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Sustainable Coastal Tourism

An integrated planning and management approach

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SUSTAINABLE COASTAL TOURISM

An integrated planning and management approach

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List of Abbreviations

ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
CAMP	Coastal Area Management Programme
CATA	Central American Tourist Agency
CBA	Cost-Benefit Analysis
CBD	Convention of Biological Diversity
CCA	Carrying Capacity Assessment
CI	Conservation International
CO_2	Carbon Dioxide
CTO	Caribbean Tourism Organization
CZM	Coastal Zone Management
DEAT	Department of Environmental Affairs and Tourism Republic of South Africa
DG	Directorate-General
DITURIS	Ecuadorian National Tourism Board
EA	Environmental Assessment
EC	European Commission
EEA	European Environment Agency
EF	Ecological Footprint
EIA	Environmental Impact Assessment
EMAS	Eco-Management and Audit Scheme
EU	European Union
EUROPARC	Pan European organization whose prime purpose is to support and encourage the complete spectrum of major protected areas in Europe
FAO	Food and Agriculture Organisation of the United Nations
FFPNR	French Federation of Regional Nature Parks
GAP	Mediterranean Marine Gap Analysis
GDP	Gross Domestic Product
GEF	Global Environment Facility
GESAMP	Group of Experts on the Scientific Aspects of Marine Environmental Protection
GHG	Greenhouse gas
GIS	Geographic Information Systems
ICAM	Integrated Coastal Area Management
ICM	Integrated Coastal Management
ICZM	Integrated Coastal Zone Management
INFO/RAC	Regional Activity Centre for Information and Communication
IOC/UNESCO	Intergovernmental Oceanographic Commission/United Nations Educational, Scientific and Cultural Organization
IPCC	Intergovernmental Panel on Climate Change
ISO	International Organization for Standardisation
IT	Institute for Tourism
IUCN	International Union for the Conservation of Nature
IQM	Integrated Quality Management
LIFE	The EU's financial instrument supporting environmental and nature conservation projects
MAP	Mediterranean Action Plan
MNV	Maximum Number of Visitors
MPA	Marine Protected Areas
NGO	Non-Governmental Organization
NOAA	National Oceanic and Atmospheric Administration
OAS	Organization of American States
OECD	Organization for Economic Cooperation and Development
PAP/RAC	Priority Actions Programme Regional Activity Centre
PIRT	Partners in Responsible Tourism
RAC/CP	Regional Activity Centre for Cleaner Production
RP	Redefining Progress
SA	Social Assessment
SEA	Strategic Environmental Assessment
SIDS	Small Island Developing States
SMAP	Short-and Medium-term Priority Environmental Action Programme
SPSTD	Strategic Planning for Sustainable Tourism Development
SS	Sustainable Scenario
ST	Sustainable Tourism
T&T	Travel and Tourism
TCC	Tourism Carrying Capacity
TCCA	Tourism Carrying Capacity Assessment
TDP	Tourism Development Plan
TNC	The Nature Conservancy
UN	United Nations
UNCED	United Nations Conference on Environment and Development
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNEP/GPA	United Nations Environment Programme / The Global Programme of Action for the Protection of the Marine Environment from Land-Based Activities
UNEP-WCMC	United Nations Environmental Programme - World Conservation Monitoring Centre
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNWTO	United Nations World Tourism Organisation
USA	Unated States of America
WB	World Bank
WEA	Wales Environment Agency
WMO	World Meteorological Organization
WTTC	World Travel and Tourism Council
WWF	World Wide Fund for Nature
WWF-SPP	World Wide Fund for Nature - South Pacific Programme

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Foreword

Nations that promote their coastal areas for tourism are increasingly becoming aware of the need to protect these areas in order to maintain their natural beauty and help ensure their long-term vitality as tourism destinations. Today's tourists have a greater understanding of the impacts of their travel and are demanding more sustainable tourism products. In essence, the majority of tourists today are looking to satisfy their need for leisure, recreation and discovery in a way that is friendly to the natural, cultural and social well-being of the destinations they visit.

In response to the growing need for coastal zone protection, the tourism sector has been working to develop approaches and strategies that allow for the better planning and management of tourism activities in coastal zones. This has not always been an easy task as these extremely fragile environments are targets for many other human-induced development activities.

Integrated Coastal Zone Management (ICZM) has been largely recognised by many tourism operators and decision-makers as a sound path towards the sustainable development of coastal tourism. Sustainable and responsible tourism planning tools and techniques are essential for the successful implementation of ICZM.

The purpose of this handbook is to explain how the tourism sector can coordinate effectively in the overall development of coastal zones and contribute to the long-term sustainability of these areas. This document was designed to be practical and easy-to-use and provides an introduction to the key tools to be used in different stages of the planning process. It furthermore identifies the stakeholders that are critical in the successful delivery of the various stages of the process.

This handbook is targeted at national and local decision-makers, as well as operators from the tourism sector and practitioners in the field of ICZM. It is also envisioned to support those who are affected by tourism development.

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1 Introduction

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1. Introduction

Tourism is one of the world's largest industries. It is not so easy to provide a clear and all-encompassing definition of tourism, particularly when one considers that it is so closely interrelated with all other sectors of life: economic, social, cultural, environmental, and political (The Economist, 1991). Many feel that a universal definition of tourism is almost impossible to reach, and that it would be realistic to accept the existence of many different definitions, each aimed at serving a specific purpose. However, we find Fennell's definition (1999) closest to the purpose of this document. He defines it as "... the interrelated system that includes tourists and the associated services that are provided and utilised (facilities, attractions, transportation and accommodation) to aid in their movement ...". Fennell also adds that the tourist (the principal subject of this activity), according to UNWTO, is "... a person travelling for pleasure for a period of at least one night, but not more than one year for international tourists and six months for persons travelling in their own countries, with the main purpose of the visit being other than to engage in activities for remuneration in the place(s) visited." Tourist volumes, physical and financial, throughout the world are, on average, constantly increasing. This growth is taking place at a time characterised by frequent turbulence in political and economic spheres, and occasional unfortunate events caused by the forces of nature in some of the most attractive tourism destinations of the world.

From the perspective of spatial distribution, tourism is a highly fragmented activity. It is located in specific environments and destinations, where there is a variety of environmental, cultural, social and physical attractions. The fact that in a relatively small area there is a high concentration of pressures may result in negative, albeit localised, consequences. However, the cumulative effects of these impacts can still be great. In many cases tourism, which has been the activity that kickstarted the economic development of an area and consequently other activities, which developed because of tourism, has started to create negative impacts on sustainability, which in many cases are bigger than the benefits that tourism brings.

One of the most common types of tourism is coastal tourism. It is based on a unique resource combination at the interface of land and sea offering amenities such as water, beaches, scenic beauty, rich terrestrial and marine biodiversity, diversified cultural and historic heritage, healthy food and, usually, good infrastructure. It includes a diversity of activities that take place in both coastal zones and coastal waters, which involve the development of tourism capacities (hotels, resorts, second homes, restaurants, etc.) and support infrastructure (ports, marinas, fishing and diving shops, and other facilities). Besides physical conditions, the development of tourism in coastal areas is related to socio-economic features of the receiving environment such as local community interests, health and security conditions, political factors including unpredictable crises, and traditional models of tourism.

The growth of tourism in coastal areas has reached its peak in recent decades. The economic importance of coastal tourism is unquestionable, although there is no analysis forecasting what would be the direct share of coastal tourism in the tourism sector, or its likely contribution to the economy as a whole.

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However, individual studies show that the coastal tourism sector in various regions of the world is increasingly growing in importance with regard to its magnitude and contribution to national economies as well as to the wellbeing of local communities.

1.1. Main conceptual issues

The main conceptual issue of coastal tourism which needs to be solved is the conflict between the benefits tourism provides for the economy as a whole and for the social environment it is operating in, and its heavy impact on the coastal physical environment in terms of urban sprawl, linear urbanisation, pressure on sensitive areas, the production of waste and the fragmentation of habitats, and the social environment, in terms of the loss of social and cultural identity and values.

Usually the development of tourism activities in coastal areas is based on a process where any planning or/and management decision is taken mainly on the basis of financial criteria, while the environment is taken into account only in a sense that can be described as "trying to minimise effects given the available budget". This process leads to the unsustainable development of coastal areas which not only impacts negatively on the environment and society but, in the long term, is also eroding the economic benefits of tourism since it destroys the basis of the tourism activity in coastal areas, namely the variety of the landscape, the biodiversity and the ecosystem services - in the sea and on land. The major challenge in this conflict remains how to develop coastal tourism patterns that will not minimise benefits to tourists and local populations, and the quality of the natural resource base for tourism.

In order to minimise tourism-induced problems and secure both the sustainability of the tourism industry and coastal resources used by other sectors, increased attention must be paid to the integration of coastal tourism into strategic development planning. In planning tourism development, it is of the utmost importance to focus on the appropriate planning of tourism growth with regard to the capacity of local systems.

Integrated Coastal Zone Management (ICZM) has been recognised lately by many tourism operators and decision-makers as a path to follow towards the sustainable development of coastal tourism. The ICZM is an adaptive, multi-sectoral governance approach, which strives to a balanced development, use and protection of coastal environments. It is based on principles such as holistic and ecosystem-based approach, good governance, inter and intra-generational solidarity, safeguarding the distinctiveness of coasts, precautionary and preventive principle, which give a context for achieving the aims of sustainable tourism.

The ICZM approach creates a constructive dialogue between the interests of authorities and multiple user-groups. It also prepares government representatives and other relevant actors for developing effective environmental legislation within their jurisdictions. Given the scale of tourism in world's coastal zones, one of the greatest challenges faced by coastal managers is giving tourism development a proper place within integrated coastal management in order to increase its long-term sustainability.

In the ICZM framework, tourism is identified as one of the most important activities in coastal areas. A number of activities initiated by UNEP and other international organisations (EU, EEA, OECD) are pointing out the need to encourage the implementation of pilot actions for ICZM at local, national and regional scale. The ICZM approach provides a comprehensive set of actions associated with its development cycle and today is applied worldwide. However, establishing its coherent and comprehensive implementation within the tourism sector remains a current challenge. In this context the main aim of this document is to develop a practical methodological guide for the sustainable development of tourism in coastal areas under the ICZM approach and pilot test this handbook in one micro-area.

1.2. The purpose and scope of this handbook

The main objective of this document is to present a tool that will assist all those involved in sustainable tourism planning and management to facilitate the use of resources in coastal areas. The document's major goals are to:

- promote the participatory management approach among the operational stakeholders in the tourism sector;
- enrich the operational capacity of institutions and people dealing with tourism development and/or integrated coastal zone management, in the tourism private sector and at the local authority/government level;
- raise awareness about the importance of sustainability and integrated management in the planning and management of tourism activities in coastal areas.

More specifically, this document aims to serve as a guide, first of all, to all professionals in the field (in tourism planning, and in coastal zone management) that are involved in the "day-to-day" planning and management of tourism activities in coastal tourism destinations. But it is also meant to be an inspiration for high level decision-makers in order to assist them to better understand the importance of tourism in relation to coastal zones' physical and social contexts, as well as an instrument to facilitate the integration of tourism planning into sustainable development planning and management. The document establishes a vertical system of strategic planning, where activities are undertaken "top-down" and "bottom-up". This, in effect, means that the initiatives may come from the top, but the decisions originate from the bottom of the decision-making ladder.

The document presents the synthesis of knowledge on sustainable tourism and on Integrated Coastal Zone Management (ICZM) accumulated in various parts of the world, in a number of institutions, and is based on the practice of many organisations. It builds upon the common understanding of what strategic planning, in generic terms, is and attempts to bring that understanding closer to tourism and ICZM practitioners. Every attempt was made to bring as many practical experiences as possible to the attention of the reader. However, such an attempt is never entirely satisfactory, and there is always something left to be desired in this respect. The document draws on an extensive list of more than 100 key references on the relevant subjects. These references are embedded throughout the text to assist those seeking to acquire further information about particular concepts, research topics or case studies. The text is also illustrated with boxes that describe specific examples of the subjects mentioned in the text.

1.3. The structure of this handbook

The text of this handbook is structured around a simple management framework for tourism development. It is based on the review of existing planning mechanisms, on the assessment of the modalities of tourism development, and on an analysis of the variety of stakeholders involved with the objective of elaborating a methodology that uses ICZM principles for sustainable tourism development activities in coastal areas. Each chapter has two parts: the main section where the issues are introduced and described, and the in-depth section, where some specific topics, challenges or issues are examined in more detail.

The document is divided into seven chapters and one annex. In the Introduction, the requirements for this handbook and the structure of the document are explained. The chapter also sets the scene for the introduction of ICZM into sustainable tourism strategic planning and deals with some conceptual issues. Finally, the target audience for the handbook is introduced.

The second chapter provides the main introduction to the sustainable tourism concept, which includes a basic analysis of tourism trends and the economic benefits of tourism, as well as of the problems associated with tourism development. This chapter also includes a definition of sustainable tourism and offers solutions in the form of sustainable tourism development.

The third chapter refers to tourism planning, providing a framework for tourism planning and identifying the strategic planning process as a critical element in the attainment of sustainable tourism. It also explains the main concepts important for sustainable tourism, namely tourism carrying capacity, environmental assessment and an ecological footprint.

The fourth chapter introduces the notion of ICZM, focusing on its implementation cycle, and its main objectives and principles. It also defines the social, economic and environmental benefits of ICZM and, crucially, links between coastal tourism and ICZM. The in-depth section of this chapter points towards the practical implementation of ICZM, and to the challenges the implementation of ICZM may face in the future.

The fifth chapter is the backbone of the handbook. It gives a detailed framework for sustainable tourism development in coastal areas. It defines and explains each of 11 steps in the Strategic Planning Process, and offers advice on the preparation of several tourism development scenarios in an iterative process towards defining the sustainable scenario of coastal tourism development. This chapter also represents the basis for the Implementation Guide which is described in the Annex.

Chapter six offers a description of the expectations, rights and responsibilities of the main institutional stakeholders involved in tourism development (government, civil society, the business sector, academic institutions, and intergovernmental organisations).

The seventh chapter outlines the main conclusions of the document and provides guidance for the way forward in its application, in term of ideas, for the post-project activities. Some indications given are based on the experiences of the pilot project that was carried out in Baska Voda, one of the most well-known coastal tourist resorts in Croatia.

In the Annex, the Implementation Guide is presented in more detail. It is based on a series of “to-do” cards, each explaining every step of the Strategic Planning Process, using the same template.

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Tourism in coastal areas

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2. Tourism in coastal areas

MAIN SECTION

2.1. An overview of tourism in coastal areas

The origins of tourism in coastal areas go back to Roman times, when the first villas were constructed in the Southern part of the Apennine peninsula. In the centuries that followed, especially from the mid-18th century onwards, coastal tourism was generally related to the therapeutic properties of sea and sun. Sun, sea and sand have continued to provide the main ingredients for coastal tourism until today, especially in the second half of the 20th century, which was marked by the development of mass tourism.

Coastal tourism is based on a unique resource combination at the interface of land and sea offering amenities such as water, beaches, scenic beauty, rich terrestrial and marine biodiversity, diversified cultural and historic heritage, healthy food and good infrastructure. It includes a diversity of activities that take place in both coastal zone and coastal waters, which involve the development of tourism capacities (hotels, resorts, second homes, restaurants, etc.) and support infrastructure (ports, marinas, fishing and diving shops, and other facilities).

Coastal recreation activities, which have been increasing both in volume and in number during the last decade, occupy a unique place in coastal tourism. They take in two main types of recreational uses of coastal zones: consumptive and non-consumptive ones. Activities such as fishing, shell fishing and shell collection, etc. belong in the first category while activities in the second include swimming, diving, boating, surfing, wind-surfing, jet skiing, bird watching, snorkelling, etc.

Coastal tourism is strongly dependent upon natural (climate, landscape, ecosystems) and cultural (historic and cultural heritage, arts and crafts, traditions, etc.) resources. It encompasses activities that can only be carried out in particular areas and in specific conditions. Therefore, certain areas are considered to be particularly suited to specific types of tourism activities, for which they became known on a global scale. Examples include sailing in the Gulf of Mexico, surfing on the beaches of Australia and Hawaii, or scuba diving in the Red Sea.

Besides physical conditions, the development of tourism in coastal areas is related to socio-economic features of the receiving environment such as local community interests, health and security conditions, political factors including unpredictable crises, exchange rate fluctuations, and traditional models of tourism exploitation or, simply, a successful or less effective marketing-led depiction of a destination. Environmental conditions such as unpredictable climate conditions, algae blooms, winds and the associated risk of forest fires, tsunami, storms and floods, as well as many other constant features or unexpected events, affect tourism development in coastal areas.

2.2. The magnitude and economic importance of coastal tourism

Tourism counts among the main economic activities in many countries. UNWTO statistics (UNWTO, 2007a) show that tourism is the world's largest industry with regard to the number of people involved and economic profit. According to EC data (INRA EUROPE, 1998), 63% of European holidaymakers prefer the coast as compared to 25% favouring mountains, 25% preferring cities and 23% the countryside.

Although there is no reliable data on coastal tourism alone, it is generally considered to be one of the fastest growing forms of tourism in recent decades. Here again, UNWTO statistics show that 12 of the 15 world's top destination countries in 2000 were countries with coastlines. As an illustration, Bridges (1997) reports that three US coastal states (Florida, California, and New York) hosted 74% of a total of 20.6 million of overseas visitors to the USA in 1995, generating 85% of tourist-related revenues. According to the same author, beach tourism in the USA generates US$640 billion annually, which equals 85% of tourist-related revenues (Bridges, 1997).

Another significant example is the Mediterranean Basin. With all the difficulties of extrapolating data from the statistics collected on Mediterranean countries as a whole, UNWTO estimates that Mediterranean coastal areas alone hosted some 250 millions of visitors in 2008. As forecasted by Blue Plan (2005), this number could increase to 312 million by 2025. According to the European Environment Agency (EEA, 2005), peak population densities on the Mediterranean coast of France and Spain reach 2,300 people per square kilometre, which is more than double those of the winter season.

The economic importance of coastal tourism is unquestionable. Some figures for the above two regions speak clearly: a study by Wilson and Wheeler (1997) shows that predominantly coastal tourism in California is, with US$9.9 billion, the largest contributor to the state's economy followed by ports (US$6.0 billion) and offshore oil (US$860 million). EEA data for France, for instance, shows that tourism provides 43% of jobs in French coastal regions, generating more revenue than fishing or shipping. Similarly, the coastal tourism sector in other regions of the world is increasingly growing in importance with regard to its magnitude and contribution to national economies as well as to the wellbeing of local communities.

2.3. Sustainable tourism: tourism growth vs. tourism development

Nature is being generous by providing us with a place to live, work and spend free time. Nations with long and distinctive coastlines can be considered as privileged since they have a valuable space for the development of tourism, which allows for social and economic development at the local and regional scale.

With reference to this, a clear distinction can be made between tourism growth and tourism development, knowing that the two are often erroneously seen as synonymous. While the former is measured in number of arrivals, overnight

stays, etc. that do not necessarily imply adequate economic prosperity (in particular for local communities), the latter refers to the increase in local income and employment, as well as environmental benefits, thus implying the presence of development planning in accordance with the carrying capacity of the receiving environment.

It is well known that tourism is one of the main sources of revenue for many countries and regions. The attraction of (quick) economic profit from the tourism industry, brought by huge sums of capital and seen as an easy way to strengthen national economies, led in many coastal areas to the constant and often very uncontrolled growth of tourism activity.

The growth of tourism in general, and in coastal areas in particular, is related to three main factors: increased personal incomes and leisure time, improvements in transportation systems, and greater public awareness of world destinations due to improved communications (EEA, 2001). This growth, which has reached its peak in recent decades, exerts pressures on the environmental and cultural resources of coastal areas, and negatively affects the social, economic and cultural patterns of tourist destinations. Despite the still prevailing growth trends, those who manage and invest in tourism are increasingly aware that it is sustainability in coastal areas that is strongly dependent upon the quality of these particularly fragile environments. Today's tourists seek a variety of experiences including cultural and natural attractions, gastronomy, sports, etc. all this in a well-preserved and distinctive natural environment (Box 2.1.). At the same time, people living in traditional tourist destinations are increasingly aware of and concerned about their natural, historic and cultural heritage (CoastLearn, 2009).

Box 2.1.
German tourists expect environmental quality

In 2002, an opinion poll was carried out in Germany on a sample of 7,872 people representative of 60.1 million Germans aged 14 years or over. They were asked the following question: When thinking about your next holiday, which of the following environmental factors is most important for you? The answers were as follows:

64.5%	Clean beaches and water
59.1%	No rubbish in the resort or in the surrounding area
50.0%	No urbanisation of rural areas
45.8%	Good nature protection in the holiday destination
51.0%	No noise pollution from traffic or discothèques
35.1%	Minimal traffic and good public transport in the destination
29.0%	Possibility of reaching the destination easily by bus or train
41.8%	Environmentally-friendly accommodation
18.7%	Finding environmentally-friendly accommodation in tour operator or travel agents' catalogues
14.2%	Easy access to information on offers with verified environmentally-friendly accommodation (eco-labels)

Source: ECOTRANS / F.U.R. Reiseanalyse (2002)

In this context, limiting tourism growth, enhancing the tourism product, attracting a diversified clientele and upgrading the quality of offer and services, are seen as priorities allowing for a tourism development satisfying both visitors and those who make a living from it. This is the very essence of the definition of "sustainable tourism" as offered by UNWTO (see Box 2.2. below).

Box 2.2.
Definition of Sustainable Tourism Development

"Sustainable tourism development guidelines and management practices are applicable to all forms of tourism in all types of destinations, including mass tourism and the various niche tourism segments. Sustainability principles refer to the environmental, economic and socio-cultural aspects of tourism development, and a suitable balance must be established between these three dimensions to guarantee its long-term sustainability.

Thus, sustainable tourism should:

1) Make optimal use of environmental resources that constitute a key element in tourism development, maintaining essential ecological processes and helping to conserve natural heritage and biodiversity.
2) Respect the socio-cultural authenticity of host communities, conserve their built and living cultural heritage and traditional values, and contribute to inter-cultural understanding and tolerance.
3) Ensure viable, long-term economic operations, providing socio-economic benefits to all stakeholders that are fairly distributed, including stable employment and income-earning opportunities and social services to host communities, and contributing to poverty alleviation.

Sustainable tourism development requires the informed participation of all relevant stakeholders, as well as strong political leadership to ensure wide participation and consensus-building. Achieving sustainable tourism is a continuous process and it requires the constant monitoring of impacts, introducing the necessary preventive and/or corrective measures whenever necessary.

Sustainable tourism should also maintain a high level of tourist satisfaction and ensure a meaningful experience to the tourists, raising their awareness about sustainability issues and promoting sustainable tourism practices amongst them."

Source: UNWTO (2004a)

2.4. The main impacts and challenges

All tourism forms and activities rely on the use of environmental resources. Even if it is considered as a "soft" industry, tourism has a major environmental impact in many coastal areas, which are particularly vulnerable to pressures associated with its growth. The relationship existing between tourism and environment is best qualified as a relation of mutual dependence: not only

tourism is highly dependent on environmental quality but environmental quality is also highly vulnerable to tourism development.

An overview of the impacts of tourism on coastal areas, which can be both positive and negative, is given by Coccossis and Mexa (2004). Coastal communities certainly benefit from tourism through the creation of employment opportunities, the raising of revenue, the development of infrastructure, improvements in health and safety conditions, enhancements of aesthetic standards, etc. Raising the coastal populations' awareness of the value of their coasts under the influence of visitors and the subsequent investment in environmental protection are additional positive outcomes of tourism development. On the other hand, together with urbanisation, mass tourism is accused of being one of the main causes of the littoralisation phenomenon (ribbon development) and severe ecological losses in coastal areas. Large tourism developments have dramatically altered not only the visual aspect of many coasts around the world but also the natural dynamics of coastal ecosystems. Land-grab and demand for resources are at the root of severe erosion phenomena, loss of valuable habitats (such as sand dunes, coral reefs, wetlands and mangrove forests), the irreversible destruction of pristine areas, and the loss of rare animal and vegetal species.

Tourism is a huge consumer of natural resources which are used to supply tourists with a variety of goods and services: drinking water - an extremely scarce resource in many coastal areas; food - sometimes causing pressure on local production, especially of seafood, and leading to over-fishing; electric power and cooling/heating facilities - making tourism a massive consumer of energy. Moreover, the environmental effects of coastal tourism extend to marine and freshwater pollution through the discharge of sewage, in many cases directly into water without any treatment, and the disposal of considerable quantities of wastes generated by tourism establishments. Similarly, Gossling (2002) names the following global environmental consequences of tourism: (1) changes in land cover and land use (2) energy use (3) biotic exchange and extinction of wild species (4) exchange and dispersion of diseases (5) changes in the perception and understanding of the environment and (6) water use.

Marine pollution may also result from the discharges from tourist yachts, excursion boats, car ferries and, particularly, cruise ships. These "floating towns", with a capacity of up to 4,000 passengers, are considered "a major source of marine pollution through the dumping of rubbish and untreated sewage at sea, and the release of other shipping-related pollutants" (WWF, 2007).

Besides ecological damages, tourism may impact negatively on the local society. The impact of tourism on traditional lifestyle and local customs, the erosion of traditional socio-cultural values and the loss of identity of the local population, and the devaluation of property values due to overbuilding are some of these negative impacts.

Finally, even if coastal tourism is typically concentrated in a narrow coastal zone, its impact can be felt over a much greater area. The infrastructure needed to support coastal tourism can extend over a wider region as it includes road and rail networks, airports, housing development for employees, large shopping centres, etc.
The main challenges for sustainable tourism in coastal areas revolve around extending tourism development from narrow coastal area to the hinterland and, thus, reducing the existing imbalance between communities living in these adjacent areas; reducing the seasonality of demand; providing for a more rational use of resources, especially water and energy and reducing the pollution of coastal and marine environments, as well as threats to wildlife and habitats.

2.5. The need for planning

Over recent decades, coastal zones have tended to be considered as exclusive spaces for tourism development, which prevail over other activities that may have an interest in the coastal environment as a development resource. Very often, tourism is given priority even in those coastal zones that could be successfully used by other economic sectors. This may lead to misuses of these valuable national territories and conflicts with other competing sectors. In some coastal areas tourism pressure can be so significant, that the activity can become unsustainable, which is particularly dangerous for coastal areas where tourism dominates or is the sole industry.

In order to minimise tourism-induced problems and secure both the sustainability of the tourism industry and coastal resources used by other sectors, increased attention must be given to proper planning and the better integration of tourism in coastal development. Negative impacts and conflicts are due mainly to ignorance of coastal environments and inadequate planning. This means that better knowledge of the physical environment of coastal zones, the identification of existing and potential uses, the assessment of their mutual compatibility and their individual compatibility with the environment, and finally, the development of integrated strategies and plans, offer a good solution for a more socially and environmentally sound development process.

In planning tourism development, it is of utmost importance to focus on the appropriate planning of tourism growth with regard to the capacity of local systems. To this end, proper tools must be offered to decision-makers that need to have a clear idea of possible tourism pressures and ways of responding to these pressures. As stated by Cicin-Sain and Knecht (1998a), one of the greatest challenges faced by coastal managers is giving tourism development a proper place within integrated coastal management in order to increase its long-term sustainability.

Sustainable tourism development and Integrated Coastal Zone Management (ICZM) are seen as two parallel, complementary and strongly interlinked processes. Principles, objectives and policy measures of the former contribute largely to the implementation of the latter, and *vice versa*. A variety of tools offered by ICZM allow for a more rational development of tourism that in turn makes the ICZM process more efficient.

Tools such as Strategic Environmental Assessment (SEA), Carrying Capacity Assessment (CCA), Environmental Impact Assessment (EIA), sustainability indicators, etc., each applied at the proper stage of tourism development planning and within a well-defined regulatory and legislative framework, are a good guarantee of the sustainability of tourism activity and its harmonious coexistence with other activities in a well-preserved environment. These tools and their role in tourism planning and management are elaborated in the chapters that follow.

IN-DEPTH SECTION

2.6. Coastal tourism in emerging destinations

Local coastal economies benefit significantly from tourism through relatively higher incomes, higher employment rates and investments, infrastructure development, etc. This is particularly relevant for emerging coastal destinations that are continuously securing positive results, underscoring the links to economic progress. According to UNWTO (2009a), tourism, as one of the most dynamic economic sectors, has a key role among the instruments fighting poverty and is becoming a primary tool for sustainable development. For example, Asia and the Pacific saw a 7.6% increase in tourism in 2006, while achieving remarkable performances in their emerging destinations. The international tourist arrivals in Southern Asia grew by 10%, in particular thanks to India, the destination responsible for half the arrivals to the sub-region. International tourist arrivals to Middle-Eastern countries rose by 4% in 2006, in spite of the overall negative geopolitical situation, the Israel-Lebanon crisis in particular. The results from Central (+ 6.1%) and South America (+ 7.2%) show that emerging Latin America countries (Chile, Colombia, Guatemala, Paraguay and Peru in particular) are consolidating the positive outcomes of recent years (UNWTO, 2009a).

Despite the efforts, coastal tourism in emerging destinations is still seasonal in character. The impacts of tourism on coastal communities may threaten the physical, socio-economic, and cultural environments. Tourism may become even more damaging as tourists prefer to visit natural and cultural areas that are exceptionally fragile (Kanji, 2006).

2.7. The special case of Small Island Developing States (SIDS)

Small Island Developing States (SIDS) are typically vulnerable territories that host unique terrestrial and marine ecosystems with special qualities such as exotic coral reefs, unique geological features and attractive landscapes. They are characterised by small populations, a lack of natural resources, remoteness, susceptibility to natural disasters, dependence on international trade and vulnerability to global developments. In addition, they largely suffer from underdeveloped economies with high transportation, communication, public administration and infrastructure costs. SIDS also contend with a limited availability of human, institutional and financial resources to manage and use natural resources in a sustainable manner (Ashe, 2005).

For SIDS, tourism is the most important activity environmentally, socio-culturally, and economically, and in some Caribbean States it is the only industry present. Antigua and Barbuda, Aruba, and Anguilla can attribute 75% of their national GDPs to tourism, which employs over 80% of their labour force. However, it should be pointed out that the type of jobs this sector creates is mainly of the unskilled or semi-skilled variety (Kanji, 2006).

Given the fact that SIDS are entirely coastal, it could be stated that their tourism is a coastal venture. Although tourism activity in SIDS consists of both domestic and international tourism, tourism development strategy is primarily focused on international tourists. This emphasis is understandable, since domestic tourism leads largely to a redistribution of national income while international tourism provides much needed foreign exchange earnings to the destination (Ashe, 2005).

Tourism has great potential to create links with and stimulate demand in other economic sectors such as manufacturing, services, transportation, fisheries and agriculture. Unfortunately, in many SIDS, such cross-linkage is weak or even non-existent, mainly due to an increased focus on importing rather than domestic production. Another obstacle of SIDS tourism development is the lack of an inadequate tourism infrastructure, such as road networks or water supply systems (Ashe, 2005).

SIDS are largely dependant on their natural, pristine environments and unique scenery to attract tourists to their shores. The number of visitors attracted however can often exceed that of the local population. This can lead to inverted situations in which the tourism industry continues to expand until tourist pressure on local natural resources and infrastructure increases in such a way that they begin to degrade, resulting in undesirable aesthetics and an uncomfortable experience. This causes a decrease in tourists, leading to economic degradation and social tension. Finally, it can result in the collapse of the entire tourist sector, which can be irreversible (Kanji, 2006).

In order to mitigate those negative effects, both governments and the private tourism sector can play an important role. Governmental priority should be given to the integration of tourism policies with other sectors' policies in order to ensure that tourism is developed in harmony with overall economic, social and environmental goals. Also, key investments should be made in infrastructure but in such a way that they serve not only the tourism sector but overall community needs too. Private sector (both domestic and foreign tourism enterprises) can also play a crucial role in destination development. The foreign tourism industry, which consists mainly of transportation, hotel and tour-operator companies, should ensure that their business decisions take full account of the environmental, social and, in particular, economic sustainability of the destination in which they operate (Ashe, 2005). However, many local communities are only gaining a small proportion of economic revenue from tourism business. This issue will be further elaborated in the following chapter.

Even though the tourism industry in many SIDS is experiencing difficulties, it cannot be replaced with another, more environmentally-friendly industry without severe and immediate economic hardships. This is mainly due to a lack of resources and population structure. It is therefore vital to develop a solution that balances environmental degradation with social equity and economic growth, i.e. sustainable tourism (Kanji, 2006).

2.8. Global issues and coastal tourism

Tourism development is usually one of the most important factors of socio-economic and environmental change. Even though such changes could lead to negative environmental impacts such as biodiversity loss, they do not necessarily have to be undesirable ones since they can help maintain the vitality of societies. In some coastal areas, tourism can be the most important activity, generating economic benefits and therefore contributing to poverty

alleviation. Tourism is a global activity, bringing different cultures and customs together, and also sharing the same global changes. Changes in climate are the most serious ones, affecting the entire globe. Tourism, being mainly a coastal venture, is particularly vulnerable to such change. Careful planning and decision-making in tourism development is therefore extremely important for preventing and mitigating the possible negative influence global climate change may pose to the local community.

