

DOCUMENT III (c): Terms of Reference – Lot III

Improvement of the System for Granting Approval, Licensing, and Classification for Tourism Enterprises

I. INTRODUCTION AND BACKGROUND

World Tourism Organization (UNWTO)

The World Tourism Organization (UNWTO) is the United Nations agency responsible for the promotion of responsible, sustainable and universally accessible tourism. As the leading international organization in the field of tourism, UNWTO promotes tourism as a driver of economic growth, inclusive development and environmental sustainability and offers leadership and support to the sector in advancing knowledge and tourism policies worldwide.

One of the fundamental pillars of UNWTO's programme of work is the provision of technical assistance to develop and promote the tourism industry as an engine for socio-economic growth and poverty alleviation through the creation of livelihoods.

As a specialized agency of the United Nations, UNWTO provides its technical assistance to Member States in developing their tourism sectors to be competitive while at the same time to promote the creation of sustainable livelihoods, combat poverty, and to preserve and protect cultural and natural heritage.

Importance of Tourism

Tourism is an important driver of economic growth and development, with significant impact on job creation, investment, development of infrastructure, and the promotion of social inclusion.

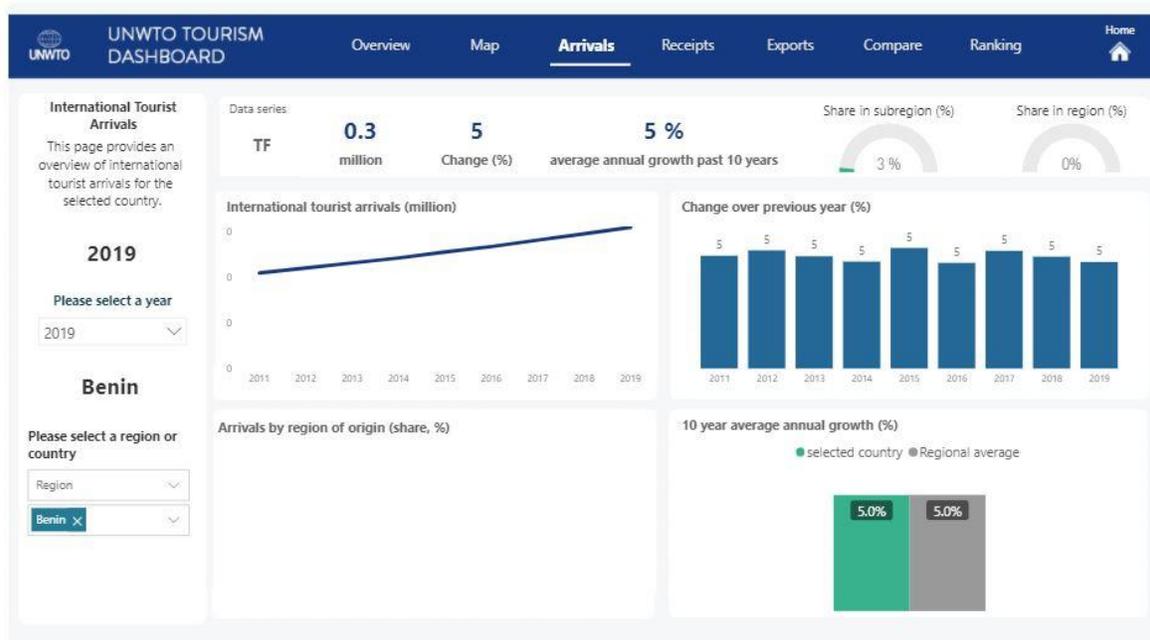
In 2019, international tourist arrivals grew by 4% reaching 1.5 billion, consolidating the strong results of 2017 (+7%) and 2018 (+6%). The sustained growth of tourism over the last decades has brought immense opportunities for socio-economic welfare, poverty alleviation and the overall advancement of the 17 Goals of the 2030 Sustainable Development Agenda. Tourism explicitly features as a target in three of the Sustainable Development Goals (SDGs): Goals 8, 12 and 14 on inclusive and sustainable economic growth, jobs, sustainable consumption and production (SCP), and the sustainable use of oceans and marine resources, respectively. Yet, given the sheer size, cross-cutting nature and links with other sectors along its vast value chain, tourism has the potential to contribute—directly and indirectly—to all 17 SDGs.

Impact of COVID-19 on Tourism

Global tourism suffered its worst year on record in 2020, with international arrivals dropping by 74% according to the latest UNWTO World Tourism Barometer. Destinations worldwide welcomed 1 billion fewer international arrivals in 2020 than in the previous year, due to an unprecedented fall in demand and widespread travel restrictions. This compares with the 4% decline recorded during the 2009 global economic crisis.

