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NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulation (EU) 2021/782 as regards the protection of passengers with single tickets - First Presidency compromise proposal

Delegations will find attached the first Presidency compromise proposal on RPRR targeted revision.

ANNEX

2026/0114 (COD)

Proposal for a

REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

amending Regulation (EU) 2021/782 as regards the protection of passengers with single tickets

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THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 91(1) thereof,

Having regard to the proposal from the European Commission,

After transmission of the draft legislative act to the national parliaments,

Having regard to the opinion of the European Economic and Social Committee[1],

Having regard to the opinion of the Committee of the Regions[2],

Acting in accordance with the ordinary legislative procedure,

Whereas:

(1) Effective rail passenger rights should encourage an increase in travel by train. This is an objective set by the Sustainable and Smart Mobility Strategy adopted by the Commission in December 2020[3].

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1 OJ C , , p. .

2 OJ C , , p. .

3 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions 'Sustainable and Smart Mobility Strategy – putting European transport on track for the future', 9.12.2020, COM(2020) 789 final.

(2) Regulation (EU) 2021/782 of the European Parliament and of the Council[4] aims to ensure that passengers are protected when travelling within the Union. Passengers should enjoy uniform rights and high standards of protection throughout their journey. However, passengers who book a journey with multiple railway undertakings in a single commercial transaction with a single ticket vendor currently often lack such protection, risking disruption to their journey and unforeseen costs for travel, accommodation and refreshments.

(3) At present, there is a limited number of voluntary agreements to facilitate cooperation in this field between the relevant railway undertakings. Such agreements are intended to provide journey continuation for passengers making a single journey with multiple tickets on services of different railway undertakings. However, those agreements are often non-binding, of limited scope and unknown to passengers, leading to inconsistencies in their application.

(4) To address the shortcomings in current practice, the rights to reimbursement, re-routing, compensation and assistance laid down in Regulation (EU) 2021/782 should be extended to all trips involving several train services operated by multiple railway undertakings which are sold for one journey under a single ticket. Extending those rights to all trips under a single ticket would enhance passenger welfare and provide comprehensive protection throughout the entire journey, especially in cases of missed connections between services operated by different railway undertakings.

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[4] Regulation (EU) 2021/782 of the European Parliament and of the Council of 29 April 2021 on rail passengers' rights and obligations (OJ L 172, 17.5.2021, p. 1, ELI: http://data.europa.eu/eli/reg/2021/782/oj).

(5) In particular, the right to compensation should apply to the entire journey under the single ticket, except where the single ticket covers a combination of several transport contracts and the scheduled journey time under the single ticket exceeds 12 hours, in which case compensation should be determined per individual transport contract. This limitation is justified by the potential financial risks associated with the possibly significant compensation cost for a journey of such a length, both for the compensation payable and the administrative costs linked to its processing and payment. At the same time, this limitation should not apply to a single ticket corresponding to a through-ticket, as a through ticket constitutes a single transport contract that is either offered by a sole railway undertaking or by several cooperating railway undertakings. That limitation should also not apply where the journey under the single ticket includes a night train service, in light of the specific operational characteristics of such services, including their frequencies and duration, which places the passenger in a particularly vulnerable position in the event of missed connections during rail journeys under the single ticket which include night train services, and also given the need to promote night trains as a sustainable and reliable alternative for long-distance travel.

(6) To ensure the effective exercise of those rights, passengers should be able to purchase single tickets. Therefore, railway undertakings, ticket vendors and tour operators should be prevented from segmenting or selling under separate commercial transactions any journeys which can be sold as a single ticket.

(7) When offering single tickets, realistic and applicable minimum connection times should be taken into account to reduce the risk of missed connections.

(8) Claiming reimbursement and compensation under Regulation (EU) 2021/782 should be easy for passengers. Railway undertakings are required to inform passengers about their rights and passengers have the right to submit their request using the common form adopted under Commission Regulation (EU) 2024/949[5].

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[5] Commission Implementing Regulation (EU) 2024/949 of 27 March 2024 establishing a common form for rail passengers' reimbursement and compensation requests for delays, missed connections and cancellations of rail services in accordance with Regulation (EU) 2021/782 of the European Parliament and of the Council (OJ L, 2024/949, 2.4.2024, ELI: http://data.europa.eu/eli/reg_impl/2024/949/oj).

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(9) Minimum connection times aim to limit the risk of missed connections at the stage of booking and should therefore be applied when a passenger buys a single ticket from a ticket vendor or tour operator who combines services of different railway undertakings. Where a ticket vendor or tour operator fails to comply with this requirement when offering a single ticket, and the passenger misses one or more connections during the journey, they should be liable to protect the passenger by offering the choice to the passenger between reimbursement of the re-routing costs incurred by the passenger or full reimbursement of the single ticket. Furthermore, they should be liable to pay an additional compensation based on the amount paid for the single ticket. This liability of ticket vendors and tour operators aims to ensure that the minimum connection times are respected. In addition, where a railway undertaking sells a single ticket including at least one of its own services and fails to respect minimum connection times, the passenger should remain entitled to comprehensive protection.

(10) Railway undertakings, ticket vendors and tour operators should be encouraged to cooperate for the benefit of passengers travelling under a single ticket. Therefore, while railway undertakings should remain liable in the event of missed connections occurring in the course of a railway journey under a single ticket, they should be allowed to entrust another railway undertaking, ticket vendor or tour operator with the processing of any rights to reimbursement, rerouting, assistance and compensation. Passengers should be clearly informed before purchasing a single ticket about such transfer of tasks. That transfer should not affect the liability of the transferring railway undertaking.

