiry that was conducted.
- f) Submit a Quarterly Report to the LSWDO with a summary of cases of foundlings reported to their office on or before the 5th day of the succeeding month (Sec. 10(B) of the IRR).

29. What are the procedures that Child-Caring or Child-Placing Agencies must follow?

A: Child-Caring or Child-Placing Agencies must comply with the following procedure:

- a) Report to the LSWDO regarding the admission of the foundling in their facility within 24 hours from receipt of the foundling. The agency may use the fastest means available in reporting the case.
- b) Provide appropriate care and services in line with the foundling's needs and best interests, including but not limited to placement to a licensed foster parent.

- c) Prepare a comprehensive and exhaustive report on the foundling, which would describe the manner that the foundling was found, where and when, who the Finder is, and efforts done to locate the biological parent/s of the foundling, such as television, radio or print media, or tri-media or social media, and submit the report to the NACC through the RACCO within fifteen (15) working days.
- d) Coordinate and facilitate the provision to foundlings of appropriate government care and services, including but not limited to assistance in the following:
 - i) Registration
 - ii) Facilitation of documents for adoption
 - iii) Education
 - iv) Legal and police protection
 - v) Proper nourishment
 - vi) Medical care for survival and development
 - vii) Admission to safe and secure child centers in their respective government units
- e) Submit a Quarterly Report to the NACC through the RACCO with a summary of cases of foundlings reported to their office on or before the 5th day of the succeeding month (Sec. 10(E) of the IRR).

30. What are the procedures that the LSWDO must follow?

A: The LSWDO shall comply with the following procedures:

a) Submit an initial report to the NACC through the RACCO regarding the presence of the foundling within their jurisdiction within 24 hours from the receipt of the report from the Finder, barangay officials, or COMPAC/Police stations. The LSWDO may use the fastest means available in reporting and referring the case.

- b) Coordinate with the NACC through the RACCO to facilitate the appropriate care and services in line with the foundling's needs and best interests, including but not limited to *placement to licensed foster parents* or if a foster parent is not available, referral to the nearest *safe haven provider*.
- c) Prepare a comprehensive and exhaustive report on the foundling which describes the manner the foundling was found, who the Finder is, and efforts are done to locate the biological parent/s of the foundling, such as television, radio or print media, or tri-media or social media, and submit the report to the NACC through the RACCO within 15 working days.
- d) Coordinate and facilitate the provision to foundlings of appropriate government care and services, including but not limited to assistance in the following:
 - Registration
 - Facilitation of documents for adoption
 - Education
 - Legal and police protection
 - Proper nourishment
 - Medical care for survival and development
 - Admission to safe and secure child centers in their respective government units
- e) Submit a Quarterly Report to the NACC through the RACCO with a summary of cases of foundlings reported to their office on or before the 15th day of the succeeding month (Sec. 10(C) of the IRR).

31. What are the procedures that the Department of Foreign Affairs must follow?

A: The Department of Foreign Affairs (DFA) must:

- a) Coordinate with the Philippine Embassy/Consulate or Offices abroad for the return of the foundling to the Philippines.
- b) Coordinate with the NACC for the referral of the foundling to a registered, licensed and accredited child caring agency or a residential care facility (Sec. 10(F) of the IRR).

32. What are the procedures that the Philippine Embassies (PE) / Philippine Consulates (PC), Offices and Territories abroad must follow?

A: The duties and responsibilities of the Philippine Embassies (PE) / Philippine Consulates (PC), Offices and Territories abroad are:

- a) Conduct an investigation as to the facts of birth of the foundling found within the premises of the Embassy/Consulate or office and within the territories and report the foundling's circumstances to the head of the embassy/consulate or office.
- b) Prepare a comprehensive and exhaustive report on the foundling, which would describe the manner that the foundling was found, where and when, who the Finder is, and efforts done to locate the biological parent/s of the foundling within 15 working days.
- c) Facilitate the registration and issuance of the COLB of the foundling.
- d) Coordinate with the DFA for the return of the foundling to the Philippines.
- e) Coordinate with the NACC for the referral of the foundling to a registered, licensed and accredited

child-caring agency or a residential care facility (Sec. 11 of the IRR).

