



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 04.12.1996  
COM(96) 635 final

96/0127 (CNS )

Amended proposal for a

COUNCIL DECISION

on a First Multiannual Programme to Assist European Tourism  
"PHILOXENIA"  
(1997-2000)

(presented by the Commission pursuant to Article 189 a (2)  
of the EC-Treaty)

## Explanatory Memorandum

The Commission is presenting, under article 189 a (2) of the EC Treaty, a modified proposal with a view to take account of the legislative resolution embodying the European Parliament's opinion<sup>1</sup> on the Commission's proposal<sup>2</sup> for a Council Decision on a First Multiannual Programme to Assist European Tourism "PHILOXENIA" (1997-2000).

The Commission welcomes Parliaments' legislative resolution on its Programme proposal which endorses structure and objectives of the Programme.

The Commission now incorporates into a revised text of the Programme proposal those amendments put forward by the European Parliament which underline some specific concerns without affecting scope and coherence of the Programme. New references have been introduced with regard to the recognition of tourism as an industry and to its role in contributing to the achievement of the Community's objectives. Account has been taken also of the need to rely on the recent Council Resolution<sup>3</sup> of 13 May 1996 on Euro-Mediterranean cooperation in the tourism sector and on the Council Directive<sup>4</sup> of 23 November 1995 on the collection of statistical information, which are now clearly mentioned in the Programme proposed. In addition, the dissemination of tourism information is now explicitly included in one of the immediate objective of the proposal. These modifications do not have financial implication.

The objectives sought in some of the other amendments proposed by the Parliament can be achieved under the Commission's proposal and in liaison with the implementation of other Community programmes and actions but their introduction could affect the clarity of the Programme's goals due to the level of detail introduced. This is the case for the amendments related to the structural characteristics of tourism businesses, to training and employment, to fighting against child sex tourism.

The Commission has not been able to accept neither the remaining amendments proposed by the Parliament because they conflict with the principle of subsidiarity, as stated in article 3 B of the EC Treaty, or with the rules governing the exercise of the implementing powers conferred on the Commission as defined in Council Decision 87/373/EC<sup>5</sup> or, affecting scope and nature of the Commission's proposal, could compromise the effectiveness of its implementation.

1 Opinion adopted 25.10.1996, EP A4 -0298/96

2 OJ C 222, 31.7.1996, p.9

3 OJ No C 155, 30.05.1996, p.1

4 OJ No L 291, 6.12.1995, p.32

5 OJ No L 197, 18.7.1987, p.33

Amended proposal for a

**COUNCIL DECISION**

on a First Multiannual Programme to Assist European Tourism  
"PHILOXENIA"  
(1997-2000)

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular Article 235 thereof,

Having regard to the proposal from the Commission<sup>6</sup>,

Having regard to the opinion of the European Parliament<sup>7</sup>,

Having regard to the opinion of the Economic and Social Committee<sup>8</sup>,

Having regard to the opinion of the Committee of the Regions<sup>9</sup>,

Whereas, owing to the growing importance and to the nature of tourism it is recognized that it can contribute to the achievement of the objectives of the Community and in particular to growth and employment, to the reinforcement of economic and social cohesion, especially in the least favoured regions and in outermost and island regions, and to the promotion of European identity;

Whereas tourism has still not sufficiently received the overall recognition as an industry it merits;

Whereas Community measures should stimulate quality and competitiveness of European tourism, integrating at the same time the satisfaction of tourists' needs and the rational use of natural, infrastructural and cultural resources, thus contributing to the balanced and sustainable development of tourism;

Whereas on 13 July 1992 the Council adopted Decision 92/421/EEC<sup>10</sup> on a Community action plan to assist tourism (1993-1995), which expired on 31 December 1995;

Whereas, in the framework of that Decision, the Commission has submitted to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions annual reports on Community measures affecting tourism for 1993 and 1994;

Whereas, in the framework of that Decision, the Commission has submitted to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions an evaluation report, including an external audit, on the implementation of the Action Plan to Assist Tourism;

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7 Opinion adopted 25.10.1996, EP A4 -0298/96

