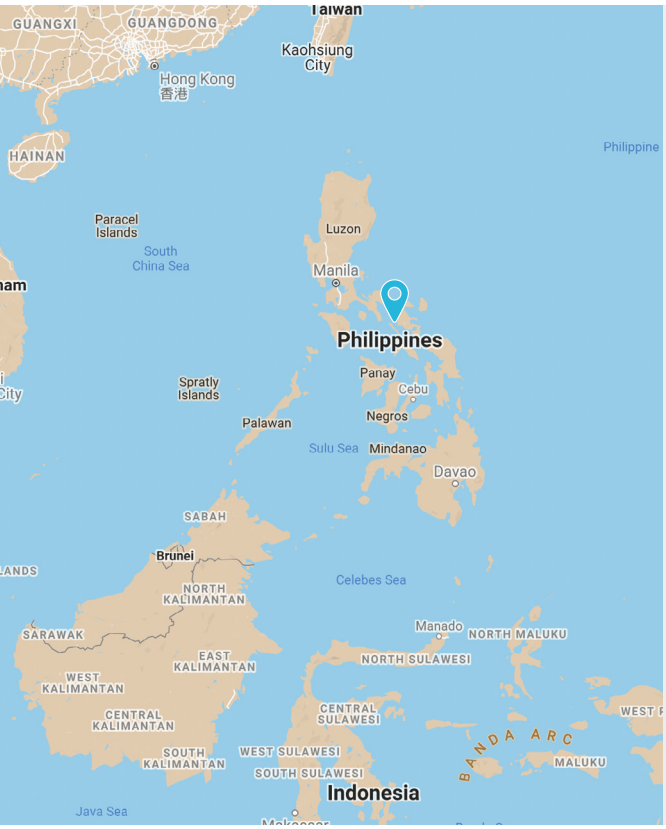
The Philippines

Partner country

Status of the project: **Completed technical assistance**



Basic Information

Population: **109,035,343 (May 2020)** | Growth rate: **1.63%**[1]

Percentage of urban population: **51.2%**[2]

GDP per capita 2023: **USD 3,499**[3]

Percentage of the population living below the national poverty lines (2021): **18.1%**[4]

Annual average infrastructure expenditures as a percentage of GDP (2024 General Appropriations Act): **5.3%**[5]

Nationally Determined Contribution (NDC): **75% (2.71% unconditional, 72.29%) of a projected 3,340.3 $MtCO_2e$ (2020-2030)**[6]

National GHG emissions per capita: **1.39 (tCO_2eq)**

Proportion of transport related GHG emissions: **26.1% of energy-related emissions**

Exposure to climate change: **HIGH**

Context

The Philippines is rapidly urbanising, with 51.2% of its over one hundred million population now living in just 145 cities—33 of which account for more than 70% of the national income. The country has a relatively young population (60% under 30 years old) and, until 2019, an average economic growth rate of over 5% per year.

Active and public transport has historically been underfunded at the national and local levels, despite these modes comprising ~80% of trips in Metro Manila and the surrounding provinces. The COVID-19 recovery budget includes increased spending on these modes, which can translate into long-term improvements. In 2018, congestion was estimated to cost the economy over PHP 3.5 billion daily in lost productivity, time, and unnecessary vehicle costs—not counting other effects such as GHG emissions and traffic collisions.

[1] https://psa.gov.ph/content/2020-census-population-and-housing-2020-cph-population-counts-declared-official-president#:~:text=The%20Philippine%20Statistics%20Authority%20(PSA,Philippines%2C%20pursuant%20to%20Proclamation%20No.

[2] https://psa.gov.ph/content/urban-population-philippines-results-2015-census-population

[3] https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=PH

[4] https://www.adb.org/where-we-work/philippines/poverty#:~:text=Poverty%20Data%3A%20Philippines&text=In%20the%20Philippines%2C%2018.1%25%20of,national%20poverty%20line%20in%202021. statistics/#:~:text=As%20reported%20by%20the%20Philippine,more%20Filipinos%20living%20in%20poverty.

