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Public consultation: Better protection for passengers and their rights

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Introduction

Passenger rights are at the heart of the EU's transport and consumer policy. Passengers on all collective modes of transport are protected before, during and after their journey by a comprehensive regulatory framework. In particular, passenger rights provide a solution to passengers when they are faced with journey disruptions throughout the various modes of transport (air, rail, bus and ship). Despite significant progress made in the last 18 years, major challenges still remain to be tackled, as further demonstrated during the COVID-19 pandemic and during the summer of 2022.

The objective of this public consultation is to allow the general public and stakeholders to express their views on the current state of play and on the need for additional policy action at European level. Under this initiative, the Commission is considering policy measures covering the following aspects:

- 1. improved financial protection for air passengers against the risk of a liquidity crisis or an insolvency regarding the reimbursement of tickets and if needed their repatriation
- 2. reimbursement of air passengers in case of a booking via an intermediary ticket vendor
- 3. reimbursement in case of cancellation by air passengers in the event of major crisis such as a pandemic or a natural disaster
- 4. passenger rights for multimodal journeys
- 5. improved enforcement of passenger rights in all transport modes

The first three issues concern <u>air passenger rights only</u>. The fourth topic, 'passenger rights for multimodal journeys', concerns the combinations of <u>bus and coach</u>, <u>rail</u> and <u>waterborne</u> transport, and in some cases also air. The fifth topic, better enforcement, concerns all modes of transport.

Other issues relating to air tickets are dealt with already in the proposal of the European Commission COM (2013)130 final, which is a priority pending file according to an agreement between the Commission, the European Parliament and the Council of 2022 (see the joint declaration here). Other aspects relating to bus and coach and waterborne tickets will be dealt with by additional actions. Concerning other aspects regarding rail passenger rights, the new rail passenger Regulation (EU) 2021/782 will be applicable as of 7 June 2023 (you can see what will change in more detail under this link).

The initiative also takes into account the 2021 <u>special report</u> from the European Court of Auditors on air passenger rights during the COVID-19 pandemic.

About you

Bulgarian

Croatian

Czech

Danish

Dutch

English

Estonian

*Language of my contribution

Company/business organisation

Consumer organisation

	Finnish
0	French
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0	Hungarian
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Environmental organisation
Non-EU citizen
Non-governmental organisation (NGO)
Public authority
Trade union
Other
*First name
Delphine
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GRANDSART
*Email (this won't be published)
delphine.grandsart@epf.eu
*Organisation name
255 character(s) maximum
European Passengers' Federation
*Organisation size
Micro (1 to 9 employees)
Small (10 to 49 employees)
Medium (50 to 249 employees)
Large (250 or more)
Transparency register number
255 character(s) maximum Check if your organisation is on the transparency register. It's a voluntary database for organisations seeking to
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*Country of origin

influence EU decision-making.

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Please add your country of origin, or that of your organisation.

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The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

Anonymous

Only organisation details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of

origin and your contribution will be published as received. Your name will not be published. Please do not include any personal data in the contribution itself if you want to remain anonymous.

Public

Organisation details and respondent details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published. Your name will also be published.

I agree with the personal data protection provisions

Views on the problems

The present initiative aims at addressing five distinct sets of problems, which are described below. The Commission intends to assess the appropriateness of various measures that address the problems identified.

Problem 1:

The air passenger rights Regulation (EC) 261/2004 provides for the reimbursement of the ticket price, among others, in case of cancellation of the flight by the air carrier. However, in situations where a carrier becomes insolvent or faces a liquidity crisis, passengers might not be reimbursed and, in addition, might be stranded abroad and have difficulties to be repatriated.

Problem 2:

The air passenger rights <u>Regulation</u> provides for the reimbursement of the ticket price within 7 days in case of cancellation of the flight by the air carrier.

There are no specific provisions under this Regulation ensuring the reimbursement of passengers where they booked their ticket with a ticket vendor (e.g. travel agent, online booking platform) acting as an intermediary between the passenger and the airline.

