NINETEENTH CONGRESS OF THE REPUBLIC OF THE PHILIPPINES Third Regular Session)))	25 FEB -4 P2 34		
•	SENATE	PF C		

Introduced by Senator Jinggoy Ejercito Estrada

AN ACT PROHIBITING THE DEVELOPMENT, PRODUCTION, USE, AND STOCKPILING OF BIOLOGICAL AND TOXIN WEAPONS, PROVIDING PENALTIES THEREFOR, AND FOR OTHER PURPOSES

EXPLANATORY NOTE

"The COVID-19 pandemic brought the world to its knees. Now imagine a different kind of disease – one that is both deliberately designed and can race through the global population even faster. Biological weapons are not the product of science fiction. They are a clear and present danger.¹"

The Biological Weapons Convention (BWC), formally known as the "Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction," is considered a cornerstone of multilateral disarmament regime banning weapons of mass destruction (WMD). It entered into force on March 1975 and supplemented the 1925 Geneva Protocol which had prohibited only the use of biological weapons. The BWC has reached almost universal membership with 187 States Parties and four Signatory States.

¹ United Nations Secretary-General's video message to participants of the Ninth Biological Weapons Convention Review Conference. 28 November 2022. Accessed through https://www.un.org/sg/en/content/sg/statement/2022-11-28/secretary-generals-video-message-participants-of-the-ninth-biological-weapons-convention-review-conference

States Parties to the BWC, including the Philippines, undertook never in any circumstances to develop, produce, stockpile or otherwise acquire or retain microbial or other biological agents, or toxins whatever their origin or method of production, of types and in quantities that have no justification for prophylactic, protective or other peaceful purposes; and weapons, equipment or means of delivery designed to use such agents or toxins for hostile purposes or in armed conflict.²

Aside from this, each State Party to the Convention is required, in accordance with its constitutional processes, to take necessary measures to prohibit and prevent the development, production, stockpiling, acquisition or retention of biological weapons within its territory, under its jurisdiction or control³.

While accelerated advancements in biotechnology have been truly beneficial in terms of prolonging human life and addressing health concerns, such scientific breakthroughs may also be diverted and misused for non-peaceful pursuits with catastrophic effects crossing national boundaries. This proposed measure aims to strengthen existing policies and complement Republic Act No 11479 or the "Anti-Terrorism Act of 2020" and Republic Act No. 10697⁴ or the "Strategic Trade Management Act" which safeguard public safety and uphold national security.

The consideration and passage of this bill is earnestly sought.

JINGOY EJERCITO ESTRADA

² Article I, Convention on the Prohibition of the Development, Production, and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction

³ Article IV, Convention on the Prohibition of the Development, Production, and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on their Destruction

⁴ An Act Preventing the Proliferation of Weapons of Mass Destruction by Managing the Trade in Strategic Goods, the Provision of Related Services, and For Other Purposes

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AN ACT

PROHIBITING THE DEVELOPMENT, PRODUCTION, USE, AND STOCKPILING OF BIOLOGICAL AND TOXIN WEAPONS, PROVIDING PENALTIES THEREFOR, AND FOR OTHER PURPOSES

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

CHAPTER I

1

2	GENERAL PROVISIONS
3	Section 1. Short Title This Act shall be known as the "Biological and Toxin
4	Weapons Act."
5	Sec. 2. Declaration of Policy It is the policy of the State to protect and
6	promote the right to health of the people and to adopt the generally accepted
7	principles of international law as part of the law of the land by preventing and
8	prohibiting any development, production, stockpiling, acquisition, use, retention,
9	and/or transfer of biological agents or toxins for hostile purposes, under any
10	circumstances, consistent with the 1972 Biological and Toxin Weapons Convention
11	and other relevant international commitments.
12	Sec. 3. Scope and Coverage. – This Act shall cover:
13	a) The development, production, stockpiling, acquisition, use, retention, and/
14	or transfer of biological agents and toxins, including biological weapons and
15	their facility; and,

b) Facilities or persons that will handle the biological agents and toxins, and the manner/ handling of transfer in accordance with internationally accepted standards, of any natural or juridical person operating within the Philippines, who engage or intend to engage in the development, production, stockpiling, acquisition, use, retention, transport or transfer of certain biological agents and toxins, and/or control the transfer of certain dual-use biological equipment and technology.

