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Introduction

1. According to the definition currently accepted by the international organizations concerned,¹ tourism includes all journeys of more than 24 hours for recreation, business, study or health purposes. Viewed in these terms it is a very important activity for all the Member States of the Community, albeit to varying extents.

Europe's diversity, natural wealth, exceptional historical and cultural heritage and high level of development make it particularly attractive to the tourist. Nevertheless, it would be wrong to take Community tourism for granted, as something that could flourish of its own accord, without fearing competition from other continents or other countries. Without sufficient attention, their touristic offers could result in a considerable risk for our economies – particularly concerning the important markets of North America and Japan.

Taking into account the importance of this sector, the Community must, on the contrary, work to preserve and develop its potential. To this end, particular attention must be paid not only to the typical tourist flows such as holiday-related tourism, but to new ones, such as youth travel, sports travel – for competition or leisure – and travel related to scientific, professional, political congresses, etc. Tourism, being in effect a social phenomenon, is closely connected with the processes of change in the social and economic fabric from which it originates. The Commission intends to devote its attention to the task of analysing and taking advantage from these developments.

Last but not least, the Community can play a role in the promotion of tourism. To date, each Community country separately ensures its own tourist promotion. We are probably entering a new phase where – with due regard for the countless special features of each, and without duplicating efforts – our countries will be able to obtain benefits from belonging to a unique heritage. Together with the Member States, the Commission will study the possibility of launching, in future years, a series of joint promotional campaigns in the field of tourism.

The economic importance of tourism

2. Although there are unfortunately no reliable comparable statistics on tourism in the Comm-

unity, a measure of its economic importance is given by the fact that revenue from tourism would seem to account for more than 4% of GDP² and expenditure for more than 7% of private final consumption³ in the Community of Ten. The accession of Spain and Portugal – both countries with highly developed tourist industries – will further enhance the importance of this sector. Revenue from international tourism alone accounts for over 1.5% of the Community of Ten's GDP, and current estimates for Spain and Portugal suggest a figure of almost 5%.⁴

3. Throughout the Community, tourism has enjoyed rapid and uninterrupted expansion since the earlier 1970s. In the Community of Twelve, expenditure on and revenue from international tourism have increased more than sixfold in the last 14 years. For some countries, the figure is higher still (sevenfold for the United Kingdom and eightfold for Greece). (See Annex I).

4. Tourism is a major element in the balances of payments of the Member States, accounting overall for almost an estimated 5% of credits and 4% of debits of goods and services in the Twelve. For some countries, credits account for much larger percentages: Spain 20.8%, Greece 18%, Portugal 13.3%, Italy 8.7%. (See Annex II).

5. In the context of the liberalization of world trade, by virtue of its size and nature the tertiary sector, of which tourism is a very large component, is becoming increasingly important to the world economy, and there is now definite talk of negotiating an agreement on international trade in services within the GATT⁵ to parallel that on goods.

Among the services under consideration, travel and tourism are clearly highly marketable and as a result particularly attractive and likely to boost world trade.

The need to open up the market in services as a means of speeding up achievement of the internal market and thereby revitalizing the Community

¹ World Tourism Organization and OECD.

² If all the multiplier effects could be taken into account, this figure would be much higher.

³ Report of the national tourist organizations in the Community, 1983.

⁴ OECD, 1985.

⁵ General Agreement on Tariffs and Trade.

economy is a further argument in favour of including tourism among the key sectors.

Finally, but no less important for the Community, special attention must be given to tourism in the context of regional development and so to a more balanced economic growth.

The importance of tourism for employment

6. It is generally agreed that tourism can be particularly beneficial in the present difficult employment situation. It is a labour-intensive industry, and its continuing expansion offers a valuable counterbalance to the unemployment which is devastating other sectors and the less-favoured regions. Here too there is a dearth of statistics but, on the assumption that some five million people are directly employed in tourism in the Community of Twelve, the total number of jobs in sectors indirectly related to tourism – difficult and complex to define at present – must be two or even three times as high.

7. The importance of tourism for employment means that something should be done as soon as possible to clarify the situation as regards statistics, the definition of the sectors and subsectors concerned, the effect of seasonal employment, studies of the labour market and its expansion potential, and the various types of vocational training available. Particular attention should be paid to investigating, promoting and modernizing vocational training for the vast range of tourism-related jobs in order to assist and stimulate employment. The introduction of new information technologies capable of playing a very important role in both the upgrading and creation of work should also be investigated and encouraged.

The importance of tourism for integration

8. But tourism is not simply an asset to be preserved and exploited for the economic activity and jobs it can generate. Its importance in a multinational and multicultural Community like ours lies in its function as promoter of mutual knowledge, understanding and awareness of the Community dimension. Well aware of this role, Parliament has emphasized the importance of tourism on a number of occasions and has come out

resolutely in favour of Community measures to promote and develop it.¹

9. In June 1984 and March 1985 the European Council discussed a people's Europe and invited 'the Community institutions and the competent authorities to give special attention to tourism, which is of particular importance to the people of the Community'.

10. Lastly, in its resolution of 10 April 1984 on a Community policy on tourism,² the Council welcomed the Commission's initiative,³ emphasized the need for the tourism dimension to be taken more fully into consideration in the decision-making process and called on the Commission to present proposals on tourism based on consultations with the Member States.

