

PUBLIC TRANSPORT & CLIMATE TICKETS IN EUROPE

A Greenpeace Review and Ranking of Public Transport Ticket Prices and Availability in 30 European Countries and their Capitals.



2nd edition

The second edition is an updated version of a [Greenpeace analysis from 2023](#) and examines the changes that have since occurred in ticket prices, the availability and scope of long-term public transport tickets, inclusivity and VAT rates on domestic public transport in Europe. The 2026 version also reveals which countries and capitals have fared best and worst since 2023, both in the individual criteria and overall.

GREENPEACE



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Key findings of the report

What Greenpeace analysed

Greenpeace examined the availability, prices and inclusivity of **long-term (monthly and annual) public transport tickets in 30 European countries** (the EU-27 countries, Norway, the UK, and Switzerland) **and their respective capitals** according to **8 criteria**, 5 of which focused on the country analysis: (1) availability of a simple ticketing system, including permanent monthly and annual public transport tickets, (2) scope of long-term public transport tickets (e.g. regional reach and form of public transport included, such as buses, regional and long-distance trains, trams and metro services), (3) 'Full price of long-term public transport tickets' (affordability), (4) inclusivity (price reductions and other provisions for socially disadvantaged groups, 'Social discounts') and (5) value-added tax (VAT) rate on domestic public transport. For scoring and weighting purposes, country-level availability and scope were combined into a single category, 'Availability & scope of climate or network tickets'.

The analysis of capital city transport tickets focused on 3 criteria: (6) 'Availability & scope of climate or network tickets' (simplicity of the ticketing system, based on whether a long-term ticket is available that covers most forms of local public transport), (7) 'Full price of long-term public transport tickets' and (8) inclusivity ('Social discounts'). Based on the points awarded across these criteria, countries and capitals received an overall score under a **0–100-point scoring system** and were ranked accordingly.¹

To make current ticket prices comparable across countries and cities, prices in non-euro currencies were converted into euros, and current prices used for these comparisons were adjusted using price level indices (PLIs). Percentage changes in ticket prices since 2023 were calculated using nominal prices in local currencies and were not based on PLI-adjusted prices.

Greenpeace first analysed European countries and capitals in 2023. This report documents changes in the pricing, availability, scope and inclusivity of public transport tickets and in VAT rates since then.

Why did Greenpeace analyse long-term tickets?

Long-term (monthly or annual) tickets or other types of season tickets are a **key element in shifting travel away from cars and towards public transport**. This is mainly because the **average cost per trip can fall** well below the price of a single ticket once a person travels frequently enough. The price of long-term tickets is one of the deciding factors in whether people switch from cars to public transport. Long-term tickets also **offer users the convenience** of not

¹ See the chapter 'Ranking methodology' and Annex I for further details on the scoring and methodology.

having to buy a ticket every time or check fares and allow for **predictable budgeting** thanks to fixed monthly or annual costs. Users also benefit from **easier access to public transport**, as long-term tickets are already paid for, and people may be more likely to hop on a train, bus or tram to run errands rather than defaulting to a car.

Key findings – European countries

- Only **8 out of 30 European countries (the EU 27, Switzerland, Norway and the UK)** offer either **free public transport or affordable long-term universal public transport tickets** that allow passengers to use all or most forms of public transport throughout the country or a wider region. The countries offering these are Luxembourg, Malta, Slovenia, Austria, Germany, Hungary, Spain and Switzerland.²
- **Since 2023, the number of European countries offering long-term, universal public transport tickets has increased slightly.** Spain and Slovenia are the latest countries to join this trend, offering tickets that allow passengers to travel across the country or certain regions with a single ticket.
- However, **the prices of several existing long-term universal public transport tickets in Europe have increased significantly**, making them less affordable for households. E.g. in Germany, the price of the ‘Deutschlandticket’ has increased by almost 30%, and the same goes for the Austrian ‘Klimaticket’.
- **Compared to 2023, VAT rates on domestic public transport have increased in 7 of the 30 European countries analysed** (Slovakia, Estonia, Finland, Czechia, Lithuania, Romania and Switzerland). No country has lowered its VAT rate.
- **The countries that rank best in Europe** based on the availability, scope, affordability and inclusivity of long-term public transport tickets, as well as VAT rates on domestic public transport, **are Luxembourg (#1), Malta (#2), Slovenia (#3), Austria (#4), Germany (#5), Hungary (#6), Cyprus (#7) and Portugal (#8)**. Luxembourg and Malta offer free public transport throughout the country.
- The **countries that rank worst in Europe** based on the availability, affordability and inclusivity of long-term public transport tickets, as well as VAT rates on domestic public transport, **are Norway (#28), Greece (#29) and Finland (#30)**. None of these countries offer any form of affordable permanent universal public transport ticket for the whole

² These countries offer tickets costing between €0 and €7 per day after the price level adjustment.

country or a wider region, and all apply above-average VAT rates to domestic public transport.

Key Findings – European cities

- **Public transport costs are at a new high in 14 European capitals since 2023.** The sharpest price increases for monthly and annual tickets were recorded in Nicosia (+67%), Amsterdam (+55%), Madrid (+50%), Bratislava (+32%), Berlin (+29%) and Vienna (+26%), while costs for passengers also went up significantly in Copenhagen (+18%), Bucharest (+18%), Brussels (+12%), Vilnius (+10%), London (+10%), Stockholm (+9%), Paris (+8%) and Helsinki (+5%).
- **After adjusting for the price level indices (PLIs), the 10 most expensive European capitals for public transport** are London (€162 per month), Amsterdam (€107), Paris (€77), Stockholm (€64), Nicosia (€60), Berlin (€58), Copenhagen (€57), Dublin (€57), Helsinki (€49) and Zagreb (€45).
- Excluding the 3 cities where public transport is free of charge – Luxembourg City, Tallinn and Valletta – **the lowest PLI-adjusted monthly costs, based on the cheapest available long-term ticket option, can be found in Prague (€15), Rome (€21) and Sofia (€25).**
- **The cost of the cheapest available long-term ticket or comparable fare option has fallen in 4 European capitals since 2023:** Dublin (-43%), Oslo (-12%), Bern (-7%) and Budapest (-6%), and has remained unchanged in 12 other capitals.
- **The cities that rank best in Europe** based on the availability, affordability and inclusivity of long-term public transport tickets **are Tallinn (#1), Luxembourg City (#1), Valletta (#1), Prague (#4), Rome (#5), Athens (#6), Sofia (#7) and Vienna (#8).**
- **The cities that rank worst in Europe** based on the availability, affordability and inclusivity of long-term public transport tickets are **Paris (#28), London (#29) and Amsterdam (#30).**

Introduction

Europe is at a crossroads. It is facing an [accelerating climate crisis](#), with record-breaking heatwaves and severe droughts, as well as a [cost-of-living crisis](#) and [inflation](#). There is also a renewed geopolitical imperative to strengthen energy security, given the shocks to global energy markets and supply chains caused by Russia's war against Ukraine and, more recently, the conflict [involving Iran and the blockade of the Strait of Hormuz](#). While these challenges are shaping European policy debates, governments have blatantly overlooked the transport system in their response: **To tackle the many crises Europe is facing, a shift from oil-powered road and air transport to clean and affordable public transport is imperative.**

Transport is the **main driver of oil demand worldwide**, [accounting for 64% of total final consumption of oil products globally](#) and [65% of petroleum product consumption in the EU](#). Transport remains [the only major sector in the EU that has not reduced greenhouse gas emissions since 1990](#). In contrast to other sectors, greenhouse gas emissions from transport have even [increased by 18% in the period from 1990 to 2024](#), mainly due to oil-powered road vehicles and aircraft. At the same time, an average train journey in Europe produces [77% less greenhouse gas emissions than a car trip per passenger kilometre](#).

Transport accounts for [the third-largest household expenditure category after housing and food](#) and thus greatly impacts what households are able to spend in times of inflation and economic crisis. A recent [report commissioned by Greenpeace](#) has shown that transport poverty in Europe is a serious issue: up to 6% of the population in European countries do not use public transport because it is too expensive, and up to 15% of the population in European countries use public transport but find it a heavy financial burden.

In recent years, some European countries and cities have introduced ticket schemes that have [made rail and public transport free or more affordable](#) to ease the financial burden on passengers – with significant benefits: these tickets have helped consumers cope with high inflation and sharply rising energy costs. They have also helped reduce [car use](#), traffic [congestion](#) and [greenhouse gas emissions](#), and benefited socially disadvantaged groups such as senior citizens and low-income families. [Some of these ticket schemes have been among the most popular policy interventions](#), but many have since become more expensive or been discontinued.

Making public transport affordable, widely available and accessible is a question of political will: introducing permanent, affordable 'climate tickets' for people to use all forms of public transport in a country or wider region would not only reduce Europe's dependence on fossil fuels and its greenhouse gas emissions by helping people switch from cars to public transport, but also improve the quality of our environment and help people cope with rising costs.

Greenpeace's vision for the ideal permanent, universal public transport ticket: the 'Climate Ticket'

For Greenpeace, the following criteria are the minimum standards that should be met across Europe. They are central to the design of a fair and affordable climate ticket. Greenpeace considers the introduction of national climate tickets to be a crucial first step. Ultimately, however, one affordable climate ticket valid in all EU countries and on all forms of public transport should be available.

- **Simple.** Climate tickets must be simple – one ticket for all forms of public transport.
- **Wide-ranging.** Climate tickets – likely to start at the national level – should be valid for a large geographic area, such as a country or at least a larger region. They should not only help people get to work, but also help them connect with family, friends and nature. They should also include cross-border public transport, at least between neighbouring cities and regions.³ Provisions like these primarily meet the needs of cross-border commuters, but also support cross-border cooperation across sectors.
- **Multimodal.** Climate tickets must be valid on all forms of public transport: local, regional and long-distance trains; urban, local, regional and long-distance buses (regular and on-demand); metro services and trams; water buses and ferries⁴ used as regular public transport; and last-mile transport services for people whose disabilities prevent them from reaching the nearest stop or station.
- **Long-term.** Climate tickets are typically valid for a longer period, usually a year or a month (such tickets are often also called 'season tickets'). Ideally, both options should be available to allow temporary residents and tourists to use them as well.
- **Available for all.** Climate tickets must be available to everyone in Europe, including non-EU nationals and tourists, without restrictions. Restrictions based on nationality or other discriminatory barriers to access would contradict the idea of a united Europe.
- **Affordable for all.** Ticket prices should be affordable for all. Prices should reflect each country's income level and price level index (PLI). E.g. in European countries with an average price level, Greenpeace considers €1 or less per day to be an affordable price for a regular ticket, provided that substantial discounts are available for disadvantaged groups.
- **Fair and inclusive.** People requiring additional support and socially disadvantaged groups should receive discounts on or free access to climate tickets. This includes people in low-income households, unemployed people, pensioners, children, students and youth aged up to 26, people with disabilities and their carers, asylum seekers, refugees,

³ Examples could include travel between Strasbourg and Karlsruhe using French and German climate tickets, between Bratislava and Vienna using Slovak and Austrian tickets and between Katowice and Ostrava using Polish and Czech tickets.

⁴ This applies where water buses and ferries form part of the public transport system, such as in Venice, Amsterdam or Rotterdam. The climate ticket does not need to include tourist services if other forms of public transport are available and quicker, even if such services operate to a regular timetable or are legally defined as 'public transport'. Cable cars only need to be included if they are used by local residents as a major form of public transport.

etc. Traditional offline ticket options should be available to people who cannot afford smartphones or are unable to operate smartphones.

Ranking methodology

For this analysis, Greenpeace applied the same general methodology as in its original 2023 analysis:

30 European countries (the EU-27, Norway, Switzerland and the UK) and their capitals⁵ were assessed against 5 criteria: availability of a simple ticketing system, including permanent monthly and annual public transport tickets; scope of long-term public transport tickets (regional reach and forms of public transport included); 'Full price of long-term public transport tickets' (affordability); inclusivity (price reductions and other provisions for socially disadvantaged groups, 'Social discounts'); and 'VAT rate on domestic public transport'. For scoring and weighting purposes, country-level availability and scope were combined into a single category, 'Availability & scope of climate or network tickets'.

The 30 capitals of these countries were assessed against 3 criteria: 'Availability & scope of climate or network tickets' (simplicity of the ticketing system, based on whether a long-term ticket is available that covers most forms of local public transport); 'Full price of long-term public transport tickets'; and inclusivity ('Social discounts').

Each country and capital received points for each applicable criterion (see below for details), resulting in an overall score under a 0–100-point scoring system. These scores were then used to rank the countries and capitals.

