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for Economic Cooperation
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The contribution of tourism to sustainable development and achieving the Millennium Development Goals



A BMZ Position Paper 2 | 2011e

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Abbreviations

BMU	German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety
BMZ	German Federal Ministry for Economic Cooperation and Development
CBD	Convention on Biological Diversity
CIM	Centre for International Migration and Development
CSD	Commission on Sustainable Development
CSR	Corporate Social Responsibility
DC	Development Cooperation
ECPAT	End Child Prostitution, Child Pornography & Trafficking of Children for Sexual Purposes
GCET	Global Code of Ethics for Tourism
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
IBLF	International Business Leaders Forum
ILO	International Labour Organization
ITB	Internationale Tourismus Börse
KfW	Kreditanstalt für Wiederaufbau
LDCs	Least Developed Countries
MDGs	Millennium Development Goals
NGO	Non-Governmental Organisation
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation and Development
PES	Payment for Ecosystem Services
PPP	Public-Private Partnership
REDD	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
SADC	Southern African Development Community
SEA	Strategic Environmental Assessment
SMU	Small and Medium-Sized Enterprises
ST-EP	Sustainable Tourism for Eliminating Poverty
TEEB	The Economics of Ecosystems and Biodiversity
UN	United Nations
UNEP	United Nations Environment Programme
UNWTO	United Nations World Tourism Organization
WSSD	World Summit on Sustainable Development
WTTC	World Travel & Tourism Council

Preliminary remarks

People worldwide are becoming more mobile – international tourism is a feature of globalisation. Today, tourism is one of the key global economic sectors. Developing countries play a particular role in two respects: first, income from tourism is the most important source of foreign currency for a growing number of developing countries; and secondly, these tourists no longer come just from established industrialised nations. The number of flights carrying travellers from developing and emerging countries has risen sharply over the last few years – not just internationally, but also at the regional and national level in particular. For this reason, the German government, along with many of its partner governments and international organisations, sees the social, ecological and economic impact of tourism as a key factor in sustainable development.

The purpose of this position paper is to define the framework for the field of ‘tourism’ in German development cooperation. It also serves as a reference framework with which to position the German Federal Ministry for Economic Cooperation and Development (BMZ) in international organisations such as the UN World Tourism Organization (UNWTO), the UN Commission on Sustainable Development (CSD), the Convention on Biological Diversity (CBD), and for political dialogue with partner countries, within the EU, at ministerial level and across all sectors of society.

TOURISM IN DEVELOPING COUNTRIES – AN INSTRUMENT TO HELP ALLEVIATE POVERTY?

In many developing countries, tourism has developed from a niche product to one for the mass market. In particular, there has been above-average growth in long-haul tourism over the last 25 years, to the extent that **developing countries** have more than quadrupled their market share in worldwide tourist travel. The United Nations World Tourism Organization (UNWTO) forecasts a doubling of figures worldwide by 2020 compared with 2004 – with **above-average growth rates for developing countries**.

In addition, UNWTO figures show that **income** from international tourism has also increased

dramatically for developing countries. The major economic importance of tourism for individual developing countries is substantiated by its **share of gross domestic product (GDP)** as well as by the export of goods and services and therefore **foreign exchange revenues**. According to the World Travel & Tourism Council (WTTC), developing and emerging countries, excluding China, achieved earnings of **315 billion US dollars** from international tourist travel in 2012 – roughly **twice the official development aid** allocated to these countries for the same period.

In 26 of the least developed countries (LDCs) tourism accounted for over 5 per cent of GDP in 2011, and in 23 of them for over 10 per cent of export

1. Our objectives

With a share of about 10 per cent of global gross national product (GNP) and a similar share of jobs, tourism is **one of the biggest economic sectors worldwide**. As stated above, the importance of tourism to developing and emerging countries, which have steadily increased their market share, will continue to increase.

The tourism sector therefore offers considerable potential for economic and cultural development, particularly in terms of job creation, promoting decentralised local business cycles and value chains and strengthening local cultures. At the same time, however, tourism development also brings with it major risks and can damage a country's society, culture and nature. That is why **sustainability and responsibility** must be two guiding principles for all development policy involvement in tourism. The challenge facing us is to exploit the opportunities generated by tourism as best as possible, and at the same time to minimise the risks. This can be achieved if attempts are made at an early stage to

guarantee a balance between economic, social and ecological requirements and between the public and private tasks and responsibilities involved in tourism development.

1.1 ADHERING TO THE PRINCIPLES OF SUSTAINABLE DEVELOPMENT

German development policy and state-funded development cooperation adhere to the principles of sustainable development.

The objective is to achieve sustainable tourism, which in social, cultural, ecological and ethical terms is both environmentally compatible and economically successful. Promoting sustainability in tourism is therefore directly relevant to achieving the Millennium Development Goals (MDGs), in particular goals 1 (Eradicate extreme poverty and hunger) and 7 (Ensure environmental sustainability).

earnings.¹ **For one in three developing countries – and for small island states in particular – tourism has now become the main source of foreign exchange revenue.**

However, all such data relates only to the proportion of journeys made by international tourists – so **travellers within a country, whose numbers often exceed those of international visitors**, are not included. For example, an estimated 185 million Indians travel each year in their own country, and the number of internal journeys involving at least one overnight stay in China – put at one billion per

annum² – even exceeds the number of worldwide international arrivals. The economic impact generated by this internal tourist traffic is not yet taken into account in data drawn from international sources, yet must be included if we are to see the big picture. The same goes for social influences and the impact of internal tourism on culture, nature and the environment.

