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REPORT

drawn up on behalf of the Committee on Youth,
Culture, Education, Information and Sport

on Community action in the field of tourism

Proposals from the Commission of the European
Communities to the Council for

- a resolution on a better seasonal and
geographical distribution of tourism
- a recommendation on standardized
information on existing hotels
- a decision establishing a consultation and
coordination procedure in the field of
tourism

(COM(86) 32 final - C 2-193/85)

Rapporteur: Mr E. McMILLAN-SCOTT

PE 104.124/fin.
Or. De.

By letter of 24 February 1986, the President of the Council of the European Communities requested the European Parliament to deliver an opinion on the proposal for a Council decision establishing a consultation and coordination procedure in the field of tourism which constituted part of the communication from the Commission to the Council of 5 February 1986.

On 10 March 1986, the European Parliament referred this proposal to the Committee on Youth, Culture, Education, Information and Sport as the committee responsible and to the following committees for their opinions: Committee on Budgets, Committee on Economic and Monetary Affairs and Industrial Policy, Committee on Social Affairs and Employment, Committee on Regional Policy and Regional Planning and Committee on Transport and, on 9 June 1986, to the Committee on the Environment, Public Health and Consumer Protection.

The Committee on Youth, Culture, Education, Information and Sport decided to incorporate in the report the following motions for resolutions referred to it pursuant to Rule 47 of the Rules of Procedure:

- on 20 November 1984, the motion for a resolution by Mr VANDEMEULEBROUCKE and Mr KUIJPERS on a Community policy on tourism (Doc. 2-601/84), referred to it and to the Committee on Budgets for its opinion on 9 October 1984;
- on 26 March 1985, the motion for a resolution by Mrs DURY and others on staggering annual holidays (Doc. 2-1462/84), referred to it and to the Committee on Economic and Monetary Affairs and Industrial Policy and the Committee on Social Affairs and Employment for their opinions on 11 February 1985,
- on 20 September 1985, the motion for a resolution by Mr COSTANZO and others on an EEC policy on tourism (Doc. B 2-206/85), referred to it on 8 May 1985,
- on 31 October 1986, the motion for a resolution by Mr ANTONIOZZI and others on Community action in the field of tourism (Doc. B 2-215/86), referred to it and to the Committee on Legal Affairs and Citizens' Rights, the Committee on Social Affairs and Employment and the Committee on Regional Policy and Regional Planning for their opinions on 9 June 1986,
- on 31 October 1986, the motion for a resolution by Mr RAFTERY on the serious situation facing the Community tourist industry (Doc. B 2-303/86), referred to it on 9 June 1986;
- on 31 October 1986, the motion for a resolution by Mr PARODI and Mr ANTONIOZZI on the setting up of institutes for the development of tourism in Europe (Doc. B 2-464/86), referred to it and to the Committee on Budgets for its opinion on 7 July 1986;
- on 31 October 1986, the motion for a resolution by Mr ALVAREZ DE EULATE PENARANDA and others on recognition of the road to Santiago de Compostela as a Community route of historical and cultural interest (Doc. B 2-665/86), referred to it and to the Committee on Budgets for its opinion on 8 September 1986;
- on 31 October 1986, the motion for a resolution by Mr CANTARERO DEL CASTILLO on a senior citizens' winter tours scheme in tourist areas in the Mediterranean regions of the Community (Doc. B 2-671/86), referred to it and to the Committee on Budgets and the Committee on Social Affairs and Employment for their opinions on 8 September 1986.

The committee also decided to incorporate in its report the following motions for resolutions on which it had been asked for its opinion:

- Doc. B 2-1393/85 by Mrs BRAUN-MOSER on the discrepant conditions for opening travel agencies in the individual Member States of the European Community,
- Doc. B 2-81/86 by Mrs BRAUN-MOSER on the 'departure tax' levied by Greece,
- Doc. B 2-97/86 by Mrs BRAUN-MOSER on protection of the countryside against uncontrolled camping.

At its meeting of 28 January, 1986, the committee heard a statement by Mr RIPA di MEANA, Member of the Commission, on the Commission's policy in the field of tourism.

At its meeting of 28 February 1986, the committee appointed Mr McMILLAN-SCOTT rapporteur.

The committee considered the Commission proposal and the draft report at its meetings of 20 March, 28 April, 30 October and 26 November 1986. At the last meeting, the committee decided initially to deliver an opinion solely on the three proposals set out in the Commission's communication and to express its views on more wide-ranging Community action in the field of tourism later - possibly after the holding of a public hearing.

At the same meeting, the committee decided unanimously with one abstention to recommend to Parliament that it approve the Commission's proposal subject to the following amendments.

The committee then adopted the motion for a resolution as a whole unanimously with one abstention.

The following took part in the vote: Mrs EWING, chairman, Mr SELVA, vice-chairman; Mr McMILLAN-SCOTT, rapporteur; Mr BØGH, Miss BROOKES, Mr COIMBRA MARTINS (deputizing for Mr RAMIREZ HEREDIA), Mrs D'ANCONA (deputizing for Mr GALLO), Mr ELLIOTT, Mrs FONTAINE (deputizing for Mr POMILIO), Mr HAHN, Mr KUIJPERS (deputizing for Mr KLÜCKNER), Mrs LEMASS (deputizing for Mr BAUDOIN), Mr McMAHON, Mr MUNCH, Mrs PEUS, Mrs SEIBEL-EMMERLING and Mr VANLERENBERGHE.

The opinions of the committees asked for their opinions are attached. The Committee on Legal Affairs and Citizens' Rights has decided not to deliver an opinion.

The report was tabled on 27 November 1986.

The deadline for tabling amendments to this report will be indicated in the draft agenda for the part-session at which it will be debated.

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Draft amendments to the proposal for a decision

The Committee on Youth, Culture, Education, Information and Sport hereby submits to the European Parliament the following amendments to the Commission's proposal and motion for a resolution together with explanatory statement:

Proposal from the Commission for a Council decision
establishing a consultation and coordination procedure
in the field of tourism
(COM(86) 32 final)

Text proposed by the Commission
of the European Communities

Amendments tabled by the Committee
on Youth, Culture, Education,
Information and Sport

Preamble and all recitals unchanged

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

Amendment No. 1

Amend to read as follows:

At the request of a Member State or of the Commission, the Member States and the Commission shall - under the conditions laid down by this Decision -

- a) consult one another on any measure proposed by a Member State in the field of Tourism which may affect several Member States and
- b) coordinate measures to be taken in pursuit of common objectives

Amendment No. 2

Amend to read as follows:

The main objectives of the consultations and the coordination 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:

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

- 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.

b) depending on the nature of these problems:

- to examine the implications of the provisions proposed by the Member States and to arrive at a position with regard to them and, in particular, to carry out a joint environmental impact assessment in each case,

- to facilitate, where appropriate, the cooperation between Member States in pursuit of common objectives.

Amendment No. 3

Amend to read as follows:

With a view to the consultations and the coordination 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.

An advisory Tourism Committee shall be set up to assist the Commission and shall comprise representatives of the Member States and experts of the interest groups concerned such as the tourism industry, consumer associations, nature conservation and environmental protection organizations and trade unions and shall be chaired by the Commission.

Articles 4 and 5 unchanged

A

MOTION FOR A RESOLUTION

Losing the procedure for consultation of the European Parliament on the proposal from the Commission of the European Communities to the Council for a decision establishing a consultation and coordination procedure in the field of tourism

The European Parliament,

- A. having regard to the proposal from the Commission to the Council¹,
- B. having been consulted by the Council pursuant to Article 235 of the Treaty establishing the EEC (Doc. C2-193/85),
- C. having regard to its resolution of 16 December 1983 on Community policy on tourism², based on the Commission Communication setting out initial guidelines for a Community policy on tourism³
- D. having regard to the Council resolution on a Community policy on tourism⁴,
- E. having regard to the final report of the ad hoc (ADONNINO) Committee on a "People's Europe" submitted to the Milan European Council in June 1985 and adopted by the latter⁵ as well as its resolution of 13 November 1985 on a "People's Europe"⁶
- F. having regard to the provisions of the Single European Act, in particular Article⁷ 13 concerning free movement of goods, persons, services and capital⁸, as well as to the White Paper of the Commission on the Internal Market,
- G. having regard to the Council's Resolution of 19 May 1981 on a second EC Community programme for a consumer protection and information policy, in particular points 34 and 36(b),

¹OJ C 114, 14 May 1986, p. 12

²OJ C 10, 16 January 1984, p. 281

³OJ C 115, 30 April 1984, p. 2

⁴OJ C 115, 30 April 1984, p. 1

⁵SN/2536/3185 and Bulletin of the EC, Supplement 7/85

⁶OJ C 345, 31 December 1985, p. 27

⁷Bulletin of the EC, supplement 2/86

⁸COM(85) 310 final

⁹OJ C 133, 3 June 1981, p. 1

- H. having regard to the results of the survey "Europeans' Holidays", carried out on behalf of the Commission of the European Communities in March/April 1986 in the twelve Member States of the European Community¹⁰
- I. having regard to its resolution of 16 January 1986 on fire safety in existing hotels¹¹
- J. acknowledging the extensive and valuable work of the Council of Europe on European cooperation in the field of tourism¹², of the European Travel Commission, of OECD, of the World Tourism Organization and of all other organizations active at every level of the tourism industry,
- K. having regard to the motions for a resolution on Doc.
- a Community policy on tourism : B2- 601/84
 - staggering annual holidays : B2-1462/84
 - an EC policy on tourism : B2- 206/85
 - the discrepant conditions for opening travel agencies in the individual Member States of the EC : B2-1393/85
 - the 'departure tax' levied in Greece : B2- 81/86
 - protection of the countryside against uncontrolled camping : B2- 97/86
 - Community action in the field of tourism: : B2- 215/86
 - the serious situation facing the Community tourist industry : B2- 303/86
 - the setting-up of institutions for the development of tourism in Europe : B2- 464/86
 - recognition of the road to Santiago de Compostela as a Community route of historical and cultural interest : B2- 665/86
 - a senior citizens' winter tours scheme in tourist areas in the Mediterranean regions of the Community : B2- 671/86
- L. having regard to the opinion of the Economic and Social Committee on Community action in the field of Tourism¹³
- M. having regard to the report of the Committee on Youth, Culture, Education, Information and Sport, and the opinions of the Committee on Economic and Monetary Affairs and Industrial Policy, the Committee on Social Affairs and Employment, the Committee on Regional Policy and Regional Planning, the Committee on Transport, the Committee on the Environment, Public Health and Consumer Protection and the Committee on Budgets (Doc. A 2-172/86),

¹⁰ Commission's Tourism Service DG VII/B/3, 3 June 1986

¹¹ OJ C 36, 17 February 1986, p. 124

¹² Recommendation 800 (1977) and Resolution 658 (1977)

¹³ CES 735/86 Ipf

General

1. Acknowledges with satisfaction that the Commission finally takes tourism seriously and recognizes its importance in the Community context but regrets that no formal meeting of Ministers responsible for tourism has yet been convened;
2. Welcomes the Communication from the Commission on "Community Action in the field of Tourism" as a follow-up to its earlier "Guidelines for a Community Policy on Tourism" (1982);
3. Supports the Commission in its general endeavour to establish tourism more firmly as an area of Community policy;
4. Points out that the Commission refers to the need for more work, studies and investment in this field;
5. Acknowledges that the tourism industries in the Member States are now starting to collaborate with the Commission, in particular through the European Travel Commission (ETC) and the EC Working Group of the national tourism organizations;
6. Approves the positive views the Economic and Social Committee took in its opinion while sharing its reservations;
7. Regrets that the Commission did not submit a precise programme indicating deadline dates for action, as it did in its recently proposed "Completing the Internal Market" and is also unhappy with the inadequate human resources devoted to tourism by the Commission;
8. Regrets that the financial implications of a Community policy on tourism are so inadequately spelled out in the Commission's document;
9. Concentrates in this resolution on the Commission's three formal proposals and will comment on the more general ideas contained in the Commission's earlier explanatory memorandum in a fuller report at a later stage;
10. Notes the views of the other committees which have expressed opinions on the three Commission proposals;
11. Approves the three proposals attached to the Commission's Communication as initial proposals for concrete action in the field of tourism and considers them to be modest first steps towards a Community policy on tourism;

