

## Independent Regulators' Group - Rail IRG – Rail

### Work Programme 2024

*November 2023*

IRG-Rail is the network of independent rail Regulatory Bodies from 31 European countries. The overall aim of IRG-Rail is to facilitate the creation of a single, competitive, efficient and sustainable internal railways market in Europe. IRG-Rail acts as a platform for cooperation, sharing of best practices on regulatory issues and promotion of a consistent application of the European regulatory framework.

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## INTROUDUCTION

2024 will surely, like 2023, be an eventful year for the European railways. Adaptation to the 4th Railway Package, with its provisions on opening of domestic passenger markets and further steps towards an integrated European railway area, will assert itself in all member states. In recent years, the European Commission has presented several proposals and initiatives with the aim of creating a truly Single European Railway Area and fulfilling the Green Deal. Among these is the proposal for a new regulation on the use of railway infrastructure capacity, published in 2023.

Rail regulatory bodies have an important role to play, by expressing unique expertise and sharing experience of the regulatory framework and the functioning of the railway market. During 2023, IRG-Rail was able to react to this proposal and other initiatives, both through position papers and the co-operative work done in the working groups, as well as through stakeholder engagement. This important work will continue.

In 2024, IRG-Rail will support the European Institutions and produce deliverables, reacting to the aforementioned proposal, across the working groups. As part of this, we will aim for the establishment of a level-playing field among stakeholders accompanied by appropriate governance structures, provide in-depth analysis and commentary on various components of the new regulation and e.g. study the integration of service facilities in the capacity management process. All train journeys begin and end in a service facility, which means they play an important part in facilitating both freight and passenger services.

There are, of course, many market-related barriers to achieving the Single European Railway Area. Differences in the levels of track access charges have been identified as a barrier to international services. In 2024 IRG-Rail will support the European Commission's work with guidelines for track access charges and further investigate this topic in the context of freight traffic. Increasing electricity prices in the wake of the war in Ukraine have turned a spotlight on the various systems for supplying and charging for traction current across IRG-Rail member states. The impact of increasing energy prices, the lack of competition in providing power for trains and the links to energy regulation are topics that will also be explored in 2024.

Despite the challenges for the railway sector, the demand for rail travel is strong in Europe and has bounced back to pre-pandemic levels. However, network usage varies across IRG-Rail member states. During 2024, IRG-Rail will analyse the determinants of rail network usage across countries. Furthermore, we will study the impact of the various single, low and zero fare ticket policies that have been rolled out in several European countries in the past few years, no doubt contributing to the demand for rail travel.

With these and many other exciting developments in mind, IRG-Rail looks forward to contributing to the further development of a competitive, sustainable and single European Railway Area in 2024.

## WORK PROGRAMME 2024

### 1 ACCESS WORKING GROUP

#### a) The proposal for a new European regulation on the use of railway capacity

On 11 July 2023, the European Commission published its proposal for a new draft regulation on the use of railway infrastructure capacity replacing regulation 913/2010 and parts of directive 2012/34/EU. The regulation introduces a new capacity management and allocation process based on the TTR proposals together with new rules covering topics such as traffic management, disruption management, changes to allocated capacity temporary capacity restrictions, and an extended organisation for international coordination for both infrastructure managers and regulatory bodies. This proposal will have tremendous impact on access to railway infrastructure. While IRG-Rail's engagement with the proposal will be coordinated by the ELP group, the WG Access will draw on members' expertise to provide analysis and commentary on key topics such as the new strategic capacity planning phase; rules for high utilisation, congestion and priority; multiannual allocation through framework agreements and rolling planning; temporary capacity restrictions; changes to capacity rights; and compensation regimes for changed capacity rights replacing reservation charges (together with WG Charges). On the topics of compensation for capacity rights and socio-economic assessments WG Access will cooperate with WG Charges.

As the European Commission has announced its intention to review until 31 December 2024 the implementation of the rules for temporary capacity restrictions (currently in Annex VII to directive 2012/34/EU, in the capacity proposal in section 3 of Annex I), the WG Access will update the views presented in IRG-Rail report 2021(12) with members' experiences of temporary capacity restrictions and discuss with relevant stakeholders in order to be prepared for consultation on this topic.

