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REPORT

on the Communication from the Commission: enhancing tourism's potential for employment – follow-up to the conclusions and recommendations of the High Level-Group (COM(1999) 205 – C5-0112/1999 – 1999/2115(COS))

Committee on Regional Policy, Transport and Tourism

Rapporteur: Guido Viceconte

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PROCEDURAL PAGE

By letter of 29 April 1999 the Commission forwarded its communication on enhancing tourism's potential for employment to Parliament (COM(1999) 205 – 1999/2115(COS)).

At the sitting of 13 September 1999 the President of Parliament announced that she had referred the communication to the Committee on Regional Policy, Transport and Tourism as the committee responsible and to the Committee on Women's' Rights and Equal Opportunities and the Committee on Employment and Social Affairs for their opinions (C5-0112/1999).

At its meeting of 31 August 1999 the Committee on Regional Policy, Transport and Tourism had appointed Guido Viceconte rapporteur.

The committee considered the draft report at its meetings of 13 October and 23 November 1999, and 26 January 2000.

At the last meeting it adopted the motion for a resolution by 45 votes to 0, with 1 abstention.

The following were present for the vote: Konstantinos Hatzidakis, chairman; Rijk van Dam, Helmuth Markov and Emmanouil Mastorakis, vice-chairmen; Guido Viceconte, rapporteur; Pedro Aparicio Sánchez (for Günter Lüttge), Sir Robert Atkins, Elspeth Attwooll, Emmanouil Bakopoulos, Theodoros J.J. Bouwman, Martin Callanan, Carmen Cerdeira Morterero, Luigi Cocilovo (for Raffaele Fitto), Paolo Costa, Danielle Darras, Alain Esclopé, Giovanni Claudio Fava, Markus Ferber (for Reinhard Rack), Jacqueline Foster (for Francis F.M. Decourrière), Mathieu J.H. Grosch, Ewa Hedkvist Petersen, Juan de Dios Izquierdo Collado, Georg Jarzembowski, Elisabeth Jeggle (for Dana Rosemary Scallon), Dieter-Lebrecht Koch, Rodi Kratsa (for Luigi Cesaro), Brigitte Langenhagen (for Rolf Berend), Arlene McCarthy, Sérgio Marques, Erik Meijer, Reinhold Messner, Rosa Miguélez Ramos, Pasqualina Napoletano (for Mark Francis Watts), Camilo Nogueira Román, Juan Ojeda Sanz, Karla M.H. Peijs, Wilhelm Ernst Piecyk, Samuli Pohjamo, Carlos Ripoll y Martínez de Bedoya, Isidoro Sánchez García, Gilles Savary, Ingo Schmitt, Brian Simpson, Renate Sommer, Ulrich Stockmann, The Earl of Stockton, Margie Sudre, Ioannis Theonas (for Alonso José Puerta), Francesco Turchi (for Adriana Poli Bortone), Maurizio Turco, Joaquim Vairinhos, Luckas Vander Taelen (for Josu Ortuondo Larrea).

The opinions of the Committee on Women's' Rights and Equal Opportunities and the Committee on Employment and Social Affairs are attached.

The report was tabled on 4 February 2000.

The deadline for tabling amendments will be indicated in the draft agenda for the relevant part-session.

MOTION FOR A RESOLUTION

European Parliament resolution on the Communication from the Commission on enhancing tourism's potential for employment – follow-up to the conclusions and recommendations of the High-Level Group (COM(1999) 205 – C5-0112/1999 – 1999/2115(COS))

The European Parliament,

- having regard to the Communication from the Commission (COM(1999) 205 – C5-0112/1999),
 - having regard to the conclusions of the Council meeting of 21 June 1999 on tourism and employment¹,
having regard to Article 3(u) of the EC Treaty,
 - having regard to the Employment Pact announced at the June 1999 Cologne Summit and the employment guidelines submitted in September by the Commission,
 - having regard to Article 2 of the EC Treaty and, in particular, the objective of achieving 'a high level of employment',
 - having regard to Rule 160 of its Rules of Procedure,
 - having regard to the report of the Committee on Regional Policy, Transport and Tourism and the opinions of the Committee on Women's Rights and Equal Opportunities and the Committee on Employment and Social Affairs (A5-0030/2000),
- A. whereas tourism and the initiatives, services, infrastructures and firms connected with it constitute the main activity of advanced countries and represent the new employment frontier, especially for young people and women;
- B. whereas the Cologne Employment Pact called in particular for the sectors which generate most employment to be identified and for obstacles to employment in a service sector such as tourism to be removed,
- C. whereas the development of tourism may lead to an increase in employment levels and to an improvement in the quality of employment and whereas policies must therefore be introduced which encourage the use, development and management of natural and cultural resources/attractions, the promotion, management and education of the demand for tourism, the creation of a consensus within the host community and the growth of a hospitality culture,
- D. whereas tourism is a constantly expanding economic sector at European and international level in terms of both output and employment and whereas, for many of Europe's towns, regions, and communes it represents a very important economic and cultural resource,

¹ See Council press releases of 21 June 1999.