Council resolution on a better seasonal and geographical distribution of tourism

12. Approves the Commission's proposal for a resolution promoting a better seasonal and geographical distribution of tourism;
13. Agrees that the present distribution of tourists, in both seasonal and geographical terms, leads to considerable strain on the personnel and the infrastructure of certain regions at certain times of the year;

14. Supports the idea of encouraging tourists to visit those areas which at present receive few tourists and considers that this can best be done through the provision of better information on the attractions of such regions, whether rural, industrial or island.
15. Believes that the development of off-season tourism would be greatly enhanced by encouraging alternative forms and new formulas of tourism (such as "activity holidays"; social, rural and cultural tourism) and if administrations, trade, industry and the service sectors were actively to promote the staggering of holidays;
16. Points out the danger that if travel to certain centres were discouraged it could result in an overall reduction rather than an improved distribution of visitors;
17. Points out also, however, that all initiatives in the field of tourism should be looked at in terms of their impact on the environment which must be a decisive factor in assessing projects;

Council recommendation on standardized information on existing hotels

18. Approves the Commission's proposal for a recommendation on standardized information on existing hotels, especially in the tourists' interest;
19. Considers that uniformity of information about hotel facilities, although its lack is not an obstacle to tourism, would be desirable from the point of view of both consumer and booking agents;
20. Considers that a price display in ECUs, although its meaning to the public at present may be questionable, could nevertheless lead to more stable pricing across the Community;
21. Requests further investigation of the possibility of developing a grading system at Community level and reiterates its request for a directive on the safety standards of hotels;

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

22. Considers that this proposal as it stands needs no major amendments since it is so general in nature;
23. Proposes however that in this Council decision :
 - a) the same stress should be laid on coordination as is laid on consultation as a means of facilitating cooperation between member States and the Commission in pursuit of common objectives,
 - b) an advisory Tourism Committee should be established to assist the Commission; the Committee should comprise representatives of the Member States and experts from interest groups affected by tourism, and should be chaired by the Commission.
24. Instructs its President to forward to the Council and Commission, as Parliament's opinion, the Commission's proposal as voted by Parliament and the corresponding resolution.

EXPLANATORY STATEMENTI. INTRODUCTION

This report is a response to Community Action in the field of Tourism (COM(86) 32 final), a Commission communication to the Council. The Communication discusses six principal topics:

- (i) assisting tourism within the Community,
- (ii) improving the seasonal and geographical distribution of tourism,
- (iii) better use of Community financial instruments,
- (iv) better information and protection for tourists,
- (v) improving working conditions in the tourist industry,
- (vi) improving awareness of the problems of tourism and organising consultation and cooperation.

In addition, three legislative proposals are made:

- A. a RESOLUTION on better seasonal and geographical distribution
- B. a RECOMMENDATION on standardized information on existing hotels
- C. a DECISION establishing a consultation and coordination procedure in the field of tourism

It is not intended to duplicate the report on a Community Policy on Tourism (Viehoff 1983) or repeat the discussions in Initial Guidelines for a Community Policy on Tourism (COM(82) 385 final). The stage has now been reached at which the European Parliament expects a series of decisive and positive steps to develop a genuine tourism policy.

In her excellent report on a Community Policy for Tourism, the resolution of which was adopted by the European Parliament on 16 December 1983, Mrs Viehoff made a number of recommendations. A large number of these have been followed by the Commission, including:

- extension of tourism initiatives,
the framing of a policy on tourism,
creating a department for tourism (Indent 4)
- cooperation with the associated States (Indent 7)
- moves to improve the staggering of the tourist season (Indent 8)

- moves to approximate VAT rates in the interests of tourism (Indent 9)
- moves to establish a code of conduct for tour managers and guides (Indent 10)
- continuation of budget lines for heritage conservation (Indent 11)
- simplifying border formalities (Indents 12, 14 and 15)
- the provision of a special budget line for tourism (Indent 17)
- greater flexibility and use of structural funds for tourism (Indent 20)
- the provision of specialised funds for tourism within the IMP programmes (Indent 21)
- assisting the introduction of a European passport (Indent 22)
- working towards the reduction of air fares (Indent 23)
- making provision for increased youth exchanges (Indent 24)
- undertaking studies to offset tourism stress and saturation (Indent 27)
- introducing proposals for improved consumer information on hotels (Indent 29)
- introducing proposals for improved safety in hotels (Indent 30)
- introducing measures to reduce pollution of bathing beaches (Indent 31)

It should be noted that the Commission has also undertaken an important public opinion survey of 12,000 Europeans, covering many aspects of tourism and attitudes towards leisure.

It is evident, therefore, that the Viehoff report of 1983 has given rise to a series of positive actions, although much remains to be done to fulfil the European Parliament's objectives;

Your rapporteur accordingly recommends that the three legislative proposals made by the Commission should now be adopted without delay. This is necessary because the Decision establishing a consultation and coordination procedure, in particular, provides the administrative and legal framework without which Parliament's aspirations cannot be met.

If adopted by Parliament, the accompanying draft resolution can establish the legal base and guide the Commission and Council in their activities.

However, as may be observed from the following comments as well as those of the Economic and Social Committee, the Commission proposals fall far short of what is desired and needed. It can be fairly said however that the last year has seen a substantial shift in opinion within the industry towards greater Community involvement.

In the development of a wholly new policy, the Community must make relatively slow progress. But tourism is essentially an international activity and one which benefits, both from the consumer's and operator's standpoint, from better coordination. Tourism is also developing strongly within the EC: at present, eighty-percent of tourism is "internal" - EC citizens visiting each others' countries.

It would be superfluous to list here all the actions relating also to tourism which the European Council has supported by adopting in 1985 the final report of the ad hoc (ADONNINO) Committee on a People's Europe, but among them are:

- a Community Driving Licence
- consular cooperation in third countries
- improved access to museums, e.g. for young people
- better foreign language-teaching
- educational visits/exchanges/work camps for young people
- exchanges of sports teams
- improved medical facilities across national boundaries
- promotion of "twinning" arrangements
- reducing formalities at national frontiers
- staggering of holidays.

Opinions from other committees of Parliament have stressed the general nature of the Commission's paper and criticised its vague intentions. For good order, your rapporteur has prepared a summary of the various actions proposed.

The Commission will:

- 1) consider proposals to extend the holiday facilities enjoyed by the young, the old and handicapped throughout the Member States,
- 2) endeavour to inform EC citizens of their holiday health insurance rights under Form E111 and improve administrative procedures,
- 3) make a proposal calling on Member States to ratify the 1980 Hague Convention providing free legal aid in other countries,
- 4) make tourists aware of exchange control provisions,
- 5) promote the use of ECU,
- 6) make proposals for visas issued by one Member State to be valid in all,
- 7) collaborate on the staggering of school and industrial holidays,

- 8) carry out a detailed study of inter-regional passenger flows to identify bottlenecks,
- 9) study the demand and availability of water pleasure craft,
- 10) study the saturation of tourist areas,
- 11) produce an inventory of accommodation and facilities for social (i.e. low-cost) tourism and for rural tourism,
- 12) present proposals for standardised information on rural accommodation,
- 13) establish pilot projects of transnational cultural itineraries,
- 14) plan to make better use of existing financial instruments to assist tourism,
- 15) prepare a special brochure on the availability of EC funds to assist tourism
- 16) investigate the impact of tourism on regional development,
- 17) investigate ways of improving regional distribution of tourism with farming organisations,
- 18) produce a practical EC Traveller's Guide,
- 19) set up an information system for EC camp and caravan sites,
- 20) propose a directive on package travel,
- 21) finance a study on working conditions in the hotel and catering industry,
- 22) finance a study of new technology applications in the tourist industry,
- 23) promote exchange training schemes in the tourism sector,
- 24) present proposals on the rights and duties of travel guides and couriers,
- 25) examine the feasibility of harmonised tourism statistics for the EC countries and prepare a Directive,
- 26) commission a public opinion survey on holidays within the EC,
- 27) consult all interested parties to improve policy coordination.

The above represents a formidable programme, but the wide range of proposed actions, if undertaken, would involve considerable staff and time and require both more detailed analysis and consultation with all interested parties.

ECONOMIC AND SOCIAL COMMITTEE

The opinion of the Economic and Social Committee (ECOSOC) was delivered on 17 September 1986 and finds broadly in favour of the proposals, while expressing the same general reservation as your rapporteur and Parliament's committees on the document as a whole :

"The Committee consequently feels that the Commission's new document is more a restatement of the problems than an action programme. In addition, the con-

clusions set out at the end of the document only partly reflect the arguments put forward in the text; and there is too much emphasis on the need for further research and not enough on specific actions" (para. 1.4).

ECOSOC proposes the establishment of a Committee on Tourism, comprising people working in this sector, which would provide a link between the EC bodies and the tourist sector (para. 1.8.1).

ECOSOC "would have liked to see a precise programme with deadline dates for action along the lines of that recently proposed by the Commission on "Completing the Internal Market" or on "The Consumer Impetus" (para. 1.4.1) and "considers that such an approach would help to establish tourism more firmly as a separate Community policy. After all, as pointed out by the Committee already in its 1983 report, it is estimated that by the year 2000, if not before, tourism will become the principal economic activity in the EC" (para. 1.5).

COUNCIL/GOVERNMENTAL ACTIONS

Despite the growing clamour for a high-level European reaction to the fall-off in international tourism during 1986, and the impact of terrorism and other negative factors, it is a matter of regret that neither the Netherlands Presidency (until July 1986) nor the British saw fit to call an informal Council meeting of tourism ministers to coordinate a joint response. Instead, very large sums of money have been spent during the year, particularly in the USA, by national airlines and governmental agencies, each seeking to stress the differences between the host countries and thereby confusing the overall marketing message. The campaigns were not, generally, cost effective. The American public and media, for example, tend to treat "Europe" as an entity. However, there has been growing - and constructive - collaboration between the Community's national tourism organisations under the aegis of the European Travel Commission and, in particular, through the EC Tourism Working Group (see "Cooperation with Industry" below).

Nevertheless, it is understood that Council tourism working groups have made progress and are now in a position to adopt the Commission's three specific proposals. This indicates greater commitment to tourism which should be developed.

A New Dimension

The impact of terrorism on tourism cannot be understated. During 1986, it is estimated that between 2 and 3 billion US dollars have been lost to the twelve Member States as a result of the absence of international travellers. Most marked has been the boycott of Europe by US citizens. Initial statistics of the national tourism organisations show that, during the year, US traffic overall was down by 20-30%; Canadian traffic was down by about 10%; Japanese traffic was constant and intra-Community traffic was slightly increased. Thus, the statement "The de facto economic sanction imposed by the American traveller is having an enormous impact in Europe" contained in a staff report to the US House of Representatives Committee on Foreign Affairs (8 August 1986) needs no elaboration. The Committee report also refers to President Reagan's apparent discouragement of travel to Europe, during January 1986.

The European travel industry will recall that an earlier President, Lyndon Johnson, also made an appeal to "stay at home", at that time because of a mounting deficit, to reduce the outflow of dollars to Europe. A declining dollar, the Chernobyl accident and perceived anti-American sentiment in Europe have added to the decline in US traffic.

Yet it must be recalled that, in the nineteen months to mid-1986, 104 acts of Middle East-related terrorism in Europe led to 904 injuries and 74 deaths, and the US view is that the European Community has been feeble in its response to these and domestic outrages.

COOPERATION WITH INDUSTRY

One of the most helpful developments in recent months has been the growing collaboration between national travel organisations (grouped within the 23-member European Travel Commission) and other industry bodies, with the Commission of the European Communities.