These statistics highlight the economic **potential of tourism for developing countries**. The Overseas Development Institute (ODI) talks of a “neglected giant of an industry” that could be an **effective tool for pro-poor growth**.³

¹ WTTC online database 2012

² Source: Pacific Asia Travel Association

³ ODI: Tourism and Poverty Reduction: Pathways to Prosperity, Jonathan Mitchell and Caroline Ashley, March 2010

The unique aspect of tourism is that it depends on the values and objectives of **sustainable development**. Indeed these are the very **basis of its commercial success**. People, cultures and the experience of nature – fundamental capital for most forms of tourism and destinations – must be intact if tourists are to feel at ease. Experiencing nature and culture in a way that is as untainted as possible is precisely what makes tourist travel in developing countries – and its marketing – attractive. That is the prerequisite for developing tourism in such a way for it to achieve long-term profitability, both for local people and for the tourism industry.

Tourism destinations worldwide are increasingly forfeiting their natural capital through the direct and indirect effects of climate change, inadequate protection and frequent overuse: the causes include extreme weather events, coastal erosion, coral death, deforestation, loss of biodiversity, to mention but a few. But it is the growing tourism economies in developing countries in particular that are dependent on this natural capital. Intact, diverse ecosystems are an essential building block for the success of tourism products that are very often rooted in the natural environment.

Development policy recognises that promoting sustainable tourism to destinations in partner countries can make an important contribution to achieving the Millennium Development Goals, especially within the scope of sustainable economic development and private-sector development to reduce poverty (MDG 1) and of environmental protection, preservation of biodiversity and achieving emissions reduction targets for greenhouse gases and local adaptation to climate change (MDG 7).

1.2 ESTABLISHING A PARTNERSHIP WITH THE TOURISM INDUSTRY

International tourism involves **many different actors from politics and the private sector**, both in sending and receiving countries. Measures geared to promoting responsibility and sustainability in tourism in developing countries therefore call for intensive **dialogue and cooperation** between all stakeholders. The focus here will be on **striking a balance between actual or primary conflicts of interest**. Striking this balance will require willingness and that these interests are transparent.

Development policy can help negotiate resolutions to conflicts of interest and find long-term compromise between all stakeholders in tourism in developing countries. Approaches include international processes in which the German government is involved and bilateral cooperation.

The key partner for sustainable, future-oriented tourism is the tourism industry. There are already many voluntary private-sector activities that come under the label of **corporate social responsibility (CSR)**. Enterprises assume social responsibility for sustainable development and align their strategies accordingly. Ideally, such responsible companies in the tourism sector take into account the interests of their various stakeholders, are actively engaged in all aspects of sustainability, respect human rights and implement above-average working, social and environmental standards.

In addition, improvements to tourism-related infrastructure (e.g. water, energy and health care) may benefit not only tourists but also local people.

Specific challenges for corporate social responsibility in the tourism sector: Working in the tourism industry often means irregular hours, being on-call, physically demanding shift work and

seasonal employment. Negative by-products of tourism development may include discrimination, sexual harassment and exploitation, abuses of the rights of indigenous peoples, forced resettlement and conflicts over scarce natural resources (e.g. water, intact habitats for endangered species).

Respect for **human rights** is also one of the fundamental objectives of UNWTO and is anchored in the organisation's statutes. Social protection and decent work must be guaranteed at state level in compliance with the **International Labour Organization's four fundamental principles and rights of work**. These are: elimination of all forms of forced or compulsory labour; elimination of discrimination on the grounds of race, skin colour, gender, religion, political opinion; effective abolition of child labour; and the freedom of association and the effective recognition of the right to collective bargaining.

Voluntary commitments are also an instrument to promote sustainable development. Leading tourism businesses joined together in 2000 to create the worldwide Tour Operators' Initiative for Sustainable Tourism Development. That same year, the United Nations established a worldwide alliance with the private sector, the **Global Compact**. Its purpose was to give a more social face to the globalisation process. The Global Compact consists of ten principles in the areas of human rights, environmental protection and anti-corruption. The companies which signed up to the Global Compact (latest figures for 2011: 6000 companies worldwide, 171 of which are tourism enterprises) recognise these principles and work to implement them within their own business operations. An annual report on relevant activities and progress is mandatory. In 1999, UNWTO also adopted the **Global Code of Ethics for Tourism (GCET)**. This contains **specific guidelines** for sustainable and responsible tourism and includes social, cultural, economic and ecological aspects. Although this is also not a legally binding document, it provides for the monitoring

of member companies by third parties (e.g. NGOs or certification authorities).