Problem 3:

The air passenger rights <u>Regulation</u> does not give passengers a right to receive reimbursement of the ticket price in case passengers choose to cancel the ticket themselves due to a major crisis at the place of departure or destination.

Problem 4:

A multimodal journey is a journey where at least two different transport modes are combined, e.g. a train journey combined with a flight, or a rail with a bus or coach service. There are currently no EU rules on the protection of passengers who undertake multimodal journeys and experience travel disruptions when switching between different transport modes (for example on receiving appropriate information or re-routing in the event of a missed connection).

Problem 5:

Enforcement across the EU is insufficiently effective and uniform.

1. To what extent do you agree that the following are important problems?

Improved financial protection for air passengers against the risk of a liquidity crisis or an insolvency regarding the reimbursement of tickets and if needed their repatriation:

	Fully agree	Somewhat agree	Neutral	Disagree somewhat	Disagree fully	No opinion
Air passengers are currently not effectively protected when the airline goes bankrupt or faces a liquidity crisis, meaning that they will not receive a refund from the airline with which they booked their flight.	•	©	•	•	©	©
When passengers are stranded abroad because their airline went bankrupt or faces a liquidity crisis, they have difficulties to be repatriated.	•	©	•	•	©	©

Reimbursement of air passengers in case of a booking via an intermediary ticket vendor:

	Fully agree	Somewhat agree	Neutral	Disagree somewhat	Disagree fully	No opinion
When passengers book their flight via an intermediary ticket vendor (travel agent, online booking platform,) and the flight is cancelled, the reimbursement takes longer than seven days.	•	©	•	•	©	©
Air carriers cannot always respect the obligation to reimburse passengers within seven days following the cancellation when the flight was booked via an intermediary ticket vendor (for example if the carriers	•	•	•	•	•	•

do not have the payment data to make payments to the passenger directly).						
Intermediary ticket vendors are not obliged to reimburse passengers who booked with them when the flight was cancelled by the air carrier.	0	©	0	•	•	•
Where intermediary ticket vendors reimburse passengers, but have not yet received the money from the air carrier, they have no effective right to obtain the relevant amount from air carriers.	•	©	•	•	•	•

Reimbursement in case of cancellation by air passengers in the event of major crisis such as a pandemic or a natural disaster:

	Fully agree	Somewhat agree	Neutral	Disagree somewhat	Disagree fully	No opinion
Air passengers have no right to be reimbursed in case they cancel the ticket themselves in the event of a major crisis.	•	•	0	•	•	0

Passenger rights for multimodal journeys:

	Fully agree	Somewhat agree	Neutral	Disagree somewhat	Disagree fully	No opinion
Passengers are not protected by the existing passenger rights rules when switching between different transport modes.	•	©	0	•	0	0
Persons with disabilities and persons with reduced mobility receive no assistance when switching between transport modes.	0	•	0	•	0	0

Improved enforcement of passenger rights in all transport modes:

Fully agree	Somewhat agree	Neutral	Disagree somewhat	Disagree fully	No opinion

The enforcement of passenger rights varies greatly across the EU.	•	0	0	0	0	0
The enforcement of passenger rights is not effective enough.	•	0	0	0	0	•

2. Please explain your answers to the problem statements (optional):

Free Text Question

Insolvency protection: Passengers are generally not protected (except to a certain extent in the case of package travels) against insolvency of the operator. Alignment should be sought with the Package Travel Directive, currenty also under review.

Intermediaries: The role of intermediaries needs to be clarified: Who informs the passengers about disruptions and who is responsible for complaint handling and reimbursement?

Cancellation by passengers: Passengers who need to cancel their trip because of e.g. travel restrictions or general health risk (which can be considered a form of 'force majeure') are not protected.

