

TOURISM STATISTICS IMPROVEMENT INITIATIVE (TSII)

Phase 1: Map 'n' Gap Project

PROJECT INITIATION DOCUMENT (PID)

Version 4 (July 2003)

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1. AIM OF THE TOURISM STATISTICS IMPROVEMENT INITIATIVE (TSII)

Introduction

The aim of the Tourism Statistics Improvement Initiative is to achieve significant and ongoing improvement in the suitability, availability and quality of tourism data, for all main stakeholder groups. This includes developing a partnership approach among public sector stakeholders and also with the private sector.

Initiating a step change in tourism data is a top strategic priority for the Secretary of State for Culture, Media and Sport in England. This has also been identified as a key area where the members of the British-Irish Council (BIC) could usefully work together. The Secretary of State has agreed an outline approach for the Initiative, defining both a need to make short-term changes, but also work together with industry for a long-term improvement.

Following a Tourism Society/CBI meeting and reflecting the Ministerial agenda as discussed with the industry at Hartwell House, *Better Data for British Tourism* was produced in September 2002 (revised Feb 2003) proposing a framework for the way forward in Tourism Data.

An ideal future would be where we can:

- Measure tourism's impact at local, regional, national level (& use satellite account);
- Key surveys meet National Statistics standards and whose sample sizes are fit for purpose and allow disaggregation for key users' needs;

and there is:

- Better co-ordination and centralisation of data already available;
- Readily available documentation of the definitions and standards of those data and statistics;
- Robust system for producing prompt, regular data during a crisis;
- More attitude surveys and better forecasting;
- Increased media attention gained on both importance and performance of tourism.

Ultimate aim: develop a UK wide methodological framework for collecting and analysing relevant and high quality 'core' statistics, including buy-in to this approach from regions, sub-regions and local authorities and, where appropriate, the private sector.

2 SCOPE, OBJECTIVES AND DELIVERABLES FOR THE PHASE 1 MAP 'N' GAP PROJECT

A basic requirement for such a step change is the identification of the nature of user needs for such statistics and an assessment of how well the available statistics meet those needs. This Phase 1 review should provide that assessment and identify changes to the statistics, and their quality, which would make them better meet user needs. As part of that, the review should identify changes that would allow at least some of the key statistics to meet National Statistics Standards.

Scotland has similar plans to England as regards a 'map and gap' exercise comparing user needs with the range of available statistics. Regional Development Agencies and the Greater London Authority also wish to improve data. The recently formed Tourism Alliance should enable more cohesive, representative private sector involvement.

A report will be published and will provide recommendations **for action** by DCMS in partnership with others to improve the data and statistics available to develop, implement and monitor tourism policy and practice. (A separate report will consider specific Scottish issues.) It is envisaged that subsequent phases will be dependent upon the wide acceptance

of the report, its findings, recommendations and the time/cost implementation plans for future phases.

This review is intended to identify user needs for tourism statistics, map existing data sources, and consider how the various sources, including:

- Major national sources such as: International Passenger Survey, UK Tourism Survey, UK Leisure Day Visits Survey, UK Occupancy Survey For Serviced Accommodation,
- Other tourism data, and
- Other related sources – e.g. labour market and economic statistics

might be

- Extended to fill gaps in the meeting of user needs and/or
- Improved to better address those needs.

The main **objectives** of this review are:

- A well-documented account of user needs for Tourism statistics, based on wide consultation and describing the purposes for which the statistics are, or would be, used;
- An assessment of the extent to which the available sources meet those needs, and
- Recommendations for development of those sources and for new ones to better meet user needs and better inform the public.

