

Annual report on tourism in Germany

2. Organisational Structure

2.1 National Bodies responsible for tourism including key responsibilities and relationship to other national bodies (1000 char.):

On account of the federal structure in the Federal Republic of Germany, the *Länder* themselves are responsible for tasks laid down in the Constitution.

In general, the *Länder* have responsibility for tourism. The *Bund* (Federal Government) is responsible for ensuring uniform conditions for the continual development of tourism. This includes the provision and improvement of the necessary infrastructure by the *Bund* together with the *Länder* and *Kommunen* (municipalities) in order to strengthen enterprises' own responsibility and increase the competitiveness of the small, medium-sized and large enterprises in the German tourism industry. However, the actual planning, development and direct support of tourism generally come under the responsibility of the *Länder*.

Within the Federal Government, the prime responsibility for tourism policy lies with the *Bundesministerium für Wirtschaft und Technologie* (Federal Ministry of Industry and Technology) (hereinafter *BMWi*).

The Federal Government's Commissioner for Tourism represents tourism policy interests in the Government and in Parliament. His task is to ensure greater coordination and better design of activities connected with the Federal Government's tourism policy.

The *Ausschuss für Tourismus des Deutschen Bundestages* (Parliamentary Committee on Tourism), in which the Commissioner for Tourism represents the Federal Government's interests as its permanent representative, gives valuable impetus to tourism policy and raises public awareness of the economic importance of tourism through its initiatives, questions and hearings.

The *Beirat für Fragen des Tourismus beim BMWi* (Tourism Advisory Board at the *BMWi*) was set up in order to reconcile the interests of politics, industry, science, local authority bodies and associations. It thus constitutes another important pillar of the Federal Government's tourism policy and cooperates closely with the tourism industry.

Tourism policy is coordinated between the Federal Government and the *Länder* by the *Bund-Länder-Ausschuss* (*Bund-Länder* Committee) chaired by the *BMWi*. The main purpose of the six-monthly meetings is to coordinate individual areas and also to suggest and implement specific projects. The key point is that activities extending beyond a single *Land* are encouraged and coordinated.

2.2 Organisations/agencies delivering services at national and regional level (800 char.):

The *Deutsche Zentrale für Tourismus e.V. (DZT)* (German Central Office for Tourism) is Germany's national Tourist Board. It is supported by the *BMWi* on behalf of the Federal Government. Its activities focus on promoting the worldwide image of

