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Directorate-General for Internal Policies of the Union

Policy Department
Structural and Cohesion Policies

TOURISM AND IMMIGRATION POLICY IN THE EU

TRANSPORT AND TOURISM

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Directorate General Internal Policies of the Union

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NOTE

Content:

This note provides an overview of the relation between tourism and immigration policy in the EU. It outlines the main impacts of the Schengen framework and the European immigration policies on tourism and its various sectors. In four annexes, the focus has been placed on 4 countries receiving over 10 M international tourists every year (France, Poland, Spain, and United Kingdom).

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This paper is published in the following language:
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Author: C.O.C. Conseil[1]

Responsible Official: Nils DANKLEFSEN
Policy Department Structural and Cohesion Policies
European Parliament
B-1047 Brussels
E-mail: ipoldepb@europarl.europa.eu

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[1] Claude ORIGET du CLUZEAU and Gérard SAVOYE.

EXECUTIVE SUMMARY

The application of common Immigration Policies within the EU has led to a spectacular and successful **increase of inbound tourism**, i.e. of EU nationals visiting other EU countries, in particular with the rising number of "city-breaks".

This paper deals however with **outbound tourism**, arrivals of visitors living in non EU countries; some of which are currently fast growing markets, like Russia, India, China, and provide some high spending clients. In the EU, they are about 35 to 70 M and could amount from 65 to 102 M in 2010.

Recently, it has become obvious that **the way a visa is delivered can either facilitate these tourism flows or hinder them considerably.** For example, the introduction of the Biometric Visa for the USA in 2006 resulted in a 30 to 40% decrease of European visitors; whereas Europe is currently losing market share among Chinese international travellers: **the European Commission is aware of this and has taken steps.**

Regarding the **Schengen Visa** conditions, it appears clear that the purpose of these policies was to prevent the arrival of criminals and of undesired immigrants within the Schengen area, but not really to welcome tourism visitors! Furthermore, there are great differences in the way **local consulates of EU countries** deliver the visas according to the country to which they belong and to the countries where they are established: For example, depending on the city where they are located, queuing, delays for obtaining an appointment and the visa, the number of obligatory visits to the consulate, consideration from the employees, fees (according to local purchase power) plus the trade of middlemen, legal or illegal, are all factors that vary enormously. This has an overall impact on the various fields of tourism: (air, sea and ground transportation, accommodation, tour operating, etc.).

These more or less unadapted regulations have a particularly strong impact on certain categories of tourists: Residents of neighbouring countries, repeat visitors, day trippers, (some tourists can belong to all 3 at the same time), plus students, families, seasonal labour of the tourism industry.

We propose hereafter short term and mid term recommendations, that could be summarised as “**putting together the EU’s tourism and immigration policies**”.

In the short term, it seems urgent to treat the “tourist to be” better: *Inter alia* through full information and form filling on internet in the local language, trained consular employees, better local organisation for the delay, for the refund of fees in case of refusal. Statistics on outbound arrivals should also be more precise.

In the mid term, we strongly recommend to consider special fees for some visitors such as families, or day trippers in order to increase bilateral agreements with neighbouring countries as well as with remote countries (like has been done with China), and to establish **common EU consulates, together with common EU tourism offices** in the cities where numerous potential clients live.

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FOREWORD

FOCUS ON VOCABULARY

In the following pages, we need to state clearly the meaning of certain terms.

- ***A tourist** is, according to WTO/World Tourism Organization, a person who spends at least one night out of his/her residence for reasons of business, pleasure, holidays, cure, and/or VFR/Visiting friends and relatives, during 1 day and up to 3 months ; a recent extension of the definition extended the duration to one year. A tourist can be a domestic tourist, travelling in his/her own country, or an international tourist, crossing at least one border. The tourists are counted individually, as < arrivals >, and in < overnights >, according to the number of nights they have spent out of home or in a certain destination.*

- *On the other hand, **a day-tripper** is a person who comes as a visitor somewhere, but will come back home at night. The number of day-trippers in a place is very difficult to count except when there is a border where they are evaluated, or when there is a special place of arrival like the Belgian, French and British harbours where the Trans-Channel ferry boats berth. The impact of a day-tripper on tourism economics is generally pretty low, but they may cause other problems regarding immigration issues.*

- *We call **inbound, or internal tourism**, the fluxes of tourists that travel from one EU country (where they live) to one or several other EU countries.*

- *We call **outbound, or external tourism**, the fluxes of tourists that travel from a non-EU country to an EU country; the European travellers going to non-EU countries are not included in this category.*

1. INTRODUCTION

Following the US requirements for biometric passports, the European tour operators who currently develop tourism programs in the USA consider that they have lost 30 to 40% of their usual European clients during 2006[2]. But, in China at present, it is far easier to get a visa to USA than to Europe[3]. In fact, Europe was in 1999 the destination of 10% of Chinese international travellers, falling to 6% in 2005; fortunately, their total number rose so much that this loss of market share was not directly discernible.

→ *These examples show clearly that immigration regulations do impact the tourism activity.*

Main issues of the immigration policies regarding tourism

The biggest issue is, of course, the possible **confusion** between tourists and immigrants and between tourists and criminals of any kind; tourism is a sort of gateway for both of these undesired visitors. It poses the problem of individual control.

In this respect, another big issue is the **means of transportation** of the international tourists as they cross the border : in countries like Poland or France, three-quarters of them arrive by road (private car or bus) and these cross-border roads can be multiple and quite difficult (if not impossible) to control ; whereas in Spain, three-quarters arrive by plane and boat, and, in the UK, they all arrive at places (airports, ports and Tunnel Terminal) where they can be pretty easily controlled and counted. This is why immigration policies have been established regarding to the most tricky situations, even in an isolated custom house.

As we can see in the following paragraphs, such controls, especially before travelling and even before taking the decision to do so, have severe **impacts on the various tourism destinations and enterprises:** the main difficulties are encountered by the countries of first arrival in the Schengen zone, by the tour operators in the outgoing outbound countries, by the incoming agencies of the European countries, by the shipping and air companies, and, eventually, by hotels and other types of accommodation, shopping and restaurants. But immigration policies also have an impact on the mobility of labour in the tourism sector where lack of labour is obvious, especially during high season.

Another important issue concerns the **conditions**, in each of the outbound outgoing countries, in which local professionals and local tourists will **get their visa**.

A less significant issue is the criteria on which **diplomatic passports** are assigned, as they may highly vary from one country to another. In some outbound countries, almost every very rich traveller enjoys a diplomatic passport. For high spending tourists from these countries, this is rather an advantage as they benefit from simplified procedures to get their visas. Whereas in EU countries, these diplomatic passports are assigned only to very specific government officials and diplomats.

[2] In fact, between 2000 and 2005, USA missed 2.2 M international tourists, only among those coming from UK, Japan, S. Korea and France, with a loss of 135.5 bn $.

[3] Jenkins : EU Visa Policy : a Barrier to Trade – ETOA 2007.

Focus on 4 countries

In four annexes, the focus has been placed on 4 countries receiving over 10 M international tourists every year. They have been selected for several reasons:

- **France** (over 78 M international arrivals in 2006), as one of the first incoming countries and one of the first members of the EU,
- **Poland** (11.7 M international arrivals in 2006), as one of the most recent members of the EU, on the Eastern Schengen border,
- **Spain** (58.5 M international arrivals in 2006), as one of the "mid-term" members of the EU, on the Southern Schengen border,
- **UK/United Kingdom** (32.2 M international arrivals in 2006), as one of the non-Schengen countries.

2. GLOBAL ANALYSIS OF THE CURRENT SITUATION

When looking at the Chart on Free Mobility, Refuge and Immigration, it is amazing to realize that the words "tourism" and "tourists" are never mentioned. Even in Art 62 CE: tourists, i.e. business and leisure tourists, are just regarded as immigrants. In this context, common regulations on visas have been adopted by the co-signatories and a more rigorous control of the external borders of the Schengen Space[4] was to be implemented. The tourist was not taken into account.

2.1. Inbound impacts

On the internal side, with the Schengen Agreement allowing free internal mobility within EU countries, the EU has endowed itself with a strong "*peace vecto*r", tourism.

The EU countries are strongly united – in the eyes of the external countries - and one of the substantial contributions to this unity is tourism : EU tourism flows –from one EU country to one or several others – amount roughly to 300 M in 2005; the quasi-disappearance of the borders, plus the Euro zone in 13 countries, have resulted in a situation that appears highly stimulating for internal fluxes within the EU countries: the best example is the strongly rising number of city breaks throughout Europe[5].

The Euro zone, where there is no need to change currencies from one country to another, has not only made exchanges easier, but it also allowed for the comparison of prices, in the interest of the consumer. Furthermore, avoiding changing currencies is a saving: Before 2001, it had been calculated that the foreign visitors coming from Euro zone countries to France spent 150 M € in currency exchange expenses (It is still unknown whether this ended up with a pure saving for the visitors or extra expenses during their stay).

[4] Annex 2 contains a short description of the Schengen Agreement and the involvement of tourists.
[5] Tourism statistics from hundreds of cities certify it. See www.Picture.org "Impact of Cultural Tourism on Small and Medium Cities in Europe".

