

# COMMISSION OF THE EUROPEAN COMMUNITIES

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95/0002 (CNS)

Proposal for a

COUNCIL DIRECTIVE

***ON THE COLLECTION OF STATISTICAL INFORMATION***

***IN THE FIELD OF TOURISM***

(presented by the Commission)

# **EXPLANATORY MEMORANDUM**

*TO THE DRAFT DIRECTIVE ON TOURISM STATISTICS*

## EXPLANATORY MEMORANDUM

### **Draft proposal for a Council Directive on the collection and dissemination of statistical information in the field of Tourism**

On numerous occasions the European Parliament, the Council and the Social and Economic Committee have emphasised the need for the European Union to play an active role in the production and dissemination of tourism statistics.

It has been recognised that the greatest difficulty in preparing and publishing statistics on tourism at Community level is due to the fact that data collected at national level are not fully comparable and the concepts and methods used vary from one Member State to another.

The Council Decision of 13 July 1992 on a Community action plan to assist tourism<sup>1</sup> covering a period of three years starting from 1 January 1993, recognises that the development of tourism statistics is a priority. One of the principle aims of the Decision is to improve knowledge of the tourist industry, its component parts and changes taking place in it, as it is considered an essential preliminary to any Community initiative in this field. Through its Tourism Management Committee, statistics have from the outset of the implementation of the plan been granted effective support.

In the recent Resolution on "Tourism in the approach to the year 2000"<sup>2</sup>, the European Parliament asked the Commission to promote statistical surveys in each of the Member States, to establish holiday patterns of citizens and make possible a forecast of travel trends in the Community for the coming years.

The Economic and Social Committee in its opinion<sup>3</sup> given on the two year programme for developing Community tourism statistics considered that the main task of the Commission will be to harmonise the collection of data and standardised concepts in order to make data comparable. For the Committee the move to standardise concepts and the collection of tourism statistics reflected in the Eurostat annual publication is most welcome, but are still far from complete and in some cases does not make aggregation possible. It is therefore necessary to press ahead with the work in order to provide more complete and reliable statistics at the earliest possible opportunity.

At the informal meeting on Tourism of the Council of Ministers held in Athens on 15 April 1994, Member States emphasised their support for the continued development of tourism statistics at Community level, and recognised the need to establish a directive on basic tourism demand and supply in order to gain quick and easy access to reliable and comparable information on tourism.

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<sup>1</sup> OJ L231, of 13.08.092, p.26  
<sup>2</sup> A3-0352-93 of 18.01.94  
<sup>3</sup> OJ C52 of 19.02.94, p.22

## Recent developments in the field of tourism statistics

On 17 December 1990 the Council adopted a Decision regarding a two-year programme (1991 - 1992) for the development of Community tourism statistics<sup>4</sup>. The aim of this programme was to set up a reference framework for the elaboration of Community statistics on tourism. During the two years, the following main actions were implemented :

- evaluation of the users needs
- collection and dissemination of existing data
- analysis of existing statistical systems and methodologies
- elaboration of a methodological framework

In its Final report to the Council, the European Parliament, and the Economic and Social Committee<sup>5</sup>, the Commission summarised the results of the actions undertaken and presented the conclusions and proposals for future advancement in developing Community statistics on tourism.

The consultations conducted during the period of implementation throughout the two-year programme provided evidence of a unanimous consensus for the establishment of a coherent statistical system for tourism at European level.

Understanding the needs of users is a basic essential requirement when producing statistics. Throughout the period of the programme more than a thousand users, both in the public and private sector, as well as international bodies were consulted. They all expressed a need for statistical information on tourism that is reliable, comparable and available at short notice in order that :

- they might improve upon the planning and implementation of strategies vis-à-vis the reinforcement of the Internal Market and the creation of the European Economic Area; and
- assess the impact of specific measures in the field of tourism.

The users gave priority to the following aspects :

- monitoring the main activities connected with tourism supply using structural and performance indicators;
- evaluating the micro and macro-economic importance of tourism activities;
- analysing the structure of tourism demand in general, including business tourism.

The study of existing statistical systems and available data in the EC/EFTA Member States pointed to the fact that all the Member States collect statistical information on tourism. The differences in methodology used and scope covered by the Member States are linked to structural characteristics both in terms of the propensity to develop tourism and to geographical conditions.

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<sup>4</sup> OJ L358 of 21.12.90, p.89

<sup>5</sup> COM (93) 345 final, 01.09.93

The elaboration of the methodology for tourism carried out during the course of the 1991-1992 work programme considerably increased the rate of progress achieved in other projects on tourism statistics undertaken at national and international level. Although the results were not exhaustive, they nevertheless provide the basis for a reference framework for statistics on tourism at Community and European level.

The actions for the development of the information system required for Community tourism statistics after 1992 defined in the Final report were based on results of the programme and on the orientations given by the EC/EFTA Working Group on Tourism Statistics, as well as by the Directors-General of the National Statistical Offices and by the Tourism Management Committee. The actions envisaged take into account the need to apply a pragmatic approach consistent with the principle of subsidiarity. This implies the consolidation of work already undertaken and the development of flexible but coherent monitoring instruments which optimise the use of the existing statistical systems.

With these considerations in mind, the Final report concluded that future priority actions in the field of tourism statistics should focus on :

- The completion and consolidation of the methodology for tourism statistics. A Recommendation is currently being prepared to support this action. The establishment of a Community methodological framework for Tourism statistics (compatible with international standards) sets the foundations for establishing comparable data on tourism at EEA level.
- Organising and adding value to existing data in order to disseminate harmonised statistics. To make the presently used collection methods consistent in practice and exploit the multiplier effect inherent in the Community's action, thereby enabling Member States to optimise their current effort. A Council Directive can provide a common framework to regroup the various actions which are being carried out at national level and channel efforts at present expended in a fragmented way.

The Council Decision of 22 July 1993 on the framework programme for priority actions in the field of statistical information 1993 to 1997<sup>6</sup>, confirms that tourism statistics are required to assess the importance of tourism activities in the European Union. The Statistical Programme Committee consulted on the guidelines for the implementation of the statistical programme, in particular on the procedures and any legal instruments envisaged by the Commission relating to the programme, has given a favourable opinion to the draft directive on tourism.

### **The proposal**

The existing actions of collection at international level (EU, OECD, WTO) are carried out on a voluntary basis with the participating countries, and although the data provided by the Member States is of value, it is neither uniform nor comparable. As such it is difficult to base decision making policies on this information. Past experience in the development of Community statistics shows that the work carried out by the Member States could be better exploited and rationalised if efforts were conducted within a coherent Community framework. Likewise, continued co-operation with the OECD and the WTO will ensure further coherence of the works undertaken to

<sup>6</sup> OJ L219 of 28.08.1993, p.1

develop tourism statistics at international level and seek to efficiently co-ordinate their activities in order to avoid the duplication of similar work.

The aim of this directive is to harmonise and improve the statistics produced by the Member States (most of which are already existing) in order to set up a more efficient and uniform system of information on tourism supply and demand. Thus this directive sets down the structure for the gradual establishment of a comprehensive system of information on tourism in the European Union.

