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Items for discussion and decision: tourism statistics

Report of the World Tourism Organization (UNWTO) on tourism statistics

Note by the Secretary-General

In accordance with Economic and Social Council decision 2016/220 and past practices, the Secretary-General has the honour to transmit the report of the World Tourism Organization (UNWTO) on tourism statistics. The report provides an overview of the progress achieved by UNWTO in cooperation with countries and international organizations since its last report to the Commission in 2014. The report describes the planned development of a statistical framework for measuring sustainable tourism to support more integrated measurement and policy in the context of the Sustainable Development Goals and in response to requests from Member States and various stakeholders. This work is led by a working group of experts under the auspices of UNWTO’s Committee on Statistics and Tourism Satellite Account. The report presents the progress achieved and proposes the development of a statistical framework for measuring sustainable tourism, a compilation guide for the Tourism Satellite Accounts (TSA), and a technical note on linking the System of Environmental Economic Accounting (SEEA) and the TSA. The report concludes with points for discussion in the final paragraph.

I. Introduction

1. In its report submitted to the Statistical Commission at its Forty-fifth session (E/CN.3/2014/25) the World Tourism Organization (UNWTO) indicated that sustainable tourism is high on the priority list for UNWTO. Four UN Resolutions since 2012 have given recognition to the role of tourism in contributing to the three dimensions of sustainable tourism including job creation, income generation, education, poverty reduction and environmental sustainability. They are:

   • Resolution 66/288 – The outcome document of the UN Conference on Sustainable Development titled “The future we want” (27th July 2012).
   • Resolution 69/233 on the Promotion of sustainable tourism, including ecotourism, for poverty eradication and environment protection (19th December 2014)
   • Resolution 70/1 on Transforming our world: the 2030 Agenda for Sustainable Development (25th September 2015). The main text refers to a determination to promote sustainable tourism (article 33) and tourism is referred to explicitly in three of the 17 Sustainable Development Goals, specifically in targets 8.9, 12.b and 14.7.
   • Resolution 70/193 which adopted 2017 as the International Year of Sustainable Tourism for Development

2. The International Recommendations for Tourism Statistics 2008 (IRTS 2008), endorsed by the Statistical Commission at its Thirty-ninth session (26-29 February 2008), states that “tourism has an impact on the economy, the natural and built environment, the local population at the places visited and the visitors themselves. Owing to this range of impacts and the wide spectrum of stakeholders involved, there is a need for a holistic approach to tourism development, management and monitoring. This approach is supported by [UNWTO] in order to formulate and implement national and local tourism policies”.

3. The IRTS 2008 recommends “that linking tourism and sustainability be considered a priority”, stating that “any measurement of tourism and its effect on an economy must take into account the social, economic and environmental impacts. Links with the latter component should be a high priority”.

4. Recognizing these statements, at its sixteenth meeting (26-27 January 2016) the UNWTO Committee on Statistics and Tourism Satellite Account (TSA) launched a program of work to advance towards a Statistical Framework for Measuring Sustainable Tourism (SF-MST) considering economic, environmental and social dimensions and the relevant spatial levels (global, national and sub-national). The SF-MST aims to provide a common language and organizing structure for exploiting the richness of data already available and for identifying additional data that may be needed. This work is being undertaken in the context of the 2030 Agenda for Sustainable Development and its SDG indicators1, and of the UN resolution promoting 2017 as the International Year of Sustainable Tourism for Development.

5. This report presents the role of the UNWTO Committee on Statistics and TSA in Section II. It then discusses in Section III the work towards the Statistical Framework for Measuring Sustainable Tourism, including the development of a TSA Compilation Guide, the preparation of a technical note linking the System of Environmental-Economic Accounting (SEEA) and TSA, the compilation of indicators on sustainable tourism, subnational measurement, as well as the testing in pilot studies. The report then outlines the next steps and provides points for discussion.