2.2. Outbound impacts

A few conclusions can be derived from the analysis of the Schengen Agreement (*see Annex 2*) and its impact on "overseas" tourism in the EU countries. Here again, the words "*Tourism*" and "*Tourists*" are hardly ever mentioned in the Agreement! Though we don't have any statistics on the number of incoming immigrants, nor on students coming to EU countries from external countries, we have every reason to believe that tourists represent a large majority of external arrivals within the EU countries: tourism statistics are much more reliable than immigration statistics[6].

In fact, between 35 to 70 M "external" tourists came to EU in 2005 (*See Annex 1*). The Schengen Agreement seems to have been established first for the free mobility of European citizens within the Schengen countries, second to apply a common policy towards external comers.

→ *The tourism activity has evidently been forgotten.*

As far as a common policy is concerned, 15 countries nowadays comply strictly with it, plus 3 of them outside the EU (Iceland, Norway and Switzerland); shortly it should be all the EU countries - minus Great-Britain and Ireland which have special regulations - that should fully apply the Schengen Agreement.

2.3. Focus on local consular offices

If we look at the real situation, there is every reason to believe that, contrary to the guidelines of the Schengen Agreement, there is *no equal treatment* of all the people in the world asking for a Schengen tourism visa, due to:

- **Existing or missing consulates** of certain EU countries within the outgoing city (and often major city or regional capital) of the applicant; the Stefan Batory Foundation survey[7] reports that, in the countries neighbouring Poland, the nearest consulate is at an average distance of over 300 km;
- The practical **local conditions** to obtain this tourism visa: on appointment or not, queuing or not, number of visits to the consulate (the St. Batory Survey says from 1 to 9), opening days and hours, delay for obtaining, price, polite welcome or "bureaucratic attitude" (and sometimes worse) … all these details can make a difference between consulates;
- In many countries, **middlemen traders** have set up businesses – legal or illegal - dealing with obtaining a visa, more or less quickly, more or less easily, more or less expensively, or just with higher or lower down "on the list" of applicants ; the local agencies and tour operators are inevitably involved in such process as they are willing to sell more travel packages and to satisfy their clients ; this may become a preference for one or another country of first arrival within the Schengen space. In this respect, the EU country that has an efficient and quick consulate in a foreign country, a choice of airlines to this country and good promotion will certainly have an advantage: Germany seems to enjoy these advantages in China, whereas Spain has few direct air links;

[6] Jeannette Schoorl / Medstat Programme : Adapting Border Card Systems in the Mediterranean Region to Measure International Migration and Tourism : New Initiatives and Technical Guidelines.

[7] A. SZYMBORSKA, Stefan Batory Foundation, Poland in The Friendly EU Programme www.batory.org.pl/english/intl/monitor.htm

- For decades, or centuries, many EU countries have had very *special links* with some external countries and this may prevent equal treatment (better or worse) among visa applicants ; for instance:
    - Common language like between Portugal and Brazil, or between Italy and Libya,
    - former colonial or political links as between France and Lebanon *; the residents of 48 countries throughout the world are entitled to a special right of access to UK, as long as they come to visit their families;*
- On the other hand, some external countries are suspected by EU countries to provide **false tourists** who could in fact become illegal immigrants, and wouldn't go back to their country after 3 months: For these cases, the Schengen visa seems to have been tailored and its different requirements made to avoid such an inconvenience: the applicants are required to show their return ticket, a repatriation insurance, proved means of living during the stay. But the country of first arrival in the EU, that actually delivers the visa, may not be aware of the risks of immigration for another country and be more flexible;
- The situation is pretty **difficult for the repeat visitors** of neighbouring countries. In fact, within the framework of ENC/European Neighbouring Countries guidelines, some agreements seem to have been easy to establish, with Norway and Switzerland for instance, but there are yet few with the Eastern countries – Belorussia, Ukraine, Russia, former Yugoslav countries…- and with the sub-Mediterranean countries of North Africa;
- As a whole, the various EU **consulates around the world are not fully aware of the tourists fluxes** and of the share of "real" tourists, with their specific profiles; it may then be difficult for them to state clearly, for each applicant, who is likely to be a real tourist and who would be more likely to become an illegal immigrant.

All this produces a situation "**as if" the consulates were in a competition**. And we can quote some examples taken from Russia and CIS/Community of Independent States:

- In Russia, Germany has 4 consulates whereas France has only 2
- In Russia, a visa for Italy takes 3 days, a visa for France 14 days.

2.4. Old and new Schengen situations

Though it has been carefully prepared, the implementation of the Visa, like the implementation of the biometric passport for USA- starts with a more or less long period of adaptation (potential travellers unaware, agencies unaccustomed, consulates not ready, etc.) that ends up with a sharp decrease in number of outbound tourists from certain countries. This happened with the Russians who used to travel to Poland but the effects are steadily disappearing. In the same way, it is expected, in 2007-8, that less Russians will visit Bulgaria and Rumania. The future in this respect will depend greatly on the Rumanian and Bulgarian consulates in Russia, and on the promotion of tourism of these two countries within Russia. The ADS/Authorized Destination Status process in China concerning the Schengen countries, or at least the way it was applied, may have resulted in a decreasing market share for Europe in the overseas journeys of the Chinese, at the benefit of the USA. Of course, one cannot assert that this was the only cause.

As a paradox, one can also state that the increasing number of crises –mainly terrorism, but also pandemic diseases like the Bird flu – have ended up in making **more acceptable** to external tourists **the difficulties in obtaining a visa** and being more strictly controlled.

2.5. Impact on statistics

Another point of view is that the Schengen visa, as well as the Euro currency zone, have made **statistics on incoming arrivals from external countries more difficult** to evaluate as soon as these tourists travel in several countries of the EU. The statisticians have to refer to other sources of information rather than just counting the arrivals at each border: these other means are surveys, traces of credit card payments, tour operators' and transportation companies' figures. Nevertheless, this is only a secondary difficulty.

3. IMPACTS ON VARIOUS SECTORS OF TOURISM

In the following paragraph, we select the main sectors that endure difficulties because of the general EU immigration policies: transportation, accommodation, travel agencies, plus a special focus on students.

3.1. Impacts on European airlines

At first sight, the immigration policies are neutral for the airlines . They just need to comply with them. But their application can, in fact, have heavy consequences:

► At check-in, the employee needs to control not only the ticket (or the reference number in case of a ticketless flight), but also the identification card or passport, plus the visa.

► If the passenger is admitted on the flight despite a wrong visa, or no visa, the passenger will be rejected by the customs at arrival and the air company will have to:
  - take back the passenger at the company's expense;
  - pay a heavy penalty (about 5 000€ in France in 2006).

For the air company, this means **more time devoted to the check in**, i.e. more expenses which are inevitably transferred on the price of the ticket.

But, on the other hand, the air crews flying to the EU have had their visas facilitated: Their administration takes care of their visa which is granted for **up to** 4 years; whereas, flying to USA, each crew member has to ask for it personally.

→ *Despite this inconvenience at check-in, it is also an advantage as it means also an **overall contribution to security;** in 2001-2002, the international airlines spent 16 billion € on security.*

3.2 Impacts on ferry shipping companies

Regarding Ferry shipping companies, difficulties may appear in 3 zones:

1. **In the Baltic Sea**, where ferry boats currently navigate between several EU countries (Finland, Germany, Sweden), a non-EU but Schengen country (Norway) and a non-EU country, Russia, where economic growth and international tourism flows are increasing steadily (from 3.5 to 5 M more every year); there is a very dense traffic of tourists, and an even denser traffic of stopovers and day-trippers.

→ *There, the Schengen regulations have suddenly brought unpredicted difficulties: The conditions, waiting times and prices of the visa for the Russians seem totally inappropriate[8], though the Russians pay 35 € for this visa instead of the usual 60 €[9].*

2. **In the Mediterranean Sea** where shipping companies link Schengen countries (Italy, France and Spain) to the non-EU countries of Tunisia, Algeria and Morocco: In this case, the tourists are not day-trippers nor stopovers but only tourists, and the travellers are mostly European citizens and people of North-African nationalities but with their place of residence in the EU.

→ *Up to now, difficulties may have occurred, but not in the tourism activity*.

3. **In the Black Sea** where the traffic is less intense between two new EU countries – Rumania and Bulgaria- and 4 non-EU countries: Ukraine, Georgia, Russia, Turkey. The residents of the latter 4 should become soon more frequent passengers and need special conditions in terms of repeat visits, conditions and prices of visas. (*We lack information on the point of view of Rumania and Bulgaria*).

3.3 Overall impacts

Private professionals consider that the negative impact of the Schengen Visa on the outbound market into Europe is considerable and their arguments can be summarized as follows:

Some of the countries, where citizens require a visa to enter the Schengen area, are fast growing source markets for travel and tourism, such as China, Russia, and India. The three countries have rapidly growing economies. With real GDP expansion ranging from 5 to more than 10 percent per year, these economies have been growing faster than the world average. Rapid economic growth has created more affluent populations that have the resources for outbound travel. The outbound travel markets from these countries have grown as fast, or faster, than their economies, making each a potentially rich source of inbound travel for the EU. Europe is still the world's number 1 destination in terms of international tourist arrivals, but it is rapidly losing market share in favour of other world destinations.