[5] https://www.dbm.gov.ph/index.php/management-2/2327-proposed-fy-2024-national-budget-will-lower-debt-address-inflation#:~:text=The%20PBBM%20administration%20shall%20continue,percent%20compared%20to%20this%20year.

[6] https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Philippines%20First/Philippines%20-%20NDC.pdf

The Philippines face various challenges that constrain the country's ability to transition towards sustainable urban mobility.

These challenges include:

- Outdated policies and regulations
- Insufficient collaboration among agencies and lacking capacities of public institutions
- Insufficient capacities within government agencies to plan, implement, and monitor initiatives
- Uncertain funding sources for sustainable urban mobility
- Limited data to monitor and properly plan sustainable urban mobility initiatives
- Limited planning and design guidelines for sustainable urban mobility initiatives

The Philippine Urban Mobility Programme (PUMP) provides mechanisms by which the national government can support local governments in planning and implementing sustainable urban mobility systems, focusing on public transport, active transport, urban freight, travel demand management, and transit-oriented development. The Programme considered inputs from national- and local-level stakeholders and was developed closely with the Department of Transportation. The National Economic and Development Authority has likewise approved it—the country's oversight planning agency—which recognised that it was in line with the National Transport Policy released in 2017.

The GIZ-run TRANSfer project provides ongoing technical assistance for the programme's implementation through several activities, such as the data collection toolkit development, which aims to present government partners with a manual that identifies sustainable urban mobility indicators and how to gather the necessary data points to monitor them.

In 2022, the approved national budget for road-based transport was PHP 13.3 billion, higher than the PHP 12.9 billion from 2021 (counting both the COVID-19-recovery fund and the usual budget).[7] Of this PHP 13.3 billion, PHP 7 billion was allotted for public transport service contracting, PHP 1.8 billion for the Public Utility Vehicle (PUV) Modernization Program, including social support, and PHP 2 billion for active transport.

In 2023, the Department of Transportation allocated PhP 106.0 billion to strengthen and modernise the Country's transport systems for more efficient and convenient public transport systems.[8] Of this, PhP 1.3 billion was allotted for Service Contracting of the Public Utility Vehicle Program; PhP 200 million for the Social Support Component of the Public Utility Vehicle Modernization Program; and PhP 705 million for the Active Transport Bike Share System and Safe Pathways Program in Metropolitan Areas.

Support from the Partnership

Technical Assistance: National Urban Mobility Program (NUMP)

Type of NUMP: Mixed NUMP

Funded by: BMU

Funding amount: EUR 1,500,000

Implemented by: GIZ through the TRANSfer III Project

Local counterpart: Department of Transportation

Finance leverage: EUR 3,403,000,000

The primary purpose of the NUMP:

- Offer cities a general enabling framework to formulate, adopt, and implement Sustainable Urban Mobility Plans (SUMPs)
- Identification of measures to support improvements in active transport, travel demand management, transit-oriented development and urban freight

[7] https://docs.google.com/spreadsheets/d/1rhd2weqzt4d5qdcVVlUjnMBsDECoV_CaDrl7k2zFa-E/edit#gid=2058725729

[8] https://www.dbm.gov.ph/index.php/budget-2/budget-documents/2023/general-appropriations-act-fy-2023/1780-2023-peoples-enacted-budget

Vision:

- Social objective: 'A people-first approach that ensures inclusive, comfortable, safe and dignified access to public services'
- Environmental objective: 'An urban transport system which reduces its negative impacts imposed on the environment and on public health towards healthy cities'
- Economic objective: 'Efficient, affordable and economically sustainable transport, which supports economic vitality for the individual and for the city'

Supported activities:

- Status Quo Report
- Visioning Workshops with national government agencies
- Capacity building workshops (including study tours and online training) with government, academia, and the private sector
- Technical studies for the government (e.g., improvements in public transport operations, building on the Jeepney+ NAMA, service contracting for public transport, production of base maps)
- Development of a Data Collection Toolkit/Manual

Status of implementation

Project start: 2017 Q1

Project completion: 2019 Q4

Completed outputs:

- EDSA-Bus Case Study: Operations and Business Model (2018 Q4)
- Public Utility Vehicle Modernization Program Early Evaluation (2019 Q4)
- Philippine Urban Mobility Programme Concept Document (2019 Q4)
- Sustainable Urban Mobility Data Collection Toolkit (beta version: 2021 Q4)[9]

NUMP key measures and cost estimates

The following table highlights the most significant measures identified in the NUMP.

