

Index, and conferences on specific topics (most recently, on hospitality financial management).

Further information on the School's academic programmes and research projects may be obtained from James J. Eyster, assistant dean for academic affairs; on School publications, from the Sales Office, *The Cornell H & R A Quarterly*, on seminars and conferences, from Peter Rainsford, assistant dean for external affairs;

on undergraduate admissions, from Cheryl S. Farrell, director of admissions; and on graduate programmes, from Marianna Desser, director of the M.P.S. programme.

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Organization

United Nations – projects from Benin to Bali

Technical assistance for tourism in developing countries comes under the auspices of the UN Development Programme. Of the about 4700 projects that the Programme runs tourism specifically accounts for 137 although there are also spin-offs from other funded projects such as communications and transport. Tourism is an especially important part of the UNDP's efforts in developing countries as Daphne Miller, of the UNDP Division of Information, reports.

Along the Andean cordillera, from Panama to the southernmost tip of Chile, newly trained experts are restoring and preserving the region's priceless legacy of colonial and pre-Colombian art. In West Africa, the people of Benin are transforming land threatened by desertification into national parks, hunting regions and woodland reserves. And on the Pacific island of Bali—with its ancient Hindu temples and a rich artistic tradition—village leaders are beginning to help formulate development policies which for years were controlled by outsiders.

All these projects are supported by the United Nations Development Programme (UNDP), in co-operation with developing countries, to promote the growth of tourism on every continent and on the islands of many oceans. The projects are carefully planned as part of national development strategies to increase overall economic

productivity and to improve the quality of life through better use of natural resources and human talents.

Promotion of the tourism industry is a small but important part of UNDP's efforts in developing countries. As the world's largest multilateral technical cooperation programme, UNDP currently supports about 4700 projects in 154 developing countries and territories of Africa, Asia, the Arab states, Latin America and parts of Europe. With voluntary contributions from almost every government, and in close collaboration with 35 UN agencies, the Programme's activities range the economic and social spectrum from agriculture, industry, energy production and employment to health, housing and trade, to communications, transport, integrated rural development and long-term national and regional planning.

Over the past decade, UNDP

Research centre profile/ Organization

has supported some 137 projects in the tourism sector, to which it has contributed over \$20 million. These projects have been carried out by a number of executing agencies, principally the World Tourism Organization (WTO). Paying particular attention to the interests and needs of developing countries, the WTO promotes the orderly and sustained growth of tourism as an important catalyst for economic growth and diversification. It provides a clearing-house for the collection, analysis and dissemination of technical tourism information, including statistics, market studies, details of tourism legislation and regulations, and development planning studies; encourages, carries out and publishes research studies on all matters relating to international tourism; assists government tourism agencies create and operate official tourism organizations; and contributes to the establishment of adequate training programmes, seminars, study commissions, task forces and other means for focusing up-to-date information and expertise on matters relating to the development of tourism.

In 1980, WTO convened a World Tourism Conference in Manila, Philippines, to consider the responsibilities of states for developing and enhancing tourism. The conference concluded by adopting the Manila Declaration, which has become the yardstick against which most of the world's tourist development policies are measured.

Among other things, the Manila Declaration emphasized the importance of establishing a place for tourism within the development strategy of a country. It also acknowledged that development of tourism must not be prejudicial to the social and economic interests of the population in tourist areas, to the environment or to natural resources, or to historical or cultural sites.

In conformity with these principles, UNDP underwrites projects

Organization

which will foster controlled tourism development while ensuring well dispersed growth and providing new opportunities for employment and earnings. UNDP's comprehensive tourism assistance can be broken down into five areas.

Conducting feasibility studies of regions which could be developed for tourism. Studies examine local tourism potentials, forecast the amount of investment required and the probable return, and make recommendations for development.

Drawing up a master tourism plan for a country to ensure that the needs of the local population are met, as well as those of the tourist.