It is important that Europe remains competitive to stay in the market. The increase of Schengen visa fees from 35€ to 60€ does not make Europe attractive any more: Visitors requiring a visa to visit countries within the Schengen area are being deterred by the substantial hike in visa fees. The 70% increase in fees ends up with a 240 € visa fee bill for a family of four.

Furthermore, it is supposed to have an even greater impact on all tourist arrivals from neighbouring countries, whose citizens are used to travel for short shopping trips to Schengen countries (i.e. Baltic States, Finland, Poland, etc.).

As an example, the visa fee changes introduced in the UK in July 2005 have had a tremendous impact on UK's inbound tourism. Since 1st July 2005, the standard six months multiple entry visa increased by almost 40% from £36 to £50, while a student visa increased by over 130% from £36 to £85. Three months after the introduction of the visa fee changes, the *Tourism*

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8 H. Hernesniemi: Passenger Ferries as a means of Travel: hidden Potential to be unleashed – Research Institute of the Finish Economy – 2007.

9 Source: French and Finnish Embassies in Moscow.

Alliance carried out a study to assess the impact on tourism. The study shows that the demand for visas had decreased by 18% since the fees were increased.

Europe is bound to experience similar negative impacts on its incoming tourism. Especially the new EU Member States, which are not yet part of Schengen, will encounter a further blow to their incoming tourism from third countries. They have already suffered considerable reductions of tourist flows to their countries following the adoption of the EU visa policy.

3.4. Impacts on Travel Agents and Tour Operators

Travel agents and tour operators (T.Os) have a common approach and a common analysis with the professionals from the hotel and restaurant industry. The European Tour Operator Association claims that current EU Visa Policy is a "barrier to trade".

Travel Agents and T.Os also regard as too restrictive the fact that accredited commercial intermediaries, entitled to make a visa application on behalf of the travellers - under Article 40 - are required to show "contracts with airlines, which must include outward and guaranteed, fixed return journeys" in order to be accepted.

Incoming tourism agencies in certain countries often make land transport arrangements (accommodation, coach transport, etc.) within their country but do not have a license to sell air transport (e.g. Spain).

→ *As a whole, the professional cards of the tour operators and travel agencies are unequally recognised, whereas they are fully taken into account for air crews.*

3.5. Impacts on employment

The patterns of mobility into and within Europe have become more complicated and less easily characterised as immigration, in the conventional sense of movement from one country to another followed by permanent settlement.

In several counties, the hospitality and restaurant industry is lacking qualified workers. At the same time qualified workers from new EU countries or from other countries have difficulties in obtaining a work visa or a work permit. Procedures and applications forms are different from one country to another according to the country's immigration regulations.

In order to avoid a significant staff turnover, and to keep skilled professionals, international companies try to obtain the right of employing seasonal workers on a yearly basis, the winter season in one country and the summer season in another. So, in order to avoid social dumping and to ensure that employees benefit from a regular contract, transnational agreements are currently under experiment. It is difficult to achieve. In Italy for example, there are more than 20 different permit categories for foreigners. Germany has five standard types of residence permit, varying by type of toleration and length of stay allowed, plus two exceptional categories.

Tourism is an important generator of growth and employment in Europe. According to a publication of the European Commission, the tourism economy (tourism industry and related sectors, such as transport) represents 11% of the European Union's GDP and employs 20.6 million people, representing 12% of total employment. This industry should not be neglected in the EU's policies.

As the higher cost for visas will have an impact on the number of incoming tourists, fewer tourists will mean a lower demand and hence a loss of jobs and smaller income for the entrepreneurs.

There is a considerable number of tourism employment opportunities offered within EEA, (European Economic Area, which is to say European Union plus Iceland, Lichtenstein and Norway and to a certain extent Switzerland): in all these countries, this is a dry market. For job seekers, this is an opportunity to expand skills and experience in the short term and to improve their long-term career prospects.

For employers, the EEA theoretically provides a great supply of candidates. Yet the current EU Visa Policy does not facilitate meeting that demand, especially useful when employers require specific skills that are not being met by their national labour markets. For example, due to the growth of the Chinese market, employers need to hire Chinese speaking employees. Another example: international companies would like to employ foreign workers that have been trained by them to perform high quality services, on a full time basis but in different countries according to the season (winter in the Austrian Alps and summer on a Spanish beach for instance).

→ *This issue is crucial for destinations that need seasonal labour.*

The EURES[10] network is an example of how complicated it is for people from new EU Countries to go and work in the Schengen area or in the UK.

3.6. Focus on students

In the following paragraph, only the students coming from outside the European Union are tackled. Normally, the students do not belong to the tourism categories: They come for long stays strictly organized for the studies they wish to carry out in a foreign country, and most of these studies last over 3 months, (and sometimes years), which means that they will need a special permit.

But this is not always the case: Some students come only to pass exams, or for “sum up programmes” that last less then 45 days. During the course of their studies, they attract friends and relatives from their country to the place where they study.

All students are also considered as future steady tourists to the destination where they carried on their curriculum and graduated. Therefore, the conditions to obtain their visa are crucial, *inter alia*:

- 1st stage and 2nd stage authorization,
- length of time required to obtain the visa,
- cost of the visa,
- number of required official documents such as bio-data, return ticket, medical insurance and repatriation insurance.

Many countries of the EU have intermediate bodies to facilitate the arrival of students in their countries, and help them with the visa, such as Campus France for France. Those bodies can either help greatly or just put another obstacle in obtaining the requested visa!

[10] EURES : Internet portal on employment mobility. http://ec.europa.eu/eures/main.jsp?&countryId=&accessing=0&content=I&restriction

→ *All these requirements can be either dissuasive or attractive and they have strong impacts on the tourism industry.*

In this respect, the various countries of the European Union seem to have a similar policy, within the Schengen framework, but in fact, many differences may appear. And those differences are less linked to the incoming country than to the nationality of the outgoing applicant for studies abroad.

3.7. The prospects of biometrics

International research is currently being carried out on the prospects for biometrics, that one can define as "*computerised data on personal biologic identity*", such as the face (picture), the hands (10 fingerprints), the iris, and the DNA, and, maybe later, the veins and the voice. The research is led by BIODEV/Biometric Data Experimented in Visas of Schengen countries, and the objective is to decrease the time needed to check and control these data at the border. The idea is to recognise with no room for doubt a moving individual, at a distance of several meters.

The process, involving a combination of various data is currently being experimented and the crucial point of efficiency lies in the interoperation between several countries: Will the data collected in one country be automatically recognised in another one? By now, the IOCA/International Organisation of Civil Aviation is very much in favour of such use of biometrics in travel documents[11].

The big issue is not only security but also liberty: How can one be sure that these data, concerning presently 60 to 100 M people, (10 to 20 000 per day), more if they are integrated in the national ICs/Identification Cards, will not be transferred to other networks? The EU wishes to treat every outbound visitor just the same way as an EU citizen, to avoid collecting unnecessary information and to use them for no other purpose than the objectives of immigration policies.

→ *For the tourism industry, this seems quite acceptable as long as it ends up in facilitation.*

[11] IOCA : www.icao.int/index_f.html

4. RECOMMENDATIONS

4.1. Main prospects of the outbound markets

We don't intend to make here a "market study" of the external markets of the EU, but just to outline some of their main trends and crucial issues, when they are directly connected with some aspects of immigration policies:

- International tourism markets are growing steadily and, in the long term, at the same pace as aerial passengers: at an average of 5% per year, but a little less in the EU countries; but there is every reason to believe that, by 2010, the number of tourists coming from external countries could grow faster than 5% per year because of the fast growing contribution of the "BRIC[12] countries"; the present number of outbound visitors is between 35 to 70 M today, and it could reach between 65 to 102 M in 2010, with a considerable number of high spending tourists.
- Three main reasons trigger off these flows:
  1. Business;
  2. VFR/Visiting friends and relatives: In this respect, the search of roots is very strong (for instance travelling to/from former communist countries);
  3. Culture, leisure and enjoyment: in developed and in developing countries, tourism is part of a way of life and the newcomers to tourism era seem to expect similar types of holidays as the "old tourists".
- Travelling depends highly on purchasing power –especially in the currency of the destination – and on the level of instruction.
- The latest developments have showed a parallel increase of mass tourism and of "de luxe" tourism; as a whole, except for a niche market of European senior citizens, the length of stay is short: from 2 days to 2 weeks.

→ *Therefore, the issues at stake regarding the immigration policies applied to these tourists are crucial.*

4.2. Introduction to recommendations

The EU has had very strong objectives in terms of inbound mobility. Before stating any practical recommendation, we strongly advise the EU to bring together:

→ Its tourism policy (*See Annex 1*),
→ with its immigration policy.

This simply means that *these two policies seem to have been developed separately up to now*. It is about time to realize that, in terms of "immigration", a large majority of so-called immigrants are real tourists, people crossing the Schengen borders for business, leisure and VFR/Visit to Friends and Relatives, and spending a lot of money that creates millions of jobs and thousands of enterprises. Therefore, everything should be done to facilitate and stimulate their coming, instead of hindering it.

[12] BRIC : Brazil, Russia, India and China.

