Study on united tourism planning for the integration of the two different systems
Case study of the united tourism planning in the former West · East Germany

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= Abstract =

통일이라는 사회적 변화는 한 나라의 현재와 미래에 가장 큰 영향을 주는 요인임에 틀림없다. 자본주의와 공산주의의 상이한 국가이념으로 존립했던 두 나라의 통합과정에서 단일국가의 거시적 관광기획을 수립한다는 것은 쉽지 않은 일이며 더욱이 확정된 발전 기획안의 일관성을 유지하기란 더욱욱 어려운 일일 것이다. 이러한 사회변화 속의 이상적 관광기획 모델을 설정하기 위해서는 무엇보나 두 사회의 기존 관광구조와 관광기획에 미쳤던 요인들을 분석하는 과정이 필요하며 이를 바탕으로 새로운 통합관광기획의 범위가 설정되어야 할 것이다. 통일을 향한 분위기가 고조되고 있는 한반도의 경우, 독일과 여러 측면에서 많은 차이가 있었으나 관광분야의 새로운 경험으로서 독일사례를 검토해 보는 의미를 갖고자 한다.
1. Introduction

The reunification of GDR and FRG in October 1993 brought to an end of the postwar division of the country which had led to the development of different economic and social structures and systems in the two parts. Similarly, the tourism industry in the two nations had diverged both in forms of structure and image (Hill, 1993).

Tourism planning draws its concepts and approaches from the general planning literature. As in other areas, general planning concepts and theories have been adapted to the particular area of the tourism system. A number of researchers have applied planning approaches to the tourism system, largely in terms of demand and supply components. Gunn (1988) proposed a model of tourism demand and supply comprising: demand in terms of population (people) with an interest and ability to travel and supply side as comprised of various modes of transportation, the attractions, facilities, and services for tourists and the tourist information and information provided. Mill (1985) identifies four key components of the tourism system in terms of market (tourists) travel (transportation), destination (attraction, facilities and services) and marketing (information and promotion). Overall, the concept of an integrated system based on demand and supply factors depends upon effective planning of the tourism system hence the notion of tourism planning.

A number of writers have put forward definitions of tourism planning (e.g. WTO, 1980c; Heeley, 1981; Braddon, 1982; Murphy, 1985; Getz, 1987; Gunn, 1990; Inskeep, 1990 etc).

Murphy (1985) in line with the main argument in this article defines tourism as follows: "Tourism planning is concerned with anticipating and regulating change in a system, to promote orderly development so as to increase the social, economic and environmental benefits of the development process. To do this, planning becomes an ordered sequence of operations, designed to lead to the achievement of either a single goal or to a balance between several goals".
The importance of tourism planning elaborated in later sections, is to achieve the optimum benefits of tourism and prevent or at least mitigate problems that might be generated.

The following sections discuss the role for tourism planning towards the integration of tourism development in united Germany after unification and proposes the way forward - post unification for the former GDR and FRG nations. The first section considers the tourism planning system available in the two nations before unification. The second section looks at the future of tourism planning. The third section offers a model of tourism planning for united Germany and similar nations facing possible reunification such as South and North Korea.

II. Tourism planning in the former Federal Republic of Germany (FRG)

2-1. Background of tourism planning

The origins of present-day tourism planning at the federal, regional and state levels can be traced to its constitution, - the Basic Law which explicitly stated that equality in living conditions had to be created and maintained in all parts of the country (Niles, 1974).

The basic Law assigned the right to establish a regulative framework for spatial planning (Raumordnung) to the federal level. This right has been interpreted as the establishment of relatively broad but binding spatial planning guidelines. Given the involvement of the state level in such planning the federal level was forced to take action which led to the passing of the Raumordnungsquesetz in 1965. As a result, this spatial law set forth explicitly the planning responsibilities of the state and regional levels in terms of establishing operational guidelines and regional plans.

However, the tripartite planning (federal, regional and state) responsibilities have complicated an otherwise clear-cut division of responsibilities over policy
programmes at these levels. Thus, under the leadership of the Federal Department of Economic Affairs, federal and regional programmes expanded considerably during the period leading to unification. There was some considerable cooperation and coordination between the federal and regional levels. Secondly, the Federal Spatial Planning Law while it spelt out responsibilities and guidelines for the state level spatial planning activities, it lacked specificity which led to considerable differences in interpretation and implementation at the state level. Thirdly, partly as a result of the federal interest in regional spatial planning in conjunction with ‘traditional’ physical planning activities. Overall, the thrust was towards more functional, social and economic planning approaches and concepts. Generally, the states adopted a new orientation and embarked on the development and implementation of new planning concepts on their own.