The draft Directive has been elaborated by the Commission in close collaboration with the EU/EFTA Member States. It has been conceived with a view to satisfy a large range of users with essential priority information on tourism, whilst ensuring that the extra burden and costs on the National Statistical Authorities and enterprises remain limited. Therefore due to the tight budgetary constraints on the statistical bodies on the Member States, the present directive has been limited to a range of basic variables and indicators which represent the pre-requisite for assessing the structure and performances of the tourism domains.

However, implementation of the directive may require additional efforts on the part of the Member States.

Regular consultation with the professional associations linked to the Tourism sector has been fruitful in ensuring that the needs in statistical information of the Tourism industry are adequately taken into account. These needs are satisfied at the most appropriate level according to the principle of subsidiarity. All professional associations consulted attach great importance to the statistical work carried out by the Commission, and consider the Commission to be a driving force in this field.

The domain of the information covered in the directive has been divided into three sections and will provide data on :

- A) the capacity of tourist collective accommodation, i.e., the number of establishments, number of bedrooms and number of bed-places. These variables will provide annual information of the evolution of the structure and capacity of collective accommodation establishments at a detailed regional level (NUTS III).
- B) guest flows in tourist collective accommodation, i.e., the number of arrivals and overnight stays of residents and non residents (with a country of residence world geographical breakdown), and the capacity/utilisation ratio. These indicators provide information on the annual and monthly (to assess seasonal fluctuations) use of collective tourism accommodation and the origin and destination (at a fairly detailed level, NUTS II) of tourists. Moreover from this information the average length of stay can be derived. It should be noted here that under these two sections private forms of tourism accommodation have been excluded, since the collection of this information for all the countries concerned may require adequate financial resources. Nevertheless the Directive attempts to compensate for this by the demand side.
- C) tourism demand for the two most important tourism markets : holidays and business trips. This section covers fairly detailed data on the volume of tourism, the characteristics of the trip, the profile of the tourist and tourist expenditures in the given country or abroad. Under this section detailed information will be collected on an annual and multi-annual basis, and the main indicators will be collected on a quarterly basis, so as to provide users with key figures on trends in tourism demand throughout the seasons.

The methodological definitions stipulated in the Directive, accepted world-wide have been drawn up by the Statistical Office of the European Community in co-operation with the WTO and the OECD.

The directive supports the use of recently adopted standard Community statistical tools, such as the regulation on NACE, the regulation on statistical units, and the regulation on business registers.

The directive seeks to remain flexible and to disrupt as little as possible the existing statistical systems in the Member States. Thus, the directive does not impose the collection methods or techniques, but does safeguard the quality and comparability of the results through a specific quality criterion and the Statistical Programme Committee procedure.

In 1996, the Member States shall begin to transmit to the Commission the statistics specified in the Directive together with all information concerning the methods used for the compilation of the statistics. The Member States have an additional year in which to prepare for transmitting quarterly data on tourism demand, and the Directive also provides for a three year transition period in which time derogations for those countries who may require time to adjust their statistical systems may be accepted.

The Directive aims to provide the users with data as rapidly as possible, thus the deadline transmission periods stipulated in the directive represent the maximum time limit for providing the data.

To ensure consistent and comparable results, the Commission in collaboration with the Member States shall through the Statistical Programme Committee set down the procedures and measures for implementing the Directive.

Three years after the implementation of the Directive, the Commission shall submit to the Council a report on the experience acquired in the work carried out in applying the Directive. During the initial period, a financial contribution from the Community shall be granted to the Member States to assist the implementation of the requirements of the Directive.

*PROPOSAL FOR A*

**COUNCIL DIRECTIVE**

*ON THE COLLECTION OF STATISTICAL INFORMATION*

*IN THE FIELD OF TOURISM*

**Proposal for a  
COUNCIL DIRECTIVE  
on the collection of statistical information  
in the field of tourism**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular Article 213 thereof,

Having regard to the draft directive submitted by the Commission,

Having regard to the opinion of the European Parliament,

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

Whereas the Resolutions of the European Parliament of 11 June 1991<sup>1</sup> and 18 January 1994<sup>2</sup> stress that the Community has a major role to play in developing tourism statistics;

Whereas the elaboration of a directive in order to channel efforts currently expended at national level in a fragmented manner, has been supported by the Economic and Social Committee<sup>3</sup>;

Whereas under Council Decision 90/665/EEC<sup>4</sup>, a Community methodological framework for the compilation of Community tourism statistics has been developed;

Whereas the results of the two-year programme (1991-1992) for developing Community tourism statistics according to the above mentioned Council Decision highlight the needs of users in the private and public sector for reliable and comparable statistics on tourism demand and supply at Community level available at short notice;

Whereas the development of Community statistics on tourism has been recognised as a priority by Council Decision 92/421/EEC on a Community action plan to assist tourism<sup>5</sup>;

Whereas the recognised role of tourism as a tool of development and socio-economic integration can be better ensured through knowledge of the basic related statistics, notably established at regional level;

Whereas, in order to assess the competitiveness of the Community tourism industry, it is necessary to gain greater knowledge of the volume of tourism, the characteristics of the trip, the profile of the tourist and tourist expenditure;

Whereas monthly information is required to measure the seasonal influences of demand on tourism accommodation capacity and thereby to assist public authorities and economic operators to develop more suitable strategies and policies for improving the seasonal spread of holidays and the performance of tourism activities;

Whereas further Community activity in this field must continue to be based on a pragmatic approach which is consistent with the principle of subsidiarity;

Whereas the necessary synergies between national, international and Community statistical projects impinging on tourism must be ensured in order to reduce the onus of collecting information;

Whereas methodological works produced in co-operation with other international organisations, such as the Organisation for Economic Co-operation and Development and the World Tourism Organisation, and the Recommendations adopted by the Statistical Commission of the United Nations in March 1993 should be taken into account in order to ensure better comparability of tourism statistics at world level;

Whereas reliable and efficient monitoring of the structure and evolution of tourism demand and supply cannot be achieved individually by the Member States without establishing an appropriate recognised Community framework;

Whereas full implementation of such a system may generate economies of scale, while producing information benefiting all Member States and parties concerned;

Whereas the dissemination of comparable tourism statistics can be better achieved only at Community level;

Whereas the Council Decision 93/464/EEC on the framework programme for priority actions in the field of statistical information 1993 to 1997 provides for the setting-up of an information system on tourism supply and demand statistics<sup>6</sup>;

Whereas a Council directive can provide a common framework to maximise the benefits of the various actions which are being carried out at national level;

1 OJ No C183 of 15.08.91, p. 74  
2 A30352/93  
3 OJ No C52 of 19.02.1994, p.22  
4 OJ No. L358 of 21.12.90, p.89  
5 OJ No L231, 13.08.92, p.26

6 OJ L219 of 28.08.1993, p.1

Whereas the statistical data compiled under a Community system must be reliable and comparable from one Member State to another, it is therefore necessary to establish jointly the criteria enabling these requirements to be met;

Whereas the Statistical Programme Committee, established by Council Decision 89/382/EEC, Euratom of 19 June 1989<sup>7</sup>, has reacted favourably to the Commission proposal,

HAS ADOPTED THIS DIRECTIVE:

#### *Article 1*

##### Aims

For the purpose of establishing an information system on tourism statistics at Community level, the Member States shall carry out the collection, compilation, processing and transmission of harmonised Community statistical information on tourism supply and demand.