Poverty alleviation

Tourism is big business. It provides a major contribution to the global economy, composing a significant share of the national GDPs. According to the World Travel & Tourism Council (WTTC, 2008), world travel and tourism generated close to US$8 trillion in 2008, expecting to rise to approximately US$15 trillion over the next ten years. Furthermore, the world travel and tourism (T&T) industry generates 9% of global GDP and employs as many as 220 million people worldwide (WTTC, 2009a). Given the significant deterioration in Travel & Tourism activity through the second half of 2008 and the bleak macroeconomic forecast for 2009, most likely the industry will grow in lower scales that predicted in previous years. Nevertheless the industry is expected to keep its leading role in driving global growth, creating jobs and alleviating poverty. Overall, it is forecasted that T&T industry will grow by 4% *per annum* over the next ten years. By 2019 it will account for 275 million jobs, representing 8.4% of total employment across the world (WTTC, 2009b).

However, according to the UNDP's 2006 Annual Report, 2.5 billion people live on less than US$2 a day. In recent years, tourism has been increasingly recognised as a potential tool in the drive to reduce poverty worldwide. There are number of reasons for this. Firstly, it plays an important role in the economy of poor countries. In 2001, international tourism receipts to developing countries amounted to US$142 billion while in 2005 they amounted to US$203 billion. It is also the primary source of foreign exchange earnings in 46 of the 49 Least Developed Countries (UNWTO, 2006). Additionally, tourism is growing much faster in developing countries than in developed ones. Predicted growth rates of between 5% and 6% per year for Africa and South Asia, which are home to most of the world's poorest people, are considerably greater than for the world as a whole.

In addition to these factors, it could be stressed that tourism is one of the few industries in which many developing countries actually have a comparative advantage over developed countries in terms of cultural heritage, natural wildlife, climate, attractiveness of rural and remote areas, etc. Also, tourism offers an opportunity to support traditional activities such as fishery, agriculture, handicrafts, etc. Tourism is a labour intensive industry and therefore it provides job opportunities for men, women and young people. Finally, tourism can bring non-economic benefits to local communities in terms of international recognition and valorisation of their culture and the surrounding natural environment, benefits that can only bring pride to local communities.

The UNWTO (2009b) has identified seven mechanisms for reducing poverty through tourism. These are:

1. Employment of the poor in tourism enterprises;
2. Supply of goods and services to tourism enterprises by the poor or by enterprises employing the poor;
3. Direct sales of goods and services to visitors by the poor (informal economy);
4. The establishment and running of tourism enterprises by the poor - e.g. micro, small- and medium-sized enterprises, or community-based enterprises (formal economy);
5. A tax or levy on tourism income or profits with proceeds benefiting the poor;
6. Voluntary giving/support by tourism enterprises and tourists;
7. Investment in infrastructure stimulated by tourism also benefiting the poor in the locality, directly or through support to other sectors.

Even though the contribution of tourism to national economies is an important and, in some areas, an irreplaceable factor, the negative trend caused by tourism growth can result in environmental degradation, leading to an overall downfall of the local economy (see section 2.7.). Furthermore, the dominance of international tour operators and other tourism organisations in global tourism can result in the absorption of financial profits by the foreign investors and suppliers leading to the absence of remedies for local communities. This is known as "leakage". According to UNCTAD (2009) such repatriation of profit is a very serious problem, and in some developing African countries it can rise to 85%. In countries with limited economic development, such as the less-developed parts of the Caribbean, Pacific and Indian Ocean island countries, heavily dependant on imports, net foreign exchange earnings only range up to 50% (Inskeep, 1991).

In order to efficiently make tourism a successful tool for reducing poverty, integrated action of all the actors in the process is necessary. This includes governments, international organisations, tour operators, private sectors (hotel trade associations in particular) and civil society in order to make the supply chain more local, ensuring economic benefits to the local economy.

Climate change

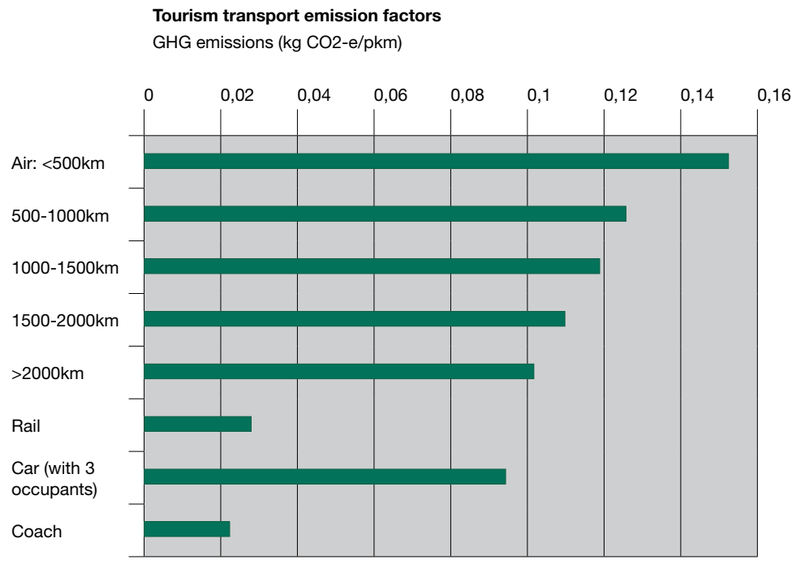
Changes in climate can manifest themselves as changes in temperature, precipitation, sea level, inundation, flooding, erosion, saltwater intrusion, loss of biodiversity, etc. Coastal areas are particular vulnerable to altered climate conditions. Low-lying delta and barrier coasts, low-elevation reef islands and coral atolls are especially sensitive to sea level rise, as well as to changes in rainfall, storm frequency and intensity (Ehler *et al.*, 1997). All these changes can have negative impacts on fisheries, agriculture, human settlements, financial services and human health but they can also largely affect tourists' decisions on destination selection, and eventually tourist flow in general.

Changes in climate conditions call for the adaptive management of the tourism sector in order to sustain socio-economic benefits for the local communities while ensuring quality experience for tourists (UNWTO, 2008). The Intergovernmental Panel on Climate Change (IPCC, 2007) gave a probable projected range in temperature increase of 1.8-4 °C and in sea level rise of 0.28-0.48 meters. Furthermore, larger values of up to 1 m by 2100 cannot be excluded if ice sheets continue to melt as temperatures rise (UNEP, 2007a). In addition, the Intergovernmental Panel on Climate Change (IPPC, 2007) declared that it is very likely that hot extremes, heat waves and heavy precipitation events will become more frequent. Tropical cyclones will likely become more intense, and tropical sea surface temperatures will continue

to increase. Regions affected with such extremes will expand (Simpson *et al.*, 2008). Even though previous IPCC projections (2001) were much broader than the most recent ones (2007), the error range in temperature and sea level rise is still significant. These uncertainties pose problems for planning and implementation on coastal defence (risk) strategies. Furthermore, these uncertainties should be taken into consideration in tourism planning as well.

The most important issue concerning climate change relates to the increased atmospheric concentration of carbon dioxide (CO2). The primary source of this concentration since the pre-industrial period is fossil fuel use (IPCC, 2007). The use of fossil energy is one of the major environmental problems associated with tourism and travel. According to UNWTO, UNEP and WMO (2008), emissions from tourism (including transports, accommodation and activities) account for about 5% of global CO2 emissions (but may reach up to 14% if measured as radiative forcing, i.e. the warming caused by CO2 and other greenhouse gases). Of these 5%, transport generates around 75% of global CO2 emissions. Still, there is great variation in emissions across tourism sectors and within different types of transportation. Trips by coach and rail account for 34% of all trips, but for only 13% of all CO2 emissions. At the same time, long haul travel accounts for only 2.7% of all tourist trips, but contributes 17% to global tourist emissions. In 2005, tourism's contribution to global warming was estimated to contribute between 5% and 14% to the overall warming caused by human emissions of greenhouse gasses (Simpson *et al.*, 2008).

Figure 2.1.
Mode-specific emission factors for tourism transport (UNWTO, UNEP and WMO, 2008)



Figures from the EU show that, even though its total greenhouse gas emissions fell by 3% from 1990 to 2002, emissions from international aviation increased by 73%, as air travel becomes cheaper. For example, someone flying from London to New York and back generates roughly the same level of emissions as the average person in the EU does by heating their home for a whole year (EC, 2008). Recent studies on emission factors for tourism transport (UNWTO-UNEP-WMO, 2008) showed different emission factors for a variety of tourism transport modes. The results are shown in Figure 2.1.

It is evident from the presented data that CO2 and Green house gas (GHG) emissions (as proxy data for climate change) from air transport have the biggest unit values (kg/pkm). The share of greenhouse emissions attributable to air transport may therefore increase rapidly if the volume growth is not reduced or if more environmentally-friendly technical solutions are not found. In addition to the introduction of alternative sources of transport fuel, one such solution includes the introduction of radical aircraft configurations, such as a flying wing that would have the greatest potential for reducing fuel consumption, but the development of such aircraft is uncertain. A less risky strategy could be the introduction of high-speed propeller aircraft with a cruising speed which is 20-25% slower than in conventional turbofan aircraft. This would mean a 56% cut of carbon dioxide emissions per passenger-kilometre compared to the year 2000. If such technology is combined with development characterised by a weakened emphasis on economic growth together with more hectic lifestyles, it could be possible to achieve the desirable goal of significant reduction of green gas emissions (Akerman, 2005).

The tourism sector has a duty to ensure the responsible use of natural resources, reducing harmful gas emissions to the atmosphere and supporting the protection of biodiversity (Box 2.3.). Minimising tourism impacts on the natural environment can sustain important natural barriers to climatic impacts (such as reefs and mangroves) and therefore contribute to the natural resilience of ecosystems (UNWTO, 2008).

Box 2.3.
Projections of tourism contribution to climate change

By 2035, tourism's contribution to climate change may have grown considerably. A recent scenario developed by the expert team of the technical report in the UNWTOU, NEP andWMO (2008) publication indicate that in terms of the number of trips made, global tourism will grow by 179%, while guest nights will grow by 156%. Passenger kilometres travelled will rise by 222%, while CO2 emissions will increase at somewhat lower levels (152%) due to efficiency improvements. The share of aviation-related emissions will grow from 40% in 2005 to 52% by 2035. Tourism's contribution to global warming including all greenhouse gasses will be even larger, with an expected increase in radiative forcing of up to 188%, most of this once again caused by aviation. The development of emissions from tourism and their contribution to global warming is thus in stark contrast to the international community's climate change mitigation goals for the coming decades.

Source: Simpson et al., 2008

Climate change mitigation includes technological, economic and social changes that could contribute to reduction in greenhouse gas emissions. In tourism, mitigation can be achieved by improving energy efficiency, increasing the use of renewable energy, sustainable destination planning and management, tour operators' choice of destinations and packaging of travel products, as well as other changes in business practices. Technological changes and innovations are extremely important for reducing greenhouse gas emissions; however, this would not be sufficient to achieve absolute emission reductions, especially considering global tourism growth rates. Changing tourists' behaviour and introducing structural changes in tourism industry would be crucial for reversing the trend of greenhouse gas emissions growth in the tourism sector. Considering growing interest in "green" holiday options (see e.g. www.responsibletravel.com) and low-carbon tourism products, embracing mitigation could be new business opportunity in tourism (Simpson *et al.*, 2008).

Natural disasters

The 2004 tsunami has led to the death of over 270,000 people and injured half a million others with as many as five million affected in some way. Also, great physical devastation occurred, that was concentrated in Indonesia. Coastal resorts in India and Malaysia were hit but the most severely damaged tourism infrastructures were in Thailand, Sri Lanka and the Maldives. In tourism figures, this resulted in a great exodus of tourists and the cancellation of bookings. January 2005 saw an 85% decline in international tourists. Hotel occupancy rates fell to 10%. Overseas arrival into Phuket dropped by 67.2% in the first half of 2005 and approximately 500 tourism enterprises (employing over 3000 people) collapsed in 2005 (Henderson, 2007).

Some of the seawater run-up levels data recorded during the tsunami helped determine vulnerability lines for human safety. Field measurements of the areas affected by the 2004 tsunami have indicated run-up levels from 1.5-5 m, in areas with a greater slope, up to almost 2 kilometres in areas such as Nagapattinam which are characterised as low lying areas having gentle beaches/coastal land slopes. Such studies could be of the outmost importance to the introduction of elevation-based setback lines or vulnerability lines for human (including tourism) settlement planning along the coastal areas (Ramanamurthy *et al.*, 2007).

However, current practice in tsunami-affected areas and even some recommendations coming from the scientific and business worlds have shown that large set-backs (over 500 metres) as a protective measure will not be applied. The reason for this is the type of tourism developed in these areas; i.e. the primary reason for tourism in these areas is proximity to the beach. It is also stated that it is "... unreasonable to require set-backs for a hazard whose return interval is largely unknown and which may not justify a retreat from the shoreline if other measures could be equally effective in protecting lives. These measures are working systems and providing information about what to do when a tsunami appears imminent" (Birkland *et al.*, 2006).

The introduction of public awareness programmes and information systems on escape measures in the case of natural disasters is extremely important. Still, careful coastal planning should not be neglected, not just in low land areas vulnerable to natural disasters such as tsunamis and coastal flooding, but in all coastal zones. Namely, coasts are very fragile and have always been under strong population pressure causing massive urbanisation and pollution. The risk of sea-level rise due to climate change makes these areas even more fragile.

Some examples, such as one from Croatia in the late sixties and seventies have proven how careful planning can have long-term positive effects for the coastline. Taking into consideration the importance the coastal region had for the whole country, the United Nations was asked for assistance in the further planning of coastal development. That resulted in the production of a series of physical plans for the entire coastline prepared over a period of 10 years, which contained a number of elements that helped with the making of more realistic plans for its economic, social and physical development. These plans included building regulations with a set-back as standard. Set-back is an important instrument to prevent negative impacts of coastal natural disasters. Even though these plans could not be adhered to in full (due to a number of political reasons) they gave very precise recommendations which greatly contributed to the fact that the eastern Adriatic region, including the land, islands and the sea, is still one of the best preserved coastal areas of the European part of the Mediterranean (Trumbic and Randic, 1998).

Biodiversity loss

One of the basic requirements of tourism development is land exploitation. Coastal areas have been overused and heavily urbanised. For example, out of 8,000 kilometres of Italian coastline, 43% is completely urbanised, 28% is partly urbanised and only 29% of coastline is free of construction. As a result of such exploitation, many areas have undergone dramatic change, leading to habitat loss. The loss of habitat is directly affecting rare and endangered species leading to biodiversity loss (WWF, 2000). Although there is no precise information on how many species have become extinct in the past three decades, about 24% (1,130) of mammals and 12% (1,183) of bird species are currently regarded as globally threatened (CI, 2003).

Such loss of biodiversity is the result of a number of different causes. Other than urbanisation and land conversion itself, biodiversity has been lost due to pollution, the increasing generation of waste, international conflicts, climate change, etc. Tourism is not the biggest or the only cause of biodiversity degradation but it can be considered as one of the most significant. In particular, this applies if it is known, as in a number of biodiversity hotspot countries (like Madagascar, Costa Rica, Belize, etc.) where rich biodiversity is the major tourism attraction. The large numbers of people visiting such places and the building of new infrastructure suitable for large quantities of visitors can affect the natural environment.

However, tourism can make significant contributions to the protection of natural resources (Box 2.4.). These benefits can include financing biodiversity conservation, in particular within established protected areas; giving economic justification to the concept of protected areas; providing economic alternatives to local people in order to reduce the exploitation of wildlife resources and supporting biodiversity conservation efforts on an individual basis (CI, 2003).

Box 2.4.
International treaties on biodiversity and tourism

The most important legal document that deals with conservation of the world biodiversity is the Convention of Biodiversity. At the 1992 Earth Summit in Rio de Janeiro, world leaders agreed on a comprehensive strategy for sustainable development - i.e. the development that meets our needs while ensuring that we leave a healthy and viable world for future generations. One of the key agreements adopted at Rio was the Convention on Biological Diversity. This pact involving the vast majority of world governments sets out commitments for maintaining the world's ecological values while achieving economic development. The Convention establishes three main goals: the conservation of biological diversity, the sustainable use of its components, and the fair and equitable sharing of the benefits from the use of genetic resources.

Within the Convention of Biological Diversity (CBD), specific guidelines on biodiversity and tourism development have been produced. These international guidelines apply to activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal ecosystems and habitats. The guidelines are voluntary but they provide a range of tools and technical directions for local, regional, national governments, indigenous and local communities and other stakeholders to manage tourism activities in an ecological, economic and socially sustainable manner. They are flexible and can be applied to suit different circumstances and domestic institutional and legal settings.

In order to ensure tourism development that doesn't harm nature but, at the same time, one contributing to community development and visitor enjoyment, sustainable (forms of) tourism have emerged. Sustainable tourism principles can be applied across a larger segment of the travel and tourism industry. But, how and to what extent these principles will be able to transform the mass tourism industry into a more positive force for biodiversity conservation remains to be seen (CI, 2003).

2.9. Summary

An overview of tourism development in coastal areas from its beginnings until the era of mass tourism shows its high dependence on the physical, environmental, cultural and socio-economic features of the receiving coastal environment. The magnitude and importance of coastal tourism are documented by many examples showing its contribution to national economies.

However, a clear differenciation should be made between the simple tourism growth that many countries experience in their coastal zones and a planned and responsible tourism development to which we should aim. The latter can significantly contribute to the reduction of its ever-growing negative impacts on coastal environment and society.

The ICZM approach offers a good framework within which the principles of sustainable tourism development can be applied together with those relating to all the other relevant sectors including water, soil, energy, fishing, transportation, etc. Tools such SEA, CCA, EIA, sustainability indicators, etc. should feature in the service of tourism planning and management ensuring that tourism development is properly integrated into overall coastal development. This is particularly true for emerging coastal destinations where tourism is very often seen as the main, if not the only vector of development, and the Small Island Developing States (SIDS), characterised by an extreme vulnerability to global developments.

Tourism as a global activity is strongly linked to global issues. Poverty alleviation, climate change, natural disasters and biodiversity loss are among the most important ones. Figures relating to these issues confirm that tourism, through an integrated action of all actors and proper mechanisms (like those identified by UNWTO) can contribute considerably to the reduction of poverty in coastal communities. But, it can also have strong negative impacts on climate change due to the increased emissions of carbon dioxide by increased transportation needs as well as on the degradation of valuable natural habitats, loss of species, etc. even in destinations where these constitute the major tourism attraction. Finally, major catastrophes that severely affected coastal zones in the past decades only confirm the necessity of planning coastal tourism in a way that avoids loss of human life and damage to material goods.

Tourism planning frameworks

3

3. Tourism planning frameworks

MAIN SECTION

In the past, tourism planning was typically a simple process of encouraging new hotels to open, making sure that there was transportation to access the area, and organising a tourist promotion campaign. The only systematic planning that might have been done was to select a suitable hotel or resort site and apply site planning, landscaping, and engineering design standards to the development. This approach was often successful for the development of individual hotels and resorts, but before the era of mass tourism. After the Second World War, tourism developed rapidly and without much planning, which led to what we now call "mass tourism". This mainly happened in the Mediterranean and Caribbean regions. These places have since paid the social and environmental costs of this unplanned tourism development.

Box 3.1.
Ten key principles for tourism development

1. Sustainable tourism development largely depends upon well defined national tourism strategies and tourism development plans at the national and local levels.
2. The tourism industry must endeavour to develop tourism in an environmentally responsible manner recognising that the maintenance of the natural resource base which supports the industry is the ultimate responsibility of the industry.
3. The integration of tourism development into ICZM programmes ensures that development is within the environmental carrying capacity of the area and conflicts with other coastal activities are minimised.
4. Environmental assessment provides a structured approach to predicting potential impacts and incorporating mitigation measures during design, construction and operation phases.
5. Tourism developers and national and local authorities must cooperate in developing and implementing measures to minimise physical alteration and its impacts during the construction phase.
6. A range of management measures and technologies should be utilised to limit the negative impacts of coastal tourism during the operational phase.
7. Long-term monitoring and assessment provide a mechanism for detecting adverse environmental and social effects that may arise, and facilitate appropriate mitigation measures in a timely manner.
8. Effective consultation with all primary stakeholders including the local community contributes significantly to the long-term success of coastal tourism projects.
9. Sustainable tourism development requires the strengthening of human resources, and institutional capacities amongst all sectors involved and at several levels.
10. Governments, international and regional organisations, industry and tourism-related NGOs should cooperate on development and the transfer of environmentally-sustainable tourism methodologies and technologies.

Source: UNEP/GPA, 2007

Although tourism is expanding rapidly in many places and becoming one of the world's major socio-economic activities, a particular country, region or community must be careful about developing an over-dependence on tourism. A diversification of the economy is desirable, although not always possible (Inskeep, 1991). For this reason, tourism planning today is being pursued in many countries and regions that wish to develop tourism on a controlled basis. Recent tourism plans place much more emphasis on the environmental and socio-cultural factors of tourism development and on the concept of sustainable development. Ten key principles for tourism development, as conceived by UNEP/GPA, are presented in Box 3.1.

3.1. Rationale for tourism planning

Planning, in its broadest definition, is a highly formalised and disciplined activity through which society induces changes in itself. It is a goal-directed decision-making process. It therefore involves an ability to anticipate future events, a capability for analysing and evaluating situations, and a capacity for innovative thinking in order to derive satisfactory solutions (Goodall, 1987). Tourism planning applies the same basic concepts and approaches as general planning, but adapted to attributes of the tourism system.

Tourism develops for a variety of reasons. First of all, it develops because of its economic benefits of generating wealth, creating employment. It leads to community development, the development of arts and crafts within a destination, conservation of natural and historical sites, etc. In its best form, tourism provides recreational, cultural and commercial facilities and services for use by both residents and tourists that may not have been developed without tourism. It also provides an opportunity to educate people about other cultures and environments.

On the other hand, the negative impacts of tourism, like extensive social and environmental damage, cannot be ignored. For countries that do not yet have much tourism, planning can provide the necessary guidance for its development. For those places that already have some developed tourism, planning is often needed to revitalise or redevelop the sector and maintain its future viability. The good planning of tourism and its management are essential in order to maximise the positive benefits of tourism and minimise negative impacts in a sustainable manner.

According to Inskeep (1991), tourism planning is necessary for the following reasons:

- Modern tourism is still a relatively new type of activity in many areas, and some governments and private sectors have little or no experience in how to properly develop it. A tourism plan and development programme can provide guidelines for developing this sector;
- Tourism is a complicated, multi-sectoral, and fragmented activity, involving other sectors such as agriculture, fisheries and manufacturing, historic, park and recreational features, various facilities and services, transportation and other infrastructure. Planning ensures that all these elements are developed in an integrated manner;
- Much of tourism is essentially selling a product of an experience

comprised of visitor use of certain facilities and services;
- Tourism can bring various direct and indirect economic benefits, and generate various socio-cultural benefits;
- Planning is necessary to determine the optimal type and level of tourism that won't have negative impacts;
- Planning can be used to revitalise existing outmoded or badly developed tourism areas;
- Planning enables education and training;
- Planning provides a rational basis for development staging and project programming, which are important for both the public and private sectors utilised in their investment planning.

Box 3.2.
Benefits of national and regional tourism planning

- Establishing the overall tourism development objectives and policies, namely, what is tourism aiming to accomplish and how these aims can be achieved;
- Developing tourism so that its natural and cultural resources are indefinitely maintained and conserved for future, as well as present, use;
- Integrating tourism into the overall development policies and patterns of the country or region, and establishing those linkages between tourism and other economic sectors;
- Providing a rational basis for decision-making by both the public and private sectors on tourism development;
- Enabling the coordinated development of all the many elements of the tourism sector. This includes interrelating tourist attractions, activities, facilities and services and the various and increasingly fragmented tourist markets;
- Optimising and balancing the economic, environmental and social benefits of tourism, with the equitable distribution of these benefits to the society, while minimising the possible problems of tourism;
- Providing a physical structure which guides the location, types and extent of tourism development of attractions, facilities, services and infrastructure;
- Establishing the guidelines and standards for preparing detailed plans of specific tourism development areas that are consistent with, and reinforce, one another, and for the appropriate design of tourist facilities;
- Laying the foundation for effective implementation of the tourism development policy and planning and continuous management of the tourism sector, by providing the necessary organisational and other institutional framework;
- Providing the framework for effective coordination of public and private sector efforts and investment in developing tourism;
- Offering a baseline for the continuous monitoring of the progress of tourism development and keeping it on track.

Source: UNWTO, 1994

Although not always possible to achieve, the planning process should be prepared in sequence from the general to the specific, because general levels

provide the framework and guidance for preparing specific plans (Inskeep, 1991). Tourism should first be planned at the national and regional levels. At these levels, planning is concerned with tourism development policies, facility standards, structural plans, institutional factors and all the other elements necessary to develop and manage tourism. Then, more detailed plans for tourist attractions, resorts, urban, rural and other forms of tourism development can be prepared. There are several important specific benefits of undertaking national and regional tourism planning (Box 3.2.).

Tourism planning should be recognised as a continuous, flexible, adaptive and transparent process. Within the framework of the policy and plan recommendations, there must be flexibility to allow for adaptation to changing circumstances. Planning for tourism development should make recommendations that are imaginative and innovative, but they must also be feasible to implement. The various techniques of implementation should be considered throughout the planning process.

3.2. Integrated tourism planning

The standard definition of “integration” states that it is the process of bringing together separate components in the form of a functional whole that involves coordination of interventions. Planning is a major instrument for integration. It implies a comprehensive and integrated approach which recognises that all development sectors and supporting facilities and services are interrelated with each other and with the natural environment and society of the area. An adoption of an integrated management approach will prevent *ad hoc* and incompatible developments and yield many benefits. In the case of tourism development, it is obvious that an integrated approach can augment the environmental, economic and social benefits of tourism and enable the identification and resolution of conflicts over resource use.

Many aspects of integration are known and should be taken in consideration, namely:

- geographical: integration of different territorial units, for example, land and sea, or coast and hinterland;
- systemic: the need to ensure that all important interactions and issues are taken into consideration;
- functional: interventions by sectoral management bodies must be harmonised with the wider management objectives and strategies;
- policy: sectoral management policies, strategies and plans have to be incorporated into the overall development policies, strategies and plans;
- interdisciplinary: disciplines should transcend sectoral boundaries;
- vertical: integration among institutions and administrative levels within the same sector;
- horizontal: integration among various sectors at the same administrative level;
- planning: among plans at various spatial levels, plans must not have conflicting objectives, strategies or planning proposals;
- temporal: coordination among short-, medium- and long-term plans and programmes.

According to UNWTO (1994), tourism should be viewed as an interrelated system of demand (international tourist markets, domestic tourist markets,

and residents' use of tourist attractions, facilities and services) and supply (attractions and activities, accommodation, other tourist facilities and services, transportation and other infrastructure) factors. Very often, it is the driving force for the development of other sectors in a certain area, or a force that may stimulate territorial integration over a wider area. As an interrelated system, it is important that tourism planning aims at integrated development of all these parts of the system, both the demand and supply factors and the physical and institutional elements. The system will function much more effectively and bring the desired benefits if it is planned in an integrated manner, with coordinated development of all the components of the system.

Equally as important as planning for integration within the tourism system is planning for integration of tourism into the overall development policies, plans and programmes of a country or region. Planning for this external integration may, for example, help resolve any potential conflicts over use of certain resources or locations for various types of development which are central to some other element of the economic or resource system. It also provides for the multiple use of expensive infrastructure to serve general community needs as well as tourism.

Tourism planning can operate at many territorial levels, namely:

- The individual site: examples include a beach, a heritage site, a park or a theme park;
- The destination: in some cases, the site and the destination may be the same, but usually it refers to the larger geographical setting where the site is situated;
- A region within a country: this can be a geographic or political boundary or it can be based on tourism attraction factors;
- The nation: especially true in the case of smaller island countries;
- Several countries: a good example is the area around the Mekong River that is being presented as a theme-related destination involving several countries. (UNESCAP, 1996)

There should be integration within each of the levels and across all levels so as to achieve balance, aesthetic harmony, cooperation, confidence (a prerequisite for attracting investment), efficiency, identity, sensitivity and most importantly sustainability. This fusion can be achieved through the preparation of an integrated tourism policy and plan. There are many examples which show varying degrees of integration in tourism planning. Thus, for instance, in the USA, there is very little coastal tourism planning at the federal government level. At the state level, departments of tourism have enjoyed great success boosting tourism through advertising strategies. However, most state tourism departments have yet to complement the marketing of tourism with the monitoring and assessment of coastal tourism's effects on the environment and quality of life. At the local level, many city governments have utilised their planning departments to recommend approaches to issues related to public use of the shoreline and natural resources, the revitalisation of waterfronts, and zoning appropriate to resort and marina development (Miller *et al.*, 2002). Box 3.3. presents an example of successful tourism planning on the Galapagos Islands.

Box 3.3.
Tourism growth on the Galapagos Islands

In 1959, the islands were declared a National Park. In 1978, the Galapagos was approved as the world's first Natural World Heritage Site (terrestrial). In 1984, the Galapagos (terrestrial) were nominated and accepted as a Biosphere Reserve. The Galapagos Marine Resources Reserve was first established in 1986.
In 1974, the Ecuadorian government formed the National Tourism Board (DITURIS) to develop the country's tourism industry, and enacted the Tourism Development Law to regulate activities in the tourism sector (travel agencies and hotels, for example) and to encourage investments in tourism. In 1984, a Master Development Programme for Tourism was drafted. The plan outlined priorities for tourism development as well as constraints. Among the priorities identified were developments of beaches in each of the coastal provinces, electric light facilities, and the improvement of statistics and tourist information. The primary constraints listed were inadequate promotion and the lack of high-quality accommodation.
The Galapagos Islands began to attract visitors interested in natural history in 1967. By 1985 visits were well organised. The sum of visitors stood at fewer than 20,000 per year. The intended 20,000 visitor limit was eclipsed in 1986 and current visitation is in the range of 60,000 visitors per year. (In 1987, the government imposed a restriction on the number of tourist allowed to visit, set at 25,000. That year alone the limit was broken and has not since been enforced.) The national park plan was prepared to manage nature tourism. It did not plan for and is having a challenging time dealing with the arrival of jet skis, sport fishing tours, and helicopter flights. Research was not in place before new types of tourism came into existence. Recent studies have indicated that the management of Galapagos tourism, under the original guidelines, has worked. Natural populations continue to reproduce at the same rates they did thirty years ago, current visitors are quite satisfied with the experiences they are receiving, etc. Capacity still exceeds demand, according to calculations that measure rated shore trail carrying capacity figures by available days. However, the system is under stress. Conflicts have developed between tourism and fishing, and among tour operators. The growing island population, spurred by service jobs for tourism, is impacting upon marine life near the few communities. Tourism has generated more solid waste on shore than systems can handle, and floating waste is beginning to impact shoreline and marine ecosystems. In 1998, Ecuador passed a new "Special Law for Galapagos", designed to take control of a situation that was getting out of hand.
In summary, the careful planning 30 years ago has paid off. Tourism has become the lynchpin of the economy of the Galapagos Islands, and that economy, even with its negative impacts, has been much friendlier to the fragile resources than alternative economies. Still, the early planning did not adequately manage volume and, in many respects, has had difficulty adjusting to unanticipated pressures from volume and changing tourism technologies. Ecuador had a rough time resisting the intrusion of well-funded outside interests and many of these interests had a lower commitment than locals to the health of Ecuador's economy and natural resources.

Source: Egret Communications / ARA Consulting, 2001

3.3. Approaches to integrated tourism planning

Many international organisations and associations, particularly those within the UN system, are developing approaches to integrated tourism planning. Some of them will be briefly presented below.