The collapse in international travel represents an estimated loss of USD 1.3 trillion in export revenues, more than 11 times the loss recorded during the 2009 global economic crisis. The crisis has put between 100 and 120 million direct tourism jobs at risk, many of them in small and medium-sized enterprises.

Tourism in Benin



In 2019, Benin recorded around 0.3 million international tourist arrivals, represents 3% of the regional market, and an average growth of 5% over the last ten years, same as the regional average growth. In 2018, Africa is the largest source of tourist traffic to Benin, with 62 % of the total traffic received in 2018, while Europe accounted for 23% of the total traffic, Asia 8%, Americas 5% and Middle East 2%.

II. OBJECTIVES OF THE REQUEST FOR PROPOSALS

At present, UNWTO is implementing a project on “Improvement of the System for Granting Approval, Licensing, and Classification for Tourism Enterprises” in the Republic of Benin in collaboration with the Government of the Republic of Benin, with the support of the World Bank.

Tourism is a competitive industry with a wide range of services, and one of the ways in which national tourism authorities ensure its competitiveness is by implementing a quality-oriented system. Moreover, in this sector, the reform of regulatory texts plays a fundamental role in ensuring a legal framework that promotes and encourages the development of tourism in accordance with international best practices.

With a view to implementing this project with optimum expertise and efficiency, UNWTO is seeking to contract a firm to deliver UNWTO's technical assistance to:

- assist the Government of the Republic of Benin in the reform of its regulatory texts governing tourism trades and activities in line with the directives and regulations of UEMOA (West African Monetary Economic Union). Such trades and activities are the following:
 - tourism accommodation;
 - restaurants and the like;
 - travel agencies;
 - tour guides and commercial visits to lake sites, tourism offices, NGOs and tourism information centres.
- implement a modernized and dynamic system of classification/declassification of tourism businesses;
- develop a modernized approval and licensing system for tourism enterprises in the Republic of Benin.

This will involve not only the drafting and production of new regulatory texts, procedures and standards, but also assistance to the Government in the implementation of these reforms.

The contractor will be required to travel to the Republic of Benin for field missions. The missions are of long duration as most project activities will be conducted in Benin itself.

UNWTO reserves the right to award a contract to one or more contractors. Should the contractor not be able to provide qualified experts as and when required, then UNWTO shall source the experts from other contractors or individuals who are not party to the contract. The decision to source experts from outside the contract shall be at the sole discretion of UNWTO. In these cases, the contractor shall actively collaborate with the experts sourced by UNWTO for the implementation of projects to fully integrate the tasks of these experts in the project planning and outputs. The contractor is required to inform UNWTO of the experts and their qualifications it aims to engage under the respective Purchase Order before signing.

III. METHODOLOGY

For the execution of this project, it is proposed to divide it into three main components (some activities of which will be carried out in parallel):

The first component will focus in particular on the aspects of regulatory authorizations and licences to operate and the texts governing them or those that will be necessary to achieve this. This first

component will also include all issues related to the organization of this regulatory process and procedures and methods of optimizing them.

The second component will be dedicated to upgrading the hotel classification system as a true guarantor of the competitiveness of tourism accommodation units.

The third component is aimed at providing the Ministry of Tourism with a transparent mechanism and a one-stop shop for the processing and granting of licences and approvals in accordance with the new procedures and proposed reforms. This component will therefore consist of the automation of all the formalities related to the granting of licences and approvals, including hotel classification. The mission will therefore be carried out in three parts, as follows:

- Review and production of new regulatory texts governing the granting of licences and accreditations for tourism trades and activities, including accommodation with regard to authorization to operate;
- Review of the hotel classification system (the classification procedure and the classification criteria);
- Development of computerized systems for the automation of formalities and the granting of approvals through a one-stop shop.

Part 1: Review and production of new regulatory texts governing the granting of licences and accreditations for tourism trades and activities, including accommodation with regard to authorization to operate. Duration: 34 weeks

This part of the mission will be carried out in four phases:

- Mission set-up;
- Analysis of governance and existing legislation and regulation governing the aforementioned trades: This phase will also include a documentation review including a benchmark of similar destination regulations and/or models;
- The development of the new regulatory texts governing the granting of licences and approvals;
- Support for the implementation of this reform.

Part 2: Review of the hotel classification system (the classification procedure and the classification criteria). Duration: 54 weeks

- Analysis of the current hotel supply;
- Report analysing the current classification criteria;
- Development of classification criteria and procedures and new regulatory texts;
- Assistance in the implementation of the reform of the classification system.

This will consist of the establishment of training for the benefit of the inspectors or auditors who will be in charge of the classification. The aim will be to identify an initial pool of auditors of Benin's main

tourist destinations, for which technical training will be provided. This training will take place in two stages:

- Theoretical training in the classification system and classification criteria (practical guides can be used as support at this level) ;
- Practical training in the form of real blank audits (the result of which will not count as an official ranking) at the level of accommodation establishments in Benin that will be attended by the international experts mobilized for this mission.

