

1 Republic of the Philippines
2 HOUSE OF REPRESENTATIVES
3 Batasan Hills, Quezon City

4
5
6 TWENTIETH CONGRESS
7 First Regular Session
8



9
10 HOUSE BILL NO. 7843
11

12
13 Introduced by
14 ACT Teachers Party-List Rep. ANTONIO L. TINIO,
15 Gabriela Women's Party Rep. SARAH JANE I. ELAGO,
16 and KABATAAN Party-List Rep. RENEE LOUISE M. CO
17

18
19 AN ACT
20 REPEALING REPUBLIC ACT 10168, *AN ACT DEFINING THE CRIME OF*
21 *FINANCING OF TERRORISM, PROVIDING PENALTIES THEREFOR AND*
22 *FOR OTHER PURPOSES, OTHERWISE KNOWN AS THE TERRORISM*
23 *FINANCING PREVENTION AND SUPPRESSION ACT OF 2012*
24

25
26 EXPLANATORY NOTE
27

28 On February 21, 2025, the Philippines was officially removed from the "grey
29 list" of the Financial Action Task Force (FATF). In no way was this the fruit of the
30 government's efforts to enforce laws and regulations against money laundering and
31 towards transparency and the improvement of the country's financial reputation and
32 peace and order. This was all thanks to the enactment and rabid implementation of
33 Republic Act 10168 or the *Terrorism Financing Prevention and Suppression Act of*
34 *2012* and Republic Act 11479 or the *Anti-Terrorism Act of 2020*, and of the FATF's
35 Recommendations on anti-money laundering and combating the financing of terrorism
36 (AML/CFT) and at the cost of human rights and civic space.
37

38 As the National Union of Peoples' Lawyers (NUPL) and Council for People's
39 Development and Governance (CPDG) have stressed in *Playbook of Repression: Civil*
40 *Society Report on the Misuse and Abuse of Combating the Financing of Terrorism*
41 *Measures in the Philippines*:

Under the National AML/CTF Strategy, the current national action plan to enhance the Philippines' AML/CFT regime, **the government has weaponized targeted financial sanctions and the criminalization of terrorism financing against development workers, human rights defenders, and civil society organizations (CSOs) as retaliation for their outspoken criticism of anti-people policies and their advocacy for economic, social, and cultural rights.**¹

This report, released in March 2025, explains the genesis of the FATF as well as the laws against terrorism and terrorist financing (TF)—as impositions of the US government. This is “‘**policy laundering**’ or the embedding of standards drafted by the U.S. government and later adopted by the G7/8, United Nations (UN), the International Monetary Fund (IMF) and World Bank (WB) into the Philippine legal regime.”

Civic space and marginalized sectors of society paid the price of this foreign intervention. *Playbook of Repression* presents the findings of a survey of 136 NGOs, people's organizations, church groups, cooperatives, academe, and other types of organizations supporting vulnerable sectors, including women, farmers and fisherfolk, indigenous peoples, children and youth, urban poor, and workers from various regions. Notwithstanding that the majority of respondents believe that they have zero or low risk for money laundering (65%) and terrorist financing (57%), **31% of those surveyed have been accused of financing terrorism, and 15% have faced or are facing legal cases for alleged terrorism financing** as of the date of the report. Other findings include:

- “CSOs face significant barriers, including widespread red-tagging, surveillance, and harassment, all of which disrupt their operations;”
- “majority of respondents reported experiencing red-tagging, particularly in social media (63%), mass media (47%), and public forums (39%);”
- “57% were subjected to physical surveillance, and 39% to electronic surveillance;”
- “Over one-third of the respondents also reported increasing regulatory burdens imposed by banks (33%), the Securities and Exchange Commission (SEC) (34%), and the Bureau of Internal Revenue (BIR) (20%);”
- “8% of respondents had their bank accounts frozen, while others faced inquiries into their accounts (7%) or difficulties accessing banking services (4%);” and
- “Over 63% of respondents reported restricted staff mobility, and 40% noted that intimidation led to reduced community participation.”