Objectives of Community action

11. All the above reasons provide ample justification for Community action to support tourism. Aimed at assisting, improving and developing tourism within the Community, and thereby making the Community more attractive to visitors from outside, action will focus on information, coordination, and the protection and safety of tourists. The essential prerequisite is a thorough knowledge of the basic statistics – not available at present – and the problems of tourism, without which its potential cannot be properly explored or developed.

I. Facilitating tourism within the Community

12. Action to make the Community popular with tourists means first and foremost gradually eliminating the remaining obstacles to the free and easy movement of the citizens of our countries, not only to ensure that they have a real feeling of belonging but also because intra-Community tourism accounts for over 80% of tourism in the Community.

¹ Resolution of 16 December 1983 (OJ C 10, 16.1.1984); Motion for a resolution by Committee on Youth; Report by Mr E. Brook on a people's Europe (PE 99624, 8.10.1985).

² OJ C 115, 30.4.1984.

³ Supplement 4/82 – Bull. EC.

13. Admittedly, there has been some progress on this front¹ but, although they have been eased somewhat, these controls still exist (mainly for tax and police checks) at the frontiers between the Member States.

14. In January 1985, with the aim of further simplifying frontier crossings, the Commission sent the Council a proposal for a Directive which would extend the use of the green disc system to all land frontier posts, enabling motorists to indicate that they are observing tax and currency rules without having to stop.² The proposal is still being discussed by the Council. The Directive also provides for the complete abolition of checks between Member States, the gradual merging of land frontier posts and the controls carried out there, and the adaptation of control zones at air and sea ports to separate police and customs operations for citizens of Member States from those for nationals of non-member countries.

15. In its White Paper on completing the internal market,³ the Commission advocates the total abolition of police checks at the Community's internal frontiers and the elimination of tax checks following harmonization of rates of VAT and excise duty by 1992.

16. In addition to the elimination of obstacles at frontiers, there are many other measures which would encourage tourism. Firstly, transport could make a major contribution, especially in terms of transport tariffs in general and the introduction of greater flexibility into the air transport system in particular, the need to increase transport infrastructure in frontier areas, the organization of cooperation between railway companies, the encouragement of group tourism and the need for attention to the requirements of non-member countries which are closely involved with tourist flows between Community countries (e.g. Austria, Switzerland and Yugoslavia). The Commission is well aware of the potential impact on tourism of progress in these areas and will not fail to point this out when making proposals. Meanwhile, it regards the road safety campaign to be launched in 1986 as an excellent contribution to improving traffic within the Community and making tourists more aware of the Community dimension.

17. Furthermore, in order to encourage tourism among certain categories of persons (the young, the old and the handicapped) the Commission is

considering proposals to extend the facilities enjoyed by nationals in a number of Community countries to visitors who are citizens of another Member State, possibly on presentation of an easily recognizable 'European card'.

18. An important advantage of Community over non-Community tourism is that travellers who are nationals of one of the Member States and are covered by the social security system of their country of residence are entitled to emergency medical treatment in all Community countries. Before they leave, travellers must still obtain the sickness insurance form E 111 and be aware of how to obtain treatment in the place where they are staying: the conditions for this should be as simple as possible. Considering that it is urgent to allow citizens of the Member States travelling in the Community to benefit fully from their rights in this field, the Commission will, on the one hand, intensify the information of users and, on the other hand, improve and simplify the administrative procedures relating to the provision of treatment.

19. Still with reference to the health of travellers within the Community, the Commission will be considering the possibility of introducing a health card in a number of Community languages containing information useful to doctors for tourists who belong to at-risk categories (e.g. diabetics, heart conditions), who need regular treatment (e.g. dialysis), have adverse reactions or are allergic to particular medicines or products.

20. With regard to legal aid, the 1980 Hague Convention provides that persons habitually resident in a contracting State are entitled to free legal aid for civil and commercial proceedings in the other contracting States under the same conditions as nationals of those States. The Commission will shortly be making a proposal for a Council recom-

¹ This includes:

- (i) the abolition of customs duties;
- (ii) the removal of restrictions on movement and residence for establishment and provision of services;
- (iii) the raising of duty-free allowances for travellers (350 ECU from 1 October 1985);
- (iv) the ban on the double taxation of goods bought by private citizens in another Member State;
- (v) the introduction of the European passport, which shows that its holder is a Community national.

² OJ C 47, 19.2.1985; Bull. EC 12.1984, point 2.1.9.

³ Published in the Document Series, Office for Official Publications, Luxembourg; Bull. EC 6.1985, points 1.3.1 *et seq.*

mendation calling on Member States to ratify this Convention as soon as possible.

21. Basing itself on the judgment delivered by the Court of Justice on 31 January 1984 concerning the transfer of foreign currency,¹ the Commission holds that the exchange controls considered necessary by certain Member States should not be such as to constitute an obstacle to tourism.

It will endeavour to ensure that tourists are correctly informed of the position.

22. Attention should be drawn to the advantages to tourism of greater use of the ECU — the European currency unit, which offers special guarantees of stability. This would be beneficial both for group tourism (tour operators could denominate their contracts in ECUs) and for individual tourism (ECU travellers' cheques are now available in all the Member States; there is even an ECU credit card). Hotel prices could be displayed in the national currency, in foreign currencies and in ECUs. The Commission will endeavour to promote use of the ECU wherever possible.

23. A final point concerns the separate visas required by each of the Member States for nationals of non-member countries wishing to enter their territory; these constitute an obstacle to tourism within the Community. A visa issued by the authorities of one Member State should allow entry to the other Member States as well. Furthermore, the many non-Community nationals who hold a residence permit issued by a Member State should be able to travel to other Community countries without having to apply for a new visa each time round. Simplifications of this nature, which would in no way detract from any measures necessary for security and protection against the growth of terrorism, would improve the Community's image in other countries. The Commission is planning to look into these matters and make appropriate proposals.

