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**Tourism and transport in 2020 and beyond**

**OPINION**  
  
European Economic and Social Committee  
  
**Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions –   
Tourism and transport in 2020 and beyond**  
[COM(2020) 550 final]

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# **Conclusions and recommendations**

## The EESC believes that the European Commission Communication COM(2020) 550 final should be a strategic policy tool for rethinking the EU sustainable model of tourism and transport. The EESC calls for a comprehensive package of measures, with guidelines and recommendations aimed at:

1. the safe restoration of unrestricted free movement, coordinated reopening of internal borders and the lifting of controls at internal borders;
2. the safe restoration of transport and connectivity following the adoption of a common political framework agreement for all EU Member States;

* the safe continuation of the provision of services in the field of food tourism and hospitality;
* striking a balance by agreement between EU Member States on the safe and common management of decisions and policies on borders and transport. As long as COVID-19 checks are carried out, there will be sufficient staff to manage the immediate and rapid transit of people;
* securing funding for the training of workers in hotels, restaurants, catering establishments, museums, nautical tourism, etc., so that they can properly implement COVID-19 prevention measures;

1. ensuring that health and safety is top priority in any context, travelling or otherwise, as this is the only way to regain trust in the movement of persons;
2. adopting a new Passenger Locator Form (PLF) at EU level, because such a system could achieve further added value at EU level in a number of areas:
   * EU-level monitoring: if all Member States agreed to share both the new PLF information and the laboratory result information for travellers, we could reach economies of scale in terms of testing resources[[1]](#footnote-1). If all EU countries agreed to use this technology (as Belgium and Germany have so far) and the same new standard PLF form, reliable estimates and projections could be made at city level, thus informing both country-level policies as well as EU-level policies. Such an effort would epitomise the role of the EU: through innovation and cooperation we can achieve our common goals - public health and economic activity at a time of crisis.
   * COVID-19 passport: one of the most challenging tasks of our tourist-season experience has been confirming the validity of PCR tests. If all Member States decided to adopt the same PLF platform, then all accredited laboratories could communicate the results through the platform itself, hence creating a COVID-19 passport for all travellers that could be trusted and ensure minimal risk associated with travelling;
3. establishing an EU common strategic plan to help the Member States implement economic and support measures for tourism SMEs, restaurants, hotels, travel agencies, tour guides, etc.;
   * addressing the lack of liquidity, with direct financing for micro-enterprises in particular, and restoring business confidence as well as arranging travel vouchers;
   * immediate access to and approval of loans to all Member States under the supervision of the ECB and the EU, with guarantees from the EU and the Member States;
   * establishing immediately a European mechanism for monitoring the implementation of support measures for SMEs and workers, particularly liquidity, lending and transparency in support measures;
4. strengthening and extending the SURE programme covering workers' unemployment and SMEs' wages compensation; SMEs should be exempted from paying part of their wages and be required to integrate workers through national schemes supported by SURE;
5. SME organisations should be properly consulted by European and national institutions competent to deploy the SURE programme;
6. the SURE programme should fully cover the wages and social security contributions of workers in the tourism and transport sector who have lost their jobs because of the pandemic, for instance in catering, hotels, airlines, cruise ships, tourist buses, airports, port terminals, nautical tourism and tour guides until at least 30 June 2021;
7. tax relief with a moratorium on tax obligations, an ad hoc tourism and transport fiscal stimulus package for all tourism SMEs for 2020-2024. The EESC believes that under a harmonised EU VAT system, reduced VAT should be applied to hotels, restaurants, travel services, nautical tourism (boat chartering, marinas), buses, tour guides, etc. Such measures, however, should be conditional to safeguarding workers' rights and providing guarantees not to make redundancies. Furthermore, any financial support such as state aid, loans or tax exemptions should only be granted to businesses that:

* safeguard employment/create decent jobs and respect workers' rights,
* are not registered in tax havens and have always paid their fair share of taxes and social contributions;

1. regulating the collaborative economy in tourism and especially in the tour guide sector. Inviting Member State governments to regulate the collaborative economy in the tour guide sector and to apply legislative and administrative measures designed to ensure a level playing field;
2. all liquidity, monetary and fiscal policy support programmes for hotels, restaurants, tour guides, buses, travel agents, nautical tourism, etc. and self-employed workers should be continued for at least 10 months after life gets back to normal in accordance with the WTTC (World Travel and Tourism Council).

