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Proposal for a
COUNCIL DECISION

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

(presented by the Commission)

EXPLANATORY MEMORANDUM

INTRODUCTION

The tourism industry has been, and will continue to be, of great importance for the attainment of the broader objectives of the European Union. Its main contributions to these wider goals are that:

- tourism creates jobs and wealth and it will become increasingly important in this respect;
- tourism generates jobs rapidly and at low relative cost;
- tourism gives employment opportunities for varied groups, such as women and young people, which may in some way be at a disadvantage;
- tourism helps to achieve economic and social cohesion, and often gives less developed and peripheral regions a real opportunity to progress in economic terms;
- tourism can contribute to the protection and enhancement of the natural and cultural environment;
- tourism brings Europeans together, breaks down barriers and consolidates European identity and vision.

By the end of the decade, international arrivals will increase by around 100 million, making tourism the world's largest industry⁽¹⁾. Europe continues to be the principal destination in global terms. Directly it employs over nine million people (6% of the labour market) and indirectly many millions of others. It represents an average of 5.5% GDP and one third of service exports. This level of achievement reflects a long-term market position of global dominance. Europe's history, culture, landscapes and peoples have created a powerful attraction drawing vast numbers from other countries. These visitors have added to high numbers of Europeans who have traditionally been great travellers throughout the Continent.

However, the threat from growing competition has become increasingly evident and Europe's market share has steadily eroded over the last 20 years. Destinations such as those in South and East Asia, and the Americas are becoming increasingly competitive offering top quality infrastructure, facilities and service. In some cases Europe's response is a higher cost product of inferior quality. A number of problems relating to quality and professionalism require both immediate and longer-term action. These problems have been caused by:

- complacency due to Europe's status as the predominant destination since the industry's rapid growth began in the 1960s;
- historically a lack of recognition within government of the importance of the industry;
- outdated facilities and poor infrastructure requiring wholesale regeneration of particular types of destination;
- a diverse and highly fragmented industry, most of which are SMEs, often resulting in less coherent policy formulation and ineffective coordination at many levels;
- a large number of sub-sectors which have historically not worked together in the most effective manner;

⁽¹⁾ WTO, International Tourism Overview-Highlights 1995, Madrid, 1996.

- over-concentration in terms of both the products offered and the destinations Terved leading to standardisation of product, over-development of certain areas and under-development of others;
- limited use of strategic planning and lax development controls with consequent negative impacts on often fragile natural and built environments;
- a short-term investment culture which has served to reduce the ability to plan tourism strategically in the longer term;
- poor training provision and a lack of an industry image.

As tourism occurs across borders a number of these problems clearly have a Community dimension, both in terms of tourist flows and destinations. This is continually accentuated by improvements to intra-European modes of travel ("reducing distances"); new tourism company ownership patterns; new technology allowing greater product choice and other factors relating to the completion of the single market.

In this context it is acknowledged that all Member States to varying degrees are concerned by the evolution of European tourism and that there is a clear need at local regional, national and European levels for action to address the issues of quality and competitiveness. It is important to point out that many of the current policies, programmes and initiatives of the Community contribute to the development of tourism in different respects, for instance:

- the Internal Market,
- competition policy,
- environment policy,
- regional and cohesion policies,
- transport policy,
- education and training programmes,
- consumer policy,
- culture,
- research and development programmes, etc.

While having all due regard for the principle of subsidiarity and acknowledging that primary responsibility and overriding competence for tourism in all its operational aspects rests with the Member States and private operators, Community-level inputs have the potential to provide significant added-value, especially in the following fields:

- collection and dissemination of research on tourism numbers, expenditure, trends, value of the industry, etc. at the European level;
- provision of market research such as that on existing and emerging third markets and other technical studies where there is a recognized pan-European need;
- promotion of a legislative, administrative and financial environment to enhance the development of tourism;
- consultation and cooperation with the Member States and the industry and in partnership with relevant bodies and public administrations;

- implementing specific innovative actions which address particular technical issues;
- production and dissemination of guidance on good practice, stimulating networking and transfer of know-how.

Given the problems facing the industry mentioned above, together with the opportunities for Europe inherent with the approach of the Millennium, the Commission is submitting its proposal for the first Multiannual Programme to Assist Tourism 1997-2000.

SECTION I. CONTEXT AND SCOPE

The present proposal relates to the Commission's work programme for 1996 which refers to "Community action in support of tourism to stimulate quality and competitiveness"⁽²⁾.

The present proposal is set in the context of the progressive specific involvement of the Community in tourism since the early 80s⁽³⁾.

It seeks to ensure continuity of Community action in this field whilst, at the same time, rationalizing and deepening it by taking greater account of European tourism as a phenomenon with a major economic and social impact⁽⁴⁾.

It is justified in that Community actions to assist European tourism, in accordance with the principle of subsidiarity, are in the interest of both the European Union and the Member States and respond to the expectations of both the industry and the tourist.

All actions provided for in this proposal have a common denominator: they are not, or cannot be, satisfactorily undertaken at the local, regional or national level. In addition they aim to make other Community measures more cohesive. All the actions proposed will give added value.

The proposal integrates the results of the consultation on the Green Paper on the role of the Union in the field of tourism⁽⁵⁾, presented and discussed at the Forum on European Tourism on 8 December 1995⁽⁶⁾, and takes account of the evaluation of the Action Plan based on an independent evaluation by an external consultant⁽⁷⁾.

⁽²⁾ COM(95) 512 final of 10 November 1995, p. 29.

⁽³⁾ Council Decision 86/664/EEC establishing a consultation and cooperation procedure in the field of tourism of 22 December 1986, OJ No L 384, 31.12.1986, p. 52. Council Decision 89/46/EEC on an Action Programme for a European Year of Tourism of 21 December 1988, OJ No L 17, 21.1.1989, p. 53. Council Decision 92/421/EEC of 13 July 1992 on a Community Action Plan to assist Tourism, OJ No L 231, 13.8.1992, p. 26.

⁽⁴⁾ Cf. Eurostat-DG XXIII, Tourism in Europe, Office for Official Publications of the European Communities, Luxembourg, 1995 and Tourism in the European Union - Key figures 1994-95, Office for Official Publications of the European Communities, Luxembourg, 1996.

⁽⁵⁾ COM(95) 97 final of 4 April 1995.