Weighting of the criteria

For the country ranking, 'Availability & scope of climate or network tickets' was weighted at 30%, 'Full price of long-term tickets' at 40%, 'Social discounts' at 20% and 'VAT rate on domestic public transport' at 10%.

For the city ranking, 'Availability & scope of climate or network tickets' was weighted at 20% (reflecting the simplicity of the ticketing system; almost all cities already offered long-term tickets in 2023 and all cities do now), 'Full price of long-term tickets' at 60% and 'Social discounts' at the remaining 20%.

	Availability & scope of climate or network tickets	Full price of long-term tickets*	Social discounts	VAT rate on domestic public transport
Country	30%	40%	20%	10%
Capital city	20%	60%	20%	Not applicable

* For each country or city, the cheapest price was taken into account.

⁵ In addition, Zurich, Switzerland's largest city, was also included in the analysis but not in the ranking.

Explanation of the criteria

1. Availability & scope of climate or network tickets

Each country was awarded points based on the availability of long-term public transport tickets valid throughout the country on all or most forms of public transport, or on a major form of public transport (i.e. a form of transport that is central to the regular public transport network in the area concerned), as well as on the availability and practicality of a unified ticketing system where multiple tickets are required.

Each capital was awarded points based on the availability of a long-term public transport ticket valid for at least 30 days and on all or almost all forms of public transport in the city.

Points	Scoring rules for countries	Scoring rules for capitals
30	There is 1 ticket valid on all or almost all forms of public transport throughout the country (or all or almost all public transport is free).	
25	There is 1 ticket valid on most forms of public transport throughout the country (or most public transport is free), e.g because long-distance trains are excluded.	
20	There is 1 ticket valid on all or most trains, all buses or most trains and buses throughout the country, but not on all forms of public transport (or the relevant services are free).	There is a ticket valid for at least 30 days and on all or almost all forms of public transport in the city (or public transport is free).
	There is a unified ticketing system for all forms of public transport throughout the country, but passengers need to combine more than 1 ticket to cover the whole country. Buying all the necessary tickets is a practical option for frequent travellers.	
10	There is a unified ticketing system for all forms of public transport throughout the country, but passengers would need to combine many tickets to cover the whole country. Buying all the necessary tickets is not a practical option for frequent travellers.	

2. Full price of long-term tickets

This category assesses the affordability of the reference ticket based on its PLI-adjusted price per day. For each country or capital, the cheapest available long-term ticket considered under category 1 was used as the reference ticket.

For scoring purposes, its price was calculated on a per-day basis. For these calculations, 1 month was treated as 30 days and 1 year as 365 days.

For non-euro currencies, prices were converted into euros using exchange rates from [OANDA.com](https://www.oanda.com) for 1 July 2026. Current prices used for comparisons across countries and cities were adjusted using price level indices (PLIs). Percentage changes in ticket prices since 2023 were calculated using nominal ticket prices in local currencies and were not based on PLI-adjusted prices.

A country or capital scored full points in the 'Full price of long-term tickets' category if public transport was free or a long-term ticket valid on all forms of transport cost €1 per day or less for a country or €0.50 per day or less for a capital. If the price was €7 per day or more for a country or €3 per day or more for a capital, no points were awarded in this category. For prices between these thresholds, a linear scale was applied.

The points in this category were reduced proportionally if full points were not awarded in category 1. E.g. a country awarded 20 out of 30 points in category 1 received only 66.7% of the points it would otherwise have received based on price.

Countries: adjusted price (€ per day)	€1 or less	€2	€3	€4	€5	€6	€7 or more
Points awarded	40	33.33	26.67	20	13.33	6.67	0
Capitals: adjusted price (€ per day)	€0.50 or less	€1	€1.50	€2	€2.50	€3 or more	
Points awarded	60	48	36	24	12	0	

The prices were adjusted using price level indices (PLIs), which are calculated by dividing purchasing power parities (PPPs) by nominal exchange rates and multiplying the result by 100. E.g. €1 spent at the EU average price level has the same purchasing power as €0.59 in Romania and €1.81 in Switzerland. A list of PLIs for all 30 countries is provided in Annex III.

3. Social discounts

Full points were awarded in this category if a discount of at least 25% on the long-term ticket assessed under category 2 was available for each of the following 4 groups:

- Seniors (5 points)
- Youth, families and students (5 points)
- Other low-income groups (including certain other socially disadvantaged groups), such as unemployed people, refugees, asylum seekers, parents with young children and carers (5 points)
- People with disabilities and their carers or companions (5 points)

If a discount applied only to 1 form of transport, e.g. trains, only 50% of the points were awarded. If a discount applied only to part of the target group or was restricted to people below a specified income threshold, fewer points were awarded on a case-by-case basis, depending on the extent of the restriction. If

discounts for youth were limited to pupils up to and including grade 9, no points were awarded unless their parents or accompanying adults also received a discount.

4. VAT rate on domestic public transport

A country received full points in the VAT category if the rate was 5% or less. If the rate was 15% or more, no points were awarded. For rates between these thresholds, a linear scale was applied. Reducing the VAT rate on domestic public transport is a straightforward way for governments to help make public transport more affordable.

As VAT rates are set at national rather than city level, VAT was not considered in the city ranking.

Note

Other important aspects of public transport, such as quality, accessibility, frequency and operating hours, were not considered in the ranking.

See Annex I for further details on the methodology.

Results of the analysis

Country ranking results

Rank	Country	Availability & scope of climate or network tickets	Full price of long-term tickets ⁶	Social discounts	VAT rate on domestic public transport	Total points ⁷
	Max. points per category	30	40	20	10	
1	Luxembourg	30	40	20	10	100
2	Malta	25	33	20	10	88
3	Slovenia	25	29.5	16	5.5	76
4	Austria	30	25	15	5	75
5	Germany	25	28	5	8	66
6	Hungary	25	25	10		60
7	Cyprus	30		17	10	57
8	Portugal	20	27		9	56
9	Spain	20	21	6	5	52
10	Switzerland	30	3	10	7	50
11	Czechia	20	18		3	41
12	Netherlands	20		6	6	32
13	Belgium	20			9	29
	Sweden	20			9	29
15	Romania	20		4.5		24.5
16	Ireland			11	10	21
17	Denmark	10			10	20
	Bulgaria	20			0	20
19	UK			5	10	15
20	Estonia			10		10
21	Croatia			8.5		8.5
22	Poland				7	7.0

⁶ Scores in this category were rounded to whole numbers, except where decimal values were retained because the corresponding total points were shown with decimals.

⁷ Total points were rounded to whole numbers, except where decimal values were retained to distinguish between several countries with very similar scores; Romania's total of 24.5 points was also retained as an exception.

23	Latvia			3.5	3	6.5
24	France				5	5
	Italy				5	5
	Slovakia			5		5
27	Lithuania			1	3	4
28	Norway				3	3
29	Greece				2	2
30	Finland				1.5	1.5

City ranking results

Rank	City	Country	Availability & scope of climate or network tickets	Full price of long-term tickets ⁸	Social discounts				Total points ⁹
					Seniors	Youth, families & students	Other low-income groups	People with disabilities & their carers	
		Max. points per category	20	60	5	5	5	5	
1	Tallinn	Estonia	20	60	5	5	5	5	100
	Luxembourg C.	Luxembourg	20	60	5	5	5	5	100
	Valletta	Malta	20	60	5	5	5	5	100
4	Prague	Czechia	20	59.9	5	5	5	5	99.9
5	Rome	Italy	20	55.2	3	4	2	5	89.2
6	Athens	Greece	20	48.5	5	5	5	5	88.5
7	Sofia	Bulgaria	20	51.7	5	5	1	5	87.7
8	Vienna	Austria	20	46.5	5	5	5	5	86.5
9	Warsaw	Poland	20	50.2	5	5	1	5	86.2
10	Bratislava	Slovakia	20	50.8	5	5	0	5	85.8
11	Budapest	Hungary	20	43.90	5	5	5	5	83.90
12	Lisbon	Portugal	20	43.86	5	5	5	5	83.86
13	Ljubljana	Slovenia	20	46	5	5	1	5	82

⁸ Scores in this category were rounded to whole numbers, except where decimal values were retained because the corresponding total points were shown with decimals.

⁹ Total points were rounded to whole numbers, except where decimal values were retained to distinguish between several cities with very similar scores.

14	Vilnius	Lithuania	20	44	5	5	2	5	81
15	Riga	Latvia	20	42	5	5	3	5	80
16	Bucharest	Romania	20	42	5	5	2	5	79
17	Brussels	Belgium	20	41	5	5	5	2	78
18	Madrid	Spain	20	43	5	5	2	2	77
19	Oslo	Norway	20	40.3	5	5	1	5	76.3
20	Zagreb	Croatia	20	36.2	5	5	5	5	76.2
21	Helsinki	Finland	20	33	5	5	0	5	68
22	Bern	Switzerland	20	42.9	0	0	1	2	65.9
23	Dublin	Ireland	20	27	5	5	1	5	63
24	Nicosia	Cyprus	20	24.0	2	5	5	5	61.0
25	Berlin	Germany	20	26	0	5	5	5	60.8
26	Stockholm	Sweden	20	21	5	5	5	2	58
27	Copenhagen	Denmark	20	26	5	0	0	1	52
28	Paris	France	20	10	5	5	5	5	50
29	London	UK	20	0	5	5	5	5	40
30	Amsterdam	Netherlands	20	0	0	5	0	1	26
(21)	Zurich	Switzerland	20	40	3	5	1	2	71

If the city ranking were based on the largest city in each country rather than the capital, Zurich would replace Bern and rank 21st.

Colour coding used in the 4 social-discount columns:

Free or almost free travel for at least part of the target group	Discount of at least 25% available to the whole target group	Discount of at least 25% available only to part of the target group	No discount or a discount of less than 25%
2, 3 or 5 points	5 points	1 to 4 points	0 points

Cities with the most and least expensive long-term public transport tickets

The following table shows the unadjusted daily prices of regular long-term public transport tickets in 2026 and 2023, as well as the PLI-adjusted daily and monthly prices for 2026. Unlike the overall ranking above, this table compares only the prices of regular tickets and does not take social discounts into account.

Capitals	Unadjusted price per day in EUR, 2026	Unadjusted price per day in EUR, 2023	PLI-adjusted price per day in EUR, 2026	PLI-adjusted price per month in EUR, 2026
London	6.68	6.09	5.39	161.58
Amsterdam	4.30	2.74	3.57	107.14
Paris	2.74	2.53	2.57	77.16
Stockholm	2.75	2.52	2.14	64.26
Nicosia	1.83	1.10	2.00	59.97
Berlin	2.10	1.63	1.92	57.75
Copenhagen	2.68	2.27	1.91	57.27
Dublin	2.63	4.57	1.88	56.52
Helsinki	2.05	1.96	1.63	48.85
Zagreb	1.14	1.14	1.49	44.79
Oslo	1.83	2.06	1.32	39.59
Brussels	1.53	1.37	1.30	38.97
Bucharest	0.74	0.63	1.25	37.50
Riga	1.00	1.00	1.24	37.22
Bern	2.19	2.35	1.21	36.32
Madrid	1.09	0.73	1.20	35.89
Lisbon	1.00	1.00	1.17	35.17
Budapest	0.84	0.89	1.17	35.15
Vilnius	0.94	0.85	1.15	34.53
Ljubljana	1.00	1.00	1.10	32.93
Vienna	1.26	1.00	1.06	31.84
Athens	0.82	0.82	0.98	29.35
Warsaw	0.65	0.65	0.91	27.28
Bratislava	0.72	0.55	0.89	26.56
Sofia	0.51	0.51	0.84	25.34
Rome	0.68	0.68	0.70	20.97
Prague	0.41	0.41	0.50	15.07
Tallinn	0.00	0.00	0	0
Luxembourg C.	0.00	0.00	0	0
Valletta	0.00	0.00	0	0

Note: For non-euro currencies, both 2026 and 2023 prices were converted into euros using exchange rates from [OANDA.com](https://www.oanda.com) for 1 July 2026 to ensure comparability. Daily prices were calculated by dividing the ticket price by the number of days in its validity period, treating 1 month as 30 days and 1 year as

365 days. The PLI-adjusted monthly equivalent was calculated as 30 times the unrounded PLI-adjusted daily price.

VAT rates on domestic public transport

VAT rates on domestic public transport vary considerably across the 30 European countries analysed. VAT rates are generally set at a national level. In the EU, member states set their rates within the [framework](#) established by EU legislation and may apply reduced VAT rates to certain categories of goods and services, including passenger transport.