Considering that the proposal of the European Commission deals with cross-border transport, the working group will also exchange experience and provide commentary, according to the specific competences and resources of each RB, on the following thematic areas: monitoring of presence and reduction of technical barriers, with reference, in particular, to international railway transport; rules for

improving harmonisation of the contents of the network statements related to international transport; rules for exchanging data on performance of rail transport across national networks.

Since measures relating to infrastructure charging were omitted from the impact assessment (with the exception of incentive schemes in capacity and traffic management), the WG Access will support the ongoing work in WG Charges to write an overview paper on charges-related barriers to international rail freight services. WG Access will contribute a summary of the findings of recent reports and studies on barriers to international freight traffic.

## Deliverables:

- Contribution to IRG-Rail deliverables on the EU proposal on the use of railway infrastructure capacity (coordinated by the ELP Working Group).
- If required, response to European Commission consultation or other input on Temporary Capacity Restrictions.
- Contribute to WG Charges a summary of the state of knowledge on barriers to international freight.
- Exchange with key stakeholders on specific access-related issues.

Responsible RBs: co-chairs

## b) Monitoring national TTR implementation

While full implementation of the TTR process is only foreseen for the 2029 or 2030 timetable owing to lead times for legislation and IT development, RNE members and especially the first-wave implementers are busy working on those parts of TTR which are possible to implement under the current legal and IT environment. The first capacity models were published in June 2023 for the Timetable 2025. Capacity models are harbingers of the future process and raise important questions about procedures for planning and coordination, priorities, and IT tools. Experience in the past has shown that it sharing exercise to monitoring national IM's work on TTR.

## Deliverables:

- Oral report to 2024 Plenaries on the activities carried out by the WG and their outcomes to date.
- Roundtable on members' experiences of TTR implementation and especially capacity models (preliminary in the Summer or early Autumn after publication of the capacity models).

Responsible RBs: co-chairs

## c) Monitoring Rail Freight Corridors

The draft capacity regulation foresees that the Rail Freight Corridors will remain in place for the remainder of the decade. From 2024, the WG Access will monitor the activities of all 11 Rail Freight Corridors according to a common approach agreed upon in June 2023, where RBs along each RFC organise meetings with at least one relevant corridor body (C-OSS, ExBo, MaBo, RAG/TAG) during the autumn, followed by a discussion in the winter by the whole WG. This annual cycle for RFC monitoring is expected to provide important insights into the situation for cross-border freight traffic. In parallel, the WG will also continue compiling data for IRG Rail's 2017 list of Key Performance Indicators on the Rail Freight Corridors and participate in discussions with the Network of Executive Boards and other stakeholders on the development of KPIs.

### Deliverables:

- Short written internal report to the spring 2024 Plenary on the results and conclusions of WG Access monitoring discussions and on the development of IRG Rail's RFC KPIs.
- Dialogue with NExBo and other stakeholders on development of KPIs.
- Short written report to the fall 2024 Plenary on the outcomes of monitoring the latest available data concerning KPIs for RFCs.

Responsible RBs: Switzerland (analysing and summarising main findings); Italy (compiling and analysing KPIs); Germany (KPI dialogue with NExBo and other stakeholders).

## d) Network access following the deployment of ERTMS

Before full deployment of ERTMS across Europe is achieved, legacy signalling and safety systems will coexist alongside ERTMS on different parts of the network. At least in some parts of Europe, this is a major cause of interoperability problems which can hinder cross-border services, especially for new entrants. Regulatory bodies are responsible for ensuring non-discriminatory access to the rail network and therefore have a role to play if new entrants were to face technical issues related to these systems.

IRG-Rail will therefore write a paper to provide an overview of difficulties faced by new entrants across Europe as well the measures implemented by Member States to mitigate market issues related to signalling systems on their network. The paper may also explore the possibilities for regulatory bodies

to facilitate the deployment of ERTMS or the implementation of mitigation measures. For the analysis of economic and financial aspects of ERTMS, WG Charges will provide support.