Your rapporteur is convinced that such collaboration during the elaboration of an EC tourism policy is essential. At numerous meetings tourism and travel bodies, at regional, national and international level, expressed their desire to advance, not retard, the Community's involvement in this sector.

To illustrate this collaborative spirit, the following extract from the European Travel Commission's (ETC) 1985 Annual Report is given:

'Over the past two years special efforts were made to liaise and increase active cooperation with the principal national and international organisations concerned with Europe's tourism and to improve technical liaison between the separate tourist trade sectors in Europe and the governmental and other official agencies. The European Travel Commission has been greatly helped in this task through its cooperation with the European Tourism Action Group (ETAG)¹ the European Community (EC) and, in particular, the Commissioner for Culture, Information and Tourism, and the EC specialized tourism services, the Tourism Committee of the Organization for Economic Cooperation and Development (OECD) and the heritage interests in Europe notably the Council of Europe and Europa Nostra.'

It should be noted that the European Community, jointly with the twelve national travel organisations within the ETC, is undertaking considerable promotional work to encourage tourism from third markets (e.g. USA, Japan, etc.) and this is to be welcomed. The promotions are to highlight EC initiatives such as European Environment Year.

II THE DRAFT LEGISLATION

A. Draft Resolution on better seasonal and geographical distribution of tourism

The Resolution seeks to extend both the tourist season and tourist areas and so reduce some of the congestion and environmental stress experienced at peak periods. Member States would discourage tourism in areas which reached a high level of congestion and do more to promote areas with surplus capacity, alternative types of holidays and holidays out of season.

¹ ETAG represents the travel and tourism professions in collaboration with the ETC.

B. Draft Recommendation on standardised information on hotels

National tourist organisations and other responsible bodies would be made responsible for implementing a standardised information system for hotels within two years of the Recommendation being adopted (hotels, etc. are defined as commercial establishments offering accommodation to at least ten paying guests). Having consulted the hotel industry, the Commission has put forward a range of visual symbols denoting facilities to be used in all Member States. The responsible bodies would be expected to collect and check information on hotels and publish it annually in readily available guides with an explanatory introduction in at least three languages. Similar information would have to be displayed at hotel entrances. Prices and discounts would have to be published in the guides and displayed at the hotel in both the local currency and ECUs, with the ECU value given daily.

C. Draft Decision establishing a consultation and coordination procedure in the field of tourism

This would provide for consultation at the request of any Member State or the Commission on any measure proposed by a Member State in the field of tourism which might affect several Member States. Member States would be required to notify the Commission of any proposal in the field of tourism which might affect other Member States and the Commission would be required to circulate such proposals. Provision is made for information and consultations to be covered by obligations of professional secrecy and for a review of the arrangements after three years.

III COMMENTARY

A. The proposal to improve geographical and seasonal spread of tourism is in line with the policy of many Member States of encouraging the dispersal of visitors from capital cities and highly frequented tourist areas particularly to developing regions and those of high unemployment, and so encouraging the creation of jobs. Similarly, the extension of the season would both better utilise investment in tourist facilities and retain seasonal jobs for a longer period. This is a major objective of the tourist boards and reflects Parliament's previous intentions (Viehoff, etc.). However, some Member States may have grave reservations about the suggestions that tourism to saturated areas should be discouraged or even further development prohibited.

B. The proposal for standardised information on hotels is likely to cause practical difficulties and provoke opposition from some parts of the hotel industry. Uniformity of information about hotel facilities, although its lack is not an obstacle to tourism, would be desirable from the consumer's point of view. The proposals are clearly formulated from the viewpoint of countries with mandatory registration and grading systems for tourist accommodation. This is not the case in all Member States. It is questionable whether a price display in ECUs would at present be meaningful to the public, but could lead to more stable pricing across the Community, again in the consumer's interests.

C. The proposal for establishing a consultation and coordination procedure is in itself sensible and, taking into account the complexity of the tourism sector and its interaction with many other areas of economic activity, even essential. It is intended to establish a sufficiently flexible procedure and should be welcomed by the industry as well as by tourist boards. A particular advantage would be the establishment of a committee, comprising tourism experts and representatives of the Member States to assist the Commission in formulating its tourism policy.

MOTION FOR A RESOLUTION (Doc. 2-601/84)
tabled by Mr VANDEMEULEBROUCKE and Mr KUIJPERS
pursuant to Rule 47 of the Rules of Procedure
on a Community policy on tourism

ANNEX I

The European Parliament,

- A. whereas there is an urgent need for Community action for a policy on tourism,
 - B. having regard to its resolution on the Community policy on tourism of 16 December 1983 (Doc. 1-816/83),
 - C. whereas the Council of Ministers has so far done nothing to implement the proposals contained in the above-mentioned resolution, which might have a positive impact on the Community policy on tourism,
 - D. whereas not a single line has been entered in the 1985 budget in connection with these proposals to promote a Community policy on tourism,
 - E. whereas many of the proposals contained in the above resolution would not in fact involve any additional expenditure and could therefore be implemented immediately with the necessary political will, for example:
 - introduction of a European passport,
 - simplification of border formalities for tourists,
 - simplification of formalities and checks at airports,
 - a number of proposals to promote tourism in rural areas,
 - recognition of the diplomas, certificates and other evidence of professional skills in the tourist industry,
 - harmonization of the standards of hotels, holiday accommodation and camp sites, etc.,
1. Regrets greatly that as yet there has been no response to the proposals concerning a Community policy for tourism contained in its resolution (Doc. 1-816/83);
 2. Requests the Commission to draw up, as a matter of urgency, a plan establishing the priorities for a Community policy on tourism;
 3. Requests the Commission to provide a budget line for tourism;
 4. Requests the Council of Ministers to consider the whole problem of tourism and to formulate a policy on the lines set out in Parliament's resolution;
 5. Instructs its President to forward this resolution to the Council and Commission and the governments of the Member States.

MOTION FOR A RESOLUTION (Doc. 2-1462/84)

tabled by Mrs DURY, Miss Tongue, Mrs LIZIN, Mrs VAN HEMELDONCK, Mrs SALISCH,
Mrs van den HEUVEL, Miss QUIN, Mr VAYSSADE, Mr REMACLE, Mr GLINNE and Mr BACHY

pursuant to Rule 47 of the Rules of Procedure

on: staggering annual holidays

The European Parliament,

- A. having regard to the growing importance of tourism in social, cultural and economic terms,
- B. whereas tourism most often takes the form of a mass exodus coinciding with school holidays and factory closing periods,
- C. whereas an open and enriching European tourist market could be achieved by adapting and reinforcing existing tourist structures,
- D. having regard to the study carried out by the International Social Tourism Office (BITS) at the request of the European Communities,
- E. having regard to the report drawn up on behalf of the Committee on Youth, Culture, Education, Information and Sport on Community policy on tourism,
- F. having regard to the motion for a resolution on the promotion of staggered holidays (Doc. 1-16/83),
- G. having regard to the motion for a resolution on EAGGF accountability and tourism projects (Doc. 1-531/83),
1. Believes that the staggering of annual holidays would allow people to turn their leisure time to better account;
2. Urges that the proposals made in the BITS study be taken as a whole, the integral parts of which cannot be separated;
3. Calls for the rapid organization of an information campaign in the Member States;
4. Calls for measures to be taken to allow holidays to be staggered throughout the period from May to September;
5. Calls for a study of measures aimed at improving the reception given to tourists and more specifically the range of services and entertainments available to tourists;
6. Points out that a favourable price policy, maintaining lower prices in the periods now considered to be 'low season', would encourage the staggering of holidays;
7. Considers it essential to make use of the various forms of rural tourism and to involve social tourism organizations, such as the BITS, in the promotion of staggered holidays;
8. Notes that the success of these measures depends on the close cooperation of professionals, the public, all the institutions and bodies of the European Communities, the education authorities in the Member States and employers and workers in industry;
9. Instructs its President to forward this resolution to the Commission and Council and to the governments of the Member States.

MOTION FOR A RESOLUTION (Doc. B 2-206/85)
tabled by Mr COSTANZO, Mr ANTONIOZZI, Mr BERSANI, Mr BORGIO, Mr CASINI,
Mr IODICE, Mr GIAVAZZI, Mr GIUMMARRA, Mr MIZZAU, Mr F. PISONI and Mr KLEPSCH
pursuant to Rule 47 of the Rules of Procedure
on an EEC policy on tourism

The European Parliament,

- A. having regard to the objectives laid down by the Treaty of Rome, particularly in paragraph 3 of the preamble and Articles 2 and 3 thereof,
 - B. having regard to its resolution of 16 December 1983 on a Community policy on tourism,
 - C. having regard to the resolution of the Council of Ministers of 10 April 1984 on a Community policy on tourism,
 - D. having regard to the inclusion of a policy on tourism within the portfolio of one of the Members of the Commission and the decision by the Commission to set up its own specialized department on tourism,
 - E. having regard to the importance which tourism will assume in a European Community enlarged to include Spain and Portugal,
1. Calls on the Commission to submit a proposal on tourism as soon as possible to the Council of Ministers, as provided for in the Council resolution.

tabled by Mrs BRAUN-MOSER

pursuant to Rule 47 of the Rules of Procedure

on the discrepant conditions for opening travel agencies in the individual Member States of the European Community
The European Parliament,

- A. having regard to the numerous written and oral questions to the Commission on the present and future development of tourism and a Community tourism programme, in particular the questions by Mr Antoniozzi (15.9.82), Mr Baltersby (24.1.83) and Mr Lalor (17.1.85),
- B. having regard to the motion for a resolution in the report by Mrs Viehoff (Doc. 1-816/83) which calls for Community action on tourism in view of its economic importance as a creator of jobs and a factor promoting development,
- C. having regard to the provisions of the EEC Treaty, in particular paragraph 2 of the preamble, Article 2 and Article 3(c),
- D. having regard to the discrepancies in the requirements for opening a travel agency in the individual Member States of the Community, which range from differences in liquidity requirements to different examination requirements and corresponding differences in the validity of qualifications,
- E. whereas
 - in Germany each Federal region has different rules,
 - different rules exist in other countries and in some instances any individual is entitled to operate a travel agency,
 - the different criteria used for granting licences create distortion of competition, which is clearly contrary to Article 3(f) and Articles 92-94 of the EEC Treaty,
 - the freedom to provide services stipulated by the EEC Treaty cannot be guaranteed in this instance,
- F. whereas small businesses in particular are affected by this uncertainty in the legal position, one of the reasons for which is that anyone can operate as a travel agent whereas small independent businesses have to endeavour to keep up-to-date information available to satisfy their clients and spend a great deal of time on consultation,
 1. Calls on the Commission to draw up a proposal for a directive to approximate the conditions for opening travel agencies and to resolve the associated problems of liquidity, professional qualifications etc. in the individual Member States of the European Communities,
 2. Instructs its committee responsible to draw up a report on the discrepant conditions in this sector;
 3. Instructs its President to forward this resolution to the Commission.

MOTION FOR A RESOLUTION (Doc. B2-81/86)
tabled by Mrs BRAUN-MOSER
pursuant to Rule 47 of the Rules of Procedure
on the 'departure tax' levied by Greece
The European Parliament

- A. having regard to Article 7 of the EEC Treaty, of which Greece became a signatory in 1981,
- B. surprised at the departure tax which Greece has levied since 1 April 1985 on all travellers, including citizens of the Community, on their departure from Greece,
- C. conscious that this and all other obstacles to freedom of movement contravene the basic principles of the EEC Treaty and the common internal market,
- D. having regard to the argument that Greece intends to use this new tax for improving the tourist infrastructure
- E. having regard to the Dr 133 billion which Greece has received over the past ten years for infrastructure projects from the ERDF (including Dr 54 bn in 1985),
- F. whereas, in addition to regular contributions from Community funds (EAGGF, structural and regional funds, and from the EIR), Greece will receive 4 billion ECU from the Community over the next seven years (the period covered by the Integrated Mediterranean Programmes),
 1. Calls on the Greek Government to withdraw this new obstacle to freedom of movement for Community citizens;
 2. Calls on the Commission to start talks with Greece with the aim of removing this and other obstacles to the free movement of persons and capital, and preventing the introduction of others.