During this phase, the definition of a certification system for auditors (people who alone will be entitled to perform classification) and the assistance of the Ministry of Tourism for the certification of the initial auditors can be carried out.

In this phase, planning for the implementation of the reform and the classification of the hotel supply under the new regulations can be developed.

Part 3: development of computerized systems for the automation and interconnection of formalities and the granting of approvals through a one-stop shop. Duration: 34 weeks

This part of the mission will be carried out in 3 phases:

- Designing IT tools and selecting a service provider to automate the licensing process;
- Development: after the selection of the technical provider (IT) the methodological approach it intends to put in place for the realization of the project will be validated in conjunction with the IT provider;
- Implementation: this part will consist mainly of the transfer and transmission of expertise to the teams of the Ministry of Tourism of Benin.

IV. TEAM MEMBERS

The following team members are envisaged:

- Team Leader
- Classification Expert
- National Expert (to be hired within one month from the start of the project in consultation with the client)
- 5 personnel of an IT provider (to be recruited separately in consultation with the client during the project duration)

The Team Leader is required to possess an advanced university degree (Master's degree or equivalent) in economy or business with specialisation in tourism destination management and tourism planning, hotel management, or a related field. A university degree with relevant combination of professional and academic qualifications may be accepted in lieu of the advanced university degree, minimum of 10 years of professional experience in policy development work, formulation of legislation and regulation, and sustainable development. Experience in hotel classification and/or management would be an asset. Excellent organizational and report writing skills. Fluency in French (written and

oral) is essential. Experience of working in Africa in general, and Benin or neighbouring destinations would be considered an asset.

The Hotel Classification expert is also required to possess an advanced university degree (Master's degree or equivalent) in tourism planning, hotel management, or a related field. A university degree with relevant combination of professional and academic qualifications may be accepted in lieu of the advanced university degree, minimum of 10 years of professional experience in hotel classification and/or management or a related field. Excellent organizational and report writing skills. Fluency in French (written and oral) is essential. Experience of working in Africa in general, and Benin or neighbouring destinations would be considered an asset.

The National Expert is also required to possess an advanced university degree (Master's degree or equivalent) in law (jurist), tourism planning, or a related field. A university degree with relevant combination of professional and academic qualifications may be accepted in lieu of the advanced university degree, minimum of 5 years of professional experience in tourism legislation/regulation, management and coordination of large projects in Benin. Excellent organizational skills and understanding of Benin's tourism sector. Fluency in French (written and oral) is essential.

The Team Leader would be responsible overall for the complete implementation of the project as well as supervise the work of the remaining team members. The Hotel Classification expert would work mainly on Part II of the project. The National Expert would provide support to the Team Leader to understand the local context of the tourism sector in Benin, understanding of Benin legislative and regulatory procedures, and serve as an intermediary between the project team, Ministry, and local tourism stakeholders (both public and private). The national expert will monitor and supervise activities to be undertaken by the Ministry while the Team Leader is at homebase and also organize the logistics of field missions of the Team Leader and Hotel Classification Expert including meetings, consultations, collection of data, etc. The IT team will develop the necessary tools and processes to facilitate the digital management and operations of the licensing and classification system including providing training to all users both from Government and private sector as deemed appropriate in consultation with UNWTO. As prepare all user and training manuals.

V. DELIVERABLES

Part 1:

- a diagnostic report
- new texts and licensing processes
- an inspection and control system, the development of practical guides for license applicants and investors, and a report on training of staff in charge of processing license applications;

Part 2:

- an initial diagnostic report
- an analysis report of the current process

- an auditor certification system, training reports and planning of classification operations for the implementation of the reform

Part 3:

- a report containing all the processes and procedures to be automated, the specifications of the tender and a report on the results of the selection of the IT provider.
- detailed methodological report, delivery of platform and all explanatory documents, revenue documents, recommendation report for platform implementation and management guides.
- final report on the development of the computer tool and recommendations for its evolution over time.

VI. WORK LOCATION

The Contractor will work under the overall guidance of the Technical Cooperation and Silk Road Department of UNWTO. The contractor's personnel work location will be at the contractor's premises, combined with field presence and/or travel to the Benin as required.

VII. GENERAL TIME SCHEDULE

The total time input for this project is 15 months. Phases I and II will be organized concurrently with Phase III commencing once Phases I and II are well initiated and it is determined what IT support is required for the governance of the system.

During this time, it is estimated that the project team will provide their inputs as follows:

- Team Leader: 267 days (homebase), 33 days (Benin)
- Hotel Classification Expert : 172 days (homebase), 80 days (Benin)
- National Expert: 300 days (Benin)
- IT team: 285 days in total (homebase), 50 days in total (Benin)

VIII. LANGUAGE REQUIREMENTS

This project will be implemented in French.