On a more political level, we can consider that easy access to European tourism destinations is greatly in favour of spreading democratic ideas and practices in some countries, for instance in former soviet countries or in applicant countries like Turkey.

As a matter of fact, going to the local consulate is the tourists' first "entrance" to the EU.

The final objective of this Briefing Paper is therefore to improve the Schengen Agreement and immigration policies in order to prevent undesired immigration but also facilitate the arrival of external tourists, respect him/her as a person and take into account his/her financial means.

N.B. A few of these recommendations do not depend directly on the immigration policies, but they are quoted because they are closely linked and complementary.

4.3. Recommendations

Short term recommendations

- Establish a system of **mutual information of the Schengen consulates** on external tourists visiting the EU: statistics on incoming tourists, trends, profiles, needs, main expectations;

- **Train the consulate employees** in the external countries at cooperating with and welcoming the applicants for a tourism visa;

- Set up an official **Internet portal** on the conditions of obtaining a visa, in the local language of the applicants; giving them the possibility to fill in harmonized forms on line, and to send it with the requested documents, in order to make only one visit to the consulate ; when extra documents would be needed, make it possible to send it by mail;

- On the initiative of the Consul of the country that presides the UE, there is, within each external country, a possible **meeting with all the Schengen consulates,** in order to harmonize their visa conditions ; this annual meeting should become mandatory;

- **Forbid any payment of visa** or other document if it cannot be refunded **in case of refusal;**

- Review, by the CCV[13], the **number and type of documents** that are requested from the visa applicants to prove that (s)he is a real individual tourist;

- For groups, accept the copy of a **contract** made by tour operators or travel agencies with **incoming agencies in the EU** country, as a proof of a tourism context;

- For tour operators, tourism transporters of any kind (bus, boat, plane), official guides, **establish a harmonised professional card** in order to grant them a long term visa (1 year minimum);

- Facilitate entrance and Schengen visas to **those** that have already **arrived in the UK** or in Ireland and vice versa;

[13] CCV : Community Code on Visas.

- **Follow up the immigration policies for the first 10 most profitable outbound tourism markets** for EU – at present the USA, Japan, Russia, China, South Korea, Hong Kong, Australia, Singapore, Taiwan, United Arab Emirates- regarding tourism, as they are likely to retaliate for difficulties at getting a Schengen visa through the visas for EU residents wishing to travel in their countries;

- **Establish statistics on non-EU travellers within the EU countries:** this recommendation is meant to specify the figures that were given above only in a ranging fork (35 to 70 M); Eurostat could do it (WTO's list of European countries does not square with the 27 EU countries).

Mid term recommendations

- **Establish unique EU consulates** in external countries, more disseminated, with same working methods and same criteria. Improve the way the applicants are welcomed: appointments, human interchanges, time limit for the processing ;

- Follow up **bilateral agreements between EU and each major outgoing country** (like with China and USA);

- Follow up bilateral **agreements between EU and each neighbouring country** (within the NCA frame) of the Schengen border, for normal tourists, for day visitors and for repeat visitors;

- Follow up, with BIODEV[14], the establishment of the **biometric passport** in order to alleviate the visa procedure and to simplify the access of tourists, in cooperation with USA ;

- Prepare **special conditions and/or special fees of visa** for
  - students
  - day trippers (for those not included in the above mentioned NCA)
  - families (parents + children)
  - repeat visitors to one or several EU countries
  - children between 6 to 18 years old
  - tourism professionals such as travel agents, coach drivers

- Set up a regular **information flow on the tourism external markets** and arrivals in each of the incoming EU countries;

- Prepare **EU Tourism offices** in some remote countries or cities, adjacent to the above mentioned EU consulates.

[14] BIODEV : Biometric Data Experimented in Visas.

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ANNEXES

Annex 1. Outbound tourism flows in the European Union

Tourism in the EU economics and policies

8 M jobs in Europe depend directly on tourism and 16 M others are in tourism related enterprises (such as transportation, retail, construction, leisure…), which makes a total of 24 M (12% of total jobs). The tourism activity represents directly around 4% of GNP, but, as a whole, it contributes to nearly 11% of total GDP of the EU countries.

This is why the European Commission has decided that, being a real industry, tourism should be:

a) facilitated,
b) promoted on international markets.

Following the recommendations of the report done by the Economic & Social Council of Europe, known as the "Paestum Declaration", **the European Commission has produced a strategy for tourism in the EU**, in March 2006[15].

Seven guidelines were selected and several of them are closely linked to the present briefing paper:

1. A better coordination of policies, in order to avoid that some policies may hinder tourism activity and its competitiveness;
2. A better use of European financial means in favour of tourism;
3. A European Agenda 21 to promote sustainable tourism;
4. Improved regulations on tourism;
5. Improved statistics and information on tourism;
6. Improved promotion of European destinations on the overseas international markets: this has started with the implementation of the internet portal www.visiteurope.com ;
7. Improved visibility of tourism within the activities of the European Commission.

Main figures of tourism in Europe

There are no global figures available on non-EU tourist arrivals in the countries of the EU (for instance, WTO/World Travel Organization doesn't select specifically the EU countries among the different regions of the world). In most of them, the number of non-EU tourists amount from 10 to 20 % of total international arrivals, the remaining 80 to 90 % coming from within the EU.

→ This means that **35 to 70 M external tourists came to the European countries in 2005** (*see table below for total amount of international arrivals in each country*).

The following table presents the expenses of international travellers from 29 non-EU countries when they travelled abroad in 2005. Nothing can yet be said about the share of EU countries in these expenses.

[15] Comité Economique & Social Européen. 425° session plénière des 15 et 16 mars 2006 – Journal Officiel de l'Union Européenne.

Expenses of non-EU international travellers in 2005

COUNTRY OF THE INTERNATIONAL TRAVELLER	EXPENSES IN BILLION €
United States	53.3
Japan	28.9
China	16.8
Russia	13.7
South Korea	11.8
Hong-Kong (China)	10.2
Australia	8.7
Singapore	7.6
Switzerland	7.2
Taiwan	6.7
Mexico	5.9
India	4.5
Emirates	4.1
Brazil	3.6
Kuwait	3.3
Iran	3.2 (*in 2004*)
Thailand	2.9
Saudi Arabia	2.9
Malaysia	2.8
Indonesia	2.8
South Africa	2.6
Lebanon	2.2
Israel	2.2
Turkey	2.2
Argentina	2.2
Ukraine	2.2
New Zealand	2.1
Qatar	1.4
Egypt	1.2
TOTAL FOR 29 FIRST OUTGOING COUNTRIES	**219.2 bn €**

Source: From WTO 2006, www.unwto.org/facts.

This table shows clearly **the amount of revenues at stake for the EU; nevertheless,** the EU countries can only get a share of it as the most visited foreign countries for an international traveller are his/her neighbouring countries.

Within the time limit to produce this Briefing Paper, it was not possible to collect the figures of departures in each of the main outgoing markets outside EU, but it is well known that the number of international tourists from emerging countries is growing very fast; for instance, in 2006, 34.5 M Chinese travelled abroad.

The **fastest growing markets** outside UE are China, India, Russia and Brazil. Behind are Korea, USA, Japan, Canada, Russia, Hong Kong, Australia, Mexico, the Emirates, Kuwait, Iran, Thailand, Saudi Arabia, Malaysia, Indonesia, South Africa and Lebanon.

N.B.1- Russia is one of the fastest growing markets not in terms of arrivals but mainly in terms of top spenders.

N.B.2 – The Indians' international travel expenditure in 2006 already shows an unprecedented growth of 28%. The UK is one of their top ten destinations.

The following table presents the number of international tourists (from any country) travelling in each of the EU countries, with the corresponding receipts.

Incoming international tourists in EU countries and receipts in 2005

EU INCOMING COUNTRIES	Number of arrivals X 1 000	Receipts X 1 000 000 €
AUSTRIA	19 952	nc
BELGIUM	6 747	7 593
BULGARIA	4 837	1 870
CYPRUS	2 470	1 785
CZECH Republic	6 336	3 566
DENMARK	4 562	3 815
ESTONIA	1 917	732
FINLAND	3 140	1 683
FRANCE	75 910	32 553
GERMANY	21 500	22 487
GREECE	14 276	10 573
HUNGARY	10 048	3 289
IRELAND	7 333	3 653
ITALY	36 513	27 256
LATVIA	1 116	263
LITHUANIA	2 000	705
LUXEMBURG	nc	2 784
MALTA	1 171	597
NETHERLANDS	10 012	8 066
POLAND	15 200	4 839
PORTUGAL	11 400	5 107
RUMANIA	1 430	809
SLOVAKIA	1 515	932
SLOVENIA	1 555	1 387
SPAIN (with Andorra)	58 334	36 876
SWEDEN	3 133	5 719
UNITED KINGDOM	29 970	23 620
TOTAL	**352.5 M**	**212 559 M €** (+ Austria)

Prospects

The number of arrivals in Europe grows every year at a regular pace of 3 to 4%, which is a much lower percentage than in other regions in the world, but amounts, in real figures, to some + 15 M per year !

International tourism in the EU countries is strongly stimulated by international events, such as, in 2006:

- the Winter Olympics in Torino,
- the Football Cup in Germany,
- the Ryder Cup in Ireland,
- the Anniversaries of Mozart, Picasso, Rembrandt….

