

The Philippines

National Urban Mobility Policies and Investment Programme

Completed

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 3,477.40 ³
Percentage of the population living below the national poverty line (2021)	→	18.1% ⁴
Annual average infrastructure expenditures as a percent 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 ₂ e (2020-2030) ⁶
National GHG emissions per capita	→	1.39 (tCO ₂ eq)
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) and, until 2019, an average annual economic growth rate of over 5%.

Active and public transport have historically been underfunded at the national and local levels, despite these modes accounting for around 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.

The Philippines faces various challenges that constrain its ability to transition to sustainable urban mobility.

These challenges include:

- Outdated policies and regulations
- Insufficient collaboration among agencies and a lack 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 for the national government to 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 in close collaboration with the Department of Transportation. The National Economic and Development Authority, the country's oversight planning agency, has likewise approved it, recognising that it is 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 developing a data collection toolkit that provides government partners with a manual identifying sustainable urban mobility indicators and outlining 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 in 2021 (including both the COVID-19 Recovery fund and the regular budget).⁷ Of this, PHP 13.3 billion was allotted: PHP 7 billion for public transport service contracting, PHP 1.8 billion for the Public Utility Vehicle (PUV) Modernisation 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, making public transport more efficient and convenient.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 Modernisation 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 National Urban Mobility Program

Funded by: Bundesministerium für Umwelt, Naturschutz und nukleare Sicherheit (BMU)

Funding amount: EUR 1,500,000

Implemented by: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) through the TRANSfer III Project

Local counterpart: Department of Transportation

Final NUMP report: The National Urban Mobility Programme for the Philippines I MobiliseYourCity Partnership

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

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 project implementation

Project start: 2017 Q1

Project completion: 2019 Q4

Completed outputs:

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

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.](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>

⁷ https://docs.google.com/spreadsheets/d/1rhd2weqzt4d5qdcVVIUjnMBsDECoV_CaDri7k2zFa-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>

⁹ <https://mobilitydatatoolkit.notion.site/mobilitydatatoolkit/Sustainable-Urban-Mobility-Data-Collection-Toolkit-for-the-Philippines-f10af05a5c9748ee-b642ab157619e7de>

NUMP key measures and cost estimates

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

Measure	Cost estimate (EUR) ¹
Develop a National walking and cycling policy	200,000
Collect data to enable planning	300,000
Increase dedicated staff in the Department of Transportation & Local Government Units	55,000,000
Increase focus on NMT in the planning process	200,000
Address lack of political support	100,000
Continued ring-fenced funding for walking and cycling projects in HUCs	500,000,000
Develop NMT guidance	200,000
Tackle behaviours that discourage walking and cycling	5,000,000
Train existing and future staff on planning for walking and cycling	1,000,000
Jeepney modernization program	5,800,000,000
Develop a freight data collection mechanism	200,000
Develop and implement vehicle standards	300,000
Establish a national freight operator dialogue forum	300,000
Support consolidation and professionalisation of the freight sector	300,000
Establish a motor vehicle inspection system	340,000,000
Promote and assess modern fleet pioneers	200,000
Explore scrappage and buyback program	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 (EUR) ¹
Public transport and NMT (Active Transport)	62,000,000
Street shaping urban roads and traffic management	Unknown
Other measures (Urban Freight)	1,500,000
Total	Unknown

Finance leverage

Leveraged financing (resulting from or enabled by the NUMP preparation process)

Description	Source	Type	Status	Amount (EUR)
Public Utility Vehicle Modernization Program ¹⁰	Private sector investments	Loan	Secured	3,160,000
Public Utility Vehicle Modernization Program ¹¹	Development Bank of the Philippines	Loan	Secured	36,000,000
Program Assistance to Support Alternative Driving Approaches PASADA ¹²	Development Bank of the Philippines	Loan	Secured	140,000,000
Development of EV Ecosystem ¹³	ADB & Canadian Climate and Nature Fund	Loan	Secured	90,000,000

Associated financing supporting measures in the NUMP

Description	Source	Amount (EUR)
Budget for Metro Manila Greenways	National government	136,000,000
Budget for National Greenways	National government; ADB technical assistance loan	175,000,000
Budget for Green Green Green Program	National government	45,300,000
Budget for bikeways	National government (through Bayanihan 2)	22,900,000
Budget for public transport service contract	National government (through Bayanihan 2)	97,200,000
Budget for common station connecting LRT 1, MRT 3, MRT 7 and Subway	National government	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 ¹⁴	The International Climate Initiative	22,980,000

¹⁰ https://www.dbp.ph/newsroom/dbp-assistance-for-puv-modernization-reaches-p753-million/?utm_source

¹¹ <https://www.gmanetwork.com/news/money/motoring/616634/gov-t-allots-p2-2-billion-to-subsidize-puv-modernization-1tfrb/story/>

¹² <https://www.dbp.ph/newsroom/dbp-assistance-for-puv-modernization-reaches-p753-million/>

¹³ <https://www.bworldonline.com/top-stories/2025/01/28/649199/?utm>

¹⁴ The Urban Act project supports activities on urban mobility in China, India, Indonesia, Philippines, Thailand.

