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COVER NOTE

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To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union

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Delegations will find attached document SWD(2025) 848 final.

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COMMISSION STAFF WORKING DOCUMENT

STAKEHOLDER CONSULTATION - SYNOPSIS REPORT

Accompanying the

**COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN
PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL
COMMITTEE AND THE COMMITTEE OF THE REGIONS**

**2030 Consumer Agenda and action plan for consumers in the single market
'A new impulse for consumer protection, competitiveness and sustainable growth'**

{COM(2025) 848 final}

1. Objectives of the consultation

The purpose of the consultation was to gather feedback and input from stakeholders to inform the development of the 2025-2030 Consumer Agenda.

Building on previous achievements, the 2025-2030 Consumer Agenda sets out a common framework for EU consumer policy until 2030, identifying the main priorities and actions for the next five years. An action plan for consumers in the EU single market is also an integral part of the Consumer Agenda. This action plan aims to address barriers that prevent consumers from making the most of the single market's benefits.

2. Overview of consultation activities

The consultation activities included targeted consultations and bilateral meetings with stakeholders, a public consultation and a call for evidence.

Targeted discussions with expert groups and networks

Targeted consultations with stakeholders encompassed thematic discussions on different aspects of the Consumer Agenda during various meetings of relevant expert groups and networks in 2024 and 2025, such as:

- The Consumer Policy Advisory Group¹ joint plenary and subgroup meetings on 28 November 2024 and 03 April 2025, and two separate plenary and subgroup meetings on 8 February 2024.
- The Consumer Policy Network (CPN) meetings on 2 February 2024, 10 December 2024 and 26 March 2025.
- The meeting of the Directors of the European Consumer Centre Network on 14 November 2024 and the meeting of the Financial Services User Group on 26 June 2025.

European Consumer Summits

The 2024 European Consumer Summit, which took place on 18 April 2024, was focused on discussing consumer policy priorities and actions for the next Commission mandate and the future 2025-2030 Consumer Agenda.² Discussions included a high-level panel on the future of consumer policy and a series of highly interactive break-out sessions on a wide range of topics. Topics discussed ranged from promoting circularity, to challenges related to dropshipping, the use of data for enforcement, dark patterns, door-to-door selling, online fraud and scams, mileage fraud in second-hand vehicles, and how to best support the consumer movement. Discussions at the 2025 European Consumer Summit, which took place on 20 May 2025, also focused on several topics to be addressed in the Agenda, such as: the interplay between consumer policy and the EU economy's competitiveness; how to address the growing influence and risks of online and cross-border e-commerce; the critical role of enforcement in upholding consumer protection laws; and how to shape a safe digital market for young consumers.³

Informal Consumer Ministerial and high-level meeting on consumer policy

There were focused discussions on various planned priorities for the Agenda during the Informal Consumer Ministerial held under the Belgian Presidency in April 2024, and the high-level meeting on

¹ Information about this group and the minutes of the meetings are publicly available in the [Register of Commission Expert Groups](#).

² [Full report of the 2024 Consumer Summit](#)

³ [Full report of the 2025 Consumer Summit](#)

consumer policy organised by the Polish Presidency in Warsaw in March 2025. This high-level meeting brought together the CPN and the Consumer Protection Cooperation Network. Various topics related to the Agenda were also discussed during public Consumer Dialogue events organised in Member States in cooperation with the relevant national Member State authorities.

Bilateral meetings and exchanges

In 2024-2025, the Commission held bilateral meetings and exchanges with a wide range of stakeholders on the main issues to be addressed in the 2025-2030 Consumer Agenda.

Call for evidence and public consultation

The European Commission launched a call for evidence and a public consultation, both ran from 19 May 2025 to 31 August 2025 and were published on the Commission's 'Have Your Say' website. Their main objective was to strengthen the evidence base by collecting insights and feedback from a wide range of stakeholders on the key issues and challenges in consumer policy that the Consumer Agenda should address.

The call for evidence provided a concise overview of the objectives, context, and possible areas for future action. It allowed respondents to submit brief, free-text feedback with the possibility to attach supporting documents. The public consultation, by contrast, was structured as a more detailed questionnaire, seeking feedback on the planned priorities for the Consumer Agenda and the most important issues to tackle in the next five years. The questionnaire combined closed questions and open comment boxes. It also allowed respondents to upload position papers or supporting evidence. Both the call for evidence and the public consultation were available in all of the 24 official EU languages.

The Commission publicised the call for evidence and public consultation through its usual communication channels, including the forwarding of relevant information by consumer associations and business associations within their respective networks and constituencies.

