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Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

First Regular Session
TWENTIETH CONGRESS

House Bill No. 3961



Introduced by REP. JESUS MANUEL "BONG" C. SUNTAY

EXPLANATORY NOTE

Mobility is not a privilege; it is the artery of social and economic life. Without safe and reliable transport, the Filipino commuter is denied access to education, livelihood, and opportunity.

This bill enshrines the right of every commuter to safe, convenient, reliable, affordable, and dignified mobility. It declares a shift in transport policy: from a vehicle-centric paradigm to a commuter-centered framework. It sets forth modern definitions—of active transport, micromobility, pedestrian greenways, and high-volume corridors—to ensure that legislation keeps pace with evolving mobility needs.

It likewise institutionalizes citizen participation in planning and decision-making, ensuring that transport is not merely an engineering concern but a social contract. By placing the Filipino commuter at the center of mobility policy, this measure fulfills the constitutional command to protect labor, to promote the general welfare, and to secure a society where opportunity and dignity are accessible to all.

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


REP. JESUS MANUEL "BONG" C. SUNTAY

1 **Republic of the Philippines**
2 **HOUSE OF REPRESENTATIVES**
3 **Quezon City**

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5 **First Regular Session**
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8 **House Bill No. 3961**
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10 Introduced by REP. JESUS MANUEL “BONG” C. SUNTAY
11
12

13 **AN ACT ESTABLISHING A COMMUTER-CENTERED POLICY**
14 **FRAMEWORK FOR TRANSPORTATION POLICY, APPROPRIATING**
15 **FUNDS THEREFOR, AND FOR OTHER PURPOSES**
16

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

19 **ARTICLE I**

20 **GENERAL PROVISIONS**

21 Section 1. *Short Title.* – This Act shall be known and cited as the “Filipino
22 Commuters’ Rights and Welfare Act of 2025”.

23 Sec. 2. *Declaration of Policy.* – It is the policy of the State to guarantee safe,
24 convenient, reliable, affordable and dignified mobility for all. Recognizing this as a
25 fundamental human need vital for accessing freedoms, work, and essential public
26 services.

27 To uphold this, the State commits resources to protect commuters, ensure
28 universal mobility across age, physical ability, gender, or economic standing, safeguard
29 the commuting public’s welfare in transport decisions, and strengthen citizen
30 participation.

31 Sec. 3. *Definitions.* - For purposes of this Act, the following terms shall mean:

32 (a) "*Active Transport*" - refers to non-motorized means of travel, including
33 walking or using a bicycle.

- 1 (b) "*Activity Center*"- refers to a place in a city or municipality where people
2 gather regularly for work, worship, education, social events, trade, exercise,
3 leisure or other common interests and purposes.
- 4 (c) "*Advance Notice*"- refers to the provision of early information regarding any
5 consultations with stakeholders, for which the period from the announcement
6 or delivery of the invitation to the consultation event will be a minimum of 10
7 working days.
- 8 (d) "*Commuter*" - refers to a person that needs to travel from one place to another,
9 often using a combination of transportation modes to get to his/her
10 destination.
- 11 (e) "*Greenway*"- refers to a road, street, or path with ample greenery and shade
12 where private motorized transport is not allowed, that also serves as
13 recreational space or a public park, in order to welcome and encourage
14 environmentally sustainable transportation modes, especially walking and
15 cycling.
- 16 (f) "*High-Volume Transport Corridor*"- refers to walkways, paths, roads, bridges,
17 streets or mass transportation terminals where the flow of people is at least
18 2,000 persons per hour per direction during peak travel periods.
- 19 (g) "*Micromobility*" - refers to travel using electronic or non-motorized vehicles
20 weighing not more than 100 kg.
- 21 (h) "*Mobility*" - refers to the ability of a person to travel from one place to another
22 to conduct daily and extraordinary activities and business.
- 23 (i) "*Mobility Infrastructure*" - refers to physical facilities, such as foot paths,
24 bicycle lanes, roads, PUV loading/unloading bays, PUV terminals, and public
25 transport systems, that support and enhance a person's mobility.
- 26 (j) "*Private Motorized Transport*"- refers to motorized vehicles weighing more
27 than 100 kg.
- 28 (k) "*Public Transport*" - refers to public sector and franchised private sector
29 services that transport people over land or water, including jeepneys, UVs,
30 buses, minibuses, railways, ferries, taxis and tricycles.

