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

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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

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Delegations will find attached document COM(2026) 233 final.

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Encl.: COM(2026) 233 final



Brussels, 13.5.2026  
COM(2026) 233 final

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**

{SWD(2026) 233 final}

## EXPLANATORY MEMORANDUM

### 1. CONTEXT OF THE PROPOSAL

#### • Reasons for and objectives of the proposal

The European Union has long upheld a commitment to ensuring a high level of passenger protection in transport, which is a cornerstone of EU transport and consumer policy. The EU stands out globally for the comprehensive passenger rights it provides across all modes of transport, including rail. At the same time, its legal framework has progressively adapted to evolving mobility patterns and passenger expectations. Rail occupies a particularly important position in this framework, due to its role in boosting connectivity and competitiveness, in supporting the internal market and in contributing to the EU's climate objectives. Rail transport is among the most sustainable modes of travel and is increasingly promoted as an alternative to road and air transport, especially for long-distance and cross-border journeys. Nevertheless, the Single European Railway Area remains incomplete, despite decades of market opening. Seamless cross-border rail travel continues to be held back by market fragmentation, persisting monopolistic structures, and technical and organisational barriers. This has a negative effect on passenger experience.

A key problem that this proposal seeks to address is the insufficient protection of passengers travelling on multi-operator rail journeys. In practice, many rail journeys – particularly those involving cross-border or long-distance travel – require passengers to use the services of several railway undertakings. Even when passengers purchase their journey in a single transaction on one booking platform, the resulting ticket(s) often do not qualify as through-tickets under current EU law. As a result, passengers who miss a connection due to delays or cancellations may be left without rights to assistance, re-routing, reimbursement or compensation, despite their reasonable expectation of being protected for the entire journey.

Although Regulation (EU) 2021/782 of the European Parliament and of the Council<sup>1</sup> strengthened rail passenger rights and introduced some obligations to offer through-tickets, these obligations remain very limited in scope. Some voluntary cooperation agreements between railway undertakings are in place, such as the Agreement on Journey Continuation (AJC)<sup>2</sup> and 'Hop on the next available train' (HOTNAT)<sup>3</sup>. However, these provide only partial and non-binding solutions and do not ensure uniform protection to passengers across the Union. This leads to unequal treatment of passengers depending on the operators involved and the Member States concerned. This in turn undermines confidence in rail travel and reduces its attractiveness compared with other modes of transport, notably air travel.

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<sup>1</sup> Regulation (EU) 2021/782 of the European Parliament and of the Council of 29 April 2021 on rail passengers' rights and obligations (recast) (OJ L 172, 17.5.2021, p. 1).

<sup>2</sup> The AJC is a voluntary agreement among European rail operators allowing passengers to continue disrupted international journeys on the next available train at no extra cost <https://www.cer.be/cer-eu-projects-initiatives/agreement-on-journey-continuation-ajc>.

<sup>3</sup> HOTNAT is a Railteam alliance service allowing passengers to board the next available high-speed train at no extra cost if a delay or cancellation causes a missed connection between member operators <https://www.railteam.eu/en/services-on-your-journey/hop-on-the-next-available-train-hotnat/>.

The Political Guidelines for the European Commission 2024-2029 contain a clear objective to ensure that Europeans can buy a single ticket on a single booking platform and enjoy passengers' rights for the whole trip. Stakeholder consultations show strong support from consumer and passenger organisations for closing these protection gaps. This support was voiced in the call for evidence held by the Commission between July and September 2025. In contrast, railway undertakings express reservations about the initiative, warning of the increased costs of rail tickets.

The proposal is therefore grounded in the need to close existing gaps in passenger protection and adapt the legal framework to current booking practices, where multi-leg multi-operator journeys are increasingly purchased as a single transaction on a single booking platform. Under the proposal, holders of single tickets for multi-operator journeys will receive protection (assistance, reimbursement, re-routing, compensation) if a delay or cancellation of an earlier service causes a missed connection. To this end, the proposal introduces the notion of a *single ticket* defined as *valid evidence, regardless of its form, of a through-ticket or of the conclusion of two or more transport contracts for a single journey purchased in a single commercial transaction from a railway undertaking, ticket vendor or tour operator*.

