



Tourism as a Field of Activity in German Development Cooperation

A Basic Overview, Priority Areas for Action and
Strategic Recommendations

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*“Poverty is not God-given. Poverty can be eliminated by collective action.
The strategy must involve all sectors and levels of society –
including state, market and civil society.”*

Eka Blatt, India

Winner of the Alternative Nobel Peace Prize and
Founder of the Self-Employed Women’s Association (SEWA)

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Introduction

Tourism has been one of the largest and most important international economic sectors for decades. According to preliminary estimates by the United Nations World Tourism Organization (UNWTO), the number of international tourist arrivals reached an all-time high of about 800 million in 2005, corresponding to an increase of 5.5% over the previous year.

Long-haul tourism, in particular, has significantly increased over the last twenty years, so much so that the developing countries were able to considerably expand their share in the market as well. As of today, tourism is already the main source of foreign exchange for every one out of three developing countries, with expectations of an even stronger growth in the future.

In this light, more and more developing countries have come to realise that tourism can make a major contribution to economic growth and job creation. This particularly applies to peripheral, structurally disadvantaged regions such as small island states, where tourism is often the only realistic option for economic upturn and effective poverty reduction. This is explained by the great, if not entirely unique, tourism potential many of these peripheral regions in developing countries have to offer. Also, being genuinely service-oriented, tourism is one of the most labour-intensive industries of all, in that it offers only limited potential for the substitution of manpower by machines. Quite importantly, tourism generates a whole variety of jobs requiring low or medium qualification and so gives people with a lower level of education and training the chance to find new or alternative sources of income as well as the opportunity to acquire further qualification.

Apart from creating jobs directly in the travel destination regions, it is the tourism industry, in particular, which is capable of facilitating new, long-term employment opportunities in other sectors as well (i.e., the multiplier effect). This process requires the coordinated integration of the tourism industry with other local or

regional economic sectors, such as the building industry, agriculture, fisheries and transport, which act as suppliers or service providers for the tourism industry (i.e., the decentralisation effect). Herein lies the great potential of tourism for value creation, which, particularly from the viewpoint of development policy, ought to be made use of and enhanced in rural regions suitable for tourism development.

Tourism development can further help establish and improve (or even make possible) public infrastructure, including water supply, waste and wastewater disposal, and transport links, the quality of which being a significant factor in the successful marketing of tourism destination regions. So, an enhanced infrastructure does not only benefit the tourists, but also the local population.

Quite often tourism actually leads to the revival or rediscovery of cultural values and traditions, thus strengthening the different cultural identities in each of the tourism destination regions, thanks to tourists who show an increased interest in authentic cultural experiences. In regard to ecology, it has been repeatedly shown that tourism makes possible the controlled valorisation of protected areas, which not only ensures the funding of these regions, but, indirectly, also helps promote environmental education and training for the local communities.

The list of positive effects of tourism does not stop here. However, it should not be overlooked that tourism can also give rise to negative impacts on developing countries, including the destruction of habitats as a result of urban sprawl and the over-exploitation of natural resources, as well as child prostitution, unfavourable foreign exchange variances and sudden surges in demand due to natural disasters or unstable political conditions.



There is substantial evidence that the tourism sector provides enormous potential for economic development, more so than any other industry, particularly in rural areas, though in some cases it may pose certain risks. It is therefore a matter of making full use of the potential that tourism has to offer, while reducing the risks involved to a minimum. This can be realised if the balance between economic, social and environmental requirements is addressed at an early stage and in a professional manner. It is for this reason that in the last few years more and more governments and donor organisations worldwide have started to participate in the development and implementation of sustainable tourism concepts in developing countries.

Up to now, tourism has played only a rather marginal role as a field of activity for the German development organisations. It is gaining in recognition, however, as more and more concrete cases have been providing evidence that tourism which includes measures to protect biodiversity and to reduce extreme poverty, especially in rural regions, is a critical factor in achieving economic independence¹.

However, an increasing number of project initiatives over the last decade have been undertaken by German development organisations, directly or indirectly addressing the promotion of sustainable tourism. The motivating idea behind these activities, most of which have been initiated by partner states or individual actors within the development organisations, is that, with regard to development policy, it is only through the active examination of this thematic field that reasonable control mechanisms against negative impacts and for positive effects of tourism as a contribution to sustainable development can be achieved.

In view of the fact that for many developing countries tourism will play an ever-increasing role in the future – also involving a growing demand for tourism knowledge – and further considering that, internationally, more and more donor organisations and banks are engaging in this field (SNV, EU, The World Bank, DFID, AEI, ADB, BID and others), it is necessary that

- the German development organisations cooperate in combining their forces and developing a joint strategy to meet the emerging (internal as well as external) challenges arising in the thematic field of tourism.

The objective of this study is to prepare the ground for such a strategy and to provide the basis for the drafting of a joint position paper of all of the German development organisations on tourism as a field of activity in German development cooperation. The purpose of this study is

- to explore strategic links between tourism and the German development cooperation's already existing relevant objectives and areas of work and,
- in close coordination with the development organisations, to develop a strategic framework to deal with the thematic field of tourism in German development cooperation.

¹ On the chances and risks of tourism in developing countries, cf. also the article by Karin Kortmann, Parliamentary Under-Secretary of State at the Federal Ministry for Economic Cooperation and Development (BMZ): "Nachhaltiger Tourismus als Instrument zur Armutsbekämpfung", e.velop 43, 08/2006 (www.bundesregierung.de/Content/DE/EMagazines/evelop/043/s1-karin-kortmann-armutsbek_C3_A4mpfung).

Tourism in Developing Countries – Facts and Trends

2.1 Global Tourism Trends

Tourism is one of the world's most important economic sectors. According to estimates by the World Travel & Tourism Council (W TTC), 2.8% (or 74 million employees) of all jobs worldwide are currently directly related to tourism and 8.3% (or 221.6 million employees) are directly and indirectly related².

Between 1950 and 1999, international tourism generated an increase in revenues from 2.1 billion USD to 455 billion USD. Since the mid-1980s, with an average of 8.1% between 1989 and 1998, international tourism income has grown faster than the overall volume of world trade³. In 2003, tourism reached 6% of the global export volume of goods and services, with a share of some 29% for services alone in the same year, according to UNWTO.⁴

While UNWTO reported 286 million international tourist arrivals for 1980, the number increased to 458.2 million in 1990 and to even 686 million in 2000.

After a slight decline in 2001 and 2003 due to the 11 September terrorist attacks, SARS and the Iraq conflict, the year 2004 saw an increase to 763 million international tourist arrivals. For the first time since UNWTO started keeping such statistics, international tourist arrivals reached a double-digit growth rate of 10.4%, compared to the previous year. The international tourism income reached 622 billion US\$ in 2004, representing a growth of 18.5% over the previous year. Every region benefited from this development, particularly Asia and the Pacific (+28%) as well as the Middle East (+18%), with this trend continuing over the following year.⁵

According to preliminary UNWTO estimates, the number of international tourist arrivals reached an interim all-time high of some 800 million, representing a growth rate of 5.5% over the previous year. In that year, tourism generated some 683 billion USD in total tourism revenues.⁶

Fig. 1: World exports of merchandise and commercial services (2003)

2003 Worlds Exports of merchandise and commercial services (Balance of payments, goods and services credit)

	US \$ billion	Share (%)	Share (%)
Total	9.089	100	
Merchandise Exports	7.294	80	
Agricultural products	674	7	
Mining products	960	11	
Manufactures	6.437	6	
Other	223	2	
Commercial services	1.795	20	100
Transportation	405	4	23
Travel	525	6	29
Other	865	10	48

Source: World Trade Organization, World Tourism Organization

² W TTC (2004): Executive Summary. Travel & Tourism. Sowing the Seeds of Growth. The 2005 Travel & Tourism Economic Research. London.

³ Aderhold, Peter / v. Laßberg, Dietlind / Stäbler, Martin / Vielhaber, Armin (2000): Tourismus in Entwicklungsländer. Studienkreis für Tourismus und Entwicklung e. V. Ammerland. World Tourism Organization (1999): Tourism Highlights 1999. World Travel & Tourism Council (1999): Progress & Priorities 1999.

⁴ <http://www.world-tourism.org>

⁵ Aderhold, Peter / v. Laßberg, Dietlind / Stäbler, Martin / Vielhaber, Armin (2006): Tourismus in Entwicklungsländer. Studienkreis für Tourismus und Entwicklung e. V. Ammerland. UNWTO (2005): Tourism Highlights 2005. Madrid. WORLD Travel & Tourism Council (1999): Progress & Priorities 1999.

⁶ <http://www.world-tourism.org>

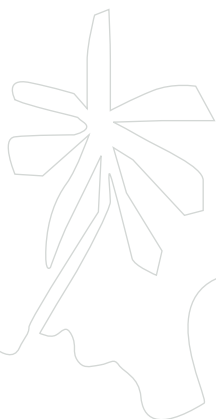


Fig. 2: International tourist arrivals and tourism receipts (1950-2005)

Year	Tourist arrivals (million)	Annual growth (%)	Tourism receipts (US\$, billion)	Annual growth (%)°
1950	25.3		2.1	
1960	69.3		6.9	
1965	112.9		11.6	
1970	165.8		17.9	
1975	222.3		40.7	
1980	286.0		105.3	
1981	287.1	0.4	107.5	2.0
1982	286.1	- 0.4	100.9	- 6.1
1983	289.6	1.2	102.5	1.6
1984	316.4	9.2	112.7	10.0
1985	327.2	3.4	118.1	4.8
1986	338.9	3.6	143.6	21.5
1987	363.8	7.4	176.8	23.2
1988	394.8	8.5	204.3	15.6
1989	426.5	8.0	221.2	8.3
1990	458.2	7.4	267.8	21.0
1991	464.0	1.2	277.6	3.7
1992	503.0	8.4	313.6	13.0
1993	518.3	3.1	323.1	3.0
1994	553.3	6.7	352.6	9.1
1995	568.5	2.7	403.0	14.3
1996	599.6	5.5	43,6	8.6
1997	619.6	3.3	438.2	0.1
1998	635.1	2.5	439.4	0.3
1999	652.0	2.7	455.0	3.6
2000	686.0	6.9	473.0	4.0
2001	684.0	- 0.3	459.0	- 3.0
2002	703.0	2.8	474.0	3.3
2003	691.0	- 1.7	525.0	11.8
2004	763.0	10.4	622.0	18.5
2005	808.0*	(5.5)		

* Data for 2005 are still provisional.

° Growth rates: nominal value (not exchange rate or inflation-adjusted). Source of data: All WTO; 2000-2004: Tourism Market Trends, World Overview & Tourism Topics. 2005: UNWTO World Tourism Barometer 1/2006. Tourism revenues 1999-2002: Tourism Market Trends, World Overview & Tourism Topics (2004 ed.); 2003+04: World Tourism Barometer 2/2005. Source: Aderhold/Kösterke/v. Laßberg/Vielhaber (2006): Tourismus in Entwicklungsländer, Ammerland.



According to the latest UNWTO forecasts, the regions of the Middle East (+7.1%), South Asia and the Pacific (+6.5%) and South Asia (+6.2%), in particular, will see a further increase in the number of international tourist arrivals over the next 15 years, a trend which is expected to also greatly affect the importance of tourism for developing countries.

Another trend indicates that the worldwide growth will be faster in the long-haul travel sector (+5.4% between 1995 and 2020) than in intraregional tourism (+3.8% over the same period), suggesting a trend towards more equal ratios between intraregional and long-haul tourism in the future (82%:18% in 1995 towards 76%:24% in 2020).⁷

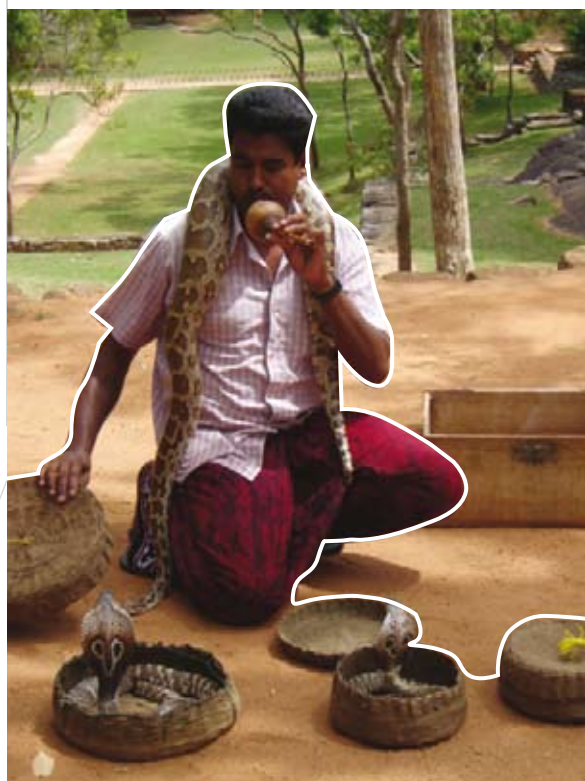
Fig. 3: Forecast of international tourist arrivals (1995-2020)

International Tourist Arrivals by Region (millions)						
	Base Year	Forecasts	Forecasts	Average Annual Growth Rate (%)	Share (%)	Share (%)
	1995	2010	2020	1995 - 2020	1995	2020
Total	565.4	1,006.4	1,561.1	4.1	100.0	100.0
Africa	20.2	47.0	77.3	5.5	3.6	5.0
Americas	108.9	190.4	282.3	3.9	19.3	18.1
East Asia/ Pacific	81.2	195.2	397.2	6.5	14.4	25.4
Europe	338.4	572.3	717.0	3.0	59.8	45.9
Middle East	12.4	35.9	68.5	7.1	2.2	4.4
South Asia	4.2	10.9	18.8	6.2	0.7	1.2
Intraregional (a)	464.1	790.9	1,183.3	3.8	82.1	75.8
Long-Haul (b)	101.3	215.5	377.9	5.4	17.9	24.2

Source: World Tourism Organization (WTO)

Notes: a) Intraregional includes arrivals where country of origin is not specified b) Long-Haul is defined as everything except intraregional travel.

⁷ UNWTO (2005): Tourism Highlights 2005. Madrid.



2.2 The Importance of Tourism to Developing Countries

Tourism to so-called developing countries has expanded continuously over the past decades. While in 1978 some 27.3 million arrivals were registered, UNWTO reported 189.7 million in 1998. During this twenty-year period the developing countries' share of the global tourism market increased continuously from 11% to 30.34%, with an average growth rate of 4.84% between 1990 and 1998, significantly higher than the global average of 3.98%.

According to UNWTO, the developing countries were also able to derive substantially increased revenues from international tourism, with a leap of 9.7% between 1990 and 1997 alone.⁸

Regarding the current situation, UNWTO reported 271 million registered arrivals of foreign leisure and business travellers in developing countries in 2004, representing a global market volume of 36% (compared to 11% in 1978 and 30% in 1998). While about one-third of these countries rely solely on tourism revenues as a source of foreign exchange, such income is of the highest importance for more than 80% of these countries.⁹

The twenty developing countries with the fastest increase in international tourist arrivals over the past years show an average arrival growth rate of between 11.7% and 39.9%. These countries include no less than eight of the Least Developed Countries (LDCs): Cambodia, Laos, Myanmar, Cape Verde, Chad, Zambia, Bhutan and Madagascar.¹⁰

Fig. 4: Developing countries with the fastest growth in international tourist arrivals

Developing country	Average annual growth rate in 1990 to 2000 (%)	Least Developed Countries	UNDP HDI rank, 2003
Cambodia	39.2	LDC	MHD
Lao PDR	36.0	LDC	MHD
Iran	27.2		MHD
Myanmar	25.8	LDC	MHD
Vietnam	24.0		MHD
Cape Verde	19.3	LDC	MHD
South Africa	19.3		MHD
Cuba	18.0		HHD
Chad	17.2	LDC	LHD
Brazil	17.2		MHD
Nicaragua	16.4		MHD
Nigeria	15.9		LHD
Micronesia	15.2		
El Salvador	15.1		MHD
Zambia	15.1	LDC	LHD
Bhutan	13.4	LDC	MHD
Oman	13.0		MHD
Peru	12.5		MHD
Zimbabwe	11.9		LHD
Madagascar	11.7	LDC	LHD

The Human Development Index (HDI) used by the UNDP measures achievements in terms of life expectancy, educational attainment and adjusted real income. Countries are ranked as High (HHD), Medium (MHD) and Low Human Development (LHD).
Source: World Tourism Organization (2004): Tourism and Poverty Alleviation.