Regional planning policies fall into three categories: firstly, spatial planning policies from the governments point of view were designed to influence the spatial structure of settlement patterns, population distribution and systems of infrastructure and facilities, generally referred to as Raumordnungspolitik (Environmental Planning Policy). The major objectives were the improvement of living conditions in rural and depressed areas, and redressing socially unhealthy spatial settlement patterns in urban and industrial agglomerations. Secondly, regional planning was driven by fiscal measures aimed at spearheading industrialization programmes in designated areas. Lastly, regional planning concerned various economic and social policy programmes such as sectoral subsidization, tax relief and transport investment policies.

2-2. Direction of Tourism Planning

The federal structure as discussed above, accounted for the apparent absence of a national tourism planning policy. The major factor for this originates from the division of tourism planning responsibilities within two federal ministries, that is, Ministries of Economics and Regional Planning and Ministry of Urban Affairs. These two federal ministries emphasized different
aspects of tourism planning. As a result, the direction of overall tourism planning is dictated by land use planning regulations, political, economic, social, demographic, ecological aspects whose overall responsibility is shared between the federal, regional and state levels. Hence, the fragmentation and in tourism planning activities which can be affected by lack of coordination and cooperation among the tripartite levels (federal, regional an state). These considerations ultimately compromise the development and functioning of a nationally integrated tourism system.

![Diagram](image)

**Figure 2-1. Tripartite Levels of Tourism Planning**

### 2-3. The Structure Factors Affecting Tourism Planning

The essence of tourism planning originates from the Federal Planning Act (1965) which stipulates the protection, maintenance and development of recreation facilities. This is implemented through the 1974 Federal Space Planning programme (Bundesräumordungs program, 1976). Thus, tourism planning objectives/policies incorporated within federal programmes are subsequently implemented at the regional and state levels given their constitutional responsibilities for land use and resource planning. As a result, each state
government incorporates relevant federal programmes pertaining to tourism planning as required in order to meet its legislative stipulations and development objectives. For example, the state of Rheinland-Pfalz in its 1968 development plan established three major tourism-related objectives: firstly, the establishment of nature parks and protection of landscapes; secondly, protection of landscapes with outstanding recreational attributes and thirdly, provision of recreation facilities near the periphery of large urban complexes (Landesentwicklungsprogramm Rheinland-Pfalz 1968).

Farm holidays were advocated in the early 1970s as an alternative to vocations in distant, noisy and congested places. It was argued that the advantage of holidays in rural areas was the contrast they provided to 'normal' tourist centres (Klopper, 1973). The 'holidays on a farm' idea is of particular importance since it is linked to the concept of 'soft' tourism - that is a kind of tourism that does not have negative impact on the environment. In addition to the joint federal-state tourism projects, states have their own supplementary tourism development and maintenance programmes. Despite, these structures and initiatives funds for regional tourism programmes are limited.

2-4. Factors influencing tourism planning

The key factors influencing tourism planning are socioeconomic and demographic aspects. The former include rising per capita income levels, availability of more leisure time, greater social mobility, urbanization, physical feature and family cycle. The latter includes age, class structure and ration of females and males. In particular, in West Germany, as in other industrialized countries, the average work week has been decreasing while at the same time paid vacations and their duration have been increasing. Thus, the combination of more free time, higher incomes, and greater mobility resulted in an almost threefold increase in vacation recreation trips (Becker, 1976).

Similarly, the dense urban and industrial agglomerations have been a
significant demand factor. The flight from the city indicates a desire to retreat to nature. Overall, the impact of social factors on tourism planning is more difficult to assess. Mainly, because the economic variance in social class structure has been modified by an extensive social welfare programme. Thus, travel intensity, that is the percentage of the West German population aged over 14 taking one or more holidays of 5 or more days per year has increased significantly since the mid-1950s.

Following Mill(1985), the tourism system in West Germany shows the availability of variable market (foreign and domestic), travel (modern transportation system), destination (attractions, facilities and services of international standards), and marketing (information and promotion infrastructure). However, major efforts should be placed upon integrating and coordinating the different levels (federal, state and regional) in addition to restricting to incorporate the needs of a unified German. The situation in the former East Germany is considered below.