The main **deliverables** are:

- Questionnaire for user consultation
- A report on user needs and issues
- An emerging issues paper
- A map of existing sources
- Draft report to stakeholders for comment
- Initial Paper for Minister outlining findings
- A final report with clear recommendations covering:
 - Improvements to the statistics and/or recommendations for further work to more fully specify improvements required
 - Whether, and in broad terms how, a wider range of tourism statistics should be produced as National Statistics
 - Set of principles, related to National Statistics standards and other good practice for the production and dissemination of tourism statistics
 - Improved dissemination of tourism statistics and promotion of better understanding of the scope and limitation of those statistics
 - and where appropriate broad assessments of cost implications and possible sources of funding
- Final Report to Minister
- Published report available via internet, libraries, trade

The report and submission for Ministers will be prepared that will:

- Identify stakeholders' key information needs and priorities for data on the tourism industry, through interviews, consultation and a steering group
- Investigates current data sources (public and private), and reports on these, including assessments of relative strengths and weaknesses
- Identifies information gaps and areas of overlap and makes recommendations for any changes to existing surveys to make a more efficient and co-ordinated statistical system

The main areas that the review is expected to address are described in this section. As is customary with such reviews account will also be taken of the reports of previous reviews of

aspects of the relevant statistics. A list of such reviews is at Annex 4. The Steering Group is invited to suggest others.

In addition there are four concurrent reviews of which account will be taken, and whose progress may affect progress with this review. These are:

- Review of Scottish Tourism Statistics by VisitScotland and the Scottish Executive: Arrangements have been made to ensure collaboration, and avoid duplication, with this review; in particular we expect to benefit from the Scottish Review's inventory and evaluation of current sources while the Scottish review will receive reports of this review's interviews with, and responses from, users based in Scotland.
- Survey of Private Sector Research and Marketing conducted for the Tourism Alliance by MORI: Arrangements have been made for us to receive results from this survey relating to private sector business's awareness of, uses of, and perceived need for, and collection of information and statistics about aspects of tourism.
- The British-Irish Council (BIC) are considering aspects of tourism statistics and in particular comparability between those for different members of the Council. This review is maintaining contact with that work and we will include members of the relevant B-I C Tourism Officials Group among our consultees.
- DCMS is planning to shortly commission work on the possible development of a UK Tourism Satellite Account; this work is unlikely within the timetable of this review to reach a view about information/data needs to underpin such a development and to that extent the recommendations of this review will need to be seen as conditional.

A number of tourism statistics, including some of the above depend on sources and statistics with a wider scope. These include:

- The International Passenger Survey
- Employment Statistics; and hence the
 - Labour Force Survey
 - Annual Business Inquiry
 - Workforce jobs sources
- Input-Output tables
- Regional accounts.

Those responsible for these sources in ONS will be consulted and account will be taken of any relevant current, or planned, reviews. In particular Denis Allnutt is currently acting as a consultant for the review of employment statistics.

National Statistics Review

At the same time as producing a Map 'n' Gap report, we are seeking recognition of the review as a National Statistics Strategic Review. The programme of National Statistics Quality Reviews is an important way of ensuring that (as far as possible) National Statistics and other official statistical outputs are fit for purpose, and that avenues for further quality improvements are identified and appropriate actions taken forward.

This Tourism Statistics review is a 'strategic review' as it considers the broad range of the need for, and (at present largely non National Statistics) provision of tourism statistics, with the intention of making relatively broad recommendations as to how the statistics should be improved and developed to better address user needs. Further details of National Statistics Reviews are at Annex 3.

The end of the Phase 1 project will occur when the National Statistician and Secretary of State agree the final report and recommendations, made by the consultant in the light of his review. Within 6 months of the completion of the project DCMS will publish an action plan responding to the report's recommendations.

After completion of the Action Plan, DCMS will hold a Post Implementation Review of the project to look at whether the project has delivered the stated outputs. The review

membership, timing and Terms of Reference will be agreed at the Project Closure meeting of the Steering Group.