33. What is the procedure for the conduct of a search and inquiry?

A: The procedure for the Conduct of Search and Inquiry is as follows:

- a) The RACCO, a social worker of the safe haven provider that has temporary custody of the foundling, shall prepare an official report attesting that the facts of birth and parentage of the foundling remain unknown despite the proactive and diligent search and inquiry conducted. within fifteen (15)working days upon receipt of the comprehensive and exhaustive case study report from the LSWDO, child-caring/child-placing agency, the NACC, through the RACCO. The report must be comprehensive, and exhaustive and must include all the facts regarding the parents and the birth of the foundling.
- b) For adult foundlings with no foundling certificate, no exhaustive case study report by the social worker shall be required but the LSWDO shall issue a case study report on his/her background and qualifications as a foundling under the Act. The NACC report shall be used for the application for and issuance of the COLB.
- c) For *children found abroad*, the Philippine Embassy/Consulate and Offices or the DFA must attest that the facts of birth and parentage of the foundling remain unknown despite the proactive and diligent search and inquiry conducted.
- d) The case study report must be comprehensive, and exhaustive and must include all the facts regarding the foundling (Sec. 17 of the IRR).

Sufficient proof that efforts to locate the biological parents, guardians, or relatives have been made are:

- a) Certification from radio/ or TV stations or proof of publication in newspapers of general circulation or tri-media whichever is applicable that the case was aired on three (3) different occasions;
- b) Proof of search through the official social media account of the concerned LGU, and safe haven twice in two (2) consecutive weeks; and
- c) If the foundling is found abroad, certification from the Finder, or Head of the Philippine Embassy/Consulate or Office that the biological parent/s have not been found despite diligent search and inquiry (Sec. 18 of the IRR).

34. Who can the NACC ask for assistance in its conduct of search and inquiry into the facts or birth and parentage of the foundling?

A: The NACC can ask for assistance from the following:

- a) The Finder;
- b) LSWDOs, the local or rural health units;
- c) Woman and child protection desks of the PNP;
- d) Department of Health (DOH);
- e) Any public or private hospital; and
- f) Other concerned individuals

The NACC may also use media and other social media platforms to conduct the search or to locate the whereabouts of the parents of the foundling without compromising the confidentiality of one's identity (Sec. 9).

35. What shall be the purpose of the Official Report of the inquiry?

A: The Official Report of the inquiry shall be used for the application for the issuance of the Certificate of Live Birth of the foundling (Sec. 9).

36. What should the Official Report of the NACC contain?

A: The Official Report should state the fact that the birth and parentage of the foundling are unknown despite the proactive and diligent search and inquiry conducted.

The report must be exhaustive and must include all the facts that have been gathered regarding the parents and the birth of the foundling (Sec. 10).

37. What is the procedure for the registration of a foundling with the Local Civil Registrar?

A: The Procedure for the Registration of a Foundling are:

a) The NACC through the RACCO or social worker of the safe haven provider shall fill out and submit the application for registration to the LCR which shall issue the COLB of the foundling after receipt of the requirements: Provided, That one who has an existing certificate of foundling or a similar official document issued before the implementation of the Act may secure a COLB before the LCR, which shall immediately issue one, without cost, on the basis of such document alone: Provided. Further, That a certificate of foundling or a similar official document shall continue to have the same legal effect as a COLB.

For adult foundlings, they shall fill out and submit the application for registration to the LCR which shall issue the COLB after receipt of the requirements.

- b) The LCR shall review and prepare the COLB based on the initial draft of the COLB prepared by the registrant. Four (4) copies of the COLB shall be prepared by the LCR.
- c) Thereafter, the LCR shall cause the registration of the COLB of a person with no known parent/s in the Registry of Book of Foundlings.
- d) Within five (5) working days from the registration in the Registry of Book of Foundlings Live Birth of the COLB of a person with no known parent/s, the LCR shall provide the copies of the COLB bearing the civil registry number as follows:

1. The first copy shall be given to the registrant.

2. The second copy shall be given to the document owner.

3. The third copy together with a copy of the Case Study Report shall be forwarded to the PSA-Office of the Civil Registrar General (OCRG).

4. The fourth copy shall be retained by the LCR Office for safekeeping.

- e) The PSA-OCRG, upon receipt of all the required documents, shall verify the authenticity, accuracy, and completeness of the documents.
- f) Thereafter, the PSA-OCRG shall either upload the COLB in the Civil Registration Service database or, if applicable, provide feedback to the LCR Office, the registrant and the document owner.