## Since Eurogroup/EUCO/ECB monetary and fiscal policy is not transmitted symmetrically to all Member States, especially the most vulnerable and hardest hit, the Commission has to step up its role as guardian of the Treaties and safeguard the symmetrical recovery of the single market as follows:

1. issue guidelines to governments and banks on how to support the tourism and hospitality sectors and provide suitable assistance (e.g. through a joint task force on each state, made up of Commission and EESC officials) and
2. enforce proper implementation of EUCO endorsed policy through a "name and shame" policy. The Commission needs to highlight and pinpoint questionable banking practices or government choices upstream of the Country-Specific Recommendations (CSRs), and both outside and procyclically in relation to the European Economic Semester;
3. a "gentlemen's agreement" on airlines brokered and monitored by the European Commission, competent national authorities, representative economic and social partners and organisations representing consumers and passengers is urgently needed to avoid predatory behaviour;
4. tax relief measures for SMEs in the tourism sector, with a moratorium on tax obligations and a suspension of overdue tax liabilities incurred up to 31 December 2020, as well as the creation of sufficient repayment instalments from 1 April 2021.

## Due to the lack of data on the development and situation of tourism businesses, the EESC created an online questionnaire in order to better assess the proposals contained in this opinion. More than 170 organisations across the EU, representing approximately 3 500 000 members from the tourism sector, including restaurants and the hospitality sector, hotels and accommodation services, tourism agencies, the leisure industry, nautical tourism, tour guides, transport services, etc. replied to the questionnaire. The main data to emerge from the questionnaire are the following:

* 88% of respondents indicated they were impacted very negatively by the pandemic crisis;
* for 81% of respondents the crisis will have long-term consequences on the sector they represent;
* almost 55% of respondents indicated that the sector they represent is unlikely to survive in 2021 (45% unlikely and 10% very unlikely);
* for 77% of respondents the employment level in the sector they represent decreased in 2020;
* business turnover rate decreased for 90% of respondents in 2020 (for 49% of respondents it was by more than 70%);
* 51% of respondents expect the crisis to end after 2021;
* 73% of respondents indicated the sector they represent will need more than one year to restore its economic performance and confidence in the internal market and in international tourism flows;
* according to the respondents, national and European policy priorities for the tourism sector are: a vaccine against COVID-19 (for 66% of respondents), direct funding/financial support schemes (63%), health protocols (56%) and tax deferrals (45%).

## Intensive social dialogue and a substantial policy agenda are urgently needed to negotiate updated sectoral collective agreements for the tourism and transport sectors which include SMEs and representative SME organisations most affected by COVID-19.

# **General comments**

## The COVID-19 outbreak has paralysed the tourism industry, leaving travellers trying to return home and devastating economies that are heavily dependent on tourism.

## The EU tourism sector employs around 22.6 million people[[2]](#footnote-2). It represents 11.2% of total employment in the EU, contributed 9.5% to EU GDP in 2019, there were 600 154 tourist establishments in the EU-27 in 2018, and the demand for overnight stays in tourist accommodation is around 1 326 049 994 nights. For many Member States, European regions and cities, tourism makes an important contribution to the economic and social fabric. In addition, it provides much needed jobs and income, often concentrated in areas with no alternative sources of employment and using low-skilled workers[[3]](#footnote-3).

## The EU tourism industry, which employs around 13 million people[[4]](#footnote-4), is estimated to be losing around EUR 1 billion in revenue per month as a result of the COVID-19 outbreak.

## In many other popular tourist destinations, hotels have been abandoned and restaurants, bars, tourist attractions, marinas, museums and centres have closed. The situation is particularly difficult in several EU countries that are key tourist destinations, such as Italy, Greece, Portugal, Malta, Cyprus, Spain and France. Italy stands to lose around 60% of its tourists this year. The WTTC predicts that in 2020, the travel and tourism market could lose 75 million jobs worldwide and 6.4 million jobs in the EU[[5]](#footnote-5).