8 Opinion adopted 26.9.1996, ESC 817/96

9 Opinion adopted 14.11.1996, COR 302/96.

10 OJ No L 231, 13.8.1992, p.26.

Whereas the Commission has adopted a Green Paper on the role of the Union in the field of tourism, stimulating a deep and wide consultation process, whose conclusions presented on the occasion of the Forum on European Tourism of 8 December 1995 show that a consensus does exist as to the desirability of ensuring the continuity of Community action in the field of tourism, the need to rationalize it and the possibility of deepening it;

Whereas the European Parliament, in its Resolutions of 18 January 1994<sup>11</sup>, 15 December 1994<sup>12</sup>, and 13 February 1996<sup>13</sup>, and the Economic and Social Committee, in its initiative opinion of 15 September 1994<sup>14</sup> and its Opinion of 14 September 1995<sup>15</sup>, have confirmed the need to strengthen Community action to assist tourism and have called for a genuine medium- and long-term tourism strategy; whereas the Committee of the Regions, in its Opinion of 16 November 1995<sup>16</sup> takes the view that a more active, better coordinated Community contribution is necessary to cope with the dynamic development of tourism and the scope of tourist activities;

Whereas it is essential that there should be coherence and complementarity between the actions to be carried out under this programme and the other relevant Community programmes and initiatives affecting tourism;

Whereas the Commission is to be assisted by the Advisory Committee established by Council Decision 86/664/EEC<sup>17</sup>; whereas, accordingly, the Committee set up by Article 3(2) of Decision 92/421/EEC should be abolished;

Whereas the measures set out in this Decision, complying with the principle of subsidiarity established by the second paragraph of Article 3b of the Treaty, contribute - through cooperation and coordination - added value to efforts pursued by interested parties at the local, regional, national and international level, thus allowing European tourism to overcome its weaknesses and to exploit its vast potential;

Whereas the improvement of knowledge in the field of tourism should be fostered by the Community in order to enable decision makers to improve the planning of their strategies and to assess the impact of their implementation;

Whereas a legislative and financial environment conducive to tourism should be secured, through reinforced cooperation, in order to foster the performance of European tourism;

Whereas quality in European tourism should be enhanced by the Community through innovative schemes and incentives, with a view to the promotion of sustainable tourism and to the removal of obstacles to its development;

Whereas the promotion of Europe as a tourist destination should contribute to an increase in the number of tourists from third countries;

Whereas, due to the importance of tourism for the associated countries of Central and Eastern Europe as well as for Cyprus and Malta, this programme is to be open to those countries;

Whereas in accordance with the Council Resolution of 13 May 1996 on Euro-Mediterranean cooperation in the tourist sector<sup>18</sup>, special attention will be paid to the actions and initiatives taken in the field of tourism in the framework of Euro-Mediterranean

<sup>11</sup> OJ No C 44, 14.2.1994, p. 61.

<sup>12</sup> OJ No C 18, 23.1.1995, p. 159.

<sup>13</sup> OJ No C 65, 4.3.1996, p. 34.

<sup>14</sup> OJ No C 393, 31.12.1994, p. 168.

<sup>15</sup> OJ No C 301, 13.11.1995, p. 68.

<sup>16</sup> OJ No

<sup>17</sup> OJ No L 384, 31.12.1986, p. 52.

<sup>18</sup> OJ No C 155, 30.05.1996, p.1

cooperation, as reflected in the Barcelona declaration and work programme adopted on 27 and 28 November 1995;

Whereas, taking into account the evaluation on the implementation of the previous action plan to assist tourism and of the Community experience gained to date in this field, it is therefore necessary to adopt a multiannual programme for a four-year period and to endow it with sufficient resources to attain its objectives;

Whereas the Treaty provides no powers other than those in Article 235 for the adoption of this Decision,

HAS DECIDED AS FOLLOWS:

#### Article 1

A Multiannual Programme to Assist European Tourism (PHILOXENIA) is hereby adopted for a period of four years from 1 January 1997.

#### Article 2

1. The programme referred to in Article 1, incorporating the actions specified in the Annex shall, through coordination and cooperation, seek generally to stimulate the quality and competitiveness of European tourism, in order to contribute to growth and employment.

The specific objectives of the programme are the following:

- to improve knowledge in the field of tourism;
  - to improve the legislative and financial environment for tourism;
  - to raise the quality of European tourism;
  - to increase the number of tourists from third countries.
2. The budget authority shall determine the appropriations available for each financial year.