⁽⁶⁾ See DG XXIII working document, Consultation on the basis of the Green Paper - A further step towards recognition of Community action to assist tourism, Forum on European Tourism, 1995.

⁽⁷⁾ Report on the evaluation of the Action Plan to Assist Tourism, COM(96) 166 final.

It is in line with the conclusions of the report of the Commission to the Council on civil protection, tourism and energy, which specifies that action in this field "could be stepped up within the existing framework of the Treaty"⁽⁸⁾.

It provides an answer to many of the requests made by the European Parliament⁽⁹⁾, the Economic and Social Committee⁽¹⁰⁾ and, more recently, the Committee of the Regions⁽¹¹⁾, which have highlighted the growing attention paid to tourism, to be seen in the light of concerns expressed ever more forcefully by tourist operators in the face of the challenges posed by growth and employment.

It also responds to the needs of the tourist and the protection of natural and cultural heritage.

The present proposal, which is based on Article 235 of the Treaty, seeks to establish a multiannual Programme to Assist European Tourism (PHILOXENIA), for a period of four years beginning on 1 January 1997.

Its ultimate objective is to stimulate quality and competitiveness of European tourism, in order to contribute to growth and employment.

To ensure a focused approach and a coherent set of actions, this objective is broken down into four intermediate objectives and seven immediate objectives, presented in the following programme model.

This table illustrates the proposed programme, in relation to the complementarity of the objectives and the close link between objectives and corresponding actions.

⁽⁸⁾ See SEC(96) 496 final of 2 April 1996, p. 6.

⁽⁹⁾ See the Resolution on tourism in the approach to the year 2000 (OJ No C 44, 18.1.1994, p. 61), the Resolution on the report from the Commission on Community measures affecting tourism (OJ No C 18, 23.1.95, p. 159) and the Resolution on the Commission Green Paper on the role of the Union in the field of tourism (EP 215.091/final) adopted on 25 January 1996.

⁽¹⁰⁾ See the own initiative opinion on Tourism of 4 August 1994 (CES 453/94), OJ No C 393, 24.9.1994, and the Opinion on the role of the Union in the field of tourism (CES/976/95), OJ No C 301, 13.11.1995, p. 68.

⁽¹¹⁾ See the Opinion on the Commission Green Paper on the role of the Union in the field of tourism of 16 November 1995 (CdR 376/95).

PROGRAMME MODEL

Ultimate objective	Intermediate objectives	Immediate objectives	Actions
Stimulating quality and competitiveness of European tourism, in order to contribute to growth and employment	A. Improving knowledge in the field of tourism	<ol style="list-style-type: none"> 1. Developing tourism related information 2. Pooling tourism information from other sources 3. Facilitating the assessment of Community measures affecting Tourism 	<ul style="list-style-type: none"> · European statistical system for tourism · Surveys, studies and desk/field analysis · European research and documentation network on tourism · Establishment of a legal and financial watch
	B. Improving the legislative and financial environment for tourism	<ol style="list-style-type: none"> 1. Reinforcing cooperation with Member States, the industry and other stakeholders 	<ul style="list-style-type: none"> · Organization and follow up of regular meetings (technical/thematic meetings, round-tables, European fora)
	C. Raising quality in European tourism	<ol style="list-style-type: none"> 1. Promoting sustainable tourism 	<ul style="list-style-type: none"> · Local initiatives network · Environmentally friendly management systems · European Prize
		<ol style="list-style-type: none"> 2. Removing obstacles to tourism development 	<ul style="list-style-type: none"> · Identification of obstacles and development of appropriate responses
D. Increasing the number of tourists from third countries	<ol style="list-style-type: none"> 1. Promoting Europe as a tourist destination 	<ul style="list-style-type: none"> · Support for multiannual promotion campaigns 	

The programme is concerned with catalytic actions which complement and support those undertaken within other Community policies and programmes⁽¹²⁾ (see table below), as well as measures taken at national level⁽¹³⁾.

Compliance with the principle of subsidiarity is further guaranteed by the definition of selection criteria designed to prevent measures which do not ensure Community added value.

Partnership, cooperation, and consultation with the member States and the tourism industry are fundamental to the success of the programme.

⁽¹²⁾ See Annual reports of the Commission on Community measures affecting tourism, COM(94) 74 final of 6 April 1994 and COM(96) 29 final of 5 February 1996.

⁽¹³⁾ See Annual reports of OECD on tourism policy and international tourism.

COMMUNITY ACTIONS IN FAVOUR OF TOURISM

Intermediate/immediate objectives of the PHILOXENIA Programme	Actions under other Community policies* of Interest to Tourism	Complementary Actions (Multiannual Tourism Programme)	Added Value
A. Improving knowledge in the field of tourism	<ul style="list-style-type: none"> - Collection and dissemination of harmonised statistics (Working Programme on Community Statistics)-Council Directive on tourism statistics (ECU 4.5 million 1995-1997) 	<ul style="list-style-type: none"> - European statistical system for tourism - Surveys, studies, desk/field analysis - European research and documentation network on tourism - Legislative and financial watch 	<ul style="list-style-type: none"> - Comparable, timely, more accessible and user-friendly data and information - Exploitation of synergies - Improve impact of Community measures affecting tourism
B. Improving the Legislative and Financial environment for tourism	<p>Various EC policies and programmes (i.e. consumers, internal market, environment, transport, employment, education and training, R&D)</p> <p>Structural funds, (ERDF objective 1: ECU 3 313 million for 1994-1999, Objective 2: ECU 491 million for 1994-1996; Objective 5 b: ECU 788 million for 1994-1999 (EUR 12, of which ECU 462 million from ERDF, the rest from EAGGF), Objective 6: for 1995-1999 (ECU 34.9 million), ESF: 360 million for 1994-1999)</p> <p>Community Initiatives (**)</p>	<ul style="list-style-type: none"> - Organization and follow up of regular meetings with member States, industry and other stakeholders (technical/thematic meetings, round tables, European fora) 	<ul style="list-style-type: none"> - Improve European cooperation and consultation - Raise awareness on Community measures affecting tourism - Stimulate complementarity of actions
C. Raising quality in European tourism			
C.1. Promoting sustainable tourism	<ul style="list-style-type: none"> - 5th Community Action programme on the Environment, LIFE (total budget ECU 400million), coastal zones and tourism (ECU 650 00 in 1994) - research projects on Environmental protection and conservation of the European cultural heritage (ECU 4.419 million in 1994); Protection of cultural heritage (ECU 7.195 million for 1994) 	<ul style="list-style-type: none"> - Local initiatives network - Environmentally friendly management systems - European Prize 	<ul style="list-style-type: none"> - Effective implementation of the concept of sustainability, transfer and dissemination of best practices - Raise awareness on the issue of sustainable development
C.2. Removing obstacles to tourism development	<ul style="list-style-type: none"> - HÉLIOS II ("Tourism for all") 	<p>Promotion of best practices</p>	<ul style="list-style-type: none"> - Facilitate mobility, promote solidarity - Transferring good practices
D. Increasing the number of tourists from third countries			
D.1 Promoting Europe as a tourist destination		<ul style="list-style-type: none"> - Support for multiannual promotion campaigns 	<ul style="list-style-type: none"> - Promote attractiveness of Europe as a tourist destination alongside national campaigns