#### *Article 2*

##### Domain of information collection and basic definitions

For the purposes of this Directive, the collection of data shall relate to :

- a) the capacity of collective tourism accommodation establishments. The collection shall apply to the local units whose activity falls within the description of Group 55.1 and 55.2 of the Statistical Classification of Economic Activities in the European Community (NACE Rev.1) established by Council Regulation (EEC) No 3037/90 of 9 October 1990<sup>8</sup> and amended by Commission Regulation (EEC) No 761/93 of 24 March 1993<sup>9</sup>. The types of collective accommodation concerned are :

Hotels and similar establishments (included under NACE 55.1 and NACE 55.23)

Other collective accommodation establishments (included under NACE 55.2)

Of which :

- Tourist camp-sites (included under NACE 55.22)
- Holiday dwellings (included under NACE 55.23)
- Other collective accommodation (included under 55.21)

<sup>7</sup> OJ L181 of 28.06.1989, p. 47

<sup>8</sup> OJ L293 of 24.10.1990, p. 7

<sup>9</sup> OJ L 83 of 03.04.1993, p. 1

The definition of the local unit shall be in accordance with Council Regulation (EEC) No 696/93 of 15 March 1993 on statistical units<sup>10</sup>. The collection may draw upon business registers, as established by Council Regulation (EEC) No 2186/93 of 22 July 1993<sup>11</sup>.

- b) guest flows in collective tourism accommodation establishments. The collection shall cover internal tourism, i.e. domestic and inbound tourism; whereby domestic tourism involves residents of the given country travelling only within this country and whereby inbound tourism involves non-residents travelling within the given country.
- c) tourism demand. The collection shall cover national tourism, i.e. domestic and outbound tourism; whereby outbound tourism involves residents travelling in another country. The information on tourism demand shall concern trips whose main purpose is holidays or business and which involve at least one or more consecutive nights spent away from the usual place of residence.

#### *Article 3*

##### Information collection characteristics

- (1) A list of data collection characteristics, including their periodicity and their territorial breakdown is provided in the Annex to this Directive, which forms an integral part thereof.
- (2) The definitions to be applied to the data collection characteristics and any adjustments to the list of data collection characteristics shall be determined by the Commission in accordance with the procedure specified in Article 12.

#### *Article 4*

##### Accuracy of statistical information

- (1) The collection of the statistical information shall, where possible, ensure that the results meet the necessary minimum accuracy requirements. These accuracy requirements and procedures for ensuring the harmonised processing of systematic biases shall be established by the Commission in accordance with the procedure specified in Article 12. The minimum accuracy requirements shall be determined with particular reference to annual overnight stays at national level.

<sup>10</sup> OJ L76 of 30.03.1993, p. 1

<sup>11</sup> OJ L 196 of 05.08.1993 p.1

- (2) As regards the basis on which the information is collected, the Member States shall take whatever measures they deem appropriate to maintain the quality and comparability of the results.

#### *Article 5*

##### Collection of statistical information

- (1) The Member States may, where appropriate, base the collection of the statistical information requested in Article 3 on existing data, sources and systems.
- (2) For the characteristics with annual and monthly periodicity, the first period of observation shall begin on 1 January 1996. For the characteristics relating to the columns on quarterly data in section C of the annex, the first observation period shall begin on 1 January 1997. (.,.,.)

#### *Article 6*

##### Processing of data

The Member States shall process the information collected under article 3, with the accuracy requirements stipulated under Article 4 pursuant to the detailed rules adopted in accordance with the procedure specified in Article 12. The regional level shall be in accordance with the Nomenclature of Territorial Units (NUTS) of the Statistical Office of the European Communities.

#### *Article 7*

##### Transmission of data

- (1) The Member States shall transmit the data processed according to Article 6, including the information declared confidential by the Member States pursuant to domestic legislation or practice concerning statistical confidentiality, in accordance with the provisions of Council Regulation No 1588/90/Euratom/EEC of 11 June 1990 on the transmission of data subject to statistical confidentiality to the Statistical Office of the European Communities<sup>12</sup>. The said Regulation governs the confidential treatment of information.
- (2) The transmission of provisional annual data shall take place within six months of the end of the observation period, and the revised annual results shall be transmitted within a maximum period of twelve months following the end of the observation period. The transmission of provisional monthly and quarterly data shall take place within three months of the end of the

corresponding observation period, and the revised monthly and quarterly results shall be transmitted within a maximum period of six months following the end of the corresponding observation period.

- (3) The Commission may, for the purpose of facilitating the task of the parties responsible for providing information, establish, in accordance with the procedure specified in Article 12, standardised data transmission procedures and create the conditions for increased use of automatic data processing and electronic data transmission.

#### *Article 8*

##### Reports

- (1) The Member States shall provide the Commission at its request with all information necessary to evaluate the quality, comparability and completeness of the statistical information. The Member States shall also provide the Commission with details of any subsequent changes in the methods used.
- (2) The Commission shall present a report to the European Parliament, the Council and the Social and Economic Committee on the experience acquired in the work carried out pursuant to this Directive after data have been collected over a period of three years.

#### *Article 9*

##### Dissemination of the results

The results shall be disseminated by the Commission. Specific measures necessary to ensure widespread dissemination by the national authorities may be laid down in accordance with the procedure specified in Article 12.

#### *Article 10*

##### Transition period

- (1) Without prejudice to article 13, the Member States shall take all the measures necessary to make the Community information system operational during a transition period, which shall end three years after entry into force of the present Directive for monthly and annual data, and shall end five years after entry into force of the present directive for quarterly data.
- (2) During the transition period, the Commission may, in accordance with the procedure specified

<sup>12</sup> OJL 151, 15.6.1990, p. 1

in Article 12, accept derogations from the provisions of the present Directive, insofar as the national statistical systems in the field of tourism require adaptations.

*Article 11*  
Committee

The procedures for implementing this Directive, including the measures for adjustment to economic and technical developments, in particular:

- the definitions to be applied to the information collection characteristics and any adjustments to the list of data collection characteristics (Article 3), insofar as these adjustments do not make the collection process more onerous,
- accuracy requirements and the harmonised processing of systematic biases (Article 4),
- (...) > - processing of data (Article 6), data transmission procedures (Article 7), and dissemination (Article 9)
- the derogations from the provisions of this Directive during the transition period (Article 10),

shall be laid down by the Commission, after consultation of the Statistical Programme Committee established by Council Decision 89/382 (EEC/Euratom)<sup>13</sup>, in accordance with the procedure specified in Article 12.