⁸ Aderhold, Peter / v. Laßberg, Dietlind / Stäbler, Martin / Vielhaber, Armin (2000): Tourismus in Entwicklungsländer. Studienkreis für Tourismus und Entwicklung e. V. Ammerland. World Tourism Organization (1999): Tourism Highlights 1999. WORLD Travel & Tourism Council (1999): Progress & Priorities 1999.

⁹ Aderhold, Peter / v. Laßberg, Dietlind / Stäbler, Martin / Vielhaber, Armin (2006): Tourismus in Entwicklungsländer. Studienkreis für Tourismus und Entwicklung e. V. Ammerland.

¹⁰ World Tourism Organization (2004): Tourism and Poverty Alleviation. Recommendations for Action. Madrid.

More importantly, the figure below demonstrates that the increase in revenues gained from tourism between 1990 and 2000 was significantly higher in the developing countries and the LDCs than in the EU and OECD countries.¹¹ It also shows that the share of tourism revenues in total service revenue is considerably higher in developing countries and LDCs (43.3% and 70.6%).¹²



Fig. 5: Tourism revenues in 1990 and 2000 / Share in services and trade

Country groups: (for explanations, see below)	Tourism revenues	Tourism revenues	Growth (%)	Share of tourism receipts in services	Share of tourism receipts in trade and services
	1990 (US\$, million)	2000 (US\$, million)		2000 (%)	2000 (%)
OECD	201.082	330.464	+64.3	28.1	5.9
EU	119.998	179.041	+49.2	28.6	6.3
Other countries	1.366	2.388	+74.8	n/a	n/a
Developing countries	59.645	138.937	+132.9	43.3	6.5
LDC	1.021	2.594	+154.1	70.6	15.3
Other developing countries	11.045	17.014	+54.3	29.0	4.9

EU countries at time of research – other countries: San Marino, Puerto Rico, Liechtenstein, Monaco, Andorra.

Developing countries according to UN definition. – Least Developed Countries (LDC): according to UN definition, the world's 49 least developed countries: Other developing countries: American Samoa, French Guyana, French Polynesia, Guadeloupe, Guam, Hong Kong/China, Macau/China, Martinique, New Caledonia, Northern Mariana Islands, Palestine, Réunion, Taiwan (Republic of China), United States Virgin Islands.

Source of data: WTO (2002): Tourism and Poverty Alleviation.

Source: Aderhold / Kösterke / v. Laßberg / Vielhaber (2006): Tourismus in Entwicklungsländer, Ammerland.



¹¹ The Organisation for Economic Cooperation and Development (OECD) consists of 30 member states; www.oecd.org.

¹² Aderhold, Peter / v. Laßberg, Dietlind / Stäbler, Martin / Vielhaber, Armin (2006): Tourismus in Entwicklungsländer. Studienkreis für Tourismus und Entwicklung e. V. Ammerland.

Other important factors for assessing the economic relevance of tourism for developing countries include:

- the share of international tourism revenues in the GDP¹³,
- the share of tourism revenues in the export of goods, and
- the share of tourism revenues in the export of services.

Figure 6 shows that the share of international tourism revenues in the GDP of selected developing countries in 2003 is considerably high in small island states, such as the Maldives (57.8% of the GDP), the Seychelles (34.6%) and the Bahamas (34.1%). The Dominican Republic, Egypt, Morocco, Nepal and Jordan account for the largest share of tourism revenues in the export of goods (between 33% and 57%), while such countries as Tunisia, Kenya, Namibia, Costa Rica and Guatemala each received a share of over 20% as well. In a number of island states, including the Maldives, the Seychelles, the Bahamas and Jamaica, the share of revenues gained from tourism is even higher than that derived from the export of goods. Further, it should be noted that in most developing countries – about 60% of the countries represented in the figure below – the tourism receipts account for more than 50% of the total revenues derived from the export of services. This applies in particular to island states, as well as to Mexico and Indonesia.¹⁴



¹³ The value for the countries' level of economic development is calculated as the sum of the development of private consumption, business investments, government expenditures and the difference between gross exports and gross imports.

¹⁴ Aderhold, Peter / v. Laßberg, Dietlind / Stäbler, Martin / Vielhaber, Armin (2006): Tourismus in Entwicklungsländer. Studienkreis für Tourismus und Entwicklung e. V. Ammerland.

Fig. 6: Tourism as an economic factor in developing countries (2003)

Selected developing countries	International tourist arrivals	Gross foreign exchange receipts from international tourism	Share of international tourism revenues in the GDP	Share of tourism revenues in the exports of goods	Share of tourism revenues in the exports of services
	2003	2003	2003	2003	2003
	(thousand)	(US\$, million)	(%)	(%)	(%)
Europe					
Turkey	13.341	*13.203	5.5	25.8	69.2
Asia					
China	32.970	18.707	1.3	4.3	40.0
Malaysia	10.577	6.799	6.6	6.5	50.1
Thailand	10.082	10.422	7.3	13.3	66.1
Indonesia	4.467	4.461	2.1	7.1	84.3
India	2.726	*3.533	0.6	(2002) 5.5	(2002) 11.8
Philippines	1.907	1.549	1.9	4.4	52.2
Maldives	564	*402	57.8	264.5	93.1
Sri Lanka	501	692	3.7	13.5	49.1
Burma (Myanmar)	206	68	n/a	2.7	22.7
Nepal	228	232	4.0	33.4	62.5
Africa					
Morocco	4.552	3.369	8.7	43.4	69.5
Tunisia	5.114	1.935	8.0	24.1	65.9
Mauritius	702	946	18.1	48.8	73.9
Tanzania	552	(2002) 442	(2002) 4.7	n/a	n/a
Kenya	972	631	4.6	26.2	54.7
Namibia	917	*333	7.1	26.4	92.5
Ghana	(2002) 483	441	5.8	17.2	70.0
Zimbabwe	2.256	44	n/a	n/a	n/a
Senegal	354	*184	(2002) 4.3	(2002) 19.7	(2002) 46.1
Seychelles	129	(2002) 242	(2002) 34.6	(2002) 102.1	(2002) 78.8
Gambia	73	n/a	n/a	n/a	n/a
South Africa	6.640	5.232	3.3	13.5	79.2
Middle East					
Egypt	5.746	4.704	5.7	52.3	42.5
Syria	2.788	*1.147	5.3	n/a	n/a
Jordan	1.573	1.019	10.3	33.1	68.3
Yemen	155	*139	1.3	3.5	43.7
Latin America					
Mexico	93.975	10.153	1.6	6.2	79.9
Brazil	4.091	2.673	0.5	3.7	25.5
Venezuela	337	368	0.4	1.4	42.3
Chile	1.614	1.362	1.9	6.5	28.3
Peru	931	959	1.6	10.7	57.1
Costa Rica	1.514	1.424	8.1	23.2	70.3
Guatemala	880	646	2.6	21.2	61.0
Ecuador	(Vis.) 761	408	1.5	6.6	45.4
Bolivia	352	176	2.2	11.2	59.1
Caribbean					
Dom. Republic	3.262	*3.110	19.5	57.2	90.5
Cuba	1.847	1.846	n/a	n/a	n/a
Bahamas	4.594	1.795	34.1	422.4	90.7
Jamaica	1.350	1.621	20.7	117.0	76.0
For comparison					
Germany	18.399	13.641	1.3	4.2	25.7

2.3 The Importance of the Developing Countries for the German Travel Market

According to the Studienkreis für Tourismus und Entwicklung e. V. (SfT) [Institute for Tourism and Development]¹⁵, tourism to developing countries achieved a market share in Germany of 16% in 2005 (compared to 6% in 1991). Calling on the preliminary results of the Reiseanalyse 2006 – a travel survey issued by the German Travel Holidays and Travel study group F.U.R – SfT states that the total number of German citizens 14 years and older who travelled to developing countries in 2005 amounted to some 7.7 million. Of these, 5.3 million holidaymakers went to nearby developing countries in the Mediterranean region, with 3.6 million travelling to the emerging country Turkey and 1.7 millions to such North African destinations as Egypt, Tunisia and Morocco.¹⁶ The remaining 2.4 million travelled to more distant developing countries in Asia, Africa, Latin America and the Caribbean. It is further assumed that at least 30% of all Germans have travel experience in developing countries.

SfT states there is considerable evidence that developing countries will remain attractive travel destinations for Germans in the future. In early 2006, about 24 million Germans reportedly showed an interest in visiting developing countries between 2006 and 2008, an increase of 25% over the same period in 2002. A survey among 53 domestic tour operators and 20 foreign tourist boards in Germany undertaken by SfT also found that an average annual rise of 3.5% to 12 million Germans travelling to developing countries is expected between now and the year 2015.

Tour operators expect the most significant increases in tourism to the People's Republic of China, Vietnam, India, Turkey and South Africa. It should be noted, however,

that this trend depends heavily on regional conditions and may be influenced by the occurrence of natural disasters, epidemics or terrorist attacks.

The survey further showed that, as far as accommodations are concerned, there is an emerging trend in the developing world towards smaller, comfortable and luxurious hotels with an atmosphere that is typical for the respective country. More than 40% of the tour operators included in the survey expect a wider range of travel options to suitable German development cooperation projects, more than 80% seeing an increasing appreciation potential for wildlife habitats and national parks.



Almost 60% of all the tour operators have also noted a general trend towards environmentally and socially responsible tourism, as well as travel experiences which offer the chance to meet the local population and learn about their everyday life.

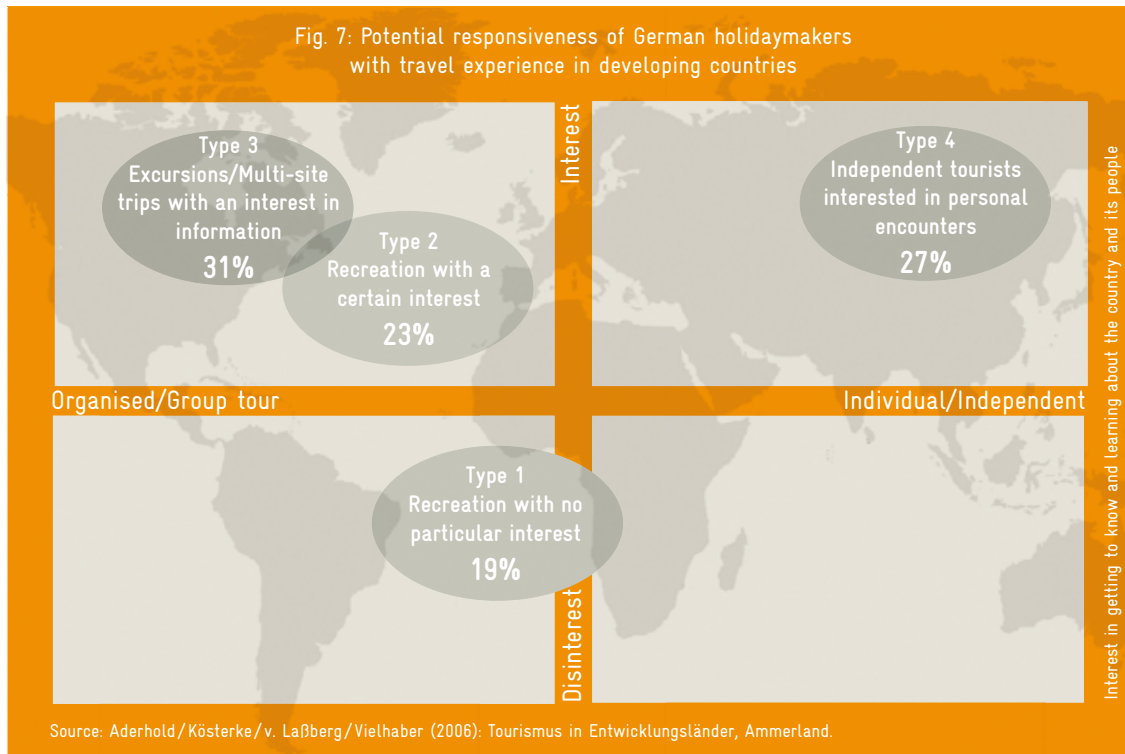
Tour operators and tourist boards consider meet-the-people programmes an excellent opportunity to promote intercultural exchange between the locals and the tourists and to overcome prejudices and stereotypes. This is also confirmed by surveys among German tourists who have travelled to developing countries¹⁷, more than 80% of whom expressed an interest in receiving information about the country and its people both before and during

¹⁵ The statistical data and information presented below were derived from the following sources: Press release dated 8 March 2006 by the Studienkreis für Tourismus und Entwicklung e. V.; Aderhold, Peter / Kösterke, Astrid / v. Laßberg, Dietlind / Vielhaber Armin (2006): Tourismus in Entwicklungsländer. Studienkreis für Tourismus und Entwicklung e. V., Ammerland.

¹⁶ Authors note: Since, according to SfT, Turkey is an emerging country, the 3.6 million tourists who arrived in Turkey, strictly speaking, should not be counted as travellers to developing countries.

¹⁷ The surveys included 8.000 personal interviews as part of different F.U.R travel analyses, involving a variety of exclusive questions, which were conducted on behalf of SfT for their study on tourism to developing countries.

Fig. 7: Potential responsiveness of German holidaymakers with travel experience in developing countries



the trip, and in meeting the local population and visiting places and people beyond the normal tourist paths. Only about 20% stated they had no interest at all in learning about the country and its population.

With regard to their view of the impacts of tourism on the developing countries, 75% of the interviewees who had travelled to developing countries before stated that tourism is not only a source of foreign exchange and good jobs for the destination countries, but also that it promotes the tourists' understanding of the problems in these countries. However, these statements are put into perspective, when considering that no less than 50% of the interviewees believe that well-off locals, tour operators and travel agencies are the real beneficiaries of tourism to developing countries. The same number of interviewees agreed that tourism can indeed have

negative impacts such as polluted and destroyed natural environments, as well as local customs and traditions being adjusted to tourist expectations.

As regards sustainability in tourism, the survey among the tour operators and tourist boards also found that both sides tended to accuse the other of showing but little awareness of sustainability issues and of tourists' need for information service on the country and its people. Tour operators, in particular, were altogether sceptical of what is believed to be an improving implementation of environmental standards and the qualification of local staff. On the other hand, both the tour operators and the tourist boards expressed an overall more optimistic view of the positive impacts of tourism in developing countries (such as job creation) as well as its negative effects (such as envy of rich tourists among



the local population) than did the tourists who had travelled to developing countries.

The greatest challenges in the future for the German tourism industry in developing countries as seen by the tour operators will be the preparation of offers, product development and pricing. Particular emphasis will be placed on meeting certain quality standards against a backdrop of pricing pressure and security issues. However, interviewees consistently stressed the necessity of promoting forms of sustainable tourism more strongly and establishing better tourist information services. In this connection, interviewees also expressed concern about the not entirely realistic views and expectations among the tourists regarding the actual situation in the destination countries.



Tourism in Development Cooperation: A Status Review

3.1 Involvement of German Development Organisations

The comprehensive status review of the field of tourism in German development cooperation includes the activities of the German Federal Ministry for Economic Cooperation and Development (BMZ), as well as the measures implemented on behalf of BMZ by the following development organisations:

- Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH [German Technical Cooperation],
- Deutscher Entwicklungsdienst (DED) GmbH [German Development Service],
- Centrum für Internationale Migration und Entwicklung (CIM) [Centre for International Migration and Development],
- Internationale Weiterbildung und Entwicklung (InWEnt) gGmbH [InWEnt – Capacity Building International],
- Kreditanstalt für Wiederaufbau – KfW Bankengruppe [KfW banking group]

The purpose of this status review is to provide a concise overview of the major components of the German development cooperation's involvement in the field of tourism, which will then be used to determine the need for action and to derive strategic recommendations.

The primary sources for this cursory treatment include the presentations made by the individual institutions during a public panel discussion at the 2006 Reisepavillon exhibition¹⁸, as well as the Internet, publications on the theme of tourism in German development cooperation and the outcomes of the expert workshop on 19 June 2006.

3.1.1 Phases of Tourism Promotion

The previous involvement of the German development organisations in the field of tourism can be broadly divided into four phases:

Phase 1: "Traditional Tourism Promotion"
(1960s and 1970s)

The first initiatives in the framework of German development cooperation which aimed at the promotion of tourism to developing countries were launched as early as the 1960s and 1970s. By that time, involvement was focused primarily on infrastructure-related measures (hotel loans), marketing activities (such as financial support to attend trade exhibitions), as well as consulting for tourism organisations and personnel qualification training (such as the founding of hotel management schools).