- E. whereas, however, such expansion does not always and everywhere result in new and better jobs and whereas, furthermore, the total number of tourists in Europe has remained unchanged since 1970; whereas in particular (as emphasised by the High-Level Group) the expected high levels of employment can be achieved only if the right conditions are created and if appropriate action is taken to maximise tourist potential,
- F. whereas tourism is a sector comprising a multitude of activities which vary in terms of production characteristics, which are labour-intensive and which are capable of employing people with very different vocational backgrounds from the point of view both of the type of work they do and of their degree of specialisation,
- G. whereas there is no specific legal basis for tourism policy in the Treaty of Amsterdam; whereas such a situation does not encourage the development of a sufficiently comprehensive and coherent view of tourism amongst the Member States nor, therefore, the full exploitation of tourism's potential as a source of employment; whereas, however, initiatives closely linked to the promotion of rural, environmental, cultural, conference-based, spa-related and sports-related tourism, and also tourism focusing on senior citizens, research and training can be promoted under the aegis of the European Union's regional policies,
- H. whereas the European Parliament has been urging the Council for some considerable time to adopt a multiannual programme on tourism, which is needed on the one hand to improve coordination between the various Community actions and, on the other hand, to reinforce synergies with the Member States' policies on tourism,
- I. whereas the European Union should primarily seek, in view of the close link between tourism and employment and in compliance with the principle of subsidiarity, to improve public awareness of the tourist industry with a view to highlighting its potential in terms of job creation, initially by the compilation of reliable and economically significant statistics, as well as increasing the competitiveness of the Community's tourist industry and developing its identity,
- J. whereas the development of the Community's tourist industry ties in with its compatibility with Community objectives, the rights of local inhabitants, quality of life and, above all, safety,
- K. whereas tourism has been recognised on many occasions at European level as an irreversible social gain, and so all initiatives designed to meet this social demand should be encouraged,
- L. whereas 95% of the businesses which make up the sector comprise small and medium-sized firms, which therefore must be provided with assistance to enable them to improve and maintain the standards of quality required to operate in a multicultural, competitive and worldwide tourist market; whereas the European Community has the instruments to promote the SMEs' capacity to expand as the market develops and to generate employment,
- M. whereas promoting the training and mobility of qualified workers are key elements of the strategy to combat unemployment in Europe, particularly in the case of the tourist industry and so the European Union should undertake to encourage above all the training

and mobility of staff capable of meeting the multicultural requirements of the market and providing adequate services for customers in need of assistance,

- N. whereas the varied geography and historical, cultural and environmental heritage of the Community's regions are a considerable asset and their main attraction for tourists, and whereas the European Union should undertake to support activities designed to promote and exploit the characteristic features of the regions and emphasise their identity within a single framework aimed at enhancing the overall attractiveness of the entire Community tourist industry while providing for cooperation with the countries that are candidates for accession and with Mediterranean non-Member countries,
 - O. whereas the development of efficient, sustainable transport infrastructures and the dissemination of new information technologies will be of increasing importance to the competitiveness of the tourism sector,
 - P. whereas tourism could represent an important job creation field even for small towns and rural areas, whose cultural and artistic heritage is frequently underestimated and not appropriately promoted,
 - Q. whereas mass tourism in sensitive areas like coastal and mountainous areas can threaten the local environment and cultural resources, if tourism flows and urban development are not appropriately steered,
 - R. whereas, in many regions of the European Union, tourism is restricted to certain limited periods of the year but whereas it should (insofar as it constitutes an economic resource) be made an all-year-round activity, in particular through the encouragement of tourism aimed at senior citizens, families and young people,
 - S. whereas a policy to increase employment in the tourism sector must be drawn up in the context of a changing employment market and in a way which takes local factors into account, but must nonetheless allow for negotiations between employers and their staff,
1. Endorses the overall strategy indicated by the High-Level Group on tourism and employment; welcomes the fact that the Group's conclusions have given rise to a special Commission report, and have also been incorporated to some extent in the communication on Community policies in support of employment (COM(1999)167 final); points out, however, that the creation of permanent jobs in the tourism sector is closely linked to the development of activities which generate added value in the sector and that enabling those who work in tourism to secure permanent, full-time employment in the sector must therefore be encouraged since this is one of the conditions for creating added value;
 2. Considers that the objective of increasing employment within the tourism sector must be closely linked to efforts to stamp out undeclared working and the various forms of discrimination against the 'weaker' groups amongst those looking for work (women, young people, etc.);
 3. Firmly believes that due consideration must be given to the rights of workers and employers with a view to steering the employment market in the tourism sector towards objectives which are satisfactory from both the social and the economic points of view;

4. Deplores the lack of a specific legal basis for tourism policy in the Treaties; considers that resolving this issue is essential to the future of tourism policy and that the Member States should therefore discuss the matter when the Treaties are next revised;
5. Calls on the Commission to ensure that Community policies intended to create tourism-related jobs are coordinated with the Member States' national employment policies;
6. Considers that the actions of the European Union must help to generate mechanisms within the programmes and projects set up under its regional policies with a view to promoting employment while at the same time safeguarding and exploiting the picturesque, cultural, historical and environmental features on which the tourist industry is based, particularly in outlying and island regions which have a delicate demographic and ecological balance;
7. Believes that it is essential for the development of tourism and the creation of new services capable of generating employment and guiding the national and regional authorities in drawing up programming strategies for Objectives 1, 2 and 3 of the Structural Funds and the Cohesion Fund to be referred to explicitly in the guidelines for the structural programmes for the years 2000-2006,
8. Considers that projects cofinanced by the Union could make a positive contribution to creating services and infrastructures to promote the mobility of visitors to and in remote areas with potential for tourism (especially outlying regions), revitalise declining areas and switch the emphasis away from the central cultural and tourist routes and develop areas with strong tourist potential;
9. Calls on the Commission to provide firm support for rural tourism since the latter is a vital yet underdeveloped means of creating jobs and raising incomes, particularly in the least-favoured regions;
10. Calls on the Commission to define strategic priorities with a view to developing the tourism sector within the European Union, calls for the range of European action in the field of tourism to be concentrated on a series of objectives defined on that basis and urges the Council to approve without further delay a multiannual tourism programme that can identify the measures most urgently required and clarify the purpose and scope of Community intervention in keeping with the Member States' own initiatives;
11. Calls for such a programme (and also the Structural Funds) to include cooperation programmes and support schemes relating to tourism in rural areas and small towns, focussing in particular on the importance of their heritage to European history;
12. Hopes that at the next Community Summit on Employment, which is to be held in Lisbon in the first half of the year 2000, tourism, as a productive system and a sector capable of creating new jobs, will be included as one of the European employment policy guidelines on an equal footing with all the others;
13. Calls on the Commission to ensure that, by means of the year 2000 employment policy guidelines, tourism and the activities relating thereto are given greater consideration by the Member States, particularly in their national employment plans;