II. Improving the seasonal and geographical distribution of tourism

24. Concentrating holidays in a small period of the year has numerous disadvantages: congestion, increased risks (e.g. of road accidents) and higher prices for the tourist; saturation of transport infras-

tructure, accommodation and related facilities during the peak season and underutilization for the rest of the year; employment problems and imbalances in tourist industries; environmental deterioration; and inequalities in regional development. These problems severely affect all Community countries, particularly in areas which tourists visit or pass through in large numbers.

25. Special attention in this context must be paid to conservation of the environment. There must be more awareness of the fact that beaches, mountain scenery, wildlife, countryside, historic towns, monuments and sites are the basic resources on which tourism depends.

A lack of planning and insufficient concertation at government level, together with the constant pressures of mass tourism, have already led to a major deterioration in the environment which could harm the future of European tourism. Furthermore, it is noticeable that, at the present time, the tourist industry, which nevertheless makes its profit from these resources, is not necessarily involved in their conservation, when it should be very much so.

In view of this situation, the Community must integrate conservation of the environment in the planning and development of tourist activities. A better staggering of holidays is certainly one of the most appropriate ways of contributing to the maintenance of the desired balance. Also, Europe has many physical and cultural resources which, if properly marketed, could relieve the saturation of the areas most visited by tourists, while ensuring a harmonious development from both the economic and the environmental point of view. Furthermore, by virtue of the Directive on evaluation of the assessment of the effects of certain public and private projects on the environment,² which will come into force soon, certain tourist projects could be examined beforehand to ensure that they meet these needs.

26. Various obstacles, including the present system of school and industrial holidays, as well as long-established habits and attitudes, stand in the

¹ Joined Cases 286/82 and 26/83 *Luisi and Carbone v Ministero del Tesoro* [1984] ECR 377. The Court ruled that persons travelling for the purposes of tourism, business, education or health are receiving services and thus may not be subject to restrictions in relation to payments. Member States may retain controls only for the purpose of checking the nature of the transactions, i.e. to ensure that they are really currency transfers for purposes of tourism; Bull. EC 4.1981, point 2.4.21.

² OJ L 175, 5.7.1985.

way of a more logical staggering of holidays, and progress will be slow and laborious. The Commission nevertheless feels that this problem is of prime importance for the harmonious development of tourism in the Community and should be given priority, even though solutions will not be found overnight.

Aware of the problem, some Member States are already taking steps to stagger holidays, but success could be jeopardized by lack of coordination. The Commission is willing to support their efforts in close collaboration with the international organizations already involved.¹ It believes that it could play a central role in the search for solutions through coordination, studies, exchanges of information and other appropriate measures.

27. The Commission has accordingly prepared a proposal for a Council resolution on a better seasonal and geographical distribution of tourism (Annex III). This invites the Member States to measure the capacity of tourist areas and transit areas and to assess the risks and effects of saturation during certain periods of the year; it also invites them to discontinue any incentive to tourist development in areas or sites recognized as having reached a high level of saturation, to encourage administrative and decentralization measures likely to reduce the causes of overload in these areas or sites, to encourage tourist facilities in areas and sites where the risk of saturation is low, and to do more to promote alternative holidays and holidays out of season.

28. To throw more light on the situation, the Commission intends to carry out a detailed study of inter-regional passenger flows for the various modes of transport in conjunction with the Council of Europe and the relevant bodies in the Member States. This will provide information which can be used both for investment planning and for promotion activities by national, regional and local authorities and by travel and tour operators.

29. The Commission will also undertake a study of potential demand and produce an inventory of existing pleasure craft and the facilities available to them in collaboration with the relevant bodies in the Member States.

30. Studies and pilot projects could also be undertaken in an effort to find the best solutions to the saturation of certain tourist areas (particularly towns with historic centres) where the environment

and the artistic and cultural heritage are particularly at risk.

31. In an attempt to counter the problems posed by the concentration of school holidays, the Commission will consult education and tourism experts to find the most appropriate solutions and make proposals.

32. The Commission will also investigate the staggering of industrial holidays and other ways of encouraging a better seasonal distribution of tourism through information campaigns designed to change public behaviour and habits.

33. Finally, the Commission is looking closely at three types of tourism (social, rural and cultural) which serve the tastes and interests of particular categories of users and which could therefore play an important role in improving the seasonal and geographical distribution of tourism.

Social tourism

34. Social tourism, organized by associations, friendly societies, cooperatives and trade unions, was introduced in various industrialized countries of Europe in response to the acquisition of the right to paid holidays and is designed to make travel accessible to the mass of the population, in particular the least-privileged sectors of society (e.g. families, young people, the handicapped and pensioners).

In the countries where it has been introduced (particularly Belgium, Denmark, France and Italy), social tourism, with the close cooperation of local authorities, has contributed to regional development and job creation in areas previously without commercial tourism (e.g. mountain and rural areas, and hinterlands).

The concept of social tourism encompasses two forms of aid:²

(i) 'aid to buildings' (mainly in Belgium, Denmark and France), granted in various forms by public or semi-public authorities, to assist the construction of tourist facilities managed by cooperatives or other non-profit-making organizations;

¹ Particularly the Council of Europe and the World Tourism Organization.