3. **PLANNING, ORGANISATION & CONTROL**

Paul Swallow, chair of the relevant National Statistics Theme Group, will sponsor the review which will be conducted by an independent consultant, Denis Allnutt, with support from DCMS staff members. The Review process will be overseen by a Steering Group, chaired by Harry Reeves, with membership from both inside and outside central government. The Project will be managed by the Domestic Tourism Branch of DCMS: Peter Gartenberg will act as Project Manager/Project Assurance; Vicky Coates will act as Project Manager/Project Support.

The Steering Group will comprise:

NAME	ROLE	ORGANISATION
Harry Reeves	Chair of Steering Group	DCMS
Peter Gartenberg	Project Manager/Project Assurance/ Key Government User	DCMS
Vicky Coates	Project Support	DCMS
Gavin Sayer	Government Statistician	DCMS
Paul Swallow	Review Sponsor	Department for
Transport		
Denis Allnutt	Project Consultant	
Tim Blightman	Member (NDPB)	VisitBritain
Nick Cust	Member (industry)	Superbreak/EMAB
Board		
Brian Hay	Member (Scotland Review)	VisitScotland
Victor Middleton	Member (Academic/consultant)	
Gerhard Mors	Member (Scotland Review)	Scottish Executive
Sue Piper	Member (Regions)	SWRDA
Ken Robinson	Member (Industry)	

DRAFT TERMS OF REFERENCE FOR THE STEERING GROUP

Membership of this project steering group is slightly wider than the National Statistics Quality Review requirement to reflect wide range of major users: central and regional government, NDPBs and private sector. Also, the academic member has good knowledge of local government.

Scope:

This Steering Group has been convened primarily to oversee the first phase of the TSII, namely a 'map and gap' consultancy review to identify all major tourism data needs, existing or not, and make prioritised recommendations about how user needs could best and most feasibly be met in the future. This project will end when a report is produced by the consultant, which DCMS will submit to Ministers and, in the light of their views, produce a viable implementation plan within 6 months.

Generally:

- Oversee and contribute to the review process, ensuring it stays on course

- Ensure that adequate control and Quality Assurance procedures exist, including risk analysis
- Identify if any major changes of approach are needed
- Consider specific project within context of overall strategic direction of TSII

Specifically:

- Agree Project Initiation Document and user questionnaire
- Help plan and participate in stakeholder management
- Comment on map of user needs and on emerging findings
- Comment on draft final report and its recommendations
- Endorse report and recommendations – aim for a consensus view
- Comment on business case to support implementation of report
- Help manage expectations of stakeholders

Commitment

- Attend as many as possible of three Steering Group meetings
- Consider arranging an informed, senior substitute if unable to attend
- Stand ready to comment promptly on a small number of written documents
- Commit to one interview with consultant, if appropriate
- Influence wider stakeholders to support this project and the wider TSII

Timing

The main stages of the review are:

Stage 1 – by end of May

Agree the scope of the review, contracting with consultant, producing PID and draft questionnaire and forming Steering Group.

Stage 2 – by August

Interviews with users, wider questionnaire response, review of existing sources. An emerging issues report to Steering Group followed by initial paper to Ministers outlining findings

Stage 3 - by September

Second Steering Group meeting

Consideration with two focus groups of the reports as revised in the light of the Steering Group's comments

Following up any issues outstanding.

Stage 4 – by end November

Preparation of a Final Report. This will be put to the SG and then, by DCMS, to the Secretary of State and National Statistician for their comment before it is published.

A more detailed timetable is at Annex 1.

A maximum of 35 Consultant days are available for the project. In addition to the other work required for the project, this is expected to be sufficient for up to 16 Stage 2 interviews (including some with more than one person).

DCMS will provide resource to arrange these meetings and support the Steering Group. It is assumed that Steering Group members will be able to attend, and contribute to, three meetings of the Steering Group and respond to occasional queries from the consultant during the course of the review; and that the Project Manager and DCMS statistician will be available to respond to more extensive requests.