Training of personnel who come in contact with the visitor, such as hotel and restaurant employees, those working in ground transportation and immigration officers.

Preserving and fostering cultural heritage for the enjoyment of tourist and local population alike.

Preservation of wildlife and national parks so that their natural resources—a main tourist attraction and source of revenue and pleasure for nationals—remain available and unspoiled.

Feasibility studies

Noting that there are many barriers to the development of tourism, the Manila Declaration calls on nations to "determine and study these constraints, and adopt measures aimed at attenuating their negative influence". One of the countries which UNDP has helped to carry out such studies is Morocco.

Morocco

With coastline, mountain and desert and a rich cultural tradition, Morocco has become a favourite tourist spot. Some two million tourists are projected to visit in 1983. The steady increase of foreign arrivals has been accompanied by a growing investment in the tourist industry.

To determine how this capital could be best invested, the Moroccan government, with UNDP/ILO (International Labour Office) support, conducted a major indepth study in 1981. The report recommended new tourist accommodation facilities and the expansion of training institutes for hotel staffs. A \$1 million World Bank loan approved to finance new hotels is expected to generate \$128 million annually in additional foreign exchange earnings. Some 28 000 new jobs will also be made available.

Tourism planning

The Manila Declaration emphasizes that "Tourism is considered an activity essential to the life of nations because of its direct effects on the social, cultural, educational and economic sectors of national societies and their international relations". Because of its importance, countries should give "increased attention" to the development of national tourism plans "with a view to ensuring the orderly growth of tourism in a manner consistent with the other basic needs of society". The importance of this is well illustrated in the case of Bali.

Bali

Bali, situated off the eastern tip of Java in the Indonesian archipelago, is steeped in cultural tradition. Most Balinese live in villages dotting the island and their primary loyalty is to their hamlet (*bandjar*), its leader and a hierarchy of Hindu temples. Dance, art and music play a large part in the daily life, which until recent years has been insular, with Balinese having neither the need nor the motivation to leave their villages.

Throughout the 1960s, the Balinese response to tourism was spontaneous, uncoordinated and dependent on local resources and initiative. Deciding that planned development was preferable to uncontrolled growth, the central government of Indonesia hired a consulting firm, SCETO, to pre-

pare a master tourism plan for Bali. UNDP agreed to finance the plan, which was to be executed by the World Bank.

The plan was adopted in 1972 by the central government, and results illustrate how carefully tourism activities must be handled in the light of available experience to prevent the backlash from outweighing the benefits. Thus, while this plan has altered the face of tourism on the island for the better, many questions have been raised by Raymond Noronha, Cultural Adviser to the Bali Tourism Development Board (BTDB), who believes that the Balinese way of life as well as its culture are at stake. The problem, as Noronha sees it, is directly related to the way tourism has been organized, rather than from the increased number of tourists who visit the island.

Decision making for tourism development, he says, is increasingly being determined by outsiders—specifically Indonesians from Jakarta and transnational corporations—with the Balinese becoming relegated to the role of employees. Facts bear this out. Tourism enterprises directed and owned by outsiders are steadily growing: they control tourists' itineraries, the ships they visit and which Balinese dance troupes are commissioned to perform. Ownership of lands and hotels is passing out of Balinese hands, with big hotels replacing smaller, family-owned operations, and land speculation driving the prices out of reach of the local population. Costs for ebony and sawo, the two woods native carvers need to ply their craft, have tripled. No longer able to afford to stock their own supplies, woodcarvers are becoming increasingly dependent on art shops for work. The *bandjars* who compete for dance contracts with hotels are subject to control by travel agents who decide on the type of dance and duration of performance, the dancer's costumes and the salary.

These problems notwithstanding, the Balinese want tourism,

having seized every opportunity offered to them to adapt their styles of art and dance to the tourist. They have created an alternative to the costly hotel—'the home-stay'—and have introduced the 'bemo', a three or four-wheel transport vehicle, as well as the motorcycle in areas where transportation is scarce. From the taxi driver to the Balinese who has batik to sell, they are willing 'guides', eager to share knowledge of their island.