² These aids must obviously be in conformity with Articles 92 and 93 of the EEC Treaty.

(ii) 'aid to people' (France and Greece), consisting of holiday bonuses, holiday vouchers granted on the basis of family income and situation by works committees and certain welfare institutions (pension funds) and holiday cheques paid for by workers' contributions and subsidies from employers.

In both cases such aid can serve two aims simultaneously: enabling the maximum number of Community citizens to go away on holiday and improving the seasonal and geographical distribution of tourism. But such facilities for social tourism must also be publicized among and available to the social categories concerned (large families, young people and pensioners) in all the Member States, travel assistance should apply throughout the Community and the same reductions (for travel, entrance to museums, access to leisure facilities etc.) should be available to nationals and citizens of the other Member States alike. With this aim in mind the Commission is planning to produce an inventory of accommodation and facilities for social tourism in collaboration with the national administrations and relevant bodies in the Member States, and subsequently publish a guide to social tourism in the Community as soon as possible.

Other more important ways for the Community to encourage social tourism could also be considered, including joint projects by several Member States part-financed by existing Community Funds or under the integrated Mediterranean programmes¹ (e.g. pilot projects for group accommodation to encourage exchanges within the Community) and measures to encourage exchanges of young people and vocational training for those employed in the tourist industry, particularly in social tourism.

Rural tourism

35. Rural tourism is a broad concept which covers not only farm tourism or agritourism – i.e. accommodation provided by farmers – but all tourist activities in rural areas. This type of tourism is attractive to city dwellers in search of restful country holidays and, if better known, could expand and contribute to a better seasonal and geographical distribution of tourism (since it is less dependent on the weather than is mass tourism).

The Commission plans to publicize this type of tourism as well by compiling an inventory to serve

as the basis for a guide to rural tourism, either for the Community as a whole or for the individual Member States, in consultation with the administrations and relevant bodies in the Member States.

The Commission will be presenting a proposal for the standardization of information on accommodation in rural areas similar to that on hotels (see para. 42). It is also willing to consider other ways of encouraging rural tourism with experts from the Member States, including better publicity for traditional cultural events in rural areas; the feasibility of restoring, improving and reutilizing the rural habitat for tourist purposes; a feasibility study on the introduction of standardized road signs to indicate accommodation in rural areas; and the use of posters to advertise rural tourism at agricultural and tourist fairs.

Cultural tourism

36. The improvement and development of cultural tourism, which aims to improve general knowledge of history, art and social customs, is of great interest to the Community for several reasons. Firstly, it draws tourists from non-member countries to this part of the world with its rich cultural heritage. Secondly, it brings Europeans face to face with the reality of their shared heritage.

Since it is less dependent on good weather than holiday tourism, cultural tourism can play a major role in improving the seasonal distribution of tourism, particularly if tourist areas can offer a level of cultural activity (museums, concerts, exhibitions, folklore, and so on) in the low and shoulder seasons comparable to that available in the high season.

The Commission is willing to cooperate with the relevant bodies in the Member States and with the Council of Europe to encourage joint action on specific themes and expressions of European culture, both ancient and modern.

In particular, it intends to investigate with the Member States concerned the organization – in the form of pilot projects – of joint European cultural itineraries, advantageously priced and aimed primarily at certain categories of citizen (young people,

¹ OJ L 197, 27.7.1985.

pensioners and research workers). One of the many advantages of such a scheme is that it would test public reaction to a product specifically tailored to its tastes and preferences.

The Commission is well aware of the importance of preserving, restoring and converting the urban and rural architectural heritage and intends to consult the Council of Europe, which has many years' experience in this area, before presenting detailed proposals. In its view, the European Historical Monuments and Sites Fund, which already undertakes worthwhile projects albeit on too limited a scale, must be expanded if its contribution is to be effective.

III. Better use of Community financial instruments

37. Through its various financial instruments (the European Regional Development Fund, the Social Fund, the European Agricultural Guidance and Guarantee Fund, the integrated Mediterranean programmes and the New Community Instrument) the Community already contributes in varying degrees to tourism projects submitted by the Member States.

Without wishing to give tourism more privileged treatment than other sectors, the Commission, in collaboration with the Member States, is planning to make better use of existing financial instruments to assist tourism, and particularly to improve its seasonal and geographical distribution. It must endeavour to establish and ensure an adequate coherence between the development of tourism and other regional development, and this should be achieved as much as possible within the framework of the regional development programme.

The Commission will prepare a special brochure to provide better information on the availability of Community funds to assist tourism for public and private bodies active in this area and will investigate the impact of tourism on regional development. This analysis could be used, if necessary, to spell out the specific aims to govern the ERDF's regional policy selections for the financing of projects or programmes or even a Community programme.

38. Culture represents a fundamental element of tourism. In the modern economic context it is important that 'the cultural resource' is inserted in a complete cycle of exploiting its potential to the full. This would include not only the discovery, preservation, restoration, maintenance and organized use of cultural resources but also the application of new technologies specifically adapted for the purpose and appropriate modern training for those employed in these sectors. In the framework of integrated Mediterranean programmes (IMP), the Community may finance not only the building and modernization of hotels, rural accommodation and other installations and infrastructure related to tourism development, but also promotional, publicity and touristic animation activities.

39. Through the assistance it provides for farmers to develop tourist activities alongside their main work, the EAGGF is already well placed to help improve the geographical distribution of tourism. It is now up to the Member States to make full use of the facilities available, something they do not do at present. The Commission plans to look into ways of improving the situation with the farmers' organizations which are members of COPA and Cogeca.