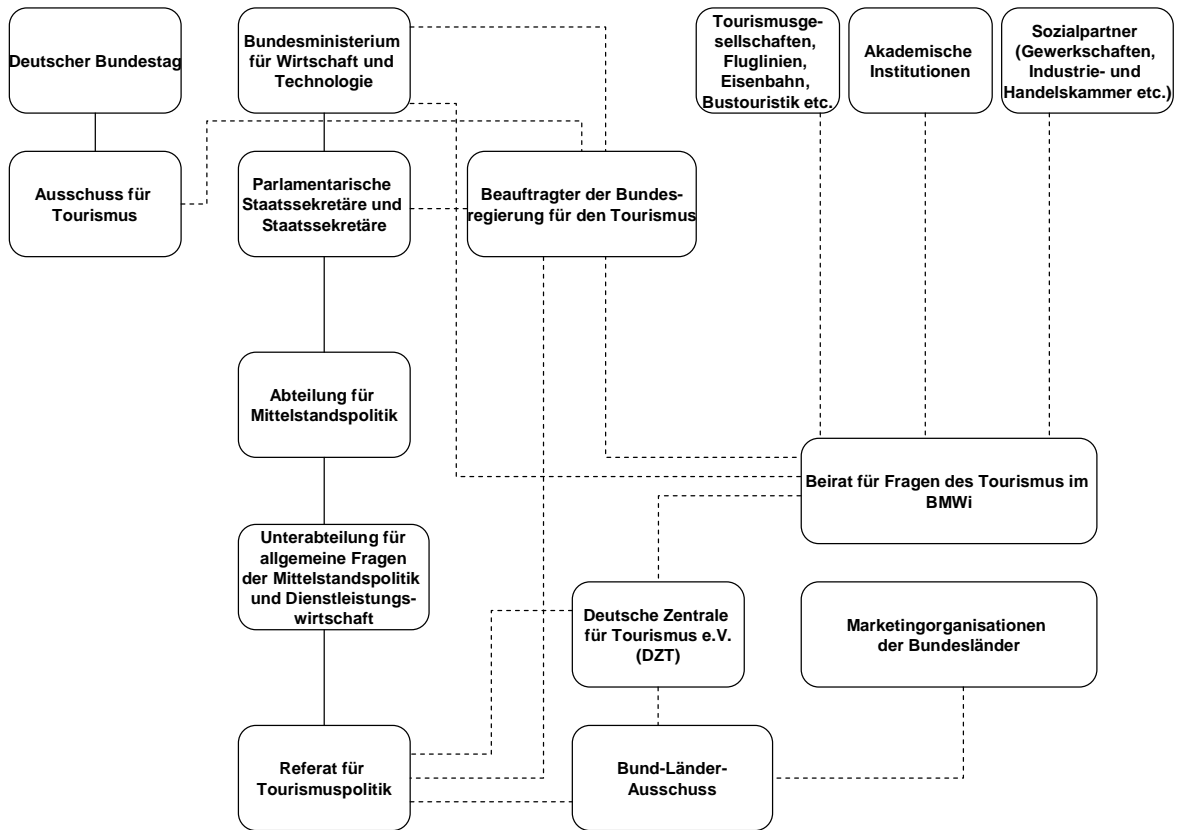
Germany as a travel destination and increasing the number of overnight stays by foreigners in Germany. It plans, coordinates and carries out all marketing and sales activities in other countries. In addition to marketing in other countries, it has since 1999 been carrying out, together with the marketing organisations of the *Länder*, interregional marketing in Germany financed by the *Länder* and industry.

There are also tourism marketing organisations at *Land*, regional and local levels. The *Deutscher Tourismusverband (DTV)* (German Tourism Association) acts as their voluntary umbrella association. It has coordination, policy and advisory tasks. As a neutral, independent platform for specialist work, the *DTV* gathers knowledge and experience. It acts as an information pool and offers advisory and other services for tourism organisations throughout the country.

2.3 Other bodies and organisations involved at national level (800 char.)

Individual tourism bodies are in many cases organised in associations at national level. These central associations include in particular the *Bundesverband der Deutschen Tourismuswirtschaft (BTW)* (Federal Association of the German Tourism Industry), the *Deutscher Reiseverband (DRV)* (German Travel Association) and the *Deutscher Hotel- und Gaststättenverband (DEHOGA)* (German Hotel and Restaurant Association), etc.

2.4 Diagram/organigram of organisational structure; description of core responsibilities of each of the organisations; direct and indirect links between other departments, stakeholder organisations and unions; information about process of decision making (2000 char.)



2.5 Financial data, spend/budget on tourism as a percentage of overall government spend/budget, EU funding support (500 char.):

The 2009 budget allocates a total of €28.19 million for direct support for tourism by the *BMWi*, focussing on marketing in other countries by the *DZT* (€26.35 million) and improving the performance of the tourism industry (€1.5 million).

According to a scientific estimate, gross value added in the core area of tourism (particularly hotels/restaurants and travel operators/travel agencies) amounts to €57 billion (excluding business travel). Tourism would thus account for 3.2% of gross domestic product. It is estimated that the demand for tourism, including all direct and indirect employment factors, ensures around 2.8 million jobs in various sectors of the economy. The tourism industry alone provided 117 000 training placements in 2007.