* See Report from the Commission on Community measures affecting Tourism COM(96) 29 final of 5 February 1996.

** The majority of Community initiatives, except RETEX, consider tourism relevant measures as eligible for support.

In order to ensure their efficiency, the actions planned under the proposed programme give pride of place to operating in concert as a principle and partnership as the operating method.

The proposed actions focus on the technical approach, with the aim of:

- enabling surveys and common interest studies to be carried out for the benefit of European tourism;
- promoting exchanges of experiences and good practice, both among responsible public authorities and among tourism operators in the Member States;
- encouraging operations and projects of a European dimension which are of a demonstrative character and clearly prove exemplary European-wide.

In order to ensure a sound and efficient management of the programme, the Commission will rigorously evaluate all the measures undertaken. The Commission will select indicators⁽¹⁴⁾ to ensure effective implementation, monitoring and evaluation throughout, namely:

- analysing the effectiveness of actions taken notably on the basis of cost/benefit criteria;
- strengthening procedures relating to the selection and monitoring of studies and projects;
- using performance indicators for each type of action planned, in relation to the objectives to which it refers.

In addition, intermediate monitoring and final evaluation reports will be produced, the latter based on an external source.

The reinforcement of the consultation process (involving both the Member States, the industry and other concerned parties) shall also contribute to a more transparent and effective monitoring and implementation of the programme.

SECTION II. OBJECTIVES AND PROPOSED ACTIONS

A. IMPROVING KNOWLEDGE IN THE FIELD OF TOURISM

Accurate information is clearly required to enable correct decisions to be taken, both in terms of investment by the private sector and the development of policy by the public sector. This is especially the case in tourism given its continued rapid growth, its volatility, the transnational nature of the industry and the potential of its impacts (both negative and positive). Much of the current information often remains dispersed and is still neither adequately disseminated nor fully exploited. The effective dissemination of data once gathered is also a priority for this programme.

In order to improve knowledge on European tourism a diverse range of information is required. This includes:

- comparable statistical data to enable accurate tracking and analysis of pan-European tourism figures, expenditure, flows, trends, tourist types, etc.;
- market research to identify and assess existing and emerging market opportunities;
- research based information of a technical nature to assist with the development and/or management of tourism;

⁽¹⁴⁾ For a detailed presentation, see point 9.3 of the Financial Statement annexed to the proposal.

applied information of a technical nature on current good practice, management issues, demonstration projects, new ways of working, etc.;

- consumer based information on quality requirements, tourism business performance, etc.

This information is required for a diverse group of sectors and bodies within tourism. These include ministries, national tourist organizations, regional and local authorities, private sector, tourism trade associations, universities and research establishments, and so forth. Much of this type of information is not yet available at European level.

An improvement in knowledge of tourism at European level will make it easier to analyse tourism as a broader phenomenon, ensure the integration of relevant information, and allow for a systematic assessment of Community measures affecting tourism. Through this type of comprehensive approach the Commission can improve the effectiveness of its tourism related activities and provide decision makers with a better understanding of tourism issues. A central element to this information role is the dissemination of the information obtained.

A. 1 Developing tourism related information

The work undertaken since 1990 by the Commission, in cooperation with EU and EFTA Member States has resulted in significant progress, first the development of statistical indicators for tourism and second, on the establishment of a specific Community-wide statistical framework. The 1995 Directive⁽¹⁵⁾ on the collection of statistical information provides a basis for a European statistical system for tourism. This Directive is now being implemented with the support of the Commission by Member States. It is proposed to further develop this by making the data more accessible and user friendly. In addition a new annual tourism survey will be incorporated into 'Eurobarometer' and this will provide further general data complementing that provided by the Directive. Further research will be produced where appropriate after a further analysis of needs and in partnership with the industry bodies concerned where relevant.

Action

- Consolidation of the European statistical system for tourism, improving the availability of reliable and up-to-date statistics.
- Development of surveys, studies and desk/field analyses, taking into account the needs of the tourism industry.

A.2 Pooling tourism information from other sources

Many organizations are involved in the provision of technical tourism information. This is produced by local/regional/national tourist organizations, national/European professional associations, major companies, research centers, experts associations, documentation services and international organizations such as the World Tourism Organization, the OECD, Unesco and the Council of Europe. Effective access to and dissemination of much of this information can be difficult and so it does not always benefit a wide public. It is proposed to establish a European Research and Documentation Network to collect existing information and provide a means to disseminate this more widely. This Network would be charged with the following types of activity:

- developing a comprehensive database of tourism related publications and other information;
- providing a reference point for all EU information on tourism;

⁽¹⁵⁾ OJ No L 291, 6.12.1995.

- distributing other relevant information in agreement with relevant participating bodies;
- providing an advisory service for those seeking specialist advice.

The Network would gather together a range of providers and via electronic and other means allow for the better dissemination of research to all interested parties. Specifically it will:

- assist in the identification of issues which have not yet been adequately studied and allow relevant action to be taken by the Commission;
- launch further actions to address any problems identified;
- ensure that research produced at Community level is complementary, avoids duplication, and makes the best use of available information and resources.

Action

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

A. 3 Facilitating the assessment of Community measures affecting tourism

Actions on tourism taken under other Community programmes have considerable relevance for the industry. However, as the central policy areas under which this support is given are often of a broader context, tourism is not always considered in the most effective manner possible.