Planning for Sustainable Tourism Development (UNWTO, 1994)

The sustainable development approach implies that the natural, cultural and other resources of tourism are conserved for a continuous use in the future, while still bringing benefits to the present generation. This approach is important because most tourism development depends on attractions and activities related to the natural environment, historic heritage and the cultural patterns of specific areas. If these resources are degraded or destroyed, then the tourism areas cannot attract tourists and tourism will not be successful. However, one of the important benefits of tourism is that, if it is properly developed around the concept of sustainability, it can greatly help justify and pay for conservation of an area's natural and cultural resources. Thus, tourism can be an important means of achieving conservation in areas that would otherwise have limited capability to accomplish environmental protection and conservation objectives. Several key components should be borne in mind for sustainable tourism development:

- Environmental planning: This requires that all elements of the environment be carefully surveyed, analysed and considered in determining the most appropriate type and location of development;

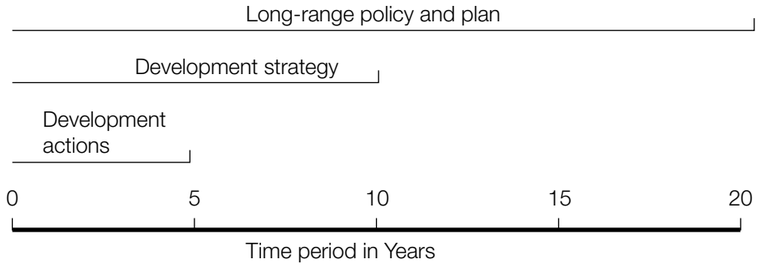
- Community-based tourism: This focuses on community involvement in the planning and development process, and on developing the types of tourism which generate benefits to local communities. The community-based tourism approach is applied at the local or more detailed planning levels, but it can be utilised as a policy approach at the national and regional levels;

- The concept of quality tourism: This approach is being increasingly adopted for two fundamental reasons - it can achieve successful tourism from the marketing standpoint and it brings benefits to local residents and their environment. Quality tourism does not necessarily mean expensive tourism. Rather, it refers to tourist attractions, facilities and services that offer "good value for money", protect tourism resources, and attract the kinds of tourists who will respect the local environment and society. It is more environmentally and socially self-sustaining;

- Long-range comprehensive planning: This is concerned with specifying goals and objectives and determining preferred future development patterns. Tourism development policies and plans should be prepared for relatively long-term periods - usually for 10 to 15 and sometimes 20 years - depending on the predictability of future events in the country or region. These may seem to be long planning periods, but this length of time is typically required to implement basic policy and structure plans;

- Strategic planning: A strategic planning approach is essential for sustainable tourism. Strategic planning seeks an optimal fit between the system and its environment. It focuses more on the identification and resolution of immediate issues. Strategic planning is typically more oriented to rapidly changing future imminent situations and is used to address organisational change. It is more action-oriented and concerned with handling unexpected events. Applied in isolation, strategic planning can be less comprehensive. But if used within the framework of integrated long-range policy and planning, the strategic planning approach can be very useful. The relationship between the long range and strategic planning is shown in Figure 3.1.

Figure 3.1.
The relationship between long-range and strategic planning (UNWTO, 1994)



- Public involvement in planning: In a large country or region, the usual procedure is for the tourism plan to be prepared by the central authority with public involvement as described above. This can be termed the "top-down" approach. Another procedure sometimes used is the "bottom-up" approach. This approach achieves greater local public involvement in the planning process. But it is more time consuming and may lead to conflicting objectives, policies and development recommendations among the local areas. Often a combination of the "top-down" and "bottom-up" approaches achieves the best results.

Strategic Integrated Sustainable Tourism Planning (UNESCAP, 1999)

A strategic planning approach is essential for sustainable tourism, whereby the disparate planning and development activities related to tourism are linked to an overall, broad strategic tourism plan to provide an integrated framework for directing tourism. Strategic planning seeks an optimal fit between the system and its environment. Hence, it is: long-term; visionary; goal-oriented; action-oriented; dynamic, flexible and adaptable; ensures that the formulation and implementation of the strategic plan are not separate, but closely linked through constant monitoring, environmental scanning, evaluation and adjustment; and is not a linear process (e.g. constant environmental scanning occurs throughout the process to enable proactive response and adjustment; monitoring can start as soon as target indicators and levels are established to provide baseline information).

A strategic approach to a sustainable community tourism plan also requires: close coordination with local and regional legislative and political structures; community participation and support; a new role for planners as educators and providers

of technical expertise, and not solely plan designers; that the plan is designed primarily by those who have a stake in the outcome; an innovative and inclusive organisational structure for joint planning; a learning community that is informed, educated and aware; applying the principles of sustainable tourism development to ensure the long-term sustainability of the ecology, the local economy and the socio-cultural values of the host community, while distributing the benefits equitably among the stakeholders. The major steps in a strategic planning process for tourism are outlined in Figure 3.2.

Figure 3.2.
Steps in Strategic Integrated Sustainable Tourism Planning (UNESCAP, 1999)

The European Charter for Sustainable Tourism (1999)

In 1995, the European Commission DG Environment financed a LIFE project led by the FFPNR, on behalf of EUROPARC (1999), to establish the Charter. The preparation of the Charter was based on two ideas:

- bringing together tourism professionals and managers of protected areas to form a working group; and
- basing their work on pilot projects in several member states of the EU.

The Charter was drafted by a steering committee made up of representatives of protected areas, the tourism industry and international organisations. Ten pilot parks from six European Union countries took part in the trial phase of the Charter over a period of three years. The text of the Charter was officially presented in April 1999 in Lilles, France.

The methodology applied includes:

1. Diagnosis: Complete diagnosis of the needs and constraints of the area (environmental, social, economic);
2. Consultation and involvement of all partners: Involvement of local authorities, the local community and providers of local tourist services;
3. Definition and implementation of an action plan: The action plan must include a description of the current situation, the main development objectives, and improved criteria and tools for evaluation;
4. Evaluation.

In theory, the Charter comprises an evaluation process whereby a technical committee evaluates the results of the strategy and the five-year action plan and recognises the area as an “area of excellence in the development of sustainable tourism in protected areas”.

Natura 2000 Tourism Planning Approach

The most relevant recommendations to the Natura 2000 network, following the analysis of the Habitats Directive, are addressed to all actors concerned with the implementation of a sustainable tourism strategy in Natura 2000 sites. Natura 2000 emphasises specific aspects such as:

- biological inventories;
- the participation of all actors;
- management plans;
- zoning;
- the restoration of degraded sites.

The relevant phases of a Natura 2000 tourism plan are as follows:

1. Strategy Policy Planning:
   - Assessing resources, recognising vulnerability, choosing appropriate tourism;
   - Creating a strategy based on consultation and partnership;
   - Implementing, evaluating and updating a sustainable tourism strategy and relating it to national policy.

2. Offer Market Products:
   - Knowing and targeting new markets, creating new innovative packages;
   - Improving the offer, supporting traditional and local products and appropriate accommodation, providing guidance to local entrepreneurs;
   - Supporting conservation and local economies and communities applying sustainable management to accommodation.

3. Communication - Promotion - Awareness:
   - Developing the right image, messages, information and interpretation;
   - Developing and communicating eco label and certification schemes;
   - Developing and implementing guidelines.

4. Assessing and Managing Impacts - IQM - Transborder Cooperation:
   - Assessing and measuring the impacts of tourism;
   - Managing visitors and traffic, reducing energy consumption, and pollution;
   - Developing integrated quality management, benchmarking and transborder cooperation.

IN-DEPTH SECTION

3.4. Ecological Footprint

The Ecological Footprint (EF) is an estimate of human pressure on global ecosystems. Wackernagel and Rees (1996) define EF as an "... estimate of resource consumption and waste assimilation requirements for a defined human population or economy in terms of corresponding productive land area". Ecological footprinting uses space equivalent (global hectare or gha) to express appropriation of environmental resources by individuals, groups, companies, etc. In sustainable tourism assessment this consumption-based method is cited as a key environmental indicator (Hunter and Shaw, 2007). Ecological fooprinting has been used to measure progress towards sustainable development by cities, businesses and service providers, including tourism. An EF is an expression of the area required to support a lifestyle or activity, compared with the available area. The assessment tries to include all inputs and outputs, and even the environmental impacts of travel to the destination from country of origin.

Typically, EF calculations account for, and then combine, the use of energy, foodstuffs, raw materials and water, and also capture transport-related impacts, the production of wastes (including carbon dioxide from the burning of fossil fuels), and the loss of productive land associated with buildings, roads and other aspects of the built environment.

Relatively little work has addressed the environmental impacts of tourist travel in the context of Sustainable Tourism. The two tourism-related EF calculations, made by Gossling *et al.* (2002) and the World Wide Fund for Nature - WWF UK (WWF, UNEP-WCMC and RP, 2002), show the potential benefits of adopting the EF as a key environmental indicator of Sustainable Tourism. The EF provides a means of identifying and understanding globally expressed demands on the biosphere brought about by tourism activity. The WWF-UK study uses the gross estimate of a holiday footprint to extrapolate impact in terms of additional, absolute, planetary space required. In other words, the holiday EF appears to be interpreted and presented as a wholly additional "burden" on the global biosphere. In reality, however, whilst on holiday (and as recognised by the authors in their study), the tourist is clearly not producing the footprint that would typically be created over the same period in their home setting. At home the key indicator for any tourism product or destination area should therefore be the net, rather than the gross, EF generated one (Hunter and Shaw, 2007).

3.5. The concept of tourism carrying capacity

The term "carrying capacity" derives from wildlife ecology where it has been used to define the maximal population size of a certain species that an area can support without reducing its ability to support the same species in the future. Planners have enlarged the definition of carrying capacity by including many variables inherent to man-made systems (Hall and Lew, 1998). Consequently, Carrying Capacity Assessment (CCA) as a precise technique was born in the 1960s as a method of numerical, computerised calculation for prescribing land-use limits and development control (Clark, 1996). These calculations were quite simple, mostly based on the optimal number of users of a beach, evaluating a beach area by the numbers of people it can support.

The concept of tourism carrying capacity arises from a perception that tourism cannot grow forever in a place without causing irreversible damage to the local system (Coccossis and Mexa, 2004). Carrying capacity analysis is a basic technique used in tourism to determine the upper limits of development and visitor use and optimum exploitation of tourism resources. Within the country, carrying capacities need to be established generally for the planning area and calculated more precisely for each development site at the community planning level (Inskeep, 1991).

A definition of tourism carrying capacity proposed by the UNWTO is the following: "The carrying capacity of a tourist resort may be defined as: The maximum number of people that may visit a tourist destination at the same time, without causing destruction of the physical, economic and socio-cultural environment and an unacceptable decrease in the quality of the visitors' satisfaction" (UNWTO, 1981).

Tourist attractions are assets which cannot be reproduced. They are treated as a public good where market mechanisms do not show their normal allocative functions. A maximum number of users visiting tourist attractions lead to their saturation and, in turn, results in a poorer quality of tourist experience. The negative effects of saturation can also be felt in the neighbouring, unsaturated areas, the attraction of which is diminished by unattractive environments and the associated lower quality of tourist demand in the immediate vicinity. In other words, the greater the intensity of tourist use, the more limited the appeal of the tourist attraction becomes.

The high level of tourist activity in a certain region inevitably results in economic, environmental and social impacts. Some destinations are heavily dependent upon tourism in particular, because of the lack of other economic activities through which they would be able to sustain a standard of living. In a climate that wills tourism to prosper, the development of other industries may be stifled because of the incompatibility between these economic activities and tourism. A high proportion of Mediterranean destination countries have allocated extensive areas in which developed tourism resorts are situated. These zones may offer little interaction between visitors and locals except for that between locals who work in these resorts and tourists. Other destinations offer very strong possibilities for social interaction. Popular tourist areas experience high saturation levels resulting in dissatisfaction for the visitors, and the discontent of the resident population.

The experiences have shown that tourism CCA has proved to be an efficient planning tool applicable in both less developed and highly developed areas. The analysis of some CCA examples has shown that CCA can take advantage of existing databases, and that it is useful either as an independent activity or as an input of ICZM or similar planning and management processes. Setting a carrying capacity for a tourist destination will not only help in the comprehensive planning and sustainable development of tourism, but will also secure a positive feedback effect on the tourist market.

3.6. Tourism management through Environmental Assessment

Environmental Assessment (EA) is a decision-making process used to promote good environmental planning by assessing the potential effects and benefits of certain activities on the environment. Environmental Assessment should ensure that all environmental effects (risks and benefits) of a proposed development plans, policies, programmes and/or projects are identified and satisfactorily addressed.

Environmental Impact Assessment (EIA) is already a "standard" instrument used to review and evaluate the impact of any activity (such as the construction of tourist facilities: hotels, lodges, public beaches, highway, etc.) on the environment or on natural resources, culture, economy, etc. EIA is defined as a systematic and integrative process, used for identifying the environmental effects of development projects. The process consists of identifying, predicting, interpreting and communicating the relevant potential impacts.

The main objectives of EIA in the context of sustainable tourism in coastal regions are to:

- Make decision-makers aware of the significant environmental effects of proposed projects;
- Outline alternatives with different environmental impacts;
- Identify approaches involving the avoidance or reduction of environmental damage and other impacts on coastal regions;
- Prevent coastal degradation by requiring the implementation of feasible alternatives and mitigation measures;
- Disclose to the public the reason for approval of a project with significant environmental effects;
- Foster coordination among stakeholders;
- Enhance public participation in linked decision-making processes in a coastal area. (UNDP, 2003)

Strategic sustainable tourism planning requires adequate environmental assessment approaches. The most appropriate is Strategic Environmental Assessment (SEA) that is now being widely implemented geographically and sectorally. In some regions, notably in Europe, regional conventions, protocols and other legal instruments have been adopted to regulate its use (EU, UNECE). Equally, many countries, not only in Europe, are adopting the relevant SEA legislation.

SEA is "... a systematic process for evaluating the environmental consequences of proposed policy, planning or programme initiatives in order to ensure they are fully included and appropriately addressed at the earliest appropriate stage of decision-making on a par with economic and social considerations." (Sadler and Verheem, 1996). Similarly, Therivel *et al.* (1992) describe SEA as "... the formalised, systematic and comprehensive process of evaluating the environmental effects of a policy, plan and programme." SEA should be undertaken early on in the development planning process. SEA may be applied with a sectoral focus (nautical tourism development at a national level); with a regional focus (regional tourism strategy or a master plan) or with an indirect focus (fiscal policies and impacts, legal impacts). SEA could also be useful for site selection and, therefore, reduce the need for costly project EIAs. SEA could also enable countries to work together on trans boundary problems, which may have relevance for tourism development (nautical tourism, or MPA systems, for example).

There are a number of benefits to SEA implementation. It can be used for development, evaluation and/or the modification of a plan or a policy during its formulation, or it could be used to assess them after they have been developed. SEA could have an advocacy role, aimed at raising the profile of the environmental issues, or an integrative role by combining environmental, social and economic considerations. By integrating environmental issues into development policy, SEA could assist the implementation of the concept of sustainable development. SEA also helps to assess a broader range of development alternatives, address the cumulative effects of a number of adjacent development initiatives, help identify the limits of acceptable change, address causes of environmental problems, provide context for lower levels of planning and decision-making, enhance public participation, etc. (DEAT, 2004). All of the above-mentioned benefits are highly relevant to strategic sustainable tourism planning.

The specific Sectoral Environmental Assessments are particularly interesting for sustainable tourism planning. They enable environmental analysis of sector planning and investment strategies to take place early on in the planning process, before major decisions have been made. Sectoral Environmental Assessment relates not only to the analysis of existing policies, institutions and development plans for a sector, but it also promotes the integration of environmental concerns into sector-wide development and investment planning. Sectoral Environmental Assessment allows for recommendations to be made concerning the long-term planning for a sector. These recommendations may relate, for example, to legal aspects, environmental standards and guidelines and to training. This type of assessment also allows, *inter alia*, for the planning of sector-wide mitigation and monitoring measures.

A Sectoral Environmental Assessment includes, for example:

- An analysis of the national environmental policy, legal and administrative framework, as well as the sector-specific legal and institutional aspects;
- A description of the nature of the programme, plan or series of projects to which the sectoral EA applies, and of the main environmental issues related to the sector and the relevant plan or programme;
- A description of the current environmental situation in the sector;
- An environmental impact analysis, including the consideration of cumulative effects;
- An analysis of the environmental costs and benefits of alternative investment options and strategies;
- A mitigation plan for eliminating, reducing to acceptable levels or mitigating environmental impacts;
- A plan for improving environmental management in the sector;
- An environmental monitoring plan. (WB, 1993)

In the context of sustainable tourism in coastal regions, the SEA process should review the following factors: existing problems (environmental and health) in a coastal region covered by the proposed strategy; the goals and targets of the strategy; its links to sustainability; key alternatives to the strategy; environmental

and health impacts of supposed implementation measures; and the system for monitoring the potential impacts relevant to the strategy. Two examples of SEA implementation in the context of sustainable tourism in coastal regions are presented in Box 3.4. and Table 3.1.

Box 3.4.
A Strategic Environmental Assessment of Fiji's Tourism Development Plan

The World Wide Fund for Nature - South Pacific Programme (WWF-SPP) and the Asian Development Bank (ADB) formed a partnership agreement to carry out a "Strategic Environmental Assessment (SEA) of Fiji's Tourism Development Plan (TDP)". This case study was chosen because tourism is the fastest growing industry in Fiji with potentially significant impacts on its natural and social environment. The basic objectives of the study were to:

- inform the mid-term review of the TDP in 2003 by assessing the environmental and sustainable development impacts of the current plan. This would allow the Ministry of Tourism and its partners to make future plans as sustainable as possible;
- test the usefulness of SEA as a tool for improving the sustainability of strategies and plans in the Asia-Pacific region, with a view to using it more widely in the region.

A Strategic Environmental Assessment was carried out to understand the likely environmental and social impacts of the plan. This was achieved by comparing the current environmental, social and economic baseline and likely trends under the TDP against sustainability objectives. This allows an assessment to be made of whether or not the TDP is sustainable. The SEA process provided a robust and logical structure to assess the environmental and social impacts of the TDP. The project raised important points about emphasis and use, which needed to be reflected in future applications of SEA in the South Pacific, as well as any guidance produced. The following important lessons were learned:

- The assessment showed the importance of looking at social and economic issues together with environmental issues. This proved vital for gaining a good understanding of the situation and formulating practicable and achievable recommendations;
- SEA guidance assumes that once a strategy or policy is duly adopted, or laws or regulations enacted, they will be enforced. However in Fiji, much of the policy is not implemented. Therefore, the assessment of current policies must ask both what is "officially" stated and what is really happening on the ground. Assessments must, wherever possible, be consciously designed to be within the capacity (including political, cultural, skill, time and money) of the target organisations, charged with implementing policies;
- A critical component of the SEA process was the consultation strategy. In the assessment we had a highly able and effective group of people representing a range of stakeholder interests who actively partook in the advisory group meetings. Without their participation and full support any recommendations from the report were unlikely to be taken forward. Sufficient time must be set aside to liaise and work with key stakeholders. If there are sceptical stakeholders a concerted effort should be made to work with them and find common ground;
- It is critical there is a project champion once the consultants depart. Members of the advisory group must also be expected to champion the work and help push through the recommendations;
- It is important that the role of the consultant is constructive, builds local knowledge and expertise, and gives local organisations and people ownership and capacity. The short timescale meant more of a "top-down" approach was adopted - the consultants producing and then trying to "sell" a package of recommendations - than was desired. It also meant that the project hardly achieved any transfer of skills or capacity to local people. This needs to be built into the project before its inception;
- It was good to work through an NGO as they can act as an arbiter between groups who have divergent viewpoints.

Source: WWF, 2003

Table 3.1.
The Contents of the Welsh Coastal Tourism Strategy SEA (WEA, 2007)

Table 1.1: Report Contents	
Section of Scoping Report	Outline Content
1: Introduction	Provides background to the Coastal Tourism Strategy and the SEA, including the structure of the Draft Environmental Report. Outlines provisions for consultation and stakeholder involvement.
2: Policy Context, Environmental Baseline and Key Issues	Sets the context for the Strategy, providing a summary of the environmental and sustainability baseline as well as identifying key plans, policies and programmes from international to regional levels, including environmental objectives to which the Strategy should pay attention. Key environmental issues are also highlighted.
3: The Strategy	Outlines the contents of the Strategy.
4: Assessment Methodology	Outlines the approach adopted for the appraisal of the Strategy, the scope of the assessment, the development of the SEA Framework (including the SA objectives, indicators and targets and the SA appraisal matrix), and the assessment methodology.
5: Assessment of the Strategy	Details the findings and mitigation recommendations of the assessment. The completed matrix is also included.
6: Monitoring	Provides an outline of the proposed monitoring framework.
Appendix A	Detailed baseline information referred to in this report.
Appendix B	Database of other plans and programmes and their relationship/conflicts with the Strategy.
Appendix C	Completed assessment matrices.
Appendix D	Consultation.

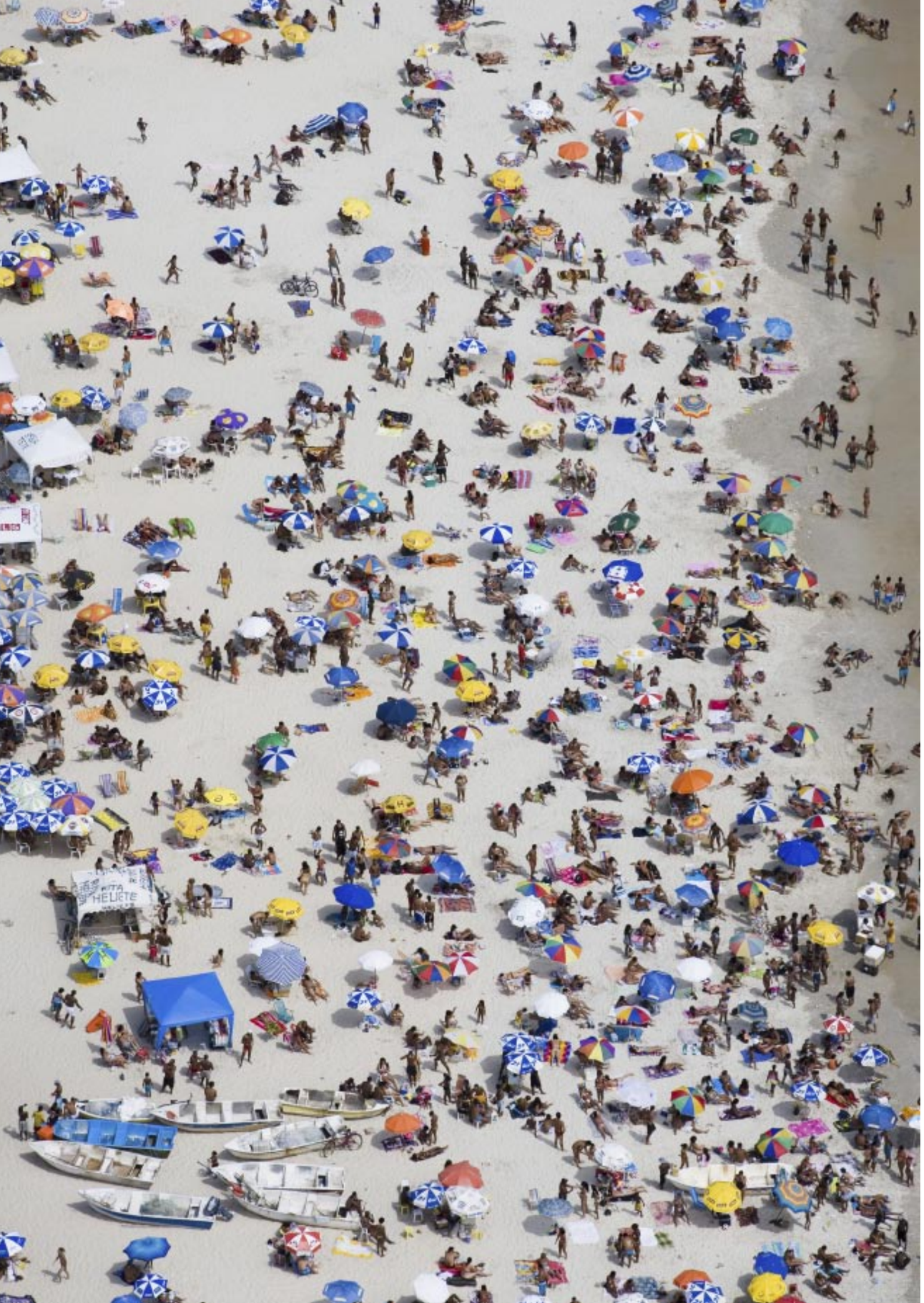
3.7. Summary

The good planning of tourism and its management are essential in order to maximise the positive benefits of tourism and minimise negative impacts in a sustainable manner. Tourism planning applies the same basic concepts and approaches as general planning, but adapted to attributes of the tourism system. Tourism planning should be recognised as a continuous, flexible, adaptive and transparent process.

As an interrelated system, it is important that tourism planning aims at the integrated development of all these parts of the system, both the demand and supply factors and the physical and institutional elements. The system will function much more effectively and yield the desired benefits if it is planned in an integrated manner, with a coordinated development of all the components of the system. Equally important, is planning for the integration of tourism into the overall development policies, plans and programmes. There should be integration within each of the levels and across all levels so as to achieve balance, aesthetic harmony, cooperation, confidence (a prerequisite for attracting investment), efficiency, identity, sensitivity and most importantly sustainability. This fusion can be achieved through the preparation of an integrated tourism policy and plan.

Many international organisations and associations are developing approaches to integrated tourism planning, such as UNWTO with its principles for planning for sustainable tourism development; the European Union with its European Charter for Sustainable Tourism and the Natura 2000 tourism planning approach; UNESCAP with its strategic integrated sustainable tourism planning; etc. These approaches are briefly presented.

There are several concepts which are critical for successful tourism planning. Some of them are explained in more detail. The Ecological Footprint (EF) is an estimate of human pressure on global ecosystems. Ecological footprinting has been used to measure progress towards sustainable development by cities, businesses and service providers, including tourism. The concept of Tourism Carrying Capacity arises from a perception that tourism cannot grow forever in a place without causing irreversible damage to the local system. Finally, Environmental Assessment is a decision-making process used to promote good environmental planning by assessing the potential effects and benefits of particular activities on the environment.



The ICZM approach to sustainable tourism development

4

4. The ICZM approach to sustainable tourism development

MAIN SECTION

4.1. The need for Integrated Coastal Zone Management

Almost all coastal and marine areas produce or support multiple products and services. Sectoral solutions usually “transfer” the problem between resources, products and services. Tourism will not flourish if the area loses its attraction to visitors; fisheries are usually on the receiving end of everyone else’s problems. Industry and energy facilities can degrade the environment for all other activities. There is, therefore, a need to bring sectoral activities together to achieve a commonly acceptable coastal management framework.

Major source of conflict in environmental disputes include the existence of competing resource demands, differences in human values regarding the relative worth of resources, and inadequate knowledge or understanding of the costs, benefits, and risks involved in proposed actions. As a result of high demand for coastal resources, and the limited supply of resources to be exploited, conflicts are inherent to coastal areas. Therefore, an effective integrated management for the sustainable development of coastal areas, has to fall within this category, and will need to anticipate, avoid and resolve conflicts as part and parcel of the process of its implementation (Box 4.1.).

As pressures increase, problems can no longer be transferred and overlooked but need to be addressed. The transfers of coastal erosion down shore, or water pollution downstream, or air pollution dispersed further inland by ever higher smoke stacks are not acceptable solutions to coastal conflicts. Mechanisms have to be created within economic and social systems to ensure that environmental costs are incorporated into economic evaluations and not passed on to other areas or to future generations. These mechanisms will need to fit the complexity of coastal systems. An integrated approach aims to bring together the conflicting demands of society for products and services, anticipating current and future short-, medium- and long-term interests. It has to keep options open for alternative future uses of marine and coastal resources and be capable of responding to uncertainty.

A far more extensive analysis than the sectoral approach is needed, therefore, and by incorporating external effects, it should generate economically, socially and ecologically acceptable policies for coastal and marine management. For the above reasons, coastal zone management is a critical issue in many countries with a high intensity of marine and coastal resource use. Managing complex systems, such as coastal areas, requires an integrated approach capable of coordinating the implementation of all three major objectives of sustainable development (environmental, social and economic), and bringing together the multiple, interwoven, overlapping interests in the coastal area in a coordinated and rational manner, harnessing coastal resources for optimum social and economic benefit for present and future generations without prejudicing the resource base itself, while maintaining ecological processes.

Box 4.1.
The urgent need for Integrated Coastal Zone Management (ICZM)

The need for coastal states to accelerate the development of capabilities for integrated coastal area management arises because:

- current trends of increasing poverty in coastal communities are resulting in degradation of the coastal area and deterioration of the quality of life;
- current pressures from development and population are increasing land-based sources of marine pollution and human intervention with river basins, adversely affecting coastal processes.

The pressures include:

- an accelerating decline of habitat and natural resources, including beaches, mangroves, wetlands, corals and sea grasses, as well as fisheries and other coastal and marine resources;
- an increasing vulnerability to pollution, beach loss, habitat loss and natural hazards.

The changes may, in turn, limit options for future development:

- many degraded and threatened coastal resources and ecosystems are in need of rehabilitation and restoration;
- efforts to develop capabilities for integrated coastal area management and implement national programmes may take 10 years or more.

Source: World Coast 2000, 1993

4.2. What is Integrated Coastal Zone Management?

Integrated Coastal Zone Management (ICZM) is a continuous, proactive and adaptive process of resource management for sustainable development in coastal areas. It is a process of achieving goals and objectives of sustainable development in coastal areas, within the constraints of physical, social and economic conditions, and within the constraints of legal, financial and administrative systems and institutions. It is not a substitute for sectoral planning, but focuses on the links between sectoral activities to achieve more comprehensive goals. (UNEP, 1995)

ICZM could also be defined as a dynamic process of the sustainable management and use of coastal zones simultaneously taking into account the fragility of coastal ecosystems and landscapes, the diversity of activities and uses, their interactions, the maritime orientation of certain activities and uses and their impact on both the maritime and land elements. (UNEP/MAP/PAP, 2008)

Cicin-Sain and Knecht (1998b) define integrated coastal zone management as “... a continuous and dynamic process by which decisions are taken for the sustainable use, development, and protection of coastal and marine areas and resources”. For them, the goals of ICZM are to attain the sustainable

development of coastal and marine areas; to reduce vulnerability of coastal areas and their inhabitants to natural hazards; and to maintain essential ecological processes, life support systems and biological diversity in coastal and marine areas (Box 4.2.). ICZM acknowledges the interrelationships that exist among coastal and ocean uses and the environments they potentially affect, and is designed to overcome the fragmentation inherent in the sectoral management approach. ICZM is multi-purpose oriented, it analyses and addresses implications of development, conflicting uses, and interrelationships between physical processes and human activities, and it promotes commonality and harmonisation among sectoral coastal and ocean activities.

Box 4.2.
The Mediterranean Protocol on ICZM: Objectives of ICZM

The objectives af intergrated coastal zone management are to:

(a) facilitate, through the rational planning of activities, the sustainable development of coastal zones by ensuring that the environment and landscapes are taken into account in harmony with economic, social and cultural development;
(b) preserve coastal zones for the benefit of current and future generations;
(c) ensure the sustainable use of natural resources, particularly with regard to water use;
(d) ensure preservation of the integrity of coastal ecosystems, landscapes and geomorphology;
(e) prevent and/or reduce the effects of natural hazards and in particular of climate change, which can be induced by natural or human activities;
(f) achieve coherence between public and private initiatives and between all decisions by the public authorities, at the national, regional and local levels, which affect the use of the coastal zone.

Source: UNEP/MAP/PAP, 2008

Fundamental to ICZM is the comprehensive understanding of the relationships between coastal resources, their users, uses, and the mutual impacts of development on the economy, society and the environment. These relationships need to be understood and expressed not only in physical and environmental terms, but also in economic terms. As coastal resources are used simultaneously by different economic and social sectors, integrated management can only be accomplished when all these uses, users and relationships are clearly known. It is therefore far more comprehensive than static land-use planning, requiring an inter-disciplinary approach to the management of dynamic processes in the terrestrial and marine environments. (UNEP, 1995)

4.3. The principles of ICZM

The principles of ICZM (Box 4.3. that follows) are largely defined by the general principles that are leading towards sustainable development, namely:

- Holistic Approach: All elements relating to hydrological, geo-morphological, climatic, ecological, socio-economic and cultural systems shall be taken into account in a holistic and integrated manner. The marine and land part of the coastal zone (including the adjacent river basins) are a single entity and shall be managed together;
- Ecosystem Approach: The ecosystem approach to coastal planning and management shall be applied so as to ensure sustainable coastal development;
- Good Governance: Good governance of the coastal zone requires cross-sectorally organised institutional coordination of the various administrative services in the coastal zone, horizontally and vertically;
- Inter and Intra-generational Solidarity: ICZM should be used to ensure better distribution of coastal resources among the present and future generations;
- Safeguarding Distinctiveness: The multiplicity and diversity of activities in coastal zones shall be taken into account, and priority shall be given to traditional activities of the local people;
- Precautionary and Preventive Principle: Both precaution and prevention are needed so as not to exceed the carrying capacity of the coastal zone and to avoid the negative impacts of natural disasters and of development.