14. Calls for the promotion of innovative projects in sensitive areas such as coasts and mountains, which are under the pressure of mass tourism and in rapid urbanisation, on the basis of the following principles: adoption of an urban development ceiling, conversion to a quality-based tourism policy and promotion of cooperation agreements between tour operators and the local community in order to manage tourism flows appropriately and to help the local economy in a sustainable way;
15. Calls on the Commission to consider how much scope there is for drawing up a **list of criteria** which will make it possible to ensure that the tourism sector too is promoted when decisions are taken by the various directorates-general concerning projects to be financed under the Union budget;
16. Considers, therefore, that in Community programmes which are designed to create jobs on a long-term basis and to support small and medium-sized businesses, promotion of the tourism sector should be an objective of equal importance;
17. Firmly believes that the creation of new, better, permanent jobs within the tourism sector and related areas is dependent to a very great extent on raising the quality and safety standards of what is on offer to tourists in Europe and that the principles of quality and safety should therefore become the specific key elements of the European Union's contribution to national tourism policies;
18. Believes that there must be no further delay in developing and implementing a uniform statistical system on tourism to provide Community, national and regional institutions, entrepreneurs and trade unions, schools and universities and operators in general within the sector with reliable information on tourism, related economic and social developments, employment trends and the potential for vocational training for the providers of tourist services and for the creation of new jobs;
19. Calls on the Commission, therefore, to draw up as soon as possible a progress report on the implementation of Directive 95/57/EC on the collection of statistical information in the field of tourism and a proposal to improve the latter with regard to the indicators relating to employment, sustainable tourism and social demand;
20. Calls on the Commission to undertake an audit of the Community policies and programmes currently supporting the tourism industry with a view to achieving a better coordination of EU actions;
21. Calls for a grid to be established showing indicators of social, economic and environmental sustainability which may be adopted by local and national governments as a basis for drawing up tourism development policies and strategies;
22. Calls on the Member States and the Commission to promote, in particular, training strategies for managers and those involved in the management of local indigenous resources, who should be deployed to back up locally recruited staff, to ensure they can organise and manage systems to provide tourist services of all kinds, provide technical assistance for SMEs, allow SMEs and VSEs operating in the tourism sector to gain access to appropriate sources of capital, particularly risk capital, and set up networks linking all the amenities the area has to offer in terms of tourist accommodation, environmental, historical and cultural resources, good wine and food featuring local specialities, entertainment, and local and intermodal transport;

23. Calls on the Commission to include employment for women in tourism within its fourth multiannual programme for small and medium-sized undertakings;
24. Calls on the Commission to include tourism in the fifth action programme for equal opportunities, 2001-2005;
25. Encourages the Commission and the Member States to gather and to group together suggestions put forward by the tourism sector which are intended to facilitate tourism for organised social groups, to encourage new forms of tourism in new localities and in particular to encourage Europeans living in Europe itself to visit European destinations in the outlying parts of the EU, to explore the potential for employment through sport-related tourism and to offset seasonal fluctuations in tourist numbers with a view to creating stable employment throughout the year, in particular in declining seaside resorts;
26. Calls on the Commission to ensure that the already highly flexible nature of employment in the tourism sector does not become a source of negative discrimination, particularly in areas such as rates of pay, training, employment conditions and working hours;
27. Calls on the Member States to incorporate the principle of equal opportunities in the tourist industry into their national programmes to combat unemployment, encouraging recruitment, and horizontal and vertical mobility for women in this sector accompanied by specific measures to implement equal opportunities directives, stricter monitoring within undertakings to combat illicit employment practices and incentives for companies recruiting qualified female personnel, etc;
28. Calls on the Member States to encourage and promote close cooperation between official equal opportunities organisations and tourist industry training establishments at every level, particularly with regard to course content, which should take account of women's particular needs and abilities and enable them to fulfil present-day market requirements and demands;
29. Considers it important that the gathering, processing, production and dissemination of relevant information and best practices should be undertaken and promoted; calls on the Commission to co-finance pilot schemes involving benchmarking and the exchange of experiences, particularly in sectors concerned with the drawing up of local strategies, protection of the environment, the quality of services provided and vocational training to prepare people for new types of tourism-related employment; in order to ensure that such objectives are successfully achieved, synergies should be strengthened through close cooperation and coordination with existing programmes;
30. Calls on the Commission to ensure that the rules on competition are properly applied in sectors which are closely linked to tourism, with a particular view to combating distortions, monopolies and oligopolies which imperil the hundreds of small and medium-sized businesses operating in the sector;
31. Encourages the Commission, the Member States and the relevant regional authorities to step up their contacts with the countries that are candidates for accession and the countries of the Mediterranean Basin in order to improve or rationalise any existing arrangements for cooperation with a view to developing joint projects capable of generating new employment by identifying and managing new activities in the field of tourism and related

or complementary fields, the promotion of inland regions and health-related tourism, including hydro-thermal resources and cultural activities designed to reclaim declining rural areas for tourism, with the additional aim of reducing the flow of unqualified people emigrating;

32. Encourages the Member States to adopt positive fiscal measures to assist small and medium-sized firms, particularly by reducing the burden of charges on labour, so as to encourage employment growth in labour-intensive sectors including those falling within the scope of the tourist industry;
33. Calls on the Member States to do all that is necessary to provide the small and medium-sized businesses operating in the tourism sector with easier access to existing Community instruments (Structural Funds, Fifth Framework Programme for Research, Leonardo, JEV, LIFE, etc.) and to encourage innovation and partnership;
34. Instructs its President to forward this resolution to the Commission, the Council and the governments of the Member States.

EXPLANATORY STATEMENT

1. CURRENT SITUATION

This Commission report is the first official document sent to Parliament in the wake of the European Conference on Employment and Tourism organised by the Luxembourg Presidency and the Commission in November 1997. Almost two years have gone by since then, but unfortunately it has proved impossible to resolve the impasse in Council over the multiannual framework programme for tourism, which is therefore still awaiting adoption.

The lack of a legal base prevents, among other things, the funding of heading B5-325 of the European Community budget, which should serve to cover the expenditure required for the coordination of existing Community actions established in connection with other policies (environment, research, Structural Funds, etc.).