Given the diverse nature of tourism many instruments of Community policy have the potential to affect the industry to a large degree. These effects cannot always be foreseen with accuracy and may serve in the long term to reduce Europe's competitive position. Coordination of the various programmes affecting tourism should be continued and consolidated in compliance with current rules and internal procedures.

With the objective of improving the impact of legislation and instruments which directly and indirectly affect tourism this proposal provides the means to:

- assess the appropriateness of any relevant measures and to react in accordance with the standard decision-making process;
- guarantee the coherence of Community measures as a whole;
- enhance the efficacy of these measures in practice.

The accent will be placed on the collection, selection and dissemination of information via the establishment of a legal and financial watch enabling the Commission, in collaboration with all the parties concerned, to closely monitor the impact of the proposals and decisions of the various Community institutions on the competitiveness of European tourism.

The number and diversity of these measures affecting tourism are sufficient grounds for the establishment of a system of this kind, which, in addition, would raise awareness on Community activity and facilitate strategic decisions by both public and private tourism operators.

Action

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

In summary, community actions for improving the knowledge of tourism will have five principal advantages:

- effective pooling of information currently available at many different levels;
- easier and more accurate identification of needs for further analysis;
- reduced duplication of effort and greater complementarity of research produced at Community level;
- impartiality in the production and dissemination of information;
- enhancement of the multiplier effect through economies of scale.

B. IMPROVING THE LEGISLATIVE AND FINANCIAL ENVIRONMENT FOR TOURISM

B.1. Reinforcing cooperation with Member States, the industry and other stakeholders

A precondition for increasing the competitiveness of European tourism is securing a "tourism-friendly" environment. Broadly this can be defined as one where the importance of tourism is recognized; where appropriate policies are implemented, and where other related legislative and financial instruments are fully taken into account.

The diverse nature of tourism is such that it involves different types of activities covering over 100 different branches which channel tourism spending throughout the economy. Businesses range from a small number of large multinational companies to an enormous number of SMEs. Additionally tourism is subject to certain other aspects such as a heavy reliance on the use of both public goods and infrastructure.

None of the players involved in tourism can therefore, independently, create this "tourism friendly" environment. Partly, success is dependent upon the establishment and development of partnerships which cut across and bring together various levels and sectors. It is currently often difficult for operators and organizations on the ground to provoke and influence these partnerships because of the diversity of the industry and the often weak vertical and horizontal linkages between and within sectors.

A culture of partnership throughout the many levels and sectors of tourism has only been practiced successfully in a limited fashion and has yet to become a widely used principle. Clearly there is a need to stimulate cooperation and coordination given the many bodies involved and the potential for synergy if they were to work together with greater effectiveness. Transnational partnerships offer a real opportunity to start this process on a European scale. In particular this proposal seeks to develop the following:

- an extension of the function of the Advisory Committee which was established in 1986 to facilitate information exchange, consultation and cooperation, so that it can assist the Commission in the implementation of the programme.
- regular meetings on established major parts of the industry, to promote public/private partnership actions at national, regional and local level;
- topic specific meetings with representatives of the main European organizations and/or leading companies in Europe, on technical matters;
- specific working groups, drawing together experts from different bodies, to ensure effective technical assistance in the implementation of elements of this Programme.

This framework aims to depart from the sector specific approach common in tourism and give the opportunity for those involved to combine efforts with greater effect and find solutions to current problems. In addition this type of cooperation can offer real prospects of tackling common issues which are found across many or all Member States. When this approach is combined with expertise from the Commission and other specific actions contained in this and other Programmes the positive effects could be considerable.

While this programme is concerned primarily with the competitiveness of European tourism there is a need to address other wider issues, such as that relating to so called "sex tourism", which continue to have a negative effect on the image of the industry.

In this respect, and given the grave concerns felt in the international community by the persistence of organized "sex tourism" involving children, particular care should be taken in drafting and strengthening the tourist industry's code of conduct and self-regulatory mechanisms against such practices, as well as supporting initiatives to prevent them.

Action

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

C. RAISING QUALITY IN EUROPEAN TOURISM

Given the existence of other Community policies which have already in their remit taken into account certain tourism related issues, priority will be given to promoting sustainable tourism and removing obstacles to tourism development.

C.1. Promoting sustainable tourism

Tourism appears quite different in comparison with other European industries. First, tourism activities are diffused, involving every region of the Union. Second, tourist attractions are often concentrated in certain zones, often subject to intense seasonal use and development pressure. The successful development of tourism, notably in terms of local development and job creation⁽¹⁶⁾, is dependent upon the ability of those responsible, to manage its growth. Only an attractive range of services in surroundings offering natural and cultural attractions will, in the long term ensure, a viable tourism development. Hence, the necessity of making much more rational use of Europe's natural and cultural heritage.

The implementation of sustainable development in European tourism is of vital importance. This issue has been specifically recognized in other Community programmes particularly those relating to environment and culture. Due note will be taken of the 'European Spatial Development Perspective' ('ESDP') where one of the main priorities is the wise and sustainable management of natural and cultural heritage.

There is also a need here to consider the special circumstances which surround the cohesion countries. This is particularly the case in their less developed regions where tourism is often identified as one of the central planks of development policy. Due regard will be taken therefore of the special needs of these regions when implementing the following actions.

Strategic and integrated planning at appropriate levels, together with the use of technical "tools" to address particular problems, can make an important contribution to the sustainable and balanced development of tourism. While much research has been undertaken on how to progress towards a more sustainable tourism, much now needs to be done to encourage the practical application of the concept.

⁽¹⁶⁾ See Commission Communication on A European strategy for encouraging local development and employment initiatives, OJ No C 265, 12.10.1995, p. 3.

At local level, a range of techniques can be applied, reconciling tourism development and protection of natural and cultural heritage, which helps to tackle the problem of the concentration of tourism in space and time. In order to improve the efficiency of such tools, attention shall be paid to:

- access to expertise developed outside the area concerned, exchange of experiences and transfer of know-how;
- regular reporting on the pressures and effects of tourism on natural and cultural resources on the basis of permanent and systematic observations;
- involvement of the local population as well as the tourism interests with the definition and the implementation of tourism development policy.