III. Tourism Planning in the former East Germany (GDR)

3-1. Background of tourism planning

The history of tourism planning and development in the former GDR is closely linked to the political system. Thus, the political system influences social order hence impacts on tourism systems as forms of human interaction. As a result, the political order affected freedom to travel, travel behaviour and the overall development of the tourism industry (Kasper, 1986).

The political founding of the GDR state was based on the Marxist-Leninist doctrine. According to this ideology, the properly relationships between people and the state result in the common ownership of the means of production. Thereby, establishing the so-called ‘dictatorship of the proletariat’ which reconciles the socialization of the means of production and elimination of private ownership. As a result, the Socialist Unity Party (SED), through which leadership of the working class was achieved thus national governance
by the same political party. Overall, the essential thrust of the socialist government were both political and economic leading to the nationalization of the means of production, and the centralized planning and control of the economy (Gohl, D., 1986).

As a result, all forms of economic and commercial activities were centralized at the state level. Thus, the tourism system and related aspects were under state centralized control in East Germany. Tourism was primarily used to achieve political ends. In many ways, tourism was national importance. The economic function of tourism was mainly seen as a way to reproduce the society’s working capacity (Godau, 1989). Its social function lay in its contribution to ‘socialist culture’ and in conjunction with physical activities and sports served the allround physical and spiritual development of the citizens. Tourism as a system became an important social policy area.

3-2. Direction of tourism planning

The tourism profile was characterized by its state-political function and the socialist social setting. As a result, tourism in GDR was an integral part of the centrally planned economy and showed some of these aspects: Firstly, the control and rationing of offer, that is, the offer was guided by the need to realize political objectives and not according to the scope and needs of demand (Godau, 1989). Secondly, central economic structures and organization of tourism (all inland holiday tourism) by a few monopolistic travel agents. Thirdly, no free access by demand to the existing offer and controlled distribution of the places in holiday homes, hotels and camping. As a result, holidays could only be taken with the permission of government authorities. Fourth, limitations on travel particularly to the West and restricted travel to neighbouring socialist countries. Lastly, an unusually large population of inland holidays (80%) (of at least 7 days) (Wolff, 1990).

Overall, the combination of subsidized inland (domestic) holidays, and restricted travel led to overloading and erosion of capacities worsened by inadequate investment and infrastructure extension programmes.
3-3. The Structure Factors Affecting Tourism Planning

The key components in the East German tourism system were the monopolistic travel organizations. The Trade Union Holiday Organization mainly responsible for inland holidays of more than 7 days duration. In contrast, the International Travel Service arranged trips abroad in a small way. These were usually in union-owned homes in the neighbouring socialist countries.

The Tourist Office of the GDR was a publicly owned company operated under the auspices of the Ministry of Communications. The office handled executive luxury holidays for foreign visitors. In addition, the Youth Travel Agency (Jugenttourist) arranged holidays for young people at reduced prices since 1975.

Thus, the centralised structure influenced the demand and supply of tourism in East Germany. The factors were deliverly imposed through restrictions on travel preference of where citizens and foreigners coming in could visit.

Thus organised tourism mainly limited to inland (domestic) tourism with a share of 80% and was dominated by the Trade Union Holiday Organization. By 1987, inland holiday tourism comprised 6.5 million journeys (Grossmann, 1989). Foreign travel usually meant holidays in other socialist states with which freedom to travel without a visa or even without a passport had been agreed.

Overall, tourism planning was centrally controlled and implemented to serve the political ideology. Since unification, the structures and systems had to change and align with those in the former West German or towards the new structures. The role of tourism planning under these conditions of political and economic integration will be considered in the next section.

IV. Conclusion

The role of tourism planning in merging the tourism systems in the former nations of Germany is critical. Firstly, the tourism system were driven by different political and social ideologies. In East Germany, the impact on tourism was through central control and rationing of the demand (market). This interference in the tourism system further distorted the offer
components such as travel (transportation), destination (attraction, facilities and services) and marketing (information and promotion). Hence, the need to adapt these to the system in the former West Germany. The notion of some degree of tourism in planning is required to achieve effective integration of the tourism system. The five essential phases in the tourism planning process are described in figure 3-1.

Figure 3-1. Tourism Planning Mode
References


Godau, A. (1989) GDR tourism after the change - structures, products, visions in: Tourism in a new Europe etc as above page 120.