In 2003, the UNWTO General Assembly also set up a global ethics committee to promote acceptance and implementation of the code of ethics. On the initiative of the NGO End Child Prostitution, Child Pornography & Trafficking of Children for Sexual Purposes (ECPAT) and the private sector, a **Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism (CC)** was also introduced in the late 1990s by the tourism industry. By mid-2011, 1030 enterprises and associations in 42 countries had signed up to this code of conduct. Work focuses on raising awareness among those involved in the tourism industry and also involves German development cooperation. In addition, there are many **civil society initiatives** geared to socially sustainable tourism, including criteria on **Fair Trade in Tourism**, for example.

Under the patronage of the **Rainforest Alliance**, the world's leading private, multilateral and civil society actors in the field of sustainable tourism have been working since 2007 towards a **cross-sector understanding** of sustainability in the tourism industry. The objective of the Tourism Sustainability Council is to establish a **Partnership for Global Sustainable Tourism Criteria (GSTC)**. A preliminary list of criteria for sustainable tourism products was adopted in 2008, the drafting of which also involved German development cooperation as part of the sectoral project Tourism and Sustainable Development, implemented by GIZ on behalf of the BMZ. **TRAVELIFE**, funded by the EU Commission and UNWTO, is a further initiative designed to develop a list of criteria for sustainable tourism.

Development cooperation works with partners from the tourism sector and in practical cooperation at the local level to protect human rights and introduce, implement and monitor minimum ecological and social standards.

The BMZ continues to play an active role in implementing the German government's interdepartmental Plan of Action for the Protection of Children and Young People from Sexual Violence and Exploitation, which promotes appropriate measures in partner countries in the context of development cooperation and supports institutions and organisations involved in this field, often in partnership with the tourism industry.

Development policy will remain committed to a dialogue with the relevant stakeholders, with the objective of promoting acceptance for corporate social responsibility (CSR), for example in the context of voluntary commitments including in the field of tourism. It seeks to ensure that CSR elements are comprehensively integrated into corporate structures and operating procedures, that supplier companies are involved and that they are subject to internal monitoring and external auditing. Upon demand, German development cooperation provides advisory services on introducing appropriate management systems, as well as standards and certification processes.

Development policy also promotes awareness among tourists for socially responsible and environmentally friendly travel and makes appropriate information available (see section 2.5).

1.3 THE FIGHT AGAINST POVERTY: CREATING JOBS, ENHANCING LOCAL VALUE CREATION

Tourism is now the main source of foreign currency for one in three developing countries. In particular, for countries which have limited raw materials and are not (yet) competitive on the global market in the industrial or service sectors, tourism can be an important sector for economic development, job creation and income.

Unemployment and underemployment are two of the world's most serious development problems. At least one billion new jobs must be created in the years ahead if the UN target of halving extreme poverty is to be achieved by 2015.⁴

UNWTO believes that the tourism industry is in a particularly strong position to create jobs and play a **leading role** in the **fight against poverty**, as it interacts with other sectors of the national economy. Sustainable growth should have broad-based impacts: poverty reduction cannot be achieved by the "trickle down" effect alone, but is promoted by improving access for poor and disadvantaged sectors of the population to employment and income, resources, goods and services.

Developing countries in particular have no choice but to **create as many jobs as possible** using **little capital outlay** in order to guarantee adequate income. Since tourism is **relatively labour intensive and less capital intensive** compared with other sectors, it offers a good basis for achieving this objective.⁵ In particular, it provides **above-average opportunities to the rural poor**, since most jobs require little formal training and employ a high proportion of **women**.

⁴ According to data supplied by the International Labour Organization (ILO).

⁵ The ILO assumes that each job in the core tourism business creates 1.5 additional jobs and that the sector employs 8 per cent of the worldwide labour force.

Tourism is expected to have a particularly positive impact on the economy and in turn on employment and income in developing countries too, if the local tourism industry has access to a broad range of goods and services. From the development perspective, **local production sectors** such as agriculture, food production, construction, transport, souvenirs) should be specifically linked to the tourism industry. At the same time, considerable importance is attached to developing, diversifying and improving the quality of the local production and service structure for tourism (**value chain approach**).

One problem – specifically for least developed countries (LDCs) – is the often high **demand for imports** required to provide tourism services. These ‘leakages’ vary from country to country from 10 per cent to 80 per cent and can result in a severe reduction in gross foreign currency revenues.

However, **local products** and services can replace imports if there is a coherent policy to provide support by training local suppliers, particularly suppliers of agricultural produce. In this area there are already initiatives by the private sector, specifically the hotel industry, to promote model examples of local value creation. Much the same can be said of the **service sector** for tourism in developing countries. **Considerable growth potential is still to be found in linking** local service providers (for example those who offer excursions or accommodation) with external tourism partners.

Tourists expect good **infrastructure** for water, energy provision and transport. Any improvements could also benefit the local population if **underlying conditions** (including real estate regulations) are appropriate.