(11) The European Data Protection Supervisor was consulted in accordance with Article 42(1) of Regulation (EU) 2018/1725 of the European Parliament and of the Council[6] and delivered an opinion on [],

[6] Regulation (EU) 2018/1725 of the European Parliament and of the Council of 23 October 2018 on the protection of natural persons with regard to the processing of personal data by the Union institutions, bodies, offices and agencies and on the free movement of such data, and repealing Regulation (EC) No 45/2001 and Decision No 1247/2002/EC (OJ L 295, 21.11.2018, p. 39, ELI: http://data.europa.eu/eli/reg/2018/1725/oj).

HAVE ADOPTED THIS REGULATION:

Article 1

Regulation (EU) 2021/782 is amended as follows:

(1) Article 3 is amended as follows:

(a) point (9) is replaced by the following:

‘(9) ‘through-ticket’ means a ticket or tickets representing a transport contract for successive railway services operated by one or more railway undertakings;~~;~~’

(b) the following point (9a) is inserted:

‘(9a) ‘single ticket’ means valid evidence, regardless of its form, of a through-ticket or of the conclusion of two or more transport contracts for a **railway** journey purchased in a single commercial transaction from a railway undertaking, ticket vendor or tour operator;~~;~~’

(c) point (20) is replaced by the following:

‘(20) ‘missed connection’ means a situation where a passenger misses one or more services in the course of a rail journey sold in the form of a single ticket, as a result of the delay or cancellation of one or more previous services, or of the departure of a service before the scheduled departure time;~~;~~’

(d) the following point (23) is added:

‘(23) ‘night train service’ means a rail passenger service which is scheduled to run predominantly during nighttime hours and which is composed entirely or in part of rolling stock equipped with dedicated sleeping accommodation, such as berths, couchettes or sleeping cabins~~.~~;’

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(2) Article 12 is amended as follows:

(a) the title is replaced by the following:

‘Tickets for journeys including one or more connections;’

~~(b) in paragraph 1, first subparagraph, the second sentence is deleted;~~

(c) paragraphs 2 to 7 are replaced by the following:

‘2. For journeys involving long-distance or regional rail passenger services under a single ticket, the railway undertaking whose delayed or cancelled or early departed service causes a missed connection with one or more services under that same single ticket shall be liable in accordance with Articles 18, 19 and 20 for all relevant disruption occurring during the entire journey if the passenger misses one or more connections. Railway undertakings whose services under a single ticket are missed due to a missed connection shall allow the passenger to continue the journey on their next service, subject to the availability of seats.

3. When offering tickets, railway undertakings, ticket vendors and tour operators shall not segment or sell under separate commercial transactions any journey which can be sold under a single ticket.

4. When offering single tickets, railway undertakings, ticket vendors and tour operators shall adhere at least to the applicable minimum connection times laid down in accordance with Commission Regulation (EU) 2026/253*.

5. Where a railway undertaking, ticket vendor or tour operator sells a single ticket for a journey which does not adhere to the minimum connection times referred to in paragraph 4 and the passenger misses one or more connections:

(a) the railway undertaking shall not be liable in accordance with paragraph 2, unless it sold the single ticket and operates at least one of the services under that ticket;

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(b) the ticket vendor or tour operator shall be liable to pay compensation equivalent to 75 % of the total amount paid for the single ticket and to offer the choice between a reimbursement of the total amount paid for the single ticket or of the necessary, appropriate and reasonable costs for re-routing incurred by the passenger.

6. The railway undertaking liable in accordance with paragraph 2 may entrust another railway undertaking, ticket vendor or tour operator with the processing of the rights under this Regulation, provided that the passenger is informed about this transfer of tasks ~~prior to purchasing~~**at the time of the purchase of** the single ticket. The transfer of tasks shall not affect the liability of the transferring railway undertaking.

7. Paragraphs 3 to 5 shall not apply to single tickets which consist of only one through-ticket.'

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* Commission Implementing Regulation (EU) 2026/253 of 6 February 2026 on a technical specification relating to the telematics subsystem of the rail system in the European Union for interoperability of data sharing in rail transport (TEL TSI) and repealing Regulations (EU) No 454/2011 (TAP TSI) and (EU) No 1305/2014 (TAF TSI) (OJ L, 2026/253, 10.2.2026, ELI: http://data.europa.eu/eli/reg_impl/2026/253/oj).;'

(3) in Article 19, paragraph 1 is replaced by the following:

'1. Without losing the right of transport, a passenger is entitled to compensation for delays from the railway undertaking if he or she is facing a delay between the places of departure and final destination stated in the ticket or single ticket for which the cost has not been reimbursed in accordance with Article 18. The minimum compensation for delays shall be as follows:

(a) 25 % of the ticket price for a delay of 60 to 119 minutes;

(b) 50 % of the ticket price for a delay of 120 minutes or more.

Where a passenger has a single ticket for a scheduled journey of 12 hours or more between the places of departure and final destination as stated in the single ticket the passenger shall only be entitled to compensation under the first subparagraph in relation to delays affecting the individual transport contracts in the execution of which the delays occurred. ~~Where applicable~~**In such cases**, passengers shall be informed of that limitation prior to purchasing the single ticket.

The second subparagraph shall not apply to single tickets which include a night train service or to single tickets which consist of only one through-ticket.~~.~~'

Article 2

This Regulation shall enter into force on the twentieth day following that of its publication in the Official Journal of the European Union.

It shall apply from […] months after entering into force.

This Regulation shall be binding in its entirety and directly applicable in all Member States.

Done at Brussels,

For the European Parliament
The President

For the Council
The President

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