Table: VAT rates (%) on domestic public transport in Europe

Denmark, Malta, Ireland, UK ¹⁰	0
Luxembourg	3
Cyprus ¹¹	5
Belgium, Portugal, Sweden	6
Germany ¹²	7
Poland	8
Switzerland	8.1
Netherlands	9
Slovenia	9.5
Austria, France, Italy ¹³ , Spain	10
Czechia, Latvia, Lithuania, Norway	12
Greece	13
Finland	13.5
Bulgaria	20
Romania	21
Slovakia	23
Estonia	24
Croatia	25
Hungary	27

¹⁰ For comparison and scoring purposes, VAT-exempt passenger transport is shown as 0% in this table. Passenger transport is VAT-exempt in Denmark and Ireland, while scheduled bus services in Malta and qualifying public passenger transport in the UK are zero-rated (0%).

¹¹ In Cyprus, passenger transport by urban and rural buses is subject to a 5% VAT rate, while certain other passenger transport services, including intercity coaches and taxis, are subject to 9%.

¹² In Germany, long-distance bus services covering more than 50 km are subject to the standard VAT rate of 19%.

¹³ In Italy, urban passenger transport by water is subject to a 5% VAT rate.

Sources: [European Commission](#); national sources and links in Annex IV.

Across the EU, the VAT rates applied to domestic public transport average around 11%, higher than the reduced VAT rates applied to many basic goods and services. In 6 EU countries, domestic public transport is taxed at the standard VAT rate, the same generally applied to goods such as jewellery or luxury watches: Romania, Bulgaria, Estonia, Slovakia, Croatia and Hungary. Lowering or removing the VAT rate on public transport can be done relatively quickly and is therefore an easy and important first step towards making tickets more affordable.

Changes in ticket prices and VAT rates, 2023–2026

Losers and winners since 2023

This analysis identified many changes in ticket prices, ticketing systems, inclusivity and VAT rates across the 30 countries analysed and their capitals compared with 2023, when Greenpeace conducted its first analysis of this kind. The following examples of losers and winners highlight some of the most notable changes since the 2023 analysis. The examples were selected by Greenpeace. More details can be found in the ‘Ranking results in detail’ section later in this report.

Losers

People frequently travelling in Germany

On the one hand, the German climate ticket ‘Deutschlandticket’ puts Germany in 5th place in the country ranking. On the other hand, this ticket is a never-ending story of price increases.

The development began with the temporary ‘9-Euro-Ticket’ in summer 2022, which was followed by the introduction of the permanent Deutschlandticket in 2023 at €49 per month. In 2025, the price increased to €58, and again in 2026 to €63. From 2027, the price will be adjusted annually based on a newly agreed index, making further price increases likely. This could bring the monthly price to around [€66](#) in 2027.

Among the climate tickets or comparable schemes included in both the 2023 and 2026 rankings, the Deutschlandticket recorded the largest percentage price increase. The repeated price increases undermine the attractiveness of switching from cars to public transport.

People travelling in Estonia outside Tallinn

In 2023, regional bus travel was free of charge in 11 of Estonia's 15 counties. The universal fare-free county bus schemes were discontinued in 2024, while public transport in Tallinn remains free of charge for registered residents.

The VAT rate on public transport increased from 20% in 2023 to 22% in 2024 and 24% in 2025. This is the largest increase in percentage points among the 7 countries that have increased their VAT rates since 2023. Estonia now has the 3rd-highest VAT rate on public transport among the 30 countries analysed.

People frequently travelling in Finland

There is no unified ticketing system in Finland, and no points were awarded for social discounts or free-travel provisions in the country ranking. Despite this poor situation, the VAT rate on public transport increased from 10% at the time of the 2023 ranking to 14% in 2025, before falling slightly to 13.5% in 2026. Finland is the only country analysed in which public transport was moved to a higher reduced VAT rate while the 10% rate itself remained in place for other categories. As of 2026, the 10% rate applies only to newspapers and magazines. By contrast, in the other 6 countries where VAT rates on public transport have increased since 2023, this was due to a general rise in the applicable standard or reduced VAT rate itself.

People in Vienna

In 2012, Vienna took a very progressive step by introducing an affordable annual network ticket, the '365-Euro-Ticket'. The ticket proved highly popular, with around 1.34 million people holding an annual ticket or another long-term Wiener Linien ticket in 2025.

On 1 January 2026, the price increased by 26.3% or almost €100. Greenpeace is concerned that this sharp increase could lead more people to use their cars instead, especially those who do not travel by public transport every day.

People frequently using public transport in Amsterdam, especially seniors

As a consequence of changes to the Dutch ticketing system, the annualised cost of a regular long-term ticket in Amsterdam is 55% higher than in 2023. This is the largest increase among all 30 cities analysed. A monthly ticket now costs

€129. Only London has a more expensive full-price ticket. There is currently no senior discount on this ticket.

The regional long-term ticket system has also changed since 2023. The annual ticket used in the 2023 ranking was a 2-star Randstad Noord Zone season ticket. Under that system, passengers selected a centre zone and a star value from 1 to 6, which together determined the travel area. The new Randstad Noord Vrij system is based on 14 predefined regions instead. While GVB presents this as a simplification of the previous zone-and-star system, Greenpeace considers it relatively complex, as passengers have to choose from 14 regions and need separate subscriptions for multiple regions, with prices varying by region.

Winners

People frequently travelling in Spain

After years of various different temporary measures with subsidised public transport tickets, the Spanish government has finally introduced a nationwide climate ticket scheme for Spain (called 'Abono Único'). The price is €60 per month. It is still a work in progress, as many local public transport systems are not yet included, but there is hope that the scheme will be expanded further.

People frequently travelling in Slovenia

Since 2023, Slovenia has joined the group of countries with climate tickets. Of all countries analysed (excluding countries with public transport free of charge), Slovenia has the cheapest ticket valid on most forms of public transport, including interurban buses and trains, as well as Ljubljana city buses in Zone 1. Only some higher-category train services are subject to a supplement.

People frequently travelling by train in Portugal

Portugal has introduced an affordable climate ticket for rail travel, the 'Green Rail Pass'. For €20 per month, residents can use most train services throughout Portugal. As this is a rail-only offer, other forms of public transport are not included.

People newly eligible for free rail travel in Croatia

Since 2023, Croatia has expanded the range of groups eligible for rail travel free of charge. In addition to children and primary and secondary school pupils, full-time students, pensioners, seniors aged 65 and over, Ukrainian citizens and eligible people with disabilities are now entitled to travel free of charge in 2nd class on regular HŽPP trains throughout Croatia.

Dubliners

In 2023, Dublin was the only city which did not have a monthly or annual ticket covering its public transport network. Instead, the only comparable fare option was a weekly fare cap. For frequent users, the new annual ticket is 42.5% cheaper than the annualised cost of this fare cap, representing the largest reduction recorded. Nevertheless, its PLI-adjusted price remains the 7th highest among all cities analysed.

Changes in climate ticket prices in countries

Of the countries with nationwide tickets or comparable schemes already in place at the time of the 2023 Greenpeace ranking and for which a meaningful price comparison is possible, 4 have increased the price, while 2 have kept it stable.

There was also no change in either Luxembourg or Malta, where public transport remains free of charge. No country has decreased the price. Spain is not included in this comparison because the scheme assessed in 2023 was a temporary fare-free measure, so no meaningful percentage price change can be calculated.

Country	Price difference 2023–2026	Country	Price difference 2023–2026
Germany	+28.6%	Switzerland	+3.5%
Austria	+27.9%	Czechia	0%
Belgium	+16.2%	Hungary	0%

Changes in long-term ticket prices in cities

In 14 of the 30 cities analysed, the price of the cheapest available regular long-term ticket has increased. Many of these increases were substantial; by contrast, prices fell in only 4 cities and remained unchanged in 9. There was also no change in any of the 3 cities with public transport free of charge: Luxembourg City, Tallinn and Valletta.

Cities with lower prices than in 2023		Cities with unchanged prices	Cities with higher prices than in 2023	
Dublin	-42.5%	Prague	Nicosia	67.1%
Oslo	-11.5%	Athens	Amsterdam	54.6%
Bern	-6.6%	Rome	Madrid	50.0% ¹⁴
Budapest	-5.8%	Sofia ¹⁵	Bratislava	32.2%
		Warsaw	Berlin	28.6%
		Ljubljana	Vienna	26.3%
		Riga	Copenhagen	17.6%
		Lisbon	Bucharest	17.5%
		Zagreb	Brussels	12.2%
			Vilnius	10.3%
			London	9.6%
			Stockholm	9.2%
			Paris	8.0%
			Helsinki	4.8%

Changes in VAT rates on public transport

Although lowering the VAT rate would be a simple way for governments to make public transport more affordable, 7 European countries have increased their VAT rates on public transport since 2023. Finland is the only exception to the general pattern: public transport was moved from the 10% reduced VAT rate to a higher reduced rate, while the 10% rate itself remained in place for other categories; as of 2026, it applies only to newspapers and magazines. In the remaining 6 countries – Estonia, Lithuania, Slovakia, Romania, Czechia and Switzerland – the increases were a consequence of a general rise in the applicable standard or reduced VAT rate itself. All 7 countries apply lower VAT rates to certain other goods or services, such as food, medicines, books, newspapers or magazines. A lower VAT rate could therefore also be applied to public transport.

Countries with increased VAT rates on public transport	2023 VAT rate	2026 VAT rate	Increase in VAT rate (percentage points)
Estonia	20	24	4

¹⁴ The 50% price increase in Madrid reflects a reduction in the subsidy-funded fare discount from 60% in 2023 to 40% in 2026.

¹⁵ Sofia's annual ticket price was slightly reduced from BGN 365 (€186.62) to €185 following Bulgaria's adoption of the euro. This minor change was not counted as a price decrease.

Finland	10	13.5	3.5
Lithuania	9	12	3
Slovakia	20	23	3
Romania	19	21	2
Czechia	10	12	2
Switzerland	7.7	8.1	0.4

Ranking results in detail

Place 1: Luxembourg (100/100 points)

In 2020, Luxembourg became the first country in Europe to make all public transport, including 2nd-class train travel, free of charge. Travellers no longer need tickets. Luxembourg also received the maximum 10 points in the VAT category, as taxable passenger transport is subject to a VAT rate of 3%.

Luxembourg City #1

Luxembourg's nationwide free public transport scheme covers all forms of public transport in Luxembourg City. As a result, Luxembourg City received the full 100 points and jointly leads the city ranking with Valletta, the capital of Malta, and Tallinn, the capital of Estonia.

Place 2: Malta (88/100 points)

Since 1 October 2022, holders of a personalised 'Tallinja Card' have been able to travel free of charge on day and night bus routes and selected special services in Malta. Since 15 January 2024, the free-travel scheme has also covered ferry services between Valletta, Sliema and the Three Cities, as well as the Barrakka Lift. Tallinja Direct, Airport Direct and On Demand services are not included in the free-travel scheme. The regular Gozo Channel ferry between Malta and Gozo also remains subject to fares. There are no trains or trams in Malta. Malta also received the maximum 10 points in the VAT category, as scheduled bus services are zero-rated for VAT.

Valletta #1

In the city ranking, Malta's capital, Valletta, received the full 100 points and therefore jointly leads the city ranking with Luxembourg City and Tallinn, the capital of Estonia.

Place 3: Slovenia (76/100 points)

Slovenia has introduced its 'Slovenia ticket', a monthly or annual ticket valid on bus and rail services throughout Slovenia. A supplement is required for higher-category train services, such as EN and EC trains. The annual ticket costs €560. Pupils, students and eligible participants in adult education can buy a subsidised annual ticket for €200 under the Integrated Public Passenger Transport (IJPP) system, valid on interurban buses and trains throughout Slovenia. Urban transport in Ljubljana or Maribor can be added for €100 per city per year. Eligible seniors aged over 65, eligible people with disabilities and war veterans can travel free of charge. This makes it the most affordable paid climate ticket valid on most forms of public transport among the countries analysed, placing Slovenia 3rd behind Luxembourg and Malta, which offer free public transport. In addition to the points awarded for its climate ticket, Slovenia received further points for its relatively low VAT rate of 9.5% on public transport.

Ljubljana #13

Slovenia's capital, Ljubljana, scored 82 out of 100 points in the city ranking, placing it 13th. In 2019, Ljubljana adopted Vienna's concept of the '365-Euro-Ticket' and has kept the price unchanged ever since. Eligible seniors aged over 65, eligible people with disabilities and war veterans can travel free of charge. Students can buy a monthly ticket for €20. Ljubljana's city buses in Zone 1 are included in the Slovenia ticket, while holders of a subsidised IJPP ticket must pay a surcharge. The annual city ticket does not cover rail travel within Ljubljana.

