



Republic of the Philippines  
**HOUSE OF REPRESENTATIVES**  
Quezon City

**TWENTIETH CONGRESS**  
First Regular Session



House Bill No. 5435

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Introduced by CIBAC Party-List Representative  
**EDUARDO “BRO. EDDIE” C. VILLANUEVA**

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### EXPLANATORY NOTE

Mobility—the ability to move from place to place—is a fundamental human need. It provides access to essential services such as food, water, healthcare, education, and employment. Without it, people are denied not only these necessities but also opportunities for social, economic, and personal development. This reality is felt most by vulnerable groups, including the elderly, children, women, persons with disabilities, and the working class.

Yet, millions of Filipinos continue to suffer from inadequate mobility options. Public transportation remains insufficient, inefficient, and often unsafe. Although around 69% of daily trips are made using public transport, only 22% of road space is allocated to it, while private vehicles—used for just 31% of trips—occupy the remaining 78%.<sup>1</sup> This imbalance unfairly marginalizes commuters and fails to reflect the actual needs of the population.

The dominance of private vehicles has worsened traffic congestion, with severe economic and social consequences. The Japan International Cooperation Agency (JICA) estimates that daily congestion in Metro Manila costs the economy at least ₱3.5 billion, a figure projected to rise to ₱5.4 billion per day by 2035 if no action is taken.<sup>2</sup> In 2024, Metro Manila commuters also lost an estimated 103 hours to rush-hour traffic.<sup>3</sup> Meanwhile, road infrastructure continues to overlook pedestrians, cyclists, and persons with disabilities, further restricting safe and inclusive travel.

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<sup>1</sup> JICA and NEDA. Roadmap for Transport Infrastructure Development for Metro Manila and Its Surrounding Areas (Region III & Region IV-A). Available at <https://openjicareport.jica.go.jp/pdf/12149597.pdf> (Accessed on 03 July 2025).

<sup>2</sup> JICA. JICA and DOTr to improve service quality of PUVs towards road decongestion in Mega Manila. 17 July 2024. Available at [https://www.jica.go.jp/english/overseas/philippine/information/press/2024/1545461\\_53492.html](https://www.jica.go.jp/english/overseas/philippine/information/press/2024/1545461_53492.html) (Accessed on 03 July 2025).

<sup>3</sup> TomTom Traffic Index 2024. Available at <https://www.tomtom.com/traffic-index/ranking/> (Accessed on 03 July 2025).

Safety remains another urgent concern. According to the United Nations, more than 32 people die each day in the Philippines due to road crashes.<sup>4</sup> Public utility drivers, bound by the commission or “boundary” system, are pushed into unsafe and reckless practices. Compounding these issues is worsening air quality. In 2019 alone, air pollution was linked to over 66,000 deaths nationwide.<sup>5</sup>

This bill seeks to address these longstanding problems by reshaping national transportation policy. It prioritizes public and active transport—such as walking and cycling—in the allocation of road space. It calls for infrastructure that maximizes limited public space through high-occupancy and space-efficient systems. It also seeks to end unsafe operational practices in public transport and to affirm the rights of commuters to safe, reliable, affordable, and dignified mobility.

Ultimately, this measure envisions a transportation system that promotes economic growth, environmental sustainability, and inclusive development—where mobility is not a privilege, but a guaranteed right for all.

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

  
**EDUARDO “BRÖ. EDDIE” C. VILLANUEVA**

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<sup>4</sup> UN Philippines. The UN Special Envoy for Road Safety calls for law enforcement and promotion of gestures that save lives in the Philippines. 13 April 2023. Available at <https://philippines.un.org/en/227552-un-special-envoyroad-safety-calls-law-enforcement-and-promotion-gestures-save-lives> (Accessed on 03 July 2025).

<sup>5</sup> CREA. Estimating the Health & Economic Cost of Air Pollution in the Philippines. 06 February 2023. Available at <https://energyandcleanair.org/publication/cost-of-air-pollution-in-the-philippines/> (Accessed on 03 July 2025).