More specifically, the ICZM principles could be summarised as follows:

- The coastal area is a unique resource system which requires special management and planning approaches;
- Water is the major integrating force in coastal resource systems;
- It is essential that land and sea uses be planned and managed in combination;
- The edge of the sea is the focal point of coastal management programmes;
- Coastal management boundaries should be issue-based and adaptive;
- A major emphasis of coastal resources management is to conserve common property resources;
- Prevention of damage from natural hazards and conservation of natural resources should be combined in ICZM programmes;
- All levels of government within a country must be involved in coastal management and planning;
- The nature-synchronous approach to development is especially appropriate for the coast;
- Special forms of economic and social benefit evaluation and public participation are used in coastal management programmes;
- Conservation for sustainable use is a major goal of coastal resources management;
- Multiple-use management is appropriate for most coastal resource systems;
- Multiple-sector involvement is essential to sustainable use of coastal resources;

- Traditional resource management should be respected;
- The environmental impact assessment approach is essential to effective coastal management. (Clark, 1992)

Box 4.3.
The Mediterranean Protocol on ICZM: General principles of integrated coastal zone management

In implementing this Protocol, the Parties shall be guided by the following principles:

(a) The biological wealth and the natural dynamics and functioning of the intertidal area and the complementary and interdependent nature of the marine part and the land part forming a single entity shall be taken particularly into account;
(b) All elements relating to hydrological, geomorphological, climatic, ecological, socio-economic and cultural systems shall be taken into account in an integrated manner, so as not to exceed the carrying capacity of the coastal zone and to prevent the negative effects of natural disasters and of development;
(c) The ecosystems approach to coastal planning and management shall be applied so as to ensure the sustainable development of coastal zones;
(d) Appropriate governance allowing adequate and timely participation in a transparent decision-making process by local populations and stakeholders in civil society concerned with coastal zones shall be ensured;
(e) Cross-sectorally organised institutional coordination of the various administrative services and regional and local authorities competent in coastal zones shall be required;
(f) The formulation of land-use strategies, plans and programmes covering urban development and socio-economic activities, as well as other relevant sectoral policies, shall be required;
(g) The multiplicity and diversity of activities in coastal zones shall be taken into account, and priority shall be given, where necessary, to public services and activities requiring, in terms of use and location, the immediate proximity of the sea;
(h) The allocation of uses throughout the entire coastal zone should be balanced, and unnecessary concentration and urban sprawl should be avoided;
(i) Preliminary assessments shall be made of the risks associated with the various human activities and infrastructure so as to prevent and reduce their negative impact on coastal zones;
(j) Damage to the coastal environment shall be prevented and, where it occurs, appropriate restoration shall be effected.

Source: UNEP/MAP/PAP, 2008

In addition, ICZM also seeks to:

- identify where resources can be harnessed without causing degradation or depletion;
- renew or rehabilitate damaged resources for traditional or new uses;
- guide the level of uses or intervention so as not to exceed the carrying capacity of the resource base;
- ensure the integrity of coastal ecosystem biodiversity;
- ensure that the rate of loss does not exceed the rate of replenishment;
- reduce risks to vulnerable resources;
- respect natural dynamic coastal processes, encouraging beneficial ones and preventing adverse interferences;
- encourage complementary rather than competitive activities;
- ensure that environmental and economic objectives are achieved at tolerable cost to society;
- develop human resources and strengthen institutional capacities;
- preserve and promote social equity and introduce the participatory approach;
- protect traditional uses and rights and equitable access to coastal resources. (UNEP, 1995)

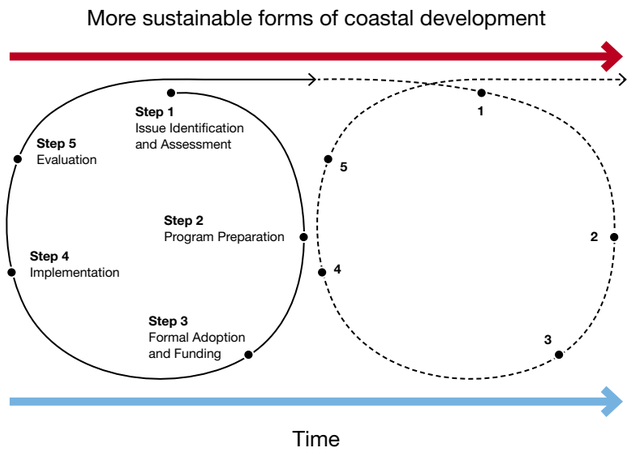
However, as sectoral management is not excluded from ICZM, in order to be effectively integrated into the ICZM process, the following coastal development guidelines will have to be taken into consideration:

- urban growth should be coordinated with the available capacity of infrastructure: uses should not be permitted beyond the absorbing capacity of available services;
- the location and operation of industrial, oil and gas exploration, extraction and refining, and transportation facilities should be controlled to prevent adverse impacts on tourism and on natural resources, and be required to incorporate measures for the prevention or abatement of water, land, air and noise pollution;
- tourism should be integrated with policies for development with nature and landscape protection, in a way which contributes, through revenue generation, to the protection and improvement of the very environment which attracts visitors;
- areas for aquaculture should be selected with due consideration for other coastal activities and for existing or possible discharges into marine waters;
- facilities for fishing should be maintained, with appropriate controls for the protection of fish stocks and of marine nature reserves;
- coastal agricultural use should be maintained not only for food production and employment but also for landscape management and as a valid use of open space for the purpose of separating urban centres and preventing continuous development along the shore;
- open spaces should be maintained to separate urban centres and to ensure the protection of natural and landscaped coastal resources;
- development should not be permitted to encroach on the shoreline; the immediate coastal strip (whose width will vary according to natural conditions and to social and economic requirements) should remain free of construction and be recognised as far as possible as rightfully open to public access. (UNEP, 1995)

4.4. The ICZM process

In coastal areas, where accommodation to rapid change is often required, flexible decision-making calls for a continuous process of planning, implementation and goal-adjustment. GESAMP (1996) defined five stages of the ICZM cycle to which science contributes. They also claimed that these five consecutive stages form an ongoing, iterative process that may go through a number of cycles before the programme is sufficiently refined to produce effective results. The cyclical process is shown in Figure 4.1.

Figure 4.1.
The stages of the ICM cycle to which science contributes (GESAMP, 1996)



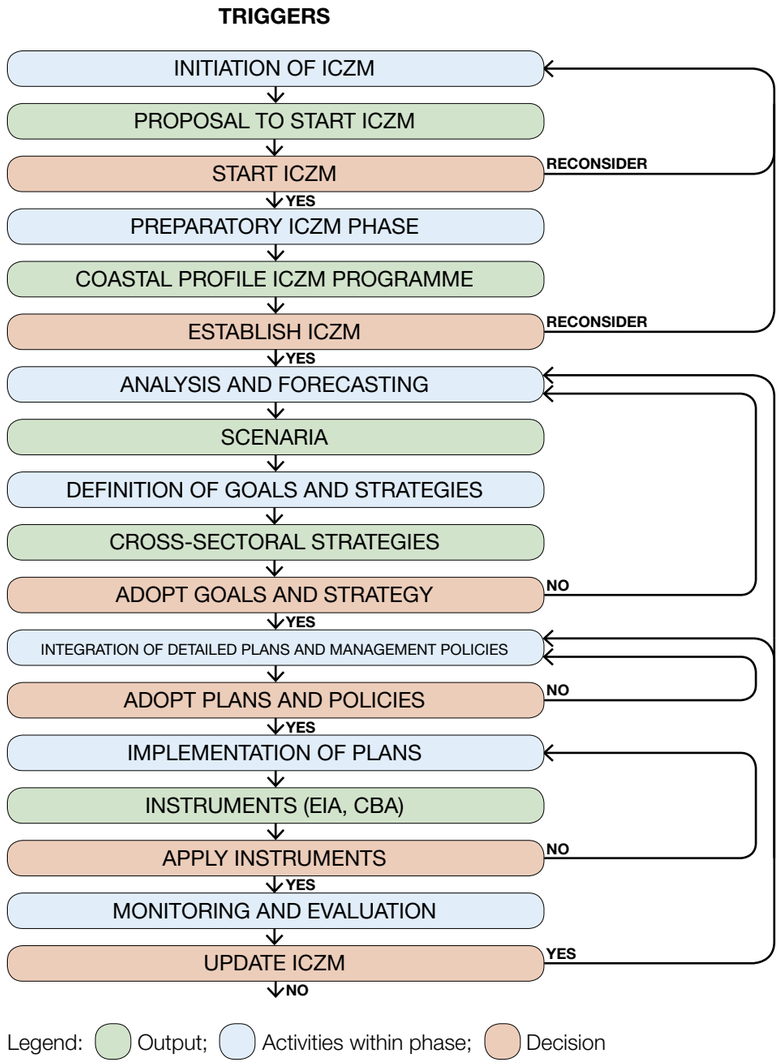
UNEP (1995) has earlier proposed a more concrete and operational process which, however, is not substanitially different from the GESAMP's above, as well as from a number of other proposals that have been presented in the mid-1990s. UNEP proposes that decisions, generally, be taken in three separate stages - initiation, planning and implementation (Figure 4.2.):

- Initiation of ICZM includes the analysis of triggering factors which could strengthen public awareness of coastal issues and the need to take actions in coastal areas.

- Planning in ICZM refers to the development of policies and goals, and the selection of concrete sets of actions (strategies) to produce the desired mix of goods and services from the coastal area over time. It is a goal-directed decision-making process involving the ability to anticipate future events, a capability for analysing and evaluating situations, and a capacity for innovative thinking to derive satisfactory solutions. It may contain the following phases: preparatory phase; analysis and forecasting; definition of goals and strategies; integration of detailed plans and management policies.

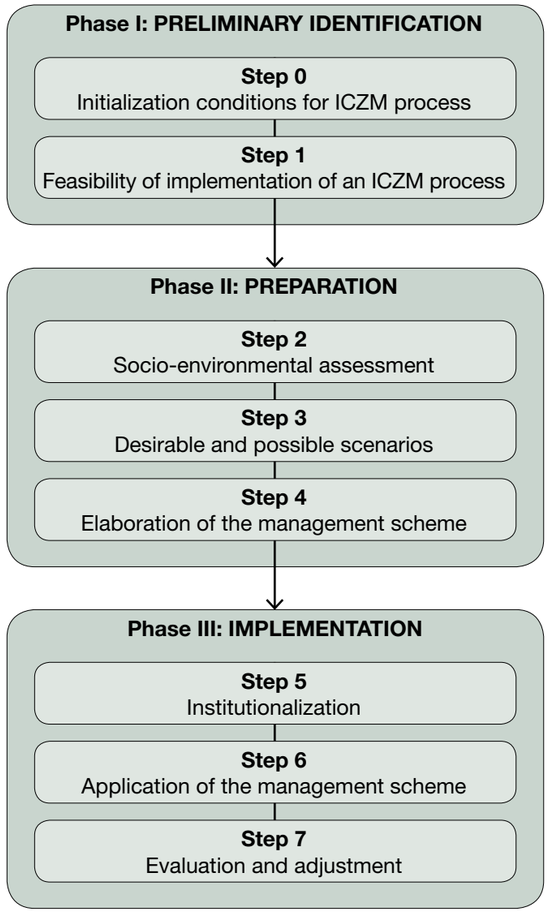
- Implementation is the vehicle through which the plan is put into effect. It is the process of operational decision-making, working towards the objectives of the plan through interaction with relevant administrative, legal, financial and social structures, and with public participation. In addition to the direct implementation of plans, in this stage, the monitoring and evaluation, as well as eventual plan revision are carried out.

Figure 4.2.
PAP/RAC Flowchart for ICZM process (adapted from UNEP, 1995)



In its methodological guide, IOC/UNESCO (2001) described how the ICZM process unfolds. Within this scheme, IOC distinguishes seven steps and claims that the socio-economical approach is extensively incorporated (Figure 4.3.).

Figure 4.3.
How the ICM process unfolds (IOC/UNESCO, 2001)



4.5. The benefits of ICZM

The implementation of ICZM can stimulate and guide the sustainable development of coastal areas; it can minimise the degradation of the natural system; provide a framework for the management of multi-sectoral activities and maintain options for the future use of resources. As coastal states develop the capabilities for, and implement integrated management of their coastal resources, they provide local and national benefits, including the enhancement of economic development and improvements to the quality of life (Table 4.1.). These benefits are generally achieved through the protection of the environment (e.g. better water quality, conserved biodiversity, etc.).

However, the benefits of ICZM are not always easy to identify, particularly in financial terms. There is an increased effort to develop effective methods for evaluation of ICZM plans, programmes and projects. Even if these methods are not yet fully developed, it could be argued with a fair degree of certainty that a lack of integrated planning and management will almost surely result in the degradation of the coastal environment, as well as in negative economic trends in the longer term. For the moment, one of the simplest ways of demonstrating the benefits is to compare the coastal resources management strategy on the basis of a “without ICZM” approach with an “ICZM based” one. There have been attempts to calculate the net economic benefit of the implementation of ICZM programmes. Some evidence shows that, after an ICZM initiative, there has been an increase in GDP in some of these coastal areas. However, there are still no methods that can precisely state whether that increase could be solely attributed to ICZM intervention, and not to some other developmental factors as well.

Table 4.1.
ICZM benefits

SOCIAL BENEFITS	ECONOMIC BENEFITS	ENVIRONMENTAL BENEFITS
Provides diverse opportunities for recreation, leisure and cultural activities and thus improves the quality of life	Supports sustainable economic activities and thereby ensures income in the long run	Ensures integrity of the coastal environment and biodiversity as a natural system
Helps resolve conflicts	Allows better zoning and use allocation	Ensures the sustainable use of natural resources
Strengthens institutional frameworks and enforces cooperation among stakeholders on the basis of shared objectives	Improves management (legal framework, risks, help to the decision-making process) and thus permits gains in efficiency and time	Preserves and improves natural areas (habitats, species and biodiversity)
Provides security from natural hazards and risks	Develops new economic instruments to finance environmental protection	Improves pollution control
Raises public awareness and favours information exchange on sustainable development and environmental issues	Promotes environmentally-friendly technologies and cleaner production for the markets of tomorrow	Improves beachfronts and soil alteration management
Encourages broader public participation	Adds value to products through eco-labelling schemes	Integrates river basin management

4.6. ICZM and tourism

Coastal tourism is a key component of coastal and marine economies. Coastal tourism is, in many countries, the fastest growing area of contemporary tourism, which has placed increased pressure on the coast, i.e. an area in which uses may already be highly concentrated in the form of agriculture, human settlements, fishing, industry, etc. An understanding of tourism policy lies at the heart of broader goals of ICZM.

Coastal tourism can be enhanced by ICZM. It can help solving the conflicts between coastal tourism and other marine and terrestrial sectors; resolve overlapping responsibilities of involved agencies; and increase the cooperation between coastal tourism and other coastal sectors. It is clear that coastal tourism depends on the quality and diversity of the coastal environment. Increases in tourist numbers have been shown to threaten areas of high ecological and resource value in the coastal environment. Finally, as stated in Chapter 3, the integrated management approach should not only be applied for general coastal zone management but also for special sectors such as coastal tourism.

The importance of tourism in the ICZM process is much greater in tourism-dependent regions, such as the Mediterranean and the Caribbean, than in most other regions of the world. There are two main reasons for this:

a) In almost all countries within such regions, tourism is one of the principal economic activities strongly identifying the overall economy of those countries. The need to develop tourism directly affects the development of agriculture, trade, and traffic, and indirectly impacts on all other activities. Tourism development plans wield a key influence upon the development and planning of traffic routes, of infrastructure, of communications, etc.
b) In the case of enclosed seas, such as the Mediterranean, which is a closed system and an ecologically-sensitive one, the development of all other activities has a strong impact on the development of tourism. Therefore, it is necessary to harmonise overall development planning with the tourism development planning process, even in areas where tourism is not particularly significant. This is especially important in the context of environmental hazards and dangers, since contemporary trends in tourism require effectively protected and attractive environments.

In the USA, ocean-related federal agencies have identified several factors important for tourism such as the provision and location of infrastructure, public access, and adequate levels of safety for boaters, swimmers and other recreational users, beach management including nourishment and sound policies for coastal wildlife, and habitat protection. All of the above-mentioned factors are encompassed within ICZM. The provision of infrastructure often forms a part of ICZM projects, or is a follow-up to an ICZM project. Beach management, a new discipline developed within ICZM, deals with all safety factors, but also with landscape quality and management. As a certain region as a whole risks becoming less competitive in the tourist market due to the excessive degradation of the environment, environmentally sound coastal area planning and management emerges as a basic prerequisite for the further development of tourism.

Similarly, the EU has been formulating policy on sustainable tourism (EC, 2003) almost in parallel with the Recommendation on ICZM (EC, 2000). Sustainable tourism policy includes a recognition that ICZM and sustainable tourism practices must be developed in partnership to achieve maximum mutual benefits. Thus, this industry has an encouragingly high profile at the EU ICZM level of strategic planning (Jennings, 2004). More precisely, UNESCAP has been encouraging Asian countries to reinforce the importance of sustainable coastal development, which would include the following:

- good coastal management practices;
- clean water, air and healthy coastal ecosystems;
- maintaining a safe and secure recreational environment through the management of coastal hazards;
- beach restoration;
- sound policies for wildlife and habitat protection. (Hall, 2001)

IN-DEPTH SECTION

4.7. ICZM in practice

There are numerous ICZM projects applied in the world today. Many are financed by big international organisations, such as the EU, World Bank, GEF, UNDP, UNEP, MAP, etc. but many are also financed by national, regional or local governments. There has been a significant increase in the number of countries adopting integrated coastal management programmes in recent years, especially since the 1992 UNCED conference. As noted in Table 4.2. that follows, whereas in 1993 there were about 59 countries working on some form of ICZM, at the national and/or local level, in 2000, the number of countries working on ICZM had reached 98. Sorensen (2002) has noted more than 700 individual ICZM interventions all over the world and that number is certainly growing. The interest of international financiers in ICZM is not fading, and their funding could be considered as steady. Notable among the most recent supporters of ICZM is the EU. Between 1996 and 1999 it financed 35 projects through its Demonstration Programme for ICZM. Subsequently, it financed eight large projects in the Mediterranean region through its SMAP III programme starting in 2006. The World Bank and GEF are also notable among international organisations for their support of ICZM initiatives.

The Mediterranean Action Plan (MAP) is contributing to ICZM application through the Coastal Area Management Programmes (CAMPs), which started in 1989. To date, 15 large projects have been implemented. CAMPs are oriented to the implementation of practical coastal management projects in selected Mediterranean coastal areas, applying ICZM as a major tool.

The objectives of CAMPs are:

- to develop strategies and procedures for sustainable development in project areas;
- to identify and apply the relevant methodologies and tools;
- to contribute to capacity building at the local, national and regional levels;
- to secure a wider use in the region of the results achieved.

Table 4.2.
Coastal Countries with ICZM Efforts: 1993 and 2000 Comparison
(Cicin-Sain *et al.,* 2000)

CONTINENT	COASTAL COUNTRIES	1993		2000	
North America	3	3	100%	3	100%
Central America	7	4	57%	7	100%
Europe	33	11	31%	30	91%
Asia	17	13	62%	14	82%
South America	11	5	45%	8	73%
Caribbean	13	5	45%	8	62%
Near East	15	6	40%	7	47%
Oceania	17	7	33%	8	47%
Africa	37	5	13%	13	35%
Total		**59**		**98**	

Another area where great effort has been employed in recent years relates to measurement of the progress of ICZM. Several projects have been carried out to develop a set of indicators to measure ICZM progress, while IOC of UNESCO has developed a handbook on indicators (IOC/UNESCO, 2006).

There are different patterns of ICZM dissemination, however, in different regions of the world, with major differences found in the scope of the efforts (involving the whole coastal zone or a small portion of it), the role of national and local governments, and the extent and importance of international funding. It is important to note that the practical implementation of the ICZM approach is of critical importance for its acceptance among major stakeholders as well as its development. ICZM as a concept is not always easy to grasp by the majority of stakeholders. Showing how it works in real-life situations can be a convincing element in the process of its acceptance by major decision-makers.

ICZM experiences in Africa

Over the past two decades, African countries have taken several steps in the direction of Integrated Coastal Zone Management, demonstrating their political will to face the problems and challenges of their coastal zones. Overall, there are positive signs of a gradual incorporation of the basic principles of ICZM into public policy, at the local, national and regional levels. This is very encouraging, considering certain acute problems, such as slow development, the scarcity of resources, and inadequate institutional capacities to organise complex interventions.

Coastal management initiatives have triggered indirect benefits to local communities by stimulating dialogue and involvement in development/ environment decision-making. International agencies and donors also significantly influence project development. In general, small-scale interventions have better chances of success but as their replicability is restricted, they have limited multiple effects. Among ICZM initiatives that have been carried out in the region, those in Kenya (ICAM in the Nyali-Bamburi-Shanzu area), Tanzania (Tanga Coastal Zone Conservation and Development Programme), and Mozambique (Mecufi CZM Project) are singled out in this presentation. Other important projects at the local/regional level mainly address sectoral issues (such as biodiversity, marine resources), namely, the Abidjan Lagoon Environment Project, Côte d'Ivoire and the work on Participatory Control of Coral Mining, Tanzania, Mafia Island, etc.

The African experience has demonstrated that political support, proper institutional arrangements, participatory mechanisms and the commitment of sufficient resources, supplemented by the adaptation of existing patterns and practices of coastal resource management, are all essential elements of successful ICZM initiatives. In Africa, the implementation stage of ICZM programmes, plans, and projects is absolutely essential and should stretch capacities at the local level. Initiatives at the national and regional level will promote institutional cooperation across sectors and levels of government, benefiting policy making as well as project performance. The lack of an information provision process and of mechanisms for exchanging experience has been documented, especially at the sub-regional and Pan-African level. It is therefore important to elaborate mechanisms as part of the concrete promotion of ICZM. In order to secure a wider applicability of ICZM initiatives, common methodologies and training should be identified in addition to the elaboration of capacity enhancement mechanisms, in order to consolidate the scientific and administrative capacity of African coastal management. Other priorities concern national level action, as well as regional cooperation and international support by eligible agencies and organisations.

ICZM experiences in Asia

Since the late 1970s, several Asian countries such as China, Indonesia, the Philippines, and Sri Lanka, have become aware of the need for coastal management. The first steps of coastal management derived mainly from the need for economic development rather than that of protecting the marine environment or of preserving coastal resources. As the concept and process of coastal management matured, more emphasis was placed on harnessing economic development to marine protection requirements. The majority of coastal management projects in Asia deal with specific issues such as biodiversity (i.e. coral reef protection in 35 Indonesian sites), pollution control (i.e. the Xiamen demonstration site in China), or capacity-building. Local community involvement may be very effective in countries like the Philippines.

Other Asian countries, such as the Islamic Republic of Pakistan, and India, exhibit a weak or a complete lack of integrated coastal planning and management initiatives. The approach used is mainly sectoral, setting significant barriers for ICZM. In such cases, greater vertical (local, provincial and national levels of government) and horizontal (different sector) coordination is needed. More specifically, in the case of India, although the Indian Government responded promptly to the dynamic changes in international ocean affairs in the 1970s and early 1980s, it has not yet accomplished comprehensive Integrated Coastal Zone Management legislation or policy.

4.8. Current challenges for the ICZM approach

After thirty-five years of ICZM efforts around the world, the practice has developed a reasonably good understanding of the approaches, key principles and guidelines, as well as frameworks and techniques for organising and implementing programmes. It is also beginning to benefit from collective experiences. However, ICZM is still faced with a rather extensive list of challenges that must be overcome if ICZM is to produce the desired outcomes that are needed in coastal zones. Each region, country and/or area has a specific list of challenges and it would be almost impossible to present a complete and all-embracing list of challenges acceptable elsewhere. Therefore, it would be useful to present some of the ICZM challenges that have emerged in different parts of the world reflecting, thus, different development contexts.

For the World Summit in Johannesburg in 2002, a common platform for ICZM was prepared (Cicin-Sain *et al.*, 2002). It contains, *inter alia*, a list of constraints/barriers to ICZM, which might be also considered as challenges that ICZM can expect to be faced with in the coming years, namely:

- Increased fragmentation and lack of coordination among international conventions and institutions;
- Complexity of governance systems, emerging from this pattern of institutionalization, hindering participation and ownership by developing countries;
- Shortcomings in the results of international conventions due to the lack of appropriate compliance and enforcement mechanisms;
- Development institutions that are under-funded and often ineffective;
- Donor funds not always aligned to developing country priorities;
- Poor implementation of international Agenda development targets.

In his analysis of ICZM efforts across the world, undertaken in 2000, Sorensen (2002) lists the following common ICZM challenges:

- Information and predictability;
- Costs, benefits and their incidence among stakeholders;
- Distribution and access to power;
- Demographics;
- The culture of decision-making and the implementation of decisions;
- Institutional capacity.

The European Union, recognising that the coast, as the interface between the atmosphere, land and sea, is one of the most important ecosystems on earth, lists a number of coastal sustainability challenges in the 21st century:

- Increasing consumption per person, multiplied by a growing population, are the root causes of the increasing demand for ecosystem services. The main anthropogenic drivers of coastal ecosystem change are related to development activities on land, particularly in areas adjacent to the coast. Physical demand for coastal space is increasing, and urban sprawl, resort and port development, as well as aquaculture are leading to changes in factors directly affecting ecosystems. The European coast is increasingly becoming a fragile, vulnerable area whose environment suffers continuous degradation. In this context, approximately 85% of Europe's coasts have been identified as a risk area.

- The socio-economic development of coasts is also important. Despite some successes, most coastal regions are among the least economically developed regions of the EU. Small islands are especially affected by social and economic problems. Improving living standards within coastal communities is therefore an obvious challenge for coastal peripheral regions. So far, development along the coasts has been based on economic restructuring. This has mainly been achieved through tourism and the associated boom in construction, especially along the Mediterranean and Atlantic coasts.

- People who decide to live by the coast must take into account the prevailing conditions, such as the physical processes related to sea level rise and the effects of storms, flooding and erosion. The lifestyles and behaviour of people living and working by the sea needs to be guided by both the coastal conditions themselves and the required responsibility towards sustainable development. In particular, there should be the opportunity for people to adapt their behaviour to extreme climatic events.

- Water is becoming an important issue on the coast. Scarcity of fresh water is a real challenge, especially at a time when the conversion of the coast into built up and artificial land cover is growing and intensive agriculture is expanding. Sea level rise will also be a challenge for a number of coastal settlements and activities. Furthermore, the development of coastal tourism leads to increased water demand, especially during the peak season when it increases the water deficit.

- Changes in natural resources (e.g. fish stocks) due to over-fishing will place more intense pressures on a number of coastal communities. Aquaculture is not a clear alternative for all former fishing regions. New ideas, such as attracting a specific type of tourism to fishing villages and familiarising visitors with the fishing lifestyle, are emerging. If well organised, these activities could provide economic alternatives for communities.

- For coastal safety, the addressing of both natural and technological risks needs to be a priority. The planning of coastal areas urgently needs to take into account all potential risks, e.g. floods, forest fires, loss of biodiversity, coastal erosion, maritime safety and oil spills. (EEA, 2006)

In spite of the recent successes that place the Mediterranean region among the most developed in the world in terms of regional cooperation, there have been a number of barriers to a more effective implementation of ICZM and, consequently, the alleviation of the situation in its coastal areas. Given the importance of coastal areas for the Mediterranean and the complexity of their problems, some of the most important challenges for ICZM are the following:

- Although ICZM remains a national-level concern, a regional Protocol on ICZM, wich was drafted along the same legal principles as other protocols within the Barcelona Convention, needs to be signed, ratified

and implemented. It would provide a common ground for all the countries to address the regional ICZM issues.

- Although international funding for ICZM has increased in the region, the problems of insufficient national financial support for coastal programmes remains. Many countries have not recognised the importance of coastal areas, have not given the priority to them, and have not provided the adequate financial resources to implement coastal projects. Too many countries are relying solely on international funding, as if coastal management is an exclusive international concern. Before this situation will change, and before national administrations will commit themselves financially to implementing ICZM, it will not be possible to state that it has gained the status it deserves, particularly bearing in mind the complexities and problems of Mediterranean coastal areas.

- There are also differences in the approach to ICZM in terms of the management focus: resource management versus traditional land-use planning. In the case of Mediterranean countries, the prevalence of tourism and urbanisation in the coastal zones favours the latter. Many Mediterranean countries still rely on traditional administrative systems, which often results in ineffective national and lower-level administrative structures, weak enforcement, and the absence of policy integration.

- One of the major obstacles to ICZM is the limited influence (and thus weak integration) of environmental concerns in development planning among many Mediterranean partners, jeopardising the possibilities of securing the establishment of ICZM systems at the national level. Furthermore, there is a prevailing crisis of eroded confidence in government planning systems, itself part of the trend related to a diminished state role. In tandem with this there is an absence of a solid private sector and civil society partners - who could assist states in governing coastal areas.

- Civil society in most Mediterranean countries is still not fully accustomed to active participation in public affairs. There are difficulties in mobilising it to contribute to and assist in the task of governing coastal areas. In addition, the primacy of development needs does not yet allow Mediterranean societies to adopt a broader view in terms of ICZM. Despite the fact that national-level initiatives have already taken place across the Mediterranean, administrative and planning levels have not adequately followed suit; hence these efforts cannot be sustained.

- With regard to tourism in the Mediterranean, ICZM is a suitable tool for making tourism more sustainable. In the current context related of climate change, ozone holes and the increased danger of prolonged exposure to the sun, coastal tourism will have to undertake some significant changes. The beach and sun offer will have to be enlarged with the wider offer of different activities. Tourist destinations should plan their offer in a manner as to diversify it and to include some off-beach activities. The ideal scenario would be to spread the tourist offer and attraction over a larger territory. Here again ICZM is the best tool to assist tourist destinations to increase their attractiveness in this respect, but also to ensure a more balanced development. Integration of inland areas, river basins and neighbouring rural areas will contribute to the sustainability of tourism development in many ways.

The US National Oceanic and Atmospheric Administration (NOAA), the federal body responsible for ICZM, has published a discussion paper indicating the current and future coastal management challenges as follows:

- governance issues;
- resource and management issues (habitat conservation and restoration; non-point source pollution; ocean resources management - living marine resources, energy, sediments, aquaculture; coastal hazards; promoting economic growth and sustainable development; public access; climate change);
- decision support (resource assessments; science to support management; providing tools and technologies). (NOAA, 2006)

4.9. Summary

Coastal zone management is a critical issue in many countries with a high intensity of marine and coastal resource use. Managing complex systems, such as coastal areas, requires an integrated approach capable of coordinating the implementation of all three major objectives of sustainable development (environmental, social and economic), and bringing together the multiple, interwoven, overlapping interests in the coastal area in a coordinated and rational manner, harnessing coastal resources for optimum social and economic benefit for present and future generations without prejudicing the resource base itself, while maintaining ecological processes.

Integrated Coastal Zone Management (ICZM) is a continuous, proactive and adaptive process of resource management for sustainable development in coastal areas. It is not a substitute for sectoral planning, but focuses on the links between sectoral activities to achieve more comprehensive goals. ICZM simultaneously takes into account the fragility of coastal ecosystems and landscapes, the diversity of activities and uses, their interactions, the maritime orientation of certain activities and uses and their impact on both the maritime and land elements. ICZM is carried out through a process which, generally, has three major stages: initiation, which includes analysis of triggering factors that could strengthen public awareness of coastal issues and the need to take actions in coastal areas; planning, which refers to the development of policies and goals, and the selection of concrete sets of actions (strategies) to produce the desired mix of goods and services from the coastal area over time; and implementation, which is the vehicle through which the plan is put into effect.

Coastal tourism is a key component of coastal and marine economies. Coastal tourism is, in many countries, the fastest growing area of contemporary tourism, which has placed increased pressure on the coast, i.e. on an area in which uses may already be highly concentrated in the form of agriculture, human settlements, fishing, industry, etc. An understanding of tourism policy lies at the heart of the broader goals of ICZM. Coastal tourism can be enhanced by ICZM. It can help solve the conflicts between coastal tourism and other marine and terrestrial sectors; resolve overlapping responsibilities of involved agencies; and increase the cooperation between coastal tourism

and other coastal sectors. It is clear that coastal tourism depends on the quality and diversity of the coastal environment. The importance of tourism in the ICZM process is much greater in tourism-dependent regions, such as the Mediterranean and the Caribbean, than in most other regions of the world.

ICZM is widely practiced around the world. In 1993 there were about 59 countries working on some form of ICZM at the national and/or local level, while in 2000 the number of countries working on ICZM had reached almost 100. After thirty-five years of ICZM efforts around the world, the practice has developed a reasonably good understanding of the best approaches, key principles and guidelines, as well as frameworks and techniques for organising and implementing programmes. ICZM is also beginning to benefit from collective experience, but it is still faced with a rather extensive list of challenges that must be overcome.

Sustainable Coastal Tourism / An integrated planning and management approach

4

Strategic Planning for Sustainable Tourism Development in coastal areas

5

5. Strategic Planning for Sustainable Tourism Development in coastal areas

MAIN SECTION

5.1. Principles of Strategic Planning for Sustainable Tourism Development in coastal areas

Tourism is one of many activities in a coastal area that require planning and coordination. This chapter provides a simple structure and basic implementation guidelines for comprehensive strategic planning for sustainable tourism development of coastal destinations.