Indeed, to some degree, tourism seems to have reinforced the islanders' cultural traditions and ethnic identity. Although their cultural events attract tourists, these customs are not dependent on the presence of the tourist and, in fact, would take place were there no tourism at all. Any income earned from a public performance or from the sale of crafts is channelled back into the *bandjar* and the village temples, permitting the Balinese to strengthen their most important institutions by doing the things they have always done—dancing, painting and carving.

Protecting the culture

Although tourism has promoted the cultural identity of the Balinese, the people need a greater voice in directing the industry lest they should find themselves in a position of forfeiting their cultural identity. Noronha believes it is not too late to alter the direction of tourism in Bali, so that Balinese can be involved in and can truly benefit from the process. For that to happen, however, the BTDB, which was created to give the Balinese a voice in tourism development, must fully represent the islanders, he says.

Balinese leaders are now being consulted on the formulation of master tourism plans. In future, they must continue to be linked with the decision-making process so that they can determine the resulting social costs of tourism development. Only then will the pessimistic conclusion of the

SCETO report—that the cultural traditions of Bali "will probably have disappeared by 1985"—be disproved.

The situation in Bali has demonstrated the importance of including the local population in formulating tourism plans. Realizing this, the Directorate General of Tourism of Indonesia has now made it policy to take this factor into consideration for other islands.

Caribbean Tourism Research and Development Centre (CTRC)

In addition to directly funding projects for individual nations, UNDP is also involved with cooperative endeavours. The Programme's participation in a plan to expand regional tourism promotion in the Caribbean is an example.

For the Caribbean countries, with limited natural resources, the expansion of the tourism sector is of critical economic importance. With tourist arrivals to the Caribbean rising annually at a rate of 4–6 million between 1970 and 1980, and foreign revenue for these countries at \$1.5 billion in 1981, promotional efforts promise to yield even greater returns.

Thousands of North American and European travellers search for a retreat to warmer climes during the winter months. The Caribbean region competes with Mexico, Hawaii and the southern USA. The region also vies with certain African countries and the Canary Islands for the European traveller.

Due to a lack of adequate funds and know-how, many less developed countries in the Caribbean have been unable to mount effective promotion marketing campaigns. In response to this, in 1979 the Caribbean Group for Cooperation in Economic Development recommended the launching of publicity programmes for Haiti, the Dominican Republic, Surinam, the Netherlands Antilles and the Commonwealth Caribbean. With UNDP/World Bank support, a promotional programme was prepared.

Approved by the Council of Ministers of the Caribbean Common Market (CARICOM) in 1980, the programme projected total regional tourism promotion expenditures of \$15 million over five years. Donor contributions totalling some \$8 million were requested in support of the programme. In early 1983 the European Economic Community (EEC) approved \$4.6 million in support of the programme.

To be implemented by the Centre (based in Barbados) over a three-year period, the programme is aimed at improving the quality of the Caribbean tourism product. By itself, UNDP is funding a project being executed by WTO for the post of a regional tourism adviser based at CTRC. The adviser assists CTRC in its day-to-day activities, with special responsibility for the statistical programme; and provides technical assistance to CTRC member countries in tourism and related fields.

In addition to assisting in CTRC's continuing programme of activities—much of it linked to various aid programmes such as the North American Demand Study, the European Demand study, the IDRC economic impact studies and the USAID financed agro-linkage studies—a number of other programmes have been initiated. These include:

- *Desk research programme:* papers were produced on the following topics: "Visitor expenditure in the Caribbean" (third edition now in progress); "Tourism employment in the Caribbean" (second edition completed); "Airport and port charges in the Caribbean" (first edition in 1982); "Check list of Caribbean Tourism Studies" (second edition completed in 1983).
- *Statistical programme.* Three statistical reports in a new format have now been issued. Supplementing this annual publication, a bi-monthly news sheet entitled *Statistical News*

Organization

has been started. This now circulates extensively in the Caribbean.