In 2023, the WG initiated an investigation to get a better understanding of the deployment process of the ERTMS across Members states. First results have shown fragmentation (for example in terms of planning and design) regarding ERTMS deployment across Europe. Moreover, some economic and technical problems regarding on-board and track deployment have emerged.

During the first half of 2024, IRG-Rail aims at publishing the main results of this investigation in a paper focussing on:

- ERTMS deployment modalities ("National Implementation Plans" publication, coordination track and onboarding implementation, financing plan);
- Identification of the potential barriers to the ERTMS market entry (incompatibilities, lack of information, lack of international coordination, etc.).

## Deliverables:

- Paper for external publication at the Spring 2024 Plenary.

Responsible RBs: the task force is composed of France, Italy, Spain and Belgium.

## 2 SUB-GROUP ACCESS TO SERVICE FACILITIES

### a) "Integration of service facilities in the capacity allocation process"

On 11 July 2023, the European Commission adopted a Legislative proposal (COM(2023) 443/2) on the use of railway infrastructure capacity in the single European railway area, amending Directive 2012/34/EU and repealing Regulation (EU) No 913/2010. The Legislative proposal introduces new and revised procedures for capacity and traffic management (based on the TTR model), including also new governance structures. The Proposal will be closely monitored by IRG-Rail and SG deliverables will be coordinated with the ELP and Access WG.

The integration/alignment of capacity allocation processes in service facilities with the process of capacity allocation on the railway infrastructure is part of the Legislative proposal. Service facilities are very heterogeneous depending on the purpose they serve for train operation or the transport of goods

and passengers. Any legislation on capacity allocation in service facilities and its alignment with the capacity allocation on the railway network needs to respect their heterogeneity and the different needs of the transport market with regard to capacity in service facilities (For example some SFs and services supplied are closer to the train operation (e.g. freight terminals) than others (e.g. maintenance facilities). Also, the services needed for e.g. parking and shunting freight trains differ from those for passenger services).

The Subgroup will monitor the upcoming procedure with respect to this topic and respond appropriately and support the WG Access and the ELP Task Forces' work on the Legislative proposal regarding implications on service facilities. Discussions with Stakeholders will be held where appropriate. A Task Force within the Subgroup composed by different IRG-Rail members engages to further investigate and prepare considerations on this topic.

## Deliverables:

- Deliverable: Input to the ELP Task Force on the Legislative proposal for the use of railway infrastructure (COM (2023)443) or Working Group and oral reports to the spring and autumn plenary.

## b) Rail Facilities Portal

Following the entry into force of the Implementing Regulation (EU) 2017/2177 on access to service facilities and rail-related services (hereafter "IR"), service facility operators (hereafter "SFOs") are obliged to develop and publish service facility descriptions (hereafter "SFDs"). To provide information that can be easily accessed, SFDs must be published. A publication on a common web portal, and providing the infrastructure managers with a link to be included in the network statement, is one of three options (IR Art. 5).

Rail Facilities Portal (the RFP) was launched by the European Commission in May 2017 and can be used by the operators of service facilities to publish service facility descriptions. In 2020, RNE took over the management and development of the RFP, with the support of UIRR.

IRG-Rail supports digital platforms dedicated to improving the information on service facilities in Europe. With this purpose IRG-Rail published "Guidelines for Service Facilities Descriptions" in 2023. In 2024 it is necessary to continue monitoring the development of the RFP.

## Deliverables:

- Oral report to the spring and autumn plenary, document if needed.

## c) Assessment of the Implementing Regulation (EU) 2017/2177 on access to service facilities and rail-related services

In November 2017 the European Commission adopted the Implementing Regulation (EU) 2017/2177 (IR) based especially on Art. 13 (9) of the Directive 2012/34/EU. This IR especially includes detailed provisions on the obligation to establish and publish service facility descriptions and their minimum content as well as further provision on the process of capacity allocation. Independent of any necessary changes due to the aforementioned Legislative proposal on the use of rail infrastructure capacity Art. 16 of the IR requires the EU Commission to assess the application of this Regulation until June 2024.