Sec. 4. *Definitions.* – As used in this Act:

- a) "Acquire" shall mean to come into possession or control of biological and/or toxin weapons, regardless of the means it was acquired.
- b) "Biological Agent" shall mean:
 - i) any micro-organism (including any bacterium, virus, fungus, rickettsia and parasite), any infectious substance (including any prion), any component of a micro-organism or an infectious substance (but not including any toxin); or
 - ii) any bioengineered component of any such microorganism, virus, infectious substance or biological by-product that is capable of causing death, disease, or other biological malfunction in human, animal, and plant.
- c) "Biological Weapon" shall mean:
 - i) microbial or other biological agents, or toxins whatever their origin or method of production, of types and in quantities that have no justification for prophylactic, protective or other peaceful purposes; or
 - ii) weapons, equipment or means of delivery designed to use such agents or toxins for hostile purposes or in armed conflict.
- d) "Biosecurity" shall mean strategic and integrated approach that encompasses the policy and regulatory frameworks including instruments and activities for analyzing and managing relevant risks to human, animal, plant life and health, to the environment, and to the economy. It shall also include the implementation of measures to prevent the loss of control over any biological material which may be liable to misuse and the development

1 of a coordinated response designed to restore control and minimize harm 2 where such a loss has occurred. e) "Controlled biological agents and toxins list" shall refer to the list developed 3 4 by the National Authority based on threats to national security, public health and safety, and economic impact, under the following criteria: 5 i) effect of exposure on human, animal, or plant health, or on animal 6 7 or plant products; ii) degree of contagiousness and method of transmission; 8 9 iii) availability of pharmacotherapies and effectiveness and immunizations; and 10 other criteria deemed appropriate, including the risk-group approach iv) 11 12 of the World Health Organization, World Organization for Animal 13 Health, and the International Plant Protection Convention provided 14 that the National Authority shall publicly disclose and explain the use 15 of any such criteria. 16 The "controlled biological agents and toxins list" shall be included in the 17 implementing rules and regulations issued pursuant to this Act, and shall be periodically reviewed and modified as necessary by the National Authority. 18 f) "Develop" shall mean the creation of biological and/or toxin weapons. 19 g) "Equipment" shall refer to tools used in the development, production, 20 21 acquisition, stockpiling, retention or transferring of biological agents and/or toxins. 22 h) "Juridical Person" shall mean: 23 i) 24 a group of persons, partnership, corporation, association, form, or 25 other legal entity recognized by law and which is granted a juridical 26 personality separate and distinct from that of the shareholders, partner, or member; or 27 ii) the State or any of its political subdivisions, including government-28 owned or controlled corporations. 29

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weapons.

"Manufacture" shall mean the production of biological and/or toxin

- j) "National Authority" shall mean the lead interagency body in the 1 implementation of the provisions of this Act, and shall be the national 2 coordinating body for effective liaison with the Implementing Support Unit 3 (ISU) and other State Parties to the BTWC. 4 5 k) "Person" shall mean any natural or juridical person. "Technology" shall refer to information and processes necessary for the 6 7 development, production, acquisition, stockpiling, retention or transferring of biological agents and/or toxins, and may take such forms as blueprints, 8 plans, diagrams, models, formulae, tables, engineering designs and 9 10 specifications, manuals, and instructions written or recorded on other media 11 or devices such as disk, tape, read-only memories. m) "Territory" shall mean any area within the Republic of the Philippines, or 12 under its jurisdiction or control. 13 n) "Toxin" shall mean any poisonous substance that is produced and/or 14 extracted from any organisms. 15 o) "Transfer" shall mean the act of moving domestically the biological agent 16 and toxin, equipment, and/or technologies, agreeing to move them, any 17 18 supporting services being provided to the transport provider, and any other act calculated to promote their supply or delivery if this contributes to WMD, 19 or means of their delivery, or to prohibited/restricted end-users. 20 p) "Weapons of Mass Destruction" shall refer to chemical, biological, 21
 - p) "Weapons of Mass Destruction" shall refer to chemical, biological, radiological and nuclear weapons which are capable of a high order of destruction or causing mass casualties. It excludes the means of transporting or propelling the weapon where such means is a separable and divisible part from the weapon.