II. The role of the UNWTO Committee on Statistics and Tourism Satellite Account

1 UNWTO has been identified as a custodian agency for indicators for targets 8.9 and 12.b.
6. The UNWTO Committee on Statistics and TSA\(^2\) is a subsidiary advisory body of the UNWTO Executive Council to contribute to the fulfilment of Article 13, paragraph 3 of the Agreement whereby UNWTO became a specialized UN agency, which states: “The United Nations recognizes UNWTO as the appropriate organization to collect, to analyze, to publish, to standardize and to improve the statistics of tourism, and to promote the integration of these statistics within the sphere of the United Nations system”. Consequently, the Committee is involved in\(^3\):

- proposing initiatives related to the design and implementation of tourism statistics international standards;
- promoting international comparability of tourism statistics by proposing initiatives relative to the collection, homogeneity, processing and dissemination of data;
- helping member countries in their initiatives to improve their respective national systems of tourism statistics and in the development of the TSA, including the further development and clarification of methodological issues in tourism statistics and exploring future TSA-extensions;
- liaising with other international bodies with delegated responsibilities for leadership and coordination of related international statistics and their standards within the sphere of the UN system.

7. The Committee, consisting of representatives from national statistical offices and national tourism authorities of UNWTO members, approves and significantly steers the programme of work for UNWTO’s Statistics and TSA Programme which for 2016/17 includes the following tasks and objectives:

- Ensuring that UNWTO is the leading source of tourism data worldwide
- Translating the methodological framework into practical guidance for countries
- Advancing the methodological framework, in particular for the measurement of sustainable tourism
- Cooperating permanently on statistics within the UN system, notably on Sustainable Development Goals (SDG) indicators
- Disseminating knowledge
- Building capacity on TSA

**Working Group of Experts on Measuring Sustainable Tourism**

8. The Committee recently established a Working Group of Experts on Measuring Sustainable Tourism\(^4\). This group met for the first time on 20-21 October 2016 at UNWTO headquarters in Madrid\(^5\). It consists of experts\(^6\) in tourism statistics, tourism and environmental accounting, and experts in the measurement and analysis of sustainable tourism, particularly at sub-national level. It is the task of this working group to develop the SF-MST which consists of a standard framework for collecting, organizing and disseminating relevant information, integrates tourism statistics with other economic, social and environmental information, and provides a coherent base for deriving indicators that are relevant for the monitoring and analysis of sustainable tourism. To achieve this, the framework will have as a central feature the linking of TSA with SEA.

9. The development of frameworks related to sustainable development naturally cuts across a range of disciplines and agencies. It is therefore important that different stakeholders, both from the user and the producer perspectives, are involved and consulted during the development and implementation of the statistical framework.


\(^4\) For draft terms of reference of the Working Group of Experts see: [http://statistics.unwto.org/mst](http://statistics.unwto.org/mst). A preliminary meeting with the views to set up such a group a took place in November 2015.

\(^5\) For an agenda, list of participants and all the discussion papers and presentations see: [http://statistics.unwto.org/wg_meeting](http://statistics.unwto.org/wg_meeting).

\(^6\) Most of the national experts in this group are experts of national statistical offices, followed by those working for the national tourism authority.
From the perspective of statistical production and compilation, advancing the SF-MST will involve experts from national statistical offices, national tourism administrations, academia and other organizations in various areas that should as much as possible be represented in the Working Group of Experts, including:

- tourism statistics
- environmental-economic accounting
- environment statistics
- national accounts, employment, trade and other economic statistics
- tourism satellite accounts
- transport and mobility data,
- geo-spatial and regional statistics data
- classifications of activities, products and environmental stocks and flows

10. The work of developing a SF-MST will be conducted under the auspices of the UNWTO Committee on Statistics and TSA, and in coordination with the Committee of Experts on Environmental-Economic Accounting. The plan of developing a SF-MST was presented at the 10th and 11th meetings of the Committee of Experts on Environmental-Economic Accounting, which supported the draft proposal and recommended taking a practical approach including drafting a technical note linking the SEEA and the TSA7 (see paragraph 20 for details). The London Group on environmental accounting has also been informed of this work.

