

116TH CONGRESS  
1ST SESSION

# S. 669

To protect the rights of passengers with disabilities in air transportation,  
and for other purposes.

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IN THE SENATE OF THE UNITED STATES

MARCH 6, 2019

Ms. BALDWIN (for herself, Mr. BLUMENTHAL, Ms. DUCKWORTH, Ms. HASSAN, Mr. MERKLEY, Mr. MARKEY, and Ms. WARREN) introduced the following bill; which was read twice and referred to the Committee on Commerce, Science, and Transportation

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## A BILL

To protect the rights of passengers with disabilities in air  
transportation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Air Carrier Access  
5 Amendments Act of 2019”.

6 **SEC. 2. FINDINGS; SENSE OF CONGRESS.**

7 (a) FINDINGS.—Congress makes the following find-  
8 ings:

1           (1) In 1986, President Ronald Reagan signed  
2           the Air Carrier Access Act of 1986 (Public Law 99–  
3           435; 100 Stat. 1080), adding a provision now codi-  
4           fied in section 41705 of title 49, United States Code  
5           (in this section referred to as the “ACAA”), prohib-  
6           iting disability-based discrimination in air transpor-  
7           tation.

8           (2) Despite progress, many individuals with dis-  
9           abilities, including veterans, still encounter signifi-  
10          cant barriers while traveling in air transportation,  
11          such as—

12                   (A) damaged assistive devices;

13                   (B) inaccessible aircraft, lavatories, and  
14                   communication media;

15                   (C) delayed assistance;

16                   (D) inequitable treatment of service ani-  
17                   mals;

18                   (E) inadequate disability cultural com-  
19                   petency; and

20                   (F) a lack of suitable seating accommoda-  
21                   tions.

22          (b) SENSE OF CONGRESS.—The following is the sense  
23          of Congress:

24                  (1) Access for individuals with disabilities in air  
25                  transportation must move into the 21st century.

1       Otherwise, individuals with disabilities will be left  
2       behind and unable to compete in today’s job market  
3       or enjoy the opportunities available to other citizens  
4       of the United States.

5               (2) Aircraft must be designed to accommodate  
6       individuals with disabilities and air carriers must ac-  
7       quire aircraft that meet broad accessibility stand-  
8       ards.

9               (3) The ACAA must be updated to improve ac-  
10       cess to air transportation for individuals with dis-  
11       abilities. Legislation is necessary for the moderniza-  
12       tion of standards and requirements that will  
13       strengthen accessibility in air transportation, includ-  
14       ing the accessibility of aircraft.

15              (4) The Department of Transportation and the  
16       Architectural and Transportation Barriers Compli-  
17       ance Board (in this section referred to as the “Ac-  
18       cess Board”) must promulgate regulations to ensure  
19       that all passengers with disabilities receive—

20                      (A) prompt and effective boarding,  
21                      deplaning, and connections between flights;

22                      (B) accommodations, including non-  
23                      standard accommodations, that safely facilitate  
24                      air travel; and

1 (C) better access to airport facilities, in-  
2 cluding the provision of visually accessible an-  
3 nouncements and full and equal access to aural  
4 communications.

5 (5) Legislation is necessary to ensure that indi-  
6 viduals with disabilities have adequate remedies  
7 available when air carriers violate the ACAA (includ-  
8 ing regulations prescribed under the ACAA).

9 (6) Unlike other civil rights statutes, the ACAA  
10 does not contain a private right of action, which is  
11 critical to the enforcement of civil rights statutes.  
12 Legislation is necessary to correct this anomaly.

13 **SEC. 3. DEFINITIONS.**

14 In this Act:

15 (1) ACCESS BOARD.—The term “Access Board”  
16 means the Architectural and Transportation Bar-  
17 riers Compliance Board.

18 (2) AIR CARRIER.—The term “air carrier”  
19 means an air carrier or foreign air carrier (as those  
20 terms are defined in section 40102 of title 49,  
21 United States Code).