IV. Better information and protection for tourists

40. In a 'common market for tourism' the traveller should not only be able to obtain as much accurate information as possible on the regions in which he is interested and the accommodation on offer there before departure; he should be confident that there will be no hitches in the course of his journey and in particular that he will not be exposed to risks due to lack of information about his rights.

41. The Commission is therefore planning to produce, in close collaboration with public and private bodies in the Member States, a practical travel guide or vade-mecum providing as much useful information as possible to assist tourists travelling and staying in any Community country.

This brochure will contain a general Community section explaining certain Community provisions

and including practical details likely to be of interest to travellers (e.g. duty-free allowances, exchange restrictions, the E 111 form for sickness and accident insurance, the European passport, and the use of the ECU, quality of and necessity for the protection of the environment). It will also contain detailed information on the rights of tourists travelling by train, air or boat and the obligations of travel agencies, hotel and restaurant owners, camp-site managers and in general all those engaged in the business of tourism. The brochure will also include useful information on each Member State (such as main holidays and festivals, opening hours of museums, shops and banks, etc.). This publication, which is a logical continuation of work on a people's Europe, will be distributed by the Commission and the bodies in the Member States which contributed to its preparation.

42. With particular reference to accommodation, the Commission has prepared a proposal for a Council recommendation on standardized information on hotels (Annex IV), in consultation with the Committee of the Hotel and Restaurant Industry in the European Community (Hotrec). Because of differences in climate and customs in the Member States, a Community-wide hotel classification system of the 'stars' type is very difficult to envisage. By contrast, the proposed standardized information system (SIS) is objective, practical and easy to administer. It will help the traveller judge the value for money offered by a particular type of accommodation and could subsequently be adapted for input into a computerized reservation system.

43. The Commission proposes that all hotel guides in the Community should have an introduction explaining how to use the guide in the language of the country and in two other languages. It also suggests the main information to be included in the hotel guide, including opening period, prices, discounts and standardized symbols for various facilities.

The standardized information system will be implemented by the national tourist organizations or other responsible bodies in cooperation with the hotel associations.

44. The Commission is intending to set up a similar information system for camp- and caravan-sites, in collaboration with the European federation of camping and caravanning organizations. Before the guides to social and rural tourism

referred to earlier are produced, the Commission will also discuss standardization of the information they contain with the bodies concerned.

45. With the aim of providing protection for tourists, the Commission has sent the Council a proposal for a recommendation on fire safety in existing hotels.¹ Since some of the Member States have no specific rules in this area, adoption of the recommendation by the Council at an early date would provide a boost for tourism within the Community.

46. Another area in which the tourist requires protection is package travel. This formula, which involves the supply of several services (travel, accommodation, meals and ancillary services), frequently involves a risk factor because the traveller has paid the price in full in advance and has only limited room for manoeuvre should he discover at his destination that the information was misleading or that the terms of the contract have not been respected. A survey carried out for the Commission suggests that, depending on the country, between 25% and 35% of those who took a foreign holiday using this formula in 1982 and 1983 were dissatisfied. By contrast, only 1% to 5%, again depending on the country, pursued their claims in court. The major shortcoming of most national legislation in this area, including some detailed legislation introduced recently, is precisely the absence of an effective and inexpensive out-of-court procedure for examining claims made by package travellers. Consumers are very often reluctant to become involved in a lengthy and expensive court case and simply decide to avoid such holidays in the future.

47. To deal with this situation, the Commission will propose a draft Directive on the harmonization of legislation concerning package travel with the following aims: to ensure that all Community citizens are protected against misinformation relating to package travel: to define the responsibility of retail travels agents and tour operators *vis-à-vis* the traveller, both before and after his journey, tour or holiday; to establish a simple procedure for solving problems and, where necessary, of recording complaints at holiday places or other destinations; and to ensure equal conditions of competition in the package travel sector.

¹ OJ C 49, 21.2.1984.

V. Improving working conditions in the tourist industry

48. The main problem reported to the Commission by the industry is the heavy concentration of tourists in certain places for a very short period of the year and the underutilization of manpower and facilities during the rest of the year – yet another reason for improving the seasonal and geographical distribution of tourism.

49. There are, however, other problems: uncertainty as to the number of people actually employed and the employment situation; the introduction of new information technologies; and the need for adequate vocational training. On the first point, the seasonal nature of many jobs and the difficulty of distinguishing between services offered to travellers and those offered to residents (e.g. in the fields of transport and restaurants) mean that the number of jobs directly dependent on tourism in the Member States is difficult to determine. This situation needs to be clarified. The Commission will assist in this direction by financing a study on the hotel, restaurant and café subsectors; this will be followed by other studies.

50. On the second point, the introduction of information technology in the travel and tourism industry will enable airlines, railways, travel agencies and hotels to improve and speed up selection, reservation and confirmation. The private sector will undoubtedly install telecommunications and videocommunications systems. However, at Community level this will call for a standard vocabulary for tourism and access to the data bases for all users in the Member States. Here too the Commission is planning to finance a study.

51. The needs of those employed throughout the tourist industry for vocational training in general and language learning in particular are extensive and varied. Aid from the Social Fund, already under pressure from many other areas of economic activity, is hardly sufficient to meet all the needs of tourism. In view of the interest shown by hotel owners, the Commission will endeavour to promote cooperation not only between educational institutions concerned with tourism in the Member States but also between these institutions and the tourist industry, with a view to organizing periods of training abroad for students learning the tourist trade.