*Article 12*  
Procedure

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 opinion 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 13*

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<sup>13</sup> OJL 181 of 28.06.1989, p. 47

Implementation of the Directive

The Member States shall bring into force the laws, regulations and administrative provisions necessary to comply with this Directive by 31 December 1995 at the latest.

*Article 14*  
Entry into force

The present Directive shall enter into force on the twentieth day following its publication.

*Article 15*  
Final Provisions

This Directive is addressed to the Member States.

Done at Brussels,.....

For the Council

## STATISTICAL INFORMATION IN THE FIELD OF TOURISM

N.B.

For the information requested under B.1.3, C.1.1.2 and C.1.1.4 the world geographical breakdown is listed at the end of this annex.

### A. Capacity of collective tourism accommodation : local units on national territory

#### A.1 Information to be transmitted on an annual basis

Number	Accommodation breakdown	Variables	Geographical breakdown <sup>1</sup>
A.1.1	Hotels and similar establishments	Number of establishments Number of bedrooms Number of bedplaces	National and regional NUTS III
A.1.2	Other collective accommodation establishments: - Tourist campsites - Holiday dwellings - Other collective accommodation	Number of establishments Number of bedplaces <sup>2</sup>	National and regional NUTS III

<sup>1</sup> Data on bedrooms and bedplaces at NUTS III level may include estimates; such estimates must be explicitly mentioned.

<sup>2</sup> For campsites : 1 camping pitch = 4 bedplaces

**B. Guest flows in collective tourism accommodation : domestic and inbound tourism**

**B.1 Information to be transmitted on an annual basis**

Number	Accommodation breakdown	Variables	Geographical breakdown
B.1.1	Hotels and similar establishments	Arrivals of residents Overnight stays by residents  Arrivals of non-residents Overnight stays by non-residents	National and regional NUTS II
B.1.2	Other collective accommodation establishments :  - Tourist campsites - Holiday dwellings - Other collective accommodation	Arrivals of residents Overnight stays by residents  Arrivals of non-residents Overnight stays by non-residents	National and regional NUTS II
B.1.3	Hotels and similar establishments  Other collective accommodation establishments	By country of residence (break-down by calendar month) :  - Arrivals of non-residents  - Overnight stays by non-residents	National

**B.2 Information to be transmitted on a monthly basis**

Number	Accommodation breakdown	Variables	Geographical breakdown
B.2.1	Hotels and similar establishments  Other collective accommodation establishments	Arrivals of residents Overnight stays by residents  Arrivals of non residents Overnight stays by non-residents	National
B.2.2	Hotels and similar establishments	Utilisation of bedplaces :  - Gross - Net	National

## C. Tourism demand : domestic and outbound tourism (excluding day trips)

## C.1 Information to be transmitted at national level

Number	Variable	Breakdown	Annual data	Quarterly data	
			Holidays of 4 plus nights <sup>(1)</sup>	Holidays <sup>(2)</sup>	Business trips <sup>(3)</sup>
C.1.1	Data on the volume of tourism				
C.1.1.1	Number of tourists (persons participating in tourism)	Total - domestic - outbound - domestic and outbound			
C.1.1.2	Number of trips	Total  - domestic - outbound :  World geographical breakdown (national level)		RA	RA
C.1.1.3	Number of trips (by month of departure)	during each calendar month : - total - domestic - outbound			
C.1.1.4	Number of overnight stays	Total  - domestic - outbound :  World geographical breakdown (national level)		RA	RA

NB. RA indicates that the data are to be transmitted on an ANNUAL basis, not quarterly.

- (1) This column refers to holidays of 4 plus nights (i.e. 4 or more consecutive nights spent away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (2) This column refers to tourist holidays as a whole (i.e. overnight stays of one or more consecutive nights away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (3) This column refers to business tourism (i.e. overnight stays of at least one night away from the usual place of residence, for which the MAIN purpose of the stay is business or professional).

Number	Variable	Breakdown	Annual data	Quarterly data	
			Holidays of 4 plus nights <sup>(1)</sup>	Holidays <sup>(2)</sup>	Business trips <sup>(3)</sup>
C.1.2	Data on the characteristics of the trip				
C.1.2.1	Duration of the trip	Overnight stays of : - 1 to 3 - 4 or more consecutive nights - 4 to 7 - 8 to 14 - 15 to 28 - 29 to 91 - 92 to 365	NQ NQ	NQ NQ NQ NQ NQ	NQ NQ NQ NQ NQ
C.1.2.2	Organisation of the trip	Booking direct with accommodation/transport operator  Using travel agency, tour operator: - Of which for package tours		NQ  NQ NQ	NQ  NQ NQ
C.1.2.3	Main mode of transport used	Air Waterway Land : - Railway - Bus, coach (regular and touring) - Private and rented vehicles - Other		NQ NQ NQ NQ NQ NQ	NQ NQ NQ NQ NQ NQ

NB. Information not requested for the respective tourism domains is marked by NQ.

- (1) This column refers to holidays of 4 plus nights (i.e. 4 or more consecutive nights spent away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (2) This column refers to tourist holidays as a whole (i.e. overnight stays of one or more consecutive nights away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (3) This column refers to business tourism (i.e. overnight stays of at least one night away from the usual place of residence, for which the MAIN purpose of the stay is business or professional).

Number	Variable	Breakdown	Annual data	Quarterly data	
			Holidays of 4 plus nights <sup>(1)</sup>	Holidays <sup>(2)</sup>	Business trips <sup>(3)</sup>
C.1.2.4	Main mode of accommodation used for : - domestic trips - outbound trips	Hotels and similar establishments  Other collective accommodation establishments : - Tourist campsites - Holiday dwellings - Other collective accommodation  Specialised accommodation  Private accommodation :  - Rented accommodation - Second home - Other types of private accommodation			
				NQ NQ NQ	NQ NQ NQ
				NQ NQ NQ	NQ NQ NQ
C.1.3	Data on tourist profile				
C.1.3.1	Number of tourists	By Sex : - Male - Female			

NB. Information not requested for the respective tourism domains is marked by NQ.

- (1) This column refers to holidays of 4 plus nights (i.e. 4 or more consecutive nights spent away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (2) This column refers to tourist holidays as a whole (i.e. overnight stays of one or more consecutive nights away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (3) This column refers to business tourism (i.e. overnight stays of at least one night away from the usual place of residence, for which the MAIN purpose of the stay is business or professional).

Number	Variable	Breakdown	Annual data	Quarterly data	
			Holidays of 4 plus nights <sup>(1)</sup>	Holidays <sup>(2)</sup>	Business trips <sup>(3)</sup>
C.1.3.2	Number of tourists	By Age :	optional	NQ	NQ
		0 - 14 yrs		NQ	NQ
		15 - 24 yrs		NQ	NQ
		25 - 44 yrs		NQ	NQ
		45 - 64 yrs		NQ	NQ
		65 yrs plus		NQ	NQ

(...)

NB. Information not requested for the respective tourism domains is marked by NQ.  
MA indicates that the data are requested only on a multi-annual basis (i.e. every three years)

- (1) This column refers to holidays of 4 plus nights (i.e. 4 or more consecutive nights spent away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (2) This column refers to tourist holidays as a whole (i.e. overnight stays of one or more consecutive nights away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (3) This column refers to business tourism (i.e. overnight stays of at least one night away from the usual place of residence, for which the MAIN purpose of the stay is business or professional).