## The International Air Transport Association (IATA) says global air travel could lose more than USD 252 billion (EUR 228 billion) in 2020. Two million passenger flights had been cancelled by 30 June. In France, the hotel occupancy rate was 3.3% on 17 March (compared to 65.3% on 26 February). By 30 May, restaurants and bars had closed in almost all EU Member States, with the exception of Sweden. Hotels, restaurants, bars and marinas have laid off thousands of workers permanently or temporarily. European railways lost 90% of passengers at the peak of the crisis and are still running at low capacity.

## The impact on ancillary sectors related to tourism should be recognised, such as the production of equipment for the leisure industry (e.g. boat-building). These industries should be supported through the promotion of tourism and development of international trade opportunities.

## The European tourism ecosystem covers a range of activities such as travel, transport, accommodation, food, recreation on land and water, culture and nature. Directly and indirectly, it contributes **nearly 10% to EU GDP and has made the EU the world's leading tourism destination, with 563 million international arrivals and 30% of global receipts in 2018 (source: EC). With 30% of international arrivals in 2018, the EU is the main tourist destination in the world (source: EC). The composition of these international flows could be used to devise an appropriate EU short-, medium- and long-term strategy and agenda.**

# **PILLAR I: Sustainability of tourism and transport**

## The EESC believes that this communication should be the first step in the next generation of EU sustainable tourism policies and programmes. It should combine the needs and situations of SMEs and workers with a view to restoring public confidence as tourists and consumers. It should defend health and safety rights and standards and ensure the sustainability and liquidity of businesses in the context of a renewed European strategy for SMEs for 2030, in accordance with the principles of the Small Business Act.

## The EESC does not consider it realistic to simply adopt a back to normal approach to tackle the most serious crisis ever to hit the EU's tourism and transport sectors. The EESC calls for a complete overhaul of these policies with a view to restoring the confidence and stability of businesses and workers, through the adoption of a next generation **EU solidarity pact** for sustainable tourism by **2030**.

## The EESC is of the opinion that we now have the opportunity to ensure a fair recovery and rebuild our economies rapidly in order to make them greener, fairer and more resilient to future shocks. **The contribution of the EU integration plan to the European model of sustainable tourism and transport development needs to be revised, avoiding any measure that poses a risk of further fragmentation and unfair conditions/practices in the internal market.**

## In the tourism sector, fair and sustainable reconstruction requires:

## taking into account the European 2050 targets on **carbon neutrality in line with the objectives of the Paris Agreement (Conclusions of the European Council of 12 December 2019).**

## In order to help achieve these objectives, the EESC considers it necessary first to address the issue of modes of transport by encouraging slow and non-polluting mobility such as cycling and rail transport.

1. With regard to tourist accommodation, the EESC recommends that renovation should be encouraged and that the EU Ecolabel for such accommodation should be used. These facilities must be encouraged to display their energy consumption and carbon impact.
2. In order to reduce CO2 emissions in tourism, the EESC strongly encourages the use of local food products and other consumables that can be recycled.
3. In order to fill the existing information and data gaps on international tourism flows towards the EU as a tourist destination, the EESC proposes establishing an independent sustainable tourism observatory.

## Responsible tourism operators must commit themselves to displaying the carbon footprint of the holiday and of the activities they offer.

## The EU recovery plan and national recovery plans should provide sufficient funding for the environmental and digital transformation of the tourism industry and its infrastructure through investment that achieves the aim of making tourism more attractive to consumers and provides real benefits for tourism companies.

## The EESC believes that fair tourism is based on socially responsible business that provides good quality jobs. This requires the development of non-seasonal tourism able to guarantee sustainable jobs. To this end, the European Commission must support initiatives and projects that meet these criteria. European studies on the social and environmental costs of unsustainable tourism should be carried out.

## Tourism sectors that offer non-mass tourism (e.g. outdoor tourism, nautical tourism) are increasingly popular with consumers in the context of social distancing rules. These consumer trends offer the opportunity to speed up the recovery of the wider European tourism industry and of employment. These sectors should be supported, especially in cases where they can take place in a regional, domestic or European environment. In the case of nautical tourism, this offers distinct opportunities across Europe for islands, rivers, canals, lakes and coastal areas.

