Agency for Passenger Rights (apf) – Overview of the year 2019

Pursuant to section 8 par. 2 Federal Passenger Agency Act\(^1\) and section 9 AStG\(^2\), the Agency for Passenger Rights (apf) is obliged to compile an annual report on its activities and results every year. The material content of the 2019 report is summarised below. The full report can be retrieved from the apf website free of charge.\(^3\)

**Legislation in Austria**

**Arbitration board and enforcement body for rail, bus, waterborne and air transport**

The Passenger Right Agency Act (PFAG)\(^4\) came into force on 28 May 2015. With this new legislation, the Agency for Passenger Rights (apf) replaced Schienen-Control’s previous rail transport arbitration board and integrated the arbitration board that was already handling complaints relating to air passenger rights at the former Federal Ministry for Transport, Innovation and Technology. They were joined by the newly created arbitration boards for bus and waterborne transport. The apf is a service provided by the Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK) and was established as a department of Schienen-Control.

**EU-notified body for alternative dispute resolution**

As of 9 January 2016, the apf became a notified alternative dispute resolution body (ADR body) pursuant to the Alternative Dispute Resolution Act (AStG)\(^5\), the national implementation of the directive on alternative dispute resolution in consumer disputes (ADR Directive)\(^6\). This means it is now one of eight ADR bodies active in Austria. Consumers can recognise the apf’s status as an ADR body from the logo with the federal coat of arms and the words *Staatlich anerkannte Verbraucherschlichtungsstelle* (“officially recognised consumer arbitration board”). In terms of structure, funding, legal framework and decision-making, the apf is independent of the companies involved in the arbitration procedures. Arbitration procedures are conducted by the arbitrator appointed by the BMK.

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\(^3\) www.passagier.at.


\(^5\) Pursuant to section 4 par. 1 in conjunction with section 25 AStG.

Agency for Passenger Rights

The apf is the statutory arbitration board and enforcement body for rail, bus, waterborne and air transport. As part of its arbitration activities, it is responsible for settling passenger complaints out of court and helping passengers obtain justice in disputes with companies. In its function as an enforcement body, the apf informs rail, bus, waterborne and air passengers of their rights, monitors observance of the passenger rights embedded in the EU regulations and, if necessary, takes further steps to induce the companies concerned to fulfil their obligations.

apf organisation

The apf is a department of Schienen-Control and has no separate legal identity. In 2019, applicants’ concerns (questions, arbitration requests, procedures) were handled directly by the director of the apf and up to eight full-time/part-time employees.

apf funding

The apf is funded pro rata by contributions from the companies involved in the arbitration procedures and by the Federation. Companies participating in arbitration procedures are liable for costs; at present, these are fixed at 78 Euro per procedure in accordance with the PFAG Cost Contribution Ordinance 2015. These contributions are calculated to cover 40 percent of the apf’s costs. The remaining costs are covered by the BMK using monies from the federal budget.

apf tasks

The apf’s task is to help passengers obtain justice without having to go to court. The apf sees itself as an independent mediator between transport companies and their passengers. Passengers and clients of railway undertakings, railway station operators, integrated ticket organisations, airlines, waterborne transport companies and bus/coach companies (and to a lesser extent operators of bus stations, ports, terminals and civilian aerodromes, e.g. airport operators) can submit arbitration requests to the apf provided they have previously attempted to resolve the issue with the company concerned. The apf is in general not responsible for urban transport companies.

apf competences

Rail transport

With regard to rail transport, the apf helps all passengers and clients of railway undertakings and integrated ticket organisations obtain justice when using the railway. The apf can help with almost any issue involving a contract of carriage.

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7 PFAG Cost Contribution Ordinance 2015, BGBl II 2015/150.
8 Pursuant to section 4 par. 3 Federal Passenger Agency Act.
In a few cases, passengers can also submit an arbitration request directly to the apf without having contacted the company beforehand; in the case of rail transport, this applies for example to possible violations of the Rail Passenger Rights Regulation (e.g. refusal to compensate or reimburse passengers in the event of delay) or the Railway Carriage and Passenger Rights Act (EisbBFG)\(^9\) (e.g. refusal to allow passengers to appeal against fines), and in general to unlawful regulations in the railway undertaking’s/integrated ticket organisation’s conditions of carriage. The apf must notify the Schienen-Control Kommission of any unresolved disputes relating to rail transport (e.g. if it is alleged that the conditions for compensation contain unlawful provisions).

