

Report on the enforcement of Regulation (EU) No 1177/2010 of the European Parliament and of the Council concerning the rights of passengers when travelling by sea and inland waterway from 1 January 2023 to 31 December 2024

1 General

Under Article 26 of Regulation (EU) No 1177/2010 of the European Parliament and of the Council concerning the rights of passengers when travelling by sea and inland waterway and amending Regulation (EC) No 2006/2004 (hereinafter 'Regulation' or 'Regulation (EU) No 1177/2010'), national enforcement bodies shall publish a report on their activity every two years.

The enforcement report shall contain a description of actions taken in order to implement the provisions of the Regulation, details of sanctions applied and statistics on complaints and sanctions applied. The present enforcement report concerns the activities of the Finnish Transport and Communications Agency (Traficom) from 1 January 2023 to 31 December 2024.

Provisions on Traficom's competence with respect to Regulation (EU) No 1177/2010 are laid down in the Act on Transport Services (320/2017), more specifically in section 186, subsection 2, paragraph 4, and subsection 4. Traficom supervises compliance with Regulation (EU) No 1177/2010 on a general level with respect to the rights of business passengers, disabled passengers and passengers with reduced mobility.

Traficom handles complaints concerning the rights of passengers with disabilities or reduced mobility. Business passengers, i.e. passengers who are not considered consumers, can report to Traficom issues concerning a ship journey. For these passengers, Traficom gives general guidance and advice.

Under section 255, subsection 1 of the Act on Transport Services, Traficom may oblige anyone who has violated an EU regulation to rectify their error or negligence. Traficom may also impose a conditional fine to enforce its decision.

On a case-by-case basis, Traficom supervises compliance with Regulation (EU) No 1177/2010 in cooperation with the Consumer Ombudsman. In Finland, the Consumer Ombudsman oversees compliance with consumer rights, and the Consumer Disputes Board handles individual consumer disputes.

2 Contacts and complaints

In 2023, Traficom did not receive any enquiries, while in 2024, it was contacted once regarding a matter falling within the scope of Regulation (EU) No 1177/2010.

Traficom did not issue any recommendations in either 2023 or 2024.

3 Supervision measures and other activities

Traficom evaluated the websites of carriers (major shipping companies) and terminal operators at the end of 2021 and more extensively in 2022. The evaluation revealed shortcomings in the publication of access conditions and the quality standards for assistance. As a result, in 2023, Traficom sent **supervisory letters** to six (6) carriers and ten (10) passenger terminal operators.

The letters reminded recipients in particular about the following matters in accordance with the Regulation: **access conditions** (Article 9), **quality standards for assistance** (Article 13), personnel **training** (Article 14) and the general obligation to provide passengers with **information** about their rights (Article 23).

As part of its general supervisory activities, Traficom also addressed two cases concerning assistance for disabled persons and persons with reduced mobility.

In 2024, Traficom published a [guide on using public transport with an assistance dog](#).

[The guide](#) also covers travelling by ship and aims to make it easier to travel with an assistance dog in Finland. The guide is available in Finnish, Swedish and English. The content complies with both national legislation and EU regulations on passenger rights.

Traficom did not impose any conditional fines in matters concerning EU passenger rights in 2023–2024.

4. More information about accessibility on ship journeys and international sea passenger volumes

In 2024, Traficom compiled and published a [situational picture of passenger ship traffic \(Summary in English\)](#) primarily focusing on the accessibility and development needs of domestic passenger ship traffic. The situational picture also provides a general description of the accessibility of international passenger ships stopping at Finnish ports and the assistance available on these services.

Traficom updates the situational picture of passenger ship traffic at least every two years. The data contributes to wider transport system [analysis](#) (in

Finnish) which offers a strategic overview of the current state, development needs and evolving operating environment of the transport system.

In 2024, Traficom also published a situational picture of Finland's international transports, which includes selected data on waterborne transport. The situational picture indicates that waterborne passenger transport, alongside air travel, plays a key role in international travel in Finland. (Source in Finnish: [Finland's international transports](#))

According to Statistics Finland, the **number of international sea passengers in 2023** increased by six per cent compared to 2022. Despite this growth, passenger volumes remained at only 70 per cent of the pre-pandemic level in 2019. According to data released by Statistics Finland, **13.5 million passengers** travelled through Finnish ports on international sea routes in 2023. Of these, 96 per cent travelled on routes to Estonia and Sweden. In all, 7.2 million passengers travelled between Finland and Estonia and 5.8 million between Finland and Sweden. A further 0.2 million passengers travelled between Finland and Germany.¹

According to Statistics Finland, the **number of international sea passengers in 2024 grew by 0.5 per cent compared to 2023**, reaching a total of 13.5 million passengers. Of these, 97 per cent travelled on routes to Estonia and Sweden. In all, 7.5 million passengers travelled between Finland and Estonia and 5.6 million between Finland and Sweden. A total of 0.2 million passengers travelled between Finland and Germany.²

¹ Foreign shipping traffic [online publication]. Reference period: 2023. ISSN=2670-2002. Helsinki: Statistics Finland [Referenced: 29.5.2025]. Access method: <https://stat.fi/en/publication/clmq9f4xymq900cunbtfy6302>

² Foreign shipping traffic [online publication]. Reference period: 2024. ISSN=2670-2002. Helsinki: Statistics Finland [Referenced: 29.5.2025]. Access method: <https://stat.fi/en/publication/cm1ep9l5qm76l07uscm02xikj>