The **potential** that tourism can offer in terms of **direct poverty reduction** is often underestimated, even among experts. Moreover, strategic and methodological deficits in practice have meant that as an instrument of poverty reduction, tourism has not yet been able to deliver the results and positive outcomes considered possible given its economic importance. In particular, the **indirect effects** of tourism on poverty reduction, for example in areas such as support for local crafts, tour guide training, traditional art and music, farming, retail, transport and communications should be taken into greater consideration during evaluations. However, attention must be paid to the fact that in structural terms the tourism sector is often in the hands of small, privileged social groups. In general, the poor population has neither the knowledge and required training nor the capital to play an active entrepreneurial role in tourism. External partners could help overcome these deficits through systematic support, however.

Development policy aims to exploit the potential of tourism for the priority area of Sustainable Economic Development: tourism can bring about broad-based growth, create jobs and in so doing reduce poverty.

TOURISM IN AFRICA: A SECTOR WITH A FUTURE?

Current approaches to poverty reduction in Africa have so far largely overlooked the potential offered by tourism. While in statistical terms Africa plays only a minor role in international tourism, the contribution made by tourism to the national economies of Africa is significant. Although Africa contributes just 2.4 per cent to global GDP (based on 2012 figures), UNWTO puts the share of international tourist arrivals for which statistics are available currently at 5.1 per cent. Africa recorded the **biggest increase in tourist numbers anywhere in the world** in 2005, at 10.1 per cent. And the number of tourist arrivals in Africa continued to increase in subsequent years at an above-average rate – even if at a comparably low level in terms of the absolute number of tourists.

The growth in tourist numbers is matched by an equal increase in the balance of payments and economic statistics. Whereas tourism accounted for just 2 per cent of the continent's exports in 1980, its share today is over 5 times that figure. The country of South Africa stands out, accounting for well over one third of all tourism-related value creation in sub-Saharan Africa on its own. In regional tourism in particular, South Africa plays the role of anchor country:

South Africa is not only responsible for a high proportion of investments and cross-border travel products, but also for an internationally recognised model for the certification of social and environmental standards (Fair Trade in Tourism South Africa). Leading hotel chains and tour operators from South Africa now showcase ambitious CSR strate-

1.4 PROTECTING NATURE AND THE ENVIRONMENT: THE CHALLENGES AND OPPORTUNITIES OFFERED BY TOURISM

Like other sectors of industry, tourism development impacts on the environment. The questions we must ask are what scope and intensity this impact has, what balance can be achieved and to what extent tourism may also improve the environment and help conserve biodiversity.

The **environmental impacts** that tourism can have are highly complex. It ranges from soil sealing and the consumption or pollution of natural resources such as water and air to the destruction and overuse of ecosystems and their rich flora and fauna.

A particular concern is the impact on the **global climate** caused by greenhouse gas emissions resulting from tourism, in particular **air travel**. According to UNWTO estimates, approximately 9 per cent of anthropogenic greenhouse gases are the result

of tourist travel. Air travel has also been included in the European **emissions trading system** since early 2012. This means that all flights taking off or landing in the EU, regardless of the country of origin of the carrier, are subject to an emissions cap. In addition, the German government has approved the introduction of a national ecological air traffic surcharge, which will be levied on all passengers departing from a domestic airport. The international airline industry set voluntary climate change targets in October 2009. Representatives of airlines and airports plan to increase kerosene efficiency by 1.5 per cent per annum by 2020. From then, the industry intends to continue to grow without additional CO₂ emissions. By the middle of the century, it is expected that emissions will be half what they were in 2005. Exactly how these climate targets are to be achieved, however, and whether they are even feasible is the subject of debate among experts. The tourism sector will need to make further intensive efforts if it is to achieve the expected contribution towards reducing greenhouse gases.

gies and environmental standards (for example sustainable events at Fancourt, a hotel from the Leading Hotels of the World brand). It now makes sense for the rapidly growing tourism industries in the neighbouring countries of southern Africa and the wider SADC area to adopt these positive private-sector stimuli and support them through instruments such as development partnerships with the private sector.⁶

Since Africa's tourism industry is still at an early stage of development, there is an opportunity to avoid the undesirable developments experienced by other tourism hotspots, particularly those in the Mediterranean, South-East Asia and the Caribbean; prevention measures are possible through joint approaches with partner governments and the private sector and with the aid of sustainable destination development and

strategic environmental planning (Strategic Environmental Assessment, SEA).

Africa is beginning to rediscover this potential for economic development. Today, three quarters of all African governments make explicit reference to tourism in their national development plans or even give it priority status – with growing support from external donors.

Tourism plays a role in many different projects of German development cooperation (in 2010: in around 50 countries worldwide, mostly in Africa).

The objective of sustainable tourism must be to take into account ecological viability in each case, to reduce to a minimum any potential environmental impact resulting from tourism and to introduce subsequent improvements or compensatory measures at least. Otherwise there is the **paradoxical risk that tourism will destroy the very basis on which it operates** – an intact, attractive environment. On the one hand, this calls for appropriate political guidelines in partner countries. German development cooperation must make consistent use of instruments such as environmental impact assessments (for individual measures such as the construction of hotels) or a strategic environmental assessment (SEA), for the development of new priority area strategies or programmes in the tourism sector. Environmental assessment is now mandatory in many industrialised countries – including within the EU; interest is also growing in developing countries. The OECD publication Applying Strategic

Environmental Assessment. Good Practice Guidance for Development Co-operation, developed with German involvement⁷, provides a reference framework for strategic environmental assessment in development cooperation.