**UNWTO’s Statistics and TSA Programme**

11. In accordance with its programme of work UNWTO collects tourism statistics according to the IRTS 2008 from countries worldwide, and maintains these in a regularly updated database, having in mind the comparability of the data. On the basis of this data, UNWTO annually publishes the Compendium of Tourism Statistics which provides data and indicators on inbound, outbound and domestic tourism, as well as tourism industries, employment and some macroeconomic indicators related to tourism. This is complemented by the Yearbook of Tourism Statistics which focuses specifically on inbound tourism (total arrivals and overnight stays) broken down by country of origin, including conceptual, technical and methodological references and country notes.

12. With regard to capacity building initiatives, UNWTO has organized regional workshops in Honduras (2016), Japan (2014), Mauritius (2014) and Turkey (2014). A Regional Statistics Capacity-building Programme (RSCBP) for African countries, composed of a series of 3 workshops, has commenced in Algeria (2017-2019). Since 2012, the UNWTO and the Regional Tourism Organization of Southern Africa (RETOSA) have collaborated to organize a series of workshops aimed at providing capacity building to 15 Southern African countries in the strengthening of their national Systems of Tourism Statistics with a view to developing TSA. As part of a joint project between UNWTO and the European Commission (Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs) “Enhancing the Understanding of European Tourism”, a training endeavor on TSA will commence in 2017 for EU countries (plus enlargement countries signatories of the COSME programme). UNWTO, through its Technical Cooperation and Services Programme, also provides direct technical assistance to its Member States through projects and missions8.

**III. Towards a Statistical Framework for Measuring Sustainable Tourism**

13. The work towards a Statistical Framework for Measuring Sustainable Tourism (SF-MTS) is the natural

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evolution of and complement to the existing International Recommendations for Tourism Statistics (IRTS 2008) and the Tourism Satellite Account: Recommended Methodological Framework 2008 (TSA: RMF 2008)\(^9\). The aim is for SF-MST to integrate the economic, social and environmental dimensions of sustainable tourism to collect information in a standardized way and to derive relevant indicators for the monitoring and analysis of sustainable tourism\(^{10}\).

14. At this point, work is progressing to stimulate discussion on the potential to integrate international standards and recommendations on: (i) the measurement of tourism, including tourism satellite accounts, (ii) the measurement of the environment and its links to economic activity, particularly environmental-economic accounting, (iii) the measurement of social and cultural phenomena, (iv) the measurement of data at sub-national and location level, and (v) the use of statistical infrastructure such as business registers to underpin the collection and coherence of data\(^{11}\). A central feature of the SF-MST will be the linking of TSA and SEEA. In the medium term, it will be important to incorporate statistical advances in the measurement of other dimensions of sustainable tourism, particularly relating to culture. The use of an accounting approach ensures internal coherence, and the ability to understand data gaps. Further it places different information in context, and allows for the derivation of indicators from a common framework based on consistent economic and environment statistics. Such an approach can support the credibility, comparability and outreach of data and various measurement and monitoring programmes pertaining to sustainable tourism, including the SDG indicators.

15. The main steps involved in advancing the statistical framework for sustainable tourism are considered to be:

- Initial framing of sustainable tourism for measurement purposes
- Assess relevant statistical guidance and frameworks
- Assess country experiences
- Describe key measurement challenges
- Engaging with users and clarifying requirements
- Pilot studies
- Draft a statistical framework for measuring sustainable tourism and discuss incremental versions in relevant fora

**TSA Compilation Guide**

16. The TSA has long been a strategic area of work for UNWTO. The purpose of a TSA is to analyse in detail all the aspects of demand for goods and services associated with the activity of visitors; to observe the operational interface with the supply of such goods and services within the economy; and to describe how this supply interacts with other economic activities. It supports greater internal consistency of tourism statistics with the rest of the statistical system of a country, as well as increased international comparability of these data.