The SG will monitor this assessment and inform the Plenary about the developments. In case any changes to the IR are being discussed or proposed IRG-Rail will react with a corresponding document in which we will present our position.

## Deliverables:

- Oral report to the spring and autumn plenary, document if needed.

## d) Workshop on special topics (looking deeper into the national cases):

Discussion within the IRG-Rail SG Access to Service Facilities showed that applying rail regulation on some types of facilities often raises challenges.

It is important to exchange opinions on all topics related to access to service facilities and providing services within those facilities. Operators often argue that rail regulation does not apply to them for numerous reasons. Besides, the demarcation of rail-related services is an issue in several countries. Therefore, getting to know this topic in more detail using concrete examples and regulatory/court decisions would be useful. Maintenance facilities and storage sidings are very important facilities, for very different purposes in rail operations. Discussion during round tables within the group showed numerous different cases. To look for a harmonized approach and to eventually find best practices, where necessary, the group wants to look closer into different cases reported by different members. A workshop is a good way to exchange experiences on different topics.



## Deliverables:

- Workshop on the topics related to access to service facilities and oral report to autumn plenary.

### 3 EMERGING LEGISLATIVE PROPOSALS GROUP

In 2024, the focus of the Working Group will continue to be on monitoring and providing input in the development of emerging legislative proposals and soft measures as and when proposed by the European Commission. The group will, in cooperation with the Working Groups for charging, access, access to service facilities or market monitoring, endeavour to contribute to such process based on evidence from regulatory practice. In particular the Working Group will contribute as necessary to the ongoing EC work regarding measures to “better manage and coordinate international rail traffic, including through revised rules for capacity allocation and infrastructure charging in rail” and focus on the European Commission legislative proposal (COM(2023) 443/2) on the use of railway infrastructure capacity in the single European railway area, amending Directive 2012/34/EU and repealing Regulation (EU) No 913/2010 published on 11 July 2023. The Working Group will also continue to identify and discuss legislative issues of common concern as they arise. This will include exchanging information and knowledge on implementation, reviewing case studies, as well as liaising with other working groups as necessary. At the request of other IRG-Rail working groups, the Working Group will endeavour to provide at short notice assessments on specific questions of legal nature. In 2024 the Commission’s “article 63” assessment of the Directive 2012/34/EU requires special attention.

#### a) Emerging legislation

The Group will continue to monitor and provide input (position papers) to emerging draft legislative instruments and soft measures as and when produced by the European Commission. It will also provide guidance to other IRG-Rail working groups as and when appropriate.

The Group will continue to coordinate the cross-working group Task Force working on the policy options set out in the European Commission’s legislative proposal COM(2023) 443 on the use of railway infrastructure capacity in the single European railway area. This will include gathering input from all relevant working groups in particular from the WG Access on capacity planning and allocation, capacity restrictions and their consequences as well as from the WG Access to Service Facilities on integration of service facilities and WG Charges and WG Charges for Service Facilities input on socio-economic benefits

and compensation for capacity rights changes. The WG ELP itself will focus on governance issues, covering both the set-up and roles of the European Network of Infrastructure Managers (ENIM) and of the European Network of Rail Regulatory Bodies (ENRRB), examining the potential impact of their decisions and functioning on market needs and their protection.

Directive 2012/34/EU requires the EC to evaluate its impact and produce a report on its implementation by 31 December 2024. The EC's report is expected to pay particular attention to the development of high-speed services and, according to information shared by the EC, on issues related to the governance of the railway infrastructure, to licensing and to the role and work of regulatory bodies. The ELP group will monitor the EC's work as appropriate, liaising with all Working Groups concerned, when necessary.

## Deliverables

- Public position papers(s) on emerging EC legislation as and when required
- Contribution to and monitoring of the legislative proposal COM(2023) 443 on the use of railway infrastructure capacity in the single European railway area, liaising with all working groups concerned, e.g. with written and oral contributions.
- Contribution to and monitoring of the Commission's assessments and reviews of relevant legislation when necessary.