Phase 2: "Nearly Complete Withdrawal
from Tourism Promotion"
(1980s and early 1990s)

An ever-growing demand for travel to developing countries led to a situation that clearly revealed the negative aspects of tourism as well, such as excessive land consumption and infrastructure development, the waste of natural resources, the child labour problem and foreign currency drains. As a result, the involvement of development cooperation in tourism was increasingly subject to some harsh criticism over the 1980s and early 1990s, both within the German development organisations and from national and international non-governmental organisations. Not only were the benefits of the previous involvement called into question, but there was substantial doubt as to the general reasonableness of tourism development in developing countries.

¹⁸ During the "International Fair for ALTERNATIVE Travel – Reisepavillon" in Hanover in 2006, the Eberswalde University of Applied Sciences hosted a panel discussion entitled "Tourism in German Development Cooperation – Quo Vadis?", featuring representatives from BMZ and the development organisations GTZ, DED, CIM and KfW as discussants.

Given that the development organisations did not have any comprehensive strategy for the field of tourism, it was decided at this stage to almost completely withdraw from tourism promotion in developing countries.

Phase 3: "Rapprochement to Tourism"
(Mid to late 1990s)

In the wake of the United Nations Conference on Environment and Development in Rio de Janeiro in 1992 and the ensuing global sustainability discourse, the mid-1990s witnessed a revival of the field of tourism in German development cooperation. At this time, avoiding conventional tourism and targeting the promotion of sustainable tourism became the new guiding principles for a renewed involvement in this area. Until the 1990s, the focus of activities was primarily on nature and resource conservation.

Phase 4: "Increased Promotion of
Sustainable Tourism"
(Since 2000)

Today, a large number of development organisations have concrete initiatives and projects related directly or indirectly to tourism as part of a sustainable economic development. The focus of involvement has been primarily on niche products such as community-based tourism and the construction of ecolodges. However, recently the first steps towards greater preoccupation with mainstream tourism have been taken, such as in the fields of ecological and social standards and public-private partnerships (PPP).

3.1.2 Lines of Argument in the Field of Tourism

The above description of the different phases in the history of tourism promotion makes it clear that this is a highly controversial issue within the German development cooperation. To date, the development organisations have failed to undertake a non-ideological reassessment of tourism promotion. This is also reflected in the common arguments given by both supporters and critics of the German development cooperation's involvement in tourism, which have neither changed significantly nor been reconciled over the past years, with both sides effectively remaining staunch adversaries.

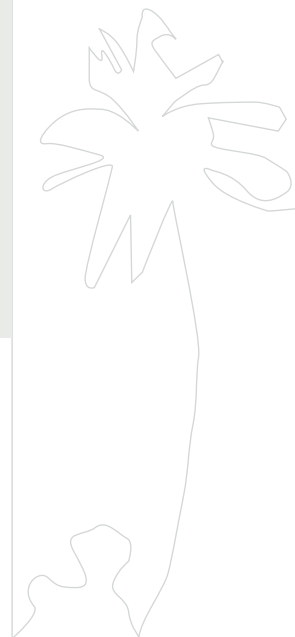
The following table summarises the main lines of argument that dominate the debate about the impact of tourism in developing countries. Their common characteristic is that they are subjective opinions, with specifically the socio-cultural impacts (regardless of whether they are positive or negative) often being insufficiently verifiable due to a lack of research. However, no economic and ecological studies exist which provide a truly comprehensive review of the impacts of tourism either. It can be assumed that many of the following statements are true in some way, or in certain cases.

Table 1: Tourism in developing countries – Pro's and Con's

- Tourism is one of the world's leading industries
- Tourism in developing countries is based on unique natural and cultural attractions (competitive advantage)
- Tourism is consumed "on location" (enhanced market access, lower trade barriers)
- Tourism has become an integral part of the national economy of many developing countries and is, thus, (one of) the main foreign exchange earner(s)
- The leakage of foreign exchange problem is very different in each country
- Tourism helps create or improve the public infrastructure (water supply, waste disposal, etc.) which simultaneously benefits the local population

Economic Effects of Tourism

- Foreign exchange receipts from tourism are significantly reduced due to an increased demand for imported products (low net balance of foreign exchange)
- The tourism market is dominated by transnational corporations; developing countries have no control over tourism development
- Tourism inhibits other forms of economic activity (monocultural development)
- Tourism is subject to considerable demand uncertainty
- Tourism creates only limited "trickle-down effects"



Pro's and Con's

- Due to its service-oriented character, tourism only allows for limited „automatability“ and is therefore one of the most job-intensive industry sectors
- Tourism offers the opportunity to create jobs, especially in peripheral, rural regions (decentralisation effect)
- Tourism does indeed create jobs requiring different employee profiles
- A large number of low-qualification jobs in tourism, in particular, offer new or alternative sources of income to unskilled locals (lower formal qualification requirements)
- Other major industries, such as agriculture, are limited to seasonal employment opportunities as well
- Tourism has links with many other industries (multiplier effect) and a relatively high value creation potential

Employment Effects of Tourism

- Tourism creates few jobs
- Tourism only creates low-wage jobs
- Tourism often only allows for seasonal employment
- Tourism does not provide opportunities for professional qualification or career development
- Tourism displaces traditional workplaces and leads to unilateral dependence





Pro's and Con's

- Cultures have been changing since the dawn of civilisation
- Cultural influences and change in developing countries are not primarily the result of tourism but of other factors, such as mass media
- The question is not how "traditional" the locals should live but how "traditional" they want to live
- Since cultural identity can also be promoted when acknowledged by tourists, tourism actually helps preserve cultural heritage
- Support projects can help strengthen social structures
- Visits to ethnic groups are only a marginal aspect of overall tourism activity

Socio-cultural Effects of Tourism

- Tourism in developing countries is the modern-day cultural imperialism
- Tourism exacerbates social inequality and inflicts western (often non-sustainable) consumer goods and patterns upon the unprepared local population
- Through massive confrontation with foreign values and customs, tourism destroys traditional social and cultural structures

Pro's and Con's

- Present forms of land use are often much more harmful to the environment
- Replacing extremely harmful forms of land use by tourism can have positive environmental effects
- "Alternative" forms of tourism, such as ecotourism, are characterised by demand and supply structures different from those of conventional forms and are therefore more environment friendly
- Responsible nature tourism can contribute to the sustainable valorisation of natural areas
- Tourism is very often the only source of funding for nature reserves
- Good (business) management can help control the environmental impact of tourism
- Environment friendly hotel businesses making their practices transparent to their guests can yield a significant environmental education effect

Environmental Effects of Tourism

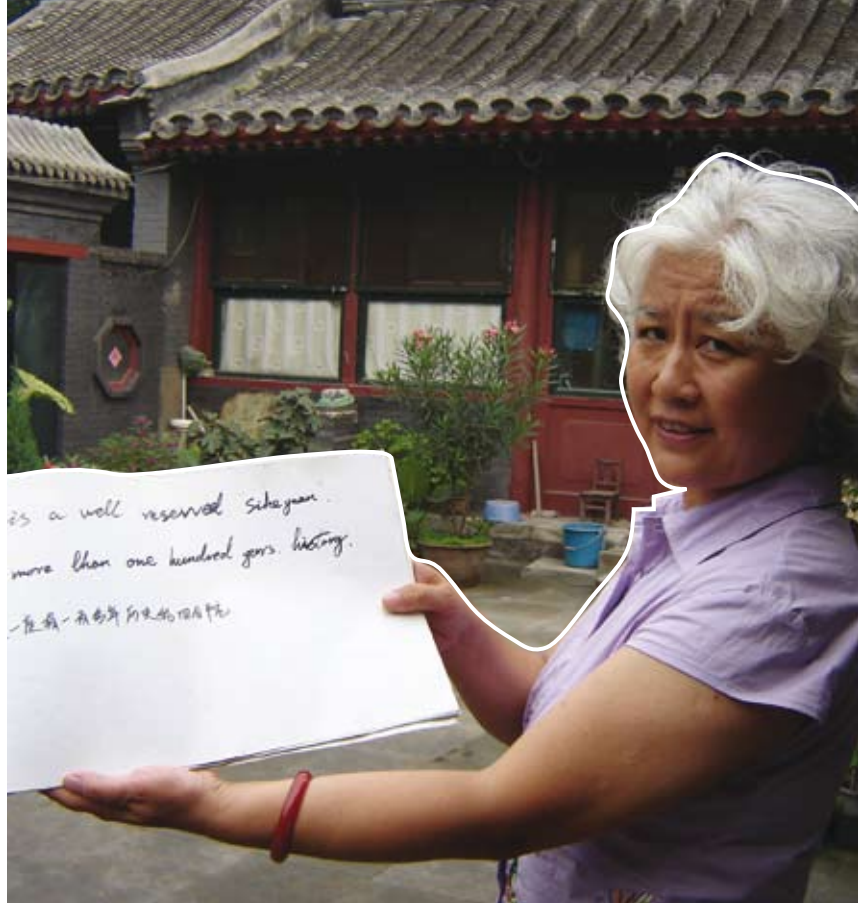
- Tourism contributes to environmental degradation in developing countries
- Certain effects of tourism, such as urban sprawl and soil sealing, result in the destruction of habitats
- Tourism jeopardises the continued existence of (rare and endemic) animal and plant species
- Long-haul tourism, in particular, exacerbates the greenhouse effect and damages the world climate (high emissions caused by air travel)

3.1.3 Importance and Institutional Integration of the Field of Tourism

The polarised discourse and prevalent scepticism concerning tourism still has a significant influence on how this field is approached in the practice of development policy. The Federal Ministry for Economic Cooperation and Development (BMZ) has identified the field of tourism as "a low-priority issue", which is thus considered of minor importance in the practice of development practice.

The marginal significance of the field of tourism resulting from this assessment is also reflected in the rather low level of institutional (with regard to understaffing), conceptual and structural integration within the framework of the German development organisations. However, thanks to greater engagement with tourism over the past years, both GTZ and DED have managed to improve the institutional integration of this field of activity. The institutional framework is structured as follows:

Within BMZ, tourism falls under the responsibility of Subdivision 31, Section 315, of the Ministry's Department for Global and Sectoral Issues, with the component of ecotourism, however, being within the competence of Section 312 (Environment). GTZ, on the other hand, considers the issue of tourism as "cross-sectoral". However, its institutional integration into the Department of Environment and Infrastructure is realised through the "Tourism and Sustainable Tourism" sector project governed by Section 312 of BMZ, whereas at DED, tourism is integrated into the Division for Economic and Employment Promotion. All three institutions employ external communications managers.



In the cases of KfW, CIM and InWEnt, the institutional integration of the field of tourism has not yet been achieved. Here, the responsibility is derived from the different theme, state and project-related responsibilities or is based on the personal commitment of individual actors (particularly for InWEnt) or demand from partner states (which is particularly true for CIM).

However, a Tourism and Development Cooperation task team was established in 2005 on the initiative of BMZ, which is intended to serve as a platform for knowledge transfer and the mutual exchange of experiences. Currently, seven development organisations participate in the task team (BMZ, GTZ, CIM, DED, InWEnt, KfW and the Studienkreis für Tourismus und Entwicklung e. V.). The goal of this team is to facilitate better coordination of all the participants' own experiences, approaches and programmes as well as the consolidation of the existing contacts and alliances, and thus to render the German contributions to sustainable tourism in developing countries more efficient.



Efforts are also being made to establish more forms of cooperation and networking with other bilateral and multilateral organisations in the field of tourism at international level as well. One important example in this respect is a memorandum of understanding on sustainable tourism which was signed at the UNWTO General Assembly in Dakar in November 2005 between GTZ, UNWTO, the French Directorate for International Development Cooperation (DGCID) and the Netherlands Development Organisation (SNV). The primary focus of this cooperation is on poverty alleviation through tourism, combined with the protection of natural resources and the enhancement of environmental standards for tourism facilities. Other joint activities include the qualification for local providers regarding the marketing of their products and the coordination of the promotion strategies employed by the organisations involved.

3.1.4 Goals and Strategies in the Field of Tourism

The activities of the development organisations in the field of tourism comply with the general principles of German development policy, which itself is consistent with the overall concept of sustainable development and the UN Millennium Development Goals, including poverty alleviation, realisation of human rights, a fair globalisation, peacekeeping and the sustainable use of natural resources). The main focus in this regard is on the promotion of sustainable tourism development in the destinations of the partner countries.

This means a development that ensures the conservation of natural resources, economic value creation and respect for the culture and traditions of the local population through participative decision and learning processes. This is achieved strategically through the selective promotion of sustainable forms of tourism

and targeted influence on previously non-sustainable developments in tourism.

Beyond this general level, however, no comprehensive and coherent set of inter-organisational or even organisation-internal development goals and strategies for the field of tourism exists. Even after years of existence, GTZ's "Tourism and Sustainable Development" sector project is still rather vague as to its objectives. Thus, it is still rather unclear how to substantiate the supposed importance of tourism as an instrument to achieve the general objectives of development policy. There has been discussion in the past about whether to establish tourism as an individual or cross-sectional field of activity within German development cooperation in the future. However, BMZ has decided against such a move.

As a result of this complete lack of inter-organisational prioritisation and visioning to deal with the field of tourism in the future, the development organisations have individually initiated their own separate tourism-relevant activities in coordination with their respective partners in the destinations, but with no overall conceptual, organisational and strategic coordination with each other. In the past, the funding of these activities usually followed the principle of "equal shares for all", which means that tourism initiatives were financed "on demand", as it were, and without any coherent overall concepts, let alone strategy papers.

It is these general conditions which not only impede the reinforcement of the field of tourism within German development cooperation, but also leave an impression of organisational incoherence in the external presentation, as it is not clear which short, medium or long-term objectives in tourism the German development cooperation actually pursues.

In view of this situation, it is necessary to first shed further light on the interlinkages between tourism and the German development cooperation's goals and priorities regarding development policy (cf. Chapter 4). The results can then serve as the basis for the formulation of concrete goals and strategies in the field of tourism and to develop a consistent line of argument which emphasises the real importance of tourism for the developing countries and identifies the resulting opportunities for development cooperation.

3.1.5 Tourism Projects of German Development Organisations

A cursory examination of the project status of the German development organisations shows that there are currently 114 tourism projects being implemented (last update: June 2006). However, it should be noted in this context that in the large majority of these projects tourism is only treated as one of several components. Only ten of these projects have identified tourism promotion as a primary project objective, one of them being a KfW project in Madagascar which prioritises tourism promotion as a means for sustainable financing of a national park project and job creation in regions of poor infrastructure. Another example of a „purely“

tourism-related project is GTZ's recently accomplished FODESTUR project in Central America, which was aimed at the participative development of a regional – i.e., supranational – promotion strategy for sustainable tourism that included, among others, the implementation of an umbrella brand for tourism products in Central America. The German development organisations are currently implementing tourism-related projects in nearly 50 countries, most of which, in descending order, are in Africa, Latin America/the Caribbean, Asia and Europe, with a regional focus on Southeast Europe, Southeast Asia and South America.

In regard to the allocation of resources for the field of tourism within German development cooperation, the Federal Government publishes an annual report on „budget estimates for tourism policy activities“. With the exception of this report, in many cases it is difficult to provide exact figures as to the allocation of resources, since, as mentioned above, tourism only represents one of many components in the majority of development projects. However, according to their own sources, DED has allocated some €1.6 million per year for tourism-related projects in the past years, while GTZ estimates approximately €10 million in expenditures per year.

Table 2: Overview of current tourism projects of the German development organisations (as of August 2006)

Organisation	Number of countries	Number of tourism projects*	Number of dispatched qualified personnel
GTZ	33	50	50
DED	18	25	22
CIM	16	---**	30
KfW	n/a	39	n/a

* Projects with tourism as one of several components or the primary component.

** CIM does not conduct any projects itself.

Figure 8: Geographical distribution of tourism projects



3.1.6 Mission-Related Activities in the Field of Tourism

In the past, the German development organisations' involvement in the field of tourism was primarily focused on the following five components:

Environmental and Resource Protection/Rural Development/Community Development

1

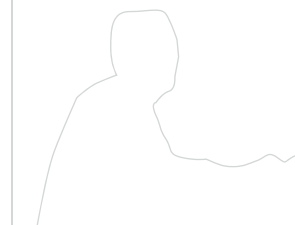
Until now, tourism promotion within German development cooperation has usually just been part of more comprehensive programmes and projects for the protection and sustainable use of natural resources. Among the most notable fields of activity in this context are national parks and other protected areas.