52. Finally, there are also problems specific to certain jobs, e.g. tourist guides, who seem to be experiencing particular difficulties when working across a border, since in certain Member States the profession is regulated while in others it is not. There is thus a possibility of confusion between the activities of tourist guides and those of simple couriers, which is also a consequence of the insufficient definition of their respective roles. In the opinion of the Commission, these difficulties can largely be solved by the application of Article 59 of the EEC Treaty. Nevertheless, certain problems seem to remain. The Commission is at present studying them and will present appropriate proposals to Member States as soon as possible.

VI. Increasing awareness of the problems of tourism and organizing consultation and cooperation

53. Although tourism is a widespread phenomenon and universally recognized as an important sector of economic activity, there is a shortage of reliable information at Community level, which prevents serious assessment of its present situation or development. A determined effort must be made to establish a reliable framework of reference based on harmonized and comprehensive series of statistics and on studies investigating the various aspects of tourism and its potential.

54. It is equally important to promote exchanges of views and information between representatives of the Member States, specialist bodies and the Commission so as to facilitate coordination of measures by the Member States and the development of Community policy.

Statistics

55. Since it is less easy to define and measure services and trade in the services sector than in the production sector, a special effort to adapt and develop the methodology for collecting and analysing statistical data to boost financial resources in this sector is required.

56. Existing statistics on tourism¹ are not comprehensive and are based on different definitions and collection practices, with the result that comparisons between the Member States are very difficult and Community consolidations impossible.

57. Accordingly, the Statistical Office of the European Communities, in collaboration with experts from the Member States, will shortly be undertaking the methodological studies required to assess the feasibility of a harmonized system.

The initial stages will involve:

(i) collecting and publishing standardized figures on tourist arrivals and bed-nights in various kinds of accommodation, including those offered by social and rural tourism;

(ii) looking into the feasibility of compiling an adjunct to the balance-of-payments statistics and the national accounts which would expand on the information already available in the main system and throw more light on tourism by placing it in a wider context; this could include the preparation of a 'tourism price index'.

58. The Commission will therefore present a proposal for a Directive on the standardization of statistics on tourism in the Community as soon as possible.

59. The main problems as regards employment are the lack of a nomenclature of activities, the difficulties involved in separating out employees from family workers, and the effect of seasonal employment. The Commission is well aware of these problems and will do all it can to make progress on this front, in collaboration with the Member States.

Surveys

60. Surveys are carried out in all the Member States on the holiday habits of residents and sometimes of visitors too with the aim of obtaining information on the numbers, profile, expenditure and behaviour of holidaymakers. However, the frequency of the surveys, the methods and the questions asked are far from identical. The results are not always comparable and are usually not available outside the country researched.

61. During the first half of 1986 the Commission plans to encourage the harmonization of surveys by

using its normal tool for measuring public opinion, the Eurobarometer, to carry out a survey on European holiday preferences. The questionnaire will be compiled with the assistance of national tourist organizations and can thus become a model for future comparable surveys carried out at national level.

The Commission will then collect and publish the results of these surveys, making them available in all the Member States to all interested parties.

Consultation and coordination

62. The complexity of the tourism sector and its interaction with many other areas of economic activity mean that consultation and coordination between the Member States and the Commission is essential; this was emphasised by the Council in its resolution of 10 April 1984.²

The proposal for a Council Decision (Annex V) is intended to establish a flexible procedure with this in mind.

63. In order to cover all the problems involved in as much detail as possible, the Commission will consult with representatives of all the sectors concerned (including rural and social tourism, the hotel industry and tourist guides) as well as with the national tourist offices.

Conclusions

The Council is requested to take note of this communication and to approve the guidelines and measures proposed in it.

Some of these measures fall within the Community's jurisdiction, others will have to be implemented by the Member States and their regions, and yet others will be for the tourist industry itself.

In particular, the Council is requested to adopt:

(i) the resolution on a better seasonal and geographical distribution of tourism;

¹ Statistical series produced by the OECD, the WTO and the Statistics Office of the European Communities.

² OJ C 115, 30.4.1984.

(ii) the recommendation on standardized information on existing hotels;

(iii) the Decision establishing a consultation and coordination procedure in the field of tourism; and

(iv) the Directive on the harmonization of legislation on package travel which will be presented without delay.

The Council should also adopt as soon as possible the following proposals already presented by the Commission:

(i) the Directive on the easing of controls and formalities applicable to nationals of the Member States when crossing intra-Community borders; and

(ii) the recommendation on fire safety in existing hotels.

Annexes

ANNEX I

Table 1

Revenue from and expenditure on international tourism by the Member States

(million (current) ECU)

		1970	1975	1980	1984
FR of Germany	R	1 297	2 387	4 501	6 970
	E	2 734	7 201	14 500	17 692
Belgium/ Luxembourg	R	340	698	1 305	2 115
	E	481	1 137	2 355	2 484
Denmark	R	307	601	961	1 639
	E	267	521	1 121	1 559
Greece	R	194	505	1 243	1 678
	E	55	125	222	431
France	R	1 289	2 714	5 928	9 644
	E	1 084	2 481	4 325	5 413
Ireland	R	174	210	417	609
	E	94	168	419	522
Italy	R	1 603	2 646	6 406	10 931
	E	710	745	1 371	2 669
Netherlands	R	419	894	1 197	1 948
	E	592	1 343	3 359	3 834
United Kingdom	R	1 014	2 167	4 959	7 046
	E	897	1 632	4 589	7 807
Spain	R	1 681	2 808	4 992	9 868
	E	138	310	883	1 067
Portugal	R	151	290	823	1 211
	E	134	208	209	284
Total	R	8 470	15 920	32 733	53 659
	E	7 187	15 872	33 353	43 762

Source: Eurostat.