CHAPTER II BIOSECURITY

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Sec. 5. Controlled biological agents, toxins, equipment and technology. -

a) There shall be a list of controlled biological agents, toxins, equipment and technology. The National Authority shall establish, consolidate, review and maintain such list.

b) The National Authority shall initially adopt the National Biological Materials of Concern List (controlled biological agents and toxins) and National Strategic Goods List (controlled equipment and technology) and shall periodically review and modify as necessary.

Sec. 6. Licensing for controlled biological agents and toxins. -

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- a) Every person or entity that develops, acquires, manufactures, possesses, transports, transfers or uses controlled biological agents or toxins for peaceful purposes, research, propagation and processing must have a license issued by the National Authority. The implementing rules and regulations shall prescribe the requirements, procedures, and other parameters for the issuance thereof.
- b) Every person seeking a license shall comply with the biosecurity and biosafety regulations issued under this Act and its implementing rules and regulations such as submission of facilities and personnel engaged in the development, acquisition, manufacture, possession, transport, transfer or use of controlled agents or toxins, to include research, propagation and processing.
- c) No license shall be required for reasons of public health, agricultural emergencies, evidentiary purpose, and products licensed under food, drugs, pesticides or other similar laws.
- d) Immediate notice shall be given to the appropriate law enforcement agency of any theft, loss or release of controlled agents or toxins.

Sec. 7. Domestic Transfer of Controlled Agents and Toxins. -

- a) The National Authority shall prescribe measures for a secured, safe, and closely monitored transfer of controlled agents and toxins.
- b) Controlled agents and toxins shall only be transferred by licensed persons and entities and their identified facilities within the territory of the Republic of the Philippines.
- c) All proposed domestic transfers of controlled agents and toxins shall be subject to advance notification to the National Authority.
- d) Domestic transfer of controlled agents and toxins shall only be undertaken by licensed carriers by the National Authority.

e) Carriers licensed to transport controlled agents and toxins domestically shall immediately notify the appropriate law enforcement agency of any theft, loss or release of controlled agents or toxins.

Any violation of the security protocols in Sections 6 and 7 shall be punishable under Chapter IV of this Act, without prejudice to the applicable provisions of the STMA.

Sec. 8. Inspections and investigations. -

- a) To ensure compliance with this Act and all applicable biosecurity measures, the implementing agencies shall facilitate the conduct of inspections and investigations of all licensed individuals, entities, and carriers.
- b) The implementing agencies shall designate inspectors whose powers shall be prescribed in the implementing rules and regulations of this Act.
- c) In case of any violation of this Act, licensed individuals, entities and carriers shall provide all records required by the implementing agencies' investigators.

Sec. 9. Search, seizure, forfeiture and destruction. –

- a) The implementing agencies shall apply for a warrant with the proper courts for the search and seizure of any biological agent or toxin or equipment or technology or facility and property associated with any activity prohibited under this Act.
- b) Seized property shall be forfeited to the Government after due notice and hearing.
- c) The implementing agency may authorize the destruction or other appropriate disposition of any biological agent or toxin or equipment or technology or facility and property seized and forfeited under this section upon approval of the court.
- d) In the event of imminent danger to public health or national security, the implementing agency may authorize the destruction or disposition of the seized biological agents or toxins, equipment, and technology in accordance with appropriate guidelines.

The Anti-Money Laundering Council (AMLC), either upon its own initiative or at the request of the National Authority, is hereby authorized to issue an *ex parte* order to freeze without delay:

- a) any property or funds that are in any way related to any violations of Section 11 of this Act; and
- b) property or funds of any person or persons in relation to whom there is probable cause to believe that such person or persons are committing or attempting or conspiring to commit, or participating in or facilitating the commission of any violations of Section 11 of this Act.