17. Implementing TSA is part of implementing the SF-MST and underpins the derivation of tourism related SDG indicators. To support countries in such TSA implementation, the UNWTO Committee on Statistics and TSA proposes to the UN Statistical Commission the development of a TSA Compilation Guide. The process of developing the guide would be supported by The Statistics Division of the United Nations Department of Economic and Social Affairs (UNSD). It should be based on the wealth of experiences that a number of national statistical systems\(^{12}\) have built up in compiling TSA. It can also benefit from a global assessment survey of TSA

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\(^9\) The United Nations Statistical Commission took note of the TSA: RMF 2008 at its 39th session (26-29 February 2008). It updates and replaces the previous TSA:RMF 2000 which was approved by the United Nations Statistical Commission (UNSC) at its 31st session (29 February-3 March 2000)


\(^{11}\) For more information see [http://cf.cdn.unwto.org/sites/all/files/pdf/mst_issue_paper_8_0.pdf](http://cf.cdn.unwto.org/sites/all/files/pdf/mst_issue_paper_8_0.pdf)

\(^{12}\) For example, the national statistical systems of Austria, Canada, Egypt, Italy, Mexico, the Netherlands and the Philippines have compiled and published TSA data
implementation done in June 2016 carried out by UNSD. The primary purpose of TSA Compilation Guide is to provide further clarifications and practical guidance for using sources and methods to compile TSA. It will be designed to support the production of a high quality set of TSA standard tables, to strengthen the international comparability of TSA results, and to aid international reporting. It should discuss data sources and models in addition to country experiences which show how some countries have solved specific problems. The TSA Compilation Guide should consider work already being done in this field\textsuperscript{13}. It is further proposed that a TSA Compilation Guide should also cover some relevant elements of subnational tourism measurement, building on existing work regarding, for example, regional TSAs.

**Preparation of a Technical Note for linking TSA and SEEA**

18. Initial linking of the TSA with the SEEA can be achieved through considering the connection that tourism characteristic industries have with the environment. One aspect of this suggests presenting data on environmental flows (e.g. water, energy, solid waste, greenhouse gas emissions) within an accounting framework. This approach was briefly discussed in the SEEA Applications and Extensions, Chapter 4\textsuperscript{14} and will benefit from the experiences in those countries, such as Canada\textsuperscript{15} and Italy\textsuperscript{16} that have already started experimenting on this approach.

19. During 2017 it is anticipated that significant progress can be made in establishing the connections between TSA and SEEA to inform an understanding of sustainable tourism. In this regard, both the Working Group of Experts on Measuring Sustainable Tourism and the Committee of Experts on Environmental Economic Accounting agreed to the drafting of a technical note linking the SEEA and the TSA, including consideration of the link of the subnational level aspects of tourism with the SEEA Experimental Ecosystem Accounting.

20. This note, similarly to the other notes being developed for the other SEEA modules, would provide core sets of accounts, tables and a small set of indicators to measure the relationship between tourism and the environment and provide practical compilation guidance to respond to the needs of the 2030 Agenda for Sustainable Development. Connections between tourism activity and changes in ecosystem condition that can be attributed to that activity as well as the impact of tourism on the ecosystems will also be considered in the technical note.

21. It is intended that a draft technical note be presented for discussion at the 6th UNWTO International Conference on Tourism Statistics, which will be held in Manila (the Philippines) on 21-24 June 2017\textsuperscript{17} and the 12th meeting of the Committee of Experts on Environmental Economic Accounting.

**Indicators for Sustainable Tourism**

22. The concept of sustainable tourism has been actively developed over the past 25 years led by UNWTO at an international level. The focus has been on the development of approaches to integrated decision making at destination level including proposals for extensive sets of indicators. These indicator sets have not been selected or developed in the context of a statistical framework. The ambition in the SF-MST project is to enable indicators to be derived from the statistical framework and hence have a firm base (i) for ongoing measurement and

\textsuperscript{13} For example Eurostat’s Methodological work on Tourism Satellite Accounts in the European Union
\textsuperscript{14} See http://unstats.un.org/unsd/envaccounting/ac_white_cover.pdf
\textsuperscript{17} See: http://asiapacific.unwto.org/event/6th-unwto-international-conference-tourism-statistics-measuring-sustainable-tourism
comparison, (ii) for the assessment of data quality and (iii) for appropriate co-ordination of collection activities. At this stage, there has been no conclusive discussion within the SF-MST work on the types of indicators of sustainable tourism that might be defined.

23. In the context of the 2030 Agenda for Sustainable Development indicators are needed for monitoring the progress in achieving the Sustainable Development Goals (SDGs). There are two targets that require measurement of sustainable tourism, namely:

- **Target 8.9:** By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products.
- **Target 14.7:** By 2030, increase the economic benefits to Small Island Developing States and least developed countries from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism.