Number	Variable	Breakdown	Annual data	Quarterly data	
			Holidays of 4 plus nights <sup>(1)</sup>	Holidays <sup>(2)</sup>	Business trips <sup>(3)</sup>
C.1.4	Data on tourist expenditure				
C.1.4.1	Tourist expenditure (national currency) for: - domestic trips - outbound trips	Total of which : - Package travel, package holidays and package tours  (...)		NQ	NQ

NB. Information not requested for the respective tourism domains is marked by NQ.  
MA indicates that the data are requested only on a multi-annual basis (i.e. every three years)

- (1) This column refers to holidays of 4 plus nights (i.e. 4 or more consecutive nights spent away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (2) This column refers to tourist holidays as a whole (i.e. overnight stays of one or more consecutive nights away from the usual place of residence, for which the MAIN purpose of the stay is holidays, recreation or leisure).
- (3) This column refers to business tourism (i.e. overnight stays of at least one night away from the usual place of residence, for which the MAIN purpose of the stay is business or professional).

**BREAKDOWN OF WORLD GEOGRAPHICAL ZONES<sup>1</sup> :****WORLD TOTAL****TOTAL E.E.A****TOTAL EUROPEAN UNION (12)**

BELGIUM  
 DENMARK  
 GERMANY  
 GREECE  
 SPAIN  
 FRANCE  
 IRELAND  
 ITALY  
 LUXEMBOURG  
 NETHERLANDS  
 PORTUGAL  
 UNITED KINGDOM

**TOTAL EFTA**

AUSTRIA  
 FINLAND  
 ICELAND  
 NORWAY  
 SWEDEN  
 SWITZERLAND (and Liechtenstein)

**TOTAL OTHER EUROPEAN COUNTRIES (excluding EFTA):**

of which :

TURKEY  
 POLAND  
 CZECH REPUBLIC  
 SLOVAKIA  
 HUNGARY

**TOTAL AFRICA****NORTH AMERICA :**

UNITED STATES  
 CANADA

**TOTAL CENTRAL AND SOUTH AMERICA****TOTAL ASIA**

of which :

JAPAN

**AUSTRALIA, OCEANIA AND OTHER TERRITORIES :**

of which :

AUSTRALIA  
 NEW ZEALAND

**NOT SPECIFIED**

<sup>1</sup> The list of countries given in the Annex to Commission Regulation 93/208/EEC of 1 February 1993 may be consulted for further reference (OJ L26 of 02.02.93, p.11).

**IMPACT ASSESSMENT FORM**

**RELATING TO THE DRAFT DIRECTIVE ON TOURISM STATISTICS**

## IMPACT ASSESSMENT FORM

### **THE IMPACT OF THE PROPOSAL ON BUSINESS**

**with special reference to small and medium sized enterprises (SMEs)**

**Title of proposal :**

**Proposal for a Council Directive on the collection of statistical information in the field of Tourism**

**Reference Number (Repertoire) :**

#### **The proposal**

**1. Why is Community legislation necessary in this area ?**

The Council, the European Parliament and the Economic and Social Committee have stressed that the Community has a major role to play in the development of tourism statistics. The Council Decision on a two year programme to develop Community Statistics<sup>1</sup> had four main axes :

- Analysis of Users' Needs
- Analysis of existing systems and methodology in EC/EFTA member states
- Dissemination of existing information
- Development of a Community methodological framework on Tourism statistics

The results of the two year programme presented in the final report to the Council (COM 93 (345) Final - 01.09.93) in order to assess the capacity, the performance and the geographical distribution of some relevant sectors of the tourism activity, highlight the needs of users in the private and public sector, for reliable and comparable statistics on tourism supply and demand at European level available at short notice. The users' needs report emphasises the need for regular data on the structure and the use of accommodation supply. The report stresses the importance of having quick access to up to date data on holidays and business trips in order to assess the characteristics and the evolution of the main segment of the demand.

The analysis of the existing systems and methodologies in the EC/EFTA Member States indicates that the Member States already gather statistical information on tourism. It has been recognised that the work carried out by the Member States could be better

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<sup>1</sup>OJ No L358 of 21.12.90, p.89

exploited and rationalised if the efforts were conducted within an appropriate Community framework.

The development of a Community Methodological framework for Tourism statistics sets the foundations for establishing comparable data on tourism at EEA level. Ensuring compatibility of the system with international standards (WTO Recommendations adopted by the UN), guarantees the effectiveness of the system for the European Economic Area and enlarges its impact on reliability at a broader level.

The existing actions of collection at international level (EU, OECD, WTO) are carried out on a voluntary basis by the participating countries. Thus depriving the results of the necessary reliability, which only a legal basis may ensure.

The aim of the proposal is to :

- i) Harmonise the statistics that already exist in most of the Member States, and improve the existing data to establish a more efficient and comprehensive system of information on tourism from both the supply and demand side which complement either other.
- ii) Provide users (private and public) with reliable, comparable and up to date information on tourism supply and demand which may better orient decision makers in the industry as well as in the public sector.
- iii) Provide a common framework to maximise the benefits of the various actions which are being carried out at national level and channel current efforts, and thus add value to the work undertaken by the Member States.
- iv) Apply the tourism methodology developed by the Commission in co-operation with other international organisations and the Member States.

In order to limit the burdens, which could arise when elaborating the required statistics, the proposal has been limited to a range of basic variables and indicators which represents the pre requisite for assessing the structure and performances of the tourism domain.

### **The impact on businesses**

#### **2. Who will be affected by the proposal ?**

##### ***Which sectors ?***

The proposal covers only a limited part of total tourist accommodation. The Directive will affect a specific set of tourism accommodation businesses, who may be requested by the Member States to respond to the questionnaires which may be sent to them. It is restricted to a common set of tourist accommodation, which is already subject to inquiry in the EEA. The additional administrative burden of the proposal will be minimal since Member States already collect data from these types of tourist accommodation, and supply the existing data to the Commission on a voluntary basis. The sector concerned by the proposal is hotel and other types of collective tourist accommodation:

Hotels and similar establishments (included under NACE 55.1 and NACE 55.23 )  
and  
Other collective accommodation (included under NACE 55.2)  
of which :

- Tourist campsites (included under NACE 55.22)
- Holiday dwellings (included under NACE 55.23)
- Other collective accommodation (included under NACE 55.21)

Indeed according to the analyses of the existing systems and methodologies in the EC/EFTA Member States, the proposal will have very little effect on businesses, since the data requested in the proposal are largely already being collected from these businesses by the national authorities. A few Member States may have to start up collection processes for certain businesses falling within the description of "Other collective accommodation".