¹ Executive Summary, page 2

1 *Playbook of Repression* also highlights an observation from the experiences of
2 CSOs from all over the country: **In the year leading up to the grey list exit, there**
3 **was a surge in “pre-configured and fabricated charges against dissenters and**
4 **government critics,” apparently to meet arbitrary quotas on prosecution and asset**
5 **freezes.** This surge can be attributed “to a **deliberate strategy to fabricate evidence,**”
6 including “reliance on coerced and perjured testimonies from a network of ‘rebel
7 returnees’ and military assets,” professional witnesses, and witnesses who testified
8 under duress, during uncounseled interrogations, or following their abduction. Based
9 on available data, **TF cases increased by 371% within just a year—from 14 in 2023**
10 **to 66 in 2024.**

11
12 The following are among the individuals, people’s organizations, and
13 community-based organizations whose humanitarian activities, developmental work,
14 and progressive stands on social and economic issues are criminalized:

- 15
16 1. Three staff of *Katinulong Daguiti Umili Ti Amianan* (Kaduami). charged of TF
17 by the Criminal Investigation and Detection Group in 2024. The complaint
18 against the development and rights organization working for the Ilocos, Cagayan
19 Valley, and Cordillera regions exposes the existence of government’s “Project
20 Exit the Grey List,” proof that, “rather than being the result of genuine financial
21 investigations, [TF] cases are being pre-configured and arbitrarily filed to serve
22 a political agenda that prioritizes FATF compliance over justice.”
23
- 24 2. Activists Yulesita Ibanez, Leizel Merchales, and farmer Leshiel Mendoza, who
25 were charged with terrorism financing after conducting relief operations in
26 Southern Quezon in 2020.
27
- 28 3. Quezon activists and paralegals for political prisoners Fritz Jay Labiano and
29 Adrian Paul Tagle, cleared by a Batangas court in 2024 for lack of evidence. The
30 85th Infantry Battalion (IB) slapped them with TF charges because they gave
31 ₱500 to detained environmental and indigenous rights advocates whom the
32 government tags as members of the New People’s Army.
33
- 34 4. Community journalist Frenchie Mae Cumpio, found by a Tacloban court guilty
35 of a TF charge built upon the testimony of two key witnesses recycled over and
36 over by the NTF-ELCAC in numerous cases. This has been condemned by rights
37 monitors and journalists all over the world, with Reporters Without Borders

saying, “The court’s reliance solely on implausible testimonies from prosecution witnesses makes the decision unbelievable and revolting.”²

5. Jazmin “Minet” Aguisanda-Jerusalem, executive director of the Leyte Center for Development (LCDe) who was slapped with three counts of TF charges upon the testimonies of four so-called “rebel returnees.” The bank accounts of LCDe, a disaster preparedness and mitigation NGO based in Tacloban, were previously frozen also for alleged TF.
6. Estrella “Tata” Catarata of Sibat, Farmers’ Development Center (Fardec), and Community Empowerment Resources Network (Cernet), faced TF charges in 2023. She and these organizations, which bring agricultural assistance projects to rural villages, are baselessly accused of supporting the communist armed movement.
7. Rural Missionaries of the Philippines (RMP) and RMP-Northern Mindanao Region, the bank accounts of which were frozen indefinitely beginning 2019 at the instance of the Anti-Money Laundering Council upon the claim that these were “opened and maintained for the benefit of the CPP-NPA.” Nuns and mission staff are also among the 16 individuals charged with alleged TF.

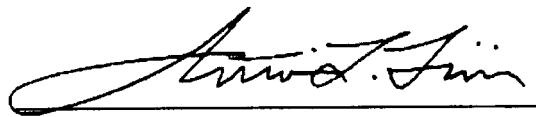
The government has also used R.A. 10168 as a sword of Damocles to threaten humanitarian, disaster-response, and development workers, as well as those allied with them. Personnel from the National Task Force to End Local Communist Armed Conflict (NTF-ELCAC) threatened a witness for the staff of the *Paghidaet sa Kauswagan Development Group* (PDG), an NGO working with people’s organizations and poor farmers in Negros, with TF charges if he does not recant his sworn statement. This came along with the death threat against PDG’s lawyer, chairperson of NUPL-Negros, Atty. Rey Gorgonio. In 2025, two engineers of Sibat were forced to resign due to unabated harassment by the NTF-ELCAC.