At its 7th Session in 1999, the **UN Commission on Sustainable Development (CSD)** adopted an **International Work Programme on Sustainable Tourism** and also invited signatories to the Convention on Biodiversity (CBD), to take part in developing international guidelines for sustainable tourism. The **CBD's 2004 Guidelines on Biodiversity and Tourism Development** are an important basis for implementing sustainable tourism in (fragile) ecosystems and conservation areas and provide important pointers for practical implementation. The draft decisions of the 11th meeting of the Conference of the Parties in Hyderabad (CBD COP 11) reaffirmed in 2002 that these guidelines provide an ideal platform for cooperation and development partnerships in the tourism sector.

⁶ www.develoPPP.de

⁷ For details on SEA see also: <http://www.seataskteam.net>

Developing countries in particular exploit the appeal of largely intact natural areas as a “tourism product”. Calculations suggest, for example, that tropical forests generate income from tourism equivalent to over 300 euros pro hectare. Coral reefs on the Maldives are estimated to bring in annual tourism-related income of several hundred thousand euros per hectare. Over their lifetime, individual endangered species such as great apes, sharks and feline predators, have a value to tourism several times that of the short-term income generated by unregulated hunting. But tourism products can only be considered as ecologically sustainable if their activities do not damage or destroy the natural resources they use. For apart from tourism, intact ecosystems provide the basis for many other socio-economic activities (agriculture, forestry management and pastoralism, hunting, fisheries, etc.) and services (clean water, clean air, wild fruits, medicinal plants, etc.), on which the livelihoods of local populations depend. There has to be compensation for any degradation of use as a result of tourism, for example by creating alternative possible sources of income.

Case study of an environmental tourism project in Albania

German development cooperation supports destination development for a network of waymarked hiking trails and accommodation in the Theth Valley in the northern mountain region of Albania. The Theth National Park is one of the largest wooded areas in Albania and provides a safe sanctuary to many animals that are now rarely found in Europe (including the European lynx). Surrounded by the peaks of the Albanian Alps rising to 2700m, and with its crystal clear rivers, luxurious vegetation of medicinal plants and healthy air, Theth is an ideal tourist destination for any nature lovers. In spite

The many initiatives implemented by development organisations (including German ones) in environmental conservation areas demonstrate that it is possible for appropriate tourism development and sustainable conservation of natural resources to co-exist. Sustainable forms of tourism in conservation areas that are also in touch with nature can even make financial contributions, **generate new sources of income** for the local population and in so doing help to minimise other environmental impacts in certain cases (for example through illegal logging, poaching). Even hunting tourism, so often the focus of criticism, can be of great benefit to the region as a result of balanced wildlife management and hunting fees paid by tourists being set at an appropriate level.

In any event it is essential to give **the local population a share in the benefits** that tourism can bring and to integrate local people into tourism products and services. Under such circumstances, tourism can make a contribution to preserving biodiversity. Tourist interest can also lead to local people once again placing greater value on their own culture and traditions.

of the relative poverty of the local people, inhabitants understood from the outset that only the development of low-impact tourism would sustain the potential of this unique mountain region and safeguard livelihoods in the long term. German development policy has already been promoting sustainable tourism development in this region for several years. It is estimated that tourism in Theth has generated a total annual income of 150,000 euros since 2008. Income generated from tourism today exceeds the social benefits provided by the Albanian government for this region by a factor of seven or eight.

Tourism causes greenhouse gases and therefore contributes to climate change. At the same time, the consequences of climate change – specifically in developing countries – are both directly and indirectly harmful to tourism. The effects of climate change are complex. Climate change and the loss of biodiversity will change tourism destinations and shift tourist flows. Sustainability and resource conservation must also therefore become more important aspects of tourism.⁸ The solution to climate change and loss of biodiversity must come from research and innovation development, as well as through strategies to promote adaptation and boost efficiency. German development policy will continue to support such approaches.

The BMZ is committed to furthering discussions on the climate impacts of aviation, developing mitigation strategies (technological and sociocultural measures, and encouraging people to switch to other modes of transport, etc.). The BMZ supports the approach of using compensatory measures.

1.5 PROMOTING DEVELOPMENT-RELATED EDUCATIONAL WORK: RAISING AWARENESS, ATTRACTING MULTIPLIERS

The development-related educational work of the BMZ is geared to making citizens take greater interest in developing and transition countries, development policy and global contexts. It also aims to motivate each individual to engage in helping to create a socially responsible society in the globalised world. Holiday travel among Germans

has intensified significantly in recent decades⁹; equally, German interest in international travel has increased dramatically. Around one in three Germans has had at least one holiday in a developing or emerging country.

This means that travellers need to be offered detailed information on other countries, cultures and religions. In a world that is becoming ever more interconnected, we will increasingly be required to understand and recognise global contexts, since only by working together can the global challenges of our age be solved. We must abandon the clichés and prejudices we have towards other countries and people from foreign cultures.