*What sizes of enterprises are concerned ?*

The size of the enterprise concerned may differ from Member State to Member State. For the purpose of the proposal the important feature is not the size in terms of employees, but in terms of the capacity to accommodate tourists and the use of this capacity by tourists. Generally speaking Member States tend to apply a criterion of a minimum number of bed places or bedrooms for the collection of data. In this way Member States avoid collecting data from the smaller businesses. The Directive does not impose the collection methods or techniques. The Member States are free to collect data as they wish as long as they ensure the minimum accuracy requirement stipulated in article 4. The aim is to give as much flexibility to the member states as possible and to disrupt as little as possible their existing collection processes by allowing them to use where appropriate their existing data, sources and systems. In this way the Member States are not obliged to conduct a complete census, but may simply proceed by sample surveys, according to their own national techniques. It can be noted that a good standard of precision at Community level can be obtained with a average standard of precision at national level. The Directive also makes reference to the Council Regulation of 22 July 1993 on Business Registers<sup>2</sup>, which can assist the Member States in their collection process and limit the administrative burden to enterprises, since it encourages the use of existing administrative and legal registers. Moreover, the use of these business registers for statistical purposes, which represent the basic element of systems of information on enterprises, can make it possible to organise and co-ordinate statistical surveys by providing a sampling base, possibilities of extrapolation and means of monitoring the replies from enterprises.

*Are there any specific geographical zones in the Community where these businesses are based?*

NO.

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<sup>2</sup> Council Regulation (EEC) No 2186/93 of 22 July 1993 on Community coordination in drawing up business registers for statistical purposes (OJ No L 196 of 05.08.93, p.1).

The tourism industry is spread all over the EEA. To gain a better idea of the regional tourism potential, data is requested at NUTS III level for data on supply (infrastructure) and NUTS II for data on the use of accommodation (guest flows). In order to lighten the burden of the collection process, data at NUTS III level may include estimates. According to the Report on "Existing data and methodologies in the EC/EFTA Member States" nearly all the Member States already collect the data at NUTS III level.

### **3. What will businesses have to do to comply with the proposal ?**

Firstly it should be noted that the proposal will not affect all tourism accommodation businesses within the aforementioned NACE groups, since the Member States are free to apply their own collection criteria and techniques. Those businesses that will fall within the survey, which may be conducted by the Member States will be requested to respond correctly and completely (and on time) to the questionnaires sent by the Member States' statistical authority. The respondents will have to reply to a very limited number of questions concerning the structure and use of the accommodation establishment, which represent the essential basic tourism variables of their activity. They will simply ensure that they provide data on the number of bed places and bedrooms, and the number of arrivals and nights spent by residents and non residents.

#### **HOWEVER :**

There will be little extra reporting work to do, as the businesses are already accustomed to responding to the questionnaires sent by the Member States. All the EC/EFTA Member States have been carrying out surveys on tourist accommodation establishments for a number of decades, and response rates remain very high (re: Report on "Existing statistics and methodologies in the EC/EFTA Member States"). Moreover, the information requested is available in the firm and can be easily reported. Therefore the effect on businesses to comply with this Directive will be MINIMAL. For some it may mean that they will have to provide a little more detailed information than they did before, and for others it may mean that they have to provide nothing more. In some countries the supply of this basic data is mandatory (Germany, Finland, Luxembourg). For Denmark it will imply that accommodation establishments will also have to provide data on "Arrivals" of guests, and not simply "nights spent". For Portugal, Belgium and France it will imply in addition collecting data from holiday dwelling businesses. For a number of Member States the proposal will mean that accommodation establishments businesses will have to fill out a slightly more detailed list of the origin (according to country of residence) of non resident guests. This list of countries (presented at the end of the annex of the Directive) attempts to take into account new developments in international tourism, in particular the opening of borders of the East Europe transition countries, which are likely in the future to represent a new and growing tourist market for the countries of the European Union and vice versa.

MOREOVER, the proposal offers a step by step approach, since the Member States if necessary have the time to adjust their statistical systems within a three year transition period.

### **4. What economic effects is the proposal likely to have ?**

*On employment ?*

*On investment and the setting up of new businesses ?*

### *On business competition ?*

The role of tourism as a tool of economic development and of socio-economic integration has been recognised and can be better ensured through the knowledge of basic related statistics, notably established at regional level. The creation of the Single market and all that it implies, may have a notable effect on the propensity of European citizens to travel, both for leisure (holidays) and business. Moreover the removal of internal borders and the social and economic trends in the European Union towards greater free time, may lead to Europeans making more frequent short tourist trips within their own country and in neighbouring Member States.

It is obvious that in general having statistics is advantageous for enterprises, directly and indirectly if they are suppliers and users of data. Access to reliable and up to date data can assist decision makers to better understand the environment in which they work, and can help businesses to assess and develop their market strategies. The proposal will help both the private and public sectors to gain better knowledge of the tourism accommodation market. The use of the information can be an asset to optimise public and private investments. Data at regional level (NUTS II and NUTS III) will provide planners with information on how to develop the tourism potential of a region or local area. Indeed, such developments may have a positive impact on regional and environmental planning.

Moreover, businesses will gain access to detailed and comparable information on the changing patterns of tourism demand in the whole of the EEA. This will enable them to structure supply to better meet the needs of tourists, and the availability of harmonised statistics will also generate economies of scale with respect to investments already made for market research.

Considering the vast spectrum of economic activities partially or indirectly related to tourism, the proposal will also benefit other sectors of the economy that are not directly involved in tourism. The proposal can provide these sectors with information to assess how to widen their consumer market and provide the opportunity to target new products and services to a larger or more varied set of consumers.

#### **5. Does the proposal contain measures to take into account of the special situation of SMEs ?**

YES.

Firstly, by the fact mentioned previously that the Statistical authorities of the Member States are free to continue to apply their own collection criteria, (e.g. minimum bed places threshold) and sources, since these are based on their own national tourism accommodation characteristics. Secondly, as already stated the Directive makes reference to the Council Regulation on Business Registers of 22 July 1993 (93/2186/EEC)<sup>3</sup> which itself aims to lighten the administrative burden to enterprises, particularly SMEs :

"Whereas business registers are one element in reconciling the conflicting requirements for increased information on enterprises and lightening their administrative burden, in particular by using existing

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<sup>3</sup> OJ No L196 of 05.08.93, p.1

information in administrative and legal registers, especially in the case of SMEs, pursuant to recommendation (90/246/EEC)<sup>4</sup>".

## 6. CONSULTATION

The main professional associations have participated at the Tourism Statistics Working Group meetings of Eurostat during the period that the proposal was elaborated. Moreover their needs for tourism statistics are well represented in the Users Needs Report. Several meetings over the last three years have been held with professional associations in order to establish a constant dialogue with industry on tourism statistical works and to assist the Commission in defining the appropriate instruments.