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**AN ACT**  
**PROVIDING FOR A MAGNA CARTA OF COMMUTERS**

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

1       **SECTION 1. Short Title.** - This Act shall be known as the "*Magna Carta of*  
2       *Commuters.*"  
3

4       **SEC. 2. Declaration of Policy.** - The State hereby recognizes mobility as a basic  
5       human need. Without mobility, citizens are unable to access basic services, such as  
6       healthcare and education, or enjoy fundamental freedoms. Thus, the State shall  
7       ensure that mobility is enjoyed by people of all ages, abilities, and economic status,  
8       and not only by those who are physically fit, with private motor vehicles, or with  
9       financial means.  
10

11       The State further recognizes the right of the commuters to travel safely,  
12       conveniently, and reliably. To this end, the State shall develop and establish mobility  
13       infrastructures and transportation services aimed at promoting the welfare of  
14       commuters and improving their mobility. The welfare of commuters shall also be the  
15       paramount objective in all decisions related to the provision of mobility infrastructures  
16       and transportation services.  
17

18       The State further guarantees the rights of all citizens, including the commuter  
19       sector, to participate in the policy formulation, planning, implementation, management,  
20       monitoring, evaluation, and decision-making processes involving all programs,  
21       projects, and services affecting the rights and welfare of commuters.

22       To attain the foregoing policy, the State shall provide the necessary mechanisms,  
23       human and financial resources, and legal measures to enable its citizens to fully enjoy  
24       the rights embodied in this Act.

25       **SEC. 3. Definition of Terms.** - For purposes of this Act, the following terms shall  
26       mean:

- 27       a) Active Transport refers to non-motorized means of travel, including walking  
28       or using a bicycle;

- b) Activity Center refers to a place in a city or municipality where people gather regularly for work, worship, education, social events, trade, exercise, leisure, or other common interests and purposes;
- c) Advance Notice refers to the provision of early information regarding any consultation with stakeholders, for which the period from the announcement or delivery of the invitation to the consultation event will be a minimum of ten (10) working days;
- d) Commuter refers to a person who needs to travel from one place to another, often using a combination of transportation modes to get to his/her destination;
- e) Greenway refers to a road, street, or path with ample greenery and shade where motorized transport is not allowed, and that also serves as recreational space or a public park in order to welcome and encourage environmentally sustainable transportation modes, especially walking and cycling;
- f) High-Volume Transport Corridor refers to walkways, paths, roads, bridges, streets, or mass transportation terminals where the flow of people is at least two thousand (2,000) persons per hour per direction during peak travel periods;
- g) Micromobility refers to travel using electronic or non-motorized vehicles weighing not more than one hundred (100) kilograms;
- h) Mobility refers to the ability of a person to travel from one place to another to conduct daily and extraordinary activities and business;
- i) Mobility Infrastructure refers to physical facilities, such as footpaths, bicycle lanes, roads, public utility vehicle (PUV) loading and unloading bays, PUV terminals, and public transport systems that support and enhance a person's mobility;
- j) Private Motorized Transport refers to privately-owned motorized vehicles weighing more than one hundred (100) kilograms;
- k) Public Transport refers to public sector and franchised private sector services that transport people over land or water, such as jeepneys, utility vehicles (UVs), buses, minibuses, trains, ferries, taxis and tricycles;
- l) Urbanized Municipality refers to a municipality in the Philippines where the aggregate area in the municipality zoned as residential, commercial, or industrial exceeds forty percent (40%) of the total land area of the municipality.

**SEC 4. Right to Public Transportation Services that Satisfy Commuters' Mobility Requirements.** - The State shall ensure that adequate public transportation services are available to meet the needs of its citizens in the most prompt, convenient, and accessible manner possible.