It is appropriate therefore to encourage exemplary local initiatives geared towards sound management of visitor flows, while at the same time stimulating networking of these initiatives. This would allow for the effective transregional and/or transnational dissemination of best practices.

The added value of these actions consists in the dissemination of best practices and the multiplier effects, which will be developed through networking.

In addition, it is essential to encourage individual operators- or groups of operators - to adopt environmental measures as far as their immediate "territory" is concerned. Incentive measures can encourage the implementation of innovative good practice in the field of sustainable tourism and, more precisely, in terms of environmentally friendly management systems in tourist accommodations.

Lastly, the development of sustainable tourism will be encouraged by stimulating competition amongst tourism destinations. The organization of a "European Prize for Tourism and Environment" (every two years) will help to identify the best initiatives and publicising them. This will contribute to raise awareness of both operators and the general public on the importance of a rational use of natural and cultural resources.

Such concrete and targeted actions, although limited to the field of tourism, should ensure the practical application of the sustainable tourism development concept.

Action

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

C.2 Removing obstacles to Tourism development

The issue of quality is connected with the large variety of products offered to the tourist. Europe has great appeal because of its great diversity of cultures, landscapes, history and peoples.

During the last years several elements have influenced the development of tourism, such as:

- more disposable income, greater independence, more leisure time;
- more numerous holidays of a shorter duration;

- a growing sophistication as tourists explore new areas and demand more variety in holiday choice and the availability of more activities during holidays;

These have provided an impetus to tourism development and resulted in a series of specific forms of tourism (health, business, cultural, rural, urban tourism etc.). Yet these forms of tourism are facing difficulties for their integration into the tourism system.

In order to remove the obstacles faced by these forms of tourism, the actions will consist of the identification of these obstacles and the evaluation of their impact, opening the way to the development of projects which will provide European-wide solutions which are transferable.

The further development of these forms of tourism grants a series of new advantages to European tourism:

- satisfaction of the new needs and requirements of the tourists,
- solutions to the problems of the concentration of tourists in space and time,
- development of some regions and areas of the Union,
- support to traditional tourism activities, and
- creation of new professions and new services.

Moreover such an action can contribute significantly to the improvement of the competitiveness of the European tourism as a whole, both because it demonstrates the great variety of the European tourist products (i.e. the majority of the American tourists comes to Europe mainly for cultural reasons) and because it will help to win a greater share of the world market (i.e. business, health tourism).

Another issue which can be dealt with successfully - Community-wide - is the access of different groups within the population (youth, elderly and disabled people) to tourism.

In this context, it is vital to take account of the expectations expressed more particularly by these "categories" of tourists with a view to making tourism more accessible to them, since by helping to eliminate the physical and psychological obstacles to mobility, Community action can help to extend tourism to these "categories".

The fulfilment of the specific needs of these groups of tourists can contribute substantially to the improvement of the quality of European tourism as well as to the strengthening of the solidarity between the citizens of the Union.

The action of the Community will concentrate on the identification of the problems faced by these groups in accessing tourism, as well as the development of projects which will provide innovative and transferable solutions.

In both fields, the action of the Community can bring important added value, because it is about matters which concern all Member States. It is worthy to underline here that similar kinds of actions have been undertaken during the Action Plan in favour of tourism, with considerable success.

Action

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

D. INCREASING THE NUMBER OF TOURISTS FROM THIRD COUNTRIES

D.1. Promoting Europe as a tourist destination

Measures which address specific markets, namely promoting Europe as a tourist destination, are an important element in the effort to attract tourists from third countries to our Continent.

There is a proven and accepted role for the public sector in the promotion of tourism. This can be undertaken at local or regional levels, as well as at national and transnational levels. The public sector finds it essential to provide a supportive role to the private sector, primarily because of the diverse and sectoral nature of the industry which can prevent coherent 'branding' or precise messages to be effectively established in third country markets. This role is undertaken in most cases by the NTO's which run their own marketing actions.

Whilst it is entirely logical that a function of an NTO is to market a country and its regions, it is also recognized that countries can work effectively together to market a "supra-national" destination. 'Europe' is accepted as such a destination by both established markets, such as the USA, and others which demonstrate rapid growth, such as Japan.

The present situation is that each Member State runs its own marketing actions. Parallel to this, the European Travel Commission (ETC) pursues its promotion campaigns which however cover many more countries than the Member States of the Union.

It is precisely this situation that could justify campaigns and other supporting actions at the European Union level, which would highlight the attractiveness of Europe and greatly benefit the tourism industry of the EU.

The aim of any actions taken will not be to replace the marketing efforts of the individual countries of Europe or present any country specific promotional material. Rather the aim will be to draw thematically on the great diversity and pluralism of Europe and present the many opportunities which exist for visitors from third countries.

It should also be noted that the celebrations and events which will take place before and during the Year 2000 will provide considerable scope for increasing tourist numbers from third countries.

The type of action proposed can therefore be described as providing complementary framework for both the individual actions of Member States and the private sector. These bodies may also wish to complement the EU-wide actions by linking their own promotional efforts. Actions will be based on the following principles:

- longer term philosophy and commitment;
- a focused approach, with a small number of well defined actions;
- stimulation of industry partnerships;
- EU funds will act as "seed" money which will stimulate further financial support (sponsorship) and therefore add value.

The Commission will work in close cooperation with national tourist organizations and other European tourist promotion bodies such as the ETC regarding:

- the definition of general guidelines for promotion;
- development and implementation of joint operational strategies;
- evaluation of measures, including spin-off benefits, on other levels of promotion.

Cooperation between the Commission and its partners should be formalised in a framework agreement defining the terms of such promotion.

In the interests of efficiency, the Commission's participation in such cooperation should be contingent on all partners agreeing on a qualified-majority decision-making procedure.

Action.

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

Proposal for a
COUNCIL DECISION

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

(Text with EEA relevance)

THE COUNCIL OF THE EUROPEAN UNION,

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

Having regard to the proposal from the Commission⁽¹⁾,

Having regard to the opinion of the European Parliament⁽²⁾,

Having regard to the opinion of the Economic and Social Committee⁽³⁾,

Having regard to the opinion of the Committee of the Regions⁽⁴⁾,

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

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

Whereas on 13 July 1992 the Council adopted Decision 92/421/EEC⁽⁵⁾ on a Community action plan to assist tourism (1993-1995), which expired on 31 December 1995;

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

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

(1)

(2)

(3)

(4)

(5) OJ No L 231, 13.8.1992, p. 26.