The European Parliament, on protection of the countryside against uncontrolled camping

- A. having regard to the provisions of the EEC Treaty, in particular the preamble and Articles 2, 3 and 36,
 - B. whereas uncontrolled camping impairs and ruins the countryside,
 - C. whereas proper campsites are licensed and as a result are properly designed to fit in with the countryside and the landscape so as to offer those who use them genuine recreation,
 - D. whereas there are so far no standard signs on European roads showing licensed campsites in the Member States,
1. Urges for reasons of road safety and, in particular, improved direction of traffic
 - (a) harmonization of the directions given to campsites in the form of traffic signs,
 - (b) proper siting of signs to campsites (approximately 5 kms before motorway and main road turn-offs);
 2. Instructs its President to forward this resolution to the Commission and Council.

MOTION FOR A RESOLUTION (Doc. B2-215/86) tabled by Mr ANTONIOZZI ANNEX VII
and others pursuant to Rule 47 of the Rules of Procedure
on Community action in the field of tourism
The European Parliament,

- A. having regard to Articles 7, 48 I-III, 56-66 and 67-69 of the EEC Treaty,
 - B. having regard to the Council resolution of 10 April 1984 on a Community policy on tourism (84/C115/01),
 - C. having regard to the White Paper of 14 June 1985 from the Commission to the European Council on completing the internal market,
 - D. having regard to the conclusions of the European Council meeting in Milan on 28 - 29 June 1985 with regard to the completion of the European internal market,
 - E. having regard to the communication from the Commission to the Council of 26 July 1982 concerning initial guidelines for a Community policy on tourism (COM(82) 385 final),
 - F. having regard to the second communication from the Commission to the Council of 5 February 1986 concerning Community action in the field of tourism (COM(86) 32 final),
 - G. drawing attention to the numerous resolutions and questions tabled to the Commission concerning particular problems in the field of tourism, in particular the motions by Mr Antoniozzi, Mr Bersani, Mrs Braun-Moser, Mr Costanzo, Mr Giavazzi and others,
 - H. having regard to the proposals by the Ad Hoc Committee for a People's Europe and, in particular, the request made to the European Council meeting in March for the immediate implementation of these proposals,
 - I. whereas expenditure and revenue in respect of international tourism have increased more than tenfold in the Community over the last 20 years, with income from international tourism alone accounting for more than 1.5% of the GDP of the Community of Ten (currently 5% in the case of Spain and Portugal),
 - J. whereas between 10 and 12% of the total community workforce would be unemployed if the tourist trade were to collapse,
 - K. whereas expenditure on tourism today accounts for more than 7% of the total consumer expenditure of private households in the European Community,
 - L. having regard to the disproportion between the economic importance of this sector and the minimal staffing and financial provisions for the Commission department responsible for tourism, which has a staff of three and a budget of 340 000 ECU (!),
 - M. emphasizing in particular the importance of tourism as a balancing factor to reduce regional differences within the Community,
1. Welcomes the Commission's communication to the Council of 5 February 1986 on specific Community action in the field of tourism;
 2. Welcomes in particular the fact that the important questions of protection for tourists, working conditions in the tourist industry and the significance of tourism infrastructures have been taken up;

3. Calls on the Council to attribute greater importance to tourism as a means of promoting integration;
4. Calls for improvements in the particular problem areas of border-crossing arrangements for travellers, the protection of tourists abroad and the working conditions of those employed in tourism;
5. Calls for greater attention to be paid to tourism within the Integrated Mediterranean Programmes and other measures financed by the ERDF, the EIB, the EAGGF, the Social Fund, etc.;
6. Calls for an increase in the budget appropriations for tourism, which currently total only 340 000 ÉCU;
7. Calls on the Commission to submit directives covering other areas, such as
 - a) a European Law on travel contracts,
 - b) a uniform job description for tour managers,
 - c) the protection of tourists abroad and harmonization of compensation payments;
8. Instructs its President to forward this resolution to the Council, the Commission, the Ministers of Tourism of the Member States and the World Tourism Organization (WTO).

MOTION FOR A RESOLUTION (Doc. B2-303/86)
tabled by Mr RAFTERY pursuant to Rule 47 of the Rules of Procedure
on the serious situation facing the Community tourist industry
THE EUROPEAN PARLIAMENT,

ANNEX VIII

- A. Aware of the economic importance of tourism in the Community and in particular its effects on employment and the balance of payments,
- B. Whereas tourism accounts for more than 4% of Community GDP and represents an estimated 5% of credits for goods and services in the twelve, including much higher figures for some Member States, with 20.8% for Spain and 18% for Greece,
 1. Expresses its concern at the serious situation facing the Community tourist industry following recent international cancellations, particularly from the United States;
 2. Believes that these have occurred largely as a result of:
 - international terrorism;
 - the fall in the value of the US dollar;
 - radiation fears as a result of the Disaster at Chernobyl;
 3. Considers the situation to be particularly urgent as we are now at the beginning of the short profitable season for the majority of the Community industry;
 4. Takes the view therefore that special measures are required in order to support the industry at this time;
 5. Calls on the Commission to urgently study this matter with a view to making concrete proposals as soon as possible, in order to improve the Community's image abroad and attract international visitors;
 6. Instructs its President to forward this resolution to the Commission, the Council and the Member State Governments;

MOTION FOR A RESOLUTION (Doc. B2-464/86) tabled by Mr PARODI
and Mr ANTONIOZZI pursuant to Rule 47 of the Rules of Procedure
on the setting up of institutes for the development of tourism in Europe
The European Parliament,

ANNEX IX

- A. having regard to the Treaty establishing the European Economic Community,
in particular Article 235,
 - B. having regard to the Community action in the field of tourism
(COM(86) 32 final) submitted by the Commission to the Council,
 - C. whereas revenue deriving from tourism accounts for some 4% of the
European Community's GDP,
 - D. whereas this sector employs roughly 5 million people,
 - E. whereas the overall potential of the tourist sector cannot be properly
developed unless adequate Community financial instruments are made
available,
 - F. whereas there is no single, specific financial instrument available
to those operating in the tourist sector,
1. Proposes that:
 - a centre be set up, in each Member State, to coordinate tourism aid
and finance schemes, to be known hereinafter as ISTE (Institute for
the Development of Tourism in Europe):
 - each ISTE shall be responsible for:
 - (a) informing those operating in the tourist sector of the facilities
provided by the Community and forwarding their requests for aid
and finance to the relevant body (ESF, ERDF, EAGGF etc.),
 - (b) ensuring that requests for finance are in conformity with the
objectives laid down by the Community and that projects are
properly implemented in keeping with the undertakings given by
operators to the Community,
 - (c) pursuing research projects and studies that will help to achieve
a greater degree of convergence and development in the field of
tourism in the Member States,
 - (d) submitting an annual report to the Commission on the implementation
of its programmes and providing a statement of the rate of
utilization of the main infrastructures completed;
 2. Requests that each of these institutes be composed of a small staff
of Commission officials with a small secretariat and be chaired by
an MEP from the Member State in which the ISTE carries out its activities;
 3. Instructs its President to forward this resolution to the Commission,
the Council of Ministers and the governments of the Member States.

MOTION FOR A RESOLUTION (Doc. B2-665/86)
tabled by Mr ALVAREZ DE EULATE PENARANDA and others
pursuant to Rule 47 of the Rules of Procedure
on recognition of the road to Santiago de Compostela as a Community
route of historical and cultural interest

The European Parliament,

- having regard to the resolution of 13 November 1985 on a people's Europe,
 - having regard to the ad hoc committee's final report, which was submitted to and approved by the European Council at its meeting in Milan in June 1985,
- A. whereas the citizens of the European Community must be encouraged to move towards an ever closer union based on the historical, social and cultural values of their common civilization and their most cherished traditions,
 - B. whereas this goal would be easier to attain if efforts were made to highlight the significance of those routes which for centuries were used by all manner of European travellers, creating amongst them a bond that enriched and strengthened the values of European humanism,
 - C. aware that a people's Europe must rise above its preoccupation with material things and seek to identify with the essential values of its ancient civilization and carry them through to a common future,
 - D. realizing that with the assimilation by the Community of Spain's historical and cultural heritage, the European dimension has acquired a further integral part of the tradition of our European and western civilization,
1. Requests that, with the cooperation of the countries of the 'Santiago Way', maps be prepared which trace its course from its various points of origin to its common destination;
 2. Requests that the 'Santiago Way' be declared a route of common historical and cultural interest;
 3. Recommends that EEC funds be made available to improve road networks and accommodation facilities in the poorer Community regions that are traversed by the 'Santiago Way';
 4. Instructs its President to forward this resolution to the Council and the Commission and to the governments of the member countries concerned.

Tabled by Mr CANTARERO DEL CASTILLO

pursuant to Rule 47 of the Rules of Procedure

on a senior citizens' winter tours scheme in tourist areas in the Mediterranean regions of the Community

The European Parliament,

- A. having regard to the need for balance in the tourist industry in those Mediterranean areas of the Community whose main source of income derives from tourism and which work to full capacity only during the summer period,
- B. having regard to the high level of investment in some of these tourist areas in the Community, especially in the Mediterranean Basin, and their low profitability owing to lack of demand throughout much of the year,
- C. having regard to the need to ensure more job security in these tourist areas,
- D. having regard to the inevitable emigration to other areas of the Community because of the slump in economic activity in winter in the tourist areas of southern Europe thus giving rise to employment imbalance in other areas of the Community,
- E. having regard to the need to give senior Community citizens the opportunity to escape the worst of the weather which all of Europe experiences in winter, enabling them to leave their homes in northern and central Europe during this season and move south to the Community's Mediterranean tourist regions,
- F. whereas in the abovementioned Mediterranean tourist areas, it would be possible to continue to purchase imported products in winter, thereby facilitating the export of goods and services from northern and central Europe towards the south, thus stimulating intra-Community trade,
 1. Requests that a Community scheme, which might be called 'Platinum', enabling senior citizens in the Member States to visit tourist areas in the Mediterranean regions of the Community in winter so as to benefit from the mild climate and escape the harsh winter conditions of Central Europe;
 2. Asks that such a scheme for Community senior citizens be financed by appropriate contributions from the European Economic Community, those states benefiting from the scheme and to a lesser extent the individuals actually taking part in it;
 3. Recommends that the scheme take particular account of those tourist areas in the Mediterranean regions of the Community which are most affected by economic inactivity outside the tourist season;
 4. Requests that, in tandem with appropriate agreements on accommodation, special schemes for entertainment and leisure be set up for the purpose of providing well-deserved relaxation and amusement for the elderly throughout the Community;
 5. Requests that, in compliance with the rules of the tourist trade, appropriate calls for tender be issued so that any wholesale company in the tourist sector can bid and thus benefit from the economic conditions of the scheme;

6. Recommends that a secretariat be set up for the scheme to act as a initiator and coordinator both for the tour companies involved and the wholesalers, national social security bodies, centres specializing in promoting activities for senior citizens and interested parties generally;
7. Asks the regional authorities concerned to provide special assistance in the form of advice and recommendations on measures required to ensure the greater effectiveness of the 'Platinum' scheme as regards both encouraging economic activity designed to create jobs and affording maximum benefit to participants in the scheme;
8. Instructs its President to forward this resolution to the Council and Commission of the European Communities.

OPINION

(Rule 101 of the Rules of Procedure)

of the Committee on Economic and Monetary Affairs and Industrial Policy

Draftsman: Ms Joyce QUIN

On 20 March 1986 the Committee on Economic and Monetary Affairs and Industrial Policy appointed Ms Joyce Quin draftsman of the opinion.

The Committee considered the draft opinion at its meeting of 18 - 19 November 1986 and adopted it by 12 votes to 1.