Given these and other documented cases of the use of R.A. 10168 against citizens and organizations built and operated for the benefit of marginalized sectors—in other words, doing the work that government agencies are failing to do—*Playbook of Repression* echoes the calls of the victims of state repression. These include:

² “Philippines: More than 90 press groups from around the world call on President Marcos to release investigative journalist Frenchie Mae Cumpio.” RSF, 6 February 2026, <https://rsf.org/en/philippines-more-90-press-groups-around-world-call-president-marcos-release-investigative>

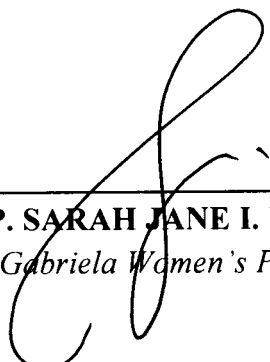
- 1 1. Repeal of the *Terrorism Financing Prevention and Suppression Act*, along with
2 its companion *Anti-Terrorism Act*“and enact laws that respect due process,
3 fundamental freedoms, and the constitutional rights of Filipinos”;
4
5 2. “Dismantle repressive mechanisms such as the NTF-ELCAC, which has been
6 instrumental in the red-tagging, harassment, and prosecution of activists and
7 development workers under the guise of counterterrorism”; and
8
9 3. “End the use of trumped-up charges and political persecution against civil
10 society actors, human rights defenders, and CSOs.”
11

12 For the foregoing reasons, immediate passage of this Bill is sought.
13



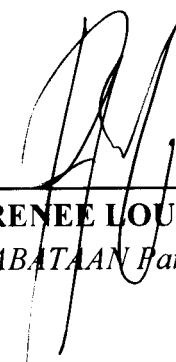
REP. ANTONIO L. TINIO

ACT Teachers Party-List



REP. SARAH JANE I. ELAGO

Gabriela Women's Party



REP. RENEE LOUISE M. CO

KABATAAN Party-List

1 Republic of the Philippines
2 HOUSE OF REPRESENTATIVES
3 Batasan Hills, Quezon City

4
5
6 TWENTIETH CONGRESS
7 First Regular Session

8
9
10 HOUSE BILL 7843

11
12 -----
13 Introduced by
14 ACT Teachers Party-List Rep. ANTONIO L. TINIO,
15 Gabriela Women's Party Rep. SARAH JANE I. ELAGO,
16 and KABATAAN Party-List Rep. RENEE LOUISE M. CO
17 -----

18
19 AN ACT
20 REPEALING REPUBLIC ACT 10168, *AN ACT DEFINING THE CRIME OF*
21 *FINANCING OF TERRORISM, PROVIDING PENALTIES THEREFOR AND*
22 *FOR OTHER PURPOSES, OTHERWISE KNOWN AS THE TERRORISM*
23 *FINANCING PREVENTION AND SUPPRESSION ACT OF 2012*
24

25
26 *Be it enacted by the Senate and House of Representatives of the Republic of the*
27 *Philippines in Congress assembled:*
28

29 **SECTION 1.** Republic Act No. 10168 or *An Act Defining the Crime of Financing of*
30 *Terrorism. Providing Penalties Therefor and for Other Purposes, otherwise known as*
31 *the "The Terrorism Financing Prevention and Suppression Act of 2012,"* is hereby
32 repealed.
33

34 **SEC. 2. Repealing Clause.** All laws, jurisprudence, executive issuances or letters of
35 instruction, or any part thereof that are inconsistent with the provisions of this Act are
36 hereby deemed repealed, amended or modified accordingly.
37

38 **SEC. 3. Effectivity Clause.** – This Act shall take effect fifteen (15) days after its
39 publication in the Official Gazette or one (1) newspaper of general circulation.
40

41 *Approved,*