- *Provision of technical assistance in the Caribbean.* During the first two years of the project (May 1980–March 1982) technical assistance missions were undertaken to the: British Virgin Isles (economic and environmental impact of yacht charter industry); Montserrat (work plan for the tourist board); St Vincent (study of beach erosion following hurricane 'Allen'); Dominican Republic (computerizing of tourism statistics); Curacao (visitor survey); Dominica (visitor expenditure estimates); Dominica (work plan and budget); St Vincent (organization of tourism department); Haiti (assistance in tourism marketing); Bahamas (study on agro-tourism linkages); US Virgin Isles (paper on future of tourism in USVI); Curacao (discussion paper on future of tourism); Turks and Caicos (work programme for Tourist Board); Antigua (economic impact of sailing week); St Lucia (organizing tourism statistics); Trinidad and Tobago (advisory services in connection with new cruise ship pier at Chaguaramas).

Training personnel

One constraint in development of tourism is lack of skilled and experienced people. Here, the Caribbean experience is again illustrative, with the training of personnel to work in this sector becoming a development priority. Consider the case of Jamaica which, until recent years depended on the sale of its major exports, bauxite and alumina, for foreign exchange earnings. As export sales suffered a sharp drop and unemployment climbed, Jamaica found itself in a recession. "Tourism was immediately perceived as one of the keys to economic recovery", noted Donald G. Bryce, the Permanent Secretary of the Ministry of Tourism during a recent interview in his office.

The government quickly moved to promote the attractions of the island. After only one-and-a-half years of advertising Jamaica as an island with a plentiful reserve of beaches, waterfalls and friendly people, the tourist industry boomed. Bryce states: "I don't think in our wildest dreams that we thought the burden we placed on tourism would arrive so quickly". But this is what has happened. According to Bryce, Jamaica has registered more growth in the industry than any other Caribbean island.

Bryce credits two factors as responsible for the complete turnaround in the tourist industry and the consequent economic recovery of the island. First, he cites the refurbishing of hotels, upgrading of rental villas and apartments and improvements in ground transportation. Second, and the most important, is the establishment of a training programme suggested by the WTO for personnel throughout the industry, begun in 1982.

"We trained some 860 persons in the industry in three months time", he says. "The word from the hotels is that it has had a tremendous effect on motivation and attitudes throughout the industry." The first phase of the programme corrected "a lot of attitudinal problems", notes Bryce. The next phase will emphasize supervisory skills. UNDP is mobilizing resources to help fund the second part of the programme.

Jordan

In the Middle East, Jordan has also been experiencing rapid economic development due to an enormous increase in foreign exchange earnings, which jumped from \$55 million in 1974 to \$512 million in 1981. Much of this currency has been brought into the country by foreign visitors who come on business and for pleasure. In recent years, Amman, the capital city, has served as a principal staging area for tourist trips to various sites of interest including excursions across

the Jordan River into the Holy Land, as well as a centre for business and international conferences.

Consequently, the government has accorded top priority to the development of tourism and accommodation facilities. The main problem Jordan faced was a lack of skilled personnel, which forced it to import foreign labour, thus putting a drain on foreign currency supplies. To meet this shortfall, the government created a Hotel and Catering Training Centre in 1976, which trained basic level personnel in food production, food and beverage service, front office duties and housekeeping.

In the early 1980s, with UNDP assistance in a project executed by ILO, Jordan established the Hotel and Tourism Training College in Amman which requires students to work in the adjoining hotel as part of their training. In June 1983, the first class graduated, with some 285 students joining the industry.

Antigua

In St John's, Antigua, UNDP assisted the government to set up a similar institution. A Hotel Training Centre was established in the summer of 1981 in a project carried out by the ILO, to train personnel for the tourist industry which has grown in importance in Antigua. Hotels, restaurants, etc currently directly contribute some 21% to the nation's gross national product (GNP) and indirectly about 60% to the GNP. The hotel/restaurant sector employs about 1200 persons and, including support services, three times that amount.