Place 4: Austria (75/100 points)

In 2021, Austria introduced a climate ticket valid on all forms of public transport throughout the country (the 'Klimaticket', or 'Climate Ticket'). There are 7 similar regional tickets, which together cover the whole country. Austria did not receive full points because the nationwide ticket costs more than €3 per day, which is not affordable for everyone. Its price is also 28% higher than in 2023.¹⁶ Compared with the 2023 ranking, Austria lost its 3rd place to Slovenia, which has introduced a cheaper climate ticket. Seniors, youth and eligible people with disabilities receive a 25% discount. Austria also received 5 points for its VAT rate

¹⁶ The ticket assessed in the 2023 ranking was temporarily valid for 13 months instead of 12. This was not taken into account when calculating the price increase.

of 10% on public transport, which is close to the European average of around 11%.

Vienna #8

Austria's capital, Vienna, scored 86.5 out of 100 points in the city ranking, placing it 8th. As early as 2012, the then city government introduced Vienna's '365-Euro-Ticket'. The price remained unchanged for 13 years, but the city government recently increased it by 26.3% – one of the highest price increases among all cities analysed when compared with their 2023 prices. Discounts are available for seniors, youth and eligible people on low incomes. Since 2026, discounts have been available for a wider group of people with disabilities; before that, only severely visually impaired, blind and deaf people were eligible for disability-related discounts. This measure prevented Vienna from dropping 4 places in the ranking despite the substantial price increase.

Place 5: Germany (66/100 points)

Germany introduced its 'Deutschlandticket' on 1 May 2023. For €63 a month, passengers can use all forms of local and regional public transport throughout Germany; long-distance trains are generally excluded. There is no nationwide social discount for the Deutschlandticket. However, eligible people with disabilities can travel free of charge on local and regional public transport throughout Germany under federal law. The price is 29% higher than in 2023. Further price increases may follow under a newly agreed annual index-based price adjustment. In 2027, the ticket could cost around [€66](#). Compared with the 2023 ranking, Germany has dropped 1 place because Slovenia has introduced an even cheaper climate ticket. Germany also received 8 points for its low VAT rate of 7% on public transport.

Berlin #25

Germany's capital, Berlin, scored 61 out of 100 points in the city ranking, placing it only 25th. For adults, the Deutschlandticket costs €18.30 less than Berlin's transferable monthly ticket.¹⁷ Berlin offers eligible trainees a subsidised Deutschlandticket for €37.80 per month. People on very low incomes can buy a monthly ticket for €27.50 (the 'Berlin-Ticket S'). This is just over 3 times the 2023 price of €9. No discount is available for seniors. As noted above, eligible people with disabilities can travel free of charge on local and regional public transport.

¹⁷ For Berlin fare zones A and B, which together cover the entire city of Berlin.

Place 6: Hungary (60/100 points)

Hungary introduced its first nationwide public transport ticket in May 2023. It costs around €53 for 30 days (€74 after the price level adjustment) and is valid on 2nd-class trains (with a separate seat reservation required for services such as long-distance InterCity trains) and interurban bus services throughout the country. Unlike in 2023, it is now also valid on local transport in some cities, including Budapest. This is why Hungary moved up 2 places in the ranking. Eligible students receive a 90% discount on this ticket. For many years, seniors aged 65 and over have been able to travel free of charge in 2nd class on all trains¹⁸ and most other forms of public transport, including in Budapest. They need to present an ID card as proof of age when travelling. Hungary has the highest VAT rate on public transport among all countries analysed, at 27%.

Budapest #11

Among the 30 capitals in the ranking, Budapest is one of only 4 where the price of a long-term public transport ticket has fallen since 2023 (by 5.8%). The Hungarian capital scored 83.9 out of 100 points in the city ranking, placing it 11th, up from 16th in 2023. Budapest received full points for its social discounts. Seniors aged 65 and over, eligible people with disabilities and registered jobseekers with a Budapest address travel free of charge. The age limit for free travel for children is also high: 14 years. Students, pensioners under 65 and parents with young children receive a discount of more than 60%.

Place 7: Cyprus (57/100 points)

Cyprus introduced a new ticketing policy in March 2026. The country offers long-term tickets covering the public transport networks of all 5 cities¹⁹. In practice, this means bus services, as there are no trains or trams on the island. The regular monthly fare covering all 5 cities is very high: €225. However, all vulnerable groups covered by the analysis receive a 50% discount or travel free of charge, except seniors who do not receive social welfare benefits. The VAT rate on public transport in Cyprus is among the lowest in Europe, at 5%.

Nicosia #24

The new Cyprus-wide ticketing policy led to a massive increase in the price of single-city tickets, including the Nicosia-only ticket. Compared with the 2023 ranking, Nicosia dropped 13 places. The Cypriot capital scored 61.0 out of 100 points in the city ranking, placing it only 24th. Single-city tickets, including the

¹⁸ Mandatory supplements and seat reservation fees must still be paid.

¹⁹ Nicosia, Larnaca, Limassol, Paphos and Famagusta

Nicosia-only ticket, are subject to the same rules for discounts and free travel as the all-cities ticket.

Place 8: Portugal (56/100 points)

Alongside Slovenia, Portugal recorded one of the greatest improvements since the 2023 ranking, moving from 17th to 8th place. This is because Portugal has introduced an affordable climate ticket, but only for rail travel. The 'Green Rail Pass' is available only to residents of Portugal and costs €20 a month. It is currently valid on most train services in the country and is offered for periods of 30, 60 or 90 days. Its coverage is set to expand further: on 21 August, the Portuguese government announced that, from the 3rd week of September, the pass would also cover all CP urban services in Lisbon and Porto, and subsequently the Fertagus line. The price will remain €20 a month. No discounts are available for this ticket. In addition, Portugal received points for its low VAT rate of 6% on public transport.

Lisbon #12

Portugal's capital, Lisbon, scored 83.86 out of 100 points in the city ranking, placing it 12th. Apart from cities where public transport is free for everyone, Lisbon is the only city analysed where youth aged 4 to 23 inclusive can travel free of charge. Seniors aged 65 and over whose tax domicile is in Lisbon travel free of charge, while other seniors receive a 50% discount. Since 2025, eligible long-term unemployed people have received a 25% discount and eligible people with disabilities a 50% discount. The regular monthly ticket price has remained unchanged since 2023. Thanks to the expansion of the social discount scheme, Lisbon climbed 3 places in the ranking.

Place 9: Spain (52/100 points)

Spain became the latest European country to introduce a form of climate ticket when it launched the 'Abono Único' in January 2026. The subscription costs €60 a month and €30 for people aged 26 and under. Members of officially recognised large families receive a 20% or 50% discount, depending on the category. It is valid on all regional and commuter trains and on national bus services. There are plans to extend the ticket to local and urban public transport in the future. Despite this, Spain dropped 3 places compared with the 2023 Greenpeace ranking. The country already had a similar temporary measure to make public transport more affordable in 2023, while Slovenia's new climate ticket is more affordable than the Spanish one. Spain also received 5 points for its VAT rate of 10% on public transport, which is close to the European average of around 11%.

Madrid #18

Compared with the 2023 ranking, Madrid dropped 12 places, from 6th to 18th. The Spanish capital scored 77 out of 100 points in the city ranking. Madrid's local public transport network is not yet included in Spain's climate ticket system. In 2026, a monthly ticket costs €32.70 after a subsidy-funded 40% fare discount has been applied. Despite this discount, the price of this ticket is 50% higher than in 2023, one of the highest increases among all 30 cities analysed. However, the underlying regular fare appears to have remained €54.50; the increase results from the subsidy being reduced from 60% to 40%. Seniors aged 65 and over travel free of charge, while youth aged 15–25 pay only €10 for a 30-day ticket. Eligible people with disabilities receive only a 20% discount, which does not earn any points in the ranking. However, certain Madrid residents with disabilities and a proven low income can buy the 'Tarjeta Azul' for €3.70 a month, earning Madrid 2 points. This card is also available to certain other groups, such as recipients of permanent incapacity pensions subject to an income limit and people with legal incapacity, adding another 2 points.

Place 10: Switzerland (50/100 points)

Switzerland offers monthly or annual tickets valid on most forms of public transport throughout the country (the 'Generalabonnement' in German, 'abonnement général' in French and 'GA Travelcard' in English). However, the price is quite high, even relative to Switzerland's high price level, at CHF 3,995 (€4,330) for the annual 2nd-class ticket. This is 3.5% higher than at the time of the 2023 ranking, and equivalent to around €6.55 per day after the price level adjustment. As a result, Switzerland received only 3 out of 40 points for ticket affordability in the ranking. Youth under 25, eligible people with disabilities and seniors receive discounts. However, the discount for seniors fell below 25% between 2023 and 2026. As a result, the country lost 5 points in the ranking. Switzerland also received 7 points for its relatively low VAT rate of 8.1% on public transport. From 13 December 2026, the price of the regular 2nd-class Generalabonnement will [increase by 2.5% to CHF 4,095](#), after a larger planned increase was reduced following negotiations with the Swiss Price Supervisor.

Bern #22

The Swiss capital, Bern, scored 65.9 out of 100 points in the city ranking, placing it 22nd. An annual public transport ticket for Bern costs CHF 738 (€800), equivalent to €1.21 per day after the price level adjustment. The price is 6.6% lower than in 2023. Youth under 25, women aged 64 and over and men aged 65 and over receive a discount slightly below 25%, so no points were awarded for these groups. Bern residents receiving an IV pension can get a discount on this annual ticket, although a reduction of at least 25% is available only to those who also receive supplementary benefits. Eligible people with disabilities who rely on an accompanying person or assistance dog can use the Companion

Travelcard, under which either the passenger or the companion can travel free of charge. Other social discounts are available to certain widows, widowers and orphans in financial need. Commuting to Bern from nearby villages requires tickets for additional zones, with costs rising steeply.

Zurich

Switzerland's largest city, Zurich, scored 71 out of 100 points. If the city ranking were based on the largest city in each country rather than the capital, Zurich would rank 21st. The annual ticket costs CHF 813 (€881), equivalent to €1.33 per day after the price level adjustment. Youth under 25 and Zurich residents receiving supplementary benefits linked to old-age or disability insurance receive discounts. Eligible people with disabilities who live in Switzerland can take a companion with them free of charge.

Place 11: Czechia (41/100 points)

The Czech railways offer an annual ticket valid on all domestic ČD trains for CZK 21,990, equivalent to €3.03 per day after the price level adjustment. However, there is no network ticket covering all forms of public transport. There are no discounts for this annual ticket: seniors, youth and eligible people with disabilities receive discounts only on single and commuter tickets. Czechia received 3 additional points for its moderate VAT rate of 12% on public transport. This is 2 points fewer than it received in the 2023 ranking, as the country increased the VAT rate on public transport by 2 percentage points.

Prague #4

The Czech capital, Prague, scored 99.9 out of 100 points in the city ranking, placing it 4th and making it the highest-ranked city with a paid transport system. This is the same place as in 2023, and the ticket price is also unchanged. Prague has the cheapest public transport ticket of all the cities analysed (excluding cities with free transport). The annual ticket costs CZK 3,650 (€150). After the price level adjustment, the fare is equivalent to €0.50 per day. Eligible people with disabilities and seniors aged 65 and over travel free of charge on most public transport services, while youth, students and seniors aged 60 to 64 receive a discount of around 65% on the annual ticket. Certain people on very low incomes are also eligible for reduced fares.

Place 12: The Netherlands (32/100 points)

The Dutch ticketing system has changed since 2023. It is now a simple, largely digital ticketing system for all forms of public transport. However, it is not possible to buy a monthly or longer-term ticket covering all forms of public

transport throughout the country. A monthly 2nd-class NS Flex Altijd Vrij ticket, valid on trains operated by all carriers in the Netherlands, costs €399.95. Accordingly, the Netherlands received 20 points for availability but no affordability points, as its price is equivalent to €11.07 per day after the price level adjustment, above the €7 threshold. A separate temporary summer offer was available for €49 per month for up to 2 months, but it provided unlimited train travel only during off-peak hours, at weekends and on public holidays. Students can travel free of charge on public transport either on weekdays or at weekends – a unique regulation among the countries analysed, for which Greenpeace awards social discount points. One companion of an eligible person with a disability can travel free of charge on almost all trains, metros, trams and buses, but the scheme does not provide free travel for the person with a disability. The Netherlands received 6 points for its relatively low VAT rate of 9% on public transport.