## The EESC believes that under a harmonised EU VAT system, reduced VAT should be applied to hotels, restaurants, travel services, nautical tourism (boat charter, marinas), buses, tour guides, etc. This should, where necessary, include swift changes to the VAT Directive that ensure equal treatment of all sectors in the tourism industry.

## The coach business, which is made up of many SME companies, has been badly hit by the pandemic. Many coach companies' turnover has fallen to 0-10% of the figure for the same period last year. The EU now has an opportunity to help this sector by acting on the proposals it has made, including harmonised legislation for low emission zones within the EU and a one stop shop for VAT refunds.

## In this context, action must be taken to help international, continental and national tourism resume for the sake of broad sectors of the EU economy. Railways can help develop touristic destinations that are not adequately served by aviation, open new routes and foster new value chains. For European railways it is an opportunity to meet the growing demand of climate-minded tourists on the market. The Year of Rail should be an opportunity to create public awareness of sustainable tourism and the new touristic routes that European citizens can discover thanks to rail connections. In this context, the European Year of Rail should also be an opportunity to give better visibility and foster public awareness regarding historic and scenic train routes across Europe[[6]](#footnote-6).

## For several reasons a substantial number of young Europeans have never or rarely travelled within Europe. Although educational exchange programmes exist, the EU has just started a tool that would allow for any European to be provided with a travel experience that would better connect young people with the European identity, raising awareness of the core values of the European Union, and familiarises them with a sustainable and clean mode of transportation. DiscoverEU is an initiative of the European Union that gives people the opportunity to discover Europe through learning experiences. Travelling predominantly by rail (there are exceptions to allow those living on islands or in remote areas to participate), young Europeans can discover Europe, its cities and towns[[7]](#footnote-7).

# **PILLAR II: Liquidity, employment recovery and the restoration of business confidence**

## It is important to support the recovery and short-, medium- and long-term liquidity of European tourism companies, especially micro and small enterprises. This should be done in part by setting up an EU liquidity task force immediately, which should be able to measure the effectiveness of the measures concerned partly by ensuring transparency with regard to unjustified credit refusals, delays and unnecessary bureaucratic burdens and partly by taking appropriate corrective measures concerning the European Investment Funds, new insolvency procedures and their national ombudsmen.

## Concerning tour guides, the EU must ensure a level playing field with equal terms and conditions and fair competition in the tourism market **between the profession of tour guides and illegally operating tour organisers and "guides". The EESC calls on the European Commission, as guardian of the Treaties, to ensure the balanced development of the EU collaborative economy[[8]](#footnote-8) in the Member States**, as stated in the European Parliament briefing of 16 November 2016 introducing the European agenda for the collaborative economy for tour guide services.

## Banking, liquidity and financial policies have not been handled properly. Some banks (in Greece for instance) choose to use QE (PEPP transactions by the ECB) to solidify their position and not to support the real market. These banks are extending loans to viable and unaffected businesses (like supermarkets) and not taking the risk of lending to vulnerable sectors such as tourism and services. Restaurants, cafes, hotels, buses, etc., are no longer on the banks' lists of borrowers; banks are asking for guarantees for their loans that these businesses cannot provide, even the ones which the banks would lend to. The interest rate is higher than 4.5%, despite all guarantees and subsidies from the ECB.

## Employment in the EU tourism sector requires a harmonised and advanced approach, based on national social partners and consolidated practices. In order to avoid unemployment and loss of trained workers, short-term working measures must be agreed at national level between the responsible governments and social partners. We should also take into consideration the fact that in large cities where public and private offices are currently promoting work from home measures, there is a danger that most restaurants, pubs, bars and cafés may shut down. Policy and employment measures are needed to avoid permanent closures in city centres and surrounding areas. Furthermore, home offices (or teleworking) must not become a substitute for strong European labour mobility in the long term. Reduced European conferences, fairs, congresses and business travel would lead to a huge loss of jobs, SMEs, knowhow, creativity and innovation partnerships in Europe and to more national ways of thinking.

## Support should be provided for the organisation of trade fairs, which are crucial for the tourism industry and ancillary sectors, as well as being in themselves a major source of tourism, travel and employment. Guidelines should be put in place for trade fairs to be held safely and receive funding from the EU and Member States.