Applying the principle of "Protection Through Sustainable Use" will help to ensure the comprehensive protection of natural resources in protected areas even with ongoing tourism development and to prevent potential conflicts between environmental protection and tourism, such as destroyed plants, disturbed animals, trampling damage and erosion. Action in this context is focused primarily on supporting the cooperative and sustainable management of protected areas, including, among others, tourism zoning, visitor guidance and information and tourism monitoring. Tourism is, however, also seen as an instrument to generate new sources of revenue, which are intended to expand the financial resource base for sustainable protected area management (for many protected areas are merely "paper parks"), as well as to create jobs for the local population in rural areas and thus contribute to poverty alleviation. The measures adopted in this connection are mainly concerned with promoting tourism niche products at company and destination level (ecotourism, agrotourism, hunting tourism). In doing so, paramount importance is placed on the social aspect of sustainability, as well as on the active involvement of the local (indigenous) population through specific projects adapted to the requirements of the respective communities (community-based tourism).

The involvement of German development organisations in the areas of tourism management and marketing has included a variety of different activities at all levels, from company and local and regional level to national and supranational level.

Tourism management has been primarily concerned with tourism consulting and planning, as well as organisation development and networking in tourism. As well as national tourism strategies (master plans) and consultancy services for local actors, a large number of concepts have been developed, mainly at local level and in cooperation with local actors, which provide guidelines for future tourism development of the destination areas. Particular emphasis has been placed on economic and employment promotion, in connection with the objective of using tourism as an instrument for poverty reduction and the creation of new or additional jobs (direct and indirect) through tourism development. There have also been several initiatives aimed at the institutional strengthening of the private and public tourism sectors through, for example, establishing tourism organisations, promoting associations of tourism service providers and through systematic conflict management.

The particular importance of tourism marketing for successful tourism development and achieving objectives of development policy had long been overlooked or underestimated, and the promotion of this area by adopting different measures has only started in the past few years. The focus of involvement has now been on developing market studies and comprehensive marketing strategies, as well as on providing direct assistance to small and medium-sized tourism businesses in marketing their tourism products and to destinations where individual development projects are currently being conducted. The key activities in this respect include the development of sustainable tourism products, the establishment of distribution structures and the implementation of public relations strategies, including the design and printing of advertisement material, web presence and participation in trade exhibitions. Quality management concepts such as the introduction and implementation of tourism certification system are promoted as well.



In addition, GTZ, in cooperation with UNWTO, established the "Tourism Forum International" at the sustainable tourism trade exhibition Reisepavillon in Hanover in 2002, which has been held annually. This initiative is aimed at facilitating access to the German tourism market by tourism providers from developing and transition countries and providing participants the opportunity to present their products and destinations, as well as partaking in workshops and giving lectures of their own.

3 Training and Further Education/Knowledge Transfer

A third area the German development cooperation is involved in is that of training, further education and knowledge transfer in the tourism industry. Although none of the German development organisations offer comprehensive, trade-specific training programmes for the field of tourism, all their projects include workshops, seminars, and "train the trainers" programmes, when needed. The target groups of such offers are usually local actors in the public and private tourism sectors and other actors who are directly or indirectly involved in tourism, such as from departments of environment, NGOs and municipal councils. Depending on the target group or the thematic focus of the project, subject areas may range from environmental education and communication, environmental, resource and quality management, rural development, tourism planning, economics and marketing to organisation development, moderation, conflict management and intercultural understanding.

Close cooperation based on participative methods is also maintained with the local population, particularly in the area of community-based tourism, often combining tourism planning and knowledge transfer.

Also notable are initiatives aimed at the promotion and establishment of training and further education centres in the developing countries, which are intended to raise the level of education among those employed in the tourism industry and to improve service quality.

In addition, this being the institution's general mission, InWEnt has been promoting further education programmes in the tourism industry for years, to improve employee qualification in developing countries in such areas as ecotourism, community-based tourism, protected area management, regional development and hotel management. These experiences are incorporated in the subject-specific training manuals on ecotourism and community-based tourism that have been developed.

Education and Public Relations

4

As part of its general information and education activities regarding development policy, the Federal Government, through BMZ as its controlling body in this area, has been promoting for many years and been involved in campaigns to raise awareness among the German population of, and provide information on, responsible travel. A wide range of promotional material is available, including publications (such as the "Sympathie-Magazine", issued by the Studienkreis für Tourismus und Entwicklung e. V.), studies ("Tourismus in Entwicklungsländer" ["Tourism to Developing Countries"]), audiovisual media (in-flight films) and educational material for school and out-of-school education, as well as further training support for employees in the tourism industry, such as for local tour guides dealing with German tourists in developing countries.¹⁹

¹⁹ It should be noted that several non-governmental organisations and church-related institutions provide information and education regarding responsible travel as well, one example being the Tourism Watch special desk of the Evangelischer Entwicklungsdienst e. V. (EED) [Church Development Service], which, in cooperation with the NGOs AKTE in Switzerland and respect in Austria, publishes an information package aimed at adolescents age 16 and older called "Fair handeln – auch im Tourismus" ["Fair Trade – Also in Tourism"]. Another example is the learning unit on "Sustainable Tourism in Emerging and Developing Countries – The Impact on Nature and the Environment" for tourism training schools, which was developed by Tropica Verde e. V. and funded by the Federal Nature Conservation Agency with funding from Federal Ministry for the Environment, Nature Conservation and Nuclear Safety.

Another field of activity in the area of education and public relations is the information and awareness work related to the prevention of commercial sexual exploitation of children and youth in tourism. For instance, GTZ (on behalf of BMZ) has been committed to its "Protection of Minors Against Sexual Exploitation" Convention Project, to implement the optional protocol "Child Prostitution, Child Trafficking and Child Pornography" in the partner countries.

BMZ, among other supporters, further provides assistance to the Studienkreis für Tourismus und Entwicklung e. V. in organising both the international "TO DO!" Contest for Socially Responsible Tourism which was first introduced in 1995, and, since 1990, the international "TOURA D'OR" film contest. The TO DO! Prize is awarded to tourism-relevant projects or programmes whose planning and implementation involves the different interests and needs of the local population through participation on a large scale.

Recently, the German development organisations have also jointly participated in national tourism trade fairs, such as the Reisepavillon in Hanover and the Internationale Tourismus Börse (ITB) [ITB Berlin], where they had collective stands and collaborated to organise events. Apart from that, a number of publications have been produced, including a recently published documentary by DED on its projects in the field of ecotourism.

Economic and Employment Promotion/Cooperation with the Private Sector

The promotion of tourism as a business sector includes structural reforms, support for trade and professional associations, public infrastructure development, privatisation of enterprises and services, as well as elements of regional development processes.

Cooperation with the private sector, on the other hand, is still a rather new field of activity for the German development cooperation in tourism that has seen growth in recent years primarily in the course of GTZ's "Tourism and Sustainable Development" sector project.

Another significant aspect in this context is the initiation of public-private partnership (PPP) projects.²⁰ For example, a partnership with the German tour operators Studiosus and Aventoura has been established, which gives tourists the opportunity to visit GTZ projects as part of their regular travel tours offered by the two tour operators, and thus learn about the work of the German development cooperation. According to GTZ, in a number of cases this has resulted in newly-developed independent tourism offers. Another example of a PPP programme GTZ is involved in is currently implemented in cooperation with the International Business Leaders Forum (IBLF) and the hotel chains Marriott, Starwood and Intercontinental. This partnership aims at giving youth from socially disadvantaged backgrounds the opportunity to receive qualified vocational training in one of the renowned hotel chains and so to increase their chances of a successful future career.

It is not quite clear, however, what role GTZ will play in individual cases: that of a catalyst for PPP programmes or a public partner in a PPP programme or a recipient of external funding from the private sector. Notwithstanding that, efforts are being made at both GTZ and DED to further expand this area in the future.²¹

²⁰ Public-private partnerships are relationships for mutual benefit between the public development cooperation and the private industry. In this model, the development cooperation promotes projects of private enterprises in foreign countries if they provide a significant benefit with regard to aspects of development policy. Such PPP projects can help attract private capital for the developing countries, as well as sensitise and mobilise private enterprises.

²¹ It should be noted that the Deutsche Investitions- und Entwicklungsgesellschaft (DEG) [German Investment and Development Company] has already conducted PPP programmes in tourism, including, for example, a training school to qualify cooks in Namibia which is currently being set up. DEG also provides support to the German construction company Hochtief in planning the establishment of a project company in cooperation with local communities and private investors, to further tourism development in the Dubrovnik-Neretva county of Croatia.

A second field of activity that can be regarded as belonging to the area of cooperation with the private sector is mainstream tourism. This is quite remarkable, in that the development organisations have so far almost exclusively been involved in niche segments. This development seems to suggest an expanding spectrum of activities, since both DED and GTZ have announced plans to focus attention more closely on mass tourism and globally operating tourism businesses. GTZ, in cooperation with different all-inclusive resorts in the Dominican Republic, Jamaica and Nicaragua, has already conducted an investigation to determine to what extent these facilities contribute to poverty alleviation and local economic development.²²

Another field of activity involves the development and implementation of ecological and social standards in tourism, which is closely related to the goal of better sensitising the tourism industry to its responsibility for the economic, ecological and social dimensions of its activities in the sense of corporate social responsibility (CSR). As well as issues of sustainable environmental management, GTZ, in particular, has been addressing social aspects within the sustainability debate, which is also in line with the Federal Government's Action Programme 2015. A round table on social standards in tourism is currently planned, which will be attended by representatives from the tourism industry, but also from non-governmental organisations and trade unions.

The issues discussed at the round table will include working conditions in tourism, possibilities to exercise trade union activities, training and further education, as well as the problem of sexual exploitation and forced labour in tourism and poverty-oriented development and growth (pro-poor growth). However, concrete results of these efforts have not yet been presented.

3.1.7 Evaluation and Monitoring in the Field of Tourism

Generally, there is not much publicly-available information regarding the evaluation of results and impacts of tourism projects implemented within the framework of German development cooperation. Most of what is available concerns the results of individual "flagship projects", which are only described in very general terms, providing but little information on the more detailed aspects of development policy.

It can still be assumed that the development organisations assess tourism projects, as well as any other projects of German development cooperation, through self-evaluation (e.g., the project progress control at GTZ) within the general project monitoring framework. However, no comprehensive tourism-specific methods for assessing development projects which include tourism as a secondary or primary component exist as yet.

While GTZ developed a methodological framework in 1999, which was designed to help development experts in assessing the reasonability of tourism intervention in the locations, this methodology was limited exclusively to complementary tourism project measures in the areas of rural development and environmental protection and was never appropriately developed thereafter.

²² Publication of results is planned for 2008.



3.2 Involvement of International Development Organisations

The purpose of this cursory review of international development organisations is to identify possible synergies and overlapping themes between the German and international involvement in the field of tourism.

As has been previously mentioned, GTZ signed a cooperation contract with SNV, UNWTO and DGCID in November 2005 concerning a collaboration in the area of sustainable tourism. This section therefore only lists the goals and activities of these three organisations. It will further deal with the Global Environment Facility (GEF) promotion programme and the involvement of the Department for International Development (DFID). The information presented here was taken from, among other sources, an unpublished GTZ²³ study of sustainable tourism in development cooperation, which provides a detailed list of the programmes, objectives and activities of several multilateral and bilateral institutions involved in the field of tourism.



3.2.1 United Nations World Tourism Organization (UNWTO)

Since UNWTO maintains a separate department of sustainable tourism, the subject has grown in importance internationally in the past few years. Thematic priorities include:

- Sustainable tourism planning
- Development of indicators for sustainable tourism
- Voluntary commitment of the industry and certification
- Sustainable coast and island development
- Ecotourism, tourism in protected areas
- Urban and cultural tourism
- Tour Operator Initiative (TOI)
- Tourism and poverty alleviation



²³ Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH: Sektorvorhaben Tourismus und nachhaltige Entwicklung: Nachhaltiger Tourismus in der internationalen Zusammenarbeit. Stand der Diskussion zum Thema "Tourismus in der internationalen Zusammenarbeit", 2005 [German Technical Cooperation (GTZ): Sector project "Tourism and sustainable Development: Sustainable Tourism in International Cooperation. The Current State of The Discussion on Tourism and International Cooperation", 2005].

Sustainable Tourism – Eliminating Poverty (ST-EP)

In the context of the Millennium Development Goals the subject of tourism and poverty alleviation plays a significant role. In 2002, the "Sustainable Tourism – Eliminating Poverty" programme (ST-EP) was launched in cooperation with UNCTAD. Planned as a long-term collaboration, this initiative is aimed at promoting sustainable tourism to provide development and work solutions for people who live on less than one dollar a day. Thus, aid is targeted at the poorest countries in the world, especially in Africa.

The ST-EP programme consists of
four components:

1. The ST-EP Foundation, established in 2005 and based in Seoul, Korea, to engage in fundraising from both private and public donors. The Republic of Korea has already provided funding of US\$ 5 million to the initiative.
2. A research network for complementary academic endeavours.
3. An operative framework to promote and support, among other things, best practice models among enterprises and consumers, as well as to implement and manage the monitoring process.
4. An annual forum to inform stakeholders from the public and private sectors about initiative progress, to facilitate information exchange and recruit new interested parties (now during the ITB).

The subject of tourism and poverty alleviation is drawing increasing attention worldwide. The European Parliament, among others, has already expressed an interest in providing financial support to the ST-EP programme, and organisations such as the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agriculture Development (IFAD) have the subject on their agenda.

As of June 2006, there are four appointed ST-EP coordinators in West and East Africa and in South and Central America. More than 140 potential projects have been identified over the last two years. In June 2006, the implementation of six ST-EP projects was approved, which received US\$ 500,000 in funding from the Dutch and Italian governments.

These projects include the following activities:

- Promotion of a network between transfrontier national parks in nine West African countries
- Quality improvement for small and medium-sized tourism businesses in Cuzco, Peru and its neighbouring communities, as well as in Cuenca, Ecuador
- Promotion of a sustainable tourism project during meet-the-people tours to Konso villages in Ethiopia
- Financing of a footbridge to a community in Kenya, which tourists can then reach on foot
- A trade village in Ha Tay, Vietnam, where the tourists can get an insight into the rural life and culture of the local population
- A training programme on the subject of ecotourism in the Sangaréah Bay area of Guinea

(last update: March 2006)

3.2.2 Netherlands Development Cooperation (SNV)

The Dutch development organisation SNV has more than 900 technical advisors in more than 33 countries. In every area the focus of its activities is on capacity building. Sustainable tourism is one of SNV's focal points. There are currently about 40 tourism consultants working for the organisation worldwide, and a large number of SNV advisors from the fields of economy and local government consulting include tourism in their work as well.

As early as the mid-1990s, SNV began its involvement in the fields of cultural tourism and community-based tourism, as well as tourism and poverty alleviation, in Tanzania, Botswana and Nepal.

For ten years now, SNV has been active in 26 countries²⁴, focusing primarily on pro-poor sustainable tourism in Asia in the Himalayas and the Greater Mekong Subregion. The objective here is to strengthen the capacities and organisational structures of the following four client groups:

- Local governments
- Destination management organisations
- Local tourism training and further education centres
- Private tourism sector.

The goal is to consolidate the collaboration between the private and public sectors, to involve local communities through participatory planning processes and cooperation with multi-stakeholders at local and national level. SNV also works closely with the relevant government agencies to implement tourism strategies, legal framework and policies.

Tourism consulting for small and medium-sized enterprises primarily focuses on product development, business planning, the training of skilled workers and linking local tourism products with the national and international markets.

Also, SNV collaborates closely with the private tourism sector, which is expected to integrate the pro-poor tourism approach²⁵ into product development. With this form of consulting it is intended to pursue several Millennium Development Goals at once, one of them being poverty alleviation through tourism development, which is to be achieved by creating jobs and income-generating measures in the tourism industry for the poor.

SNV further supports suitable tourism policies aiming at the equality of men and women and, specifically, the advancement of women in the field of tourism. In addition, the revenues gained from (eco)tourism are intended to be invested in protecting the environment and promoting an understanding of the value of biodiversity.

To promote the ST-EP programme, SNV signed a Memorandum of Understanding with UNWTO in 2005 and provided funding of €2 million to the programme through a Technical Assistance Fund. With these funds it was possible to employ three regional advisors in Ethiopia, Cameroon and Ecuador in 2005 and to organise eight regional ST-EP seminars and two ST-EP country projects in Cameroon and Ethiopia.