To enable passengers to buy these single tickets, railway undertakings, ticket vendors and tour operators should be prevented from segmenting or selling as separate tickets any journeys they can sell under a single ticket. At the same time, for journeys under a single ticket exceeding 12 hours, the right to compensation should arise only in relation to the delay affecting the specific individual leg (or through-ticket). This should not apply where the journey under the single ticket involves a night train service or where the single ticket only consists of one through-ticket. In addition, railway undertakings should not be liable for the rights under this Regulation where a ticket vendor or tour operator combines its services in a single ticket without respecting the applicable minimum connection times.

Generally, while railway undertakings remain liable for passenger rights, they may entrust another railway undertaking, ticket vendor or tour operator with the processing of the rights to reimbursement, rerouting, assistance and compensation. Passengers should be clearly informed before purchase of the single ticket about this transfer of tasks. This transfer should not affect the liability of the transferring railway undertaking.

The proposal is based on EU's competence in the field of transport under Article 91 of the Treaty on the Functioning of the European Union (TFEU). It complements the proposals for Regulations on Multimodal Booking (RMB) and on Rail Ticketing (RTR), adopted together with this proposal<sup>4</sup>. By strengthening passenger rights for multi-operator journeys, the proposal aims to:

- ensure a high and uniform level of protection across the Union;
- support the shift towards more sustainable transport;

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<sup>4</sup> COM(2026) 231 and COM(2026) 232.

- contribute to completing a genuinely integrated and competitive European rail system.

The initiative is not part of the Regulatory Fitness programme (REFIT).

- **Consistency with existing policy provisions in the policy area**

The EU has put in place a comprehensive and evolving framework for passenger rights across all modes of transport, including rail. In the rail sector, this framework was primarily set out in Regulation (EU) No 1371/2007 of the European Parliament and of the Council<sup>5</sup>. This was replaced by the recast Regulation (EU) 2021/782, which strengthened and harmonised rail passenger rights throughout the Union. The improvements introduced by Regulation (EU) 2021/782 included improved information requirements, enhanced enforcement mechanisms, and stronger protection for persons with disabilities and persons with reduced mobility. Furthermore, it strengthened standardised compensation and reimbursement procedures, including by the introduction of a common form for such requests, the use of which should be further encouraged<sup>6</sup>.

This proposal is consistent with, and complementary to the existing legal framework. Rather than replacing the current rules, it builds on Regulation (EU) 2021/782 by addressing a specific gap identified in its application. The gap in question is the limited protection afforded to passengers travelling on multi-operator journeys when tickets are purchased in a single transaction on a single booking platform but do not qualify as through-tickets. While the current Regulation encourages railway undertakings to offer through-tickets and imposes a limited obligation to do so, the proposal extends passenger protection in situations which fall outside the existing provisions.

In this way, the proposal strengthens the objectives of the existing policy framework. It will ensure more uniform and effective protection for rail passengers, particularly on cross-border and connecting journeys. It also complements the related MTBR and RTR proposals. Those proposals aim to improve access to integrated ticketing and travel information, but do not in themselves regulate passenger rights in the event of missed connections.

This proposal is also consistent with the Enforcement Omnibus (COM(2023) 753) and Multimodal passenger rights proposals (COM(2023) 752). All three share the high-level objective of strengthening passenger protection during disruptions like missed connections across operators or modes. They all aim to ensure full rights to assistance, re-routing, and enforcement without gaps.

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<sup>5</sup> Regulation (EC) No 1371/2007 of the European Parliament and of the Council of 23 October 2007 on rail passengers' rights and obligations (OJ L 315, 3.12.2007, p. 14).

<sup>6</sup> 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). The common form can be found on the Commission website and is adapted to the needs of persons with visual disabilities: [https://transport.ec.europa.eu/reimbursement-and-compensation-requests-form\\_en](https://transport.ec.europa.eu/reimbursement-and-compensation-requests-form_en).