An essential feature of the tourism industry in Germany is the large number of small and medium-sized enterprises. The Government has launched a whole series of initiatives which significantly improve the conditions for SMEs in Germany. Key elements of the SME initiative are a business start-up campaign, reduction of red

tape, improvement of financing opportunities and strengthening of innovative capacity. Examples of practical measures include legislation to relieve the burden on SMEs, the "KfW-StartGeld" micro-credit programme and the ERP programme. Funds for the Community objective "*improvement of the regional economic structure*" can be used to promote investments by the business economy, including the tourism industry.

The EU's structural policy is aimed at creating more growth and jobs in Europe. The EU Structural Funds therefore play an important part for tourism too. In the current Structural Fund period Germany will receive a total of around €26.3 billion (at current prices), of which about €15.3 billion are available for the new *Länder* and around €10.2 billion for the old *Länder* (as at February 2008).

3 Policies and strategies

3.1 National strategy for tourism; aims, objectives and priorities – stress issues related to sustainability (1000 char.):

In order to increase the awareness of the general public, politicians and industry about the importance of tourism as an economic and image factor for Germany, the Federal Government issued for the first time at the end of 2008 "*Tourismuspolitische Leitlinien der Bundesregierung*" (Tourism policy guidelines of the Federal Government). These guidelines encourage closer communication and cooperation between the various levels of politics and industry.

They are as follows:

- the awareness of the general public, politicians and industry of the importance of tourism as an economic and image factor for Germany should be increased;
- the framework conditions for the tourism industry should be further improved;
- Germany advocates sustainable tourism;
- optimum use is to be made of the opportunities for tourism presented by demographic change;
- Germany should stand for excellent quality of tourism services;
- the training of persons employed in tourism should be improved;
- Germany should be made even more attractive as a tourist destination;
- Germany's aim is to get everybody involved in tourism;
- cooperation between tourism policy and the tourism industry should be improved.

In its tourism policy strategy the Federal Government focuses in particular on quality, skilling, infrastructure and marketing, so that Germany as a travel destination and German providers of tourism services will remain competitive in the future too.

3.2 Initiator of national strategy (200 char.):

The tourism policy guidelines of the Federal Government were drawn up by the *BMWi* on the initiative of the Federal Government's Commissioner for Tourism.

3.3 Monitoring (500 char.):

N/A

3.4 Tourism-specific legislation (500 char.):

There is no tourism-specific legislation in Germany. It is rather the case that the tourism-specific aspects are directly enshrined in the respective areas of law, such as civil law, taxation law, environment law, transport law, etc.

4 Measures and initiatives

4.1 Steps to address key challenges

4.1.1 Reducing the seasonality of demand (200 char.):

The Federal Government's Commissioner for Tourism advocates staggering the school summer holidays in the *Länder*, in order to bring about a broader utilisation of available capacity in the hotel and restaurant sector.

4.1.2 Impact of tourism transport (200 char.):

The design of a transport system that is reliable, affordable and environment-friendly in the long term is one of the most important prerequisites for the performance and competitiveness of the German tourism industry and for people's quality of life.

In the case of air transport, the Federal Government's aim is to have a needs-based and efficient airport infrastructure. Furthermore, Germany's modern and comfortable long-distance rail passenger transport with its high-speed trains is an attractive alternative to cars and planes for both business travellers and holidaymakers.

Although the organisation of local public transport generally comes under the responsibility of the *Länder*, the *Bund* contributes funds for regionalisation of local rail passenger transport in particular.

4.1.3 Improving the quality of tourism jobs (200 char.):

Increasing pressure of competition in tourism means greater demands on the quality of tourism services. These demands can only be met by having an efficient and motivated workforce. The Federal Government is therefore trying to improve training in tourism and considers it necessary to adapt the training plans to the sector's strategic challenges. This includes the promotion of foreign language learning, thorough knowledge about Germany and wider knowledge of the cultures of important source countries for tourism in Germany. The gradual incursion of modern communication technologies into the tourism industry justifies the need for further training.