## b) Implementation of legislation

The group will address issues of implementation of EU legislation of common concern raised by members of the Working Groups, in particular specific issues of legal or legislative nature. This will include exchanging information and knowledge on implementation and transposition, reviewing case studies, holding workshops with stakeholders, as well as liaising with other working groups as necessary.

## Deliverables :

- Workshop to exchange of experience on issues of legal or legislative nature of Regulatory Bodies' decisions.
- Internal written assessment on specific questions of legal nature at the request of other IRG-Rail working groups.

## 4 CHARGES WORKING GROUP

Directive 2012/34/EU on the allocation of railway infrastructure capacity and the levying of charges for the use of the railway infrastructure requires Regulatory Bodies to ensure non-discrimination on the railway market and, in particular, check whether charging principles are properly applied and separation of accounts is fully respected. In 2024, IRG-Rail will continue to develop an understanding of charging principles across the European rail sector. In particular, it will:

- gather, organize and exchange information on charging issues (e.g. charging principles for the use of infrastructure, incentive regulation, mark-ups for international routes, account separation principles);
- discuss regulatory issues related to the examination of cost components and composition of infrastructure charges, as well as to the assessment of direct costs and mark-ups with a view to developing a common understanding thereof;
- seek to understand the implications for railway charges of the opening of the domestic passenger market.

The Working Group Charges will follow the following topics:

- International freight services
- Support of the Working group Access on financial aspect of ERTMS as the WG Access plan to produce a paper on ERTMS
- Meeting with stakeholders of the rail sector (RNE, FTE)
- Contribution to the IRG Rail deliverable coordinated by ELP WG
- Continue following the process of the determination of Charging Guidelines as planned to be proposed by the European Commission, react and prepare relevant documents.
- Take up current charging related topic addressed by stakeholders or institutions such as the European Commission, if upcoming.

### a) International Freight Services

In 2020, the working group Charges had prepared and published an overview paper on the international passengers services. This paper made an overview about the international passenger services in Europe and the level of charges. In 2023, the working group has conducted a survey for the international rail freight services that will be used as the basis for a comparable paper on international rail freight. A

preliminary paper should be submitted at the plenary meeting of November 2023. For 2024, it is planned to continue the work and submit a complementary paper to complete the preliminary paper the paper.

## Deliverables:

- Complete the overview paper on international rail freight services submitted in 2023 with a focus on:
  - o Charges differences at borders (only collect general data not line specific as for the pax paper) and across corridors
  - o Analysis of charging related barriers for RUs to obtain good estimates of TAC for cross border traffic (in particular review of the functionality of the CIS platform)
  - o Analysis of cost burden and cost drivers of RUs operating international freight services, with a focus on rolling stock materials costs and rail leasing companies; analyze differences of costs between domestic and international rolling stock materials
  - o Analysis of possible other non-charging related barriers jointly with the WG Access

## b) ERTMS

Support of the Working group Access on financial aspect of ERTMS as the WG Access plan to produce a paper on ERTMS. The WG Charges contributes to WG Access' ERTMS paper and financial implications for RUs and IMs.

## Deliverables:

- To be defined with the Working group Access

## c) AOB

- Common meeting(s) with WG Access on common topics (such as international freight)
- Contribution to IRG-Rail deliverables on the proposals coordinated by the ELP Working Group, regarding the topics of reservation charges and socio-economic assessments together with WG Access.
- Meetings with stakeholders of the rail sector:
  - o RNE and FTE follow-up to Commercial Conditions and Socio-economic benefit

- Exchange with FTE on current issues
- Presentations of current decisions of WG Charges members
- Round table or similar on account separation (supported by Finish Rail Regulatory Body).
- Optional if the resources would allow this: produce an overview paper on Performance schemes. This paper should analyze what a well-functioning performance scheme could look like and what implications the new regulation/guidelines will have (supported by Transportstyrelsen).