The State shall ensure that:

- a) Every town and municipality will have a community-wide network of safe sidewalks, bicycle lanes, and roads to enable safe and convenient travel around the city entirely by foot, bicycle, or by other forms of light mobility;
- b) Public transport services are available within a five hundred (500)-meter walk from any residence or activity center in a city;
- c) Public transport services are connected to another public service within a three hundred (300)-meter walk;

- d) Public transport services are in sufficient quantity and frequency so that commuter waiting time at stops and terminals does not exceed ten (10) minutes during peak demand periods;
- e) Public transport is accorded priority in the use of road space and traffic signal operation so that it is able to traverse fifteen (15) kilometers within one (1) hour, including all scheduled stops;
- f) Public transport services are supported by properly-equipped, adequately-sized, and well-maintained terminals and stops, with attention to the safety and comfort of commuters;
- g) Every road with a speed limit of over twenty (20) kilometers per hour (kph) and under sixty (60) kph shall feature dedicated pedestrian infrastructure, in the form of an unobstructed walking path of at least two-point-five (2.5) meters wide in each direction;
- h) Every road with a speed limit of under sixty (60) ph shall feature dedicated bike lanes which are wide enough to comfortably accommodate at least two (2) bikes side by side;
- i) Transport services are inclusive, so that they are conveniently accessible to persons of all ages and abilities. Public transport infrastructure and vehicles shall be designed and implemented so that persons with disabilities or special needs, including senior citizens, are not excluded from their use; and
- j) In all renovations of existing infrastructure or construction of new infrastructure, preserving or improving the travel time impact on public transport, bicycles, and pedestrians shall be prioritized over preserving or improving travel time impact on private motorized transport. The State shall generally avoid the implementation of projects that produce a positive impact on the travel time of users of private motorized transport at the expense of public transport, bicycles, and pedestrians.

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

Concessional or discounted fares shall be offered to disadvantaged or special groups, such as students, senior citizens, and persons with disabilities, in accordance with law. The State shall endeavor to provide subsidies or incentives to compensate for discounts offered to special or disadvantaged groups other than the incentives provided under existing laws.

The State shall ensure that it is more economical for commuters to use public transport and promote its frequent use through financial and non-financial incentives.

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

The State shall also promote and ensure safe and efficient driving behavior by public transport drivers through mandatory trainings and more stringent licensing.

1 Streets shall also be designed in accordance with international best practices in  
2 road safety design to reduce the occurrence of dangerous driving behavior.

3  
4 **SEC. 6. Right to Infrastructure of Pedestrians, Cyclists, and Persons with**  
5 **Disabilities.** - The State shall ensure that roads are accessible to persons with  
6 impaired mobility, among others, and that adequate and appropriate bicycle lanes are  
7 available. For this purpose, the State shall:

- 8  
9 a) Accord priority to the development of adequate sidewalks and networks of  
10 bicycle lanes that encourage active transport, and provide safe and direct  
11 access to priority destinations and services, such as housing, education,  
12 business centers, markets and grocery stores, and public transport;  
13 b) Ensure that all public transport stops are accessible to persons with  
14 disabilities and impaired movement, including senior citizens;  
15 c) Prioritize ease of access by pedestrians, especially at public transport stops  
16 and government facilities, over mobility of private motorized transport;  
17 d) Ensure that safe and adequate walking and cycling infrastructure is  
18 incorporated in the design and implementation of road transport projects at  
19 national and local government levels;  
20 e) Ensure that the comprehensive land use plan of every city includes the  
21 development of a city-wide network of safe sidewalks, bicycle lanes, and road  
22 lanes to enable travel around the city entirely by foot, bicycle, or by other  
23 forms of light mobility; and  
24 f) Ensure that travel by walking or cycling is not less direct to destinations than  
25 travel by private motorized transport. No commuter shall be made to travel  
26 above or below street level to cross any street or intersection if it is possible  
27 to implement an at-grade crossing. No commuter, when traveling by walking  
28 or cycling, shall be made to diverge from his or her route of travel if a  
29 commuter traveling by private motorized transport would have enjoyed a  
30 more direct trip.

31  
32 In cities and urbanized municipalities, the State shall ensure that the  
33 infrastructure of each barangay includes:

- 34  
35 a) Safe footpaths or sidewalks, free of obstructions, well-protected from  
36 automobiles, compliant with universal design guidelines, and friendly and  
37 accessible to pregnant women, elderly, and persons with strollers or  
38 wheelchairs;  
39 b) Networks of greenways to encourage active transport modes;  
40 c) Proper lighting on all roads and footpaths to allow safe travel even after dark;  
41 d) Tactile paving on sidewalks of high-volume transport corridors for the benefit  
42 of pedestrians who are blind;  
43 e) Bicycle racks in every transportation hub or terminal and in every commercial,  
44 community, and activity center. Such racks shall be provided at street level,  
45 if possible, and at most, one level above or below the street; and  
46 f) Safe intersections and pedestrian crossings including the provision of raised  
47 pedestrian platforms, highly visible advance warning signages, adequate

1 street lighting, mid-block crossing refuges, traffic calming for motorized  
2 vehicles, and curb extensions.