22 (3) DISABILITY.—The term “disability” has the  
23 meaning given that term in section 3 of the Ameri-  
24 cans with Disabilities Act of 1990 (42 U.S.C.  
25 12102), including the meaning under that section as

1 amended by the ADA Amendments of 2008 (Public  
2 Law 110–325; 122 Stat. 3553).

3 (4) SECRETARY.—The term “Secretary” means  
4 the Secretary of Transportation.

5 **SEC. 4. IMPROVING ACCESS TO AIR TRANSPORTATION FOR**  
6 **INDIVIDUALS WITH DISABILITIES.**

7 (a) IN GENERAL.—Section 41705 of title 49, United  
8 States Code, is amended to read as follows:

9 **“§ 41705. Accessibility of air transportation for indi-**  
10 **viduals with disabilities**

11 “(a) IN GENERAL.—In providing air transportation,  
12 an air carrier may not discriminate against an individual  
13 on the basis of a disability, including by taking any of  
14 the actions prohibited under subsection (b) or not taking  
15 any of the actions required by subsection (c).

16 “(b) PROHIBITED ACTIONS.—

17 “(1) IN GENERAL.—An air carrier may not—

18 “(A) directly or through a contractual, li-  
19 censing, or other arrangement, discriminate in  
20 the full and equal enjoyment (within the mean-  
21 ing of that term under section 302(a) of the  
22 Americans with Disabilities Act of 1990 (42  
23 U.S.C. 12182(a))) of air transportation;

24 “(B) deny the opportunity of an individual  
25 or a class of individuals, on the basis of a dis-

1 ability or disabilities of the individual or class,  
2 to participate in or benefit from the goods,  
3 services, facilities, advantages, accommodations,  
4 or other opportunities provided by the air car-  
5 rier;

6 “(C) afford an individual or a class of indi-  
7 viduals, on the basis of a disability or disabil-  
8 ities of the individual or class, with the oppor-  
9 tunity to participate in or benefit from a good,  
10 service, facility, advantage, accommodation, or  
11 other opportunity that is not equal to a good,  
12 service, facility, advantage, accommodation, or  
13 other opportunity afforded to other individuals;

14 “(D) subject to paragraph (2), provide an  
15 individual or a class of individuals, on the basis  
16 of a disability or disabilities of the individual or  
17 class, with a good, service, facility, privilege, ad-  
18 vantage, accommodation, or other opportunity  
19 that is different or separate from a good, serv-  
20 ice, facility, privilege, advantage, accommoda-  
21 tion, or other opportunity provided to other in-  
22 dividuals;

23 “(E) deny any goods, services, facilities,  
24 privileges, advantages, accommodations, or  
25 other opportunities to an individual because of

1 the known disability of another individual with  
2 whom the individual is known to have a rela-  
3 tionship or association;

4 “(F) impose or apply eligibility criteria  
5 that screen out or have the effect of screening  
6 out individuals with disabilities or a class of in-  
7 dividuals with disabilities from fully enjoying  
8 any good, service, facility, privilege, advantage,  
9 accommodation, or other opportunity provided  
10 by the air carrier, unless the air carrier can  
11 demonstrate that such criteria are necessary for  
12 the provision of the good, service, facility, privi-  
13 lege, advantage, accommodation, or other op-  
14 portunity;

15 “(G) directly or through a contractual, li-  
16 censing, or other arrangement, use standards or  
17 criteria or methods of administration—

18 “(i) that have the effect of discrimi-  
19 nating on the basis of disability; or

20 “(ii) that perpetuate the discrimina-  
21 tion of others who are subject to common  
22 administrative control;

23 “(H) purchase or lease an aircraft that  
24 does not comply with this section and regula-  
25 tions prescribed under this section; or

1           “(I) refurbish an aircraft cabin in an air-  
2           craft manufactured before the date of the en-  
3           actment of the Air Carrier Access Amendments  
4           Act of 2019, or purchase or lease such an air-  
5           craft, unless the aircraft, to the maximum ex-  
6           tent feasible, is made readily accessible to and  
7           usable by individuals with disabilities, including  
8           individuals who use wheelchairs, in accordance  
9           with this section and upon issuance of regula-  
10          tions prescribed under this section.

