Institutional cooperation for the measurement of tourism

Dr. Nagore Uresandi
WE ARE CAPABLE OF
EFFECTIVE GOVERNANCE
Vision
Supply - Demand adequacy

HHRR, attractions, price, image, accessibility, public and private amenities

Other economic sectors

Infrastructures and Utility services: energy, water, waste, roads, airports, Internet, ...

Regulatory system: health, safety, Information, absence of underground economy...

Dr. Nagore Uresandi
STATISTICS

Mobilizing the power of data to make better decisions to serve the public good
Value of Statistics

Institutional
- Independence
- Impartiality
- Transparency
- Confidentiality
- Commitment to Quality

Process
- Methodological soundness
- Scientific principles
- Cost effectiveness
- Appropriate statistical procedures
- Managing respondent burden

Fit for use

Outputs
- Relevant
- Accurate
- Timely
- Accessible
- Comparable
Inter-institutional Cooperation is critical for Tourism Statistics
The production of official statistics typically requires the participation of several agencies and, consequently, the establishment of institutional arrangements.
Inter-institutional cooperation

Such arrangements ensure that official statistics meet the needs of users, follow quality standards and are compiled and disseminated in the most efficient way.
Inter-institutional cooperation

All institutions that are related to tourism statistics, either as a provider of information or as user, should be involved to coordinate and commit their active participation in the development of the system of tourism statistics.
Which entities should be involved?
Inter-institutional cooperation

Entities that should be involved

Bodies that produce statistics:
• National Statistical Offices, as producers of basic statistics and compilers of national accounts
• National Tourism Administrations, as the entities responsible for public policy on tourism and for the coordination of public and private stakeholders
• Central banks, which often compile the balance of payments
• Immigration and border protection authorities, as they are responsible for border procedures
• Associations of national tourism enterprises, as they often provide information and are key users of tourism statistics
Inter-institutional cooperation

Entities that should be involved

Users (or potential users)
- Tourism industries’ representatives and other private sector entities
- Universities and centers for research on tourism

Other bodies that might be significant as well
- Ministry of Education
- Ministry of Health
- Ministry of Trade and Economy
- Ministry of Finance and Taxation, Treasury
- Subnational administrations
- Water agencies
- Energy agencies or suppliers
- Water treatment plants and suppliers
- Waste agencies
National statistical systems are organized on the basis of the statistical and other applicable national laws and regulations, which, to different degrees, specify the rights and responsibilities of the involved agencies thus defining main features of the country’s statistical system. Usually, two main types of national statistical systems are differentiated:

- **Centralized NSS**: if the management and operations of the statistical programmes are predominantly the responsibility of a single autonomous government agency.

- **Decentralized NSS**: if the statistical programmes are managed and operated under the authority of several government departments. Under this arrangement, a particular agency (or inter-agency body) is often charged with the responsibility of coordinating the statistical activities of the various departments.

A centralized NSS is usually better equipped than a decentralized system to plan and to implement the integration of economic statistics as centralization makes it easier to develop and implement uniform standards, definitions, classifications, and set up and maintain the production process framework. Countries with centralized systems have a greater ability to apply consistent designs to all statistical inputs. However, a centralized system offers no guarantees for success. A centralized system may have a disadvantage if it does not have an appropriate organizational set-up, and strong and able leadership.

- The outputs of a decentralized system with a strong coordinating agency can be more efficient than that of a centralized system due to better arranged contacts with data suppliers and better awareness of user needs.
Inter-institutional cooperation

Structure depends on decision level

A higher-level structure with a more political scope and responsibility
it would include the heads of the corresponding bodies (and chaired by the Minister of tourism or his equivalent). It would determine the basic policy issues and provide the required institutional support in terms of staff, technical capabilities and financial resources. It should endorse and disseminate the results.

A second level representing a major technical team with experts from the different participating institutions to coordinate all the technical work.

A third level made of ad hoc Technical Committees, convened according to the different topics to be faced (for example, the measurement of inbound tourism), comprising technical staff specialized in different relevant topics and coming from the different institutions involved.
Institutional arrangements for a System of Tourism Statistics

- Due to the interdisciplinary character of tourism, the statistical process resulting in official tourism statistics and a Tourism Satellite Account (TSA) requires participation of many governmental agencies. In most countries the most active agencies in this respect are the National Tourism Administration (NTA), National Statistical Office (NSO), Central Bank and Immigration and Border protection authorities.