- 1 (l) “*Urbanized Municipality*”- refers to a municipality in the Philippines where
2 the aggregate area in the municipality zoned as residential, commercial or
3 industrial exceeds 40% of the total land area of the municipality.
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6 **ARTICLE II**
7 **RIGHTS OF COMMUTERS**
8

9 Sec. 4. *Right to Adequate and Responsive Public Transportation and Mobility*
10 *Services.* - The State shall ensure that adequate public transportation services are
11 available to meet the needs of its citizens. Public transportation services and
12 infrastructure plans and programs should be prepared and updated on an annual basis in
13 order to satisfy the evolving mobility requirements in our communities, especially in
14 urban areas.

15 It will be the responsibility of metropolitan authorities and local government units
16 to measure, analyze and update the mobility requirements in each locality and to develop
17 plans and programs to address the mobility requirements of their citizens.

18 The State shall ensure that:

- 19 (a) Every town and municipality will have a community-wide network of safe
20 sidewalks, bicycle lanes, and roads to enable travel around the city entirely by
21 foot, bicycle or by other forms of light mobility;
22 (b) Public transport services are available within a 500-meter walk from any
23 residence or activity center in a city;
24 (c) Public Transport services are connected to another public service within a 300-
25 meter walk to promote seamless connectivity;
26 (d) Public Transport services are in sufficient quantity and frequency so that
27 commuter waiting time at stops and terminals do not exceed 10 minutes during
28 peak demand periods;
29 (e) Public Transport is accorded priority in the use of road space and traffic signal
30 operation so that it is able to traverse 15 kilometers within 1 hour, including all
31 scheduled stops;

1 (f) Public Transport services are supported by properly equipped, adequately-
2 sized and well-maintained terminals and stops, with attention to the safety and
3 comfort of commuters;

4 (g) Every road with a speed limit of over 20 kph and under 60 kph shall feature
5 dedicated pedestrian infrastructure, in the form of an unobstructed walking
6 path of at least 2.5 meters wide in each direction;

7 (h) Every road with a speed limit of under 60 kph shall feature dedicated bike lanes
8 which are wide enough to comfortably accommodate at least two bikes side by
9 side;

10 (i) Transport services are inclusive, so that they are accessible to persons of all ages
11 and abilities. Public Transport infrastructure and vehicles shall be designed
12 and implemented so that persons with disabilities or special needs are not
13 excluded from their use.

14 (j) In all renovations of existing infrastructure or construction of new
15 infrastructure, preserving or improving the travel time impact on Public
16 Transport, bicycles, and pedestrians shall be prioritized over preserving or
17 improving travel time impact on private motorized transport. The State shall
18 generally avoid the implementation of projects that produce a positive impact
19 on the travel time of users of private motorized modes at large expense to Public
20 Transport, bicycles, and pedestrians.

21 *Sec. 5. Right to Safe, Convenient and Affordable Public Transport Services.* - The
22 State shall ensure that Public Transport services are safe, dignified, convenient,
23 comfortable and reliable, while remaining affordable to the general public.

24 Concessional or discounted fares shall be offered for disadvantaged or special
25 groups (i.e., students, senior citizens, persons with disabilities, poor households). The
26 State shall provide subsidies to compensate for discounts offered to special or
27 disadvantaged groups.

28 The State shall reward the use of Public Transport via financial and non- financial
29 incentives to promote the frequent use of Public Transport. The State shall ensure that it
30 is more economical for commuters to use Public Transport more frequently rather than
31 less frequently.

1 The State shall apply financial and non-financial disincentives to reduce the use of
2 private motorized transport. Funding earned from such disincentives must be utilized for
3 funding of Mobility Infrastructure in favor of Active Transport and Public Transport. The
4 State shall ensure that it is more economical for commuters to use Active Transport or
5 Public Transport more frequently than to use private motorized transport.

6 During periods when transportation services are deficient, the State shall employ
7 alternative approaches for enabling additional mobility options for its citizens, including
8 through the use of public resources to fill temporary gaps in services, such as through
9 government-owned vehicles or through the government charter or lease of private
10 vehicles.

11 The State will promote safe and efficient driving behavior by Public Transport
12 drivers through mandatory trainings and more stringent licensing. All Public Transport
13 vehicles will be required to install electronic vehicle tracking devices and CCTVs that will
14 enable concerned authorities to conduct real-time monitoring of vehicle location, vehicle
15 speed, and driver status. Dangerous on-street competition and behavior among Public
16 Transport drivers shall be eliminated through the removal of any incentive for drivers that
17 is related to ridership or fare revenue. Streets must be designed in accordance with
18 international best practices in road safety design to reduce the occurrence of dangerous
19 driving behavior.

20 *Sec. 6. Right to Infrastructure for Pedestrians, Cyclists and Persons with*
21 *Disabilities.* - The State shall accord priority to the development of adequate sidewalks
22 and networks of bicycle lanes that encourage Active Transport and that provide safe and
23 direct access to priority destinations such as housing, education, and business centers as
24 well as Public Transport nodes.

