



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL NO. 5631



Introduced by Representative **ANTONINO B. ROMAN III**

EXPLANATORY NOTE

Air transport is a critical pillar of Philippine mobility, tourism, and commerce. In an archipelago of more than 7,000 islands, domestic air travel is not a luxury but a necessity. Yet, despite its importance, the current state of air transport in the country is failing the very people it is meant to serve.

Passengers today routinely face prohibitively high domestic fares, often more expensive than international flights. Cancellations and delays are frequent, particularly in regional airports where infrastructure and airline capacity are weak. When disruptions occur, passengers are too often left without timely refunds, rebooking options, or even adequate information. Online and customer service platforms are unreliable, and many passengers report difficulty accessing refunds or filing complaints. These failures erode public trust, burden local travelers, and stifle domestic tourism and economic growth.

The existing framework offers little relief. The Air Passenger Bill of Rights issued through a Joint Administrative Order in 2012 by the Department of Transportation and Communications (DOTC) and the Department of Trade and Industry (DTI) provides only limited protections and suffers from weak enforcement. International conventions such as the Montreal Convention cover liability for accidents, baggage, and delays, but apply primarily to international flights. They do not guarantee comprehensive protections for domestic air travel. In short, Philippine air passengers are left inadequately protected compared to their counterparts in the European Union, the United States, and Canada, where statutory Passenger Bills of Rights are already in force.

This bill seeks to correct that gap by mandating fare transparency and prohibits deceptive practices such as drip pricing. It guarantees passengers the right to timely refunds, rebooking, and compensation in cases of delays, cancellations, and overbooking. It sets minimum compensation standards based on the Montreal Convention but extends them to domestic flights. It requires airlines to improve their service platforms, so passengers can manage bookings, refunds, and complaints easily and without undue burden.

In enacting this measure, the Philippines will not only align itself with international best practices but also restore balance between carriers and consumers. Reliable, affordable, and accountable air transport is a cornerstone of national connectivity. Protecting passengers through law is no longer optional.

In view of the foregoing, the immediate passage of this bill is earnestly sought.

A handwritten signature in black ink, appearing to read 'Antonino B. Roman III', with a stylized, flowing script.

ANTONINO B. ROMAN III



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AN ACT
ESTABLISHING THE AIR PASSENGER BILL OF RIGHTS, PROVIDING FOR
THE RIGHTS AND OBLIGATIONS OF AIR PASSENGERS AND AIR
CARRIERS, PRESCRIBING PENALTIES FOR VIOLATIONS THEREOF, AND
FOR OTHER PURPOSES

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

SECTION 1. Short Title. - This Act shall be known as the “Air Passenger Bill of Rights Act of 2025.”

SECTION 2. Declaration of Policy. - It is the policy of the State to protect the rights of air passengers by ensuring fair pricing, transparency, safety, and accountability. The State shall align Philippine aviation consumer protection with international standards such as the Montreal Convention, European Union Regulations, and the United States Passenger Protection Rules. It shall promote tourism, connectivity, and economic growth by ensuring airline practices are just, equitable, and passenger-centered, while providing clear and enforceable rights for air passengers and corresponding obligations for air carriers.

SECTION 3. Definition of Terms. - For purposes of this Act, the following terms shall mean:

- a. *Air Carrier* refers to any person, corporation, or entity operating commercial air services for passengers, whether domestic or international.
- b. *Passenger* refers to any person with a valid confirmed reservation, ticket, or proof of payment for carriage by air on a commercial flight.
- c. *All-in Fare* refers to the total price to be paid by a passenger, inclusive of the base fare, fuel surcharge, taxes, terminal fees, security charges, and all mandatory fees, whether imposed by the government or the airline.
- d. *Baggage* refers to both checked baggage and carry-on baggage accepted by the carrier for transport under a passenger’s contract of carriage.

- e. *Cancellation* refers to the non-operation of a flight previously planned and on which at least one seat was reserved.
- f. *Denied Boarding* refers to a refusal by the carrier to carry a passenger on a flight, despite the passenger holding a confirmed reservation and presenting themselves at check-in and boarding on time, except when there are reasonable grounds such as health, safety, security, or inadequate travel documentation.
- g. *Delay* refers to a flight that departs or arrives later than its scheduled time by thirty (30) minutes or more.
- h. *Drip Pricing* refers to the practice of advertising or displaying a partial price for air transport, then progressively disclosing mandatory charges, surcharges, or fees during the booking process, resulting in a final price substantially higher than initially indicated.
- i. *Overbooking* refers to the practice of selling more confirmed reservations than available seats on a flight.
- j. *Refund* refers to the return of the value of the unused portion of a passenger's ticket, whether in cash, credit, or equivalent form, subject to statutory timelines.
- k. *Rebooking* refers to the process of endorsing a passenger to a new flight or itinerary without additional charge when the original flight is cancelled or delayed due to causes attributable to the airline.
- l. *Voluntary Bumping* refers to the situation when a passenger voluntarily gives up their confirmed reservation in exchange for benefits or compensation offered by the airline.
- m. *Involuntary Bumping* refers to the situation when a passenger is denied boarding due to overbooking or operational reasons without their consent.