11          “(2) EXCEPTION.—

12                 “(A) IN GENERAL.—Subject to subpara-  
13                 graph (B), an air carrier may provide an indi-  
14                 vidual or a class of individuals, on the basis of  
15                 a disability or disabilities of the individual or  
16                 class, with a good, service, facility, privilege, ad-  
17                 vantage, accommodation, or other opportunity  
18                 that is different or separate from the good,  
19                 service, facility, privilege, advantage, accommo-  
20                 dation, or other opportunity provided to other  
21                 individuals if doing so is necessary to provide  
22                 the individual or class of individuals with a  
23                 good, service, facility, privilege, advantage, ac-  
24                 commodation, or other opportunity that is as  
25                 effective as the good, service, facility, privilege,



1 advantage, accommodation, or other oppor-  
2 tunity provided to other individuals.

3 “(B) ACCEPTANCE.—An individual or a  
4 class of individuals shall retain the authority to  
5 decide whether to accept or refuse a good, serv-  
6 ice, facility, privilege, advantage, accommoda-  
7 tion, or other opportunity referred to in sub-  
8 paragraph (A).

9 “(C) SELECTION OF GOODS, ETC., PRO-  
10 VIDED TO OTHERS.—If, in accordance with sub-  
11 paragraph (A), an air carrier provides to an in-  
12 dividual or a class of individuals a good, service,  
13 facility, privilege, advantage, accommodation, or  
14 other opportunity that is different or separate  
15 from the good, service, facility, privilege, advan-  
16 tage, accommodation, or other opportunity pro-  
17 vided to other individuals, the air carrier may  
18 not deny to an individual with a disability the  
19 opportunity to participate in the good, service,  
20 facility, privilege, advantage, accommodation, or  
21 other opportunity provided to such other indi-  
22 viduals.

23 “(c) REQUIRED ACTIONS.—An air carrier shall—

24 “(1) afford goods, services, facilities, privileges,  
25 advantages, accommodations, and other opportuni-

1 ties to an individual with a disability in the most in-  
2 tegrated setting appropriate to the needs of the indi-  
3 vidual;

4 “(2) make reasonable modifications in policies,  
5 practices, or procedures, when such modifications  
6 are necessary to afford goods, services, facilities,  
7 privileges, advantages, accommodations, or other op-  
8 portunities to individuals with disabilities, unless the  
9 air carrier can demonstrate that making such modi-  
10 fications would fundamentally alter the nature of the  
11 goods, services, facilities, privileges, advantages, ac-  
12 commodation, or other opportunities;

13 “(3) take such measures as may be necessary  
14 to ensure that no individual with a disability is ex-  
15 cluded, denied services, segregated, or otherwise  
16 treated differently from other individuals because of  
17 the absence of auxiliary aids or services, unless the  
18 air carrier can demonstrate that taking such meas-  
19 ures would—

20 “(A) fundamentally alter the nature of a  
21 good, service, facility, privilege, advantage, ac-  
22 commodation, or other opportunity being of-  
23 fered; or

24 “(B) result in an undue burden to the air  
25 carrier; and

1           “(4)(A) remove architectural barriers to equal  
2           access by individuals with disabilities to goods, serv-  
3           ices, facilities, privileges, advantages, accommoda-  
4           tions, or other opportunities provided by the air car-  
5           rier, and communication barriers to such access that  
6           are structural in nature, in facilities of the air car-  
7           rier (whether owned or leased by the air carrier)  
8           that were constructed before or altered after the  
9           date of the enactment of the Air Carrier Access  
10          Amendments Act of 2019, and remove physical and  
11          communication barriers to such access in aircraft  
12          manufactured before such date of enactment and  
13          used by an air carrier for transporting individuals,  
14          if the removal of such barriers is readily achievable;  
15          or

16           “(B) if the air carrier can demonstrate that the  
17          removal of a barrier described in subparagraph (A)  
18          is not readily achievable, make such goods, services,  
19          facilities, privileges, advantages, accommodations, or  
20          other opportunities available through alternative  
21          methods that are readily achievable.