25 The State shall ensure that all Public Transport stops are accessible to persons with
26 disabilities and impaired movement. The State shall ensure that ease of access by
27 pedestrians especially at Public Transport stops and government facilities is prioritized
28 over mobility of private motorized transport.

29 The State shall ensure that safe and adequate walking and cycling infrastructure is
30 incorporated in the design and implementation of road transport projects at national and
31 local government levels. The State shall ensure that the Comprehensive Land Use Plan of
32 every city includes the development of a city-wide network of safe sidewalks, bicycle lanes,

1 and roads lanes to enable travel around the city entirely by foot, bicycle or by other forms
2 of light mobility.

3 The State shall ensure that travel by walking or cycling is no less direct to
4 destinations than travel by private motorized transport. No commuter shall be made to
5 travel above or below street level to cross any street or intersection if it is possible to
6 implement an at-grade crossing. No commuter, when traveling by walking or cycling,
7 shall be made to diverge from his or her route of travel if a commuter traveling by private
8 motorized vehicle would have enjoyed a more direct trip.

9 The State shall require all government offices and buildings to have shower
10 facilities for the use of commuters. If these buildings receive citizens in the delivery of
11 front-line services, these shower facilities must be open to the public. The State shall offer
12 incentives to private sector for the provision of shower facilities in their offices and
13 buildings.

14 In Philippine cities and urbanized municipalities, the State shall ensure that the
15 infrastructure of each barangay includes:

- 16 (a) Safe foot paths or sidewalks, free of obstructions, well-protected from
17 automobiles, compliant with universal design guidelines, and accessible by
18 pregnant women, elderly, and persons with strollers or wheelchairs;
- 19 (b) Networks of greenways to encourage active transport modes (walking and
20 cycling)
- 21 (c) Proper lighting on all roads and footpaths to allow safe travel even after dark;
- 22 (d) Tactile paving on sidewalks of high-volume transport corridors for the benefit
23 of pedestrians who are blind;
- 24 (e) Bicycle racks in every transportation hub or terminal and in every commercial,
25 community and activity center. Such racks shall be provided at street level if
26 possible, and at most one level above or below the street; and
- 27 (f) Safe intersections and pedestrian crossings such as provision of raised
28 pedestrian platforms, highly visible advance warning signages, adequate street
29 lighting, mid crossing refuges, traffic calming for motorized vehicles and curb
30 outstands to reduce road pavement crossing width.

31 The State shall not require parking for cars to be built in any buildings, and shall
32 encourage commercial development and the built environment to accommodate non-car

1 travel. The State shall promote light mobility by requiring that buildings provide bicycle
2 racks that can accommodate 10% of the anticipated users of any building.

3 The State shall adopt the Vision Zero in road safety and ensure that road crashes
4 are eliminated particularly those of vulnerable road users. The State shall implement a
5 comprehensive road safety program and will allocate funding to implement activities
6 under the five pillars of the Philippine Road Safety Action Plan namely Road Safety
7 Management, Safer Roads, Safer Vehicles, Safer Road Users, and Post-Crash Response.
8 The State must also create a National Road Safety Unit under the Department of
9 Transportation and must also implement a national road crash database for road safety
10 planning.

11 *Sec. 7. Right to a Fair Share of Public Road Space.* - The State will ensure that
12 public road space is used in a manner that delivers the greatest socio-economic benefit.
13 The State shall ensure that safety of road users, especially non-motorized and vulnerable
14 users, shall be prioritized over the mobility of motorized modes of transport. The State
15 shall employ treatments to the design, engineering and operation of road infrastructure
16 in order to achieve the goal of road safety and access for non-motorized and vulnerable
17 users.

18 Because roads are a scarce public asset, the State shall ensure that road space is
19 prioritized for modes of travel (e.g., public transport, walking, cycling, etc.) that move
20 more people and maximize the productivity and social benefit of the public asset. The
21 planning and design of roads must prioritize the needs of pedestrians, micromobility
22 users, and Public Transport users above the needs of private motor vehicles. Public
23 Transport shall have priority use of road space over private motor vehicles.

24 The State will ensure that there is no private appropriation of public road space
25 and foot paths for parking, commerce or other activities that will restrict public use of, or
26 access to, the road.

27 *Sec. 8. Right to Breathe Clean Air During Travel.* - The State shall take measures
28 to ensure that commuters are able to travel using Public Transport or active transport
29 (walking or cycling) without compromising their health.

