Council of the European Union
General Secretariat

PUBLIC

Interinstitutional files:
2026/0114 (COD)

Brussels, 24 September 2026

WK 14784/2026 INIT

LIMITE

TRANS
CODEC

This is a paper intended for a specific community of recipients. Handling and further distribution are under the sole responsibility of community members.

WORKING DOCUMENT

From:	General Secretariat of the Council
To:	Working Party on Transport - Intermodal Questions and Networks
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 - Presidency Steering Note

Delegations will find attached the Presidency Steering Note on RPRR targeted revision.

ÉIRE2026.EU
IRELAND2026.EU

PUBLIC

Targeted Revision to the Rail Passenger Rights Regulation (RPRR): Steering Note

Intermodal Working Party
1 October 2026

Introduction

In line with the approach taken to the other legislative proposals in the Passenger Package, this steering note seeks the views of delegations on the key questions relating to the proposed amendment to the rail passenger rights regulation (EU) 2021/782 ("RPRR").

The first compromise text on the RPRR (**ST 13578 2026**) contains minimal changes because the Presidency view is to use this steering note to help clarify the details of the proposal.

To be clear, the Presidency acknowledges and is actively considering proposals for more substantive changes that have already been received from MS. However, the Presidency believes that further clarification of the existing proposal is first necessary, and invites Member States to share their views on that basis in order to help draft text for future compromises.

Compromise text amendments and clarifications

Before discussing the policy issues, it is helpful to explain the changes made in (**ST 13578 2026**).

Regarding the first compromise text delegations will note, in particular, changes made to **Article 1(2)(b)** and **Article 2**.

With regard to Article 1(2)(b) the Presidency proposes to reject the Commission's proposed deletion of the second sentence of Article 12 paragraph 1, first subparagraph, which reads:

> "For other rail passenger services, railway undertakings shall make all reasonable efforts to offer through-tickets and shall cooperate to that end among themselves."

The reasoning behind the Presidency's approach is that the deletion could be interpreted as undercutting the case for through-tickets.

With regard to the insertion of a new subparagraph under Article 2, which would read:

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

The Presidency notes that a number of MS see the need for a lead in time to enable the adjustments and preparation necessary for the proper application of this Regulatory change. As the proposed concept of the 'single ticket' will have a significant effect on the relationship between operators and their financial and administrative liabilities, the Presidency view is that an adaptation period is clearly necessary. Its appropriate length is a matter for future

PUBLIC

discussion and should be set in conjunction with the level of regulatory adaptions required under this legislation.

As with the other two proposals in the Passenger Package, several MS have requested further clarity on the scope of the regulation. The Presidency intends to explore the different elements of the proposed scope in this regard. Following a first assessment, the Presidency understanding is that the following clarifications can be made:

- Regarding season passes or network tickets which do not require a booking for a specific journey, the use of these tickets as part of a multi-leg, multi- operator journey does not constitute a single ticket.
- Regarding the overlap with eligibility for compensation under the multimodal passenger rights proposal, there is a theoretical possibility that passengers would need to be compensated under both regulations. However, such a compensation requirement would only arise in the case where a vendor/operator/organiser sold a combined multimodal ticket which both did not inform a passenger that the ticket was a combined multimodal ticket and also did not respect the minimum connection times provided for in Article 1(2)(c) of this proposal.

The Presidency welcomes the views of delegations on these proposed changes and clarifications.

Key Policy Questions for Discussion

Liability for missed connections and information sharing [Regulation (EU) 2021/782, Article 12(2) and (6)]

Several MS have raised concerns regarding how information sharing and cooperation between different operators whose services form part of a single ticket will work in practice, especially when a missed connection triggers operator liabilities under Regulation (EU) 2021/782. Specifically, the questions that arises is how an operator would know that their service forms part of a single ticket and what way that information would be communicated through operators to clarify liability.

The Presidency understanding is that, as the liability for compensation of the full journey arises at the point when the passenger asserts their rights under the proposal, the passenger need only provide proof of the single ticket to the operator who was liable for the delay and that operator is liable under Articles 18-20 of (EU) 2021/782.

To that end, the exchange of information between ticket vendors, organisers and operators is not necessarily required to determine liability. It may be preferable for vendors, organisers and tour operators to conclude agreements (such as the commercial agreements mandated under Articles 4 and 5 of the Rail Ticketing Regulation) that contain such information sharing provisions (or even compensation agreements), but it is not required.

PUBLIC

As several delegations have raised this question, the Presidency considers it could be helpful to include provisions in the operative text requiring information exchange between ticket vendors, organisers and operators which could help operators (particularly smaller operators) to know about potential liability in advance of journeys.

Q1: Do delegations agree with the Presidency approach?

Exemptions and Minimum Connection Times [Regulation (EU) 2021/782, Article 12(4) and (5) & Article 19(1)]

The proposal requires that operators, ticket vendors and tour operators adhere to minimum connection times (as laid down in Commission Regulation (EU) 2026/253) when offering single tickets and sets out liability for compensation when these are not adhered to.

The Presidency analysis indicates that while the obligation is on the ticket vendor to provide the passenger with the existing schedule at the time of purchase, if that schedule is subsequently modified, no liability falls on the ticket vendor for such a change. The vendor is only liable if it fails to respect the minimum connection times as they exist at the time of the ticket sale. This raises questions about the implementation of Commission Regulation (EU) 2026/253 with respect to minimum connection times, how regularly these times are updated to take account of changing operational circumstances and the consultation with stakeholders in establishing the minimum connection times.

As these are all fundamentally questions of implementation for Commission Regulation (EU) 2026/253, the Presidency does not propose to include provisions in this proposal that relate to the implementation of that regulation. Delegations have also raised the question of exemptions from this regulation in a number of areas.

Recognising that the possibility to exempt regional services from the liabilities outlined in Articles 18-20 in Regulation EU 2021/782 is already possible under Article 2(6) of the existing regulation in duly justified circumstances, the Presidency does not propose to provide for specific exemptions as these can be applied by MS as needed.

Finally, the Commission proposal limits the liability of operators in single ticket journeys of 12hrs or more unless that ticket consists of only one through-ticket or includes a night train service. While the night train exemption could be considered a positive way of encouraging the use of night train services, the Presidency view is that the potentially significant impact of placing the burden of economic liability for that night train ticket cost on a regional operator in the case of a missed connection (or conversely, placing the cost of an onward journey on the still small night train industry) requires further consideration of these provisions. The Presidency proposes to explore modifications to the proposed 12hrs threshold and alternative options for excluding longer journeys or night train services from the economic liability provisions to mitigate disproportionate costs on operators.

PUBLIC

Q2: Do delegations agree with the Presidency approach to the issues outlined in the section above?