- For many of these agencies the participation in the tourism statistics’ production process may not be high on the priority list. Therefore, establishing of a set of agreements on the division of the responsibilities between the agencies, which might be instrumental for the compilation of tourism statistics and TSA, is absolutely essential. Such agreements are now generally referred to by the UN Statistical Commission (UNSC) as institutional arrangements. This is very much related to the Inter-institutional Platform that UN Tourism has traditionally recommended in its technical assistance and capacity building initiatives.
Countries should consider the institutional arrangements necessary on setting up an STS and establish agreements between agencies that are involved in collecting and compiling tourism statistics and TSA on the division of responsibilities (IRTS2008 CG 0).

The participants of the International workshop on tourism statistics jointly organized by UN Statistics Division and UNWTO Department of Statistics and Economic Measurement of Tourism UNWTO (Madrid, Spain 17-20 July 2006) emphasized “the crucial importance of developing a strategic alliance between national agencies involved in the compilation of tourism statistics and supported the development and inclusion of the appropriate guidelines in the future Recommendations”. It also encouraged countries “to work towards establishing such an alliance and the need of more systematic review and publication of good practices in this area”.
Inter-institutional cooperation

Institutional arrangements with other subject data providers

After the adoption of IRTS 2008 the UNSC endorsed a number of recommendations on institutional arrangements in the context of specific statistical domains as well as in respect of the organization of statistical process in general. The most important UNSC documents in this connection are Guidelines on Integrated Economic Statistics and National quality assurance framework. The guidance on institutional arrangements is provided also in the forthcoming Compilers’ Guide on Statistics of International Trade in Services, which is highly relevant for tourism statistics in view of the close links between tourism statistics and statistics of international trade in services. The objective of this section is to provide further guidance on institutional arrangements relevant for tourism statistics in the light of the UNSC recommendations, good practices identified in respect of the related statistical domains and country experiences.
Purpose of institutional arrangements

- An overarching purpose of the institutional arrangements is to ensure availability of official statistics that meet the user needs and are compiled and disseminated in the most efficient way. In this connection, the UN Statistical Commission systematically promotes an integrated approach to official statistics (see Box 1.3) and sees the establishment of institutional arrangements as a prerequisite of the success of such efforts. Proper institutional arrangements and an integrated approach are intended to overcome the lack of harmonization across various fields of statistics, especially if they are compiled by different members of the national statistical system.

- This lack of harmonization is often referred to as a “stove-piping” of statistical processes, that is, the organization of processes as numerous independent and uncoordinated production lines: each statistical output is managed from beginning to end within a separate division or a separate agency, with its own concepts and classifications poorly related to other fields of statistical work, unique sampling frame, survey design and data compilation system. “Stove-piping” diminishes the efficiency of the statistical process by making it difficult to develop and use consistent concepts and classifications, sampling frames, and the resulting statistics in other statistical domains, thus impairing the quality of official statistics in general.

- The way to overcome this problem is the establishment of proper institutional arrangements which would allow for a closer cooperation, identification and elimination of avoidable inefficiencies.
Purpose of institutional arrangements

• **Institutional arrangements should ideally complement the legal framework** on which a national statistical system is based. However, in some cases of a weak legal background for collecting and/or compiling data makes institutional arrangements even more important. Under certain circumstances, the institutional arrangements can be more flexible than legal acts. Gained experience with such arrangements may actually play an important role in the initiation of the activities aiming to improve the existing legal framework.

• It should be stressed that the UN Statistical Commission recognized that (a) it is **neither possible nor desirable to propagate a single type of institutional arrangements** as national statistical systems are different; and that (b) there is no “right” institutional setting for integrating statistics, in the sense that this goal can be achieved in both centralized and decentralized statistical systems. Such an approach is adopted by the Commission with respect to many particular statistical domains, including statistics on international trade in services. The present Compilation Guide also recognizes that different institutional arrangements may result in adequate tourism statistics provided that such arrangements promote the compilation of tourism statistics on the basis of internationally recognized methodology and data compilation guidelines set out in IRTS 2008. At the same time, it should be underlined that not all types of institutional arrangements can be equally effective.
Characteristics of effective institutional arrangements and good practices in their establishment and maintenance