30 The State shall ensure that all Public Transport vehicles comply with the emission
31 standards set by the Department of Environment and Natural Resources (DENR),

1 Department of Trade and Industry (DTI), and/or the Land Transportation Franchising
2 and Regulatory Board (LTFRB), whichever is more stringent.

3 The State shall provide programs which reduce the volume of motorized vehicles
4 to reduce vehicle-related pollution emissions. The State shall also provide facilities and
5 programs which support and incentivize the use of cleaner alternative fuels. Recognizing
6 that non-exhaust emissions make up a significant portion of total pollutant emissions and
7 that the levels of such emissions are dependent on vehicle weight, the State shall provide
8 programs that encourage the reduction of average vehicle weight and encourage citizens
9 to commute using cycling or other lighter vehicles.

10 The State will measure air quality along the major transport corridors in all cities
11 and provide this information to the public in real time. When air quality exceeds safe
12 levels according to internationally-accepted standards, particularly from the World
13 Health Organization, the State will activate emergency procedures with the aim of
14 reducing the exposure of the public, especially the young and the elderly, to unclean air.

15 *Sec. 9. Right to Information for Efficient and Convenient Travel.* - The State will
16 provide timely and adequate information so that commuters are able to make good travel
17 plans and choices about modes and routes. The State shall make publicly available
18 information on all Public Transport services, including route maps, fares, schedules, and
19 real time vehicle location and availability, for the convenience of commuters. The State
20 shall ensure that such information is prominently displayed at all stops of public transport
21 services and at other locations deemed necessary or beneficial to commuters.

22 The State will establish technical standards and regulations for the display of street
23 maps at strategic locations in each neighborhood, for the reference of residents and
24 visitors.

25 The State will ensure that, at all ports, airports, and terminals, a 24-hour
26 information/assistance counter will be available to serve the needs of travelers.

27 The State shall establish a National Transport Data and Planning Center (NTDPC)
28 which will collect and process the mobility data for evidence-based transport planning
29 which can quickly adapt to the evolving mobility requirements in our communities. The
30 NTDPC shall ensure that data in aid of policy and research on mobility be open and be
31 made available to the public. These kinds of data include reliable and accurate road crash

1 data in <http://roadsafety.gov.ph>, air pollution levels, and Public Transport routes and
2 travel time information, among others.

3 Sec. 10. *Right to Special Attention During Service Breakdowns and to*
4 *Compensation for Deficiencies in Service.* - The State shall ensure that, in case of a
5 breakdown in a Public Transport service, passengers will be entitled to receive from the
6 transport operator a full refund of the fare and assistance in securing onward journeys.

7 Stranded passengers should be informed in a timely manner about how they will
8 be redirected to their final destination. If onward journeys are unavailable for more than
9 one (1) hour, the transport operator should provide food, water, and access to a waiting
10 area with restrooms and ventilation. Any student or employee should not be penalized for
11 arriving late by their school or employer if the reason for their tardiness was a disruption
12 in a Public Transport service.

13 Sec. 11. *Right to Representation and Participation.* - The State shall ensure that
14 the welfare and interest of commuters are considered in all decision-making related to
15 mobility and transportation services. To this end, commuters have a right to advance
16 notice and information on any proposed policy, regulation, project or service at local or
17 national level that affect their mobility, including full details on how they will be affected
18 by the proposed initiative. Affected commuters have a right to provide their comments
19 and suggestions of the proposed initiative. Affected commuters must receive a response
20 to such comments from the concerned public official within 20 working days.

21 If a public consultation will be held regarding any initiative affecting the mobility
22 of commuters, the consultation meeting shall be held at a time, even on a weekend or after
23 office hours, and at a convenient and accessible venue that will maximize the participation
24 and feedback from affected commuters. In parallel commuter feedback shall be solicited
25 through social media and other channels for information exchange.

26 Sec. 12. *Right to a Responsive Feedback and Grievance Mechanism.* – The State
27 shall guarantee that all commuters will have access to efficient, transparent and
28 responsive mechanisms for providing feedback, suggestions and grievances concerning
29 public transportation services and infrastructure.

30 The State shall ensure the:

31 (a) Establishment of Accessible Channels- The DOTr, in coordination with other
32 relevant implementing agencies, shall establish and maintain easily accessible

1 channels for the commuting public to submit their feedback, complaints and
2 suggestions. These channels shall include a dedicated online portal that is user
3 friendly and available 24/7, enabling submission in text, photos and videos,
4 with real time tracking of submissions and a toll-free hotline for immediate
5 reporting of urgent concerns. Physical desks and kiosks that are readily
6 identifiable located at all major public transport terminals, interchanges, hubs,
7 and high-volume transport corridors. These physical points shall ensure
8 accessibility for commuters who may not have digital access.