With this partnership between the two organisations both SNV and UNWTO hope to be able to "open doors" at different levels, since SNV works at lower and medium levels and UNWTO at ministerial level.

²⁴ Vietnam, Laos, Cambodia, Bhutan, Nepal, Bangladesh, India, Albania, Republic of Macedonia, Ethiopia, Kenya, Uganda, Rwanda, Tanzania, Mozambique, Zambia, Zimbabwe, Cameroon, Benin, Ghana, Mali, Honduras, Nicaragua, Ecuador, Peru, Bolivia. Source: Marcel Leijzer, Tourism Officer SNV, Presentation at the WTO General Assembly 2005, SNV WTO Partnership, 29 November 2005.

²⁵ See www.propoortourism.org.uk

3.2.3 Direction générale de la coopération internationale et du développement (DGCID) [The French Directorate for International Development Cooperation (DGCID)]

The French Ministry of Foreign Affairs promotes tourism that is based on responsibility and solidarity (tourisme responsable et solidaire).²⁶ This form of tourism is a social movement with the goal of improving the economic situation of the local population of tourism destinations. To achieve this goal, all actors involved, including – particularly – the travellers, are required to take a certain amount of responsibility for those “travelled to”, which is primarily done by demonstrating respect for local values and customs and through targeted promotion of the fair distribution of tourism revenues in the destinations. Currently, no information regarding DGCID’s concrete activities and results in the field of tourism is available (last update: March 2006).

3.2.4 Global Environment Facility

Established in 1991, the Global Environment Facility (GEF) provides financial assistance to developing countries for the preservation of the global environment. GEF supports projects in the following areas:

- Biodiversity
- Climate change/Ozone
- International water affairs
- Deforestation
- Emission reduction

According to the GEF data archive (last update: 28 July 2006), a number of projects on biodiversity that involve tourism as a component have been conducted, only three of which, however, were purely tourism projects.

A project entitled “Conservation and Sustainable Use of Biodiversity through Sustainable Tourism Development in Biosphere Reserves in Central and Eastern Europe” was approved in March 2005, with the German NGO Ecological Tourism in Europe (E.T.E.) as the implementing organisation. In August 2005, the “Mainstream Biodiversity Conservation into Tourism through Development and Dissemination of Best Practises” project was approved, which was implemented in cooperation with Rainforest Alliance und Conservation International. The third project – “Transfrontier Conservation Areas and Sustainable Tourism Development” – is being conducted in Mozambique in collaboration with the Ministry of Tourism.

3.2.5 Department for International Development (DFID)

DFID is the executive power of British development cooperation, which pursues the goal of poverty reduction. DFID has 25 offices worldwide with a staff of over 2500, about half of whom work abroad.

Tourism is part of the programme sector Tourism, Development, Poverty, Enterprise Development, Partnerships. The organisation currently supports, among others, the Fair Trade Tourism in South Africa initiative, but also has projects involving tourism components, such Wildlife and Poverty in Africa and Trade-Related Capacity Building in Ukraine.

Recently, DIFD has also promoted the pro-poor tourism concept. As a result of its close cooperation with the Overseas Development Institute (ODI), fundamental studies and several case studies on tourism and poverty alleviation have been conducted.

²⁶ Primary sources: PowerPoint presentation by G. Béville, DGCID, DPDEV/SAE: “Le tourisme responsable et solidaire pour un développement durable”. Dakar, November 2005, and www.tourisme-solidaire.org.

The Future of Tourism in Development Cooperation: Potentials, Linkages and Perspectives

As another basis for identifying the need for action and formulating strategic recommendations, in addition to the section on facts and trends and the status review, this chapter discusses the potentials and perspectives the field of tourism offers for the German development cooperation. To this end, the conceptual and strategic linkages between tourism and the existing priority goals and activities of German development cooperation are determined. With the links obtained in this way, it is then possible to identify synergistic effects which, depending on the situation, may have little to very significant impact on the sustainable development of tourism destinations and therefore must be given appropriate weight, specifically in the formulation of strategic recommendations.

During the research for this chapter, the goals and fields of activity not only of the German Federal Government were established, but also of the development organisations GTZ, DED, InWEnt, CIM and KfW. The investigations show that there are some notable differences in how the development organisations define their goals and fields of activity. Such incompatibilities may easily lead to coordination problems during implementation, since certain areas are defined as goals in some organisations and as fields of activity in others. Also, there is often no clear distinction between fields of activity, core competency areas and focal themes identified for partner countries.

The following pages describe to what extent the field of tourism can be integrated with the primary goals and fields of activity of development cooperation. Interestingly, it was possible to identify linkages to almost all areas.



4.1 Objectives, Programmes and Focal Areas of Development Policy

The German Federal Government has made it an objective of its development policy to contribute to

- global poverty reduction,
- peacekeeping and
- a fair globalisation process.

Given this responsibility, BMZ is guided by the principle of global sustainable development, which is equally characterised by economic efficiency, ecological carrying capacity and political stability. The aim is also to pursue a flexible, coherent and consistent development policy and thus to raise its profile nationally and internationally.

Drawing on an understanding of global structural policy developed as early as the 14th legislative period of the German Bundestag, German development cooperation operates at three levels:²⁷

- **At international level:** The Federal Government lobbies to achieve, among other goals, the better integration of developing countries with multilateral decision-making processes. German development policy aims at the modification of international agreements and institutions to create a fairer international framework for successful and sustainable development worldwide.
- **In the developing countries:** German development cooperation is primarily involved in three focal areas:

1. Focal Area: Political strategies of sustainable development

- Building institutional capacities
- Good governance
- Peacebuilding
- Development and implementation of national poverty reduction strategies

2. Focal Area: Social security and infrastructure

- Improvement of social conditions – particularly health and education-related – such as HIV/AIDS mitigation, drinking water provision and wastewater disposal, basic and vocational education
- Participation of the public in social development (i.e., self-responsibility/ownership)

3. Focal Area: Resource conservation and economic development

- Environmental and resource protection (with a particular focus on renewable energies, tropical forest protection, food security and economic and employment promotion)

The bilateral cooperation also consistently considers human rights and gender aspects as key factors in the reduction of poverty.

- **In Germany:** Public awareness campaigns at national level, with the Action Programme 2015 as an important instrument of combining and fully utilising the creative energy of all departments in the international arena and of promoting understanding of the challenges of poverty reduction and the importance of the Millennium Development Goals among the general public.

²⁷Source BMZ: „Zusammenfassung“ aus dem 12. Entwicklungspolitischen Bericht, 2005.

4.1.1 Millennium Development Goals (MDG)/ Federal Government Action Programme 2015 (AP 2015)

The German development organisations align their goals and fields of activity with both internationally defined goals and BMZ guidelines. The most important points of reference for German development policy are the United Nations Millennium Declaration, including the agreed Millennium Development Goals, as well as the Federal Government's Action Programme 2015 for global poverty reduction.

Millennium Development Goals (MDG)

By signing the Millennium Declaration in September 2000, 189 Member States of the United Nations have committed themselves to combating global poverty, securing peace, protecting the environment and shaping a fair and sustainable globalisation. These objectives are intended to be achieved through the implementation of eight internationally agreed goals (Millennium Development Goals) by 2015.

- Goal 1: Eradicate extreme poverty and hunger²⁹
(Reduction by half of extreme poverty by 2015)
- Goal 2: Achieve universal primary education
- Goal 3: Promote gender equality and empower women
- Goal 4: Reduce child mortality
- Goal 5: Improve maternal health
- Goal 6: Combat HIV/AIDS, malaria and other diseases
- Goal 7: Ensure environmental sustainability
- Goal 8: Establish a global partnership for development

Sub-targets and indicators were formulated for each of the above objectives to measure progress toward the achievement of the goals. In addition, four fields of activity were assigned to the goals:

1. Peace, security and disarmament
2. Development and poverty reduction
3. Protection of the global environment
4. Human rights, democracy and good governance at all political levels

Action Programme 2015 (AP 2015) of the German Federal Government

At the Millennium Summit in 2000, the then German Chancellor, Gerhard Schröder, presented the German Action Programme 2015. This action programme aims at

- illustrating the Federal Government's contribution to achieving the internationally agreed goal of reducing extreme poverty by half by the year 2015,
- encouraging other actors to pursue increased cooperation and
- promoting a deeper understanding of global poverty reduction among the German public.

In this context, the German Federal Government has identified ten priority objectives, which it intends to pursue in its bilateral relations, as well as its collaboration at European level and in international institutions:

²⁹ Over one billion people are living in extreme poverty. Their purchasing power is less than one US dollar per capita per day. The majority of them are women and girls. Some two thirds of the poor in developing countries live in rural areas, yet urban poverty is also on the increase. [...] According to the latest estimates, the world population will grow more than expected, increasing by one billion to 7 billion people by 2015. Most of the population growth will take place in the developing countries." Source: BMZ (ed.): Poverty Reduction – a Global Responsibility. Program of Action 2015. The German Government's Contribution Towards Halving Extreme Poverty Worldwide. Topics 108, April 2001, p. 1.



1. Boosting the economy and enhancing active participation of the poor: Establishing effective economic structures which promote poverty-reducing growth and increased employment, as well as unlock the productive potential of the poor
2. Realising the right to food and implementing agrarian reform (through, for instance, land tenure reforms, socially compatible land allocation and the legal protection of land property).
3. Creating fair trade opportunities for developing countries
4. Reducing debt
5. Guaranteeing basic social services and strengthening social protection (establishing social security systems in the areas of education, health and family planning)
6. Ensuring access to vital resources and fostering an intact environment. This involves, among others, the following measures:
 - Enforcement of universally binding international law
 - Protection and sustainable use of natural resources, including air, water, soil and biodiversity, with special regard to the participation of the local population in all these activities
 - Sustainable and poverty reduction-oriented management of water resources and energy supplies for remote rural areas using renewable energies
7. Realising human rights and respecting core labour standards (including independent union work, abolition of forced and child labour)
8. Fostering gender equality (combating trafficking of women and forced and child prostitution worldwide)
9. Ensuring the participation of the poor – strengthening good governance
10. Resolving conflicts peacefully and fostering human security and disarmament

All of the objectives of the Action Programme 2015 (AP 2015) are also included in the goals and fields of activity of the different German development organisations, which are described in greater detail on the following pages, with the exception of the AP 2015 goal of “creating fair trade opportunities”, which the development organisations do not explicitly mention.

However, fair trade is one of the key issues in the current debate on sustainable tourism.³⁰ The aim is to maximise tourism revenues for the local stakeholders based on mutual support and equal partnership between national and international tourism actors.



There is a growing interest in fair trade in tourism. Certainly, however, a plausible Fair Trade label and fair-traded travel also pose great challenges. While other industries may receive quality certification for relatively complex products such as footballs and textiles, tourism, due to its nature as a service industry, can only earn the Fair Trade label for such individual components as accommodations, catering, travel guidance and souvenirs. Fair Trade promotion and awareness campaigns would allow the development cooperation to make a significant contribution to fair trade in tourism as well.

³⁰ See for example www.akte.ch or www.tourismconcern.org.uk.

An important point in this connection is Corporate Social Responsibility (CSR), which means that enterprises take responsibility for society and the environment as a basis of sustainable corporate governance. CSR and tourism might even become a future core issue for development cooperation, since the spectrum of CSR includes many areas relevant to development policy³¹ which also affect tourism:

- Compliance with human rights
- Establishment of social standards
- HIV/AIDS prevention
- Supplier certification
- Occupational safety
- Consumer protection
- Climate protection
- Environmental sustainability
- Sustainable use of natural resources.

4.2 Shaping a Fair Globalisation

According to BMZ, shaping globalisation³² means improving the social, political and economic framework at all levels. The aim is to let developing countries participate in the benefits of globalisation, rather than making them the victims of this process.

Today it is possible to fly from one end of the world to the other in a short time. In the last decades, it was usually only people in the Western world who were able to afford business or leisure travel. There has been a dramatic turn in recent years, as the Asian upper and middle classes, in particular, have begun to travel as well, demonstrating a growing popularity for trips to Western countries.

Tourism is thus one of the central elements of globalisation, offering through its "tourism lens" an interesting and unique view on key issues of globalisation, including

identity, cultural heritage, authenticity, ownership and gender, as well as social, environmental and economic sustainability.

It does not require deeper political insight to realise that we are not so much at the dawn of the age of sustainable development as in the midst of an age of globalisation characterised by neoliberal policies that is far from reaching its zenith. While in view of its dynamics it seems that no one is able to predict its long-term impact on humanity, the growing influence of globalisation on people's lives can already be felt around the world.

As a result, we are dealing with two concurrent discourses today – the globalisation discourse and the sustainability discourse – yet without so much as a clue as to how the sustainability discourse intends to achieve its objectives in a world that is increasingly dominated by the process of globalisation. Due to relatively weak lobbying and authority, the sustainability discourse is also at risk of being appropriated or even exploited by the globalisation discourse, which might take on the objectives of the sustainability discourse to give its primarily growth-oriented strategies the air of social and environmental responsibility and thus of moral soundness.

One of the other major challenges, especially for tourism, is to prevent this from happening and to point out the limits of the economic, environmental, and social carrying capacity of the globalisation discourse. After all, this is the very industry which, considering its expansive development during the last decades, could almost be seen as having paved the way for globalisation in the first place.

There is a close correlation between the potentials and opportunities and the economic, social and environmental risks of tourism development. However, since tourism,

³¹ See GTZ, Corporate Social Responsibility (<http://www.gtz.de/en/leistungsangebote/2704.htm>).

³² "Globalisation" usually refers to processes of increasing global connectivity between people, institutions and/or countries. The resulting changes in the economic, social and/or cultural spheres are called globalisation effects. Globalisation is made possible and sustained through technological progress in the areas of information and communication, production, capital, transport and traffic and, at the political level, increasing world trade liberalisation. (Information based on the Wikipedia article on "Globalisation" that can be found at en.wikipedia.org/wiki/Globalization [19 May 2006]).

unlike any other economic sector, depends largely on an environment that is ecologically, socially and economically intact, it is also the most likely sector to offer opportunities and ways to make the sustainability objectives compatible with the process of globalisation. This is an opportunity to be seized – especially by development cooperation.

4.3 General Economic Development Assistance

As previously described in Chapter 2, tourism is one of the largest and fastest growing business sectors of all, both globally and in regard to developing countries, and must therefore be considered a major factor in terms of business development in the developing world.

Today, tourism is the main source of foreign exchange for one out of every three developing countries, and it is a striking feature of the global travel balance that developing countries have overall positive travel balances, whereas those of the OECD countries are negative. In view of foreign currency income from travel flowing in the direction opposite to the flow of the international trade in goods, tourism can contribute to solving problems relating to the balance of payments of developing countries.³³

Another positive aspect from the perspective of the developing countries is that, unlike other business sectors, tourism does not involve the export of goods or services, since the tourists have to travel to the products to be able to use them. This might facilitate fast and the most flexible possible optimisation of the tourism products and their adjustment to the tourists' requirements, which is often more difficult to achieve in other product segments due to the anonymity and the geographical distance between producers and consumers. Developing countries, in particular, have rather little capital at their disposal to create many jobs while also

providing sufficient and secure income for the local population. Since it is considered to be comparatively more labour and less capital-intensive than other business sectors, tourism offers favourable conditions for achieving this goal with support from development cooperation.

Positive economic and thus positive employment and income effects through tourism in developing countries are most likely to occur in destinations where tourism businesses have access to a wide range of goods and services. From a development policy point of view, the targeted establishment of linkages between local branches of production (such as agriculture, food production and construction) and the tourism industry should receive as much priority as the expansion and diversification of the local production and service infrastructure towards tourism. However, this strategy will only have a chance of succeeding if the increased demand for local products (such as of agriculture) that was generated through tourism can be met by developing countries with an appropriately increased supply of such products at local level. If this is not achieved, the result will be price increases or even a reorientation of sales towards the more financially sound businesses which are more likely to be capable of paying higher prices than is the largely impoverished population. Therefore, if it is impossible to increase supply, there is a strong temptation to sell the existing supply to the tourism industry rather than to the locals, which may generate higher profits at the expense of the majority of the local population and, moreover, does not involve the creation of new jobs.

³³ Cf. Vortlauffer (1996).

One of the obstacles in the last decades, particularly for least developed countries (LDCs), has been the often high demand for imports which are required to ensure a sufficient supply of tourism products capable of satisfying the broad demand. Depending on the country, these so-called leakage rates range from 5% to 80%, sometimes leading to a dramatic reduction of gross foreign exchange receipts and so preventing positive trade balance effects. This shows that, in spite of the above-mentioned advantages, tourism does not automatically produce beneficial results for developing countries and thus for the local population either.