In 2007, the main events could be:

- the Tennis Masters in Portugal,
- the Rugby Championship in France,
- the ECCs/European Capitals of Culture in Luxemburg and in Sibiu.

The IMF announces an economic growth of 5% in the world in 2007, which is very much in favour of tourism. Furthermore, other factors are in favour of the tourism activity in Europe, such as:

- the development of low cost air carriers,
- the extension of cross-border high speed trains,
- the taxes on fuel and on airport security that should decelerate.

New forms of luxury tourism have appeared in the recent years, with the arrival of high spending travellers from many countries, and their number should still increase in the future.

Annex 2. The Schengen agreement and its application to tourism

The Schengen Agreement was first signed in 1985, and implemented since 1995. The Agreement means that:

a. Residents of the European Union can travel freely from one country to another within the Union, with a passport or a national IC/identification card, with no control – or few controls or sporadic controls- when (s)he crosses the border; travelling back from a non-EU country, (s)he goes through the customs at a desk dedicated to the Schengen nationals. There are no differences between Schengen travellers, whether they come from a country that has applied, or that has not applied fully the Agreement.

b. Nationals from other countries must have a visa to enter the first country of arrival in the UE; after that, (s)he will be allowed to enter any other Schengen country.

Implementing countries Members (not yet implemented) Expressed interest in joining

Source :http://en.wikipedia.org/wiki/Schengen_treaty.

In fact, there are 5 categories of countries in this agreement (*see map*):

1. Full members, that signed the Agreement and implement it fully: Austria, Belgium, Finland, France, Germany, Greece, Italy, Luxemburg, Netherlands, Portugal, Spain, Sweden.
2. Members of the EU, - Great Britain and Ireland- that are not ready to attune the conditions of obtaining a visa and of controlling the borders.

3. Other countries, newcomers (or recent comers) in the EU, that have signed the Agreement but will apply it later : the 3 Baltic countries, Bulgaria, the Czech Republic, Hungary, Poland, Rumania, Slovenia, and Slovakia should apply it in October 2007 ; whereas Malta and Cyprus should apply it later.
4. Iceland, Norway and Switzerland, who don't belong to the EU, have also signed the Agreement and apply it (Iceland and Norway because they already belonged to a similar agreement with Sweden, Finland, Denmark, the Nordic Union).
5. Denmark that signed in the first place but chooses to comply, or not, with the further measures of the Agreement.

In 2006, 15 countries complied totally with the Schengen Agreement.

The system is nevertheless flexible in order to meet the requirements of special situations, for instance in order to avoid the arrival of hooligans in Germany during the Football World Cup As a derogation, there are, here and there, some temporary and sudden controls at the borders when undesired visitors are expected.

A special EU fund is dedicated to the external borders. The EU sends experts to inspect how the Schengen Agreement is respected in each country.

We do not mention here very small entities such as Andorra or the Vatican, that didn't sign the Agreement; nor do we tackle the overseas properties of some countries of the UE, where local special arrangements have been made, all the more that some of them have an intense tourism activity, like in the West Indies - the British islands of Turk & Caicos, the Dutch Island of Curacao and the French islands of Guadalupe and Martinique.

The Visa for non EU travellers

As a consequence of free mobility between EU countries, the Schengen Agreement has determined common conditions for outside visitors to travel in one or several Schengen countries: A visa is requested for the first country of arrival. This visa is made out for a maximum of 3 months, no matter how many countries are visited. This 3 months duration squares with the initial definition of a tourist according to WTO/World Tourism Organization. Recently, this duration has been extended to a maximum of one whole year.

To get this visa, the traveller must ask it at his/her nearest consulate and produce the following documents:

- Fill a form indicating the motivation (tourism, business, VFR/Visit Friends & Relatives, study…), the expected length of stay, and the accommodation;
- Proofs of sufficient financial means of living during the whole stay;
- Insurance policy, covering up to 30 000 € expenses of health and repatriation.

The cost of this visa is, by now, 60 € in the consulates of all member states, except when there are special agreements.

Travellers in transit do not need this visa. When travelling with a tour operator, his/her name is given on a list.

Which non-EU travellers won't need a visa?

With a few exceptions according to special local rules, tourist travellers do not need a visa for Schengen Counties for short stays if they are:

- a citizen of the EU/EEA/EFTA;
- a citizen of a country listed below (*provided they are not going to stay longer than three months and they are not going to do any paid or self-employed work).*

Countries
Andorra
Argentina
Australia
Brazil
Brunei
Canada
Chile
Costa Rica
Croatia
El Salvador
Guatemala
Honduras
Hong Kong (SAR passports)
Israel
Japan
Korea (Republic of)
Macao (RAE only)
Malaysia
Mexico
Monaco
New Zealand
Nicaragua
Niue
Panama
Paraguay
San Marino
Singapore
Switzerland
Uruguay
USA
Vatican
Venezuela

The SIS/Schengen Information System

In order to avoid the arrival of undesired visitors (criminals, terrorists…), the Schengen countries have included in the Agreement the implementation of a common system of information and cooperation, the SIS/Schengen Information System shared by all signing countries, including Iceland, Norway and Switzerland.
This SIS comprises 2 entities:

- Europol, a police cooperation to identify and arrest criminals;
- Eurojust, a legal cooperation to investigate and prosecute;

The SIS also has partners outside the UE (for instance the USA on matters of security).

It also works within the frame of the ENP/European Neighbourhood Policy, through bilateral agreements, with North –African countries, Middle-East countries, countries of the West Balkans - along with the 2005 La Hague Programme that seeks to define a balanced approach of all migrations and treat all visitors from a non EU country the same way.

Towards further steps

The Schengen Agreement should have new developments, currently under study, but unsigned yet:

- Biometric passports could be required, like in the USA : the BIODEV procedure is working on the criteria and the implementation;
- There should be a new common system of information on the visas for the countries of the EU;
- The countries of the EU could have common consulates abroad to deliver those visas (by now, the Benelux have such consular offices in common).

Annex 3. Focus on France

In an increasingly harder context of competition, France remains in 2006 the world's first destination with 78 million international tourists (+ 2,7% compared to 2006). But France has lost one point in the share of the world tourism market since 1995.

In 2006, the number of day trippers, excursionists, and short stays without overnighting amounted to 116 millions.

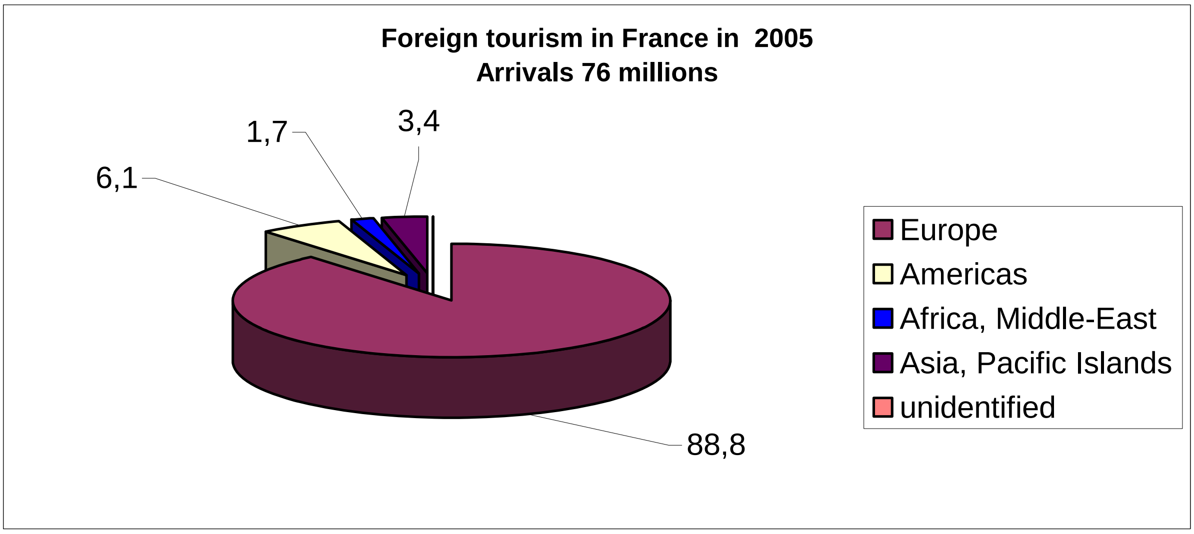
International tourist revenue rose by 2,5 % compared to 2006, up to 34 billion euros.

As in 2006, the majority of foreign tourists came from Europe with a significant increase in the number of Spanish, Dutch, Swiss visitors and Nationals from Eastern Europe. Chinese tourists really started to come and they were over 600 000 in 2006.