The freeze order shall be effective for a period not exceeding twenty (20) days. Upon a petition filed by the AMLC before the expiration of the period, the effectivity of the freeze order may be extended up to a period not exceeding six (6) months upon order of the Court of Appeals: Provided, That the 20-day period shall be tolled upon filling of a petition to extend the effectivity of the freeze order.

The property or funds subject of the freeze order under the immediately preceding paragraph shall be the subject of civil forfeiture proceedings, if warranted, as provided under Republic Act No. 9160, as amended.

The Anti-Money Laundering Council (AMLC), either upon its own initiative or at the request of the National Authority, is also hereby authorized to investigate:

- a) any property or funds that are in any way related to any violations of Section 11 of this Act; and
- b) property or funds of any person or persons in relation to whom there is probable cause to believe that such person or persons are committing or attempting or conspiring to commit, or participating in or facilitating the commission of any violations of Section 11 of this Act.

For purposes of this section and notwithstanding the provisions of Republic Act No. 1405, otherwise known as the "Law on Secrecy of Bank Deposits", as amended; Republic Act No. 6426, otherwise known as the "Foreign Currency Deposit Act of the Philippines", as amended; Republic Act No. 8791, otherwise known as "The General Banking Law of 2000" and other laws, the AMLC is authorized to inquire into or examine deposits and investments with any banking institution or non-bank financial institution and their subsidiaries and affiliates without a court order.

1			CHAPTER III
2			IMPLEMENTING STRUCTURE AND MECHANISM
3	Se	c. 10	. Establishment, mandate and enforcement powers of the National
4	Authority	on B	Piological and Toxin Weapons (BTW). —
5	a)	A Na	itional Authority shall be established for the enforcement of this Act and
6		its ir	nplementing rules and regulations. The Anti-Terrorism Council (ATC) is
7		here	by designated as the National Authority.
8	b)	The	National Authority shall be chaired by the Executive Secretary and the
9		Depa	artment of Foreign Affairs shall be the Secretariat.
10	c)	It sh	all be composed of the nine (9) regular ATC members and the following
11		Cabi	net Secretaries from the following departments:
12		i)	Department of Health;
13		ii)	Department of Trade and Industry;
14		iii)	Department of Environment and Natural Resources; and
15		iv)	Department of Agriculture;
16	Th	e Na	tional Authority may invite in its deliberations the participation of
17	represent	tative	s from the academe, civil society, and the private sector.
18	d)	The	National Authority shall perform the following functions:
19		i)	Formulate policies and programs for the implementation of the Act
20			and in the fulfilment of the country's obligations to the Convention;
21		ii)	Ensure the establishment of minimum biosecurity standards,
22			protocols, and procedures by the implementing agencies;
23		iii)	Monitor and evaluate the enforcement of this Act and its
24			implementing rules and regulations;
25		iv)	Provide policy advice to the President on matters relevant to this Act;
26			and,
27		v)	Perform any other tasks related to the implementation of this Act and
28			of the Biological and Toxin Weapons Convention.
29	e)	The	National Authority shall designate implementing agencies to issue
30		licen	se, transfer, transport, inspect, investigate, search, seize, dispose
31		and/	or destroy BTW – related goods if there are no existing agencies
32		mane	dated to do so.

