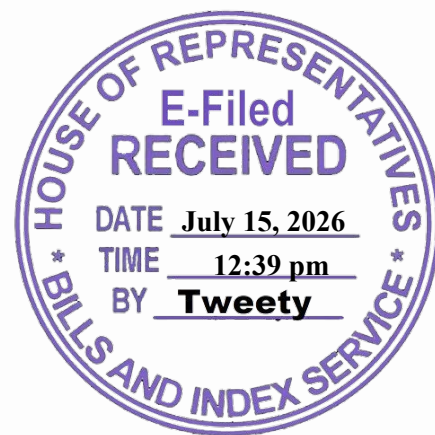


Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Metro Manila

TWENTIETH CONGRESS
First Regular Session

House Bill No. 10080



INTRODUCED BY REPRESENTATIVE RALPH WENDEL P. TULFO

AN ACT
PROVIDING FOR MAGNA CARTA OF COMMUTERS

EXPLANATORY NOTE

Pursuant to Article II, Section 9 of the 1987 Philippine Constitution, the State shall promote a just and dynamic social order that will ensure the prosperity and independence of the nation and free the people from poverty through policies that provide adequate social services, promote full employment, a raising standard of living, and an improved quality life for all.

For decades, the Philippines has faced a persistent public transportation crisis that has significantly affected the daily lives of millions of Filipino commuters. Inadequate, unreliable, and inefficient public transport services have resulted in excessive travel times, financial losses due to reduced productivity, and diminished opportunities for family life, rest, and personal development. Many commuters spend three to six hours each day traveling to and from work or school, placing an unnecessary burden on their physical, mental, and economic well-being.

Despite the vital role of commuters in the country's economic and social development, there is currently no comprehensive law that specifically recognizes

and protects their rights or establishes clear standards for the delivery of safe, reliable, affordable, efficient, and accessible public transportation services.

This bill seeks to enact the Magna Carta of Commuters to institutionalize the rights and welfare of all public transport users. It aims to guarantee commuters with access to safe, reliable, affordable, efficient, and accessible transportation services while promoting accountability among transport operators and government agencies responsible for planning, regulating, and delivering public transportation.

In view of the foregoing, the urgent passing of this bill is earnestly sought.



RALPH WENDEL P. TULFO

Representative

2nd District of Quezon City

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HOUSE OF REPRESENTATIVES
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AN ACT
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Be it enacted by the Senate and House of Representatives of the Philippines, in Congress assembled:

CHAPTER I
GENERAL PROVISIONS

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 recognizes mobility as a basic human
5 need and a key component of the right to an adequate standard of living. Without
6 mobility, citizens are unable to access basic services such as education, employment,
7 and healthcare, or enjoy fundamental freedoms.

8
9 The State further recognizes the right of commuters to travel safely,
10 conveniently, and reliably. Mobility is not a privilege; the State shall ensure that it is
11 enjoyed by people of all ages, abilities, gender, and economic status. The welfare of
12 the commuting public shall take precedence over the interests of the transportation
13 industry, private vehicle users, and other stakeholders.

1
2 The State also guarantees the right of all citizens to participate in the
3 formulation, planning, implementation, management, monitoring, and evaluation of
4 all institutions, programs, projects, and services related to upholding the rights of
5 commuters. To uphold this right, the State shall develop and establish mobility
6 infrastructures and transportation services aimed at promoting the welfare of
7 commuters and improving their mobility. The welfare of the commuter shall be the
8 paramount objective.

9
10 To attain the foregoing policy, the State shall provide the necessary
11 mechanisms, human and financial resources, and legal measures to enable its citizens
12 to fully enjoy the right embodied in this Act.

13 14 CHAPTER II 15 DEFINITION OF TERMS 16

17 **SEC. 3. *Definition of Terms.*** – For purposes in this Act, the following terms
18 shall mean:

- 19
20 a) *Active transport* refers to non-motorized means of travel, including walking
21 or using a bicycle;
22 b) *Activity Center* refers to a place in a city or municipality where people gather
23 regularly for work, worship, education, social events, trade, exercise,
24 leisure, or other common interests and purposes;
25 c) *Advance Notice* refers to the provision of early information regarding any
26 consultations with stakeholders, for which the period from the
27 announcement or delivery of the invitation to the consultation event will be
28 a minimum of ten (10) working days;
29 d) *Commuter* refers to a person that needs to travel from one place to another,
30 often using combination of transportation modes to get to their destination;