The UN Statistical Commission consistently encourages countries to ensure that institutional arrangements possess certain characteristics which enhance their effectiveness:

- **The totality of the collective responsibilities of the agencies involved in a given statistical domain covers all stages of the statistical process – from the identification of the user needs through the collection of raw data to data compilation, dissemination and evaluation of disseminated statistics;**

- **An unambiguous definition of the rights and responsibilities** of all involved agencies in order to avoid misunderstandings, duplication of work or omission of some significant work elements;

- **The working arrangements between agencies are properly laid out in a Memorandum of Understanding or a similar document;**

- **The informal agreements between the responsible units of the involved agencies are maintained to ensure necessary flexibility;**

- **Designation of a single body** (e.g. National Statistical Office, Central Bank or a specially established interagency body) with a clear mandate to monitor and coordinate various aspects of the statistics production process. The existence of such a body is also essential from the user perspective as it provides a clear designation of a single source of official data and of the contact point for any inquiries. This raises the user confidence in data quality and promotes a wider and more effective data use;

- **The main user groups are included in the institutional arrangements and actively participate** in setting and monitoring the statistics production and dissemination process.
Box 1.4. Efficiency by using regularly collected data

“A statistical agency should not automatically initiate a new survey in response to every demand for information. Rather, it should systematically attempt to react to new demands by exploring how they might be satisfied using regularly collected data or, failing that, by examining whether the administrative records already in the hands of government can address the new request, at least to some degree. Whether or not, or rather to what extent administrative records can be used to replace or to supplement statistical survey information, is a very complex issue and the answer also depends very much on specific national situations. Statisticians tend to be wary of the quality of administrative information, in terms of concept and coverage. Nevertheless, the attractive features of administrative records are that they are to be collected or have been collected anyway. It is probably true in many countries that some administrative records, e.g. tax records, have a very good coverage of parts of the population, and that the rate of response is substantially better than that achieved by a statistical agency. Moreover, there is always the possibility of improving on the information yielded by those records by supplementing them with data obtained from a much smaller sample of respondents.”

Source: United Nations Statistics Division, Handbook of Statistical Organization
Inter-institutional cooperation

Governance aspects

➢ **Mandate of the responsible body**
  • In general, the mandate of the responsible body should require ensuring:
    – Operationalization of the relevant international statistical standards and application of good international practices;
    – Development and implementation of the statistics work programme including setting up the appropriate interagency data compilation arrangements;
    – Establishment of close contact and regular consultations with the user community to guarantee the relevance of the compiled and disseminated data;
    – Promotion of a joint data collection and data compilation programmes on the basis of an integrated approach and appropriate quality management to ensure that high quality statistics are made available to users under conditions of limited resources and ever-increasing user demands;
    – Timely dissemination of statistics to users both domestically and internationally; and
    – Consultations with other countries on the data reconciliation and data exchange.
  • In this context IRTS 2008 emphasises that joint collection of data relevant to tourism statistics, balance of payments and international trade in services statistics will lead to the increased efficiency and the reduction of the reporting burden of the respondents.
Inter-institutional cooperation

Which are the benefits?

• Stakeholders learn to understand their fundamental role within the statistical process, and become more willing to make the efforts needed to provide the information produced on time and in the exact format required

• The development of tourism statistics and TSA takes on the status of a “state or national initiative”

• Access to the necessary funding from within or outside the country is facilitated

• The results are provided with legitimacy and credibility

• A contribution is made to ensuring that tourism statistics are compiled and disseminated with maximum efficiency

• There is a greater guarantee that the effort to improve tourism statistics will be sustainable
GOOD PRACTICES