R = revenue.

E = expenditure.

ANNEX II

Table 2
Share of tourism in the balances of payments

(% of current balance totals broadly defined)¹

		1970	1975	1980	1984
Germany	C	4.2	2.7	2.7	2.6
	D	10.6	9.0	8.5	7.2
Belgium/ Luxembourg	C	1.0	2.5	2.0	2.1
	D	3.8	4.1	3.4	2.5
Denmark	C	6.9	6.1	5.5	5.8
	D	5.4	5.1	5.9	5.1
Greece	C	17.6	17.2	20.6	18.0
	D	3.0	2.9	2.6	3.1
France	C	5.4	4.1	4.2	4.6
	D	4.7	4.0	3.1	2.6
Ireland	C	11.6	6.6	5.6	4.3
	D	4.8	4.7	4.2	3.2
Italy	C	8.7	7.2	8.5	8.7
	D	4.0	2.0	1.6	2.0
Netherlands	C	2.8	2.5	1.7	1.8
	D	3.9	3.9	4.8	3.9
United Kingdom	C	3.3	4.0	4.1	3.9
	D	3.2	2.9	4.2	4.4
Spain	C	34.3	25.1	20.5	20.8
	D	2.5	2.1	3.0	2.1
Portugal	C	8.9	12.0	16.7	13.3
	D	5.6	5.4	2.7	2.3
Total	C	5.6	4.7	4.7	4.9
	D	5.1	4.8	4.6	4.1

Source : Eurostat.

C = Credit.

D = Debit.

¹) The current balance broadly defined includes all goods, services and income traded during a given period.

ANNEX III

Proposal for a Council resolution on a better seasonal and geographical distribution of tourism

The Council of the European Communities,

Having regard to the Treaty establishing the European Economic Community,

Having regard to the proposal from the Commission,

Having regard to the opinion of the European Parliament,

Having regard to the opinion of the Economic and Social Committee,

Whereas the Council resolution of 10 April 1984 on a Community policy on tourism¹ invites the Commission to present proposals, notably with a view to facilitating tourism within the Community;

Whereas tourism deserves special attention from the Member States and Community institutions because of its role in the economies of the Member States and its effect in terms of bringing together the peoples of Europe;

Whereas tourism depends to a large extent on using the resources of the natural and cultural environment of a country to attract visitors; whereas these essential resources may deteriorate or even be destroyed if they are over-sized;

Whereas, in order to avoid or resolve saturation problems in tourist areas and transit areas, there is a need to measure capacity, to assess the risks of saturation and to take appropriate measures with regard in particular to the quality of the environment;

Whereas the seasonal nature of tourist activities causes considerable inconvenience to the indige-

nous population and to visitors during short periods and underutilization of tourist facilities throughout the rest of the year;

Whereas the most effective means of resolving the problems relating to the overloading of tourist areas and transit areas is a better seasonal and geographical distribution of tourist activities,

Is determined to do all in its power to achieve a better seasonal and geographical distribution of tourist activities within the Community;

Invites the Member States to measure the capacity of tourist areas and transit areas and to assess the risks and effects of saturation during certain periods of the year, in particular by means of impact studies;

Invites the Member States to discontinue any incentive to tourist development in areas or sites recognized as having reached a high level of saturation, to prohibit or discourage further construction in these areas or sites, to encourage administrative and decentralization measures reducing the causes of overload in these areas or sites, and to encourage tourist facilities in areas and sites where the risk of saturation is low;

Invites the national tourist boards and other competent authorities in the Member States:

(i) to do less to promote saturated tourist areas and do more to promote areas with surplus capacity; and

(ii) to do more to promote alternative types of holidays, and holidays out of season, with respect to environmental needs;

Invites the Member States to collaborate with one another and with the Commission to coordinate efforts to achieve a better seasonal and geographical distribution of tourism.

¹ OJ C 115, 30.4.1984.

ANNEX IV

Proposal for a Council recommendation on standardized information on existing hotels

The Council of the European Communities,

Having regard to the Treaty establishing the European Economic Community,

Having regard to the proposal from the Commission,

Having regard to the opinion of the European Parliament,

Having regard to the opinion of the Economic and Social Committee,

Whereas the Council resolution of 10 April 1984 on a Community policy on tourism¹ invites the Commission to present proposals, notably with a view to facilitating tourism within the Community;

Whereas most Member States have a grading system for hotels to describe their standard and the facilities available; whereas in addition to the national grading systems there are also commercial systems operated by private bodies; whereas the existing national and commercial grading systems differ considerably;

Whereas because of differing criteria and assessment a hotel grading system at Community level would be difficult to construct and administer;

Whereas to overcome language differences and to take account of other local practices it would be useful for travellers in all Member States to have standardized information on hotel accommodation using symbols to convey the facilities available;

Whereas the national tourist organizations responsible for the implementation of tourism policy in the Member States should also be responsible for the implementation of a standardized information system for hotels;

Whereas it would be useful for the standardized information to be incorporated in national hotel guides and displayed at hotel entrances;

Whereas in order to facilitate understanding by travellers of the cost of accommodation and to

allow international comparisons it is important for prices to be quoted both in local currency and in a standard monetary unit; whereas the ECU can constitute this standard;

Whereas the standardized information system should be incorporated in all national and regional guides within a reasonable time span,

Hereby recommends that the Member States:

1. Entrust national tourist organizations or other responsible bodies, in collaboration with hoteliers' associations, with responsibility for implementing the proposed standardized information system for hotels. This responsibility implies collecting, checking and publishing information on hotels in accordance with this recommendation. A hotel for the purposes of this recommendation means any establishment that is commercially operated under the name of hotel, boarding house, inn, tavern, motel or other equivalent designation, and offers accommodation to at least ten temporary paying guests.