The concerned agencies shall streamline the registration process for a foundling, regardless of age and circumstances, in order to expedite the issuance of a COLB and without placing any unnecessary burden on the foundling: Provided, That the foundling has the right to access all the documentary requirements submitted for registration: Provided, Further, that in the COLB and succeeding public documents, the foundling shall not be referred to as such, or in any other discriminatorv manner. Provided. Furthermore, that the foundling shall not be considered stateless between the period of finding or discovery and the issuance of the order of confirmation of citizenship: Provided, Finally, that the privacy and the best interest of the foundling shall be protected at all times (Sec. 21 of the IRR).

38. What are the documents required for the registration of a foundling before the local Civil Registrar?

A: The documents required for the registration of a foundling are the following:

- a) Affidavit of the Finder;
- b) Certification of the barangay captain or police authority on the circumstances surrounding the foundling's discovery; and
- c) Report of the NACC duly signed by the authorized officer (Sec. 10).

39. Who shall fill out and submit the application for registration of the foundling with the Local Civil Registrar?

A: It is the NACC that shall fill out and submit the application for registration to the Local Civil Registrar.

The Local Civil Registrar will be the one to issue the Certificate of the Live Birth of the foundling after receipt of the required documents (Sec. 10).

40. Is an exhaustive social case study report required for foundlings with no foundling certificate?

A: No, but the Local Social Welfare and Development Office (LSWDO) shall issue a report on his or her background and qualifications as a foundling (Sec. 10).

41. Can one who has an existing Certificate of Foundling or similar official document issued before the implementation of this Act secure a Certificate of Live Birth before the Local Civil Registrar?

A: Yes, he or she can. The Local Civil Registrar shall immediately issue one, without cost, on the basis of such document.

A Certificate of Foundling or a similar official document issued before this Act has the same effect as a Certificate of Live Birth (Sec. 10).

REVOCATION OF CERTIFICATE OF LIVE BIRTH

42. Who can file for a petition for revocation of the Certificate of Live Birth?

A: The following persons can file a petition for revocation of the Certificate of Live Birth:

- a) The biological parent/s of the child,
- b) The NACC, or
- c) The LSWDO (Sec. 11).

43. Where should the petition for revocation of the Certificate of Live Birth be filed?

A: The petition may be filed before the Local Civil Registrar (Sec. 11).

44. What are the grounds for the revocation of the Certificate of Live Birth?

A: The Birth Certificate may be revoked when:

- a) The parentage of the foundling has been established; or
- b) There is fraud to conceal the material facts of birth or parentage of the person that would otherwise not render the person as a foundling (Sec. 11).

REMEDIES

45. Can the biological parent/s or legal guardian of a foundling recover the legal custody and restore their parental authority over the foundling?

A: Yes, the biological parent/s or legal guardian of a foundling may do so by filing a petition to the NACC to recover the legal custody and restore parental authority over the child.

However, the relevant provisions of R.A 11642 or the Domestic Administrative Adoption Act shall apply:

- a) If the child was already voluntarily committed or
- b) If the following proceedings has already commenced and is pending with the NACC:
 - i) Petition for the Issuance of Certificate Declaring a Child Legally Available for Adoption (CDCLAA),
 - ii) Supervised Trial Custody
 - iii) Petition for Adoption

In deciding all the cases, the best interest of the child shall be the paramount consideration of the NACC (Sec. 12). 46. What is the remedy of the biological parents, relatives, or legal guardians of a foundling seeking to recover the legal custody if a petition for the issuance of CDCLAA is already pending with the NACC?

A: They can oppose the issuance under R.A 11642. If the biological parents, relatives or legal guardian of the child appear and oppose the issuance of the CDCLAA, prior to its issuance, the case shall be put on hold and the handling adoption social worker should immediately investigate and request for a Parenting Capability Assessment Report (PCAR) from the LGU where the biological parents, relatives, or legal guardian reside.

The handling adoption social worker shall render a recommendation on whether to grant or deny the opposition of the biological parents, relatives, or legal guardian of the child (Sec. 16, Sec. 33, R.A. No. 11642 or the Domestic Administrative Adoption and Alternative Child Care Act 2022).