DCMS will be responsible for ensuring that relevant documents (PID, questionnaire and invitation to make input, emerging findings with invitation to comment, statement of user need with (initially) invitation to comment, report, action plan) are available on the web and that a full range of interested parties are alerted to the invitation to comment on those documents.

The target completion date is expected to be October 2003. If it becomes apparent that completion will extend beyond November, or resources are insufficient to meet significant objectives of the review a referral will be made to the Steering Group for a decision on how the Review should proceed.

Control

The following controls will be exercised by the Steering Group

- At the end of Stage 1 the Steering Group will meet to agree the PID and the questionnaire.
- At the end of Stage 2 it will meet to comment on the emerging issues report and report of users' needs and to check that the review is on course to meet its objectives.
- During Stage 4 it will meet to comment on the draft final report and recommendations.

The Project Manager will receive regular progress reports from the consultant.

4 RISK MANAGEMENT

The main risks associated with this project are

- Insufficient quality or quantity of resource (e.g. too little DCMS funding and hence too little consultant time; inadequate quality of consultant's work; too little (elapsed) time; too little availability of appropriate DCMS staff time)
- Impracticability of arranging timely meetings with a sufficiently wide range of users
- Impracticality of timely meetings with providers – of both specifically tourism sources and other relevant sources
- Inconvenient timing of, or difficulty in arranging effective and timely liaison with, the related projects identified in section 2.

These will be addressed, if and when they arise, by the Project Manager in consultation with the consultant and, when appropriate, the Steering Group.

A detailed risk register is at Annex 2.

5 QUALITY

The main products – the PID, questionnaire, description of user needs, emerging issues paper and the report will be provided to the Project Manager and the Steering Group. Final responsibility for signing them off will rest with the Project Manager. If necessary, in doing so he will record any significant reservations of Steering Group members, or the consultant.

6. EVALUATION

The review will be evaluated in three stages:

- At the end of each stage of the review the Project Team and the Steering Group will need to consider questions such as:
 - Are the objectives being met?
 - Does the review offer value for money?
 - Has the environment changed?
 - Has the review become too risky?
- At the end of the review the Project Manager will produce a report assessing to what extent the review has been a success. This will need to refer to the objectives contained in the PID. It will include an assessment of how well the review was managed. It will be sent to the Steering Group in draft form. This report should help to inform future reviews and the further phases of the TSII.
- Sometime after the review, e.g. nine months, the Project Manager will conduct a post implementation review. This will consider how well the recommendations from the review are being taken forward.

7 COMMUNICATION

The final version of the PID, the final report, and a Q and A brief, and subsequently the action plan will be placed on the NS and DCMS websites.

A version of the consultation questionnaire will also be available on the DCMS website.

Focus Groups

We propose to hold 2-3 focus groups with some key stakeholders in order to allow wider discussion of important areas, to better inform the consultants' report and to help maximise stakeholder buy-in.

Roles –

- **Consultant:** lead focus groups and consider their views and suggestions when finalising research and drafting report
- **Secretariat:** document meetings within 3 days of occurrence
- **Attendees:** prepare for meeting as appropriate and contribute constructively within confines of project objectives

Proposed Groups –

- **Regional stakeholders:** invite all RDAs, RTBs and RCCs
- **Industry:** invite key trade associations and NDPBs etc., plus some private sector businesses (various sizes)
- **Academics:** consider if useful, both in terms of input to, and awareness of, review and potential help in future research

Format of Meetings:

- **Timing:** 2-3 hours
- **Session 1:** introductory/status report/objectives of meeting - 30 mins
- **Session 2:** general session of issues arising/queries re status - 30 mins
- **Session 3:** Breakout sessions*, plus feedback and top level comments – 1 hour
- **Session 4:** Conclusion/next project steps/further communication – 30 mins

eg; sharing of information, specific survey issues, how to implement project report

8. ***STAKEHOLDER MANAGEMENT***

A separate stakeholder management document will be produced, in conjunction with the Steering Group.