Despite the European Union's delay and indecision with regard to the introduction of a fully-fledged Community policy on tourism, increasing attention is being paid to tourism as a sector capable of generating new jobs.

One of the reasons for the Community's interest is the 'structural flexibility' of this sector of the employment market, which explains its attractiveness for women and young people, to whom it often offers their first experience of employment. The fact that the tourist industry is seasonal by nature means that this sector can be used as a test ground for trying out projects involving a 'fundamental rethinking of the breakdown of working periods, inactivity (or unemployment) and training for substantial proportions of the active population in Europe'².

The strategy outlined in the present communication on the basis of the conclusions of the High-Level Group on tourism and employment revolves around three main objectives:

1. better knowledge, know-how and expertise in tourism;
2. improving information on, and access to, Community programmes and initiatives of interest to tourism;
3. encouraging the exchange of information on development initiatives and legislative measures affecting tourism in the Member States.

The main features of the strategy are:

- the introduction of a multiannual tourism (framework) programme as envisaged in the compromise proposed by the Austrian Presidency;
- the formulation of policy guidelines to be proposed by the Commission and the Member States with the participation of the candidate countries;
- the creation of a single new European Tourism Advisory Board ;
- more extensive cooperation with other international organisations such as the OECD, the Council of Europe and UNESCO.

The Commission sums up this approach as a 'knowledge-driven' strategy.

² COM(95)97, p. 8.
PE 231.556/fin.

2. COMMENTS

Your rapporteur believes that everyone is now aware of the importance of tourism and its impact on employment, and so there is no need to elaborate further on the role that tourism can play. But he also believes that this awareness is based on personal experience rather than verifiable statistical data. The fact that, due to the absence of sufficiently reliable and scientific statistical data, the tourist industry is in effect an unknown quantity has greatly limited the Community's prospects of pursuing a consistent policy in this area and creating employment on a wider scale.

It would be appropriate, therefore, for your rapporteur to begin by briefly summarising the impact of tourism on the lives of Union citizens and the desirability, in both economic and social terms, of promoting the European tourist industry.

Firstly, it should be remembered that the 'tourist industry' is one of the infrastructures which any advanced society must have. Without it, institutions, business and the world of work could not function. 'Tourism' comprises the whole range of goods and services required by individuals moving from their habitual place of residence and thus confers mobility, the characteristic feature of contemporary society. Yet the term 'tourism' is generally perceived as synonymous with holidays, which has the effect of reducing the interest taken in the subject at institutional level.

Eurostat figures highlight an apparent paradox: the main international tourist countries are not those traditionally regarded as tourist destinations, but on the contrary the most advanced nations, whose quality of life is one of their main attractions and most heavily promoted features.

After the US, the leading tourist country in the world is the United Kingdom, with 414 million visitors, followed by Germany with 314 million. Austria, with 92 million visitors, is the country with most tourists in relation to its size and population. The southern countries as a whole - including Italy and Portugal, but excluding France - account for a little over 15% of all tourist arrivals registered in Europe. The distribution of jobs generated by the tourist industry roughly corresponds to those percentages.

But the importance of tourism for the economy of the southern regions is very different, and should be studied carefully. The contribution of tourism to the various countries' export figures are circa 45% for Greece, over 30% for Spain, 26% for Portugal, 14% for Italy and 12% for France. The EU average is 10%.

It is an obvious truth, and one that is measurable by other economic and social indicators, that thanks to tourism, many Mediterranean regions have undergone a radical change for the better in their economic and social system and the way of life of their inhabitants, and achieved a drastic reduction in the numbers emigrating.

But 'social' growth has occurred only in those areas where the tourist market has given rise to the development of all the activities required to meet the needs of visiting tourists, thus creating an entire productive system. In such cases, there is a measurable increase in employment as a result of the growth in tourist numbers, thus establishing a virtuous circle of growth in the local economy.

We have noted that the main competitors of the Mediterranean countries traditionally regarded as tourist destinations are the industrialised and more advanced nations. This reminds us, among other things, that tourism cannot be regarded as the poor countries' petroleum industry, because it requires huge investment in structures, infrastructures, entrepreneurship, professional expertise, social services and training: in other words, in improving the standard of living of the host regions

to the levels which the advanced countries already enjoy because they form part of their existing system, and which the poor countries cannot provide for the sole use of tourists. So the tourist industry is essential for the equilibrium of the Mediterranean countries, as it provides a direct source of employment and a market for all local productive activities: agriculture, small firms in the industrial and craft sector, transport, services, retail sector, training, etc., while new or existing economic activities develop to meet the demands of this new market.

2.1. Statistics: what has to be analysed?

Table 1 General situation of the tourist industry in the European Union in 1994

Country	Bedplaces available			Residents (*)	Non- residents (*)	Total(*)
	Establish- ments	Actual numbers	% total			
United Kingdom	39.700	949.148	11,3	233,6	180,5	414,1
Germany	37.307	1.386.576	16,0	279,4	34,8	314,2
Italy	34.547	1.723.465	20,6	174,0	101,0	275,0
France	20.057	1.193.340	13,8	157,0	95,0	252,0
Austria	18.402	650.020	7,8	24,3	67,3	91,6
Spain	10.063	1.053.355	12,6	70,6	104,2	175,8
Greece	7.604	508.410	5,9	12,8	41,4	54,2
Belgium	1.980	105.123	1,3	14,2	13,2	27,4
Sweden	1.855	173.520	2,1	28,0	6,8	34,8
Portugal	1.728	202.442	2,4	13,8	20,6	34,4
Netherlands	1.726	138.000	1,7	38,2	18,0	56,2
Ireland	977	60.000	0,7	n.d (**)	11,4	n.d.
Finland	951	106.374	1,3	10,1	3,4	13,5
Denmark	565	99.275	1,2	14,3	10,6	24,9
Luxembourg	373	14.386	0,2	0,3	2,3	2,6

(*) in millions, (**) not defined. Source: ad hoc compilation of Eurostat data, 1996, pages 8-22.

The above data were published by Eurostat in 1996 and refer to the situation in 1994.