The requirements and procedures for recovering legal custody and parental authority over a foundling are:

- A. Requirements
 - a. Genetic test result;
 - b. Parenting Capability Assessment Report duly signed by the LSWDO;
 - c. Notarized petition for recovering legal custody and restoring parental authority; and/or
 - d. Court Decision of Legal Guardianship.
- B. Procedures
 - a. The petition for recovering legal custody and restoring parental authority shall be filed only by the biological parent/s or legal guardian to the RACCO not later than

three (3) months after relinquishment to the safe haven provider or knowledge that the child has been relinquished to a safe haven provider;

- b. The biological parent/s shall submit a result of genetic testing, which shall mean deoxyribonucleic acid tests, from government а laboratory. The cost of the genetic testing shall be shouldered by the biological parent/s or legal guardian. If the petition is filed by the legal guardian, submission of a court decision granting legal guardianship shall be submitted.
- c. Within fifteen (15) working days from receipt of the petition, the RACCO shall investigate the merits of the petition for recovering legal and custody restoring parental authority; render a recommendation, and transmit a copy of such recommendation, together with the supporting documents to the NACC Executive Director.
- d. Within ten (10) working days from receipt of the petition and recommendation from the RACCO, the NACC social worker shall review the petition and endorse the recommendation to the NACC Executive Director for approval.
- e. Within ten (10) working days from receipt of the recommendation of the social worker, the NACC Executive Director shall approve the recommendation and endorse the same to the

Secretary of the DSWD for approval during the transition period. If no action was taken by the DSWD Secretary or his representative within ten (10) calendar days from receipt of the endorsement, NACC Executive the Director's Decision shall be deemed approved. After the transition period, all recommendations shall be NACC the sianed bv Executive Director (Sec. 24 of the IRR).

47. What is the remedy of the biological parents, relatives, or legal guardians of a foundling seeking to recover the legal custody if Supervised Trial Custody and a Petition for Adoption are already pending before the NACC?

A: The biological parent/s or legal guardian of a foundling may:

- a) file an objection to the petition for adoption anytime during the STC or before the issuance of the Order of Adoption if they have personal knowledge of any information, which by ordinary diligence could not be discovered. and which when introduced and admitted, would result in the denial of the petition and protect the child from possible harm or abuse. (Sec. 33, R.A. No. 11642 or the Domestic Administrative Adoption and Alternative Child Care Act 2022) or
- b) appeal the Order of Adoption before the Court of Appeals. (Sec. 35, R.A. No. 11642 or the Domestic Administrative Adoption and Alternative Child Care Act 2022).

LIABILITIES

48. Will any parent be criminally liable for leaving an infant in a Safe Haven?

A: No, any parent who leaves an infant thirty (30) days old and younger in a Safe Haven is exempt from any criminal liability (Sec. 13).

49. Can a Safe Haven Provider be made liable for civil damages for any act or omission done in maintaining custody of the infant?

A: No, a Safe Haven Provider shall not be liable for any civil damages provided it acts in good faith without gross negligence (Sec. 16).

PENALTIES

50. What are the penalties under the Foundling Recognition and Protection Act?

A:

Falsification of Registration, including the documents required, of a foundling

Who is liable	Penalty	
Any person who falsifies or is involved in the falsification	Imprisonment of not less than six (6) months but not more than six (6) years.	
If the person involved is a public officer	The penalty next higher in degree.	
Refusal, Delay, or Obstruction on the conduct of search and inquiry into the		

foundling	parentage of the	
Who is liable	Penalty	
The Finder, the concerned NACC or RACCO employees, staff of child-caring and child-placing facilities, safe haven providers, police officers, city, municipal and barangay officers, health employees, hospital staff and any other concerned person	Imprisonment of not less than six (6) months but not more than five (5) years	
Failure to report within forty-eight (48) hours that an infant was relinquished within its premises		
Who is liable	Penalty	
	,	
A safe haven provider	A fine ranging from Five Hundred Thousand Pesos (P500,000.00) to One Million Pesos (P1,000,000.00)	
	A fine ranging from Five Hundred Thousand Pesos (P500,000.00) to One Million Pesos (P1,000,000.00) e of kidnapping or	
provider Facilitating the crim	A fine ranging from Five Hundred Thousand Pesos (P500,000.00) to One Million Pesos (P1,000,000.00) e of kidnapping or	

	This is without prejudice to criminal liability under other laws.	
If the person involved is a public officer	The penalty next higher in degree and the officer shall be perpetually disqualified from office.	
The penalties are without prejudice to other liabilities arising from existing civil, administrative and criminal laws for the same act or violation. (Sec. 17)		

FINAL PROVISIONS

51. Who are mandated to advocate for and disseminate information with regard to the protection and promotion of foundlings?

