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NOTE

From:	General Secretariat of the Council
To:	Permanent Representatives Committee/Council
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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 *- Progress report*

I. INTRODUCTION

1. The Commission submitted the above-mentioned proposal to the European Parliament and to the Council on 13 May 2026 as a part of the 'Passenger Package'.

2. The Passenger Package contained also two other separate legislative proposals: the Regulation on Multimodal Booking; and the Regulation on Rail Ticketing.

3. The proposal for a targeted amendment of the Rail Rassenger Rights Regulation (EU 2021/782) has the objective to extend passenger rights protection to holders of single tickets for multi-operator rail journeys.

II. WORK AT OTHER INSTITUTIONS

4. The European Parliament designated the Committee on Transport and Tourism (TRAN) as the responsible committee on this proposal and Mr Jan-Christophe OETJEN (RE, DE) as the rapporteur. The rapporteur's draft report was published 16 November 2026, with the

   committee scheduled to adopt its report mid-March 2027 after which the report is expected to be sent for adoption by plenary in an ensuing session.

5. The European Economic and Social Committee adopted its opinion on the proposal at the 608th plenary session, on 23 September 2026. The Committee of the Regions decided not to issue an opinion.

III. WORK WITHIN THE COUNCIL AND ITS PREPARATORY BODIES

6. The Working Party on Intermodal Questions and Networks started its work on 1 June 2026 under the Cyprus Presidency with a general presentation of the Commission proposal and the examination of the Staff Working Document accompanying the proposal.

7. The Irish Presidency began the processing of the Commission's proposed targeted amendment of the Rail Rassenger Rights Regulation with a detailed article-by-article examination, followed by in-depth analysis of the proposal and its interlinkages to the other proposals in the Passenger Package. The Working Party has examined the proposal in its meetings on 16 July, 1 October, 15 October and 27 October.

IV. WORK TOWARDS A COMPROMISE

8. The Presidency issued a first compromise proposal containing a set of limited technical clarifications but without amending the more significant provisions of the Commission's proposal.

9. Member States welcome the aim of the Commission's proposal to ensure that passengers travelling by rail enjoy comprehensive rights in cases where a delay or cancellation of an earlier service causes a missed connection which can help promote rail as a sustainable mode of transport. Constructive discussions have focused on ensuring effective and concrete rights in relation to necessary considerations of market realities and feasible levels of financial liability of railway operators.

10. The Commission's proposed introduction of the concept of the 'single ticket' in Articles 3, 12 and 19 of Regulation EU 2021/782 and its impact on the railway market has generated significant engagement by Member States. Important deliberations have been held to fully explore this ticket category's implications and to clarify different possible scenarios under which the proposed responsibilities and financial liabilities in the Commission's proposal would apply on railway operators, ticketing vendors and tour operators. Different solutions have been assessed to improve the functioning and ensure proportionality of the provisions. The Presidency believes that discussions have yielded valuable insights and guidance that will enable calibrated redrafting of the relevant provisions in future revisions of the text.

11. A high number of Member States have voiced concerns that the Commission proposal will entail potentially significant financial liability on the individual railway undertakings involved, in particular on regional operators that may operate under public service obligation (PSO) contracts and have called for appropriate adjustments of those provisions to ensure that disproportionate economic impacts on operators are avoided accordingly.

12. Partly in connection to the concerns referenced above, several Member States have also particularly questioned the suitability of the proposals applying to compensations in Article 19, as well as the proposed provisions relating to minimum connection times in Article 12.

13. Furthermore, many Member States find that the Commission proposal does not sufficiently ensure that railway operators are notified by ticket vendors or by other operators when a journey forms part of a single ticket. Those Member States have flagged the necessity for clear and efficient information-sharing mechanisms to be put in place. The Presidency sees merit in this and believes that appropriate amendments can be made to that effect.

14. As a further complement to Member States' assessment of the provisions under the Commission proposal, the Presidency has also organised an information session with the Commission to examine existing information-sharing provisions and exemptions possible under the rail passenger rights regulation, as well as an overview of which of these exemptions are currently used by Member States.

15. Considering the progress made above, the Presidency believes that several important clarifications have been achieved in the analysis of the Commission proposal's main provisions and that Council is in a good position to make further appropriate amendments to the text.

16. The Presidency intends to issue a second compromise proposal before the conclusion of its mandate, to maintain the positive momentum in negotiations with a view to further improve the Commission's proposal, including its more substantive provisions, and facilitate the seamless continuation of negotiations under the incoming Lithuanian Presidency.

V. CONCLUSIONS

17. In light of the above, the Permanent Representatives Committee and the Council (Transport, Telecommunications and Energy) are invited to take note of this progress report, at their meeting on 25 November and 30 November 2026, respectively.