## 5 SUB-GROUP CHARGES FOR SERVICE FACILITIES

### a) Background

The sub-group Charges for Service Facilities aims to get a better understanding of the Directive 2012/34/EU on setting charges for service facilities. It also intends to reflect and discuss the problems and decisions of the regulatory bodies when investigating the charges of service facilities. The working group aims to share good practices and tries to give guidance to regulatory bodies, whenever possible.

More specifically, the working group will:

- seek to develop a common understanding of the implementation of EU charging principles for service facilities;
- develop a common position, particularly on the methods for calculating costs for access to service facilities and for providing services.

### Deliverables :

In 2024, the working group is determined to continue this work by focusing on the topics mentioned below:

- **An update of the 2019 paper on charges for passenger stations** or on any other further analysis on this topic. One aspect of this report will be the changes in the charging systems for passenger stations due to the ECJ ruling on platforms. The update will also include a section on charges on RUs' customer assistance services in stations (including lounges). This report shall be published. Last year this topic was listed on the "if the resources will allow section" and several group

members considered this topic to be interesting working on in 2024. For this update new data will be collected, possibly via a questionnaire.

- **Second Report on Traction Current:** Following discussions on the topic of traction current at the group level, the proposed deliverable will further explore the reasons for the lack of competition in the distribution of electricity in the majority of countries, the links between energy and rail regulations and the practical causes that may prevent the entrance of energy suppliers other than the IM (e.g. Energy Measurement Systems). Finally, the paper will explore the pros and cons of having competition in the energy distribution side for RUs and the rail system as a whole. It is likely that a questionnaire will be necessary to collect further information. The report shall be published. For the development of this project the Subgroup will cooperate with Market Monitoring group.

Should resources allow it an extra focus will be on:

- An update of the paper on charges for storage sidings with the extension of the content. An in-depth analysis of charges shall try to explain differences and try to analyze if the storage routines of RUs are affected by charges. This paper was published by IRG Rail in 2018 for the first time.

## 6 MARKET MONITORING WORKING GROUP

The monitoring reports produced by the Working group provide an annual overview of the economic conditions and market developments in the railway sector. They also show the development of the European railway market and its competitiveness compared to previous years.

In addition to presenting the main findings of the annual data collection, each annual monitoring report focuses on a specific issue. The 12<sup>th</sup> report, that will be published in April 2024, includes a focus chapter on the heterogeneity of rail network usage across countries and its potential determinants.

As already mentioned in previous work programmes, the Working group intends to investigate the revision of the Commission's Implementing Regulation (EU) 2015/1100 of July 7th, 2015 on the reporting obligations of the Member States in the framework of rail market monitoring (including its questionnaire for the data collection). However, as long as the draft document is not released, this task is put on hold.

Following the Working group's participation in an ERA task force on rail data quality in 2022 and 2023, a revision of the common definitions in IRG-rail's Guidelines on market monitoring has started since May 2023. This task aims to harmonize our definitions with those of other institutions like RMMS, ERA,

Eurostat, etc. The Working group will continue to work on this revision in 2024 and present a consolidated version at the Plenary assembly in November. In particular, a consultation of other Working groups on how the indicators are defined will be conducted.

Moreover, the Working group will collaborate with the Charges for service facilities subgroup on a paper on energy cost and traction current. A task force gathering members of both Work groups was created in mid-2023. The finalized paper should be presented at the Plenary assembly in November 2024.

For its 13<sup>th</sup> Report's focus, the Working group will analyse the European infrastructure managers' characteristics.

## Deliverables:

- Publication of the 12th Market Monitoring report in spring 2024, with an in-depth analysis of rail network usage across Europe.
- Revised Guidelines on market monitoring to be finalized in autumn 2024.
- Publication of the joint paper on energy cost and traction current, in collaboration with Charges for service facilities subgroup.
- Depending on the release date of the EC's revision of the (EU) 2015/1100 regulation and its contents, the Working group will collaborate with the ELP Working group to realize a position paper, if needs arise.