Dr. Nagore Uresandi
THAILAND
Inter-institutional cooperation

**Thailand**

**COUNTRY NAME:** THAILAND

**SYSTEM:** DECENTRALIZED

**NAME OF THE INTER-INSTITUTIONAL PLATFORM (IIP) (IF ANY):** STERING COMMITTEE THAILAND TOURISM STATISTICS

**WHO BELONGS TO THE INTER-INSTITUTIONAL PLATFORM (IIP)? AND WHICH IS THEIR ROLE?**

<table>
<thead>
<tr>
<th>NAME OF THE INSTITUTION</th>
<th>ROLE IN THE IIP - STS</th>
</tr>
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<tbody>
<tr>
<td>National Statistics Office</td>
<td>Supports Ministry of Tourism and Sports (MOTS) on developing tourism statistics, for instance by conducting the overall business survey and providing the data on tourism industries and employment to MOTS.</td>
</tr>
<tr>
<td>Ministry of Tourism and Sports</td>
<td>Leading Role: produces and publishes inbound, domestic, expenditure and TSA. Collaborates with the rest of entities, for instance for TSA table 7 they count with data NSO provides on employment</td>
</tr>
<tr>
<td>IMMIGRATION</td>
<td>Support MOTS on inbound and outbound data</td>
</tr>
<tr>
<td>Bank of Thailand</td>
<td>Support MOTS on Expenditure national accounts NSDB</td>
</tr>
<tr>
<td>PRIVATE SECTOR</td>
<td>Supports MOTS in giving their opinion on whether the figures that come up make sense with the information the private sector have on what goes on in their businesses</td>
</tr>
<tr>
<td>NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT BOARD</td>
<td>Contributes to expenditure statistics</td>
</tr>
</tbody>
</table>
STERING COMMITTEE THAILAND TOURISM STATISTICS
- NSO – NATIONAL STATISTICS OFFICE
- BANK OF THAILAND
- MINISTRY OF TOURISM AND SPORTS
- IMMIGRATION OFFICE
- NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT BOARD
- PRIVATE SECTOR
  - FEDERAL TOURISM INDUSTRY

IT WAS CREATED 10 YEARS AGO

INTER – INSTITUTIONAL PLATFORM METHODOLOGY:
- ONE SINGLE MOU among ALL PARTIES

HOW OFTEN DO THEY MEET?: ONCE EVERY 3 MONTHS

ISSUES THEY HAVE FACED IN OPERATIONALLY IMPLEMENTING IIP AND HOW HAVE THEY OVERCOME THEM:

MAIN PURPOSE OF THE IIP: TO SUPPORT TOURISM STATISTICS SYSTEM AND TSA
AVOID OVERLAPPING AMONG INSTITUTIONS – COORDINATE THEMSELVES – COMMIT TO DEVELOPMENT OF TOURISM STATISTICS AND WORK ON SUPPORT BY PRIVATE SECTOR

The institutions jointly define the calendar of activities and publications and share budget to accomplish it. The details of this budget sharing was not found out.
Inter-institutional cooperation
Thailand

STATISTICAL AGENDA DEFINED: In a separate document their publications is gathered. MOTS commitment and current practice is publicly releasing monthly reports which refer to data of a month ago. MOTS publish the day 21st of the following month the data of the previous month. Example: March 2019 data published April 21st 2019. This applies to inbound data.
For expenditure data this is gather quarter by quarter and is said to be published a quarter later, in the publication sites this appears as annual publications with a quarter delay.
Employment is an annual collection of data hence it is published the next year as part of the publication of the TSA.
TSA is published annually.

The target audience of these publications are policy makers and private sector for decision making both on tourism strategy and marketing.

PLEASE SEE MOUs
PHILIPPINES
Originally created as Inter-Agency Committee on the Development of a Satellite Account on Tourism (IAC-DSAT) on February 7, 1997 by the National Statistical Coordination Board.

In 2003 IAC-DSAT was reconstituted and renamed Inter-Agency Committee on Tourism Statistics (IAC-TS) to expand the functions. It serves as venue for discussions on statistical issues related to tourism statistics & tourism accounts and it is composed of representatives from government and non-government organizations involved in production and use of tourism statistics.

In 2020 it was reconstituted as Interagency Committee on Tourism Statistics.
Tourism Research Partners Forum (TRPF) promotes collaboration and joint-financing opportunities

• **Purpose:** To provide a standing venue for decision-making on all aspects of existing jointly funded tourism research projects and a venue for the formation of partnerships on future jointly funded national or multi-jurisdictional tourism research projects.

• **Participants:**
  • Canadian Tourism Commission
  • Statistics Canada
  • Provinces and Territories
  • Atlantic Canada Opportunity Agency
  • Parks Canada
  • Tourism HR Canada
  • Municipalities
THANK YOU

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