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

Whereas the European Parliament, in its Resolutions of 18 January 1994⁽⁶⁾, 15 December 1994⁽⁷⁾, and 13 February 1996⁽⁸⁾, and the Economic and Social Committee, in its initiative opinion of 15 September 1994⁽⁹⁾ and its Opinion of 14 September 1995⁽¹⁰⁾, have confirmed the need to strengthen Community action to assist tourism and have called for a genuine medium- and long-term tourism strategy; whereas the Committee of the Regions, in its Opinion of 16 November 1995⁽¹¹⁾, takes the view that a more active, better coordinated Community contribution is necessary to cope with the dynamic development of tourism and the scope of tourist activities;

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

Whereas the Commission is to be assisted by the Advisory Committee established by Council Decision 86/664/EEC⁽¹²⁾; whereas, accordingly, the Committee set up by Article 3(2) of Decision 92/421/EEC should be abolished;

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

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

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

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

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

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

⁽⁶⁾ OJ No C 44, 14.2.1994, p. 61.

⁽⁷⁾ OJ No C 18, 23.1.1995, p. 159.

⁽⁸⁾ OJ No C

⁽⁹⁾ OJ No C 393, 31.12.1994, p. 168.

⁽¹⁰⁾ OJ No C 301, 13.11.1995, p. 68.

⁽¹¹⁾ OJ No C

⁽¹²⁾ OJ No L 384, 31.12.1986, p. 52.

Whereas special attention will be paid to the actions and initiatives taken in the field of tourism in the framework of Euro-Mediterranean cooperation, as reflected in the Barcelona declaration and work programme adopted on 27 and 28 November 1995;

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

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

HAS DECIDED AS FOLLOWS:

Article 1

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

Article 2

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

The specific objectives of the programme are the following:

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

Article 3

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

Article 4

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

- the priorities for the selection of actions;

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

Article 5

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

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

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

Article 6

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

Article 7

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

Article 8

The Commission shall regularly evaluate the results of the programme. This evaluation shall include wherever possible the measurable results of the programme and shall observe the criteria set out in Article 3. On the basis of this evaluation process, the Commission shall present to the European Parliament and to the Council - and for information to the Economic and Social Committee and to the Committee of the Regions - an interim report, no later than three years from the beginning of the programme, and a final report within twelve months from the end of the programme.

Done at Brussels,

For the Council
The President

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

- Consolidation of the European statistical system for tourism, improving the availability of reliable and up-to-date statistics.
- Development of surveys, studies and desk/field analyses, taking into account the tourism industry needs.

A.2 Pooling tourism information from other sources

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

A.3 Facilitating the assessment of Community measures affecting tourism

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

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

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

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

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

C.2 Removing obstacles to tourism development

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

D. Increasing the number of tourists from third countries**D.1 Promoting Europe as a tourist destination**

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

FINANCIAL STATEMENT

1. Title of operation

Proposal for a Council Decision on a First Multiannual Programme to Assist European Tourism (1997-2000) - PHILOXENIA.

2. Budget heading involved

B5 - 325

3. Legal basis

Article 235 EC

4. Description of operation

4.1 General objective

Stimulate quality and competitiveness of European tourism, in order to contribute to growth and employment.

4.2 Period covered

Four years: 1997-2000

5. Classification of expenditure or revenue

5.1 Non-compulsory expenditure

5.2 Differentiated appropriations

6. Type of expenditure

- Subsidy for joint financing (up to 60% of eligible expenses) with other sources in the public and/or private sector. Subsidy allocated following selection of projects presented on the basis of call for proposals regularly published in the Official Journal of the European Communities.

- Purchases or subsidies for actions (up to 100%) to be undertaken on behalf of the Commission which, because of their specific scope, could not be realized otherwise, such as studies, meetings, information and publications tools for dissemination of results of Community activity in the field of tourism.

Expenditure allocated following selection of projects presented on the basis of call for tender or for proposals regularly published in the Official Journal of the European Communities.

The total amount of the latter expenditure shall not exceed 30% of the total amount requested for implementing the programme.

7. Financial impact

7.1 Method of calculating total cost of operation (relation between individual and total costs)

The estimation of the cost is based on both: the experience gained to date in the implementation of previous financial years as assessed following the evaluation of the Action Plan to Assist Tourism (Council Decision 92/421/EEC), and on a more rationalized use of resources following a focused approach for action.

The method of calculating total cost is based on a detailed estimation and evaluation of the needs for each of the specific actions presented hereinafter, taking into account the specific nature and scope of the action concerned.

7.2 Itemized breakdown of cost

indicative amounts Breakdown	Commitment appropriations ECU million (at current prices)				
	1997	1998	1999	2000	TOTAL
A. Improving knowledge in the field of tourism					
Statistics, survey, studies	0.45	0.53	0.5	0.5	1.980 (a)
European network of tourism research and documentation centers	0.25	0.2	0.2	0.2	0.85 (b)
Legislative & financial watch	0.04	p.m.	0.06	p.m.	0.1(c)
B. Improving the legislative and financial environment for tourism					
B.1 Reinforcing cooperation with Member States, industry, other stakeholders					
Organization and follow-up of regular meetings	0.35	0.35	0.40	0.415	1.515 (d)
C. Raising quality in European tourism					
C.1 Promoting sustainable tourism					
Local initiatives on visitor flows and Networking	2.0	1.0	p.m.	2.0	5.0 (e)
Environmentally friendly management systems	0.5	p.m.	p.m.	0.5	1.0 (f)
European Prize "Tourism & environment"	p.m.	1.0	p.m.	1.0	2.0 (g)
C.2 Removing obstacles to tourism development					
Promotion of best practices	0.455	0.5	1.0	2.0	3.955 (h)
D. Increasing the number of tourists from third countries					
D.1 Promoting Europe as a tourist destination					
Promotion campaigns	p.m.	3.6	4.0	1.0	8.6 (i)
TOTAL	4.045	7.180	6.160	7.615	25.0