SECTION 4. Coverage. - This Act shall apply to all domestic flights operating within the Philippines and all international flights originating from or landing in the Philippines. It shall apply to both Philippine and foreign carriers operating within Philippine territory.

SECTION 5. Right to Fare Transparency. - Air passengers shall have the right to clear and truthful pricing. All fares quoted or advertised by an air carrier shall be an all-in fare that includes the base fare, fuel surcharge, value-added tax, terminal and security charges, and all other mandatory fees, whether imposed by government or the carrier.

The practice of drip pricing, or advertising a partial fare and later disclosing mandatory charges, is prohibited. Optional services such as baggage, seat selection, or insurance shall be presented as add-ons with separate prices and shall not be pre-selected.

Every ticket or receipt shall include an itemized breakdown distinguishing government-imposed charges from airline-imposed charges. A violation of this section shall subject the carrier to the penalties under Section 14 of this Act.

SECTION 6. Right to Refunds and Rebooking. - Passengers shall have the right to timely refunds and rebooking. A ticket purchased at least seven (7) days before departure may be cancelled within twenty-four (24) hours of booking without penalty. Refunds must be processed within seven (7) working days if the purchase was made through credit card and

within fifteen (15) working days for cash or bank transfer.

When a flight is cancelled by the airline, the passenger shall be entitled to a full refund or, at the passenger's option, a rebooking on another flight. Where cancellation occurs within twenty-four (24) hours of the scheduled departure, the passenger shall be entitled not only to a refund but also to compensation equivalent to one hundred percent (100%) of the ticket price for domestic flights and one hundred fifty percent (150%) of the ticket price for international flights; *provided*, that such compensation shall not apply in cases where the cancellation is directly caused by force majeure.

SECTION 7. Right to Compensation for Delays and Cancellations. - Passengers shall have the right to timely compensation when flights are delayed or cancelled for reasons within the airline's control. When a delay of three (3) hours or more occurs, passengers must be provided with meals, communication services, and rebooking options. If the delay extends to six (6) hours or more, the airline shall provide hotel accommodation and ground transfers.

In cases where flights are cancelled, passengers on domestic flights shall be entitled to a refund of the ticket price plus additional compensation equivalent to one hundred percent (100%) of the ticket price. For international flights, passengers shall be entitled to a refund of the ticket price plus additional compensation equivalent to one hundred fifty percent (150%) of the ticket price; *provided*, that such compensation shall not apply when the delay or cancellation is directly attributable to force majeure.

SECTION 8. Right Against Overbooking and Denied Boarding. - Passengers shall be protected from overbooking and involuntary denial of boarding. If a passenger is denied boarding despite holding a valid confirmed reservation and arriving on time, the airline shall provide either a full refund or rebooking, together with compensation equivalent to one hundred percent (100%) of the ticket price for domestic flights and one hundred fifty percent (150%) of the ticket price for international flights; *provided*, that such compensation shall not apply when the denied boarding arises from reasons of force majeure; *provided*, further, that if the denied boarding is due to overbooking, the airline shall, in addition to the passenger compensation herein required, be liable to pay such administrative fines or penalties under Section 14 of this Act.

SECTION 9. Right to Baggage Protection. - Passengers shall have the right to protection of their baggage. Airlines shall be liable for the loss, damage, or delay of baggage, consistent with the liability limits provided under the Montreal Convention, which is pegged at one thousand one hundred thirty-one (1,131) Special Drawing Rights or its peso equivalent. In the event of delayed baggage, airlines must provide passengers with a per-day allowance for essential items until such baggage is delivered. One standard cabin bag and one personal item must always be allowed free of charge.

SECTION 10. Right to Accessible Redress. - Passengers shall have the right to accessible redress. For this purpose, there shall be created within the CAB a Passenger Rights and Assistance Committee (PRAC), which shall be tasked to receive, process, and resolve passenger complaints and to monitor compliance by airlines with the provisions of this Act.