Measure	Cost Estimate
Develop a National walking and cycling policy	EUR 200,000
Collect data to enable planning	EUR 300,000
Increase dedicated staff in the Department of Transportation & Local Government Units	EUR 55,000,000
Increase focus on NMT in the planning process	EUR 200,000
Address lack of political support	EUR 100,000
Continued ring-fenced funding for walking and cycling projects in HUCs	EUR 500,000,000
Develop NMT guidance	EUR 200,000
Tackle behaviours that discourage walking and cycling	EUR 5,000,000
Train existing and future staff on planning for walking and cycling	EUR 1,000,000

[9] https://bit.ly/PHTransportDataCollection (https://mobilitydatatoolkit.notion.site/mobilitydatatoolkit/Sustainable-Urban-Mobility-Data-Collection-Toolkit-for-the-Philippines-f10af05a5c9748eeb642ab157619e7de)

Measure	Cost Estimate
Jeepney modernization program	EUR 5,800,000,000
Develop a freight data collection mechanism	EUR 200,000
Develop and implement vehicle standards	EUR 300,000
Establish a national freight operator dialogue forum	EUR 300,000
Support consolidation and professionalisation of the freight sector	EUR 300,000
Establish a motor vehicle inspection system	EUR 340,000,000
Promote and assess modern fleet pioneers	EUR 200,000
Explore scrappage and buyback program	EUR 200,000

The following table summarises the total capital expenses (CAPEX) estimates for different types of measures in the NUMP.

Urban transport investment measures	CAPEX Estimate (€M)
Public transport and NMT (Active Transport)	EUR 62,000,000.00
Street shaping urban roads and traffic management	Unknown
Other measures (Urban Freight)	EUR 1,500,000.00
Total	**Unknown**

Finance leverage

Financing resulting from the NUMP	Source	Amount
Public Utility Vehicle Modernization Program	Private sector investments	EUR 3 160 000
Loans	Local development banks	EUR 36 000 000
The pilot phase of Jeepney+ NAMA (equity subsidy and social support programme)		EUR 56 000 000
Support for local production of public transport manufacturing	National government	EUR 150 000 000
	Development Bank of the Philippines	EUR 8 140 000
Budget for Metro Manila Greenways	National government	EUR 136,000,000
Budget for National Greenways	National government; ADB technical assistance loan	EUR 175,000,000
Budget for Green Green Green Program	National government	EUR 45,300,000
Budget for bikeways	National government (through Bayanihan 2)	EUR 22,900,000
Budget for public transport service contract	National government (through Bayanihan 2)	EUR 97,200,000
Budget for common station connecting LRT 1, MRT 3, MRT 7 and Subway	National government	EUR 48,800,000
Budget for active transport	National government (2022 General Appropriations Act)	PHP 2 billion / EUR 34,250,000
Budget for public transport service contract	National government (2022 General Appropriations Act)	PHP 7 billion / EUR 120,000,000
Budget for PUV Modernization	National government (2022 General Appropriations Act)	PHP 1.8 billion / EUR 30,800,000
Urban Act Project[10]	The International Climate Initiative	22,980,000 EUR

[10] The Urban Act project supports activities on urban mobility in China, India, Indonesia, Philippines, Thailand.