The economic impact of tourism appears to be a complete mystery, since the statistics collected at European level have always been inadequate, incomplete, unreliable and hence unusable. There are many reasons for this. Firstly, the heterogeneous nature of demand and of the tourist industry itself, which has made it impossible to so far to define that industry and recognise the role it plays in the productive system by identifying the activities of which it is comprised. Secondly, the fact that each state has adopted its own methods of recording, processing and classifying the statistics measuring the output of the tourist industry and its components, with the result that they cannot usually be compared and combined at Community level.

The data published by Eurostat are simply the result of adding together the separate bodies of data provided by the Member States, as it is impossible to assess the quality of the latter.

Although some distinguished experts have been arguing for years that the best method of getting to grips with tourism would be to assess the total direct and indirect macroeconomic impact of the

tourist industry in terms of revenues, value added, employment and the balance of payments, they have not yet disclosed how and by what means it would be possible to carry out such a task.

The many statistics used by national governments and the Commission are generally provided by the WTO, the World Tourism Organisation. There is little understanding as to who provides the WTO with the data.

In theory, the data should be collected by the various national organisations and national banks operating on the ground and passed on to the WTO, which represents the top of the pyramid in terms of world statistics on tourism and, after having compiled and processed them, is supposed to circulate them throughout the world.

This is not what happens in practice. The advanced countries need at least two years before they have the final version of their data. In practice, the WTO would need three years to collect the necessary data to compile statistics on international tourism. To overcome this problem, somebody had the brilliant idea of turning the statistical pyramid on its head; the authorities at the top now provide the grass roots with instant information in the form of estimates which are so complete and detailed that the recipients never feel the need for the definitive version. When, years later, the definitive data are available and, obviously, differ from the estimates, the latter are not rectified, as it would be impossible to make all the calculations and forecasts again and also because work has already started on the basis of the latest estimates to have been circulated in the meantime.

Directive 95/57/EC

Council Directive 95/57/EC on the collection of statistical information in the field of tourism³ provides that the collection of the statistical information ‘shall, where possible, ensure that the results meet the necessary minimum accuracy requirements’, but no indication is given as to how those minimum requirements are to be met. Provision is made for the information to be broken down by tourists’ age, length of stay, type of transport used and so on, in considerable detail, but it is also stated that this information is, for the most part, ‘not requested’. Provision is also made for information to be broken down depending on whether they relate to **long trips** (four or more consecutive nights, the main reasons for which are holidays, recreation or leisure, **tourist holidays** (i.e. trips of one or more consecutive nights, the main reasons for which are holidays, recreation or leisure) and, finally, **business tourism** (trips of one or more consecutive nights, the main reasons for which are business and professional).

But who is supposed to ascertain whether the main purpose of the trip is business, professional, recreation or leisure in Europe? Finally, there is no clear distinction between tourism and recreational activities: what does the Council of Europe mean by the term ‘tourism’? Perhaps agreement should have been reached on the meaning of this term at least.

The complexity of the sector and the many targets proposed by the directive do not make it easy to implement this programme, which is supposed to be coordinated at European level; the complex concepts covered by the tourist sector, which embraces a variety of different economic activities directly or indirectly related to ‘tourism demand’ make it impossible to provide a clear and unambiguous definition of all the firms involved in supplying those needs, or a simple survey of the strength and nature of the demand. Consequently, it is difficult at present to quantify the structure and performance of this sector on the basis of the models used for industrial accounting, which are generally too inflexible and not appropriate to show market dynamics in terms of quality.

³ OJ L 291, 6 December 1995.

Judging from the information analysed, it would appear that the directive has not met the objective of improving our knowledge of tourism and its impact on employment, which is obvious and for which we have much empirical evidence but which we are at present unable to measure, organise or rationalise. Nor is there any sign of the main countries adopting new methods for the collection of data. The directive provided that the Commission should present to the European Parliament, the Council and the Economic and Social Committee a report on the experience gained in carrying out the work specified in the Directive three years after beginning to collect the relevant data.

Parliament could use this opportunity to hold an annual debate on the subject of the development of tourism and its impact on employment at the same as examining the progress achieved by the European statistical programme on tourism.

There will be a distinct improvement in our ability to make reliable and effective assessments of the structure and future trends in supply and demand in the tourist industry once we have established an adequate and recognised Community framework which can achieve economies of scale while, at the same time, generating useful information for all the Member States and all concerned parties.

2.2. Need for the Commission to provide coordination and momentum

Your rapporteur considers that what is needed is not only more effective coordination, but better targeting of Community assistance to the tourist industry, which is currently too thinly spread over too wide an area. The Commission acknowledges this in its report, and it is significant that the body responsible for interdepartmental coordination stresses 'the need for an improved framework at Community level bringing greater effectiveness to Community actions in the field of tourism', as 'past experience, including evaluation of Community measures relating to tourism, has shown a serious risk of overlapping and redundancy, which tends to diminish the effectiveness of the efforts of the Community and of Member States'.

What kind of 'framework' is referred to here? Perhaps the Commission means the proposal for a multiannual programme for tourism, which is still before the Council. In that case, we should be under no illusions: given the need for unanimity and the opposition of various Member States, the Council cannot adopt that programme. Commissioner Liikanen, during the hearings held at the end of August, did not give Parliament any indication that he intended to resume the task of getting a programme for tourism adopted.

No progress appears to be possible in this area, and we cannot blame the Commission for that, in view of the deadlock reached in Council. Nevertheless, it is hard to see what is preventing the new Commission from at least ensuring that there is more effective internal coordination that has been the case up to now. This would be a particularly opportune moment for it, given the reorganisation of Commission departments currently under way.

Your rapporteur would welcome the prospect of the Commission department responsible for tourism concentrating on the duties of information, cooperation and partnership, with the various pilot programmes being set up directly by the relevant directorates-general. A division of labour along these lines (between supervisory and routine management duties respectively) would appear to be a step forward at least.

