

## **APPENDIX 5**

### **Current Issues for Cooperative and Sustainable Tourism Development in Lebanon**

## **A5.1 Public-Private Partnership**

### **(1) Basic Issues**

Many countries including Lebanon are still in the early phase of this relatively new form of public/private sector partnerships (PPPs). The World Tourism Organization (WTO) has identified initiatives needed to be undertaken that address issues including:

- Why such a partnership is necessary;
- The nature and scope of the partnership;
- The conditions under which the partnership would function;
- The respective roles of the public and private sectors;
- Whether the government should withdraw from tourism giving a free hand to the private sector; and
- The optimum balance between public and private sector involvement in tourism.

### **(2) Changing Roles of Public and Private Sectors**

It is necessary to understand the context in which PPPs have occurred in tourism. Consideration should be given to the respective roles of the public and private sectors in the development of tourism and the reasons for these roles. It is important also to discuss the changing nature of these roles over time, in order to suggest some elements of a PPPs strategy for Lebanon's tourism sector in the new millennium. The dynamics of international tourism competition include:

- Tourism in the competitive international environment;
- The public sector inputs;
- The changing nature of governments' role over time; and
- The private sector's increasing involvement.

### **(3) Case for Public-Private Partnerships**

There may be up to four broad considerations which support the case for PPPs in the tourism sector, be it at an international, national, regional or local level. These include:

- Positive impacts on economic development efforts;
- Consensus building;
- Implementation; and
- Community involvement.

#### **(4) Factors Influencing PPP**

There are various factors affecting the development of PPPs within a country. The following are major ones:

- Size and strength of the national economy;
- National budgetary constraints;
- Extent to which the economic and job-creating strengths of tourism are recognized by government;
- Government leadership in having a vision for tourism and a strategic development plan;
- The government's policy on aspects such as liberalization, privatization of assets, and contracting out of services from the government to the private sector;
- Relative importance of tourism to the national economy;
- State of maturity of tourism development in the country;
- Level of decentralization to local authorities;
- Development of super regional groups;
- The trend towards market driven economies, built on the belief that the private sector is more responsive and effective at providing tourism products and services;
- Globalization and the emergence of multi-national corporations; and
- Recognition of the contribution of tourism to the national image.

Issues facing the expansion of the tourism sector in Lebanon include:

- Political factors;
- Market positioning and budget provision;
- Human resource development;
- Cooperation within the sector;
- Health and safety;
- Organizational; and
- Private sector and business confidence

#### **(5) Prospects for PPP**

In looking to the future there are a number of factors which need to be considered if PPPs are to take roots in Lebanon. It is evident that governments and the private sector have a variety of critical roles to play in the development and management of tourism. The successful partnership between both will depend on the observance of the distinctive role of one against the other.

Success criteria can be measured by:

- Jointly steered tourism growth;
- Catalyst and withdrawal policy by government;
- Joint promotion campaigns;
- Socio-economic impacts of tourism;
- Investment by private sector; and
- Effective National Tourism Office activities.

Issues that need to be addressed in Lebanon consist of:

- Leadership at the highest (prime ministerial and/or presidential) level of government, to have a vision for tourism and to set up supportive frameworks;
- Recognition of the value of tourism to the national economy;
- Engagement of major companies, e.g. airlines, travel agents, car hire, etc.;

- Active financial involvement by all parties on marketing and promotion;
- Goal-oriented approach to getting things done, setting targets, measurement and monitoring;
- Involvement of local communities;
- Long-term perspective – tourism planning and management needs a long term approach, and is not well served by frequent, politically-motivated changes of direction;
- Concern for sustaining national heritage, cultural, social and natural environments;
- Financially and economically realistic approach;
- Clarity over this roles and responsibilities of all participants;
- Creativity, innovation and a willingness to adopt new initiatives;
- Increasingly, there is value in having representatives, information technology companies, and manufacturers of high quality consumer brands sponsoring campaigns; and
- Willingness to open markets and skies, to liberalize and privatize.

### **A5.2 Sustainable and Community-based Tourism**

As tourism involves movement of and contact between people in different geographical locations, social relationships between people who normally would not meet arise. Cultural clashes can take place as a result of differences in cultures, ethnic and religious groups, values and lifestyles, language and levels of prosperity. To overcome these and turn a misfortune into a blessing for sustainable tourism, some "rules of the game" need to be established and observed by all involved (Box 1).