The following took part in the vote. Mr SEAL, chairman; Mr BEAZLEY, vice-chairman; Ms QUIN, draftsman; Mr BEIROCO, Mr BEUMER, Mr BUENO VINCENTE, Mr CASSIDY, Mr FALCONER, Mr FOURCANS, Mrs T. NIELSEN, Mr PATTERSON, Mr VISSER (deputizing for Mr WAGNER) and Mr WEDEKIND.

Introduction

1. The Commission's document on Community action in the field of tourism points out the importance of the tourism sector for the European economy and outlines a number of areas in which European Community initiatives could help to reinforce the sector. It puts forward a proposal for a Council resolution on a better seasonal and geographical distribution of tourism and a proposal for a Council recommendation on standardized information on existing hotels. It also suggests a proposal for a Council decision establishing a consultation and coordination procedure in the field of tourism. Finally it promises a number of further initiatives at a future date, such as a proposed directive on the standardization of statistics on tourism within the Community, and another on the harmonization of legislation in package travel.

General assessment of the value of the Commission's proposals

2. The Commission's objective of Community action to tackle some of the existing problems in the fast growing field of tourism is one which deserves support. Moreover the Commission's specific proposals are generally unobjectionable (although your draftsman has a number of reservations and suggested additions which are outlined below). Nevertheless the whole package of measures seems to be weak. The document is full of tentative statements such as "the Commission shall endeavour to ensure" and "plans to look into". A large number of studies and investigations are promised and there are many vague statements rather than precise commitments.

At the end of the document the Commission puts forward a piecemeal series of proposed resolutions, recommendations and decisions, without giving the impression that it has formulated any kind of integrated strategy. Moreover at one point the Commission even asks the Council to adopt one proposal, a directive on the harmonization of legislation on package travel, which it has not yet itself submitted (page 22).

Most fundamentally of all the Commission does not adequately tackle the issue of Community financial support for Community actions in the tourism field. Paragraphs 37 and 38 of the Commission's explanatory statement, which deal with better use of Community financial instruments, are extremely vague. Only

a brief mention is made of the possibilities of using the Regional Fund : First the Commission will investigate the impact of tourism on regional development, and then "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" (pages 13-14).

The Agricultural Guidance Fund, and the Integrated Mediterranean Programmes (IMP's) are also briefly mentioned, but there is no rigorous analysis of the amount of resources that might be made available, for which projects, and using which criteria.

The Commission also states (page 18) that the "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". And yet the Commission admits that vocational training for those in the tourism sector could be very useful, for example, so it is important to know what precise measures it intends to take, and how it intends to overcome the financial constraints.

To conclude the Commission says (page 13) that it "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", but it is hard to see how it intends to do this when it does not itself even seem to know what should be made available.

Measures to promote different types of tourism on a wider geographical basis

3. The Commission quite rightly points out the need to avoid excessive concentration of tourism in particular areas, and at particular times of the year. It also points out the need to promote three types of tourism, in particular, social tourism, rural tourism and cultural tourism. Your draftsman would make two observations. The first concerns social tourism, where the Commission mentions the need to encourage measures to make travel accessible to as many Community citizens as possible, and, in particular, the least privileged sectors of society, such as large families, young people, the handicapped and pensioners. The Commission should give a much more complete indication of the schemes that are available, for example for pensioners, and

should examine the scope for extending them on a European wide basis or else of providing for mutual recognition of national schemes. Your draftsman also notes that the Commission does not mention the long-term unemployed, and wonders whether schemes exist to assist them as well, and whether their scope could not be extended, for example by providing them with common Community reductions for travel, entrance to museums and access to leisure facilities.

At present the whole section in the Commission's document on social tourism is extremely vague and weak. There should be a much more positive commitment on the part of the Community to help those Community citizens who are least able to travel. With unemployment rising, and with certain regions particularly badly hit, many people have less opportunity to travel than they did in the past. This not only widens the gap between the haves and have nots, but it reduces the scope for the Community tourist industry, and could even lead to a reduction in the understanding of other European countries. The Commission should take much firmer steps to reverse this trend than the patchy measures outlined in this document. There should thus be a proper Community programme to promote social tourism for the least well off, and in the most remote and underprivileged areas of the Community. The necessary funding should be made available.

4. The second point concerns promotion of tourism in hitherto undervisited parts of the Community, such as certain rural areas.

This is a worthwhile objective which is supported by your draftsman, although she regrets that environmental policy objectives have not been discussed in an even fuller way. If such objectives, for example, were built more into Community agricultural policy (or even better "rural policy") they would not only be worthwhile in their own right but would help to stimulate tourism. Farming rapeseed oil or barley, and farming "tourists" are not always compatible.

Nevertheless your draftsman feels that a special effort should also be made to encourage tourism in industrial areas of the Community, in particular, in areas where industrial restructuring has led to very high levels of unemployment. Some of these areas are located in attractive countryside, such as the textile towns of the Vosges or the industrial towns in the North of

England. Moreover some of the industrial plants could be promoted as tourist attractions in their own right. Europe was the cradle of the Industrial Revolution, and some magnificent industrial monuments of this and later eras have remained. The success of the Iron Bridge Museum complex in Shropshire in the United Kingdom shows what can be achieved in this regard.

Moreover museums or exhibitions on special themes, the railway and automobile museums in Mulhouse, the mines museum in Kayl in Luxembourg, open-air museums reconstructing not just rural but also industrial crafts and trades, (e.g. the Beamish Museum in County Durham in England), and many others, can act as important focal points for tourism in areas where tourists would otherwise be less likely to go.

A programme to promote tourism in industrial areas could thus be an invaluable element in the Commission's strategy to disperse tourist facilities over a wider area, and would have beneficial consequences in areas which desperately need new jobs and new economic activity. The Commission states (on page 14) that the Community can finance a considerable number of tourism-related investments in the context of the Integrated Mediterranean Programmes. Urgent consideration should also be given to providing such assistance to the most deprived industrial regions as well, either through the Regional Fund or through special programmes.

The need for an improved statistical base

5. The Committee on Economic and Monetary Affairs and Industrial Policy has emphasized on numerous occasions the need for the Commission to carry out a full study on the competitiveness of the European service sectors, to complement the studies that the Commission has carried out with regard to the competitiveness of Community manufacturing industries. The Committee has also emphasized the inadequacy of European Community statistics as regards services, and has called for them to be improved. Your draftsman strongly supports, therefore, the Commission's proposals to improve Community statistics on tourism, and to establish the methodology for a harmonized system. The Commission's idea of developing a "tourism price index" (page

20), however, needs to be further explained. Nevertheless the Commission should not delay in the presentation of its proposed directive on the standardization of statistics on tourism.

Internal market considerations

6. As the Commission points out in its document, intra-Community tourism still accounts for around 80% of tourism in the Community. Removing obstacles to free movement and unnecessary barriers and bureaucracy could have considerable implications in promoting the Commission's strategy for tourism.

The single most important measure, and one whose importance has been repeatedly emphasized by the Committee on Economic and Monetary Affairs and Industrial Policy, is the proposed directive on the easing of controls at intra-Community borders, whose adoption is still being blocked at Council level.

7. Another internal market measure of considerable potential value for tourism would be to improve the restrictive regulations governing coach travel across Community borders: Your draftsman notes that the Commission in its first report on implementation of its White Paper has stated that proposals in this regard have been delayed, but are imminent.
8. Another useful step would be to tackle the problems outlined in paragraph 52 of the Commission's proposal, with regard to the different status of tourist guides and couriers in the different countries of the Community, and their consequent difficulties in working across Community borders. The Commission says that these difficulties can largely be solved by the application of Article 59 of the Treaty, but that "nevertheless, certain problems seem to remain". This statement seems to be far too general.

Final considerations

- 9 A number of other issues are raised in the Commission's proposal

For example, Community action regarding the way in which the rules of competition are applied in the field of air transport obviously have implications for tourism. It may be said, for instance, that the present pattern of low charter fares to a limited number of holiday destinations combined with high scheduled fares to other destinations, encourages an over-concentration of tourist activities on a few destinations. Further measures to promote flights between regional airports could also help the growth of the tourist trade in the less visited and the peripheral regions.

- 10 The Commission also claims that greater use of the ECU would provide advantages for tourism in that it offers special guarantees of stability. ECU travellers cheques are now available in all the Member States of the Community and there is even a credit card in ECU. Regarding currency restrictions and exchange controls the Commission makes the point (on page 7) "that the exchange controls considered necessary by certain Member States should not be as such as to constitute an obstacle to tourism."

- 11 Finally the Commission's specific proposals prompt a number of other observations from your draftsman. The draft resolution on improving the seasonal and geographical distribution of tourism is meant to tackle a very real problem, but the proposal itself seems very meagre. The statement expressing "determination to do all in its power to achieve a better seasonal and geographical distribution of tourist activities within the Community" is a vague exhortation which is not likely to have much practical impact.

The proposed recommendation on standardized information on hotels seems more useful, although your draftsman believes that the Commission should not have so lightly dismissed (in paragraph 42) the possibility of a Community-wide hotel classification system of the 'stars' type. This should be more carefully investigated.

The Commission also mentions the proposed recommendation on fire safety in existing hotels (paragraph 45). Your draftsman would recall that Parliament would like this to be turned into a directive.

Conclusions

12. The Committee on Economic and Monetary Affairs and Industrial Policy requests the competent Committee on Youth, Culture, Education, Information and Sport to take the following points into account in its report:
 - i) The Committee regrets the vagueness of the Commission's proposals, which seem to offer little practical help for the promotion of the Community tourist industry, and, through it, for more balanced economic growth throughout the Community;
 - ii) It regrets, in particular, that the financial implications of a Community policy for tourism are so inadequately spelled out in the Commission's document. The Regional and Social Funds, the Agricultural Guidance Fund, the Integrated Mediterranean Programmes should all have an enhanced role to play in this regard. Specific proposals for their use in promoting tourism (e.g. for forestry and allied recreational uses) should be formulated;
 - iii) The Committee considers that the Commission's suggestions for promoting "social tourism" are extremely vague. The schemes that are available nationally should be more clearly listed by the Commission, and measures to help, for example, pensioners or the long term unemployed, should be promoted, and extended, where possible on a Europe-wide basis;
 - iv) The Committee supports the proposed measures to promote tourism in rural areas, (particularly peripheral areas) for example, through the Integrated Mediterranean Programmes, but considers that there should also be a programme to promote tourism in industrial areas with tourist potential, which could also help in dispersing tourist facilities over a wider area, and would have beneficial consequences in areas which desperately need new jobs and new economic activity. The necessary Community financial resources, whether through the Regional Fund or through special programmes, should be made available;

- v) The Committee has frequently emphasized the inadequacy of European Community statistics as regards services, and thus calls for the Commission to present without delay its proposed directive on the standardisation of statistics in tourism;
- vi) The Committee points out that removing existing obstacles to free movement, for example, through the proposed directive on the easing of controls at intra-Community borders, could have considerable implications for the promotion of the Commission's strategy for tourism;
- vii) The Committee calls for the Commission to take speedy action to present its proposals to improve the existing restrictive regulations governing coach travel across Community borders and asks for an explanation for the delay in producing a Community directive on this matter;
- viii) The Committee supports the proposed recommendations on standardized information on existing hotels, but requests further investigation of the possibility of developing a starring system at Community level. It also reiterates Parliament's request for a directive on the safety standards of hotels.

OPINION

of the Committee on Social Affairs and Employment

Draftsman: Mr F. PISONI

On 18 March 1986, the Committee on Social Affairs and Employment appointed Mr F. Pisoni draftsman.

The committee considered the draft opinion at its meetings of 24-25 June and 18-19 September 1986. At the latter meeting, it adopted the opinion unanimously with one abstention.