**Bus, waterborne and air transport**

With regard to bus, air and waterborne transport, the apf’s activities are circumscribed by EU regulations, as a result of which its competences are more restricted than in the rail transport sector. The apf also stands up for the rights of persons with disabilities and reduced mobility (PRM).

**Body responsible for cooperating with consumer protection authorities**

In an amendment to the Consumer Authorities Cooperation Act (VBKG)\(^10\), the apf was specified as the body responsible for cooperating with consumer protection authorities in the areas of bus, air, and waterborne transport. Under this law, the national authorities responsible for consumer protection legislation may seek assistance from the corresponding authorities abroad. They can then take action against companies in the event of cross-border violations of consumer protection regulations. This cooperation between authorities now also encompasses rail transport and the PRM Air Passenger Rights Regulation governing air transport\(^11\), and has done so since 17 January 2020\(^12\).

**Enforcing passenger rights**

If no solution remedying the violation of the respective passenger rights regulation can be found during the arbitration procedure, the apf, in its capacity as the enforcement body, will notify the competent legal authority accordingly. The same applies if the company does not participate in the arbitration procedure.

**apf arbitration procedures**

The apf does not replace the respective company’s complaints management. Before the apf can take action, passengers must attempt to reach a mutual agreement with the respective company themselves.

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Competences of the rail transport regulatory authority

Validation of arbitration requests relating to rail transport

In the case of arbitration requests from rail passengers relating to non-existent or insufficient fare compensation for train delays and cancellations, the Schienen-Control Kommission can declare the apf’s proposed solution binding and award the compensation to the passenger\textsuperscript{13}.

This regulation is enforced in cases where no agreement can be reached with the railway undertaking. The Schienen-Control Kommission does not possess this competence in the other three transport sectors. Even in the rail transport sector, it extends only to fare compensation in the event of train delays and cancellations and not to any other claims.

Publication and review of conditions of carriage

Railway undertakings and integrated ticket organisations in the railway transport sector are obliged to present their conditions of carriage to Schienen-Control pursuant to section 22b Railway Act (EisbG).

These conditions of carriage must be presented both when they are first published and after subsequent amendments. Pursuant to section 78b EisbG, the Schienen-Control Kommission has the right to examine whether the conditions of carriage published by the railway undertakings and integrated ticket organisations comply with the law; in the event of any violations, Schienen-Control may declare them void. The review encompasses all Austrian and European legislation (e.g. KSchG\textsuperscript{14}, EisbBFG and the Rail Passenger Rights Regulation\textsuperscript{15}).

apf annual assessment

Arbitration requests and enquiries

In 2019, the apf received a total of 6,395 written arbitration requests and enquiries (2018: 6,248), 5,205 of which related to air transport (2018: 5,462), 1,047 to rail transport (2018: 682), 122 to bus transport (2018: 90) and 21 to waterborne transport (2018: 14).

Arbitration procedures initiated

Figures on arbitration procedures only include cases in which arbitration procedures were actually initiated. 4,622 arbitration procedures were initiated in 2019 (2018: 3,750). Most of these (3,879) related to air transport (2018: 3,261), followed by rail transport with 705 (2018: 452) and bus transport with 37 (2018: 37) procedures. One procedure was initiated in the waterborne transport sector (2018: no procedures).

\textsuperscript{13} Pursuant to section 78a par. 5 EisbG.
\textsuperscript{14} Consumer Protection Act – KSchG, BGBl 1979/140 (current version).
Compensation, reimbursements and penalty rebates

In 2019, the apf obtained approximately 1,301,094 Euro in monetary compensation, reimbursements and penalty rebates for applicants (2018: 1,177,017 Euro). At 1,251,532 Euro, the lion’s share of this amount fell to the air transport sector (2018: 1,124,016 Euro), followed by 48,054 Euro in the rail sector (2018: 50,706 Euro) and 1,508 Euro in the bus sector (2018: 2,295 Euro).