In addition, the foreign exchange effect of tourism is affected by exchange rate fluctuations, though these factors cannot be generalised – as critics often do – but must rather be determined in each individual case.

Due to a lack of capital in many developing countries, additional foreign investment (for example, for the construction of hotel facilities) and/or credits (from, for instance, the World Bank) are very often required to generate large foreign exchange receipts through tourism. This may pose further problems, since the more a developing country relies (or depends) on tourism as a source of foreign exchange, the more likely it is to (almost inevitably) accept a development oriented towards mass tourism and permanent growth and thus to gradually become dependent on transnational tourism corporations, foreign creditors and the hard-fought global tourism market. As a result, such countries will be even less capable of implementing tourism development strategies independently and properly adapted to their own conditions. The prevention of such adverse developments through proper consulting is just as indispensable an activity of development cooperation in the field of economic development as is the targeted support for countries and regions (in, for example, the Dominican Republic) that are willing to break this vicious circle and make the transition to sustainable tourism development.

4.4 Poverty Reduction

In view of its economic importance, tourism must be considered as an essential means of poverty reduction. However, in the past, development cooperation has greatly underestimated its potential to combat poverty. In addition, due to strategic and methodological deficiencies in practice, tourism has not yet shown its potential to generate the positive effects as a means of poverty reduction it is capable of and which would be appropriate, considering its importance to the developing countries.

Recently, development cooperation has funded mainly niche products, such as community-based tourism products or the construction of small lodges. Regardless of several so-called best practice examples that have been published, it is still rather difficult to measure the success rate of these projects, since no comprehensive analyses of the communities' net profits have yet been performed, nor have there been any detailed studies evaluating the long-term impacts of such projects. Also, it often seems that only their social, cultural and ecological sustainability is assessed, but not their economic sustainability. In any case, it must be noted that numerous projects are known among tourism experts that have turned out to be unsuccessful, very often because the communities are not capable of handling the implementation of this quality-oriented sector and because the required project support period of five to ten years is almost always calculated too short (a maximum of two years). Requiring a development scheme for long-term support, however, leads to the question of the general effectiveness of small-scale projects in comparison to the total effort involved. It is therefore important to carefully evaluate and review future tourism project proposals that are aimed at niche products, to allow such interventions to be strategically as well as methodologically newly adjusted or readjusted on the basis of an ideology-free cost-benefit analysis.



Further, tourism promotion aiming at poverty reduction should no longer be limited to just niche products. Instead, efforts of development policy should be shifted to integrate other sectors more strongly, including, in particular, mass and luxury tourism. This is the only way to optimally utilise the potential which tourism provides for poverty reduction and to advocate the objectives of sustainable tourism extensively and, thus, credibly.

The indirect impact of tourism on poverty reduction (i.e., multiplier effects) must also be considered much more thoroughly than before. Linking local crafts promotion, tourist guide training, traditional art and music, agricultural cultivation, retail trade, transport and traffic, means of communication and other areas³⁴ with tourism also creates many opportunities for development cooperation to actively contribute to poverty reduction.

³⁴ More detailed information can be found at www.propoortourism.org.uk.

Many local small and medium-sized businesses, from cabinet-makers to beekeepers and local soap manufacturers, could sell their products to local tourism projects or tourism companies.³⁵ Surprisingly, however, for a host of reasons, this sort of business cooperation does not exist in many places, where business relationships are established with external, often even foreign, wholesalers rather than local producers. While sometimes all it takes to come to an agreement on such networking and cooperation is a suggestion or even just a little bit of encouragement from outside the community, the complexity of this form of cooperation should not be underestimated. Product quality, transport routes and supplier reliability are only three of the many criteria that have to be taken into account in this context. Particularly in this area, development cooperation could give fresh impetus, such as through the initiation of public-private partnerships (PPP).

Tourism can undoubtedly cause complex, in some cases profound, environmental stress. Its harmful effects include the inactivation of biological areas (soil sealing) through urban development and construction of transport infrastructure, the exploitation and degradation of natural resources such as water and air, as well as the destruction of flora and fauna due to disappearing natural habitats or its direct influence on animals and plants. Coastal ecosystems are particularly affected. Tourism development, by its very nature, entails environmental modifications; the question is, how far-reaching and profound these impacts will be. The objective must be to reduce the potential environmental stress caused by tourism to a minimum right from the outset or to implement, if possible, considerable measures to compensate for ecological damages afterwards.

4.5 Natural Resource Conservation

All environmental problems and the depletion of natural resources are developmental problems, with the developing countries and their (often impoverished) populations being the primary victims. Providing basic living conditions and representing central production factors, ecosystems and natural resources are literally of vital importance not only to the population in developing countries, but to the entire global community. Development cooperation therefore aims at bringing together approaches from the areas of environmental and resource protection, sustainable development and poverty reduction to actively contribute to reducing ecological risks, such as the loss of biodiversity, climate change, water and air pollution.



In this respect, the Guidelines on Biodiversity and Tourism Development (2004) represent an important instrument in the implementation of sustainable tourism development in (fragile) ecosystems and protected areas.³⁶

Also, the development organisations' several initiatives in protected areas already show that, as far as nature and resource conservation are concerned, adapted tourism development and sustainable protection of natural assets can peacefully coexist side by side. Moreover, nature-oriented and sustainable forms of tourism in

³⁵ The following source offers concrete examples as to how the local population can participate in tourism: Strasdas, Wolfgang (2002): The Ecotourism Training Manual for Protected Area Managers.

³⁶ The Guidelines on Biodiversity and Tourism Development were developed under the Convention on Biological Diversity (CBD). After several years of consultation, the proposal, which had been prepared with substantive support from German organisations, was approved at the CBD Seventh Conference of the Parties in Kuala Lumpur in February 2004. Germany played a key role in facilitating the negotiation process regarding these guidelines on sustainable tourism development by arranging workshops and trial implementations of the guidelines in model areas.

protected areas could even contribute to financing these areas, generate new sources of income for the local population and so possibly help to minimise such effects of environmental degradation as the illegal felling of trees and poaching. Even the often-criticised hunting tourism may turn out to be of great benefit to the region if it involved a well-balanced wildlife management programme and required hunting tourists to pay appropriately high usage fees.³⁷ Understanding the enormous importance of tourism to many developing countries and the direct correlation between environmental and developmental problems, development cooperation is also required, in particular, not only to address issues of nature and resource conservation in tourism more efficiently and comprehensively than before, but also to make an active contribution by moving beyond the examination of only niche products such as ecotourism.

level it would also be required to provide local actors with strategic, methodological and practical support in implementing sustainable destination management and to integrate these efforts with development policy initiatives aimed at regional and community advancement, such as in the areas of waste management, water supply, wastewater disposal and power generation.

Here, development cooperation can act not only as a consultant and planner, but also as a moderator and mediator, to contribute to the improvement of local environmental conditions, as well as the development and sustainable shaping of a basic tourism infrastructure. The existence and provision of clean drinking water is therefore not only important to the local population, but also an essential prerequisite for tourism development (win-win situation).



One important opportunity for development cooperation to intervene would be to offer consultancy services to the national authorities in the partner countries to encourage them to emancipate themselves from pure tourism marketing and instead to introduce a far-sighted sustainable destination and transport policy. This would involve the development of criteria and indicators for sustainable tourism and the determination of stress limits, as well as the systematic collection, provision and publication of data on the ecological development of tourism regions. At the destination

In addition, development cooperation can use tourism to encourage the implementation of environmentally sound technologies and innovations, such as solar energy systems for hotels and the use and promotion of environmentally-friendly transport technologies, thus making a general contribution to sustainable development and a stronger environmental consciousness in developing countries.

³⁷ An example: Today, the Selous Game Reserve in Tanzania generates almost US\$ 2 million per annum from hunting tourism (90%) and photo tourism (10%). In recent years, poaching within the boundaries of the reserve has decreased to less than 50 elephants per year. Source: Baldus, Dr. Rolf D. (n.d.): Wildschutz und Nationalparks in Tansania: der deutsche Beitrag.

Again, this list of significant links between tourism and nature and resource protection could be extended at some length. However, the essential point is that in-depth examination of issues related to nature and resource conservation in tourism is an indispensable prerequisite for the optimal linking of objectives of nature, development and tourism policy and to produce synergistic effects with other areas of activity within development cooperation, such as poverty reduction and rural development.



Good Governance and Democracy

4.6

Good governance generally means governance that is based on democracy and the rule of law. Governments must ensure the implementation of universal criteria, such as political participation, transparency, the rule of law and compliance with human rights, and guarantee its citizens a certain level of security and prosperity.

Tourism offers many opportunities for political decision-makers in developing countries to demonstrate their willingness to exercise responsible governance at national, regional and local levels.

This is achieved particularly if tourism development is promoted and shaped according to criteria of sustainability. In this connection, the scope of activities includes statutory employment rights and guaranteed training and advancement opportunities in tourism, gender equality regulations and issues of environmental legislation, the conveyance of land rights, competition law and the fight against corruption in tourism.

The UNWTO Global Code of Ethics for Tourism of 1999³⁸ mentions the right to tourism as well, providing a limitation of working hours, as well as a universal right to leisure and paid holidays. Development cooperation could support or, if necessary, initiate such activities.

The question of whether tourism may contribute to the promotion of democracy is subject to considerable debate, as is the question of whether it is reasonable to call for a tourism boycott of non-democratic countries such as Myanmar. Past experience shows that un-democratic countries can face a short-term decline in foreign tourists which, however, usually does not last, as seen in the example of China after the massacre at Tiananmen Square on 4 June 1989.

³⁸ Article, 7.2: "Right to Tourism": „The universal right to tourism must be regarded as the corollary of the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay, guaranteed by Article 24 of the Universal Declaration of Human Rights and Article 7.d of the International Covenant on Economic, Social and Cultural Rights.“

Regarding Myanmar, it has turned out that Burmese, who do not cooperate with their country's dictatorial government, have repeatedly pointed out to foreign visitors that to them tourism represents an important link to the outside world.

Therefore, the questions regarding the promotion of democracy through tourism and relations to dictatorships do not allow absolute and generalised answers. Such questions can only be answered reliably with due regard to the current situation in these countries. However, this thematic area requires further basic research to elevate the debate to a more objective level.

In the past, there have been repeated complaints about human rights violations directly associated with tourism or, indirectly, with its related fields. Among these issues are child labour, prostitution tourism, violations of the rights of indigenous people and forced relocation, as well as water and resource conflicts. However, as legitimate as it may be to denounce such activities in individual cases, and as important as it is to discuss these problems, very often only little detailed and comprehensive data are actually available on these issues.³⁹ This is why the debate is generally both emotionally and ideologically charged, leaving no room for a differentiated and fact-based assessment of the grievances in question.

Participation

Participation is an indispensable element for achieving good governance, sustainable development, gender equality and poverty reduction in the framework of development cooperation projects. Formal and informal rights to consultation and decision-making for local actors regarding development policy activities are intended to ensure successful outcomes (i.e., participation as an instrument).

Another objective of the participation strategy is to offer the poor, underprivileged and marginalised people and population groups in developing countries – i.e., the main target group of development cooperation – the opportunity to voice and assert their project-related interests and needs early on (i.e., participation as a goal or normative claim).

This general participation objective of development cooperation must also be considered a key function of tourism projects, in particular, for very often markedly different interests, cultures, knowledge systems and thus different sets of values and norms are brought into direct contact both through tourism projects themselves (through collaboration between local and foreign actors) and tourism (through interaction between foreign tourists and local residents). Ultimately, tourism projects can only make the required contribution to the social, cultural, environmental and economic sustainability of tourism if it is possible, through a project-internal participation process, to raise mutual awareness of the requirements in dealing with diverging interests and different values and norms, including their relative nature.

³⁹This is often also true for positive socio-cultural effects attributed to tourism, such as the revival of cultural values and customs.

One of the most-advocated approaches to achieving the participation objective in tourism in recent years is that of community-based tourism, which is aimed at an active and comprehensive political and economic participation of the local population in tourism development. However, experience shows that its implementation through tourism projects is hampered by methodological and structural deficiencies similar to those generally faced in development projects.

A major problem in this connection is that the term "participation" is only vaguely defined and often used ambiguously in different contexts: In practice, the term may imply such diverse things as information and consulting, cooperation, interactive involvement and co-decision-making, as well as self-mobilisation, self-help and self-responsibility.



Also, since participation concepts are often insufficiently integrated into the project planning process the general participation objective has so far done little to change the basic organisational framework of development projects. Another problem is that participation of the local population begins too late, or at a stage when essential decisions have already been made. Thus, the local population's influence on the project planning process is as limited as ever.

In addition, the goals and needs of the local people involved in development projects are often merely enquired about, hardly ever analysed and only insufficiently integrated into project planning, which is partially due to the pressures of time and efficiency in project planning and implementation. As far as methodology is concerned, it should also be noted that the applied methods of participation are usually based on Western concepts, such as participatory action research, farming systems research and participatory rapid appraisal, which cannot be readily applied to different socio-cultural reference systems or are not compatible with the local decision-making cultures in developing countries.⁴⁰

Regarding the realisation of the participation objective, specifically in tourism development projects, the following aspect must be taken into account as well: Tourism cannot exist without considering the sides of the tourism supply and demand, just as development cooperation is impossible to conceive without considering the local population. Linking development cooperation and tourism in the form of tourism development projects thus necessitates that the two requirements must be met and coordinated. However, in project practice, this cannot be achieved if the actual target group of development projects (i.e., usually poor, underprivileged and marginalised people and population groups) automatically acts as the primary actor, nor can it if the interests of the private tourism industry are generally given priority over the interests of others, but only by the assurance of equal consideration to the interests of both groups of actors.

From these considerations follows that – apart from the elimination of general deficiencies in the practice of participation – more and innovative ways and means must be found, particularly in the field of tourism, to improve the necessary participatory shaping of tourism projects, both structurally and methodologically.

⁴⁰ Beyer, Matthias (2003).

4.8 Peacekeeping

There is no development without peace. It was not least this commonplace but very true observation that led development cooperation to combine peacekeeping activities with development efforts. In addition, international organisations such as the UNWTO and the International Institute for Peace Through Tourism state that tourism helps promote personal contacts and friendship, thus leading to international understanding and peace. Looked at in this way, tourism can make an indirect contribution to peacebuilding through intercultural dialogue and international understanding. The studies undertaken by the Studienkreis für Tourismus und Entwicklung e. V. (see Chapter 2) found that German tourists show above average interest in intercultural relations.

However, there is still only little information as to which conditions must be fulfilled before true intercultural understanding can be achieved through interaction between people from different cultures. Within the context of a holiday programme it is also uncertain how intense and how frequent such interaction should be and what effects it actually has. There is still considerable need for research in this area.

The bomb attacks on tourists in Bali and Egypt in the past few years have shown that tourism can also be an impediment to peacekeeping activities, if its mere existence is used to justify religiously and politically-motivated terrorist attacks.

4.9 Rural Development

The aim of promoting rural development within development cooperation is to give impetus to the economic and social development of rural areas. Here, the focus of activities is primarily on the components of food security, poverty reduction, economic and employment promotion, sustainable agriculture and natural resource protection.



Rural development is one of the key activity areas in almost all development organisations. Considerable advances through tourism have been made, in particular, by including tourism in the establishment of local and regional economic cycles and directly integrating the rural population into tourism supply chains. This may result in the creation of new or additional jobs which contribute not only to poverty reduction, but perhaps also to the protection of natural resources by, for example, reducing the need for slash-and-burn and shifting cultivation through the development of alternative sources of income in tourism. The rural population could find work directly in the tourism business as employees or small entrepreneurs, or participate indirectly in tourism by working in such areas as construction, agriculture and souvenir production.

4.9

An important activity in this connection is the active promotion of (direct) sales of agricultural products to hotels, lodges and restaurants, which would also involve the (often necessary) quality improvement of local products.

Cambodia, for example, has seen enormous growth in tourism over the last years, thanks to its unique selling point, Angkor Wat. However, rice – the staple food in Southeast Asia – is still of poor quality in Cambodia, which is why most of the country's luxury hotel operators purchase the higher-quality rice they serve to their guests in Thailand. Promoting the cultivation of



high-quality rice in Cambodia and initiating business relationships between local paddy farmers and the hotel industry (either directly, or indirectly through intermediaries) might prove to constitute a profitable market with no less than four winners: the hotels (lower purchase cost thanks to reduced transport cost), the farmers (higher sales price for rice, higher-quality product, tourism as a new market), the local population (access to high-quality rice) and the environment (less energy-intensive transport means less environmental pollution). The list of positive synergistic effects between rural development and tourism could be extended at length.