Amsterdam #30

The change to the Dutch ticketing system is also affecting Amsterdam. Despite its good reputation for green urban mobility, the Dutch capital, Amsterdam, ranks last in this climate ticket ranking. It scored only 26 out of 100 points in the city ranking – 22 points fewer than in 2023 – and ranked 2 places lower. The main reason is the price of the ‘GVB Vrij’ monthly ticket: €129²⁰ – equivalent to €3.57 per day after the price level adjustment. Only London has a more expensive full-price ticket, though it ranks higher due to more generous social discounts. Compared with 2023, the annualised cost of a regular long-term ticket is 54.6% higher²¹ – the second-largest increase found in this analysis. A reduced ticket is available only to children and youth aged 4 to 18. For students and people with disabilities, the national rules apply. There is currently no senior discount on the ‘GVB Vrij’ ticket. The sale of annual Randstad Noord Zone season tickets ended on 1 December 2025. The 2-star annual ticket used in the 2023 ranking cost €1,001, equivalent to 10 monthly tickets at €100.10 each.

Place 13 (shared): Belgium (29/100 points)

Belgium’s ticketing system allows users to store tickets from different public transport operators on 1 card. However, to travel across all regions and use all forms of public transport in Belgium, passengers need to buy 4 different tickets

²⁰ This is the price of a GVB monthly ticket. The 2-star Randstad ticket used in the 2023 ranking is no longer available. The GVB ticket, which covers all GVB lines, is cheaper than several broader regional tickets under the new Randstad ticketing system.

²¹ This calculation compares the price of the annual ticket used in the 2023 ranking (€1,001) with the annualised cost of the current monthly ticket (€129 × 12 = €1,548).

and load them onto the same card – 1 for all rail services throughout Belgium (SNCB), 1 for buses and trams in Flanders (De Lijn), 1 for buses and trams in Wallonia, including express buses (TEC), and 1 for public transport in Brussels (STIB-MIVB). The total annual cost of travel throughout Belgium is €5,897 which exceeds the affordability threshold. The price is around 16% higher than in 2023. For disadvantaged groups, it is cheaper to buy the 4 tickets separately at reduced rates than to buy them together. The VAT rate on public transport in Belgium is low, at 6%, and earned Belgium 9 of its 29 points.

SNCB annual ticket (entire Belgian rail network)	€4,128
Supplement for buses and trams in Flanders (De Lijn)	€499
Supplement for buses and trams in Wallonia, including express buses (TEC)	€710
Supplement for public transport in Brussels (STIB-MIVB)	€560
Total	€5,897

Brussels #17

Belgium's capital, Brussels, scored 78 out of 100 points in the city ranking, placing it 17th. The regular STIB-MIVB annual ticket costs €560, equivalent to €1.30 per day after the price level adjustment, which is broadly in line with the European average. This ticket, however, does not include SNCB railservices within Brussels. If passengers also want to use rail services, a Brupass annual ticket costs €680. Some socially disadvantaged groups benefit from very generous discounts. Brussels residents aged 24 and under and seniors aged 65 and over can buy an annual ticket for €12. People receiving certain social benefits can travel free of charge. The only weak point in the social fare system concerns people with disabilities. Only people who are blind and carers of people with severe disabilities are eligible for free travel. In the ranking, only 2 of the 5 available points were awarded for fare concessions for people with disabilities.

Place 13 (shared): Sweden (29/100 points)

There is no unified ticketing system, nor is a climate ticket currently available. Sweden's national rail operator, SJ, offers the 'Annual card Silver' for unlimited 2nd-class travel on all SJ day and night trains. However, the ticket is not

affordable for everyone: it costs SEK 51,250 a year, equivalent to €9.86 per day after the price level adjustment. As the ticket is valid only on trains, Sweden received 20 points for availability and, because of the high price, no points for affordability. Sweden received a further 9 points for its low VAT rate of 6%.

Stockholm #26

The Swedish capital, Stockholm, scored 58 out of 100 points in the city ranking, placing it 26th. Public transport tickets are expensive, costing around €2.14 per day after the price level adjustment. The price of the annual ticket has increased by 9.2% since 2023. Seniors aged 65 and over, students and eligible recipients of certain social security or pension benefits receive a discount of around 40%. This discount was not available to benefit recipients at the time of the 2023 ranking. Passengers using wheelchairs can travel free on buses where the driver checks tickets. On certain bus routes with ticket readers at all doors, however, they need a valid ticket. The number of such routes has increased. Eligible passengers with disabilities may bring one companion free of charge.

During the second half of 2026, Stockholm's public transport authority SL is offering a half-price monthly ticket for everyone to promote public transport, making it the cheapest ticket option during this period. However, in line with the methodology, this time-bound offer was not considered for the ranking.

Place 15: Romania (24.5/100 points)

There is no unified ticketing system in Romania. The Romanian national rail operator CFR Călători offers 6-month and annual network tickets for unlimited travel on any route and over any distance, although a reservation fee is payable for journeys requiring a reserved seat. However, the ticket is not affordable for everyone: the 2nd-class annual ticket costs RON 11,428.50 (€2,118), equivalent to €9.85 per day after the price level adjustment. This means that Romania received 20 points for availability, but no points for affordability. CFR Călători also offers a wide range of social travel concessions (for pupils and students, pensioners, people with disabilities, war veterans, revolutionaries, people persecuted for political or ethnic reasons and residents of the Apuseni Mountains). In the ranking, 2.5 points were awarded for free travel for eligible people with disabilities and their carers, while 1 point was awarded for free travel for all pupils in pre-university education throughout the calendar year. The VAT rate of 21% is too high to receive points in the ranking and was increased by 2 percentage points in 2025.

Bucharest #16

The Romanian capital, Bucharest, scored 79 out of 100 points in the city ranking, placing it 16th. The price of an annual ticket covering surface transport (buses, trams and trolleybuses) and the metro is 17.5% higher than in 2023 and is relatively high given Romania's low price level: RON 1,410 (€269), equivalent to €1.25 per day after the price level adjustment. An annual ticket for surface

transport only costs RON 700, around half as much. Pensioners residing in Bucharest and people accompanying eligible pensioners, pupils attending recognised schools in Bucharest or Ilfov, eligible people with disabilities and other eligible groups, such as former political prisoners and people persecuted for ethnic reasons, travel free of charge.

Place 16: Ireland (21/100 points)

Ireland received 11 points for its Free Travel Scheme, under which seniors aged 66 and over, eligible people with disabilities and recipients of Carer's Allowance,²² which allows holders to use most forms of public transport throughout the country free of charge. It received a further 10 points in the VAT category, as passenger transport is exempt from VAT. Alongside Denmark and Malta, Ireland is currently 1 of only 3 EU countries where no VAT is charged on domestic public transport. Apart from these measures, no other best-practice elements were identified in Ireland's ticketing system.

Dublin #23

In the 2023 ranking, Dublin received the lowest score among all capitals analysed. Since then, the fragmented ticketing system has been reformed, with monthly and annual tickets now available. An annual ticket costs €960, which is 42.5% lower than the annualised cost of the weekly fare cap used in the 2023 ranking. This is the largest reduction among all cities analysed. Nevertheless, the price remains much higher than in most other capitals. With 63 out of 100 points, Dublin ranks 23rd out of 30. In Dublin, seniors aged 66 and over can travel free of charge on most public transport services under Ireland's Free Travel Scheme. The same applies to eligible recipients of Disability Allowance, Blind Pension, Carer's Allowance or Invalidity Pension.

Place 17 (shared): Denmark (20/100 points)

In 2024, Denmark introduced its new app-based nationwide ticketing system powered by FAIRTIQ. The system is not designed for buying long-term tickets valid throughout the country. In addition, passenger transport is exempt from VAT, a best practice for which it received all 10 points. Alongside Ireland and Malta, Denmark is currently 1 of only 3 EU countries where no VAT is charged on domestic public transport.

Copenhagen #27

Despite its good reputation for green mobility, the Danish capital, Copenhagen, ranks surprisingly poorly for its public transport ticketing system, scoring 52 out

²² 5 points for seniors aged 66 and over, 5 points for eligible people with disabilities and 1 point for recipients of Carer's Allowance (counted under the 'Other low-income groups' category).

of 100 points in the city ranking and placing 27th – a full 3 places lower than in 2023. The price of a regular monthly ticket (the ‘Pendlerkort’ or commuter card) has increased by 17.6% since then,²³ representing one of the largest increases in Europe. A Metro supplement is required for Metro travel and was included in the ticket price used for Greenpeace’s ranking. Copenhagen also scored poorly for social discounts: only Amsterdam received as few points in this category. Seniors are the only social group to receive a generous discount on long-term tickets, paying less than half the regular price with the ‘Pensionistkort’. Students can buy subsidised tickets with the ‘Ungdomskort’, but the price depends on their individual circumstances. As the discount is below 25%, no points were awarded in the ‘Youth, families & students’ category. Eligible people with disabilities can travel at half fare on single tickets and when using the Rejsekort app or a Basiskort, as can 1 companion.

Place 17 (shared): Bulgaria (20/100 points)

There is no unified ticketing system, nor is a climate ticket currently available. Bulgaria’s national rail operator, BDZ, offers 1- and 3-month tickets for unlimited travel on fast and passenger trains throughout the country’s railway network. However, these tickets are not affordable for everyone: the regular 3-month ticket for 2nd-class travel costs €700.06, equivalent to €12.96 per day after the price level adjustment. As the tickets are valid only on trains, Bulgaria received 20 points for availability, and, because of the high price of the 3-month reference ticket, no points for affordability. In March 2026, the Bulgarian parliament adopted a new Public Transport Act establishing a legal framework for a national transport scheme and a single electronic ticketing system, neither of which had been implemented at the time of the analysis. The VAT rate of 20% on public transport is too high to receive points.

Sofia #7

While Bulgaria ranked poorly in the country ranking, its capital, Sofia, performed strongly in the city ranking. A score of 87.7 out of 100 points placed Sofia 7th. Sofia followed Vienna’s ‘365-Euro-Ticket’ model by offering a regular annual ticket for BGN 365 (€187), equivalent to BGN 1 per day. Following Bulgaria’s adoption of the euro in January 2026, the price was set at €185, equivalent to €0.84 per day after the price level adjustment. Seniors aged over 68, students and eligible people with disabilities receive discounts. A relatively unusual discount is available to parents on childcare leave for a child under 2. This earned Sofia its only point in the ‘Other low-income groups’ category.

²³ The 17.6% increase was calculated using the Pendlerkort price including the Metro supplement in both 2023 and 2026 to ensure a like-for-like comparison.

Place 19: The UK (15/100 points)

There is no unified ticketing system in the UK. The country received 5 points for free bus travel for seniors and people with disabilities who meet the relevant eligibility criteria. The implementation of these concessions differs between England, Wales, Scotland and Northern Ireland. In addition, the UK received 10 points because public passenger transport is generally zero-rated for VAT.

London #29

The British capital, London, scored only 40 out of 100 points in the city ranking, placing it 29th; only Amsterdam scored lower. London is famous for its buses and the Underground and has introduced ambitious measures to reduce the number of cars in the city centre, such as the Congestion Charge. This was followed by the Ultra Low Emission Zone (ULEZ), which was expanded to all London boroughs in August 2023. Regular monitoring shows a clear improvement in air quality. Nevertheless, public transport is the most expensive among the cities analysed. Even an annual Travelcard covering only Zones 1–3 costs £2,100 (€2,438), which, after the price level adjustment, results in a daily cost of €5.39. The price is also 9.6% higher than in 2023. People who need to travel in Zones 1–6 pay around 55% more than those travelling in Zones 1–3. London at least offers social discounts for all groups analysed. London residents with eligible disabilities can travel free at any time on services provided by London's public transport authority TfL, while eligible older residents can travel free on these services after 9 a.m. on weekdays and at any time on weekends. Students receive a 30% discount on selected season tickets. Eligible jobseekers receive a 50% discount on selected public transport fares.

Place 20: Estonia (10/100 points)

Estonia is the biggest loser compared with the 2023 ranking. In 2023, regional bus travel was free for everyone in 11 of Estonia's 15 counties, while Tallinn residents could also use public transport free of charge. The universal fare-free county bus schemes have since been discontinued, but registered Tallinn residents continue to travel free on the capital's public transport. Estonia therefore received 2.5 points each for free regional bus travel for seniors aged 63 and over and youth aged 19 and under. Under Estonian law, eligible people with disabilities and, where applicable, their companions travel free of charge on domestic public transport routes, earning Estonia another 5 points. The VAT rate on public transport in Estonia is very high, at 24%, and was increased by 2 percentage points in both 2024 and 2025.