- **Consistency with other Union policies**

In its Sustainable and Smart Mobility Strategy<sup>7</sup>, the Commission committed to improving the implementation of EU passenger rights. This involves making the rights clearer for both carriers and passengers, ensuring adequate assistance and reimbursement in the event of disruptions, and applying appropriate sanctions when the rules are not properly observed. The strategy also highlights the potential benefits of extending passenger rights within a multimodal framework (see Action 63 of the strategy). The current proposal is fully aligned with these objectives, strengthening the EU's passenger rights policy and complementing existing legislative measures. This initiative also aligns with the EU's 2021-2030 Strategy for the Rights of Persons with Disabilities<sup>8</sup> by ensuring that all passengers, including those with reduced mobility, receive seamless protection and assistance throughout their entire journey, including when connections are missed between different rail operators. In addition, the initiative supports the EU High-Speed Rail Plan's<sup>9</sup> objective to expand reliable, accessible cross-border rail connectivity by minimising disruptions from missed connections. Lastly, the initiative is also in line with the European Green Deal objectives and the European Climate Law<sup>10</sup>. No significant harm is expected on the environment due to the policy intervention. The initiative contributes towards Sustainable Development Goal (SDG) #13 ("Climate action").

The current proposal is deemed to have no digital relevance. It does not introduce, modify, or affect the use of digital means, data aspects, or provision of digital-public services. The scope of the proposal is limited to introducing rights for passengers having single tickets for multi-operator journeys and therefore falls outside the application of the digital-by-default principle.

## **2. LEGAL BASIS, SUBSIDIARITY AND PROPORTIONALITY**

- **Legal basis**

The legal basis for adopting EU legislation in the field of a common transport policy is Article 91(1) of the Treaty on the Functioning of the European Union (TFEU). This underpins the passenger rights Regulations currently in force.

- **Subsidiarity (for non-exclusive competence)**

Rail travel within the EU increasingly involves cross-border and long-distance journeys operated by multiple railway undertakings. Such situations cannot be adequately addressed by national measures alone, as passengers' rights and operators' obligations frequently extend beyond the territorial competence of individual Member States. Different national rules regarding scope and enforcement would create inconsistencies and legal uncertainty. In contrast, the proposal will ensure similar levels of passenger protection across the EU. Existing voluntary cooperation agreements lack binding force and do not provide sufficiently comprehensive coverage or legal certainty for passengers. As many railway undertakings increasingly operate across several Member States, ensuring uniform rights and safeguarding

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<sup>7</sup> [https://eur-lex.europa.eu/resource.html?uri=cellar:5e601657-3b06-11eb-b27b-01aa75ed71a1.0001.02/DOC\\_1&format=PDF](https://eur-lex.europa.eu/resource.html?uri=cellar:5e601657-3b06-11eb-b27b-01aa75ed71a1.0001.02/DOC_1&format=PDF).

<sup>8</sup> [https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/disability/union-equality-strategy-rights-persons-disabilities-2021-2030\\_en](https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/disability/union-equality-strategy-rights-persons-disabilities-2021-2030_en).

<sup>9</sup> [https://transport.ec.europa.eu/transport-modes/rail/high-speed-rail-plan\\_en](https://transport.ec.europa.eu/transport-modes/rail/high-speed-rail-plan_en).

<sup>10</sup> [Regulation \(EU\) 2021/1119](#) establishing the framework for achieving climate neutrality.

passengers in cases of missed connections can only be achieved at Union level. EU-level action would ensure harmonised and enforceable rights for reimbursement, re-routing, compensation and assistance for journeys involving multiple railway undertakings. This supports the proper functioning of the internal market, guarantees equal conditions for operators and provides passengers with the same level of protection wherever they travel within the Union. Harmonised rights also make rail transport more attractive and support broader EU objectives such as environmental and transport policy goals.