A: Philippine Statistics Authority (PSA), NACC, together with the LSWDOs, Local Council for the Protection of Children (LCPD), Dept of Interior and Local Government (DILG), and other relevant stakeholders (Sec. 18).

52. Who is tasked to collect necessary data in order to develop and implement more responsive policies, plans, and programs for foundlings?

A: LGUs in coordination with the PSA, NCAA, and other relevant stakeholders, but conducting regular and synchronized data collections (Sec. 19).

53. Does this Act produce retroactive application?

A: Yes, but only insofar as it does not prejudice or impair vested or acquired rights (Sec. 20).

54. When does the Foundling Recognition and Protection Act take effect?

A: This law took effect fifteen (15) days upon publication in at least two (2) newspapers of general circulation (Sec. 26), which was on May 26, 2022.

JURISPRUDENCE RELATING TO FOUNDLINGS

1. Poe-Llamanzares v. COMELEC, G.R. No. 221697, [08 March 2016] J. Perez

In this landmark case, Senator Grace Poe's qualification for the presidency was questioned since she was a foundling who was abandoned in a church in Iloilo and was later adopted by a Filipino couple. Since she was a foundling, it cannot be determined whether or not she was a natural-born citizen, a constitutional requirement to become President of the Philippines.

In the end, the Supreme Court allowed Grace Poe to run as President and considered her as a natural-born citizen on the following grounds:

a) Denial of Filipino citizenship to foundlings is discriminatory

To deny Filipino citizenship to foundlings and render them stateless just because there may be a theoretical chance that one among the thousands of these foundlings might be the child of foreigners is downright discriminatory, irrational, and unjust.

According to the Philippine Statistics Authority (PSA), the statistical probability that any child born in the Philippines would be a natural-born Filipino is 99.93%. Given this statistical certainty - a decision denying foundlings such status is effectively a denial of their birthright.

b) Foundlings are natural-born citizens despite the 1935 Constitution being silent

Foundlings are as a class, natural-born citizens. While the 1935 Constitution's enumeration is silent as to foundlings, there is no restrictive language that would exclude foundlings.

The Court looked into the deliberations of the 1934 Constitutional Convention and it showed that the framers intended foundlings to be covered bv the enumeration of those considered as natural-born citizens of the Philippines.

c) Domestic laws on adoption support the principle that foundlings are Filipinos

Our domestic laws on adoption do not provide that adoption confers citizenship upon the adoptee. Rather, the adoptee must be a Filipino in the first place to be adopted. Article 15 of the Civil Code provides that "laws relating to family rights, duties, status, conditions, legal capacity of persons are binding on citizens of the Philippines even though living abroad."

More recent laws, such as R.A No. 8043 or the Inter-Country Adoption Act of 1995, R.A. No. 8552 or the Domestic Adoption Act of 1998, and A.M. No. 02-6-02-SC or the Rule on Adoption, all expressly refer to "Filipino children" and include foundlings as among Filipino children who may be adopted.

d) Foundlings as citizens under international law

The Universal Declaration of Human Rights (UDHR), UN Convention on the Rights of the Child (UNRC), and the International Covenant on Civil and Political Rights (ICCPR), all obligate the Philippines to grant nationality from birth and to ensure that no child is stateless. The international law and conventions and instruments on the matter of nationality of foundlings were made to address the plight of a defenseless class.

e) The Executive Department considers foundlings as Philippine citizens

The Department of Foreign Affairs (DFA) issues passports to foundlings. Passports are by law, issued only to citizens. This shows that even the executive department, acting through the DFA, considers foundlings as Philippine citizens.

2. David v. Senate Electoral Tribunal, G.R. No. 221538, [20 September 2016], J. Leonen

In this case, Senator Grace Poe's seat in the Senate was being questioned on the same ground that she was a foundling and was not a natural-born citizen of the Philippines, a constitutional requirement to be a Senator.

