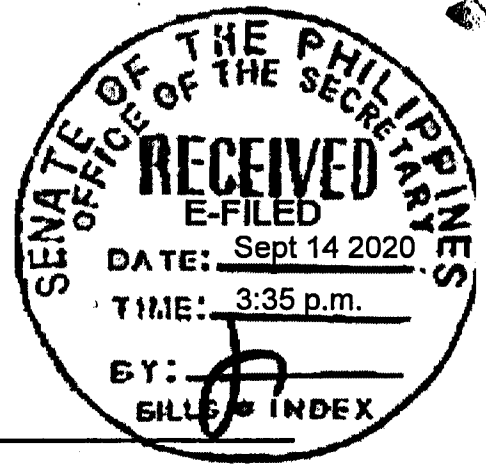


EIGHTEENTH CONGRESS OF THE )  
REPUBLIC OF THE PHILIPPINES )  
*Second Regular Session* )

SENATE



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**COMMITTEE REPORT NO. 110**

Submitted by the Committee on Public Services on Sept 14 2020

Re: Senate Bill No. 1831.

Recommending its approval in substitution of Senate Bill No. 471, taking into consideration Proposed Senate Resolution No. 435.

Sponsor: Senator Grace Poe

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**MR. PRESIDENT:**

The Committee on Public Services, to which were referred **Senate Bill No. 471**, introduced by Senator Ralph G. Recto, entitled:

**"AN ACT**

**REQUIRING INTERNET SERVICE PROVIDERS TO DELIVER A MINIMUM  
STANDARD FOR INTERNET CONNECTION SPEED"**

and **Proposed Senate Resolution No. 435**, introduced by Senator Emmanuel D. Pacquiao, entitled:

**"A RESOLUTION  
SEEKING A LEGISLATIVE INQUIRY ON AVAILABILITY AND ACCESSIBILITY  
OF CELL SITES PROVIDING BANDWIDTH FOR INTERNET CONNECTIVITY  
ACROSS THE COUNTRY"**

has considered the same and has the honor to report back to the Senate with the recommendation that the attached bill, Senate Bill No. **1831**, prepared by the Committee on Public Services, entitled:

**"AN ACT  
REQUIRING ALL PUBLIC TELECOMMUNICATIONS ENTITIES AND INTERNET  
SERVICE PROVIDERS IN THE COUNTRY TO INCREASE SERVICE COVERAGE  
AND DELIVER A MINIMUM STANDARD FOR INTERNET CONNECTION  
SPEED"**

be approved in substitution of Senate Bill No. 471, taking into consideration Proposed Senate Resolution No. 435, with Senators Recto, Pacquiao, and Poe as authors thereof.

Respectfully submitted:

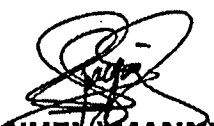
*Chairperson*

  
GRACE POE

*Vice Chairpersons*

**PANFILO M. LACSON**

  
**RAMON BONG REVILLA, JR.**

  
**EMMANUEL "MANNY" D.  
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**MANUEL "LITO" M. LAPID**

  
**FRANCIS "KIKO" N. PANGILINAN**

  
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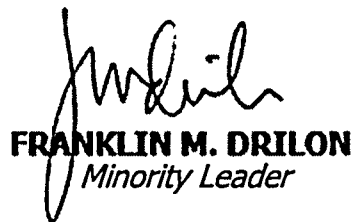
*Ex Officio Members*



**RALPH G. RECTO**  
*President Pro Tempore*



**JUAN MIGUEL F. ZUBIRI**  
*Majority Leader*

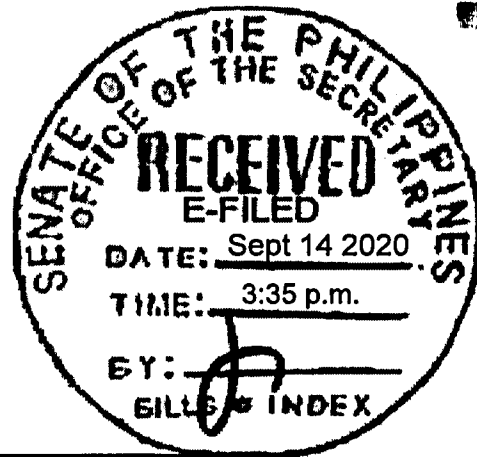


**FRANKLIN M. DRILON**  
*Minority Leader*

**VICENTE C. SOTTO III**  
*Senate President*

EIGHTEENTH CONGRESS OF THE )  
REPUBLIC OF THE PHILIPPINES )  
Second Regular Session )