<b>WTO Code of Ethics</b>	
The WTO Code of Ethics is a global framework for responsible and sustainable travel and tourism development. The code includes 9 articles outlining the “rules of the game” for destinations, governments, tour operators, developers, travel agents, workers a	
1. Tourism’s contribution to mutual understanding and respect between peoples and societies,	7. Right to tourism
2. Tourism as a vehicle for individual and collective fulfillment	8. Liberty of tourist movements
3. Tourism, a factor of sustainable development	9. Rights of the workers and entrepreneurs in the tourism industry
4. Tourism, a user of the cultural heritage of mankind and contributor to its enhancement	The 10th article involves for the first time (for a code of its type) mechanisms for enforcement of the code:
5. Tourism, a beneficial activity for host countries and communities	10. Implementation of the principles of the Global Code of Ethics for Tourism
6. Obligations of stakeholders in tourism development	This suggests that the public and private stakeholders in tourism development should cooperate in the implementation of these principles and monitor their effective application (WTO 2001)

Box 1

(1) Industry performance

The travel and tourism industry should always act in accordance with the surrounding natural and social environment, respecting the cultural integrity of the tourism destination. One method of accomplishing this is through industry self-regulation or voluntary initiatives, for example by defining codes of conduct for the industry.

Voluntary initiatives is a generic term for voluntary programmes, voluntary agreements, codes of conduct and standards, best practice management, industry accreditation schemes, principles and guidelines etc. Voluntary initiatives adopted by the tourism industry represents action taken by the industry that goes beyond existing environmental laws and regulations.

These are important measures of the travel and tourism industry’s commitment to sound management, given the predominance of small and medium sized businesses in travel and tourism. Self-action and voluntary initiatives can be a more effective first approach than government legislation. They, however, only complement, and do not replace legislation, regulations, economic measures, information or other policy tools.

## (2) individual actions

Individual consumers also have the power to encourage sustainable and responsible behaviour in the tourism system. They can take action by purchasing 'green' products. By creating a demand for ecologically sound products, consumers can change the types of products and the ways they are produced. This is a powerful way for individuals to express their concern about the environment. Consumer power is reflected in the effort that industries now make to promote themselves as environmentally friendly. An example of this is industry self-regulation and eco-labelling of products and services (Box 2).

### **Ecolabels in the Tourism Industry**

Ecolabels are both a marketing and environmental management tool. They help tourism suppliers in the identification and implementation of eco-efficient solutions. While ecolabels can help sell tourism products, they assist in identifying products that decrease the use of resources such as energy and water, reducing costs for the operator. In turn they lead to effective ways of monitoring and reporting on environmental performance.

#### **Box 2**

Yet another reason to encourage community based tourism, is that a growing number of tourists would like more meaningful contact with local communities. This in turn will foster links between all-inclusive resorts and local enterprises and give opportunities to the local people for interacting and benefiting from the visitors.

## (3) Local Agenda

Community based tourism requires meaningful participation and collaboration of all stakeholders at all stages of tourism development, in order to work towards a more sustainable tourism industry. Governments for instance, should include the perspective of local communities into local and national sustainable development strategies and ensure public participation in tourism. Local Agenda 21 (LA21), for example, is one process, which provides measures to ensure meaningful participation of all. It helps develop a shared vision and plan for the sustainable development of tourism, and involves all stakeholders in the decision-making process. Stakeholders should be aware of the importance of LA21 and aim at developing such a process when engaging in tourism development planning and decision-making.

“LA21 is the mandate to local governments to translate the United Nations Action Plan for 21st century Agenda 21 to the local level” (from implications of local agenda 21). Many of the problems and solutions that are being addressed by Agenda 21 have their roots in local activities. Therefore, the participation and cooperation of local authorities will be a determining factor in fulfilling Agenda 21 objectives.

Local authorities play an important role of constructing, operating and maintaining economic, social and environmental infrastructure. Furthermore they oversee planning processes, establish local environmental policies and regulations and assist in implementing national and sub-national environmental policies. They play a vital role in educating, mobilising and responding to the public to promote sustainable development, being the level of governance closest to the people. The framework of LA21 seeks to integrate the social, economic and ecological needs of the community in a balanced manner.

Community based tourism will assist in minimizing the negative impacts of tourism and maximize the positive effects to work towards a more sustainable tourism industry.

### **A5.3 Promotion and marketing of sustainable tourism**

#### **(1) Promotion and Marketing of Sustainable Tourism**

Sustainable tourism requires honesty, responsibility and integrity in the creation and management of destination images by the public and private sectors, along with a realistic expectation that the product or destination demand generated by the motivation force of the imaging can actually be delivered.