Projected impacts

Indicator	Impact 2030 (NUMP vs BAU)	Baseline - 2022	Projected 2035 BAU	Projected 2035 NUMP scenario
Total annual GHG emissions (Mt CO_2eq)	-2.5 Mt CO_2eq	20 Mt CO_2eq	29.5 Mt CO_2eq	27 Mt CO_2eq

Perspectives for Implementation

The Sustainable Urban Mobility Data Collection Toolkit supports the monitoring of NUMP implementation

In 2022, the Sustainable Urban Mobility Data Collection Toolkit, developed in 2021, continued to play a crucial role in informing the planning of urban transport systems and monitoring the implementation of the National Urban Mobility Policy (NUMP). The toolkit provides recommendations on methodologies, tools, and governance aspects for collecting urban transport data, enabling stakeholders at the national and local levels to make informed decisions. Such data collection is significant for policymakers as they work towards sustainable urban mobility amidst the pandemic's impacts on transportation and the environment.

MobiliseYourCity partners continue to support sustainable urban mobility in the Philippines

MobiliseYourCity partners continue to support the Philippines through the Urban ACT project, which began in 2022. This builds on previous work done under Transfer III, focusing on solutions for financing sustainable urban transport. The project enhances climate resilience and low-carbon mobility across the region. Additionally, MobiliseYourCity Asia is hosted in the Philippines, serving as a regional hub of knowledge and expertise on sustainable urban mobility. This collaboration strengthens urban climate action and fosters sustainable transport practices throughout the Asia-Pacific. More information here.

Insights from practice: lessons learned from NUMP development

The Philippines' COVID-19 recovery plan's focus on urban mobility counterbalances the impact of the pandemic on PUMP implementation

As part of its pandemic recovery plan, the government released a four-pillar socioeconomic strategy covering the following areas and amounting to at least PHP 2.57 trillion: financial aid, improvements to healthcare, monetary actions, and job creation. This includes the Bayanihan to Recover as One Act, a law which allocates emergency funding of PHP 5.58 billion for public transport service contracts and PHP 1.32 billion for bike lanes and sidewalks.

COVID-19 has highlighted the need for better active transport infrastructure and policies, green spaces, and substantial government financial support for public transport. However, the continued spread of the virus and widespread lockdowns have also affected the implementation of the PUV Modernisation Program and any urban freight initiatives.

NUMP: A driving force behind the Philippines' sustainable urban mobility efforts despite the challenges in communication and coordination

The National Urban Mobility Policy (NUMP) is being implemented in coordination with the Department of Transportation and the National Economic and Development Authority, providing guidance on sustainable urban mobility indicators and active and public transport measures. However, it appears that the implementation of the NUMP is running parallel to the government's other measures, and it is unclear if it is being used as a consistent strategy or the driving force.

For the success of the NUMP, effective communication is key. This is demonstrated by the better-known Transport Oriented Development plan supported by JICA, which has been cited more widely by the public than the NUMP supported by MobiliseYourCity. Nonetheless, the NUMP has still played a significant role in raising awareness and building the capacities of authorities and civil society.

Despite the challenges, the government's efforts to improve sustainable urban mobility are crucial, particularly in light of the pandemic's impacts on transportation and the environment. Greater consistency in the implementation of NUMP measures and communication efforts could help to further drive progress in urban mobility policies in the Philippines.

Leveraging the required funds for implementation is still a major challenge

Some measures identified in the NUMP are experiencing challenges in securing continuous funding from national and local government agencies. This is due to more pressing issues, such as COVID, and prioritisation of heavy infrastructure projects, such as rail and roads, over other programmes and policies, including reallocating road lanes for biking and walking. This is reflected in the budget for road transportation in 2022, of which only 10% has been allocated to active transportation. However, an increase in the transport budget relative to previous years has been made possible by an active civil society movement.

Political commitment needs to be secured across electoral cycles

Political commitment faces difficulties related to national and local elections, potentially leading to the loss of institutional knowledge in partner agencies (e.g., several key staff and offices in the Department of Transport will depart with the existing administration). This potential barrier is currently being addressed through engagement and communication with several transport agencies (e.g., NEDA).

Last update in December 2023