



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City



TWENTIETH CONGRESS
Second Regular Session

House Bill No. 10294

Introduced by Representative Nelson S. Legacion
Third Congressional District, Camarines Sur

EXPLANATORY NOTE

The Philippines stands as the world's most disaster-prone nation, according to the World Risk Index 2025, facing increasing threats from floods, storms, droughts, and earthquakes, hazards that are becoming progressively more severe due to climate change. Owing to its precarious geographic location along the Pacific Ring of Fire and the Pacific typhoon belt, the archipelago is inherently exposed to relentless seismic, volcanic, and meteorological adversities.

This data dramatically corroborates the recent, back-to-back disasters that transpired in November 2025, which began with a devastating 6.9-magnitude earthquake in Cebu and the onslaught of Typhoon Tino, followed immediately by Super Typhoon Uwan, which struck Central Luzon and parts of the Visayas. These successive disasters left a devastating aftermath on both the environment and the populace of the country.

In response to the periodic onslaught of natural disasters, a landmark law governing disaster response in the Philippines was passed in 2010, namely Republic Act No. 10121, also known as the "*Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010*." This law empowers local government units (LGUs) to prepare for and respond to the needs of their constituents, and it established the Quick Response Fund (QRF) to support immediate relief and recovery efforts.

However, despite these mechanisms for rapid response, procedural gaps remain. Logistical bottlenecks continue to hinder operations, and delays in government assistance at the household level are often experienced, particularly when road access is disrupted. A key challenge contributing to these delays is the country's archipelagic geography, which necessitates the seamless use of both sea and air transport for effective disaster response.

To address these gaps, this proposed legislation establishes a formal mechanism to waive transportation costs for relief donations intended for disaster-stricken areas in the Philippines. By providing free freight services for essential goods such as food, water, and medicine, the measure aims to encourage greater public participation in relief efforts. The bill recognizes that the timely delivery of humanitarian aid is critical to the survival of displaced populations during emergencies. Thus, removing logistical and financial barriers is essential to ensure that assistance reaches affected communities as quickly and efficiently as possible.

This proposed measure is an improved version of bills filed by numerous representatives since the 16th Congress.

In light of the foregoing, the immediate passage of this legislation is earnestly sought.


NELSON S. LEGACION
Representative, Third District, Camarines Sur



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**AN ACT PROVIDING FOR FREE FREIGHT SERVICES IN THE
TRANSPORTATION OF RELIEF GOODS TO CALAMITY-STRICKEN AREAS,
INFRASTRUCTURE SUPPORT THEREFOR, AND FOR OTHER PURPOSES**

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

SECTION 1. Short Title. - This Act shall be known as the "*Free Relief Goods
Transportation Act*".

SECTION 2. Declaration of Policy. - It is the policy of the State to strengthen the existing quick response mechanisms to address the needs of the people during disasters and emergencies. To this end, the State shall encourage altruism among the citizens and engage the services of public and private common carriers, freight forwarders, freight companies, and other logistics companies to collect, sort, store, transport, and deliver relief goods donated by international and local donors to areas declared in a "state of calamity" in the most economical, reliable, and expeditious manner.

SECTION 3. Definition of Terms. - As used in this Act:

- a. *Arrastre* refers to the fee for handling and hauling cargo at the port. It covers the cost of unloading cargo from ships, moving it within the port area, and loading it onto trucks or other means of transportation for further delivery;
- b. *Common carriers* refer to persons, corporations, firms, or associations engaged in the business of carrying or transporting passengers or goods, or both, by land, water, or air, for compensation, offering their services to the public;

- c. *Disaster* refers to a severe disruption of the functioning of a community or a society involving widespread human, material, economic, or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources;
- d. *Pilotage* refers to the services provided by a marine pilot, who is an experienced ship captain with in-depth knowledge of a specific port, harbor, or navigable waterway;
- e. *Relief* refers to interventions designed to alleviate, ease, or mitigate a distressed or critical situation affecting persons, families, groups or communities;
- f. *Relief goods* refer to food packs and non-food items such as clothing articles, mats, blankets, mosquito nets, kitchen wares, water containers, hygiene kits, and medical and health-related products to be given directly to the victims of a disaster or an emergency; and
- g. *State of Calamity* refers to a condition involving mass casualties or major damages to property and infrastructures such as roads, disruption of means of livelihood, and the normal way of life of people in the affected areas due to a natural or human- induced hazard.