However, it will be crucial for the effectiveness of Community action for the Commission department responsible for tourism to draw up a list of criteria to be applied to aid and to the various Community measures in the field of tourism which, in practice, are already generously

funded by the Commission (cultural tourism, environmental and training measures, etc.). This list of criteria should be adopted by the Commission and provide clear political and administrative guidelines to be applied by all the directorates-general, subject of course to the constraints of the regulatory requirements by which they are already bound.

With regard to the substance of the list of criteria, it is obvious that they must reflect the specifically European (i.e. supra-national) nature of Community aid for tourism, in strict compliance with the principle of subsidiarity. The objective of creating jobs must take precedence, together with the objective of promoting the mobility of labour and operators in the tourist industry.

2.3. Human resources, mobility and training

The SMEs represent the backbone of the European tourist industry (over 90%), yet the industry's training systems have overlooked this important sector up to now. Moreover, despite the increasingly alarming concentration of tourist flows in limited areas within limited periods, very little attempt has been made to reduce the seasonal nature of the tourist industry.

The 1992 Community action plan to promote tourism suggested that the highly seasonal nature of the industry could be offset by providing new tourist products, exploiting new tourist destinations, promoting rural and cultural tourism and increasing the demand for social tourism, particularly on the part of older people. Very little progress has been made in those areas. The ability of the European tourist industry to maintain its market share now depends to a great extent on the development of sustainable tourism.

The main characteristic of sustainable tourism might be identified as the fact that it is consumer-oriented, and recognises the 'public' value of public assets. Tourism must be assessed and studied as an '*integrated productive system*' in view of its positive contribution to absorbing large quantities of agricultural and industrial products, services and transport facilities and indirectly generating a considerable amount of added value in related sectors. This meets society's increasingly exacting requirements with regard to improved quality of life while respecting the needs of the local population.

The constantly increasing market demand for 'sustainable tourism' indicates that tourism is undergoing a radical transformation. Traditional employment opportunities in the field are under threat, but at the same time there are numerous new possibilities in the new sectors (e.g. applied information technology and telecommunications, rural tourism, spas, cultural tourism, environmental improvement, management opportunities in the field of quality, marketing, promotion and sales, high-quality wine and food, entertainment, etc.).

The European Union must make the best possible use of the resources at its disposal to promote tourism and employment and, consequently, Community intervention should be carefully gauged and specific. To ascertain what the public authorities and the European Union can do to promote employment in the tourist industry, we must follow the golden rule of industrial policy, namely distinguish between developments that are directly encouraged by market mechanisms and trends (and so should not be subsidised) and those developments which the market is unlikely to encourage spontaneously but nevertheless deserve to receive support.

International mobility of the labour force in the private-sector tourist industry meets the need to create a multicultural environment in European tourist resorts.

It is not sufficient to let the market absorb the influx of seasonal immigrants who are generally employed in menial tasks (cleaning and kitchen work, for example), which already happens everywhere in Europe; we need to encourage the rational development of selective influxes of staff to provide high-level services (customer relations, reception, entertainment, cultural and environmental tourism). The SMEs are clearly at a disadvantage in this respect compared to the major operators, and cannot take independent action to make up for the deficiency.

The task of establishing these new and specialised forms of employment at supranational level should be undertaken by the EU as a whole, while traditional vocational training should continue to be carried out by the national and regional institutions.

2.3.1 Quality of reception and training

The objective of improving the standard of products available for tourists with a view to promoting sustainable tourism in inland regions and lesser tourist resorts is directly linked to and dependent on improving the capacity of these new tourist destinations to accommodate visitors, primarily by establishing service centres for SMEs, which should be run by properly trained professionals capable of organising a system of services to meet the requirements of a multilingual and multicultural market.

In this context, the term tourist 'reception' covers all the various initiatives and services required to provide tourists with a full range of services of the desired standard, information and advice about places to visit, itineraries to follow, transport and communications. The system would coordinate the various means of exploiting natural, environmental, historical, cultural and recreational resources, organise advertising campaigns and surveys of market trends, produce a calendar of local festivals and of cultural and recreational activities and events and devise a strategy which would also promote the consumption of local produce and direct sales of such products to tourists. This range of activities could generate jobs for qualified people, particularly women. This would have important implications: instead of exporting products, the market would be imported. The advantages for local producers are obvious: by eliminating distribution costs, they could obtain better prices for their products without losing their competitive position on the market. They could then use part of this added value to improve the quality of their products and, above all, tailor the production of goods and services more closely to a known demand. To administer this system, it would be necessary to establish these areas of professional expertise at European level for the young people who will have to change their jobs in the course of their life (mobility and flexibility). Community intervention should be mainly concentrated on creating a European network of trainers to carry into practice, by a continuous process and in the most appropriate fashion the latest findings of scientific and applied research, particularly with a view to:

- drawing up plans for the sustainable development of regions, their resources and potential, promoting an integrated supply system to enable tourism to become a market and an engine of growth for agriculture, small sustainable industry, natural parks, etc.; promoting the cultural heritage;
- administering Community initiatives aimed at creating and supporting activities that strengthen the fabric of local society;
- identifying the necessary means of activating and using all available financial resources to create new firms and jobs;
- designing products to meet the needs and requirements of an evolving market;

- promoting the integration of the production and distribution circuits of the ‘tourist market’ on the one hand and agricultural, industrial and craft industries, trade and services on the other, to maximise existing productive potential;
- issuing products with the quality label introduced by the EU;
- devising models providing for limits on development to be incorporated in planning to ensure that the benefits to the sector are not outweighed by the collective costs involved, the pressure on environmental assets and running costs;
- acquiring and transferring technological and managerial know-how, new methods and productive models;
- organising meetings between the ‘social partners’ to discuss and assess matters of general interest in the field of regional development; tackling the problems of areas whose development is lagging behind; promoting contacts and discussion between those representing various interests in the region who are prepared to cooperate amongst themselves and with local authorities to assist their development.

Finally, action must be taken to encourage mobility within the internal market of persons with professional qualifications in tourism and the leisure industry so that they might support (though not replace) locally recruited staff to ensure that uniformly high-quality services are available throughout Europe to safeguard the multiplicity and cultural diversity of the products supplied by Europe’s tourist industry.