- 1 e) *Greenway* refers to a road, street, or path with ample greenery and shade
2 where private motorized transport is not allowed to welcome and
3 encourage environmentally sustainable transportation modes, especially
4 walking and cycling;
- 5 f) *High-Volume Transport Corridor* refers to walkways, paths, roads, bridges,
6 streets, or mass transportation terminals where the flow of people is at least
7 2,000 persons per hour per direction during peak travel periods;
- 8 g) *Mobility* refers to the ability of a person to travel from one place to another
9 to conduct daily and extraordinary activities and business;
- 10 h) *Mobility Infrastructure* refer to physical facilities, such as foot paths, bicycle
11 lanes, roads, public utility vehicle (PUV) loading and unloading bays, PUV
12 terminals, and public transport systems that support and enhance a
13 person's mobility;
- 14 i) *Private Motorized Transport* refers to motorized vehicles weighing more than
15 100 kilograms; and
- 16 j) *Public Transport* refers to public sector and franchised private sector services
17 that transport people over land or water, including jeepneys, UV Express,
18 buses, minibuses, railways, ferries, taxis, and tricycles.

19
20 **CHAPTER III**
21 **RIGHTS OF COMMUTERS**
22

23 **SEC. 4. *Right to Public Transportation Services that Meet Commuters'***
24 ***Mobility Requirements.*** – The State shall ensure that adequate public transportation
25 services are available to meet the needs of its citizens. Public transportation services
26 and infrastructure plans and programs should be prepared and updated on an annual
27 basis in order to satisfy the evolving mobility requirements in our communities,
28 especially in urban areas.
29

1 It will be the responsibility of metropolitan authorities and local government
2 units to measure, analyze, and update the mobility requirements in each locality and
3 to develop plans and programs to address the mobility requirements of their citizens.
4

5 The State shall ensure that:
6

- 7 a) Every town and municipality will have a community-wide network of safe
8 sidewalks, bicycle lanes, and roads to enable travel around the city entirely
9 by foot, bicycle, or by other forms of light mobility;
- 10 b) Public Transport services are available within a 500-meter walk from any
11 residence or Activity Center in a city;
- 12 c) Public Transport services are connected to another public service within a
13 300-meter walk to promote seamless connectivity;
- 14 d) Public Transport services are in sufficient quantity and frequency so that
15 commuter waiting time at stops and terminals do not exceed 10 minutes
16 during peak demand periods;
- 17 e) Public Transport is accorded priority in the use of space and traffic signal
18 operation so that it is able to traverse 15 kilometers within 1 hour, including
19 all scheduled stops;
- 20 f) Public Transport services are supported by properly equipped, adequately-
21 sized and well-maintained terminals and stops, with attention to the safety
22 and comfort of commuters;
- 23 g) Every road with a speed limit of over 20 kilometers per hour (kph) and
24 under 60 kph shall feature dedicated pedestrian infrastructure, in the form
25 of an unobstructed walking path of at least 2.5 meters wide in each
26 direction; and
- 27 h) Every road with a speed limit of under 60 kph shall feature dedicated bike
28 lanes which are wide enough to comfortably accommodate at least two (2)
29 bikes side by side.

1 The State shall ensure that Transport Services are inclusive, so that they are
2 accessible to persons of all ages and abilities. Public Transport infrastructure and
3 vehicles shall be designed and implemented so that persons with disabilities or special
4 needs are not excluded from their use.

5
6 The State shall ensure that in all renovations of existing infrastructure or
7 construction of new infrastructure, preserving or improving the travel time impact on
8 Public Transport, bicycles, and pedestrians shall be prioritized over preserving or
9 improving travel time impact on private motorized transport. The State shall
10 generally avoid the implementation of projects that produce a positive impact on the
11 travel time of users of private motorized modes at large expense to Public Transport,
12 bicycles, and pedestrians.

13
14 **SEC. 5. *Right to Safe, Convenient, and Affordable Public Transport Services.*** –
15 The State shall ensure that Public Transport services are safe, dignified, convenient,
16 comfortable, and reliable while remaining affordable to the general public.

17
18 Concessional or discounted fares shall be offered for disadvantaged or special
19 groups, such as students, senior citizens, and persons with disabilities. The State shall
20 provide subsidies to compensate for discounts offered to special or disadvantaged
21 groups other than the incentives provided under existing laws.

22
23 The State shall also reward the use of Public Transport through financial and
24 non-financial incentives to promote the frequent use of Public Transport. The State
25 shall ensure that it is more economical for commuters to use Active Transport or Public
26 Transport than to use private motorized transport.

27
28 During periods when transportation services are deficient, the State shall
29 employ alternative approaches for enabling additional mobility options for its
30 citizens, including through the use of public resources to fill temporary gaps in

1 services, such as through government-owned vehicles or through the government
2 charter or lease of private vehicles.