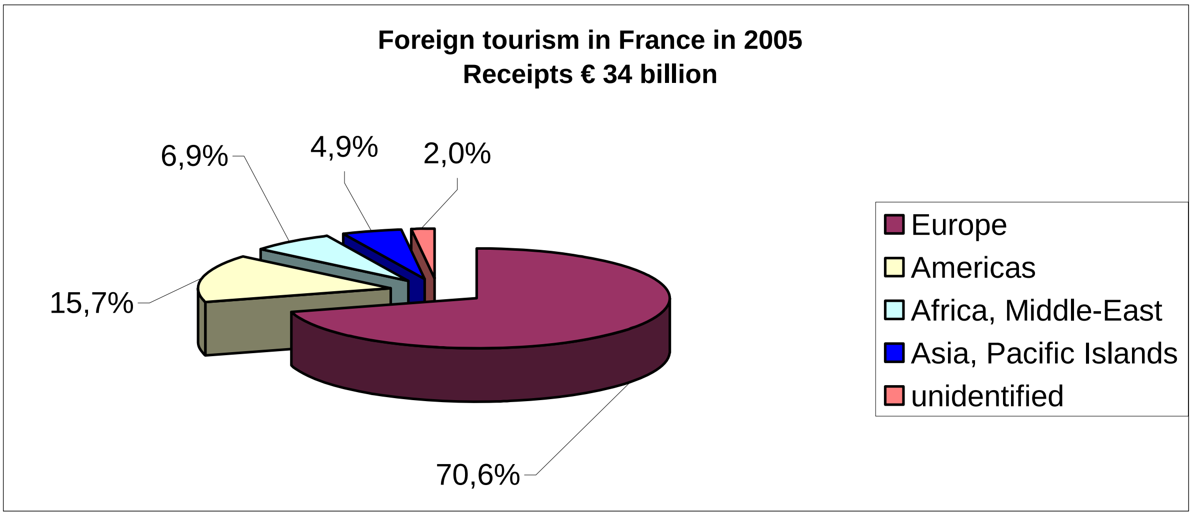
General trends show a reduction of the duration of the stays. In 2006 an average of 6,5 nights compared to 7,5 in 1996

Spain is presently France’s main competitor in the field of tourism, in term of international arrivals. Yet, in the near future, neither France nor Spain but China should be first.

France remains in third place with regard to receipts from international tourism, Spain is in second place for e arrivals and the receipts progressed appreciably in market shares between 1995 and 2006. The United States are always in the first place for the receipts, even if their market share decreased since the attacks of September 2001. Italy, another large European tourism country, is already preceded by China, in term of arrivals.



Source: http://www.tourisme.gouv.fr.



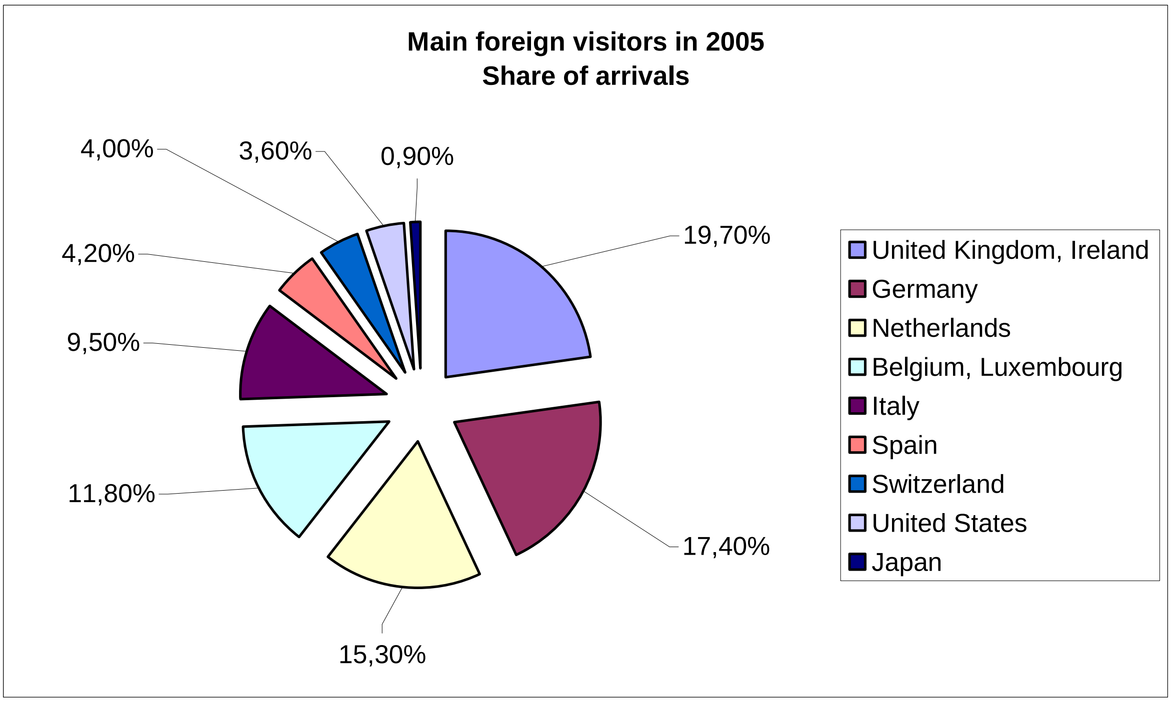
Source: http://www.tourisme.gouv.fr

Direct employment impact: On a yearly average, 894,000 wage-earners are fully linked to tourism activity - from a minimum of 686,000 in January to a maximum of 1,184,000 in August.

On 31st December 2005, there were 828,200 employees in hotels, cafes and restaurants, and about 170,000 self-employed workers. There were 15,700 more salaried employees in the sector in 2005 compared to 2004.

The application of the Schengen Agreement

France complies with the Schengen Agreement. Statistics show that most foreign tourists are European tourists with no need to ask for a visa. In 2006, as in 2005, the majority of foreign tourists came from Europe and the largest share (62.2 %) came from another Schengen country.



Source: http://www.tourisme.gouv.fr

The absence of significant figures for Russian, Chinese and other tourists from emergent countries is often the result of the difficulties those tourists encountered in trying to obtain a visa within a reasonable lapse of time, at a reasonable cost.

In Russia for example, a fast growing market, in many cases applicants were considered as potential illegal immigrants or even criminals. For instance, if a single woman was asking for a visa, she was often suspected of being a potential prostitute. Beside theses suspicions, the Consulate administration was very slow in dealing with the demands, and placed many bureaucratic obstacles in their way. Applicants preferred to turn to another country.

It is in a way symptomatic that the website of the French Foreign Ministry[16] has not (yet?) translated into English the information regarding the necessary documents required to apply for a visa.

And, on the page in French, it is stated that for a tourism stay, the applicant should produce “any document likely to establish the object and the conditions of stay” (*tout document de nature à établir l'objet et les conditions de séjour*).

American visitors to France don’t need a visa. The weaker number of visitors from the USA is mainly a consequence of the French position regarding the US politics in the years 2002/2003. Nevertheless the year 2005 confirms the return of North American tourists with an increase of the arrivals of 6% compared to 2004.

The situation has improved in 2006, mainly regarding Chinese tourists, thanks to an agreement reached between European Union and the Chinese authorities. This agreement is the first sign of a positive step taken by the EU Immigration Policy in favour of tourism. Over 600 000 Chinese visitors came to France in 2006.

Fast growing markets such as India, Brazil, several Middle East states to name but a few, should benefit from such agreements, on a European scale.

The first nationality of foreign tourists coming to France are the British. It is also from the UK that many English speaking tourists come to France as a second destination. As the United Kingdom did not sign the Schengen agreement, it is not easy for non Schengen tourists staying in the United Kingdom to come to France or to another Schengen country.

Nevertheless, there is strong border cooperation between UK, Belgium and France. This cooperation is facilitated by the fact that the gateways for tourists are rather easily controlled: train (Eurostar and Thalys), planes or boats.

Main Issues

The main issue for France is to be able to conciliate security and the necessary growth of visitors from outside the Schengen area, either from new EU countries or tourists from fast growing markets. As for Chinese citizens, this should be tackled at EU level

Some French consulates had great difficulties in delivering visas for individuals in a reasonable time lapse, and in a considerate manner, whereas other consulates in the same countries did not have such problem. There should be common procedures between EU consulates as well as for

[16] http://www.diplomatie.gouv.fr/en/france_159/entering-france_2045/index.html.

applicants and better cooperation between EU consulates. And EU consulates should be represented outside capitals and big cities.

Visitors first travelling to the UK and wishing to visit as well one or more “Schengen” countries have to duplicate official procedure and to pay two fees, which is very disconcerting for people viewing the EU as one entity.

Regarding employment, the hospitality industry is lacking qualified workers. At the same time qualified workers from new EU countries or from other countries have difficulties in obtaining a work visa or a work permit. There again, procedures and applications forms are different from one country to another according to the country’s immigration regulations. France remains one of the most heavily 'protected' labour markets in Europe.

In order to avoid significant staff turnover, as well as to keep skilled professionals, international companies should have the ability to employ seasonal workers on a yearly basis, the winter season in one country and the summer season in another.

Annex 4. Focus on Poland

Poland is a recent member of the EU. The country has borders with other EU countries – Germany, Czech Republic, Slovakia, Lithuania- and non EU countries – Belarus and Ukraine.

International tourism traffic to Poland

In terms of international tourism traffic, Poland's specificity relies in the number of day trippers: people who cross the border during the day and go back home at night: In 2006, Poland had about 11.7 M foreign tourists and 53.4 M day trippers.