Reaction time and duration of procedures

The average time taken for initial feedback to be sent to the applicant was four-and-a-half days (2018: nine days). This means that the apf succeeded in cutting its reaction time by half compared to the previous year. The average duration of an arbitration procedure was a good 72 days (2018: 35 days). This is twice as long as the average duration of procedures in 2018. The main reasons for this are the sharp increase in the number of cases in the air transport sector since autumn 2018 and the need to perform time-consuming reviews of the numerous cases in which the airlines claimed that they had found themselves in extraordinary circumstances.

Rail transport

Arbitration requests and enquiries

1,047 arbitration requests relating to rail transport were received during 2019 (2018: 682). This figure was more than 53 percent up on the previous year. This increase is probably due to the fact that ÖBB-Personenverkehr has tightened up its fare recovery procedures (passenger fines).

83 percent of the applications rejected by the apf were repudiated on the grounds that the passenger had not yet lodged a claim with the company concerned (2018: 79 percent).

In 2019, almost one quarter (23 percent) of all rail transport applicants resided in the federal capital Vienna (2018: 25 percent). 18 percent of applicants came from Lower Austria (2018: 19 percent) and seven percent each from Tirol (2018: six percent) and Upper Austria (2018: eleven percent). 22 percent of arbitration requests were received from passengers residing abroad (2018: 18 percent).

Arbitration procedures

704 arbitration procedures were concluded in 2019. Compared to the previous year’s figure of 472 procedures, this is an increase of 49 percent.

In 2019, around 85 percent of all procedures in the rail transport sector reached a positive outcome to the mutual satisfaction of both parties (2018: 95 percent). Despite intensive effort, no mutual agreement was reached in 11.5 percent of the procedures (2018: three percent), while 3.4 percent were substantively suspended (2018: 2.5 percent).
At the end of May 2015, transport companies participating in arbitration procedures were made liable for costs. In 2019, the railway undertakings involved were obliged to pay costs in 527 of the procedures concluded in the rail transport sector (2018: 358).

Company obligation to cooperate and complaints filed with district administrative authorities

In 2019, one Czech railway undertaking refused to cooperate in an arbitration procedure (2018: no procedures).

Grounds for procedures and distribution among companies

In 2019, the most common grounds for the initiation of arbitration procedures were passenger fines and collection claims at 36.5 percent (2018: eleven percent). This increase is due above all to the stricter measures now being enforced by ÖBB-Personenverkehr. Procedures relating to fare reimbursements took second place at 33.5 percent (2018: 42 percent), while procedures relating to compensation for delays (ticket costs) and the reimbursement of other consequential expenses came in third at 19.2 percent (2018: 28 percent).

97.6 percent of the procedures involved ÖBB-Personenverkehr (2018: 96.6 percent), while 1.3 percent involved other railway undertakings (including WESTbahn). The remainder involved ÖBB-Infrastruktur and the integrated ticket organisations.

Compensation, reimbursements and penalty rebates

The total sum obtained by the apf from all rail transport procedures concluded in 2019 amounted to 48,054 Euro (2018: 50,706 Euro).

Duration of procedures

In 2019, the apf was able to resolve 65 percent of rail transport procedures in less than two weeks (2018: 60 percent). Another 28 percent of procedures were concluded in less than one month (2018: 29 percent) and six percent in less than two months (2018: nine percent). Only one percent of arbitration procedures took longer than two months (2018: two percent); these mostly involved complex cases. The average duration of all (simple to highly complex) arbitration procedures was around 14 days (2018: 16 days).

Bus transport

Arbitration requests and enquiries

In 2019, the apf received a total of 122 arbitration requests relating to bus transport (2018: 90). 87 percent of those rejected were repudiated on the grounds of non-competence (2018: 88 percent), and 13 percent because the applicant had not contacted the bus company first (2018: twelve percent).
In 2019, one quarter of the applicants lived in Vienna (2018: 33 percent), followed by ten percent whose primary residences were located in Lower Austria (2018: 17 percent). Twelve percent of applicants provided a residential address abroad (2018: 17 percent).

Arbitration procedures

37 procedures were brought to a conclusion in 2019 (2018: 37). Almost 93 percent of all procedures in the bus transport sector reached a positive outcome to the mutual satisfaction of both parties (2018: 100 percent).