22          “(d) COMPLAINTS.—

23           “(1) IN GENERAL.—The Secretary of Transpor-  
24          tation shall ensure that individuals with disabilities  
25          traveling in air transportation are able—

1           “(A) to file complaints with the Depart-  
2           ment of Transportation in response to dis-  
3           ability-related discrimination prohibited under  
4           this section or regulations prescribed under this  
5           section; and

6           “(B) to receive assistance from the De-  
7           partment through a toll-free hotline telephone  
8           number or comparable electronic means of com-  
9           munication.

10          “(2) NOTICE TO PASSENGERS WITH DISABIL-  
11          ITIES.—Each air carrier shall include on its publicly  
12          available Internet website, any related mobile device  
13          application, and online service—

14                 “(A) the hotline telephone number estab-  
15                 lished under section 42302 or the telephone  
16                 number for the Aviation Consumer Protection  
17                 Division of the Department of Transportation  
18                 and the Department’s disability assistance hot-  
19                 line telephone number or a comparable elec-  
20                 tronic means of communication;

21                 “(B) notice that a consumer can file a dis-  
22                 ability-related complaint with the Aviation Con-  
23                 sumer Protection Division;

24                 “(C) an active link to the Internet website  
25                 of the Aviation Consumer Protection Division

1 for a consumer to file a disability-related com-  
2 plaint; and

3 “(D) notice that the consumer can file a  
4 disability-related complaint with the air carrier  
5 and the process and any timelines for filing  
6 such a complaint.

7 “(3) INVESTIGATION OF COMPLAINTS.—

8 “(A) IN GENERAL.—The Secretary shall—

9 “(i) investigate each complaint of a  
10 violation of this section or a regulation pre-  
11 scribed under this section;

12 “(ii) provide, in writing, to the indi-  
13 vidual that filed the complaint and the air  
14 carrier alleged to have violated this section  
15 or a regulation prescribed under this sec-  
16 tion, the determination of the Secretary  
17 with respect to—

18 “(I) whether the air carrier vio-  
19 lated this section or a regulation pre-  
20 scribed under this section; and

21 “(II) the facts underlying the  
22 complaint; and

23 “(iii) take action where a violation is  
24 found to bring the air carrier into compli-  
25 ance.

1           “(B) REFERRAL.—If the Secretary has  
2 reasonable cause to believe that any air carrier  
3 or group of air carriers is engaged in a pattern  
4 or practice of discrimination under this section,  
5 or any person or group of persons has been dis-  
6 criminated against under this section and such  
7 discrimination raises an issue of general public  
8 importance, the Secretary shall refer the matter  
9 to the Attorney General.

10           “(C) PUBLICATION OF DATA.—The Sec-  
11 retary shall publish disability-related complaint  
12 data in a manner comparable to other aviation  
13 consumer complaint data.

14           “(D) REVIEW AND REPORT.—The Sec-  
15 retary shall regularly review all complaints re-  
16 ceived by air carriers alleging discrimination on  
17 the basis of disability and shall report annually  
18 to Congress on the disposition of such com-  
19 plaints.

20           “(e) CIVIL ACTION.—

21           “(1) AGGRIEVED PERSONS.—

22           “(A) IN GENERAL.—Any person aggrieved  
23 by the violation by an air carrier of this section  
24 or a regulation prescribed under this section  
25 may, during the 2-year period beginning on the

1 date of the violation, bring a civil action in an  
2 appropriate district court of the United States.

3 “(B) AVAILABLE RELIEF.—If a court finds  
4 in favor of the plaintiff in a civil action brought  
5 under subparagraph (A), the court may award  
6 to the plaintiff equitable and legal relief, includ-  
7 ing compensatory and punitive damages, and  
8 shall, in addition to any such relief, award rea-  
9 sonable attorney’s fees, reasonable expert fees,  
10 and cost of the action to the plaintiff.