The following took part in the vote: Mr Welsh, chairman; Mrs Salisch, vice-chairman; Mr Chanterie, Mr Fitzgerald, Mr Herrero Merediz, Mrs Maij-Weggen (deputizing for Mr Pisoni, draftsman), Mrs Marinaro (deputizing for Mrs de March), Mr Megahy, Mrs T. Nielsen (deputizing for Mr Pininfarina), Lord O'Hagan, Mr Papakyriazis, Mr Raggio, Mr Remacle (deputizing for Mr Bachy), Mr Suarez Gonzalez and Mr Tuckman.

Preliminary remarks

On considering the communication from the Commission to the Council on a Community action in the field of tourism, the Committee on Social Affairs and Employment noted that the action proposed is an extremely pale reflection of the initial guidelines for a Community policy on tourism (84/C 115/02).

It is aware that the Commission must act within a strictly defined framework, as laid down by the Council in its resolution of 10 April 1984, in which the promotion of economic activities in this sector receives far greater emphasis than the social issues involved.

The committee therefore considers it necessary to refer back to the text of its opinion to the Committee on Youth, Culture, Education, Information and Sport on Community policy on tourism (report by Mrs P. VIEHOFF - Doc. 1-816/83 of 21 October 1983). In particular, it calls on that committee to include the following points in its draft report.

The Committee on Social Affairs and Employment,

A. As regards tourists:

1. Notes the proposal for a resolution forwarded to the Council concerning a better seasonal and geographical distribution of tourism, which would relieve the load on travel routes and alleviate seasonal over- or under-employment of personnel and infrastructures while meeting the needs and wishes of tourists;
2. Believes that the development of off-season tourism would be greatly enhanced if trade, industry and the service sectors were to actively promote the staggering of holidays.
3. Is convinced that a Community measure is needed to help the most deprived groups of the population to exercise their right to relaxation and leisure without imposing on them time constraints or geographical restrictions as to the use of these tourist facilities;
4. Reaffirms the need to step up and implement measures in respect of all forms of social and mass tourism (for students, the elderly, workers, the disabled etc.);

5. Calls on the Commission to urge the Member States to introduce appropriate and accessible infrastructures for the abovementioned (in para. 3) groups while avoiding any measures that may isolate them;
6. Calls on the Commission to draw up directives guaranteeing tourists, as consumers, in transit and in holiday resorts legal, social and medical protection by establishing uniform regulations (e.g. the harmonization of the provisions governing the civil responsibility of motorists and the swift settling of claims arising from accidents) and providing clients with suitable and consistent information.

B. As regards persons employed in tourism:

7. Calls for the development of professions associated with tourism (arts and crafts, local specialities and events) to increase employment and provide a more equal regional distribution;
8. Stresses the importance of the mutual recognition of diplomas and certificates issued by specialist schools;
9. Requests that a substantial proportion of the aid provided under the Social Fund be used for vocational training and re-training courses, following the introduction of automation into the hotel and restaurant sector, and allocated to the less-favoured regions;
10. Welcomes the Commission's intention to encourage cooperation among educational establishments and between them and Member States in the field of tourism with a view to organizing vocational training courses for students and those employed in the tourist industry, particularly for the purpose of learning foreign languages abroad.
11. Calls on the Commission to formulate, in cooperation with the Member States, appropriate fixed-term employment contracts, confirmed in writing, for each individual employee, to be issued, at the latest, when he/she takes up employment.

OPINION

(Rule 101 of the Rules of Procedure)

of the Committee on Regional Policy and Regional Planning

Draftsman: Mr. M. PEREIRA

On 21 March 1986, the Committee on Regional Policy and Regional Planning appointed Mr. M. PEREIRA draftsman of the opinion.

The Committee considered the draft opinion at its meetings of 19 September and 14 October 1986. It adopted the draft opinion on 14 October 1986 unanimously.

The following were present at the vote:

Mr DE PASQUALE, Chairman; Mr PEREIRA, 1st Vice-Chairman and draftsman; Mr NEWMAN, 2nd Vice-Chairman; Mr CHIABRANDO, 3rd Vice-Chairman; Mr ARBELOA, MURU, Mr AVGERINOS, Mr BARRETT, Mr CLINTON (deputizing for Mrs Boot); Mr DE EULATE, Mr FERNANDES, Mrs GADIOUX, Mr GANGOITI LLAGUNO, Mr GERONTOPOULOS (deputizing for Mr Giummarra), Mr GOMES, Mr GRIFFITHS, Mr HUTTON, Mr LIGIOS, Mr MAHER (deputizing for Mr Romeo), Mr MARTIN, Mr MATTINA, Mr MORRIS (deputizing for Mr Hume), Mr O'DONNELL, Mr PEREIRA, V. (deputizing for Mrs Andre), Mr POETSCHKI, Mr SANCHEZ-CUENCA MARTINEZ, Mr VANDEMEULEBROUCKE and Mr VERGES,

1. The present Commission communication contains:

- (i) a proposal for a Council RESOLUTION* on a better seasonal and geographical distribution of tourism;
- (ii) a proposal for a Council RECOMMENDATION* on standardized information on existing hotels;
- (iii) a proposal for a Council DECISION* establishing a consultation and coordination procedure in the field of tourism.

2. The draftsman has concentrated on the ideas contained in the extensive explanatory memorandum preceding the formal proposals, and on the text of the resolution. He would preface his remarks with the general criticism that the Commission should have been more discriminating in the matters which it has raises in this Communication. The ideas put forward for promoting tourism within the Community are extremely heterogeneous and range from greater flexibility in the provision and pricing of transport to the preparation of inventories of pleasure craft. At this early stage in the development of a Community policy in tourism the establishment of a clearer set of priorities between the various, possible measures would be desirable.

The principal objectives of the Communication

3. The Regional Committee would clearly wish to support the Commission in its efforts to promote a better spread of tourism over time and over the territory of the Community. It agrees that an important element in attaining this aim is the provision of more ample information on alternative types of holidays such as, as the Commission suggests, cultural and "activity" holidays, and that the readier availability of these should encourage people to visit regions such as the North of Portugal, the North of Spain and all regions (other than the capitals) of the Northern countries.

* see Article 189 of the Treaty

"A decision shall be binding in its entirety upon those to whom it is addressed."

"Recommendations and opinions shall have no binding force".

4. The Regional Committee recalls that the Parliament supported the concept of encouraging retired people to spend extended periods of their retirement in the less developed parts of the Community where the climate is better¹⁾. It is likely that in general older people would prefer to visit the southern parts of the Community outside the high Summer season, when temperatures are lower and conditions in general less crowded, and greater efforts could be made to inform them of the possibilities open to them.

5. The Committee agrees that the progression towards a Community in which internal frontiers are much less important will aid the development of inter-regional tourism and it endorses the section which underscores the importance of lower transport costs and the introduction of greater flexibility in to the air transport system in particular (see Paragraph 16).

6. The Regional Committee would endorse the need to do more to encourage tourists to travel to less congested areas. This would result in a much more even use of the resources of the countries concerned especially of the road network and of hotels. An increase in the level of tourism in such zones might also result in reductions in prices of accommodation as at present the need to cover high fixed costs means that prices can be relatively high in the less-visited areas. It should be noted in this connection that a better seasonal distribution of tourism can make a positive contribution to resolving the present contradiction between the shortage of labour in the more congested areas and unemployment in other areas which have fewer visitors.

7. Attention is drawn to the advisability of encouraging individual tourism, as opposed to mass tourism, which is often monopolized by certain operators who are sufficiently powerful to determine the conditions in which tourist visits take place. Despite its advantages, organized tourism does not promote human and cultural contacts which are essential to better understanding among the Community's citizens and to mutual respect for their cultural diversity and specific identity.

6. The Regional Committee has less interest in the proposals for a Council recommendation on standardised information on hotels and for a decision establishing a consultation and coordination procedure in the field of tourism. In general it welcomes all measures to improve any kind of

1) See Resolution of 17.1.86, OJ C 36 of 17.2.86 on the potential for developing less-favoured regions of the European Community by attracting new residents, especially from amongst the elderly, and long term visitors on health cures (LAMBRIAS Report).

information for potential tourists and would wish to support practical measures which make it easier for citizens to spend time in Member States other than their own. In this connection, it would wish to emphasise the importance of such visits for the building of mutual understanding between the citizens of the various nations which make up Europe.

9. The Committee would support the Commission in its endeavour to improve the statistical information on tourism, as long as this can be done without imposing form-filling formalities on travellers. The draftsman would venture to suggest that excessive emphasis has been placed on studies and surveys in the Commission's proposal. It should be borne in mind that the best survey of consumer preferences is that which is based on actual expenditure. The Commission should ensure that conditions are such that the market can readily respond to consumer preferences and that the fullest information is available to consumers.

10. Amongst the studies and surveys proposed are:

- a detailed study of inter-regional passenger flows for various modes of transport;
- a study of potential demand for, and an inventory of, existing pleasure craft;
- an investigation of the impact of tourism on regional development with a view to spelling out the specific aims to govern the ERDF's regional policy selections for the financing of projects or programmes;
- a study on the hotel, restaurant and café sectors designed to clarify the contribution of tourism to employment;
- a study to examine the introduction of information technology in the travel and tourism industry;
- a survey of European holiday preferences.

11. Reliable, complete and up-to-date statistics are a useful and sometimes indispensable aid to policy making. But the absence of statistics in this domain, which results in part from inevitable problems of definition, should not be allowed to delay the introduction of concrete measures to alleviate the pressing and clearly evident problems of over-crowding. In this connection the Committee wishes to see the Council set up a data bank on Community tourism.

The Resolution

12. In the resolution the Commission invites the Council to support a policy of lessening the promotion of "saturated tourist areas" and "promoting areas with surplus capacity", and of encouraging "alternative types of holidays, and holidays out of season". The Commission requests Council "to invite the Member States to discontinue any incentive to tourist development in areas or sites recognised as having reached a high level of saturation" and "to prohibit or discourage further construction in these areas or sites".

13. The drafting of this resolution is necessarily concise and this may have obscured the Commission's intentions. The advantages of a better seasonal distribution of tourism are obvious to all, although the barriers to this - weather, school holidays, habits - will not be easily overcome. But if this can be achieved, there would be far less need to discourage the geographical concentration of tourism as it is the concentration of tourists in certain areas at the same time which is the real problem. The Commission should have given a fuller explanation of the nature of "the construction" which it wishes to "discourage or prohibit": does this cover hotels, private buildings, roads, factories? In many of the most popular tourist areas, sources of alternative employment are urgently required "out of season", and in some cases it is the absence of adequate roads and parking places which causes congestion. It should be borne in mind that modern infrastructures must be available if concentration and saturation are to be prevented; besides, infrastructures are an essential condition for increasing the contribution of tourists to the development of the region they visit.

14. The Commission draws attention to the damage which tourism can cause to the environment. It is through the provision of modern infrastructure - good sewage disposal systems, for example - that such damage can be minimised, and this is therefore a further reason to avoid a blanket restriction on further construction in the areas which are popular with tourists. The Committee recalls that it has already underlined the importance of protecting the environment in the Mediterranean basin in its opinion on the DUPUY Report (PE 92.504). More generally, the respect for environment in popular tourist areas is of fundamental importance both as an end in itself and to ensure that the area retains its capacity to attract tourists. To this end, campaigns should be promoted to educate the public to respect nature, protecting woods and

beaches and keeping them clean. Both the Commission and the Member States should give the greatest attention to the protection of coastal areas and to all efforts to protect the waters of the seas.

The importance of tourism to the regions

15. In the south of Europe the least favoured regions (from a strictly economic viewpoint) are frequently those which, for climatic and cultural reasons, are highly attractive to tourists, e.g. Southern Italy, Greece, Spain and Portugal. Tourism is of great economic importance to these regions and while the regions would certainly benefit from a more even spread of tourists over the year, it is unlikely that they would wish to see the discontinuation of "any incentive to tourist development in areas or sites recognised as having reached a high level of saturation".