Strategic planning is the process of identifying objectives and defining and evaluating methods of achieving them. Strategic planning considers all of the tourism resources, organisations, markets, and programmes within a destination. Strategic planning also considers economic, environmental, social, and institutional aspects of tourism development.

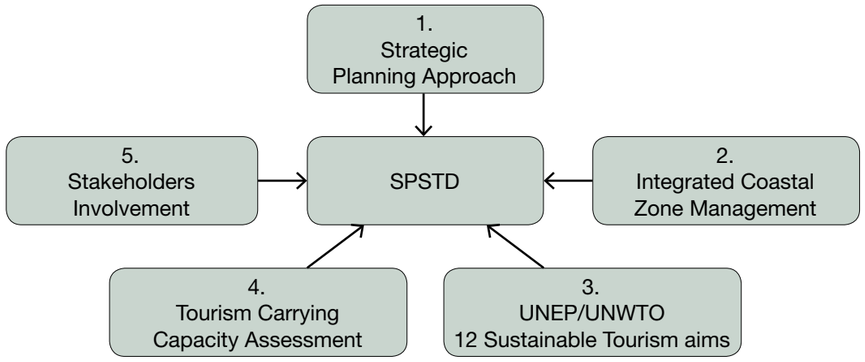
Strategic planning is a “step-by-step” process with definite objectives and end products that can be implemented and evaluated. Put simply, it is a process by which we look into the future, paint a picture of that future based on current trends and of objectives that we set for ourselves, and influence the forces that will affect us. It tells you where you are, where you want to go, how you wish to get there, when you want to arrive, who will do the work, and how much you are willing to pay.

A strategy for sustainable tourism development is the use of assets through long-term planning and development to ensure success. Contrary to other sectors (spatial planning, for example) strategic planning for sustainable tourism development in coastal areas is rather more short term, and it typically looks three to five years ahead, but can reach a maximum of ten years. It charts a definite course based on sustainable tourism indicators of what the tourism destination will be like in those years.

The methodological framework to establish the process of strategic planning for sustainable tourism development in coastal areas, as proposed here, is based on five guiding sets of principles (see Figure 5.1. below):

1. Strategic Planning Approach;
2. Integrated Coastal Zone Management;
3. UNEP/UNWTO 12 Sustainable Tourism Aims;
4. Tourism Carrying Capacity Assessment;
5. Stakeholder Involvement.

Figure 5.1.
Principles for Strategic Tourism Planning



Strategic Planning Approach

In general, strategic planning is considered to be longer-term planning, which differs from a short-term planning or annual programming/budgeting. The short-term planning, usually on a year-to-year basis, may be very dangerous for a tourism destination because it could lead to its economic and environmental decline when unpredictable factors in the global market change.

While long-term strategic planning doesn’t guarantee success, it improves the odds of success. The strategic planning process is a formal and systematic endeavour to determine where the destination is and where it is going to be in the future. It is suggested that the planning horizon be no shorter than three years and extended up to 10 years. All of this is achieved through dynamic, flexible and adaptable planning process, where:

- The formulation and implementation are closely linked through constant environmental scanning, monitoring, evaluation and adjustment of the strategic plan;
- The plan is created by a broad and diverse group of actors (stakeholders) whose needs, attitudes and values are closely reflected in the plan's philosophy, vision and contents;
- There is a clear recognition of the interdependence and integration among the various components of the plan, which is considered in the creation and implementation of goals and strategies.

Strategic planning is a cyclical process. Generally, it consists of three major phases. The first phase includes:

- Decision to begin a planning process;
- Preparation and adoption of a vision statement;
- Creation of a framework for stakeholder involvement;
- Analysis;
- Definition of a strategy.

The second phase is more iterative and it is concerned with the formulation of the strategic action plan. The third phase of the strategic planning process is when the plan is implemented and monitored. As a result of monitoring and evaluation, the plan is reviewed and revised. Plan revisions are correspondingly made in the implementation. The iteration continues until the plan is declared as successfully completed.

ICZM principles

There is a general consensus that the main principles of ICZM (as mentioned in Chapter 4) are based on the following:

- Holistic approach;
- Ecosystem approach;
- Good governance;
- Inter and intra-generational solidarity;
- Safeguarding distinctiveness;
- The precautionary and preventive principles.

By its very nature, ICZM is, to a large extent, a strategic planning activity. It is long-term, encompasses wide (marine and terrestrial) territory, involves many stakeholders in its execution, and its implementation depends on shorter term programmes. Consequently, the strategic planning for sustainable tourist development in coastal areas should be carried out through integration of ICZM principles.

UNEP/UNWTO 12 Sustainable tourism aims

The proposed Strategic Planning Process for Sustainable Tourism Development directly refers to the 12 aims defined by UNEP and UNWTO (2006):

- Economic Viability: Ensure the viability and competitiveness of tourism destinations and enterprises, so that they are able to continue to prosper and deliver benefits in the long-term;
- Local Prosperity: Maximize the contribution of tourism to the prosperity of the host destination including the proportion of visitor spending that is retained locally;
- Employment Quality: Strengthen the number and quality of local jobs created and supported by tourism, including the level of pay, conditions of service and availability to all without discrimination by gender, race, disability or in other ways;
- Social Equity: Seek a widespread distribution of economic and social benefits from tourism throughout the recipient community, including improving opportunities, income and services available to the poor;
- Visitor Fulfilment: Provide a safe, satisfying and fulfilling experience for visitors, available to all without discrimination by gender, race, disability or in other ways;
- Local Control: Engage and empower local communities in planning and decision-making about the management and future development of tourism in their area, in consultation with other stakeholders;
- Community Wellbeing: Maintain and strengthen the quality of life in local communities, including social structures and access to resources, amenities and life support systems, avoiding any form of social degradation or exploitation;

- Cultural Richness: Respect and enhance the historic heritage, authentic culture, traditions and distinctiveness of host communities;
- Physical Integrity: Maintain and enhance the quality of landscapes, both urban and rural, and avoid the physical and visual degradation of the environment;
- Biological Diversity: Support the conservation of natural areas, habitats and wildlife, and minimise damage to them;
- Environmental Purity: Minimise the pollution of air, water and land and the generation of waste by tourism enterprises and visitors;
- Resource Efficiency: Minimise the use of scarce and non-renewable resources in the development and operation of tourism facilities and services.

Tourism Carrying Capacity Assessment

Although the concept of Tourism Carrying Capacity Assessment emerged before the Rio Conference in 1992, it contributed greatly since by sharing the same key principles with those of Agenda 21:

- Concept of integrated local development;
- Visualisation of alternative future scenarios;
- Importance of using indicators for assessing sustainability and local life quality;
- Importance of establishing partnerships with the private sector;
- Importance of citizens´ participation;
- Objective of achieving a whole series of action programmes in the short, medium and long term.

Mainly, the tourism carrying capacity of a destination can be focused on three components or basic dimensions: physical-ecological-environmental, socio-demographic and economic-political. These dimensions also reflect the range of issues considered in practice. It is a process that is defined by: (i) a descriptive phase, which provides the knowledge on the studied territorial system; (ii) an evaluation phase, which describes the possible modes of management and acceptable levels of impact for the destination; and (iii) a strategic phase that leads to defining the optimum capacity and to the formulation of a strategy for the sustainable tourism development of the destination.

Stakeholder engagement

During the last ten years, there has been increasing concern about how more sustainable forms of tourism development can be achieved. In this context, community participation and stakeholder engagement have become “pillars” in tourism planning. The true success of any planning lies in effective participation of the stakeholders in the decision-making process. The participative exercises lead to people getting increasingly involved in their own society and influencing decisions that affect their lives.

The aim of stakeholder engagement in the strategic planning process for tourism development is to systematically and strategically identify and involve those with a stake in the destination with the following aims:

- Ensure that right people are involved in planning and implementation of future activities;
- Help make sure all the important issues are considered;

- Help decide what future actions are realistic and will best meet everyone's needs;
- Help build support for regional plans, management plans and development proposals.

Informing and involving people can be challenging and time consuming but can make a huge difference to successful projects, plans and tourism products. Consultation processes can be targeted at key stakeholders for specific purposes, or might be designed to generally inform the community, build support and seek willing involvement. Consultation with relevant stakeholders is a key issue at all stages. The whole process must be dynamic and cyclical.

5.2. The overall objectives of Strategic Planning for Sustainable Tourism Development

The objectives of strategic planning include understanding its benefits; understanding the products of strategic planning; and learning the keys to successful planning and implementation. Many tourism destinations spend most of their management and planning efforts reacting to unexpected changes instead of anticipating and preparing for them. This is called crisis management. A concrete and viable alternative to crisis management is a process called Strategic Planning.

The overall objectives of a Strategic Planning Process for Sustainable Tourism Development could be defined as follows:

- Assist communities in taking a bigger picture view of their tourism industry and recognizing their strengths, weaknesses, opportunities and threats;
- Get communities to focus on "where they want to go" and "how they are going to get there" in terms of setting goals and objectives, and formulating action plans;
- Emphasise the need for sustainable tourism projects to be market driven;
- Help identify, organise and mobilise resources to facilitate projects and activities;
- Get communities to plan for both the short, medium and long term;
- Help set priorities in light of scarce resources;
- Provide milestones (goals/objectives) to assist with performance monitoring and evaluation;
- Assign accountability to specific actions, and thereby facilitate implementation of strategic plans, etc.

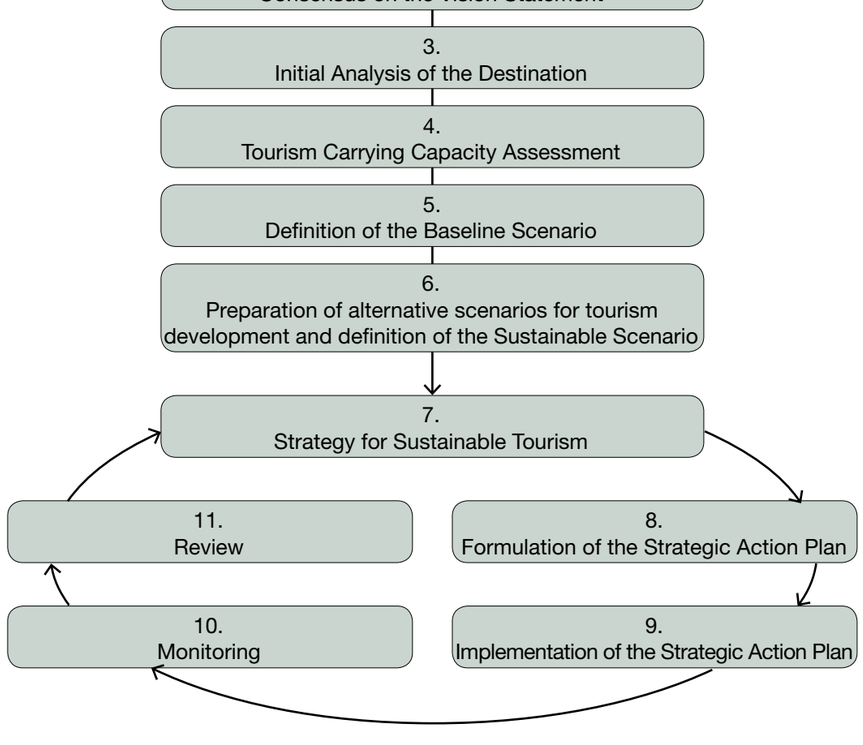
5.3. A scheme for Strategic Planning for Sustainable Tourism Development

The process of Strategic Planning for Sustainable Tourism Development in coastal areas includes the following steps:

1. Decision to begin the Strategic Planning Process;
2. Consensus on the Vision Statement;
3. Initial Analysis of the Destination;
4. Tourism Carrying Capacity Assessment;
5. Definition of a Baseline Scenario;
6. Preparation of alternative scenarios for tourism development and definition of the Sustainable Scenario (SS);
7. Preparation and adoption of the Strategy for Sustainable Tourism;
8. Formulation of the Strategic Action Plan;
9. Implementation of the Strategic Action Plan;
10. Monitoring;
11. Review.

While the above steps appear sequential, the process is an iterative one, with feedback loops connecting the various steps. It is also important to note that this is a recommended process - each destination may need to tailor this process to suit its own requirements, norms and values.

Figure 5.2.
The iterative process of Strategic Planning for Sustainable Tourism Development in coastal areas



The specific aspect that will characterise this process is the continuous involvement of stakeholders and the search for their consensus. A visual presentation of the Strategic Planning Process is given in Figure 5.2., while a more detailed description of strategic planning steps is given in the section that follows.

5.4. The phases of the Strategic Planning Process

5.4.1. Decision to begin the Strategic Planning Process

Before starting the Process we have to define the "object" of planning and introduce the concept of a "Destination". Beirman (2003) gives a very simple definition stating that a Destination is "... a country, state, region, city or town which is marketed or markets itself as a place for tourists to visit". Regardless of what geographic scope one assigns to the term Destination, a Destination is a product that must be marketed to its consumers.

Public sector leadership must come to agreement and define an approach to launch their planning initiative. A documented agreement to plan should be developed and signed by local governors. The local government should also commit themselves to be actively involved, provide human and financial resources, remove obstacles, and monitor progress to ensure results.

Listed below are some of the common reasons for beginning a Strategic Planning Process for Sustainable Tourism Development in coastal areas:

- Many mature tourist destinations present the symptoms of a decline: environmental and landscape deterioration, "massification" of tourist resorts, gradual loss of prestige as a destination and poorer visitor quality. In all these destinations it was perceived that with the loss of attractiveness in the tourism sector local development was threatened;
- Sooner or later stakeholders dealing with tourism, if medium and long-term oriented, understand that their "capital" is not only their investment and infrastructures, but also the natural and cultural environment. Therefore, they start considering tourism development in a more sustainable way;
- One of the most common motivations for planning tourism is the expansion of the tourist period, if possible, evenly throughout the year;
- The development of a long-term methodology, which scientifically analyses the tourism sector, while in the same time, involves stakeholders in the process, in order to facilitate and secure the formulation and implementation of an efficient tourism sustainability plan.

The decision-making process needs to involve the administrative sector, the private sector and ordinary citizens. Also, in order not to be a weak process, the decision-making process should be supported by a strong political will.

A Project Team to carry out the process will be defined. The Project Team will include internal staff, namely, officers of the administration of the Destination as well as external consultants.

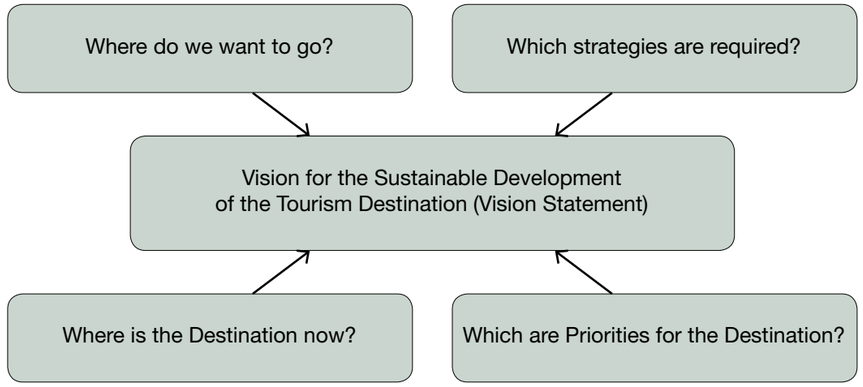
5.4.2. Consensus on a Vision Statement

After the decision to begin a planning process has been taken by local decision-makers, a Vision of Sustainable Tourism Development for the Tourism Destination, or Vision Statement, must be defined addressing strategic issues of tourism management and development in the areas of the Destination, including buffer zones. It has to be ensured that the Vision is simple and clear producing a strategy document, which is well-focused, easy to read and understand and well disseminated.

A Vision must define where the Destination wants to go in the future. It reflects the optimistic view of the Destination's future. Vision broadly means foresight, a pleasing and imaginative development plan. It sets our sights, our goals and encourages us to dedicate ourselves to a chosen course of action in a disciplined and coordinated manner.

The Vision must include the overall objectives. Some of the goals and principles that should be considered in a Vision for sustainable tourism development in coastal areas are presented in Figure 5.3. below.

Figure 5.3.
A Vision for Sustainable Tourism Development of the Tourism Destination



A Vision Statement is useful in that it promotes stakeholder participation, and focuses the Destination's energy. A Vision establishes a "big picture" view for the Destination, illustrating clear and important targets. The Vision Statement should express a clear view of how the limited land- and sea-based natural resources will be allocated over the long term, which is essential to a sustainable tourism development strategy for the Destination. The Vision Statement should also mention the long-term use of land, the coastal zone and the extended economic zone as the key macro level environmental elements essential to sustainability. The Vision Statement is defined after an extensive consultation with all the relevant stakeholders of the Destination, in particular

taking into consideration the position of the local community.

The Vision Statement will take the form of a draft that would set out for public discussion the principles that would act as a guide to all sectors of society, including the government, on the sustainable use of the environment. The Vision Statement will deal with such things as keeping within the carrying capacity of ecosystems, minimising the depletion of non-renewable resources, empowering communities to care for their environment, and integrating environment into development decision-making.

5.4.3. Initial Analysis of the Destination

The first step of the Initial Analysis is the definition of the Destination's boundaries. In other words, the definition of the "target" of the strategic planning process. In order to define the limits of the Destination it is crucial to determine homogeneous areas of tourism development. Generally, the choice of administrative limits simplifies the strategic planning process.

Carrying out the Initial Analysis should be assisted, guided and monitored by a coherent set of indicators. Indicators are essential for measuring impacts at various levels. The choice of indicators should depend on the objectives of the analysis and on other parameters as indicators' limits, availability of data, easy "understandability", robustness, etc.

The Initial Analysis is carried out in three steps:

- Analysis of the different components of the Destination considered as a system as proposed, for example, by Carter (1989);
- Analysis of tourism development;
- Definition of the Initial State.

Analysis of different components of the Destination

Basic data about a Destination should be found out locally, with the involvement of all local sources of information. The territory and information scale should be coherent, so as to give a right definition of the studied territory by specific references to touristic, demographic, ecologic and socio-economic aspects. This analysis is based on the information provided through the indicators. It would be particularly useful for the initial analysis preparation if all data are organised into a Geographic Information System (GIS).

The components that describe the Destination as a system could be:

- Physical-ecological;
- Socio-cultural;
- Political-economic.

Physical-ecological component: The "fixed" part of this component refers to the assimilative capacity of natural systems. These capacities cannot be easily manipulated by human actions, and to the extent that these limits can be evaluated, we must observe and comply with them. The analysis takes into account the ecological (climate, biodiversity, etc.) and the physical-infrastructural (energy production capacity, capacity in water resources, etc.) components. The "flexible" part of this component refers to the infrastructure systems and their capacities, such as water supply, sewage system, electricity, transport, solid waste disposal, etc. They are flexible because their capacity could expand if investments are taking place.

Socio-cultural component: This set refers to the social aspects that are important to local communities, since they are closely related to the development of tourism. A part may be expressed in quantitative terms, but most aspects would be quantitatively expressed, thus, requiring a socio-psychological approach. Social assessment depends in large part of the judgements of value, of both the local communities (level of tolerance) and the tourists (quality of the visiting experience). A Contingent Evaluation Method could be a very useful tool to assess subjective aspects.

Political-economic component: It refers to the ability to manage tourism development and its impacts on local economic structure, activities, etc. as well as its capacity to compete with other sectors. The institutional issues are also included insofar as they involve local capacity to manage tourism. This analysis may also be necessary to reflect the divergence of values, attitudes within the local community in respect of tourism (De Ruyck *et al.*, 1997).

Analysis of tourism development

The prime objective of an analysis of tourism development is to convert complex statistical data into easily accessible and comprehensive tourism information also featuring graphical presentation of charts. The prospect assesses the current status of coastal tourism in the Destination and identifies the opportunities for, and constraints to, its sustainable development. The analysis also focuses on understanding the Tourism Area Lifecycle model (Butler, 1980).

The report, as an output of the analysis, could be divided into three parts:

1. General overview of local tourism;
2. Key components of local tourism;
3. Overview of the institutional and policy framework.

The first part provides a general overview of coastal tourism - its components, characteristics and the national and international trends of the tourism market. The concepts presented in the first part serve as the framework for analysing the current status of coastal tourism, presented in the second part. This part focuses on the key components of coastal tourism and identifies specific issues and constraints that need to be addressed. In this part potential impacts of tourism on economy and society will be presented. This part might end with the identification of the areas of the coast that have the best potential for becoming successful tourism destinations. The third and final part provides an overview of the institutional and policy framework that currently governs the coastal tourism sector. The report will end with a brief description of the initiatives currently in operation that relate to coastal tourism development in the country (Conti and Perelli, 2007).

Initial State

The Initial State represents the state of the Destination at the beginning of the Strategic Planning Process. It must be considered as “photography” of the interaction between tourism development and the state of the environment of the Destination. The Initial State should be represented through sustainable tourism indicators.

The Initial State will provide all the information to build a prospective approach towards the development of the Destination. It has to be defined using all sources of information available involving a wide range of local stakeholders.

5.4.4. Tourism Carrying Capacity Assessment

Natural and man-made resources have finite capacities for assimilating growth and associated impacts. The use of analytical tools such as Tourism Carrying Capacity Assessment (TCCA) is recommended to assess the cumulative impact of development upon these resources. A carrying capacity analysis assesses the ability of a Destination’s physical infrastructure (such as roadways, wastewater treatment plants, municipal swimming pools, etc.), natural resources (such as aquifers, surface water bodies, or coastal estuaries) or social resources (local population acceptance) to absorb tourism growth and related physical development without degradation. Detailed definition of the Tourism Carrying Capacity Assessment (TCCA) is given in Chapter 3.5.

After the Initial Analysis the TCCA will help us to understand the interaction between tourism development and the main components of the Destination. Understanding the carrying capacity or constraints of the Destination resources can be an effective method for identifying the areas of the Destination that are suitable for tourism development. The converse proposition is also true: when the carrying capacity of a resource is identified, a local government can revise its plans, policies and regulations to ensure that carrying capacities are not exceeded. The analysis will be based on a full knowledge of the system of the Destination intended as its capacities to sustain and further increase tourism development.

Two different groups of capacities can be recognised:

(a) Constant:

- Ecological capacity;
- The natural resources component ("fixed") of physical-ecological capacity.

(b) Flexible:

- Infrastructure component ("flexible") of physical-ecological capacity;
- Socio-cultural capacity;
- Political-economic capacity.

The approach adopted in sustainable tourism development planning necessarily leads to the following considerations:

- Constant capacities are fixed, not renewable and are the starting point to be respected by any future tourism development project;
- Flexible capacities must be related to the current conditions of the Destination to define sustainable patterns.

As defined in Chapter 3.5., the “tourism carrying capacity” can be considered as a result of the sum of the different capacities (ecological, physical, socio-cultural and politico-economic). Tourism carrying capacity refers to the number of people who can be supported in a given area within natural resource limits, and without degrading the ecological, physical, socio-cultural and political-economic environment for present and future generations.

A description of different carrying capacities that must be determined to define the tourism carrying capacity assessment is presented in the following paragraphs.

Ecological Carrying Capacity: At its simplest, this is a measure of the population that an ecosystem can sustain. It can be also split into other capacities. Ecological carrying capacity can be defined as the stress that an ecosystem can withstand, in terms of changing visitor numbers or activities, before its ecological value is unacceptably affected. This approach raises the difficult question of defining ecological value and what constitutes an unacceptable change (Iorio and Sistu, 2004). It can be defined also as a measure of the loss of biodiversity in the area due to the tourism development. Ecological capacity can be expressed in terms of a:

- Percentage of natural protected areas;
- Percentage of artificialisation of coastal areas;
- Percentage of endangered species;
- Environmental quality (sea water quality, river and lake water quality, soil quality, etc.).

Physical Carrying Capacity: This is a measure of the spatial limitations of an area and is often expressed as the number of units that an area can physically accommodate. The physical carrying capacity is directly related to the infrastructure present in the area, for example, the number of available parking areas in terms of car units, etc. The physical carrying capacity also refers to the natural resources that are available and compatible with tourism development. It will be expressed in terms of: drinking water capacity, waste water treatment capacity, renewable energy production capacity, solid waste treatment capacity, etc. Determining the physical capacity for certain activities can, however, become problematic when subjective elements are introduced.

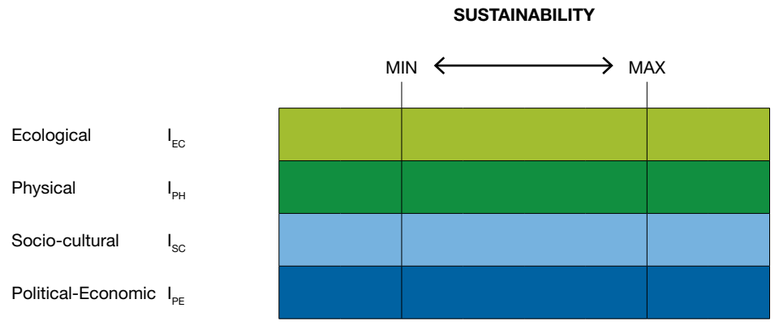
Socio-Cultural Carrying Capacity: Congestion is an important management problem in mass tourist sites. The social carrying capacity focuses on residents’ and visitors’ perception of crowding, and is intended to be the maximum number of visitors (MNV) tolerated. In case of conflict between the residents’ MNV tolerated and the visitors’ MNV tolerated, the policy-maker has to mediate. Cultural aspects must be considered in terms of loss of cultural values: local identity and traditions, local habits, etc.

Political and Economic Carrying Capacity: This is the organizational ability of a Destination to coordinate and direct local tourism management through a sustainable pathway and integrating international (EU, UNEP, UNWTO, etc.)

directives. It seeks also to define the extent to which an area can be altered before the economic activities that occur in the area are adversely affected. It can be seen as a measure of how tourism, both positively or negatively, can affect other economies present in the area. It, therefore, attempts to measure changes in economic terms. In addition to these, the capacity of the Destination to economically sustain further tourism development must be considered.

The Tourism Carrying Capacity of the coastal area assessed according to any of the above capacities depends largely on the nature of coastal Destination. Destination carrying capacities and indicators thresholds are presented in Figure 5.4.

Figure 5.4.
Representation of Destination's carrying capacities indicator thresholds



The indicators used in Figure 5.4. are defined as follows:

- Ecological Indicator: I_{EC}
- Physical Indicator: I_{PH}
- Socio-cultural Indicator : I_{SC}
- Political-economic : I_{PE}

A specific number will be attributed to each indicator, so each indicator will be presented by the acronym and a number. For example, if the "number of endangered species" is the first Ecological Indicator, it will be noted as I_{EC1}. Furthermore, between the limits of "sustainability" (MIN and MAX), as presented in Figure 5.4, a scale from 1 to 10 has to be introduced as well as the values of the indicators. These values depend on the comparison and evaluation criteria discussed with the stakeholders and then approved by the planners. For these reasons, indicators' values will be different for every destination.

As an illustration, we will consider an indicator describing tourism waste production in the destination (quantity of tourist waste recycled / total tourism waste production in the Destination):

- MIN = 20% (i.e. the recycling target defined at the national level);
- MAX = 60% (a more ambitious recycling target defined together by the tourism sector and the local authority considering the available infrastructure).

Since the values, minimum and maximum, have been "legitimately" defined by the responsible actors, any amount of recycled waste that falls within this "sustainability" range can be considered as sustainable. Those outside the range should be considered as unsustainable (those below the minimum, because they do not add to the solution of the problem, while those above because they are unrealistic, in particular if they are expensive). A similar exercise should be done with other indicators, or components of the Destination system.

The carrying capacity for a tourism Destination is not fixed but it can be altered by different factors; mostly it is changed for the worse by pressures which accompany a temporary population increase like in the case of mass tourism destinations. Taking all these elements into consideration, a scenario for sustainable development can offer several optional values of the tourism carrying capacity, or concepts of tourism development, or it can decide on one option.

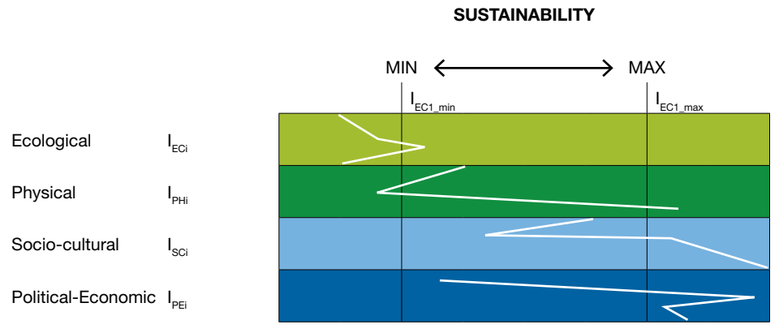
5.4.5. Definition of a Baseline Scenario

The European Environmental Agency (EEA) describes the Baseline Scenario (also known as "reference" or "benchmark" or "non-intervention" scenarios) as the Scenario that depicts a future state of society and/or environment in which no new environmental policies are implemented apart from those already in the pipeline today; or in which these policies do not have a discernable influence regarding the questions being analysed.

The Baseline Scenario is prepared by analysing and assessing the potential development of the Destination in a period of ten future years considering the results of implementation of the current policies and their outputs. The effect of current policies on the carrying capacity of the Destination is assessed through the use of sustainable tourism indicators related to each component (ecological, physical, socio-cultural and political-economic).

With regard to carrying capacity, in the description of the Baseline Scenario of tourism development we should be aware of the upper and lower limits of carrying capacity. The Baseline Scenario will be then described connecting all the values assumed by each indicator representing a white line. If the line is included in the range of sustainability we can affirm that the Baseline Scenario is "sustainable" for those specific indicators and capacities.

Figure 5.5.
Representation of the Baseline Scenario



A visual tool, such as the one presented in Figure 5.5. above, highlights information about the sustainability of a Destination. It is a way of facilitating the interpretation of complex values and data, and enable a larger range of actors to be aware of the sustainability evaluation mechanisms and results.

5.4.6. Preparation of Alternative Tourism Development Scenarios and selection of the Sustainable Scenario (SS)

Generation of Alternative Tourism Development Scenarios

This phase aims at the identification of Alternative Tourism Development Scenarios for the Destination's development. All the scenarios will be designed through the use of sustainable tourism indicators and the assessment in the Baseline Scenario. In this phase the best option between different potential scenarios for tourism development in the coastal area will be selected. The Alternative Scenarios for tourism development will consider a time scale of ten years. The Alternative Scenarios must be elaborated separately, and then examined in order to arrive at the one which is best suited for that particular coastal area.

The Alternative Scenarios should be used to describe different development options and related evolution of the sustainability in the Destination, but in order to avoid endless exercises, only two more scenarios, except the Baseline Scenario will be described: (i) a "conservative" one with focus on the conservation of resources and strict regulations for tourism development; and (ii) a "liberal" one with less constraints for tourism development.

An essential condition for the success of the whole Strategic Planning Process is the involvement of local stakeholders in this phase. A participatory workshop should be organised with the most representative stakeholders. Alternative Scenarios will be proposed by different actors, discussed and selected to be assessed in the following phase by the project coordination team. An example of defining alternative tourism development scenario is presented in Box 5.1.

Box 5.1.
Tourism Carryng Capacity Assessment (TCCA) in Rimini (Italy)

It is one of the most developed regions and most intensively used by the coastal tourism sector in Italy, typical of mass tourism in coastal areas. It has reached its carrying capacity limit, which is why it has lost its environmental quality and, accordingly, its natural attractions, resulting in a decrease in the number of visitors. Because of the importance that tourism has in the region, the whole economy of the province is seriously threatened. The Carrying Capacity Assessment Study was carried out in 2000 at a critical moment of over-development of the coastal zone. The following Alternative Scenarios were proposed:

Scenario 1 : Baseline Scenario 2010
Scenario 2 : Development of tourism in the inland, the year 2010
Scenario 3 : Reduction of tourism pressure on the coast, the year 2010
Scenario 4 : Requalification of the touristic costal zone, the year 2010
Scenario 5 : Growth of hotels' supply on the coast, the year 2010

Evaluation of different scenarios and selection of the Sustainable Scenario

After the definition of Baseline Scenario and at least two Alternative Scenarios, the Project Team will collect data on key sustainable tourism indicators. Once data are added, the Project Team will develop a model of the Destination's tourism development for each scenario in a period of ten years. Scenarios will predict tourism development impacts based on the Destination historical and current planning actions. Each of the Alternative Scenarios will be then compared to the Baseline Scenario and to each other.

Tourism Carrying Capacity Assessment of the Destination is a very dynamic process, and is updated through a continuous data collection and through a consultation with local actors and with the market. To define the sustainable "pattern" for tourist development, different factors have to be considered, which through a complex process must lead to the final scenario, or Sustainable Scenario (SS). This should be the sum of scientific analyses, preferences expressed by the local communities, political strategies both general and local.