## Tourism sector, managing expectations. All available data suggest that this season has been lost. Tourist arrivals will not come close to outweighing the sector's operating costs. All businesses will suffer huge losses, jeopardising their viability. The Eurogroup triple package (SURE 100, EIB 200 and ESM 250 billion packages) are not enough and/or governments are mishandling policy transmission. In Greece for example, the government opted not to use the ESM facility and the other two elements are lagging behind: not targeted enough, not enough money, not enough stimulus.

## A comprehensive marketing and communication campaign should promote the European tourism industry both within and outside the EU in order to support the sector's recovery. A European Year of Sustainable Tourism in 2021 or 2022 would establish an EU-wide framework and allow activities to be launched throughout the EU.

# **PILLAR III: Data knowledge networks and preparedness, health and safety, risk mitigation and preparedness**

## The EESC considers that, following the COVID-19 pandemic and the lessons learned by the Member States facing difficulties in coordinating cross-border and common policies, a more effective coordinated approach is needed in the tourism and transport sectors. This could be done by developing pilot training programmes for effective joint preparedness response, deploying European knowledge networks open to the social partners and civil society organisations, on a yearly basis until 2024.

## The EESC deems it necessary to ensure that national risk mitigation platforms within the EU Civil Protection Mechanism in the UN Sendai Framework become effective more rapidly. Therefore, the EESC asks the European Commission and the Member States (Emergency Relief National Coordination Plan), the economic and social partners and scientific bodies to include the tourism and mobility sector in joint pilot projects during and after the COVID-19 crisis as well as in the European training network in order to prepare the EU's response.

## In order to have European, harmonised and up-to-date data on tourism, transport mobility, market bottlenecks and best practices, the EESC asks the European Commission to establish specific programmes and regional pilot projects in partnership with EU and national social partners and academic and independent research networks, thereby pooling research and training resources. Furthermore, to better coordinate the relaunch of the EU as an international tourist destination at global level and attract Foreign Direct Investment, the EESC asks the European Commission to encourage the Member States to promote specific programmes and joint pilot initiatives.

## Cross-border routes for tourism and leisure activities can play a key role in reconnecting regions and Member States while providing opportunities to develop tourism in less developed regions. Following the example of the EuroVelo network, this should be extended with the support of EU funds to other sectors and extensively promoted to consumers (e.g. nautical tourism routes).

# **PILLAR IV: Governance and resources: next generation sustainable tourism and transport policies**

## The EESC welcomes the urgent and necessary communication on European tourism and transport in 2020 and beyond[[9]](#footnote-9). Lessons learned should lead the EU institutions and Member States to rethink current tourism and transport policies on the basis of new EU shared competences on a voluntary basis through reinforced cooperation between interested governments and multilevel authorities. This could be achieved with the active involvement of EU and national social partners and consultative bodies and by launching a European Year dedicated to sustainable tourism.

## The EESC stresses that we urgently need an effective medium- to long-term EU policy to restore the confidence of individuals and society as a whole in the ability to **travel** safely throughout the European Union. This policy must cover other EU tourism ecosystems, such as accommodation, food, health and safety, trade, telecommunications and agriculture. Tourism and transport in the EU is one of the ecosystems most severely affected by COVID-19.

## To restore confidence, relaunch and increase tourism, the EESC supports the use of an internal "EU health passport" (along the lines of the Passenger Locator Form (PLF) and QR codes) with an "EU interoperable multilingual Health Assistance Platform". People could use the QR code to access information and health services in the country they are visiting and have emergency access to health and social security systems.

## The PLF, which targets testing and EU-level data sharing, was introduced in Greece in order to welcome visitors from the European Union and a few more countries, as a strategy to balance a trade-off between public health, epidemiological surveillance and the socio-economic benefits associated with the flow of travellers. The PLF is based on the following two pillars:

1. efficient, data-driven surveillance: testing is the most crucial ingredient when deploying mitigation strategies in the presence of a global pandemic. Tests are a precious resource and it is of utmost importance to use them effectively to collect data, predict outbreaks and design general interest harmonised policies;
2. effective tracing: immediate communication with confirmed positive cases and contact tracing is one of the few effective alternatives to lockdowns.

## The EESC calls on all relevant European and national institutions to draw up a multiannual EU action plan immediately after the emergency phase. This action plan must completely rethink EU tourism and transport policy making and facilitate the coordination of tourism in the internal market, as well as international tourism flows from around the world.