Projected impacts

Indicator	Impact 2030 (NUMP vs BAU)	Baseline - 2020	Projected 2030 BAU	Projected 2030 NUMP scenario
Total annual GHG emissions (Mt CO2eq)	-2.5 Mt CO2eq	20 Mt CO2eq	29.5 Mt CO2eq	27 Mt CO2eq

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 totalling at least PHP 2.57 trillion: financial aid, healthcare improvements, monetary measures, and job creation. This includes the Bayanihan to Recover as One Act, a law that allocates PHP 5.58 billion in emergency funding 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, and it guides the use of sustainable urban mobility indicators and active and public transport measures. However, the implementation of the NUMP is running parallel to the government's other measures, and it is unclear whether it is being used as a consistent strategy or as 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 given 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.

Securing the required funds for implementation remains a major challenge.

Some measures identified in the NUMP are having difficulty securing ongoing funding from national and local government agencies. This is due to more pressing issues, such as COVID, and the prioritisation of heavy infrastructure projects, such as rail and roads, over other programmes and policies, including the reallocation of road lanes for biking and walking. This is reflected in the

2022 road transportation budget, which allocated only 10% 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 is hindered by 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).

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 under Transfer III, focusing on financing solutions for sustainable urban transport. The project enhances climate resilience and low-carbon mobility across the region. Additionally, MobiliseYourCity Asia is based in the Philippines and serves as a regional hub for knowledge and expertise on sustainable urban mobility. This collaboration strengthens urban climate action and fosters sustainable transport practices throughout the Asia-Pacific.¹⁵

Under GIZ's TRANSCEND project, the Department of Transportation, the Climate Change Commission and the Department of Environment and Natural Resources convened a 2025 workshop to explore "green transport solutions" and to reassess how the transport sector can more effectively contribute to the Philippines' Nationally Determined Contribution (NDC). Discussions focused on identifying low-carbon measures, improving data and monitoring frameworks for transport emissions, and enhancing coordination across government.¹⁶

In August 2025, the Department of the Interior and Local Government (DILG) and GIZ signed a Memorandum of Understanding to implement the Integrated Urban Climate Action for Low-Carbon and Resilient Cities (Urban-Act) project in the Philippines. The partnership aims to support low-carbon, resilient urban development, strengthen climate policy integration, and build cities' capacity to undertake sustainable, climate-aligned planning.¹⁷

At the same event, Urban-Act presented its policy recommendations, including local transportation planning and management.¹⁸ These recommendations are anchored in the Project's policy briefs, which were informed by a series of focus group discussions (FGDs), policy workshops, and policy dialogues. The policy briefs aim to persuade oversight and other relevant sector agencies within the national government to provide policy support and technical guidance for the proposed measures. The following are the recommendations of Urban-Act:

1. Establish an interoperable monitoring and evaluation mechanism to assess the outputs, outcomes, and impacts of local transportation management.
2. Upgrade skills and capacities of local transportation management offices
3. Strengthening vertical alignment of local transportation plans and the national transportation plan, and coordination between local transportation management offices and concerned national government agencies

The Urban-Act Project supported the capacity development of the partner city of Antipolo (Rizal) in preparation for its Sustainable Urban Mobility Plan (SUMP). Antipolo and Urban-Act are set to develop the city's SUMP in 2026 after data collection and analysis. The SUMP is anchored in the previously developed PUMP by the GIZ TRANSfer III Project.

Currently, the Project is supporting the expert review of the key partner, the Department of Human Settlements and Urban Development (DHSUD), Guidelines for Mainstreaming Transit-Oriented Development into the Comprehensive Land Use Plan and Zoning Ordinance (CLUP and ZO).

In March 2025, the World Bank's Board of Executive Directors approved a USD 795,066,944 Development Policy Loan to support the Philippines' energy transition and climate resilience. The programme, called the First Energy Transition and Climate Resilience Development Policy Loan, aims to accelerate the country's shift toward cleaner energy by boosting the share of renewable power from about 30 % (2023) to about 42 % by 2027, including support for the use of electric vehicles in the public sector fleet as part of its programme objectives.¹⁹

Last updated December 2025

¹⁵ <https://www.international-climate-initiative.com/en/project/urban-act-integrated-urban-climate-action-for-low-carbon-resilient-cities-22-i-416-asia-g-urban-act-integrated-climate-action/>

¹⁶ <https://www.giz.de/en/regions/asia/philippines/news/journey-greener-transport-future>

¹⁷ <https://cleanairasia.org/our-news/philippine-government-affirms-commitment-move-towards-low-carbon-and-resilient-urban?utm>

¹⁸ <https://www.giz.de/sites/default/files/media/pkb-document/2025-09/giz2025-en-policy-brief-2-climate-sensitive-ltmp.pdf>

¹⁹ <https://www.worldbank.org/en/news/press-release/2025/03/31/wb-approves-support-for-energy-transition-and-resilience-in-ph.print?utm>