Tallinn #1

Estonia's capital, Tallinn, received the full 100 points and jointly leads the city ranking with Luxembourg City and Valletta, the capital of Malta. In Tallinn, public transport has been free of charge for residents since 2013, making it the first

European capital to introduce such a scheme. Non-residents and tourists who do not qualify for free travel still have to buy tickets.

Place 21: Croatia (8.5/100 points)

Croatia has no unified ticketing system, nor is a climate ticket or comparable nationwide offer currently available. However, several groups can travel free of charge in 2nd class on regular trains throughout Croatia. These groups include children, primary and secondary school pupils, full-time students, pensioners, seniors aged 65 and over, Ukrainian citizens and eligible people with disabilities. Croatia's 25% VAT rate on public transport is the 2nd-highest among the 30 countries analysed.

Zagreb #20

Croatia's capital, Zagreb, scored 76.2 out of 100 points in the city ranking, placing it 20th. The annual ticket in Zagreb is relatively expensive, costing €415.69 after a 10% discount for a one-off cash payment. An annual ticket that also covers rail travel within Zagreb costs €573.36 after the same discount. Seniors aged 65 and over, pensioners under 65 on low incomes, students from low-income households, eligible people with disabilities, recipients of the guaranteed minimum benefit who are unable to work, and some other groups travel free of charge. The regular annual ticket price has remained unchanged since 2023.

Place 22: Poland (7/100 points)

There is no unified ticketing system in Poland. The best rail offer is a 3-day ticket costing around €28 (PLN 119), valid only on PKP Intercity's TLK and IC trains from Tuesday to Thursday. At 8%, Poland has the lowest VAT rate on public transport among the Central and Eastern European countries included in the analysis. Poland received points only for this VAT rate.

Warsaw #9

The Polish capital, Warsaw, scored 86.2 out of 100 points in the city ranking, placing it 9th. The ticketing system and the price of the reference ticket have not changed since 2023. The 90-day ticket for eligible Warsaw residents costs PLN 250 (€58.20), equivalent to €0.91 per day after the price level adjustment. Seniors aged 65 to 69 can buy a separate annual ticket for PLN 50 (around €12), allowing them to travel for a very low annual fee, while those aged 70 and over travel free of charge; this free-travel entitlement is the basis for the points awarded for seniors. Students receive a 50% discount on the 90-day reference

ticket. Eligible people with disabilities and their companions travel free of charge or get a 50% discount, depending on the applicable eligibility criteria. People participating in programmes to overcome homelessness may travel free of charge in justified cases, earning Warsaw 1 point in the ranking. Unemployed people travel free of charge only on days when they visit their job centres, for which Greenpeace awards no points.

Place 23: Latvia (6.5/100 points)

There is no unified ticketing system in Latvia, and the Latvian national passenger rail operator Vivi does not offer network-wide tickets. However, certain groups such as eligible people with disabilities and members of the national resistance movement can travel free of charge on the rail network. In addition, Latvia received 3 points for its moderate VAT rate of 12% on public transport.

Riga #15

Latvia's capital, Riga, scored 80 out of 100 points in the city ranking, placing it 15th. This is 2 places higher than in the 2023 ranking, with the monthly ticket price remaining unchanged. The regular monthly ticket in Riga costs €30, equivalent to €1.24 per day after the price level adjustment. Among all cities analysed, Riga has the longest list of groups eligible for social fare reductions, as set out in a Riga City Council regulation. Eligible students receive a 60% discount on a monthly ticket. Riga residents receiving an old-age pension and residents aged over 75 travel free of charge, while certain working recipients of service pensions receive a 50% discount. Eligible people with disabilities travel free of charge, as do parents with 6 or more dependent children. Eligible teachers and certain social welfare employees receive a 50% discount, which is unique among the 30 cities analysed. Other groups entitled to free travel include Ukrainian civilians registered in Riga (until 31 December 2026), politically repressed people, members of the national resistance movement, and participants in the Chernobyl clean-up operations.

Place 24 (shared): France (5/100 points)

France received its only points for its 10% VAT rate on public transport, which is close to the European average of around 11%. France's national rail operator, SNCF, offers an 'all of France' monthly ticket covering selected high-speed train services in France, but not the entire rail network. France therefore did not receive points for this offer; in addition, its price is far above €7 per day, making it unaffordable for many people on low incomes. Youth aged 16 to 27 and seniors aged 60 and over can buy rail subscriptions for €79 per month; however,

regional trains and some other services are excluded, advanced booking is required, and only a limited number of seats are available to subscription holders on eligible trains. On a positive note, employers are required to reimburse employees for at least 50% of the cost of public transport subscriptions used for commuting.

Paris #28

The French capital, Paris, scored 50 out of 100 points in the city ranking, placing it only 28th. The price of a regular annual ticket is quite high (€998.80, which is equivalent to €2.57 per day after the price level adjustment). Only a long-term ticket covering the entire Île-de-France region is available for travel within Paris; there is no cheaper option for the municipality of Paris alone. However, Paris received full points in all 4 social-discount categories. Eligible seniors aged 62 and over receive a 50% discount, while some may travel free of charge, depending on their income and other eligibility criteria. Students pay less than half the regular price. In addition, depending on their eligibility, recipients of social assistance receive a 50% or 75% discount or travel free of charge, while eligible people with disabilities receive a 50% discount or travel free of charge.

Place 24 (shared): Italy (5/100 points)

Italy received its only points for its 10% VAT rate on public transport, which is close to the European average of around 11%. There is no simple nationwide ticketing system; integrated ticketing systems only exist at regional or local level. In addition, Italy's leading state-owned rail operator, Trenitalia, does not offer a long-term ticket valid across its entire network.

Rome #5

The Italian capital, Rome, scored 89.2 out of 100 points in the city ranking, placing it 5th. The regular annual ticket for Rome costs only €250, making Rome the 2nd-cheapest of the European capitals analysed after the price level adjustment (excluding capitals with free public transport). The regular annual ticket price has remained unchanged since the 2023 ranking. Rome residents aged under 19 can buy an annual ticket for €50. Student discounts are subject to an income limit, which is unique among the cities analysed. Seniors aged 70 and over who meet the income criteria can travel free of charge. Rome residents receiving the social allowance can buy discounted annual tickets, with the price depending on income but with no upper income limit. Discounted annual tickets are also available to political refugees, people recognised as victims of racial persecution and eligible victims of terrorism, subject in each case to an income limit. This earned Rome 2 points in the 'Other low-income groups' category. When annualised, the discounted monthly ticket for unemployed people is less than 25% cheaper than the regular annual ticket, which is not enough to earn additional points. Eligible people with disabilities who are resident in Rome can buy discounted annual tickets without an upper income limit.

Although tickets are relatively cheap in Rome, its public transport system is not state-of-the-art, with only 3 metro lines, a few tram and urban rail services and a heavy reliance on buses across this large and congested city. There are still several metro stations that are not accessible to wheelchair users, and lifts are not always reliable.

Place 24 (shared): Slovakia (5/100 points)

Children under 6 can travel free of charge without registration, while children aged 6 to under 16, pupils and full-time students under 26, pensioners under 62 and seniors aged 62 and over can do so after registering at a railway station ticket desk. This applies to travel in 2nd class on most trains operated by the Slovak national rail operator ZSSK. These benefits are available to all EU citizens and people with permanent residence in the EU. Slovakia's public transport pricing was not considered progressive in any other respect, so no further points were awarded. The VAT rate on public transport is very high, at 23%, and was even increased by 3 percentage points in 2025.

Bratislava #10

The Slovak capital, Bratislava, scored 85.8 out of 100 points in the city ranking, placing it 10th. Since the 2023 ranking, the price of the regular annual ticket has increased by 32.2%, from €199 to €263. This represents the 4th-largest increase among all 30 capitals analysed, and the largest among Central and Eastern European capitals. As a result, Bratislava dropped 5 places in the ranking. Children aged 6 to under 18 receive a discount of more than 60%, while students under 26 and seniors aged 63 to 69 receive a 50% discount. Seniors aged 70 and over with a 'SeniorPas' travel free of charge. Eligible people with disabilities receive a 50% discount, while those with permanent residence in the Bratislava Region can obtain a free annual ticket for zones 100 and 101. Subject to residence requirements, 'Gold' and 'Diamond' blood donors, anti-communist resistance fighters and former political prisoners can also obtain a free annual ticket for zones 100 and 101.

Place 27: Lithuania (4/100 points)

Lithuania has no unified ticketing system, nor is a climate ticket or comparable nationwide offer currently available. However, the Lithuanian parliament has recently approved amendments providing for a national integrated journey-planning and ticketing system from 2028. In this ranking, Lithuania received only 4 points: 3 for its moderate VAT rate of 12% on public transport and 1 point for free or heavily discounted travel for eligible Ukrainian refugees on all domestic trains and in the country's largest cities. This is 3 points fewer than in the 2023 ranking, reflecting the increase in the VAT rate on public transport by 3 percentage points.

Vilnius #14

The Lithuanian capital, Vilnius, scored 81 out of 100 points in the city ranking, placing it 14th. The regular annual ticket costs €342. This is 10.3% higher than in 2023 and equivalent to €1.15 per day after the price level adjustment. Up to 2 children aged 7 and under travel free of charge, while pupils aged 8–18 (or up to 23 while attending a general education school) and students receive an 80% discount. Pensioners aged 65 to 79 receive a 50% discount, while those aged 80 and over receive an 80% discount and can buy a 12-month ticket for €10. Eligible people with disabilities receive a 50% or 80% discount, depending on their eligibility category, and one accompanying person may also receive an 80% discount in certain cases. Participants in resistance to the occupations of 1940–1990 who are aged 70 and over also receive an 80% discount. The same discount applies to family members of deceased defenders of Lithuanian independence affected by aggression by the USSR on 11–13 January 1991 or in subsequent actions, as well as to seniors aged 70 and over who suffered from the occupations of 1939–1990, including political prisoners, deportees, and former prisoners of ghettos, concentration camps or other types of forced labour camps. Eligible Ukrainian refugees can travel free of charge on all Vilnius city buses and trolleybuses until 31 December 2026.

Place 28: Norway (3/100 points)

Norway has no unified ticketing system covering all forms of public transport, nor is a climate ticket or comparable nationwide offer currently available. Long-term tickets are generally limited to specific routes. Norway received its only 3 points for its moderate VAT rate of 12% on public transport.

Oslo #19

Norway's capital, Oslo, scored 76.3 out of 100 points in the city ranking, placing it 19th. Compared with the 2023 ranking, Oslo climbed 1 place and retained its status as the best-performing Nordic capital. The regular annual ticket costs NOK 7,550, equivalent to around €1.32 per day after the price level adjustment. The ticket price is 11.5% lower than in 2023, making Oslo 1 of only 4 cities in the ranking where prices have fallen. Eligible students receive a 40% discount on 30-day tickets (equivalent to a 37% discount compared with the regular annual ticket on a per-day basis²⁴), while seniors aged 67 and over receive a 50% discount on 30-day and 365-day tickets. Wheelchair users and companions of people with a valid attendant certificate travel free of charge, while blind or visually impaired people and people receiving disability benefits qualify for the same discount as seniors. The free-travel entitlement for companions was introduced under a new national scheme in February 2026. Asylum seekers living

²⁴ No discounted 365-day ticket is available for these groups; the equivalent discount was therefore calculated by comparing the per-day price of the respective discounted 30-day ticket with that of the regular 365-day ticket.

in Oslo can travel free of charge within Zone 1, provided they show a valid asylum seeker ID. Since August 2026, children and youth have also been able to buy a zone-free 30-day ticket for NOK 238 (equivalent to a 62% discount compared with the regular annual ticket on a per-day basis²⁴).

Place 29: Greece (2/100 points)

Greece has no unified ticketing system, nor is a climate ticket or comparable nationwide offer currently available. Beyond its moderate VAT rate of 13% on public transport, it has no other measures that qualify for points in the ranking. The country therefore received only 2 points.

Athens #6

While Greece performed poorly in the country ranking, its capital, Athens, achieved a strong result in the city ranking. A score of 88.5 out of 100 points placed Athens 6th. With the annual ticket price unchanged since 2023, Athens climbed 3 places in the ranking. The regular annual ticket in Athens costs €300, equivalent to €0.98 per day after the price level adjustment. Athens is one of the few cities in the ranking where registered unemployed people can travel free of charge. Eligible pupils, eligible people with disabilities and, where applicable, their companions can also travel free of charge, while youth aged 7–18, eligible students, seniors aged over 65 and members of large families receive a 50% discount on all long-term tickets.