11 “(C) EXHAUSTION OF ADMINISTRATIVE  
12 REMEDIES.—Any person aggrieved by the viola-  
13 tion by an air carrier of this section or a regu-  
14 lation prescribed under this section shall not be  
15 required to exhaust administrative remedies be-  
16 fore bringing a civil action under subparagraph  
17 (A).

18 “(D) RULE OF CONSTRUCTION.—Nothing  
19 in this paragraph shall be construed to invali-  
20 date or limit other Federal or State laws afford-  
21 ing to people with disabilities greater legal  
22 rights or protections than those granted by this  
23 section.

24 “(2) ENFORCEMENT BY ATTORNEY GEN-  
25 ERAL.—

1           “(A) IN GENERAL.—The Attorney General  
2           may bring a civil action on behalf of persons  
3           aggrieved by the violation by an air carrier of  
4           this section or a regulation prescribed under  
5           this section in any appropriate district court of  
6           the United States.

7           “(B) AUTHORITY OF COURT.—In a civil  
8           action under subparagraph (A), the court  
9           may—

10                   “(i) grant any equitable relief that the  
11                   court considers to be appropriate;

12                   “(ii) award such other relief as the  
13                   court considers to be appropriate, includ-  
14                   ing monetary damages to persons ag-  
15                   grieved by the violation by an air carrier of  
16                   this section or a regulation prescribed  
17                   under this section, when requested by the  
18                   Attorney General; and

19                   “(iii) assess a civil penalty against the  
20                   air carrier.

21           “(f) RULE OF CONSTRUCTION.—Nothing in this sub-  
22           chapter shall require an air carrier to permit an individual  
23           to participate in or benefit from goods, services, facilities,  
24           privileges, advantages, accommodations, or other opportu-  
25           nities if the individual poses a significant risk to the health



1 or safety of others that cannot be eliminated by a modi-  
2 fication of policies, practices, or procedures or by the pro-  
3 vision of auxiliary aids or services.

4 “(g) DEFINITIONS.—In this section:

5 “(1) ACCESS BOARD.—The term ‘Access Board’  
6 means the Architectural and Transportation Bar-  
7 riers Compliance Board.

8 “(2) AIR CARRIER.—The term ‘air carrier’  
9 means an air carrier or, subject to section 40105(b),  
10 a foreign air carrier.

11 “(3) DISABILITY.—The term ‘disability’ has the  
12 meaning given that term in section 3 of the Ameri-  
13 cans with Disabilities Act of 1990 (42 U.S.C.  
14 12102), including the meaning under that section as  
15 amended by the ADA Amendments of 2008 (Public  
16 Law 110–325; 122 Stat. 3553).

17 “(4) READILY ACHIEVABLE.—The term ‘readily  
18 achievable’ means easily accomplishable and able to  
19 be carried out without much difficulty or expense. In  
20 determining whether an action is readily achievable,  
21 factors to be considered include—

22 “(A) the nature and cost of the action  
23 needed; and

24 “(B) the overall financial resources of the  
25 air carrier.”.

1 (b) TECHNICAL ASSISTANCE.—Not later than 180  
 2 days after the date of the enactment of this Act, the Sec-  
 3 retary shall ensure the availability and provision of appro-  
 4 priate technical assistance manuals to individuals and en-  
 5 tities with rights or responsibilities under section 41705  
 6 of title 49, United States Code, as amended by subsection  
 7 (c).

8 (c) CLERICAL AMENDMENT.—The chapter analysis  
 9 for chapter 417 of title 49, United States Code, is amend-  
 10 ed by striking the item relating to section 41705 and in-  
 11 serting the following:

“41705. Accessibility of air transportation for individuals with disabilities.”.