The respective bus transport companies were held liable for costs in 27 of the procedures concluded in 2019 (2018: 32).

Company obligation to cooperate and complaints filed with district administrative authorities

In 2018, one Polish company refused to participate in an arbitration procedure. At the beginning of 2019, the apf reported the case to the competent district administrative authority. Following the initiation of administrative penalty proceedings with the district administration of Villach-Land, the Polish company backed down and paid the compensation claimed by the passenger at the end of 2019.

Grounds for procedures and distribution among companies

At 42 percent, delays were the main reason why arbitration procedures were initiated in the bus transport sector in 2019 (2018: 27 percent). One quarter (25 percent) of the arbitration requests received related to cancellations (2018: 52 percent).

97 percent of the procedures concluded in 2019 involved Flixbus (2018: 81 percent). Črnja Tours came in second at three percent.

Compensation and reimbursements

In 2019, the apf obtained 1,508 Euro in monetary compensation and reimbursements for bus passengers (2018: 2,295 Euro).

Duration of procedures

More than half (approx. 57 percent) of the procedures initiated in 2019 were concluded within two weeks (2018: 45 percent). Almost 36 percent of procedures were concluded in less than one month (2018: 39 percent).

Only in just under four percent of cases (3.6 percent respectively) did the procedures initiated in 2019 take less than two months or more than two months to resolve. In 2018, these figures were 13 percent and three percent respectively. The average duration of the bus transport procedures concluded in 2019 was around 21 days (2018: 20 days).
Waterborne transport

Arbitration requests, enquiries and arbitration procedures

In 2019, the apf received a total of 21 arbitration requests relating to waterborne transport (2018: 14). One procedure was initiated in the waterborne transport sector in 2019 (2018: no procedures). In 2019, as in previous years, all the requests rejected were repudiated on the grounds of non-competence.

Air transport

Arbitration requests and enquiries

In all, 5,205 arbitration requests and enquiries relating to air transport were handled in 2019 (2018: 5,462).

61 percent of those rejected were repudiated on the grounds of non-competence (2018: 63 percent), and 13 percent because the passenger had not yet lodged a claim with the airline concerned (2018: 19 percent). 26 percent of cases had to be rejected on “other grounds“ (2018: 18 percent), e.g. missing documents.

At 63 percent, most arbitration requests in 2019 were received from persons residing in Austria (2018: 73 percent). One quarter (25 percent) of requests came from other EU countries, Iceland, Norway, and Switzerland (2018: 20 percent), while seven percent came from non-member countries (2018: four percent). Five percent of applicants provided no information regarding their country of residence (2018: three percent).

Arbitration procedures

A total of 3,397 procedures were concluded in the air transport sector in 2019 (2018: 2,770). The companies and passengers concerned were able to reach a mutual agreement in 71 percent of cases, thus bringing the procedures to a positive conclusion (2018: 79 percent). Despite intensive effort, no mutual agreement was reached in five percent of the procedures (2018: four percent). The remaining procedures were substantively suspended. 18 percent were suspended due to extraordinary circumstances (e.g. adverse weather conditions) and six percent on other grounds (e.g. delays of less than three hours).

The airlines were held liable for costs in 2,753 of the procedures concluded (2018: 2,138).

Company obligation to cooperate and complaints filed with district administrative authorities

As the apf is not only an arbitration board but also one of the bodies responsible for enforcing European passenger rights regulations, non-compliance with regulations has to be sanctioned with appropriate consequences. When the apf’s attention is drawn to a violation of this kind, it brings administrative charges against the airline’s authorised representatives (e.g. the managing director or board) through the competent district administrative authorities.
During the business year 2019, 22 procedures of this kind were initiated against airlines (2018: 14). In 21 of the 22 cases, the airline had also failed to participate in the apf’s arbitration procedure (2018: in 13 of 14).

Grounds for procedures and distribution among companies

In 2019, more than half (52 percent) of the procedures in the air transport sector were initiated due to delays (2018: approximately 45 percent). 43 percent of the procedures related to cancellations (2018: approximately 49 percent) and 4.7 percent to denied boarding (2018: 4.5 percent).