## With these two pillars in mind, the online PLF was developed and together with the EVA Artificial Intelligence Tool, it allows:

1. targeted testing based on the traveller’s characteristics (country and state of residence, countries visited, age and gender) that maximises the effectiveness of testing resources, and
2. fast tracing based on the self-declared contact information, destination information etc.

## The EESC welcomes and fully supports the proposals set out in the communication and the medium- to long-term view chosen by the European Commission under the Next Generation EU Plan and the overall EU budget for 2021-2027 which will require appropriate budgetary measures. In particular, these measures should focus on the implementation of the next generation of sustainable tourism policies and **programmes, including national business plans** for the tourism sector aimed at **capacity-building in SMEs, representative organisations and social partners**, while taking sufficient account of other EU priorities which are not necessarily linked to the pandemic.

## Predatory practices of airlines: leisure and business travellers alike lose money when airlines book flights that are cancelled shortly after payment. Airlines decide on the spot whether to keep or cancel routes, flights and slots, without any prior warning to their customers. Customers are entangled in voucher and rerouting practices. Refunds take too long and account for less than 20% of total cancelled/booking volume, draining precious liquidity from consumers and business.

## The EESC notes with concern the delicate balance between consumer rights and COVID-19-based airline liquidity problems due to cancellation of flights. The EESC calls on airlines, passengers and EU and national authorities to find suitable solutions during the COVID-19 transition period regarding alternative options or reimbursement deadlines. The EESC rejects unlawful practices of airlines sometimes only offering vouchers or rebooking. The EESC urges airlines to comply with European legislation concerning passenger rights (Regulation (EC) No 261/2004), including the right to receive a full refund after cancellation by the airline.

## A harmonised approach to the issue of vouchers and reimbursements is needed for the entire tourism sector, including individual tourism activities that are currently not covered and where treatment differs between sectors and Member States.

## Intensive social dialogue generating strong sectoral collective agreements that cover all employees is needed for the tourism sector, especially in the COVID and post-COVID situations; the same applies to the transport sector. This is the best way of protecting employees in the sectors effectively and of safeguarding social peace, thus helping at-risk companies. Every effort needs to be made by all the relevant parties to step up social dialogue and collective bargaining at all levels in the sector.

## Value added policies must be coordinated with national tourism recovery programmes at EU Commission level to rebuild the European tourism sector. This should of course be linked to the coordination of national anti-crisis programmes and the rebuilding of air, sea and coach transport which is suffering significantly in many EU countries (Poland, Italy, Spain and others).

## Intensive social dialogue, including SME organisations, is needed to negotiate updated sectoral collective agreements for the tourism and transport sector, because they will provide social peace and, thanks to agreed solutions, will be the most effective way of protecting employees and thus helping at-risk companies and the entire sector.

## In order for the tourism industry to restart and grow, a comprehensive approach is needed for skills and qualifications that are not always harmonised between countries and where there is a lack of mutual recognition (e.g. licences for skippers of small commercial vessels).

## The European social partners in the tourism services and transport sectors should coordinate their efforts to come to an agreement on social standards in these sectors.

Brussels, 18 September 2020

Luca Jahier

The president of the European Economic and Social Committee

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1. Greece performs 7 000 tests per day, and we are able to pin down the incidence in the most problematic countries with a very high level of confidence.. [↑](#footnote-ref-1)
2. <https://www.europarl.europa.eu/doceo/document/RC-9-2020-0166_EN.html> [↑](#footnote-ref-2)
3. COM(2020) 550 final. [↑](#footnote-ref-3)
4. <https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=tour_cap_nuts2&lang=en>. [↑](#footnote-ref-4)
5. EPRS\_ATA(2020)649368\_EN. [↑](#footnote-ref-5)
6. TEN/710 - European Year of Rail (2021) (not yet published in the Official Journal). [↑](#footnote-ref-6)
7. TEN/710 - European Year of Rail (2021) (not yet published in the Official Journal). [↑](#footnote-ref-7)
8. [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016DC0356&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016DC0356&from=EN" \t "_blank). [↑](#footnote-ref-8)
9. COM(2020) 550 final. [↑](#footnote-ref-9)