The Sustainable Scenario (SS) for tourism development of the coastal Destination will be a choice between the Alternative Scenarios or a synthesis of the best options resulting in these scenarios. The SS, theoretically, satisfies all the carrying capacities of the Destination, taking its place between the maximum and minimum defined thresholds. The overall aim of the SS is the harmonisation of the local situation with the regional and national interests and, according to PAP/RAC (1997), achieving a sustainable management of the resources which are the attraction for tourists, with the planned tourism activities from the viewpoint of the market and the profile of the tourism product and with respect for the limitations set up with regard to environmental, socio-cultural, economic and political aspects.

The SS aims to identify "the vocation" of the territory regarding the possibilities of tourist development (the re-qualification of the existent offer, new tourist

investments, etc.) using the information bases disposed previously by the analysis of the quantitative and qualitative data.

5.4.7. Strategy for Sustainable Tourism

As a direct result of the previous phases and in particular the definition of the Sustainable Scenario of tourism development, a Strategy for Sustainable Tourism in coastal area will be defined. If we are to achieve sustainable tourism, it is always preferable that a set of sustainable tourism development goals be developed either as a set of distinct tourism objectives or better still that all levels and areas of strategy formation integrate tourism directives in their decision-making process.

The Strategy for Sustainable Tourism of the Destination must articulate long-term land use targets consistent with the other development objectives of the local government and through an ICZM approach must aim at achieving the right balance amongst competing land-use needs in forestry, fishery, agriculture, tourism, industry, transportation infrastructure, waste disposal, and human settlement. It is important that the Strategy be consistent in its general aim and orientation, and be easily integrated with other policy areas. Horizontal (with other policy areas) and vertical (internal) links must be established. The Strategy must help to coordinate local government activities related to sustainable tourism development while allowing the Destination Managers to take a leadership role by supporting the needs of tourists, residents and tourism businesses with appropriate legislation and administration.

Specific strategic performance criteria would be used to assess progress in achieving the goals over the long term, for example: percentage of land allocated to agriculture; tourism settlement, and industry; targeted sustainable yields from fishing, and forestry; proportion of land and coastal areas set aside as protected areas; populations of select wildlife species; etc.

For each of the land-based sectors (freshwater, agriculture, solid waste, coastal zone, agriculture, biodiversity, etc.) and the coastal and offshore marine-based sectors (fisheries, tourism, liquid waste, etc.) various options for managing the resource would be explored, and options chosen taking into consideration financial, political and other constraints, and the result desired.

Setting Goals

The major outcome of the definition of the Sustainable Scenario is setting of the goals for the Destination based on its Vision, as defined at the very beginning of the Strategic Planning Process. A goal is a long-range aim for a specific period. It must be specific and realistic. Long-range goals set through Strategic Planning are translated into activities that will ensure reaching the goal through operational planning. Goals should be tested for its general applicability and contribution to broad objectives related to overall sustainable development with specific attention to:

- Energy and water conservation;
- Employment;
- Economic growth;
- Infrastructure plans;
- Environmental and resource conservation;
- Urban and rural revitalization;
- Heritage conservation;
- Consumer protection;
- Community welfare;
- Business creation; etc.

Setting Objectives

An objective is a specific step, a milestone, which enables you to accomplish a goal. Setting objectives involves a continuous process of research and decision-making. Knowledge of the Destination and broader use of the TCCA tool is a vital starting point in setting objectives. Objectives must be:

- Focused on a result, not on an activity;
- Consistent;
- Specific;
- Measurable;
- Related to time;
- Attainable.

Tourism objectives should be the product of stakeholder participation and recognize the complexity of tourism development and management. Political priorities, economic development requirements and tourism private sector (foreign investors, tour operators) pressures will very much influence what occurs in the sustainable development process. The role that tourism should play in the local development should be clearly articulated and understood as described in the Initial Analysis in Chapter 5.4.3.

The officials responsible for economic development, environmental protection and tourism are just examples where the strategy and decision-making areas of activity meet or should meet. After the Strategy with the sustainable tourism development goals and objectives is defined, it is necessary to formulate an Action Plan and specific projects based on the same Strategy (Gunn and Var, 2002).

5.4.8. Formulation of the Strategic Action Plan

Once goals and objectives are defined, a strategy-based action plan, which is realistic and can be implemented, has to be prepared. A Strategic Action Plan specifies the actions needed to reach each of the associated goals and objectives, who will complete each action, according to what timeline, and at what cost. Strategic Action Plan is based on a long-term strategy and is reviewed annually.

Formulating an Action Plan means depicting how each strategic goal will be reached and ensuring that each relevant decision-maker and stakeholder of the Destination is related to a specific action that contributes to the overall goal. The Strategic Action Plan, in total, should depict how the objectives will be implemented specifying the relationship of the Plan to the political and administrative organization of the Destination.

The format of the Action Plan depends on the nature and needs of the main decision-makers and other stakeholders. The Action Plan needs to specify:

- The objective(s) that are to be accomplished;
- How each objective contributes to the Destination's strategic goals;
- What specific results (or objectives) must be accomplished that, in total, reach the goal for the Destination;
- How those results will be achieved;
- When the results will be achieved (or timelines for each objective); etc.

To meet the various requirements for sustainable tourism development, a number of issues need to be addressed and specific actions need to be taken at the local and regional levels. Attention also needs to be given to the various modalities for implementation of those actions, as well as to the development of strategies for the implementation of the Strategic Action Plan within a specified time-frame and the mobilisation of resources. To this end, the following issues must be taken into account:

- Identify responsibilities for action: Through the Action Plan allocate responsibility for specific actions to appropriate partners.
- Reflect and influence regional/national strategies: Make sure your approach reflects local, national and regional strategies on sustainable tourism and nature conservation. Through your work, seek to influence policy, laws and actions at these higher levels.
- Influence land-use planning policies: Make sure that policies to control and influence the form of tourism development and promote conservation are closely integrated into the statutory planning legislation for the area, and the local management plan for the Destination.
- Use a range of direct action, incentives and controls: Include action to be undertaken directly by the Destination policy-makers, as well as incentives and controls on others. Use relevant local and regional laws and measures such as financial incentives, planning controls, labels and awards. Include corrective measures and actions to rectify problems as well as pursuing new opportunities.

5.4.9. Implementation of the Strategic Action Plan

Implementation of the Strategic Action Plan requires a diverse and ingenious approach to problem solving (Eagles *et al.*, 2002).

A Coordination Team (including internal staff of the administration) must be defined. The Coordination Team should include not only current staff but also staff who used to be employed by the administration in the past in order to take advantage of their experience and expertise. In addition, the Coordination Team should involve the key decision-makers in the Destination.

The effective implementation of the recommended actions in the Strategic Action Plan requires clearly defined stakeholder roles, a culture of collaboration, and shared commitment to achieving the vision. A central role will be played by the tourism private sector while the Coordination Team has to have the capacity to keep it continuously involved in the process. Identifying strategic directions and priorities will also act as a catalyst for investment by the private sector.

Implementation may include one-year actions as well as long-term actions. The following questions should be asked about each action to be accomplished:

- What support is needed from the Local Government to carry out the Action Plan?
- Do all goals, objectives and proposed actions conform to regional, national and international laws?
- How will the Strategic Action Plan be communicated to general public?
- How much will this plan cost to implement?
- Are there alternative ways to support this plan?

A Strategic Action Plan will need desegregation so that the various resource needs - land/water, labour and capital, are seen in their spatial, temporal, financial, infrastructure and social inter-relationships. An additional consideration is the likely impact of forces external to the Destination area, especially the impact of decisions of international airlines that service the region, and the international tour operators who facilitate the arrival of tourists.

The Coordination Team should keep in mind that rarely will all of the annual plans for implementing actions be accomplished. This should be considered during the planning sessions for the following year.

Evaluation of the success of the implementation of the Strategic Action Plan in reaching planned goals and objectives is measured through monitoring information and evaluating that information against the Key Performance Indicators.

5.4.10. Monitoring

It is very useful to build monitoring and evaluation systems into the planning efforts. Monitoring is a critical step in the success of a strategic planning for sustainable tourism development process. Monitoring progress in implementing the Strategic Action Plan and evaluating the success of the Plan in meeting its goals and objectives on a regular basis is the guarantee of a successful planning process.

A Strategy for Sustainable Tourism and its related Strategic Action Plan generally need to be adjusted over time due to changing goals, changing market conditions, and unanticipated impacts.

Regular monitoring is required both to see whether providing the information to planners is indeed making a difference to them as well as to other users and helping solve key problems, and to determine whether the nature of the issues in the area has changed. In the monitoring phase, indicators are used as a central component of the process.

Use of sustainable tourism indicators aims to provide a continuous evaluation, *ex-ante* and *ex-post,* which allows the Coordination Team to understand:

- Which actions are in the stakeholders' agenda?
- Which have already been designed?
- Which are already in the implementation phase?

- Which have been financed?
- Which have been finished?

The monitoring process strictly depends on the previous phases of the plan and in particular of the good selection from the beginning, of the sustainable tourism indicators. Establishing a system of accountability and a mechanism to measure progress is an absolute priority, and it can be done through the use of sustainable tourism indicators (see the In-depth-section).

5.4.11. Review

To undertake a Review of the whole Strategic Planning Process means to compare actual results with expectations. Whenever decision or action has been taken, it is important to write down what is expected to happen. Results must be reviewed at regular intervals, and compared with expectations. This analysis must be used as a guide to reinforce strengths and eliminate weaknesses as well as for the next round of setting goals and objectives.

The Coordination Team can determine if last year's critical tourism development issues and objectives (which were selected to address the issues) are still appropriate for the coming year. This is also the time to make sure the Destination's government is following the right pathway as described in the outlined objectives. And finally, the Team has to see whether the vision for the Destination is still appropriate for the changed tourism development conditions or not.

The Coordination Team should decide in advance who may review and respond to the draft plan. Obviously, Coordination Team members will participate in the review process. The guiding principle of participation in the Strategic Planning Process is that everyone who will help execute the Strategic Action Plan should have some input into shaping it; whether or not this includes review of the final drafts of the Plan is a judgment call that really depends upon the particular circumstances.

The Coordination Team must exercise leadership in setting a realistic timeframe for the review process and in bringing the process to a timely close: the Coordination Team needs to choose the level of review appropriate for the organization, provide copies for review to the selected individuals, and set a deadline for submitting feedback (usually allowing one to two weeks is sufficient). Upon receiving all the feedback, the Coordination Team must agree on which suggested revisions to accept, incorporate these into the document, and submit the strategic plan to the full board of directors for approval (Tourism Victoria, 2002).

IN-DEPTH SECTION

5.5. Tools for Strategic Planning

5.5.1. The Tourism Carrying Capacity Assessment (TCCA) approach to assess Destination carrying capacities

The TCCA methodology, as defined by PAP/RAC (1997) is composed of 3 parts, namely:

Descriptive part (A): Describes how the system (Destination) under study works, including physical, ecological, social, political and economic aspects of tourist development. Within this context of particular importance is the identification of Evaluative part that follows.

Evaluative part (B): Describes how an area should be managed and the level of acceptable impacts. This part of the process starts with the identification (if it does not exist already) of the desirable condition/preferable type of development. Within this context goals and management objectives need to be defined, alternative fields of actions evaluated and a strategy for tourist development formulated. The implementation of TCCA can be assisted, guided and monitored, with a coherent set of indicators. During the process of defining Tourism Carrying Capacity (TCC) an initial set of indicators may be developed and finalised following the final decision on TCC of the total system. The whole process is dynamic and, as already noted, since TCC is not a fixed concept it should be regarded as a tool for guiding policy formulation and implementation towards sustainable tourism.

Strategic part (C): The last part of the methodology must lead to the definition of the limits for the tourism development of the Destination. In other words, this part deals with the definition of the optimal Tourism Carrying Capacity.

The TCCA process consists in the following phases:

1. Analysis of the tourism development of the Destination;
2. Assessment of tourism impact on Destination Carrying Capacities;
3. Selection of "good" sustainable tourism indicators to describe the Initial "Scenario";
4. Definition of a Baseline Scenario;
5. Elaboration of Alternative Tourism Development Scenarios;
6. Evaluation of the different scenarios' Impact on the Destination System;
7. Selection of the Sustainable Scenario of tourism development.

5.5.2. Using sustainable tourism indicators for Destination Tourism Carrying Capacities Assessment and Strategic Planning

Indicators provide significant opportunities for defining and implementing a Sustainable Development process and in particular for Carrying Capacity Assessment (CCA). Evidence from practice indicates that in several cases a core set of indicators, reflecting pressures and state of key factors, has been used as a way to monitor the state of the system and identify the violation of tourism carrying capacity limits. Changes could guide the identification of carrying capacity limits, which are not necessarily defined in advance. The implications of indicator's measurement need to be examined in terms of the goals that have been defined and the sensitivity of the sites under study. The use of indicators as a way to identify and define Tourism Carrying Capacity limits is a simple and flexible approach complementary to the process described in Figure 5.2. It could be also effective in the short term, enabling decision-makers to confront increasing pressures from tourism development. This kind of approach has been witnessed in the cases of natural parks and generally areas with high ecological value (Kay and Alder, 1999).

UNWTO (2004b) lists out seven benefits of using good indicators:

- Better decision-making - lowering risks or costs;
- Identification of emerging issues - allowing prevention;
- Identification of impacts - allowing corrective action when needed;
- Performance measurement of the implementation plans and management activities - evaluating progress in the sustainable development of tourism;
- Reduced risk of planning mistakes - identifying limits and opportunities;
- Greater accountability - credible information for the public and other stakeholders of tourism fosters accountability for its wise use in decision-making;
- Constant monitoring which can lead to continued improvement - building solution into management.

However, there is no ideal number of indicators but the challenge is to respond to all significant issues with the minimum number of indicators possible over a broad area of economic, social and environmental issues. Too many indicators can overwhelm users with too much information and can also overextend resources to support them.

5.6. Summary

There is no ideal number of indicators, but the challenge is to respond to all significant issues with the minimum number of indicators possible over a broad area of economic, social and environmental issues. Too many indicators can overwhelm users with too much information and can also overextend resources to support them.

This chapter delineates a step-by-step Strategic Planning Process focusing on sustainable tourism development in coastal areas. It reviews some key theoretical arguments for strategic planning and sustainable tourism development in them. Although planning for coastal tourism development is generally based on practical experience rather than on theory, it does, however, benefit from this approach.

The Strategic Planning Process integrates different approaches and tools like the UNEP and UNWTO 12 aims for sustainable tourism development, and ICZM principles in a long-term planning horizon. Stakeholder involvement and community participation at the Destination level play a central role. The strategic dimension of the planning process involves the need for building a shared vision of tourism development scenarios and for a continuous assessment of the outcomes of the decision-making process.

The suggested level of analysis is the tourism Destination: local planners are recommended to clearly identify the Initial State of tourism development in the Destination as a result of the initial analysis. The results of such an analysis will help local decision-makers to each come up with a range of different potential scenarios in order to select the Sustainable Scenario for tourism development. The Strategic Planning Process anticipates the definition of a Strategy for Sustainable Tourism in order to integrate future tourism development with competing economic activities.

The policy-setting stage is largely inspired by the implementation of ICZM principles helping decision-makers in the formulation of a Strategic Action Plan. This plan must consider other relevant strategies at the regional and national scale in order to integrate tourism development in a broader development strategy.

Finally, the implementation, monitoring and review of the whole Strategic Planing Process represent probably the most critical steps of the process. There will be a continuous need to adjust and change goals and strategies, as scenario conditions also change. In this phase the decision-making process should be supported by a strong political will and count on a broad consensus among citizens, interest groups and other economic actors.

The model presented in this chapter recommends a flexible design strategy in order to support decison-makers' capabilities to take into account external factors in strategic tourism planning for coastal Destinations.

Expectations, rights and responsibilities

6

6. Expectations, rights and responsibilities

MAIN SECTION

For tourism to be sustainable, it should include the optimal use of resources, with a minimum impact on environmental, social and cultural values while providing benefits for local communities. While the term *sustainable tourism* is widely recognised a number of organisations prefer the term (or the concept) *sustainable development of tourism*, for two main reasons (UNEP, 2007b):

- Tourism needs to be integrated into all aspects of development, if it can be considered sustainable;
- Some aspects of tourism, such as air travel, cannot be sustainable with existing technologies.

Moreover, ensuring that tourism develops in a sustainable way would imply that management structures dealing with tourism follow the same pattern of sustainability as outlined above. Only through the responsible involvement of all key institutional stakeholders within tourism development, may this concept be achieved.

6.1. Governments

Governments are the key players in managing tourism development. They have a regulatory role in transport, planning (in particular land-use planning), credit/financing and destination management/marketing. Therefore, they have a clear responsibility for decision-making related to tourism development.

There are number of concrete measures that national and local governments can implement in order to ensure sustainable tourism development. One of the key measures relates to creating a legal framework that can provide tools for implementing sustainable tourism activities. There are number of actions concerning the domain of legislation that could be undertaken in support of tourism sustainability:

- A revision of existing legislation in order to ensure that it promotes and supports sustainable tourism;
- Enacting a national tourism law, that provides a constitutional basis for tourism policy in the long term;
- Identifying links between tourism law and other relevant laws (such as those pertaining to environmental management or employment legislation) (UNEP and UNWTO, 2005).

In addition, special attention should be paid to the regulation and enforcement of land-use plans (WWF, 2000). They should be developed in such a way that the land and resources are used in ways conducive to sustainable tourism, in terms of spatial location and impact on ecosystems. Building regulations should be applied in an effective manner so that they can minimise the impact of construction on the natural environment. National and regional spatial planning should also facilitate links between tourism and important related issues that have a spatial dimension, such as transport planning. Also, whenever possible, they should promote the introduction of new technologies for minimising pollution and for water-saving.

The availability of transportation, water, energy, sewerage and waste disposal, telecommunications, and basic health and security services is of fundamental importance to the successful functioning of the tourism sector. Infrastructure and services planning and management should be done in a holistic way, taking into account the existing and potential future demand from tourism, the local community and other sectors. Priority should be given to minimising wasteful consumption by the tourism sector.

Another important tool which can be used by the government, relates to economic instruments, such as taxes and charges as well as financial incentives and agreements. Imposing taxes and setting charges can have important consequences for the sustainability of tourism. Namely, taxes and charges can be constructed to penalise unsustainable practices with negative impacts such as pollution. Conversely, they can alter the behaviour of consumers and enterprises, through their impact on prices, costs and income. It is very important that they are constructed in such a way that the revenue raised is restricted to specific types of use rather than simply swelling the general public purse. However, they are indirect instruments, and it is very difficult to be sure of the desired outcome.

Additionally, financial incentives and agreements influence the behaviour of enterprises by providing them with specific financial support or commercial opportunities contingent upon them acting in a certain way (UNEP and UNWTO, 2005). Applied to the sustainable tourism concept, it means that fiscal incentives should be given to those actors deciding to adopt environmentally-friendly technologies.

Governments can also adopt instruments to enable appropriate visitor management and determine levels of tourism impact. Tourism carrying capacity, limits of acceptable change and visitor impact management are only some of these tools. Unfortunately, they cannot provide all the answers, but they can be very useful planning tools.

Finally, there are a number of instruments through which governments can, directly or indirectly, influence and support enterprises and tourists in making their operations and activities more sustainable. These instruments include capacity building and promoting local education but also marketing sustainable tourism.

Capacity building is important as it develops the potential and ability of stakeholders to make and implement decisions that will lead to more sustainable tourism, by increasing their understanding, knowledge, confidence and skills. Some of the advantages of using capacity building to strengthen the sustainability of tourism are that: i) it is direct and precise; ii) it can secure long-term benefits; iii) it is flexible and can be altered at any time; and iv) it strengthens the effectiveness of other sustainable tourism tools. On the other hand, it can also be time consuming, it requires skilled personnel to carry it out and it can be difficult to secure the participation of tourism enterprises. However, only with the long-term promotion of local and business-level education and information programmes on sustainable tourism, can

conservation of the natural environment become part and parcel of tourism development (UNEP and UNWTO, 2005).

There are a variety of tools and channels for promoting and distributing sustainable tourism products. In the light of UNEP's experience with sustainable tourism marketing, tools and channels for distribution and promotion could include destination management organisations and tourist boards, tour operators, guidebooks, the media, certification schemes, travel fairs, internet retailers and consumer organisations. These tools are important due to their potential to reach markets and contribute to mainstream sustainability in the tourism industry. Governments are not responsible for implementing these tools; however, they can significantly contribute in using them for the purpose of sustainable tourism development. Expectations, rights are responsibilities of the Governments in managing tourism development are presented in Box 6.1. below.

Box 6.1.
Governmental expectations, rights and responsibilities related to the tourism sector

Expectations (these could be expressed in political programmes)
- Being re-elected
- Maximising the contribution of tourism to economic prosperity
- Strengthening the quality of employment in tourism
- Ensuring the fair distribution of economic and social benefits from tourism
- Providing a safe experience for all visitors, without discrimination

Rights
- Promoting sustainable tourism development
- Opting, supporting and/or implementing a variety of instruments (such as economic instruments, measurement instruments, command and control, voluntary and supporting instruments) that ensure sustainable tourism
- Promoting and implementing capacity building programmes for strengthening the sustainability of tourism

Responsibilities
- Decision-making related to tourism development
- The revision of existing legislation in order to ensure sustainable tourism development
- Enacting a national tourism law
- Establishing links between tourism law and other relevant laws

6.2. Business in the travel and tourism industry

Tour operators are one of the most important factors in managing tourist destinations. In a number of countries, in particular in the Mediterranean, more than 75% of international tourist arrivals are controlled by a limited number of major tour operators. Many tourist destinations have already reached their carrying capacity so the possibility of offering holidays in clean and natural areas is becoming increasingly constrained and therefore extremely attractive. In such a context, tour

operators have an interest in investing in environmental protection measures. In order to reduce their impact on the environment, a number of hotels and tourist resorts are starting to use a combination of sustainable management practices and technology innovations in their business operations. Their main objectives are to reduce wastage of water and energy, to reduce solid waste, and to improve general environmental conditions such as air and water quality, noise levels, etc.

These measures are helping tourism companies to create a more environmentally-friendly image and save money. For example, using some of the water and energy saving devices (such as improved showerheads, dual flushes or low energy bulbs) lowers hotel costs by at least 25% (WWF, 2000).

Technologies themselves, however, are not enough; it is necessary that tourism companies incorporate environmental polices and sustainability principles into their business practice. Furthermore, the Regional Activity Centre for Cleaner Production of MAP (RAC/CP, 2006) recommends boosting the introduction of environmental obligations and responsibilities of tourist companies; taxation as a means of allocating monetary value to the use of environmental resources (and its resulting pollution); the application of environmental management and audit systems such as EMAS (Eco-Management and Audit Scheme applied in the European Union) and ISO standards (such as ISO 14001 and 26000); the obtaining of eco-labels as a result of complying with sustainable consumption criteria (such as Emblem of Environmental Quality Guarantee managed by the Government of Catalonia, European Union Eco-label, Green Key, etc.); and assorted other voluntary initiatives for sustainable tourism.

According to estimates made by CI (2003) approximately eight percent of major hotel chain properties are located within biodiversity hotspots. Even though larger resorts, small-, medium- and large-scale hotels are starting to significantly contribute to the development of tourism practice that is more responsible towards the environment, they are mainly focused on procedures for their internal resource conservation and their related cost savings, such as washing towels every other day, water saving, recycling, switching off lights, and so on. Broader nature considerations, such as maintaining natural habitats, avoiding land clearance, and setting aside property for species protection have yet to be integrated into such programmes. One positive example is the International Hotels Environment Initiative, forming part of the Tourism Partnership (2007). This initiative has produced quality materials for their member hoteliers, and others, which help integrate biodiversity considerations into hotel management procedures (CI, 2003).

According to UNEP (2005), there are five main management categories that need to emphasise environmental concern and as such to be integrated into daily tourism practice: internal management, product development and management, supply chain management, customer relations and cooperation with destinations.

Internal management includes all the operations and activities that take place at the operation's headquarters and its field offices. As these activities could cause a number of environmental impacts, steps within internal management practice to reduce the consumption of paper, water, energy and waste should be implemented. These activities can lead to cost savings but should also help inform staff on the importance of environmental concern. Another important component of internal management is improving the social and working conditions within the companies. In this way, high staff moral is created which

contributes to higher-quality service for clients. Furthermore, capacity building and staff training on sustainability issues is the key to ensuring employee commitment for protecting the environment and improving sustainability performance throughout the company.

Product development and management is based on selecting sustainable destinations and designing sustainable holiday packages. It is important that tour operators select destinations that have high environmental standards and avoid the areas where tourism is causing unacceptable levels of environmental damage. Furthermore, pressure should be brought to bear on hotels and resorts to adopt more stringent environmental criteria. In addition to environmental criteria, the company should also favour destinations with good labour forces and with policies in place that maximise economic benefits to local communities. The design and management of sustainable holiday packages includes assessing the various components of a tour (from the method of transport and type of accommodation, and activities offered, to the selection of food and beverages) in order to determine its economic, social and environmental impacts. Careful planning of holiday packages can help reduce waste production, the consumption of natural resources and help conserve biodiversity. In such a way, inappropriate behaviour by tourists can be avoided as well. Finally, selecting locally-owned services and suppliers can significantly contribute to local economic welfare.

Supply chain management includes all actions related to the selection and contracting of suppliers. Improving the sustainability of a tour operator's supply chain includes assessment of supplier performance on sustainability issues (for example, electric and water consumption per guest, per night; water saving measures; the management of solid waste; biodiversity conservation measures; relations with the local community, etc.) in order to determine priority actions; developing a supply chain policy and standards; setting targets and defining an action plan in order to achieve its sustainability goals. There are a number of ways in which a tour operator can help its suppliers to become more sustainable such as raising their awareness on sustainability issues, helping them learn how to make necessary improvements and offering some technical support. Also, tour operators can introduce incentives for good performance in order to ensure that suppliers comply with agreed sustainability standards, while they can use contractual procedures to enforce sustainability requirements.

Customer relations include communications with tourists in order to raise their awareness on the impacts they may be causing during their holidays. Tour operators can begin promoting sustainable behaviour as part of pre-departure information, and continue informing them during the tours and via any post-holiday information. Sustainability messages should help and encourage tourists to behave responsibly toward the environment and local community they visit, while at the same helping them feel good about the actions they take. This communication should be done through the use of positive language and images. Also, tourists should be enabled to do something different, such as buying a souvenir that they can see being created, gaining insight into how local people live or by helping endangered animals in their natural environment. Thus, their personal enjoyment can be raised, enabling them to feel special and form a unique memory to take away with them. More action-oriented recommendations could be formalised into a code of conduct for responsible tourist behaviour. The example of guidelines for individual travellers, developed by Partners in Responsible Tourism, is given in Box 6.2. Finally, one of the most important routes to ensuring good customer relations is protecting the health, safety and privacy of customers.

Box 6.2.
Code of conduct for responsible travellers

Cultural Understanding
1. Travel with an open mind: cultivate the habit of listening and observing, discover the enrichment that comes from experiencing another way of life
2. Reflect daily on your experiences
3. Prepare: learn the geography, culture, history, beliefs, local language; learn how to be a good guest in the country or culture

Social Impacts
1. Support the local economy by visiting locally-owned restaurants and hotels, and buying local products made by locals from renewable resources
2. Interact with local residents in a culturally appropriate manner
3. Make no promises that you cannot keep (like sending photos, etc.)
4. Don't indulge in displays of wealth; do not encourage children to beg
5. Get permission before photographing people, homes and other sites of local importance

Environmental Impacts
1. Travel in small, low impact groups
2. Stay on trails
3. Ensure proper disposal of human waste
4. Don't buy products made from endangered animals or plants
5. Become aware of and contribute to projects benefiting the local environment and communities

Source: PIRT, 2007

Cooperation with destinations can be increased through dialogue and collaboration with relevant stakeholders in order to improve the quality of destination services while ensuring benefits for the local community. Tour operators can achieve this by developing partnerships with local authorities, the private sector and NGOs in their destinations but also through charitable donations. Such an approach does not benefit local stakeholders alone; the livelihoods of tour operators is dependent upon natural and cultural attractions - if they are not protected, tourists will no longer be interested in neglected destinations or will not be willing to pay the full price.

In addition to tour operators, there are number of other representatives of the tourism industry that largely affect the processes of decision-making within the sector. Hotels, resorts, private entrepreneurs and the travel industry all contribute significantly to sustainable tourism development. As previously mentioned, all these business representatives can impact on the environment: they need infrastructure; they use natural resources such as water, energy, land, etc. However, they are all increasingly recognising the importance

of maintaining the ecological integrity of the areas in which they operate. Expetations, rights and responsibilities of the business sector related to tourism are presented in Box 6.3.

Box 6.3.
Business expectations, rights and responsibilities related to the tourism sector

Expectations
- Maximising the economic benefit from tourism
- Introducing innovative business approaches
- Holding on to/improving its ranking in the tourism economy market

Rights
- Marketing its tourism products
- Opting for changes in environmental policies toward more sustainable tourism practice
- Promoting and implementing capacity building programmes for strengthening the sustainability of tourism

Responsibilities
- The introduction of environmental policies and sustainability principles into business practice
- The introduction of technological innovations into operations that can ensure sustainable management practice
- Ensuring that internal management is in line with sustainability practice
- Improving/ensuring the sustainability of supply chain management by tour operators
- Raising awareness among tourists regarding impacts they may be causing the environment during their holidays
- Cooperating with local destinations in order to improve the quality of services while ensuring benefits for the local communities

6.3. Civil society

Knowing all the possible impacts that tourism can cause to the environment, all the involved subjects, primarily governments and tour operators, should be transparent in all the decisions related to sustainable tourism. NGOs, being a driving force of the criticism of environmental and social impacts of tourism, act as representatives of civil society and should be able to participate in decision-making processes related to tourism sector (see Box 6.4.). NGOs world-wide have been promoting sustainable tourism during recent years. They have been mainly active in raising awareness and providing educational programmes for tourists, local enterprisers and administrators. They have been producing guidelines and different promotional materials related to sustainable tourism and developing different pilot projects that tend to demonstrate good practices in sustainable tourism (WWF, 2000).

There are different types of NGOs active in the field of tourism. Some of the NGOs with world-wide experience in tourism as a mechanism for biodiversity conservation include Conservation International (CI), the World Wide Fund for Nature (WWF), The Nature Conservancy (TNC), and the World Conservation Union (IUCN). These NGOs are focusing their work on biodiversity conservation as part of sustainable development. On the other hand, NGOs such as Tourism Concern in the United Kingdom, Equations in India, and the *Instituto de Hospitalidade* in Brazil have been developed solely to focus on tourism and to promote a more responsible approach by the industry. However, no matter the concept NGOs use they should all facilitate partnerships among different stakeholders, monitor and report on tourism impacts done by different stakeholder groups, provide capacity building programmes and raise awareness on necessity of implementing responsible tourism practice by all the interested parties (CI, 2003).

Box 6.4.
Expectations, rights and responsibilities of the civil society elements (NGOs) related to the tourism sector

Expectations
- Raise the awareness of the general public on the necessity of achieving sustainable tourism development
- Ensure its visibility in the national/international arena
- Influence policy-makers to introduce necessary policy changes toward more sustainable/responsible tourism practices
- Mainstream sustainability (environmental, social and economic) into daily tourism practice

Rights
- Lobby all tourism-related actors (policy-makers, the media, entrepreneurs, international organisations) about introducing sustainable practice into their business
- Raising awareness amongst the general public on responsible tourism behaviour
- Promoting and implementing capacity building programmes for strengthening the sustainability of tourism

Responsibilities
- Opt for the rights of the general public for clean environmental, social justice and economic benefits in tourism practice
- Raising awareness among tourists on impacts they may be causing during their holidays
- Raising awareness in all the target groups regarding sustainable tourism practice
- Cooperating with local destinations in order to ensure benefits and active involvement of local communities in tourism development

One of the examples of successful sustainable tourism projects is the WWF's Belek and Cirali project (Turkey) that have been carried out through Integrated Coastal Zone Management (ICZM). The project that started in 90's was focusing on two towns Belek (which is based 30 km from Antalya) and Cirali (70 km from Antalya). Belek is a typical mass tourist destination, with large hotels and heavily human impact. Turtles used to frequently nest in the beaches around Belek; however, impact from urbanisation made this almost

impossible. From the other side, Cirali is a very small coastal community, ideal for development of sustainable tourism. WWF's action was focusing on working with local communities, advocacy actions and participation in the investors and developers meetings in order to protect sandy beaches for turtle nesting and to reduce building by the shore. This resulted in enforcement of law that limits the construction by the coastline; furthermore, numerous restaurants and kiosks built too close to the coastline have been demolished. More importantly, new town plans call for the development of environmentally low impact guesthouses. WWF work with locals and tourists resulted in joint monitoring of turtle nesting along the three kilometre village (WWF, 2000). Such examples are important as they demonstrate how all relevant stakeholders can jointly develop sustainable tourism practice within a destination.