- **Proportionality**

The policy choices set out in this proposal do not exceed what is necessary to address the identified shortcomings in the protection of rail passengers, particularly in cases involving multiple railway undertakings under a single ticket purchase. As demonstrated in the staff working document accompanying this initiative, the selected measures provide an appropriate balance between enhancing passenger rights and avoiding unnecessary burdens on railway undertakings, intermediaries and national administrations. The proposed amendments extend existing rights (information, reimbursement, re-routing, assistance and compensation) in a targeted manner to ensure they are applied effectively in cases of missed connections. These measures are strictly limited to what is necessary to guarantee legal certainty and uniform protection for passengers throughout the Union. At the same time, they do not impose disproportionate administrative or financial obligations on operators or national enforcement bodies. The proposal represents the most suitable instrument for: (i) achieving the desired level of passenger protection; (ii) ensuring that rights are applied consistently in cross-border and multi-operator contexts; and (iii) supporting the proper functioning of the internal market. It aligns with the principle of proportionality as laid down in Article 5 of the Treaty on European Union (TEU). More detailed explanation is provided in the accompanying staff working document, which demonstrates that the chosen measures are effective and efficient, and do not go beyond what is necessary to attain the policy objectives.

- **Choice of the instrument**

Since the proposal concerns a revision of an existing regulation (Regulation (EU) 2021/782 on rail passengers' rights and obligations), the chosen instrument is also a regulation.

### **3. RESULTS OF *EX POST* EVALUATIONS, STAKEHOLDER CONSULTATIONS AND IMPACT ASSESSMENTS**

- **Stakeholder consultations**

Strong support for strengthening EU rail passenger rights, particularly for multi-operator and cross-border journeys, was evident from the responses to the Commission's call for evidence in connection with this proposal. At the same time, the responses revealed differing perspectives on the scope of passenger rights, the allocation of liability, and potential impacts on the rail sector. There was consistent support for extending passenger rights among members of the public, consumer organisations and NGOs, who highlighted that passengers currently bear most of the risk in cases of delays, cancellations and missed connections. They also pointed to fragmented ticketing systems, unclear responsibility and inconsistent compensation practices, and many of them called for a journey-based approach to passenger rights. The proposal reflects these views by strengthening protection for journeys purchased in a single transaction, by clarifying responsibilities and by offering legal certainty for passengers.

Business stakeholders expressed more mixed views. Large incumbent railway undertakings and their associations supported stronger passenger protection in principle but favoured voluntary schemes such as the AJC and HOTNAT. They also warned against over-regulation and negative impacts on service supply. New rail entrants, intermediaries and other business stakeholders were generally more supportive of the initiative, while underlining the need for realistic minimum connection times and a clear and workable allocation of liability. The proposal reflects these considerations through a targeted approach that seeks to strengthen passenger protection while ensuring operational feasibility and proportionality.

Public authorities broadly supported strengthening passenger rights and clarifying the rules on through-tickets, but differed on the appropriate scope of obligations. They also emphasised the need for consistency with existing legislation and effective enforcement, which provided input for the proposal's focus on legal clarity and consistent application across Member States.

- **Collection and use of expertise**

Two external contractors, Milieu Consulting and Transport & Mobility Leuven, contributed to preparing the support study. The study is publicly available, together with this proposal.

- **Impact assessment**

The proposal is supported by a Commission staff working document on the costs and benefits of the proposal. The assessment updates and builds on the impact assessment accompanying the proposal for a Regulation on rail passengers' rights and obligations<sup>11</sup> in two main areas. The first of these is the policy measure requiring single journeys which are sold in a single purchase, under a single transport contract with multiple tickets, to be always considered as a through-ticket by railway undertakings and ticket vendors. This grants the passenger rights under the Regulation (i.e. on information, assistance, reimbursement, re-routing and compensation) for the whole journey. The second area is the measure clarifying that the possibility to purchase through-tickets has to be offered wherever this is technically possible. This should not, however, oblige railway undertakings to conclude agreements with each other, as this would interfere in their business conduct and commercial freedom. Since this cost and benefit analysis updates a previous impact assessment, a new impact assessment was not necessary.