Place 30: Finland (1.5/100 points)

Finland has no unified ticketing system, nor is a climate ticket or comparable nationwide offer currently available. The country received just 1.5 points, for its VAT rate of 13.5% on public transport, which is above the European average of around 11% but remains below the 15% threshold at which no points are awarded. The rate applicable at the time of the publication of the 2023 ranking was 10%. It increased to 14% in 2025, before falling slightly to 13.5% in 2026. Notably, Finland is the only country analysed in which public transport, along with most other goods and services previously taxed at 10%, was moved to a higher reduced VAT rate while the 10% rate itself remained in place. As of 2026, the 10% rate applies only to newspapers and magazines. Beyond this, no other measures eligible for points in the ranking were identified.

Helsinki #21

The Finnish capital, Helsinki, scored 68 out of 100 points in the city ranking, placing it 21st. The auto-renewing 30-day saver subscription, which requires an initial 12-month commitment, costs €61.60, equivalent to around €1.63 per day

after the price level adjustment. The ticket price is 4.8% higher than in 2023. Youth aged 7 to 17 receive a 50% discount. Eligible students and seniors aged 70 and over receive a 40% discount on season tickets, while certain pensioners, recipients of cash rehabilitation benefits and people with reduced mobility receive a 50% discount on both single and season tickets. Wheelchair users and eligible visually impaired people travel free of charge. Companions may also travel without a ticket if the person they are accompanying has a 'Companion Pass' or a European Disability Card bearing the symbol A. No discounts are available for any of the groups assessed under the 'Other low-income groups' category.

Greenpeace demands on public transport

Greenpeace calls on the EU, national governments and local authorities to:

- Secure sufficient funding for the mobility transition to ensure that affordable public transport is available and accessible to all. In the EU, the Social Climate Fund provides a good option for co-funding green mobility.
- Expand local and long-distance public transport services and develop on-demand services in very low-density areas that cannot be adequately served by regular services.
- Increase service frequency to attract new users and meet growing demand.
- Expand multimodal and intermodal services, including multimodal ticketing and information systems, to improve connectivity and help people switch from one mode to another.
- Improve pay and working conditions in public transport to make jobs in the sector more attractive, prevent staff shortages and enable service expansion.

Greenpeace calls on national governments to:

- Implement climate tickets as soon as possible in countries that have not yet taken measures to improve public transport affordability, in line with the criteria defined above, and, where implementation takes longer for technical or political reasons, take immediate measures to make public transport more affordable in the meantime.
- Improve existing climate ticket schemes by including more forms of transport, introducing joint tickets with neighbouring countries or regions, offering lower fares for disadvantaged groups and making tickets more affordable overall – including by lowering the price of existing network tickets in the Netherlands, Switzerland and Cyprus to turn them into true 'climate tickets'.

- Reduce VAT rates on public transport where possible. Under EU VAT rules, Member States may effectively apply zero VAT to passenger transport. No VAT is currently charged on domestic public transport in Denmark, Ireland and Malta, while public passenger transport is generally zero-rated in the UK.

At EU level, Greenpeace calls for:

- The European Commission to support the introduction of climate tickets across the EU and call on Member States to introduce them.
- EU governments and EU institutions to start working towards an EU-wide climate ticket available to everyone in the EU, including for cross-border travel.
- EU Member States, acting in the Council, to phase out tax exemptions for aviation kerosene and shift public money to solutions such as trains.
- The European Parliament and the Council to ensure that the European Commission's May 2026 'One journey, one ticket, full rights' proposals simplify and better integrate ticketing and booking systems across the EU.

Conclusion: From patchwork solutions to a unified European network

The updated analysis across 30 European countries and their capital cities reveals a clear truth: while progress has been made, an ideal, truly affordable climate ticket does not yet exist. Early pioneers such as Austria, Germany and Spain have shown that simplified ticketing systems can help encourage a shift from private vehicles to public transport. However, these gains remain vulnerable without permanent, structural public funding. Disputes on how climate tickets are financed and further price increases could undermine progress and ultimately make public transport too expensive for people on lower-income.

Some European cities continue to lead where national governments hesitate, offering integrated local tickets and targeted social discounts. Yet, high baseline ticket prices in key metropolitan areas continue to fuel transport poverty. Reducing or eliminating VAT on public transport remains one of the most direct levers governments can pull today to deliver immediate relief to households while helping to reduce transport emissions – a step already demonstrated by countries such as Denmark, Ireland, Malta and the UK.

Furthermore, Europe remains an archipelago of disconnected national schemes. National climate tickets must not end at national borders. As the European

Union works to simplify cross-border rail ticketing and strengthen passenger rights, member states must align their national systems to lay the foundation for a single, seamless European Climate Ticket.

Ensuring everyone has access to convenient, affordable and clean mobility – regardless of income, age or region – is a fundamental matter of climate and social justice. Greenpeace calls on decision-makers at city, national and EU levels to introduce, adequately fund and permanently protect climate tickets. The solutions are within reach; what is needed now is the political will to deliver them.

Annex I: Details on the methodology

- Greenpeace has compiled the data to the best of its knowledge and belief.
- The ranking covers all 27 EU countries and 3 non-EU countries, namely the UK, Switzerland and Norway.
- The ranking reflects ticket availability and scope, ticket prices and social discounts, as well as the VAT rates applicable on 1 July 2026.
- The main research was conducted in June 2026. The data were rechecked between 1 and 20 August, and no changes relevant to the ranking were identified.
- For non-euro currencies, both 2026 and 2023 prices were converted into euros using exchange rates from [OANDA.com](https://www.oanda.com) for 1 July 2026 to ensure comparability.
- For the purposes of the analysis, tickets valid for 30 days were treated as equivalent to monthly tickets, and tickets valid for 365 days as equivalent to annual tickets. For the purpose of calculating daily prices, 1 month was treated as 30 days and 1 year as 365 days.
- Current prices used for comparisons across countries and cities were adjusted using price level indices (PLIs).
- Percentage changes since 2023 were calculated using nominal ticket prices in local currencies and were not based on PLI-adjusted prices.
- The analysis was based solely on publicly available information from reliable sources. The main sources were websites of public transport operators, such as railway and local transport companies, and websites of public institutions. For VAT rates, official EU and national sources, including tax authority websites and legislation, were used. Sources in English, German, French and Spanish were reviewed directly; for sources in other languages, online translation and AI tools were used to assist with translation and understanding. Experts from various Greenpeace offices were consulted to confirm unclear or incomplete information from official sources.
- Where relevant information could not be established from publicly available sources despite reasonable efforts, including consultation with experts from various Greenpeace offices to clarify or confirm official information, no points were awarded in the ranking. Greenpeace expects information of public interest to be publicly accessible.
- Where there was uncertainty between 2 possible scores, the higher score was awarded.
- Where both monthly and annual tickets are available, the option with the lower price per day was used.
- Where both transferable and personalised tickets are available, the cheaper personalised, non-transferable ticket was used.

- Where different fares apply to residents and non-residents, the lower fare for residents was used.
- Tickets available only through employer programmes were excluded from the analysis.
- Where both unrestricted and day-restricted long-term tickets were available, such as tickets valid only on weekdays, the unrestricted ticket was used.
- Where a city's ticketing system consists of zones, the zones covering the municipal area, excluding suburbs, were used. Where the zone boundaries do not coincide with the municipality boundaries, the zones that best matched were used. For London only, by far the largest city analysed, the ticket prices for 'Inner London' were used.
- Where cities offer a choice between tickets covering different forms of transport, the option including the major forms of transport (typically buses, trams and trolleybuses, as applicable, and metro services where available) was selected. Train services were not required to be included. In some cities, travel on inner-city sections of long-distance bus services is not included in city tickets. This was not taken into account where long-distance buses are not a major form of public transport in the respective city.
- Temporary fare changes or ticket offers, such as promotional tickets or tickets available only at certain times of year, including summer tickets, were not taken into account.
- One-off charges, such as the cost of a rechargeable plastic card, were not taken into account.
- The size of the countries and cities was not taken into account. Travel data show that most trips take place within the country of residence, even in smaller countries (except Luxembourg, which has exceptionally high cross-border commuter traffic). In addition, the results show no clear relationship between the price of public transport and the size of a country or city.
- Points for social discount were awarded only where the relevant social discount is part of the public transport ticketing system and/or provided for under applicable law. Separate subsidies, such as direct transfer payments by local or regional governments to people in need, were not taken into account.
- The ranking did not take into account differences between cities and countries in the eligibility criteria for social discounts, such as different age thresholds for senior fares, age limits for students or the degree of disability required to qualify.
- VAT rate on public transport: if a country had different VAT rates for different forms of public transport, the VAT rate applicable to the major forms of public transport (i.e. the forms of transport that constitute the core of a country's regular public transport network) was used. E.g. the 9% rate for certain passenger transport services, including intercity coaches and taxis, in Cyprus, the higher VAT rate for long-distance bus services in Germany and the lower VAT rate for urban passenger transport

by water in Italy were not taken into account. Different VAT rates applying only in smaller autonomous regions, such as Madeira and the Canary Islands, were not taken into account either.

Annex II: Long-term public transport ticket prices

This table shows the regular prices of climate tickets or comparable nationwide offers, as well as the prices of long-term city tickets.

Country	Price in EUR	Price in local currency	Validity period*	City	Price in EUR	Price in local currency	Validity period
Austria	1,400		1 year	Vienna	461		1 year
Belgium	5,605.60		1 year	Brussels	560		1 year
Bulgaria*	700.06		3 month	Sofia	185		1 year
Croatia				Zagreb	415.69		1 year
Cyprus	225		1 month	Nicosia	668.50		1 year
Czechia*	906.35	CZK 21,990	1 year	Prague	150.44	CZK 3,650	1 year
Denmark				Copenhagen	80.27	DKK 600	1 month
Estonia				Tallinn	0		
Finland				Helsinki	61.60		1 month
France				Paris	998.80		1 year
Germany	63		1 month	Berlin	63		1 month
Greece				Athens	300		1 year
Hungary	53.15	HUF 18,900	1 month	Budapest	25.17	HUF 8,950	1 month
Ireland				Dublin	960		1 year
Italy				Rome	250		1 year
Latvia				Riga	30		1 month
Lithuania				Vilnius	342		1 year
Luxembourg	0			Luxembourg	0		
Malta	0			Valletta	0		
Netherlands*	399.95		1 month	Amsterdam	129		1 month
Norway				Oslo	666.76	NOK 7,550	1 year
Poland				Warsaw	58.19	PLN 250	90 days
Portugal*	20		1 month	Lisbon	30		1 month
Romania*	2117.89	RON 11,428.50	1 year	Bucharest	268.70	RON 1,410	1 year

Slovakia				Bratislava	263		1 year
Slovenia	560		1 year	Ljubljana	365		1 year
Spain	60		1 month	Madrid	32.70		1 month
Sweden*	4,622.92	SEK 51,250	1 year	Stockholm	1,003.96	SEK 11,130	1 year
Switzerland	4,329.90	CHF 3,995	1 year	Bern	799.87	CHF 738	1 year
				Zurich	881.15	CHF 813	1 year
UK				London	2,437.64	GBP 2,100	1 year

* For Bulgaria, Czechia, the Netherlands, Portugal, Romania and Sweden, the country-level prices shown refer to train-only tickets.

Annex III: Price level indices (PLIs)

Austria	119.0	Germany	109.1	Norway	138.4
Belgium	118.1	Greece	84.0	Poland	71.1
Bulgaria	60.0	Hungary	71.6	Portugal	85.3
Croatia	76.3	Ireland	139.6	Romania	58.9
Cyprus	91.6	Italy	98.0	Slovakia	81.4
Czechia	82.0	Latvia	80.6	Slovenia	91.1
Denmark	140.2	Lithuania	81.4	Spain	91.1
Estonia	97.8	Luxembourg	148.0	Sweden	128.4
Finland	126.1	Malta	95.8	Switzerland	181.0
France	106.4	Netherlands	120.4	UK	124.0

EU27 average = 100

Sources: [Eurostat](#) 2025 figures for 29 countries; UK estimate based on [World Bank](#) data, rebased to EU27 = 100.

Annex IV: Sources

The following table lists the main sources used to obtain data on ticket prices, ticketing systems, social discounts and VAT rates. Most links lead to English-language pages. Please note that, in some cases, the relevant information is available only on the websites' original-language pages.