## 7 TASK FORCE ON MULTIMODALITY

### a) Multimodal digital mobility services

In 2024, the taskforce will undertake a new project (see below). However, should the Commission timely table a proposal on multimodal digital mobility services (which was not finalized in 2023), work on the latter will be resumed and prioritized according to the same terms as outlined in the 2023 Work Programme.

#### Deliverables:

- Subject to the tabling of an update legislative proposal on MDMS in early 2024, Presentation at the Plenary meeting in May
- Paper to be presented at the Plenary meeting in November.

### b) Single and discount fare ticketing systems in Europe: an assessment

In the context of the energy crisis and climate change, a number of ticketing policies have been developed across Europe as a means to steer passengers into rail and reduce the environmental impact of transport. Also, some countries have implemented free or reduced-fare public transport policies (be it at the national or regional level), as a way of promoting the transition to public transports and reducing the use of private cars. Both types of policies have a multimodal element to them and concern or impact the use of rail.

While it is important to distinguish single-ticketing and single-fare policy, single-ticketing can go along (as it is usually the case) with a simplified fare policy (dezoning, implementation of flat-rate ticketing) or even free public transport, which can also be put in place, in an inflationary context, to maintain purchasing power<sup>1</sup>. Based on new- or already-existing digital technologies, these initiatives enhance seamless travel from point A to point B, with the twofold objective of facilitating the use of public

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<sup>1</sup> To mention a few examples, in summer 2022, Germany tested a "€9 ticket" offer: a single fare granting time-limited access to all domestic public transport; in 2023, it introduced a €49 ticket that allows use of all public transport in the country. Other initiatives have been launched in Luxembourg (free transport) and Austria ("Klima ticket" offer in 2022, granting access to public and private transport with single subscription). In the Netherlands, the "Holland Travel Ticket" (2016) allowed business travellers to use all public modes of transport with a single daily ticket. In Portugal, a monthly ticket has been issued that is valid on all regional trains for €49. Pilot projects are underway in Finland and Estonia.



transport and fostering the use of more sustainable modes of transport (intermodality to reduce solo driving and promote modal shift).

Apart from the technical and organisational issues involved, the question is what are the outputs of these policies in terms of modal shift, induced demand or environmental impact? Research on the topic is starting to develop; however, evidence remains sparse, and it is difficult to assess their impact. Among others, academic work highlights mixed results: while an impact analysis of the German single ticket has stressed positive impact of the measure on air quality, other studies show that free public services may lead to modal shift mostly from cyclists or pedestrians but not from motorists, hence with limited environmental benefits, and others point out potential downsides on the supply side (congestion, saturation, network capacity for increased demand) and consequences for the quality of access to public services.

Against this background, work within the taskforce in 2024 would aim at benchmarking single/discount/zero-fare ticket policies in rail services as they have applied thus-far in some European countries and at assessing their impact. The task force shall consider, in particular, the regulatory and competition-related issues relevant to IRG-Rail members. Evidence shall be collected by means of a questionnaire to extract case studies and data. A preliminary output will be in the form of a presentation; depending on the material made available, the task-force may produce an overview paper to be submitted for approval and publication at the November 2024 plenary meeting.

## Deliverables:

- Presentation at the Plenary meeting in May
- Paper to be presented at the Plenary meeting in November, subject to findings.

## ANNEX

### Working Groups and Sub-groups

	Name	(Co-)Chaired by	Contact person(s)
1	Working Group Access	ART-IT	Roberto Piazza
2	Sub-group Access to Service Facilities	BNetzA	Ulrike Weyers
		HAKOM	Dragica Flam
3	Working Group Emerging Legislative Proposals	ORR	Agnès Bonnet
		BNetzA	Christian Wolf
4	Working Group Charges	Régul	Rodolphe Duterme
		BNetzA	Christiane Trampisch
5	Sub-group Charges for Service Facilities	CNMC	Alberto Oeo Pizarro
		Schienen-Control	Andreas Himmel
6	Working Group Market Monitoring	ART-FR	Anh Lai
		AMT	Isabel Oliveira
7	Task Force on Multimodality	ART-IT	Luisa Perrotti
		AMT-PT	Sofia Pessoa e Costa