CHAPTER IV 1 2 **OFFENSES AND PENALTIES** Sec. 11. Offenses. -3 a) It shall be unlawful for any person, with or without intent to gain, to 4 knowingly and intentionally: 5 6 1) develop, produce, acquire, stockpile, use, retain or transfer, directly or 7 indirectly, any biological weapon; engage in preparations to use any biological weapon; 8 3) construct, acquire or retain any facility intended for the production of 9 10 biological weapons; 11 4) weaponize any biological agent or toxin; 5) release biological agents or toxins for the purpose of causing death, 12 injury to human beings, animals or plants; 13 6) develop, produce, acquire, possess, manufacture, stockpile or retain, 14 15 transfer or use controlled biological agents or toxins without a license 16 granted for the purpose by the appropriate authority or in violation of the conditions of the license or in violation of any other provision under 17 this Act; 18 7) transfer controlled biological agents or toxins within the Philippine 19 20 territory to unlicensed individuals or entities, or fail to notify the appropriate authority of such transfer; 21 8) fail to transfer controlled biological agents or toxins domestically 22 through an approved carrier or fail to comply with any other provision 23 of Section 7 of this Act; 24 25 9) tamper with any facility, package, or containment vessel containing controlled agents or toxins in order to cause their release; or 26 27 10) divert or steal controlled biological agents or toxins from a facility or authorized transport vehicle, or use or take control of an authorized 28 29 transport vehicle containing controlled biological agents or toxins so as to cause its release; 30 11) construct, acquire or retain any facility designed or intended for the 31 manufacture of or research on any controlled biological agent or toxin, 32

1	except in accordance with this Act and its implementing rules and
2	regulations issued or any other relevant laws;
3	12) fail to provide data, information or document to the appropriate
4	authority, or make false or misleading statement in relation to any data,
5	information, document or report prepared pursuant to this section;
6	13) omit any matter, knowing that such omission makes the data,
7	information, document or report false or misleading;
8	14) obtain data, information, documents or reports issued, and
9	communicate the data, information, documents or reports to any other
10	person without written consent, except:
11	i) for the purpose of enforcement or application of this Act,
12	including criminal investigations and intelligence assessments;
13	ii) in pursuance to international obligations of the Republic of the
14	Philippines; or
15	iii) to the extent that the data, information, documents or reports
16	are required to be disclosed or communicated in the interest of
17	public safety.
18	15) obstruct, cause hindrance, resistance, deception or provide false or
19	misleading information to the inspector or person/s accompanying him
20	during inspection of licensed facilities.
21	b) Financing – It shall also be unlawful for any person to, directly or indirectly,
22	willfully and without lawful excuse, possess, provide, collect or use property
23	or funds or make available property, funds or financial service or other
24	related services, by any means, with the unlawful and willful intention that
25	they should be used or with the knowledge that they are to be used, in full
26	or in part to develop, produce, acquire, stockpile, use, retain or transfer,
27	any biological weapon.
28	c) Unlawful Activities to Money Laundering – The offenses under Section 11
29	(a) of this Act shall be unlawful activities to money laundering under
30	Republic Act No. 9160, otherwise known as the Anti-Money Laundering Act
31	of 2001, as amended.
32	Sec. 12. <i>Penalties.</i> –

a) The penalty of life imprisonment without benefit of a parole, and a fine ranging from Three (3) million to Five (5) million pesos shall be imposed upon any person found guilty for violations of Section 11(1) to (5) of this Act. The same penalty shall be imposed upon any person who shall order, direct, induce, finance anyone to engage in any of the acts under Section 11(1) to (5) of this Act. If the acts result to death, serious injuries or destruction to properties and the environment, he/she, in addition to the penalty imposed, shall be fined ten (10) million pesos.

- b) The penalty of twelve (12) years and a fine ranging from One (1) million to Three (3) million pesos shall be imposed upon any person found guilty for violations of any of the acts or omissions under Section 11(6) to (15) of this Act.
- c) Any person, who, not being a principal under Article 17 of the Revised Penal Code, cooperates in the execution of the acts punished under Section 11(1) to (5) of this Act shall be considered an accomplice and shall suffer the penalty of imprisonment of 20 years and a fine of Three (3) million pesos (P3,000,000.00).
- d) Any person, who having knowledge of the commission of the acts prohibited and without having participated therein, either as principal or accomplice under Articles 17 and 18 of the Revised Penal Code, takes part subsequent to its commission in any of the following manner:
 - by profiting himself of assisting the offender to profit by the effects of the crime; or
 - ii) by concealing or destroying the body of the crime of the effects, or instruments thereof, in order to prevent its discovery; or
 - by harboring or concealing or assisting in the escape of the principal or conspirator of the crime;
 - shall be considered an accessory and shall suffer the penalty of imprisonment of twelve (12) years and a fine of Two million pesos (P 2,000,000.00).
- e) If any of the offenses under Section 11 is committed by a partnership, corporation, association or any other juridical person, the penalty of life