6.4. Research and academic institutions

In addition to governments, private sector and civil society, academic institutions also play important roles in the tourism sector (see Box 6.5.). Within the research and academic institutions, scientists and researches follow the trends in tourism, conduct analysis and give recommendations to tourism stakeholders on how to improve tourism practice. They publish a number of guidelines and other publications, and organise conferences and forums where new ideas and trends can be created and exchanged with wider audiences.

Box 6.5.
Expectations, rights and responsibilities of research and academic institutions related to the tourism sector

Expectations
- Identify innovative technologies/methods for sustainable tourism business
- Establish themselves as an important/inevitable stakeholder within the tourism sector
- Raise the awareness of the general public on the necessity of achieving sustainable tourism development

Rights
- Undertake research and analysis on tourism trends
- Provide recommendations to tourism stakeholders on how to improve tourism practice
- Publish documents and organise conferences for brainstorming and initiating new trends in tourism
- Serve as consulting agencies in different tourism projects
- Implement tourism development projects
- Raise awareness amongst the general public on sustainable tourism development

Responsibilities
- Serve the general public in providing accurate information on current tourism practice
- Initiate innovative, sustainable trends in tourism development

In addition, experts and consulting companies often serve as the implementing bodies for tourism development projects. In this way, they frequently influence how and when tourism is implemented. However, a number of strategies still overlook the important role this sector can play in helping the tourism industry become more biodiversity-friendly (CI, 2003).

6.5. Intergovernmental organisations

The most important intergovernmental organisation that promotes sustainable tourism practice is the United Nations World Tourism Organization (UNWTO). It is a specialized United Nations agency and a leading international organization in the field of tourism. It serves as a global forum for tourism policy issues and practical source of tourism know-how.

UNWTO plays a central role in promoting the development of sustainable tourism, with the aim of contributing to economic development, international understanding, prosperity and universal respect for human rights and fundamental freedoms. In pursuing this aim, the Organization pays particular attention to the interests of developing countries in the field of tourism.

The UNWTO is important for promoting technology transfers and international cooperation, in stimulating and developing public-private sector partnerships and in encouraging the implementation of the Global Code of Ethics for Tourism. One of the main aims of the organisation is to encourage member countries, tourist destinations and businesses to maximize the positive economic, social and cultural effects of tourism while minimising its negative social and environmental impacts.

In 2006, the UNWTO's membership constituted 150 countries, seven territories and more than 300 Affiliate Members representing the private sector, educational institutions, tourism associations and local tourism authorities (UNWTO, 2008).

UNEP, as an intergovernmental organization, assists governments in producing effective policies and implementation programmes. From multilateral environmental agreements to national governments, through local authorities and regional organisations, UNEP's Tourism Programme provides support by developing principles and offering technical assistance to destination management organisations interested in using Local Agenda 21 frameworks and by producing environmental standards.

In addition to these, regional bodies such as the Organization of American States (OAS), the Caribbean Tourism Organization (CTO), and the Association of South East Asian Nations (ASEAN) have also developed guidelines, codes of ethics, and sets of principles for sustainable tourism.

Intergovernmental organisations have the responsibility of supporting sustainable tourism development through different activities, such as (CI, 2003):

i. Assessing and monitoring the impact of tourism on biodiversity, and the social and economic environment;
ii. According to these, identifying priority action areas;

iii. Developing pilot projects on tourism that treasure environmental and social resources while providing economic revenues. These pilot projects should help national and local governments develop and implement sustainable tourism policies for the destination;
iv. Developing guidelines, performance indicators, certification programmes and other materials that can help stakeholders in their sustainability performances;
v. Developing awareness-raising and capacity building programmes for stakeholders, in particular for governments and the tourism business sector.

Expectations, rights and responsibilities of the international organisations are presented in Box 6.6.

Box 6.6.
Expectations, rights and responsibilities of international organisations related to the tourism sector

Expectations
- Establishing themselves as an important/inevitable stakeholder within the tourism sector
- Raising awareness among policy-makers on the necessity of achieving sustainable tourism development

Rights
- Giving recommendations to policy-makers on how to improve tourism practice
- Publishing documents and organising conferences for brainstorming and initiating new trends in tourism
- Implementing/supporting tourism development projects
- Raising awareness amongst the general public on sustainable tourism development

Responsibilities
- Raising awareness of policy-makers and the general public on sustainable tourism development
- Providing reliable information to the general public on current tourism practice

Synergy among all the relevant partners in tourism development planning is shown on the example of the Project: Development of Strategies for Sustainable Tourism in Mediterranean Nations - DESTINATIONS (Box 6.7.)

Box 6.7.
The DESTINATIONS project: Synergy among governments, intergovernmental organisations, the business sector, scientists, NGOs and civil society in tourism planning (excerpt from the project document)

The DESTINATIONS project, funded under the LIFE Third country framework, is a project undertaken by the Priority Actions Programme of the Regional Activity Centre (PAP/RAC), INFO/RAC, the World Wide Fund for Nature (WWF) and the governments of Algeria, Morocco and Tunisia. It focuses on the coastal areas of Algeria, Morocco and Tunisia within Coastal Area Management Programmes (CAMPs) carried out by the PAP/RAC. Through the cooperation of NGOs, Civil Society, Governments, Business Sector, Experts and Intergovernmental Organisations, the project contributes to full understanding of the tourism carrying capacity concept and its efficient application within integrated management of coastal areas.

Algeria, Morocco and Tunisia are countries with great tourism potential. However, the enormous risk of environmental degradation in the case of unsustainable tourism development, calls for immediate action. Therefore, it is important that these countries can benefit from tools that will allow them to take proper decisions.

Tourism Carrying Capacity Assessment (TCCA) is a tool that can help decision-makers to redefine the direction that tourism development should take. TCCA achieves the best results when conducted within the Integrated Coastal Zone Management (ICZM) process. Therefore, the project focuses on the countries with an already-established ICZM process within CAMP projects in Algeria, Morocco and with study areas for ICZM in Tunisia, all undertaken in cooperation with national governments.

The process envisages the use of different development scenarios that will help to indicate which is the most appropriate and sustainable option to choose. Based on TCCA and the involvement of all relevant stakeholders through the participatory process, strategic sustainable tourism plans for project areas in Algeria, Morocco and Tunisia will be developed. This will create a path to a tourism practice that is environmentally sustainable, socially beneficial and economically viable.

Based on preliminary work carried out by the WWF, looking into the interactions of tourism and the conservation of ecological processes, and on an analysis of ecologically vulnerable areas of the Mediterranean (WWF Marine GAP analysis), guidelines for sustainable tourism investments will be developed. These guidelines will be innovative in their dealings with the potential impact of tourism development on biodiversity and relations between tourism development and measures for biodiversity and ecosystem function conservation. The guidelines will be developed by groups of experts and submitted to the project actors for discussion and validation. They intend to be a practical instrument for the investor and serve as an a priori assessment of its investments in terms of environmental impacts and compatibility with the coastal area in relation to economical benefits and social acceptance.

Based on the information obtained within the TCCA, strategic plan and guidelines, one demonstration project for the local tourism industry in each country will be prepared and implemented. These projects will include the application of environmental management instruments (like EMAS, ISO 14001, EU Ecolabel) by tourism industry. These well-known tools in European Mediterranean countries still need a larger application and implementation in the rest of the Mediterranean region to demonstrate their effective benefits. The project maintains that tourist areas have comparatively more multiplying characteristics, and are also especially suited to the increased publicity for environmental management tools. Great effort will be placed on awareness-raising and capacity-building for the tourism industry and the local authorities of participating countries. An educational programme will be carried out through a series of training activities in the pilot areas, in order to transfer the knowledge and expertise concerning TCCA and other tools for sustainable tourism development. Broad involvement of local stakeholders in all the phases of the project will be supported by the organisation of workshops in the project areas. The synergy of the partners in the demonstration sites could greatly increase the value of the sustainable tourism activities as well as the chances of producing a multiplier effect, i.e. developing similar initiatives within other Mediterranean coastal areas.

The responsibilities of governments within the process are to define the direction of tourism development and to ensure its legal framework. Using the results of TCCA and overall project results can help them in the process (rights). Their expectations should be to ensure tourism practices that are economically viable but also environmentally and socially sustainable.

The responsibility of the business sector is to apply environmental management instruments that can reduce the negative ecological impacts of the tourism industry on coastal areas. The use of guidelines for sustainable tourism investments would be extremely helpful to that process (rights).

The responsibility of experts is to prepare a strategic plan and set of guidelines for assessing the ecological sustainability of tourism investments. Their expectation is that developed environmental management tools would help assess the sustainability of tourism investments in coastal areas in terms of environmental risks and added value for the local communities.

The expectations of the NGO (WWF) are to conserve the biodiversity values of the area through the implementation of sustainable tourism practices. Their responsibility is to work with the business sector and to raise its awareness on the necessity of implementing instruments for reducing the environmental impacts of their investments. Their responsibility is also to raise the awareness of the general population and tourists on the benefits of sustainable tourism practice in coastal areas.

The overall role and responsibilities of intergovernmental organisations (PAP/RAC, INFOR/RAC) are to initiate and coordinate the project and all the stakeholders within it. Their expectations are to successfully establish a continuous planning and management process for sustainable tourism development in the Maghreb coastal zone through the mobilisation of all

the partners. Furthermore, they aim to strengthen the capacity of investors in the use of tools for the environmental management of tourism activities and to raise general awareness on sustainable coastal tourism practice in Southern Mediterranean countries.

Source: PAP/RAC (2006)

IN-DEPTH SECTION

6.6. Conflict management

Coastal areas possess high social value and therefore a number of conflicts can be expected on various levels, between different users and activities. Table 6.1 presents a matrix of possible interactions between economic activities and their effects on coastal resources. Typical conflicts occur over:

- Access to the coastline for activities such as marinas which require locations on the sea-land interface;
- Incompatible uses which cannot exist in juxtaposition, such as recreational activities and tuna farming in marine areas;
- Private ownership, which can (in some countries) restrict public use of or access to coastal resources;
- Conservation of important natural environments which inhibit immediate economic interests, e.g. preserving versus draining wetlands.

Some of these conflicts are of a "vertical" nature, i.e. they occur between the authorities and interests at various levels (international, national, regional, and local), while others are "horizontal" conflicts between the users and activities of one site or of adjacent sites. Significant conflicts are those between the interests of individual users of coastal resources and the coastal population at large. A number of conflicts occur when the expectations and responsibilities of stakeholders are not clearly defined. Such interdependence of activities and resources in the coastal area, accompanied by complex social environments, demands the implementation of subtle, holistic approaches to coastal management.

Some of the main techniques for resolving disputes include direct negotiation, conciliation, facilitation, mediation, arbitration and various combinations of techniques such as negotiated rule-making (FAO, 1998).

Direct negotiation is a process in which the disputed parties directly meet and negotiate to reach a mutually acceptable solution. In this process each party represents its own interests.

Conciliation is a process in which an outside party brings the parties in dispute together for discussion among themselves. This type of conflict resolution process includes outside parties only as a preliminary measure. Typically, conciliators do not take an active role in resolving the conflict but may help with administrative issues (like setting the agenda, etc.). They may act as a moderator during meetings or may act as a type of "negotiator" when parties do not meet directly.

Facilitation is a process, usually applied in the large meetings attended by different groups of stakeholders, in which the facilitator acts as moderator, ensuring that everyone is able to speak and be heard. Facilitators are not expected to make their own statements and actively participate in the meeting to facilitate mutual agreement; they only support the meeting participants, clearly make their statements, and help participants achieve agreements themselves. Facilitation can also be applied to small and one-to-one meetings; it can also be used to help an individual or an organisation through processes of problem solving, prioritising and planning.

Mediation is a process in which the conflicted parties meet together and separately with the mediator (who needs to be independent and neutral) in order to decide how the conflict between them is to be resolved. The mediator assists the parties in reaching an agreement but has no power to impose a result upon them.

Table 6.1.
Possible interactions between economic activities and effects on coastal resources (UNEP, 1995)

Activities / Effects	Urbanization	Tourism	Industry	Energy production	Fisheries and aquaculture	Transport	Forestry	Agriculture	Possible preventive actions
Marine pollution	⇈ ⇆	⇈ ⇆	⇆	←	⇈ ←	←	←	⇆	Adequate facilities of effluent Collection and treatment Restrictions on non-point sources
Freshwoter pollution	⇈ ⇆	⇈ ⇆	↑ ⇆	↑ ←	⇈ ←	←	←	⇈ ⇆	As above and protection of water catchment areas Prevention of overpumping
Air pollution	↑ ⇆	⇈	⇆	⇆		⇆	↑	←	Pollution abatement equipment Restrictions on fuels burned Encouragement of public transport
Loss of marine resources	⇆	↑ ⇆	⇆	←	⇈ ←	←	←	←	Management of fisheries Designation of marine reserves Restricting on extraction Encourage natural beach processes
Loss of land resources	⇆	⇈ ⇆	⇆	⇆		⇆		←	Designation of protected areas Protect open spaces Rehabilitate damaged open spaces Keep spatial options open
Loss of cultural resources	⇆	⇈ ⇆	←	←		⇆			Designation of sites, buildings & monuments Encouragement of new, compatible uses Restrictions on building height and materials Rehabilitation of stone damaged by corrosion
Loss of public access	←	↑ ⇆	←	←	⇆	⇆			Regulations to guarantee public right of access Prevention of obstacles to access Clear definition of public and private rights to resources
Soil degradation	←		←	←			⇆	⇈ ⇆	Air pollution abatement equipment Good farming practice to prevent soil crosion
Noise and congestion	⇈ ⇆	⇈ ⇆	⇆	←		⇆			Noise abatement equipment at source Acoustic building and acoustic barriers Restrictions on locations of noise sensitive activities

According to UNEP (1995; 2001) the resolution of important conflicts within coastal areas requires special techniques, which are basically of two types: arbitration and legal procedures. Governments and coastal managers should ensure the successful implementation of these techniques.

Within the arbitration system there are different procedures: i) formation of an *ad hoc* task force that, in most cases, proposes a solution for resolving particular problem while the final decision is left for another authority; ii) formation of long-term or permanent bodies which monitor the process and resolve the conflicts - they are entitled to take decisions but they also carry out the responsibility for those decisions; iii) nomination of authorities or qualified intermediaries when dialogue is impossible or interrupted - in many cases they propose their own solutions; and iv) creation of arbitration procedures when it is possible to find solutions through negotiations - decisions of arbitrators bind all disputed parties.

A legal procedure is used when all other techniques have failed and when (at least) one of the parties requests a legal procedure. A disadvantage of this process is that it is usually long and quite costly and sometimes incapable of utilizing complex technical information in an appropriate manner. In complex international disputes, international arbitration could be required.

Like other coastal activities, tourism can also cause different disputes among stakeholders. This is particularly relevant in protected areas that are generally extremely fragile and vulnerable to anthropogenic activities. In such situations, a reasonable and just solution to such conflicts is one of the most important objectives of any coastal area management. No matter what conflict resolution technique is selected, it is extremely important that all the interested parties are involved in the process, that the communication is open and flexible and that the consensus of the majority of stakeholders is secured (IT, 2006).

6.7. Regional and international cooperation

The magnitude and world-wide importance of tourism necessitate strong international cooperation in this field. The work of UNWTO as the leading international tourism organisation has made a difference to many aspects of the tourism industry, mainly through promoting the economic impacts of tourism, managing socio-cultural impacts, contributing to poverty reduction and peace processes, promoting information and communication, strengthening public-private partnerships, and preparing to manage crises (UNWTO, 2007b).

Nevertheless, the need to work together and strengthen exchanges at the international and regional level to embrace commonly agreed strategies and action plans, gives constant impetus to new forms of cooperation. Those involved in managing tourism still ignore a great deal about it and many of the processes associated with it. This is particularly true for coastal tourism on which there is very little reliable information. The systematic collection of data and information is still missing on the magnitude, nature and on all kinds of impacts of coastal tourism. Moreover, stakeholders involved in coastal tourism have very little guidance in terms of standards, manuals, guidelines for the implementation of planning tools, codes of conduct, good practice examples, etc.

It has been felt for some time now that the main focus of international cooperation in the field of tourism should be on “liberating” tourism from its narrow sectoral field, and securing coordination between tourism development and coastal management programmes, the latter generally remaining the responsibility of environmental or land-use planning agencies. Another challenge, to be faced together by international agencies, NGOs and the public and private sector, is to create a tourism culture and raise awareness of the importance of the social and economic sustainability of tourism. This would involve both those who provide and those who receive tourism services in a joint effort to enhance and diversify the tourism product and contribute to tourism-related processes.

International/regional cooperation can take various forms, depending on whether it tackles planning and management issues, or the promotion of specific regions as tourism destinations. The EU can be cited as a model example to follow with regard to its efforts to secure an environmentally-conscious tourism development. Although lacking in direct tourism competence, through its European policies in a number of areas (education, vocational training, youth, culture, regional policy, ICZM initiatives) as well as through a variety of programmes and funds (Structural Funds, Cohesion Fund, the European Social Fund, the Leonardo da Vinci programme, etc.), the EU has a considerable influence on tourism, not only in its member states but also in other regions of the world. Finally, it is worth citing another example of international cooperation in tourism promotion, the initiative of seven Central American countries which created a joint agency, CATA, with a view to stimulating their competitiveness and growth, initially by attracting European tourists.

6.8. Summary

Although each stakeholders’ group has its own expectations, rights and responsibilities with regard to tourism, they all need to follow the same sustainability pattern and address social, economic and environmental issues.

Governments play the key role in managing tourism development through their legal and regulatory power in sectors like transportation, water, energy and waste management as well as land-and-sea use planning, funding, and destination management and marketing. Governments have at their disposal a broad range of legal, regulatory, economic and planning tools that allow for the management of coastal territories in a holistic way, giving tourism the place it deserves within the national economy and, at the same time, minimising any wasteful consumption.

The travel and tourism industry can make a difference by adopting environmental policies and sustainability principles into its business practice. According to UNEP, it can particularly contribute in five main management categories: internal management; product development and management; supply chain management; customer relations; and cooperation with destinations.

Two types of NGOs are particularly concerned about tourism: those with world-wide experience in tourism as a mechanism for biodiversity conservation and those focused solely on tourism in order to promote more responsible approaches. One example of successful NGO involvement in promoting

sustainable tourism through ICZM is WWF's Belek and Cirali project in Turkey.

Research and academic institutions also play an important role by studying and analysing various aspects of the tourism sector, publishing guidelines, educating future tourism managers, organising seminars and conferences, etc. A similar role is played by international and intergovernmental organisations such as UNWTO, UNEP, OAS, CTO and ASEAN, which serve as fora for tourism policy issues and practical sources of tourism know-how.

Finally, one of the main objectives of any international cooperative drive in the field of tourism is to open this sector to more integrated approaches and thus reduce conflicts that arise with other economic activities and other users of coastal resources. To this end, a series of conflict resolution techniques are available including direct negotiation, conciliation, facilitation, mediation, arbitration, or a combination of these.

Sustainable Coastal Tourism / An integrated planning and management approach

6

The way forward

7

7. The way forward

While tourism is one of the world's largest industries, coastal tourism is the fastest growing form of tourism, with a marked increase over the last decade. The economic importance of coastal tourism is unquestionable. It represents one of the main sources of revenue for many countries and regions. Meanwhile, many developing countries are planning for tourism to be the backbone of their future development prospects.

However, a desire for economic profit from the tourism industry, to be achieved at any cost and in the shortest possible time, leads to a constant, albeit very often uncontrollable growth of tourism activity. In this context, bringing tourism growth to a sustainable level and, at the same time, enhancing the tourism product, attracting diversified clientele and upgrading the quality of the offer and services, are seen as priorities allowing for tourism development to satisfy both visitors and those who make living out of it. This is the very essence of the definition of "sustainable tourism" as offered by UNWTO.

Tourism has a major environmental impact in many coastal areas, which are particularly vulnerable to pressures associated with its growth. Tourism pressures in some coastal areas can be so important that the activity can become unsustainable, which is particularly dangerous for coastal areas where tourism dominates or is very often, the only industry. In order to minimise tourism-induced problems and secure both the sustainability of the tourism industry and that of coastal resources simultaneously used by many sectors, increased attention must be given to proper planning and better integration of tourism into coastal development.

As this report has clearly articulated there is an unmistakably strong link between tourism development and integrated coastal zone management. One could even argue that one without the other cannot function. As stated by Cicin-Sain and Knecht (1998a), one of the greatest challenges faced by coastal managers is giving tourism development a proper place within ICZM in order to increase its long-term sustainability. Sustainable tourism development and ICZM are seen as two parallel, complementary and strongly interrelated processes. Principles, objectives and policy measures of the former contribute largely to the implementation of the latter, and *vice versa*. They form a closed circle in which a variety of tools offered by ICZM allow for a rational tourism development that in turn make the ICZM process more efficient.

7.1. Main conclusions

While this document, being a handbook, has touched upon many issues dealing with tourism development and ICZM, some general conclusions, which will assist the reader to easily comprehend this expansive and relatively complex matter, can be drawn. In a nutshell, they are the following:

- Tourism development in coastal areas shows a very high dependence on the physical, environmental, cultural and socio-economic features of the receiving coastal environment. A clear differentiation should be made between the simple tourism growth that many countries experience in their coastal zones, and a planned and responsible tourism development, which can significantly contribute to the reduction of the ever-growing negative impacts of this industry on the coastal environment and society.

- Tourism as a global activity is closely linked to global issues. Poverty alleviation, climate change, natural disasters and biodiversity loss are among the most important ones. Recent research state that tourism, through the integrated actions of all actors and proper mechanisms can contribute considerably to the reduction of poverty in coastal communities. But it can also have a strong negative impact on climate change due to the increased emissions of carbon dioxide by increased transportation demands as well as on the degradation of valuable natural habitats, loss of species, etc. even in destinations where these constitute the major tourism attraction.

- Good planning of tourism and its management are essential in order to maximise the positive benefits of tourism and minimise negative impacts in a sustainable manner. Integrated tourism planning applies the same basic concepts and approaches as general planning, but adapted to attributes of the tourism system. Tourism planning should be recognised as a continuous, flexible, adaptive and transparent process. Integrated tourism planning has been recognised by many international organisations and associations (UNWTO, EU, UNESCAP, among others), which are developing approaches, guidelines and carrying out concrete projects in coastal areas.

- There are several concepts and tools which are critical for successful tourism planning as well as for a better understanding of its impacts and ways of mitigating them. Notable among them are the Ecological Footprint (EF) is an estimate of human pressure on global ecosystems, Tourism Carrying Capacity Assessment (TCCA) which dwells on a perception that tourism cannot grow forever in an area without causing irreversible damage to the local system, and the Environmental Assessment (EA) as a decision-making process used to promote good environmental planning by assessing the potential effects and benefits of certain activities on the environment.

- Coastal tourism can be enhanced by ICZM, which can deal with the conflicts between coastal tourism and other marine and terrestrial sectors, resolve overlapping responsibilities of involved agencies, and increase the cooperation between coastal tourism and other marine and terrestrial sectors. Coastal zone management is a critical issue in many countries with a high intensity of marine and coastal resource use. Managing complex systems, such as coastal areas, requires an integrated approach capable of coordinating the implementation of all three major objectives of sustainable development (environmental, social and economic).

- There is a consensus that Integrated Coastal Zone Management (ICZM) is a continuous, proactive and adaptive process of resource management for sustainable development in coastal areas. ICZM is

carried out through a process which, generally, has three major stages: initiation, which includes analysis of triggering factors which could strengthen public awareness of coastal issues and the need to take actions in coastal areas; planning, which refers to the development of policies and goals; and the selection of concrete sets of actions (strategies) to produce the desired mix of goods and services from the coastal area over time and implementation, which is the vehicle through which the plan is put into effect.

- ICZM is widely practiced around the world. While many projects are financed by international organisations, such as the EU, World Bank, GEF, UNDP, UNEP, etc., many are also financed by national, regional or local governments. After thirty-five years of ICZM efforts around the world, the practice has developed a substantial understanding of the approaches, key principles and guidelines, as well as frameworks and techniques for organising and implementing programmes. It is also beginning to benefit from collective experiences. However, ICZM is still faced with a rather extensive list of challenges that must be overcome if this is to achieve the desired outcomes to support sustainable coastal development.

- It is a well known fact that many tourism destinations spend most of their time reacting to unexpected changes instead of anticipating and preparing for them. What they usually do is called "crisis management". What they should be doing, is a viable alternative called the Strategic Planning Process. Strategic planning is the process of identifying objectives and defining and evaluating methods of achieving them. Strategic planning considers all of the tourism resources, organisations, markets and programmes within a destination. Strategic planning also considers economic, environmental, social, and institutional aspects of tourism development. Strategic planning is a "step-by-step" process with definite objectives and end products that can be implemented and evaluated. The process proposed in the handbook consists of 11 steps.

- The Strategic Planning Process integrates different approaches and tools like the UNEP and UNWTO 12 aims for sustainable tourism development, and ICZM principles in a long-term planning horizon. The suggested level of analysis is the tourism destination. Stakeholder involvement and community participation at the destination level play a central role. Five key stakeholder groups playing the role in strategic planning proces for tourism development in coastal areas are identified: governments; travel and tourism industry; NGOs; research and academic institutions; and intergovernmental organisations.

- Governments play the key role in managing tourism development through their legal and regulatory powers in sectors like transportation, water, energy and waste management as well as land- and sea-use planning, financing, and destination management and marketing. Governments have at their disposal a full range of legal, regulatory, economic and planning tools that allow for the management of coastal territories in a holistic way, giving tourism the place it deserves within the national economy and, at the same time, minimising any wasteful consumption.

- The travel and tourism industry can make a difference by adopting environmental policies and sustainability principles into their business practice. According to UNEP, it can particularly contribute in five main management categories: internal management; product development and management; supply chain management; customer relations; and cooperation with destinations.

- Two types of NGOs are particularly concerned with tourism: those with world-wide experience in tourism as a mechanism for biodiversity conservation and those focused solely on tourism in order to promote more responsible approaches. One example of successful NGO involvement in promoting sustainable tourism through ICZM is WWF's Belek and Cirali project in Turkey.

- Research and academic institutions also play an important role by studying and analysing various aspects of the tourism sector, publishing guidelines, educating future tourism managers, organising seminars and conferences, etc. A similar role is played by international and intergovernmental organisations such as UNWTO, UNEP, OAS, CTO, ASEAN and the like, which serve as fora for tourism policy issues and practical sources of tourism know-how.

- Finally, one of the main objectives of any international cooperative effort in the field of tourism is to open this sector to more integrated approaches and, thus, reduce conflicts that arise with other economic activities and other users of coastal resources. To this end, a series of conflict resolution techniques are available including direct negotiation, conciliation, facilitation, mediation, arbitration, or a combination of these.

7.2. Using the Implementation Guide

The Annex of this handbook is the Implementation Guide, a series of “how to” cards for each step of the Strategic Planning Process as presented in Chapter 5. It is felt that while a particular methodological approach could be attractive and easy to use, there is still a strong need to propose a simple procedure for the implementation of this approach. And this is exactly what the Implementation Guide in this handbook is meant to offer.

This Guide detailsl each of the 11 steps of the Strategic Planning Process. Each step is presented in 2 parts: General Overview (brief explanation, objectives, and expected outputs) and Activities (what, when, how and with whom to do them). Each “card” consists of a simple description of each component. Users are advised to follow the instructions given in each of the cards. Of course, the Guide can never be detailed enough. In this respect, the users will have to get acquainted with the basic ideas, concepts and approaches in the preceding chapters of this text. There, they can find some ideas explained in more detail, or the inspiration to explore specific subjects that they find important. However, users are strongly advised to strictly follow the order of the procedures as they are presented in the Guide.

Box 7.1.
Test application of the handbook: Sustainable Tourism Development in a Croatian Coastal Area - Pilot Project Baska Voda, Croatia

A test application of the handbook was done by PAP/RAC on a very small scale in Baska Voda, one of the important tourist destinations in Dalmatia (the southern Croatian coastal area). The pilot project was applied between July and December 2007. The primary focus was on analysing the strengths and weaknesses of bathing areas in Baska Voda and proposing its sustainable management within the general tourism development context.

One of the first steps in the process of preparing the beach management strategy was to analyse the current state of beaches in Baska Voda and their management. It was carried out during the summer of 2007 while the tourists' (beach users') perception survey and an assessment of bathing areas were prepared.

Within the analysis of bathing areas in Baska Voda three approaches were utilised: the perception of beach users, expert analysis of beaches and the calculation of beach carrying capacity. This broad approach was adopted in order to get an integrated view on the current state of Baska Voda beaches.

This information was used as a starting point in the process of defining a strategic plan for sustainable beach management, which was part of the general tourism strategy in Baska Voda. The process started with a definition of vision, goals and objectives for sustainable tourism and sustainable beach management. Afterwards, different scenarios to achieve these objectives were defined and evaluated. It should be pointed out that scenario analysis was not done solely based on carrying capacity indicators; the full range of indicators relating to strategic goals and objectives were used. The sustainable beach management scenario was then selected, leading to the formulation of a strategy for sustainable beach management, including a Strategic Action Plan. The most important component of the process was stakeholder participation. The whole process was done in close collaboration with the key stakeholders (members of local government, the tourist board and the tourist council) and together with them all the components of the strategy were reviewed, revised and redefined. In addition, a broad stakeholders' meeting took place at which all components of the Strategy were presented to the local community. Their suggestions were also incorporated into the final version of the Strategic Action Plan.

The development of the Strategic Action Plan for sustainable beach management in Baska Voda was done during the process of formulating a Physical Plan for Baska Voda. The main objectives of the Physical Plan were respected and fully incorporated into the Strategic Plan. Additionally, some of the planned activities of the Strategic Plan were later incorporated in the Physical Plan.

The document, entitled *Sustainable Tourism Development in the Croatian Coastal Area: Pilot Project Baska Voda* aims to offer a tool that will overcome gaps in development planning (especially tourism development) currently practiced in Baska Voda.

The Guide itself is certainly not the panacea for all the problems of coastal tourism. In addition to following the steps of the process, it is necessary to gain the full support of all the stakeholders. Only the combination of technical excellence and the political will of the major decision-makers can guarantee the success in the implementation of this Guide.

In order to demonstrate the applicability of the handbook, a decision was taken to carry out a pilot project (see Box 7.1.). The project was implemented in Baska Voda near Split, in collaboration with local authorities and with the support of the "Sunce" NGO. The main problem of the Municipality of Baska Voda, rich in sandy beaches that are particularly rare in Croatia, is the excessive number of beach users causing great environmental, economic and even social problems in the area.

Although the pilot project dealt mainly with the conflicts of use and only partly with biodiversity and environmental issues, it was considered that it would be a good example of how the methodology stipulated in the handbook could be applied on a small scale, starting by problem identification and stakeholder involvement through TCCA and recommendations for problem solving. The stakeholders' involvement from the very beginning of the project was a key to the success of the pilot project.

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A

Annex: Implementation Guide

Step 1: Decision to begin the Strategic Planning Process	
General overview	
Brief explanation	The initiative to begin a Strategic Planning Process for sustainable tourism development is normally taken by local decision-makers or Destination managers (local authorities) or at a higher political decision level (regional government, national government) or by all of them together. The organisational guidance, usually provided by the higher level officials of the public authority initiating the process, has a very important role in the strategic planning. In an ideal setting, strategic planning should involve not only local officials, but also field professionals and possibly some constituents that influence the activities of the organisation. Once a Project Team is established, it is imperative that constituents and factors that influence the governance of the Destination be determined before the strategic planning process begins. This allows the Project Team to become aware of internal and external factors influencing the decision-making process.
Objectives	- Confirm the need for strategic planning - Define the boundaries of the coastal area, i.e. the “target” for strategic planning process - Define the political/administrative competencies for that area - Create a set of practical activities to be implemented in the early stages of the Strategic Planning Process like defining internal and external communication procedures, acquiring GIS software for data gathering, carrying out field surveys, etc.
Expected outputs	A formal decision to launch a Strategic Planning Process for sustainable tourism development approved by the competent authority / administration for the targeted coastal area (Destination’s managers will consider goals and objectives for each participant, so that everybody goes ahead in the same direction).
Activities	
What to do	Action 1 - Decide on the geographical area Define the boundaries of the area/Destination where the Strategic Planning Process is to be applied. Action 2 - Obtain a formal commitment to conduct planning Make everyone familiar with the Strategic Planning Process and with the people involved. Action 3 - Select a Strategic Planning Project Team Action includes education of the Planning Team and other staff, if necessary. Action 4 - Develop a work plan or a plan that outlines who is responsible for each outcome and timeframe, in particular: - Clarify roles and responsibilities for each member of the Project Team; - Establish the commitment to carry through with the planning process and make sure everyone is working with the same assumptions, like time commitments, resources, and personnel; - Discuss the results of the planning sessions so that everyone understands them; - Explain and discuss the planning steps so that everyone knows what lies ahead in the planning process. Action 5 - Set the appropriate timelines for each step Action 6 - Consider the adequate level of resources (money and time) required to conduct an appropriate planning process

When to do it	At the very beginning of the process.
How to do it	The following questions represent the key information that the decision-makers of the Strategic Planning Process should know: - What were the driving forces behind the decision to develop a Strategic Planning Process for sustainable tourism? - What were the stated goals and objectives for the strategic planning effort? - Who were the stakeholders/key players involved in organising and implementing the Strategic Planning Process? - What were some of the processes used in the strategic planning? - What were some major outcomes of the Strategic Planning Process? - What evaluation methods are used for the Strategic Planning Process? - What were the barriers to the strategic planning? - What were the benefits of the Strategic Planning Process?
With whom to do it	In this first step a Project Team must be defined. The Project Team should include both internal officers of the administration and external consultants. The presence of an external consultant is recommended for the organisations with little or no experience, as this can enhance the planning process.