By the end of 1983 the Centre now directed by an Antiguan will have trained 189 students in front office management, restaurant and bar servicing, food and pastry preparation, and housekeeping duties. Project personnel have also participated in a number of seminars and short courses for tourist industry personnel. The project has also acted in an advisory capacity to the government and to the industry in relation to many recent projects and undertakings. Many

of those trained by the project now direct the activities of the Centre.

Preserving and fostering cultural heritage

The Andean countries

In the early 1970s, the Andean countries became concerned that their rich cultural heritage was being endangered by a growing tourist industry, economic progress and a modern communications system which propagated foreign values to even the most isolated villages.

In line with the Manila Declaration which calls on countries to 'take necessary steps' to ensure the preservation of tourism resources, including historical, cultural and religious sites, six Andean countries met in Lima, Peru, in 1973 to draw up a Plan of Action. The meeting, which UNDP helped organize, produced a strategy of technical cooperation among those countries for the restoration and preservation of the region's cultural heritage. Since the Andean countries share a similar pre-Colombian heritage, cooperation in a cultural development programme was appropriate.

Among other things, the project seeks to:

- train specialists in cultural preservation;
- support research and sharing of modern techniques through seminars, colloquia, publications and scientific monographs;
- improve and enlarge national museums, making them more accessible to the public;
- inform the public of the richness of the Andean heritage and the issues involved in its conservation.

The UNDP-supported project being carried out by UNESCO co-operates with governments by providing advisory services, holding workshops and offering training courses.

Haiti

In 1973 the Government of Haiti, with the cooperation of the Organi-

zation of American States (OAS), undertook a study to assess the level of deterioration of three of its most important historical monuments. To help the government formulate a programme for restoring and preserving these monuments—the Citadelle, the Palace of Sans-Souci and Ramiers—the UNESCO sent a series of preparatory missions to the island.

This resulted in the creation of the Haitian Institute for the Safeguard of the National Patrimony which was charged with devising overall policy, and evaluating and monitoring monument preservation projects. The programme, among other things, is training designers, masons and carpenters in monument restoration; establishing a national park and a tropical botanical garden; and planning improved tourist services near the sites.

The programme is also conducting a national campaign to disseminate information on its activities and achievements so as to create a greater local consciousness of the country's culture and history. This is viewed as an important aspect of tourism development by the Manila Declaration which affirmed the need for citizens to acquire 'a deeper awareness' of their national identity and of the solidarity that links them to their compatriots.

UNDP's contribution is financing the services of an expert in monument preservation, an architect and a mason, as well as supplying the equipment necessary for their work.

Preservation of wildlife and national parks

Botswana

The East African country of Botswana has a large variety of wildlife which has been threatened by a population explosion of both people and cattle. To counter this threat—and in keeping with the call of the Manila Declaration to protect the environment—the government introduced a comprehensive policy for Wildlife Conser-

vation and Management in 1966. The policy called for increasing revenue from wildlife, providing for subsistence hunting by the local population on a sustained basis, and conserving wildlife in areas not suitable for agriculture. In addition, improved control and protection of wildlife in national parks, game reserves and wildlife management areas was instituted. At the same time, the policy set out to increase this subsector's contribution to rural development.

The Department of Wildlife, National Parks and Tourism was charged with responsibility for implementation. But, due to a small and inadequately trained staff, the Department's capacity to carry out this responsibility was limited. With UNDP support, a Wildlife Training Centre was set up in 1979 in Maun to prepare staff for Department positions. Through the United Nations Food and Agriculture Organization (FAO), UNDP is also providing a training officer for five years and an Associate Expert, as well as fellowships abroad for nationals.