Travel alone does not automatically lead to a better understanding of the destination country, particularly if one never comes into contact with the people who live there (for example as a result of staying in a remote hotel complex or a lack of language skills). Sound information on target countries that explains the complex realities of these destinations, helps make for more enlightened travel and respectful tourism. That is why for some years now **German tourists to developing countries have been a key target group of BMZ educational work.**

Some countries with popular tourism destinations may also violate human rights. The relationship between tourism, politics and human rights violations is not always easy for holidaymakers to understand. Although the tourism industry is taking increasing note of relevant political discussions and their impacts, it declines to accept any shared responsibility.¹⁰ The tourism industry therefore faces a dilemma. Tourism generates income that

⁹ Around three quarters of Germans aged 14 and over (49 million) undertake an extended annual holiday of at least five days. Of the approx. 65 million holidays undertaken in 2009, two thirds were to destinations abroad. Each year, over 8 million Germans travelled to developing countries, and of these over two thirds were to Islamic states in the Mediterranean region.

⁸ In this context, the international Business and Biodiversity Initiative "Biodiversity in Good Company", implemented by GIZ on behalf of the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) deserves particular mention. The initiative's objective is to improve integration of the private sector in reaching CBD targets by getting companies to sign up to the Leadership Declaration, integrate the protection and sustainable use of biodiversity into their corporate management systems and publish their best practices.

The **Studienkreis für Tourismus und Entwicklung e.V. (Institute for Tourism and Development)** deals with development-related information and educational work in tourism. The association's objectives are non-profit oriented and it operates on a free and independent basis.

It publishes "**SympathieMagazine**" – an informative and entertaining introduction to everyday life in other countries and cultures, which also gives an insight into the world of tourism. Another magazine published by the study group examines research projects on tourist-related topics.

As a means of promoting intercultural understanding, the Institute organises in-service training semi-

nars for tour guides in developing countries, to train them to build bridges between different cultures.

The Institute also organises two international competitions as a way of promoting sustainable, future-oriented tourism development worldwide: **TO DO!** recognises tourism projects that place a special emphasis on involving the local population. The international film competition **TOURA D'OR** aims to promote films which portray sustainable tourism development.

The Institute also participates in dialogue forums with decision-makers from the tourism industry and media representatives, to discuss issues of tourism development.

helps support regimes which oppose human rights. On the other hand, travel in countries in which human rights are violated can also have a positive effect: in certain cases, news, photos and reports of abuses from tourists can serve to alert public opinion. Personal experiences can encourage **tourists to become involved in initiatives** that mobilise opinion against such abuses.

According to surveys carried out by the Institute for Tourism and Development, there is **considerable interest among German tourists to developing countries to discover what everyday life is like in developing countries**, including through organised personal encounters with local people.¹¹ Such readiness is particularly intense among holidaymakers who are already familiar with developing countries or have taken part in study visits (over 40 per cent) – but it is also present among package tourists: around 25 per cent of those questioned

were open to taking part in organised opportunities for such encounters.

Other studies show that one third of holidaymaking households in Germany feel that it is important that tour companies act fairly and responsibly and are prepared to pay extra for this.¹²

However, surveys also show that such frankness on the part of tour operators has not yet been adequately addressed, resulting in increased need for action both among German tour operators and at the destinations in developing countries. For example, an appropriate framework for organised encounters between German holidaymakers and interested local people could be established. **The BMZ is committed to entering into political dialogue with all stakeholders.**

¹⁰ See: "Tourism in Developing Countries" published by the Studienkreis für Tourismus und Entwicklung e.V., Ammerland, 2006.

¹¹ See study published by the Studienkreis "Meet-the-People – Befragung zur Ansprechbarkeit deutscher Urlauber für organisierte Begegnungen mit Einheimischen in Entwicklungs- und Schwellenländern" (2009).

¹² Gesellschaft für Konsumforschung GfK: Konsumentenerwartung hinsichtlich CSR in der Touristik (2009)

The international UN Decade of Education for Sustainable Development (2005-2014) also offers a framework for raising awareness among tourists for socially responsible and environmentally friendly travel. Relevant information

is provided by the tourism industry, churches, trades unions, universities and non-governmental organisations (NGOs). The BMZ welcomes and supports these activities.

2. Guidelines and approaches to development cooperation

German development policy in partner countries focuses on selected priority areas, in order to boost the efficiency of development cooperation, and operates a policy of work-sharing with other donors.

Approaches to issues relating to tourism exist in development cooperation, in particular within bilaterally agreed priority areas and programmes – notably in the priority area of sustainable economic development/private-sector development. Consideration is also given to individual measures, although these must be capable of integration into larger programmatic contexts.

In addition, partnerships with the private sector on tourism-related issues have demonstrated their value and should be developed further. For example, there is a series of successful development partnerships with the private sector in the tourism sector, developed as part of the BMZ programme [develoPPP.de](http://www.develoPPP.de).¹³

The Green Star Hotel Initiative in Egypt is a comprehensive environmental protection pilot project for the hotel industry in El Gouna, supported by German development cooperation.