SENATE  
S. No. 1831



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Prepared by the Committee on Public Services with Senators Recto, Pacquiao, and  
Poe as authors thereof

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**AN ACT**  
**REQUIRING ALL PUBLIC TELECOMMUNICATIONS ENTITIES AND INTERNET**  
**SERVICE PROVIDERS IN THE COUNTRY TO INCREASE SERVICE COVERAGE**  
**AND DELIVER A MINIMUM STANDARD FOR INTERNET CONNECTION SPEED**

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

- 1           Section 1. *Short Title.* – This Act shall be known as the “Better Internet Act”.
- 2           Sec. 2. *Declaration of Policy.* – The State recognizes the importance of  
3 technological advancements in nation building, economic development, and promoting  
4 people’s well-being and as such, it endeavors to ensure the provision of strategic,  
5 reliable, cost-efficient, and citizen-centric information and communication technology  
6 (ICT) infrastructure, systems, and resources to guarantee that the population has  
7 access to quality, reliable, and affordable ICT services.
- 8           In line with this, the State shall ensure that all Public Telecommunications  
9 Entities (PTEs) and Internet Service Providers (ISPs) will continuously upgrade their  
10 facilities and improve their services to be responsive to the growing demand for quality  
11 Internet access services.
- 12           Sec. 3. *Definition of Terms.* – As used in this Act, the following terms are defined  
13 as follows:
- 14           a) *Bandwidth* shall refer to the maximum data transfer rate over an Internet  
15 connection in a given amount of time expressed in bits per second or  
16 multiples of it;
- 17           b) *Broadband* shall refer to high-speed Internet service that is always on and  
18 faster than traditional dial-up access transmitted through various wired or

1 wireless data transmission technologies such as, but not limited to, digital  
2 subscriber line (DSL), cable modem, fiber optic cable, fixed wireless,  
3 satellite, cellular mobile, and TV white space.

4 c) *Cellular towers* shall refer to passive telecommunication tower  
5 infrastructure, including, but not limited to, (i) three-legged or four-legged  
6 structure, (ii) poles, or (iii) mast, or (iv) similar infrastructure used to  
7 support mobile cellular network facilities;

8 d) *Compliance period* shall refer to to the first three (3) years from the effective  
9 date of this Act within which all ISPs and PTEs are required to extend and  
10 expand Internet service coverage in all unserved and underserved areas in  
11 the country;

12 e) *Internet Service Providers or ISPs* shall refer to an entity, with or without  
13 Congressional franchise, registered as value added service provider from  
14 the National Telecommunications Commission (NTC) and authorized to offer  
15 Internet access services to the public for compensation;

16 f) *Jitter* shall refer to the variation of end-to-end delay from one packet to the  
17 next within the same packet stream, connection, or flow;

18 g) *Latency* shall refer to the time it takes for a packet of data to get from a  
19 source to destination;

20 h) *Packet* shall refer to the unit of data that is routed between an origin or  
21 source and a destination on the Internet or any other packet-switched  
22 network;

23 i) *Packet Loss* shall refer to the number of packets that does not reach the  
24 destination;

25 j) *Public Telecommunications Entity or PTEs* shall refer to any person, firm,  
26 partnership or corporation, government or private, engaged in the provision  
27 of telecommunications services to the public for compensation;

28 k) *National ICT Household Plan* refers to the plan for the improvement of ICT  
29 access and use, including broadband access, by households and individuals  
30 developed by the Department of Information Communications Technology  
31 (DICT) on the basis of information gathered from the National ICT  
32 Household Survey;

- 1 l) *Threshold Speed* refers to the minimum upload and download speeds that  
2 an ISP and PTE must provide to their end user of broadband service;
- 3 m) *Unserved Area* refers to a specific population or land area of a  
4 city/municipality where broadband access service is not available, as  
5 identified by the National ICT Household Plan;
- 6 n) *Underserved Area* refers to a specific population or land area of a  
7 city/municipality where broadband access service is covered and available,  
8 but below the threshold speed. The underserved areas shall be identified by  
9 the National ICT Household Plan while the threshold speed shall be  
10 determined by this Act and, subsequently, by the NTC.

11 **Sec. 4. Increase in service coverage.** – The NTC shall require all ISPs and PTEs  
12 to extend and expand the service coverage of fixed and mobile Internet service in all  
13 unserved and underserved areas in the Philippines within three (3) years from the  
14 effective date of this Act (the “Compliance Period”), according to the schedule and  
15 strategy to be set forth by the DICT in the National ICT Household Plan.