9 (b) Clear Response and Resolution Protocols- The DOTr shall develop and
10 implement clear protocols for acknowledging, processing, and resolving all
11 submitted feedback and grievances. These protocols shall include defined
12 timeframes for initial response and complaint resolution, and an escalation
13 process for unresolved issues. The privacy, and where appropriate, anonymity
14 of complainants shall be ensured and protected, and mechanisms shall be in
15 place to protect individuals reporting misconduct or safety violations.

16 (c) Data Utilization for Improvement - All feedback and grievance data shall be
17 systematically collected, categorized, and analyzed. The subsequent analysis
18 made by the relevant agencies shall serve as basis for identifying systemic
19 issues, which shall inform the necessary policy adjustments, evaluating the
20 performance of public transport operators and implementing agencies, and
21 guiding the continuous improvement in public transportation services and
22 infrastructure.

23 (d) Integration with National Transport Data and Planning: The data collected
24 through this mechanism shall be integrated with the National Transport Data
25 and Planning Center (NTDPC) to further enhance evidence-based transport
26 planning and adapt to the fast-evolving mobility requirements of the
27 commuting public. The NTDPC shall ensure that this relevant data, in aid of
28 policy and research efforts, is made openly available in an anonymized format.

29
30 **ARTICLE III**
31 **INSTITUTIONAL MECHANISMS**

1 Sec. 13. *Establishment of the Office of Commuter Affairs.* - An Office of Commuter
2 Affairs shall be established at the DOTr at the national level, as well as in all city and
3 municipal government units. The Office of Commuter Affairs shall be under the direct
4 supervision of an Assistant Secretary at the national level, and a city/municipal
5 administrator at the local level.

6 Sec. 14. *Functions and Responsibilities of the Office of Commuter Affairs* - The
7 Office of Commuter Affairs shall be tasked to perform the following functions and
8 responsibilities:

- 9 (a) Coordinate with the respective government agencies dealing with road, rail, air,
10 and maritime transportation policy to ensure safe, efficient and comfortable
11 travel of commuters;
- 12 (b) Operate Help Desks for the riding public;
- 13 (c) Assist the commuters whenever the safety and efficiency of travel is
14 compromised;
- 15 (d) Undertake massive commuter education programs for the travelling public to
16 know their rights and responsibilities;
- 17 (e) Ensure legal assistance for commuters, when necessary; and
- 18 (f) Ensure adequate representation of commuters in any public consultation that
19 will impact on the welfare and interest of commuters.

20 Sec. 15. *Implementing Agencies.* — The DOTr, the Department of Public Works
21 and Highways (DPWH), the Department of Interior and Local Government (DILG), the
22 Metropolitan Manila Development Authority (MMDA), Department of Environment and
23 Natural Resources (DENR), DTI, and concerned local government units shall be the
24 Implementing Agencies for this Act, with DOTr as the lead implementing agency with
25 responsibility for coordinating and monitoring all implementation activities.

26 The State shall ensure that the core concepts of this framework are integrated in
27 the annual government budget process. The State shall ensure that compliance with the
28 provisions of this Act is included in the annual performance targets of all relevant national
29 and local government agencies. The State shall ensure that the Implementing Agencies
30 will annually be allocated budget to strengthen organizational capacities and to
31 sufficiently fund the establishment and operations of the NTDP, the Office of Commuter
32 Affairs, and other related offices.

1 The State shall ensure that relevant technical standards, guidelines, and manuals
2 of national and local agencies are amended to incorporate all requirements under this
3 Act.

4 Sec. 16. Penal Provisions. - Any person or government agency who has found to be
5 in violation of any of the provisions of this Act shall be fined not less than Two Hundred
6 Thousand Pesos (P200,000) but not more than Five Hundred Thousand Pesos
7 (P500,000).

8 If the offender is a public official, he/she shall be dismissed from government
9 service, in addition to the penalties above stated.

10 Sec. 17. *Separability Clause*. - Any portion or provisions of this Act that may be
11 declared unconstitutional or invalid shall not have the effect of nullifying other portions
12 or provisions hereof as long as such remaining portions or provisions can still subsist and
13 be given effect in their entirety.

14 Sec. 18. *Repealing Clause*. - All laws, presidential decrees, executive orders,
15 memoranda, circulars and other issuances or parts thereof, which are inconsistent with
16 this Act, are hereby repealed or modified accordingly.

17 Sec. 19. *Effectivity*. - This Act shall take effect fifteen (15) days after its publication
18 in at least two (2) newspapers of general circulation.

19 *Approved,*