- (a) Contribution for the cooperation with Eurostat of ECU 200 000 x year (1998-2000). 1997 already covered by 1995 engagements. Contribution for Eurobarometer, ten blocks of questions (cost per question ECU 10 000) for four surveys. Amount of ECU 200 000 estimated for two studies per year. 12 publications envisaged in this framework for dissemination of information, cost per publication via OPOCE, on average ECU 15 000.
- (b) Contribution for the establishment of a network and follow-up ECU 250 000 first year, ECU 200 000 (per year) following years.
- (c) Adaptation software ECU 40 000 as technical support tool. External evaluation implementation tourism programme ECU 60 000.
- (d) Paper/electronic newsletter, cost per year ECU 43 750 (ECU 175 000). 12 publications guides, reports via OPOCE, on average ECU 15 000 (ECU 180 000). Organization of yearly European Forum (500/600 participants) ECU 140 000 per year x 4 (ECU 560 000). Participation to different major international tourism fairs (stand and seminars contribution) 12 x ECU 50 000 (ECU 600 000).
- (e) Network ECU 200 000; contribution to 20 major European projects (average per project ECU 240 000).
- (f) Contribution for ten European projects (average per project ECU 100 000).
- (g) Amount for the two events: contribution to Member States (UK, F, I, E, D - ECU 120 000 x 5; I. = ECU 48 000; others ECU 96 000 x 9, technical assistance consultant company ECU 488 000.
- (h) 15 European projects (on average ECU 263 000).
- (i) Campaigns:
 ECU 8.6 million of sponsorship to be added (total amount campaign ECU 17.2 million):
 1 066 666 contacts generated by daily press (cost per contact ECU 3) = ECU 3.2 million
 700 000 contacts generated by magazines (cost per contact ECU 10) = ECU 7 million
 382 666 contacts generated by Free phone calls (cost per contact ECU 12) = ECU 7 million (this shall represent about 10-15% of inbound tourism from Japan and from USA).

7.3 Schedule of commitment and payment appropriations

ECU million

	1997	1998	1999	2000	Total
Commitment appropriations	4.045	7.180	6.160	7.615	25.0
Payment appropriations					
1997	1.45	-	-	-	1.45
1998	1.4	3.180	-	-	4.58
1999	1.195	2.5	2.9	-	6.595
2000	p.m.	1.5	2.0	3.5	7.0
following years	p.m.	p.m.	1.260	4.115	5.375
Total	4.045	7.180	6.160	7.615	25.0

8. Fraud prevention measures

- Specific control measures envisaged

The implementation of all actions for which Community funding is foreseen, is launched through the publication of call for tenders and call for proposals in the Official Journal.

The checking of the receipt of projects, furnishing or supplies ordered or the correct use of subsidies is carried out by Commission services prior to payment and taking account of the contractual obligations and principles of economic and sound financial and global management. Anti fraud measure (monitoring, submission of intermediary and final reports, etc.) form an integral part of all agreements or contracts concluded between the Commission and beneficiaries of funds.

9. Elements of cost-effectiveness analysis

9.1 Specific and quantified objectives; target population

The objectives and actions of the proposal encompasses the results of both the consultation on the basis of the Green Paper on the role of the Union in the field of Tourism [COM(95) 97 final of 4 April 1995] and the evaluation of the 1993-95 Action Plan to assist tourism based on an independent evaluation conducted by an external consultant.

In order to ensure their efficiency, the measures planned under the proposed programme give pride of place to concertation as the operating principle and partnership as the operating method.

In particular, it concerns trigger and catalyst actions, which seek to complement and render more efficient those undertaken within the framework of other policies and Community programmes, as well as measures taken at national and regional level. The general objective and the specific objectives of this programme must be seen in this context. On the one hand, they take account of the responsibilities of each administrative level of intervention and on the other hand, of the need to optimise the effects of the actions undertaken beyond the programme in question. The programme thus only represents the trigger for these numerous initiatives.

The proposed actions focus on the technical approach, with the aim of:

- enabling surveys and common interest studies to be carried out for European tourism;
- promoting exchanges of experiences and good practice, both among the responsible public authorities and among tourism operators in the Member States;
- encouraging the setting up of operations and projects which have an exemplary character, at European scale.

Target population

In principle, action envisaged could potentially be of interest to the entire tourism industry throughout the EU, as well as to public authorities at national, regional and local level. Activities directly relating to tourism represent over nine million direct jobs (i.e. 6% of total employment), 5.5% of the GDP and one third of the exports in services. It is estimated that more than two million enterprises are directly involved in tourism activities.

In this framework, and taking into account the human and financial resources available, so as to avoid a dispersion of funds and initiatives while maximizing their impact, these will concentrate on medium/large scale actions which shall involve the key players in each of the domains concerned. For example: the organization of a yearly European Forum with the participation of over 500 major decision makers in European tourism as well as the consultation and involvement of the most representative tourism professional associations and organizations (about 40 acting at the European level in the tourism field), shall ensure a direct multiplier effect on the whole represented population; as far as regional authorities are concerned, it is expected that the regions which are most dependent on tourism activities shall benefit from the measures of the plan; the participation in three of the major world tourism fairs and their follow up shall ensure broad direct contacts with visitors and exhibitors totalling over 300 000 people.

9.2 Grounds for the operation

In general, the tourism industry is characterised by its heterogeneity and the numerous actions to assist tourism by their scattered nature. It is therefore necessary to invest in a programme at Community level aimed at encouraging better coordination of actions.

The actions foreseen in the framework of the proposed programme complement:

- measures taken at national level, which in all Member States, aim to stress the economic and social importance of tourism, to develop structural cohesion and to encourage the professional representativity of this activity, whilst improving the quality of the service offered to clients;
- the general measures which derive from the competence of the Community or the implementation of its specific policies (See COM(96) 29 final of 5 February 1996).

9.3 Monitoring and evaluation of the operation

Several types of action are foreseen in order to ensure an evaluation of actions undertaken:

- cost/benefit analysis of actions to be taken;

- reinforcing controls with regard to the selection and monitoring of studies and projects;
- using "performance indicators" for each type of action planned, in relation to the specific objective to which it refers.

In addition to this, a monitoring report and a final evaluation report will be produced, the latter on the basis of an external audit.