16 The DICT shall develop the National ICT Household Plan, identify therein  
17 unserved and underserved areas in the Philippines and devise a plan of action to  
18 ensure Internet services shall be made available at the household level. The DICT  
19 shall make such information and plans public within sixty (60) days from the effective  
20 date of this Act.

21 *Provided*, that subject to regulatory requirements, ISPs shall be allowed to own,  
22 establish, and operate wired and wireless networks, utilizing any available technology,  
23 in order to meet their obligations under this Act. ISPs shall be allowed access to  
24 unlicensed radio spectrum necessary to enable them to utilize wireless technologies  
25 to provide Internet service: *Provided further*, that ISPs shall not build international  
26 carrier, inter-exchange carrier, local exchange carrier, and mobile radio telephone  
27 networks reserved for PTEs, as provided for in Republic Act No. 7925, otherwise known  
28 as the Public Telecommunications Policy Act of the Philippines.

29 **Sec. 5. Threshold Speeds.** – PTEs and ISPs shall deliver paid broadband service  
30 to subscribers at a minimum download speed of:

- 31 a) 10 Megabits per second (Mbps) for fixed broadband and 5 Mbps for mobile  
32 broadband in highly urbanized cities;

- 1           b) 5 Mbps for fixed broadband and 3 Mbps for mobile broadband services in  
2           all other cities; and  
3           c) 3 Mbps for fixed broadband and 2 Mbps for mobile broadband services in  
4           rural areas.

5           PTEs and ISPs shall have three (3) years from the effective date of this Act to  
6           ensure that they provide, as a minimum, the threshold speeds to their end users.

7           After the end of the compliance period, it shall be considered a violation of this  
8           Act, subject to the penalties provided in Sec. 15 of this law, to offer paid Internet  
9           service below the threshold speed. For the avoidance of doubt, there shall be no  
10          minimum speed required for free Internet service: *Provided*, however, that service  
11          provided under the Free Internet Access in Public Places Act or RA 10929 shall meet  
12          the minimum speeds prescribed therein or in the relevant rules of the DICT for free  
13          Internet service programs.

14          **Sec. 6. Annual Review of Service Standards.** – The NTC shall review, on an  
15          annual basis, the level of threshold speeds and prescribe the threshold speeds and  
16          other quality of service standards, such as upload and download speeds, packet loss,  
17          jitter, latency, and service availability, to provide subscribers average Internet  
18          connection speeds equal to, or above, what is prevalent among Asia Pacific countries  
19          and the global average: *Provided*, that the NTC may not decrease the threshold speeds  
20          set forth under this Act.

21          **Sec. 7. Measurement and Publication of Broadband Quality of Service (QOS).** –  
22          In order to monitor and enforce compliance of PTEs and ISPs, the NTC shall:

- 23           a) Prescribe a criteria and methodology for the measurement and publication  
24           of broadband quality of service, including parameters such as download  
25           speed, upload speed, latency, packet loss, jitter, and service availability,  
26           with appropriate benchmarks;  
27           b) Provide the public a mechanism to run broadband diagnostics in a secure  
28           and consumer-friendly format;  
29           c) Develop a procedure for collecting and analyzing broadband QOS  
30           measurements from various platforms and processing test data in a central  
31           database, which shall update and release results every 24 hours, at the  
32           least;



- 1 d) Make publicly available on the NTC website and other media the criteria  
2 and methodology for the broadband QOS measurement tool and the list of  
3 platforms using the NTC-prescribed broadband measurement mechanism;  
4 e) Diligently monitor and conduct monthly network audits and/or QOS tests in  
5 order to ensure compliance of the PTEs and ISPs with threshold speeds,  
6 advertised speeds, and coverage obligations, and publish its network audit  
7 report on a monthly basis; and,  
8 f) Publish the results of the NTC's broadband QOS tests and the results of the  
9 consumer broadband QOS tests on a monthly basis. Such reports should  
10 be in a format that can easily be analyzed by third party data scientists.

11 **Sec. 8. Consumer Protection.** – PTEs and ISPs shall not advertise nor offer  
12 Internet service speeds that they cannot consistently provide. PTEs and ISPs shall  
13 provide to their subscribers 80% of their advertised speed available at 80% of the  
14 time. Speed and reliability shall be measured based on the prescribed measurement  
15 methodology by the NTC.