24. For Target 8.9, the current proposal is to use two indicators derived from the TSA – that is, tourism GDP and employment in the tourism industries. These two indicators are intended to provide an indication of an economic dimension of sustainable tourism and, in part, the social dimension. At present there has not been incorporation of indicators that capture the environmental dimension of sustainable tourism. Building on the discussion above, the statistical framework envisaged here would support the derivation of indicators such as tourism related GHG emissions, energy use and water use. Within an accounting framework these flows might be compared to tourism GDP. These types of indicators will support an improved understanding of the environmental pressures created through tourism activity.

25. Another note on the discussion of indicators of sustainable tourism in the context of the SDGs concerns indicators related to the implementation of tools to monitor progress towards sustainable tourism:

- **Target 12.b:** Develop and implement tools to monitor sustainable development impacts for sustainable tourism that creates jobs and promotes local culture and products.

For this target the proposal from the UNWTO Committee on Statistics and TSA is to focus on assessing progress towards the implementation of both TSA and SEEA based frameworks and their application to sustainable tourism. Advancing a statistical framework for measuring sustainable tourism (SF-MST) is of direct relevance in this regard.

26. UNWTO and its Committee for Statistics and TSA also consider that tourism may be relevant in many more goals and targets beyond those that explicitly mention sustainable tourism. An additional set of indicators around a “tourism theme” could be developed to complement the above indicators in order to support global and national monitoring for the SDGs. This would include indicators to monitor elements not covered in the existing indicators for targets 8.9, 12.b and 14.7 and for monitoring the contribution of tourism in other targets where tourism is not explicitly mentioned but relevant, such as Goal 11 on sustainable cities and communities.

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18 See for example a note prepared by the UNWTO Committee on Statistics and TSA, where it is proposed that “For Target 12.b, the currently proposed indicator be focused on measurement of the stage of implementation of the SEEA and TSA frameworks”, mainly due to the fact that there is no internationally agreed (statistical) concept that can be used to define a “sustainable tourism strategy or policy and action plan”, nor what the relationship/boundary may be between the three different instruments (e.g. a tourism master plan may contain elements of all three—thus would this count as 1 or 3 actions?).

27. Beyond SDG relevant indicators, it will be important to assess the extent to which the broader range of sustainable tourism indicators that have been described in previous work (by UNWTO and others), may be derived from the accounting based statistical framework that will be developed.

Sub-national measurement

28. The development of tourism statistics has focused on the compilation of data at national level. However, tourism has been recognized as highly sensitive to location and requires a planning process for its development. This is not newly recognized and several initiatives worldwide, including UNWTO projects and initiatives, are discussing some of the issues involved in the subnational measurement of tourism.20 The lion’s share of the past and current work on indicator sets for sustainable tourism have been developed with a focus on the subnational destination level in order to be of direct use to tourism planners and managers of destinations.21 It is also important to recognize that while tourism is “seen and felt” at the local destination level, with management taking place at this level; the broader policy direction and resource allocation may be provided from national levels; and policy implementation is often the role of regional authorities. This mix of roles at different scales is a strong rationale for harmonization between data at national, regional and destination level to facilitate policy coherence. In this regard, the Committee of Experts on Environmental-Economic Accounting has suggested that the SEEA Experimental Ecosystem Accounting approach is a useful framework to consider environmental-economic issues pertaining to tourism at the subnational level.

29. The need to provide information from different spatial perspectives is real but not unique to tourism. Indeed, the 2030 Agenda for Sustainable Development encourages “all Member States to develop as soon as possible ambitious national responses to the overall implementation of this Agenda” and “to conduct regular and inclusive reviews of progress at the national and subnational levels which are country-led and country-driven”22.

30. In advancing the SF-MST, it is not considered sufficient to articulate the integration of information across the sustainable development themes at a national level. This task is important, but it is equally necessary to investigate how statistics can be integrated at sub-national and destination level. Ultimately, the aim is to provide a richer information base to place tourism activity in its spatial context, and to support better understanding of the balance between economy, society and environment. At the same time, the aim is also to provide a means to see each location in relation to national and international situations. Ideally, a statistical framework should permit the uniqueness of each location to be reflected within an overall framework.