The total breakdown of arrivals (tourists + day trippers) is the following[17]:

- 5,4 M Germans;
- 4,7 M Russians + Ukrainians + Byelorussians;
- 2,4 M Nationals from "old" EU countries : 455 000 from UK, 410 000 from the Netherlands, 304 000 from Austria, 276 000 from Italy, 230 000 from France, 224 000 from Sweden, 134 000 from Denmark, 91 000 form Belgium, 89 000 from Spain, 77 000 from Finland, 69 000 from Ireland, 37 000 from Portugal, 31 000 from Greece;
- 1,9 M from "new" EU countries;
- 1,3 from the rest of the world: 354 000 from USA, 72 000 from Canada, 66 000 form Israel, 53 000 from Korea, 42 000 from Australia, 47 000 from Switzerland, 41 000 from Japan, 39 000 from Turkey, 36 000 from Croatia.

Recent changes

Due to the end of the Communist era and partly to EU membership, the composition of international arrivals in Poland is significantly changing:

- The Eastern border nationalities (Russia Belarus, Ukraine, Baltic countries) have constantly decreased since 2000, especially the Russians, but the trend has changed since 2006;
- The Southern border nationalities (Czech and Slovakians) are also decreasing for the Czech, but Slovakians seem to be back;
- The Northern Baltic countries nationalities remained constant;
- Ever since the post-communist era, the Germans have been very active visitors to Poland: Their number decreased slightly from 2000 to 2003, and is rising again;
- The other EU nationalities followed the same trend and their number is increasing more than the others; the number of arrivals by air rose by 21% in 2006;
- The overseas travellers – mainly from USA, Japan, South Korea, Canada and Australia – are steadily increasing their arrivals.

Poland is a country that has many "Polish related" visitors (recent or 2nd to 5th generation of immigrants in a wide variety of countries). This relationship is a strong attractor, but there are numerous others.

It also clear that these new situations have affected the departures of Polish tourists abroad.

[17] Source: Tourism Institute in Poland.

The application of the Schengen Agreement

Travelling from an EU country to Poland is already more or less like in the rest of the Union: An IC/Identity Card is sufficient, though there may be some temporary controls, according to the information the customs may get.

But travelling from a non-EU country has brought some difficulties, especially with former communist countries from which Poland used to have important tourism fluxes. The situation was expected to remain more or less tricky, all the more that:

a. there are very few Polish consular offices in Russia;
b. the cost of a visa in these former communist countries could seem very high for the locals.

For these reasons, the arrival of Russian tourists was expected to be difficult. In fact, a bilateral agreement between Russia and Poland has been set up and should soon be presented at the Russian Parliament for a vote. The visa could cost 15 € and be easy and quick to deliver.
A similar agreement could be made with Ukraine in the future.

It is worth noting that for the Russians who go to Kaliningrad, and vice versa, a special agreement has been made between Russia, Poland and Lithuania - Lithuania was included because of the fact that Russians on their way to Kaliningrad often go through this country. A yearlong visa, at a cost of 10 €, has been established. A similar situation can be found in Gibraltar, between Spain and Great Britain.

Poland has signed the Schengen Agreement and was about to apply it in October 2007. But this application should be delayed until January 2008 because it should take place at the same time as for the neighbouring countries of Poland, and the Baltic countries are not yet ready, mainly for reasons of computerising their data.

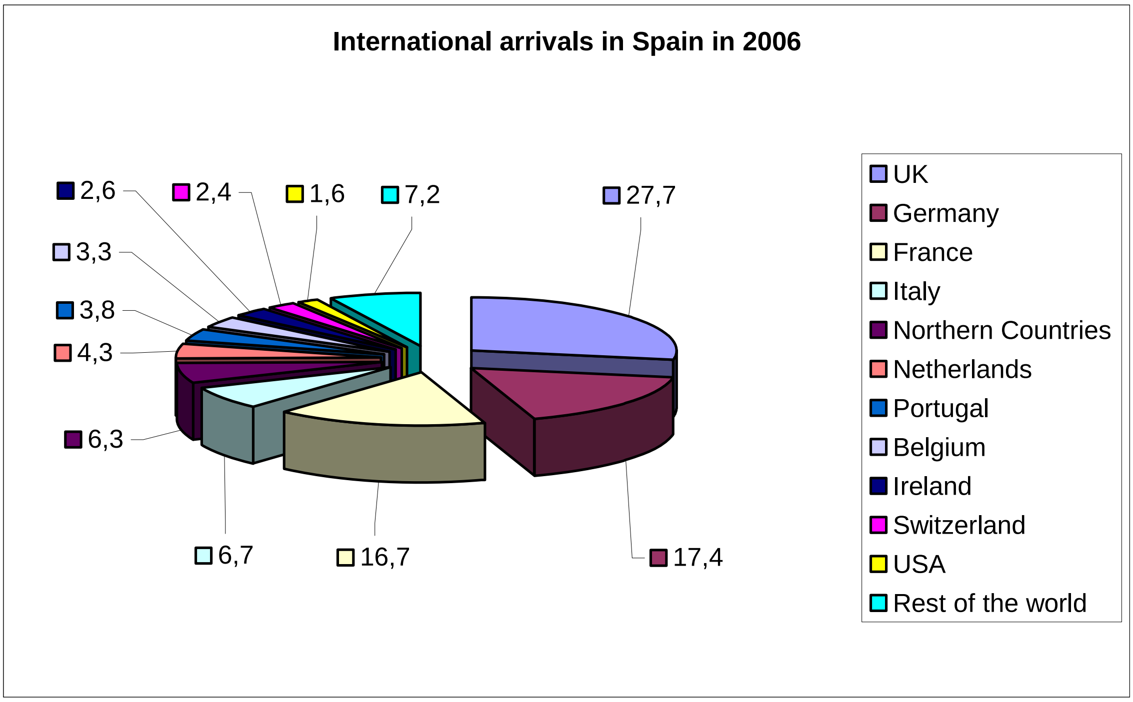
Annex 5. Focus on Spain

Spain is not only a continental destination, with common borders with Portugal and France: The country also enjoys very successful insular destinations with the Baleares and the Canary Islands. It also has a "maritime border" with Morocco.

International arrivals in Spain in 2006

In 2006, **58.5 M** international tourists came to Spain and spent 48.2 bn €.

The country of residence of these visitors was distributed as follows:



NB : The statistics of Belgium often include those of Luxemburg, but it is not always clearly stated. In the above statistics, Norway, a non-EU country, is included in the "Northern Countries".

→ *As can be seen in the above figures, only 10% of international tourists in Spain come from a non-EU country.*

The application of the Schengen Agreement

The way Spain seems to comply with the Schengen Agreement looks very much like in France: the two countries are slightly in competition, although, for first-comers to Europe, France seems to have a slight advantage, as an "unavoidable" destination. One of Spain's main problems in this respect is the lack of direct aerial links with China, Australia and a certain number of other overseas countries.

Among those are, nowadays, many Chinese tourists: In China, a certain number of Chinese travel agencies have an accreditation with the consulate of the country of first landing in the EU (in EU or in one of EU's partners in the Schengen Agreement); generally, those Chinese tourists who are first-comers in Europe visit 5 to 6 countries during a 10 to 15 days trip. This unique visa is considered as convenient by the Chinese and encourages multi-destination journeys. Nevertheless, the process of obtaining this visa is heavy: Travellers must pay a deposit at the travel agencies; some may be invited to an interview at the consular office. If the Chinese traveller doesn't come back from Europe, then the travel agency has to pay a heavy fine.

Five years ago, Russians had severe difficulties in obtaining their Schengen visas, due to a lack of Spanish consulates. This is no longer the case.

At present, certain Spanish incoming agencies still complain because of the difficulties of non EU tourists to get their visas, especially in terms of the time lapses involved. But this is not the case with all the tourism professionals. Nevertheless, Spanish professionals that have worked within the European Tourism Commission claim common European consulates in overseas countries and common tourism offices with common call centres.

The presence of Gibraltar, a controversial British property on the Iberian Peninsula, causes some difficulties for the application of the treaty in the area.

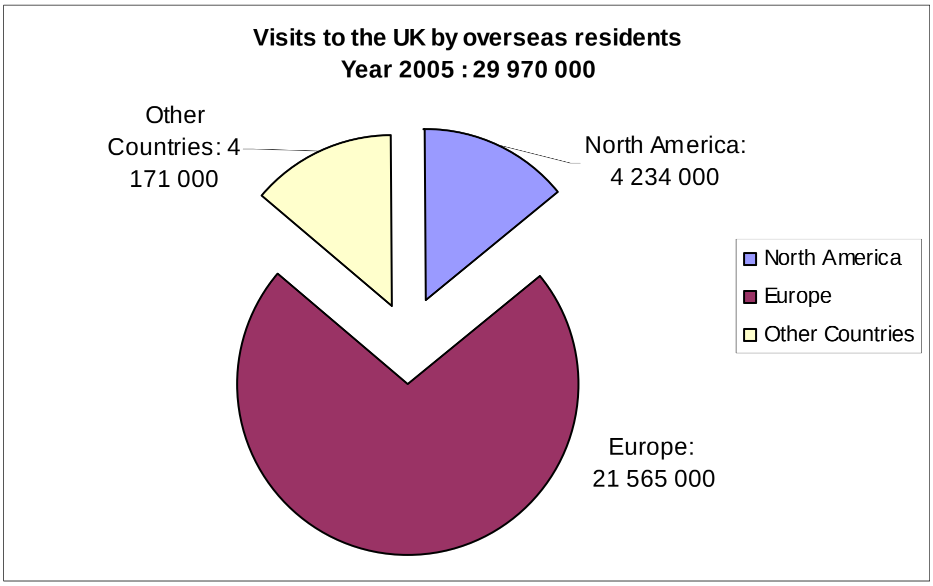
Annex 6. Focus on United Kingdom

The United Kingdom has a unique geographical position in Europe. Rather near France, Belgium, The Netherlands and Germany, not far away from Denmark and Norway, one could, until a few years ago, only reach this country by boat or by plane.