The Committee shall establish and maintain a 24/7 hotline, online portal, and service counters at major airports for the filing of complaints and inquiries. It shall also publish, on a regular basis, a public dashboard containing airline performance data, including delay rates, cancellations, complaints received, and their resolutions, for the guidance of the public. The CAB shall ensure that this Committee is adequately staffed and resourced to provide timely and effective assistance to air passengers, and shall include its operations in its annual performance reporting.

SECTION 11. Obligations of Air Carriers. - Air carriers shall ensure that all advertisements and promotional materials present truthful and accurate fare information, and that passengers are fully informed of the total cost of travel before payment is made. Airlines shall immediately inform passengers of delays and cancellations through reliable communication channels, and shall extend all assistance required under this Act to affected passengers.

Air carriers shall provide reasonable accommodation and assistance to persons with disabilities, senior citizens, unaccompanied minors, and other vulnerable passengers to ensure their safety and comfort. Airlines are likewise obliged to exercise the highest degree of diligence in handling passenger baggage, in providing timely refunds, and in fulfilling all commitments under their contracts of carriage in accordance with the rights enumerated in this Act.

SECTION 12. Obligations to Provide Efficient Service Platforms. - Air carriers shall develop and maintain reliable, accessible, and user-friendly platforms, both online and offline, to ensure that passengers can exercise their rights under this Act without undue delay or burden. Airlines must provide functional systems for booking, rebooking, refunds, baggage claims, and complaints management.

Such platforms shall be available through multiple channels, including online portals, mobile applications, hotlines, and in-person service desks at airports. Airlines shall ensure that these systems are able to process rebookings and refund requests automatically where applicable, and that passengers are provided with clear status updates on the progress of their transactions.

The platforms shall be compliant with standards of transparency and accessibility, including ease of use for persons with disabilities, multilingual support where feasible, and data protection safeguards. Airlines shall also be required to publish service performance metrics, including average refund processing time, average rebooking time, and volume of resolved complaints, as part of their consumer accountability obligations.

Failure to maintain such platforms or to provide passengers with adequate access to them shall constitute a violation of this Act and shall subject the airline to penalties under Section 14.

SECTION 13. Minimum Compensation Standards. - The following minimum compensation shall apply to passengers:

- a. Airlines shall be liable for the loss, destruction, or damage of checked baggage in an amount not exceeding one thousand one hundred thirty-one (1,131) Special Drawing Rights or its equivalent in Philippine pesos, per passenger, unless a higher value was declared by the passenger and accepted by the carrier. For delayed baggage, airlines shall provide passengers with an allowance for essential items for each day of delay, in addition to liability under this section; and
- b. For death or bodily injury of passengers arising from accidents during air carriage, carriers shall be strictly liable for proven damages up to one hundred thirteen thousand one hundred (113,100) Special Drawing Rights or its peso equivalent, without the need for proof of fault. For claims exceeding this amount, the carrier shall not be liable if it proves that it was not negligent or that the damage was solely due to the fault of a third party.

These minimum compensation amounts shall apply without prejudice to the statutory rights of passengers to refunds, rebooking, meals, accommodation, or additional compensation under other sections of this Act.

SECTION 14. Enforcement and Penalties. - The Civil Aeronautics Board shall be the primary implementing agency of this Act. It shall monitor compliance by all air carriers and shall investigate violations either motu proprio or upon complaint of a passenger.

Any air carrier found in violation of the provisions of this Act shall be subject to fines ranging from Five Hundred Thousand Pesos (P500,000.00) to Two Million Pesos (P2,000,000.00) for each violation. Repeated or chronic violations may result in the suspension of specific routes or the suspension or revocation of operating permits. Passengers who suffer damage may file claims directly with the Civil Aeronautics Board or in regular courts, without prejudice to other remedies available under law.

SECTION 15. Appropriations. - The amount necessary to implement this Act shall be included in the annual budget of the CAB and CAAP.

SECTION 16. Implementing Rules and Regulations. - Within ninety (90) days from the effectivity of this Act, the Department of Transportation (DOTr), the CAB, and the Department of Trade and Industry (DTI) shall promulgate the implementing rules and regulations consistent with international best practices.

SECTION 17. Separability Clause. - If any provision of this Act is declared unconstitutional or invalid, the other provisions not affected thereby shall continue to be in full force and effect.

SECTION 18. Repealing Clause. - All laws, presidential decrees, executive orders, administrative orders, rules and regulations, or parts thereof inconsistent with the provisions of this Act are hereby repealed or modified accordingly.

SECTION 19. Effectivity. - This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation.

Approved,