16 **Sec. 9. Responsibilities of the DICT.** – In addition to responsibilities imposed  
17 in other sections of this Act, the DICT shall:

- 18 a) Maintain and make public a National ICT Assets Index (NICTAI), which shall  
19 be updated on an annual basis, in order to provide accurate data on  
20 broadband coverage and ICT adoption and utilization in the country;  
21 b) Conduct the National ICT Household Survey and publish the National ICT  
22 Household Plan every three (3) years, and identify unserved and  
23 underserved areas for purposes of this Act;  
24 c) Regularly review and update ICT policy guidelines, strategies and plans,  
25 including, but not limited to, the National Broadband Plan to ensure that the  
26 Philippines' Internet service policy framework is at par with global standards  
27 and best practices; and  
28 d) Ensure the delivery of Internet services at the household level through a  
29 schedule and plan of action that includes, but is not limited to, infrastructure  
30 sharing and co-location arrangements;

31 **Sec. 10. Responsibilities of the NTC.** – In addition to responsibilities imposed in  
32 other sections of this Act, the NTC shall:

- 1 a) Ensure that PTEs and ISPs meet the minimum standards regarding  
2 connection, reception, just pricing, and billing practices to promote and  
3 protect the rights of consumers of Internet services;
- 4 b) Determine whether the ICT industry has built out the optimal number of  
5 towers and other infrastructure necessary to meet the objectives of this law;
- 6 c) Promulgate an efficient and expeditious administrative process for the  
7 registration of Internet service providers and shall, in coordination with the  
8 DICT, develop a set of criteria for qualifying service providers that will  
9 encourage the widest possible participation of as many industry players as  
10 possible who will build the necessary network infrastructure and offer  
11 Internet services to end users in different parts of the country and will take  
12 national security into consideration, particularly for facilities that interface  
13 directly with another country's domestic network;
- 14 d) Publish a spectrum management policy framework that promotes a  
15 transparent, efficient, and equitable approach to distributing spectrum,  
16 including clear guidelines for: (i) recalling unutilized spectrum, (ii)  
17 reassigning spectrum for more efficient use, and (iii) implementing an open  
18 frequency approach to expand Internet access in underserved and unserved  
19 areas, to be developed together with the DICT and the Philippine  
20 Competition Commission;
- 21 e) Provide the public with annual reports on the performance of PTEs and ISPs  
22 in terms of increasing Internet coverage and meeting the threshold  
23 download speeds;
- 24 f) Provide policies and standards of network elements to ensure that PTEs and  
25 ISPs will maintain the Quality of Service (QOS) of the Internet connection  
26 they provide to their respective area of coverage;
- 27 g) Provide for an expeditious mechanism to address consumer complaints on  
28 slow Internet speed and false advertising of Internet speeds; and,
- 29 h) Establish an efficient monitoring system or framework with regard to the  
30 PTEs and ISPs' management of consumer complaints and maintain records  
31 of subscribers' complaints.

1           Sec. 11. *Reports to Congress.* – The DICT and NTC shall submit a quarterly  
2 progress report to Congress of all acts performed pursuant to this Act during the first  
3 week of the immediately preceding quarter.

4           Sec. 12. *Streamlining Permitting Requirements.* – The DICT and other relevant  
5 regulatory agencies including, but not limited to, the Department of Interior and Local  
6 Government (DILG), Department of Public Works and Highways (DPWH), Department  
7 of Human Settlements and Urban Development (DHSUD), Anti-Red tape Authority  
8 (ARTA), Civil Aviation Authority of the Philippines (CAAP), Department of Health  
9 (DOH), and the Food and Drug Administration (FDA) shall ensure the streamlining of  
10 the permitting process for the construction, installation, and operation of  
11 telecommunications tower and other infrastructure such as, but not limited to, permits  
12 for base stations, cables, poles, and other work elements necessary to offer Internet  
13 service.

14           The DICT shall set up a *one-stop* shop that shall coordinate with other  
15 regulatory agencies regarding the permitting requirements and applicable regulatory  
16 fees for installing common towers, cables, poles, and other network elements in order  
17 to facilitate the attainment of the objectives of this Act.

18           Sec. 13. *Local Government Units (LGUs) as Partners in Broadband*  
19 *Infrastructure Development.* – The LGU shall serve as a strategic partner who shall  
20 ensure that all LGU-related permits and requirements necessary to expand Internet  
21 coverage and improve quality of Internet service shall be acted upon immediately. In  
22 order to ensure that all municipalities and barangays have access to Internet facilities,  
23 an LGU shall be allowed to build and operate its own broadband network in partnership  
24 with PTEs and ISPs.