25 November 1999

OPINION
(Rule 162)

for the Committee on Regional Policy, Transport and Tourism

concerning the Communication from the Commission: enhancing tourism's potential for employment – follow-up to the conclusions and recommendations of the High Level Group on Tourism and Employment (COM(1999)0205 – C5-0112/1999 – 1999/2115(COS)) (report by Guido Viceconte)

Committee on Women's Rights and Equal Opportunities

Draftsman: Rodi Kratsa-Tsangaropoulou

PROCEDURE

At its meeting of 21 September 1999 the Committee on Women's Rights and Equal Opportunities appointed Rodi Kratsa-Tsangaropoulou draftsman.

It considered the draft opinion at its meetings of 9 and 25 November 1999.

At the latter meeting it adopted the following conclusions unanimously.

The following were present for the vote: Theorin, chairman; Eriksson and Van Lancker, vice-chairmen; Kratsa-Tsangaropoulou, draftsman; Avilés Perea, Buitenweg (for Sörensen), Dybkjær, Ghilardotti, Gröner, Izquierdo Rojo (for Valenciano Martínez-Orozco), Karamanou, Klab, Lulling, Mann, Martens, E. Müller, Paciotti and Sornosa Martínez (for Rodríguez Ramos).

whereas the services sector, in particular tourism, is currently the area where the largest growth is occurring and the development of tourism is expected to continue,

whereas the tourist industry is now a major employer offering a wide variety of jobs to both men and women, a trend which will continue in future,

whereas women form a majority among the unemployed and are the most affected by economic and social changes,

whereas, according to official statistics, 53% of those employed but only 30% of business managers in the tourist industry are women,

having regard to the small percentage of women with professional qualifications in the tourist industry,

having regard to the specific nature of the employment market for women in the tourist industry, channelling them into ancillary forms of employment (unskilled, precarious, atypical, seasonal and undeclared employment) further weakening their legal position at the workplace leading to discrimination and perpetuating the notion that women are to be considered as an ancillary workforce only,

whereas it is necessary to bring about some prospect of improvement in the situation of women in countries seeking accession to the European Union,

having regard to the absence of studies and statistical data and concerning the role of women in the tourist industry,

having regard to the creative abilities and enterprising spirit shown by women and Europe's need for economic stimulation in the form of initiative and innovation,

whereas it is necessary to seek a more highly qualified workforce in the tourist industry in order to ensure its further development, bearing in mind that women form the majority of this workforce,

having regard to the need for a comprehensive policy for tourism at European level, while respecting the principle of subsidiarity,

CONCLUSIONS

The Committee on Women's Rights and Equal Opportunities calls on the committee responsible to include the following in its report:

1. Considers that the Community can play a major role in protecting women at work and creating further employment opportunities for women and calls on the Commission to support wholeheartedly and unreservedly the principle of equal opportunities as part of all its policies and programmes of Community support in the field of tourism;
2. Takes the view that special measures and positive action are necessary to combat existing inequalities and calls on the Commission to take special measures with regard to equal opportunities in the tourist industry launching special Community programmes in response to specific problems such as the seasonal nature of the work, the need to extend employment contracts from one year to the next, welfare provisions and opportunities for women in atypical employment, employment opportunities for women with special needs, childcare facilities for working mothers during school holidays which coincide with the main tourist seasons etc.;
3. Calls on the Commission and the Member States to promote vocational training for women in tourism, to encourage exchanges of information so as to widen women's career options, to inform women of future career possibilities, to encourage women into top executive and management positions, to draw up definitions concerning career structures and to ensure Community recognition of professional qualifications;
4. Calls on the Commission to take account of the aforementioned needs in respect of training in implementing the LEONARDO and INTERREG programmes and the EQUAL initiative;
5. Calls on the Commission to include employment for women in tourism within its fourth multiannual programme for small and medium-sized undertakings;

6. Considers that tourism could provide further opportunities for women in (rural and island) outlying areas, where they are faced with particular problems of development and accordingly calls on the Commission to encourage enterprise among women, in particular women in these areas;
7. Calls for agritourism programmes and suitable support measures (information concerning local market conditions, comprehensive general training in setting up tourist companies) to focus particularly on the employment opportunities for women in rural areas.
8. Points in particular to the tourist potential of recreational and cultural activities in rural or urban areas and the need for an information network concerning local market conditions, and calls on the Commission to make suitable provisions in its URBAN programme (particularly for economically backward areas) and calls on the Member States to cooperate with local authorities in achieving in achieving this objective;
9. Calls on the organisations concerned in countries seeking EU membership to act promptly in implementing the principle of equal opportunities in the tourist industry and to make use of the opportunities offered by the PHARE programme;
10. Calls on the Commission to make a comparative study of European Union Member States concerning employment and training opportunities for women in the tourism sector and to initiate surveys of the employment market and new career opportunities in this field;
11. Calls on the Commission and the Member States to improve their statistical services and publish statistics for each geographical area, broken down by social category, sex, type of employment and providing information concerning pilot projects or other noteworthy initiatives;
12. Calls on the Commission to include tourism in the fifth action programme for equal opportunities, 2000-2005;
13. Calls on the Member States to incorporate the principle of equal opportunities in the tourist industry into their national programmes to combat unemployment, encouraging recruitment, and horizontal and vertical mobility for women in this sector accompanied by specific measures to implement equal opportunities directives, stricter monitoring within undertakings to combat illicit employment practices and incentives for companies recruiting qualified female personnel, etc;
14. Calls on the Member States to encourage and promote close cooperation between official equal opportunities organisations and tourist industry training establishments at every level particularly with regard to course content, which should take account of women's particular needs and abilities and enable them to fulfil present-day market requirements and demands.