The underlying objectives of the promotion and marketing of sustainable travel and tourism through the PPP for both enterprises and destinations are to:

- Identify and exploit new market potential and growth which can create wealth in the destination;
- Provide the basis for an ethical approach to marketing via the use of real and demonstrated environmental credentials (economic, environmental, social/cultural); and
- Ensure any marketing promise of environmental responsibility to local cultures, natural areas and business practices can be consistently and ethically delivered.

#### **(2) Green Globe**

In 1993, the WTTC developed and launched a tourism specific sustainability program entitled Green Globe. Green Globe is a global environmental benchmarking, certification and improvement system for sustainable travel and tourism and requires organizations to meet specified performance requirements relevant to their operations. In 1999, Green Globe became *Green Globe 21 (GG21)*, as it was apparent that the Green Globe program needed additional rigour. It was decided to offer a certification process for travel and tourism organizations that would demonstrate its commitment to Agenda 21.

GG21 is the only worldwide program for sustainable travel and tourism that certifies companies and destinations against generic standards. The GG21 standard is based around five sections:

*Section 1 – Environmental and Social Sustainability Policy.* This section of the standard seeks to obtain the organizations commitment to the concept of environmental and social sustainability through the development of a written policy;

*Section 2 – Regulatory Framework.* This section of the standard requires the identification of relevant environmental, public and occupational health and safety, hygiene, employment and other legislation applicable to the organizations operations;

*Section 3 – Environmental and Social Sustainability Performance.* This section of the standard specified the areas in which environmental and social sustainability performance must be demonstrated;

*Section 4 – Environmental Management System (EMS).* This section of the standard outlines the framework of an EMS that will enable delivery of the performance outcomes in the areas specified in Section 3; and

**Section 5 – Stakeholder Consultation and Communication.** This section of the standard specifies the requirements for stakeholder consultation and communication.

The GG21 standard provides travel and tourism operations with a framework for achieving annual improvements in one or more of 13 key environmental and social performance indicators. These areas are based on Agenda 21. Key environmental and social performance indicators include:

- Reducing greenhouse gas emissions;
- Energy efficiency, conservation and management;
- Air quality protection and noise control;
- Management of fresh water resources;
- Ecosystem conservation and management;
- Land use planning and management;
- Wastewater management;
- Waste minimization, reuse and recycling;
- Poverty reduction;
- Promoting social equity;
- Raising standards of living;
- Local participation; and
- Sensitivity to culture and customs.

In order to become certified with Green Globe, there are three stages to go through. These comprise Affiliate, Benchmarking and Certification.

### **Affiliate**

Companies and communities register with GG21. They receive information on the Green Globe process, improving sustainability, reducing costs, enhancing green market appeal, use of GG21 Affiliate flag

### **Benchmarking**

Operations are required to benchmark their sustainability through a benchmarking assessment. This establishes an operation's current standing, the nature and significance of their impacts, and determines an appropriate level of action to deal with these issues. Specifically it involves an operation to collect and supply annual measures of standard indicators for each key performance area. GG21 uses Earth Check™ indicators to measure and benchmark key aspects of performance. Benchmarking (Earth Check™) Indicators have been carefully researched and chosen for GG21 to benchmark sustainability performance. These have been produced for a wide range of travel and tourism sectors.

Then a performance assessment report is produced, which in the future will include a *Reporting Index* (RI), that indicates the operation's or destination's current standing. This is an important report, identifying how well an operation is performing from an environmental and social perspective, based on the measurement of specific indicators.



A successful report signifies that, all indicator measures are maintained above the baseline level, a level that reflects the operation's or destination's responsible attitude towards maintaining and improving high environmentally and socially sustainable performance. If an indicator's measure is above the GG21 baseline, but below GG21 best practice, the operation will be encouraged to make realistic annual improvements in that indicator. Once successfully benchmarked, the operation has permission to use the GG21 logo and to receive a benchmarked certificate.

### **Certification**

Operations that seek certification, commit to working towards the GG21 Best Practice Level and to annual independent assessment (audit) of progress. Specifically, an operation is required to have undertaken the benchmarking process and has been successfully benchmarked. This means the operation has:

- achieved above baseline benchmarking assessment;
- satisfied all of the requirements of the GG21 standard; and
- undertaken an on-site audit by an accredited third party assessor to verify its claims.

This then allows for the operation to complete the certification process. Certification is linked to the quality of the environmental management plan and demonstrated performance against these tasks. Once successfully benchmarked and certified the operation receives the license to use the GG21 logo with distinctive tick: premier promotion by GG21 and is eligible for GG21 awards (Box 3).