12 **SEC. 5. STANDARDS.**

13 (a) AIRCRAFT WITH NEW OR AMENDED TYPE CER-  
 14 TIFICATES.—

15 (1) IN GENERAL.—Not later than 18 months  
 16 after the date of the enactment of this Act, the Ac-  
 17 cess Board shall, in consultation with the Secretary,  
 18 prescribe regulations setting forth the minimum  
 19 standards to ensure that aircraft with type certifi-  
 20 cates under part 21 of title 14, Code of Federal  
 21 Regulations, issued or amended after the date the  
 22 regulations are issued, and related boarding and  
 23 deplaning equipment, are accessible, in terms of de-  
 24 sign for, transportation of, and communication to,

1 individuals with disabilities, including individuals  
2 who use wheelchairs.

3 (2) COVERED AIRCRAFT, EQUIPMENT, AND FEA-  
4 TURES.—The standards issued under paragraph (1)  
5 shall address, at a minimum—

6 (A) boarding and deplaning equipment, in-  
7 cluding ensuring that there is a route accessible  
8 for individuals with disabilities;

9 (B) seating accommodations;

10 (C) lavatories;

11 (D) captioning and audio description of in-  
12 flight entertainment and captioning of any  
13 other aural communication;

14 (E) individual video displays;

15 (F) visually accessible announcements;

16 (G) adequate in-cabin stowage for assistive  
17 devices; and

18 (H) proper stowage of assistive devices in  
19 the cargo hold to prevent damage.

20 (b) AIRCRAFT WITH AN EXISTING TYPE CERTIFI-  
21 CATE.—

22 (1) IN GENERAL.—Not later than one year  
23 after the date of the enactment of this Act, the Ac-  
24 cess Board shall, in consultation with the Secretary,  
25 prescribe regulations setting forth minimum stand-

1 ards to ensure that barriers to the access of individ-  
2 uals with disabilities, including individuals who use  
3 wheelchairs, on aircraft with type certificates issued  
4 under part 21 of title 14, Code of Federal Regula-  
5 tions, before such date of enactment, are removed to  
6 meet basic accessibility needs of individuals with dis-  
7 abilities to the extent readily achievable.

8 (2) REMOVAL OF BARRIERS.—The standards  
9 issued under paragraph (1) shall apply at a min-  
10 imum to stowage of wheelchairs in the cargo hold,  
11 captioning and audio description of in-flight enter-  
12 tainment and captioning of any other aural commu-  
13 nication, visually accessible announcements, indi-  
14 vidual video displays, and improved access to seating  
15 and lavatories in all aircraft.

16 (c) AIRPORT FACILITIES.—Not later than one year  
17 after the date of the enactment of this Act, the Access  
18 Board shall, in consultation with the Secretary, issue  
19 standards under section 41705 of title 49, United States  
20 Code (commonly known as the “Air Carrier Access Act”),  
21 that ensure all gates (including counters), ticketing areas,  
22 and customer service desks covered under such section at  
23 airports are accessible to and usable by all individuals with  
24 disabilities, including through the provision of visually ac-

1 ccessible announcements and full and equal access to aural  
2 communications.

3 (d) WEBSITES AND KIOSKS.—Not later than one  
4 year after the date of the enactment of this Act, the Ac-  
5 cess Board shall, in consultation with the Secretary, pre-  
6 scribe regulations setting forth minimum standards to en-  
7 sure that individuals with disabilities are able to access  
8 kiosks and websites in a manner that is equally as effective  
9 as individuals without disabilities, with a substantially  
10 equivalent ease of use. Such standards shall be consistent  
11 with the standards set forth in the Web Content Accessi-  
12 bility Guidelines 2.0 Level AA of the Web Accessibility Ini-  
13 tiative of the World Wide Web Consortium or any subse-  
14 quent version.

15 (e) REGULATIONS.—Not later than 180 days after  
16 the Access Board issues standards under this section, the  
17 Secretary shall prescribe such regulations as are necessary  
18 to implement those standards, including the requirement  
19 to maintain accessible features of aircraft, equipment, and  
20 facilities.

○