El Gouna is a resort town on the Red Sea that is owned by Orascom Development Holding. It has 14 different hotels, a port facility, its own school and university, hospital, shopping quarter and old town, and a total of 10,000 inhabitants.

Here, in 2006, an environmental management system was established with management service training provided to employees in all aspects of environmentally friendly hotel operation, ranging from water-saving measures to energy management. This formed the basis for developing a model for an eco-label for the Egyptian hotel industry.

The Egyptian Ministry of Tourism announced that this environmental quality campaign is to be rolled out across Egypt in the form of a public-private partnership. The BMZ supports activities for resource-efficient tourism as part of German-Egyptian cooperation.

¹³ See www.develoPPP.de.

2.1 INSTRUMENTS OF COOPERATION AND AREAS OF SUPPORT

The following types of services may be considered appropriate for development partnerships in the tourism sector:

- **Policy advice** for the tourism industry, associations, ministries and NGOs;
- **Destination development:** for example database development, feasibility studies, strategic tourism planning, branding, gearing of destination development to visitor requirements, economic success, social needs and ecological requirements;
- **Concept development:** for example national or local master plans, product development, market analyses, development of concepts to compensate for negative environmental impact, development of certification systems;
- **Business management and economic development:** for example community-based tourism, promotion of corporate environmental management, cooperation structures with leading tourism businesses, trade fair promotion, creation of cooperative production and marketing structures, access to and provision of credit and financial advisory services;
- **Regional and resource management:** for example regional planning/development, tourism as a contribution to funding conservation areas, “beacon” projects: tourism and renewable energies/water management),
- **Training:** e.g. in quality management, marketing, environmental management etc.

- **Organisation and implementation of events** (conferences, handling of development cooperation and sustainability themes at tourism fairs such as Reispavillon – Tourism Forum International, ITB etc.).

2.2 TARGET GROUPS AND INTERMEDIARIES OF DEVELOPMENT MEASURES

Tourism is supported and influenced by a great many actors from politics and the private sector in sending and receiving countries. The main stakeholders include the tourists themselves, the mostly privately owned tourism enterprises, public sector institutions at local, regional and national level, and civil society structures (NGOs), also representing the interests of those “visited”.

The tourism industry is – in theory at least – geared towards the **requirements of the customer**. More sustainable forms will only prevail in the long term if there is appropriate **demand**. Studies show that up to half of all tourists surveyed would in principle be prepared to pay a surcharge if this directly benefited the environment or local inhabitants in the destinations.¹⁴

The challenge facing us is to translate this “concern” expressed by tourists into concrete action: through appropriate products on the part of the tourism industry and effective marketing, incentives and information campaigns. This could be a **starting point for development policy and particularly for development-related educational activities by the BMZ** and other actors.

Development partnerships are possible in principle with all groups involved in tourism. However,

¹⁴ Citation from: UNEP Background paper for the ministerial consultations on tourism and the environment, November 2005 (Doc. UNEP/GCSS. IX/9/Add.3). This also applies in principle to German tourists to developing countries - cf. the aforementioned study “Tourism in Developing Countries” published by the Studienkreis für Tourismus + Entwicklung e.V., Ammerland (2006) and the study by the Gesellschaft für Konsumforschung on CSR acceptance (2009).

to promote sustainable tourism, it is often **more important in the first instance to create the political, infrastructural or institutional conditions, rather than to fund direct approaches in the tourism sector in the strictest sense.**

For development cooperation, the provision of advisory services to municipal and state departments on institution building and training measures is a particularly useful instrument. It can also provide help with organising negotiation processes between actors and with the search for sustainable compromises between the interests of all stakeholders (see section 2.2). German development cooperation has extensive experience in providing advisory services on such participatory processes, and it can incorporate this experience as required by partners from the state and non-state sectors at all levels. For partnerships with the private sector, the BMZ has also developed the **develoPPP.de** programme.

2.3 FUNDAMENTAL REQUIREMENTS OF BILATERAL TOURISM PROJECTS

Building on the concept of sustainable development and based on the results of a study conducted by UNEP und UNWTO¹⁵, **twelve specific aims** have been formulated which provide development policy with **guidelines for promoting tourism-related activities.**

1. Economic viability

To ensure the viability and competitiveness of tourism destinations and enterprises so that they are able to continue to prosper and deliver benefits in the long term.

2. Local prosperity

To maximise the contribution of tourism to the economic prosperity of the host destination, (including the proportion of visitor spending that is retained locally) as an integral part of the promotion concept.

3. Employment quality

To strengthen the number and quality of local jobs created and supported by tourism, including the level of pay, conditions of service and availability to all, without discrimination by gender, race, disability or in other ways, with due respect for employees' human rights.

4 Social equity

To seek a widespread and fair distribution of the expected direct and indirect economic and social benefits from tourism throughout the recipient community, including improving opportunities and income and services available to the poor.

5. Local control

To engage and empower local communities and bodies in planning and decision making about the management and future development of tourism in their area, in consultation with other stakeholders.

6. Visitor fulfilment

To provide a safe, satisfying and fulfilling experience for visitors, available to all without discrimination by gender, race, disability or in other ways.