16. The Commission's document makes clear that there are few reliable statistics on the employment affects of tourism, but it is clear that both direct and indirect effects must be considerable. The Commission makes the assumption that **five million people** are directly employed in tourism in the Community of twelve and surmises that indirect employment must be from **two to three times as great.**

Support for "tourist-related" projects from the ERDF

17.	<u>Projects of</u>		<u>Total</u>	
	<u>10 mECU</u>	<u>10 mECU</u>		
	1975-1984*	51 mECU	150.8	201.8
	1985	-	-	<u>51.0</u>
				252.8

* includes education, social and medical infrastructure which is not related to tourism.

Non-Quota programme for the border of Ireland and N. Ireland 20.4
(Regulation EEC 2619/80) until 1985

Total 273.2

18. In addition to this specific support, many of the infrastructure projects which have received aid are situated in areas heavily dependent on tourism.

Conclusions

19. The Committee on Regional Policy and Regional Planning requests the Committee on Youth, Culture, Education, Information and Sport to take account of the following points in drawing up its draft motion for a resolution:-

The Committee

- (i) supports the Commission in its general endeavour to establish a Community policy on tourism and in its particular desire to promote a better seasonal and geographical distribution of tourism;
- (ii) underlines that tourism is of great importance to the economies of many of the less-favoured regions in the Community and urges that the interests of such regions be fully taken in to account in the elaboration of the Community's policy on tourism;
- (iii) agrees that the present distribution of tourists, in both geographical and seasonal terms, leads to considerable strain on the infrastructure of certain regions at certain times of the year, and supports the call for regulations on construction in such regions;
- (iv) emphasizes the need for a system of registration of contracts of which the various branches of the tourist industry might make use to record bookings, in order to curb the dishonest trading practice of overbooking ;
- (v) supports the idea of encouraging tourists to visit those areas which at present receive few tourists and considers that this can best be done through the provision of better information on the attractions of such regions and by the development of "activity" holidays;

- (vi) agrees with the Commission that the development of tourism in the regions should be placed in the context of the general development of the less-favoured regions through the Regional Development Programmes provided for in Article 2 of the ERDF Regulation (Regulation (EEC) No. 1787/84, OJ L 169 of 28.6.84).)
- (vii) suggests that a study be undertaken to establish planning criteria for tourist areas that would minimize the damaging effects of mass tourism on the landscape and the environment;
- (viii) is in favour of the encouragement of tourism for senior citizens as well as of initiatives such as seminars, interprofessional meetings, etc., as a means of promoting employment in the low season;
- (ix) draws attention to the importance of encouraging tourists from third countries to visit the European Community and suggests that a survey of their preferences could usefully be included in the studies proposed in the Commission communication;

OPINION

of the Committee on Transport

Rapporteur: Mr L. LAGAKOS

On 25 April 1986 the Committee on Transport appointed Mr Leonidas LAGAKOS draftsman of its opinion.

At its meeting of 28 October 1986, the committee considered the draft opinion and approved it unanimously.

The following took part in the vote: Mr ANASTASSOPOULOS (chairman); Mr BUTTAFUOCO (2nd vice-chairman); Mr LAGAKOS (rapporteur); Mr BENCOMO MENDOZA, Mr CABENZON ALONSO, Mr CAROSSINO, Mr CORNELISSEN (deputizing for Mr EBEL), Mr FATOUS, Mr NEWTON DUNN, Mr RAMIREZ HEREDIA, Mr ROSSETTI, Mr SAPENA GRENELL, Mr SILVA DOMINGOS (deputizing for Mr WIJSENBECK), Mr STEVENSON and Mr VAN DER WAAL.

INTRODUCTORY REMARKS

1. The Commission's communication to the Council on Community action in the field of tourism¹ represents the Council resolution of 10 April 1984² translated into action. In its resolution the Council called on the Commission to submit to it proposals in the field of tourism, based in particular on consultations with the Member States and respecting the peculiarities of the national policies and the international commitments of the Member States. This resolution was based on the initial communication from the Commission³ and the opinion of the European Parliament as expressed in its resolution of 16 December 1983⁴ on the basis of the detailed report by Mrs VIEHOFF⁵ 6.

2. To provide a legal framework for Community tourism, the Commission, in its second communication, proposes specific action to be taken by all the economic operators in this sector, with a particular plea to the Council to enact:

- (i) a resolution on a better seasonal and geographical distribution of tourism,
- (ii) a recommendation on standardized information on existing hotels,
- (iii) a decision establishing a consultation and coordination procedure in the field of tourism.

3. The legislative enactment of a policy depends on how necessary a common policy is or not. The incontrovertible economic importance of this sector, as well as its functional role in a multi-faceted community of inter-dependent economic activities, constitute affirmative answers to such a question, but are also to some extent a reproach to the Community's inactivity so far. The purpose of encouraging a common policy must therefore be to seek solutions to problems to which the Member States are unable to find satisfactory solutions on their own.

THE NEED FOR A COMMON POLICY ON TOURISM

4. The Commission's second communication summarizes the factors which argue on behalf of Community tourism as follows: (a) the economic importance of tourism to the Community's gross income, (b) the part it plays in the Member States' balance of payments, (c) the important position tourism occupies in the tertiary sector, (d) the part it plays as a factor for equilibrium in reducing unemployment and its importance for employment, (e) its role as a genuine means of enhancing awareness of the Community dimension among Community citizens. Mr RIPA DI MEANA, the present Commissioner for Tourism, for his part stressed two additional aspects of tourism⁷: (1) its social dimension in an area in which all social classes in the Community enjoy the benefits of tourism, (2) the contribution it makes to increasing Community competitiveness in the Community's international trade.

5. Table 1, drawn up by the author of this opinion, gives a picture of the economic importance of tourism for the Member States' economies leading to sound and telling conclusions. It should be pointed out that the figures on tourism have been estimated approximately, as there are no comparable statistics.

Table 1
Basic statistics for the Community of Twelve (in %)

Sector	Gross added value 1983	Employment 1983	Community expenditure (commitments) 1984
Primary	6.06(1)	16.41(1)	68.14(4)
Industry	38.16(1)	33.76(1)	3.57(4)
Services, including:	55.78(1)	49.83(1)	
(a) tourism	5.00(2)	7.40(2)	0.8(5)
(b) transport	5.00(3)	7.40(3)	0.8(4)

Source: (1) EUROSTAT
 (2) COM(86) 32 final
 (3) Medium-term transport infrastructures programme
 (4) Community budget commitments for 1986 (EAGGF-Guarantee Section)
 (5) See interview by Mr RIPA DI MEANA (footnote 7)

6. This table does, though, lend itself to a comparative evaluation. The two sectors of tourism and transport exceed the primary sector in terms of the gross added value of Community production, while on the basis of direct employment the primary sector, on the one hand, exceeds the tourism and transport sectors but lags considerably behind if we take indirect or ancillary employment related to tourism into account. We reckon that indirect employment due to tourism amounts to an additional 5 million.

7. In terms of Community expenditure and the priorities in the Community's financial policy, the two sectors of transport and tourism, which contribute equally as much as does the primary sector, have absorbed only one-sixtieth (1/60) of the expenditure on agriculture (Guarantee Section). It is very obvious that neither the transport sector nor even the tourism sector takes a high priority with the Twelve.

8. The extent of the lack of Community interest in tourism becomes most obvious if the two additional economic aspects of tourism are taken into account: (a) the primary role which it plays in the balance of payments of the Twelve, and (b) the capital form which foreign exchange from tourism can take. In the first case, the part played by foreign exchange from tourism in the balances of payments is put at 5% of the credit and 4% of the debit in respect of all goods and services in the Twelve. In the second case, foreign exchange from tourism can take the capital form - within the limits of what is attainable - desired by a Member State. If, that is, a Member State has defined a policy of productive investment higher than the percentage of savings put aside from indigenous resources, then foreign exchange from tourism can be used to finance part of that high percentage of capital goods or other forms of productive investment. If foreign exchange from tourism becomes capital in this form, of course, it will have a multiplicity of repercussions on the gross product of a country, the distribution of income and, by extension, savings and final consumption, even with other secondary repercussions: inflation, competitiveness, export activity, etc.

9. Recognizing, too, that tourism has developed from the preserve of a privileged minority in the 1970s to a mass phenomenon in the last few decades, the Community now has to face up to the following problem: How is it to encourage and contribute to the development of Community tourism? Two advantages argue in favour of developing intra-Community tourism in the first instance. Firstly, by making the Community more attractive to its citizens either through rationalization, information and coordination or by developing the necessary equipment, the Community simultaneously creates the necessary infrastructure to attract visitors from outside the Community. Owing to its diversity and natural wealth and its historical and cultural heritage, the Community is a prime focus of attraction for visitors from outside the Community. Secondly, in further developing intra-Community tourism, which today accounts for approximately 80% of the total tourist traffic in the Community, the incomings and outgoings of the Twelve from tourism are a significant factor in redistributing incomes within the Community.

However, encouraging intra-Community tourism will mean specific Community sector-by-sector action. What part can the transport sector play?

TRANSPORT AND THE DEVELOPMENT OF TOURISM

10. Tourism means transport and movement. In fact the international definition of tourism takes in all journeys of more than 24 hours for recreation, business, study or health purposes. The principal feature of tourism is the opportunity for travel; consequently, the two sectors, tourism and transport, are interdependent, they are two sides of the same coin and it is impossible to encourage intra-Community tourism unless at the same time the preconditions for solving the problems facing the transport sector are created. In other words, it would be going about it in the wrong order, and with negative results, if tourism were encouraged before the problems of moving tourists were solved.

Crossing intra-Community frontiers

11. It must be stressed that in the nearly 30 years in which it has been in existence, the Community has made progress. Customs duties have been virtually abolished. Considerable progress has been made with rights of residence and establishment and the right to provide services. Duty-free allowances for travellers have reached 350 ECU. Double taxation on goods bought by private individuals in another Member State is prohibited. The European passport has now become a reality. But checks still exist. To bring about the completion of the internal market at the end of 1992, the Committee on Transport with Mr CORNELISSEN as rapporteur, is to draw up a special report on simplifying the procedures for crossing intra-Community frontiers. This means that the subject will be gone into in depth and specific operations and activities to be undertaken progressively will be proposed.

12. Nevertheless, the author of this opinion would like once again to stress the need

- (i) for the Council to adopt the proposal for a directive relating to the use of the green sign enabling drivers and frontier guards to show that they are complying with the provisions relating to the movement of persons and goods,

- (ii) for legislation to be passed setting up the integrated transport centres in line with Parliament's resolution based on the CAROSSINO report⁸,
- (iii) for separating the police and customs formalities relating either to Community citizens or to nationals of third countries⁹.

Road transport

13. It has to be acknowledged that considerable progress has been accomplished in liberalizing international transport. The three Council Regulations: (a) (EEC) No. 117/66 on the international carriage of passengers by coach and bus, (b) (EEC) No. 517/72 on regular and special services by coach and bus, and (c) (EEC) No. 516/72 on shuttle services by coach and bus, have contributed towards the fixing of common rules and provisions and thus encouraged the development of intra-Community tourism, owing to the intense touristic slant of the three regulations. Our rapporteur, Mr STEVENSON, will shortly be drawing up a report on buses and coaches in which the tourism dimension will be analysed in detail.

14. As far as external tourism is concerned, the ASOR agreement signed in May 1982 between the Community, Austria, Switzerland, Sweden, Norway, Turkey and Finland has already had a positive effect on tourism between those countries. Unfortunately, Yugoslavia, a country which links together the intra-Community tourist flow between south and north, has not signed the ASOR agreement. The rapporteur of the Committee on Transport, Mr TOPMANN, in connection with the report which he is drawing up on cooperation between the Community and third countries on transport issues, will, in his final report, address himself in detail to the problems and requirements more directly linked to Austria, Switzerland and Yugoslavia, so as to promote group tourism.

15. A third dimension of road transport is constituted by tolls. Our rapporteur, Mr LALOR, in his forthcoming report, will be considering the advantages of abolishing these. It is estimated that the positive effects of abolishing tolls on Community tourism in particular will be considerable, while intra-regional movement by travellers will increase.