Since passengers will be granted additional rights, they are the main beneficiaries of the proposal. They would also benefit from cost savings in terms of time and effort. Total benefits for passengers, expressed as present value over 2028-2050 relative to the baseline, are estimated at EUR 7.78 billion at EU level.

The assessment indicates that railway undertakings would face total costs of EUR 2.14 billion, expressed as present value over 2028-2050 relative to the baseline. This would result from the action they would need to take in areas such as: (i) defining the extent of their financial liability; (ii) coordinate disruption agreements with other railway undertakings; (iii) updating technical request-handling processes; (iv) revising terms and passenger information; (v) training sales and support staff; (vi) reviewing legal and financial implications; (vii) provide assistance, reimbursement, re-routing and compensation of passengers, including

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<sup>11</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017SC0318>.

administrative costs<sup>12</sup> resulting from having to deal with additional requests from passengers who miss connections during multi-operator journeys. On the other hand, railway undertakings are expected to benefit from higher demand for rail travel due to increased consumer confidence. Intermediaries are expected to face some one-off adjustment costs (EUR 12.84 million) resulting from IT adjustments and contract revisions, but they would benefit from higher volumes of tickets sold.

National enforcement bodies are expected to incur one-off adjustment costs of EUR 0.03 million at EU level, linked to understanding the amendments, assessing legal implications and adapting complaint-handling. While the number of complaints may increase due to more single tickets, greater legal clarity will simplify enforcement. Overall, additional enforcement costs for national enforcement bodies and other complaint bodies are expected to remain very limited.

Overall, the assessment demonstrates that the proposal would result in net benefits estimated at EUR 5.63 billion expressed as present value over 2028-2050 relative to the baseline. The benefit to cost ratio is estimated at 3.6.

The climate consistency check has been performed. As shown in the Commission staff working document, the proposal is consistent with the environmental objectives of the European Green Deal and the European Climate Law.

- **Fundamental rights**

Article 38 of the Charter of Fundamental Rights requires that Union policies ensure a high level of consumer protection. Strengthening the rights of rail passengers travelling on multi-operator services in the EU will further raise the overall high level of consumer protection.

#### **4. BUDGETARY IMPLICATIONS**

The proposal has no implications for the EU budget.

#### **5. OTHER ELEMENTS**

- **Implementation plans and monitoring, evaluation and reporting arrangements**

The Commission will monitor the implementation and effectiveness of this initiative. Progress indicators will include the number of single tickets sold, the number of through-tickets sold, and the number of complaints and compensation payments. The Commission will gather this information from periodic reports prepared by the national enforcement bodies under Regulation (EU) 2021/782.

- **Detailed explanation of the specific provisions of the proposal**

The proposal complements the current regulatory framework on rail passenger rights through limited and targeted amendments to Regulation (EU) 2021/782.

Article 1: Amendments to Regulation (EU) 2021/782

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<sup>12</sup> The annual average recurrent administrative costs for railway undertakings over a ten-year period are estimated at EUR 96.1 million relative to the baseline.

This article introduces the notion of a 'single ticket', spells out the passenger protection regime for such tickets, including on the right to compensation for rail journeys under a single ticket exceeding 12 hours, and adds the requirement for those selling such tickets to respect minimum connection times.

Article 2 contains the common provisions of the Regulation with regard to entry into force.

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**

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<sup>13</sup>,

Having regard to the opinion of the Committee of the Regions<sup>14</sup>,

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<sup>15</sup>.
- (2) Regulation (EU) 2021/782 of the European Parliament and of the Council<sup>16</sup> 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.

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<sup>13</sup> OJ C , , p. .

<sup>14</sup> OJ C , , p. .

<sup>15</sup> 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.

<sup>16</sup> 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>).

- (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.
- (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<sup>17</sup>.
- (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

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<sup>17</sup> 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](http://data.europa.eu/eli/reg_impl/2024/949/oj)).

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<sup>18</sup> and delivered an opinion on [],

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 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:

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<sup>18</sup> 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>).

- (e) ‘(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.’;
- (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;
      - (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 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](http://data.europa.eu/eli/reg_impl/2026/253/oj)).’;

(d)

- (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, 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*.

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*