Multimodal journeys: For multimodal trips, in most cases there is no overall guarantee for arrival at the final destination. A missed connection may leave passengers stranded and they may only be able to complete their journey by buying new tickets. An adequate level of protection to passengers when using combinations of different transport modes is needed to make multimodal travel a convenient, reliable and safe choice. As a minimum, in case of disruption (all modes), users should receive (real-time and accurate) information about travel alternatives (rerouting) and also be offered the possibility to buy a new ticket / entitlement; top priority of passengers is a guaranteed arrival at their final destination (which means that cooperation among operators is necessary). PRM assistance must be guaranteed and there should be a single point of contact to address in case of a disruption (also in a multimodal context).

Enforcement: Existing passenger rights regulations need to be better enforced. During the wave of cancellations following the onset of the Covid-19 crisis, passenger rights were not respected.

3. Are there any other problems not mentioned here which you think should be addressed? (optional)

Free Text Question

Passengers are not always adequately informed about their existing rights. Further efforts are needed to increase awareness among passengers about their rights.

Some elements, e.g. protection in case of stolen or damaged luggage, are not tackled (to the same extent) for all modes.

Simplified (and faster) procedures for complaint handling and receiving compensation (preferably automatically) are needed. During the Covid-19 crisis, this was clearly a major issue.

Views on objectives and possible policy measures

The general objective of this initiative is to ensure a better protection of passengers and their rights, to enhance the crisis resilience of passenger rights and to improve their effective enforcement across all transport modes, in line with the Sustainable and Smart Mobility Strategy.

4. Please indicate your level of agreement with this general objective:

	Neither agree nor disagree						
(Somewhat disagree						
(Fully disagree						
(No opinion						
s v	specific objectives of the initiative are intended to responsible above, and will guide the choice of policy measure been identified. Please rate the relevance of the objectives beingh relevance). More than one objective can	res. Fiv	e pos , fron	sible s n 1 (l	specifi ow re	c obje	ctives nce) to
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	Objectives: Improved financial protection for air passengers against the risk of a liquidity crisis or an insolvency regarding the reimbursement of tickets and if needed their repatriation.	1	2	3	4	5	
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6. P

Free Text Question

Fully agree

Somewhat agree

Top priority for passengers is guaranteed arrival at their final destination, also when performing a multimodal trip, in which case currently they are not protected.

7. Should any other specific objectives be considered in response to the problems described above? (optional)

Free Text Question

See Q3

8. The table below contains statements on a number of possible policy measures to address the five problem areas. Please rate the measures below in the table from 1 (least relevant) to 5 (most relevant). Not all of them need to be rated. The policy measures described below are without prejudice to the instrument used, and may entail a mix of legislative and soft law measures (including guidelines). Given the complexity and multifaceted nature of the problems, these approaches are not necessarily mutually exclusive.

Improved financial protection for air passengers against the risk of a liquidity crisis or an insolvency regarding the reimbursement of tickets and if needed their repatriation.

	1	2	3	4	5	No opinion
Passengers should be better informed about airline insolvency insurance available to them and other protection against airline insolvency available to them when they pay by credit card (In some Member States purchases made by credit card allow consumers to claim a refund from the card provider when they used the credit card to pay for a service that was not delivered because of the service provider's insolvency.)	0	0	•	•	•	•
Insurance against airline insolvency should be widely available to passengers.	0	0	0	0	•	0
Passengers should be better protected when they have accepted a travel voucher instead of a refund in money.	0	0	0	0	•	0
In each Member State, a public authority should be responsible for coordinating repatriation efforts when passengers are stranded abroad as a result of an airline's bankruptcy.	0	0	0	0	•	•

Reimbursement of air passengers in case of a booking via an intermediary ticket vendor:

	1	2	3	4	5	No opinion
When passengers booked an air ticket via an intermediary ticket vendor, they should only be entitled to turn to such intermediary to obtain a reimbursement in case of a cancellation, and not to the air carrier.	0	•	0	0	0	•
Intermediary ticket vendors should reimburse passengers in the event of a cancellation, also where the air carrier did not provide the amount to be reimbursed to the intermediary ticket vendor first.	0	0	0	•	0	0

Reimbursement in case of cancellation by air passengers in the event of major crisis such as a pandemic or a natural disaster:

	1	2	3	4	5	No opinion
Passengers should have the right to reimbursement when cancelling their tickets themselves in the event of a major crisis without having to pay a fee.	0	0	0	0	•	0
Passengers should have the right to reimbursement when cancelling their tickets themselves in the event of a major crisis (such as pandemic or natural disaster), but the passenger may be asked to pay a termination fee.	0	0	0	•	0	0

Passenger rights for multimodal journeys:

	1	2	3	4	5	No opinion
When one part of the multimodal journey is delayed or cancelled, passengers should be informed in real-time about the disruption and the possible next connections.	0	0	0	0	•	0
Passengers should have the possibility to complain to carriers, ticket vendors and terminal managers about shortcomings which occur during their multimodal journey.	0	0	0	0	•	0
Persons with disabilities or with reduced mobility should receive assistance when switching between different transport modes.	0	0	0	0	•	0
All passengers who missed a connection to another mode because of the delay or the cancellation of the previous transport service should be offered assistance on how to continue the journey.	0	0	0	0	•	0

Improved enforcement of passenger rights in all transport modes:

	1	2	3	4	5	No opinion
Transport carriers and terminal operators should regularly publish data on how they have complied with EU passenger rights (e.g. data on delays and cancellations of their services, assistance to persons with disabilities and reduced mobility etc.).	0	0	0	0	•	•
The Commission should, in cooperation with the national authorities, ensure a more uniform application of EU passenger rights.	0	0	0	0	•	0
The Commission should be able to request national enforcement bodies to investigate specific cases of infringements of passenger rights.	0	0	0	0	•	0

9. Are there any other changes to passenger rights that should be considered? Please elaborate.

Free Text Question

Insolvency protection: Alignment should be sought with the Package Travel Directive, currently also under review. Passengers must never be forced to accept a voucher instead of a refund; however when they do accept one (which should be voluntary), such vouchers should be insolvency protected.

Reimbursement when booking through an intermediary: For passengers, it doesn't matter who reimburses them, as long as it is clear whom to address and that the reimbursement (and compensation, if applicable) follows in a timely manner and according to simple and easy to understand procedures.

Cancellation by passengers: If passengers are forced to cancel their trip due to a general emergency (i.e., not a personal one), especially following an official governmental travel warning or even prohibition, they should be able to do so without having to pay a fee. In other cases, they should also be able to cancel their trip, but a -reasonable- termination fee (it should be clear when booking how much) might be justified.

Alignment should be sought with the Package Travel Directive, currently also under review.

Multimodal journeys: At the very least, passengers must be informed about the impact of disruptions on their trip. For this, information exchange is necessary (cf. revised Rail Passenger Rights' Regulation) between all actors involved: operators, infrastructure managers, ticket vendors. Alignment should therefore be sought with other ongoing initiatives such as the upcoming MDMS Regulation, dealing with such data exchange and the (FRAND) terms under which this should be done.

See also Q3:

Passengers are not always adequately informed about their existing rights. Further efforts are needed to increase awareness among passengers about their rights.

Some elements, e.g. protection in case of stolen or damaged luggage, are not tackled (to the same extent) for all modes.

Simplified (and faster) procedures for complaint handling and receiving compensation (preferably automatically) are needed. During the Covid-19 crisis, this was clearly a major issue.

Recently, the strikes by the security personnel at Brussels South airport have shown that passengers are not protected in case of not being able to enter the airport, as strictly speaking, the airlines did not cancel their flights. How to deal with such a situation is not clearly defined in the existing (air) passenger rights' regulation.

Finally, we wish to point out the importance of practical assistance, particularly for those arriving on delayed flights at geographically or linguistically 'foreign' destinations where the airline relies on third-party subcontracted agents to provide passenger support, if any.

10. You may also upload any document(s) to provide evidence to support your responses.

The maximum file size is 1 MB
Only files of the type pdf, txt, doc, docx, odt, rtf are allowed
[upload here]

Please upload your file(s)

Only files of the type pdf,txt,doc,docx,odt,rtf are allowed

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