The Commission received 223 responses to its public consultation of which 2 were disregarded (one duplicate and one which contained non-meaningful responses). Private sector organisations accounted for the largest share of respondents: 90 responses (or 40.7%) came from business associations while a further 24 responses were from individual companies (10.9%). A diverse array of business sectors was represented, ranging from retailers, brands, tech, telecommunications, gaming and lightning industry to the audiovisual, press, jewellery, cosmetic and food sectors. Consumer organisations and NGOs accounted for a further 38 contributions (17.2%) and EU citizens for 34 (15.4%). Some 25 public sector organisations also responded (11.3%). The largest number of responses came from Belgium (63, or 28.5%), reflecting the status of Brussels as a hub for business groups, trade associations, NGOs and other groups with an interest in EU policy. Germany (28) and France (19) were the next largest source of respondents. The summary report of the public consultation is available online.⁴

The Commission received 187 responses to its call for evidence. Most responses came from businesses (63 from business associations and 15 from individual companies), followed by 48 from EU citizens, 23 from NGOs, 15 from consumer organisations and 6 from public authorities. Most responses were submitted from Belgium (55), followed by 29 from Germany and 11 both from Italy and France. Several stakeholders responded to both the call for evidence and the open public consultation.

⁴ [European Commission - Have your say: Consumer Agenda 2025-2030 and action plan on consumers in the Single Market](#)

Additional contributions

The Commission has also received several contributions in the form of position papers submitted outside of the public consultation by various stakeholders including consumer organisations, businesses and public authorities.

3. Overview of stakeholders consulted

Consultation activity	Stakeholders
Targeted discussions with expert groups and networks	Consumer Policy Advisory Group: EU level business and consumer organisations, national consumer organisations, NGOs, academics Consumer Policy Network: representatives from national ministries from all Member States and EFTA countries Consumer Protection Cooperation Network: national consumer protection authorities Consumer Safety Network: national market surveillance authorities European Consumer Centres Network: consumer centres in the different Member States Financial Services User Group: organisations and individual experts representing users of financial services
Informal Consumer Ministerial	Member States
Bilateral meetings	Representatives from national ministries, public authorities, Members of the European Parliament, EU level business and consumer organisations
2024 and 2025 European Consumer Summits	Policymakers from the EU, all Member States as well as candidate countries and EFTA countries, national consumer enforcement authorities, academia, and representatives of civil society, such as consumer, business and youth organisations, at both EU and national level
Call for evidence and public consultation	All stakeholders and the public

4. Results

Overall, all stakeholders showed broad support for the proposed priorities for the 2025-2030 Consumer Agenda: improving enforcement, strengthening online consumer protection, fostering sustainable consumption, protecting vulnerable consumers, ensuring active stakeholder cooperation and removing obstacles for consumers in the single market. For instance, at least two thirds of respondents to the public

consultation considered the proposed priorities either “very important” or “important”. In particular, there was a strong consensus about the need to strengthen enforcement, with broad support for a revision of the Consumer Protection Cooperation Regulation. All stakeholders frequently cited the lack of compliance with consumer-protection and product-safety rules, especially in the e-commerce sector and with regard to traders and products from outside of the EU, as one of the main problems to address. Various consumer organisations, public authorities and businesses called to strengthen the responsibility of online marketplaces in relation to e-commerce imports from non-EU countries.

Stakeholders were also generally supportive of strengthening consumer protection in the digital environment, especially for young consumers. In this regard, the proposal for a Digital Fairness Act (which is covered by a separate, specific consultation) was supported by various stakeholders, notably consumer organisations and several public authorities. On the other hand, businesses insisted on a cautious approach to any new legislation in this area, underlining the need to better enforce existing legislation, reduce administrative burden and only consider introducing new rules if significant legal gaps are clearly identified and substantiated. Online fraud and scams were consistently identified as a problem by all stakeholder groups, with most respondents to the public consultation (60.2% or 133) highlighting it as one of the main issues to address. The digitalisation of consumer information was also brought up by various stakeholders, with many business stakeholders supporting the introduction of a ‘digital by default’ principle. Consumer organisations and NGOs took a more cautious approach on this topic, highlighting the need to ensure that information is accessible, and that certain essential information remains in physical form. This was also echoed by some business sectors.

In relation to obstacles hindering consumers in the single market, geo-blocking practices and restrictions on cross-border online services were flagged as a problem by individuals and civil society organisations alike. To reduce administrative burden, consumer organisations, NGOs and citizens focused on accessibility, clarity and reducing administrative barriers that prevent consumers from exercising their rights. The need to adopt measures to tackle territorial supply constraints (TSCs) was also brought up by consumer organisations and by certain public authorities and business stakeholders, while other business stakeholders argued against the introduction of any new legislative measures to govern or ban TSCs.

Overall, **businesses** underscored the importance of consistent enforcement across Member States and emphasized the need for legal guidance, harmonisation and simplification of existing rules, rather than the introduction of new ones. They advocated for the provision of better legal guidance, reducing regulatory burdens and supporting self-regulation, particularly in sectors like advertising and the protection of minors in videogames. Among other topics, businesses also highlighted the importance of preserving the territoriality of copyright, simplifying sectorial legislation (e.g. in telecommunications), and encouraging investments in green technologies and innovations in sustainable consumption. Some business stakeholders also raised concerns about the sale of counterfeit goods and intellectual property protection. Other issues brought up by business stakeholders included: (i) misleading commercial practices related to the sale of jewellery; (ii) the specificities of second-hand markets; (iii) preserving national regulatory autonomy regarding gambling services; (iv) tackling problems with illegal gambling operators; (v) ensuring the financial sustainability of the press and media sector; (vi) ensuring a level playing field in audiovisual media services; (vii) strengthening customs and market surveillance; and (viii) regulating third party litigation funding. In relation to administrative burden reduction, more coherent, effective and efficient enforcement of consumer-protection rules was considered most important by business respondents to the public consultation, followed by clearer legal guidance to facilitate business compliance.