There are many ways tourism can make an invaluable contribution to achieving development policy objectives in the field of rural development. Depending on the general conditions in the destinations, in some cases it might even turn out to be the only promising opportunity to provide impetus towards development. But as promising as the positive development effects of tourism may seem, it must not be overlooked that it neither evolves on its own nor does it represent a cure-all in rural development. Highly complex preliminary analysis of the viability and prospect of success of tourism development, as well as a high level of professionalism, are required to be able to fully exploit the multiple synergies between rural development and tourism. However, this is exactly the point that has – sometimes significant – room for improvement.

Debt Relief

4.10

Large debts have been impeding the development of the world's poorest countries for decades. The debt burden of some countries is indeed so crushing that interest and redemption payments are almost impossible to manage any longer, even with above-average economic growth.⁴¹

The money required for these payments is funnelled away from essential investments in the countries' own infrastructure, that is, from schools, hospitals, sewerage and power supply. Those who are the most affected are the poorest of the poor. Some countries spend nine times as much for debt servicing as on health care for their own people.

In 1996, the World Bank and the International Monetary Fund (IMF) launched a joint initiative to reduce the debt burden faced by the most indebted countries.

⁴¹ Source: www.bmz.de/en/issues/DebtRelief/index.html

At the 25th G8 Summit in Cologne in 1999, this initiative was extended at the instigation of the German federal government. At this Summit, the leading industrialised nations agreed on a comprehensive initiative to relieve the heavily-indebted poor countries (HIPC) of a large portion of their debts. The relief can be granted on the condition that a set of strict criteria – primarily in the area of good governance – are met. But another criterion could be, for example, the conservation of natural resources. A portion of a country's debts could also be cancelled if new protected areas are established or if existing nature reserves are advanced. Countries with attractive, intact protected areas thus contribute not only to nature conservation, but also, indirectly, to the promotion of (nature-based) tourism.

4.11 On-Location Education and Training

School and vocational education play a highly significant role in development cooperation, because they constitute the basic condition for development processes. Since tourism requires that development be managed successfully and sustainably, it depends heavily on an adequate level of education and training among the population.

Here, development cooperation can reinforce – also with regard to quality – the favourable capacities, in terms of the labour-intensive nature of the tourism sector and the enormous manpower potential in the developing countries, and help ensure that adequately trained local staff are available at all levels of the tourism industry. Apart from the highly important job training for the large number of “unskilled” workers, appropriate further training for qualified personnel in middle and upper management must be considered as well. For, contrary to the widely held view that the tourism industry offers only low-skilled jobs to locals, this sector does indeed provide many opportunities for career advancement and qualified employment for the local population.

This notion is also supported by GTZ studies of all-inclusive resorts in the Caribbean and Central America. One specific focus for development cooperation intervention in the area of education are school and vocational training which enable youth, women and poor population groups to find employment in the tourism industry. Such initiatives are also suitable for PPP projects. Another area to be promoted more strongly is that of further training for local tourism consultants.



While there is already a large number of dedicated local tourism consultants working in the developing countries, further training opportunities are extremely limited. As a result, the professional practical implementation of tourism projects often fails due to the local tourism consultants' insufficient level of education. Naturally, a similar situation applies to other local actors involved in tourism, such as protected area managers. Also, the specific support of educational tours and exchange programmes can contribute significantly to broadening local experts' horizons and deepening their knowledge, and might even turn out to be much more effective than expert workshops in the destinations.

4.12 Health

Promotion strategies addressing general health care and health education represent a major contribution of development cooperation to increasing average life expectancy, reducing infant and child mortality and improving the general health situation in developing countries. Combating HIV/AIDS must be a key priority in this context, as this pandemic has become a threat to the existence of entire societies. Health is yet another field that offers a number of linkages and synergies with tourism which should be considered more closely in the future.



For almost all tourists the aspect of health and health care plays a significant role in choosing destinations, particularly if they are located in developing countries. Therefore, a strong health care system is an important condition for a country's successful tourism marketing. It is, for example, a well-known fact among tourists

that Cuba – despite all its problems – has an excellent health care system. By promoting the health care sector, development cooperation can thus also contribute indirectly to strengthening the tourism sector.

With regard to combating HIV/AIDS, suitably tailored public awareness campaigns can be targeted to so-called prostitution tourists, to emphasise that they are partly responsible for spreading HIV/AIDS and that they can – and must – protect themselves and others from infection.

Tourism product development offers links as well, particularly in the area of health and wellness tourism. Traditional treatments, such as Asian massage and Ayurveda, can be important components of a package offer and thus help create jobs⁴². The knowledge about these traditional therapies is passed on to a large number of locally trained specialists, or even developed further. Development cooperation could promote training and further education opportunities in this area.



⁴² In response to increased demand, Sri Lanka is currently expanding its range of Spa and Ayurveda products. However, since the country has no training facilities whatsoever for therapist training and education and due to a shortage of skilled personnel, more and more well-trained Indonesian and Thai specialists now work in this field and hotel operators train their own staff without independent quality control.

4.13 Development Policy Education in Germany

Development policy education in Germany is aimed at a better understanding of people from other cultures, as well as at focussing on common interests and problems of the One World and promoting solidarity. Drawing on the observation that development policy education can no longer be reduced to the north-south divide, since development processes today are (culturally, economically or socially) connected worldwide, this is also called „global learning“.

As one of the world's leading tourism source markets, Germany has a significant responsibility in terms of travel to developing countries. Fortunately, almost all travel guidebooks provide detailed instructions on how to behave in the destinations, as well as on such aspects as poverty, national economy and history. Development policy initiatives like the promotion of the Sft's Sympathie-Magazine are a useful addition to this body of available information.

Apart from providing general information, development policy must focus more closely than ever on specific education and awareness activities on issues which are of particular importance in terms of the promotion and implementation of the sustainability objective in tourism in the context of developing countries and which have, so far, been inadequately communicated to the large majority of tourists. Among these issues are

- Energy and water consumption during holidays,
- Fair trade in tourism,
- Corporate social responsibility and tourism.

To this aim, development policy education in the field of tourism requires further conceptual and strategic development and, based on a professional and innovative communication strategy, the target group-oriented implementation (in close cooperation with the private tourism sector).



Fair Trade on Holiday/„fair unterwegs“ – Project of AKTE, Basel/Switzerland

The previous chapters of this study on the field of tourism in German development cooperation focussed on three components:

- Facts and trends of tourism to developing countries
- Status review of the field of tourism in (German) development cooperation
- Linkages between tourism and the primary goals and fields of activity in German development cooperation.

This chapter now identifies the areas in which the authors see need for action and provides specific strategic recommendations as to how the different areas should be dealt with in the future.

Both the need for action and the strategic recommendations were discussed between the participating institutions⁴³ at the GTZ expert workshop in Eschborn, Germany, on 19 June 2006 and considered appropriate to achieve the proposed goals.

Since, for reasons of capacity, it is impossible to deal with all areas simultaneously, it was decided during the workshop to prioritise the following fields of activity without, however, neglecting the general significance of other areas in doing so.

- Development of a set of guiding principles and determination of target groups
- Establishment of suitable conditions for the implementation of tourism projects (identification of countries and regions which are particularly suitable for tourism activities, specification of activities eligible for assistance, establishment of legal framework and good governance)
- Improvement of the institutional integration of the field of tourism within the development organisations (task team) and increased lobbying
- Establishment or strengthening of obligatory cooperation with bilateral and multilateral development organisations, as well as strategic partnerships with the private tourism sector (PPP)
- Evaluation and monitoring of tourism projects and development of practicable tools; Revision of currently ongoing tourism projects

In addition, the following fields of activity are to be considered:

- Strategic and conceptual development of development policy education
- Expansion of research activities in the field of tourism



⁴³ Moderated by the Eberswalde University of Applied Sciences, the workshop was attended by representatives from BMZ, GTZ, CIM, DED, BfN and KfW.

5.1 Development of a Set of Guiding Principles and Determination of Target Groups

a) Combination of the principles of sustainable tourism with the objectives of development policy to a set of guiding principles for the field of tourism in development cooperation

All development organisations conduct their activities in the tourism sector according to the principles of sustainable tourism. However, the conceptual and strategic combination of these principles with the objectives of German development policy has only been partly achieved in the past, which is probably one of the main reasons why the field of tourism is still less accepted within development cooperation. It is therefore necessary to develop a set of guiding principles from which to derive what sustainable tourism means in the context of development cooperation and what the overarching goals and guidelines are in the field of tourism.

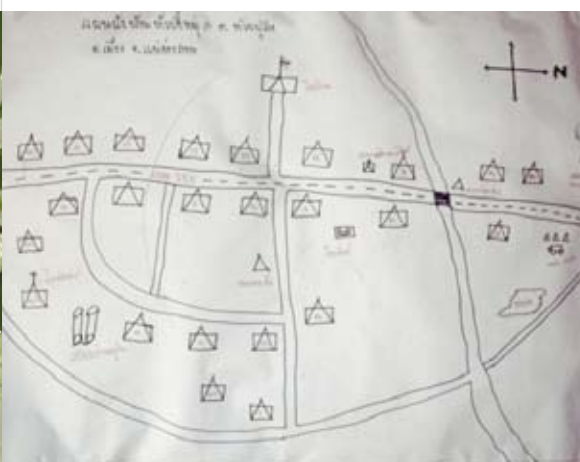
Strategic recommendation

The set of principles to be developed should make clear that it is not tourism promotion itself but rather the promotion of sustainable effects through tourism which is intended to be achieved. To this end, it must be de-

termined how the tourism industry may contribute to sustainable development and to the achievement of certain goals of development policy, and what options exist for the effective involvement of development cooperation organisations in this process.

b) Determination of relevant target groups of tourism activities in development cooperation

Two arguments often used against greater involvement of development cooperation in the field of tourism are that German development cooperation is not concerned with industrial development and that the tourism sector is thriving without its support. These arguments, however, are based on the assumption that the promotion of tourism projects exclusively benefits the private tourism industry, which is factually not the case. Also, in assessing the stability and the integrity of the tourism sector, too much attention is given to the activities of transnational tourism companies and the development of mass tourism, whereas the often difficult situation of small and medium-sized tourism businesses and of local and regional tourism initiatives is largely neglected. From a strategic point of view alone, it is therefore absolutely imperative to identify relevant target groups of tourism activities, to prove to the critics who the actual primary beneficiaries of development policy activities in the field of tourism ought to be.



Apart from that, however, it is also necessary, in general, to agree on primary target groups in order to be able to develop a transparent and consistent concept for the field of tourism.

Strategic recommendation

When determining relevant target groups, it should be made clear that although the primary target group of development cooperation – i.e., poor, underprivileged and marginalised people and population groups – are also the focus group of tourism projects, this group alone can neither guarantee the success of such a project, nor be its sole beneficiary, which is why other target groups must be taken into consideration as well. This includes inbound agencies, local tour guides, national, regional and local tourism authorities, municipal administrations, NGOs, hoteliers, caterers and local tourism consultants, as well as groups of the informal sector, such as taxi drivers and street vendors. Relevant target groups should be determined and specified on the basis of a differentiated target group analysis. It is further recommended to provide a description of the development policy objectives which are to be achieved, or which seem reasonable to pursue, for certain target groups within the field of tourism.

more closely on identifying countries or regions which offer particularly favourable conditions for tourism activities as a part of development cooperation.

Strategic recommendation

The identification should be based on a set of criteria which permit the assessment of the tourism-relevant conditions in and the tourism potential of the different countries and regions. This method also provides the opportunity to determine focus regions which are eligible for transnational destination promotion, such as the GTZ project FODESTUR in Central America.

b) Determination of focus areas, activities and forms of tourism eligible for assistance with a clear prioritisation

The previous status review showed that the field of tourism involves a whole range of activities (such as product development, master plan development and training workshops) with no clear prioritisation apparent. It further shows that, as far as the different forms of tourism are concerned, the focus is clearly on niche products, such as ecotourism and community-based tourism, whereas forms of mainstream tourism to developing countries (such as resort, all-inclusive and cruise tourism) are almost entirely neglected. It is therefore necessary to decide not only which activities in the field of tourism (with due regard to country-specific conditions) should be considered as crucial and particularly eligible for promotion and thus should be given priority in the future, but also whether other forms of tourism besides niche products (specifically in the area of mass tourism) should be included in the scope of development policy activities in tourism as well.

Strategic recommendation

In determining fields of activity eligible for promotion, much greater priority should be given to the areas of

5.2 Establishment of Suitable Conditions for the Implementation of Tourism Projects

a) Identification of countries and regions which are particularly suitable for tourism activities of development cooperation

In the past, the funding of these activities mainly followed the principle of „equal shares for all“, with tourism-specific issues and criteria playing a rather marginal role. In the future the focus must be much



tourism marketing, sustainable destination planning and management, sustainable corporate management and the training and education of local actors and experts by development workers.

Additionally, it is urgently recommended to consider more closely the area of mainstream tourism and its specific characteristics, as well as to promote projects concerned with the components of mass tourism and its potential benefits to the local population.

Considering the sparse data on „net benefits“ to the local population, it is further suggested to analyse and scrutinise how meaningful the promotion of niche products really is in terms of development policy. It must be noted in this context that it is absolutely possible for special tourism segments to gain enormous economic importance, as is seen in the examples of ecotourism in Costa Rica, trekking and mountaineering in Nepal, and safari and hunting tourism in East Africa. Also, niche products in the form of pilot projects can be used for the testing and deployment of new technologies and management approaches regarding, for instance, the use of renewable energy.

c) Establishment of legal framework and good governance

Very often well-intended tourism plans fail due to a legal framework which is too removed from reality or is entirely non-existent. This particularly applies to issues of land rights in the field of tourism, as well as to a lack of political framework, such as poorly funded tourism ministries and missing sustainable tourism strategies at national and regional levels. Not least, tourism provides a whole array of opportunities for responsible-minded political decision-makers in developing countries to demonstrate their willingness to exercise good governance.

Strategic recommendation

In the past, the promotion of legal framework and good governance has been almost completely neglected within the field of tourism and development cooperation. It is suggested that an initial exploratory study to research and analyse the issues and areas of work within this thematic context should be conducted, in order to determine deficiencies and problem areas and formulate recommendations for further action.

5.3 Improvement of the Institutional Integration and Increased Lobbying

a) Improvement of the institutional integration of the field of tourism within the development organisations and advancement of the Tourism and Development Cooperation task team

In view of the growing importance of tourism to developing countries and the associated involvement of donor and partner countries, it is necessary to strengthen and improve the institutional integration of tourism within the development organisations. An essential aspect in this connection is the internal networking between the field of tourism and other fields of activity of the respective development organisation.

The Tourism and Development Cooperation task team, which was established in 2005, is a committee whose composition suggests that it may well be suitable as a future inter-organisational discussion and exchange platform for German development cooperation in the field of tourism. For the task team to be able to achieve this, the committee will be required to establish a functional organisational structure and determine well-defined goals as well as a scope of duty and responsibility.

Strategic recommendation

In order to improve the institutional integration, it is recommended that all of the development organisations each maintain at least one contact person for the field of tourism. These persons would not only be in charge of conceptual tasks, internal information exchange and the strategic coordination with other fields of activity within their organisation, but also act as external communications managers and representatives of the Tourism and Development Cooperation task team.

Ideally, the central contact person should work in the department of the respective development organisation in which issues of tourism play the most significant role. It should also be determined what realistic options exist to involve additional staff in the different development organisations directly or indirectly in the field of tourism, since one central contact person would certainly be hard-pressed to manage the entire operational business single-handedly.

The designated BMZ department official is generally responsible for all the organisation of the task team, with the responsibility for achieving results in the task team also being with BMZ and the existing decision-making responsibilities in the participating organisations remaining otherwise intact. If possible, the core team should make use of electronic communication and networking such as newsletters and internet forums, as well as convening quarterly meetings to discuss relevant issues. In addition, representatives from other institutions, such as the federal ministries and NGOs, should be invited to task team meetings as well, in order to exchange opinions and information, discuss possible cooperation scenarios and coordinate strategies.

b) Inter-organisational and coordinated lobbying to strengthen the field of tourism within German development cooperation

In light of the still rather peripheral position of the field of tourism within development cooperation and the often polarised, intense and emotionally-charged debate on the relevance of tourism in development policy, it is of the essence to constructively influence the debate through targeted lobbying. The primary objective should be to convincingly highlight the

opportunities tourism has to offer for development cooperation while not ignoring possible risks.