2. Ensure that this standardized information is published annually in readily available official hotel guides.

Appropriate information shall also be made available at hotel entrances.

3. Ensure that the official hotel guide contains:

(i) an introduction explaining how to use the guide, with particular emphasis on the symbols used; this introduction should indicate when the high-, shoulder- and low-season prices apply on a national and/or regional basis, and all useful information in the language of the country and at least two other languages;

(ii) lists of hotels giving:

their name, address, telephone and telex numbers; number of rooms, total and with bath/shower; opening period; price for a double room in the high season, inclusive of all charges, VAT and any other taxes; discounts for children; distance from airport, railway station and air terminal;

¹ OJ C 115, 30.4.1984.

credit cards accepted;
information on languages spoken;
standardized symbols for various facilities, as
shown in the Annex.

4. Ensure that prices and discounts:

(i) are shown in the official hotel guide and displayed at the hotel entrance and in each bedroom in national currency;

(ii) are shown in the official hotel guide in local currency and in ECU; the value of the ECU shall be that on the date the guide went to press; where possible the daily value of the ECU shall be shown on the hotel's list of exchange rates.

5. Ensure that complaints about inaccuracies in the guide are referred to the national tourist organizations or other responsible bodies at the address given in the introduction to the hotel guide and displayed as specified at point 4.

6. Make every effort to adopt and bring into force the appropriate national measures to ensure introduction of a standardized information system in existing hotels within two years of the adoption of this recommendation.

7. Send to the Commission each year the official hotel guide(s) published in accordance with this recommendation.

Standardized symbols for hotel facilities



Building of historic or architectural interest



Facilities for children



Establishment in a green setting



Dogs allowed



Private car park



Restaurant service



Indoor swimming pool



Breakfast service only



Outdoor swimming pool



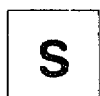
Alcoholic beverages available



Tennis at the hotel or nearby



Hairdressing salon



Sauna



Cleaning and/or laundry service



Night porter



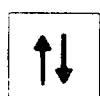
Room service available



Telex facilities available for clients



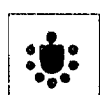
Air-conditioned bedrooms



Lift



Central heating in bedrooms



Meeting room available



Telephones in bedrooms



Resident's lounge with TV



Radio in bedrooms



Some facilities for disabled



TV in bedrooms

Proposal for a Council decision establishing a consultation and coordination procedure in the field of tourism

The Council of the European Communities,

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

Having regard to the proposal from the Commission,

Having regard to the opinion of the European Parliament,

Having regard to the opinion of the Economic and Social Committee,

Whereas the Council resolution of 10 April 1984 on a Community policy on tourism¹ emphasizes the need for consultation between the Member States and the Commission on matters relating to tourism;

Whereas consultation and coordination are useful means of facilitating cooperation between the Member States and the Commission with a view to achieving the objectives of the Treaty;

Whereas each Member State should give the other Member States and the Commission the benefit of its experience in the field of tourism;

Whereas, with a view to consultation in the field of tourism, exchanges of information between the Member States and the Commission should be ensured;

Whereas, where appropriate, the coordination of measures by the Member States in pursuit of common objectives should be facilitated;

Whereas this procedure is without prejudice to the application of the specific provisions of the Treaty and the exercise of such powers as the implementation of these provisions may entail;

Whereas the Treaty has not provided specific powers for this purpose,

has decided as follows:

Article 1

At the request of a Member State or of the Commission, the Member States and the Commission shall consult one another under the conditions laid down by this Decision on any measure proposed by a Member State in the field of tourism which may affect several Member States.

Article 2

The main objectives of the consultations provided for in Article 1 shall be:

(a) to establish jointly whether the matters concerned raise problems of common interest; and

(b) depending on the nature of these problems:

(i) to examine the implications of the provisions proposed by the Member States and to arrive at a position with regard to them,

(ii) to facilitate, where appropriate, the coordination of action by the Member States in pursuit of common objectives.

Article 3

With a view to the consultations referred to in Article 1, Member States shall notify the Commission, at the preparation stage, of measures proposed by them. The Commission shall inform the other Member States thereof.

Article 4

The information and consultations provided for by this Decision shall be covered by the obligation of professional secrecy.

Article 5

On expiry of a period of three years from the date of adoption of this Decision, the Council shall re-examine the consultation and coordination procedure with a view to amending it, if necessary, in the light of the experience gained.

¹ OJ C 115, 30.4.1984.

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In its resolution of 10 April 1984 on a Community policy on tourism, the Council called on the Commission to present proposals with a view to facilitating tourism within the Community. In June 1984 and March 1985 the European Councils discussed a people's Europe and invited 'the Community institutions and the competent authorities to give special attention to tourism, which is of particular importance to the people of the Community'. In response to this request the Commission sent the Council the communication contained in this supplement.