The Commission organised a meeting with the professional associations related to the tourism sector on 3 February 1994, to hear their opinion on the proposal. More than 40 professional associations were invited and were sent the proposal. 14 professional associations attended the meeting. These are :

ACE	L'Association des Companies Aériennes de la CE
BITS	Bureau International du Tourisme Social
CCRE	Conseil des Communes et Régions d'Europe
EANNT	European Association of Nautical Tourism and Transport
ECATRA	European Car and Truck Rental Association
ECFYH	EC Federation of Youth Hostels Association
EFCO	European Federation of Camping site Organisations
EFCT	European Federation of Conference Towns
ETAG	European Tourism Action Group
EUROTER	Tourisme en Europe Rurale
HOTREC	Hotel and Restaurant Council
IRU	International Road Union
UIC/CCFE	International Union of Railways
WTTC	World Travel and Tourism Council

Consultation with the above listed groups indicated a very favourable response to the proposed Directive, particularly in respect to harmonisation of Tourism statistics at Community level. The European Tourism Action Group (ETAG), to which 17 highly representative tourism related professional organisations are affiliated to, emphasised the fact that the professionals supported and attached great importance to the statistical work carried out by the Commission in the field of Tourism as they deem it essential to have reliable and up to date information at Community level. In view of the massive tourism movement, which is segmented and subject to rapid and substantial change, the Directive is considered as a step that does not cover fully the needs of industry with respect to the demand side statistics. Indeed, the general concern of the professional associations is that the proposal is in their opinion rather limited, both in scope and

<sup>4</sup> Council Recommendation 90/246/EEC of 28 May 1990 relating to the implementation of a policy of administrative simplification in favour of small and medium sized enterprises in the Member States (OJ No L141, 02.06.1990, p.55).

approach chosen. Many of the professional associations said that they would like the proposal to be enlarged to include more data on their particular sector of activity. HOTREC, for example, suggested a more detailed breakdown of tourist accommodation of "similar establishments" and would have like more information on the structure of tourist accommodation. The EFCT is keen to have more detailed information on conferences and the EANNT would have like to have included a data on cruise ships and the use of this type of accommodation. The majority of the professional associations also expressed a keen interest for data on business trips. A major concern of the professional associations is the data transmission period deadlines stipulated in Article 7, which they consider too long.

In developing the proposal the Commission has been conscious of the need to balance the interests of those who provide such data with the interest of those who wish to draw upon it.

# **FINANCIAL STATEMENT**

***RELATING TO THE DRAFT DIRECTIVE ON TOURISM STATISTICS***

# FINANCIAL STATEMENT

## 1. TITLE OF THE ACTION

Draft Council Directive on the collection of statistical information in the field of Tourism.

## 2. BUDGET HEADING

**B5-3250**

Development of tourism statistics is one of the actions foreseen by the Community action plan to assist tourism.

ECU MIO

Authorised appropriations 1994		Requested appropriations 1995		Variations (%)	
commitment	payment	commitment	payment	commitment	payment
1	2	3	4	5=3/1	6=4/2
-	-	4.5	1.5	-	-

## 3. LEGAL BASIS

Article 213 of the Treaty.

This Directive is supported by the implementation of actions already decided upon by the Council :

Council Decision 92/421/EEC of 13.07.92 on a Community action plan to assist tourism (OJ L231 of 13.08.92, p. 6) ;

It takes into account and refers to :

Council Decision 89/382/EEC of 19.06.91 relating to the establishment of the Statistical Programme Committee (OJ L 181 of 28.06.89, p. 47)

Council Decision 93/464/EEC of 22.07.93 on the framework programme for priority actions in the field of statistical information 1993 to 1997 (OJ L 219 du 28.08.93, p. 1)

The results of the work carried out under the Council Decision 90/665/EEC of 17.12.90 concerning a two-year programme to develop statistics on tourism (OJ L 358, of 21.12.90, p. 89) ;

Council Regulation 93/696/EEC of 15.03.93 on the statistical units for the observation and analysis of the production system in the Community (OJ L 76 of 30.03.93, p. 1) ;

Council Regulation 90/3037/EEC of 09.10.90 on the statistical classification of economic activities in the European Community (OJ L293 of 24.10.90, p.1), amended by the Commission Regulation 93/761/EEC of 24.03.93 (OJ L83 of 03.04.93, p. 1) ; Council Regulation 93/2186/EEC of 22.07.93 on Community co-ordination in drawing up business registers for statistical purposes (OJ L 196 du 05.08.93, p. 1) ; Council Regulation 90/1588/EEC of 11.06.90 on the transmission of data subject to statistical confidentiality to the Statistical Office of the European Communities (OJ L151 of 15.06.90, p.1)

#### **4. DESCRIPTION OF THE ACTION**

##### **4.1 General objective of the action**

The establishment of a harmonised information system at Community level on tourism supply and demand. Within the framework of the construction of a European information system of Tourism Statistics, the Member States shall carry out the collection, compilation, processing and transmission of harmonised Community statistical information on tourism supply and demand.

The aim of this action is to provide the national institutions and governments with harmonised statistical information on tourism required for the drafting, monitoring and evaluation of Community policies relating to the provisions of the Treaty on the European Union. The results are aimed at all the socio-economic circles of the Community and contribute to improving the competitiveness of the European economy at international level.

##### **4.2 Period covered by the action and methods envisaged for its renewal or extension/continuation.**

Statistical work financially supported by the Commission covers the period referred to in point 7.3.1.

#### **5. CLASSIFICATION OF EXPENDITURE/REVENUE**

##### **5.1 Non - compulsory expenditure**

##### **5.2 Differentiated appropriations**

##### **5.3 Type of revenue expected**

The sale by the Office of Publications of the statistical results (database, publications), which partially covers the cost of their production.

## 6. TYPE OF EXPENDITURE/REVENUE

### - *Subsidy for joint financing with other private and public sector sources*

For the action concerned, which is part of the statistical programme, the contribution of the Community budget represents only a very small share, amounting to between 1% and 5% of the real cost of the statistical work. Statistical activities in general and the production of information in particular are largely based on the principle of subsidiarity, and operating and management costs are borne nearly exclusively by the national administrations. Nevertheless, expenditure is essential to encourage the standardisation and processing of the data collected, as well as their dissemination to all the population concerned by the action.

The expenditure is thus co-financed by the public sector (national statistical services' budgets) and the private sector (revenue from the sale of statistical products).

## 7. FINANCIAL IMPACT

### 7.1 Method of calculating the total cost of the action (definition of unit costs)

Eligible expenses will be defined for beneficiaries in due time.

In so far as on going works have to be enlarged, the contribution from the Community budget is based on the following estimates (in ECU '000):

- contribution of 50% of the initial investments;
- contribution of 50% of the operating costs solely during two years.

\* OPERATING APPROPRIATIONS B5-3250 : 4500 (ECU '000) - total cost.

corresponding to contributions to be made mainly to the national statistical offices of the Member States.

Eligible expenses will be defined for beneficiaries in due time.

### 7.2 Itemised breakdown of the cost of the action

These appropriations correspond mainly to expenditure which the national statistical offices of the Member States will have to make in order to implement the changes needed in their systems of statistics on tourism. The itemised breakdown of the cost of the action varies according to the Member State concerned.