3
4 The State shall promote safe and efficient driving behavior by Public Transport
5 drivers through mandatory trainings and more stringent licensing. All Public
6 Transport vehicles will be required to install electronic vehicle tracking devices and
7 Closed-circuit televisions that will enable concerned authorities to conduct real-time
8 monitoring of vehicle location, vehicle speed, and driver status. Dangerous on-street
9 competition and behavior among Public Transport drivers shall be eliminated
10 through the removal of any incentive for drivers that is related to ridership or fare
11 revenue. Streets must be designed in accordance with international best practices in
12 road safety design to reduce the occurrence of dangerous driving behavior.

13
14 **SEC. 6. *Right to Infrastructure for Pedestrians, Cyclists, and Persons with***
15 ***Disabilities.*** – The State shall accord priority to the development of adequate sidewalk
16 and networks of bicycle lanes that encourage Active Transport and that provide safe
17 and direct access to priority destinations such as housing, education, and business
18 centers, as well as Public Transport nodes.

19
20 The State shall ensure that all Public Transport stops are accessible to persons
21 with disabilities and impaired movement. The State shall ensure that ease of access by
22 pedestrians especially at Public Transport stops and government facilities is
23 prioritized over mobility of private motorized transport.

24
25 The State shall ensure that safe and adequate walking and cycling
26 infrastructure is incorporated in the design and implementation of road transport
27 projects at national and local government levels. The State shall ensure that the
28 Comprehensive Land Use Plan of every city and municipality includes the
29 development of a city- or municipality-wide network of safe sidewalks, bicycle lanes,

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

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

10
11 In cities and municipalities, the State shall ensure that the infrastructure of each
12 barangay includes:

- 13
14 a) Safe foot paths or sidewalks, free of obstruction, well-protected from
15 automobiles, compliant with universal design guidelines, and accessible to
16 pregnant women, elderly, and persons with strollers or wheel chairs;
17 networks of greenways to encourage active transport modes (walking and
18 cycling);
19 b) Proper lighting on all roads and footpaths to allow safe travel even after
20 dark;
21 c) Tactile paving on sidewalks of high-volume transport corridors for the
22 benefit of pedestrians who are visually-impaired;
23 d) Bicycle racks in every transportation hub or terminal and in every
24 commercial, community, and activity center; and
25 e) Safe intersections and pedestrian crossing such as provision of raised
26 pedestrian platform, highly visible advance warning signages, adequate
27 streetlighting, mid-crossing refuges, traffic calming for motorized vehicles
28 and curb outstands to reduce road pavement crossing width.

1 The State shall not require parking for cars to be built in any buildings, and
2 shall encourage commercial development and the built environment to
3 accommodate non-car travel. The State promote light mobility by requiring that
4 buildings provide bicycle racks that can accommodate ten percent (10%) of the
5 anticipated users of any building.

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

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

23
24 Because roads are a scarce public asset, the State shall ensure that road space is
25 prioritized for modes of travel, such as public transport, walking, cycling, that move
26 more people and maximize the productivity and social benefit of the public asset.
27 The planning and design of roads must prioritize the needs of private motor vehicles.
28 Public Transport shall have priority use of road space over private motor vehicles.

1 The State shall ensure that there will be no private appropriation of public road
2 space and foot paths for parking, commerce, or other activities that will restrict public
3 use of, or access to, the road.
4

5 **SEC. 8. *Right to Breathe Clean Air during Travel.*** – The State shall take
6 measures to ensure that commuters are able to travel using Public Transport or
7 Active Transport without compromising their health.
8

9 The State shall ensure that all Public Transport vehicles comply with the
10 emission standards set by the Department of Environment and Natural Resources
11 (DENR), Department of Trade and Industry (DTI), and/or the Land Transportation
12 Franchising and Regulatory Board (LTFRB), whichever is more stringent.
13

14 The State shall provide programs which reduce the volume of motorized
15 vehicles to reduce vehicle-related pollution emissions. The State shall also provide
16 facilities and programs which support and incentivize the use of cleaner alternative
17 fuels. Recognizing that non-exhaust emissions make up a significant portion of total
18 pollutant emissions and that the levels of such emissions are dependent on vehicle
19 weight, the State shall provide programs that encourage the reduction of average
20 vehicle weight and encourage citizens to commute using cycling or other lighter
21 vehicles.
22

23 The State shall measure air quality along the major transport corridors in all
24 cities and municipalities and provide this information to the public in real time.
25 When air quality exceeds safe levels according to internationally-accepted standards,
26 particularly from the World Health Organization, the State shall activate emergency
27 procedures with the aim of reducing the exposure of the public, especially the young
28 and the elderly, to unclean air.
29

1 **SEC. 9. Right to Information for Efficient and Convenient Travel.** – The State
2 shall provide timely and adequate information so that commuters are able to make
3 good travel plans and choices about modes and routes. The State shall make publicly
4 available information on all Public Transport services, including route maps, fares,
5 schedules, and real time vehicle location and availability, for the convenience of
6 commuters. The State shall ensure that such information is prominently displayed at
7 all stops of public transport services and at other locations deemed necessary or
8 beneficial to commuters.