1	imp	prisonment without the benefit of parole and a fine of Ten million pesos
2	(P1	0,000,000.00) shall be imposed upon the partner, president, director,
3	ma	nager, or any responsible officer who participated in the commission of
4	the	offense, or knowingly permitted, or failed to prevent its commission.
5	f) If t	he offender is a public official or employee, he or she shall, in addition
6	to	the imposable penalties, suffer dismissal from the service, forfeiture of
7	reti	rement benefits, cancellation of any government eligibility and perpetual
8	disc	qualification from holding public office.
9		CHAPTER V
10		EXTRATERRITORIAL APPLICATION
11		AND INTERNATIONAL LEGAL COOPERATION
12	Sec. 13	3. Application outside Philippine Territory. – This Act shall apply to any
13	natural or jur	idical person in the territory of the Republic of the Philippines and shall
14	extend to:	
15	a) any	Filipino citizen outside the territorial jurisdiction of the Philippines who
16	con	nmits any of the offenses defined and penalized under this Act;
17	b) any	individual person who, although physically outside the territorial limits
18	of t	the Philippines commits any of the offenses under this Act on board
19	Phil	ippine ship or airship;
20	c) stat	eless persons whose habitual residence is the territory of the Republic
21	of t	he Philippines.
22	Sec. 14	. International Legal Cooperation and Assistance. —
23	a) Any	offense set forth in this Act shall be deemed to be included as an
24	extr	raditable offense in any extradition treaty between the Republic of the
25	Phil	ippines and other States, if punishable under the laws of the other
26	con	tracting State.
27	b) The	National Authority may collaborate with other State authorities and
28	inte	rnational organizations to provide and/or receive relevant data or
29	info	rmation, and coordinate appropriate actions, regarding:
30	i)	the development, acquisition, manufacture, possession, transport,
31		transfer or use of controlled biological agents and toxins;
32	ii)	the controlled biological equipment and technology;

- iii) the persons involved with items under subsections (a) and (b) for crime prevention and criminal proceedings in the implementation of this Act.

 c) If a State has entered into the appropriate reciprocity agreement with the Republic of the Philippines, the National Authority may provide, on its own initiative or on request, the data or information described in subsection (b)
 - assurances that such data or information shall:i) only be utilized for purposes consistent with this Act; and

only be used in criminal proceedings on the condition that they are obtained in accordance with those provisions governing international judicial cooperation.

to that State so long as the other competent State authority provides

- d) The National Authority may provide the data or information to international organizations if the conditions set forth in subsection (c) are fulfilled, in which case the requirement for a reciprocity agreement is waived.
- e) None of the offenses in Chapter II of this Act shall be considered, for the purposes of extradition or legal cooperation and assistance under this section, as a political offense or as an offense connected with a political offense or as an offense inspired by political motives.

CHAPTER VI

FINAL PROVISIONS

- Sec. 15. *Implementing Rules and Regulations*. The National Authority, with participation of DOH, DOJ, and other appropriate agencies, shall promulgate the implementing rules and regulations to carry out the provisions of this Act within ninety (90) days after its effectivity.
- Sec. 16. Separability Clause. If any provision of this Act is held to be invalid or unconstitutional, the provisions not otherwise affected shall remain valid and effective.
- Sec. 17. *Suppletory Application.* For purposes of this Act, the Revised Penal Code and other applicable laws shall have suppletory application.
- Sec. 18. Repealing Clause. All laws, decrees, executive orders, rules and regulations and other issuances or parts thereof which are inconsistent with the

- provisions of this Act are hereby repealed, amended or modified accordingly, except
- the provisions of Republic Act 10697 or the Strategic Trade Management Act of 2015.
- Sec. 19. Effectivity Clause. This Act shall take effect fifteen (15) days after its
- 4 publication in the Official Gazette or in a newspaper of general circulation.

Approved,