Step 2: Consensus on the Vision Statement	
General overview	
Brief explanation	The Vision Statement relays to individuals what the tourism Destination wants to become. The Vision has a set timeframe and is usually a five-year projection. The Vision Statement has to be very clearly defined and measurable through indicators.
Objectives	- Ensure that the vision is simple and clear - Produce an orientation document, which is well-focused, easy to read, understandable and which has to be widely disseminated
Expected outputs	- Draft documents from the consulants and Destination managers to the Project Team - Official document including the Vision Statement (available in paper and downloadable from the web site of the Destination)
Activities	
What to do	Action 1 - The project team prepares the Vision Statement draft Action 2 - Discuss the Vision Statement internally to obtain preliminary feedback Action 3 - Identify key stakeholders to discuss the Vision Stakeholders are traditionally those groups entrusted with a specific outcome or a vested interest in the success of the Destination. Action 4 - Distribute Vision Statement draft to stakeholders Action 5 - Convene stakeholders to adopt and encourage the adoption of a Vision Facilitate group discussions to refine the Vision Statement for the sustainable tourism development of the Destination. Action 6 - The Project Team finalises the Vision Statement
When to do it	Early in the Strategic Planning Process. Time required is several weeks for survey distribution, response, compilation and meetings of the Project Team.

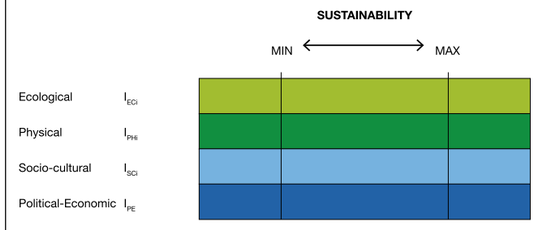
How to do it	Activities to prepare the Vision Statement are:
	- Describe the Destination;
	- Consider and analyse the socio-cultural values since the cultural identity of the local community is very important for tourism development;
	- Establish several core values on the basis of which the local authority of the Destination would like to operate, including the values of the wide scope of stakeholders in the community;
	- Define the scope of the Vision, i.e. what topics it should cover like, for example, the key environmental assets to be protected, a preliminary decision on preferred tourism development components, detailed objectives of the Vision, etc. The scope should include:
	  - economic development
	  - socio-cultural role
	  - social equity
	  - environment and landscape
	  - quality of life especially health
	  - transport mode balance
	  - efficiency in use of developed land
	  - efficiency in use of energy, water and other resource use
	- Try to get an agreed Vision Statement signed up rapidly.
	After the initial version of the Vision has been circulated and commented on by different involved actors it will be revisited by the Project Team and finally approved.

With whom to do it	The Vision must be prepared by the Project Team of the Strategic Planning Process.

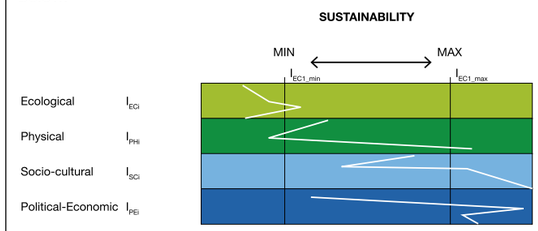
Step 3: Initial Analysis of the Destination	
General overview	
Brief explanation	The Initial Analysis aims to describe the patterns of tourism development and its interaction with other economic activities in the Destination. Initial analysis includes: - Description of the state of the environment of the Destination - Description of the evolution of tourism development - Definition of the Initial State The description of the Initial State is also a strong tool for communicating the state-of-the-Destination today to the various stakeholders.
Objectives	To describe the interaction between tourism development and the socio-economic and physical environment of the Destination. Decision-makers should be warned on the strengths, advantages and weaknesses of the Destination, with its potential clarified.
Expected outputs	- Report on the state of the environment and of the tourism development of the Destination described through a qualitative and quantitative analysis - Initial State
Activities	
What to do	Action 1 - Data gathering Identify existing studies or sources of information relevant to the initial analysis objectives (studies should include both “desk” and field research). First task is to collect and gather different types of data: environnemental, social, economic, etc. In addition, a photographic survey can be conducted, potential development areas must be visited, and data from a wide range of reports and studies has to be acquired and incorporated. GIS can be implemented. Action 2 - Qualitative description of each component of the Destination system using an adapted set of indicators. General description of the following aspects - Physical-ecological: particular attention must be paid to both the “fixed” and “flexible” part of this component. The “fixed” part refers to the assimilative capacities of the natural systems, which is nearly impossible to cope with. The “flexible” part refers principally to infrastructure systems. Their capacities are flexible because they could be expanded if investments are made; - Socio-cultural: the social aspects are very important since they are directly related to tourism development. The social assessment depends mainly on value judgements, so a tool like the Contingent Evaluation Method could be very useful; - Political-economic: This component refers to the ability to manage tourism development and compete with other sectors. It is also the institutional issues included in local tourism management. Action 3 - Analysis of tourism development using an adapted set of indicators This analysis is about getting a clear understanding of the Destination’s lifecycle. The aim is to provide a general overview of tourism development of the Destination. It will include: - Analysis of the current status of the coastal tourism, by identifying main issues and constraints; - Overview of the institutional and policy framework in the field of tourism. This process will be guided and assisted by the use of sustainable tourism indicators.

	Action 4 - Definition of the Initial State Once both the different components of the Destination system and its tourism development have been described through indicators the Initial State can be defined. The Initial State represents the interactions between tourism development and the state of the components of the Destination system at the beginning of the Strategic Planning Process.
When to do it	The preparation of the Initial Analysis should last from 6 to 12 months. It is suggested that specific surveys are targeted at tourists (in peak periods) and at the local population.
How to do it	The Initial Analysis should result in one Report including : 1. State of the components of the Destination’s system 2. Analysis of tourism development 3. Definition of the Initial State The Initial State will be mainly presented through a set of sustainable tourism indicators. It has to be defined using all sources of information and involving as many local stakeholders and potential sources of information as possible.
With whom to do it	The task should involve all the competent offices of the local authority. Relevant stakeholders should be involved, in particular in the data gathering: tourism companies, association of tourism operators, research institutes, environmental NGOs, etc.

Step 4: Tourism Carrying Capacity Assessment	
General overview	
Brief explanation	After Initial Analysis has been carried out the Destination's carrying capacity has to be defined and measured. In its broadest sense, carrying capacity refers to the ability of a system to support an activity or feature at a given level. In the coastal zone, the systems can vary greatly in both scale and type, and range from small salt marshes through large beach resorts to entire continental coasts. Capacities of all the components of the Destination system have to be taken into account. The carrying capacity assessment aims at a full knowledge of the Destination, which is considered here as a territorial system defined by its capacities: ecological, physical, socio-cultural and political-economic as previously described in the Initial Analysis. The capacities will be calculated not considering a specific stage of tourism development but in their absolute value as the ability of the Destination to regenerate its resources in a renewable manner. The approach is based on the methodology of Tourism Carrying Capacity Assessment.
Objectives	Define group capacities of the Destination, and assess the overall carrying capacity of the system under tourism development pressures.
Expected outputs	Report on the Tourism Carrying Capacity Assessment of the Destination.
Activities	
What to do	Action1 - Definition of thresholds for each component of the Destination system This action will consist in the definition of the acceptable limits of tourism development for each component of the system. In particular, after a set of measurable indicators for each capacity has been defined, as described in the Initial State, the process must lead to the identification of minimum and maximum threshold values for each indicators. The limits for each set of indicators will define the carrying capacities for each component of the Destination system: - Ecological carrying capacity - Physical carrying capacity - Socio-cultural carrying capacity - Political-economic carrying capacity
When to do it	Starts after the Initial Analysis of the Destination (Step 3) and incorporates its results. It can last from three to six months.
How to do it	Each capacity will be described by a set of indicators. The number of indicators varies from capacity to capacity according to the different dimensions each capacity might have, but it also depends on the eventual lack of data. Each indicator will be characterised by a minimum and maximum acceptable value. The calculation of threshold values for each set of indicators is the most sensitive aspect of the Carrying Capacity Assessment. The results of the calculation of these acceptable limits will also be utilised in the subsequent phases of the Strategic Planning Process. These threshold values define the range of sustainability for that specific capacity. The most delicate aspect is to define the limits of sustainability for each indicator. These limits are variable in time and in space.

	A <u>minimum</u> threshold is defined by: - Using legal environmental indices as the minimum acceptable value; - Defining local parameters for the social thresholds which could arise from a consensus of local interests and thus be strictly dependent on the different aspects in a specific social context. The indicators describing the social capacity must be expressed in the form of a minimum acceptable value. A <u>maximum</u> threshold is defined by: - High environmental standards (higher than the legal compliance); - High social and cultural satisfaction (full consensus for the development); - Environmental and social indices compatible with maximal economical capacity (investments) to satisfy those indices. If these values are higher, the Destination will not be economically capable of getting the desired results. To describe all the indicators in the same figure all the values have to be standardised. The minimum and maximum value for each indicator will be represented in the same vertical line. The result is described in the figure below. 
With whom to do it	The Project Team and the representatives of local authorities, travel and tourism industry, research and academic institutions, non-governmental organisations, civil society.

Step 5: Definition of the Baseline Scenario	
General overview	
Brief explanation	This step consists in describing the capacity of the Destination to sustain the current tourism development. The Baseline Scenario depicts a future state of the Destination in which no new policies are implemented apart from those already in the pipeline today; or in which these policies do not have a strong influence regarding the questions being analysed. The Baseline Scenario is prepared analysing the potential development of the Destination after a period of ten years. The Baseline Scenario will be described through a set of indicators (selected in the previous steps) and their "position" in the range of "sustainability".
Objectives	- Assess the "sustainability" of tourism development in a period of ten years if no new policies are put in place; - Define a base for further considerations and alternative tourism development scenarios.
Expected outputs	Detailed description of the Baseline Scenario of the Destination through indicators and clear figures.
Activities	
What to do	Action 1 - Prepare a qualitative short description of the current situation as the basis for a Baseline Scenario Action 2 - Measure the Baseline Scenario through the selected set of indicators for each carrying capacity; assess the position of the Baseline Scenario within the range of sustainability Action 3 - Graphically represent the Baseline Scenario for the presentation to stakeholders Action 4 - Organise a workshop to present the Baseline Scenario
When to do it	The definition of the Baseline Scenario starts parallelly with the Carrying Capacity Assessment phase. It takes a week to a month to prepare and needs a few days for the participatory workshop to present the Baseline Scenario to the stakeholders.
How to do it	Different types of graphics can be used for representing the Baseline Scenario. Each employs a different type of imagery and contributes to the process in a slightly different way. Combinations of these techniques can be used to visually represent your community's Vision: - Data graphics: Graphs, tables, pie charts, etc. can display and interpret statistical information and trends. They are easily developed with readily available computer software or could be hand-drawn. - Maps: Maps are widely available and can be enhanced with mylar or plastic overlays. Land-use maps are most frequently used to display impacts of different scenarios and the resulting trade-offs. - Planning and architectural graphics: Site plans, renderings, and panoramas provide two- or three-dimensional perspectives on the future landscape. These kinds of graphics can assist a community to illustrate the physical aspects of their vision, which may include village plans, community parks, and riparian restoration plans. - Geographic Information Systems (GIS): A GIS is a sophisticated system which gathers and analyses data spatially which can then be produced as maps. GIS is a powerful tool, which can integrate nearly any combination of data such as census tract information, site locations of natural features, or zoning codes.

	A rough example of a representation of the Baseline Scenario through sustainable tourism indicators is described in the figure below.  For each indicator we can measure the distance to "enter" within the interval of "sustainability". This distance will facilitate the definition of the objectives of the Strategy for Sustainable Tourism.
With whom to do it	The Project Team and representatives of local authorities, travel and tourism industry, research and academic institutions, non-governmental organisations, civil society.

Step 6: Preparation of alternative scenarios for tourism development and definition of the Sustainable Scenario (SS)	
General overview	
Brief explanation	This phase is based on the identification of Alternative Tourism Development Scenarios for of the Destination starting from the Baseline Scenario. Different scenarios will be chosen both by the Project Team and by stakeholders. The Project Team will involve stakeholders to express their personal vision for the development of the Destination. The implementation of this phase will consist in developing a measurable "pattern" for each alternative scenario.
Objectives	- Define alternative tourism development scenarios in accordance to the specificities of the Destination - Define extreme scenarios - Define Sustainable Scenario
Expected outputs	The Sustainable Scenario for tourism development in the coastal Destination that is shared and approved by all stakeholders.
Activities	
What to do	Action 1 - The Project Team defines tourism development scenarios for the Destination It is appropriate to consider development scenarios that can vary from a scenario of extreme (uncontrolled) development to complete conservation and very little opportunity for tourism development. These scenarios will be defined involving the key stakeholders for tourism development. Scenarios usually to be prepared within Action 1 are: - Initial State (year 200X) (Scenario 1) - Baseline Scenario (year 200X+10) - absence of new policies (Scenario 2). - Intensive tourism development Scenario (Scenario 3) - Limited development of alternative tourism (Scenario 4) Action 2 - Creating other scenarios involving stakeholders The Project Team will meet key stakeholders and technical experts to shape the study as well as with government policy-makers, park managers, hotel owners, tour operators, environmental organisations, and international donor groups, among others. The Project Team should address a set of questions to obtain answers by the local stakeholders, in particular their suggestions for the definition of the Scenarios 3 and 4. The objective is to gain eventual divergent views on the proposed alternative scenarios. Action 3 - Assessment of Alternative Scenarios The assessment process leading to the definition of the Sustainable Scenario is a very dynamic one, because it is not fixed at the time the projection is made, and is updated through continuous data collection and through a dialogue with local actors and by analysing market trends. The Sustainable Scenario should be the sum of scientific analyses, preferences expressed by the local communities and political strategies, both general and local.
When to do it	After the Baseline Scenario has been discussed the Project Team elaborates the alternative scenarios in a maximum period of three months to be presented to the stakeholders. At the same time the Sustainable Scenario must be defined, as it is an evolutive product. Stakeholders and the Project Team should define a time review limit (about 1 year) for that scenario, so as to integrate at regular periods data and information collected continously.
How to do it	The assessment of alternative tourist development scenarios involves coordinating different factors that must lead to the final choice. The choice of the tourist development pattern should be based on the Sustainable Scenario (SS) for the Destination. The Destination's Tourism Carrying Capacity built through the use of indicators gives a representation of the values which have to be satisfied by the Sustainable Scenario. The Sustainable Scenario will result after the proposed alternative scenarios have been assessed through a large consultation process with the involved stakeholders. The Sustainable Scenario will be expressed taking into consideration many "side effects", like the tourists' behaviour, the duration of their stay, the activities undertaken by the inhabitants, the present political influences on the nearby areas, as well as the temporal variations. The final proposal should seek to identify "the vocation" of the territory regarding the possibilities of tourist development, including the eventual re-qualification of the existing offer, new tourist investments, etc. Definition of the Sustainable Scenario for tourism development will finally lead to the construction of the Strategy for Sustainable Tourism for the coastal Destination.
With whom to do it	- Project Team - Local Stakeholders - Eventually, tourists and tour operators (it would be very interesting to use the result of surveys on tourists expectations)

Step 7: Preparation and adoption of a Strategy for Sustainable Tourism	
General overview	
Brief explanation	The Strategy for Sustainable Tourism development of the Destination will incorporate the Vision but will take into consideration the result of the Tourism Carrying Capacity Assessment (Step 4) as well as the requirements expressed in the Sustainable Scenario. The Strategy defines specific goals for the Destination and objectives for each goal.
Objectives	- Setting goals for the Destination - Setting objectives to achieve planned goals for the Destination - Defining who will do what, when and at what cost
Expected outputs	The Strategy shared by all stakeholders
Activities	
What to do	Action 1 - Setting goals The major outcome of the definition of the Sustainable Scenario are the inputs to set overall goals for the Destination based on its Vision as defined at the very beginning of the Strategic Planning Process. A goal is a long-range aim for a specific period. It must be specific and realistic. Goals set through strategic planning are translated into activities that will ensure reaching the goal through operational planning. The following should be distinguished: - Integrated overall goals: general goals involving more than one sector (ex. de-seasonalisation); - Sectorial goals: goals for making single capacities more sustainable (goals for environmental capacity, social, etc.). Action 2 - Setting objectives An objective is a specific step, a milestone, which enables you to accomplish a goal. Setting objectives involves a continuous process of research and decision-making. Knowledge of the Destination and broader use of the indicators is a vital starting point in setting objectives. The objectives must be: - Focused on a result, not on an activity - Consistent - Specific - Measurable - Related to time - Attainable Action 3 - Obtaining stakeholder agreement Tourism objectives should be the product of stakeholder participation and recognise the complexity of tourism development and management as a follow-up of the previous phase of preparation of Alternative Scenarios. Action 4 - Present the Strategy After the Strategy has been prepared and approved it will be presented as follows, along with an indicative timeframe:

	<table><tr><th>Category</th><th>Planning Goals</th><th>Objectives</th><th>Who will do it</th></tr><tr><td rowspan="7">Ecological Capacity</td><td>Goal I</td><td>Objective I.1</td><td></td></tr><tr><td></td><td>Objective I.2</td><td></td></tr><tr><td></td><td>Objective I.3</td><td></td></tr><tr><td>Goal II</td><td>Objective II.1</td><td></td></tr><tr><td></td><td>Objective II.2</td><td></td></tr><tr><td></td><td>Objective II.3</td><td></td></tr><tr><td rowspan="4">Physical Capacity</td><td>Goal III</td><td>Objective III.1</td><td></td></tr><tr><td></td><td>Objective III.2</td><td></td></tr><tr><td>Goal IV</td><td>Objective IV.1</td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td rowspan="4">Socio-Cultural Capacity</td><td>Goal V</td><td>Objective V.1</td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td>Goal VI</td><td>Objective VI.1</td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td rowspan="3">Political - Economic Capacity</td><td>Goal …</td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr></table>
When to do it	The Strategy for Sustainale Tourism Development of the Destination will be prepared in a maximum period of 3 months.
How to do it	The Project Team in defining the Strategy for Sustainable Tourism should keep in mind the following aspects: - The Strategy must help to coordinate government activities at any level (national, regional, local) related to tourism while allowing the public sector to take a leadership role by catering for the needs of tourists, residents and tourism businesses with appropriate legislation and administration; - Most countries will have developed their own style of policy-making. It is important that the strategy for tourism be consistent in its general aim and orientation and be readily integrated with other policy areas. Horizontal (with other policy areas) and vertical (internal) links must be established at each stage; - Strategy must ensure the compatibility of tourism, recreational, and activity policies with other broader interests in energy development and conservation, environmental protection, and the judicious use of natural resources; - The physical aspect is mainly related to land-use planning. It would include: location of tourism uses; accessibility to and travel within tourism districts/zones; development standards; design standards; traffic problems; quality of the built environment; landscaping of tourism developments; free-standing major developments; tourism attractions in rural environments; location of the major transport interchanges such as airports, and bus/coach terminals; and impact of tourism development on local architectural styles and important areas of heritage; - Social policy should seek to avoid activities that have the potential to undermine or denigrate the social and cultural values and resources of the area and its traditions and lifestyles;

	- Tourism and recreational benefits should contribute to the local economic prosperity, full employment, regional economic development, and improved international balance of payments; - The Strategy must define a clear decision-making process that will help decision-makers to rapidly react to the tourism market changes.
With whom to do it	Project Team and all relevant stakeholders

Step 8: Formulation of the Strategic Action Plan	
General overview	
Brief explanation	The strategy leads to the Strategic Action Plan. It is an operational level activity, within which, in a consultative process, priorities are set and implementation projects identified. The Strategic Action Plan will contain: - Actions related to each objective - Areas of responsibility for the action and power for implementation - Timeline - Resources - Achievement indicators Actions are based on the strategy and must be realistic and implementable. The Strategic Action Plan specifies how to complete each action according to a timeline.
Objectives	The definition of specific actions and/or projects according to the objectives defined in the Strategy for Sustainable Tourism.
Expected outputs	The adoption of the Strategic Action Plan at the highest possible political level and its implementation with the participation of all relevant stakeholders.
Activities	
What to do	Action 1 - Building of the Strategic Action Plan The format of the Strategic Action Plan depends on the willingness and needs of the Destination's political administration and of other relevant decision-makers and organisations. The plan specifies: - The objectives that are to be accomplished (eventually also how each objective contributes to the Destination's overall strategic goals); - When the results will be achieved (target date); - Responsibilities for action: Through the action programme allocate responsibility for specific actions to appropriate partners; - Necessary resources to achieve the objective; - Indicators to measure what specific results are expected. Action 2 - The adoption of the Strategic Action Plan The Plan must be adopted by the highest interested political authority and the relevant stakeholders at the Destination.
When to do it	The Strategic Action Plan can be prepared only after the Strategy for Sustainable Tourism development has been finalised. The formulation of the Strategic Action Plan should take a maximum period of three months. A review of achievements and progress will be undertaken every three years. Activities for subsequent years will be revised in light of the review, availability of public and private sector funds, and the latest tourism trends and forecasts.
How to do it	To meet the various requirements for a Strategic Action Plan, a number of issues need to be addressed and specific actions need to be taken at the national and regional levels. Attention also needs to be given to various modalities for implementation of those actions like the following: - Development of the Strategy for Sustainable Tourism for the implementation of the Strategic Action Plan within a specified timeframe and the mobilisation of resources; - Financial incentives, planning audit and control, labelling and awards are exemple of laws to be used or developed at the local and regional level; - Using indicators to regularly assess the ongoing actions will help. It includes corrective measures and actions to rectify problems or to profit from new opportunities.

With whom to do it	The Strategic Action Plan will be prepared and implemented in partnership with private and public sector actors. The role of the Project Team finishes with the definition of the Strategic Action Plan.

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Step 9 : Implementation of the Strategic Action Plan	
General overview	
Brief explanation	After the Project Team (including external consultants) has accomplished the Strategic Action Plan it can be disbanded, and a Coordination Team (composed mainly of the officials of the Local Authority, but of other stakeholders' representatives too) must be established instead. The Coordination Team can include representatives of the private sector and other important stakeholders (NGOs, associations, etc.). The Coordination Team is in charge of the implementation of the Strategic Action Plan. It is preferable to maintain the continuum that integrates the preparation of the Strategic Action Plan with its implementation. In the implementation phase the following has to be defined: - The legislative framework with a suitable legislative and administrative structure - The Coordination Team - Adequate sources of finance - Appropriate entrepreneurial interest
Objectives	- Efficiently coordinate the process of Strategy implementation - Create a good framework for the implementation of the Stategic Action Plan (legislative, management, financial, etc.) - Develop, encourage and facilitate liaison with the community, including tourism operators, and involve all the relevant stakeholders in the management of tourism in the Destination
Expected outputs	- Coordination Team - Strategic Action Plan implemented according to the defined timeframe
Activities	
What to do	Action 1 - Defining the Coordination Team This Team should be established comprising officials of the local authorities and other relevant stakeholders. The Team should meet every three months, or as otherwise required. The role of the Team should be to: - Implement the Strategic Action Plan - Manage tourism development and marketing in and of the Destination - Be a catalyst for innovation - Help forge public-private partnerships - Address emerging issues relevant to the implementation of the Plan - Network and exchange information - Communicate with the community - Monitor and review progress Action 2 - Community Liaison The Coordination Team has to take charge of preparing the community for the impact of planned changes (for example, introducing tourism development restrictions, etc.). Action 3 - Preparing and putting into practice guidelines, regulations and policies Action 4 - Preparing and providing training facilities aimed at improving the capacities of those intending to work in the tourism/ travel/hospitality industry Action 5 - Implementing pilot projects to test the feasibility of the Action Plan It's important to achieve a strong consensus on which pilot projects will be developed first (i.e. the introduction of renewable energies in the seafront hotels only, etc.).

When to do it	Accomplishing all the objectives of the Strategic Action Plan can require very variable time periods according to each objective. The most important thing is to reach every single and controllable objective in the expected time.
How to do it	The Coordination Team should be a group of high-level persons focused on the implementation and goal delivery of the strategic planning for sustainable tourism and vary aware of the emerging issues affecting the future growth and development of tourism in the Destination. A tourism industry representative on the Coordination Team is vital. Ideally the person should be well known to the tourism industry on a local, state and, preferably, national level. The person should have an extensive tourism and business experience, be well networked, and be capable of acting as a champion for the future of the Destination's sustainable tourism development. Representatives on the Coordination Team should be at senior management level. Representatives from other agencies, or organisations could be invited from time to time as relevant to the issues being discussed. The Coordination Team should be served by an Executive Officer who would be responsible for circulating the agenda, minute talking, coordination or preparation of any papers, and any other administrative arrangements required by the Project Team.
With whom to do it	The Coordination Team, local authorities, the private sector, etc.

Step 10 : Monitoring	
General overview	
Brief explanation	Evaluation is a key aspect of the plan's implementation. Built into the plan itself are mechanisms for defining and measuring success. Evaluation at regular intervals is critical to understanding how the individual employees, work units and departments are performing relative to the expectations articulated in the plan so that progress toward the achievement of Destination-wide goals can be assessed. Periodic review is also important to adjust the Strategy for sustainable tourism develpment and its implementation as changes occur, either external or internal to the organisation. In light of the rapidity of change in today's marketplace, it's a safe bet to assume that adjustments will be needed over a 5-year horizon. Upon the conclusion of the implementation period, overall evaluation is needed to fully understand how the Destination has progressed since the plan's inception. At this point, the Strategic Planning cycle begins anew, utilising the "baseline" established at the beginning of the cycle and building upon the Destination's experience over the planning horizon. If pilot projects have been realised it is crucial to consider their efficacy and the results achieved in the evaluation process. Evaluation is carried out according to the criteria set in the strategy and using the results of the pilot projects. Because tourism is a process that depends on many changing external and internal factors, this planning method should be iterative, meaning that it should be repeated in the tourism development process.
Objectives	- Provide necessary information and support for strategic planning - Collect information to monitor the progress of the plan as it is put into practice
Expected outputs	Definition of a programme for monitoring the results of the Strategy for Sustainable Tourism
Activities	
What to do	Action 1 -Select monitoring indicators Consider what kinds of indicators of performance and impact should be used to monitor the strategy and judge success. Use both indicators of progress and result. Action 2 - Measure tourism flows Keep a regular check on volumes of visitors, including traffic flows and car parking. Concentrate on most densely visited areas, and also on most fragile areas. Action 3 - Obtain regular visitor feedback Provide a means for all visitors to give their reaction to the site and services offered. Undertake a regular survey of visitors to measure levels of satisfaction. Action 4 - Obtain regular feedback from official and other stakeholders Ensure everyone working on site management is involved in delivering quality and can make suggestions for improvement. Obtain regular feedback from local tourism enterprises on their needs and opinions. Action 5 - Assess impact on local people Obtain feedback from local people on the impact of tourism. Assess the contribution made by tourism to local jobs, as well as negative impact from congestion and intrusion.

	Action 6 - Make comparisons with other areas Compare issues, approaches, lessons learnt and quality achieved, with other sites and protected areas. Encourage mutual study tours. Maintain close relationships with neighbouring sites. Work within networks to improve visitor management and promote sustainable tourism. Action 7 - Work with others to assess impact Form partnerships with local conservation bodies. Encourage, and train local people (including tourism operators) to observe impacts on the environment. Ask visitors to report on changes and problems they encounter. Work with users, groups and clubs to monitor their impact.
When to do it	Monitoring starts after the end of the previous phase and continues throughout the life of the Destination. The indicators used to evaluate the progress of the Strategy's implementation and the success of its realisation can be updated every year.
How to do it	Use sustainable tourism indicators to provide a continuous *ex-ante* evaluation, and *ex-post* assessment of the implementation of the Strategy for Sustainable Tourism and Strategic Action Plan, so as to make the following points clear for the Coordination Team: - Which actions are in the stakeholders' agenda? - Which have already been designed? - Which are already in the implementation phase? - Which have been financed? - Which have been finished?
With whom to do it	The Coordination Team

Step 11 : Review	
General overview	
Brief explanation	After the implementation phase, the periodic review process begins. This action is conducted at the highest level within the Coordination Team and it should include all its members. The Coordination Team should review the Strategic Action Plan with all the stakeholders involved in the implementation. Plan review is required constantly to improve the Strategic Action Plan and ensure its execution. Plan review needs to be scheduled to ensure the plan is meeting the goals established in the Strategy for Sustainable Tourism. This can be achieved through surveys, management review conferences, or discussions at meetings. If the Coordination Team fails to update the plan, the plan will eventually fail to meet its objectives. It is suggested that associations and their managers review their strategic plans annually and completely overhaul their strategic plans every three to five years. The final review represents the "check" step of the Strategic Planning Process. During the Review, the accomplishments of the participants in the implementation of the Strategic Action Plan goals should be described. If, during the Review process, new and unexpected developments arise or better ways are found for doing things, the Strategic Action Plan should change accordingly. When this happens, the reasons for the change should be documented and highlighted. This will help the Coordination Team to learn from the plan and improve the planning process for the following year.
Objectives	- The development of the Strategic Action Plan focused on supporting the objectives of the Strategy - A Review of progress of the Strategic Action Plan - Changes of the Strategy as required - The continuous improvement of the sustainable tourism development process
Expected outputs	- Systematic implementation of the Strategic Action Plan - Careful monitoring of the Strategic Action Plan implementation progress. - Continuous improvement of the planning process
Activities	
What to do	Action 1 - Defining review tables Review tables are designed to review key points of the Strategic Action Plan. They must be organised to make reviewing process easier. Each table should focus on a specific goal of the Strategy. Tables should be continously updated and reviewed during the implementation of the Strategic Action Plan. Action 2 - Collect review tables for the final annual review A compilation and summary of the review tables accumulated during the year is essential. The "check" step plays a crucial role in improving the success of the Strategic Action Plan. In the review tables every deviation from the Strategic Action Plan goals should be recorded. Action 3 - Identify the causes of deviation and correct them The Review's last step entails identifying the causes of the deviation. In addition, the Review should record the actions taken (the "Vision" step) in response to this deviation. The actions may comprise as many as three phases: - Emergency countermeasure to face the immediate problem; - Short-term fix to prevent the problem from recurring; - Determination and removal of the problem's root cause. This is the permanent solution that will prevent the problem from recurring.

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When to do it	Reviews of the Strategic Action Plan should be an annual event, but it could also take place on a monthly basis for specific indicators.
How to do it	Each goal and objective has a related review table, with all supporting actions listed. Adopting the Plan-Do-Check-Act scheme for each action the process would be as follows: - Measure the progress against the goal set at the beginning of the year (Plan); - Record actual results-to-date (Do); - Note any discrepancy between the results and the plan (Check); - State the impact on the strategy for the coming year (Act). Complete such a review both for the objectives that were successful and those not attained or incomplete. For those objectives that were completed successfully, perform an analysis to determine what went right and to determine if the supporting strategies and performance measures initially established were truly appropriate. Also, note any exceptional results and how they were obtained. For each objective that was not attained, determine the reasons for the deviation. Typically, the analysis consists of the detailed supporting data of all actions carried out to accomplish the objective.
With whom to do it	The Coordination Team

This handbook was conceived as a practical tool to be used by decision-makers and practitioners in both tourism sector and ICZM (Integrated Coastal Zone Management). It provides a kind of "two-way" scheme allowing for the integration of tourism strategic planning into the wider process of ICZM on one hand and, on the other, for the application of the ICZM approach in tourism development.

The handbook has two main parts. Its main body tackles all important issues related to coastal tourism and its positive and negative impacts on natural environment and society, as well as various planning and management schemes for tourism, with particular reference to ICZM.

Individual steps of the proposed process of strategic planning for coastal tourism, based on the concept of Carrying Capacity Assessment (CCA), are presented in an Annex with all the details indicating when, how and by whom to undertake these steps.

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