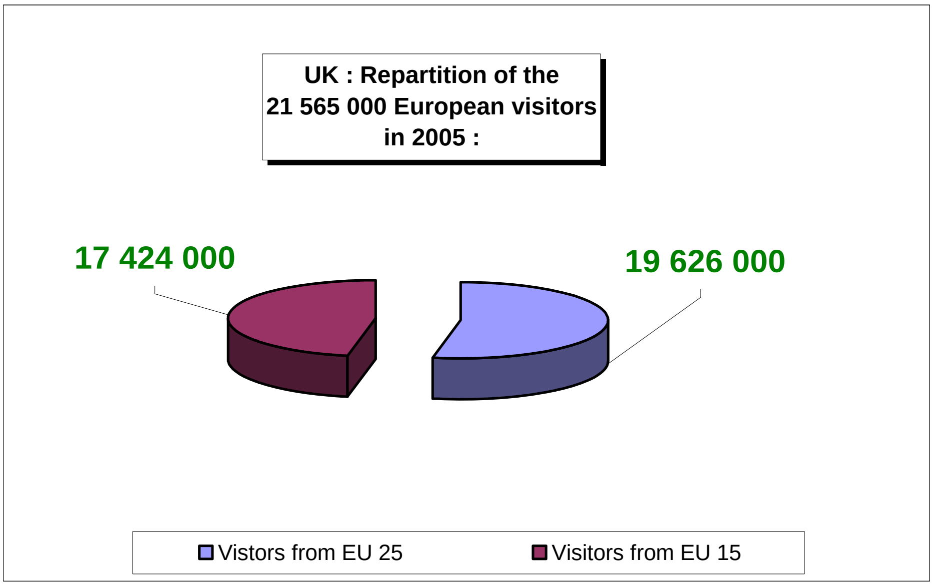
By cultural heritage and close political links, by common history and shared commercial interests, the UK is known as the gateway or platform of entry into Europe for many English speaking nationals, Americans either from Canada or United States, Australians, or Commonwealth countries.

The EuroTunnel and later the fast train links with France, Belgium and The Netherlands have changed the ways and the reasons why people travel from and to UK.

Whereas in most European countries, the first tourist markets are neighbouring countries, in the UK, the North American market is the first one with more than 14 % of visitors.



European visitors in 2005 [18]



This diversity appears in the detailed statistics of the visits to the UK by overseas residents in 2005 (thousands).

USA	3438
France	3324
Germany	3294
Irish Republic	2806
Spain	1786
Netherlands	1720
Italy	1186
Belgium	1112
Poland	1041
Australia	919
Rest of Europe	799
Canada	796
Sweden	728
Switzerland	699
Norway	627
Denmark	538
Other Asia	412
Japan	332
Other Africa	311
South Africa	306
Czech Republic	292
Austria	287
Hungary	274
India	272

[18] EU 15, EU 25 and EU 27 are used by the Government of United Kingdom on their website: http://www.statistics.gov.uk.
EU 15 means: EU members until April 30th 2004, that is to say : Germany, France, Italy, Belgium, The Netherlands, Luxemburg, Denmark, Ireland, United Kingdom, Greece, Spain, Portugal, Austria, Finland, Sweden.
EU 25 means EU 15 plus new members as from May, 1st 2004thatis to say : Poland, Czech Republic, Hungary, Estonia, Slovenia, Cyprus, Leetonia, Lithuania, Malta, Slovakia.
EU 27 means EU 25 plus Bulgaria and Rumania as from January 1st 2007.

Other Middle East	252
Portugal	222
New Zealand	210
Greece	199
Other Central & Sth. America	179
Finland	174
Hong Kong (China)	146
Israel	140
United Arab Emirates	133
Other China	131
Cyprus	108
Turkey	99
Pakistan	91
Mexico	78
Iceland	77
Other Caribbean	73
Malta	53
Thailand	52
Luxembourg	49
Bulgaria	39
Other North Africa	33
Gibraltar	32
Egypt	30
Sri Lanka	23
Barbados	16
Jamaica	15
Tunisia	8
Rest of the World	7
Total	**29978**

Sources : http://www.statistics.gov.uk.

Main visa rules for visitors and tourists coming into the UK

The UK is not part of the Schengen group of countries. A UK Visa Office does not deliver visas for another European Union or European Economic Area country. One should contact an embassy or consulate for the country that one wishes to visit.

EEA (European Economic Area, that is to say the European Union plus Iceland, Lichtenstein and Norway) or Swiss nationals do not need a visa to come to the UK, because they have the right of free movement and residence in the UK provided that they do not require assistance from public funds.

Nationals of Switzerland were given the same rights as EEA nationals after June 2002.

Swiss nationals or nationals from an EEA country other than Bulgaria or Romania do not need permission to work in the United Kingdom.

Bulgaria and Romania joined the EU and EEA on 1st January 2007 and there are special rules about working in the UK. Bulgarians and Romanians wanting to work in the UK will need to obtain permission to work before starting any employment. Since 1st January 2007, Bulgarian and Romanian nationals will not require an entry clearance to reside legally in the UK.

There is, officially, only a brief passport or identification card check on arrival in the United Kingdom.

Australian, Canadian, US, New Zealand (etc.) visitors do not need a visa to come to the UK for tourism purposes. But they need to contact the embassy or consulate of the country they wish to visit outside UK.

Entry clearance fees

All the fees below are quoted in £ / pound sterling, but are usually payable in local currency.

These fees are effective for all visa applications made from 1 April 2007.

Category	UK Pounds £
Handling applications on behalf of Commonwealth countries	44
Handling applications on behalf of UK Overseas Territories	
Direct Airside Transit (DAT)	
Visitor in transit	
Join ship or aircraft	
Visit, single, double and multiple, valid up to 6 months	63
Student	99
Longer term visit	200
Work Permit	
Highly Skilled Migrant Programme - HSMP	
Employment	
Certificate of entitlement	
Settlement; marriage (fiancé(e)), civil partner	500
EEA/Swiss family permit	Free of charge

Source: http://www.ukvisas.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1018696631238

Foreign & Commonwealth Office has set itself a public commitment to meeting key entry clearance objectives.

The main commitments are:

- 90% of straightforward non-settlement visa applications to be processed and available for return to the applicant within 24 hours from the date of receipt by a visa section of the application and all supporting documents including the fee.

- 90% of non-settlement applications requiring further enquires or interview to be decided within 15 working days from the date of receipt by a visa section of the application and all supporting documents including the fee.

- 90% of applicants for settlement visas to be interviewed (or decided) within 12 weeks.

- 60% of visa applications to be processed by Posts with Risk Assessment Units or visa assessment teams in 2005/06, rising to 70% in 2006/07 and 75% in 2007/08.

Source: http://www.ukvisas.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1018696631238

N.B. : EEA (European Economic Area, that is to say European Union plus Iceland, Lichtenstein and Norway.

Main issues

The growth of foreign tourists could be boosted with a simplified visa policy. Especially regarding the fact that actually a visa for UK is not a Schengen visa, thus compelling many non European travellers to apply twice and pay twice to travel in and outside the Schengen countries[19].

Many companies are deterred when attempting to engage non-Schengen workers as the procedures are complicated and in contradiction with the European Policy regarding free movement throughout Europe.

[19] See Annex III, page 24 : Which non-EU traveller won't need a visa?

Annex 7. Embassies and consulates worldwide

Country	Number
UK	229
France	192
Germany	134
Poland	111
Spain	93

Country	Number of consulates in Russia	Number of representations in China (*)
UK	3 (Moscow, St. Petersburg, Yekaterinburg)	5 (Beijing, Hong Kong)
France	2 (Moscow, St. Petersburg)	3 (Beijing, Canton, Wuhan)
Germany	4 (Yekaterinburg, Kaliningrad, Novosibirsk, St. Petersburg)	5 (Beijing, Chengdu, Guangzhou, Hong Kong, Shanghai)
Poland	1 (Moscow)	1 (Beijing)
Spain	1 (Moscow)	1 (Beijing)

(*) Either embassy, consulate, trade commission or other.

Sources:
http://www.fco.gov.uk (UK)
http://www.embassiesabroad.com/embassies-of/Spain#641 (Spain)
http://www.konsulate.de/ (Germany)
http://www.mfe.org/ (France)
http://www.msz.gov.pl/ (Poland)
http://www.embassyworld.com/ (worldwide)