4.1.4 Maintaining and enhancing community prosperity and the quality of life in the face of change (200 char.):

N/A

4.1.5 Minimizing resource use and the production of waste (200 char.):

Tourism is dependent on an unspoilt environment more than almost any other sector of the economy. While travellers are becoming increasingly aware of environmental problems, experiencing nature and the countryside is one of the main reasons for going on holiday. The Federal Government is counting on strengthening domestic tourism, alongside climate protection measures and the development of new technologies. Sustainable tourism is firmly enshrined in the Government's tourism policy guidelines. This encompasses, in addition to the environment-friendly design of tourism, the promotion of close-to-nature branches of tourism and greater provision of tourist facilities geared to the environment. Those involved in tourism are called upon to draw up, as soon as possible, strategies for adapting to the changed environmental conditions resulting from climate change.

4.1.6 Conserving natural and cultural heritage (200 char.)

Germany has an exceptional cultural diversity, encompassing the many monuments, historic towns, gardens, stately homes and castles, cathedrals and churches, industrial monuments, over 2.5 million dancing, musical and artistic events, more than 6 000 museums, more than 360 public and private theatres, some 12 250 public festivals and 33 UNESCO World Heritage Sites.

Germany is a world leader in cultural tourism. The "*Pur*" cultural trips take in mainly concerts, musicals, operatic and theatrical performances, museums, churches or exhibitions. This type of tourism also includes the historic, modern or rural sights. There are now more than 180 thematic cultural trails and historic routes criss-crossing Germany.

The *Deutsche Zentrale für Tourismus (DZT)*, which is responsible for marketing Germany at home and abroad, places cultural themes at the heart of its advertising for Germany. There is thus intensive publicity throughout a whole year for e.g. "*200 Jahre Rheinromantik*" (2002) (200 years of Rhine romanticism), "*Bezaubernde kleine Städte – Romantik erleben, Kultur genießen*" (2003) (Enchanting small towns – experience romanticism, enjoy culture) and "*Musikland Deutschland*" (2004) (Germany as a country of music). In 2007 the year's theme was "*Kunst- und Kulturland Deutschland*" (Germany as a country of art and culture). In 2010 the publicity comes under the banner "*Kulturstädte Deutschlands*" (Cultural towns of Germany).

4.1.7 Making holidays available to all (200 char.):

The Federal Government's aim is to have all sectors of the population involved in tourism. People with health, social or financial constraints should be able to travel too. For this reason, holiday accommodation at affordable prices is being promoted. In order to make it possible for everybody to take advantage of tourism facilities, the ideal of barrier-free travel is to be firmly established throughout the chain of tourist services. This is an integral part of the Federal Government's tourism policy guidelines too.

4.2. Other new challenges (600 char.)

Climate change has consequences for the environment and in the long term could appreciably change the pattern of travel worldwide. In mountain regions the numbers of visitors will in all probability decline on account of the lack of snow, while in the coastal regions seaside holidaymakers could switch to other areas on account of the excessive heat. Some destinations will be winners and others losers. For example, there could be increasing numbers of visitors in what up to now has been the low season or tourist flows could shift from southern to northern regions.

Another changing factor is the age structure of the population in Germany. This change is having a considerable impact on the tourism industry too. The development of the "50+" growth market requires coming to terms with the needs of a highly demanding target group. The tourism industry has to cater particularly for this older target group in its product design and marketing, with special offers for persons with health constraints.

4.3 Specific initiatives of interest to other Member States (2000 char.)

The objective of freedom from barriers is also gaining in importance against the background of demographic trends in Germany, since the proportion of older and disabled persons is increasing with the rise in the average age. Achieving this objective is the centrepiece of the *Behindertengleichstellungsgesetz (BGG)* (Equality for Persons with Disabilities Act), which entered into force at federal level in 2002, and of the agreements concluded in accordance with §5 BGG.