In addition, all the development organisations must maintain a consistent, fact-based line of argument to ensure that the lobbying efforts will achieve the desired results and so help strengthen the field of tourism within development cooperation in the medium and long term. The relevant people and institutions qualifying as target groups for lobbying should also be identified, and strategic decisions must be made as to how lobbying itself should be best used to ensure success.

Strategic recommendation

It is recommended to prepare a publicly available position paper regarding the field of tourism which will serve as a basis for lobbying and, drawing on this study, outline the main lines of argument as well as the primary policies, target groups and fields of activity. Other activities to be considered in the context of lobbying include consulting with key persons and institutions, increasing committee work, the systematic cultivation of press contacts, joint appearances at trade fairs, organisation of workshops and conferences and the preparation of publications and academic articles. The Tourism and Development Cooperation task team should have primary responsibility for all of the lobbying.

5.4 Establishment and Strengthening of Binding Cooperation Agreements and Strategic Partnerships

a) Cooperation with bilateral and multilateral development organisations

One of the primary objectives of German development policy, as outlined in the BMZ Action Plan⁴⁴, is increased efficiency and effectiveness of German cooperation, particularly with respect to the implementation of the Millennium Declaration. To this end, BMZ, in collaboration with GTZ and KfW, has actively engaged in international discussion regarding the harmonisation of donor practices over the last years. The authors would expressly welcome a platform for all partner countries and bilateral and multilateral donors involved, which would allow the efficiency and effectiveness of the cooperation to be increased while reducing transaction cost. This method is intended to contribute to the development of practicable, streamlined, partner-oriented solutions to primarily produce country-related effects.

One of the central tasks, whenever possible, is to spare partners any unnecessary workload resulting from different and confusing donor procedures. According to the BMZ Action Plan, options to conduct joint country and sector analyses, and joint appraisals for projects, programmes and focal area support, to adopt common monitoring and to conduct joint evaluations should be advanced as „good practices“ in German development.

In December 2005, a memorandum of understanding on sustainable tourism was signed between GTZ, UNWTO, the French Directorate for International Development Cooperation (DGCID) and SNV. GTZ is also member of the Pacific Asia Travel Association (PATA), Committee of Sustainable Tourism. The World Bank has expressed interest in cooperation as well. To date, however, little to no use has been made of these forms of cooperation at the operational level.

⁴⁴ Source: BMZ, Division of Development Education and Information (2003): Harmonisation of Donor Practices in German Development Cooperation. Action Plan. Bonn [www.bmz.de/en/service/infothek/fach/spezial/spezial074/spezial074_90.pdf]

Strategic recommendation

It is highly recommended to cooperate with international organisations in the joint implementation of development programmes in the field of tourism.

Parallel to or after the preparation of a position paper, it is suggested that the German development organisations convene meetings of the Tourism and Development Cooperation task team to jointly develop and coordinate strategies to stimulate cooperation and networking with other bilateral and multilateral development aid organisations.

In this context, it is recommended not only to strengthen and revitalise existing cooperation agreements, but also to seek cooperation with new partners with an interest in joint development activities, who are also oriented towards the regional and conceptual focal areas outlined in the German position paper.

b) Strategic partnerships with the private sector

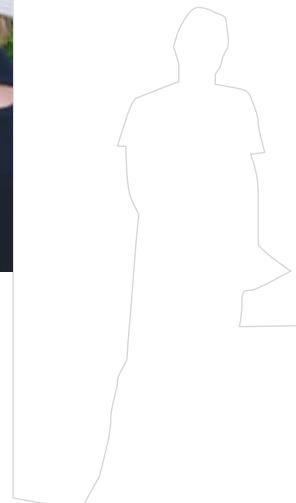
Cooperation with the private sector is still a rather new field of activity in German development cooperation in tourism, which the German development organisations have agreed to expand in the future. Another important factor in this context is the establishment of private-public partnerships (PPP). So far, however, neither the exact role of the development organisations has been defined (that of a catalyst for PPP programmes or a public partner in a PPP programme or a recipient of external funding from the private sector), nor have the areas or forms of tourism designated for future involvement been specified (niche products such as ecolodges and/or large-scale tourism such as all-inclusive facilities).

In addition, the German private tourism sector has repeatedly complained internally that although there is a general interest in cooperation, the development organisations' approach to such collaboration efforts is too inflexible and unprofessional.

Another field of activity is the increased development and implementation of environmental and social standards in tourism, which is closely related to the goal of better sensitising the tourism industry to its responsibility for the economic, ecological and social dimensions of its activities in the sense of corporate social responsibility (CSR).

Strategic recommendation

Close collaboration between development organisations and the private tourism sector in the above-mentioned areas is highly recommended in every respect, since it allows them to significantly enhance the efficiency not only of development policy activities. However, in order to further increase and professionalise such cooperation, a strategic concept with clearly defined policies should be developed which outlines different scenarios for possible collaboration, defining general conditions suitable for both parties involved.



5.5 Evaluation and Monitoring of Tourism Projects and Development of Practical Tools for Their Implementation

a) Development and adaptation of suitable tools and methods to plan and evaluate/monitor activities in the field of tourism

The urgent need for an extended portfolio of methods to assess tourism activities is not least reflected in the general cross-sectional and project evaluations the development organisations have undertaken over the last years. KfW, GTZ and DED studies of resource conservation projects show that ecotourism may be a central element of sustainability strategies for protected areas, but its efficiency should not be overrated. For, as experience shows, the tourism potential is often overestimated in practice or involves too many risks (which is particularly true for protected areas in conflict areas).

Apart from assessing the reasonability of tourism projects, with regard to methodology the focus should also be more specifically on the project implementation level and the final project evaluation. Experience shows that, particularly in the area of ecotourism, there are often major shortcomings in the marketing of niche products which become manifest after or even during project implementation. This is explained either by tourism product design which does not meet market needs (too narrow focus on offers or inadequate target group orientation), or the lack or poor state of appropriate distribution and communication channels in the destinations.

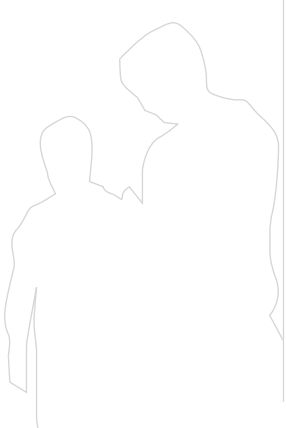
Strategic recommendation

In order to further improve the efficiency of tourism projects and to avoid, or at least minimise, misallocation and undesirable development in project selection and implementation, it is suggested right from the outset, if possible, to integrate more strongly than before tourism-specific issues into existing evaluation and monitoring methods, or even to establish an altogether independent monitoring system for tourism projects.

In terms of methodology, this would require the development of a pool of criteria and indicators which must

- consider economic, social and environmental issues,
- meet the requirements of different forms of intervention in tourism and
- be suitable to assess the reasonability of tourist intervention, as well as the implementation and final evaluation of a project.

In addition, it seems recommendable to also perform (if possible, inter-organisational) cross-sectoral evaluations of a larger number of tourism projects, to be able to assess the effectiveness of tourism activities not only at the project level, but also more comprehensively, for instance, when considering ecotourism. This could serve as a basis not only for enhanced documentation and evaluation of the importance of tourism projects in terms of development policy, but also to periodically adapt the strategic orientation of the field of tourism and to improve evaluation and monitoring methods.



b) Development and adaptation of suitable instruments for the practical implementation of activities in the field of tourism

The implementation of tourism projects is usually commissioned by individuals who already have some experience in this area. Very often initiators also simply make decisions concerning project implementation intuitively, without any coherent concept. With the exception of the above-mentioned GTZ guidelines on complementary tourism project measures in the areas of rural development and nature conservation, no sets of criteria or guidelines exist that local and international tourism consultants can use in the implementation and completion of different areas of activity in tourism.

Strategic recommendation

A set of criteria or guidelines should be developed in close cooperation with the research sector which could serve as a frame of reference for different fields of activity in tourism (master plans, local tourism concepts) and which would have to pay particular attention to the areas of evaluation/monitoring and participation in tourism projects.

c) Comprehensive revision of previous activities in the field of tourism

Since, to date, no comprehensive revision of past activities in the field of tourism has been performed, there is no substantial information available that could serve as the basis to analyse the merits and shortcomings, or the risks and opportunities of previous tourism projects.

Strategic recommendation

A comprehensive and transparent revision must be conducted which allows the impacts of previous tourism projects to be carefully analysed, in order to avoid

past mistakes (Lessons Learned) and share positive experience. The results can then be used to develop a set of tools and methods for the implementation of tourism projects.

Strategic and Conceptual Development of Development Policy Education in the Field of Tourism 5.6

In the past, the focus of development policy education in Germany has primarily been on general awareness and sensitisation campaigns (through, for example, the *Sympathie-Magazine*). So far, only few educational efforts have been made which reach a much wider public and focus explicitly on the promotion and implementation of the sustainability objective in tourism, specifically in developing countries. While several institutions and non-governmental organisations have addressed the issues of sustainability in tourism, most of these issues concerned individual initiatives without a coherent overall concept and with little focus on developing countries and their particular situation. Apart from that, however, it may be doubted whether the previous strategies and initiatives have reached the general public.

Strategic recommendation

Development policy education in the field of tourism should be conceptually and strategically developed and implemented with due regard to the specific target groups, using an innovative communication concept (in close cooperation with the private tourism sector). This specifically includes professional campaigns to generate broader public appeal. The conceptual and strategic aim in this context is to concentrate essential issues of sustainability in tourism into a coherent, overarching concept focussing on the situation in developing countries.



5.7 Significant Expansion of Research Activities in the Field of Tourism

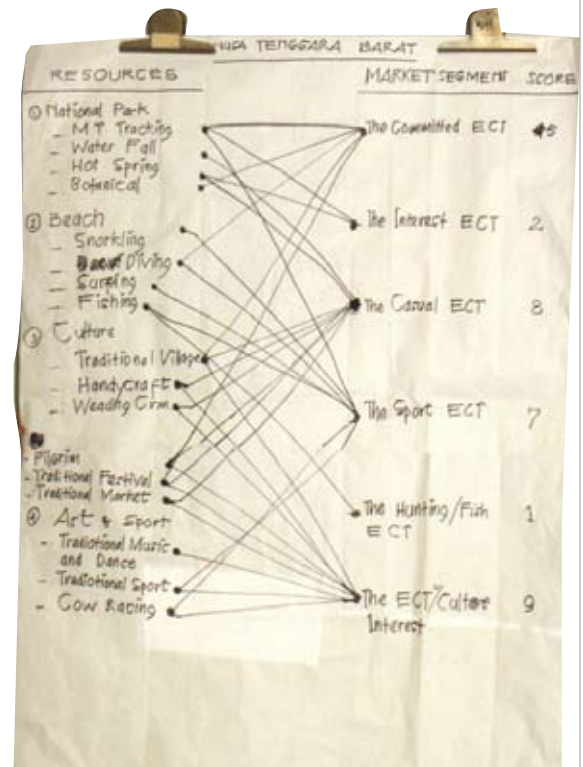
Over the past decade, there has been a conceptual discussion with different stakeholders worldwide regarding the impact of tourism and the conditions for achieving sustainable tourism. Several projects, most of which were concerned with niche products in the areas of community-based tourism and ecotourism, were implemented in the last few years. However, there are relatively few research results and findings concerning the economic, social and environmental impacts of sustainable tourism.

Strategic recommendation

Expanded research activities, from exploratory research to in-depth cases studies, are urgently required to evaluate and improve the impacts of sustainable tourism and to further the conceptual discussion on the subject. The key issues to be taken into consideration in this respect include the general socio-cultural effects of tourism, tourism and poverty alleviation and the comparative environmental balancing of tourism with other industrial sectors. In addition, it is necessary to develop research-based evaluation schemes for tourism projects.

To this end, German development cooperation could also seek collaboration with two or three German and foreign universities to establish a network that would then allow conceptual and organisational coordination.

A large number of students, postgraduates, lecturers and professors involved in the field of tourism show keen interest in this area of research, but do not usually have direct access to these projects. Here, the development organisations could assume the role of mediator. The research cost incurred would be paid by both sides or be funded through common research.



6 Closing Words

The promotion of sustainable development is one of the key objectives of German development cooperation and is generally regarded as a process which involves successful economic management as well as equal distribution of opportunities and sustainable use of natural resources.

The term "sustainable tourism" in the German development organisations' proclaimed objectives implies that their involvement in the tourism sector is both strategically and practically oriented towards the implementation of the overarching objective of sustainable development.

As used here, the term "sustainable tourism" seems to imply that the tourism sector is capable of achieving the objective of sustainability on its own. However, this is only true to a point. Tourism and, consequently, sustainable tourism in particular, represent cross-sectoral tasks involving almost all policy areas (including economic, transport, regional planning, environmental protection, consumer protection and, not least, development policy itself) and thus different (often divergent) interests.

Reaching a consensus between these areas (particularly at an international level) is perhaps one of the greatest challenges in the process of achieving more sustainability in tourism, especially as this requires one to take into consideration the interests of both the tourists and the host communities. Therefore, the guiding questions for development policy are how the tourism sector can, and should, contribute to sustainable development, and what development cooperation can do to facilitate this process effectively – be it through either direct activities or through closer integration of tourism with other fields of activity of development cooperation.

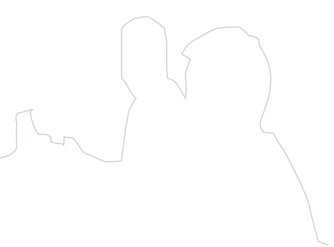
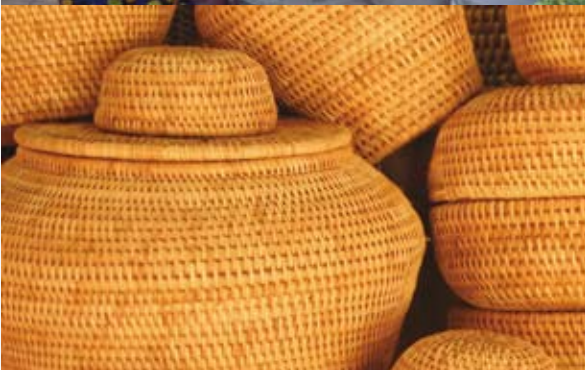
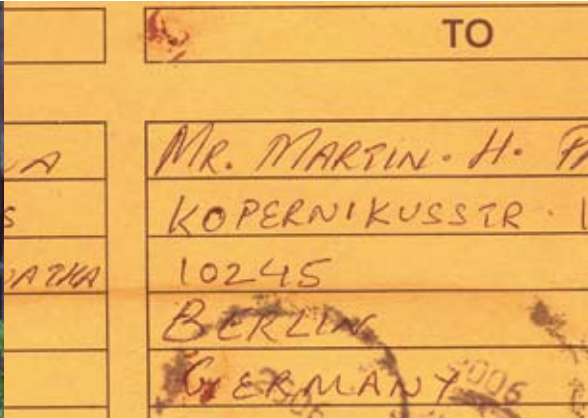
This will offer several opportunities for an even closer linking of the promotion of sustainable development

as a key objective of German development policy and involvement in tourism (through, among others, promoting renewable energies, creating multiplier effects in local and regional economies and introducing codes of conduct).

One of the things the German development cooperation has found regarding its involvement in the tourism sector is that walking the thin line between the normative claim and the often required pragmatic approach to promoting and implementing more sustainability initiatives in tourism also entails the risk of appearing inconsistent and thus losing credibility, though credibility is not necessarily at stake if the issue of inconsistency is actively addressed and clearly identified.

The situation would become critical, however, if certain levels of progress on the way to more sustainability were to be passed off as successfully implemented development strategies without simultaneously pointing out (perhaps severe) adverse side effects which might even jeopardise the supposed success. Making possible inconsistencies as transparent as possible, addressing conflicting objectives, risks and deficiencies openly, and demonstrating the willingness to overcome them are therefore indispensable prerequisites for the development cooperation in its efforts to lend credibility to the objective of sustainability in tourism and thus achieve a greater effectiveness.





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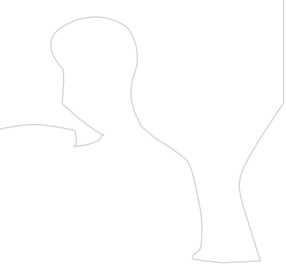
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