3  
4 In addition, the State shall promote light mobility by requiring that buildings have  
5 adequate bicycle racks that can accommodate ten percent (10%) of the anticipated  
6 users of such building.

7  
8 **SEC. 7. Right to a Fair Share of Public Road Space.** - The State shall ensure  
9 that public road space is used in a manner that delivers the greatest socioeconomic  
10 benefit. The State shall also ensure and prioritize the safety of road users. For this  
11 purpose, it shall ensure that the design, engineering, and operation of road  
12 infrastructure are appropriate to achieve the goal of road safety and access for non-  
13 motorized and vulnerable users.

14  
15 Because roads are a scarce public asset, the State shall ensure that road space  
16 is prioritized for modes of travel that move more people and maximize the productivity  
17 and social benefit of the public asset. The planning and design of roads must prioritize  
18 the needs of pedestrians, micromobility users, and public transport users. Public  
19 transport shall also have priority use of road space over private motorized transport.  
20 The State shall ensure that there is no private appropriation of public road space and  
21 footpaths for parking, commerce, or other activities that will restrict public use of, or  
22 access to, the road.

23  
24 **SEC. 8. Right to Breathe Clean Air during Travel.** - The State shall take  
25 measures to ensure that commuters are able to travel using public transport or active  
26 transport without compromising their health.

27  
28 The State shall ensure that all public transport vehicles comply with the emission  
29 standards set by the Department of Environment and Natural Resources (DENR),  
30 Department of Trade and Industry (DTI), and/or the Land Transportation Franchising  
31 and Regulatory Board (LTFRB).

32  
33 The State shall also formulate and implement programs and policies aimed at  
34 encouraging citizens to commute using cycling or other lighter vehicles, thus reducing  
35 vehicle-related pollution emissions. The State shall provide facilities and programs  
36 which support and incentivize the use of cleaner alternative fuels, other types of  
37 renewable energy, and electric vehicles.

38  
39 The State shall measure air quality along major transport corridors in all cities  
40 and provide this information to the public in real time. When air quality exceeds safe  
41 levels according to internationally accepted standards, particularly those set by the  
42 World Health Organization, the State shall activate emergency procedures with a view  
43 to reducing the exposure of the public, especially the young and the elderly, to unclean  
44 air.

45  
46 **SEC. 9. Right to Information for Efficient and Convenient Travel.** - The State  
47 shall provide timely and adequate information so that commuters are able to make

1 good travel plans and choices about modes and routes. For this purpose, the State  
2 shall:

- 3 a) Make publicly available information on all public transport services, including  
4 route maps, fares, schedules, real time vehicle location and availability, and  
5 traffic situation, for the convenience of commuters;
- 6 b) Ensure that such information is prominently displayed at all stops of public  
7 transport services and at other locations deemed necessary or beneficial to  
8 commuters;
- 9 c) Establish technical standards and regulations for the display of street maps  
10 at strategic locations in each neighborhood, for the reference of residents and  
11 visitors; and
- 12 d) Ensure that at all ports, airports, and terminals, a twenty-four (24)-hour  
13 information and assistance counter will be available to serve the needs of  
14 travelers.

15  
16 **SEC. 10. Right to Special Attention during Service Breakdowns and to**  
17 **Compensation for Deficiencies in Service.** - In the event of a breakdown in public  
18 transport service, passengers shall be entitled to receive promptly and without delay,  
19 from the transport operator, a full refund of the fare and assistance in securing onward  
20 journeys.

21  
22 Stranded passengers shall be informed in a timely manner about how they will  
23 be redirected to their destination. If onward journeys are unavailable or unreasonably  
24 delayed for more than twelve (12) hours, the transport operator shall provide its  
25 passengers food, water, and waiting area with clean restrooms and ventilation.