In the end, the Senate Electoral Tribunal, later upheld by the Supreme Court, upheld the fact that Senator Grace Poe is a natural-born citizen. The fact that she was a foundling is not a bar to natural-born citizenship. When the names of the parents of a foundling cannot be discovered despite a diligent search, there is sufficient evidence to sustain a reasonable inference that satisfies the quantum of proof required to conclude that at least one or both of his or her parents is Filipino, then this should be sufficient to establish that he or she is a natural-born citizen.

However, this case did not decide with finality the citizenship of every single foundling as a natural-born Filipino. The Court emphasized that the circumstances of each case are unique, and substantial proof may exist to show that a foundling is not natural-born.

 In Re: Adoption Of Child Baptized Under The Name Of Rose, Marvin G. Ellis And Gloria C. Ellis vs. Republic Of The Philippines, G.R. No. L-16922 [30 April 1963], J. Concepcion

Petitioner Marvin and his wife Gloria were both citizens of the United States. Baby Rose was born at the Caloocan Maternity Hospital in the Philippines. Days later, the mother of Rose left her with an institution for unwed mothers and their babies, stating that she could not take care of Rose.

Mr. and Mrs. Ellis filed a petition to adopt Rose. During this time, they had been in the Philippines for three years since Mr. Ellis was assigned as staff sergeant in the United States Air Force Base, in Angeles, Pampanga. They were non-resident aliens. The Court ruled that they were not qualified to adopt baby Rose. Article 335 of the Civil Code of the Philippines, provides that: "The following cannot adopt: x x x (4) Non-resident aliens;".

The Court held that since this was a proceeding *in rem*, in which the *res* involved

was the personal status of Baby Rose as well as that of petitioners, it has jurisdiction over the status of Baby Rose, she being a citizen of the Philippines, but not over the status of the petitioners, who are foreigners (non-resident aliens).

In ruling that Baby Rose was a Filipino citizen despite her being a foundling, the Court adopted the domiciliary principle and held that jurisdiction over the status of a natural person is determined by the latter's nationality.

Under our political law, which is patterned after the Anglo-American legal system, we have adopted the view to the effect that personal status, in general, is determined by and/or subject to the jurisdiction of the domiciliary law.

 Robin Francis Radley Duncan AND Maria Lucy Christensen vs. Court Of First Instance Of Rizal (Branch X) Presided Over By Hon. Judge Herminio C. Mariano, G.R. No. L-30576, [10 February 1976], J. Esguerra

Petitioners Robin Francis Radley Duncan and Maria Lucy Christensen are husband and wife, the former a British national residing in the Philippines and the latter an American citizen born in and a resident of the Philippines. They wanted to adopt a child named Colin Berry Christensen Duncan who was given to them by a certain Atty. Velasquez who claims that she received the infant from the child's unwed mother who told the former never to reveal her (the mother's) identity.

The petition for adoption was dismissed by the trial court. It ruled that Atty. Velasquez did not have the authority to consent because applying Art. 340 of the Civil Code, the persons who will give consent to the adoption in the order as follows: parents, guardian, or the person in charge of the person to be adopted. It is admitted by witness Velasquez that she knew the identity of the mother who gave her the child. This being the case, the proper person who is supposed to give parental consent to the adoption should first be, in the order of preference, the parent or the mother herself.

The issue was whether or not the person who gave the consent for adoption, which in this case is Atty. Corazon de Leon Velasquez, is the proper person required by law to give such consent. The court ruled that she was.

Having declared that the child was an abandoned one by an unknown parent, there appears to be no more legal need to require the written consent of such parent of the child for the adoption. Since there was no guardian ad litem appointed by the court and the child not being in the custody of an orphan asylum, children's home or any benevolent society, there could not have been anyone other than Atty. Corazon de Leon Velasquez who could, with reason, be called the guardian of said infant.

The herein petitioners, the spouses Robin Francis Radley Duncan and Maria Lucy Christensen, appear to be qualified to adopt the child. There is no showing that they suffer from any of the disqualifications under the law. Above all, they have the means to provide the child with the proper support, care, education and love that a growing child needs.

The trial court in its decision had sought refuge in the ancient Roman legal maxim "Dura lex sed lex" to cleanse its hands of the hard and harsh decision it rendered. While this old adage generally finds apt application in many other legal cases, in the adoption of children, however, this should be softened. All efforts or acts are designed to provide homes, love, care and education for unfortunate children. The law is not, and should not be made, an instrument to impede the achievement of a salutary humane policy.