There are major benefits for companies and destinations to certify with GG21. They can demonstrate improved environmental performance to the community, regulators, shareholders and employees, and also to investors who are increasingly looking for ethical standards. They can reduce operational costs and gain a competitive market edge with consumers (83 per cent of travellers are inclined to support 'green travel companies' (Travel Industry of America, 1997). GG21 recognises that the 'market-pull' factor will be crucial to success and is consequently establishing consumer-based on-line marketing and e-commerce systems.

### **International Ecotourism Standard**

The EAA in conjunction with the CRC for Sustainable Tourism of Australia, has developed the International Ecotourism Standard. This standard is based on the successful Australian Nature and Ecotourism Accreditation Program (NEAP), Agenda 21 principles and guiding principles for sound ecotourism certification. Green Globe 21 has the exclusive license for the distribution and management of the International Ecotourism Standard.

The principle objective of this standard is to facilitate environmentally sustainable ecotourism. The International Ecotourism Standard provides a basis for assessing a baseline environmental; management performance standard for ecotourism products and recognizing best practice ecotourism. Certification to products and recognizing best practice ecotourism. Certification to the Standard will help to:

- Provide ecotourism businesses with a benchmark of best practice ecotourism principles and encourage continual improvement of their product;
- Provide primary consumers (the visitors) and secondary consumers such as local communities, protected area manager, and tour wholesalers with a means of recognizing genuine ecotourism product;
- Protect local and global environmental quality;
- Encourage contribution to local communities and conservation; and
- Improve profitability by being less wasteful and more efficient. Ecotourism products that have been certified are entitled to use Green Globe 21 logo with tick and the NEAP Ecotourism Certification logo to promote their environmental; achievements.

### **Box 3**

## **A5.4 Local Initiative**

### **(1) Agenda 21 and Local Agenda**

A key outcome of the United Nations Conference on Environment and Development held in Rio de Janeiro, was the signing of several important declarations including "Agenda 21", a long-term strategic action plan for achieving global sustainability in the 21st Century. Chapter 28 of Agenda 21 recognizes the particular impact the urban areas have on the global environment and the important role and responsibility that local governments have in implementing the sustainable development objectives of Agenda 21.

Chapter 28 actually declares that every local government or authority must undertake a consultative process in their community to implement the principles and mandate of Agenda 21 into their local development plans and environmental strategies. One hundred seventy eight national delegations including the United Nations, national governments, development agencies, and non-governmental organizations (NGOs) signed this historic agreement. Lebanon was one of the signatories.

Local Agenda 21 is sustainable development made meaningful at the local level. It is a mechanism made to involve the stakeholders in devising appropriate solutions to local environment and development issues. It is a way, whereby the quality of municipal services can be improved and integrated to address the environmental and social prospects of the community.

The above mentioned issues are critical specially that environmental conservation and sustainable

development may seem that they require complex processes, too grand for local communities and their organizations to handle and influence. It is evident that sustainable development at the municipal level requires an entirely different approach to the planning and provision of services.

## **(2) LA 21 in Lebanon**

The LA 21 process in Lebanon started in 1998 in four pilot regions - Aley, Borj el Barajneh, Jal el Dib and a conglomeration of Municipalities in West Bekaa. The four pilots represent a broad cross section of urban and rural municipal conditions that include geographic, social, environmental and economic factors. Each chosen municipality had to demonstrate its commitment to LA 21 process. All four LA 21 project sites have significant environmental problems.

Presently, each pilot is in a different stage of the process. An environment specialist from the United Nations Volunteer program coordinates each pilot project. Although each environmental specialist develops and manages his/her own project at the municipality, the different processes are supported and closely monitored at the Capacity 21 Unit at the MOE.

Lebanon's first experience with LA 21 witnessed lots of challenges before reaching its first fruitful outcomes. Sustainable development and the LA 21 process are relatively new concepts in Lebanon. The four hired staff spent their early days of the project researching the global LA 21 process and its implementation initiatives. The participatory development approach that LA 21 incorporates is not a familiar or common approach in our communities.

LA 21 process calls for every local government or authority to undertake a consultative process in their community to implement the principles and mandate of Agenda 21 into their local development plans and environmental strategies. These comprehensive Action Plans should identify the key sustainable development issues and priorities at the local municipal level and define specific actions, policies and economic measures to implement them. In each of the four pilots:

- A Local Agenda 21 Committee has been formed;
- Baseline data gathered through surveys and questionnaires;
- A community Vision set;
- Priorities identified;
- Goals and Objectives;
- Action Plan; and
- A selection of Activities implemented.

Progress and stability of the process differs from one pilot to the other, depending on factors such as the social, economic, or cultural development of the community involved; degree of support provided by municipality; political tendencies within the same community, in addition to other factors.