25           Sec. 14. *Infrastructure Sharing and Co-location.* –

26           a) The DICT shall promulgate policies, rules, and regulations, in coordination  
27 and/or jointly with the concerned national government agencies,  
28 government owned and operated corporations, and local government units,  
29 to ensure that infrastructure, whether existing or built in the future,  
30 necessary or capable of supporting data transmission networks or services  
31 are:

- 1 (i) mandatory for open access and made available for co-location and  
2 co-use by the owner of network facilities, equipment, and  
3 infrastructure on an open, fair, and non-discriminatory basis to any  
4 access seeker's network facilities;
- 5 (ii) as far as possible, deployed together with roadworks, pipe-laying,  
6 and other infrastructure development by both government and  
7 private entities; and
- 8 (iii) propagated in the most cost-efficient and timely manner through  
9 various means, including encouraging the operation of independent  
10 entities that build and operate towers, dark fiber, and utility  
11 corridors, among other infrastructure that help facilitate broadband  
12 network deployment.
- 13 b) The DICT shall, in coordination with the Philippine Competition Commission  
14 and other relevant government agencies, promulgate policies, rules, and  
15 regulations to ensure that buildings, condominiums, villages, towns, and  
16 subdivisions are all built with facilities, such as cable entrances, ducts, and  
17 risers, that allow non-discriminatory and non-exclusive access to multiple  
18 service providers, in order for PTEs and ISPs to provide Internet service;
- 19 c) In case of a dispute arising from an infrastructure-sharing arrangement, the  
20 DICT shall:
- 21 (i) Coordinate with the regulator of the infrastructure;
- 22 (ii) Mediate between a PTE or ISP and an infrastructure owner, which  
23 may include a PTE, an ISP, or a public service network provider;  
24 and/or
- 25 (iii) Serve as the primary enforcer of this provision.
- 26 d) The DICT shall encourage the use of existing infrastructure, such as those  
27 of cable TV operators, to fast track the layout of networks, to increase  
28 coverage, and to address the problem of unserved and underserved areas;
- 29 e) The regulator of the shared infrastructure shall, in consultation with  
30 concerned stakeholders, determine and ensure reasonable rental rates for  
31 use of shared infrastructure such as, but not limited to, utility poles, utility  
32 corridors and ducts; and

1 f) For shared infrastructure arrangements, the DICT shall also look into the  
2 following considerations:

3 (i) Technical feasibility of the request of access seeker to use  
4 infrastructure;

5 (ii) Incentives to encourage investment in less commercially viable  
6 areas;

7 (iii) Fair and reasonable rates for shared facilities, depending on the  
8 location and market size in a particular area.

9 All policies, rules, and regulations under this Section shall be operationalized  
10 within one (1) year from the effectivity of this Act.

11 **Sec. 15. Penalties.** – The NTC may, *motu proprio* or upon complaint of any  
12 interested party, in the appropriate administrative and/or quasi-judicial process, and  
13 in accordance with due process, shall:

14 a) Require any PTE or ISP, who shall not meet the requirements set forth  
15 under, or shall not comply with the provisions of this Act, to comply with  
16 service standards that have not been met, or provisions of this Act that have  
17 been violated;

18 b) Impose upon entities who do not comply with Internet service standards as  
19 laid down by Sections 4, 5, and 8 of this Act and as prescribed by the NTC:

20 (i) The penalty of a fine of not less than two hundred thousand pesos  
21 (P200,000) but not more than two million pesos (P2,000,000.00) for  
22 each count of violation. Provided, that if a service provider has a  
23 gross annual income not exceeding Ten Million Pesos (PHP  
24 10,000,000.00), the penalty shall be equivalent to one percent (1%)  
25 to two percent (2%) of its gross annual income; and

26 (ii) For repeated violations, revoke the PTE's Provisional Authority or  
27 Certificate of Public Convenience and Necessity, or cancel the  
28 registration of an ISP, whichever applies, including the waiving of  
29 any pre-termination fees of affected subscribers and timely  
30 disbursement of any remaining credits from excessive downtime.

31 The foregoing is without prejudice to any other remedies available to the NTC  
32 under existing law.

1           **Sec. 16. *Implementing Rules and Regulations.*** – Within sixty (60) days after  
2 the effectivity of this Act, the DICT and the NTC shall issue a Joint Memorandum  
3 Circular setting forth the rules and regulations to effectively implement the provisions  
4 of this Act.

5           **Sec. 17. *Separability Clause.*** – If any portion or provision of this Act is declared  
6 unconstitutional, the remainder of this Act or any provisions not affected thereby shall  
7 remain in force and effect.

8           **Sec. 18. *Repealing Clause.*** – Any law, presidential decree or issuance, executive  
9 order, letter of instruction, rule or regulation inconsistent with the provisions of this  
10 Act is hereby repealed or modified accordingly.

11           **Sec. 19. *Effectivity.*** – This Act shall take effect fifteen (15) days following its  
12 complete publication in a newspaper of general circulation.

Approved,