In their contributions, **consumer organisations and NGOs** stressed the need for enhanced enforcement mechanisms but also highlighted the importance of developing stronger rights across key sectors (e.g. digital, energy, food, mobility, housing), efficient redress systems, and stronger protections for vulnerable consumers. They also stressed issues related to online fraud, manipulative digital practices, and ensuring the availability of sustainable products at affordable prices. Consumer organisations and NGOs

emphasised the need to address systemic barriers that prevent consumers from making sustainable choices. In this regard, they also stressed that the availability and affordability of repair services needs to be addressed to promote more sustainable consumption. They also considered important to tackle unsustainable business models that encourage overconsumption; the limited access to affordable sustainable goods and services; and complex or misleading sustainability information, labels and green claims. Civil society stakeholders also emphasized the importance of transparency and accountability, especially in areas involving sustainability labelling and marketing practices. They also highlighted the difficulty vulnerable consumers face in online environments due to low digital literacy, exposure to rogue websites, counterfeit goods and manipulative practices such as misleading marketing or social media influencer promotions. With regards to online consumer protection in particular, consumer organisations considered dark patterns, unfair personalisation practices and misleading pricing practices among the main issues to address. In relation to the protection of vulnerable consumers, consumer organisations highlighted unfair commercial practices that target consumer vulnerabilities as an important area to address. Tackling aggressive marketing practices targeting children and young people, as well as accessibility and affordability of basic consumer goods and services, including offline access to essential services, were also considered priorities.. Other issues brought up by consumer organisations and NGOs included: (i) accessibility to goods and services for people with disabilities; (ii) the high cost of living; (iii) access to basic financial services; (iv) over-indebtedness; (v) animal welfare; (vi) availability of medicines; (vii) passenger rights; (viii) food information to consumers; (ix) marketing of unhealthy food to children; (x) chemicals legislation; (xi) customs and market surveillance; (xii) private international law and cross-border collective redress; (xiii) the reversal of the burden of proof; (xiv) the impact of AI on consumers and markets, including the access to human interlocutors in customer services; (xv) planned obsolescence (e.g. forced software obsolescence; preservation of video games); (xvi) legal requirements on green claims; (xvii) sustainability labelling and corporate sustainability reporting; (xviii) transparency and accountability with regards to dropshipping; (xix) fairness and transparency in car rentals; (xx) patients' rights; and (xxi) false health-related messages.

Public authorities prioritised stronger enforcement mechanisms and consumer protection in the digital environment. Some also highlighted concerns about administrative burdens, while emphasizing the need to maintain EU consumer protection standards and ensure the protection of vulnerable consumers. Public authorities called in particular for strengthening market surveillance and highlighted the limited powers and resources of public enforcement bodies as an important issue to address. With regards to online consumer protection, public authorities pointed to dark patterns, protecting children as young consumers and influencer marketing as some of the main problems to address. They also stressed the need for consumer education and digital literacy and highlighted the need for improved complaint handling, single points of contact and multilingual support to facilitate redress. As regards sustainable consumption, public authorities highlighted that the surge in e-commerce imports from non-EU countries should be addressed. They also placed importance on the availability and affordability of repair services, and on addressing complex or misleading sustainability information, labels and green claims. Public authorities also brought up various additional topics, including: (i) the protection of cash payment options; (ii) fiscal strategies for sustainable consumer and local production support; (iii) import controls; (iv) consumer vulnerabilities in AI contexts; (v) dropshipping; (vi) door-to-door sales; (vii) non-digital access to essential products and services; (viii) language barriers and uncertainties in cross-border shipping and returns; (ix) ending roaming charges, especially in the Western Balkans; (x) simplifying obligations for SMEs; (xi) targeted advertising; (xii) origin labelling for food and non-food products; (xiii) the protection of vulnerable energy consumers; (xiv) the possible extension of the warranty periods for second-hand goods; and (xv) fast fashion.

Citizens highlighted transparency, harmonisation of sustainability information and local, seasonal consumption, among other topics. They also called for fairer digital practices, stronger border protection against unsafe imports and accessible, human-focused consumer support.

5. Consideration of the input received

The Commission has carefully considered all the input received in the preparation of the 2025-2030 Consumer Agenda. The priority areas, topics and main actions included in the Consumer Agenda largely reflect those raised and supported by stakeholders. Notably, the Consumer Agenda places strong focus on ensuring the effective implementation and enforcement of existing rules to better protect consumers and guarantee a level playing field for businesses, in particular regarding e-commerce from non-EU country traders.

The Consumer Agenda reflects the cross-cutting nature of consumer policy, referencing actions across many EU policy areas. However, it is not meant to provide a full picture of all consumer-related initiatives undertaken by the Commission. In this regard, the stakeholder contributions that go beyond the issues covered by the Consumer Agenda will inform other relevant policy making processes as appropriate.