## **A5.5 NGOs as Partners in Tourism Development**

### **(1) Capacity 21**

Capacity 21 regards non-governmental organizations as the major stakeholder in sustainable development. As such having capable and strong NGOs is essential for achieving sustainable development and ensuring people's participation.

Capacity 21 seeks to expand and develop its outreach to, and cooperation with, non-governmental organizations (NGOs) and grassroots groups as a means of furthering community-based participatory development.

Through NGOs, Capacity 21 will have the opportunity to support new activities to combat environmental degradation, support the effective management of natural resources and promote ecologically sustainable development. Capacity 21 has four major key words:

- Environmental legislation;
- Environmental Awareness;
- Local Agenda; and
- Capacity building, technical support and networking.

Parallel to these four key words/objectives, special attention is given to capacity building of NGOs as well as for involving the private sector in the sustainable development process. For that reason the Capacity 21 Team includes an NGO specialist and a Private sector specialist. Non-Governmental Organizations will be involved in the Environment Legislation, in the National Awareness Plan, in the local Agendas for the Municipalities, thus ensuring a participatory process and capacity building for those NGOs.

### **(2) National Environment Fund**

Capacity 21 works with NGOs active in the areas of its thematic priorities (sustainable development, environmental conservation, natural resource conservation, environmental awareness, legislation, local governance).

In that respect, and in light of the identified needs of NGOs, it has been revealed that NGOs lack financial support for the implementation of important projects on community level. Capacity 21 is therefore, working on the establishment of a National Environment Fund, and in the short term mobilizing resources for NGO projects.

In general Capacity building for NGOs will include:

- Networking;
- Institutional Building;
- Training;
- Technical assistance; and
- Financial resource mobilization.

Involvement of NGOs in the National Awareness Plan is vital. They will be involved in setting and finalizing this plan and extensive training will be required to ensure NGO involvement in its implementation.

Furthermore, Capacity 21 aims at the establishment of a National Environment Fund for

Environmental projects. This fund will have strong NGO representation providing for more NGO involvement in national priorities for sustainable development. It will also provide funding for NGO projects and a mechanism for long-term planning.

The themes of conservation and the role of National Environmental Funds (NEF) are important for Lebanon at this stage. This Fund is to act as a facilitator institution that receives, mobilizes programs and administers both external and internal investments in sustainable environmental development.

As the establishment of an environment fund is one of the tangible outputs of C21, a process for identifying possible partners and venues of action is presently being explored.

### **(3) Role of NGOs in Sustainable Development**

The establishment of a National Environment Fund in Lebanon will assist the country in strengthening its resource mobilization capacity and will create a sustainable financing mechanism for environmental activities. The money mobilized for the environment must be used wisely. Millions of dollars of aid may be dumped over the years, but the problems may persist or grow worse. The fund will provide long-term stability and a degree of insulation for NGOs by ensuring a sensible flow of grant money. The NEF will allow national long-term planning and will also help identify priorities and avoid duplication.

In addition, the fund will instill a sense of ownership and responsibility for environmental conservation, build local capacity for financial management, and reduce dependence on outside experts and international NGOs.

The fund to be established is seen as a major tool for building capacities of NGOs as well as other parties involved in implementation of environmental projects. Funding agencies might find it hard to fund training, information gathering and planning projects because the products are less tangible and because progress is difficult to measure. It would be important to build capacities of grassroots organizations to fill these roles. The presence of a National Environment Fund can incorporate other funds such as government environmental funds, desertification fund and other national and international funds, thus creating a more defined mechanism for donor agencies.

### **(4) NGOs in Lebanon**

An NGO may be defined as any non-profit organization, group or institution that operates independently from Government and has humanitarian or cooperative, rather than commercial, objectives.

The community of non-governmental organizations has an extensive network and keen interest in a wide range of environmental issues. Therefore, NGOs could enrich and enhance the SD process.

They could also serve as an important channel for the dissemination of information, and they would have an important role to play in mobilizing public support for strengthened environmental policies at national and international level.

Limitations of NGOs working in the field of environment may include their small size and coverage, shortage of skilled human and financial resources, uncoordinated approaches, limited impact and effectiveness, uneven commitment to participatory planning and programming, dependence on

external funding and frequent unwillingness in thematic specialization.

Some of the priority areas identified by Capacity 21 for NGO capacity building are:

- Institutional building;
- Project selection, formulation, and implementation;
- Proposal writing;
- Fund raising;
- Technical assistance on specialized issues; and
- Training for environmental awareness activities.