### 7.3 Schedule of commitment and payment appropriations

#### 7.3.1 Schedule to be completed in the case of a new action.

		ECU '000			
	1994	1995	1996	1997	TOTAL
Commitment appropriations		4500			4500
Payment appropriations					
1995		1500			1500
1996			1500		1500
1997				1500	1500
TOTAL		1500	1500	1500	4500

### 8. ANTI-FRAUD MEASURES

- Statistical information is considered an objective instrument for evaluating Community action programmes and thus contributes to the consolidating fraud prevention measures.
- The verification of the information supplied is carried out by the Commission departments before payment, and takes into account contractual obligations and the principles of sound financial management. Anti-fraud measures (checks, submitting of reports, etc.) are included in the agreements or contracts made between the Commission and recipient.

### 9. ELEMENTS OF THE COST-EFFICIENCY ANALYSIS

#### 9.1 Specific and quantifiable objectives, target population

- *Specific objectives : linked to the general objective*

There are four main objectives :

- 1) to harmonise the statistics already existing in most of the Member States and improve existing data in order to establish a more efficient and complete information system on tourism supply and demand. To increase the efficiency of the collection and dissemination of statistical data by national and Community organisations.
- 2) to provide the users (of the private and public sectors) with reliable, comparable and up-to-date data on tourism supply and demand. By improving

the quality and reliability of the data produced by the Member States, it will be possible to supply users with statistics of indisputable quality on the basis of which they will be able to take the appropriate political decisions.

- 3) to provide a common framework in order to maximise the benefits of the various actions currently conducted at national level, channel efforts and thus rationalise the resources of the Member States. Moreover, the action plans to optimise the results for the Member States by establishing a system of data exchange between them.
- 4) to apply the methodology of tourism statistics developed by the Commission and the Member States, in order to promote the use of harmonised standards and concepts at European level, which in time will help avoid repeating similar actions and thereby bring about economies of scale.

The Directive was drawn up with a view to :

- satisfying a large range of users, but ensuring that any possible burden on the National Statistical Offices remains limited and that any additional costs are restricted;
- avoiding any additional response burden on the units surveyed and in particular on the enterprises which have to reply to statistical questionnaires;
- improving the dissemination of statistical information and thus creating a real European information market, based on the principle of subsidiarity.
- **Target population :**

Those that will benefit from this action are : the Community institutions, the governments of the Member States, the professional associations, the economic and social decision-makers in the Member States, as well as research institutes, universities and the media.

## 9.2 Justification of the action

The present action has been drawn up with the following considerations in mind:

- to give the Community institutions the quantitative elements to draw up, monitor and evaluate all action programmes in accordance with Article 3, paragraph 2 of the Financial Regulation : "it should therefore contribute to a more efficient and relevant use of the Community budget";
- to give national administrations comparable statistics for evaluating and monitoring the development of tourism in Europe;
- to provide political, economic and social decision-makers in Europe with the statistics needed to evaluate their respective fields of activity : it is therefore an essential element of the European information market;

- to enable the scientific community to have at their disposal the necessary information to improve the analysis and knowledge of the economic and social life of the Community.

- ***Need for intervention from the Community budget***

This action is financed essentially by the Member States, who already have data collection systems concerning tourism. However, the results obtained are not harmonised from one Member State to another. The contribution from the Community budget should allow the necessary changes in the various countries to be accelerated.

- ***Choice of the form of intervention***

- \* Advantages compared to other possible measures (comparative advantages)

Due to the lack of harmonisation, existing statistical systems do not permit any valuable appreciation of tourism in the Community. The development of a harmonised system embodies significant advantages which are already being called for by the tourism industry and the competent national administrations. It is unlikely that any other measure could achieve this result.

- \* Analysis of possible similar actions undertaken at Community or national level

The Directive submitted to the Council is the result of the actions undertaken at national and Community level to improve statistics on tourism. The actions undertaken following the Council Decision 90/665/EEC of 17.12.90 concerning a two year programme to develop statistics on tourism produced essential tools for the drafting and implementation of a Directive on tourism statistics. One of the objectives of the Directive is to channel within a common framework the actions presently conducted in the Member States in the field of tourism statistics.

- \* Expected derived and multiplier effects

The results of the action will contribute to improving the statistical information on Tourism in the European Union. The availability of reliable, up-to-date data is a vital tool for everyone involved in tourism.

The present Directive will thus give impetus to the development of a European statistical area and greater Community integration of the national statistical systems.

The tourism industry in Europe will improve its capacity to devise strategies which respond to the market evolution with obvious

multiplier effects. Member states and the Community will likewise improve their policy in this field.

### 9.3 Monitoring and evaluation of the action

- *Method and timetable planned for the evaluation*

The action will be monitored within the framework of the Community Statistical Programme. The progress of the statistical programme is monitored permanently through a management chart which defines for each project the operational aims and resources necessary on the basis of the programming-achievement principle. At the beginning of each year, Eurostat prepares a report on the progress of the programme of the previous year. This report is comprised of three parts:

- the first summarises for each policy the main achievements of the year;
- the second describes for each project the objective fixed and the results obtained;
- the third provides statistics on how human, budgetary, information technology and the administrative resources were used during the course of the previous year.

Moreover, it is planned that after three years the Commission will report to the Parliament, the Council and the Economic and Social Committee on the experience gained during the three years following the implementation of this action.

### 9.4 Coherence with financial programming

- *Is the action planned included in the financial programming of the DG for the years concerned?*

Yes, within the framework of the Council Decision 92/421/EEC of 13.07.92 on a Community action plan to assist tourism (Annex 1. point 1.2).

## 10. ADMINISTRATIVE EXPENDITURE (PART A OF THE BUDGET)

### 10.1 Does the proposed action imply an increase in Commission staff numbers? If so, how many?

At present the Statistical Office mainly uses external resources, with only one permanent A official being allocated for the work carried out in this field. Even if the operational credits are limited to the years 1994 and 1995, the collection, processing and dissemination of data will continue indefinitely; Therefore permanent staff should

be sought in order to ensure the continuation of the directive. The proposed action will require the following addition resources :

	<b>Officials</b>
	New posts
1995	1 (B grade)
1996	2 (A and C grade)
1997	-
1998	-
1999 and the following years	-
<b>Total</b>	<b>3 permanent posts</b>

A specific request will be made to take on the staff required to carry out this action within the framework of the allocation of resources decided on by the Commission on the basis of future budgets and subject to the decisions of the budgetary authority on new posts. Alternatively, staff could be obtained by internal re deployment.

**10.2 Indicate the level of administrative and staff expenditure generated by this action.**  
Explain calculation method.

Indicators : 1994 : annual employment cost (estimate)

Basis : average cost of a B2 post :

91 095 ECU                      72 968 ECU staff expenditure  
18 127 ECU administrative expenditure

<b>Staff:</b>	<b>Officials</b>	
	Title A1	Title A2
<b>Costs</b>	<b>Staff</b>	<b>Admin.</b>
<b>1995</b>	72968	18127
<b>1996</b>	218904	54381
<b>1997</b>	218904	54381
<b>1998</b>	218904	54381
<b>1999</b>	218904	54381
<b>Total</b>	<b>948584</b>	<b>235651</b>

Cost expressed in ECU at the 1994 constant value

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# DOCUMENTS

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**17**

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