OPINION

(Rule 162)

for the Committee on Regional Policy, Transport and Tourism

on the Communication from the Commission: enhancing tourism's potential for employment – follow-up to the conclusions and recommendations of the High Level Group on Tourism and Employment (COM(1999) 205 – C5-0112/1999 – 1999/2115(COS)) (report by Guido Viceconte)

Committee on Employment and Social Affairs

Letter from the committee chairman to Konstantinos Hatzidakis, chairman of the Committee on Regional Policy, Transport and Tourism

Brussels, 23 November 1999

Dear Mr Hatzidakis,

The Committee on Employment and Social Affairs considered the above subject at its meetings of 14 October 1999 and 22 November 1999 and at the latter meeting adopted the following text and conclusions by 25 votes to 2 with no abstentions.⁴

The committee welcomes the premise on which the Commission Communication has been based, namely that “employment is at the top of the Commission’s priority actions in tourism”. This ties in well with the conclusion of the High Level Group on Tourism and Employment (Corsten Group) which found that tourism could make a significant contribution to the fight against unemployment. The figures speak for themselves: there are already over 9 million jobs in the tourism sector and the forecast is for a further 2.2m-3.3m to be created by the year 2010 (assuming growth levels of 1-1.5% per annum). Certainly the potential for job creation is enormous, and the committee welcomes the work already undertaken on how this potential might best be tapped.

The committee continues to support the principle that action at Community level in the field of tourism would be facilitated by the adoption of a multi-annual programme in favour of tourism, and welcomes the paragraph drafted by the main rapporteur urging Council to approve such a programme. In the meantime, it is important that measures undertaken in support of tourism’s employment potential are coherent and complementary, whether these come under Community programmes or are actions carried out by Member States. The rapporteur in the Committee on Regional Policy, Transport and Tourism focused naturally enough on the potential of Structural Fund programming for developing employment in the tourism sector. While supporting this, my committee would like to direct the focus more on synergy with the European Employment Strategy.

The Commission Communication refers to the tourism industry as a valuable “test-bed” for the implementation of the European Employment Strategy in the services sector. Indeed, the

⁴ The following were present for the vote: Rocard, chairman; Menrad, vice-chairman; Bernié; Bushill-Matthews; Cocilovo; Damiao; De Rossa; Ettl; Figueiredo; Ghilardotti; Gillig; Gonzalez Alvarez (for Ainardi); Gorostiaga; Helmer (for Aviles Perea); Hughes; Jensen (for Cacciari); Lambert; Lynne; T. Mann; Nobilia; Ojeda Sanz (for Fatuzzo); Pronk; Saifi; Schmid; Skinner; Smet and Weiler.

European Parliament, in a resolution on tourism adopted in the previous legislature, had called on the Commission to undertake a detailed analysis of the proposals submitted for the tourist sector by each of the fifteen Member States under their National Action Plans for employment, given that tourism is a key job-creating sector. However, as yet, reference to the tourist industry has been at best patchy in the Member States' National Action Plans, making it therefore difficult for the Commission to investigate the potential further.

Most references to the tourism industry in the 1999 National Action Plans were recorded under measures taken to implement Guidelines 12 and 13, for exploiting new opportunities for job creation, especially in the services sector; some Member States made the link with the horizontal actions undertaken in support of the cultural sector, a vital link given the increase in so-called cultural tourism across the Community; other Member States made no identifiable reference to the tourism sector at all, even though tourism must make up a significant percentage of GDP and/or employment. Very few National Action Plans laid out concrete targets for the sector in terms of both quantity and quality of future job growth. There is clearly, therefore, room for much greater prominence for tourism and employment as a theme in future National Action Plans, and, consequently, future Joint Employment Reports from the Commission.

Much of the emphasis in the discussion of tourism's employment potential centres around the need to improve the infrastructure and the general business environment. This is certainly true, but this committee would also like to see more attention given to another of the High Level Group's priorities: upgrading human resources in tourism. Many jobs in the tourism sector are unskilled and either part-time or seasonal; employment is therefore often precarious, and working conditions erratic. Parliament has in the past stressed the importance of ongoing training and of ensuring that jobs are more sustainable in the longer-term by providing SMEs with the financial means to retain employees in low season for the purpose of training, and the Mann Report on Jobs for the Future in the last legislature (A4-0475/98) proposed a whole reorganisation of career structures in the industry, with a view to diplomas being recognised in – travel agency, travel organisation, holiday travel, and health and tourist resort services.

Linked to this is the widespread assumption that the flexible nature of the labour market in tourism benefits the employment of women and young people, two of the groups worst affected by high unemployment. The committee would question this natural link between women's and young people's employment and the flexible labour market. Women and young people should not have to enter the labour market in precarious, insecure jobs with poor working conditions. It is vital, therefore, that attention is paid to the quality as well as the quantity of jobs created.

This committee was unhappy with the content of the social partners' agreement on fixed term work contracts, which became Directive 1999/70/EC⁵, particularly as regards seasonal workers. This Directive must now be built upon if workers in such vulnerable jobs are to be protected. This committee would also hope for a similar agreement and/or legislation on temporary agency work, from which many in the tourism sector find work. It would also urge the Commission to follow up on its declared intention to investigate the possibilities for building on the social dialogue in the hotel and restaurant sector by urging other branches of tourism to develop their own social dialogue between the two sides of industry at European level.

The Committee on Employment and Social Affairs requests the Committee on Regional Policy, Transport and Tourism to include the following paragraphs in its resolution:

⁵ L 175, 10.7.1999, p. 43
PE 231.556/fin.

1. Urges Member States in their National Action Plans for employment for the year 2000, and the Commission in its next Joint Employment Report, to give greater emphasis to measures aimed at facilitating employment creation in the tourism sector and to include this in the horizontal actions taken to implement the European Employment Strategy.
2. Calls for greater emphasis to be laid on the quality of jobs created in the tourism sector, with a focus on training, development of career structures, recognition of diplomas and overall protection of workers in precarious employment.
3. Asks the Commission to promote a partnership model in mass-tourism areas where major tour operators are active, in order to establish local and regional development strategies for the advantage of the local economy.
4. Urges the Commission and the Member States to lay down general principles and minimum requirements for employment through temporary work agencies with a view to protecting workers' rights; calls on the Commission also to encourage the social partners to enter into social dialogue throughout the tourism sector and in particular in the travel agencies and tour operators sectors.

Yours sincerely,

Michel ROCARD