At 37 percent, the air carrier most frequently involved in procedures was Austrian Airlines, the largest Austrian airline (2018: 45 percent). 14 percent of the procedures involved Eurowings. (2018: 16 percent). The percentages accounted for by other airlines were in single figures: Laudamotion (six percent), Wizz Air (five percent), Lufthansa, TAP Portugal and Vueling (four percent each), Iberia and LEVEL Europe (three percent each), easyJet (two percent).

Compensation and reimbursements

In 2019, a total amount of 1,251,532 Euro was obtained for flight passengers (2018: 1,124,016 Euro).

Duration of procedures

In 2019, around one quarter (24 percent) of cases were resolved to the satisfaction of the applicant and the company concerned within two weeks (2018: 43 percent). In almost a quarter of cases (24 percent), a solution was found within one month (2018: 22 percent) and in eleven percent of cases within two months (2018: 14 percent). 41 percent of cases took longer than two months to resolve (2018: 21 percent). The number of cases that required a longer time to resolve doubled largely as a result of the sharp increase in volume and the need to perform time-consuming reviews of alleged extraordinary circumstances.

The average duration of arbitration procedures in the air transport sector was around 85 days (2018: 39 days).

Focal points of arbitration activity

Based on the large number of arbitration requests received, the apf is able to determine on a year-by-year basis where systematic, significant problems exist and where there is room for improvement. These issues are dealt with in depth while mediating between the passengers and companies, and also afterwards if necessary. Moreover, personal meetings are held with certain companies several times a year to discuss topics that are particularly relevant for a larger group of people.

Significant issues have arisen particularly in the rail, bus and air transport sectors. Due to the low number of cases during the period under review, it is not possible to draw any general conclusions about any structural problems that may exist in the waterborne transport sector.
In the rail transport sector, the apf’s activities focused largely on issues such as passenger fines, compensation for delays, information about the apf, and compensation for hotel, taxi and other consequential expenses.

Important topics addressed during arbitration procedures in the air transport sector included missed connecting flights and alternative transportation in cases of flight irregularities.

**Arbitration activities for persons with disabilities and reduced mobility**

The apf is also responsible for handling arbitration requests from passengers with disabilities and reduced mobility (PRM). In the rail, bus and waterborne transport sectors, provisions relating to PRM are incorporated into the respective passenger rights regulations. The air transport sector is subject not only to the Air Passenger Rights Regulation\(^{16}\) but also to the PRM Air Passenger Rights Regulation.

Until now, the apf has received only a few PRM arbitration requests relating to the four transport sectors.

**International cooperation**

The passenger rights regulations applicable to all EU member states require regular intensive dialogue between the national enforcement bodies (NEB) in order to guarantee a uniform cross-border approach. Along with regular meetings, which usually take place at the European Commission in Brussels, other measures include participation in working groups, ongoing discussions at informal meetings, events jointly organised with stakeholders, and written communications relating to general questions on dealing with specific problems.

**Passenger rights**

**Rail transport**

**Violations of the Rail Passenger Rights Regulation and the Railway Carriage and Passenger Rights Act**

When handling arbitration requests, the apf occasionally finds that applicable provisions in the Rail Passenger Rights Regulation and/or the Railway Carriage and Passenger Rights Act (EisbBFG) have been violated. These cases are generally resolved by arbitration; however, the Schienen-Control Kommission had to be notified in a few cases.

The main issues in 2018 included refusals to reimburse fares or pay compensation for delays, insufficient real-time data in bookings, problems purchasing tickets for delayed trains, compensation

for annual passes cancelled during the year, and lack of information regarding the cancellation of couchettes/sleepers before commencing journeys.

Review of conditions of carriage

As part of its mandate to scrutinise conditions of carriage and during the course of arbitration procedures initiated in response to arbitration requests, the apf addresses possible violations of the law on the companies’ part every reporting year. In several procedures initiated by the Schienen-Control Kommission, certain sections of conditions of carriage were ultimately declared invalid, while other procedures impelled the companies in question to amend their conditions of carriage.

Schienen-Control Kommission procedures

In 2019, the Schienen-Control Kommission again handled several regulatory procedures in the area of passenger rights.