	Country-level sources	City-level sources
Austria	KlimaTicket Ö Introductory Offer Bundesrecht konsolidiert: Umsatzsteuergesetz 1994 § 10, tagesaktuelle Fassung	Tickets - Wiener Linien Die Wiener Öffis in Zahlen
Belgium	Combined train + STIB, TEC or De Lijn season ticket SNCB-NMBS Taux de TVA SPF Finances	STIB - MIVB Best sellers STIB-MIVB
Bulgaria	BDZ Passengers Абонаментни карти БДЖ - Пътнически превози Тарифа за превоз на пътници и ръчен багаж по железопътния транспорт във вътрешно съобщение БДЖ - Пътнически превози parliament.bg Value Added Tax: Ministry of Finance	Sofia City Card Столична община е готова за еврото: без поскъпване на услуги и с по-ниски цени на градския транспорт за реда и условията за пътуване е обществения градски транспорт на те
Croatia	HŽ Putnički prijevoz HŽ Putnički prijevoz - Free transport in 2026 HŽ Putnički prijevoz - Croatia for Ukraine https://investcroatia.gov.hr/en/tax-system/	Home ZET - Javni prijevoz u Zagrebu Fares ZET - Javni prijevoz u Zagrebu Pravo na besplatnu godišnju pretplatnu kartu ZET-a Pravo na besplatnu godišnju pretplatnu kartu ZET-a studentima
Cyprus	Ticket Fares - Cyprus Public Transport Συντελεστές Φ.Π.Α. - Τμήμα Φορολογίας - Gov.cy	
Czechia	České dráhy Popis systému Daňový systém ČR Daně Finanční správa	Prague public transport
Denmark	DSB Train Discover Denmark by train Services exempt from VAT	DOT fares 2026 - Pendlerkort and Metro supplement (PDF) Disabled persons - How to travel Ungdomskort-priser Pensionistkort - Køb månedskort til pensionister Find den rette billet Rejsekort
Estonia	Estonia's transition from free to paid transport—a complete turnaround in 30 days - Ridango VAT rates and supply exempt from tax Estonian Tax and Customs Board	Ühiskaart - Tallinn Public transport in Tallinn
Finland	VR Ticket, fare and information systems Traficom Rates of VAT - vero.fi	Tickets and fares HSL.fi Season tickets Tickets and fares HSL.fi Discounted travel Tickets and fares HSL.fi
France	CONDITIONS GÉNÉRALES DE VENTE DU PASS MENSUEL TGV INOUI discount cards and SNCF season tickets, TER tickets, metro & bus tickets - SNCF Connect Remboursement des frais de transport domicile-travail d'un salarié du secteur privé Service Public TVA: quels sont les taux de votre quotidien? economie.gouv.fr	RATP Annual Travel Pass 2026 fares - Île-de-France Mobilités Navigo Annual Pass: unlimited travel in Île-de-France Packages or tickets for people with disabilities: reduced rate
Germany	Deutschlandticket kaufen - Preis 63 Euro Deutschlandticket: Fragen und Antworten Bundesregierung SGB IX § 228 Unentgeltliche Beförderung, Anspruch auf Erstattung der	BVG subscriptions at a glance - Berlin Berlin Ticket S BVG

	Fahrgeldausfälle Umsatzsteuergesetz (UStG) § 12 Steuersätze Verkehrsministerkonferenz in Lindau - Bayerisches Staatsministerium für Wohnen, Bau und Verkehr Diesel verteuert Deutschlandticket - Deutsche Umwelthilfe	
Greece	Ticket Purchase Hellenic Train Δελτίο Μετακίνησης Ministry of Social Cohesion and Family Public transport fares following the VAT reduction Dikaiologitika (PDF) Value Added Tax (VAT) Ministry of Economy and Finance	Prices of Products - OASA Persons Eligible for Transportation with Full or Partial Exemption from Fare - OASA
Hungary	Briefly about the Hungary pass and County pass 14 éven aluliaknak vagy a 65 éven felülieknek milyen jegyet kell váltani helyközi járatokon? Érvényes a kedvezmény a gyerekcsoportokra is? Új tarifa Useful information for start-ups (starters) in the VAT regime NAV	Types and prices - BKK Discounts - BKK
Ireland	Free Travel Scheme - Transport for Ireland Free Travel Scheme - Department of Social Protection Transport of passengers Revenue	Dublin Bus - Adult Fares and Tickets Information
Italy	EN - Trenitalia VAT on passenger transport – 10% Gazzetta Ufficiale	ANNUAL ROMA - Atac ROMA UNDER-19 - Atac Transport Accessibility - Roma
Latvia	Biļešu veidi Vivi Braukšanas maksas atvieglojumu noteikumi Pievienotās vērtības nodokļa likmes Valsts ienēmumu dienests	Types and prices of tickets: Tickets: Rīgas satiksme One-month ticket: Types and prices of tickets: Tickets: Rīgas satiksme Par braukšanas maksas atvieglojumiem Rīgas valstspilsētas sabiedriskā transporta maršrutu tīklā
Lithuania	Train schedules and tickets LTG Link Seimo narių balsavimų rezultatai Seimo pavasario sesijoje – svarbūs transporto sprendimai: sąžiningų techninių apžiūrų kainų nustatymas, vieningas bilietas ir Klaipėdos uosto plėtra - Lietuvos Respublikos susisiekimo ministerija Lengvatinis 12 proc. PVM tarifas (19 str.) Nuolaida ukrainiečiams LTG Link Pokyčiai Kauno viešajame transporte: nuo „kontrolės bilieto“ iki kelionių su augintiniais	Ticket types and prices - JUDU Public transport ticket discounts - JUDU “Ukrainian Card” - JUDU - Susisiekimo paslaugos
Luxembourg	Public transport - Luxembourg VAT law – consolidated version as of 1 January 2026	
Malta	Terms and Conditions - Malta Public Transport Fares - Malta Public Transport PR 03 2024 - Transport Malta Passenger fares - Gozo Channel 0% VAT rate (exempt with credit / zero-rated) Malta Tax and Customs Administration	
Netherlands	Season tickets NS NS Flex Altijd Vrij! NS Netherlands Dal Vrij: frequently asked questions NS Validity - Student travel product DUO Applying for a student travel product Government.nl Applying for a carer's public transport travel pass Government.nl Btw-tarief personenvervoer Belastingdienst	GVB Vrij GVB Tarieven GVB Nieuwe OV-tarieven 2026 - Over GVB travel-products-season-tickets-randstad-noord-zone GVB Het Randstad Noord Zone maandabonnement stopt Randstad Noord Vrij Veelgestelde vragen Webshop

Norway	Entur Train Bus Taxi Book your trip at vy.no Season ticket Buy train ticket Frequent traveller vy.no Season ticket Buy bus ticket Frequent traveller vy.no Value added tax - The Norwegian Tax Administration	Ruter Ruter Billettpriser The price of a 30-day ticket and an annual pass will be reduced Ruter You can take this with you on board Ruter Rundskriv N-2/2026 om rabattordninger i kollektivtransporten Regjeringen.no Free public transport for asylum seekers Ruter Sonefritt månedskort påvirker skoleskyss for videregående skole
Poland	PKP Intercity Multiprzejazd w środku tygodnia - PKP Intercity Stawki i limity podatki.gov.pl	Long term tickets - Warszawski Transport Publiczny Varsovian Ticket - Varsovian Card - Warszawski Transport Publiczny Roczny bilet seniora (65+) - Warszawa 19115 Bilety długookresowe w komunikacji miejskiej - Warszawa 19115 Ulgi dla osób z orzeczoną niepełnosprawnością - Warszawa 19115 Punkty pomocy dla osób w kryzysie bezdomności - Warszawa 19115 Ulgi, zniżki - Warszawski Transport Publiczny
Portugal	Green Rail Pass CP - Comboios de Portugal Alargamento do Passe Ferroviário Verde aos urbanos de Lisboa e Porto arranca em setembro - XXV Governo Constitucional Artigo 18.º – Taxas do imposto Portal das Finanças Lista I anexa ao CIVA Portal das Finanças	Buy - Metropolitano de Lisboa, EPE - English Tarifas 2026 Metropolitano de Lisboa (PDF) Transportes Públicos Gratuitos - Informação Lisboa Condições de atribuição dos passes gratuitos para jovens estudantes, nas modalidades sub 18+TP e estudante sub 23+TP Regulamentação do Circula PT DR
Romania	Cartea de Călătorie, călătorii nelimitate, uiti de grija biletului! Tarife “Carte de Călătorie” - valabile de la 14.12.2025 CFR Călători (PDF) Facilitati CFR Calatori Discounts for pupils and students CFR Calatori Facilities for disabled persons CFR Calatori Modificări în domeniul taxei pe valoarea adăugată – Legea nr. 141/2025 ANAF (PDF)	Tarife STB
Slovakia	Slovak rail Children and students - Slovak rail Prehľad vnútroštátneho cestovného ZSSK (PDF) Sadzby dane - PFS	Cestujeme v IDS BK – Tarifná reforma 2025 IDS BK (PDF) Bonus Discounts - IDS BK
Slovenia	DUJPP - Vozovnice General IJPP tickets - Slovenske železnice - Potniški promet Subvencionirane IJPP vozovnice (vlak + avtobus) - Slovenske železnice - Potniški promet Subsidized passes for students - Ljubljana Bus Station Value added tax (VAT) FINANCIAL ADMINISTRATION OF THE REPUBLIC OF SLOVENIA	Letno poročilo 2019 LPP (PDF) LPP - Price list Price list of tickets for Ljubljana city public transport and integrated lines LPP (PDF) General IJPP tickets - Slovenske železnice - Potniški promet
Spain	Abono único Ministerio de Transportes y Movilidad Sostenible Abono nominativo de tarifa única en los servicios públicos de transporte regular de viajeros por carretera durante 2026 Sede Electrónica La Moncloa. Transportes consolida su impulso al	Billetes y Tarifas - Madrid Tarjeta Azul de transportes para autobuses (EMT) y metro - SEDE ELECTRÓNICA 29/12/2025 La Comunidad de Madrid mantiene los precios del transporte

	transporte público con el Abono Único, que alcanza 4.5 millones de viajes en 2026 Real Decreto-ley 17/2025, de 23 de diciembre, de medidas de promoción del uso del transporte público mediante la bonificación de abonos y títulos multiviaje. Normativa Renfe Preguntas frecuentes Abono Único Ministerio de Transportes y Movilidad Sostenible BOE-A-2006-674 Real Decreto 1621/2005, de 30 de diciembre, por el que se aprueba el Reglamento de la Ley 40/2003 Agencia Tributaria: Tipo impositivo reducido del 10 por ciento	público
Sweden	SJ SJ Annual card - travel card for frequent travellers - SJ SJ FAQ - Annual cards VAT rates and VAT exemption Skatteverket	English SL Årsbiljett SL Bussarna SL Barnvagn på buss 1, 2, 3, 4, 5 och 6? Nu behöver du ha en biljett för din resa Travelling with SL, Waxholmsbolaget or Närtrafiken Från 1 juli: halverat pris på 30-dagarsbiljetter och månadsprenumeration i kollektivtrafiken - Nyheter - Region Stockholm
Switzerland	GA Travelcard for Switzerland: all GA Travelcards and prices at a glance. SBB Overview of public transport travelcards. SBB öV-Preise 2027: Weniger starke GA-Anpassung, mehr Sparbillette - Alliance SwissPass Schweizer Mehrwertsteuersätze ESTV Newsletter August 2023 SBB Geschäftskunden Preisüberwacher einigt sich mit der Alliance SwissPass und der SBB über die Tarifmassnahmen per Dezember 2026	Libero Jahresabo: Infos & Preise – myLibero.ch - Bern Vergünstigungen BERNMOBIL Vergünstigung von Libero-Abonnementen für IV-, IV-EL- und AHV-EL-Beziehende - Stadt Bern Fahrvergünstigungen für Reisende mit Handicap SBB Abonnemente - Zürich Zusatzleistungen zur AHV/IV Stadt Zürich
UK	Managing the English national concessionary travel scheme (ENCTS) - GOV.UK Eligibility and Conditions for the 60+ or Disabled Traveller Concessionary Travel Card Transport for Wales Free and concessionary bus and rail travel nidirect The VAT treatment of passenger transport (VAT Notice 744A) - GOV.UK	Congestion Charge (Official) - TfL London-wide Ultra Low Emission Zone One Year Report Adult caps and Travelcard prices - TfL (PDF) Freedom Pass - TfL Student travel - TfL Jobcentre Plus Travel Discount - TfL