26  
27 **SEC. 11. Right to Representation and Participation.** - The State shall ensure  
28 that the welfare and interest of commuters are considered in all decision-making  
29 related to mobility and transportation services. Commuters shall be adequately  
30 consulted on all matters affecting their welfare and mobility.

31  
32 **SEC. 12. Annual Public Transportation Services and Infrastructure Plans**  
33 **and Programs.** - The Department of Transportation (DOTr), in coordination with local  
34 government units and other concerned stakeholders, shall prepare annually a national  
35 public transportation services and infrastructure plan and program to satisfy the  
36 evolving mobility requirements in the country, especially in urban areas.

37  
38 Local government units shall also prepare their own local public transportation  
39 services and infrastructure plan to ensure the mobility of their citizens within the  
40 context of their situation, needs, and stages of development.

41  
42 Metropolitan authorities and local government units shall also be responsible for  
43 measuring, analyzing, and updating the mobility requirements in each locality and for  
44 developing plans and programs to address the mobility requirements of their  
45 constituents.

46  
47 **SEC. 13. Vision Zero in Road Safety.** - The State shall adopt the Vision Zero in  
48 road safety, which aims to achieve a highway system with no fatalities or serious

1 injuries involving road traffic. For this purpose, the State shall implement a  
2 comprehensive road safety program and allocate funding to implement activities under  
3 the five pillars of the Philippine Road Safety Action Plan, namely, Road Safety  
4 Management, Safer Roads, Safer Vehicles, Safer Road Users, and Post-Crash  
5 Response.

6  
7 **SEC. 14. Implementing Agencies.** - The DOTr, DENR, DTI, Department of  
8 Public Works and Highways (DPWH), Department of the Interior and Local  
9 Government (DILG), Metropolitan Manila Development Authority (MMDA), and other  
10 metropolitan councils, shall be the implementing agencies of this Act, with DOTr as  
11 the lead implementing agency with responsibility to coordinate and monitor all  
12 implementation activities.

13  
14 The foregoing agencies shall include in their respective budgets funds for the  
15 effective implementation of this Act.

16  
17 Within two (2) years from the effectivity of this Act, all concerned government  
18 agencies, including local government units, shall ensure that relevant technical  
19 standards, guidelines, and manuals are amended to incorporate the requirements of  
20 this Act.

21  
22 **SEC. 15. Penal Provisions.** - Any person in violation of any of the provisions of  
23 this Act shall be fined not less than Ten Thousand Pesos (P10,000.00) but not more  
24 than Five Hundred Thousand Pesos (P500,000.00).

25  
26 If the offender is a public official, he/she shall be dismissed from government  
27 service, after due process, and suffer the penalty of perpetual disqualification from  
28 holding public office.

29  
30 **SEC. 16. Implementing Rules and Regulations.** - Within one hundred and  
31 eighty (180) days from the effectivity of this Act, the DOTr and the other implementing  
32 agencies shall, in consultation with relevant government agencies and other  
33 stakeholders, promulgate the implementing rules and regulations (IRR) for the  
34 effective implementation of this Act.

35  
36 Failure of the relevant government agencies to promulgate the IRR within the  
37 specified period shall subject the heads of these government agencies to  
38 administrative penalties under applicable civil service laws.

39  
40 Should the IRR contain provisions that are contrary to this Act, the heads of the  
41 government agencies responsible for such provision, when done in bad faith or with  
42 gross negligence, shall be held administratively liable.

43  
44 **SEC. 17. Separability Clause.** – If any portion or provision of this Act is declared  
45 unconstitutional, the remainder hereof or any provisions not affected thereby shall  
46 remain in force and effect.

1       **SEC. 18. *Repealing Clause.*** – Any law, presidential decree or issuance,  
2 executive order, letter of instruction, rule, or regulation inconsistent with the provisions  
3 of this Act is hereby repealed or modified accordingly.

4       **SEC. 19. *Effectivity.*** – This Act shall take effect fifteen (15) days after its  
5 complete publication in the Official Gazette or in a newspaper of general circulation.  
6

7       *Approved,*