By 1981, 113 game scouts and game wardens had taken selected courses. The Department is now almost fully staffed, with 210 posts filled out of 220 available. Staff members are deployed nationwide in game reserves and national parks.

French-speaking Africa

In western and central Africa, techniques used for developing eastern and southern African reserves cannot be applied because most national parks and game reserves are still in the early stage of development and different ecological conditions exist. Countries of the area require specially trained ecologists and wildlife experts to ensure the wise planning and proper management needed in the region's low-lying savanna and woodlands.

To meet this need, the United Republic of Cameroon, assisted by UNDP and FAO, established the Wildlife Training School in the

northern city of Garoua. Today, the school is providing training in all aspects of park and wildlife management to students of French-speaking countries, including Benin, Central African Republic, Chad, Congo, Gabon, Ivory Coast, Madagascar, Morocco, Rwanda, Senegal, Upper Volta and Zaire. To date, some 305 wildlife specialists have been trained, most of whom have returned to their own country's national park or wildlife services.

Benin

Parts of Benin have vast areas of sparsely populated land with great economic and ecological potential. To reverse desertification, the government has established two national parks, three hunting zones and several wildlife preserves with-

in these areas where conservation has been given high priority. A UNDP-supported programme, executed by FAO, to manage and protect these lands aims at preserving the natural environment, ensuring subsistence hunting opportunities for the population and developing a tourist industry.

A systematic inventory of native fauna and flora has been compiled as a basis for restocking two parks. Park personnel have been further educated in this regard, so that appropriate methods are employed. One major success of the project has been the establishment of a programme in Pendjari Park, which now furnishes visitors with welcoming facilities, information on the natural habitat of the park, and observation posts for animal watching, as well as hunting zones.

Studies undertaken in connection with the project indicate that poaching in these areas continues to be a serious menace and anti-poaching operations have begun.

Having identified the zones with the greatest economic potential for tourism, the project has made it possible to develop an overall policy. In the long term, the project will have an important impact on the preservation of sparsely populated lands, as well as on the cultural and economic development of the country.

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Viewpoint

USA and the international traveller

The growth of inbound international tourism to the USA has been great in recent years yet recognition of its economic and other importance has not always grown at the same rate. David Edgell, Director of the Office of Policy and Planning of the US Travel and Tourism Administration, here argues the need for more coordinated policies towards tourism at the local and national level, for concomitant improved funding and for increasing efforts at all levels to attract the international traveller to the USA. This viewpoint is the substance of a speech made to the National Association of Regional Councils in Kansas City, Missouri, in May 1983. Since that date some moves have been made at the national level to increase federal funding for tourism.

What is the largest industry in the US? It is not agriculture or manufacturing, but the service industries, which employ seven out of ten Americans. Tourism is one of its key components.

We don't hear much about the service industries for many reasons. First we are in a 'services' revolution in this country, much as we were in an industrial revolution over 100 years ago. When you're in the middle of an 'explosion', you can't always see its parameters.

Second, services are intangible. Agriculture, manufacturing and other industries are more visible and perhaps better understood and more appreciated by the public and at all levels of government. Ten years from now services will occupy a similar, respectable position, and thus so will tourism.

Tourism is not just a leisure-time activity; it is an agent of development and income. In the US in 1982 tourism contributed almost \$200 billion to national income;

supported almost seven million jobs, generated \$14 billion in export earnings and contributed \$18 billion in tax revenues. Because tourism's dividends have not always been apparent to many federal officials, and in some state capitols, the national tourism interest has often been neglected by public policymakers. In 1974, tourism was declared a 'non-essential' industry by federal energy policymakers. Too often, tourism has been viewed as a frivolous activity when actually it is an economic sector which encompasses pieces of more than 30 industries.

However, tourism's economic contributions are beginning to be better understood. At the national level, there is now a tourism caucus in each house of the Congress. Finally, for the first time, there is a legislated, national tourism policy. This came about in October 1981 when Congress passed, and the president signed, the National Tourism Policy Act. This action