Against the background of the European Year of Persons with Disabilities 2003, the Federal Ministry of Industry commissioned a baseline study on the "*Ökonomische Impulse eines barrierefreien Tourismus für alle*" (Economic stimuli for barrier-free tourism for all). The aim of this study was to find out how people with impaired mobility travel when on holiday and what they expect from the tourist facilities available.

Following on from the 2003 baseline study, the Federal Government sponsored the project "*Analyse von Erfolgsfaktoren und Entwicklung von Maßnahmen zur Qualitätssteigerung im barrierefreien Tourismus für Alle in Deutschland*" (Analysis of success factors and development of measures to improve quality in barrier-free tourism for all in Germany), which was completed in August 2008. The project looked at how barrier-free tourism has developed since 2003, what successes there have been, but also what problems have arisen. Showing great commitment, six model regions took part in the study and contributed many positive experiences. A particularly positive outcome of their joint efforts is that they have founded an association of barrier-free travel destinations (*Barrierefreie Reiseziele*), which is open to other regions too.

With the nationwide training project "*Gastfreundschaft für Alle*" (Hospitality for all) supported by the *BMWi*, a standardised programme was developed in order to promote awareness among and training of tourism operators, i. e. hoteliers, restaurant owners, operators of cultural and leisure facilities, staff of tourist information offices and organisations, etc. A key task for the future is to continue the programme and implement it in as many *Länder* and destinations as possible.

5. Mechanisms for implementation:

5.1 What support is given to strengthen destination management at the regional/destination level (600 char.)?:

Direct promotion of the individual destinations, and destination management at regional and local level, is the responsibility of the *Länder*.

5.2 What support is given to strengthen the sustainability and competitiveness of businesses (600 char.)?:

The higher demands on tourism infrastructure and the service and quality of tourism facilities can only be met with an efficient and motivated workforce. The Federal Government is endeavouring to improve training in tourism. The training plans for vocational and technical schools and universities must be adapted. In-house training and further training must be stepped up and further developed. Professionalism in the tourism services sector must be adapted to the industry's growing importance.

Moreover, the underlying conditions for the tourism industry are to be further improved, with due account being taken of its special concerns in other policy areas. Distortions of competition in Germany, in Europe and on the international markets are to be avoided as far as possible.

5.3 What support is given to promote responsible choices by tourists (600 char.)?:

Tourism is supposed to have a positive effect on the conservation of natural resources. In addition, support is to be given for responsible relations with the culture and traditions of the local population. To this end, particularly sustainable forms of tourism, such as eco-tourism and local tourism, are to be promoted as part of tourism development policy, and influence will be brought to bear on package tourism, which is often geared less to sustainability criteria, and on large hotel chains. Particular risks from tourism development which should be avoided are the overuse of natural (coastal areas, land, water, forest, biodiversity, etc.) and cultural resources, the hampering of access to resources for the local population and the sexual exploitation of women and minors.

The Federal Government supports the trend towards greater environmental awareness on the part of travellers by promoting close-to-nature, environment-friendly forms of holidays.

In order to protect children and adolescents effectively against sexual exploitation, trafficking and child pornography, the Federal Government Cabinet adopted in January 2003 the "*Aktionsplan zum Schutz von Kindern und Jugendlichen vor sexueller Gewalt und Ausbeutung*" (Action plan on the protection of children and adolescents against sexual violence and exploitation). Under the project "*Prävention und Bekämpfung von Kindesmissbrauch durch Sextouristen – Einführung und Erprobung des „Certified Code of Conduct für Reiseunternehmen*" (Prevention and combating of child abuse by sex tourists – Introduction and testing of the Certified

Code of Conduct for travel companies), a code of conduct including a control system and training measures for specialist tourism workers, the Federal Government, together with the EU Commission, supported the publication of training material and agreed a code of conduct covering information for travellers, awareness-raising and training for workers in the tourism industry and agreements with hotels.