Procedures relating to the general terms and conditions of the Österreichcard

With regard to this pending procedure, the Schienen-Control Kommission is of the opinion that the general terms and conditions of the Österreichcard may violate provisions in federal law (failure to describe all the services provided by the Österreichcard in the general terms and conditions and the railway undertaking making unilateral amendments to the general terms and conditions of contracts that are already in force). During the procedure, the Schienen-Control Kommission welcomed the railway undertaking’s agreement to provide consistent, complete information regarding all its services in its fare conditions and information media (e.g. its website and folders). Some issues (e.g. ancillary services and voluntary additional services) are still being clarified. The procedure was still pending as of the editorial deadline for this publication.

Procedures relating to price information in the online ticket shop

In June 2019, the Schienen-Control Kommission initiated a procedure relating to price information. This involves complaints about misleading and contradictory price information in the online ticket shop and app of a railway undertaking. In terms of content, the procedure relates to “Sparschiene” and “Sparschiene-Komfort” tickets, among others; in some cases, the railway undertaking offers these at significantly higher prices than its standard tickets but with poorer conditions (e.g. these tickets cannot be cancelled and refunded). During the procedure, the Schienen-Control Kommission approved the undertaking’s statements with regard to improvements: clear information regarding the conditions for cancelling “Sparschiene-Komfort” tickets, no display of more expensive tickets without added value, uniform description of tickets that offer the same services, indication of gross prices, no automatic activation of extras that were not actively selected when switching between fares. The railway undertaking has already made some improvements. However, the procedure was still pending as of the editorial deadline for this publication.
Air transport

Relevant rulings during 2019

As the Air Passenger Rights Regulation has still not been revised, the European Court of Justice (ECJ) again had to deal with several issues relating to the interpretation of passenger rights legislation in 2019. Rulings relevant to the apf’s activities include those that address the following questions: if a tyre is damaged by a foreign body lying on the landing strip, can this be seen as an extraordinary circumstance? Can fuel on the airport taxiway be seen as an extraordinary circumstance? If a flight itinerary begins in an EU member state and requires the passenger to change to a connecting flight in a third country, can the airline that operated the first flight be made to pay compensation? Offsetting of compensation payments and further compensation for denied boarding? Does the passenger have to provide proof that he/she reached the gate punctually?

Railway punctuality

At 95.2 percent, the punctuality of all local passenger trains operated by the ÖBB in 2019 was marginally lower than the previous year’s figure of 95.6 percent after taking all train cancellations into account. The highest average level of punctuality at 97.7 percent was achieved by Vorarlberg, followed by Carinthia at 97.2 percent and Styria at 96.8 percent. The months with the highest number of punctual trains in Austria (including train cancellations) were March and December at more than 96 percent and February and April 2019 at just under 96 percent.

The punctuality figures of competing providers were also almost always very high. With figures consistently well over 95 percent, the Stern & Hafferl lines on the Linzer Lokalbahn, Lokalbahn Lambach-Vorchdorf-Eggenberg, the Montafonerbahn, the Graz-Köflacher Bahn, the Steiermarkbahn, the Salzburger Lokalbahn and the Neusiedler Seebahn were also exceptionally punctual.

The WESTbahn provides long-distance transport; the statutory minimum punctuality figure of 95 percent governing compensation for delays on local railways therefore does not apply. The level of punctuality set by the WESTbahn undertaking itself is currently 90.01 percent.

All other railway undertakings are subject to the same minimum punctuality figure of 95 percent as the local passenger trains operated by ÖBB-Personenverkehr.

Holders of annual passes (issued by integrated ticket organisations) are entitled to compensation for delays if punctuality drops below the statutory figure of 95 percent for regional transport in at least one month. According to ÖBB-Infrastruktur, a train is said to be punctual if it arrives no more than 5 minutes 29 seconds late. All of the approximately 17.4 million regional train arrivals at every station were included in the figures calculated by ÖBB-Personenverkehr for 2019. Unscheduled train cancellations with no replacement services were also taken into account. In 2019, the ÖBB-Infrastruktur network was divided into 111 sections carrying passenger transport for the railway undertaking ÖBB-Personenverkehr.