31. Also, as statistics offices have increased their use of administrative data and also progressed towards geocoding of statistical outputs the potential to develop sub-national data has increased. These developments, which continue to gather pace, are important drivers. The challenge remains however to consider how these advances in data might be harnessed when considering multiple datasets. The provision of fine level detail for individual data sets without consideration of how they relate to each other leaves unmet the challenge of telling an overall picture about a specific destination or community. This is particularly true in the integration of environmental information with socio-economic data.

Pilot projects

32. Advancing the development of a statistical framework for measuring sustainable tourism involves consideration of the issues in several pilot studies for destinations and countries. The objective in undertaking

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20 See for example the work of the International Network on Regional Economics, Mobility and Tourism (INRouTe): http://statistics.unwto.org/project/closer-look-tourism-sub-national-measurement-and-analysis-inroute-unwto-collaboration
21 See for example the work of the observatories part of UNWTO’s International Network of Sustainable Tourism Observatories (INSTO): http://sdt.unwto.org/insto-about
22 UN (2015), Transforming our world: the 2030 Agenda for Sustainable Development, paras. 78 and 79
pilot studies is to understand, in specific contexts, the types of measurement issues and analytical applications that surround the topic of sustainable tourism. The work is highly relevant in the development of a broader, more generic statistical framework since the pilot studies should speak to both the relevance and feasibility of developing such a framework.

33. There are three key benefits that emerge from undertaking a pilot study at country or destination level. First, it should provide a rationale for bringing together various stakeholders with an interest in sustainable tourism to discuss key policy and analytical questions and to understand the information requirements. Second, a pilot study should provide a broad assessment of the availability and quality of data for measuring sustainable tourism, an understanding of the associated institutional arrangements for data production and dissemination, and proposals for advancing work in this area. Third, a pilot study can provide some initial estimates of data concerning sustainable tourism to inform policy and analysis.

34. Work on pilot projects is under development as part of the SF-MST initiative in Austria, Fiji, Italy, Mexico, the Netherlands and UK (Wales). Their experiences were presented at the meeting of the Working Group of Experts on Measuring Sustainable Tourism. More pilot projects may follow as work progresses.

IV. Conclusions and next steps

35. Overall, the work towards a “Statistical Framework for Measuring Sustainable Tourism” (SF-MST) responds to a gap in the tourism statistics framework concerning sustainability that has been acknowledged for some time. The current momentum around the monitoring of SDGs, the extensive current and past discussion on sustainable tourism, the recent work on developing sub-national tourism statistics, and the increasing recognition of the role of extended accounting frameworks (TSA and SEEA), together provide a firm basis for advancing this work and delivering meaningful progress on establishing a SF-MST.

36. A key to progress will be ongoing engagement with the various stakeholders, notably through the Working Group of Experts but also other relevant fora. To this end, relevant papers describing the project and its progress will be proposed for discussion at the UNWTO Committee on Statistics and TSA, the 6th UNWTO International Conference on Tourism Statistics on Measuring Sustainable Tourism, the UNCEEA, the London Group of experts on environmental-economic accounting, and the SEEA Central Framework Technical Committee.

V. Points for discussion

37. The Commission is invited to express its views on:

(i) The development of the Statistical Framework for Measuring Sustainable Tourism by the UNWTO Working Group of Experts on Measuring Sustainable Tourism, which will include the development of indicators for sustainable tourism, measurement at sub-national level, and pilot projects;
(ii) The development of a Compilation Guide for Tourism Satellite Account, under the supervision of the UNWTO Committee of Statistics and TSA, and with the support of UNSD;
(iii) The preparation of a technical note linking the SEEA and the TSA, including the sub-national aspects of tourism, under the auspices of the UN Committee of Experts on Environmental-Economic Accounting and the UNWTO Committee of Statistics and TSA;
(iv) The need for capacity building on measuring sustainable tourism and in particular, tourism statistics, TSA and its linkages.

23 on 20-21 October 2016 at UNWTO headquarters in Madrid: http://statistics.unwto.org/wg_meeting