6. Data and indicators (500 char.):

In keeping with the federal structure of the State and administration in the Federal Republic of Germany, the national official statistics are produced in cooperation between the *Statistisches Bundesamt* (Federal Statistical Office) and the Statistical Offices of the 16 *Länder*. The federal statistics are thus organised on a largely decentralised basis. The statistical data are recorded, collected, processed, presented, analysed and, where necessary, made available to the *BMW* and other authorities.

As a basis for its work on tourism policy the *BMW* uses, among other things, data on the following:

- arrivals (including tourist camping), in absolute figures and percentage change compared with previous year, divided into domestic/foreign visitors;
- overnight stays (including tourist camping), in absolute figures and percentage change compared with previous year, divided into domestic/foreign visitors;
- ranking of source markets;
- total jobs, of which jobs in hotels and restaurants and jobs in tourist travel;
- turnover of travel operators/travel agencies;
- turnover of hotels and restaurants;
- foreign currency balance for travel, of which expenditure for business and private travel;
- total number of employees subject to compulsory social insurance, of which hotels and restaurants/travel agencies and travel operators.

7. Complementary additional information:

Effects of the crisis on tourism

The crisis is having delayed effects on tourism.

In 2008 growth was still recorded in the tourism sector, albeit at a slower rate than in the previous year (2008: increase in the number of overnight stays by a total of 2.1% compared with 2007 to 369.6 million, growth of 1.9% in domestic demand). Overnight stays by foreign visitors increased by 3.2% in 2008 (2007: +3.5%). The overall number of overnight stays from all foreign countries fell by 1.2%, while those from European countries increased by 4.6%.

Current figures for January to May 2009 show a total fall of 2.7% in the number of overnight stays in Germany compared with the previous year, of which -2.0% for domestic visitors and -6.5% for foreign visitors. Bookings by German tourists with travel agencies/travel operators fell by 20% in January 2009 compared with the same month in the previous year. Up to April there was a slight recovery, with falls of only 6–7% compared with same period in 2008. The pattern is very uneven from one region to another and from one period to the next. It is virtually impossible to predict

how things will develop. Companies in the travel agency/travel operator sector are cautiously optimistic about bookings in the summer season. In the first few weeks of the summer months the situation has again improved considerably.

Between January and May 2009 the turnover of hotels and restaurants in Germany fell by 7.0% in real terms compared with the same period last year. In 2008 the decrease in turnover was only -2.5%.

Measures to alleviate the effects of the crisis

The Federal Government has adopted two packages of economic measures for a total of around €80 billion. In addition to these two Government packages, the *Länder* have also taken measures to secure growth and employment. All support measures are also available to enterprises in the tourism industry.

The Federal Government's tourism policy guidelines highlight the biggest challenges for the future for tourism, particularly demographic change and climate change. In implementing the guidelines the Government is creating suitable conditions for the German tourism industry in order to bolster enterprises' competitiveness in times of crisis too.

On account of the federal structure of the Federal Republic, the *Länder* are responsible for the direct development and promotion of tourism. The Governments of the *Länder* have therefore likewise taken practical measures to further promote tourism in their regions and to alleviate the effects of the crisis. In addition, the *Deutsche Zentrale für Tourismus (DZT)* has geared its tourism marketing to the challenges arising from the crisis.

Conclusion

Earlier crises which affected tourism were mainly limited to particular regions and periods. For the tourist flows, alternatives were always available as a rule. The current crisis is global in nature and will reach all destinations sooner or later. Tourism is affected throughout the world. At the same time, tourism has in the past always shown itself to be a relatively robust sector. How quickly it overcomes the crisis will also depend on how quickly the German – and worldwide – economy recovers and how great an effect the crisis has on people's income and consumer behaviour.