NOTE: If the Court today shall decide upon the issue on whether or not Atty. Vasquez's consent is essential in the adoption of the child, the answer could be in the negative. Atty. Vasquez would not have the right to consent on behalf of the parent. Instead, she would be considered as the Finder under Sec. 4 of RA 11767 who is required to report within forty-eight (48) hours upon the discovery of the child to the nearest LSWDO or a safe haven provider. The NACC shall submit the application for registration to the Local Civil Registrar which shall issue the Certificate of Live Birth upon compliance with the requirements under Section 10 of RA 11767. This is important for adoption, especially for the issuance of Certification Declaring a Child Legally Available for Adoption (CDCLAA), a document declaring the child legally available for adoption. If Atty. Vasquez wishes to care for the child while the adoption process of the child is underway, she may apply to become a foster parent after the NACC's assessment as to whether she is qualified to do so under the Foster Care Act of 2012 (RA 10165).

TREATMENT OF FOUNDLINGS IN THE PHILIPPINE CONSTITUTION AND INTERNATIONAL LAWS

Before RA 11767

Previous Constitutions

Foundlings as a class are natural-born citizens. While the 1935 Constitution's enumeration is silent as to foundlings, there

is no restrictive language that would exclude foundlings.

No intent or language permitting discrimination against foundlings is found in the records of the 1935, 1973 and 1987 Constitutions. On the contrary, all three Constitutions guarantee the basic right to equal protection of the laws and for the State to render social justice.

The 1987 Constitution

Article II, Section 11 provides that the "State values the dignity of every human person and guarantees full respect for human rights,"

Article XIII, Section 1 mandates Congress to "give highest priority to the enactment of measures that protect and enhance the right of all the people to human dignity, reduce social, economic, and political inequalities.." Article XV, Section 3 requires the State to defend the "right of children to assistance, including proper care and nutrition, and special protection from all forms of neglect, abuse, cruelty, exploitation, and other conditions prejudicial to their development."

These provisions contradict an intent to discriminate against foundlings on account of their unfortunate status.

Domestic Laws

All of the following laws expressly refer to "Filipino children" and include foundlings as among Filipino children who may be adopted.

- R.A. No. 8043 The "Inter-Country Adoption Act of 1995"
- R.A. No. 8552 The Domestic Adoption Act of 1998

- A.M. No. 02-6-02-SC The "Rule on Adoption" of 2002
- R.A. No. 11222 The "Simulated Birth Rectification Act" of 2018

R.A. 11642 - The "Domestic Administrative Adoption and Alternative Child Care Act of 2022"

Foundling refers to a deserted or abandoned child of unknown parentage and whose date or circumstances of birth on Philippine territory are unknown and undocumented. This shall also include those with the above circumstance of birth during their infancy and/or childhood, and have reached the age of majority without benefiting from adoption procedures (Sec. 4 of R.A. 11642).

International Laws

Under the UDHR, UNCRC and ICCPR the Philippines is obligated to grant nationality from birth and ensure that no child is stateless.

Universal Declaration of Human Rights (UDHR)

Article 15

- 1. Everyone has the right to a nationality.
- 2. No one shall be arbitrarily deprived of his nationality nor denied the right to change his nationality.

UN Convention on the Rights of the Child (UNCRC)

Article 7

1. The child shall be registered immediately after birth and shall have the right from birth to a name, the right to acquire a nationality and as far as possible, the right to know and be cared for by his or her parents.

2. States Parties shall ensure the implementation of these rights in accordance with their national law and their obligations under the relevant international instruments in this field, in particular where the child would otherwise be stateless.

International Covenant on Civil and Political Rights (ICCPR)

Article 24

- Every child shall have, without any discrimination as to race, colour, sex, language, religion, national or social origin, property or birth, the right, to such measures of protection as are required by his status as a minor, on the part of his family, society and the State.
- 2. Every child shall be registered immediately after birth and shall have a name.
- 3. Every child has the right to acquire a nationality.

The 1930 Hague Convention

Article 14

A child whose parents are both unknown shall have the nationality of the country of birth. If the child's parentage is established, its nationality shall be determined by the rules applicable in cases where the parentage is known.