16. It is reckoned that a 5% increase in intra-Community tourism with the existing infrastructure will greatly increase the number of road accidents. Consequently, the 1986 Road Safety Year must make a real contribution to reducing the number of road accidents and improving the state of intra-Community traffic by enhancing awareness among tourists of the Community dimension involved. The aim of the common measures proposed by our rapporteur Mrs FAITH¹⁰ is to launch a campaign to heighten public awareness of Community action.

Rail transport

17. The encouragement of the three categories of tourism, social, rural and cultural, can be achieved if the aim is to widen the tourist market to take in the comparatively less privileged categories of working people and citizens. This has been the long-standing view of the Committee on Transport.

Increasing demand, however, also implies increasing supply, for which the national railway organizations of the Twelve could cater adequately. What constitutes an adequate supply is the combination of trains with passenger carriages, with a flexible fare structure for family and group journeys such as the EURAIL type, which offers reductions for groups, or the INTER-RAIL type, which is an all-in ticket for the elderly and young people.

18. The degree of substitution between means of transport is high. The development of high-speed trains giving better connections and better services will create all the conditions for railways to become more attractive to the three categories of tourism which the Community wishes to encourage. In his forthcoming report, Mr STARITA will make proposals for specific action to be taken in this sector. Creating reception areas and combining them with passenger carparks on railway property will enhance the competitiveness of the Community's railways.

Airline transport

19. Air transport and tourism are almost synonymous concepts. There are, however, three aspects of airline transport which define its relationship with tourism: firstly, price levels on scheduled services, which are interdependent with capacity and the level of competition; secondly, air travel safety, and, thirdly, airport safety.

20. As regards the first aspect, Parliament has already made its view clear in its resolution of 10 September 1985 on the basis of the KLINKENBORG report¹¹. It should be emphasized here that the Committee on Transport also supports more effective development of charter flights, which have become an important part of intra-Community links. The implementation of Directive 83/416/EEC of 25 July 1983 on inter-regional air services will create better conditions of competition for regular flights. The proposed modifications put forward by the Committee on Transport will change the fare structure on regular services.

21. On the second aspect of air transport, the safety thereof, our rapporteur, Mr ANASTASSOPOULOS, is preparing a highly complex study of this serious topic. As regards airport safety, Parliament's resolution of 10 March 1986 on the basis of the ROUX report¹² makes proposals for specific action; their adoption will reduce the fears of visitors from third countries to a minimum and thus increase extra-Community tourism.

Maritime transport

22. Recreational voyages by sea (cruises) as an alternative form of tourism have not particularly exercised the Commission. In the third memorandum on the IMPs: maritime transport¹³, no special attention was paid to the cruise sector. It is reckoned that applying the principle of freedom to provide services in maritime transport will increase the margins for initiative available to shipping companies in this sector and boost competition, leading to a better provision of services combining recreation with travel.

23. If this sector is to develop rationally, specific action must be taken by the Commission, which must take the following factors into account:

- (a) 80% of tourists on cruise vessels come from developed, wealthy countries and are primarily from outside the Community,
- (b) the annual increase in this sector is estimated at 10%,
- (c) 33% of international cruise vessels operate under Member States' flags,
- (d) this is a sector with a high manpower component (intensive use of labour),
- (e) with its diversity and its historical and cultural heritage, the Mediterranean is a prime focus of attraction.

In its proposed study the Commission must address itself not only to the potential demand for cruise vessels but also to the additional infrastructure required and to the above factors, which directly affect the development of this sector.

Transport infrastructure

24. Any tendency to underestimate the importance and contribution of transport infrastructure to the development of tourism would be a flagrant omission with disastrous consequences. However, a transport infrastructure policy must be based on medium-term objectives and a specific financing structure. The following might be proposed as the objectives of such a policy:

- (a) reducing traffic congestion between Member States by establishing basic axes,
- (b) identifying investment programmes of Community interest,
- (c) bringing peripheral regions into the Community network,
- (d) mitigating the consequences arising either from the accession of new Member States or from natural obstacles.

25. The Committee on Transport, with Mr HOFFMANN as rapporteur, is currently drawing up a report on the medium-term transport infrastructure programme. The relevant Commission communication includes a proposal for a regulation on Community financing for this infrastructure programme. The immediate advantages of this proposal are clear now that there is some doubt whether the appropriations of 90 m ECU for 1985 and 73 m ECU for 1986 will be taken up, owing to the lack of the appropriate regulation. In drawing up its proposal the Committee on Transport must emphasize the effects on tourism of any programme or project which receives Community aid.

CONCLUSIONS

26. The Committee on Transport calls on the rapporteur, Mr McMILLAN SCOTT, to incorporate the following into his motion for a resolution:

- (a) Maintains that the economic importance of tourism, the part which it plays in creating employment and its importance as a means of heightening awareness of the Community's shared cultural and historic heritage and of creating understanding among its citizens are arguments for the establishment of a common policy in the tourism sector;
- (b) Stresses in particular the direct link that exists between tourism and transport/movement, which derives from the international definition of tourism which covers journeys of more than 24 hours for recreation, business, study or health purposes; consequently, a precondition for the development of any form of tourism is that problems associated with the movement of tourists be dealt with in an effective manner;
- (c) Believes it important and necessary that intra-Community tourism be encouraged in the first instance, and that it must be based on:
 - (i) the rational geographical and seasonal distribution thereof,
 - (ii) integrated Community action to encourage social, rural and cultural tourism,
 - (iii) more effective targeting of the financial resources available to the Community (ERDF, Social Fund, EAGGF, IMPs, New Community instrument and transport infrastructure);
- (d) Believes that the three categories of tourism can be developed more easily by means of rail transport and parallel development of high-speed trains giving better connections and a better provision of services;
- (e) Asks that attention be paid to ways of reducing the congestion on Community roads which occurs at peak holiday periods and which brings increased accidents, unnecessary increased wear and usage of vehicles and fuel, and wastage of citizens' precious holiday time;
- (f) Reiterates its conviction of the need to adopt the relevant directive concerning the use of the green sign and the establishment of integrated transport centres;
- (g) Supports further development of charter flights and a higher level of competition for regular services, in accordance with the guidelines adopted by Parliament in its resolution of 10 September 1985, with a view to developing extra-Community tourism;
- (h) Regrets the lack of proposals from the Commission on the development of recreational voyages by sea (cruises); calls on the Commission, therefore, on the basis of the information set out in this report, to draw up a utility report on the advantages and repercussions of this category of tourism;
- (i) Asks the Commission, when drawing up Community financing plans or programmes in the transport infrastructure sector, to make consideration of the tourism dimension an essential precondition for financing.

FOOTNOTES

- 1 COM(86) 32 final/2, 15 April 1986 - Doc. C 2-193/85
- 2 OJ NO. C 115, 30.4.1984
- 3 Initial guidelines for a Community policy on tourism (COM(82) 385 final
- 4 OJ No. C 10, 16.1.1984, p. 281
- 5 Doc. 1-816/83
- 6 See Annex X to the Viehoff report for the opinion of the Committee on
Transport
- 7 See interview by Mr Ripa di Meana in the magazine 'Echos de l'Europe',
April/May 1986, pp. 3-6
- 8 See the excellent Carossino report on the establishment of integrated
transport centres (Doc. 2-1151/84)
- 9 See the Patterson report on the completion of the internal market
(Doc. A 2-180/85)
- 10 See the Faith report (A 2-202/85) on common measures to reduce road
accidents, Road Safety Year 1986, and Parliament's resolution of
18 February 1986
- 11 Doc. A 2-86/85 and resolution of 10 September 1985 in OJ No. C 262,
14.10.1986
- 12 Doc. A 2-208/85
- 13 COM(85) 90 final - Doc. C 2-10/85 and ANASTASSOPOULOS report
(Doc. A 2-53/86)

OPINION

(Rule 101 of the Rules of Procedure)

of the Committee on the Environment, Public Health and Consumer Protection

Draftsman: Mrs LENTZ-CORNETTE

On 24 April 1986, the Committee on the Environment, Public Health and Consumer Protection appointed Mrs Lentz-Cornette draftsman of an opinion:

It considered the draft opinion at its meeting of 25 November 1986 and adopted the conclusions unanimously.

The following took part in the vote: Mrs SCHLEICHER, vice-chairman (acting chairman); Mr Collins, vice-chairman; Mrs Lentz-Cornette, draftsman; Mr Avgerinos (deputizing for Mr Barral-Agesta), Mr Costanzo (deputizing for Mr Parodi), Mr Gaibisso, Mr Jackson, Mr Lambrias (deputizing for Mr Mertens), Mrs Llorca Vilaplana, Mr Muntingh and Mrs Van Hemeldonck (deputizing for Mr Bombard).

The Committee on the Environment, Public Health and Consumer Protection

1. has considered the Commission communication to the Council on Community action in the field of tourism and the three proposals for a Council decision, recommendation and resolution on specific measures in this sector;
2. has noted that the Committee on Youth, Culture, Education, Information and Sport intends to draw up a report on the Commission communication and has concentrated for the time being on the three texts submitted to the Council;
3. considers that these three texts, however valid, provide only an extremely limited response to the concern it expressed in adopting its opinion on initial guidelines for a Community policy on tourism. After all, one might ask why these three measures have been selected and not others and, for that matter, what the connection is between each of them. And yet, in its 1982 document, as in its recent communication, the Commission stresses the importance of Community action in this field;
4. believes that the following recommended lines of Community action (information, coordination, protection and safety for tourists) are justified, but is surprised that conservation of the environment, though described as essential to the development of tourism, is only dealt with under 'seasonal and geographic distribution of tourism';
5. can only commend the wish to improve the seasonal and geographic distribution of tourism but doubts that to achieve this, the Council merely needs to declare itself 'determined to do all in its power to achieve a better seasonal and geographic distribution of tourist activities'. In particular, the staggering of holidays is a complicated issue which has been discussed for several decades in a number of Community countries, without any significant improvement. A Community drive is highly desirable, but can it be effective without any consideration of the economic and social implications and without being part of global Community action on tourism?
6. approves the proposal for a standardized information system for hotels which would improve the quality of information for guests;
7. considers that certain aspects of tourism should be referred to our committee as the committee responsible in view of the many implications of tourism for the protection of consumers, the environment and public health.

8. also approves the proposal for a Council decision on a consultation procedure of the Member States but notes the extremely general and unambitious nature of this text, which raises doubts as to its implementation.

OPINION OF THE COMMITTEE ON BUDGETS

Letter from Mr COT, chairman of the Committee on Budgets, to Mr's EWING,
chairman of the Committee on Youth, Culture, Education, Information and Sport

Subject: Opinion of the Committee on Budgets on the Commission communication
on Community action in the field of tourism (COM(86) 32 final -
Doc. C 2-193/85)

Dear Mrs Ewing,

The Committee on Budgets considered the above communication at its meeting of
25 September 1986.

It noted that the three texts submitted by the Commission to the Council are
addressed primarily to the Member States, inviting them to take a number of
steps as regards information, coordination, protection and security in the
field of tourism. These measures require no comment by the Committee on
Budgets since they have no direct financial implications.

The committee nevertheless reserves the right to follow developments in the
Community's activities as part of the budgetary procedure.

The Committee on Budgets has delivered a favourable opinion on the above
communication.

Yours sincerely,

(sgd) Jean-Pierre COT

Present: Mr COT, chairman; Mr AMARAL, Mr BARON CRESPO, Mr BONDE, Mrs BOSERUP,
Mr CHRISTODOULOU, Mr CORNELISSEN, Mr DI BARTOLOMEI, Mr LALOR, Mr LOUWES,
Mr LUIS PAZ, Mr NORMANTON, Mr O'MALLEY, Mr PRICE (deputizing for Mr CURRY),
Mr SCHREIBER (deputizing for Mr ARNDT), Mrs SCRIVENER, Mr VON DER VRING and
Mr van der WAAL (deputizing for Mr CICCIOMESSERE)