The establishment, since the adoption of the programme, of a timetable/rolling plan for the four years concerned, including the relevant administrative and evaluation steps, shall ensure a better management and control of its implementation, notably in respect of the financial engagements/payments required.

The reinforcement of the consultation process (involving both the Member States, the industry and other concerned parties) shall ensure a more transparent and effective monitoring and implementation of the programme.

The ex post evaluation process will be based on the application of a set of objectively quantifiable indicators with regard to results and outputs of activities to achieve the specific objectives identified in the programme.

Specific/immediate objectives/Actions	Main final out-put	Main Performance Indicators
A. Improve knowledge in the field of Tourism		
A.1 Developing tourism related analyses		
Consolidation of the European Statistical system Development of surveys, studies, desk field analyses	Completion of data-base on tourism demand and supply basic indicators; Tourism section in Eurobarometer, desk-field analysis and market oriented reports; production of communication tools	<u>Coverage</u> : number of variables (at least 64) and Countries (all EU-EFTA) included, level of geographical breakdown ensured (NUTS II/III); <u>Reliability</u> : margin of error declared (3-5%), % of total relevant universe covered (90%); <u>Access/use</u> : effective use of the various tools: number and periodicity of publications (stat: 2 yearly/per year, 1 monthly; studies: 3 per year) gap between period of reference and availability of the information (official statistics: T + 9 annual, T+3 monthly; EU survey T + 3).

A.2 Pooling of information originating from other sources		
Establishment of a European research and documentation network	interactive network/information from other relevant sources	Effective coverage (references about at least 60% of relevant information originated by other sources). Use of the network: number of participants in the network (at least 50 covering at least all EU-EFTA countries); variety of subjects covered (by type: 60); number of in-put/out-put "transactions" (500). Yearly assessment of satisfaction rate on the basis of internal survey among users.
A.3 Facilitating the assessment of Community measures affecting tourism		
Establishment of a legal and financial watch	Software development for a monitoring system; evaluation forms of the impact on tourism of EC measures; regular reporting to inter-services group	Delay for defining and implementing the watch system, (T + 9). Number of dossiers dealt with and stored (200). Other Commission services connected (all). Effective use (internal survey on satisfaction rate). Periodicity of interservice meetings (4 per year); number and variety of participants (at least 10 services)
B. Improving the legislative and financial environment for tourism		
B.1 Reinforcing cooperation with member States, industry, other stakeholders		
Organization and follow-up of regular meetings	Meeting with and reporting to Member States and the industry, annual reports on Community measures affecting tourism, organization and follow-up of regular meetings, participation in major tourism fairs, seminars and conferences	Improvement of the implementation rate at national level of EC measures affecting tourism; development at national level of EC compatible measures which facilitate tourism businesses. Number of requests for information, of complaints introduced, and follow-up ensured. Number of copies of report requested/disseminated. Periodicity of meetings (3 per year with MS, and 3 per year with others); number and variety of participants (all EU-EFTA MS, representatives from at least 40 organizations). Improvement of the awareness on Community measures affecting tourism measured on the basis of specific survey

Specific/immediate objectives/Actions	Main final out-put	Main Performance Indicators
C. Raising quality in European tourism		
C.1 Promoting sustainable tourism		
<p>Network of local "laboratories" applying visitor management techniques</p> <p>Implementation of environmentally friendly management systems</p> <p>European Prize "Tourism & Environment"</p>	<p>Development of innovative projects, networking,</p>	<p>Number of applications submitted, number and relevance of partners/area involved in the projects financed (covering all Member States); follow-up ensured after Community financial support;</p>
C.2 Removing obstacles to tourism development		
<p>Promotion - transfer of best practices</p>	<p>Development of innovative projects</p>	<p>Number and relevance of partners involved in the projects financed (covering all Member States); number of models identified/applied; follow-up ensured after Community financial support (further application of at least 60% of innovative models identified);</p>
D. Increasing the number of tourists from third countries		
D.1. Promoting Europe as a tourist destination		
<p>Multiannual promotional campaigns</p>	<p>Definition and use of marketing, information, promotion and communication tools</p>	<p>Increase rate of international arrivals/expenditures. Sponsorship ensured in % of total budget (at least 50%). number of contacts in respect of target population (10-15%). Cost per contact; coverage ensured in respect of total target area, complementary use ensured by national and regional authorities in the framework of their specific campaigns.</p>

10. Administrative expenditure (Section III, Part A of the budget)

Actual mobilization of the necessary administrative resources will depend on the Commission's annual decision on the allocation of resources, taking into account the number of staff and additional amounts authorised by the budgetary authority.

Additional request should in no way prejudice the decision that the Commission will be brought to make with regard to the allocation of resources.

10.1 Effect on the number of posts

Type of post		Staff to be assigned to managing the operation		Source		Duration
		Permanent posts	Temporary posts	Existing resources in the DG or department concerned	Additional resources	
Officials or temporary staff	A	10	2	8	4	
	B	2		1	1	
	C	4		3	1	
Other resources			2	6	-4	
Total		16	4	18	2	

As shown in the table above, additional resources should be obtained in the following way:

in total six new posts in the established plan (4A, 1B, 1C)
of these six posts, four can be obtained through TCE: 3A, 1C.

In view of the fact that 1997 will be the last year of implementation of the TCE program, that transformation would have to be made in 1997.

In budgetary terms the net increase in human resources will therefore be limited to two posts.

10.2 Overall financial impact of additional human resources

	Amounts	Method of calculation
Officials Temporary staff Other resources (indicate budget heading)	494.092	1 A x 72.778 1 B x 50.745 (per year) 123.523
Total	494.092	123.523 x 4

ECU

10.3 Increase in other administrative expenditure as a result of the operation

ECU

Budget heading	Amounts	Method of calculation
A 2510: - Advisory Committee representatives from Member States (See Article 3(2) of draft Decision)	414.540 (125.100)	$695 \times 15 = 10.425 \times 3$ (meetings/year) $= 31.275 \times 4 = 125.100$
- Technical committees (See Annex draft Decision, paragraph 2)	(289.440)	$804 \times 30 = 24.120 \times$ 3 (meetings/year) $= 72.360 \times 4 =$ 289.440
A-130	192.000	500 (average cost per mission) $\times 8 \times$ 12 (average mission per person, per year) $= 48.000$ $48.000 \times 4 = 192.000$
Total	606.540	

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