7. Community wellbeing

To maintain and strengthen the quality of life in local communities, including social structures and access to resources, amenities and life support systems, avoiding any form of social degradation or exploitation.

¹⁵ UNEP / UNWTO: Making Tourism more Sustainable (2005).

8. Cultural richness

To respect and enhance the historic heritage, authentic culture, traditions and distinctiveness of host communities.

9. Physical integrity

To maintain and enhance the quality of natural and cultural landscapes, both urban and rural, and avoid the physical and visual degradation of the environment.

10. Biological diversity

To support the conservation of natural areas, habitats and wildlife, and minimise damage to them.

11. Resource efficiency

To minimise the use of scarce and non-renewable resources in the development and operation of tourism facilities and services.

12. High environmental standards

To minimise the pollution of air, water and land and the generation of waste by tourism enterprises and visitors. To minimise greenhouse gas emissions, e.g. by giving due consideration to choice of location for tourism facilities, energy-efficient construction, specific promotion of non-motorised activities and environmentally friendly structures for arrivals and departures.

3. Forming alliances – promoting donor coordination

Contacts between donors in the field of tourism have also increased in recent years.

As a result of an initiative by France, an **International Task Force on Sustainable Tourism Development** was formed at expert level in 2006 as part of the Marrakech Process of the UN Commission on Sustainable Development (CSD). The task force focuses on **tourism and sustainable consumption and production**, and as such implements a requirement of the 2002 World Summit on Sustainable Development (WSSD). The task force has already drawn up a set of proposals, the results of which will be fed into the CSD's deliberations.

As a specialised UN agency for the tourism sector, **UNWTO** launched the **poverty reduction programme *Sustainable Tourism – Eliminating Poverty* (ST-EP)** at the WSSD in Johannesburg. ST-EP includes a fund for smaller initiatives to promote tourism measures in developing countries that have a tangible impact on poverty reduction.

In the light of the Paris Declaration on Aid Effectiveness of March 2005 and the process this set in motion, German development policy now also participates in improved donor coordination in the field of tourism promotion. Germany is involved in the International Task Force on Sustainable Tourism Development through the UNCSD's Marrakech Process. German development cooperation also uses the experience it has gathered in tourism discussions with UNWTO.

There is also a need for international agencies to share the work of evaluating current development cooperation measures in the tourism sector, with the objective of identifying best practices and applying lessons learned.

4. Looking ahead

The BMZ will in future place greater emphasis on the issue of tourism in its development work, even though the sector is not a priority area of German development policy. The focus will not be on new standalone tourism projects, however. Instead, tourism promotion will be seen in context or as a complementary element, for example as an aspect of projects geared to private-sector development or to environmental protection and resource conservation.

In particular, the BMZ will in future be looking to establish partnerships with the private sector and civil society actors. Corporate social responsibility (CSR) has a significant role to play in tourism and sustainable development. One particularly effective instrument in this context is the programme to promote development partnerships with the private sector (develoPPP.de).

The general public also needs more information about sustainable tourism.

The objectives of development policy, whether geared to poverty reduction, environmental protection or the realisation of human rights, can only be effectively achieved in partnership with the relevant actors. The BMZ will step up dialogue with actors in the tourism industry with the aim of finding solutions to common challenges posed by sustainability and development.

Annex 1 – Development cooperation with the tourism industry

	Our services and instruments	Best-practice cooperation content	Cooperation partners and previous experience	
	Studies and impact analysis on tourism and sustainable development	Studies into capital flows and impact on the environment and climate generated by different tourism products; poverty reduction among hotel staff, etc.; evaluation of project outcomes; seminars on value creation in tourism	Over 20 well-known hotel chains; World Tourism Organization (UNWTO); local enterprises as part of development cooperation projects	
	Development and rolling out of social and environmental standards in the tourism industry	Initiative to harmonise environmental and social standards; Protection of Children Against Sexual Exploitation in Tourism: implementation of appropriate code of conduct; development of eco labels for the hotel industry	Tourism Sustainability Council (TSC); ECPAT (children's rights organisation); enterprises of the tourism industry	
	Advisory services on destination development and management	Training for enterprises; provision of advisory services through local development cooperation projects	Enterprises of the tourism industry; Tour Operators' Initiative (TOI)	
	Support and cooperation in promoting and marketing sustainable tourism products	Networking of German tour operators and travel agencies with providers of sustainable products; mediation between enterprises in Germany and those in partners countries; pilot promotion of enterprises in developing and emerging countries	Enterprises of the tourism industry; ASR (Alliance of independent travel traders); Reisepavillon; Forum anders Reisen (association of tour operators); ITB Berlin (travel trade show)	
	Development policy discussions with the tourism industry	Organisation of events for German and international experts and enterprises; identification of new trends and innovations, dialogue with industry leaders; independent information platforms; injection of development experience into events organised by the tourism industry	Enterprises of the tourism industry and their associations (e.g. Forum anders Reisen); trade shows and congresses (in particular ITB in Berlin; Reisepavillon); regional trade shows (CMT, FREE, FairHandeln, etc.) and conferences with the tourism industry; congress organisers	

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