A foundling is, until the contrary is proved, presumed to have been born on the territory of the State in which it was found.

The 1961 United Nations Convention on the Reduction of Statelessness

Article 2

A foundling found in the territory of a Contracting State shall, in the absence of proof to the contrary, be considered to have been born within the territory of parents possessing the nationality of that State. (Poe-Llamanzares v. Comelec)

PERTINENT GOVERNMENT AGENCIES

National Authority for Child Care (NACC)

Address: #2 Chicago cor. Ermine Garcia Sts., Brgy. Pinagkaisahan, Cubao Quezon City, Philippines 1103 Email: *adoption@icab.gov.ph* Contact No: (632) 8721 9711 | (632) 8726 4568

Philippine Statistics Authority (PSA)

Website: *PSAhelpline.ph* Contact No: (02) 8737 1111

Department of Interior and Local Government (DILG)

Address: DILG NAPOLCOM Center EDSA corner Quezon Avenue, Quezon City Website: www.dilg.gov.ph/public-assistance-center/ Contact No: (02) 8876 3454

Department of Social Welfare and Development

Address: DSWD Building, Constitution Hills, Batasan Complex, Quezon City, PH Website: *facebook.com/dswdserves twitter.com/dswdserves* Contact No: 8931-81-01 to 07, local 555

Local Social Welfare and Development Office (LSWDOs) *differs per locality*

Local Council for the Protection of Children (LCPD) *differs per locality*

LOCAL NON-GOVERNMENTAL ORGANIZATIONS (NGOs)

Childhope Philippines Foundation, Inc.

Address: 1210 Peñafrancia Street, Paco, Manila, 1807 Website: https://childhope.org.ph/ Email: igivehope@childhope.org.ph Contact No.: (+63) 917 1005 303

Kalipay Negrense Foundation Inc.

Address: Room 1, Ground Floor, MARC Building, Ylac Avenue, Villamonte, Bacolod City 6100, Negros Occidental Website: https://kalipay.org/ Email: kalipay@kalipaynegrensefoundation.com Contact No.: +63 (34) 435-2496

HOPE worldwide Philippines, Inc.

Address: Coastal Road, Barangay Dela Paz, Biñan, Laguna Website: https://hopeworldwideph.org Name: Aimee N. Gonzaga, M.A. RPsy, Child Protection Specialist Email: aimee.gonzaga@hopewwph.org Contact No.: (+63) 949 3597 176

Tahanan ng Pagmamahal Children's Home

Address: 45 Dr. Pilapil Street, Brgy. Sagad, Pasig City, Metro Manila, Philippines Website: https://tahananngpagmamahal.org Email: tahananpch@gmail.com Contact Nos.: (02) 86317188 or 87888380

INTERNATIONAL ORGANIZATIONS

World Orphans

Address: World Orphans 6020 Erin Park Dr Ste A Colorado Springs, CO 80918 Website: https://worldorphans.org Email: *info@worldorphans.org* Contact No: 1-888-ORPHANS (1-888-677-4267)

Worldwide Orphans

Address: 244 Fifth Avenue, Suite K298 New York, NY 10001 Website: *https://www.wwo.org* Contact No.: 973-763-9961

Orphans International Worldwide

Website: 55 Exchange Place, 4th Fl. New York, N.Y. 10005 https://www.orphansinternational.org Email: *info@oiww.org*

Orphan Life Foundation

Address: Orphan Life Foundation 485 Speedwell Ave., P.O. Box 795, Morris Plains, NJ 07950 Website: https://orphanlifefoundation.org Email: info@orphanlifefoundation.org Contact No.: +1-360-704-9400

NEWS ARTICLES

- PRRD signs law promoting foundlings' rights (May 17, 2022) [https://www.pna.gov.ph/articles/117 4631]
- Law recognizes foundlings as natural-born Filipinos (May 18, 2022) [https://www.philstar.com/headlines/ 2022/05/18/2181833/law-recognizes -foundlings-natural-born-filipinos]
- DSWD, NACC lead IRR signing of Foundling Recognition and Protection Act (September 9, 2022) [https://www.dswd.gov.ph/dswd-nacc -lead-irr-signing-of-foundling-recogni tion-and-protection-act/#:~:text=Sign ed%20into%20law%20by%20former ,efficient%20implementation%20of% 20the%20law.]