9
10 The State shall establish technical standards and regulation for the display of
11 street maps at strategic locations in each neighborhood, for the reference of residents
12 and visitors.

13
14 The State shall ensure that, at all ports and terminals, a 24-hour information or
15 assistance counter will be available to serve the needs of travelers.

16
17 The State shall establish a National Transport Data and Planning Center
18 (NTDPC) which will collect and process the mobility data for evidence-based
19 transport planning which can quickly adapt to the evolving mobility requirement in
20 our communities. The NTDPC shall ensure that data in aid of policy and research on
21 mobility be open and available to the public. The data shall include reliable and
22 accurate road crash data, air pollution levels, public transport routes, and travel time
23 information, among others.

24
25 **SEC. 10. Right to Special Attention during Service Breakdowns and to**
26 **Compensation for Deficiencies in Service.** – The State shall ensure that in case of a
27 breakdown in a Public Transport service, passengers shall be entitled to receive from
28 the transport operator a full refund of the fare and assistance in securing onward
29 journeys.

1 Any student or employee should not be penalized for arriving late by their
2 school or employer if the reason for their tardiness was a disruption in a Public
3 Transport service.
4

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

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

22 **CHAPTER IV**

23 **INSTITUTIONAL MECHANISMS**

24

25 **SEC. 12. *Establishment of the Office of Commuter Affairs.*** – An Office of
26 Commuter Affairs shall be established at the DOTr at the national level, as well as in
27 all city and municipal government units. The Office of Commuter Affairs shall be
28 under the direct supervision of an Assistant Secretary at the national level, and a city
29 or municipal administrator at the local level.
30

1 **SEC. 13. *Functions and Responsibilities of the Office of Commuter Affairs.*** –

2 The Office of Commuter Affairs shall be tasked to perform the following functions
3 and responsibilities:

- 4
- 5 a) Coordinate with the respective government agencies dealing with
 - 6 transportation policy to ensure safe, efficient, and comfortable travel of
 - 7 commuters;
 - 8 b) Operate Help Desks for the riding public;
 - 9 c) Assist commuters whenever the safety and efficiency of travel is
 - 10 compromised;
 - 11 d) Undertake massive commuter education programs for the travelling public
 - 12 to know their rights and responsibilities;
 - 13 e) Ensure legal assistance for commuters, when necessary; and
 - 14 f) Ensure adequate representation of commuters in any public consultation
 - 15 that will impact on the welfare and interest of commuters.
- 16

17 **SEC. 14. *Penal Provisions.*** – Any person or government agency who has been
18 found to have violated any of the provisions of this Act shall be fined not less than
19 Two hundred thousand pesos (P200,000.00), but not more than Five hundred
20 thousand pesos (P500,000.00).

21

22 If the offender is a public official, they shall be dismissed from government
23 service, in addition to the penalties above stated.

24

25 **SEC. 15. *Implementing Agencies.*** – The DOTr, the Department of Public Works
26 and Highways, the Department of the Interior and Local Government, Metropolitan
27 Manila Development Authority, DENR, DTI, and concerned LGUs shall be the
28 implementing agencies for this Act, with DOTr as the lead implementing agency with
29 responsibility for coordinating and monitoring all implementation activities.

30

1 The State shall ensure that the core concepts of this framework is integrated in
2 the annual government budget process. The State shall ensure that compliance with
3 the provisions of this Act are included in the annual performance targets of all relevant
4 agencies.

5
6 The State shall ensure that the Implementing Agencies will annually be
7 allocated budget to strengthen organizational capacities and to sufficiently fund the
8 establishment and operations of the NTDPC, the Offices of Commuter Affairs, and
9 other related offices. The State shall ensure that relevant technical standards,
10 guidelines, and manuals of national and local agencies are amended to incorporate all
11 requirement under this Act.

12
13 **SEC. 16. *Implementing Rules and Regulations.*** – Within one hundred and
14 eighty (180) days from the effectivity of this Act, the DOTr and other implementing
15 agencies will prepare the Implementing Rules and Regulations (IRR) of this Act, with
16 the participation of non-government organizations, civil society organizations, and
17 academic institutions that champion the welfare of commuters, when applicable.

18
19 **SEC. 17. *Separability Clause.*** – Should any provision herein be declared
20 unconstitutional, the other provisions not affected shall remain in full force and effect.

21
22 **SEC. 18. *Repealing Clause.*** – All laws, decrees, orders, rules and regulations,
23 or other issuances or parts inconsistent with the provisions of this Act are hereby
24 repealed, amended, or modified accordingly.

25
26 **SEC. 19. *Effectivity.*** – This Act shall take effect fifteen (15) days after its
27 publication in the Official Gazette or in a newspaper of general circulation.

28
29 *Approved,*