SECTION 4. *Free Freight Services.* - The National and Regional Logistics Cluster led by the Office of Civil Defense (OCD), in coordination with the Department of Transportation (DOTr, , and in and partnership with the Philippine Postal Corporation (PPC), freight companies, common carriers, private carriers, freight forwarders, and other companies providing logistics services in the Philippines shall provide free freight services to duly registered relief organizations in the transportation of emergency relief goods and donated articles to areas declared to be in a state of calamity by the President of the Philippines or by a local government unit (LGU) through its respective Sanggunian. When the area of destination is rendered inaccessible, the relief goods shall be delivered and consigned to the local chief executive of the nearest accessible LGU.

The areas where these entities operate shall be considered when availing of the free freight services of common carriers, private carriers, freight forwarders, and other logistics companies.

The shipping auxiliary costs, such as those for arrastre services, pilotage, and other port charges, as well as the airport charges, such as those for landing and takeoff fees, aircraft parking, navigation charges, and other related airport charges that are routinely passed on to customers, shall be waived by the concerned port and airport authorities: Provided, That container van costs, turnaround time, and volume of cargo being shipped free of charge shall be considered to minimize the loss of profits for the private sector.

SECTION 5. *Vigilance over Relief Goods.* - The National and Regional Disaster Risk Reduction Management Councils, through their Response Clusters, shall facilitate the speedy movement of people, goods, and equipment to the affected population and responding agencies in coordination with local law

enforcement agencies, port authorities, and organizations with similar mandates and responsibilities.

SECTION 6. *Release of Relief Goods.* - The release of donated relief goods and articles intended for distribution to areas under a state of calamity shall comply with the existing rules and procedures of responsible government agencies such as the Department of Social Welfare and Development (DSWD), Bureau of Customs (BOC), Department of Education (DepEd), Department of Health, LGUs, and other government agencies authorized to distribute the relief goods and articles, and taking into consideration the prevailing policies of freight service and logistics companies and carriers.

SECTION 7. *Tax Deduction.* - Common carriers, private carriers, and other logistics companies mandated to provide free freight services for the transportation of relief goods under Section 4 of this Act shall be entitled to a one hundred percent (100%) additional deduction from their gross income of the amount of the cost incurred for the service provided, including the actual cost of salaries and allowances of personnel directly involved in transporting the relief goods, subject to the rules and limitations prescribed under the National Internal Revenue Code of 1997, as amended, and other existing laws, rules and regulations: Provided, That to avail of the additional deduction, common carriers, private carriers, and other logistics companies shall secure proper certification from the appropriate government agency that the expenses claimed as deduction relate specifically to the services for the transportation of relief goods as contemplated in this Act. This availment, however, is without prejudice to the conduct of post-audit by the Bureau of Internal Revenue.

The availment of the tax incentives provided herein shall bar the concerned common carriers and other logistics companies' availment of any similar incentives granted by other general or special laws, rules, or regulations for the same freight services.

SECTION 8. *Oversight Agencies.* - The OCD and the DOTr, through the Civil Aeronautics Board (CAB), Maritime Industry Authority (MARINA), and Land Transportation Franchising and Regulatory Board (LTFRB), shall monitor and oversee the compliance of freight service companies, common and private carriers, and other logistics companies in providing free freight services as provided under Section 4 of this Act.

SECTION 9. *Implementing Rules and Regulations.* - Within sixty (60) days from the effectivity of this Act, the Administrator of OCD shall, in coordination with the heads of the CAB, MARINA, LTFRB, BOC, PPC, DSWD, Philippine Ports Authority (PPA), Philippine Coast Guard (PCG), and the authorized representatives or associations of freight service companies and freight forwarders, common and private carriers, and other companies offering logistics services in the country, issue the necessary rules and regulations for the effective implementation of this Act.

SECTION 10. *Separability Clause.* - If any provision of this Act is declared invalid or unconstitutional, the remaining provisions not affected thereby shall remain in full force and effect.

SECTION 11. *Repealing Clause.* All laws, decrees, executive orders, rules, and regulations, or parts thereof contrary to or inconsistent with the provisions of this Act, are repealed or amended accordingly.

SECTION 12. *Effectivity.* This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation.

Approved,