#### Article 3

1. Criteria for granting Community financial aid, other than those stated in the second paragraph of Article 3b of the Treaty, shall include those relating to:
  - cost-efficiency;
  - a partnership approach, as far as possible of trans-national character;
  - a significant impact on Community tourism or, at least, transferability at this level;
  - regard for the principle of sustainable development.
2. The actions shall be implemented through coordination with the national authorities and, if necessary, with the regional and/or local authorities as well, so as to take account of the importance of tourism for regional and/or local development.

#### Article 4

The following shall be adopted in accordance with the procedure defined in Article 5(2):

- the priorities for the selection of actions;
- the procedures for the submission of requests for Community assistance;
- in exceptional circumstances, the Community assistance to be granted for actions other than those listed in the Annex, when they meet the objectives set out in Article 2 and are compatible with the priorities referred to in the first indent.

#### Article 5

1. The Commission shall be assisted by the Advisory Committee in the field of tourism set up by Decision 86/664/EEC. The committee set up by Article 3(2) of Decision 92/421/EEC is abolished.
2. The representative of the Commission shall submit to the committee a draft of the measures to be taken. The committee shall deliver its opinion on the draft, within a time-limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition, each Member State shall have the right to ask to have its position recorded in the minutes.

The Commission shall take the utmost account of the opinion delivered by the committee. It shall inform the committee of the manner in which its opinion has been taken into account.

#### Article 6

1. This programme shall be open to the participation of the associated countries of Central and Eastern Europe in accordance with the conditions laid down in the additional protocols to the association agreements on participation in Community programmes to be concluded with those countries.
2. This programme shall be open to Cyprus and Malta on the basis of additional appropriations in accordance with the same rules as those applicable to the EFTA countries being parties to the EEA Agreement, in accordance with procedures to be agreed with those countries.

#### Article 7

Every year from the date of adoption of the programme, the Commission shall present the principal measures affecting tourism which have been adopted or carried out by the Community, in a report to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions.

#### Article 8

The Commission shall regularly evaluate the results of the programme. This evaluation shall include wherever possible the measurable results of the programme and shall observe the criteria set out in Article 3. On the basis of this evaluation process, the Commission

shall present to the European Parliament and to the Council - and for information to the Economic and Social Committee and to the Committee of the Regions - an interim report, no later than three years from the beginning of the programme, and a final report within twelve months from the end of the programme.

Done at Brussels,

For the Council  
The President

**ACTIONS IN FAVOUR OF EUROPEAN TOURISM****A. Improving knowledge in the field of tourism****A.1 Developing tourism related information**

- Consolidation of the European statistical system for tourism developed by Directive 95/57/EC<sup>19</sup>, improving the availability of reliable and up-to-date statistics.
- Development of surveys, studies and desk/field analyses, taking into account the tourism industry needs.

**A.2 Disseminating tourism information and pooling information from other sources**

- Establishment of a European research and documentation network on tourism.

**A.3 Facilitating the assessment of Community measures affecting tourism**

- Establishment of a legal and financial watch allowing for the systematic assessment of Community measures affecting tourism.

**B. Improving the legislative and financial environment for tourism****B.1. Reinforcing cooperation with Member States, the Industry and other stakeholders**

- Organization and follow-up of regular meetings with the parties concerned, to reinforce cooperation at European level and to raise awareness of Community initiatives (technical/thematic meetings, round-tables, European fora).

**C. Raising quality in European tourism****C.1. Promoting sustainable tourism**

- Support for local initiatives geared towards sound management of visitor flows and encouragement of their networking.
- Support for the implementation of environmentally friendly management systems in tourist accommodations.
- Organization of a "European Prize for Tourism and Environment" (every two years).

**C.2 Removing obstacles to tourism development**

- Identification of the principal obstacles at European level faced by various forms of tourism as well as by specific categories of tourists (such as young people, the elderly and disabled people), development of appropriate responses.

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<sup>19</sup> OJ No L 291, 6.12.1995, p. 32.



**D. Increasing the number of tourists from third countries**

**D.1 Promoting Europe as a tourist destination**

Support for multiannual promotional campaigns in major issuing countries and/or emerging zones, with the support of participating sponsors.

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